

# CRS Report for Congress

## **Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1994**

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

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

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Director**

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

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

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

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## **I. INTRODUCTION**

As the Congressional Research Service completes its 80th year of service to Congress, it is a good time to take stock: to reconfirm our commitment to our mission, review our accomplishments of the past year, and plan for changing congressional needs as the 104th Congress convenes.

### **THE CRS COMMITMENT TO SERVICE**

CRS is committed to offering Congress analytical and information support of the highest quality in forms that are the most useful and appropriate. Principles guiding the work of the Service, in accordance with its charter, include responsiveness, objectivity, legislative relevance, nonpartisan balance, confidentiality, and clarity in support of the legislative, oversight, and representative functions of Congress.

Through the years CRS has improved its research and information assistance; enhanced delivery speed, convenience, and accessibility; created new services such as audiovisual formats, electronic transmission, and Fax-on-Demand; and has developed numerous public policy data bases. In most recent times, the Service has become increasingly responsive to the demands of the congressional agenda on Members' time and has sought to establish better and faster ways to provide needed assistance. The efficiency of that assistance become even more important in a time of marked fiscal constraint.

### **STRIVING FOR GREATER COST-EFFECTIVENESS**

In fiscal year 1994 the Congressional Research Service responded to congressional requests for products and services and provided information and analysis for every Member and committee of Congress. CRS served Congress in FY94, as it has in the past, by utilizing its economical shared pool of experienced experts on its staff and drawing on their multidisciplinary team efforts to cover the full range of public policy issues on the congressional agenda.

Products and services provided by CRS are timely, accurate, unbiased, and confidential. The range of products and services is designed to meet the special needs of Congress: Reports for Congress, Issue Briefs, automated data bases, and bibliographies, for example, address specific topics of widespread congressional concern; confidential memoranda, consultations in person and by phone, and other custom responses are tailored to individual Member concerns for which general distribution products are inappropriate; Info Packs on general topics are available to Members both for use as background information for themselves and their staff as well as for responding to constituent inquiries; and special programs -- Member events such as seminars and breakfasts with CRS experts on fast-moving topics on the legislative agenda, institutes on legislative procedures for congressional staff, and training programs for congressional interns.

In July 1994, while preparing its FY95 budget request, CRS estimated the cost of replacing services it currently provides to Congress. Two scenarios were examined, (1) if Congress were to obtain similar services by expanding individual Member and committee staffs, and (2) if these services were to be obtained by purchasing them from the private sector.

These alternatives were estimated to cost more than twice the CRS budget for FY95 and possibly as much as six times the amount (the added cost would range between \$73 million and \$340 million). The estimates showed that CRS provides services for Congress at a lower cost and with greater compatibility with congressional needs than assistance that would be available from alternative sources.

Recent cutbacks have decreased the Service's budget allocation while the volume of congressional demand has steadily increased. CRS has managed to streamline its operations, produce greater cost efficiencies, and develop strategies to maintain its service to Congress despite fewer resources. Some products and services have been scaled down or eliminated -- such as termination of the CRS Review -- a public policy forum on selected issues -- and Major Legislation of the Congress, discontinuing preparation of annual and biennial reports for selected congressional committees, reducing Reference Center and Reading Room hours, and decreasing or modifying legislative institute training and annual public policy institute seminars offerings. Reductions have resulted in losses in subject expertise (including such issue areas as health, defense appropriations, international relations, telecommunications, and housing); elimination of some administrative positions, cash incentive awards, and travel; frozen recruiting, hiring, and contract funds; deferred computer upgrades; and limitations on photocopying. CRS nonetheless has maintained basic services to Members and committees.

Some examples of CRS cost-effectiveness in the past year are preparation of anticipatory, general-interest products in advance of crises or fast-moving events so that analysts are free to address more specific topics as events unfold; use of ad hoc special action teams to respond to labor-intensive, short-deadline congressional requests; reassignment of staff to topics of high-priority congressional interest; recruiting and training volunteer student interns to answer relatively simple, short-term requests under veteran supervision, creating computerized data bases in which information can be entered and edited, accuracy safeguarded, and data resources shared by a number of analysts; and reducing hours in Reading Rooms and Reference Centers when Congress is not in session.

The remainder of this report describes the FY94 accomplishments of the Service, including some innovative ways in which CRS has realized cost savings while not compromising the quality of its response to congressional requests for assistance.

## **NUMBERS AND TYPES OF PRODUCTS AND SERVICES FOR CONGRESS**

CRS completed 593,000 responses to requests and service transactions for Members and committees of Congress in FY94 (see the table below). More than 250,000 of these were custom responses tailored to meet individual specified needs for analysis and information. Custom responses included more than 2,500 memoranda, almost 5,000 in-person briefings, 63,000 telephone consultations, and 185,000 other requests requiring CRS assistance in finding and selecting appropriate materials, conducting searches of various automated information systems, and preparing translations.

Congressional staff used CRS reference centers and automated information systems for self-service on 165,000 occasions. Materials, including CRS products, were provided in response to 160,000 separate requests for specific cited material during the year. Nearly 12,000 Members and congressional staff participated in over 400 CRS seminars and briefing sessions.

## CRS PRODUCTS AND SERVICES FOR CONGRESS: FY 1994

### COMPLETED REQUESTS AND SERVICES PROVIDED

Analysis, information, and research requests	256,335
Response time for requests	
Same day response	73%
Within one week	92%
Within one month	98%
Cited material and CRS product requests	159,909
Self-service use of CRS Reference Centers	51,078
Seminar, institute and training participants	11,762
Client use of CRS automated services	113,916
<b>Total Completed Requests and Services</b>	<b>593,000</b>

### CUSTOM PRODUCTS AND SERVICES

Custom writings prepared	2,555
In-person briefings and consultations completed	
(Number of participations by CRS staff)	4,868
Responses primarily by telephone	63,031
Selected materials, database searches, and translations	185,545

### GENERAL DISTRIBUTION PRODUCTS AND SERVICES

Products (titles) prepared*	1,079
Titles available (end of year)	4,826
Copies distributed**	846,335
New entries placed in CRS information systems	141,317
Seminars, institutes, training (number of events)	412

### CONGRESSIONAL OFFICES SERVED BY CRS

Members	100%
Committees	100%

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Source: CRS management data.

\*Products include CRS Reports for Congress, Issue Briefs, Audio and Video Programs, and Info Packs newly issued during the year.

\*\*Data include 433,853 CRS Reports and Issue Briefs within the 143,125 Info Packs distributed.

In order to provide analysis and information efficiently, CRS prepares a variety of general distribution products and services that are available to all congressional offices. More than 1,000 new products were prepared during the year. At the end of FY94 almost 5,000 separate titles of CRS products (Reports, Issue Briefs, Info Packs, and audio and video programs) were available. Almost 850,000 copies of these products were provided to Congress in FY94.

## OUTLINE OF THIS REPORT

This annual report describes CRS assistance to Congress in FY94. Selected major initiatives and special projects are noted, as are division activities, work on key policy issues before Congress, progress on human resource issues, and enhancements in information technology. The last section of the report reviews work in FY94 related to planning for the future.

## II. SELECTED MAJOR RESEARCH INITIATIVES AND SPECIAL PROJECTS

The following briefly describes a few CRS milestones in fiscal year 1994.

### MARKING 80 YEARS OF SERVICE TO CONGRESS

The year 1994 marked the beginning of the eighth decade of CRS service to Congress. Eighty years ago, in 1914, an appropriation amendment introduced by Senator Robert La Follette, Sr., of Wisconsin was approved by the 63rd Congress with a provision to establish a Legislative Reference Division within the Library of Congress. The amendment mandated the Librarian for the first time "to gather, classify, and make available . . . data for or bearing upon legislation, and to render such data serviceable to Congress and committees and Members thereof."

To commemorate this milestone in CRS history, a birthday celebration took place on July 26, 1994 in the Great Hall of the Jefferson Building, where the Service was first located. The event was attended largely by CRS staff, with invitations extended to interested Members of Congress and staff. Daniel Mulhollan, the new CRS Director, and Dr. Billington were there to greet the guests. On display was an exhibit highlighting documents and individuals who were instrumental to the development of the Service. Although the event was celebrated on a modest scale, it served as an opportunity to recognize the growth of CRS from a small reference service to an in-depth policy analysis and research organization and to acknowledge the contributions of CRS staff to the success of the organization. (During these 80 years the workload has grown from 296 completed requests and services provided in fiscal year 1915 to 593,000 in FY94 -- a 2,000-fold increase.)

### WORK RELATING TO ESPECIALLY SIGNIFICANT POLICY ISSUES

The past year was distinguished by complex and controversial domestic legislative proposals, such as those seeking to reform health care, criminal laws, and education. Equally contentious were foreign policy debates regarding Somalia, Haiti, Bosnia, North Korea, and Rwanda. Debates over international trade agreements, both hemispheric and global, were equally complex. The legislative climate surrounding these and other issues led many in Congress to place a premium on the unbiased, timely, and confidential support available from CRS. CRS analysts and attorneys testified before Congress on such topics as the proposal for a balanced budget amendment, the impact of immigration on welfare programs, school-to-work programs, Forest Service reform, the space station, and private property rights.

**Health Care Reform.** During the protracted debate over health care reform CRS prepared numerous analytical, technical, and legal memoranda and reports; briefed scores of Members and staff; helped to develop hearings and draft amendments; and contributed to committee report language. CRS designed and developed a full Senate committee retreat on this issue. The CRS Health Benefits Model provided rapid analysis of the impact of reform proposals on insurance premiums.

**International Concerns.** CRS assisted on matters such as the applicability of war powers, economic sanctions, human rights abuses, the use or possible use of the U.S. military, the role of force in U.S. foreign policy, peacekeeping, and immigration policy. Congress also

requested substantial CRS help in the debate on NAFTA and during the "Pre-fast-track" processing of the General Agreement on Tariffs and Trade (GATT) Uruguay Round Accords implementing legislation.

**Education.** The Service also analyzed the current condition of federal education programs and the implications of change, conducted briefings and seminars, met daily with committee staff, and helped to develop legislative compromises, especially during committee markup, floor debate, and conference committee deliberations. CRS contributed to the development of new concepts that were adopted in the final legislation. Analysts were especially active during the consideration of allocation formulas and prepared estimates for more than 1,000 alternatives.

**Crime.** Continuing support begun the previous year, CRS supplied legal and analytical assistance to committee staff, Member offices, and Member organizations -- both majority and minority -- in the formulation and critique of the major vehicles and the component proposals that the Congress ultimately forged into the Violent Crime Control and Law Enforcement Act of 1994.

**Congress.** CRS provided most of the research and informational support to the Congress as it considered legislation addressing issues identified by the Joint Committee on the Organization of Congress. In the history of CRS, no other congressional reorganization panel and the legislation generated to implement its findings received as much research support as did the Joint Committee. CRS provided major assistance to all Members involved in seeking adoption of one of the Joint Committee's proposals: the application of employment protection laws to Congress. In August 1994 the House voted overwhelmingly to pass the Congressional Accountability Act, which would provide legislative branch employees with the same workplace safety and anti-discrimination protections accorded private sector and executive branch employees. Because time ran out before the Senate could act on this legislation (H.R. 4822), the House amended its rules in October 1994 to provide these safeguards to its own employees. Throughout, CRS provided in-depth legal and constitutional analysis that addressed the many legitimate concerns (separation of powers, judicial, cost, enforcement, etc.) raised by the application of laws issue.

CRS also assisted this Joint Committee in the preparation of various committee documents. The CRS legislative branch team in the Government Division prepared statistical data on legislative appropriations over the years and on the rise and fall of employment levels among legislative branch employees.

## **HIGHLIGHTS OF OTHER CONGRESSIONAL SUPPORT**

**Initiative to Reform U.S. Foreign Aid Laws.** Reforming the cold-war driven U.S. foreign assistance program has been on the congressional agenda since the late 1980s and was a promise of the incoming Clinton Administration. In late 1993 the White House sent to Congress a "discussion draft" of its proposed legislative initiative to rewrite U.S. foreign aid laws. In anticipation of likely congressional action, CRS analysts in the Foreign Affairs and National Defense Division prepared a Report in early January 1994 outlining the Administration's draft foreign assistance package and assessing it from congressional perspectives. The Report was updated to respond to White House revisions as it introduced its legislative initiative. The CRS Report was widely distributed to serve a broad congressional

audience of both specialists and generalists. Analysts also prepared shorter and more focused products on various components of the reform proposal, including democracy promotion, foreign food assistance, and the restructured foreign aid budget configuration. In advance of the Senate Foreign Relations subcommittee markup in mid-year, CRS designed two comparisons of specific aspects of the bill regarding congressionally imposed aid restrictions and laws proposed for repeal. These documents were used extensively during subcommittee markup.

**Committee on Trade, Competitiveness, and Foreign Policy.** The CRS Director's Committee on Trade, Competitiveness, and Foreign Policy, established in FY93, was extremely active in FY94. The Committee, chaired by a member of the Office of Senior Specialists, draws its members from the chiefs of several research divisions and senior researchers who specialize in trade issues. In FY94 this Committee coordinated the CRS response to Congress on the many complex issues addressed in the Uruguay Round of Multilateral Trade Negotiations under the GATT. These responses involved analysis of complex issues arising as Congress and the Administration developed legislation to implement the Uruguay Round Accords. Analysts from all divisions mobilized to provide the full range of CRS informational and analytic services and products to Members during all stages of the legislative process.

**Parliamentary Support.** Since 1990 Congress has undertaken a program of assistance to emerging democratic legislatures in Central and Eastern Europe. CRS later began separate programs in Russia, Ukraine, and Egypt under the oversight of the Joint Committee on the Library. This program, preceded by activities in the Soviet Union, with seed grants from several private foundations, is now financed through the Agency for International Development (A.I.D.) and administered by CRS. The program has enabled Congress to be a leading force in promoting democratic legislatures in strategic areas of the world by serving as a catalyst for modernizing legislative infrastructures; the guiding concept is to build the capacity of formerly dependent legislatures to function more independently of their executive agencies through the use of research and information, and by promoting regional cooperation and self-help. With the exception of a small portion of remaining foundation grant funds, all costs associated with this program are funded by A.I.D. through Inter-Agency Agreements. In FY95 the program will continue to fulfill commitments made by the House Special Task Force on the Development of Parliamentary Institutions in Eastern Europe and others approved by the Joint Committee on the Library.

## **PRODUCT AND SERVICE IMPROVEMENT**

CRS implemented some significant new service features in FY94 to enhance product distribution and congressional access to services. New developing technology also enabled CRS to provide Congress with more efficient and timely access to CRS staff and written products, as follows.

**The Product Distribution Center (PDC),** which resulted from a recommendation of a Product Distribution Committee to the CRS Strategic Management Review, became fully operational by the end of FY94. The PDC, a self-service facility, makes it possible for congressional staff to pick up the full range of CRS general distribution products -- Info Packs, Issue Briefs, Reports for Congress, and Audio Briefs from one central location. Previously these products were distributed at three different CRS locations. Located in room 212 of the James Madison Memorial Building, the PDC also serves as the pickup point for congressional

packages. Congressional staff can browse the shelves or locate CRS products through use of print guides or the on-line CRS Products File. Besides the PDC, these products will continue to be available in the House and Senate Reference Centers.

**The Telephone Menu System on the Main Inquiry Line**, also developed in FY94, reduces waiting time for congressional callers during peak hours, permits direct access to CRS analysts, and provides information about and quick access to a wide range of CRS and Library of Congress services for Congress.

**The Fax-on-Demand system**, created near the end of the fiscal year, allows congressional staff to order CRS short Reports and other products by touchtone phone or fax machine. The order is automatically delivered to the congressional office's fax machine. The system is available to congressional offices on Capitol Hill 24 hours a day, 7 days a week.

**LC MARVEL**, a Library of Congress information system, now provides access to information by and about the Library as well as links to a vast and diverse collection of Internet resources worldwide. A pilot project now allows congressional offices accessing LC MARVEL through CAPNET (a secure Hill-wide network) to obtain the full text of selected CRS products. MARVEL directs users to services available from federal and state governments and the judiciary, from academic and commercial sources accessible nationally and internationally, and from think tanks, libraries, and various independent providers throughout the world. CRS will continue to work with the Library in FY95 to identify and develop more links to the growing number of services available and to offer access to an increasing number of Internet resources.

**Linkage between Bill Digests and Full Text of Bills** has been another goal of CRS planning. CRS began working with Information Technology Services staff in the Library near the end of FY94 to make the full text of legislative bills available on SCORPIO. The objective is to reduce unnecessary digesting where full text is brief and clear and closely integrate the digest with the immediate availability of full text. Full implementation of this project is expected early in the 104th Congress.



### III. CRS DIVISION REPORTS

Research, analysis, and information for Congress are provided by seven research divisions, the Office of Senior Specialists, and two reference and information divisions. This section summarizes FY94 activities of these CRS divisions.

#### RESEARCH DIVISIONS

##### American Law Division

The American Law Division (ALD) has been at the forefront in studying the legal issues related to the legislative agenda. The exemplary work of this division earned the American Bar Association's 1994 Hodson Award, presented, as stated in the award, "in recognition of sustained extraordinary service and achievement in the field of public law."

*Application of Laws to Congress.* ALD attorneys worked closely and extensively with committees, panels, and individual Members on application of laws to Congress, specifically on the issue of congressional coverage under various employment and information laws. Efforts included assistance in preparation of the report of the Bipartisan Task Force on Senate Coverage on compliance, assistance [REDACTED], and briefings to Congress on the application of the Freedom of Information Act and on the Privacy Act. ALD also assisted during committee markup of legislation by the [REDACTED]

*Legal Issues in the Health Care Reform Debate.* Health care reform issues addressed by ALD have reflected the nation's emerging health policy concerns debated in Congress: legal issues involved in the treatment and classification of employees under various reform plans, proposed employer mandates, antidiscrimination provisions, and federal civil rights statutes applicable to providers of health care services. Other areas of concern addressed by ALD attorneys included abortion funding issues, antitrust issues such as provisions to reorganize the health care bureaucracy, privacy issues such as disclosure of health information, medical malpractice provisions, and criminal and fraud provisions in the Health Security Act.

*Criminal Law.* ALD worked closely with committee and personal staffs in the House and Senate during the drafting, committee consideration, and floor debate on the various crime bills considered by the 103rd Congress. A series of comparisons and summaries of the major crime bills were prepared to assist in the markups and debates on those measures. A summary of the enacted crime legislation was prepared by ALD attorneys working with analysts in the Government Division.

*Ethics.* An ALD attorney who was assigned to assist the [REDACTED] helped Senators and staff draft a report and recommendations to the Senate leadership. An attorney also assisted [REDACTED] in preparing material for inclusion in the Senate Ethics Manual. Reports on possible applicable ethics provisions and laws were prepared and briefings of staff conducted by CRS attorneys for committee staff in connection with the "Whitewater" investigations and hearings in the House and Senate. An

attorney also worked with the staff of the Law Library to prepare a comprehensive comparative analysis of the ethics and conflict-of-interest laws and rules for legislators in democratic countries throughout the world.

**Trade.** Division attorneys responded to a large number of legal requests from committees and Member offices prompted by the final months of the North American Free Trade Agreement (NAFTA) debate. A number of memoranda were prepared on legal issues pertaining to the General Agreement on Trade and Tariffs (GATT), Uruguay Round agreements, other trade agreements and statutes, constitutional issues involving NAFTA, and legal implications for water resources and for the NAFTA labor agreement of Section 301 of the Trade Act. Heavy congressional demand called for preparation of a widely distributed report on the World Trade Organization and its dispute settlement procedures. Several ALD attorneys responded to the many intellectual property questions on NAFTA and GATT such as biotechnology transfer and protection of U.S. producers in matters of country-of-origin labeling, anti-dumping and anti-subsidy actions, and Buy America provisions.

**Supreme Court Nomination.** CRS interdivisional teams were formed to address congressional concerns requiring a multidisciplinary perspective. ALD coordinated assistance to the Senate Judiciary Committee on the nomination of Supreme Court Justice Stephen Breyer, including close support to the committee before and during confirmation hearings. The team included staff from the Congressional Reference Division, the Government Division, the Library Services Division, the Inquiry Section, and the Law Library.

**Education.** Members and committees of the 103rd Congress called upon ALD during consideration of reauthorization of the Elementary and Secondary Education Act and key elements of the bill, such as provisions on violence in schools, student expulsion requirements under the "Gun-Free Schools" amendment, home schooling, sexuality instruction, reporting of student immigration status, and release of student education records to state juvenile officials.

**Budget, Banking, and Taxation.** Financial questions were the subject of numerous Reports, memoranda, and consultations requested by Congress. These efforts included analysis of House and Senate resolutions proposing a constitutional amendment to balance the budget, dates of ratification and adoption of constitutional and statutory provisions on state balanced budgets, reports on bank insurance powers, and assistance to Members and committees on the Bankruptcy Reform Act of 1994. The source tax issue in the bankruptcy bill was examined by ALD for [REDACTED], and several papers were prepared on federal laws that preempt or regulate state tax laws.

**Other Issues.** ALD legal expertise was provided on myriad other issues throughout the year. Congressional requests were answered on church-state issues such as school prayer, civil rights issues, regulation of television violence, election law, and ethics. ALD attorneys continued to review all treaties concerning international law submitted to the Senate Foreign Relations Committee for advice and consent, and produced memoranda on the imposition of economic sanctions on Haiti. Property rights legislation called for ALD assistance with testimony, seminars and briefings, and written reports on "takings" challenges to federal action.

## **Economics Division**

Domestic and international economic issues continued to be prominent in the interests and activities of the Congress during FY94. Besides ongoing oversight activities, Congress approved or considered major legislation on complex economic relationships. This legislation included provisions for implementing NAFTA and the Uruguay Round of the GATT, extending most-favored-nation (MFN) status to China, permitting interstate banking, establishing financial arrangements for community development, rewriting the Communications Act of 1934, reforming the nation's health care sector, prohibiting striker replacements, reforming the Occupational Safety and Health Act (OSHA), increasing loans to small businesses, limiting insurance redlining, establishing the National Highway System, and funding defense conversion.

**Business and Labor Issues.** ECON analysts assisted both House and Senate as they considered legislation on a number of business issues such as the changing economic environment for telecommunications. This assistance included Issue Briefs and Reports on telephone-cable cross-ownership and proposed modification of the 1982 AT&T consent decree. Another issue of major concern to various committees was the large losses from trading in derivatives reported by financial institutions, municipalities, nonprofit organizations, and nonfinancial corporations. ECON assisted at hearings to examine the adequacy of regulation of this fast-growing market and prepared Reports and seminars on the uses and risks of derivatives as well as on the operation of hedge funds. Reports were also written on business issues related to health care reform: employer costs for employee benefits and potential effects of the Health Security Act on contingent workers and early retirees. ECON analysts also looked at job opportunities for AFDC recipients as Congress considered various aspects of welfare reform.

Labor issues occupied Congress during FY94 as Members turned again to labor protection standards. Amendments were offered eight times in the House chamber to delete from legislation coverage under the Davis-Bacon Act. Hearings were also held on the Fair Labor Standards Act. ECON support for these initiatives included several Reports and an Issue Brief. As Congress searched for ways to cope with worker displacement due to cutbacks in the Department of Defense budget, and with the impact on private firms and communities, ECON provided a Report describing assistance programs contained in the FY93 defense authorization act and other programs to help workers, firms, and localities adversely affected by the cutbacks.

**Industry Analysis and Transportation.** ECON analysts working on industry analysis and transportation provided expertise on a wide variety of issues before Congress. Health care assistance included participation on the CRS interdivisional team and written products on effects of the employer mandate on major economic sectors, physician incomes, cost of training, and a statistical overview of the hospital industry. Reports were prepared on potential effects of the Uruguay Round GATT agreement on the chemical, computer, and automobile industries. Numerous memoranda addressed specific Member interests in industries affected by GATT. Transportation issues generated congressional requests for information on the National Highway System and transportation budget requests. Federal disaster programs and insurance were the subjects of other congressional debates. ECON responded with memoranda and Reports on these and other related issues.

**International Trade and Finance.** CRS economists working on international issues provided research and analytical support, including briefings, seminars, Reports, and memoranda throughout the debate on NAFTA and GATT. They also assisted during bilateral negotiations with Japan to improve U.S. access to Japan's market and provided analyses during congressional discussions of MFN status for China and normalization of relations with Vietnam. Other ECON work on trade issues included Reports that analyzed legislation to reform the Export Administration Act (the primary authority for controlling U.S. exports), examined economic performance and prospects for reform in Central and Eastern Europe, and addressed the effects of trade on U.S. jobs and wages.

**Money and Monetary Policy.** Other ECON analysts responded to congressional concern about increases in short-term interest rates by tracing the economy's progress and prospects with quarterly seminars on the economy and semiannual committee briefings on monetary policy. Assistance on banking issues included Reports on banking powers, promoting economic development in underserved communities, and regulatory consolidation.

**Housing.** ECON housing experts responded to congressional inquiries with Reports on real estate provisions of the Omnibus Budget Reconciliation Act of 1993, spending under various Housing and Urban Development programs, and numerous other issues such as tax breaks for first-time home owners and home mortgage discrimination. Memoranda addressed changes in appraisal rules, rebates on mortgage insurance premiums, and proposed reforms of government-sponsored enterprises, among other topics.

**Taxation and Government Finance.** Tax issues emerged often in FY94 during congressional discussions of health care reform, energy and environmental policy, federal-state relations, U.S. possessions, and international tax standards. "Pay-as-you-go" budget rules and the consequent search for revenue "raisers" (an offset for spending by an increase in revenues) called for ECON staff to evaluate numerous tax proposals for different congressional offices. Besides these tax issues, ECON analysts assisted with budget issues for most of the year. Reports were requested to explain budget numbers for FY95 and such concepts as the so-called deficit reduction fund, federal debt management practices, and the most recent developments in the balanced budget amendment.

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

Analysts in the Education and Public Welfare Division (EPW) spent much of FY94 working on health care, welfare reform, immigration, education, and various entitlement issues. Congress failed to enact health care or welfare reform legislation by the close of the 103rd Congress, but it acted on education and altered some terms of the social security entitlement program that now reaches 42.5 million Americans.

**Health Care Reform.** Throughout 1994 EPW division analysts worked intensively with Members of Congress, congressional committees, and staff on the complex technical issues related to reform legislation. The work was driven by the needs of Congress to understand how the various bills would change health care. Analysts gave technical assistance to [REDACTED]

[REDACTED] CRS analysts prepared numerous technical memoranda and Reports and briefed scores of Members and staff. They helped to develop hearings and contributed to amendments

and committee reports. The CRS Health Benefits Model developed by EPW analysts was used extensively to provide analyses of the impact of health care reform proposals on health insurance premiums. EPW analysts also wrote a widely used bill comparison that outlined the major provisions of competing proposals. In March 1994 EPW staff designed and developed a full committee retreat on health care reform for [REDACTED]

Despite recent losses in the health and methodology sections of the division, innovative cost-saving measures enabled EPW to meet the extraordinary number of demands for information and assistance on health care reform. Staff was detailed from other divisions; analysts from other EPW sections provided support and wrote Reports on medical savings accounts and flexible spending accounts. The CRS Director's Steering Committee on Health Care Reform brought together the total resources of the Service on health care reform issues, providing an efficient, flexible way for CRS to fulfill congressional requests. CRS also worked closely on modeling with the Congressional Budget Office and the Office of Technology Assessment.

*Welfare Reform.* President Clinton's pledge to "end welfare as we know it," in part by limiting the duration of cash benefits, aroused competing proposals to alter Aid to Families with Dependent Children (AFDC). EPW analysts briefed individual Members and staff, staff [REDACTED], and helped various Member groups. The division developed a computer model to show how the existing cash-food stamp welfare system works in each state and how it would be changed by various legislative proposals. Analysts prepared detailed comparisons of bills that proposed an AFDC time limit and an innovative tabular comparison of 24 bills with current law. Members of the CRS welfare reform team (which included staff from ALD and ECON) developed numerous Reports to provide background and analysis on such matters as duration of time on welfare, jobs for welfare recipients, adolescent pregnancy issues, and state welfare initiatives. Analysts also developed fact sheets and issue summaries for quick and cost-saving service. Committees of Congress held hearings but took no further action on cash welfare reform in FY94. The issue is expected to recur in the 104th Congress.

*Immigration.* Eligibility of aliens for federal assistance became a key immigration issue in FY94. From an immigration perspective, Congress was concerned about both federal benefits as a magnet for illegal immigration and abuse by legal immigrants. From the welfare perspective, congressional interest is growing in barring some immigrants from federal welfare and using the savings as a financing mechanism for welfare reform. Often jointly with ALD, an EPW analyst prepared an Issue Brief and various memoranda, provided technical assistance and analytic support to committees and subcommittees holding hearings and considering legislation, and conducted numerous briefings for Members, committees, and staff. EPW also provided testimony before the House Ways and Means Subcommittee on Human Resources on alien eligibility and worked on refugee and asylum issues resulting from the political situation in Haiti and Cuba, the economic impact of immigration on certain states and the federal government, and enforcement mechanisms to combat illegal immigration.

*Elementary and Secondary Education.* EPW analysts provided extensive support to Congress as it adopted legislation to redefine the federal role in elementary and secondary education. These new laws include the Goals 2000: Educate America Act, which codified national education goals and authorized funding for state and local systems of reform, and the Improving America's Schools Act, which reauthorized the multibillion dollar Elementary and Secondary Education Act. EPW staff analyzed the current condition of federal education



programs and the potential implications of change, conducted briefings and seminars, and during development of legislative alternatives met daily with committee staff. In controversial areas, such as allocation formulas, Members relied upon EPW to help develop legislative compromises, especially during committee markup, floor debate, and conference committee deliberations.

*Entitlements.* An EPW analyst led the CRS team responding to requests [REDACTED] [REDACTED] with briefings, memoranda, review, discussions, and meetings. Division analysts also gave support to Members studying the social security "notch" problem (social security recipients who receive differing benefits because of legislation affecting their age group). [REDACTED] [REDACTED] the team examined the growth of disability programs, developed proposals to deal with the program's long-range deficit, and prepared materials for Members seeking to make the Social Security Administration independent, tighten the rules for benefits, and alter the taxable threshold for adult household workers.

*Other Issues.* President Clinton proposed major legislation to create a comprehensive employment and training program for dislocated workers and to consolidate employment and training programs. EPW helped [REDACTED] [REDACTED] [REDACTED] [REDACTED] develop and draft an alternative to the Administration's bill. EPW staff worked on the School-to-Work Opportunities Act and on reauthorization of the Head Start program, analyzed changes in pension policy that could lead to more coverage and portability, prepared a major study on financing of civil service retirement, and did extensive work on buyouts and downsizing of federal employment.

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

During FY94 the Environment and Natural Resources Policy Division (ENR) supported congressional actions on environmental concerns during various stages of the legislative process. Some highlights include assistance as Congress considered but did not reauthorize major environmental statutes including laws on hazardous waste cleanup, solid and hazardous waste management, water quality, and safe drinking water; a series of products, workshops, and close support on legislative issues arising in preparation for the 1995 farm bill; a national symposium on ecosystems management to provide a range of technical and policy perspectives to congressional staff on emerging public lands management issues; and close support on both nuclear and nonproliferation issues and on mining law reform.

*Environmental Protection.* ENR analyzed numerous bills to reform and reauthorize environmental programs. This work included proposals seeking to elevate the Environmental Protection Agency (EPA) to cabinet-level status and initiatives requiring EPA to conduct risk assessment and cost-benefit analyses, address unfunded federal mandates on state and local governments, and highlight private property rights affected by environmental regulations.

Division staff worked closely [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] in developing and considering legislation to address water quality, safe drinking water, toxic waste cleanup, interstate waste transportation, indoor air quality, and lead contamination issues. ENR analysts also assisted Congress in its continued monitoring of the implementation of the Clean Air Act, in overseeing the phasedown of chlorofluorocarbons

(particularly as it has affected air conditioning technology), and in addressing the issue of ethanol and alternative gasolines. To support congressional activities in these areas, ENR staff presented briefings, prepared numerous CRS products, and worked directly with Members and staff.

**Food and Agriculture.** Food and agriculture issues in the 103rd Congress included a major reorganization of the U.S. Department of Agriculture; reauthorization of various expiring child nutrition programs and environmental laws affecting agriculture, crop insurance reform, reform of federal meat, poultry, and fish inspection rules; and proposed changes in various commodity support programs (notably wool and mohair, honey, and dairy products). Food and agriculture issues also were featured in congressional debates over broader, national issues, such as budget deficit reduction, congressional approval of trade agreements and implementing legislation (e.g., NAFTA and GATT), financing for major health care reform proposals through higher tobacco taxes, and federal disaster relief activities. In response to these issues, ENR analysts supported, among others, [REDACTED]

**Natural Resources.** Division support on natural resources policies was provided in four areas: managing ecosystems, subsidizing natural resources, protecting resources and rights, and trade and environment.

A privately funded symposium on ecosystem management was planned and managed by ENR with ALD and the Science Policy and Research Division, with representation from more than 20 federal agencies. The symposium responded to requests from six congressional committees for information. A Report on federal agency policies concerning ecosystem management has been widely distributed, and the symposium proceedings have been issued as a committee print. Follow-up workshops also have been held. Other work examined programs related to the Everglades ecosystem and the effects of its deterioration on the regional economy.

Natural resources budget and subsidy issues are a continuing concern to Congress. ENR analysts assisted Members and committees on issues of grazing fees, water subsidies, below-cost timber sales, and the relationship between commodity production and Western state economies. ENR also provided information in the debate over increasing the federal payments to counties for tax-exempt federal lands (the PILT program).

Congress also called upon ENR analysts during several debates relating to the Magnuson Fishery Conservation and Management Act, Endangered Species Act, Marine Mammal Protection Act, wetlands (in the Clean Water Act), wilderness, and the Biodiversity Treaty. Most of these debates included issues related to protection of private property rights, and ENR worked closely with an ALD attorney to prepare for these discussions. ENR analysts also supported Members, committees, and task forces on disaster relief and insurance for flood and wildfire victims.

Division staff worked with the Foreign Affairs and National Defense Division and others in CRS to respond to congressional concerns about trade and the environment. Several Reports assessing the environmental aspects of GATT and NAFTA and of multilateral development banks informed Members of Congress in preparation for the Global Legislators Organization for a Balanced Environment (GLOBE) meeting.

**Energy and Minerals.** Although reform of the 1872 Mining Law Act did not emerge from conference committee, ENR was especially active as the debate gathered momentum. Division staff analyzed several different proposals, provided support [REDACTED] and produced a Report on the impact of a royalty on hardrock mining that was heavily used during conference deliberations.

**Other Issues.** Analysts also continued to work on nuclear nonproliferation issues. They provided consultation in the drafting of language on nonproliferation for the FY94 Department of Defense Appropriations Act (P.L. 103-60) and assisted during the debate on reauthorization of the Export Administration Act. Background memoranda were widely circulated during the rewriting of the bill. [REDACTED]

[REDACTED] The CRS response was widely circulated and contributed to development of an amendment sponsored by a bipartisan coalition of Members on the House Committee on Foreign Affairs.

Other related legislation for which ENR staff provided close committee support included the State Department Authorization for FY94 (P.L. 103-326), assistance on the future of the Arms Control and Disarmament Agency (S. 1281), and help with bills to strengthen U.S. nuclear export controls and improve IAEA safeguards (S. 1054, S. 1055). Analysts also provided support to [REDACTED] including background memoranda, briefings, and hearings assistance.

Elsewhere in the ENR division, staff responded to requests from Congress for help in tracking nuclear issues pertaining to North Korea, revision of the nuclear nonproliferation factbook for [REDACTED], and preparation of a legislative history of the Energy Policy Act (P.L. 102-486).

At the request of [REDACTED], ENR staff monitored U.S. policy responses to the global climate change issue. This support allowed committee staff to focus on more immediate concerns such as health care reform and reauthorization of the Safe Drinking Water Act, while CRS prepared background and options papers and other analyses that can help the committee in future deliberations on this long-term policy issue.

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

The Foreign Affairs and National Defense Division (FAND) met the needs of Congress in FY94 during the various foreign policy crises that arose using its established approach of maintaining a coverage of Issue Briefs (averaging about 100 on-line) and Reports and supplementing them with other products, seminars, and briefs as a crisis unfolds. FAND was also involved in major policy matters such as foreign aid reform and nomination hearings and procurement decisions on major weapon systems like the Navy's new attack submarine.

**Major International Crises.** Responses to Congress covered a wide range of complex international situations. Especially in those instances that involved the use or possible use of the U.S. military, congressional concern extended beyond the immediate political and military issues to include questions on the role of force in U.S. foreign policy, the applicability of war powers, peacekeeping responsibilities and costs, and immigration policy. When crises arose,



FAND analysts responded initially with items prepared as anticipatory products. This left analysts free to answer subsequent rush requests and produce urgently needed new products in response to the immediate situation. The FAND policy alert system enabled the division to distribute relevant materials quickly.

To a greater degree than in the past, the division combined the expertise of regional and functional analysis on cross-cutting foreign policy issues such as Bosnia, Haiti, Rwanda, and Cuba.

In the case of both Haiti and Rwanda, an existing Issue Brief on presidential compliance with the war powers resolution tracked developments and responded to questions on the constitutional and political questions about the use of U.S. armed forces. A FAND Issue Brief on peacekeeping addressed the role of U.S. forces in both areas. Both situations involved UN actions, which were captured in Reports and Issue Briefs that compiled U.N. resolutions on the international community's views. A short Report captured the myriad approaches to humanitarian relief to the massive world refugee crisis.

In response to other political crises, numerous briefings were given to Members and staff on Haiti, and interdivisional efforts with EPW enhanced coverage to include immigration issues. Other assistance included products on the level and cost of activity, U.S. occupation of Haiti in 1915, background on the overthrow of President Aristide, and the history of the war powers resolution. Similarly, an existing Issue Brief followed events surrounding the mass exodus of refugees, U.S. interdiction, and refugee placement at Guantanamo. Hearings on both Cuba and Haiti relied on questions prepared by FAND analysts, who also provided briefings.

FAND responded to congressional interest in the confrontation with North Korea over its presumed nuclear weapons program. The CRS effort included a multi-author Report that framed U.S. policy options for the Administration's negotiating initiatives and relevant legislation as well as Issue Briefs, Reports, and seminars.

*Committee Support.* The [REDACTED] relied heavily on the division for background and questions to be used in hearings on nominations for more than 125 ambassadors and other high-level positions in the Administration. FAND also provided support to [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] through questions for hearings on foreign and defense policy.

*Regional Issues.* FAND continued to follow political and economic developments in various regions of the world. Division analysts tracked Japan's government and politics in transition and analyzed the implications for U.S. trade and security interests of the surprise selection of a Socialist Prime Minister. Other work analyzed and compared the economic involvement of Japan and the United States with Asia-Pacific countries and examined the prospects for breaking the deadlock in the economic "framework negotiations." FAND also coordinated an interdivisional series of briefing papers for Members of Congress involved in a periodic dialogue with counterparts from the Japanese parliament. FAND analysts also tracked the controversial debate on most-favored nation status for China, held a seminar on U.S. policy toward Indonesia, looked at Pakistan-U.S. relations with and interests in Bangladesh, studied regional security organizations in East Asia, and participated in an interdivisional effort looking at steps toward normalizing U.S.-Vietnam relations.

Support was provided on Latin American and Caribbean issues as well, including monitoring the peace process in El Salvador, the Mexican elections, the progress of Latin American indigenous peoples, and the Summit of the Americas.

FAND staff prepared Issue Briefs and Reports on political developments in Russia, aid to Russia, and the Nunn-Lugar Amendment; the Armenian-Azerbaijan conflict; the Baltic states; the Czech Republic and Slovakia; and former Yugoslavia. Elsewhere FAND tracked events regarding Canada, North Ireland, U.S.-German relations; Iran, Middle East peace, and Israel; and South Africa.

*Functional Issues.* An objective of U.S. foreign policy has become the promotion of democracy abroad. FAND prepared several Reports on the budget for democracy building and tracked the National Endowment for Democracy. Related products addressed foreign election monitoring by the United States. FAND analysts were asked to serve as election observers in Dominican Republic, El Salvador, Honduras, Mexico, Moldova, Nicaragua, Russia, Taiwan, and Ukraine.

*National Defense Issues.* Congressional interest in defense topics required FAND assistance: controversial weapon systems (including FAND testimony on the B-1 bomber, theater missile defense, and the ABM Treaty), developments in arms control, nonproliferation policy, managing the post cold war defense "build-down," and U.S. military roles and missions in the post cold war period, including identification of the situations and extent to which U.S. troops should be used to establish, or protect, stability in different parts of the world. Successful cooperation among three CRS divisions -- FAND, ECON, and the Science Policy Research Division -- led to the creation of an informal team, including members of other divisions when necessary, to cover defense conversion issues. FAND also responded to many questions on the status and ongoing process of closing down and realigning military bases, a subject of great interest to many Members of Congress. FAND maintained a key Issue Brief on military base closures and issues for Congress and contributed to ECON efforts involving the economic impact of base closures on affected communities.

## **Government Division**

Government Division (GOV) analysts provided extensive service to Congress in a variety of areas. Requests from Congress called for assistance on the crime bill, congressional reform, the budget process, campaign finance, lobby reform, disaster assistance, and Native American issues. A special project was a volume on the history of the House of Representatives.

*Crime Bill.* The 103rd Congress worked intensively to develop and consider the Violent Crime and Law Enforcement Act of 1994, which was enacted in September 1994. CRS analysts provided support for the entire process, establishing a special interdivisional team for that purpose. The team, which was coordinated by a Senior Specialist, comprised professional staff from ALD, GOV, the Congressional Reference Division, and the Library Services Division. The team offered close support for the committees involved, both majority and minority Members and staff; responded daily to numerous specific requests on crime control issues; prepared major comparative analyses of the various bills; and responded to inquiries from both chambers with in-depth analyses of the many issues addressed in the legislation.

**Congressional Reform.** GOV analysts continued to assist in the congressional reform efforts of Members and committees in FY94. [REDACTED]

[REDACTED] After the JCOC was terminated, the focus shifted to the standing committees charged with considering various reform proposals. In response to requests by the chairmen of House and Senate committees, the division assisted in preparing draft questions for use at the hearings on the JCOC reform bills. At the request of the Senate Rules Committee, GOV analysts also provided assistance during markup of legislation and drafted language for inclusion in the Committee's report to accompany the bill. Division staff prepared a CRS Report providing a comparison of provisions contained in the House and Senate versions of the JCOC reform bills and responded to requests for assistance on reform proposals from individual Members from both parties and from ad hoc groups of Members. A division specialist was active throughout the year providing close support on congressional reform to House freshmen Members of both parties.

**Federal Budget Process Reform.** Both the House and Senate considered various proposals to change the federal budget process. During the first part of FY94 GOV staff responded to many requests for information on proposals calling for an amendment to the Constitution to require a balanced federal budget (the House and Senate narrowly defeated such proposals in March). Later in the spring, the House focused its attention on an "A to Z" proposal that would have established a week-long session in the House for the consideration of a wide range of spending-cut proposals. The House leadership arranged instead for the consideration of a series of budget process reform measures dealing with expedited rescission procedures, caps on mandatory spending, baseline budgeting, and treatment of emergency spending. GOV analysts provided analytical support to the House committees with jurisdiction over the proposals and responded to many requests for information on the proposals from other congressional offices.

GOV also supported Senate committee hearings on the budget process (including recommendations for biennial budgeting and other reforms proposed by the JCOC) and investigations by special House and Senate task forces on funding for natural disasters; prepared studies on the use of continuing resolutions, changing patterns in the enactment of discretionary and mandatory spending, and other topics; and explained procedural issues associated with the annual budget cycle -- such as certain enforcement provisions included in the annual budget resolution.

**Campaign Finance.** Campaign finance reform emerged as one of the major issues of the 103rd Congress. Both chambers passed bills and sought to resolve differences in conference, but the legislation did not become law. During FY94 a GOV campaign finance specialist helped prepare documents analyzing congressional options and actions. At the request of the staff to the anticipated House-Senate conference, this specialist and an ALD attorney contributed to a comparison of current law and to the texts of the House and Senate bills. For more general distribution, they prepared a detailed summary comparison of the major provisions of the bills. GOV also provided a synopsis for Members to use when briefing their constituents on campaign finance issues. The division specialist also assisted the House staff with its committee report and helped the staff working group that met during 1994 to arrange a compromise measure before the conference.

**Lobby Reform: Lobby Disclosure Legislation.** A GOV analyst worked with [REDACTED]

[REDACTED] Assistance included memoranda, Reports, analyses,

and consultations. More general information was provided to Congress through an Issue Brief and a series of CRS Reports that analyzed both the lobby disclosure legislation and gift ban legislation that became part of the issue. CRS also presented two seminars, one at the start of the 103rd Congress on lobbying legislation and another later in the year on related congressional reform issues.

**Disaster Assistance.** After the earthquake struck Los Angeles in January 1992, the Senate established a Bipartisan Task Force on Funding Disaster Relief. The chair and co-chair of the task force asked the congressional support agencies to compile information on federal disaster policies and statistics on federal costs. A GOV specialist coordinated a team of 25 analysts from seven CRS divisions who provided a historical overview of federal emergency management policies and compiled information on disaster assistance supplied by nonfederal organizations. Working with the General Accounting Office and the Congressional Budget Office, the task force developed a comprehensive summary of federal policies and expenditures.

During the debate on the supplemental appropriations bill to provide federal assistance to victims of the Midwest floods of 1993, Members of the House asked the leadership to appoint a bipartisan task force to review federal disaster policies. As part of their mission, Members of the task force requested consultative services and briefings by CRS analysts familiar with emergency management policies, the insurance industry, budget policy, and land use authorities. The CRS analysts worked closely with House task force members in developing options for consideration.

**Native American Issues.** The GOV division responded to many congressional requests to address Native American issues, especially questions pertaining to the federal budget. Part of this work was an analysis of changes in personnel and budget for the Indian Health Service. Another study developed a detailed analysis of budgetary changes from FY93 through FY95 applying innovative CRS analytical techniques. This study analyzed federal spending in the areas of Indian education, health, housing, economic development, employment, and training.

**History of the House of Representatives.** At the request of a congressional committee, CRS began preparation of a history of the House of Representatives near the end of the fiscal year. The work covered such issues as constitutional responsibilities, actions during the first Congress, elections, membership of the House, parties, leaders and groups within the House, the speakership, committees, floor proceedings, ethics, oversight, foreign affairs, House-Senate relations, relations with the President, and the power of the purse. The history was completed in fall 1994.

### **Science Policy Research Division**

The Science Policy Research Division (SPR) provides Congress with scientific and technological expertise pertaining to legislative issues. Among the highlights of SPR activities for FY94 are the following.

**Health and Biomedical Research Issues.** SPR prepared Reports related to the quality of medical care, women's health research, mental illness and substance abuse, breakthrough drugs, biomedical research, and breast cancer. The division presented a seminar on preventive care, health services research, and health research. Briefings, memoranda, and background information were provided to committee and Member staff (including Senate Labor and Human

Resources and Finance Committees) on research support for cancer; women's health, neurological diseases; screening guidelines and standards for prostate and breast cancer; and access to medical care in clinical research studies. SPR also actively participated in the CRS-wide Steering Committee on Health Care Reform.

**Public Health.** The 103rd Congress considered legislation and held hearings on numerous public health issues ranging from human health risks associated with dietary supplements or food-borne pathogens to the regulation of pharmaceutical drugs and devices. SPR provided support to Congress and its staff on these issues including presenting seminars and briefings, Reports, and hearings assistance on issues related to dietary supplements and food safety. This work entailed support to [REDACTED]

**Environmental Health.** Congressional interest in environmental health issues intensified during the year. This was reflected in the legislative activity of numerous committees that requested CRS assistance on issues such as health risks associated with radiation exposure and tobacco smoke and health problems of Persian Gulf veterans. SPR assisted with more than three dozen hearings on these issues. Analysts produced a Report on protection of human subjects in research, which frequently has been used as a resource by Congress. Analysts also provided extensive briefings on issues related to public health aspects of tobacco smoke in collaboration with other CRS divisions to majority and minority Members in both the House and Senate.

**Global Change and Environmental Technology.** SPR staff critiqued the Clinton Administration's Climate Change Action Plan and prepared trends and projections, through the year 2100, examining the U.S. share of global CO<sub>2</sub> and other greenhouse gas emissions as part of an interdivisional project for [REDACTED]. For the [REDACTED] SPR contributed relevant chapters to a CRS briefing book on oceans and coastal management issues. In response to requests from the [REDACTED] SPR analysts prepared a CRS Report on stratospheric ozone depletion and the potential effects of the widely used fumigant methyl bromide and co-authored with ENR a Report on ecosystem management and federal agency activities based on a CRS seminar. Other work included a workshop on ecosystem management, hearings support and briefings on diverse environmental topics such as the U.S. decision to submit the U.N. Convention on the Law of the Sea to the Senate for ratification, and expertise on earthquakes, hurricanes, and fires. SPR also worked on a interdivisional team coordinated by GOV to address emergency management, preparedness, and natural hazards.

**Transportation and Energy.** SPR division staff worked closely with congressional committees working on transportation concerns such as high-risk drivers (older, younger, and repeat offenders), hazardous materials transportation safety, and safety issues associated with NAFTA. Continuing assistance was provided to [REDACTED] relating to the Intelligent Vehicle Highway Systems Program, the Pipeline Safety Program, and the Motor Carrier Safety Assistance Program. SPR also addressed a range of aviation safety and technology issues, including future aviation navigation systems.

In response to congressional interest in energy efficiency and renewable energy, division staff maintained two Issue Briefs and prepared a background Report on the government-private industry initiative proposing to develop a new generation of automotive vehicles -- the

so-called clean car or super car initiative. [REDACTED]

[REDACTED] SPR analyzed global electric power production trends through the year 2050, with implications for energy needs. Reports were prepared detailing the past, present, and future supply picture for domestic oil and natural gas, and the Administration's domestic natural gas and oil initiative.

**Research and Science Education.** To support debates on research policy and funding the division held its annual seminar on the FY95 R&D budget; maintained Issue Briefs on federal R&D funding, priority setting, and consolidation for R&D; updated a Report on R&D megaproject funding; and provided analyses of women and minorities in science. SPR also prepared an analysis for the House Science Committee on evaluation and performance of R&D in response to the Government Performance and Results Act. Staff produced Reports on R&D organization and funding in the National Science Foundation and the Department of Agriculture. Other highlights were a chronology of indirect costs legislation and policies to assist Members and committees with analysis of this topic, and Reports prepared for [REDACTED] on selected U.S. government big science and technology projects related to international science and technology issues. SPR analysts also worked on a comprehensive report on the Department of Energy nuclear weapons laboratories.

**Defense Research and Technology.** Congress continues to demonstrate strong interest in determining how the United States can maintain its technological superiority in defense matters, while helping defense contractors switch to civilian markets. SPR prepared two Issue Briefs to track Department of Defense efforts to encourage greater use of commercial technology when acquiring new military systems and to help defense firms diversify into commercial markets and exploit dual-use technology. SPR analysts participated with ECON and FAND in a seminar and briefings on defense conversion. Analysts also supported the [REDACTED] on the topics of congressional earmarking and its impact on the Department of Defense's University Research Initiative program, the Department of Defense's manufacturing technology program, and federally funded R&D centers. Issue Briefs were prepared on issues relating to the Department of Defense's new advanced concept and technology demonstrations, its independent R&D program, S&T strategy, and defense R&D in the 1990s.

**Information and Telecommunications.** The 103rd Congress focused much attention on the emerging "information superhighway" and "national information infrastructure" (NII) concepts, including consideration of major telecommunications reform legislation. SPR conducted seminars on various related issues and responded to a continuous flow of congressional requests for information and consultation, including ongoing support to several committees. In addition to customized writing, SPR prepared Reports or Issue Briefs on the federal role in the national information infrastructure and on health care reform and the national information infrastructure. To answer a large number of requests on "personal communication systems" (PCS) auctions, SPR staff prepared and updated a Report on the FCC's auctions of the PCS radio frequency spectrum. SPR staff also worked with the Government Division to provide ongoing assistance to [REDACTED] in the development and markup of the Paperwork Reduction Reauthorization Act.

**Other Issues.** Among the most visible space issues debated during FY94 were the space station program, cooperation with Russia, military space programs, future launch strategy, and NASA's budget. Technology policy continued to be a topic of concern, especially encouraging technological contributions to economic growth and competitiveness and understanding how



the federal government should foster the process. SPR responded to both space and technology policy requests of Congress and provided information for congressional debates on the emerging information superhighway and national information infrastructure concepts, including major telecommunications reform.

## OFFICE OF SENIOR SPECIALISTS

Working independently, with affiliated research divisions, and in interdivisional teams, CRS senior specialists provided leadership as CRS addressed issues of high priority during the 103rd Congress. Domestic policy and institutional issues -- crime, health care, legislative reform -- were foremost, but foreign policy, national defense, and trade issues also received congressional scrutiny.

*Economic Analysis.* Senior specialists were actively engaged in research and analysis of the tax and economic impact of health care proposals including studies on the employment effect of employer health care mandates and an overview of the tax aspects of the Administration's reform package. On other fronts, the President's initiatives to boost federal investment in research and development, education, training, and infrastructure elicited congressional requests for senior specialist response.

*Foreign Policy and Defense.* In areas of foreign policy and national defense, several senior specialists continued to define the problems burgeoning in the post cold-war world. Support to Congress included a major analysis of the use of force by the United States and its longer term implications, a review of the congressionally mandated Commission on the Role and Missions of the Armed Forces, and a number of economic and security issues relating to Asia -- most-favored-nation status for China and trade with Vietnam, among others. Crises in Bosnia, Somalia, Haiti, and Korea were analyzed in terms of U.S. political and military options. The growing number of peacekeeping activities was another major focus, including the first comprehensive analysis of the Clinton Administration's new policies. Military countermeasures to support the new policy of counterproliferation were also assessed. Other analytical efforts included a review of U.S. policy toward Russia, an examination of the transition of the Eastern European economies, the continuing evolution of NATO, and a large number of briefing papers for Members on official travel to Asia. Senior specialists also participated actively and regularly with members of FAND in the preparation and review of analytical Reports and in joint seminars and briefings.

*Organization of Congress.* Congressional consideration of the recommendations of the Joint Committee on the Organization of Congress required the attention of CRS senior specialists in American national government. Other congressional pursuits called for close support to congressional committees on the budget process and presidential authority to rescind appropriate funds (formal testimony before a congressional committee), the scope of the President's power as commander in chief to intervene militarily in other countries, analyses related to legislative appropriations, and (with ALD and GOV divisions) legislative branch exemptions from various federal labor and information laws.

*Trade and Competitiveness.* The Office of Senior Specialists also provided leadership to the Director's Committee on Trade, Competitiveness, and Foreign Policy. This committee's goals are to improve CRS responsiveness to Congress on international economic and foreign policy issues by coordinating work across research divisions and by building capacity to respond

to future requests. The committee's major focus during FY94 was on responding to the requests of Congress for information and analysis on both negotiating issues and implementing legislation for the Uruguay Round of GATT.

Analyses of the agricultural and related provisions of the Uruguay Round agreements were prepared in response to committee and Member requests for information on the aggregate agricultural- and commodity-specific effects of the accord on U.S. agriculture. The senior specialist in agricultural policy organized and moderated a workshop on prospects for exporting U.S. agricultural products to Asia and the Pacific. Members, Administration policy officials, and policymakers of several private food and agricultural product export firms participated in this discussion.

**Law and the Constitution.** Legal and constitutional concerns of Congress were the focus of research and analysis of senior specialists in American public law. Analytical products included Reports, memoranda, seminars, and briefings on a range of legal and constitutional issues including the crime bill (with analysts from GOV and attorneys from ALD), habeas corpus, congressional-judicial relations, the line-item veto and enhanced rescission regarding budgetary matters, sentencing in drug trafficking cases, capital punishment, and the retroactive application of tax increases.

**Science and Technology.** Equally diverse were the calls for assistance in the areas of science and technology. A senior specialist working with members of SPR furnished research and analysis on matters ranging from the research and development component of the Department of Energy's budget request to the department's magnetic fusion energy program.

## REFERENCE AND INFORMATION DIVISIONS

The Congressional Reference Division and the Library Services Division respond to congressional requests for information analysis, reference assistance, and bibliographic support.

### Congressional Reference Division

The Congressional Reference Division (CRD) contributed to numerous issues before Congress in FY94 by developing tailored information and innovative strategies to compile and deliver this information. Improved technology has made possible the establishment of a local area network, greater shared resources, and enhanced access to Internet. CRD staff used these information strategies in responding to especially heavy congressional demand for information on health care, the information superhighway, NAFTA and GATT, war powers and the use of force, immigration, the crime bill, and the Supreme Court nomination, among other topics. CRD also provided information support for parliamentary assistance efforts.

**Information on Health Care Reform.** CRD staff answered myriad requests for information on the Clinton Administration health care reform plan and other proposals, on the views of a variety of public and academic figures on the health care situation in the United States, and on various innovative state and foreign programs that might be considered as models for U.S. health care reform.



Many Members wanted briefing books on the issue to help them decide on health care reform issues or to prepare themselves for town meetings in their districts. To help with these requests and with requests for compilations of recent articles on health care reform, CRD worked closely with the Library Services Division to develop a weekly optical disk packet. CRD staff also encouraged making this service available on a subscription sign-up basis; the suggestion was accepted, and the packet was offered as a standing order to selected Member and committee staff working on health care reform legislation.

A cost-saving product that expedited CRD response to factual questions on health care reform was the development of a notebook, maintained and updated for the Reading Rooms and Reference Centers, with answers to a range of frequently asked questions; this included health statistics (number of uninsured, costs) bill summaries, comparisons of proposals, references to CRS products, information on where to locate data in the Main Files, and a glossary of terms. This data collection effort had several benefits: material was available when the requester asked for it, and staff was saved from processing the same requests repeatedly. Another popular kind of request concerned Medicare and other previously enacted or proposed health care laws, e.g., the Medicare Catastrophic Coverage Amendments and proposals by Presidents Truman and Nixon. Many Members wanted to know the arguments used in the debate on Medicare and the roll call votes on the legislation. Since the debate was extensive, CRD created reference resources by assembling a complete file on the original legislation and making it available for use in the La Follette Congressional Reading Room.

A team of CRD staff watching business issues on the congressional agenda handled a large number of requests concerning the various financing proposals, including raising the federal cigarette and other excise tax rates and a spectrum fee for broadcasters. In conjunction with the ECON and EPW divisions, CRD worked on a request from the Senate Finance Committee for help in developing a data base to be used in the health care debate. Division staff identified specific business sectors for each state and categorized businesses according to number of employees. These data were downloaded from the Dun & Bradstreet "Dun's Market Identifiers" file for reuse in the division and were also made available to the ECON and EPW divisions. Throughout this exercise, CRD consulted and exchanged information with CRS analysts and with both the Bureau of Labor Statistics and the Bureau of the Census.

*War Powers and the Use of Force.* Other issues for which CRD offered tailored information and reference assistance included war powers and use of force in Somalia, Bosnia, Rwanda, and Haiti (with EPW), and the crime bill (with GOV and ALD).

*Supreme Court Nomination.* Another high-profile project for CRD was the intralibrary-interdivisional CRS team formed to assist the Senate Judiciary Committee on the nomination of Judge Stephen Breyer to the Supreme Court. The team, made up of staff from ALD, GOV, LSD, and the Law Library, was responsible for providing copies of all Breyer's written works and works written about him, book reviews, more than 300 court cases, and a daily clipping file from the date of his nomination through his confirmation. CRD also provided background support by locating the law review articles and court decisions by Judge Breyer.

*Information on the S&L Whitewater Affair.* CRD worked on an interdivisional team with ALD to provide both [REDACTED] [REDACTED] [REDACTED] [REDACTED] with several products and on-line assistance on the Madison Savings and Loan-Whitewater affair in preparation for hearings. Reference staff prepared four papers on Whitewater and the people involved in it, taken from press accounts; provided each banking committee with on-line data base support for specifically

tailored searches on a daily basis before and during the hearings; and set up clipping files, updated daily, in the La Follette Congressional Reading Room and the Senate Reference Center.

**Parliamentary Assistance.** CRD staff conducted orientations and briefed parliamentary members or staff from Australia, China, Costa Rica, Cyprus, Ethiopia, Germany, Great Britain, Indonesia, Lesotho, Poland, the Republic of South Africa, Tanzania, Turkey, and Uganda. They trained staff from Albania, the former Czechoslovakia, Estonia, Hungary, Jordan, Lithuania, Russia, and Ukraine for periods of one to four days each. The focus of the orientations was to show how information can be organized and conveyed to legislators and their staffs.

Two CRD staff members made trips abroad to assist with parliamentary training as requested by the Special Task Force on the Development of Parliamentary Institutions in Eastern Europe. One staff person went to Albania and Bulgaria and the other to Hungary and Lithuania. A third was part of a CRS team that went to Egypt to assist the parliament. Another CRD staffer, who became an American Library Association-U.S. Information Agency library fellow, helped develop and modernize Costa Rica's legislative library as part of a 10-month program.

**Enhanced Technology: Internet** CRD staff made great strides in efficiency of services through use of improved technology. During the year the division was connected to the local area network, which provided enhanced use of Internet, an invaluable research tool for CRD staff. Among the listservs (topic groups) accessible were MEDLIB-L (medical librarians), ECOLOG-L (ecosystem management), and the monthly Environmental News Briefing (EPA). The improved availability of federal and international government information through Internet makes it possible to broaden the base for information accessibility. Some resources are available on a timely basis through Internet. For example, through Internet the staff located a Long Island breast cancer study put out by the New York state department of health, a recent United Nations Security Council Resolution, and more current Social Security statistics than are in print.

CRD staff regularly use Internet as a source for reports, publications, and data such as *Cable Regulation Digest*, *Inside Trade*, news releases and notices from many federal agencies, the Bureau of Statistics "LabStats" data files, and so on. These publications and files are shared with CRS analysts, and are proving to be an invaluable resource.

**Other Technological Efficiencies.** Four newly installed touchscreen ACCESS work stations in the La Follette Congressional Reading Room were used for nearly 10,000 search sessions this year, almost entirely by congressional staff and interns. During the June-July incoming-intern season, the touchscreen ACCESS system was used heavily. The CRD-Library technology team added new document delivery features that are useful to congressional staff: the fetching books feature was added in January, and fetching serials and sending optical disk print commands were added in September.

The division's CD-ROM network came on-line in December 1993, and the hardware was upgraded in September 1994. The network provides CRD users with simultaneous access to CD-ROM data bases and facilitates the management and security of the disks.

Other technological improvements in the past year include several computers in the Congressional Reading Rooms with access to SCORPIO, House Information Systems, Senate LEGIS, and LC MARVEL (Internet); NEXIS printers in the Reading Rooms and Longworth Reference Center, enabling faster printouts and more search capability; and completion of optical disk installation in all Reference Centers.

### **Library Services Division**

The Library Services Division (LSD) made significant contributions to the work of the Congress in FY94 through improvements in services, data base development, and enhancement of electronic access to information. Staff also supported several important Library initiatives.

*Services to Congress.* The idea of centralizing product distribution for Congress grew out of the CRS Strategic Management Review in 1990. The Product Distribution Center was established near the end of FY94, offering access to the full range of CRS product lines. (See the discussion of services offered by the Product Distribution Center in Section II, "Product and Service Improvement.")

*Data Bases.* In light of the availability of numerous commercial on-line bibliographic and full-text data base services, the LSD staff conducted an extensive study of the usefulness and efficiency of the Public Policy Literature File (PPLT). The content and speed of response of the PPLT file was compared to ten commercially available data bases in various "hot" issue areas. The results of a time and motion study, where highly trained staff searched both PPLT and commercially available data bases specializing in a specific topic, showed that PPLT searches were faster and that document delivery using optical disk was a significant timesaver for staff. In an evaluation of the quality of materials retrieved, the analyst-librarian selection teams choose more than twice as many items that were listed in PPLT as those from commercial sources. The study concluded that the proliferation of data bases has had a centrifugal effect on information rather than a unifying one, and that the need for a core internal data base, easily accessible to all staff, is more important than ever before.

During the fiscal year, staff began to evaluate the Internet as another source of materials for PPLT. Initially, electronic materials are being downloaded and mainstreamed into the existing cataloging and optical scanning workstream. Plans call for cataloging records to carry the Internet address as well, so that data base searchers will have several options for obtaining the text of the documents.

LSD continued development of the CRS Integrated Library System by opening the CRS on-line catalog. The catalog informs staff of the location of books and periodicals throughout the Service. By the close of the fiscal year, the catalog included the collections of the CRD reference centers and reading rooms. The catalog will be enhanced as division collections are inventoried. Inventory of the Government Division collections was completed in FY94, and inventory projects in the American Law, Foreign Affairs and National Defense, and Science Policy Research Divisions were initiated.

The twenty-first edition of the Legislative Indexing Vocabulary (LIV) was issued, reflecting major enhancements in its organization and structure. The LIV is used in subject indexing of all CRS data bases -- the Bill Digest Files, the CRS Products File, and the Public Policy Literature File. Looking toward a future when more sophisticated searching software is available in SCORPIO, the CRS "top terms" were created as the first step in developing a

more hierarchical subject vocabulary. The top terms, approximately 80 subjects which describe congressional areas of interest, were developed by an interdivisional team and reviewed throughout CRS. As an enhancement in the new edition of the LIV, individual subject terms were grouped under one or more top terms in a separate section titled "Top Term Clusters." The process of reviewing the relationships between the various terms within a top term has also begun. Once more sophisticated searching software is available, on-line searchers will be able to expand an on-line search when insufficient material is retrieved with one command, or narrow a search in the same manner when too much material has been identified. (See Section V of this annual report for descriptions of other electronic access developments: CAPNET, LC Marvel, and Fax-On-Demand features.)

**CRS Product Directories.** To increase ease of use, a number of enhancements were made to the CRS Update, a monthly directory to new and updated products, and the quarterly Guide to CRS Products. The top terms are used to organize both of these product directories. A unified list of regularly updated products was created in the Update, bringing together a number of lists which previously had to be searched separately. User information was revised to provide users with additional guidance on the content and use of the directories. To facilitate use of the CRS Fax-on-Demand system, the CRS Weekly Update and the CRS Update were annotated to indicate which products are available through the system.

**Bibliographic Projects.** Several LSD projects provided responses to congressional requests for tailored information. Checklists of CRS Products and bibliographies were prepared throughout the year to support issues such as GATT, Haiti, health care issues for minorities, and the history of the House of Representatives. The division managed a clipping service for 12 congressional offices as well as for CRS staff working on health care reform. In support of the Congressional Black Caucus, LSD staff served on a team to prepare products on issues highlighted at the Caucus' annual Legislative Weekend. LSD staff also worked with the General Accounting Office on a product identifying disaster assistance programs for the Senate Disaster Task Force. High school and college debate manuals on immigration and on pretrial detentions and sentencing, respectively, were prepared in a timely manner.

**Supporting Library Initiatives.** As part of the Library Workplace Ergonomics Program, CRS established a service unit ergonomics team in early 1994. The team identified areas of ergonomic concern and completed three work site analyses within a short time frame. Extensive analysis of the Inquiry Section and Serials Unit resulted in the acquisition of more ergonomically correct furniture. Several LSD staff members were involved in this initiative from chairing the team to conducting work site analysis.

CRS participation in the LC Electronic Journals Committee will ensure the coordination of CRS and LC efforts in this area and provide the Committee with an understanding of congressional and CRS information needs. CRS representation on the Serials Management Committee ensures that selection and processing of information resources as well as development of the LC automated serials control file reflects CRS requirements. The division continued to provide support to the Japan Documentation Center (JDC) in cataloging documents, uploading bibliographic data to the Public Policy Literature File and to the JDC file on LC Marvel, and in scanning the documents to optical disk. The JDC, which acquires and provides access to Japanese documents on public policy issues, is focusing its initial efforts at serving Congress.

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

Throughout FY94 CRS continued work to facilitate labor-management relations, increase the diversity of the staff, and enhance training and staff development.

##### **CONSULTATIVE MANAGEMENT**

The Service continued to use a consultative management approach to decision making and information sharing. Each division and office within CRS has regular consultative management meetings at which staff is invited to discuss all topics of current concern. The Director also holds quarterly forums for the entire staff and biweekly meetings with the labor organization's officers, directors, and stewards.

##### **DIVERSITY MEASURES**

In consultation with the Library of Congress Affirmative Action Office, CRS developed a one-year plan, to be updated annually, designed to increase the diversity of the staff, ensure achievement of Equal Employment Opportunity (EEO) goals in all personnel decisions, and permit opportunities for staff members at low grades to fill more responsible positions that enable upward mobility. One of the objectives of this plan is to utilize extensive affirmative action recruiting for two senior-level division chief positions, those for the Government Division and the Library Services Division. Another objective is to post ten professional and administrative positions with competition limited to CRS and Library staff members so that upward mobility and affirmative action goals can be simultaneously achieved. A diversity team, headed by the Chief of the Foreign Affairs and National Defense Division, oversees the work undertaken to fulfill the plan, which, in addition to the two objectives mentioned, calls for a study of the distribution of travel and training, awards, outstanding performance ratings, and quality increases, and development of measures to assure fairness; development of a privately funded intern program and senior scholars program; an expanded effort to ensure diversity among both temporary hires and student volunteers brought into the Service; and active CRS participation in the Library's Leadership Development and Affirmative Action Intern programs.

Efforts took many forms. Recruitment for the two chief positions continued through the end of the fiscal year as CRS search committees undertook sound measures to seek outstanding minority and women applicants. The posting of ten professional and administrative positions open to internal applicants has been dependent on the completion of job analysis to determine the knowledge, skills, and abilities that must be demonstrated by candidates who will fill the positions. CRS selected three Library staff members under the Affirmative Action Intern Program, all for information specialist positions in the Inquiry Section. A volunteer coordinator was identified to head the effort to recruit a diverse cadre of student volunteers to assist CRS with its work and to strengthen ties with minority students for future recruiting efforts. CRS reviewed its contracting procedures and established a file of potential minority and women contractors. The Service developed plans to incorporate in its outreach to the 104th Congress programs to encourage diverse congressional staff to call upon CRS for services and products.

The Administration Office interviewed 640 potential applicants for employment during the year, 518 of them in-person. The office provides this service to interested applicants as part of the overall CRS recruiting effort, even when no relevant positions are posted.

## TRAINING AND STAFF RECOGNITION

FY94, a year of tight funding, saw a moratorium instituted early in the year on cash incentive awards and quality step increases. Still, 7 staff members received incentive awards, 8 received quality step increases, and 60 received outstanding performance ratings. In addition, CRS enrolled 1,256 staff members in training courses, including 529 for on-line courses, 512 for computer courses, 54 for other technical courses; 59 for research-related courses; and 102 for supervisory, communications, and related subjects. Staff members who were participants in special affirmative action and upward mobility programs were enrolled in 18 university-level courses to improve job-related knowledge and skills.

## **V. TECHNOLOGY SUPPORTING RESEARCH AND INFORMATION SERVICES**

In its continuing effort to use technology both to enhance service to Congress and to improve the efficiency of its operations, CRS focused on three major projects in FY94: a Fax-on-Demand system for delivering CRS short reports, a pilot test of an electronic delivery system for all CRS Reports and Issue Briefs in digital formats, and systems for providing improved access to Internet resources. CRS also continued to provide training for congressional staff on the SCORPIO system, which provides timely information on bills as well as access to books, periodicals, and CRS general distribution products. Other important efforts included the ongoing upgrade of the Service's technical infrastructure; development and final pilot testing of new, more efficient data entry systems; participation in the Hill-wide technology development activities, including assisting the Government Printing Office in its selection of a new retrieval system; and support for the Frost Task Force.

### **FAX-ON-DEMAND SYSTEM**

The Fax-on-Demand system developed in FY94 enables Members of Congress and their staff to have selected CRS products faxed directly to their offices. The system contains all active CRS short reports (those six pages in length or shorter) written since 1993, as well as announcements of seminars and briefings.

The system offers staff several advantages, such as enabling them to receive items within a few minutes of their phone call, 24-hour availability, and little waiting time to place an order. This system is cost-effective for CRS because it reduces the number of items that have to be delivered by messengers, and because it does not require staff to take orders for products that are delivered by this method.

The Fax-on-Demand service builds on the system that CRS developed in FY93 to make the production of its Reports and Issue Briefs more efficient. That system uses computer files of Reports and Issue Briefs rather than paper masters as direct input to the Service's duplicating equipment. The result is the creation of a centralized file of Reports and Issue Briefs in computer format that can be used to produce paper copies on demand (thereby reducing the need for large inventories), and that can also serve the Fax-on-Demand system with relatively few additional staff.

### **ELECTRONIC DELIVERY OF REPORTS AND ISSUE BRIEFS**

The system for creating a centralized electronic file of CRS products also supports a system, for which pilot testing began in late FY94, for delivering Reports and Issue Briefs in various digital formats via CAPNET/Internet. Approximately 30 House and Senate offices will participate in the test, with the goal of determining the value of such a system for congressional users as well as identifying the changes and enhancements needed to improve its utility. The system initially provides copies of all Reports and Issue Briefs in WordPerfect format, but will be expanded to include the more generic ASCII format as well as other so-called electronic publishing formats that are just becoming available in the technology market.



Network access to CRS products in digital format will offer staff several advantages including the availability of all Reports and Issue Briefs (not just short reports as in the Fax-on-Demand system), high speed delivery, no waiting to place an order, and the ability to incorporate CRS products into office memoranda and briefing papers for Members.

The availability of the system will depend upon the expansion of CAPNET/Internet access to all offices and committees, a development that is projected to continue in FY95.

## **IMPROVED ACCESS TO INTERNET RESOURCES**

In FY94 the growth of information resources on the Internet that are of value to Congress was explosive. However, despite its information richness, the Internet is still in a relatively primitive state, and finding the right resource easily and quickly remains a major challenge to CRS staff trying to serve Members of Congress as well as to congressional staff who want to use the Internet themselves. To help solve these problems, CRS worked closely with other Library of Congress staff on several systems designed to address these difficulties.

CRS and the Library made a significant start through the creation and continuing enhancement of LC MARVEL, a hierarchical menu system designed to help Internet users more easily locate information, including sources available from the Library. MARVEL helps to direct users to services available from the federal and state governments and the judiciary; from academic and commercial sources accessible nationally and internationally; from think tanks, libraries, and various independent providers around the world. This is a tremendous task, but the information can be so valuable and its timely availability so helpful to Congress that the Service will continue to work with the Library in FY95 to identify and provide more links to the growing number of services available.

In addition to MARVEL, CRS has begun work with the Library on a system that will provide access to an increasing number of Internet resources now only available through technology referred to as the World Wide Web. This technology, which began in the academic community, and which is becoming a dominant system for information distribution in the executive branch as well as throughout the entire Internet, will offer users access to even richer information sources (e.g., it is designed to accommodate audio and visual formats). The Service began work on this project with the Library in FY94 and anticipates making portions of the service available to congressional staff in FY95.

## **OTHER TECHNOLOGICAL ENHANCEMENTS**

### **Congressional Use of SCORPIO**

CRS continued to provide training for congressional staff on SCORPIO (211 trained), which was used by offices and committees over 100,000 times in FY94. The legislative files in SCORPIO files were enhanced to provide more timely information from the *Congressional Record*, an important addition because of the loss for financial reasons of the *Congressional Record Abstract* file in FY93. CRS and LC staff also improved the special easier-to-understand user interface created for SCORPIO, and, with the completion of CAPNET, made plans to extend its availability to all reference centers in the House and Senate in FY95. CRS and the Library also began evaluation of new retrieval systems that will enable congressional staff to



search and display the full text of CRS products, including tables, graphs, and charts. This effort will continue in FY95.

### **Technical Infrastructure**

CRS also continued to upgrade its technical infrastructure to meet the needs of Congress for more sophisticated, timely analysis and delivery of information. This effort included the completion of 50 percent of the networking requirements of the Service and the upgrading of PCs, although fiscal limitations reduced this latter effort to a minimum. Completion of networking and the resumption of regular upgrading of PCs should lead to important efficiencies in basic operations as well as greater capacity for using advanced application software. The Service also completed installation of a 15-node high-speed fax system (GIV) that makes delivery of information to staff waiting in CRS reference centers much faster and in higher-quality print. Security remains a major concern, however, and the Service completed a major upgrade to its virus protection system. Support for quantitative analysis is also a critical task; the Automation Office staff provided technical support for a number of major analyses undertaken in FY94, including housing and census data, astronautical comparisons, and foreign aid funding. Automation Office staff also developed an entirely new system for analyzing decennial census data.

### **Data Entry**

Final pilot testing of new, more efficient data entry systems for the Bill Digest system and the Service's public policy literature files began during the last part of the fiscal year, with production-level operations anticipated by the start of the 104th Congress. Support continued for the Service's serials tracking system and congressional request tracking system, with technology upgrades enabling both systems to be used more efficiently in FY94.

## **VI. PLANNING FOR THE FUTURE**

This section describes CRS work in FY94 related to management planning for the future and progress toward CRS goals: preparation for the 104th Congress, a focus on new legislative activities, and a product quality review.

### **PLANNING AND SUPPORT FOR THE 104TH CONGRESS**

In preparation for the new Congress, CRS undertook a Service-wide effort in FY94 to plan an introduction to CRS for newly elected Members of the 104th Congress. A 104th Congress Planning Group was formed by the CRS Management Team to ensure the coherence and consistency of all planned events. The purpose and effectiveness of each activity were examined, as were the resources needed. The goals of the planning were to ensure that the new Congress has the best information available, introduce Members to the full array of CRS products and services, improve CRS outreach, and coordinate with other Library-sponsored events.

Among the activities and services planned are the CRS Director's post-election letter informing new Members that CRS services are available to them immediately, with an "800" toll-free number providing quick access to CRS products and services. A New Member Seminar in Williamsburg January 5-9, jointly sponsored by CRS, the American Enterprise Institute, and The Brookings Institution, was planned to provide a series of colloquia and panel discussions of key issues as well as an introduction to congressional procedures. A report is to be prepared to identify major issues of immediate concern to the 104th Congress. Other planned activities include preparation of orientation materials, New Member office visits by the CRS Director, coordination of committee liaison efforts, CRS "open house" events at which divisions describe their products and services, a series of seminars for new Members and staff on key issues, followed by another series on budgetary proposals, leadership staff breakfasts, and coordination with the Library and other congressional support agencies.

### **FOCUS ON NEW LEGISLATIVE ACTIVITIES**

With the new Congress, CRS began advance planning to focus on services and products that are relevant to the needs and responsibilities of congressional leadership and contribute directly to the legislative activities of the House and Senate. This focus on legislative activities included a current Issue Brief, Report, or other general distribution product on all major legislative issues likely to come before the new Congress, including issues that are part of the "Contract with America." A refinement of the Issue Brief system was part of this planning to provide a more complete coverage of major bills as they move through the legislative process; The modified product, as envisaged, will analyze key provisions of bills, explore issues in controversy, and monitor legislative actions.

CRS prepared to reorder resources, as needed, in order to devote time and attention to analyses of omnibus legislation including budget resolution, reconciliation bills, rescission bills, and other major proposals such as the trade, crime, and health proposals of the 103rd Congress. In instances in which the need for a broad range of CRS expertise is anticipated,

the Service prepared to expand on the years' innovative use of multidisciplinary teams to address the cross-cutting issues and analyze the contents of omnibus legislation.

## **STRATEGIC RECRUITMENT PLAN**

CRS is in the process of developing a more coordinated recruiting plan to meet critical staffing needs. The principal objectives of this plan are to have more coordination of recruitment and training activities; to strengthen the CRS relationship with educational institutions and professional organizations that meet the skill and diversity needs of the Service; to expand the CRS student volunteer intern program through targeted recruiting and school-based cooperative programs; and to develop a recruitment strategy for permanent positions that ensures more diversity in the pool of qualified candidates.

While it is not anticipated that the size of the staff will be increasing significantly due to budget constraints, CRS remains committed to increasing the pool of qualified applicants for critical-need staff vacancies. Two recent initiatives reflect the growing importance of targeted recruiting and more coordination of CRS recruiting activities. First, to increase the pool of qualified candidates and to address the problem of underrepresentation, CRS aggressively recruited nationally and is currently in the process of filling two critical management positions: Chief of the Government Division and Chief of the Library Services Division. Second, a CRS Volunteer Intern Program was established service-wide as a way of supplementing regular CRS staff. Professional and student volunteer interns will be recruited nationwide to work at CRS. Working under the close supervision of senior staff, volunteers assist professional staff in performing research and reference tasks in response to congressional requests.

Thus far, CRS has had a successful beginning in achieving certain skill needs and workforce diversity goals necessary to fulfill its mission. By building strong relationships with educational institutions, professional associations, and other federal agencies, CRS believes that it can continue to recruit the personnel it will need to provide timely and objective research, analysis, and information services to Congress.

## **PRODUCT QUALITY REVIEW**

The CRS Director initiated a CRS product quality review near the end of FY94 in order to ensure that the Service's written products respond to the unique requirements of Congress and evaluate the CRS inventory using agreed-upon measures and criteria. A Product Quality Team was formed with representatives from all CRS divisions. The mission of the team is to assess the legislative relevance, policy relevance, and timeliness of CRS products; the substantive accuracy, depth and objectivity; and clarity of presentation. A random selection of Reports, Issue Briefs, Info Packs, and general-distribution memoranda was made, and the team will report to the Director on its assessment of this sample. Depending on the findings, the Director may institute quality maintenance or enhancement measures.

## IMPROVEMENTS IN CRS TELEPHONE OPTIONS FOR CONGRESSIONAL REQUESTERS

To better manage the growing number of calls on the CRS main inquiry line, 7-5000, and to help reduce the number of busy signals and time spent on hold by congressional requesters, CRS began planning for an improved automated telephone system early in 1994. Developed with the guidance of a congressional user group, the system has an easy-to-use menu that includes options to order CRS products by number, order books, sign up for CRS seminars and briefings, and place requests for information, research, or analysis with information specialists in the Inquiry Section. When callers know the option they want, they can quickly move through the system without listening to the full messages. Since installation, the system has managed more than 200,000 calls.

## VII. APPENDIXES

### A. FISCAL 1994 BUDGET, RESOURCES, AND OTHER FUNDING

In FY94 CRS had an authorized staffing level of 806 permanent positions and an appropriation of \$56,718,000. Approximately 91 percent of expenditures during the fiscal year was for salaries and benefits.

CRS also received the following grants and inter-agency funds. A total of \$2,600,000 was provided to CRS through an inter-agency agreement with the Agency for International Development: \$900,000 to continue initiatives begun in Ukraine; \$1,000,000 for new initiatives in Russia; and \$700,000 for new initiatives in Egypt. CRS continued to expend funds awarded in previous fiscal years through AID agreements and from The Ford Foundation, the John D. and Catherine T. MacArthur Foundation, the German Marshall Fund of the United States, and the Soros Foundation. 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 four grants from private sources that totaled \$37,000. The Farm Foundation awarded \$7,000 in partial support for a series of briefings and a committee retreat on agriculture and the environment. A \$10,000 grant from the Rockefeller Brothers Fund, \$10,200 from the Henry P. Kendall Foundation, and \$9,800 from the Joyce Foundation helped to support a major conference on ecosystem management.

## **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 cover a broad spectrum: in-depth analytical reports, memoranda written in response to specific questions, Issue Briefs designed to track legislative action 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.

Many CRS analysts have sufficient experience to offer 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.

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 works closely with Members and staff at all stages of the legislative process, from the development of proposals, to the preparation of hearings, to markup and the writing of reports, to final floor consideration, and beyond to implementation and oversight. CRS can define an issue in a way that fosters understanding and can identify the basic cause of the problems under consideration and 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 draws from the best sources possible and structures analyses for effective use in the legislative process.

The Service is organized to be readily accessible and responsive. As appropriate, CRS addresses legislative issues in an interdisciplinary and integrative manner, applying the expertise of its divisions (to include economics, science, government, education and public welfare, foreign affairs, environment, law, and information and reference) to respond to congressional requests. CRS experts are available for briefings with Members to discuss subjects of legislative concern, providing policy options and an institutional memory resource, whether in person or by telephone.

## WRITTEN PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES

Reports for Congress, studies or analyses on specific legislative issues of interest, are usually prepared in response to congressional inquiries. Reports for Congress on specific issues of concern take many forms: policy analyses, statistical reviews, economic studies, legal analyses, historical studies, chronologies, bibliographies, and two-page fact sheets. The basic requirements of these and other 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 valid quantitative data. A summary appears on the first page. While some work is done on a confidential basis, the majority of completed studies are produced as CRS Reports for Congress and are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as events occur for topics that are of ongoing interest to Congress. In FY94 CRS produced 940 new titles of its Reports for Congress; 4,311 active Reports were available at some time during the fiscal year.

All short reports -- those of six pages or less -- can be obtained quickly by fax, through the CRS Fax-on-Demand system. A sampling of the most popular short and long reports can also be obtained electronically through LC MARVEL on the Internet. Additional reports, long and short, are added to MARVEL periodically, especially those covering issues in the Contract with America or Congress' legislative agenda.

Issue Briefs, a unique CRS product, are concise briefing papers (15 pages maximum) on issues considered of major importance to the Congress. Briefs are available both in printed form and in the Library of Congress SCORPIO data base in the ISSU (issue brief) file. As with reports, a select number of issue briefs are also available electronically through LC MARVEL on CAPNET. They are updated as events unfold; the date on the cover of each brief is the CRS confirmation that the information contained in it is current as of that date. Briefs include the most recent developments, provide background information, and analyze options for legislative issues. They frequently describe the contents of bills and show the status of current legislation. In many briefs a chronology of key events is provided and a short bibliography of further references listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity in the production of issue briefs. While analytical conclusions on an issue may be drawn, Issue Briefs, like other CRS products, do not make legislative policy recommendations. There were 59 new Issue Briefs in FY94; 260 active Issue Briefs were available at some time during the fiscal year.

General Purpose Memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated and when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. If the audience or transiency of the product changes, the product may be recast as an Issue Brief or a CRS Report for Congress, as appropriate.

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).

## TAILORED RESPONSES TO QUESTIONS

CRS responds to individual questions with custom-tailored service. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, consultations in person or by phone, individualized memoranda, and briefings on virtually all legislative and policy issues, each tailored to address specific questions posed to CRS by requesting Members and committees. Depending on the nature of the question, teams of information specialists in the Congressional Reference Division prepare tailored packages of information for the individual requester, as appropriate.

Confidential Memoranda, prepared to meet a specific congressional request, constitute a major 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 makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

Individual Staff Briefings constitute another form of tailored response to congressional inquiries. CRS provides in-person briefings to Members and committees on specific public policy issues. These briefings can also focus on international concerns, the legislative process, congressional office operations, committee matters, or general orientation to CRS and the Library of Congress.

Telephone Response to inquiries are an important method of CRS information exchange with the Congress. 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.

Info Packs (IPs) are packages of background information and analysis composed of CRS Reports and Issue Briefs, selected articles, and bibliographies that become resources for congressional staff to answer constituent requests or provide general background on an issue. Fifteen new IPs were developed in FY94, and 118 IPs were available at some time during the fiscal year.



## GENERAL SEMINARS AND BRIEFINGS

In February 1994 CRS sponsored its sixteenth annual Public Policy Issues Institute (PPI). With a corps of CRS analysts, this two-week program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming session of Congress. The PPI seminars held in February 1994 had 390 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 March and September 1994. Other highlights of the year were the well-attended one-day legislative institutes and advanced legislative institutes/series, and seminars on health care reform, Uruguay Round trade talks, financial derivatives, property rights, ecosystem management, shipment of solid waste, recycling, food-borne diseases, NATO, the European Community, China, Northern Ireland, U.S.-Japan trade, El Salvador, North Korea, Mexico elections, and a quarterly series on the economy.

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 FY94, CRS held 148 seminars and workshops on public policy issues, 12 institutes on congressional processes, and 7 events exclusively for Members of Congress. Member and staff attendance at these events was 6,973.

## LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS

Historically the Congress has asked CRS to maintain records of its legislative activities, including an accounting 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. Currently CRS produces an on-line, regularly updated legislative data base, the Legislative Information Files.

The Bill Digest on-line Legislative Information Files contain digests, abstracts, chronologies, 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.

## **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 Management Team 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, financial institutions, transportation, taxation and government finance, and macroeconomics.

## **Education and Public Welfare Division**

The Education and Public Welfare Division, responsible for most CRS social program research and analysis, works closely with committees and Members in the development and realization of their legislative agendas. The division's work is focused on health care access and financing, welfare reform, social security, unemployment and workers' compensation, retirement income, education, job training, veterans programs, 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 for which science and technology play an important role. These areas include biomedical research policy, public and environmental health, civilian and defense advanced technologies, space, energy, transportation, global change, science policy, technology policy, information and telecommunications technology policy, and international science and technology. Division responsibilities center on analyses of the implications of science and technology for these topics, as well as the role of science and technology in the consideration of legislation on these topics.

## **Office of Senior Specialists**

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 for the Congress that call for information research and reference assistance in support of oversight activities, hearings, legislation, and representational duties. Staff use written products, standard reference works, automated research tools, and a variety of collections both in the Library and elsewhere to locate information on issues, people, organizations, events, and public policy issues. The staff in the La Follette and Jefferson Congressional Reading Rooms and the CRS Reference Centers provides 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 Electronic Research Products Office.

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 Electronic Research Products Office is responsible for production and editing of CRS Issue Briefs and Reports. This office maintains short reports on the CRS fax system as well as selected Issue Briefs and Reports on CAPNET, the congressional interface with Internet.

### **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 make requests of 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, Portuguese, 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 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 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.

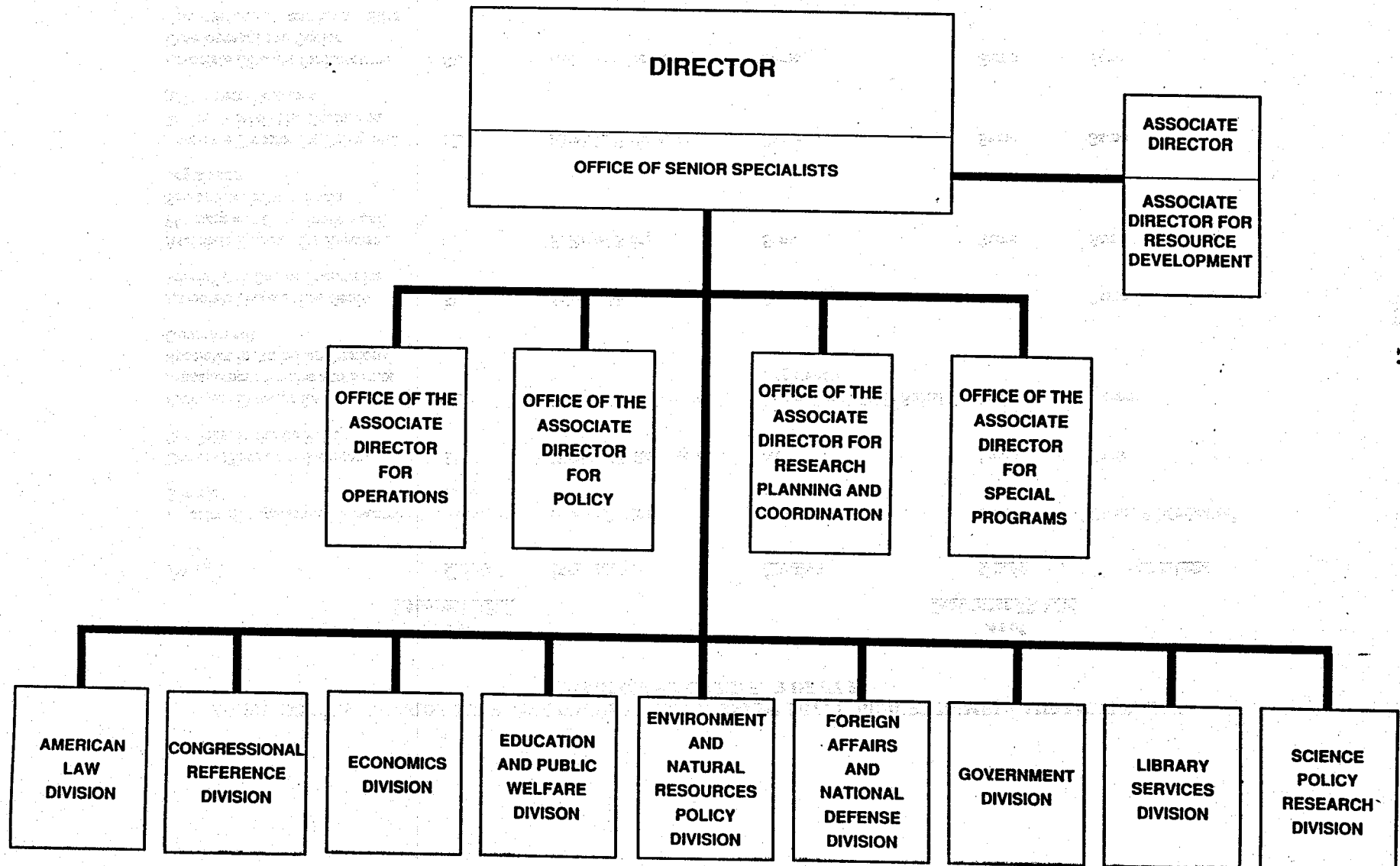
The Office of Policy is responsible for final review and clearance of all CRS authored products. To ensure quality in CRS work, it is subjected to several checks. The primary responsibility of the divisions is to examine every original product for accuracy and thoroughness. The Review Section then assesses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

Staff members of this office arrange 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 Library's Information Technology Services 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.

## CONGRESSIONAL RESEARCH SERVICE ORGANIZATIONAL CHART



**E. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL, BUDGET NUMBER AND INCUMBENT  
AT THE BEGINNING AND END OF FY 94**

<u>As of October 1, 1993</u>			<u>As of September 30, 1994</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 <sup>1</sup>	Same	Same	Daniel P. Mulhollan <sup>2</sup>
Deputy Director and Senior Specialist in Public Policy	SL	William H. Robinson <sup>3</sup>	Same	Same	Same
Associate Director for Management Studies and Senior Specialist in American National Government	SL	Thomas W. Novotny <sup>4</sup>	Senior Specialist in Social Legislation	Same	Vacant
Associate Director and Senior Specialist in Soviet Economics	SL	John P. Hardt	Same	Same	Same
Associate Director for Research Planning and Coordination and Senior Specialist in Social Legislation	SL	P. Royal Shipp	Same	Same	Same
Associate Director for Policy and Senior Specialist in Social and Information Sciences	SL	Hugh L. Elsbree, Jr.	Same	Same	Same
Associate Director for Resource Development and Senior Specialist in Arts and Humanities	SL	Ruth Ann Stewart	Same	Same	Same

<sup>1</sup>Retired 12/03/93.

<sup>2</sup> Reassigned to this position 01/23/94.

<sup>3</sup> Detailed to Acting Director, CRS, 12/06/93 to 01/22/94.

<sup>4</sup>Retired 12/03/93.



<u>As of October 1, 1993</u>			<u>As of September 30, 1994</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Associate Director for Operations and Senior Specialist in Social and Information Sciences	SL	Susan C. Finsen	Same	Same	Same
Associate Director for Special Programs and Senior Specialist in Social and Information Sciences	SL	Nancy A. Davenport	Same	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
Chief, Economics Division and Senior Specialist in Economic Policy	SL	Donald W. Kiefer	Same	Same	Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Welfare	SL	Earl Canfield <sup>1</sup>	Same	Same	Vacant
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	Vacant	Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy	Same	Charlotte P. Preece <sup>2</sup>

<sup>1</sup>Retired 04/01/94.

<sup>2</sup>Reassigned to this position 03/20/94.

As of <u>October 1, 1993</u>			As of <u>September 30, 1994</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Chief, Government Division and Senior Specialist in American National Government	SL	Daniel P. Mulhollan <sup>1</sup>	Same	Same	Vacant
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	SL	Vacant	Same	Same	Same
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Richard E. Rowberg <sup>2</sup>	Same	Same	Vacant
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 Affairs - National Security	SL	Stanley R. Sloan	Same	Same	Same
Senior Specialist in Conservation and Energy	SL	Warren H. Donnelly <sup>3</sup>	Senior Specialist in Environmental Policy	Same	Vacant
Senior Specialist in Housing	SL	Morton J. Schussheim <sup>4</sup>	Senior Specialist in Housing and Urban Development	Same	Vacant
Senior Specialist in American National Government - Separation of Powers	SL	Louis Fisher	Same	Same	Same

<sup>1</sup>Detailed to the Office of the Deputy Librarian 05/12/92 to 01/22/94. Reassigned to Director, CRS, 01/23/94.

<sup>2</sup>Reassigned to Senior Specialist in Science and Technology Policy 05/01/94.

<sup>3</sup>Retired 12/03/93.

<sup>4</sup>Retired 12/20/93.

As of October 1, 1993			As of September 30, 1994		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Senior Specialist in Transportation	SL	Leon M. Cole <sup>1</sup>	Senior Specialist in Economic Policy (Transportation)	Same	Vacant
Senior Specialist in Economic Policy	SL	William A. Cox	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same
Senior Specialist in American Public Law	SL	Raymond J. Celada <sup>2</sup>	Senior Specialist in American Public Law (International)	Same	Vacant
Senior Specialist in Environmental Policy	SL	Vacant	Senior Specialist in Science and Technology Policy	Same	Richard E. Rowberg <sup>3</sup>
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	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	Senior Specialist in National Defense <sup>4</sup>	Same	Same

<sup>1</sup>Retired on 11/30/93.

<sup>2</sup>Retired on 10/14/93.

<sup>3</sup>Reassigned to this position 05/01/94.

<sup>4</sup>Title change 04/17/94.

As of October 1, 1993			As of September 30, 1994		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
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
Senior Specialist in International Relations	SL	Robert G. Sutter	Same	Same	Same
Coordinator for Technology Planning and Specialist in Social and Information Sciences	SL	James R. Price <sup>1</sup>	Specialist in Information Technology	Same	Vacant
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

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<sup>1</sup>Retired 10/14/93.

As of October 1, 1993			As of September 30, 1994		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	SL	Vacant	Same	Same	Same
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	Vacant
Assistant Chief, Government Division and Specialist in American National Government	SL	Vacant <sup>2</sup>	Same	Same	Same
Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	SL	William R. Gigax <sup>3</sup>	Same	Same	Vacant

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<sup>1</sup>Detailed to Acting Chief on 06/29/92 to 02/28/94. Reassigned to Chief, Foreign Affairs and National Defense Division on 03/20/94. Richard P. Cronin detailed to this position 09/05/93 to 10/16/93; James P. Wooten detailed to this position 10/17/93 to 11/27/93; Leneice N. Wu detailed to this position 11/28/93 to 02/27/94 and 03/30/94 nte 11/14/94.

<sup>2</sup>Steven Stathis temporarily promoted to this position 10/17/93 to 12/15/93 and detailed to this position 12/26/93 to 01/31/94. Sharon Gressle temporarily promoted to this position 02/06/94 to 04/03/94. Joseph Cantor temporarily promoted to this position 05/29/94 to 09/26/94.

<sup>3</sup>Retired 10/14/93. Sandra Baumgardner temporarily promoted to this position 10/17/93 to 02/13/94. Kristin M. Vajs temporarily promoted to this position 02/14/94 to 06/13/94. Sandra Baumgardner detailed to this position on 06/26/94 nte 10/23/94.

<u>As of October 1, 1993</u>			<u>As of September 30, 1994</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	SL	Jane Bortnick Griffith <sup>1</sup>	Same	Same	Same
Specialist in American Public Law	SL	Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	SL	Daniel H. Zafren <sup>2</sup>	Same	Same	Vacant
Specialist in American Public Law	SL	Vacant	Senior Specialist in American Public Law	Same	Dorothy M. Schrader <sup>3</sup>
Specialist in American Public Law	SL	Robert D. Poling	Same	Same	Same
Specialist in Business and Labor	SL	Charles V. Ciccone <sup>4</sup>	Specialist in Economic Policy (Business)	Same	Vacant
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
Coordinator of Division Research and Specialist in Economic Policy	SL	Walter Eubanks	Same	Same	Same
Specialist in Industry and Trade	SL	Dick K. Nanto	Same	Same	Same

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<sup>1</sup>Detailed to special assignment in Science Policy Research Division 09/05/93 to 12/12/93. Detailed to Acting Chief on 05/01/94 nte 04/29/95. John Raymond Justus temporarily promoted to this position 05/29/94 to 09/25/94.

<sup>2</sup>Reassigned to the Law Library 06/26/94.

<sup>3</sup>Reassigned to this position from Copyright 09/04/94.

<sup>4</sup>Retired 10/14/93.

<u>As of October 1, 1993</u>			<u>As of September 30, 1994</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Social Legislation	SL	Kenneth R. Cahill <sup>1</sup>	Same	Same	Vacant
Coordinator of Division Research and Specialist in Social Legislation	SL	Sharon L. House <sup>2</sup>	Same	Same	Same
Specialist in Health Policy	SL	Janet C. Kline	Same	Same	Same
Specialist in Social Legislation	SL	Karen Spar	Same	Same	Same
Specialist in Income Maintenance	SL	Dennis William Snook	Same	Same	Same
Specialist in Education Finance	SL	Angela Maria G. Evans <sup>3</sup>	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
Specialist in Resources and Environmental Policy	SL	Claudia Copeland	Same	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

<sup>1</sup>Resigned 05/05/94.

<sup>2</sup>Detailed to Acting Chief 04/17/94 nte 12/12/94.

<sup>3</sup>Detailed to Office of the Librarian 01/26/94 nte 10/07/94.



<b>As of October 1, 1993</b>			<b>As of September 30, 1994</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 Foreign Affairs and National Defense	SL	Richard P. Cronin <sup>1</sup>	Same	Same	Same
Specialist in National Defense	SL	James P. Wooten <sup>2</sup>	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	Robert A. Keith	Same	Same	Same
Specialist in American National Government	SL	Judith Schneider	Same	Same	Same
Coordinator of Division Research and Specialist in American National Government	SL	Clay H. Wellborn <sup>4</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

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<sup>1</sup>Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 09/05/93 to 10/16/93.

<sup>2</sup>Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 10/17/93 to 11/27/93.

<sup>3</sup>Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 11/28/93 to 02/27/94 and 03/20/94 nte 11/14/94.

<sup>4</sup>Detailed to Senior Specialist in American National Government and Chief, Government Division 05/02/93 nte 11/29/94.

As of <u>October 1, 1993</u>			As of <u>September 30, 1994</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in Science and Technology Policy	SL	Marcia S. Smith <sup>1</sup>	Same	Same	Same

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<sup>1</sup>Detailed to special assignment in Science Policy Research Division 09/05/93 to 12/04/93.

**F. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST  
PERSONNEL ACTIONS IN FY 94**

**Sandra Baumgardner** was temporarily promoted to Acting Assistant Chief, Library Services Division on 10/17/93 to 02/13/94. She was detailed to this position on 06/26/94 nte 10/23/94.

**Kenneth R. Cahill** resigned on 05/05/94.

**Earl Canfield** retired on 04/01/94.

**Joseph Cantor** was temporarily promoted to Acting Assistant Chief on 05/29/94 to 09/26/94.

**Raymond J. Celada** retired on 10/14/93.

**Charles V. Ciccone** retired on 10/14/94.

**Leon M. Cole** retired on 11/30/93.

**Richard P. Cronin** was detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division on 09/05/93 to 10/16/93.

**William H. Donnelly** retired on 12/03/93.

**Angela Maria G. Evans** was detailed to the Office of the Librarian on 01/26/94 nte 10/07/94.

**William R. Gigax** retired on 10/14/93.

**Sharon Gressle** was temporarily promoted to Acting Assistant Chief, Foreign Affairs and National Defense Division on 02/06/94 to 04/03/94.

**Jane Bortnick Griffith** was detailed to special assignment in Science Policy Research Division on 09/05/93 to 12/12/93. She was detailed to Acting Chief on 05/01/94 nte 04/29/95.

**Sharon L. House** was detailed to Acting Chief, Education and Public Welfare Division on 04/17/94 nte 12/12/94.

**John Raymond Justus** was temporarily promoted to Acting Assistant Chief, Science Policy Research Division on 05/29/94 to 09/25/94.

**Daniel P. Mulhollan** was detailed to the Office of the Deputy Librarian on 05/12/92 to 01/22/94. He was reassigned to Director, Congressional Research Service on 01/23/94.

**Thomas W. Novotny** retired on 12/03/93.

**Charlotte P. Preece** detailed to Acting Chief, Foreign Affairs and National Defense Division on 06/29/92 to 02/28/94. She was reassigned to Chief, on 03/20/94.

**James R. Price** retired on 10/14/93.

**William H. Robinson** was detailed to Acting Director, Congressional Research Service on 12/06/93 to 01/22/94.

**Joseph E. Ross** retired on 12/03/93.

**Richard E. Rowberg** was reassigned to Senior Specialist in Science and Technology Policy on 05/01/94.

**Dorothy M. Schrader** was reassigned to Senior Specialist in American Public Law from the Copyright Office on 09/04/94.

**Morton J. Schussheim** retired on 12/20/93.

**Marcia S. Smith** was detailed to special assignment in the Science Policy Research Division on 09/05/93 to 12/04/93.

**Steven Stathis** was temporarily promoted to Acting Assistant Chief, Foreign Affairs and National Defense Division on 10/17/93 to 12/15/93, and on 12/26/93 to 01/31/94.

**Kristin M. Vajs** was temporarily promoted to Acting Assistant Chief, Library Services Division on 02/14/94 to 06/13/94.

**Clay H. Wellborn** was detailed to Acting Chief, Government Division on 05/02/93 nte 11/29/94.

**James P. Wooten** was detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division on 10/17/93 to 11/27/93.

**Lencke N. Wu** was detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division on 11/28/93 to 02/27/94 and on 03/20/94 nte 11/14/94.

**Daniel H. Zafren** was reassigned to the Law Library on 06/26/94.

**G. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY 94**

<b><u>As of</u></b> <b><u>October 1, 1993</u></b>	<b><u>Grade</u></b>	<b><u>As of</u></b> <b><u>September 30, 1994</u></b>	<b><u>Grade</u></b>
Associate Director for Management Studies and Senior Specialist in American National Government	SL	Senior Specialist in Social Legislation	SL
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Affairs	SL	Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy	SL
Senior Specialist in Conservation and Energy	SL	Senior Specialist in Environmental Policy	SL
Senior Specialist in Housing	SL	Senior Specialist in Housing and Urban Development	SL
Senior Specialist in Transportation	SL	Senior Specialist in Economic Policy (Transportation)	SL
Senior Specialist in American Public Law	SL	Senior Specialist in American Public Law (International)	SL
Senior Specialist in Environmental Policy	SL	Senior Specialist in Science and Technology Policy	SL
Senior Specialist in International Affairs (National Defense)	SL	Senior Specialist in National Defense	SL
Coordinator for Technology Planning and Specialist in Social and Information Sciences	SL	Specialist in Information Technology	SL
Specialist in American Public Law	SL	Senior Specialist in American Public Law	SL
Specialist in Business and Labor	SL	Specialist in Economic Policy (Business)	SL

## H. CRS PRODUCTS PREPARED IN FY94

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, Audio Briefs and video programs first issued during FY94. Issue Briefs and Info Packs updated and available during FY94 but released in earlier years are not included in this listing. The list is arranged by the same subject headings used in the CRS Update and the Guide to CRS Products. The CRS Products File in the SCORPIO system should be consulted to see the complete list of current and available CRS 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 IP314I). Video programs, which have a VT product code, are available on loan; the program time is provided after the citation.

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

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- Additions to the Major Issue File: Issue Brief, by Issue Brief Section. Updated regularly..... IB93001
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- Proposed and Actual Budget Totals for the Fiscal Years 1980 Through 1993, by Philip D. Winters, Economics Division. Revised Dec. 9, 1993. 6p..... 93-1038 E
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