



# **Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 2010**

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## CONTENTS

I. CRS SERVICE TO CONGRESS .....	1
CRS as a Shared Resource, Aligned with Congress .....	1
Indicators of CRS Performance .....	1
The CRS Tradition .....	2
Outline of This Report .....	4
II. FY2010 HIGHLIGHTS IN LEGISLATIVE SUPPORT .....	5
Major Issues of the Year .....	5
Other Research: Foreign Relations, Defense, and Trade .....	10
Domestic Social Policy .....	12
Government and the Economy .....	15
Resources, Industry, and the Environment .....	18
Law and Justice .....	18
III. MANAGEMENT INITIATIVES .....	23
Strategic Planning .....	23
Client Satisfaction Assessment .....	23
CRS Web Site Enhancements .....	23
Management Tools .....	24
Content Management .....	24
Mercury .....	24
APPENDIXES	
A. FY2010 Budget, Resources, and Other Funding .....	25
B. Workforce Management and Staff Development .....	26
C. Types of CRS Support to Congress: Research Services and Products .....	29
D. CRS Organizational Structure .....	34
E. CRS Organizational Chart .....	38

## I. CRS SERVICE TO CONGRESS

The Congressional Research Service (CRS) works closely with Congress on a daily basis and has maintained this working relationship since its inception. Members of Congress know they can count on CRS to be nonpartisan, authoritative, and confidential.

### CRS AS A SHARED RESOURCE, ALIGNED WITH CONGRESS

CRS staff serves as a shared pooled resource for Congress — an extension of Members' staff with expertise to assist with the full range of public policy issues. These analysts and other professionals align their work with the congressional agenda from the moment a new issue arises, then continue to meet the needs of lawmakers throughout all stages of the legislative process and across the full range of active public policy issues. CRS experts assist in examining the nature and extent of problems facing Congress, identify and assess policy options, assist with hearings on policy proposals and on implementation of existing policies, and support congressional review of nominations and treaties. The Service forms interdisciplinary teams and prepares products to address all aspects of current issues as well as anticipate and prepare for issues that could come before Congress. CRS management consults with congressional leadership in both chambers regularly to ensure that the Service's research agenda is aligned with lawmakers' needs.

Members and committees depend on the ongoing access to CRS expertise, whether it be through a phone call, an email, a personal briefing, a confidential memorandum, a consultation, delivery of expert testimony, support for hearings and investigations, evaluation of data, examinations of legislative options and proposed programmatic changes, legal analysis, or by searching active CRS products and services on the Service's Web site available 24 hours a day.

CRS offers a unique, multidisciplinary perspective to policy problems. The Service is structured to ensure that data are sound, that assumptions and qualifications are clarified, and that findings inform the legislative issues at hand, with implications and options identified. Throughout its deliberations Congress draws on the CRS capacity to integrate the insights of various disciplines into a coherent whole. Members rely on this expertise, not only to assess independently the outside opinions advocated before them, but also to complement their own experience and knowledge, and that of their staff, to ensure that the judgments made by the legislative branch are well informed.

### INDICATORS OF CRS PERFORMANCE

CRS completed more than 670,000 responses to requests and service transactions for Members and committees of Congress in FY2010 — a number that includes analysis and information requests, product requests, electronic services, and seminars. The Service's performance this fiscal year can be illustrated by four selected measures of its activity during the year:

- ***Support for major policy problems*** — CRS provided research support to meet congressional needs in all facets of the legislative agenda, focusing in particular on major policy problems during the year. The Service

contributed analyses on more than 170 major public policy issues by the end of FY2010.

- ***Key products maintained*** — CRS actively maintained and regularly updated more than 2,200 key products in major policy areas by the close of FY2010 and created 585 new reports. More than 6,000 titles were available at year's end. These research products were directly available to congressional offices through the CRS Web site.
- ***Access to online products and services*** — The Service continued to facilitate immediate online access to key products supporting critical policy areas through its Issues in Focus system that highlights current legislative issues and serves as a central entry point of the CRS Web site. Congressional use of CRS electronic services now comprises the majority of the services provided.
- ***Custom work for Congress*** — During FY2010 direct congressional access to CRS experts remained a key component of service to Congress. This work included efforts tailored to specific situations or requiring confidential assistance. Individualized attention to congressional needs was provided throughout the year primarily through telephone consultations, in-person briefings, and confidential memoranda.

Table 1 provides measures of performance with a focus on CRS products and services provided this fiscal year.

## THE CRS TRADITION

The CRS tradition of providing assistance to Congress continued in FY2010, a reflection of the unique, supportive mission that has remained unchanged since its inception. The supportive role began in 1914 when Senator Robert La Follette and Representative John M. Nelson, both of Wisconsin, promoted the establishment of a special reference unit in the Library of Congress devoted solely to respond to congressional requests for information. The creation of this unit was a product of progressive era ideas about the importance of acquiring knowledge for an informed and independent legislature. The Legislative Reorganization Act of 1946 gave the Legislative Reference Service permanent authorization to assist Congress primarily by providing facts and publications and by transmitting research and analysis done largely by other government agencies, private organizations, and individual scholars.

In 1970 Congress enacted the Legislative Reorganization Act, which changed the name of the support unit from the Legislative *Reference* Service to the Congressional *Research* Service. The Act increased its resources and directed the Service to devote more of its efforts to research and analysis that assisted Members of Congress in direct support of the legislative process. With this legislation, a new category of service was to be performed by CRS: providing committees with the research and other assistance they need. Today CRS provides a full range of research and information services to both Members and committees of Congress.

**Table 1. CRS Products and Services for Congress, FY2010**

<b>Total Completed Requests and Services Provided</b>	<b>672,481</b>
Analysis, information, and research requests <sup>1</sup>	78,276
Confidential and custom writings prepared	3,640
In-person briefings, consultations, and testimony completed (number of participations by CRS staff)	4,917
Responses primarily by telephone	39,845
Responses primarily by email	26,326
Selected background and other materials	3,548
Seminar, institute, and training participants	10,616
Client use of CRS electronic services <sup>2</sup>	583,589
 <b>Congressional Distribution Products and Services</b>	
New products prepared <sup>3</sup>	585
Products updated	2,240
Titles available at year end	6,655
Copies distributed <sup>4</sup>	1,009,020
Seminars, institutes, training (number of events)	393
 <b>Legislative Information System (LIS) Activity</b>	
Number of bill versions summarized	8,223
 <b>Congressional Offices Served by CRS (Percentage of Total)</b>	
Members	100%
Committees <sup>5</sup>	98%

<sup>1</sup> Analysis, information and research responses are created for specific clients upon their request.

<sup>2</sup> Clients access products and services via the CRS home page. This number was higher in years past but redesign of the CRS Web site and revisions of the Web interface changed client browsing patterns, making home page views a poorer indicator of use.

<sup>3</sup> Excludes products not beginning with "R."

<sup>4</sup> A product is considered distributed when it is opened by a client on the CRS Web site.

<sup>5</sup> One hundred percent of Member offices and standing committees usually receive personal service each year; this year one committee did not request any custom work.

Sources: Mercury Request Management System, WebTrends, and other CRS data.

## **OUTLINE OF THIS REPORT**

The report begins with highlights of legislative assistance to Congress in FY2010 and summarizes the major management initiatives to meet the needs of Congress, including strategic planning to implement the CRS mission with a focus on the relevance, quality, and accessibility of CRS work and expertise, as well as management initiatives to ensure that CRS resources are used efficiently and effectively. Appended are reports on the budget, progress on human resources issues, and the current organizational structure.

## II. FY2010 HIGHLIGHTS IN LEGISLATIVE SUPPORT

This summary of CRS highlights for FY2010 illustrates the breadth and depth of CRS service to meet ongoing congressional needs for legislative assistance.

### MAJOR ISSUES OF THE YEAR

***Health Care Reform.*** In March 2010 President Obama signed into law the Patient Protection and Affordable Care Act (P.L. 111-148) and a package of amendments to it, the Health Care and Education Reconciliation Act of 2010 (P.L. 111-152). Together these laws modify major components of the health care system and attempt to effect improvement in access to, and delivery of, that care. CRS supported Congress throughout the legislative process. Assistance included detailed analyses of proposals and of legal challenges to the new law, briefings on issues such as the immediate, and long-term changes in the private health insurance market, and maintenance of a collaborative repository of information on current related issues and versions of bills. Analysts at the Service addressed the implications of changes in dependent coverage, establishment of state high-risk pools for individuals with pre-existing health conditions, and the creation of small business health insurance tax credits. CRS experts also explored legal and policy issues associated with mandating that individuals purchase health insurance. They examined implications of the requirement that states expand Medicaid eligibility; and they analyzed proposals to provide premium credits to help certain individuals purchase health insurance in the private market.

Congress called on the Service for legal analyses in a number of health care-related areas, including the constitutionality of the mandate in various versions of the new health care reform law and legal challenges, the new 1099 information requirements, federal abortion funding restrictions, restrictions on physician self-referrals, congressional authority to enact health care legislation, and the mechanics and impact of controversial tax provisions, as well as the effects of the legislation on small businesses.

CRS supported congressional oversight of the new law's implementation through analysis of the numerous new entities created by the law, as well as the steps needed to be taken in the rulemaking process. The law also authorized new funding for numerous discretionary grants and other programs and activities. CRS provided analyses of new grants to improve access to care and increased funding for workforce education, Indian health care, the elderly, and other discretionary spending.

***Reform of Financial Sector Regulation.*** CRS staff assisted Congress in its deliberations on measures to reform the financial regulatory system through all stages of the legislative process, culminating in the enactment of the Dodd-Frank Wall Street Reform and Consumer Protection Act (P.L. 111-203). These experts supported congressional efforts to reform banking regulation, improve oversight of systemic risk, increase oversight of derivatives markets, revisit the federal role in insurance regulation, and strengthen consumer financial protection. Lawmakers relied on CRS testimony, numerous reports and memoranda, and authoritative comparisons of legislative provisions contained in the House and Senate versions of the legislation.



The Service provided legal analysis and consultation on such issues as First Amendment concerns related to regulating credit rating agencies, the nuances of creating a regulatory scheme for derivatives, and new regulatory powers for the Securities and Exchange Commission and the Commodity Futures Trading Commission. Attorneys analyzed the various legal elements of reform proposals, including standards of liability for manipulation in futures and derivatives trading and exemptions from the proposed clearing requirement for derivatives. The attorneys also assisted as Congress considered controversial confidentiality language in the Dodd-Frank law.

CRS experts also responded to congressional requests for support in overseeing the \$700 billion Troubled Asset Relief Program (TARP), a component of the Emergency Economic Stabilization Act (EESA, P.L. 110-343), and examined other federal assistance given to large financial institutions by the Federal Reserve.

***Offshore Drilling.*** In April 2010 when the Deepwater Horizon oil rig exploded and sank in the Gulf of Mexico, CRS responded to the issues raised by Congress pertaining to offshore oil resources and production, emergency spill response, environmental science, and liability law. The Service developed timely research and analytical support at every stage of the legislative process, including numerous hearings and legislative proposals, and posted new research resources on its Web site such as a SharePoint site with links to news, relevant legislation, hearings in both chambers, and an oil spill events time line. CRS experts responded to congressional requests during the intensive period immediately following the oil spill, often on tight deadlines. These specialists provided expert witnesses at hearings and collaborated with lawmakers on many aspects of federal jurisdiction over Outer Continental Shelf resources, fisheries, worker safety, emergency response, insurance, and tourism, among other issues.

CRS legal experts briefed Congress and reported on such issues as the offshore leasing process and environmental requirements that must be satisfied during the process, regulatory oversight of the offshore drilling industry, the shifting administrative structure, natural resource damages, and criminal prosecution. They analyzed whether the Price-Anderson Act, which governs liability for nuclear accidents, is an appropriate model for a new approach to oil spill liability, and reviewed oil spill liability statutes in the five Gulf states. CRS attorneys presented a two-hour seminar as part of the Federal Law Update on legal issues related to the spill, including federal laws governing exploration and production and discussed suspension of operations and cessation of new permitting for certain activities in the Gulf, including litigation challenging those activities.

Although the Deepwater Horizon well was capped in early August, congressional interest remained. CRS responded to continuing issues such as the use of moneys from the Oil Spill Liability Trust Fund for the federal spill response and implications of the deepwater drilling moratorium. As the fiscal year ended, Congress continued to monitor the situation.

***Mortgage Finance.*** The risk to the economy brought about by instability in the housing and secondary mortgage markets prompted Congress to examine how Fannie Mae, Freddie Mac, and other Government Sponsored Enterprises (GSEs) have operated under federal government conservatorship. CRS analyzed options regarding the future disposition of Fannie Mae and Freddie Mac and assisted with hearings on the functioning of U.S. mortgage markets. As Congress considered steps to address the large number of home foreclosures, the Service assisted in locating foreclosure data, understanding the limitations of various data sources, and interpreting the changing details of the Administration's Home Affordable Modification Program

(HAMP) and other foreclosure prevention programs created by the Administration. CRS examined and reported on the differences among the many foreclosure prevention programs that are currently operational and researched which types of troubled homeowners each program is most likely to reach. As Congress considered a variety of proposals for new foreclosure prevention programs or ways to make legislative changes to HAMP, experts at the Service helped develop an understanding of how new changes or programs might be implemented, analyzed problems that could prevent programs from achieving their desired objectives, and identified constituencies that were likely to favor and oppose such proposals.

***Employment and Training.*** CRS analysis also addressed ways to promote job creation and increase employment. Experts considered the role of trade, exports, long-term debt constraints, and the affordability of fiscal stimulus measures.

Because of the severity of the recession and the subsequent slow pace of the economic recovery, Congress sought information on the relative depth of the recent recession compared to past recessions and on programs and policies that have the potential of helping unemployed workers secure work. In response, CRS prepared analyses of employment trends before and after the end of previous recessions, long-term unemployment and recessions, countercyclical job creation programs, the employment effects of infrastructure spending, and training programs available for unemployed workers. When Congress began to reauthorize the Workforce Investment Act of 1998 (P.L. 105-220, WIA), CRS briefed congressional staff on performance accountability systems, performance outcomes, benefits for dislocated workers, summer youth employment programs, the relationship between WIA youth programs and the secondary education system, and federal training programs for green jobs. CRS experts also simulated the effects of various changes to the WIA funding allocation formulas.

***Unemployment Compensation.*** As the unfavorable employment situation continued, Congress enacted three laws that extended the authorization for temporary, emergency unemployment benefits: the Temporary Extension Act of 2010 (P.L. 111-144); the Continuing Extension Act of 2010 (P.L. 111-157); and the Unemployment Compensation Extension Act of 2010 (P.L. 111-205). CRS experts provided comparative analyses of these proposals and the impact on eligible beneficiaries of delaying additional authorization, and assisted in developing policy options to restructure and expand (or contract) the Emergency Unemployment Compensation (EUC08) Program. CRS also analyzed the financial structure of the Unemployment Compensation Program, the status of states' unemployment compensation accounts with the Unemployment Trust Fund, and state loan procedures.

***Student Financial Aid.*** The 111<sup>th</sup> Congress enacted the Health Care and Education Reconciliation Act of 2010 (P.L. 111-152), which amended the Higher Education Act of 1965 (P.L. 89-329) and made major changes to several student financial aid programs authorized under the 1965 Act. Among the prominent changes, the authority to make federal student loans guaranteed by the government under the Federal Family Education Loan (FFEL) Program was terminated and provisions were enacted requiring future loans to be made directly by the government under an expanded William D. Ford Federal Direct Loan (DL) Program; the DL Program, Income Based Repayment Plan was substantially redesigned; and mandatory funding was provided to increase Pell Grant award levels. CRS analyzed provisions that were considered but not ultimately enacted, which required estimates of allocations to states of funding for school facilities aid and estimates of allocations to institutions of higher education of authority to make new Perkins Loans. CRS also prepared analyses of the reform proposals made under House and

Senate bills and provided numerous briefings on related issues, particularly regarding the proposed termination of the FFEL Program.

***Agriculture and Food.*** Outbreaks of food-borne illness linked to a variety of domestic and imported foods fueled interest in Congress concerning the adequacy of the federal food safety system. CRS provided support during both House and Senate consideration of comprehensive food safety bills focusing on programs administered by the U.S. Food and Drug Administration. Experts at the Service prepared analyses and conducted briefings during the development of these bills throughout each stage of the legislative process — from introduction of several divergent bills, through debate and consideration of the final House bill and pending Senate amendment. Their support ranged from explaining the basics of U.S. food safety programs to new staff to assisting senior staff in comparing and evaluating the potential effects of various legislative proposals.

As food prices rose and global financial crises contributed to an increase in the number of hungry and malnourished people worldwide, Congress called on CRS specialists to assist with issues such as global hunger, international agricultural development, as well as issues specifically related to the budget and oversight of the Administration's proposed global hunger and food security initiative.

***Federal Courts and the Judicial Branch.*** Support to the Senate during the Elena Kagan Supreme Court nomination included analyses of her legal writings and legal philosophy, the jurisprudence of her predecessor, Justice Stevens, compilation of numerous primary research sources relevant to her nomination, and a seminar on the Supreme Court appointment process. Procedural support was offered for issues arising from the impeachment of two federal judges and the impending trial of a U.S. District Court judge. CRS legal experts also analyzed the impact of U.S. Supreme Court decisions in a variety of areas. Among legislative proposals analyzed was the Securing the Protection of our Enduring and Established Constitutional Heritage Act (SPEECH Act), which bars U.S. federal and state courts from recognizing or enforcing a foreign judgment for defamation unless specific requirements, including consistency with the U.S. Constitution, are satisfied.

***Small Business and the Small Business Administration (SBA).*** CRS supported Congress as it developed legislation, prepared for hearings and markups, and eventually passed the Small Business Jobs Act of 2010 (P.L. 111-240). CRS expertise included analyses of proposals to address the efficacy of small business tax policy, job creation, promotion of small business economic growth, the SBA's effectiveness in providing enhanced access to capital, as well as its implementation of economic stimulus provisions contained in the American Recovery and Reinvestment Act of 2009 (P.L. 111-5).

***Aviation Policy.*** CRS analysts worked closely with lawmakers as they examined the Federal Aviation Administration (FAA) operations and maintenance budget, airport and other infrastructure improvements needed to alleviate capacity constraints affecting the efficiency of the national airspace system, mitigation of environmental impacts of aviation operations, and potential improvements to air transportation security systems. These experts assisted as Congress addressed deployment of air traffic technologies; safety issues (such as air ambulance operations, unmanned aircraft, commuter airlines, and FAA oversight of airlines and aircraft repair stations); and financing requirements needed to meet future operations and infrastructure requirements. Congress also debated how to finance the air traffic control system, especially the next generation system. CRS specialists also supported Congress as it considered issues including the current

Aviation Trust Fund, cost allocation among system users, processes for funding airport improvements, and the adequacy of funding mechanisms in the future.

***Afghanistan and Pakistan.*** When the Obama Administration launched an integrated military-civilian strategy for Afghanistan, Congress examined the impact and sustainability of U.S. engagement in the country and monitored how military operations there were changing, the costs involved, and the impact on defense spending. Among the Service's contributions were analyses of the interplay between U.S. military engagement and development programs; the capacity of the post-Taliban Afghan government; internal politics in Afghanistan, including resurgence of the Taliban; and the role of neighboring countries in Afghanistan's development.

CRS experts advised Congress during numerous crises that tested the U.S.-Pakistan relationship and stability of the Pakistani civilian government. As Members turned to oversight of the monetary assistance Congress authorized in 2009, CRS analyzed options to ensure effective allocation of those funds and to encourage Pakistani cooperation in both promoting stability in Afghanistan and combating domestic religious militancy.

***Sanctions for Iran and North Korea.*** Due to heightened concerns over the nuclear ambitions of Iran and North Korea and other developments in those countries, Congress looked for ways to curtail their nuclear programs and alter their behaviors on the world stage. Following adoption in June 2010 of a U.N. Security Council Resolution to broaden some sanctions, Congress enacted the Comprehensive Iran Sanctions, Accountability, and Divestment Act of 2010 (P.L. 111-195), which mandated additional sanctions for Iran related to its energy and financial sectors. As Congress considered drafts of this bill, CRS analyses examined both the technical and legal components of the sanctions and how they fit into the broader U.S. policy toward Iran and the parallel efforts of the international community.

In March 2010 a North Korean torpedo sank the South Korean warship *Cheonan*, and the Korean peninsula plunged into crisis. As Congress discussed options for U.S. policy dealing with North Korea's provocative act and its emerging nuclear program, CRS experts offered analysis of the effectiveness of sanctions imposed against the North Korean regime, as well as regional implications of the crisis and North Korea's moves to initiate a leadership transition.

***International Disasters.*** The earthquake in Haiti in January affected nearly one-third of their overall population and caused billions of dollars of damage. Within days of the disaster CRS responded to congressional requests throughout various stages of the policy process as Members began to develop legislative strategy, consider policy options, hold hearings, and conduct oversight activities. CRS continues to analyze the political and economic situation in Haiti as well as the long-term reconstruction strategy as that nation struggles to recover from its worst natural disaster in two centuries.

In late February CRS provided analysis of the extent of damage from the earthquake in Chile, the affected population, relief efforts, and the potential political and economic situation as well as background on U.S.-Chile relations.

Later in the year when widespread flooding in Pakistan produced a catastrophic natural disaster, lawmakers called upon CRS to analyze implications of the crisis for U.S. and Pakistan interests. CRS took a broad look at the linkages between the environment and security in Pakistan, including potential impacts on complex relations with the United States.

***U.S.-China Relations.*** Spurred by rising U.S. unemployment and trade deficits, congressional debate on U.S.-China trade issues, particularly the undervaluation of Chinese currency, intensified during FY2010. In September when the House approved applying countervailing duty laws to certain fundamentally undervalued currencies, Members called upon CRS to assess all dimensions of the issues. In response the Service prepared analyses concerning U.S. policy toward China, including examination of challenges presented by persuading China to join international coalitions pressuring Iran and North Korea to curtail their nuclear programs, China's role in international climate change negotiations, and issues ranging from human rights and Chinese policy toward Taiwan to multilateral security cooperation and the increasing Chinese demand for energy.

***Greek and European Sovereign Debt Crisis.*** The effects of the 2008 financial crisis continued to be felt by the major economies and engage world leaders in cooperation and coordination to restore global economic recovery. The G-20 forum served as the primary mechanism for leading these efforts, where government leaders addressed issues such as global imbalances and reform of financial regimes. The start of a major sovereign debt crisis in Greece in March 2010 and its potential destabilizing impact on the Euro — the common currency of sixteen European nations — ushered in an intense period of congressional interest in the overall crisis. Congress called upon CRS to address the implications of the Greek debt crisis for the U.S. economy, the role of the United States and the International Monetary Fund in stemming this crisis, and financial reforms in other major economies. Among other assessments, experts at the Service prepared comprehensive evaluations of the implications of the crisis for transatlantic economic ties and organized a year-long seminar series on various dimensions of globalization and its impact on economic, political, and security issues.

## **OTHER RESEARCH: FOREIGN RELATIONS, DEFENSE, AND TRADE**

***Horn of Africa and Sudan.*** As the political and security situations in Africa, most notably Somalia, continued to worsen, Congress worked closely with CRS as it examined the implementation and effectiveness of U.S. programs addressing humanitarian, security, economic, and political aspects of these challenges. Experts at the Service provided analytical support as Members monitored the developments in the Horn of Africa, including the continued political and security deterioration in Somalia, rising political tensions in Kenya, and cross-cutting issues including piracy and the growing influence of Al Qaeda in East Africa.

CRS provided Congress with analytical support as U.S. policy evolved in Sudan, with a focus on the humanitarian situation in Darfur, challenges toward implementation of the Comprehensive Peace Agreement between North and South Sudan, and preparations for a referendum on the independence of South Sudan. CRS assisted with multiple hearings, legislative resolutions, and travel to the region.

***Ongoing Violence in Mexico.*** The escalation of violence in Mexico, related primarily to drug trafficking, continued its upward trend in 2010 throughout that country and along the U.S.-Mexico border. In response, Congress called on CRS specialists to examine the causes of the violence; the role and character of Mexico's drug cartels; drug policy; as well as gun trafficking; the flow of guns, drugs, and money; border violence; and possible spillover into the United States. CRS analysts examined specific issues related to the U.S. response to the violence, including the Merida Initiative, U.S.-Mexico relations, and Mexican drug trafficking

organizations. CRS also supported several congressional delegations visiting Mexico that focused on the violence, U.S. foreign assistance, and border security programs.

***Nuclear Arms Control and Non-Proliferation.*** From the time the Administration signed the new Strategic Arms Limitation Treaty (New START) in April 2010, CRS has provided Congress with expertise to facilitate the Senate's consideration of the treaty. CRS specialists set the stage for the debate with their examinations of ballistic missile defense and offensive arms reductions, reported the key provisions of the New START treaty, and reopened the concepts of monitoring and verification in arms control. CRS also responded to increased congressional interest in international nuclear cooperation and the so-called nuclear "renaissance," the Iranian and North Korean nuclear programs, and the international implications of the 2010 Nonproliferation Treaty review conference.

***Reform of Defense Contracting Services.*** CRS experts provided new analytical insight to Congress on the acquisition of contracting services on the battlefields of Iraq and Afghanistan. This analysis highlighted a need for the Department of Defense to reform its oversight policies governing contractors on the battlefield, especially the use of private security contractors. CRS work on this issue resulted in amendments to the Weapon Systems Acquisition Reform Act (P.L. 111-23).

***Military Procurement.*** During congressional debate over the National Defense Authorization Act for Fiscal Year 2011 (P.L. 111-491) and the Department of Defense Appropriations Act of 2011 (P.L. 111-295), CRS provided critical insights into a number of military procurement programs, including the Army's Ground Combat Vehicle, the Air Force's F-35 Joint Strike Fighter's Alternative Engine, and a number of Navy programs, including the new Ballistic Missile Submarine (SSBN-X) and the Littoral Combat Ship (LCS). In support of these programs and issues specialists testified at hearings, briefed Members on the budgetary impact of individual programs, and provided Congress with results from consultations with senior Department of Defense and Administration officials on the economic and military implications of budgetary decisions.

***U.S. Free Trade Agreements.*** Congressional interest in U.S. free trade agreements increased in 2010 when President Obama announced his intention to resolve outstanding issues in the U.S.-South Korea Free Trade Agreement (KORUS FTA) at the November 2010 G10 meeting in Seoul. He also notified Congress of his plans to pursue a Trans-Pacific Partnership free trade agreement with seven countries from that region. CRS analysts provided research and analytical support to Members and staff on all these agreements. The work included analysis of the EU-South Korea Free Trade Agreement and how it compared to the KORUS FTA.

***Yemen.*** Following the failed terrorist attack on Christmas Day, 2009, launched by Al Qaeda in the Arabian Peninsula, Congress showed a renewed interest in examining U.S. policy toward Yemen. As Congress investigated the trajectory of U.S.-Yemeni bilateral relations and conducted oversight over new appropriations and counterterrorism assistance to the Yemeni government, CRS conducted research and provided hearings support.

***Southeast Asia.*** CRS responded to increased congressional demand for research on a range of developments in Southeast Asia. When Congress and the Administration considered new approaches to dealing with the repressive military government in Burma, CRS experts evaluated U.S. sanctions against the country. Experts analyzed the deepening maritime disputes between several Southeast Asian countries and China and assisted as Congress considered U.S.

moves to join regionally based multilateral forums including the East Asia Summit and the Trans-Pacific Strategic Economic Partnership.

***Cyber Operations.*** CRS provided insight to Congress as it began to explore the emerging areas of cyber security and other cyber operations, including the relationship between information operations and cyber warfare. Experts analyzed the role of Congress in cyber defense. As part of the CRS seminar series on globalization, analysts led sessions on the implications of cyber threats and the Department of Defense efforts to approach cyberspace as a domain of warfare.

***Covert Action Operations: Notification of Congress.*** Expert CRS analysis shed light on the need to improve the limited executive branch process of notifying the Congress — especially the committees of jurisdiction — of covert action operations so that Congress can effectively carry out its oversight responsibilities related to these operations. CRS reviewed and analyzed the notification statutory framework and provided legislative options that served as a basis for congressional discussions and ultimately informed statutory language contained in the proposed Intelligence Authorization Act for FY2010 (P.L. 111-259).

## DOMESTIC SOCIAL POLICY

***Private Health Insurance Reform.*** Health care reform (P.L. 111-148) resulted in both immediate changes in the regulation of private health insurance policies and significant long-term changes affecting the responsibilities of Americans to purchase insurance. For example, the law extended dependent health insurance coverage through the age of twenty-six for health insurance plan years beginning six months after enactment. A number of states have existing statutes in place addressing dependent coverage, and the new law provides a uniform minimum for those plans. CRS experts analyzed the implications of this change on existing state statutes and insurance beneficiaries and explored issues related to implementation. They reviewed the implications of other near-term changes like the establishment of state high-risk pools for individuals with pre-existing health conditions and the establishment of small business health insurance tax credits. CRS experts also focused on long-term changes established in the law. For instance, legal issues were raised regarding the power of Congress to mandate that individuals purchase health insurance. CRS attorneys examined recent state activities attempting to “nullify” or “opt out” of this new federal mandate and analyzed court cases relevant to the constitutionality of the new mandate.

***Medicaid.*** The new health care reform law introduces the largest expansion of Medicaid eligibility in many years. Beginning in 2014, or sooner at state option, the law requires states to expand Medicaid to individuals under age sixty-five with income up to 133% of the federal poverty level and requires states to maintain current eligibility levels under Medicaid and the State Children’s Health Insurance Program. CRS analysts explored the policy issues associated with this expansion, provided details of state variability in pre-health reform eligibility rules, and explored some of the financial and other implications of the expansion.

***Elementary and Secondary Education Act (ESEA).*** As the 111<sup>th</sup> Congress considered legislation to amend and extend the ESEA, CRS assisted in numerous ways. CRS analysts conducted ongoing briefings on major programs and issues related to the ESEA, ranging from testing and accountability to teacher quality. These analysts studied the ESEA funding allocation formulas and the potential effects of making adjustments to these formulas, examined the

implications and technical requirements associated with using value-added modeling techniques in teacher accountability systems, and outlined major issues under consideration pertaining to making alterations to provisions enacted under the No Child Left Behind Act (P.L. 107-110). When the Department of Education launched three competitive grant programs under the State Fiscal Stabilization Fund, authorized by the American Recovery and Reinvestment Act of 2009 (P.L. 111-5), CRS experts worked closely with congressional staff to analyze the implementation of these provisions, as they potentially would represent a substantial change in federal education policy in some areas. CRS also developed estimates of federal funding allocations to states and sub-state entities under new or modified grant programs and conducted analyses of the relevance and potential effects of fiscal accountability requirements.

***Health and Compensation Benefits for 9/11 Responders.*** In September the House of Representatives passed the James Zadroga 9/11 Health and Compensation Act of 2010 (P.L. 111-347) to provide federal health care and compensation benefits to emergency responders, volunteers, and New York City residents affected by the aftermath of the September 11, 2001, terrorist attack on the World Trade Center. The legislation responds to research on respiratory and other physical conditions caused or exacerbated by dust and debris, and psychological conditions such as post-traumatic stress disorder. To support congressional consideration of the legislation, CRS analysts helped staff interpret research findings. They provided information on current health care services for these populations and historical information on other federal benefit programs, such as the Radiation Exposure Compensation Program and the Energy Employees Occupational Illness Compensation Program, which could be used as models for federal responses to the current policy challenges. CRS attorneys examined how proposed legislation would interact with other federal, state, and local programs and pending civil litigation brought by some World Trade Center responders.

***Terrorism.*** In the wake of the November 2009 Fort Hood shootings and the Christmas Day bombing attempt of an international flight bound for the United States, CRS examined a number of relevant issues such as the use of government watch lists by federal law enforcement and intelligence. Attorneys presented a seminar with supporting materials addressing legal protections and restrictions that may be imposed on military servicemembers in the practice of their religious beliefs. CRS experts analyzed the competing responsibilities for federal visa security and passenger prescreening efforts to facilitate national security while promoting legitimate travel to the United States, the current background check process regarding purchases of guns and explosives, and the emerging issue of U.S. citizens and legal permanent residents who become radicalized and plot terrorist attacks.

***Disability Benefits.*** Individuals with disabilities experienced particularly difficult hardships with the recession and rise in unemployment. Combined with an expansion in the eligibility criteria for veterans' disability, claims for federal disability benefits under the Social Security Disability Insurance Program swelled, resulting in processing backlogs at the Social Security Administration and the Department of Veterans Affairs. In response, CRS experts conducted an analysis of issues related to both income security programs. The analysis drew distinctions between eligibility requirements and the determination process, and explored challenges faced in the administration of federal disability programs. Through congressional testimony, CRS also provided analysis of barriers to employment among veterans of the Operation Iraqi Freedom/Operation Enduring Freedom conflicts, including the effect of service-connected disabilities on job prospects for returning veterans. As Congress turned to reauthorization of the vocational rehabilitation program for individuals with disabilities (Title IV of the Workforce Investment Act, P.L. 105-220), CRS developed options for reconfiguring the



program's funding formula to address perceived inequities in the allocations to states and territories.

***Pensions and Retirement Income Security.*** Continued economic uncertainty generated concern among current and future retirees and the sponsors of defined benefit pension plans. Although the stock market recovered some of its losses, account balances in defined contribution retirement plans and Individual Retirement Accounts were still lower than at the market peak that occurred in 2007. Sponsors of the defined benefit plans had to make large contributions to their plans to meet funding requirements. CRS provided consultation and analytical support on the merits of extending the suspension of the Required Minimum Distribution requirements for individuals older than age 70½; suspending the penalty for withdrawals from retirement accounts by individuals younger than 59½; and providing funding relief to defined benefit plan sponsors. Funding relief was incorporated in legislation that became the Preservation of Access to Care for Medicare Beneficiaries and Pension Relief Act of 2010 (P.L. 111-192). CRS also provided analytical support in response to funding shortfalls in the defined benefit pension plans of state and local governments.

***Veterans Health.*** With the drawdown of U.S. troops from Iraq and the surge of troops in Afghanistan, issues concerning returning servicemembers, veterans, and their families remained high priorities for Congress. CRS provided information and analysis on a wide variety of issues, such as approving and establishing Department of Veterans Affairs VA Community-Based Outpatient Clinics; federal employment assistance to veterans; post-9/11 veterans education assistance; and presumptive service connection and disability compensation. A CRS analyst provided expert testimony on the employment situation of veterans, barriers to employment, and employment assistance provided to veterans. CRS analyzed and delivered expert testimony on a pilot program to better manage the care provided through contracts. CRS also accompanied a bipartisan congressional staff delegation to the San Diego and Palo Alto VA Health Care Systems to receive briefings on the progress made by the VA and Department of Defense (DOD) in sharing electronic medical records and to receive briefings and a real-time simulation of an actual patient visit, using the Virtual Lifetime Electronic Record Pilot Demonstration between VA and Kaiser Permanente and the Nationwide Health Information Network created by the Department of Health and Human Services.

***Poverty Measurement in the United States.*** CRS responded to growing congressional interest in how the government measures poverty in the United States, limitations of the current measure, and considerations in developing and adopting a new statistical measure. Proposed legislation introduced in both chambers in the 111<sup>th</sup> Congress, The Measuring American Poverty Act of 2009, helped catalyze the formation of an interagency technical working group within the Administration to guide the Census Bureau and Bureau of Labor Statistics in developing and implementing by 2011 (subject to appropriations), a Supplemental Poverty Measure, to complement the government's current "official" poverty measure. To support congressional interest in this area, CRS produced a history of the development of the "official" U.S. poverty measure, analyzed issues relating to the current "official" measure and development of adjunct or alternative measures, and estimated how a new measure might affect the size, composition, and geographic distribution of poverty in the United States.

***Immigration.*** In spring 2010 it appeared that the 111<sup>th</sup> Congress might consider comprehensive immigration reform. In response to this congressional interest in reform legislation, especially after passage of controversial immigration-related legislation in Arizona (S.B. 1070), CRS immigration specialists developed a series of seminars that synthesized the

debate over comprehensive immigration reform. The opening seminar provided an overview of the multi-tiered laws, policies and trends, and was followed by separate sessions providing in-depth analysis of three key elements of comprehensive immigration reform: legal immigration, unauthorized migrants, and immigration control.

CRS attorneys contributed to the debate over the appropriate role of state and local governments in immigration enforcement after the enactment of S.B. 1070 in Arizona by examining such issues as potential bases for and limitations on state and local authority to enforce federal immigration law or impose sanctions on immigration-related conduct. These attorneys analyzed other immigration and citizenship issues such as the “widow penalty,” birthright citizenship, proposed legislation on terrorist expatriation, and implementation of federal immigration law in the U.S. territories. They also participated in briefings and consultations for Congress on issues related to Iraqi, Iranian, and Liberian refugees.

***Temporary Assistance for Needy Families (TANF).*** Congress focused attention in 2010 on the extension of the Emergency Contingency Fund (ECF), which was added to TANF for FY2009 and FY2010 by the American Recovery and Reinvestment Act (P.L. 111-5). CRS provided ongoing analysis throughout the year of states’ use of the ECF, how much funding was allocated to ongoing cash benefits versus subsidized jobs and short-term aid, and how many states reached their maximum ECF allotment.

***Child Nutrition.*** Congress in 2010 confronted the issue of how to offset (under congressional “pay-go” rules) increased spending for child nutrition programs during consideration of proposed House and Senate legislation to reauthorize and amend these programs, the Healthy, Hunger-Free Kids Act of 2010 (P.L. 111-296), and the proposed Improving Nutrition for America’s Children Act. As part of ongoing support for Congress in consideration of these bills, CRS provided a straightforward and graphic analysis of precisely how certain provisions would affect benefits under the Supplemental Nutrition Assistance Program (SNAP, formerly the Food Stamp Program), which was proposed as an offset for spending on child nutrition.

***Social Security.*** CRS continued to provide support to Congress in understanding complex features of the Social Security Program: the retirement earnings test and its impact on auxiliary beneficiaries, the impact of the new health care law on the Social Security Trust Fund; and international Social Security agreements, among other topics. Several analysts contributed to major sections of a committee print, *Social Security Modernization: Options to Address Solvency and Benefit Adequacy*. The document was released in May 2010 and is expected to inform policymakers on Social Security reform. It presents background on the program’s 75-year history and explains current law as well as the system’s financial outlook. It discusses several legislative options to address trust fund solvency that include benefit adequacy and retirement income security. The chairman of the committee said that the report is intended to “. . . serve as a resource to Congress and policymakers as they discuss ways to ensure that Social Security will remain strong for another 75 years.”

## **GOVERNMENT AND THE ECONOMY**

***Congressional Administration and Management.*** Sound administration and management of Member offices and other institutions within the legislative branch are essential to Congress as it carries out its legislative, oversight, and representational responsibilities.

Congress sought CRS assistance on a range of administrative and procedural matters during FY2010. Research focused on the Architect of the Capitol, congressional commemorative commissions, social networking and constituent communications, congressional travel, privileges and courtesies extended to former Members of Congress, and House and Senate congressional staff levels. CRS experts analyzed congressional practices and trends concerning a variety of procedures, including controversial procedures such as reforming cloture in the Senate and the use of reconciliation in the passage of health care reform. CRS also assisted with emergency preparedness issues in local, state, and federal government and testified on how the U.S. government and other jurisdictions in the National Capitol Region plan for and respond to disasters in light of the Capitol's unique jurisdictional environment.

***Debt and Deficit.*** Following enactment of the American Recovery and Reinvestment Act (P.L. 111-5) and its implementation, Congress turned its attention to concerns about spending and rising deficit levels. CRS informed the congressional debate with consultations and briefings concerning the significance of the amount of spending and associated rising deficits created by the stimulus and other financial legislation. CRS provided analytical support by outlining the possible economic consequences of failing to raise the debt limit.

***Taxation.*** A series of tax cuts were enacted early in the George W. Bush Administration by the Economic Growth and Tax Relief Reconciliation Act of 2001 (EGTRRA; P.L. 107-6) and the Jobs and Growth Tax Relief Reconciliation Act of 2003 (JGTRRA; P.L. 108-27). These tax cuts, collectively known as the "Bush tax cuts," are scheduled to expire at the end of 2010. Before Congress began debate on extension of these tax cuts lawmakers requested CRS help with analysis of the potential policy and economic consequences of the cuts. Analysts responded by outlining economic arguments both for and against allowing the tax cuts to expire. Several in-depth reports analyzed the macroeconomic impact of the various policy options.

Proposed expansion of tax benefits for renewable energy and a proposed scaling back of incentives for using fossil fuels generated considerable congressional interest. CRS analyzed and reported on a number of energy related tax issues, including the current status of energy tax expenditures such as fossil fuel production, the potential of renewable energy production, credits for purchase of alternative technology vehicles, and the economic rationale for intervention in energy markets.

***Congressional Interparliamentary Assistance.*** The Service provided ongoing support to the House of Representatives Office of Interparliamentary Affairs, an organization within the Speaker's Office that offers assistance to members of parliaments in newly emerging democratic nations. Activities included regular briefings for visiting foreign lawmakers on options for internal governance, legislative procedures, information and analytic resources, and organizational structures for enhancing the development of these national legislatures. CRS analysts supported several international trips for the House Parliamentary Democracy Commission.

***Campaign Finance and Election Reform.*** CRS analysts and attorneys supported Congress with analysis and briefings after the Supreme Court issued its decision in the *Citizens United v. Federal Election Commission* case, which allows corporations and labor unions to fund political advertisements calling for election or defeat of federal candidates. Congress also called on CRS expertise as it held hearings on the proposed DISCLOSE Act (Democracy is Strengthened by Casting Light on Spending in Elections Act) and when the House and Senate considered congressional public financing legislation.

During congressional hearings on election reform proposals CRS experts were consulted on such issues as absentee voting, voter registration, Internet voting, and state compliance with various provisions in the Military and Overseas Voter Empowerment Act (P.L. 111-84).

***U.S. Postal Reform.*** As Members sought to resolve the significant financial challenges facing the U.S. Postal Service, including post office closures, the Service analyzed numerous viable proposals, including a five-day mail delivery schedule. CRS also moderated a well-received series of congressional roundtable discussions on postal reform. CRS analysts provided intensive consultation to Members of both chambers concerning proposals to reform the U.S. Postal Service.

***Executive Branch Organization.*** The Service responded to numerous inquiries concerning proposed revisions to executive branch organizational structures, including health care and financial regulatory reform and proposals to reorganize the Bureau of Ocean Energy Management, Regulation and Enforcement (formerly the Minerals Management Service.) In addition, CRS analysts provided extensive research on the so-called “czar” issue.

***Congressional Oversight of the Executive Branch.*** CRS supported Congress as it performed oversight of the executive branch. Oversight included new regulatory review requirements and increased congressional reporting requirements contained in the Dodd-Frank Wall Street Reform and Consumer Protection Act (P.L. 111-203) and the Patient Protection and Affordable Care Act (P.L. 111-148). Analysts prepared a new congressional oversight manual to provide assistance to congressional committees.

***Federal Financial Management.*** Congress sought analytical assistance as it addressed federal financial management issues, particularly the prevention of waste, fraud, and abuse. CRS also assisted with analysis of improper payments, recovery auditing, the disposition of real property, and federal cash management practices and policies. CRS provided in-depth support during preparation of the latest iteration of the Government Performance and Results Act, which subsequently became law (P.L. 111-352).

***Federal Personnel and Pay.*** CRS experts prepared reports and provided consultation as lawmakers discussed human capital management in the intelligence community, direct hire authority for federal agencies, the appointment of presidential assistants and advisors, and federal employee benefits for partners in same-sex partnerships.

In response to congressional inquiries concerning federal pay, CRS analyzed proposed adjustments to federal civilian white-collar pay over the past ten years, the transitioning of employees from the National Security Personnel System, the hiring of temporary federal employees, federal government furloughs, and salaries of elected and appointed officials.

***Federal Emergency Management.*** CRS analysts worked closely with Congress as it sought assistance on national preparedness, disaster recovery, and mitigation issues. Support included analysis of first responder grant-in-aid funding, federal financial assistance after catastrophic disasters, and federal coordination of disaster recovery. CRS also provided testimony on the reauthorization of the National Flood Insurance Program.

As the year 2010 marked the fifth anniversary of Hurricane Katrina, Congress called on CRS expertise to assist in evaluating the effectiveness and implications of post-Katrina

emergency management legislation and to assess improvements in the nation's emergency management capabilities. Assistance included testimony on options for improving the public assistance program of the Federal Emergency Management Agency (FEMA) and analysis of how the tax code can be used to mitigate the economic disruption caused by natural and manmade disasters.

## **RESOURCES, INDUSTRY, AND THE ENVIRONMENT**

***Energy Policy.*** CRS experts explored policy options to improve U.S. energy security and independence and analyzed policy proposals to ensure that the nation maintains a sustainable supply of energy for a growing population and economic growth in the future. Energy analysts provided perspective on the growth of exploration and production of oil and gas in the offshore areas of the United States, reported on the rapid expansion of U.S. shale gas resource development and its environmental consequences, and evaluated the requirements for electricity generation and transmission facilities if broader renewable energy sources are developed. CRS analyzed the economic impacts of the growth of green jobs in an emerging global renewable energy sector. CRS also helped clarify opportunities and liabilities of energy development mechanisms such as biofuels, alternative fuel vehicles, energy efficiency, nuclear energy, and changing energy markets.

***Industrial Competitiveness.*** Congress called on CRS expertise as it considered problems related to the shrinking manufacturing sector of the economy and to loss of jobs due to technological change and innovation as well as foreign competition. Analysts studied the impact of U.S. policies and rules in such diverse areas as taxes, environmental regulation, securities rules, and pensions in U.S. firms competing globally. As the U.S. automobile industry struggled with bankruptcies and restructurings, CRS analyzed policy options relating to nearly all aspects of the crisis. Congress relied on the Service to answer a number of industry-related questions involving the tool and die sector, aviation and airlines, tires, steel and other metals, and the newspaper industry.

***Science and Technology.*** From research funding to development and implementation, science and technology have an impact on many public policy issues of interest to congressional policymakers. CRS experts assisted as Congress worked to improve protection of the nation's security. They reported on new nuclear radiation detection technologies, provided in-depth analysis of existing and planned federal laboratory construction, and testified on the U.S. global nuclear detection architecture. They supported Congress as it discussed Department of Homeland Security programs and activities, assessed telecommunications and Internet technology policy, and assisted Members in developing an understanding of the policy impact and ramifications of the Federal Communications Commission's newly released National Broadband Plan as well as spectrum-related issues such as the creation of a national 911 emergency response system. CRS also supported Members as they sought to protect technological innovation. Policy analysts fielded questions pertaining to intellectual property rights and pharmaceuticals in response to the availability of lower-cost versions of biopharmaceuticals and analyzed patent reform legislation that may potentially change the current patent protection regime.

## **LAW AND JUSTICE**

***Congressional Rules and Ethics.*** CRS attorneys addressed numerous ethical issues, including House and Senate rules, financial disclosure, lobbying with federal funds, and conflicts

of interest. The Service addressed questions about the beginning and ending of the terms of office of Senators appointed to fill vacancies because of deaths and resignations during the 111th Congress. CRS attorneys also were called upon to contribute to drafting a new ethics manual.

***Administrative Law.*** CRS legal experts responded to congressional interest in various aspects of administrative law. At the intersection of administrative law and health care reform, CRS attorneys analyzed the impact of Paperwork Reduction Act exemptions in the health care reform bill and briefed staff regarding interim final rulemakings. CRS answered other legal questions on the President's executive order concerning abortion and provided analysis on the legal status of the order. In addition, attorneys responded to questions related to administrative adjudications, including regulations relating to productivity and timelines for administrative law judges, the permissibility of *ex parte* communications, compensating intervenors for their participation in agency proceedings, and procedures of administrative law judges at the Department of Defense Office of Hearings and Appeals. CRS also provided a legal analysis of the Supreme Court's *Chevron* jurisprudence relating to the deference that courts should accord to administrative agency findings. The Service also responded to inquiries regarding the Supreme Court's decision in *Free Enterprise Fund v. Public Company Accounting and Oversight Board*, a case involving the Constitution's appointment power.

***Government Contracts and Procurement.*** CRS attorneys and policy analysts provided support to lawmakers on a number of key issues related to government procurement and small business. Much of this work responded to efforts by Members of Congress or the executive branch to use federal spending to assist particular communities, promote socioeconomic goals, or foster development of particular technologies. The Administration's proposed cancellation of the National Aeronautics and Space Administration's Constellation Program prompted bipartisan interest in the alleged termination of contracts for that program because termination of Constellation-related contracts could have led to significant job losses in several states. Attorneys and analysts answered questions on potential job loss and reported on the legal authority for existing location-based preferences in federal contracting in response to efforts to target federal procurement spending to places most significantly affected by the recent recession. The recession also prompted interest in contracting with minority-owned small businesses. Because of the concerns that the executive branch failed to award enough contracts to such firms under the American Recovery and Reinvestment Act (P.L. 111-5), numerous bills were proposed to promote minority contracting. CRS attorneys contributed expertise to many of these bills as Congress sought to find means to promote minority contracting that would not run afoul of court decisions regarding equal protection under the U.S. Constitution.

CRS also assisted the 111<sup>th</sup> Congress as it sought to amend the Small Business Act to remove language underlying a series of decisions by the federal courts and the Government Accountability Office in 2008-2010 that found that set-asides for Historically Underutilized Business Zone (HUBZone) small business have "precedence" over set-asides for other small businesses. CRS tracked and kept Congress apprised of developments in the courts and in GAO, proposed legislation, and the Administration's response.

***Civil Rights.*** CRS attorneys analyzed the "Don't Ask, Don't Tell" policy and the ongoing cases contesting the constitutionality of this military policy, an issue which has been of high interest to Congress. Additionally, in response to instances of harassment and bullying in schools on the basis of sexual orientation, CRS attorneys responded to numerous requests for congressional assistance regarding protections available under existing law, including Title IX, and the proposed Student Nondiscrimination Act. CRS attorneys reported on the proposed

Employment Nondiscrimination Act, which would prohibit discrimination on the basis of sexual orientation in employment. CRS attorneys assisted as Congress considered race discrimination issues and affirmative action, specifically regarding legislative solutions for resolving multiple lawsuits filed by black, Hispanic, Native American, and female farmers against the U.S. Department of Agriculture. CRS attorneys also analyzed issues concerning pay equity, including the House-passed Paycheck Fairness Act. Attorneys further provided advice and legal analysis on age discrimination and issues concerning potential benefits available to unlawful aliens residing in the United States.

***Gun Control and Second Amendment.*** CRS attorneys presented a Federal Law Update seminar and numerous written legal analyses on the Supreme Court case *McDonald v. City of Chicago* involving the validity of a city's gun control legislation. In addition, CRS attorneys consulted on a range of proposed congressional gun measures, such as gun ownership for individuals on terrorist watch lists, firearms background checks, firearms trafficking, District of Columbia firearms laws, and firearms in public housing.

***National Security.*** Attorneys continued to keep the Congress informed of legal developments on many issues regarding national security. Detainee treatment remained a topic of congressional focus. Of particular interest was the question of whether detainees could or should be tried in federal criminal courts or before military commissions. To that end, attorneys focused on legislative and judicial developments relating to the trial and detention of enemy belligerents and suspected terrorists. Attorneys also addressed legal issues involving the use of private security contractors in Iraq and Afghanistan, criminal law prohibitions on the publication of classified defense information, and the use of military troops to enhance border security. Matters concerning the military itself were of prime concern. Attorneys informed Congress about servicemembers' rights under the Servicemembers Civil Relief Act (P.L. 108-189) and family issues such as state law provisions related to servicemembers and child custody. They informed and advised on issues involving the transfer and disposal of military property under the Base Realignment and Closure Act (P.L. 100-526). Moreover, an attorney organized a seminar devoted to exploring how widely publicized "targeted killings" fit within the parameters of the law of war.

***Privacy, Data Security, and Freedom of Information.*** As Congress devoted attention to the security and privacy of personally identifiable information and the protection of proprietary and confidential business information, CRS attorneys frequently provided consultations and written legal analyses to address the many issues presented, including federal preemption of state privacy laws, fair information practices, and enforcement of privacy laws by state attorneys general. In addition, attorneys provided support as Congress drafted data security legislation and lawmakers prepared for hearings on the legislation.

***Climate Change.*** As the Environmental Protection Agency moved to implement a 2007 Supreme Court decision, *Massachusetts v. EPA*, and regulate greenhouse gas emissions under the existing Clean Air Act, congressional questions increased. CRS completed a report chronicling EPA's regulatory actions under the Clean Air Act during this period. CRS also offered legal advice and analysis in a seminar on EPA and greenhouse gas regulation.

***Nuclear Waste Litigation.*** CRS briefed congressional staff, consulted on available congressional options and provided analysis on legal issues arising from the potential termination of the Yucca Mountain nuclear waste facility. Attorneys focused on the federal government's contract liability with respect to nuclear waste pickup and disposal, the Secretary of Energy's

authority to withdraw the Yucca Mountain construction license application, and the effect a license withdrawal would have on future government liability. CRS attorneys presented a Federal Law Update seminar on these issues.

***Bankruptcy of Automobile Dealers.*** CRS attorneys and analysts were consulted and wrote extensively on the treatment of automobile dealers in bankruptcy and the constitutionality of section 747 of the Consolidated Appropriations Act of 2010 (P.L. 111-117), a special provision in the Appropriations Act to allow terminated dealers a chance to be reinstated or participate in binding arbitration. CRS documented and updated a list of provisions pertaining to bankruptcy that are codified outside of Title 11 of the U.S. Code.

***Criminal Law.*** The relationship between federal and state criminal laws and their respective roles in law enforcement is an enduring subject of congressional interest. During the year CRS attorneys reported on diverse topics ranging from constitutional limits on proposed hate crime legislation to perceived disparities among Supreme Court decisions addressing criminal sentencing of drug offenders. CRS tracked developments in a relatively new area of the law by preparing and updating a report on federal and state laws addressing protection of children from cybercrimes, including stalking, harassment, and bullying. Other issues addressed by CRS criminal law experts include the Unlawful Internet Gambling Enforcement Act (P.L. 109-347) and post-incarceration controls on convicted sex offenders.

***Disability Law.*** CRS provided legal analysis and consultative support on implementation of recent amendments to the Americans with Disabilities Act (ADA, 42 U.S.C. Secs. 12101 et seq.), application of the ADA to the Internet, and the enactment of the Twenty-First Century Communications and Video Accessibility Act of 2009 (P.L. 111-260). CRS attorneys assisted the House of Representatives as it considered legislation to address the seclusion and restraint of children in schools and worked closely with House and Senate committees on numerous requests relating to the reauthorization of the Elementary and Secondary Education Act, particularly as it relates to the Individuals with Disabilities Education Act (P.L. 108-446) (IDEA). In addition, CRS experts addressed legal issues associated with provisions within the American Recovery and Reinvestment Act (P.L. 111-5) regarding exceptions to the IDEA's maintenance of effort requirements.

***Food and Drug Law.*** CRS provided legal support in response to congressional interest in the area of food, drug, tobacco, and medical device law, including work on animal antibiotics, regulation of dietary supplements, genetically modified crops, labeling of irradiated food, and liability waivers for covered countermeasures under the Public Readiness and Emergency Preparedness Act (P.L. 109-148) and emergency use authorizations for such countermeasures. CRS attorneys additionally provided briefings on legal issues ranging from pharmaceuticals to cosmetics, and assisted staff with legislation on drug importation and imported goods regulated by the Food and Drug Administration.

***Indian Law.*** CRS attorneys supported congressional debate with legal assistance related to legislation seeking to address a Supreme Court decision concerning the Indian Reorganization Act (P.L. 73-383) and land-into-trust issues. CRS attorneys also analyzed a court case concerning the federal government's trust responsibility to Indian tribes, to include tracking the progress of the settlement of the litigation, which requires congressional approval. Additionally, CRS attorneys addressed Indian child education, Indian gaming, discrimination litigation concerning Indian farmers, and issues within the Indian Health Service.



***Veterans Benefits.*** The wars in Afghanistan and Iraq led to continued congressional and public attention to military veterans. CRS attorneys worked on the issue of “gray area” retirees, i.e., military retirees who do not fit the statutory definition of “veteran” and hence are not eligible for all of the benefits offered to other veterans. In a major interdivisional project, CRS attorneys and analysts provided extensive background information in a detailed report exploring disabilities presumptions stemming from exposure to Agent Orange within the context of veterans’ benefits. CRS attorneys also provided input on many of the topics covered by the recently proposed Veterans’ Benefits and Economic Improvement Act of 2010, a comprehensive measure that covers a wide range of situations, circumstances, and benefits.

***International Law.*** As the frequently invoked term “globalization” suggests, there is increasing interrelationship among domestic laws, U.S. treaty commitments, principles of international law, and domestic policy. CRS attorneys addressed discrete areas of domestic law with significant international consequences, such as trade law, measures to control climate change, the law of war, and domestic economic sanctions against designated terrorist states, to name a few. Another area in which CRS took a lead role in providing legal analysis and informing Congress was the jurisdiction of U.S. courts as a venue for U.S. citizens and foreign nationals to file suit against foreign officials in order to collect damages for tortious or criminal conduct that occurred overseas, or to enforce judgments against U.S. citizens obtained overseas. A CRS legal expert prepared a report analyzing the U.S. Supreme Court decision, *Samantar v. Yousef*, which helped congressional staff assimilate the likely effects of the Court’s interpretation of the Foreign Sovereign Immunities Act (P.L. 94-583) on suits brought in U.S. courts against foreign officials.

In addition to tracking the vast array of domestic laws with international implications, CRS experts throughout the Service provided Congress with a conceptual analytic framework to better appreciate the interrelationship of underlying principles, the relevant national and international institutions, and international obligations arising from treaties and executive agreements. CRS Web coverage on international law and U.S. sovereignty examines entities such as the World Trade Organization, the United States Court of International Trade, and the International Criminal Court and their respective relationship to U.S. law. CRS products consider treaty obligations, proposals for domestic action, and their legal nexus to U.S. citizens and businesses. This integrative approach to legislative issue analysis allowed attorneys to provide foundational, educational support to facilitate congressional application of complex legal principles to the individual policy and legal challenges they face on a daily basis.

### **III. MANAGEMENT INITIATIVES**

Fiscal year 2010 saw significant progress in implementing a number of management initiatives, including a study of CRS effectiveness in meeting its statutory mandate, creation of enhanced Web site services, development of new tools to improve monitoring of product quality, and advancement of new efficiencies in technological infrastructure.

#### **STRATEGIC PLANNING**

Throughout the year CRS continued to implement agency-wide strategies and targets for meeting the broad goals defined in the Library of Congress strategic plan (Annual Program Performance Plan, AP3) for fiscal years 2008-2013. The performance measures support both Library of Congress goals and the CRS mission, with a focus on the relevance, quality, and accessibility of CRS work and expertise, as well as management initiatives to ensure that resources of the Service are used efficiently and effectively. Under the Library's strategic plan, CRS performance as an agency is increasingly tied to the CRS budget. Strategic planning strategies are also linked to the CRS performance assessment system. The Service also participated in the development of the new Library of Congress 2011-2016 strategic plan and establishment of performance targets under that plan.

The Service maintains a strategic focus in ensuring that its research agenda addresses the policymaking needs of Congress, enhancing congressional access to CRS work and expertise, fostering collaboration among researchers in different disciplines to ensure comprehensive coverage of policy issues, and supporting staff professional growth.

#### **CLIENT SATISFACTION ASSESSMENT**

CRS management consults with congressional leadership regularly to ensure that the Service's research agenda is aligned with lawmakers' needs. At the request of the House Appropriations Committee, Subcommittee on Legislative Branch Appropriations, the CRS Director contracted with LMI, an independent, not-for-profit consulting firm specializing in government management to assess how effectively the Service is meeting its statutory mandate. The six-month evaluation included a Web-based questionnaire given to more than 3,600 legislative staff members; interviews with Members, senior legislative staff, and CRS leadership; and focus groups with congressional and Service staff. The study showed a high degree of satisfaction with overall CRS products and services, methods of communication, and responsiveness to requests for analysis. Among other outcomes were recommendations to improve CRS staff accessibility, develop more succinct products, and enhance the search capability and availability of multimedia resources on the CRS Web site. CRS management addressed these recommendations in numerous consultations with its staff and began plans to implement these recommendations at the end of the fiscal year.

#### **CRS WEB SITE ENHANCEMENTS**

CRS redesigned its Web site to streamline the creation and presentation of information. The dynamic nature of the site makes it relatively easy to both create new material and display it in a way most accessible to the congressional audience. Some of the more notable aspects of the

improved site include linking of related issues and research resources with current legislative issues and CRS reports; an “Of Note” feature, which highlights CRS reports likely to be of concern to lawmakers each week; and Quick Links to other pages on the site as well as resources pertinent to a highlighted issue such as the Gulf of Mexico oil spill. Planning is under way for the next release of the Web site, which will include redesign and enhancement of navigation on the Appropriations Status page and better integration of the Service’s congressional operations portfolio.

## **MANAGEMENT TOOLS**

Developments in technology to assist managers included refinements to the internal Management Information System that enable division managers to display all active products by division, date, and author; produce date-range searches of active products; and produce a list of products that are candidates for updating. A second tool under development was a program that, when fully operational, is another way CRS can obtain insights into how clients are using the Web site. This web metrics package not only reveals what products and Web pages are most frequently viewed, but how a user navigates around the site. The tool can provide path analysis, which displays where users start and each subsequent step they take as they move through the site. This information may not only suggest changes that need to be made in the design of the site but where CRS might want to focus future surveys to identify and meet client needs.

## **CONTENT MANAGEMENT**

A content management team, formed midway through the fiscal year, works closely with research divisions, publication editors, and technology staff to oversee the organization of current legislative policy issues on the Web site and respond to requests from division and section management and issue coordinators to maintain the issue taxonomy and change the status of products as congressional issues evolve. The team also manages the operation of the search capability by monitoring user search behavior, maintaining logs of searches, and making adjustments to the search thesaurus as appropriate.

## **MERCURY**

CRS continued efforts to enhance Mercury, the request and research management system initially launched in July 2009. In the first half of fiscal year 2010 CRS implemented a series of upgrades to improve service to Congress and make the system more usable and informative for CRS staff and managers. Improvements included integration of an event management system and numerous changes suggested by staff to enhance collaboration, improve data quality, and streamline work processes. An internal CRS advisory board, established in August 2010, began reviewing and prioritizing suggestions and is responsible for approving future changes to the system.

**APPENDIXES****A. FY2010 BUDGET, RESOURCES, AND OTHER FUNDING**

In FY2010 CRS had an authorized staffing level of 675 full-time equivalents and an appropriations of \$112.49 million available for expenditure. Approximately 88 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received the third and final payment of \$50,000 from the John D. and Catherine T. MacArthur Foundation under a three-year grant of \$168,000 to enhance CRS analysis of patent and intellectual property policy issues. CRS also received \$98,000 each from the Henry Luce Foundation and The Pew Charitable Trusts in partial support of Legislative Issues and Procedures: The CRS Seminar for New Members, the official policy orientation for newly elected House Members of the 112<sup>th</sup> Congress.

## **B. WORKFORCE MANAGEMENT AND STAFF DEVELOPMENT**

During FY2010 CRS continued to use targeted recruitment plans and special recruitment programs and expand its outreach to fill key leadership positions and several research and infrastructure positions. CRS also supported efforts to attract a highly qualified, diverse workforce. For current staff CRS completed its rollout of the Performance Assessment System (PAS), provided training to develop core skills, and ensured new staff were partnered with a mentor to assist with their acclimation to the Service. CRS continued its efforts to recognize employees for their exemplary performance in support of the organization's mission to serve Congress.

### **RECRUITMENT AND SELECTION**

CRS hired forty-five staff to fill permanent/indefinite positions in the Service's research divisions and offices, including a new CRS Deputy Director, two Assistant Directors, two Deputy Assistant Directors, and five Section Research Managers in the research divisions; a Deputy Associate Director in the Office of Workforce Management and Development; a Deputy Chief Information Officer and one Section Head in the Office of Information Management and Technology; and two Section Heads in the Knowledge Services Group. The thirty remaining professional and administrative hires represent a variety of analytical disciplines as well as information technology, information research and congressional relations; and various financial, administrative and management specialties. Of the forty-five permanent/indefinite hires, twenty-six are women (58 percent) and eleven are minorities (24 percent). The Service also hired forty temporary staff. Of the temporary hires, eighteen are women (45 percent) and ten are minorities (25 percent). Throughout the year as many as forty volunteer interns assisted professional CRS staff by providing research and reference support in response to public policy-related issues and questions.

CRS also participated in the highly competitive Presidential Management Fellows (PMF) Program that the U.S. Office of Personnel Management administers. This program is designed to attract the nation's top graduate students to careers in public service. Four PMF appointments — including the conversion of two PMFs on rotation from other agencies to permanent CRS appointments — comprised one minority (25 percent) and two women (50 percent) hires. CRS hosted nine PMFs from other agencies to serve on rotations in the research divisions and brought in one detailee under the U.S. Department of the Navy's Financial Management Trainee Program.

To enhance the recruitment efforts of the Service CRS launched an alumni and professional association contact database. The database will assist CRS in maximizing its networks for disseminating vacancy announcements by relying on staff who are members of alumni and professional associations.

### **DIVERSITY EFFORTS**

As part of ongoing recruitment and diversity outreach efforts, CRS hired eighteen summer interns through its 2010 Student Diversity Internship Program. Nine students were

selected through the Hispanic Association of Colleges and Universities Program, six from partnerships established with historically black colleges and universities (including the valedictorian of Morehouse College), one from Gallaudet University — a world-renowned university for deaf and hard-of-hearing students — and two from other universities.

CRS continued to expand the pool of minority recruitment sources from which it draws to advertise permanent positions and develop stronger ties with various groups and organizations to promote CRS positions more effectively. New efforts during the fiscal year included partnering with the National Council of Hispanic Employment Program Managers and participating in the 2010 National Diversity in Libraries Conference. CRS also continued its participation in recruitment- and career-related events sponsored by minority organizations such as the Congressional Hispanic Staff Association and the Congressional Asian Pacific American Staff Association.

CRS released its biannual diversity report for fiscal years 2008 and 2009 which examines minority representation, reviews accomplishments, and highlights comprehensive programs that are underway and planned.

## **PERFORMANCE MANAGEMENT**

CRS completed the rollout of performance standards for all CRS positions. These performance standards provide staff with examples of expected behaviors typical of various job performance levels. The Service also completed implementation of the PAS for all CRS staff. The PAS facilitates documenting and processing performance plans and provides electronic tools and guidance to help staff better understand the performance management process and its alignment to organizational strategic objectives.

Several training and briefing sessions were held during the fiscal year for all staff levels. While management and staff feedback was overwhelmingly positive, CRS will continue to assess the effectiveness of its training content and delivery to support a comprehensive and cohesive performance management program.

## **STAFF TRAINING AND PROFESSIONAL DEVELOPMENT**

CRS continued to offer numerous standard courses including Communicating Effectively with Congressional Clients; Appropriations and the Budget Process; Professional Writing; Critical Thinking; and Reviewing Other People's Writing. These courses represent the core curriculum for staff hired as research analysts. CRS staff also attended the Legislative Process Institute.

The Service continued its lunchtime discussion program to provide staff with an opportunity to network with colleagues and learn about various current events. These discussions, typically led by CRS policy analysts, often focused on issues that are of interest to

Congress. The H1N1 Flu Pandemic and Dynamics of Lawmaking were among the FY2010 lunchtime discussions.

Two permanent/indefinite employees were selected under the CRS Career Opportunity Plan, a program designed to offer on-the-job training and upward mobility opportunities for current staff. A minority woman was among the selectees.

## **STAFF RECOGNITION**

CRS supports the recognition of superior employee performance in achieving the Service's mission and goals. CRS will continue to explore opportunities to enhance its special recognition programs and increase staff motivation and engagement while ensuring consistency and fairness across the Service.

During the year 330 CRS staff members (some of whom were recognized more than once) received 449 special achievement and seventy-one on-the-spot awards in recognition of their exceptional contributions. This recognition emphasized Service-wide collaboration on issues of major congressional concern including the economic and policy implications of finance reform, health care reform, and the Gulf oil spill.

The Service also recognized exemplary employee performance with five honorary awards, sixty-six outstanding evaluations, and fifty-nine quality step increases in pay. The annual CRS Awards Ceremony was held on June 2, 2010, and included a presentation of the fifth annual Director's Award. This award is given in recognition of an individual's or small group's excellent work in direct or indirect support of Congress. Award recipients are nominated by their colleagues and a panel reviews the nominations and submits recommendations to the CRS Director for decision. The Director presented the award for calendar year 2009 to an electronic research product editor. The award recipient received this honor for her service to policy analysts in the Resources, Science and Industry Division and her continuing efforts to raise to even higher levels the standards of professional excellence and collegiality.

## **CRS MENTORING PROGRAM**

Introduced in FY 2007, the mentoring program is available to all new employees and provides a formal structure for learning about CRS — its core values, practices and policies, culture, and support to Congress. All mentors and mentees receive training to understand the nature of the program and the expectations for each. During the year nine orientation sessions were offered to introduce mentees to the internal support available. Mentees also attended café sessions that provided guidance on working and interacting with congressional clients. During the course of the year, thirty-one mentors and thirty-one mentees participated in the program.

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

Throughout FY2010 CRS provided Congress with analysis, research, and information to support its policymaking needs in the formats described below.

#### **CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES**

***Reports for Congress.*** Reports for Congress, analyses, or studies on specific policy issues of congressional legislative interest, are often prepared to address issues raised in numerous congressional inquiries. Reports clearly define issues in legislative contexts. The basic requirements of these and other CRS written products are relevance, accuracy, objectivity, and nonpartisanship. Analysts define and explain technical terms and concepts, frame the issues in understandable and timely contexts, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are available online to the congressional community. Active reports are updated as events occur for issues that are of ongoing interest to Congress and are archived when they no longer reflect the current legislative agenda. These archived products remain available to Congress (searchable) to provide background and historical context.

***Congressional Distribution Memoranda.*** These memoranda are prepared when the interest of a relatively small number of congressional readers is anticipated or when the transiency of the issue and the product makes its inclusion as a listed CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as a CRS report.

#### **ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES**

***CRS Web Site.*** The CRS Web site provides 24-hour access to CRS products listed by current legislative issue and accessible through online searching. The site provides access to CRS reports, analyses of annual appropriations legislation, a guide to legislative procedures, online registration for CRS seminars, and information on other services. The Web site also offers links to constituent services-related information as well as legislative, legal, and basic resources for work in congressional offices. In operation since the 104<sup>th</sup> Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies.

***Appropriations.*** CRS experts working on appropriations continued to provide comprehensive legislative analysis and tracking for the twelve Senate and House bills. In FY2010 they also assisted Congress with continuing resolutions, supplementals, and the budget resolution. The Service also provides access to a CRS appropriations status table for tracking legislation.



***Floor Agenda.*** The Floor Agenda, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Web site under “On the Floor,” and through email subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda were linked for electronic access to subscriber desktops.

***CRS Programs Electronic Mailing List.*** Launched in FY2001, this email notification system provides subscribers with descriptions of upcoming CRS programs and links to online registration forms.

***Legislative Information System.*** The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105<sup>th</sup> Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available, as well as integrated access to CRS reports. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; the House Chief Administrative Officer and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and other service units of the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress Office of Strategic Initiatives is responsible for its technical development and operation.

***LIS-TIPS.*** This email notification system delivers search advice, announcements of LIS enhancements, and requests for user participation in developing enhancements and usability testing, including occasional polls of user preferences.

## **RESPONSES TO INDIVIDUAL MEMBERS AND COMMITTEES**

The Service also responds to requests for custom services from Members and committees and their staff. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by a requesting Member, committee, or their staff.

***Confidential Memoranda.*** Confidential memoranda are prepared to meet a specific congressional request and are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester, and CRS does not distribute them further unless the recipient gives permission. The memorandum format is often used by CRS attorneys, for example, to respond to highly focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions.

***Individual Staff Briefings.*** Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provide in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional operations, or general orientations to CRS services and products.

***Telephone Responses.*** Telephone responses to inquiries are a vital element in CRS interactions and consultations with Congress. CRS experts are directly accessible by phone; on a given day the Service responds to numerous calls and provides information that may range from a statistic or a name to a short briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

***Briefing Books.*** Briefing books may be prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of a congressional trip. They may contain a variety of materials — maps, selected products such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

## **SEMINARS, INSTITUTES, AND OTHER PROGRAMS**

***Seminars.*** CRS conducted seminars for Members and staff on a wide array of public policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of attendant and perennial public policy issues. Highlights of the year included the following public policy seminars: “Budgetary Estimates and Scorekeeping: The Role of the Congressional Budget and the Joint Committee on Taxation,” “Covered Bonds: Issues for Congress,” “The Economics of Health Care Reform,” “Emission Reduction Opportunities for Non-Carbon Dioxide Greenhouse Gases,” “Environmental Protection Agency: An Overview of the President’s FY2011 Budget Request,” “Environmental Protection Agency and Greenhouse Gas Regulation/Part One: The New Auto Standards,” and “Environmental Protection Agency and Greenhouse Gas Regulation/Part Two: What’s Next?” In response to congressional concerns CRS provided seminars on “Federal Deficits,” “Federal Policy and Small Business Job Growth,” “Federal Response to Financial Crisis: Taxpayer Support at What Cost?” “FY2011 Defense Budget: Issues for Congress,” “FY2011 State Department and Foreign Operations Budget Request: Issues for Congress,” “FY2011 Federal Research and Development Funding: Issues for Congress,” “Interoperable Communications, Public Safety and the D Block,” and “Mortgage Market Status and Foreclosure Policies.” Other programs included “National Security Planning, Climate Change and the Environment: Executive Branch Perspectives,” “The Senate’s Confirmation Process and Supreme Court Nominations,” “Targeted Killing by Unmanned Aircraft: Legal Framework,” “The National Broadband Plan: Where Do We Go From Here?” and “Understanding the Federal Budget: Data, Concepts and Trends.”

A series of four seminars on immigration reform synthesized the multi-tiered debate over comprehensive immigration reform into key elements (e.g., legal immigration, unauthorized

migrants and immigration control) for Congress's consideration. Another series of five seminars were offered on the new health reform law, the Patient Protection and Affordable Care Act (PPACA, P.L. 111-148, as amended by P.L. 111-152). Over this last year, nine seminars have been offered on the trends and implications of global economic integration on a range of U.S. policy issues.

***Legislative and Budget Process Institutes.*** CRS continued to provide legislative and budget process institutes. Congressional staff refine their knowledge of legislative procedure and the congressional budget process at a series of increasingly complex "institutes" held at regular intervals during the course of a year. In FY2010 CRS staff teams conducted ten introductory institutes on legislative procedure and resources and two advanced legislative institutes for congressional staff. CRS staff conducted eight introductory programs on legislative concepts in conjunction with the House Learning Center, and two advanced legislative series for both the House and Senate, the latter done in conjunction with the Senate Office of Education and Training. The budget process institute program, offered in eleven sessions, provided congressional staff with an integrated overview of how federal budgeting works, as well as a more advanced look at separate aspects of the process. Experts provided compilations of CRS budget reports for each CRS budget process program. State and District Institutes, offered four times during FY2010, are specifically tailored to the needs of staff working in Members' home state offices.

***Foreign Parliaments.*** CRS provided assistance to the House Democracy Partnership in the form of briefings during four programs for visiting parliamentarians from Afghanistan, Georgia, Haiti, Indonesia, Kenya, Kosovo, Lebanon, Liberia, Macedonia, Mongolia, Pakistan, Peru, and Timor-Leste. Activities included seminars for the visiting lawmakers providing information on options for internal governance, legislative, and committee procedures, information resources, and organizational structures that could enhance the development of these national legislatures.

## **OUTREACH**

In January the "2010 CRS Training and Program for Congress" brochure was distributed to all congressional offices. The brochure details the schedule of programs offered by CRS in six month intervals. In June the second schedule was distributed to all offices. CRS also participated in the February 2010 Senate Services Fair. CRS experts and information specialists were on-site to discuss current legislative issues and provide tutorials of the CRS Web site. Hundreds of congressional staff visited the CRS exhibit. CRS also collaborated with both the House Learning Center and Senate Office of Education and Training in presenting CRS courses at these House and Senate locations.

CRS has long recognized the need for focused outreach to the client. Consistent congressional staff turnover creates an ongoing need to educate new staff about the full range of services provided by CRS. With limited resources, CRS traditionally used creative and innovative methods to educate congressional staff about the Service's analytic capabilities; however, in February, the Service launched a pilot outreach initiative in the Senate to expand

previous efforts. A congressional relations specialist on a detail assignment in the Senate Research Center plans, organizes, and participates in a Service-wide informational program designed to convey the analytical and research capabilities of CRS to Senate offices. This has resulted in greater use of CRS services by Senate staff. Discussions are underway in regard to expanding this pilot to the House.

## **LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS**

Since 1935 the Legislative Analysis and Information Section (formerly “Bill Digest”) of CRS has had statutory responsibility for preparation of authoritative, objective, nonpartisan summaries of introduced public bills and resolutions and maintenance of historical legislative information. Detailed revised summaries are written to reflect changes made in the course of the legislative process. This CRS office also prepares titles, bill relationships, subject terms, and *Congressional Record* citations for debates, full texts of measures, and Member introductory remarks.

During the past year this office modernized its procedures for coordinating preparation of the CRS “On the Floor” Web page (which presents selected reports focusing on legislation and issues scheduled for congressional debate). The office adopted new approaches to ensure timely analysis of the most complex and active legislation, further developed its text comparison system for wider use by CRS, and anticipated use by congressional drafting offices.

## **OTHER SERVICES**

***Multimedia Products and Services.*** CRS provided a variety of multimedia products and technical assistance in support of its service to Congress. These included producing video DVDs and audio CDs of CRS institutes and seminars that congressional staff can request for viewing. The Web versions were broken out into subtopics so that viewers can go directly to the portions that are of greatest interest to them. Thirteen video programs were produced during the year. In addition, CRS provided two hours of television programming each weekday for the House and Senate closed-circuit systems.

## D. CRS ORGANIZATIONAL STRUCTURE

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of Congress.

### DIVISIONS

***American Law Division.*** The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law, and international law that are implicated by the legislative process. In addition, the division prepares the *Constitution of the United States of America — Analysis and Interpretation* (popularly known as the Constitution Annotated).

***Domestic Social Policy Division.*** The Domestic Social Policy Division offers Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, Social Security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

***Foreign Affairs, Defense, and Trade.*** The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow world-wide political and economic developments for Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the United Nations. They also address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Research responsibilities also include national security policy, military strategy, U.S. and foreign weapons systems, military operations, defense acquisition, military compensation, military health, the defense budget, and U.S. military bases. Trade-related legislation, policies, programs, and U.S. trade performance and investment flows are examined, as are trade negotiations and agreements, export promotion, import regulations, and tariffs.

***Government and Finance Division.*** The Government and Finance Division responds to congressional requests for assistance on all aspects of Congress. These include the congressional

budget and appropriations process, the legislative process, congressional administration and staffing, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, mortgages, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and macroeconomic policy. In addition, the division responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; federalism; statehood and U.S. territories; the District of Columbia; economic development; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls; the census; reapportionment and redistricting; elections, campaign finance, lobbying, and political parties; constitutional amendments; and constitutional history.

***Resources, Science, and Industry Division.*** The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology. Support on transportation and industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

## **RESEARCH SUPPORT**

***Knowledge Services Group.*** The Knowledge Services Group is comprised of information professionals (IPs) who respond to congressional requests and partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. They write descriptive products and contribute to analytical products in policy research areas, advise analysts and Congress in finding solutions for their information needs, make recommendations for incorporating new research strategies into their work, and create customized products in a variety of formats. IPs identify, evaluate, and recommend authoritative research materials in print and digital formats and provide or coordinate specialized training on these resources. IPs work closely with the research divisions to provide seminars, institutes, and other in-person briefings to Members and their staff, and also provide direct support to Congress in congressional reading rooms and research centers. IPs evaluate, acquire, and maintain research data and geospatial information to address various public policy issue areas.

## OFFICES

***Office of Communications.*** The Office of Communications is responsible for coordinating and overseeing CRS communications with internal and external audiences. The office assists CRS staff in understanding how Service policies, procedures, decisions, and activities relate to the CRS mission of serving the Congress and how staff efforts fulfill that mission. To achieve that goal, the office advises on communications-related aspects of CRS initiatives; ensures that internal and external communications are clear, consistent, and aligned with the CRS mission; coordinates efforts to improve the use of existing communications channels; and plans, develops, and implements new uses of communications channels.

***Office of Congressional Information and Publishing.*** The Office of Congressional Information and Publishing facilitates and enhances congressional access to CRS expertise and legislative information. The office manages congressional research requests for CRS services and collects and organizes data about the use of CRS by Congress; edits, provides graphics support for, and publishes CRS reports; and organizes, analyzes, and publishes legislative information (including summaries of pending legislation) and coordinates Congress's Legislative Information System (LIS) in partnership with the Clerk of the House, Secretary of the Senate, and a number of other legislative branch offices and agencies.

***Office of the Counselor to the Director.*** The Office of the Counselor to the Director examines and defines policy and legal questions and issues affecting all aspects of the Service, and serves as the principal legal and policy advisor to the CRS Director, Deputy Director, and other senior management officials. The office develops and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies, and ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. The Office of the Counselor also addresses policy and legal questions with respect to such matters as congressional requests, potential conflicts of interest and activities on the part of staff, personnel policy, and labor-management issues.

***Office of Finance and Administration.*** The Office of Finance and Administration oversees the financial, procurement, and administrative programs of the Service. This includes coordinating the strategic planning; preparing the budget request; formulating and executing the financial operating plan; performing contracting and procurement actions; and supervising the Service's status, role, activities, and interaction with the Library in performing these functions.

***Office of Information Management and Technology.*** The Office of Information Management and Technology provides the information management capabilities and support required for CRS research and legislation-related activities, communications, and service to Congress. This includes planning, procurement, development, operations, security, and maintenance of the information technology infrastructure and systems required to support the CRS mission. The office is also responsible for the overall information architecture and

maintains information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials.

***Office of Workforce Management and Development.*** The Office of Workforce Management and Development administers the Service's recruitment, staffing, and workforce development and performance management programs, including succession planning, merit selection and special recruitment programs, diversity efforts, mentoring, training, position management and classification, and staff recognition programs. This office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the office is to enhance the Service's ability to attract, develop, and retain quality talent needed to respond to the dynamic research, analysis, and information needs of Congress.



E. CRS ORGANIZATIONAL CHART

