

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1995

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

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I. INTRODUCTION

Since its creation by Congress in 1914, the Congressional Research has been committed to working exclusively for Congress in support of its legislative, oversight, and representative functions. In fulfillment of its statutory mission, CRS confidentially and objectively offers analytical and information assistance at every stage of the lawmaking process and upon request comprehensively reviews, evaluates, and places in context the diverse pieces of information, perspectives, and issues before Congress.

The past fiscal year has been an especially challenging one for CRS. The fast-moving issues before Congress in fiscal 1995 required CRS flexibility and resourcefulness to adapt to the changing congressional pace and environment. With reduced staff and resources, the Service launched new efforts to streamline its work processes and maximize efficiency. Ongoing demands from Congress for timely information and analysis on legislative issues were met with products and services of the highest quality possible.

By marshalling its resources, CRS maintained a cost-effective shared resource, available to every Member and committee. This pooling of resources enables CRS staff to be inherently more economical and efficient than working as dispersed staffs. Pooling also allows greater flexibility so that CRS can more easily allocate resources as changing conditions and congressional needs warrant.

Focus on Improved Products and Services

In order to serve Congress in the most efficient way, CRS continually examines its work processes as well as the quality, production, and delivery of its products and services to develop more effective approaches to serve Congress.

Intensive efforts to meet the unique needs of new Members included a series of orientation programs covering congressional processes and key policy issues. For the first time this year the annual CRS Public Policy Institute program was coordinated with a seminar series on the federal budget. To meet widespread congressional demand for analysis of major legislation receiving floor action, CRS developed a weekly Legislative Alert system to inform Congress of CRS products addressing the scheduled measures. To provide easier access to information on the budget and appropriations process, CRS initiated a budget and appropriations report pilot series that features ongoing analysis of each of the thirteen appropriations bills. Since the beginning of the 104th Congress, major efforts have been under way to work closely with the committees to assure that CRS resources continue to be appropriately focused on congressional legislative and oversight activities.

Research Coordination and Evaluation Activities

As part of its effort to enhance effectiveness, CRS has improved its overall coordination and direction of ongoing research and reference activities by ensuring consistency in its work

priorities, by establishing weekly service-wide coordination reviews, and by achieving greater flexibility in reassigning staff to meet pressing needs of Congress.

The Service also systematically evaluates its activities for their contribution to the work of Congress. Recent evaluations have included surveys, meetings with Members, focus group meetings with congressional staff, and reviews of product quality.

Product Quality and Timeliness

During the past year the Service has refined a number of products and procedures to enhance their usefulness. CRS has placed greater emphasis on preparation of shorter, more concise analytical and information reports. To address especially complex legislative issues, which at times are subject to multiple committee jurisdictions, CRS formed special interdisciplinary teams to integrate the work of political and social scientists, foreign policy and defense experts, physical scientists, legal and economic analysts, information specialists, and others into cohesive and comprehensive analyses of major issues. CRS initiated a process for review of product quality that has heightened attention throughout the Service to timeliness, clarity of presentation, strength of analytical and methodological bases, and other qualitative aspects of CRS products. Through new and expanded electronic communications such as e-mail, CAPNET, and a high-powered fax system, all CRS products are prepared and updated more promptly and are made immediately available to Congress.

Using existing resources, CRS centralized digitization processes for producing original and updated general distribution products by creating an Electronic Research Products Office. The Service also consolidated three separate processes for distributing products to Congress, and this year made fully operational a unified Product Distribution Center to improve the speed and quality of responses to requests for CRS products. With the Library's assistance, CRS completed a network of computers for all CRS staff, a process that has already improved internal communication and sets the stage for further improvements in the quality and responsiveness of CRS work for the Congress.

During FY95 CRS began implementing new, more efficient delivery methods, including a fax service to provide Congress with rapid, direct electronic access to short CRS reports and fact sheets without using CRS staff resources. A pilot project was completed to make all CRS written products available to congressional offices and committees through CAPNET. Development continues on a document retrieval system, based on optical disk technology and remote printers. This system enables the Service to deliver CRS reports and articles expeditiously from the unique CRS public policy literature collection (PPLT). In coordination with Library staff, work has begun to develop a better retrieval system for the CRS bill digest and tracking system that would eventually replace the SCORPIO system. In all its research activities, CRS makes extensive use of commercial data bases to provide access to information not otherwise available or not available quickly.

Cutting Costs

The Service routinely declines requests that the oversight committees have deemed inappropriate. CRS does not accept requests for such activities as bill drafting, casework, scholastic or personal research, clerical services, and provision of information about current or former Members. CRS restricts access by interns and directs them to CRS reference centers or on-line data bases to conduct their own research. These and other limitations, developed in consultation with oversight committees, are important in allowing the Service to adhere to its core mission, to avoid inappropriate work, and to avoid duplication of work performed by other agencies.

Of necessity, CRS has become proficient at matching reduced resources to the tasks demanded. Initial interviews with congressional requesters ensure that the requester's needs are met in an expeditious manner. CRS Inquiry Section subject specialists who take requests from Congress and division managers take into account the circumstances that surround each request and the range of available response options. As the Service enhances efficiencies within CRS, it simultaneously informs congressional staff on the most effective and economical use of CRS services.

Besides the discussions held every day between CRS and congressional staffs, CRS visits the offices of new Members, holds regularly scheduled orientation sessions for new staff, and communicates with every congressional office on a regular basis to announce new products and services such as seminars on policy issues and congressional procedures.

As CRS has made improvements and adapted to an environment of fiscal austerity, a number of services have been cut back. Among the activities that have been discontinued are the preparation of information about terminating federal programs; publication of Major Legislation of the Congress and The Digest of Public General Bills and Resolutions (Bill Digest information remains available electronically); preparation of the biennial Legislative Activities Report for the Senate Foreign Relations Committee; and preparation of the annual Congress and Foreign Policy Report for the House Foreign Affairs Committee (now the International Relations Committee). CRS also has reduced hours of operation for Reference Centers and Reading Rooms during recess periods; restricted formal detailing of CRS staff to committees and leadership to ensure availability of expertise to all requesters; reduced the number of briefings for noncongressional groups; declined requests for the preparation of congressional office histories; limited the number of offerings in the annual CRS Public Policy Institute; and discontinued briefings and other in-person assistance related to making applications for government grants.

Numbers and Types of Products and Services for Congress

CRS responses to congressional requests for services in FY95 totaled almost 593,000 (see the table below). The largest group -- 40 percent of the total -- were custom responses to requests tailored to meet specific needs for analysis and information. These included more than 2,700 memoranda, 4,300 in-person briefings and consultations, 54,000 telephone consultations, and 174,000 selected materials, data base searches, and translations. About 27

percent of the total were requests for specifically cited materials, including CRS products. About 25 percent of the total were congressional office searches of various CRS automated information systems. *Self-service use* of Reference Centers and congressional participation in CRS seminars, institutes, and professional development classes made up about 9 percent of total services provided.

CRS PRODUCTS AND SERVICES FOR CONGRESS: FY 1995

COMPLETED REQUESTS AND SERVICES PROVIDED

Analysis, information, and research requests		235,572
Response time for requests		
Same day response	72%	
Within one week	92%	
Within one month	98%	
Requests for cited material and CRS products		158,952
Self-service use of CRS Reference Centers		41,688
Seminar, institute, and training participants		11,010
Client use of CRS automated services		145,509

Total Completed Requests and Services

592,731

CUSTOM PRODUCTS AND SERVICES

Custom writings prepared		2,748
In-person briefings and consultations completed		
(Number of participations by CRS staff)		4,321
Responses primarily by telephone		54,023
Selected materials, data base searches, and translations		174,169

GENERAL DISTRIBUTION PRODUCTS AND SERVICES

Products prepared*		1,291
Copies distributed**		782,346
New entries placed in CRS information systems		127,579
Seminars, institutes, training (number of events)		361

CONGRESSIONAL OFFICES SERVED BY CRS

Members	100%
Committees	100%

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 361,500 CRS reports and issue briefs within the 112,801 info packs distributed.

In order to provide analysis and information efficiently, CRS prepares a variety of general distribution products and services that are expected to be in demand and that are available to all congressional offices. Almost 1,300 new products (reports, issue briefs, info packs, as well as audio and video programs) were prepared. During FY95 about 783,000 copies of CRS products were provided to Congress. Nearly 130,000 new entries were added to various CRS information systems. And 361 seminars, professional development classes, and other CRS events drew attendance of 11,000 congressional staff and Members.

The number of services provided is almost the same as the number in FY94. However, Congress changed its relative use of many CRS services in FY95. Those services and products requiring the highest level of expertise, and those that are the most labor-intensive -- such as preparation of both custom and general distribution written products and in-person briefings by analysts -- have increased. Congress is also making greater use of the automated information systems provided by CRS.

Outline of This Report

CRS continues to maintain the breadth and depth of issue coverage required by Congress and to provide timely and responsive service. The remainder of this report describes CRS activities during FY95 to serve the Congress as well as efforts to streamline operations. Selective major initiatives and special projects are noted, as are division activities, work on key policy issues before Congress, progress on human resources issues, and improvements in information technology. The last section of the report reviews planning in FY95 to enable CRS to better serve Congress in the future.

II. SELECTED MAJOR RESEARCH INITIATIVES AND SPECIAL PROJECTS

Some CRS highlights in FY95 are briefly described below. More detailed discussions of policy issues and of product and service improvements are provided in Sections III and V.

Legislative Support to Congress

During the past year the congressional agenda has been characterized by complex and hard fought domestic legislative proposals concerning reform of the welfare system and health care, food and agriculture policy, regulatory reform, environmental protection programs, and the federal government's role in education. Equally challenging were foreign policy debates in Congress regarding Bosnia, possible NATO expansion, the Israeli-Palestinian Agreement, changes in Russia, aid to Africa, and Mexico's financial crisis. CRS attorneys, analysts, and information specialists provided Congress with assistance on, among other issues, the balanced budget constitutional amendment, the line-item veto, congressional term limits, election law, and immigration, as well as banking and securities laws, changes in R&D funding and organization, transportation and energy concerns, and telecommunications reform legislation. The legislative needs stemming from these and other issues intensified congressional requests for the objective, expert and confidential support available from CRS. Some of the highlights are outlined below.

Transition. During the first days of the 104th Congress, attention was focused on congressional organization, committee agendas, and the transformation of the Republican "Contract with America" into a legislative program. From the beginning, CRS staff provided both procedural and substantive analysis and support to both majority and minority Members and committees during the transition following the change in party leadership in both chambers of Congress. Legislative process specialists worked closely with committees; provided parliamentary advice during hearings, markups, and conference committee meetings; and provided close support to Members sponsoring bills or participating during floor debate.

Welfare Reform. In response to requests for congressional assistance on welfare reform, a major element of the Contract with America, a CRS team was formed to provide on-call expertise on the policies and issues of all major federal welfare programs, including Aid to Families with Dependent Children, Supplemental Security Income, job training, child care, food and nutrition, social services, and child support enforcement. More than 50 general distribution products were prepared. Committee staff relied on the team for background materials, statistical analyses, testimony, technical advice, and consultation in the preparation of committee reports and conference documents.

Medicare and Medicaid. The 104th Congress devoted much energy to consideration of proposals to reduce rates of growth in Medicare and Medicaid spending and to make structural reforms in these programs. At the beginning of the Congress, CRS developed an interdisciplinary team to respond to the large volume of work from committees, Members, and staff. The team had members from four CRS divisions, and included attorneys, policy analysts, information specialists, and bibliographers. Among other activities, the team assisted with the

development of legislative options, supplied quantitative data regarding a range of proposals, and provided a wide range of analytical memoranda on issues related to the legislation; more than 25 general distribution products were prepared during the course of the year on Medicare and Medicaid.

The Farm Bill. CRS experts in food and agriculture policy supported congressional efforts during reauthorization of omnibus farm legislation intended to guide federal food and agriculture policy into the twenty-first century. These efforts included tailored analyses and reports, workshops, and close support for committees and Members as they addressed proposed farm program changes, trade and food aid policy, agriculture and environmental issues, and changes in food assistance and nutrition policy. The farm bill team offered a series of educational programs on food and farm issues at the requests of agriculture committees. Especially noteworthy was a two-day seminar for senior congressional staff to provide insights on agricultural policy issues from the perspectives of various national interests and agribusiness sectors.

Defense Policy. Defense policy analysts prepared reports on issues such as submarine acquisition, heavy bombers in nonnuclear roles, foreign ballistic and cruise missiles, and theater missile defense. Shorter reports addressed military deployments to Haiti, Bosnia, the Persian Gulf, and command arrangements for U.S. forces in multinational situations. Other reports focused on arms control issues such as proliferation control regimes, security assurances, and U.S. nuclear stockpile stewardship. Much of the heaviest demand was for assistance with defense spending issues, military base closures, and military medical care services; products and services were also offered in response to questions on peacekeeping, intelligence operations, and defense conversion.

Education. The 104th Congress opened for reconsideration nearly every major aspect of the federal government's role in education, from early childhood through postsecondary levels. Reports and testimony were prepared during congressional debate on whether to eliminate the U.S. Department of Education as a Cabinet agency. Close support, technical assistance, and analytical expertise were provided as Congress discussed proposals to consolidate numerous programs into broad block grants in such areas as elementary and secondary education reform, postsecondary education, vocational education and job training, adult education, and libraries.

Congressional Accountability and Legislative Procedure. A priority for Congress was consideration of legislation that would make private sector laws applicable to Congress. CRS attorneys worked closely with congressional committees during preparation and enactment of the Congressional Accountability Act. CRS attorneys have continued to provide assistance with written products and briefings throughout implementation of the Act. The Service also assisted during congressional reorganization and reform efforts following changes in party control in both the House and Senate and provided legal expertise on constitutional issues raised by a new House rule requiring a three-fifths majority vote for tax increases. In both cases, CRS work in previous Congresses was of particular value.

Affirmative Action and Civil Rights Law. The issue of affirmative action received much attention during the past year. CRS attorneys revised and updated analyses of civil rights law after a key Supreme Court decision. Other attorneys reviewed federal law and regulations establishing affirmative action goals or preferences based on race, gender, or ethnicity; gave briefings on civil rights and affirmative action; with other CRS analysts worked with both House and Senate offices on reauthorization of the Individuals with Disabilities Education Act; and testified at a Senate hearing on the student discipline issue. CRS analysts also provided close support to Members and committees during discussions of equal employment opportunity and minority business set-asides.

The Legislative Alert Service

The Legislative Alert, a new CRS service, was created early in FY95 to assist congressional staff in quickly identifying CRS products that directly relate to legislation up for immediate floor consideration in the House and Senate. Each weekly Alert lists the short titles and bill numbers of upcoming legislation by chamber, followed by a list of the relevant CRS products. The Alert is available in printed copy at the beginning of the week to every congressional office while Congress is in session and is accessible through the CRS World Wide Web Home Page (available to congressional offices only), CRS Reference Centers, the Product Distribution Center, and selectively through the fax-on-demand system.

Budget Appropriations Report Series

To respond to congressional work on federal budget and appropriations issues, CRS inaugurated a pilot series of reports specifically covering each of the thirteen annual appropriations bills. Each of the appropriations reports focuses on a single appropriation bill and, with regular updates, follows it from the initial budget request through final disposition. These reports provide the range of programs and provisions included, current legislative status, significant budget numbers, five-year funding trends, summaries of key issues surrounding the year's deliberations, detailed program tables, and references to related CRS analytical products. A special report identified reconciliation issues and listed products analyzing these issues as well as options considered by authorizing and budget committees. The objective for developing these reports has been to complement subcommittee information available to Members and to meet the needs of Members who are not on committees of jurisdiction.

CRS has assessed this pilot and concluded that while some reports met the needs of congressional requesters, others were not as useful. Based on a preliminary assessment, the Service does not plan to go forward with the series, but CRS will continue to analyze budget and appropriation issues as they affect federal programs and activities.

CRS Innovations in Service Delivery

In FY95 CRS employed recently available technology to improve congressional access to CRS services, including a fax-on-demand system, an on-line system that provides access to the full text of selected CRS products, and the development of a CRS Home Page on the Capital

Hill Internet network. The Service continued its innovation of technology support to improve information and policy analysis for Congress. Technical teams in the CRS Automation Office completed networking all CRS work stations and provided or supported systems analysis and programming, statistical analysis, scanning and storage systems, copier and duplication technology, fax technology, digital document delivery, telecommunications systems, and management systems. The CRS Electronic Research Products Office continued to improve the timeliness and accessibility of CRS issue briefs and reports for Congress.

Parliamentary Support

Parliamentary assistance programs in Egypt, Poland, Hungary, the Czech Republic, Bulgaria, Estonia, Latvia, and Lithuania were completed in FY95. Other programs in Albania, Romania, Russia, Ukraine, and Slovakia are ongoing and will be completed before the end of December 1996. These programs are part of a plan initiated by Congress in 1990, with oversight by the Joint Committee on the Library, to assist parliaments in Central and Eastern Europe make the transition from totalitarian dictatorships to democratic legislative systems.

With the exception of funds from private foundations that provided seed money for programs in a few countries, all costs associated with the programs have been funded by the Agency for International Development through Inter-Agency Agreements. In all these efforts the objective has been to demonstrate the importance of the availability of information and objective, nonpartisan research in the development of modern democratic legislatures.

III. CRS DIVISION REPORTS

CRS maintains an organizational structure that enables great flexibility and interdisciplinary coordination when the need arises. Many of the activities described below drew upon interdisciplinary coordination. Seven research divisions, the Office of Senior Specialists, and two reference and information divisions form the foundation of the Service.

RESEARCH DIVISIONS

American Law Division

Constitutional and other legal issues were at the forefront in much of the work of Congress in FY95. Numerous legal issues were on the congressional agenda -- from ethics, election law, civil rights, church-state issues, property protection, and banking and securities laws to terrorism law enforcement, immigration, and international law.

Banking, Securities, and Bankruptcy Law. The American Law Division (ALD) prepared several reports summarizing omnibus banking legislation that Congress proposed in order to open nationwide interstate banking through branches and holding companies. The legislation established a community development banking network partially capitalized by the federal government. Together with analysts in the Economics Division, ALD attorneys wrote analyses of banking issues and conducted in-person briefings for Members and staff of the House and Senate Banking Committees concerning elimination of barriers to one-stop financial services by, for example, eliminating the Glass-Steagall Act and permitting banks to provide insurance products and allowing insurance companies and security firms to own banks.

Prominent bankruptcy issues addressed were municipal bankruptcy and the economic problems facing the District of Columbia. A report was prepared on municipal reorganization with an analysis of receivership authority over the District of Columbia.

Civil Rights Law. Affirmative action issues received much attention during the past year, and attorneys in ALD revised and updated analyses of the law after the Supreme Court decision in *Adarand Constructors v. Peña*. A general distribution memorandum containing an overview of federal law and affirmative action goals based on race, gender, and ethnicity was widely circulated throughout Congress. CRS attorneys also responded to both House and Senate requests for assistance on the reauthorization of the Individuals with Disabilities Education Act and testified at a Senate hearing on the student discipline issue.

Church-State Issues. Numerous inquiries were received on the constitutionality of various school prayer proposals, on the Supreme Court's establishment clause jurisprudence, and on church-state issues that emerged during congressional consideration of welfare reform, the reform of D.C. schools, and the possible modification of the Religious Freedom Restoration Act.

Election Law. Several ALD attorneys worked on issues relating to House contested elections and prepared a report detailing the procedures. The division prepared memoranda and reports on congressional redistricting, especially in light of majority-minority districts. Attorneys prepared responses to questions concerning state-imposed congressional term limits and analyzed a Supreme Court decision on term limits and its implications. Attorneys provided legal and constitutional analyses of the issue of adjusting the decennial census because of the case that was currently before the Supreme Court.

Ethics and Congress. Ethics and conflict-of-interest issues, lobbying questions, and the lobbyist gift ban issue were among the concerns of Congress during FY95. A priority issue for the 104th Congress was legislation that would make private sector laws, such as civil rights laws and labor laws, applicable to Congress. ALD staff worked closely with congressional committees preparing the Congressional Accountability Act and prepared numerous analyses as its provisions evolved.

Attorneys also assisted during congressional reorganization and reform efforts, including work on constitutional issues raised by a new House rule requiring three-fifths majority vote for tax increases.

Federal Law Update Series. Attorneys presented the biannual Federal Law Update program for Members and staff, with seminars on such topics as affirmative action law, the Congressional Accountability Act, congressional redistricting, professional responsibility, regulatory reform, terrorism, and welfare reform, among others.

Health Care Law Reform. Together with analysts in the Education and Public Welfare Division ALD attorneys worked throughout the year on various legislative proposals to change Medicare and Medicaid systems as requested by the House Ways and Means Committee staff. Attorneys provided extensive support during the drafting, markup, and committee report process on such issues as Medicare fraud and abuse.

International Law. International law attorneys worked on a variety of treaty-related issues such as the compatibility of theater missile defense systems with the ABM Treaty, a proposed nuclear cooperation agreement with EUROTOM related to the Nuclear Nonproliferation Act, the continued viability of a number of treaties pending before the Senate, and the necessity of modifications to various treaties to be submitted to the Senate for its advice and consent. Division attorneys also produced constitutional analyses relating to congressional powers to restrict U.S. participation in multilateral peacekeeping operations by means of appropriations riders.

Property Protection. Congress requested ALD assistance during the drafting and consideration of property protection legislation. Efforts included briefings of Majority staff from the Senate Committee on the Judiciary during the drafting of the Senate bill creating remedies for property owners when federal actions had an impact on property values, preparation of general distribution products, briefings for a number of Senators on the property rights proposal and accompanying legal implications as well as the Endangered Species Act and property rights considerations, and questions drafted for use at property rights hearings.

Taxation. ALD attorneys assisted with a range of tax proposals, including legal issues involved in the proposed repeal of the Sixteenth Amendment and abolition of the federal income tax, tax implications of the proposed medisave accounts, proposals to limit the lobbying activities of tax-exempt organizations, and the potential impact of regulatory sunset legislation on the Internal Revenue Service and on tax law.

Terrorism Law Enforcement. Myriad constitutional and legal questions relating to the Oklahoma City bombing were directed to ALD, as well as questions on the scope of the investigative authority of the FBI, Secret Service, and the Bureau of Alcohol, Tobacco, and Firearms.

Economics Division

Domestic and international economic issues continued to be prominent in Congress in FY95. Staff of the Economics Division (ECON) assisted Congress on a wide variety of economic issues.

Income, Finance, and Housing. ECON analysts reported on the economy's progress and prospects in quarterly briefings on the economy and semiannual briefings on monetary policy in support of congressional oversight hearings. CRS products provided information on economic performance, inflation, and monetary policy, as well as the effects of a weaker exchange value of the dollar, changes in the Federal Reserve interest rate, consumer sentiment indexes, and the index of leading indicators. Congress expressed interest in exploring the policy of limiting the Federal Reserve's monetary policy mandate to one of controlling inflation. Analysts also prepared explanations of proposed changes in the method of calculating gross national product (GNP), identified sources of bias in the consumer price index (CPI), and provided background material on past legislative consideration of the CPI in support of a congressional study.

Other requests from Congress called for examination of developments in, among other topics, electronic money, bank sales of mutual funds, interstate banking, Glass-Steagall Act reform, changes in the Community Reinvestment Act, and proposed structural change in the regulatory apparatus for banks and for merging the Commodity Futures Trading Commission and the Securities and Exchange Commission. ECON analysts also provided assistance on changes in the student loan program, the need to define the role of the Federal Home Loan Banks, tax privileges of Government Sponsored Enterprises (GSEs), and insurance company exposure and insurance availability during natural disasters. ECON staff with housing expertise looked at major changes in government-provided housing assistance and availability of resources relative to needs, programs for the homeless and the elderly, refunds of FHA mortgage insurance premiums, and the Real Estate Settlement Procedures Act.

International Policy. ECON analysts responded rapidly to congressional needs for information and analysis on the Mexican peso crisis because events unfolded quickly. Numerous briefings were given to Members and staff on short notice. Eight reports were prepared, most within 24 hours of a request or significant event, with analyses of the economic problems in Mexico that led to the crisis, the Administration's programs to aid Mexico, and the Economic Stabilization Fund. The reports were used at various congressional hearings.

Legislation enacted in the 103rd Congress on the Uruguay Round Agreements under the General Agreements on Tariffs and Trade (GATT) required follow-up research and analysis on policy implications. ECON analysts provided support during the year on a number of issues, including the economic effects of these agreements, the antidumping provisions, the safeguards provisions, and the settlement mechanism for the World Trading Organization dispute.

Congress requested assistance in other areas of international economics and trade. An interdivisional report provided a comprehensive look at trade issues the new 104th Congress would likely face. Reports were prepared on the effects of the North American Free Trade Agreement (NAFTA) on U.S.-Mexican trade, on U.S. industry and labor, and on the North American Development Bank created by NAFTA; an interdivisional issue brief was written on trade initiatives with Latin America in response to congressional interest in the possibility of expanding Chile and other Latin American countries. Other written products were requested to address concerns in Congress about contentious bilateral trade relations with Japan and China and about trade ties with the Asian Pacific Rim region.

Economic developments in the European Union generated other requests for assistance to Congress. During the course of the year ECON analysts addressed topics including Russian foreign trade and the status of Russian debt, macroeconomic trends in U.S. trade and financial relations, depreciation of the dollar in early 1995, the United States as a debtor country, and the use of section 301 trade authority by the United States.

Labor and Industry. Analysts prepared numerous written products addressing major and continuing changes in the nation's telecommunications environment, protective standards for workers, and Occupational Safety and Health Administration (OSHA) reform. They worked closely with staff in other CRS divisions to identify immigration reform issues of congressional interest and prepared reports on wage and employment effects of immigration and on labor market effects of temporary alien farm worker programs. Other written products were prepared on job training consolidation, displaced workers, and the targeted jobs tax credit.

Proposals to restructure or eliminate a variety of federal agencies and federally supported entities generated other requests from Congress. Products addressing these policy issues included reports and issue briefs on proposals for dismantling the Commerce Department, downsizing the Economic Development Administration, eliminating the Interstate Commerce Commission as well as Amtrak, and terminating the Corporation for Public Broadcasting. An analysis prepared at the request of the House Committee on Government Reform and Oversight, Subcommittee on Postal Service, examined the U.S. Postal Service and evaluated alternative structures or means of mail delivery in the United States.

As Congress contemplated changes in federal transportation programs in FY95, ECON analysts were asked to review appropriations for the Department of Transportation, Amtrak's reauthorization, and proposed legislation to move the federal transportation trust funds off-budget. Other ECON staff monitored the FY96 appropriations process. Efforts included an interdivisional CRS project to track appropriations for the Departments of Commerce, Justice, State, the Judiciary, and related agencies as well as appropriations for the Departments of Labor, Health and Human Services, and Education.

Taxation and Government Finance. ECON analysts focused on myriad topics in response to inquiries from Congress on tax and finance issues. Early in the year analysts focused on components of the Contract of America and the President's tax proposals. Besides work on proposed tax changes, these analysts responded to a large number of inquiries about the nature and effects of the current tax system, including questions about the distribution of the tax burden, the share of revenue produced by various taxes, and the rationale for various provisions in the tax code. In cooperation with colleagues in other divisions and with senior specialists ECON staff also worked on the updated "Tax Expenditure Compendium" for the Senate Budget Committee. This basic reference document contains entries for more than 125 tax expenditures, with a brief description, economic assessment, history, and bibliography for each expenditure. Inquiries also were received on foreign tax systems, in particular capital gains taxes.

Work on budget reconciliation included analyses of proposals to extend several expiring tax provisions as well as coordination of an interdivisional project tracking the appropriations bill for the Treasury, Postal Service, Executive Office of the President, and General Government appropriations category.

Federal fiscal relations with the District of Columbia were the focus of much intergovernmental work during the year. Analysts were asked to report on experience with financial control boards in five cities, and the report was used by Congress in designing a financial control board for the District of Columbia. ECON analysts, in cooperation with ALD attorneys, contributed to the House Government Reform and Oversight Committee's report to accompany the District of Columbia Financial Responsibility and Management Assistance Act.

Education and Public Welfare Division

A number of domestic policy issues before the 104th Congress concerned programs and policies within the purview of the Education and Public Welfare Division (EPW). Division analysts spent FY95 working on welfare reform, immigration, education, work force development, and Medicare/Medicaid reform issues. In several substantive areas EPW experienced an increased work load at the same time that it lost staff with expertise in the relevant policy or program. To make the best use of limited resources, EPW established interdivisional teams and reassigned analysts within the division to the areas with most demand.

Education. The 104th Congress opened for reconsideration virtually every major aspect of the federal government's role in education, from early childhood through post-secondary levels. Proposals were considered to eliminate the U.S. Department of Education as a Cabinet agency. EPW analysts prepared a comprehensive report on the adoption of the Department of Education Organization Act in 1979, the evolution of the Department since its inception, and issues related to the status of the federal education agency. A second EPW report focused on specific legislative proposals to change the status of the Department of Education. EPW staff provided testimony before the House Committee on Economic Opportunities on the findings of the report and assisted with the development and analysis of related bills.

Efforts to change the federal role in education also took the form of proposals to consolidate numerous programs into broader block grants in such areas as elementary and secondary education reform, vocational education and job training (see "Work Force Preparation" below), adult education, post-secondary education, and libraries. EPW staff assisted with analyses during congressional consideration of block grant proposals, prepared analytic memoranda, and provided other technical assistance.

Immigration. Eligibility of aliens for federal assistance continued to be a key immigration issue in FY95. Provisions reshaping existing eligibility rules were included in House and Senate welfare reform bills. Often jointly with ALD, EPW assisted Congress with the preparation of committee reports and memoranda and provided other analytical support. EPW policy analysts also consulted with Members and staff on omnibus immigration legislation, offered suggestions regarding witnesses, drafted questions for subcommittee hearings, and prepared reports on such issues as naturalization trends and issues, Cuban migration, refugee issues, and pending immigration legislation.

Medicare/Medicaid Reform. The 104th Congress devoted much attention to reducing rates of growth in spending and making structural reforms in the Medicare and Medicaid programs. At the beginning of the Congress, EPW developed a CRS interdivisional Medicare/Medicaid team consisting of policy analysts from four different sections of EPW, legislative attorneys from ALD, Congressional Reference Division health information specialists, and Library Services Division bibliographers.

The team worked closely with the three authorizing committees for Medicare and Medicaid -- the House Ways and Means Committee, the House Commerce Committee, and the Senate Finance Committee -- in all phases of the legislative process. This team assisted with the development of legislative specifications for proposals, provided substantive assistance during the drafting of legislation, and prepared a wide range of analytical memoranda and other documents on related issues. The team also prepared 25 CRS general distribution products on Medicare and Medicaid that were widely distributed among Members and staff.

Welfare Reform. EPW responded to a large number of requests for congressional assistance on welfare reform, a major component of the "Contract with America." Building on its work for the 103rd Congress, the division's welfare team adjusted rapidly to the tempo of committee markups, caucuses, and floor action associated with H.R. 4, the principal welfare reform bill. Overall, the team provided Congress with in-depth expertise on the policies and issues of all major federal welfare programs, including Aid to Families with Dependent Children, Supplemental Security Income, job training, child care, food and nutrition, social services, child support enforcement, and immigration.

In its day-to-day support of Members as well as authorizing committees, including the House Ways and Means Committee, the House Economic and Educational Opportunities Committee, the Senate Finance Committee, and the Senate Labor and Human Resources Committee, the welfare team provided Congress with institutional memory, program expertise, assistance in formulating legislation, information, and quantitative analyses of formula allocations. More than 50 general distribution products were prepared. The team presented a series of seminars in the spring on welfare reform issues and responded to a high volume of requests from the many Members and staff who were new to Congress. Throughout the year

committee staff relied on the team for background materials, statistical analyses, and assistance in preparation of committee reports and conference documents.

Work Force Preparation. During FY95 many Members of Congress sought to determine whether the federal government supports too many programs to prepare future members of the work force and provide training and retraining for adult workers and whether the programs are duplicative, costly, and hinder state and local flexibility and innovation. Bills enacted by the House and Senate would repeal most current programs, consolidate federal activities into a few block grants, and promote state work force preparation and development systems that provide substantial state and local flexibility while preserving federal oversight responsibility and accountability.

EPW analysts prepared many reports and analytical memoranda, conducted several briefings and seminars, and analyzed legislative alternatives for allocation formulas to consolidate and revise federal programs to support vocational education, job training, and other forms of work force preparation. Throughout the development of the legislation, division staff analyzed the impacts of proposed consolidation strategies on states, local school districts, community colleges, and other providers of vocational education and job training.

Environment and Natural Resources Policy Division

The legislative areas covered by the Environment and Natural Resources Policy Division (ENR) generated much interest in the 104th Congress. During FY95 ENR staff provided extensive support at all stages of the legislative process on many key issues, from energy and mineral policy to food and agriculture concerns.

Energy and Mineral Policy. The change in congressional leadership and new committee chairmen restored a number of energy policy issues to the legislative agenda. Analysts working on fuels and minerals issues in ENR provided analytical support on the opening of the Arctic National Wildlife Refuge (ANWR) and provided close support as Congress looked ahead to the revenues that lease of ANWR may raise. Other key legislative issues supported by ENR products and services included sale or privatization of federal assets such as hydroelectric facilities, naval oil reserves, and uranium enrichment capacity; reorganization of federal agencies such as the Department of Energy and Minerals Management Service; several nuclear nonproliferation and nuclear waste management issues; and mining law reform. Analysts were also active in Service-wide efforts to closely track the energy and water appropriation legislation.

Environmental Protection Policy. ENR's staff working on environmental protection issues assisted Members and committees in evaluating numerous legislative strategies to reform, reauthorize, and fund environmental protection programs. Driving congressional interest in FY95 was continuing dissatisfaction with environmental protection programs. Some Members considered a resolution in administrative reforms, some promoting broad regulatory reform legislation and others encouraging revision of major environmental protection statutes -- legislative fronts in which ENR staff analysts have actively participated since the 103rd Congress. Following early 1995 preparation of issue reports and presentation of Public Policy Institutes, ENR staff worked closely with individual Members of Congress and committee staff

in analyzing issues and legislation, including early participation in assessing draft proposals, assisting at hearings and markups, and supporting floor debate. Legislative issues of greatest concern were unfunded mandates, regulatory reform, solid waste management, risk assessment and cost-benefit analysis, Clean Air Act implementation, proposed amendments to the Clean Water Act, and Environmental Protection Agency budget issues.

Food and Agriculture Policy. The Food and Agriculture Section in ENR was especially active in support of congressional efforts surrounding reauthorization of omnibus farm legislation intended to guide federal food and agriculture policy into the twenty-first century. CRS efforts were intensified by the change in congressional party and committee leadership and related congressional staff cutbacks. During the year analysts delivered a series of tailored analyses and reports, conducted workshops, and provided close support for committees and Members on the many legislative issues surrounding the 1995 farm bill, reconciliation, and welfare reform. These efforts included numerous analytical reports on proposed farm program changes, trade and food aid policy, agriculture and environmental issues, and food assistance and nutrition legislative changes.

The farm bill team offered a series of programs on food and farm issues at the combined request of Majority and Minority of both agricultural committees. Especially noteworthy was a two-day seminar for senior congressional staff covering key aspects of the farm bill. Held in Easton, Maryland, on May 5-6, 1995, the seminar provided a large audience of Hill staffers with insights on agricultural policy issues from the perspectives of various national experts. Team members facilitated various working and plenary sessions and were successful in securing funding for the program from the Farm Foundation, as well as other CRS program supporters. ENR staff also prepared and maintained a series of nine issue briefs covering all major parts of legislative activity on the farm bill during the 1994-95 period. As part of the overall CRS effort to cover the annual budget and appropriation process, analysts continued ENR's regular, annual issue brief on the agriculture budget and produced and kept up to date an agriculture appropriations report for the new CRS appropriations series.

Natural Resources Policy. ENR analysts assigned to oceans and natural resources issues also were actively engaged in numerous legislative issues during the year. The budget and appropriations processes had overarching importance, and analysts produced two budget-related reports, including one periodically updated as part of the CRS series on appropriations bills that was useful to the House Appropriations Committee during markup. Legislative reauthorizations continued to be a major focus for the natural resources area during 1995. ENR contributed significantly to the debates on reauthorizing the Magnuson Fishery Conservation and Management Act and provided assistance to many Members assessing how to amend the Endangered Species Act (ESA) if and when it is reauthorized. Other legislative issues included protection of private property rights; changes in natural resource "subsidies" such as grazing fees, below-cost timber sales, mining access to public lands, recreation fees, reclamation water charges, and commercial fishing fees; Department of Interior reorganizations; public lands management reforms; opening of the Arctic National Wildlife Refuge in Alaska (ANWR) to potential oil and gas leasing; and FY 1995 rescissions, FY96 Department of Interior appropriations, and other budget issues pertaining to natural resources.

Foreign Affairs and National Defense Division

The Foreign Affairs and National Defense Division (FAND) anticipated and responded to questions on a variety of regional issues as well as foreign policy and defense policy concerns of Congress. The division continued its policy of maintaining a range of general distribution products (including about 100 issue briefs) that readily inform requesters on basic issues and free up analysts to respond to more in-depth, specific requests with tailored memoranda, reports, briefings, hearings, and briefing books for congressional delegations and seminars. Some of the major issues to which FAND contributed are the following.

Defense Policy. Major reports by FAND analysts supported congressional debate on submarine acquisition, heavy bombers in nonnuclear roles, foreign ballistic and cruise missiles, and theater missile defense. Other shorter reports addressed military deployments to Haiti, Bosnia, the Persian Gulf, and command arrangements for U.S. forces in multinational situations. Tailored memoranda and consultations responded to concerns ranging from military readiness to land mine moratoria. Reports on arms control addressed proliferation control regimes, security assurances, and U.S. nuclear stockpile stewardship. Much of the heaviest demand was for assistance with defense spending issues, military base closures, and military medical care services; products and services were also offered in response to questions on peacekeeping, intelligence operations, and defense conversion.

Foreign Policy. Foreign policy issues that generated requests for assistance included foreign aid, for which FAND prepared an overview issue brief on a controversial program that proposed dramatic changes in aid, and the U.S. foreign policymaking machinery, for which FAND prepared an issue brief and assisted with two hearings on proposed abolition of three foreign policy agencies and reorganization of the State Department. Analysts also prepared for conference committee use an 800-page comprehensive comparison of key foreign policy issues and the annual committee print, "Legislation on Foreign Relations through 1994," a legislative reference source used by foreign affairs committees in both the House and the Senate.

Regional Issues. FAND analysts provided timely information and analysis on the changing situation in the former Yugoslavia; a jointly authored issue brief was updated on a weekly or biweekly basis to monitor congressional action and events. FAND also prepared a series of reports and chronologies and conducted a number of briefings to ensure that in-depth background was available. Other staff tracked the military situation through a separate issue brief, and addressed possible U.S. participation in a Bosnia peacekeeping operation in yet another product. Other regional topics with a high volume of requests for assistance included NATO expansion, aid to the Palestinians, Russia, the Israel-Palestinian Agreement, aid to Africa, Northern Ireland, and Persian Gulf issues.

Analysts supported hearings through memoranda and consultation on Mexico's financial crisis, the U.S.-North Korea nuclear accord, Haiti's 1995 parliamentary elections, and U.S. policy regarding relations with South Asia, the Cuban situation, and U.S. support for Pakistan. Seminars were conducted on such topics as Mexico under the new Zedillo administration, U.S. support for Haiti since President Aristide's return, U.S.-Brazil relations, and U.S. policy on the China-Taiwan relationship.

Notable products on Asia and Latin America included reports on Japan's response to U.S. trade pressures; the South China Sea territorial dispute; U.S. relations with countries like Sri Lanka, Singapore, Indonesia, and others; U.S. policy toward Guatemala, its human rights situation, and allegations of misconduct there by U.S. government agencies; U.S. policy and proposals to increase sanctions on Cuba; and U.S. trade policy toward Latin America.

Specific Examples of Intensive Support and Interdivisional Efforts. Some examples of intensive FAND support to Congress and interdivisional FAND teamwork were the following.

Black Caucus Involvement in Foreign Affairs. FAND completed a requested history of Congressional Black Caucus (CBC) involvement in foreign affairs. The study, which highlights the CBC role regarding sanctions against South Africa, Haiti policy, and other issues, assisted CBC Members of Congress as they prepared to observe the organization's twenty-fifth anniversary. This extensive research effort involved interviews with many of the principal participants and covered the 1971-95 period. Another report for the CBC focused on African Americans in the United Nations.

Foreign Operations. Close support was given to the House Appropriations Foreign Operations Subcommittee as it drafted legislation, held markup sessions, wrote the legislative report, and managed the House debate. Similar support was provided to the Asia Subcommittee of the House International Relations Committee.

Submarine Procurement. Submarine procurement was a top defense acquisition issue in congressional consideration of the FY96 defense budget. FAND provided analytical insights in a complex debate between political, naval, and industrial factions through testimony at two hearings, analysis of the relative costs of maintaining one versus two nuclear-capable shipyards, and continuing support through CRS products and other assistance that included development of acquisition options.

Interdivisional Efforts. Noteworthy examples of CRS team efforts in which FAND participated were work with ECON to prepare briefing materials for congressional delegations, with ALD in an analysis of proposed legislation to increase sanctions against Cuba, and with the Law Library to conduct a study of Central American legislatures. Interdivisional efforts yielded major memoranda on topics such as technology transfer (with the Science Policy Research Division, SPR), nuclear weapons production facilities (with SPR and ENR), and the Export Administration Act (with ECON). Defense analysts worked with ECON and SPR on issues associated with maintaining the U.S. defense industrial base and the multifaceted issue of military base closures. The terrorist bombing in Oklahoma City prompted legislation to tighten U.S. terrorism laws and procedures; FAND coordinated a CRS-wide response (including GOV and ALD) with an issue brief to track various developments and U.S. policy responses.

Under extraordinary time constraints during the early months of the 104th Congress, seventeen analysts from FAND and GOV prepared a series of foreign policy program assessments, producing 38 individual program reports. These reports provided an overview of the activity, recent budget trends, and a pro-con discussion of each program's importance to U.S. foreign policy. A second request followed a few weeks later when CRS was called on to assess the possible impact on program activities and U.S. foreign policy generally of budget reductions ranging from 10 percent to 100 percent. With only a few days to complete the

assignment, these submissions required the type of analysis that comes only from a thorough knowledge of the programs and an understanding of the implications of budget reductions.

Government Division

FY95 was a year in which the resources of the Government Division (GOV) were brought to bear to serve Congress during transitional and legislative periods characterized by intense debate and an extraordinarily fast pace. In response to the need for CRS to do more for Congress with fewer resources, GOV managed its work load by developing internal division efficiencies: the division temporarily reassigned analysts from one section to another to meet pressing needs, made staff available to assist other divisions with special needs, and developed computerized data bases that allow many varied needs to be served by the same base of information. GOV also took advantage of the internal CRS electronic communications system when sharing data files and transmitting documents internally for review and production and reduced reliance on costly paper documents when the same information was available at less cost in electronic form through the Internet.

The following are highlights of division activity for the year.

Appropriations Reports and Budget Support. GOV analysts participated on many of the teams organized to prepare the new CRS reports on appropriations and coordinated production of the reports on "Legislative Branch Appropriations" and "District of Columbia Appropriations." Because final action on appropriations bills was not complete as the end of the fiscal year approached, there was considerable congressional interest in the possibility of shutting down the federal government for lack of funding. In response to that interest, division staff prepared short reports addressing such issues as a lapse in funding, the effect of the national debt limit, the history of federal shutdowns, current administrative actions, the role of essential and nonessential staff, salary payments, and rules governing reductions in force.

Budget process specialists provided legislative support to committees with jurisdiction over such proposed reforms of the federal budget process as the balanced-budget constitutional amendment, the legislative line-item veto, modifications of procedures involving discretionary spending limits and the pay-as-you-go process, and the deficit reduction lock-box concept.

The 103rd Congress enacted the Violent Crime Control Act of 1994 near the end of its second session. In the early days of the 104th Congress, legislation was introduced to revise that Act. In this congressional context, GOV analysts worked closely with other CRS divisions to develop analyses addressing youth gangs, white collar crime, juvenile justice, hate crimes, capital punishment, mandatory minimum sentencing, community policing, and law enforcement block grants.

Equal Opportunity Issues. Division analysts provided close support to Members and committees on issues pertaining to equal employment opportunity, affirmative action, and minority business set-asides, all of which have become controversial issues in the 104th Congress.

Federal Mandates and Block Grants. A division team was formed of analysts with expertise in federalism and intergovernmental relations and in the legislative process to provide technical assistance to several committees addressing the issue of federal mandates as well as committees designing block grants.

National Performance Review. GOV analysts prepared reports and issue briefs and closely monitored the development and implementation of National Performance Review recommendations, particularly Phase 2 proposals concerning the reorganization, downsizing, and elimination of executive departments and agencies.

Regulatory Reform. Regulatory reform, another item on the "Contract with America" agenda, was vigorously debated during consideration of several pieces of legislation. A GOV specialist coordinated an interdivisional CRS team that provided support to Congress during debate and produced and maintained a widely used issue brief covering the various dimensions of regulatory reform.

Streamlining and Reorganization. High among the priorities of the new congressional leadership was reduction in the size of congressional staffing levels, especially committee staffing. GOV staff worked closely with committees and both Majority and Minority Members to provide information on and analysis of staffing levels. A division specialist coordinated a major analysis of expenditures by Members on staff salaries and office expenses.

Reorganization of House services and consolidation of Member allowances, issues addressed by the House Government Reform and Oversight Committee, led to a close working relationship between the committee and GOV staff. Similar assistance was provided to the House and Senate Legislative Branch Appropriations Subcommittees during the FY96 funding process.

Support during the Transition. During the transitional and organizational period the new Majority and Minority leadership and their staff in both the Senate and the House repeatedly called upon GOV analysts for close support and briefings on a wide range of procedural and organizational questions essential to the functioning of the Congress. GOV provided technical assistance in such areas as the development of amendments to House rules, the new committee structure in the House, committee assignment options, and party reorganization options. Division staff also worked closely with individual committees, assisted them in drafting committee rules and conducting numerous briefings for Members and committee staff on committee procedures, and undertook studies to assist the transition teams on such matters as staff displacement, severance pay, and related historical precedents.

During the first one hundred days of the 104th Congress, which were dominated by legislative issues included in the "Contract with America," division staff provided both procedural and substantive analysis and support to Majority and Minority Members and to committees. Legislative process specialists worked closely with committees to provide parliamentary information during hearings, markups, and conference committee meetings. They also provided close support to Members managing bills or otherwise participating during floor debate.

Term Limits. Congressional term limits, also on the legislative agenda for the first one hundred days, continued to be at issue during the first session. A division analyst working with a legislative attorney spearheaded interdivisional analysis of this issue and also provided close support to committee staff. They responded to numerous information requests from Members as the House vote drew near. One analyst addressed all data-related questions and updated reports on House and Senate reelection rates since 1789. From this effort emerged a particularly notable report on longevity in office from the First through the 103rd Congresses. Both Majority and Minority members used this document during floor debate in the House.

Terminating Legislative Service Organizations. When the new House leadership pledged to abolish legislative service organizations (LSOs), a division analyst provided support to Members and committees who sought to explore the implications of this action. CRS also analyzed the rules governing Members' informal associations with outside groups in the wake of LSO abolition.

Science Policy Research Division

The Science Policy Research Division (SPR) provided Congress with scientific and technological expertise to address a variety of legislative policy issues during FY95.

Biomedical Research. Congress requested extensive support from SPR analysts on numerous issues related to biomedical research policy, particularly federal research support. SPR analysts prepared reports on AIDS, cancer research, Alzheimer's disease, Sudden Infant Death Syndrome, and diabetes. In response to other requests, analysts worked closely with the Appropriations Subcommittee on Labor, Health and Human Services, and Education on issues relating to the National Institutes of Health and prepared an overview report on NIH. A number of controversial reproduction issues required analyses during deliberations on this subcommittee's appropriations bill. Other SPR analysts prepared reports on human embryo research and human fetal tissue transplantation to assist in these debates.

Defense Research and Technology. Congress continued to express interest in determining how the United States can maintain its military technological superiority. SPR analysts testified before the House National Security Committee, Subcommittee on Military Research and Technology, on international and domestic R&D spending trends and assisted the committee with authorization legislation on a variety of Department of Defense technology issues. Division staff prepared reports and issue briefs on such topics as the Department of Defense support of university-based research, its dual use strategy, and its technology reinvestment project, as well as on defense R&D and the defense science and technology strategy.

Global Geosciences. SPR was asked to assist with consultations and analyses on proposals to abolish the Department of Commerce, the National Oceanic and Atmospheric Administration, U.S. Geological Survey, and the Federal Helium Program. In response to committee requests SPR analyzed the U.S. share of global carbon dioxide and other greenhouse gas emissions, contributed relevant chapters to a CRS briefing book on oceans and coastal management issues, updated CRS reports on stratospheric ozone depletion and the potential effects of methyl bromide, and assisted the Government Accounting Office in studying the

limitations of general circulation models in projecting global climate change. SPR prepared a report on ecosystem management tools and techniques based on a CRS workshop on that topic. For the House Science Committee SPR held a series of briefings and provided hearings assistance on stratospheric ozone depletion and global warming controversies. SPR also participated in interdivisional briefings and prepared several reports related to ratification of the U.N. Convention on Law of the Sea.

Public and Environmental Health. SPR assisted six committees in the House and Senate that have considered issues concerning the Food and Drug Administration. This support included reports on FDA funding and policy issues, pharmaceutical drug approval, approval of medical devices, food additive regulation, an issue brief on food safety, and a seminar on FDA reform proposals. SPR conducted a seminar and prepared a report on the Center for Disease Control and infectious diseases at the request of the House Appropriations Subcommittee on Labor, Health and Human Services, and Education. SPR also provided the Senate Labor and Human Resources Committee with support during confirmation hearings for Dr. Henry Foster. During the debate on converting current federal food assistance programs into block grants to states, SPR analysts prepared a report on food assistance programs and nutrition standards. The division also supported Congress on a number of environmental health issues, including a CRS workshop on environmental tobacco smoke and assistance on dioxin regulation and safety for the House Science Energy and Environment Subcommittee.

Research and Development Policy. When the 104th Congress made major changes in R&D funding and organization the division provided analyses to support these debates. Activities included the annual CRS seminar on the FY96 R&D budget and reports on R&D megaprojects, international cooperation for science megaprojects, creation of a Department of Science and Technology, and R&D funding issues at the National Science Foundation. SPR staff contributed to CRS-wide tracking of 104th budget activities by providing data and analyses on major R&D programs. The division responded to congressional interest in the future of the federal laboratories by preparing several analyses of the Department of Energy's R&D laboratories and a pro-con analysis with FAND and ENR on closing a major Department of Energy defense production facility.

Space. The space station program remained controversial during FY95. SPR staff testified before the Senate Commerce, Science, and Transportation Committee on the program and provided assistance to the Senate Appropriations Committee's Subcommittee on Veterans Affairs, HUD, and Independent Agencies on issues relating to the space station. SPR was asked to assist the House Science Committee during the drafting of the authorization bill on space shuttle privatization and NASA's Tracking and Data Relay Satellite System. For the Senate Commerce, Science, and Transportation Committee SPR wrote an extensive report on public and commercial remote sensing from space that was used in developing legislation to amend the 1992 Landsat Act.

Technology Policy. The division provided significant support as Congress addressed the issue of the appropriate federal role in fostering technological development and U.S. competitiveness. Technology policy work included such areas as semiconductors, flat panel displays, high performance computing, and information technology infrastructure, as well as technology transfer programs, cooperative research and development, R&D partnerships, and

the Advanced Technology Program. SPR supported appropriations committees during their consideration of funding for these programs, as well as the authorizing committees.

Telecommunications and Information Technology. Congressional consideration of major telecommunications reform legislation prompted increased interest in these issues. With ECON analysts, SPR provided extensive support to a number of Members and committees during debate on the legislation, including preparing a tracking issue brief, a report on spectrum auctions, and numerous specialized briefings. SPR staff wrote several reports on the national information infrastructure and the global information infrastructure and provided hearings support on related topics. They also co-authored with ECON a report on electronic money for use in hearings.

Transportation and Energy. SPR assisted the House and Senate Appropriations Committees during consideration of programs on intelligent transportation systems, pipeline safety, and motor carrier safety assistance. Congressional staff called on SPR concerning a range of transportation safety and technology issues, including reorganization of the Federal Aviation Administration, establishing one level of safety for commuter and large air carriers, and the National Highway System Designation Act. Analysts maintained several issue briefs on topics useful in budget debates, including funding for energy efficiency, renewable energy, and the magnetic fusion program. Together with ENR, SPR prepared major reports on the mission and future of the Department of Energy and on reformulated gasoline. SPR staff also issued reports detailing the supply picture for domestic crude oil and natural gas, and world oil production after the year 2000.

Office of Senior Specialists

The Office of Senior Specialists served the Members and committees of Congress in FY95 with expert legal and policy analysis. Senior specialists often took the lead in coordinating interdisciplinary research involving research divisions and staff.

Legal Assistance. Legal and constitutional concerns of Congress were the focus of senior specialists attached to ALD. Analytical products including reports, memoranda, seminars, and briefings were prepared on a range of issues: congressional-judicial relations, exclusionary rule, habeas corpus, line item veto and balanced budget initiatives, sentencing in drug trafficking cases, tax treatment of exempt organizations, a comparative study of tax expenditures in the United States and other countries, and terrorism legislation.

Economic Expertise. Senior specialists in ECON provided leadership and expertise on a number of issues: the proposed constitutional amendment to require a balanced budget; the feasibility of changes in the tax credit for research and experimentation, which expired during 1995; and labor relations in professional baseball as well as legislation to withdraw major league baseball's court-mandated antitrust exemption. Expert testimony and written products were prepared on other topics of concern to congressional committees: capital gains (Senate Finance Committee, House Ways and Means Committee, House Small Business Committee), revenue estimates that incorporated behavioral effects (Senate Budget Committee), and tax expenditures (Senate Budget Committee). Among other types of assistance and topics covered for committees were consultations, reports, and memoranda on neutral cost recovery

(depreciation on equipment and structures), individual retirement accounts, and distributional effects of various tax provisions.

Farm Bill Assistance. During the farm bill debate, ENR senior specialists contributed research and analysis on farm policy and trade issues related to the debate. Among the issues addressed were the role of export subsidy and market promotion programs in the post-Uruguay Round era, implementation of Uruguay Round agricultural agreements by the European Union, and long-term prospects for U.S. agricultural exports, especially in rapidly growing Asian markets.

Government Experts. Congressional support activities of senior specialists in GOV were many and varied. Requests for assistance were received during committee consideration of Contract with America legislation and procedural issues raised by unfunded mandates and line item veto measures (House Rules Committee, Senate Committee on Governmental Affairs), issues concerning the President's power to enter into "political agreements" (Senate Intelligence Committee), reform proposals for cost savings in the legislative branch and oversight of congressional support agencies (Joint Committee on Printing), assessment of reforms of the 104th Congress and development of reform initiatives for the 105th Congress (ad hoc Task Force on Committee Review), assistance with markup of Medicare, Medicaid, and reconciliation legislation (House Commerce Committee and House Economic and Educational Opportunities Committee), and consultation with congressional staff on development of a "corrections calendar," an initiative of the Speaker (House Rules Committee and House government Reform Committee). Senior specialists also coordinated and updated the Congressional Oversight Manual and participated in the House effort to repeal the War Powers Resolution of 1973.

Support on International Issues. Foreign affairs and national defense issues were prominent among the areas addressed by the senior specialists associated with FAND. Among the contributions by senior specialists were six reports prepared during FY95 on national defense issues, including a major review of military roles and missions that was highly praised by the Chairman of the Joint Chiefs of Staff as providing "a standard against which the roles, missions, and function of the Armed Forces will be measured." A report was prepared on military options in Bosnia, and congressional consultation on those options continued intermittently throughout the year. A senior specialist took the lead in managing the CRS responses on a multifaceted range of questions related to the People's Republic of China that drew congressional attention. His eight new CRS reports and three issue briefs on Chinese issues were in high demand throughout the year.

Among other forms of senior specialist assistance on international issues were briefings and papers on trade and investment between the United States and Russia, current reform prospects in Russia, and developments in Eastern Europe. Briefing books and follow-on studies were prepared for congressional delegations to China and to Russia and Mongolia. A major CRS study on NATO reform received widespread congressional and international attention.

Science Policy Assistance. A senior specialist in science policy focused much attention on congressional efforts to eliminate the Department of Energy and questions regarding science research appropriations accounts. He collaborated with ENR analysts on a comprehensive report used by congressional staff to draft legislation terminating the Department of Energy.

He participated in a critical analysis of the evidence supporting the key findings of EPA concerning the health hazards of environmental tobacco smoke. Briefings and consultation were provided to the Senate Energy and Water Development Appropriations Subcommittee on funding for fusion energy and basic energy sciences. House staff requested assistance on issues pertaining to fusion energy R&D funding. Several analyses and briefings were requested by the Senate Legislative Branch Appropriations Subcommittee during deliberations on whether to eliminate the Office of Technology Assessment.

REFERENCE AND INFORMATION DIVISIONS

Congressional requests for information, research, reference assistance, and bibliographic support are addressed by the Congressional Reference Division and the Library Services Division.

Congressional Reference Division

A large number of requests from the new Congress for information and reference assistance were directed to the Congressional Reference Division (CRD) throughout the year. In addition to responding to these inquiries, the division engaged in a number of initiatives to improve service to the Congress.

Agency Termination. CRD began receiving requests for information on government agencies and programs mentioned for possible termination or cuts in funding as part of the Contract with America agenda. These requests were for information on possible abolishment of the Departments of Commerce, Education, and Energy, proposed changes to Medicare, and restrictions on Environmental Protection Agency and Federal Drug Administration regulations. The various proposals were tracks and information files developed on each.

Appropriations Series. CRD staff participated in the CRS budget appropriations task force and contributed to the initial review and evaluation of CRS actions in both appropriations and training and prepared the report "Appropriations for FY96: An Overview."

Data Bases. Working with the National Library of Medicine CRD was able to set up the Docline service through the use of Medline FirstSearch. Using Docline CRD staff can locate articles from medical publications when there were no holdings in the Library of Congress and institute rush service and one-or two-day turnaround.

CRD worked with librarians from the Main and Serials Reading Rooms in the Library on an evaluation of the ERIC data base on FirstSearch versus CD-ROM data, and cooperated with the Library's THOMAS working group on an evaluation of the new THOMAS legislative data base before it went on-line.

Development of Electronic Reference Assistance. New electronic technology enabled CRD staff to develop cost-effective, innovative approaches to providing reference assistance. CRD staff worked with the CRS Internet Home Page group to create and maintain the "virtual

reference desk" section of the CRS Internet pages for Congress. Other enhancements to the Home Page were implemented by CRD staff in a number of subject areas.

Evaluation of Internet Sources. One hallmark of the year was the increased use of Internet for a variety of purposes. CRD information research specialists located and evaluated sources on the Internet and provided training for their CRD colleagues on the most efficient and authoritative approaches to ensure high-quality responses. A number of new government reports were downloaded from the Internet. Often documents were located on the Internet before they were available in print, and CRD was able to distribute them to congressional offices expeditiously.

CRD tapped the Internet for a number of other uses. Staff were able to locate and consult with experts, maintain current awareness in CRD issue areas, and identify information for requests. Other staff used Internet to access files useful for congressional research, such as DOSFAN (State Department) to acquire that agency's new annual report on international narcotics strategy, Patriot's Archive (Council of State Governments) to gather requested data on a right-wing organization, JUSTINFO (Department of Justice) for listings of new publications of that agency, WorldCat (on FirstSearch) for locating useful items like brochures that are not yet catalogued at the Library of Congress, and Project Vote Smart for information about candidates in various congressional and governorship races.

Improved Access to Legislative Documents. CRD staff held meetings with the Director of the House Documents Room and the head of the House Library, both facilities of which are now components of the Legislative Research Center. Discussions produced recommendations on ways to provide faster access to legislative documents for congressional offices and eliminate duplication of work between CRS and the Center.

Interdivisional Teams. Staff served on several CRS interdivisional teams created this year in response to requests from Congress to prepare for hearings, including the Waco and Oklahoma City bombing hearings held by the House and Senate Judiciary Committees, the Senate Finance Committee's hearings on Whitewater, and the Senate Judiciary Committee's hearing on the Ruby Ridge incident. For the Waco hearing CRD worked closely with GOV to provide a research guide for both House and Senate staff, compiled daily newspaper searches and hearing transcripts for committee members, and set up files in the La Follette Reading Room and the Senate Reference Center for staff use.

Legislative Alert. CRD's role in the new Legislative Alert was to report legislative topics that received the most requests and note the CRS products available on those topics, keep Info Packs updated with new products -- sometimes three or four times a week, as the issue moved through Congress -- and provide copies of Legislative Alert products every Monday morning to all Reading Rooms and Reference Centers.

Parliamentary Assistance. As part of the CRS work for the House Special Task Force on the Development of Parliamentary Institutions in Eastern Europe, CRD staff conducted training sessions for a number of foreign parliamentary librarians and administrators, including seven groups participating in CRS Institutes from Egypt, Russia, Ukraine, and other Eastern European countries and Egypt.

Telecommunications Team. CRD worked with SPR, ECON, and relevant House and Senate committees on telecommunications legislation. Products resulting from these efforts included a series of Internet "bookmarks" and several internal documents that provide guides to Internet use pertaining to telecommunications.

Working with LC Staff and Other Government Agencies. Several joint projects were begun in FY95 with participation by CRD, Library staff, and other government agencies. CRD initiated meetings with the Bureau of the Census, which conducted sessions on the Bureau's new approaches to trade data on Internet activities as well as on income and poverty statistics. CRD completed work on the interagency review of a government-wide initiative, "IT06: Establish an International Trade Data System" (Information Technology, Chapter 6, part of Vice President Gore's initiative to move the federal government toward cost-saving information technology) to consolidate and redefine trade data and classifications into one system. CRD also provided assistance to the Library's National Digital Library Task Force for seven months.

Library Services Division

The Library Services Division (LSD) acquired, organized, and provided access to public policy literature and CRS products. It prepared printed and on-line information tools for congressional staff, responded to congressional requests for bibliographies and full-text documents, and offered internal services to assist CRS staff with their research for Congress.

CRS Product Distribution Center. The CRS Product Distribution Center (PDC) officially opened to congressional staff at the beginning of FY95. The Center provides access to all current CRS general distribution products -- issue briefs, info packs, reports, audio briefs, and video programs. CRS products currently listed in the CRS Update and the Guide to CRS Products are stocked in hard copy; other distributable products are available in electronic form and are printed on demand. The operation centralizes most distribution of CRS products in one location, which creates efficiencies in request response time, standardizes procedures, and allows for control of photoduplication of products.

The PDC staff respond directly to 11 percent of all requests received by CRS and provided copies of products to CRS Reference Centers and staff in CRS divisions to facilitate their work on congressional requests. During its first year of operation, the PDC maintained copies of more than 2,400 CRS products on the shelf, responded to nearly 63,000 congressional requests for CRS products, and provided more than 700,000 copies of CRS products to congressional offices.

PDC staff makes extensive use of the full range of available technology in product delivery. Products in lesser demand are stored electronically and printed only on request. Access to the Electronic Research Products Office's file server ensures that PDC staff can always provide access to products that have been released for distribution. A newly developed statistical system allows the Center to track inventory on-line, provide authors with statistics on the distribution of their products, and gauge the number of copies for reordering purposes.

Facilitating Research and Resource Sharing. By searching the Integrated Library System (ILS), LSD staff determined whether a given title or issue of a serial was in the CRS collections. Desktop and walkup access to ILS was extended to the staff of CRD. Although ILS has been used by selected staff in a number of CRS divisions, this year marked its first use as a desktop research tool. The ILS allows staff to more efficiently tap into resources in CRS collections and encourages resource sharing among offices.

The CRS system of bibliographic listings and locations of all materials contained in CRS collections underwent major growth this year. Bibliographic information obtained through an inventory of collections and through various on-line sources was combined into a data base of 22,000 records. By the end of the fiscal year more than 12,000 records had been verified, reviewed, or updated. Work on this multi-year project was facilitated by using bibliographic data downloaded from data bases maintained by the Library of Congress, CRS, and other sources. Downloading made the creation of the data base efficient by minimizing original cataloging and the rekeying of data. A data base of congressional documents received in CRS is also under development.

LSD played a lead role in a pilot project to expedite the receipt of serials at the Library. Nearly 300 serial titles received on copyright deposit were included in the pilot program. The Library of Congress staff in the Copyright Acquisition Division recorded receipt and routing of the serial titles using the CRS ILS technology. Publisher cooperation was obtained for the project. Reference and analytical activities conducted by CRS staff have benefitted through quicker access to these titles, most of which are unavailable in CRS.

Legislative Alert Program. LSD played a pivotal role in the Legislative Alert service in FY95. Division staff prepared the list of Legislative Alert products appearing in the CRS Weekly Update each week that Congress was in session. The PDC handled requests for these products on a rush basis to ensure prompt receipt.

Public Policy Literature File Study. Since 1969 the Public Policy Literature File (PPLT) has served the needs of both Congress and CRS staff as a research tool, a pathway to published information, and as a current awareness tool for public policy literature (SDI service). Over the years the content of the data base has been adjusted to the changing literature spectrum and the information needs of Congress. In 1988 CRS staff began optically scanning the documents described in the PPLT data base. This versatile technology provides reliable multi-site access to the full text of materials in the data base. Optical scanning increases accessibility, enhances productivity, preserves space, and decreases the danger of loss or destruction of master copies.

The past twenty-five years have also seen a proliferation of data bases available on a commercial basis, some of which offer full-text print capabilities on-line. During the past fiscal year a study was conducted of the usefulness and efficiency of PPLT relative to these commercial sources. The study methodology included interviews with thirty CRS analysts and information specialists as well as ten topical studies that gauged the staff time and effort, quality and timeliness of information retrieved using both PPLT and commercially available data bases.

The time-effort studies showed PPLT to be a substantial time saver for all study topics searched. Utilizing PPLT in conjunction with the optical disk system for reproducing copies proved to be 8.4 times faster than searching commercial data bases and copying from the general CRS and LC collections.

From a quality standpoint, the evaluation teams selected more than two-thirds of the documents considered "the best" from the PPLT data base, and less than one-third from commercial sources. PPLT proved to be more current than five of the eight commercial data bases used in the study. The study team and its evaluation subgroups also found limited commercial full-text capabilities on-line.

The study concluded that the proliferation of data bases has had a centrifugal rather than unifying effect on information. The function of a core internal data base, easily accessible to congressional and CRS staff, continues to be useful since no outside data base focuses on the public policy issues before Congress or has evolved over the years solely to provide information in support of Congress. Outside data bases are usually designed to serve a professional or business clientele or the needs of a particular interest group.

During the fiscal year, PPLT began to be enriched through listing of electronic journals, documentation of these resources, and other Internet references.

Supporting CRS and Library Initiatives. Division staff actively participate in CRS interdivisional teams designed to focus on CRS products and services for Congress in specific issue areas. Staff served on and provided bibliographic support to teams working on immigration issues, Medicare, Medicaid, welfare reform, the farm bill, Bosnia, taxation, and trade.

The LSD staff prepared more than sixty checklists of CRS products for issuance in conjunction with the "104th Congress: Key Issues and Early Agenda" report prepared for the new Congress and for distribution at the Public Policy Issues Institute.

The division continued to represent CRS on the Library Serials Management Committee. Division staff play a major role in bibliographic processing and optical scanning for the Library's Japan Documentation Center documents and provides the Law Library with copies of the most recent congressional documents.

IV. HUMAN RESOURCES AND STAFF DEVELOPMENT

Throughout FY95 CRS worked to increase the diversity of its staff and provide training and staff development opportunities.

Recruitment

CRS filled two division chief positions, one for the Government Division and one for the Library Services Division, and posted two others for the Education and Public Welfare Division and the Science Policy Research Division. The Service engaged in extensive affirmative action recruiting for all four of these positions, holding the first two postings open for about six months each to ensure a diverse applicant pool. Recruitment included advertisements in national publications and in publications targeted toward minority communities, extensive circulation of copies of the vacancy announcements to hundreds of organizations and individuals who could help CRS recruit, telephone calls and other personal contacts with colleagues in the field to alert them to the vacancies, an announcement on the Internet, and other activities.

In accordance with its affirmative action recruitment plan, CRS posted a number of primarily entry-level positions limited to internal Library or CRS applicants. The positions posted included computer specialist, analyst, and research assistant. These postings are intended to allow upward mobility and at the same time improve representation of minorities and women in professional and administrative positions.

CRS filled 4 permanent positions during the year after posting vacancy announcements and hired 128 temporary staff.

With the detail of a manager to run gratuitous services programs full-time, the Service brought in 64 student volunteer interns and 35 other individuals on a gratuitous services basis to perform tasks that would otherwise have occupied the time of analysts, attorneys, and other professionals on the staff. These volunteer programs provide students and others with the opportunity to contribute to an organization providing research and information to the Congress while simultaneously enhancing their skills and gaining valuable experience. CRS was aggressive in seeking diversity among these volunteer interns.

The Administration Office accepted 479 potential applications for employment during the year and interviewed 59 of them. 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

CRS provided training to its staff through courses taken by 1,360 employees during the year. This training included 986 attendees in automation courses; 104 in other technical courses; 88 in research-related courses; and 182 in supervisory skills, communications, and

other subjects. Staff members were enrolled in special affirmative action and upward mobility programs and in three CRS-funded university-level courses to improve job-related knowledge and skills.

In FY94 CRS implemented a moratorium on cash incentive awards and quality step increases. In FY95, however, the Service was able to provide recognition commensurate with the accomplishments of staff, awarding 56 honorary incentive awards, 261 special achievement (cash) awards, 55 outstanding performance ratings, 40 quality within-grade increases, and one award for a submitted suggestion.

V. TECHNOLOGY SUPPORTING RESEARCH AND INFORMATION SERVICES

In FY95 CRS continued to provide direct technical support to congressional and CRS staff through training, troubleshooting, documentation, and system development.

Congressional staff used the SCORPIO system with increasing frequency for access to legislative and public policy information. They also began to use new technology-based information systems developed by CRS to improve congressional access to CRS services, such as a fax-on-demand system and an on-line system that provides access to the full text of selected CRS products. CRS staff used a wide range of technology to provide information and policy analysis to support Congress. The Electronic Research Products Office developed programs to make CRS products more timely and accessible to Congress.

Technical teams worked closely together to provide highly integrated systems development and support services to CRS staff in the areas of on-line computer systems and the Internet; networked PCs and application software; systems integration; systems analysis and programming; statistical analysis; scanning and storage systems; copier and duplication technology; fax technology; digital document delivery; telecommunications systems; and management information systems. Highlights of the year included the following.

Delivery of Selected CRS Products via Fax-on-Demand

FY95 marked the first full year of operation of the CRS fax-on-demand service, which allows congressional offices to order and immediately receive fax copies of all CRS short reports, as well as announcements and registration forms for CRS seminars and institutes. This service is available 24 hours a day, seven days a week, and has been well received by congressional offices, which ordered almost 14,000 CRS short reports during the year through this new system. With the reduction in the number of same-day mail deliveries from CRS to congressional offices, fax-on-demand has been an effective vehicle for meeting critical deadlines.

Legislative Information for Congress and the Public

At the request of the House leadership, the Library of Congress developed for World Wide Web the THOMAS system to provide legislative information to Congress and the public as soon as it becomes available. CRS worked with the Library's Information Technology Services to create the THOMAS system based on the latest retrieval technology to facilitate ease of use and maximum utility. This system has been favorably received by both congressional staff and the public. The technology used will form the core for the creation of a new sophisticated legislative tracking system now under development, as requested in the legislative branch appropriations bill for FY96. Work on this plan began in FY95 and will be complete by the end of the first quarter of FY96. The goal of the project is to reduce the duplication of legislative tracking systems supported by Congress. Also related to these efforts, CRS has worked closely with the House Oversight Committee and the Senate Rules and Administration Committees to develop cooperative approaches to making on-line access to legislative information more efficient.

CRS Products in Digital Format

As part of its ongoing effort to improve the timely delivery of products to Congress, CRS has begun a major project to make its reports and issue briefs available on-line in digital format. This project is responsive to a survey of congressional staff by the House Oversight Committee, which found that CRS products were among the most important sources of legislative information to make available to Congress electronically. This new service, which is available only to congressional offices via CAPNET and the Internet, enables congressional staff to find, read, download, and print CRS products directly from their PCs. As more congressional offices acquire the hardware, software, and network connections that enable them to access the system, CRS expects to deliver even more of its products in this manner.

Electronic Delivery of Products

Because of increased demands for product currency, quick availability, and legislative tracking, the Electronic Research Products Office has begun updating products much more frequently and has expanded its efforts to meet these demands during the past year. This Office edits all new and updated issue briefs, with material updated every four weeks or less. Staff also now edits updates of reports and has developed programs to track the frequency of report updates. At the end of the year the Office estimated a three-fold increase in updates in these products. It is now possible to convert many of these products into as many as six different electronic formats, which greatly increases their accessibility by Congress.

Other accomplishments of this Office during the past year include programs and testing, in cooperation with the CRS Automation Office, to move issue brief print files to a remote file server for immediate printing on high-speed printers; preparation of thirty-nine Legislative Alert documents, with 280 separate product titles; collaboration with an interdivisional team to develop the budget appropriations report series with provisions for frequent updating; development of product information for the CRS World Wide Web, including a new product on budget reconciliation that uses direct links to selected CRS products and to legislation through THOMAS; and creation of programs to transmit documents and ensure that the most recent versions are available.

The CRS Home Page

As part of its continuing work to use the most cost-effective technology to serve Congress and CRS staff, the Service tapped the World Wide Web to develop a Home Page, which will provide Congress with easy access to the full text of CRS products in digital format and enable them to connect to many other on-line information resources available through the Internet that will assist them in their work. The CRS Home Page, which was completed at the end of FY95 and will be made available to congressional offices in early FY96, will provide access to legislative, legal, economic, scientific, census, and other public policy information sources.

CRS Network

By the end of FY95 CRS completed the networking of all CRS staff work stations. This work was a major upgrade to the Service's technical infrastructure and is the foundation for significant enhancements in productivity and access to information. The network supports faster access to data and the exchange of information both within CRS and between CRS staff and congressional staff. It also allows the Service to produce its reports faster, manage its inventory of products more effectively, reduce the cost of application software, share access to more resources such as CD ROMs and fax servers, and communicate more efficiently with CRS reference centers in the Senate and House office buildings.

VI. PLANNING FOR THE FUTURE

CRS began planning in FY95 related to management objectives for the future and progress toward CRS goals: making service adjustments in response to budget constraints and setting goals for more effective service to the changing needs of Congress.

SERVICE ADJUSTMENTS

In light of current budgetary constraints, CRS has had to make numerous adjustments in its services and operations as outlined at the outset of this report. As CRS continues to make these adjustments, it does so in conformance with the following principles:

- Basic services to Congress must not be jeopardized. CRS must manage the demand for its services in a way that preserves its breadth of coverage, its range of services, its high quality, and its integrative approach.
- Flexibility in negotiating requests remains the primary tool for managing demand, a burden that falls primarily on division staff and managers whose task is to respond to requests in a timely manner.
- All components of a legislator's responsibilities -- legislating, oversight, and representation -- must be served, with priority accorded to the legislative function.
- Consistent guidelines for obtaining services must be readily understandable by CRS staff who implement them, and all Members and congressional staff must be assured of equal access to these services.
- Major changes in services must not be instituted without consultation with the relevant committees and, once approved, such changes must be clearly articulated to Members and congressional staff.

These principles were established by CRS management to ensure the quality and timeliness of the CRS response to Congress in the likelihood of an environment of more limited resources in the future.

GOALS FOR EFFECTIVE SERVICE

CRS management has recently begun new planning to explore how the Service can best respond to the needs of Congress in the near future. Through a series of CRS-wide meetings CRS identified five goals and a number of concrete actions achievable within the next eighteen months. The planning follows a reorganization of CRS management and the implementation of a process for systematic and thoughtful examination of the wide range of issues confronting

the Service today. Building on CRS efforts during the past year and looking ahead to the Second Session of the 104th Congress, CRS recognized a need to undertake new approaches, establish new priorities, and strengthen its resolve to meet changing congressional needs with fewer staff and other resources.

The five goals CRS has set are derived from changes the Service has observed and anticipates in the congressional environment that have implications for CRS work priorities and service. Achieving these goals will assist the Service in fulfilling its mission of contributing to an informed national legislature. The five goals are as follows.

- Focus on the budget -- Enhance the CRS capacity to meet the analytical and information needs of Congress as it addresses public policy issues increasingly through the budget and appropriations process.
- Develop technology -- Accelerate efforts to make the most creative and effective use of technology to improve services to Congress and CRS internal work processes, recognizing that Congress increasingly will be relying on technology in its work.
- Address decreasing resources -- Place the highest priority on the legislative needs of Congress; develop a framework for making decisions about resource allocations in an environment of constrained budgets; and increase efficiency by examining existing processes and eliminating low-priority activities.
- Plan for polarization -- In anticipation of an environment in which Congress may well become increasingly polarized along political and ideological lines, preserve and strengthen CRS effectiveness in providing objective support to Congress and ensure inclusion of as broad a range of diverse viewpoints as possible.
- Prepare for federal-state shifts -- Reassess congressional needs for CRS assistance as Congress shifts responsibilities for many programs from the federal government to the state level.

Completing the actions consistent with these goals will assist CRS in meeting its mission of contributing to an informed national legislature.

VII. APPENDIXES

A. FISCAL 1995 BUDGET, RESOURCES, AND OTHER FUNDING

In FY95 CRS had a staffing level of 746 Full Time Equivalents (FTEs) and an appropriation of \$60,084,000. Approximately 87 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 \$5,055,000 was provided to CRS to complete the parliamentary development program through inter-agency agreements with the Agency for International Development (AID): \$1,000,000 for Ukraine; \$1,000,000 for Russia; and \$3,055,000 for Romania, Slovakia, and Albania. CRS continued to expend previous year AID funds for Egypt, Albania, Slovakia, and the Baltic States.

CRS continued to utilize the private foundation grants that it had received and reported on in previous fiscal years. These grants helped to make possible a number of educational activities for Members of Congress and their staff that included seminars, workshops, training institutes, committee retreats, briefings, and the New Member Seminar held in Williamsburg in January 1995. In March CRS received a new grant for \$10,000 from the Farm Foundation in partial support for seminars and briefings on the farm bill.

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 committee 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, the private sector, 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 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 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 FY95 CRS produced 1,127 new titles of its reports 5,081 active reports were available at the end of 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 (see the next section on electronically accessible products). 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 121 new issue briefs initiated in FY95; 255 active issue briefs were available at the end of 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 withdrawn or recast as an issue brief or a CRS report, 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).

ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES

SCORPIO. CRS and the Library of Congress maintain a computer-based information retrieval system called SCORPIO. It can be searched by congressional staff from terminals located in CRS Reading Rooms and Reference Centers, in the Library of Congress, and in most congressional offices. The system comprises data bases containing information on legislation, public policy literature, CRS products, bill digests, public opinion polls, books, serials, maps, other materials available in the Library, and the full text of CRS Issue Briefs. In Reading Rooms and Reference Centers, staff can search SCORPIO data bases through an easy-to-use touchscreen interface, known as ACCESS.

Optical Disk. Congressional staff can use special optical disk work stations located in CRS Reading Rooms and Reference Centers to identify, view, and print the full text of CRS products and articles from the Public Policy Literature file (PPLT).

World Wide Web. The CRS Home Page on the Internet provides links to information about CRS products and services, CRS divisions and their work, and the full text of selected CRS products. The system also provides access to legislative and legal resources on the Internet and a "congressional staff reference desk." The World Wide Web address is <http://www.loc.gov/crs>.

LC MARVEL. The Library of Congress provides access to the Internet for Congress through LC MARVEL, which presents the user with easy-to-use menus. LC MARVEL contains information by and about the Library as well as links to a diverse collection of Internet resources worldwide. Through LC MARVEL, congressional users can obtain the full text of selected CRS reports and issue briefs, the CRS weekly update, bill digests, and information on additional CRS products and services. Congressional staff can access the CAPNET/Internet in their offices or in the La Follette Congressional Reading Room.

Fax-on-Demand. The CRS fax-on-demand system enables congressional and committee offices on Capitol Hill to have selected CRS products faxed directly to them. The system contains lists of all active short CRS Reports (those with six or fewer pages) written since January 1993, full text of those reports, the weekly update, and invitations to seminars.

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 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 can be 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 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. Twelve new info packs were developed in FY95, and 124 info packs were available at the end of the fiscal year.

GENERAL SEMINARS AND BRIEFINGS

In February 1995 CRS sponsored its seventeenth 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 January 1995 had 628 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 October 1995. Other highlights of the year were the well-attended one-day legislative institutes and advanced legislative institutes/series, and seminars on welfare reform, drug-resistant infectious diseases, the President and the budget, a series of programs on the economy, the defense budget, the federal R&D budget, a series of programs on authorizations and the

appropriations process, the farm bill, Northern Ireland peace, Hong Kong's transition to Chinese rule, aid to Haiti, Mexico under Zedillo, Japanese investment in Asia, the ecosystem approach, and the Arctic National Wildlife Refuge.

Throughout the year, CRS conducts 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 FY95, CRS held 121 seminars and workshops on public policy issues, 13 institutes on congressional processes, and 10 events exclusively for Members of Congress. Member and staff attendance at these events was 6,325.

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.

OTHER SERVICES

Audiovisual Products and Services. CRS produces a variety of video and audio cassette programs on public policy issues as well as on legislative procedures. The programs, which range from 30 to 60 minutes and feature CRS analysts and other national experts, may be requested by congressional offices. Television programs on topics of current interest are shown each weekday on congressional cable channel 5 in the Senate and channel 6 in the House at 12:00 noon and at 4:00 p.m.

Economic Statistics: Stats Line. The CRS Stats Line provides a recorded message, updated weekly, on selected economic indicators: the consumer price index, federal deficit, gross national product, housing starts, the prime rate, public debt, unemployment, and the U.S. merchandise trade balance.

Keeping Up To Date: SDI Service. SDI -- Selective Dissemination of Information -- is a current awareness service for public policy literature. SDI subscribers receive a weekly annotated bibliography on recent materials in their selected subject areas and a form on which to order the full text of the items cited. The literature includes articles from scholarly, popular, and technical journals; research institute publications; government documents based on their relevance to the congressional agenda; and CRS products.

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 of legislation and throughout the legislative process. 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.

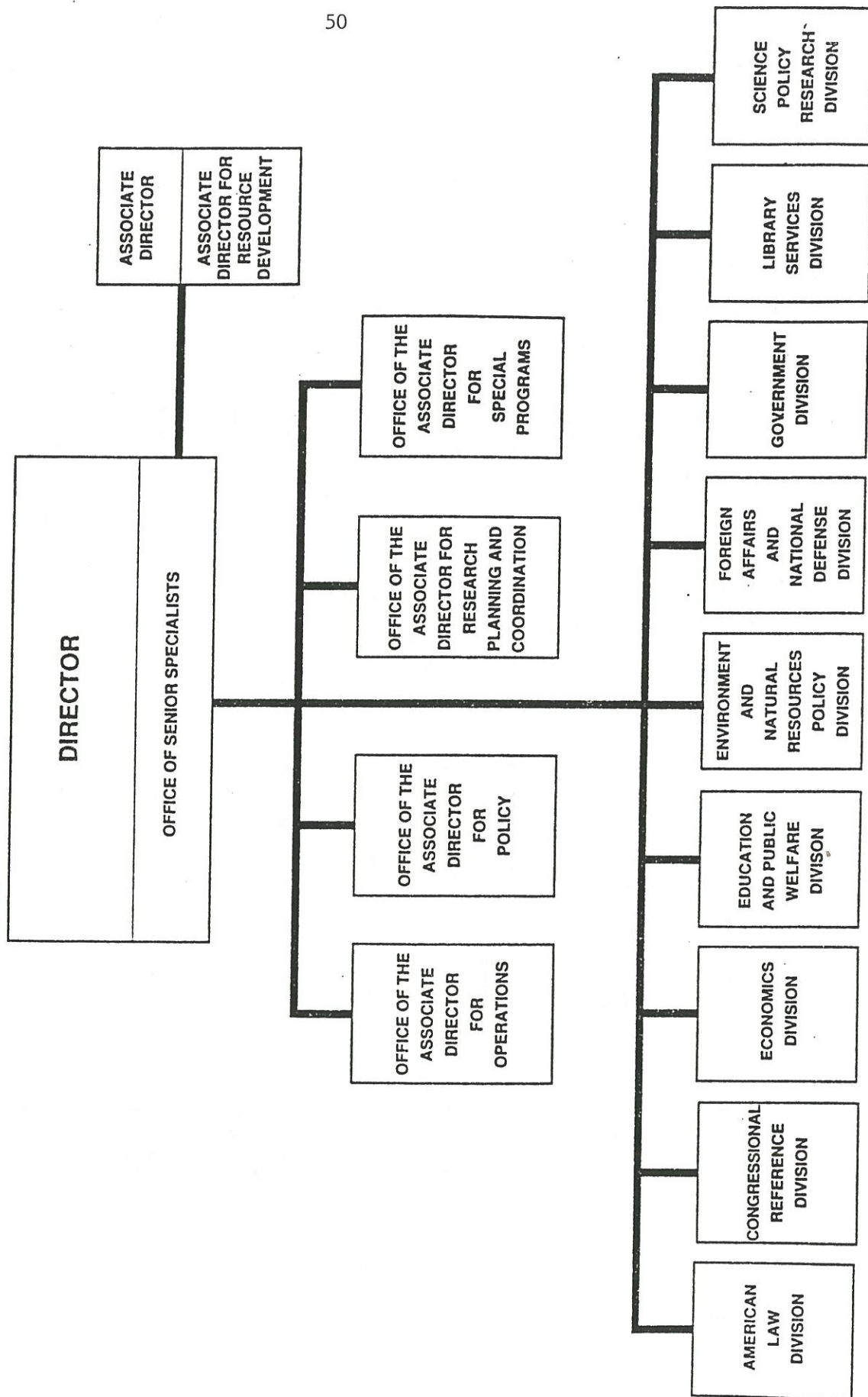
Staff members of this office arrange external research contracts to assist CRS in carrying out projects in response to major policy concerns of the Congress. These contracts are entered into by the Director of CRS as authorized by provisions of the Legislative Reorganization Act.

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 95**

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>		<u>As of</u> <u>September 30, 1995</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Daniel P. Mulhollan	Same	Same
Deputy Director and Senior Specialist in Public Policy	SL	William H. Robinson	Associate Director and Senior Specialist in Public Policy ¹	Same
Associate Director and Senior Specialist in Soviet Economics	SL	John P. Hardt	Senior Specialist in Post-Soviet Economics ¹	Same
Associate Director for Research Planning and Coordination and Senior Specialist in Social Legislation	SL	P. Royal Shipp ²	Same	Same
Associate Director for Policy and Senior Specialist in Social and Information Sciences	SL	Hugh L. Elsbree, Jr.	Same	Same
Associate Director for Resource Development and Senior Specialist in Arts and Humanities	SL	Ruth Ann Stewart	Same	Same

¹Reassigned 10/02/94.

²Detailed to the Office of the Director 10/16/94 to 02/12/95. Detailed to Chief of the Education and Public Welfare Division 02/27/95 nte 10/24/95.

<u>Position</u>	<u>As of October 1, 1994</u>		<u>As of September 30, 1995</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. Ehke	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 Legislation	SL	Vacant	Same	Same Same
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same Same
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy	SL	Charlotte P. Preece	Same	Same Same

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>		<u>As of</u> <u>September 30, 1995</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	Vacant	Same	Same Michael L. Koempel ¹
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	SL	Vacant	Same	Same Stephanie Williams ²
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Vacant	Same	Same Same
Senior Specialist in Taxation and Fiscal Policy	SL	Harry G. Gourevitch	Same	Same Same
Senior Specialist in American National Government and Public Administration	SL	Stanley Ira Bach	Same	Same Same
Senior Specialist in International Affairs - National Security	SL	Stanley R. Sloan	Same	Same Same
Senior Specialist in American National Government - Separation of Powers	SL	Louis Fisher ³	Same	Same Same
Senior Specialist in Economic Policy	SL	William A. Cox	Same	Same Same

¹Appointed to this position 08/06/95.

²Appointed to this position 08/28/95.

³Detailed to Chief, Government Division 12/05/94 to 03/05/95.

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>		<u>As of</u> <u>September 30, 1995</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same
Senior Specialist in Science and Technology Policy	SL	Richard E. Rowberg	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Walter J. Oleszek	Same	Same
Senior Specialist in American National Government and Public Administration	SL	William W. Ellis	Same	Same
Senior Specialist in US Foreign Policy	SL	Mark M. Lowenthal ¹	Same	Vacant
Senior Specialist in National Defense	SL	John M. Collins	Same	Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan, Jr	Same	Same
Senior Specialist in American Public Law	SL	Johnny H. Killian	Same	Same
Senior Specialist in American National Government	SL	Frederick H. Pauls ²	Deputy Director CRS ³	Vacant
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same

¹Resigned 12/16/94.

²Frederick H. Pauls died on 01/25/95.

³Position converted 09/26/95.

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>			<u>As of</u> <u>September 30, 1995</u>		
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	
Senior Specialist in International Relations	SL	Robert G. Sutter ¹	Same	Same	Same	
Senior Specialist in American Public Law	SL	Dorothy M. Schrader	Same	Same	Same	
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same	
Senior Specialist in Environmental Policy	SL	Vacant	Same	Same	Same	
Senior Specialist in Housing and Urban Development	SL	Vacant	Same	Same	Same	
Senior Specialist in Economic Policy (Transportation)	SL	Vacant	Same	Same	Same	
Senior Specialist in American Public Law (International)	SL	Vacant	Same	Same	Same	
Specialist in Information Technology	SL	Vacant	Same	Same	Same	
Coordinator of Review and Specialist in Social and Information Sciences	SL	James W. Robinson	Same	Same	Same	
Coordinator for Policy Implementation and Specialist in American Public Law	SL	Douglas A. Warshof	Same	Same	Same	

¹Detailed to Chief, Government Division from 03/05/95 to 08/04/95.

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>			<u>As of</u> <u>September 30, 1995</u>		
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	
Coordinator of Multidisciplinary Programs and Specialist in Public Policy	SL	Paul S. Wallace	Same	Same	Same	
Assistant Chief, American Law Division and Specialist in American Public Law	SL	Kent M. Ronhovde	Same	Same	Same	
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	SL	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	Vacant	Same	Same	Same	
Assistant Chief, Government Division and Specialist in American National Government	SL	Vacant ¹	Same	Same	Same	

¹Steven Stathis detailed to this position 10/02/94 to 12/04/94.

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>		<u>As of</u> <u>September 30, 1995</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	SL	Vacant ¹	Same	Same Same
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	SL	Jane Bortnick Griffith ²	Same	Same Same
Specialist in American Public Law	SL	Morton Rosenberg	Same	Same Same
Specialist in American Public Law	SL	Vacant	Same	Same Same
Specialist in American Public Law	SL	Robert D. Poling	Same	Same Same
Specialist in 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

¹Sandra Baumgardner detailed to this position 06/26/94 to 10/23/94 and temporarily promoted to this position 03/05/95 to 07/02/95. Kristin M. Vajs detailed to this position 10/30/94 to 02/26/95 and temporarily promoted to this position 07/09/95 to 09/06/95.

²Detailed to Acting Chief on 05/01/94 nte 12/25/95. Irene E. Stith-Coleman temporarily promoted to this position 10/02/94 to 01/30/95. Michael E. Davey temporarily promoted to this position 02/05/95 to 06/05/95.

<u>Position</u>	<u>As of</u> <u>October 1, 1994</u>		<u>As of</u> <u>September 30, 1995</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
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 ¹	Same	Same Vacant
Specialist in Foreign Affairs and National Defense	SL	Richard P. Cronin	Same	Same Same
Specialist in National Defense	SL	James P. Wooten ²	Same	Same Vacant
Coordinator of Division Research and Specialist in National Security	SL	Leneice N. Wu ³	Same	Same Same
Specialist in American National Government and Public Administration	SL	Ronald C. Moe	Same	Same Same

¹Retired 12/30/94.

²Retired 05/03/95.

³Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 03/20/94 nte 11/19/95.

<u>Position</u>	<u>As of October 1, 1994</u>		<u>As of September 30, 1995</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Grade</u>	<u>Incumbent</u>
Specialist in American National Government	SL	Robert A. Keith	Same	Same
Specialist in American National Government	SL	Judith Schneider	Same	Same
Coordinator of Division Research and Specialist in American National Government	SL	Clay H. Wellborn ¹	Same	Same
Specialist in Science and Technology Policy	SL	Genevieve J. Knezo	Same	Same
Specialist in Life Sciences	SL	Vacant	Same	Same
Specialist in Earth Sciences	SL	Joseph P. Riva, Jr.	Same	Same
Specialist in Science and Technology Policy	SL	Marcia S. Smith	Same	Same

¹Detailed to Senior Specialist in American National Government and Chief, Government Division 05/02/93 to 12/04/94. Detailed to Acting Assistant Chief 12/05/94 nte 11/29/95. Stephen Stathis temporarily promoted to this position from 12/11/94 to 04/10/95. Sharon Gressle temporarily promoted to this position from 04/16/95 to 08/14/95 and from 08/20/95 nte 12/17/95.

**F. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST
PERSONNEL ACTIONS IN FY 95**

Sandra Baumgardner was detailed to Acting Assistant Chief, Library Services Division from 06/26/94 to 10/23/94. She was temporarily promoted to this position from 03/05/95 to 07/02/95.

Ellen Collier retired on 12/30/94.

Michael E. Davey was temporarily promoted to Acting Assistant Chief, Science Policy Research Division from 02/05/95 to 06/05/95.

Angela Maria G. Evans was detailed to the Office of the Librarian on 01/26/94 to 10/07/94. She was detailed to Associate Director for Research Planning and Coordination from 10/16/94 nte 10/10/95.

Louis Fisher was detailed to Chief, Government Division from 12/05/94 to 03/05/95.

Sharon Gressle was temporarily promoted to Coordinator of Division Research and Specialist in American National Government from 04/16/95 to 08/14/95 and from 08/20/95 nte 12/17/95.

Jane Bortnick Griffith was detailed to Acting Chief on 05/01/94 nte 12/25/95.

John P. Hardt was reassigned to Senior Specialist in Post-Soviet Economics on 10/02/94.

Sharon L. House was detailed to Acting Chief, Education and Public Welfare Division from 04/17/94 to 10/30/94.

Michael L. Koempel was appointed to Chief, Government Division and Senior Specialist in American National Government on 08/06/95.

Mark M. Lowenthal resigned on 12/16/94.

Frederick H. Pauls died on 01/25/95.

William H. Robinson was reassigned to Associate Director and Senior Specialist in Public Policy on 10/02/94.

Steven Stathis was temporarily promoted to Coordinator Division Research and Specialist in American National Government from 12/11/94 to 04/10/95.

Irene E. Stith-Coleman was temporarily promoted to Acting Assistant Chief, Science Policy Research Division from 10/02/94 to 01/30/95.

Robert G. Sutter was detailed to Chief, Government Division from 03/05/95 to 08/04/95.

Kristin M. Vajs was detailed to Acting Assistant Chief, Library Services Division from 10/30/94 to 02/26/95 and temporarily promoted to this position from 07/09/95 to 09/06/95.

Clay H. Wellborn was detailed to Acting Chief, Government Division on 05/02/93 to 12/04/94. He was detailed to Acting Assistant Chief, Government Division from 12/05/94 nte 11/29/95.

Stephanie Williams was appointed to Chief, Library Services Division on 08/28/95.

James P. Wooten retired on 05/03/95.

Leneice N. Wu was detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division from 03/20/94 nte 11/19/95.

G. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY 95

<u>As of October 1, 1994</u>	<u>Grade</u>	<u>As of September 30, 1995</u>	<u>Grade</u>
Deputy Director and Senior Specialist in Public Policy	SL	Associate Director and Senior Specialist in Public Policy	SL
Associate Director and Senior Specialist in Soviet Economics	SL	Senior Specialist in Post-Soviet Economics	SL
Senior Specialist in American National Government	SL	Deputy Director CRS	SL

H. CRS PRODUCTS PREPARED IN FY95

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, Audio Briefs and video programs first issued during FY95. Issue Briefs and Info Packs updated and available during FY95 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., 95-6 ENR, IB95096, LTR95-849, 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.

General Interest

- Additions to the Major Issue File: Issue Brief, by Issue Brief Section. Updated regularly..... **IB95001**
- Inexpensive Hotels and Housing in Washington, D.C., by Bette Alberts, Office for Special Programs. Updated Apr. 27, 1995. 11 p. **95-544 PGM**
- Public Speaking and Speechwriting: Selected References, by Jean M. Bowers, Library Services Division. Updated Oct. 1994. 10 p. **94-860 L**
- SCORPIO Reference Manual, by Congressional Research Service. Automation Office. Updated Sept. 5, 1995. 155 p. **95-941 AU**

Abortion

- Abortion Law Development: A Brief Overview, by Karen J. Lewis, American Law Division. June 16, 1995. 17 p. **95-724 A**
- Abortion: Legislative Response; Issue Brief, by Karen J. Lewis and Thomas P. Carr, American Law Division. Updated regularly..... **IB95095**
- Abortion Services and Military Medical Facilities, by David F. Burrelli, Foreign Affairs and National Defense Division. March 9, 1995. 13 p. **95-387 F**

Aged

- Brain Disorders in the Elderly, by Irene Stith-Coleman, Science Policy Research Division. June 26, 1995. 6 p. **95-748 SPR**
- Older Americans Act FY1996 Budget: Fact Sheet, by Carol O'Shaughnessy and Molly R. Forman, Education and Public Welfare Division. Updated Sept. 26, 1995. 2 p. **95-917 EPW**
- Older Americans Act Nutrition Program: Fact Sheet, by Carol O'Shaughnessy, Education and Public Welfare Division. Mar. 13, 1995. 2 p. **95-379 EPW**
- Older Americans Act: 104th Congress Issues, by Carol O'Shaughnessy, Education and Public Welfare Division. Updated Mar. 17, 1995. 10 p. **95-32 EPW**
- Senior Community Service Employment Program: Background, FY1996 Budget, and 104th Congress

- Legislation, by Carol O'Shaughnessy, Education and Public Welfare Division. June 29, 1995. 6 p. **95-244 EPW**

Agriculture

- Agricultural Credit: 1995 Farm Bill Issues; Issue Brief, by Ralph M. Chite, Environment and Natural Resources Policy Division. Updated regularly..... **IB95096**
- Agricultural Export Programs, Food Aid and the Farm Bill, by Charles E. Hanrahan, Office of Senior Specialists, and Remy Jurenas, Environment and Natural Resources Policy Division. Mar. 15, 1995. 11 p. **95-391 S**
- Agricultural Issues for the 104th Congress: A Checklist of CRS Products, by Ted L. Burch, Library Services Division. Nov. 28, 1994. 2 p. **94-926 L**
- Agriculture and the Budget: Issue Brief, by Ralph M. Chite, Environment and Natural Resources Policy Division. Updated regularly..... **IB95031**
- Comparing Levels of Farm Support Across Selected Commodities, by Jasper Womach and Geoffrey Becker, Environment and Natural Resources Policy Division. July 27, 1995. 15 p. **95-840 ENR**
- Conservation Compliance: Policy Issues for the 1995 Farm Bill, by Jeffrey Zinn, Environment and Natural Resources Policy Division. Updated Dec. 19, 1994. 6 p. **95-6 ENR**
- Conservation Cost-Share Programs for Agriculture: An Introduction, by Jeffrey A. Zinn, Environment and Natural Resources Policy Division. Feb. 23, 1995. 8 p. **95-339 ENR**
- Conservation Reserve Program: Policy Issues for the 1995 Farm Bill, by Jeffrey Zinn, Environment and Natural Resources Policy Division. Updated Dec. 19, 1994. 6 p. **95-8 ENR**
- Export Enhancement Program: Background and Current Issues, by Lenore Sek, Environment and Natural Resources Policy Division. Mar. 15, 1995. 10 p. **95-388 ENR**
- Farm Commodity Programs; Peanuts, by Remy Jurenas, Environment and Natural Resources Policy Division. Updated Mar. 1, 1995. 6 p. **95-318 ENR**

- Farm Commodity Programs; Rice, by Geoffrey S. Becker, Environment and Natural Resources Policy Division. Updated Dec. 2, 1994. 6p..... **94-959 ENR**
- Farm Commodity Programs; Sugar, by Remy Jurenas, Environment and Natural Resources Policy Division. Updated Mar. 1, 1995. 6p..... **95-317 ENR**
- Farm Price Support Operations: Wheat, Feed Grains, Cotton, Rice, and Soybeans, by Geoffrey S. Becker and Jasper Womach, Environment and Natural Resources Policy Division. Updated June 14, 1995. 28p..... **95-531 ENR**
- Farm Program Target Prices, by Geoffrey S. Becker, Environment and Natural Resources Policy Division. Aug. 8, 1995. 21p..... **95-874 ENR**
- The Federal Crop Insurance Reform Act of 1994, by Ralph M. Chite, Environment and Natural Resources Policy Division. Oct. 31, 1994. 6p..... **94-836 ENR**
- Federal Farm Promotion (Check-Off) Programs, by Geoffrey S. Becker, Environment and Natural Resources Policy Division. Updated Mar. 7, 1995. 6p..... **95-353 ENR**
- Federal Marketing Orders for Fruits, Vegetables, and Specialty Crops, by Geoffrey S. Becker, Environment and Natural Resources Policy Division. Updated Mar. 3, 1995. 5p..... **95-326 ENR**
- Grazing Fees: A Primer, by Betsy A. Cody, Environment and Natural Resources Policy Division. Updated Dec. 23, 1994. 6p..... **95-1 ENR**
- Milk Marketing Orders: Background and Current Policy Issues, by Ralph M. Chite, Environment and Natural Resources Policy Division. Updated Feb. 9, 1995. 21p..... **95-267 ENR**
- The Perishable Agricultural Commodities Act (PACA), by Geoffrey S. Becker, Environment and Natural Resources Policy Division. Updated Mar. 13, 1995. 2p..... **95-285 ENR**
- Reduced Farm Commodity Support: Economic Assessments; Videoprogram, by Jasper Womach, Environment and Natural Resources Policy Division. July 11, 1995. Program time: 60 minutes..... **VT95-1343**
- Reduced Farm Commodity Support: Impact and Adjustments; Videoprogram, by Jasper Womach, Environment and Natural Resources Policy Division. June 16, 1995. Program time: 60 minutes..... **VT95-1344**
- Research and Education Funding in the U.S. Department of Agriculture, by Christine M. Matthews, Science Policy Research Division. Apr. 17, 1995. 10p..... **95-525 SPR**
- Selected CRS Reports Available on Food and Agricultural Topics, by Environment and Natural Resources Policy Division. Food and Agriculture Section. Updated Nov. 15, 1994. 14p..... **94-880 ENR**
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