



Congressional
Research
Service

Annual Report Fiscal Year **2007**

Contents

Director's Message	2
Service to Congress	4
Legislative Support	8
Management Initiatives	38
Appendixes	46
FY2007 Budget, Resources, and Other Funding	47
Human Resources and Staff Development	48
Types of CRS Support to Congress:	
Research Services and Products	52
CRS Organizational Structure	58

Modified Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 2007 to the Joint Committee on the Library, United States Congress, pursuant to Section 321, Public Law 91-510





Congressional Research Service
Annual Report Fiscal Year

2007



Director's Message

The Congressional Research Service continues a long and unique tradition of providing confidential, authoritative, and objective analyses to Congress to support its deliberations and legislative decisions. This report highlights our policy assistance and describes management initiatives undertaken to ensure that we continue to offer Congress the highest quality of service.

In fiscal year 2007 Congress faced numerous complex and contentious policy issues, including Iraq, terrorism, national security, immigration, children's health insurance, energy security, and veterans' benefits. The Congressional Research Service (CRS) began working on these and other issues before the start of the 110th Congress. Our research agenda covering about 150 issues ensured that Congress

had ready access to comprehensive and multidisciplinary research and analysis spanning and integrating broad program areas such as foreign relations, government and the economy, industry and the environment, domestic social policy, and law and justice. Throughout the fiscal year, CRS experts worked alongside congressional committees and Members at every stage of the legislative process, from identifying a given problem, to assessing potential impacts, to monitoring program implementation and oversight. On multiple occasions, our analysts provided expert testimony in congressional hearings on key policy problems.

Ensuring that the Congress had ready access to CRS expertise remained an important priority for the organization.

To reinforce that access and provide Congress with around-the-clock access to our written products, we took steps to improve the usability of our website and its search system. We also implemented a comprehensive review of our written work and continued our development of a new format for research products that will better support PDF and HTML distribution.

At CRS we consider it a privilege and a calling to work for the U.S. Congress. With great dedication, our staff contributes substantively and daily to the United States Congress. Our fiscal 2007 accomplishments reflect our dedication.



Daniel P. Mulhollan



Service to Congress

Congress created the Congressional Research Service in 1970 and endowed it with a unique mandate: the CRS mission is to inform Congress by providing analysis in support of the legislative and oversight work of Congress at every stage of the legislative process.

Support for Congress in fiscal year 2007 emphasized the importance of upholding the values embedded in the CRS mission—objectivity and nonpartisanship, authoritativeness, and confidentiality—in services ranging from products accessed through the CRS Website, in-person briefings, telephone consultations, confidential memoranda to delivery of expert testimony, legal analyses, assistance with hearings and investigations, evaluation of data, and examination of legislative options and proposed programmatic changes.

The CRS Tradition

The assistance CRS provided to Congress in FY2007 reflects the unique, supportive CRS 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 whose sole purpose was to respond to congressional requests for information. Creation of this unit reflected progressive era ideas about the importance of acquiring knowledge for an informed and independent legislature. With enactment of the Legislative Reorganization Act of 1946, the Legislative Reference Service was given 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 Legislative Reference Service to the Congressional Research Service, increased its resources, and directed the Service to devote more of its efforts to doing research and analysis to assist Members of Congress in direct support of the legislative process. With this legislation, a new category of service was requested to be performed by CRS—assisting committees with the research and other assistance they needed. Today CRS provides a full range of research and information services to both Members and committees of Congress.

CRS Core Values

As Members adjusted to policymaking challenges of the 110th Congress and CRS realigned its services to meet those challenges, the Service's commitment to the core values inherent in its mission remained constant and unchanged—objectivity, nonpartisanship, authoritativeness, and confidentiality. These core values set the standards for all CRS service to Congress.

■ OBJECTIVITY AND NONPARTISANSHIP

CRS objectivity and nonpartisanship have been hallmarks of the Service since its founding. Service staff continues to examine the entire range of public policy issues so as to ensure that the research of

Support for Congress in fiscal year 2007 emphasized the importance of upholding the values embedded in the CRS mission—objectivity and nonpartisanship, authoritativeness, and confidentiality.

At the beginning of each session of Congress, CRS experts assess public policy issues that likely will come before Congress in order to create and maintain a robust and evolving research agenda.

alternatives is complete and that analysis is balanced and uncompromised. CRS works one-on-one with Members and committees to address specific questions as they arise. Those congressional clients who choose to reference or distribute CRS work can do so with the confidence and knowledge that each product or service provided is objective, fair, and without bias or unexamined assumptions.

■ AUTHORITATIVENESS

Another core value is authoritativeness. To achieve authoritativeness CRS engages in rigorous research methodologies that are checked for appropriateness and applicability, data that are free from anomalies and are thoroughly checked for accuracy, and experts who maintain the highest standards when conducting analyses for Congress. Because accuracy and completeness are critical, CRS experts use primary resources whenever available, double- or triple-check statements of fact, ensure that sources are duly documented and qualified, and subject each product to multiple levels of review.

■ CONFIDENTIALITY

Confidentiality is one of the Service's highest priorities and is embedded in CRS culture and practices. The policy of confidentiality is applied internally to items prepared for a Member or committee and externally against demands from the outside. Members know that they can come to CRS to explore

issues, and they can do so without question, challenge, or disclosure.

CRS understands that its research and analysis must be objective, authoritative, confidential, and above reproach if it is to continue to serve as the foundation upon which Congress engages in debate.

Research Management at CRS

At the beginning of each session of Congress, CRS experts assess public policy issues that likely will come before Congress in order to create and maintain a robust and evolving research agenda. The Service continues to work with Congress throughout the year as Members identify and explore policy problems, examine policy options, monitor and assess program implementation, and conduct oversight.

CRS uses an integrative, collaborative approach to research in responding to congressional requests for assistance. The Service relies on its research managers to align the work of CRS staff members, with their considerable competencies, skills, and experiences, to the policy questions brought by Congress. CRS is a research community in which every member has a professionally oriented interest in issues or concerns identified by Congress, and each staff person in the Service works in the context in which Congress is operating.

Many issues on the congressional agenda are interconnected with, for example, environmental,

global, economic, social, and legal impacts. The Service's Current Legislative Issue format is continuously evolving to reflect the range of policy issues before Congress and to display products that flesh out the various components of the issues. Research management at CRS is structured to ensure that the work of the Service is well focused, well designed to cover all facets of a policy problem, and well executed. Analysis is structured to ensure that data are sound, that assumptions and qualifications have been clearly identified, and that findings inform the legislative issue at hand, with implications and options set out systematically and lucidly. This rigorous research management is essential to delivering responses to Congress that are highly relevant and comprehensive.

Congress relies on CRS for its capacity to integrate the insights of various disciplines into a coherent whole. Given the challenges that lawmakers face daily and the increasingly complex nature of problems before the nation, CRS continues to build and maintain this research management function that is integral to the execution of its mission.

Throughout its years of service, CRS has been the primary source of independent expertise for Congress. CRS strives to combine flexibility and innovation in response to changes in the congressional environment, develop ways to work more efficiently and effectively within budgetary constraints, and provide quality expertise to Congress as it considers increasingly complex and often contentious legislative policy issues.

Outline of the Report

The remainder of this report describes highlights of CRS legislative research on key policy issues before Congress and management initiatives launched in FY2007. Included also are budget components, descriptions of human resources and staff development, descriptions of types of support provided, summaries of the Service's organizational structure, and a list of CRS products prepared during the fiscal year.

There is simply no other organization with the reputation and the credibility of CRS. The work provided by CRS is always first rate, oftentimes quantitative and impeccably nonpartisan.

—Senator
Chuck Grassley



Legislative Support

Throughout FY2007 Congress requested assistance from CRS as it addressed numerous public policy issues, including the evolving situation in Iraq, terrorism and national security, immigration, children's health insurance, subprime lending and the credit crisis, energy security, and veterans benefits. Highlights of CRS legislative assistance are as follows.

Major Issues of the Year

■ IRAQ

When Members of Congress received volumes of information on security incidents in Iraq, the progress of the stabilization effort, international donor contributions to Iraq, U.S. and civilian Iraqi casualties, military opinions, and numerous other issues, they called on CRS to contribute timely, balanced, and selected expertise to the continuing congressional debate over future policies in Iraq. CRS experts testified on such issues as international support for the stabilization effort, helped prepare congressional delegations going to Iraq and arrange congressional meetings with visiting Iraqi leaders, and provided analyses during floor debates on Iraq-related legislation, including proposals to set timetables for a U.S. withdrawal. CRS attorneys and analysts assisted with other issues including U.S. reliance on private firms to supply a wide variety of services; security in the war zones and reconstruction areas of Iraq and Afghanistan; and the use, management, oversight, and funding of private security contractors in war zones.

■ DEFENSE SPENDING

CRS continued to examine the many spending issues associated with Department of Defense funding requests, especially for military operations in Iraq, Afghanistan, and “Global War on Terror” operations. CRS analyzed defense spending priorities including

funding levels by war mission, adequacy of funding for the U.S. military in the Iraq war, and the extent of budget flexibility in funding defense operations. In collaboration with Congressional Budget Office and Government Accountability Office analysts, CRS helped Congress estimate the current and future cost of the Iraq and Afghan military operations as well as track defense spending on outsourcing contracts.

■ NONPROLIFERATION OF NUCLEAR WEAPONS

The Iranian nuclear program, negotiations regarding North Korea nuclear weapons, and the U.S.–India nuclear cooperation agreement dominated nonproliferation debates in Congress. CRS experts analyzed publicly known aspects of the technical progress of Iran’s nuclear program and options to counter the perceived Iranian threat. They evaluated legislative proposals, including those to increase U.S. unilateral sanctions against Iran, to require specific congressional authority for any military action against Iran, and to fund efforts to promote democratic movements there. After North Korea’s October 2006 nuclear test, analysts assessed the effectiveness of U.S. and other countries’ policies toward North Korea, particularly those of China, South Korea, and Japan; and analyzed multilateral talks on North Korea’s nuclear program after a shift in Bush Administration strategy reinvigorated these negotiations in early 2007. CRS also provided support to both chambers throughout deliberations as Congress developed the United States–India Peaceful Atomic Energy Cooperation Act

According to the Congressional Research Service, the United States has spent over \$35.6 billion on reconstruction efforts.

—Senator John Ensign

Committees and individual offices have requirements with very short deadlines. You have to understand all of the issues in depth and in breadth, and be able to respond in a manner that provides value to Congress.

Jeremy M. Sharp
Specialist in
Middle Eastern Affairs
Foreign Affairs,
Defense, and
Trade Division
6 years at CRS



to facilitate negotiations on a nuclear power cooperation agreement with India.

■ **TERRORISM AND NATIONAL SECURITY**

Analysts assisted Congress by assessing the operational capability of the nation's counterterrorism intelligence centers at the state and local levels and provided testimony on the efficacy of federal/state communications on the threat to the homeland. CRS experts also reported on the Department of Homeland Security's counterterrorism risk assessment methodology and advised Congress on establishment of the new United States House Appropriations Select Intelligence Oversight Panel. CRS supported the Panel as it addressed 9/11 Commission recommendations and as it prepared a framework for assessing fusion centers (collaborative efforts between two or more agencies). CRS experts provided in-depth studies on U.S. diplomacy, economic inducements and sanctions, covert action, law enforcement, and the use of military force. CRS attorneys advised Congress on issues such as the rights of detainees to judicial process and procedural safeguards provided by congressionally authorized military commissions as well as those available in federal courts, courts-martial, and international forums for the trial of war criminals. Other highlights of legal assistance included analysis and information research on presidential authority to use military force, the reach of Fourth Amendment requirements for governmental searches and surveillance, regula-

tion of security at chemical plants, and a history of the use of habeas corpus in the United States.

■ TRADE AGREEMENTS

Congress called on CRS to analyze U.S.–Vietnam trade relations as lawmakers considered removal of Jackson–Vanik amendment requirements for Vietnam and authorization of Vietnam permanent normal trade relations status. As part of its constitutional responsibility to regulate foreign commerce, Congress held hearings and monitored the negotiations leading up to the agreement. CRS also supported Congress by interpreting implications of a U.S.–Peru Free Trade Agreement (FTA) as well as other potential FTAs (Colombia, Panama, South Korea) and the impact of those agreements on the U.S. economy and trade.

The Doha Round of the World Trade Organization (WTO) negotiations, which resumed after a temporary suspension in July 2006, continued in FY2007. Besides ongoing Doha talks, WTO-member countries challenged the legality of U.S. domestic farm support policy under existing agreements. For example, both Canada and Brazil requested consultations with the United States to discuss the alleged failure of the United States to meet its overall domestic farm support spending limits. To keep Congress informed on these events, CRS provided analyses and expert consultations to examine the impact of multilateral trade negotiations and the potential outcome of WTO cases on the U.S. agriculture sector and on the design of future farm policy.

■ SUPPORT FOR THE NEW CONGRESS

When the congressional elections of 2006 resulted in a change in majority party in both the House and Senate, CRS staff addressed issues such as election of House officers and administration of committee organization and funding, and establishment of House-wide staffing levels. Experts also assisted the counsels of a number of House committees in revising committee rules for the 110th Congress, delivered parliamentary procedural briefings, and offered procedural training sessions for committee staff.

As in past years, CRS provided key faculty for the orientation program held for new Members of the 110th Congress at Williamsburg, Virginia. Similarly, CRS staff conducted briefings and discussions tailored to the needs of new Members of both chambers during the course of the year, including briefings on legislative and committee procedures, congressional organization and operations, grants work, casework, and ethics issues.

■ ETHICS AND LOBBYING

Throughout FY2007 Congress devoted considerable attention to lobbying and ethics issues. CRS attorneys advised drafters of proposed new ethics rules and analyzed reform legislation during its consideration in the 110th Congress. CRS also wrote legal analyses on gift limitations, restrictions on outside-paid travel, and lobbying reform. After the House amended its ethics rules, attention turned to greater transparency and reporting of lobbying activities and on regulating

CRS provided analyses and expert consultations to examine the impact of multilateral trade negotiations and the potential outcome of WTO cases on the U.S. agriculture sector and on the design of future farm policy.

We have asked the American Law Division of the Congressional Research Service to research this point for us because we do not want to do anything that is going to be unconstitutional and wrong.

—Senator Max Baucus

12

Congressional
Research Service



the interactions between professional lobbyists and government decisionmakers. CRS attorneys offered in-person consultations and briefings, assisted a congressional task force on ethics enforcement, and examined the First Amendment implications of disclosure requirements for grassroots lobbying and possible constitutional impediments to creating an independent ethics commission.

■ CONGRESS AND CONGRESSIONAL OVERSIGHT

CRS prepared a series of legal analyses and served as consultants on the exercise of congressional oversight prerogatives, including work on congressional subpoena and “contempt” authority, executive privilege and congressional access to executive branch material and the testimony of presidential advisors, application of the Twenty-seventh Amendment to the Constitution to proposals to postpone Members’ annual cost-of-living adjustments, congressional reapportionment, and the Congressional Pension Accountability Act. Other work included a seminar on the constitutional separation of powers, analysis of the legal and institutional impact of presidential signing statements, and testimony on emerging issues in administrative law.

■ STATE CHILDREN’S HEALTH INSURANCE PROGRAM (SCHIP)

The Balanced Budget Act of 1997 created SCHIP to help states pay for health coverage of children in lower-income families whose income is above

levels that would allow them to be eligible for the state's Medicaid program. As Congress considered changes in funding levels for FY2008 and state grant distribution, CRS explored the implications of alternative matching grant formulas by developing a computer simulation model of state-by-state demand for and spending of SCHIP funds. Experts provided in-depth briefings on the current structure and issues associated with the program, prepared analyses of alternative approaches for the program's reauthorization, and offered summaries and analyses of legislation.

■ HIGHER EDUCATION

Throughout FY2007 the 110th Congress actively considered legislation to amend the Higher Education Act of 1965 (HEA). These legislative deliberations culminated with the passage of the College Cost Reduction and Access Act of 2007, a reconciliation bill that included a comprehensive set of amendments affecting HEA programs. CRS experts analyzed changes such as adjustment of the need analysis formula used to assess eligibility for the HEA's need-based student assistance, alteration of the Pell Grant award rules, and modifications to subsidies to student loan borrowers and lenders. Through modeling and simulations, CRS analysts prepared a Pell Grant estimation model to examine the effects and costs of changes in the award rules for this multi-billion-dollar program. CRS also simulated the effects of proposed changes to student loan borrower benefits

and provided support in identifying and evaluating options for achieving savings in mandatory spending on the student loan programs.

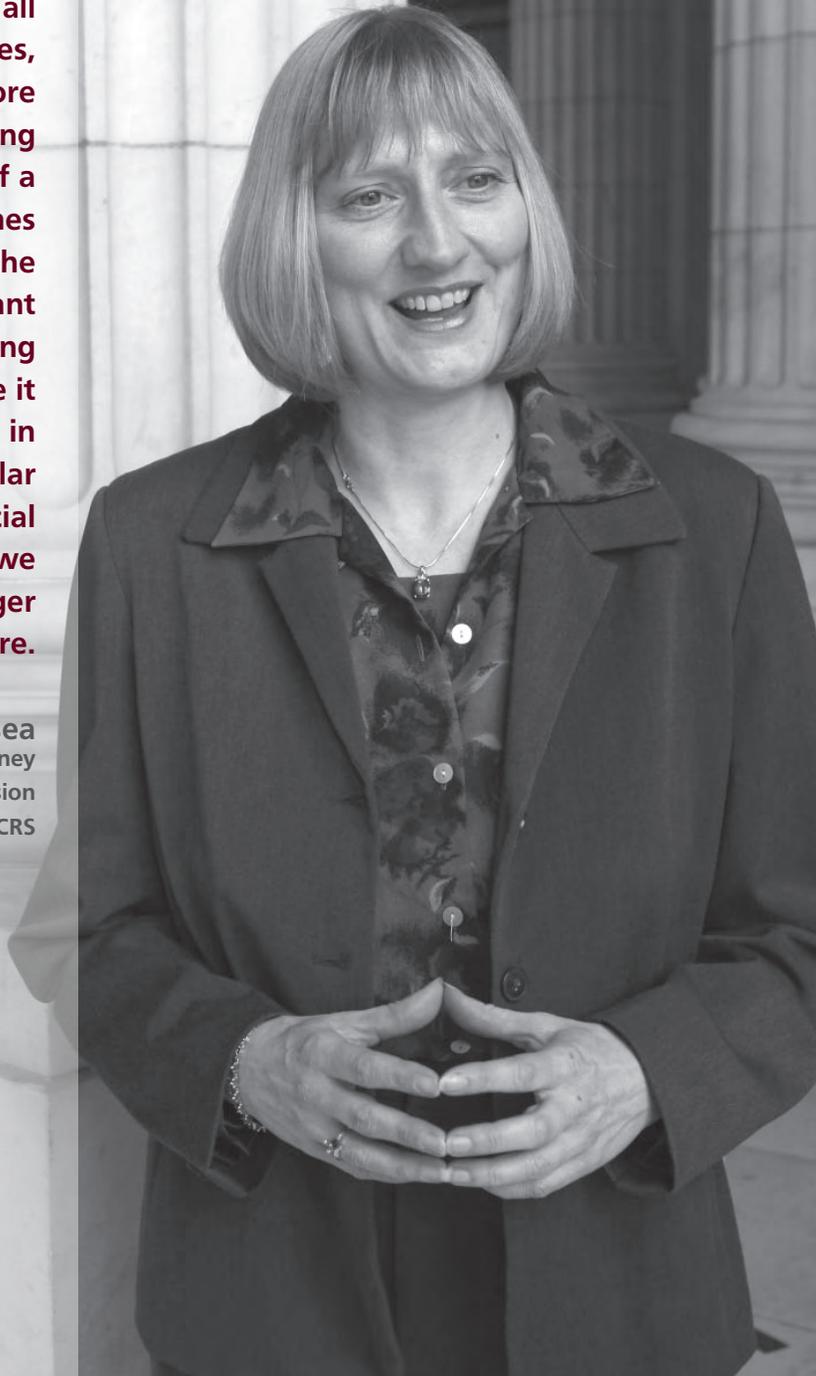
■ ELEMENTARY AND SECONDARY EDUCATION ACT (ESEA)

The authorization of appropriations for the ESEA, the statute authorizing a majority of the federal aid for K-12 education, is scheduled to expire during the 110th Congress. Members called upon CRS as they actively considered reauthorization legislation throughout 2007, although no legislation reached committee mark-up by the end of the fiscal year. Members expressed a need to address issues that have arisen during the years since the ESEA was last amended and was extended by the No Child Left Behind Act of 2001 (NCLB). Some of the concerns regarding the ESEA/NCLB are whether requirements for standards-based assessments of pupil achievement should be expanded to include additional subjects or grade levels or to more directly incorporate national standards; whether adequate yearly progress requirements are appropriately focused on improving education for disadvantaged pupil groups and on identifying low-performing schools; and whether program improvement, corrective actions, and restructuring significantly improve achievement levels in affected schools. To address these many concerns CRS experts prepared numerous background reports and quantitative analyses of effects of a wide range of possible amendments to the ESEA, provided

Through modeling and simulations, CRS analysts prepared a Pell Grant estimation model to examine the effects and costs of changes in the award rules for this multi-billion-dollar program.

It's very important to try and look at issues from all possible angles, and it can be more than just looking at each side of a debate. Sometimes it's bringing to the table an important aspect that is being missed because it doesn't quite fit in with a particular agenda. It is crucial that, at CRS, we look at the bigger picture.

Jennifer Elsea
Legislative Attorney
American Law Division
6 years at CRS



a series of group and individual briefings and seminars, and supported development of draft bills by committee staff in both chambers.

■ IMMIGRATION

Comprehensive immigration reform continued to be debated during the First Session of the 110th Congress. CRS experts supported congressional deliberations by analyzing and interpreting the proposed point (merit) system for immigrants, including providing an analysis of other countries' immigration systems, various proposals to reform the temporary and permanent visa categories, proposals to reform the guest worker program, and proposals to make permanent the employment eligibility verification system. CRS policy analysts reviewed a proposal to preclude noncitizens from receiving Social Security benefits. Other highlights included development of methodological approaches to address possible labor shortages (e.g., workers to harvest crops on farms) and analysis of the possibility of using unemployment rates in geographic areas as triggers to allow employers to import temporary foreign workers for nonfarm (H-2B) jobs.

■ THE FEDERAL MINIMUM WAGE

One of the first policy issues the 110th Congress considered was the nation's primary statute pertaining to the wages and hours of the U.S. workforce, the permanently authorized Fair Labor Standards Act of 1938. The last congressional increase of the

federal wage occurred a decade ago. Consequently Congress asked for CRS support as Members raised questions about the value of the federal minimum wage to workers in light of both price increases over time and the relevance of the federal minimum wage inasmuch as many states have legislated higher minimums. Congress also considered more perennial issues associated with an increase in the minimum wage such as whether businesses likely to be adversely affected by an increase should be compensated. CRS experts supported Members and congressional committees through analyses and briefings about the composition of the low-wage worker population, the inflation-adjusted value of the minimum wage, and the possible use of indexation as an alternative to ad hoc increases.

■ RETURNING SERVICE MEMBERS AND VETERANS

The growing number of military personnel serving in Iraq and Afghanistan, coupled with the aging of the veteran population, has resulted in an unprecedented increase in the number of benefit claims to, and delays in, the processing of veterans benefits by the Department of Veterans Affairs. Newspaper and television reports highlighted shortcomings in the care that some returning service members received at Walter Reed Army Medical Center and other military treatment facilities. Both the House and Senate held hearings, and legislation was introduced to streamline federal benefits available to military personnel and veterans to ease the transition from active duty

to veteran status. CRS helped congressional staff navigate through the complex disability evaluation process, the evaluation process for separation, and requirements for medical retirement. Staff also analyzed legislative proposals and explored provision of benefits to two specific groups of World War II veterans—Filipino veterans and merchant seamen.

■ SUBPRIME MORTGAGE LENDING AND THE CREDIT CRISIS

The continued rise of interest rates led to rate increases in adjustable rate mortgages and contributed to an explosion in mortgage foreclosures, especially in so-called subprime and “Alt-A” mortgages extended to buyers with marginal credit ratings. CRS economists provided information and analysis on current lending and foreclosure issues and prepared a seminar that examined the current situation and reviewed options for reform and homeowner relief. In related areas, CRS economists provided analytical support as Congress debated H.R. 1852, which would empower the Federal Housing Administration to use risk-based pricing to more effectively reach underserved borrowers, and responded to the August 2007 liquidity crisis with a detailed analytical report and a seminar for congressional staff.

■ BANKING AND FINANCE

The extraordinary growth of hedge funds as channels for investment (currently more than one trillion

CRS economists provided information and analysis on current lending and foreclosure issues and prepared a seminar that examined the current situation and reviewed options for reform and homeowner relief.

And according to the Congressional Research Service, since 2001 the Federal Government has devoted \$37 billion to study climate change activities.

—Representative
Todd Tiahrt

16

Congressional
Research Service

dollars) and the absence of Securities and Exchange Commission regulations and safeguards governing those funds led to congressional concern that the failure of one or more of these funds could seriously endanger the U.S. economy. Attorneys contributed legal expertise by analyzing financial disclosure laws and a judicial decision denying SEC regulatory authority. CRS staff reviewed and defined the hedge fund phenomenon, examined fund performance over time, and identified potential vehicles for closer scrutiny and regulation. Staff also prepared a comprehensive review of hedge fund failures and analyzed compensation practices for, and tax rates paid by, hedge fund managing partners.

Among other CRS assistance, experts provided analytic and briefing support by tracking the origins, continued growth, and proposed legislation to regulate industrial loan companies—commercial firms originally established to provide limited banking services to employees, but now increasingly established by large corporations, brokerage houses, and retailers to engage in unregulated banking activities. CRS provided additional support when Congress considered a bill designed to restrict bank entry into the real estate market and when Congress turned its attention to cash transfers by resident aliens to other countries for the purpose of financing terrorist entities. In addition, as Congress considered methods to curtail the proliferating use—and misuse—of Social Security numbers, CRS attorneys analyzed how proposed legislation might affect existing federal

privacy laws and current practices of the financial services industry.

■ GLOBAL CLIMATE CHANGE

An increase in congressional interest was evident early in the 110th Congress across a wide range of climate change concerns. Legislative proposals spanned a broad array of measures to control the greenhouse gases associated with climate change and global warming. In addition to the analysis CRS specialists provided on the origin and types of greenhouse gas emissions, assistance to Congress focused on the control of carbon dioxide emissions from electric utilities, transportation, and other U.S. sources. Analysts assisted committee staff with design work on a CO₂ trading program and the various design features of a cap-and-trade program. Experts also addressed international climate change, including background information on the Kyoto Protocol and related negotiations as well as progress on meeting Kyoto Protocol provisions, analyses of the European Trading System, countries' and Chinese energy and climate change policy with respect to coal-fired powerplants.

■ FOSSIL FUELS, ENERGY EFFICIENCY, AND RENEWABLES

With crude oil prices at historical levels, congressional concern about oil supplies and energy security remained high. Responding to congressional interest in causes of skyrocketing petroleum prices, CRS attorneys collaborated with policy experts to provide legal



and economic analysis of a number of issues including analysis of legislation to hold OPEC responsible for price increases. Analysts and attorneys studied oil import trends and the potential for producing liquid fuel from domestic coal. They addressed royalty relief provided to certain federal Gulf of Mexico oil and gas leases, which proved especially controversial during this period of high oil and gas prices. Attorneys advised Congress on the laws and regulations that govern siting of liquified natural gas facilities and analyzed proposals related to National Interest Electricity Transmission Corridors. CRS also analyzed energy efficiency aspects of the Corporate Average Fuel Economy (CAFE) issue, including the potential effects of multiple scenarios on fuel savings and on the automobile industry.

Ethanol and biofuels markets, supply, and R&D were additional areas of congressional concern. CRS helped Congress prepare for hearings on these issues by selecting background materials and providing analyses, drafting questions, and identifying potential witnesses. Support included analysis of the agricultural and environmental impacts of increased biofuels production, U.S. ethanol trade policy, and comparisons of biofuels bills in the 110th Congress. Congress consulted with CRS experts on the resource demands of ethanol production, greenhouse gas emissions from biofuels, the potential for expanded U.S. and worldwide production of ethanol, and federal and private R&D on advanced biofuels.

In addition to the analysis CRS specialists provided on the origin and types of greenhouse gas emissions, assistance to Congress focused on the control of carbon dioxide emissions from electric utilities, transportation, and other U.S. sources.

**We work
incredibly
closely with
the committees
because they
understand and
believe that our
work is totally
confidential,
even when
working with
different sides
of the same
committee on
competing bills.**

Blas Nuñez-Neto
Analyst in
Domestic Security
Domestic Social
Policy Division
3 years at CRS



■ EMERGING TECHNOLOGIES

Congress called on CRS as Members explored a number of emerging technologies. For example, CRS conducted ongoing research and analysis in response to questions of whether the Department of Homeland Security is accurately testing and reporting the results regarding new technologies that may be deployed in the United States to detect nuclear and radioactive devices. Experts worked closely with Congress to explore the full implementation of the provisions in the Help America Vote Act of 2002, including an assessment of the pros and cons of electronic voting and exploration of alternative options due to security concerns, inadvertent errors caused by voters unfamiliar with the new voting format, and accessibility issues for disabled voters. Telecommunications and regulatory reform were other areas for which CRS support helped clarify policy issues. CRS staff with expertise in telecommunications and Internet policy provided consultations and in-person briefings on the impacts of the February 2009 deadline for all U.S. television broadcasting to be in digital format. For example, Members relied on CRS for analysis of the availability of the analog and digital spectrum for wireless communications, universal service and open access, national emergency 911 communications, electronic eavesdropping and personal security, and efforts to link schools, libraries, and rural areas to high-speed Internet.

■ THE FARM BILL

As Congress formulated omnibus farm legislation in FY2007 to replace the expiring 2002 farm-bill, CRS staff provided close support on every title of the legislation, including farm commodity support, conservation, trade, rural development, nutrition, credit, energy, and research. Throughout the year, experts provided Congress with a greater understanding of the complexities of agricultural policy by briefing committee members, reviewing and analyzing legislative options, and conducting committee staff briefings. Analysts presented a half-day seminar on farm bill programs and policy issues and followed it with a series of in-depth weekly seminars on farm bill topics including farm commodity programs and conservation, energy issues in agriculture and rural development, and animal agriculture and specialty crops. CRS staff kept Members and staff informed during debates on the farm bill by reporting on the Administration's farm bill recommendations and continually updating a report that examined emerging issues.

■ FOOD SAFETY

Congress closely scrutinized the statutory basis and effectiveness of the U.S. food safety system and considered a variety of legislative proposals to reform the system or provide additional resources for it. Congressional interest was stimulated in part by a number of widely publicized food safety problems, including concerns about potentially adulterated

imports from China and other countries, foodborne illness outbreaks linked to the consumption of domestic produce, and nationwide recalls of products such as peanut butter and ground beef. Anticipating this activity, CRS attorneys analyzed the current legal authorities of the Food and Drug Administration, the Consumer Product Safety Commission, and the U.S. Department of Agriculture. They also researched legal issues associated with trade obligations and, working with CRS policy analysts, supported congressional consideration of major food safety legislation as it progressed and examined the implications of proposed amendments. CRS staff coordinated interdivisional work to improve congressional understanding of food safety issues and related topics by preparing numerous confidential memoranda, personal briefings, and background materials in support of the many hearings, bills, and public speeches and statements made by Members throughout the fiscal year.

■ THE MINNEAPOLIS–ST. PAUL BRIDGE COLLAPSE

Immediately following the August 1, 2007, collapse of the I-35W Bridge in Minneapolis, Minnesota, CRS analysts responded to numerous congressional requests on the bridge failure by working closely with committees of jurisdiction in both chambers and with the staffs of virtually all the Minnesota congressional delegation. Many of the requests addressed the availability of federal assistance under the Federal Highway Administration's Emergency Relief Program

CRS staff coordinated interdivisional work to improve congressional understanding of food safety issues and related topics.

Members relied on CRS for analysis of measures that would impose punitive tariffs on Chinese products in cases where China allegedly undervalued its currency.

20

Congressional
Research Service



and Highway Bridge Program. CRS responded to those requests as well as others as the congressional debate broadened to include issues such as the extent of bridge deficiencies and the condition of surface transportation infrastructure throughout the United States.

Foreign Relations, Defense, and Trade

■ CRISIS IN DARFUR, SUDAN

Events surrounding the fighting in Darfur unfolded throughout the fiscal year and continued to deteriorate with increased attacks on aid workers and peacekeepers and regional consequences in neighboring countries. Congress called on CRS to examine the impact of the conflict if hostilities were not brought to an end and access by aid agencies was not increased and sustained. Congress also sought help from CRS analysts as lawmakers considered U.S. and international attempts to address the situation through a comprehensive political settlement, starting with the much anticipated peace talks scheduled for October 2007 and the commitment to increase troop strength with the combined efforts of a U.N. mission and African Union force. CRS helped prepare for hearings, gave briefings on Sudan, and experts accompanied several congressional delegations to the region to gain a better understanding of the crisis in Darfur and the North–South peace agreement. CRS experts were consulted as Members drafted several resolutions and bills on the crisis, including the Darfur Accountability and Divestment Act.

■ CHINA

Congress increasingly has become interested in the challenges posed by China's growing economic and political influence around the world. Members relied on CRS for analysis of measures that would impose punitive tariffs on Chinese products in cases where China allegedly undervalued its currency. CRS assessed economic sectors in which that nation has rapidly growing markets and in which U.S. companies could be competitive, thereby helping to reduce the large U.S. trade deficit with China. CRS analysts also addressed other China-related issues, including tainted and unsafe products imported from that nation, human rights violations, social unrest by those who have been marginalized or adversely affected by Chinese development, China's weapons exports to countries such as Pakistan and Iran, its cooperation on stemming nuclear proliferation in North Korea and Iran, counterterrorism efforts, and the security situation in the Taiwan Strait. CRS provided Congress with in-depth analysis of the fundamental shifts under way in China's relations with U.S. East Asian allies, including the challenges such realignments are having for the centrality of the U.S. position in Asia. Congress also turned to CRS experts for assistance in analyzing China's relations—including trade, arms sales, aid, and investment—with countries such as Sudan, Iran, and Burma that have poor relations with the United States, largely because of human rights violations.

■ PAKISTAN

Congress closely followed events in Pakistan in FY2007, largely because of Pakistan's importance to the success of U.S. actions in Afghanistan and its role in the U.S. war against al Qaeda. CRS experts helped Congress assess the declining support for Pakistani President Pervez Musharraf's government, the surge in domestic Islamist militancy and anti-Americanism throughout the country, and a resurgence of Taliban and al Qaeda activity in Pakistani areas that border Afghanistan. CRS supported Congress as it debated calls to reevaluate U.S. policy toward Pakistan, expressed most prominently in P.L. 110-53, the Implementing the 9/11 Commission Recommendations Act of 2007, which included a provision to end U.S. military assistance to Pakistan unless Islamabad shows it is fully committed to and making progress toward halting terrorist activity on Pakistani soil. CRS analysis included comprehensive estimates of the large-scale U.S. bilateral aid program and an assessment of its effectiveness.

■ CUBA

As Cuba's political succession from Fidel to Raúl Castro unfolded, CRS responded to numerous questions from Members of Congress regarding political developments in communist Cuba and the future direction of U.S. policy. CRS experts analyzed scenarios for Cuba's political future, tracked developments in U.S.-Cuban relations, and assisted as Members drafted numerous bills and amendments to appro-

As Cuba's political succession from Fidel to Raúl Castro unfolded, CRS responded to numerous questions from Members of Congress regarding political developments in communist Cuba and the future direction of U.S. policy.

CRS analysts studied the post-Katrina claims-paying process used by private insurance companies, analyzed the capacity of insurers and their reinsurance partners to absorb losses from catastrophes, and developed options for addressing potential market failures.

priations bills that would either ease or strengthen U.S. economic sanctions on Cuba. Analysts also examined such issues as U.S.-government-sponsored broadcasting to Cuba, U.S. restrictions on travel and remittances, and human rights in Cuba.

■ FOREIGN INVESTMENT IN THE UNITED STATES

Congress continued to evaluate foreign investment in the United States and monitor operations of the Committee on Foreign Investment in the United States (CFIUS) whose mission is to review investment with the goal of protecting national security. Concerns about the proposed acquisition by Dubai World Port of commercial operations at six U.S. ports and possible acquisitions of other perceived sensitive assets by foreign-government-owned entities led to congressional efforts to change CFIUS procedures. This action culminated in the passage of H.R. 556, the Foreign Investment and National Security Act of 2007, which was signed into law on July 26, 2007. CRS analysts supported Congress on this issue and assisted Members as they prepared the legislation. CRS also provided expertise when authorization for the Overseas Private Investment Corporation was due to expire.

■ TRADE PREFERENCE PROGRAMS AND TEMPORARY TARIFF REDUCTIONS

CRS analysts assisted Members and congressional staff as they addressed an omnibus trade bill that included two U.S. unilateral trade preference

programs due to expire by December 31, 2006—the Generalized System of Preferences and the Andean Trade Preference Act. The legislation extended these programs until 2008, extended until 2012 certain textile and apparel provisions of the African Growth and Opportunity Act, authorized tariff preferences on Haitian textiles, and approved a package of miscellaneous temporary tariff reductions.

Government and the Economy

■ EMERGENCY MANAGEMENT

Following the devastation caused by Hurricane Katrina in August 2005, Congress initiated a series of investigative hearings into federal emergency management policies and practices. In its opening months the 110th Congress asked CRS experts to analyze the condition of temporary housing units (trailers and manufactured homes) provided to victims of disasters, the decisions of officials in two federal agencies regarding Louisiana’s Road Home program, presidential disaster declaration procedures, and disaster funding policy. CRS responded to congressional queries related to other questions, including historic preservation issues in New Orleans and an accounting of total appropriations for federal disaster assistance from 1989 to the present.

■ CATASTROPHE INSURANCE

Responding to a recent trend of insurance industry withdrawal of coverage from markets potentially at

risk for natural disasters, for example, the Gulf and Mid-Atlantic coastal regions, Congress examined issues in flood insurance reform and disaster risk financing. CRS analysts studied the post-Katrina claims-paying process used by private insurance companies, notably the timeliness of payments on claims attributable to wind or water damage; analyzed the capacity of insurers and their reinsurance partners to absorb losses from catastrophes; and developed options for addressing potential market failures. CRS experts responded to requests and briefed Members and senior congressional staff on issues such as the quantitative and qualitative properties of returns on insurance exposures, the efficiency of risk allocation in the financial system, and the institutional pressures that exist in the marketplace today.

■ CONGRESSIONAL OPERATIONS AND PROCEDURE

The internal organization, governance, and procedures of the legislative branch were areas of active interest throughout FY2007. The Service provided a range of CRS responses to congressional requests for assistance. For example, CRS undertook a series of studies and reported on the form and roles of congressional commissions. Analysts provided congressional interparliamentary assistance to visiting foreign lawmakers, including those of newly emerging democratic nations. Drawing on an extraordinary breadth and depth of institutional perspective, CRS analysts supported Members and



In our support of the analysts and lawyers, our timely handling of requests and materials is very important.

Beth Roots
Library Technician
Knowledge Services Group
15 years at CRS

This isn't just my opinion. The Congressional Research Service, the nonpartisan research service of Congress, filled with constitutional and congressional scholars, released a report that affirms that this bill is unconstitutional.

—Representative Tom Price

24

Congressional
Research Service

staff of both chambers with institutional memory as those bodies considered the legislative branch budget, including options for and long-range trends in staff size, function, organization, and funding for the various agencies covered under legislative branch appropriations. They provided faculty and training for numerous legislative and budget process institutes for congressional staff held at regular intervals during the course of the year, such as state and district institutes, offered six times annually, and specifically tailored to meet the needs of staff working in Members' home state offices.

■ CONGRESSIONAL BUDGET PROCESS

As the 110th Congress convened, budget process reform became the focus of budget concerns, specifically, the adoption and implementation in the House of a new "pay-as-you-go" (PAYGO) rule. The new process established limits on the consideration of legislation with direct spending or revenue impact, and was accompanied by a parallel revision of the Senate's long-standing PAYGO rule. CRS analysts investigated the potential impact and procedural implications of PAYGO on the budget process and compared the alternative provisions of several proposals. In response to other congressional requests, information research specialists contributed to briefings on federal funds tracking and the effects of Census designations and population-based formulas on allocation of federal funds.

■ ELECTION LAW AND CAMPAIGN FINANCE

Immediately following the 2006 elections CRS attorneys provided advice on precedents and procedures for handling contested elections. During the transition to the 110th Congress CRS analysts collaborated with attorneys to provide policy and legal analyses to both chambers on issues such as public campaign financing, political advertising and spending, coordinated campaign expenditures, and campaign finance provisions in lobbying and ethics reform. CRS analysts assisted with nominations to the Federal Election Commission, examined public financing proposals between the 1950s and the present, and produced an analysis of state election financing programs that was used to support a Senate hearing on pending public financing legislation.

■ DISTRICT OF COLUMBIA VOTING REPRESENTATION IN THE HOUSE

Congress resumed consideration of legislative proposals to grant the District of Columbia voting representation in the House of Representatives. Specifically, the leading legislative proposals, H.R. 1433, H.R. 1905, and S. 1257, all titled the District of Columbia House Voting Rights Act of 2007, would increase the size of the House from 435 to 437, define the District of Columbia as a state for the purpose of granting its citizens voting representation in the House of Representatives, and provide Utah an additional seat in the House. CRS experts collaborated to examine, among other concerns, two constitutional



issues: whether Congress has the authority to define the District of Columbia as a state for the purpose of voting representation in the House without amending the Constitution, and whether Congress can create an at-large congressional district for Utah. The work of the Service on these and other issues included briefings, preparation for hearings, and testimony offered by CRS attorneys on the Constitution and its interpretation.

■ GOVERNMENT FINANCE AND TAXATION

CRS provided extensive support to Congress on a wide range of tax legislation. Legislative debate was enhanced by CRS responses to requests from Congress for comprehensive examinations of broad-based tax policy and administration, individual and family taxation, tax issues affecting specific sectors of the economy, and the alternative minimum tax.

CRS responded to requests from Congress for comprehensive examinations of broad-based tax policy and administration, individual and family taxation, tax issues affecting specific sectors of the economy, and the alternative minimum tax.

On behalf of the subcommittee and its staff, I would like to convey appreciation to the experts at the Congressional Research Service for their attentiveness and patience with this matter. They are a source to Congress and deserve our thanks.

—Representative
Zoe Lofgren

Congressional
Research Service

26

Other issues analyzed were the investment and use of tax-favored university endowment funds and a proposed tobacco tax increase to finance the State Children's Health Insurance Program during consideration of the Children's Health Insurance Program Reauthorization Act of 2007. In response to other congressional queries, CRS economists continued to provide perspective and analyses of policy options concerning the federal debt limit, budget forecasts, deficit reduction, and budgetary treatment of federal credit.

■ GOVERNMENT INFORMATION POLICY

Congress called on CRS to analyze different aspects of federal information policy and practice. Included in responses were explanations of the security classification and declassification of records, analysis of the significance of various information control markings applied for reasons other than national security, and review of public access to unpublished agency records. Experts were asked to assist during the development of procedural and other changes in the Freedom of Information Act and when Congress sought to clarify amendments to the Presidential Records Act. CRS provided expert testimony for a hearing on legislation to amend the latter statute. Of continuing interest to Congress were CRS responses to questions on the development of information-sharing arrangements for homeland security.

■ EXECUTIVE BRANCH OPERATIONS, ORGANIZATION, AND CONGRESSIONAL OVERSIGHT

The Service responded to numerous congressional requests regarding the executive branch. For example, CRS analysts addressed inquiries about improper payments and recovery audits as Congress considered federal financial management reform measures, including analysis of the situation at the Defense Department in the context of its ongoing effort to implement transformation initiatives. Other inquiries related to proposed revisions in the executive branch organizational structure resulted in CRS analytical support regarding reconstitution of the Federal Emergency Management Agency within the Department of Homeland Security (DHS) and reestablishment of the Privacy and Civil Liberties Oversight Board as an independent establishment within the executive branch. CRS provided research assistance pertaining to, for example, the evolution of the Private Sector Office in DHS; the mandate for, and organization of, the Executive Office of the Vice President; institutional arrangements for liaison between DHS and the Department of Defense; the development of plans for reorganizing and consolidating DHS regional and field offices; and proposals for creation of a new agency for Gulf Coast recovery, rebuilding, and reconversion. Congressional oversight of executive branch activities included analysis of the current role and functions of executive branch inspectors general in connection with proposed

legislation, a study of congressional conflicts with the executive, and oversight techniques pertaining to waste, fraud, and abuse.

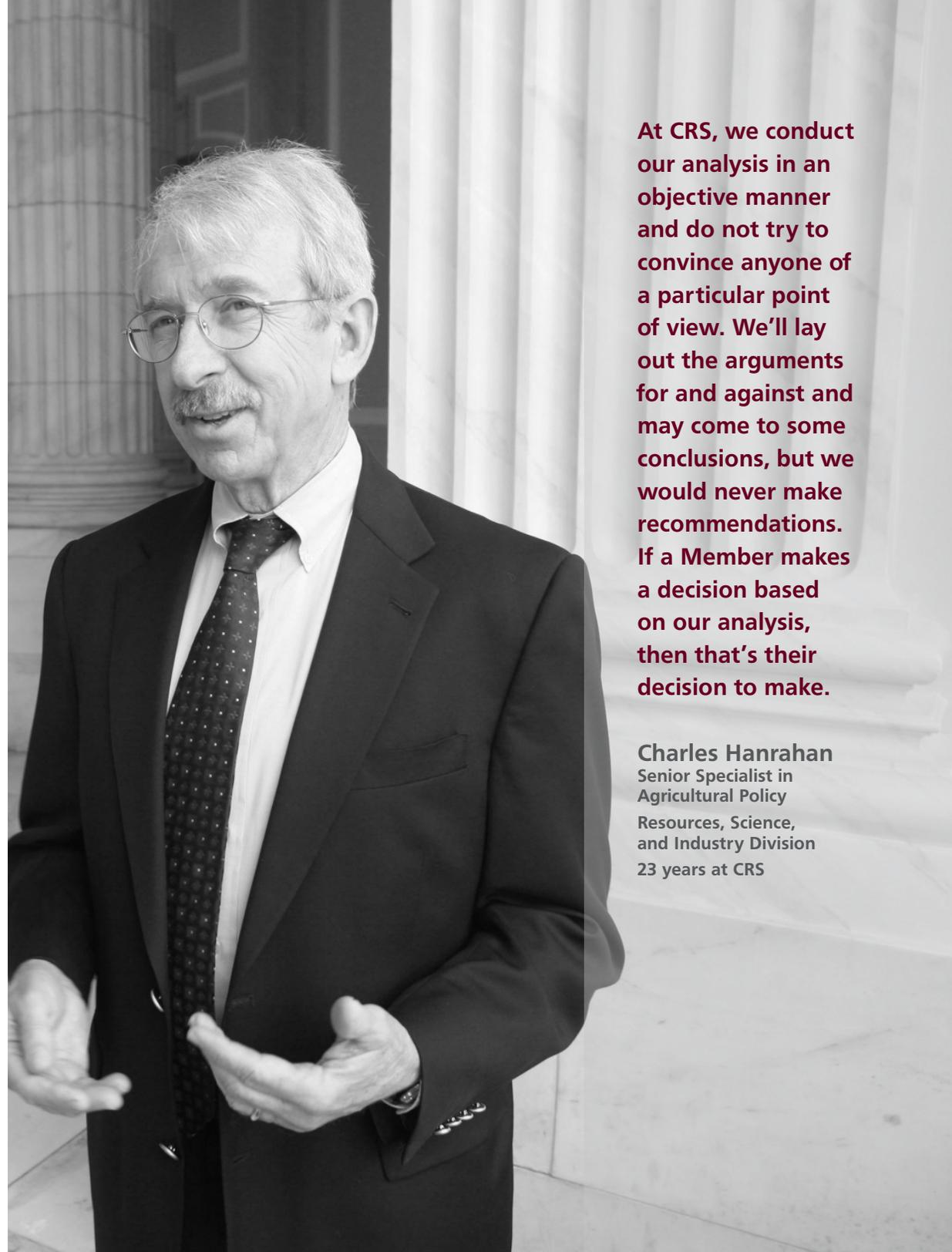
■ FEDERAL PERSONNEL AND PAY

CRS answered congressional inquiries regarding both personnel and pay issues. Analysts helped prepare for hearings on reauthorization of the Federal Merit System, examined a proposal to enhance diversity within the Senior Executive Service, and tracked presidential appointee positions requiring Senate confirmation, the committees considering the nominations, and recess appointments made by the President. CRS experts testified on several federal pay issues, including implementation of the Government Accountability Office Human Capital Reform Act of 2004 and general pay policies and administration. In response to other queries, the Service also prepared a comparison of the pay of the President, Vice President, top executive branch officials, Members of Congress, and federal judges from 1789 to 1929.

Resources, Industry, and the Environment

■ NATURAL RESOURCES/ENVIRONMENT

The Supreme Court issued a major decision in April 2007 that found that the Environmental Protection Agency has authority to regulate at least some emissions of greenhouse gases under the Clean Air Act. This decision immediately reframed the



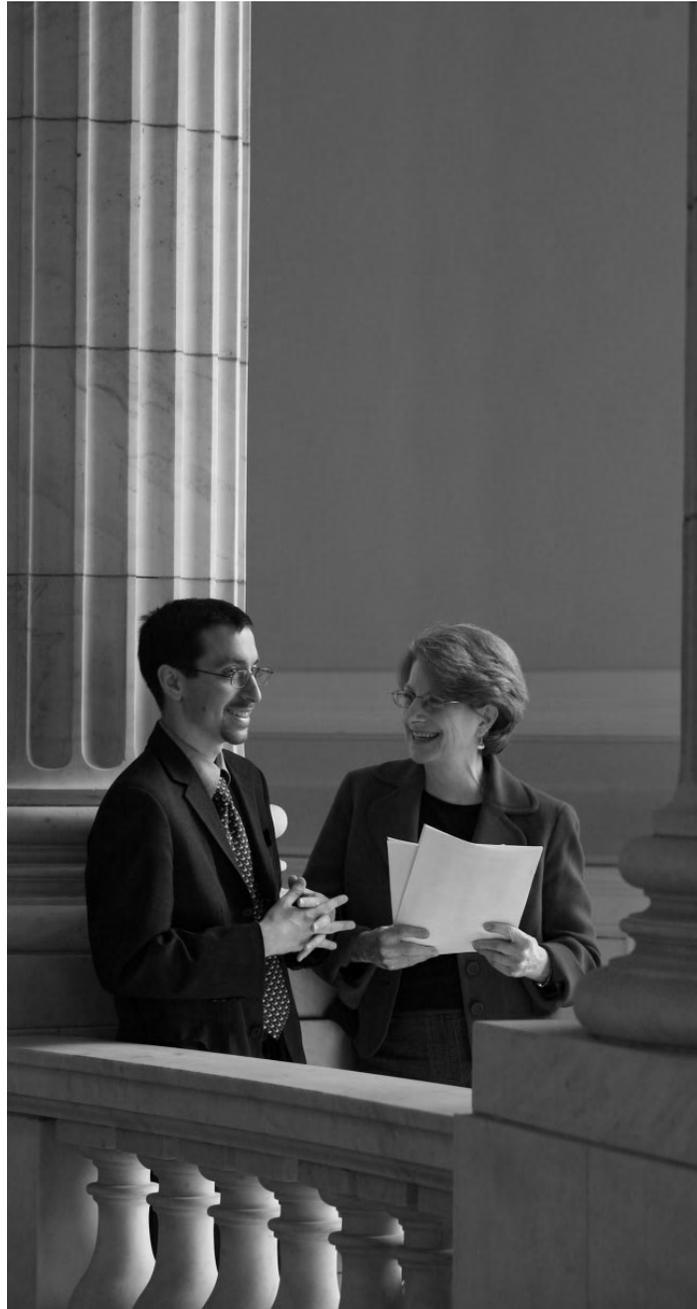
At CRS, we conduct our analysis in an objective manner and do not try to convince anyone of a particular point of view. We'll lay out the arguments for and against and may come to some conclusions, but we would never make recommendations. If a Member makes a decision based on our analysis, then that's their decision to make.

Charles Hanrahan
Senior Specialist in
Agricultural Policy
Resources, Science,
and Industry Division
23 years at CRS

CRS provided support for the Members and committees of jurisdiction debating whether and how to amend the Endangered Species Act to balance the many interests which may fall on various sides of any given species controversy.

28

Congressional
Research Service



climate change debate in Congress. Throughout the year CRS attorneys advised Congress on a number of environmental issues including climate change, exclusions under the National Environmental Policy Act of 1969, and enforcement provisions for dumping and littering.

■ WATER RESOURCES

Federal water resources policy and management are issues Congress addresses regularly. Growing human population, fish and wildlife needs, recurrent drought, and evolving public fiscal and environmental interests increase pressures on available resources and on aging infrastructure. CRS provided analysis and information to many Members of Congress on the pending reauthorization of the Water Resources Development Act to authorize hundreds of projects and studies, particularly the recovery efforts from Hurricane Katrina and plans to protect New Orleans from a repeat episode. CRS also supported Congress in understanding California water issues—notably the negotiated settlement of a lawsuit to force reestablishment of salmon in the San Joaquin River, but also including water management and species issues for the Klamath River and the California Bay-Delta.

■ ENDANGERED AND INVASIVE SPECIES

Possible extinction of native animal and plant species and increasing numbers of invasive species are issues being addressed by Congress. The law that protects endangered and threatened species, the Endangered

Species Act (ESA), is controversial, in part because its strict substantive provisions can affect the use of both federal and nonfederal lands and resources. Because of strong support and strong opposition, the ESA has not been reauthorized since its funding authorization expired in 1992. CRS provided support for the Members and committees of jurisdiction debating whether and how to amend the ESA to balance the many interests (which may fall on various sides of any given species controversy). CRS assisted Congress in understanding the importance and methods of controlling invasive species as Members addressed the issue primarily through individual species, or by specific approaches, such as by controlling the release of ballast water from international shipping.

■ FEDERAL LAND MANAGEMENT

CRS experts supported congressional examination of a number of land management issues as Members debated how much land the federal government should own, how to prioritize among the multiple uses (e.g., grazing, timber, animal habitat, recreation), how to manage public lands so that natural ecosystems may adapt to changing climates, and how to protect natural resources and nearby communities from wildfires and other catastrophes. Other issues drawing on CRS expertise were whether Congress should designate specially protected areas, whether and how to collect and distribute fees for land and resource uses, and how to compensate state and

local governments for the tax-exempt status of federal lands.

■ WETLANDS REGULATORY POLICY

Wetlands regulatory permits and related policy issues were the subject of extensive in depth CRS assistance to Congress as Members and committees discussed the possible need for clarification of Clean Water Act (CWA) requirements. In June 2006 the Supreme Court issued a controversial ruling affecting the geographic scope of the wetlands permitting program in the CWA. The legal and policy questions associated with *Rapanos v. United States*—regarding the outer geographic limits of CWA jurisdiction and the consequences of restricting that scope—have challenged regulators, landowners and developers, policymakers, and the courts for more than 30 years. The heart of these questions is which waters and wetlands are to be regulated under the federal CWA and which fall solely within the jurisdiction of the states in which they are located. The ambiguity of the *Rapanos* decision, and questions about subsequent interpretive guidance issued by federal agencies, increased pressure on Congress to provide clarification. CRS analysts and attorneys conducted analyses and gave briefings to assist Congress in understanding the decision and regulatory guidance, legislative history, and implications of legislation proposed to clarify the CWA.

Wetlands regulatory permits and related policy issues were the subject of extensive in-depth CRS assistance to Congress as Members and committees discussed the possible need for clarification of Clean Water Act.

At CRS, the only goal is to serve Congress. Our job requires a willingness to delve into complex issues, an ability to assist Congress on its timetable, and a strict adherence to the principles of non-partisanship and confidentiality.

Ida Brudnick
Analyst on the
Congress
Government and
Finance Division
2 years at CRS



■ AVIATION

CRS analysts focused on aviation issues as one of the principal areas of research activity. CRS analysts provided expertise to key committee staff in both the House and Senate as they explored policy options for dealing with financial, technical, and organizational issues related to the use of the nation's airspace and airports. During the year CRS analysts assisted with a framework for resolving questions about Federal Aviation Administration (FAA) budgeting and finance; airport development and finance; FAA cost control measures; system-wide demand and capacity issues; modernization of national airspace system infrastructure; aviation safety; airline cabin issues; energy, environment, and noise issues; and international civil aviation issues.

Domestic Social Policy

■ HEAD START

As Congress attempted to end a four-year debate on reauthorization of the Head Start program for low-income preschoolers, numerous policy questions arose in both chambers. CRS analysts provided research on such issues as competition among grantees to establish status, strengthening staff credential requirements, ensuring maximum enrollment in Head Start centers, establishing the appropriate role of parent councils, identifying what type of performance reporting is appropriate for a program serving very young children, and determining if children with

disabilities are being adequately served. CRS also prepared numerous estimates of the impact of changes in current law pertaining to the Head Start funding formula and set-asides for special target populations.

■ MEDICARE

The 110th Congress began with congressional interest in Medicare's new drug program (Part D). The early weeks of the Congress focused on whether the federal government should have the ability to negotiate drug prices under the new program by eliminating the program's "noninterference clause." CRS analysts provided comparative analyses by exploring what other federal drug reimbursement and drug price negotiation activities existed, and what policies existed in other selected nations. They also assisted the House in evaluating and analyzing alternative reimbursement mechanisms for payment of physicians.

■ FOOD AND DRUG ADMINISTRATION AMENDMENTS ACT OF 2007

Congress took a particular interest in the Food and Drug Administration, in part because of a number of well-publicized prescription drug, medical device, and food safety failures, but also because several key agency programs were set to expire at the end of FY2007. The resulting law, the Food and Drug Amendments Act of 2007, reauthorized the drug and device user fee programs and expanded FDA's authority to ensure the safety of prescription drugs,

medical devices, biologics, and food. The law also encourages the development of pediatric medical devices; requires that clinical trial information and results be entered in public databases; reauthorizes two programs to study and label prescription drugs for use among children; and creates a new nonprofit entity to assist the agency with its mission. CRS staff provided intensive integrated support throughout the legislative process, from background information and conceptual options for legislative proposals on all policy issues under consideration to in-depth comparative analyses of pending legislation with a focus on areas of contention.

■ YOUTH POLICY

Congress held oversight hearings and proposed legislation in FY2007 to protect vulnerable youth—including runaways, homeless youth, former foster youth, and young adults who are neither working nor attending school. As context for congressional consideration of these issues, CRS prepared a comprehensive report on the various subgroups of vulnerable youth, using Census data to estimate the number of "disconnected youth" (i.e., those aged 16 to 24 who are not working or attending school). Analysts discussed the evolution of federal policy related to vulnerable youth and identified federal programs and recent proposals targeted toward these youth. They prepared reports on the Runaway and Homeless Youth Act and Missing and Exploited Children's Program. In each case CRS experts presented infor-

As context for congressional consideration of these issues, CRS prepared a comprehensive report on the various subgroups of vulnerable youth.

CRS analysis informed congressional discussions about health care costs in the event of an influenza pandemic, and this analysis was used to develop legislative proposals to assist victims of any type of disaster.

32

Congressional
Research Service



mation on the circumstances and demographics of the target population for these programs, described current law and related programs serving these populations, and addressed issues likely to arise during reauthorization of these programs later in the 110th Congress.

■ SOCIAL SECURITY

Although Social Security reform was not an active issue this fiscal year, Congress addressed several related issues. One was the application and appeals processes used by both the Social Security Disability Insurance and Supplemental Security Income programs. The processing times for both initial disability decisions and appeals of these decisions increasingly results in a backlog of applicants waiting for final decisions. CRS provided legislative committees with updated data on case processing times and backlogs, conducted briefings on their possible causes, and tracked the implementation of the Social Security's new Disability Service Improvement process, which seeks to reduce case processing times by restructuring the application and appeals processes. CRS also assisted with two Social Security-related issues that reemerged with immigration reform and minimum wage debates: the payment of Social Security benefits to noncitizens based on unauthorized earnings and Social Security totalization agreements.

Anticipating the future reemergence of the Social Security reform debate, CRS analysts used a recently acquired micro-simulation model to estimate the

future effects on beneficiaries of two proposed options to address Social Security solvency, including proposals to increase the Social Security taxable wage base and to increase the retirement age. The analysts explained current Social Security policy, how the reform proposals work, the distributional effects of the reform proposals on various types of Social Security beneficiaries, and legislation related to the reforms being analyzed. CRS presented the distributional effects of each reform in terms of Social Security beneficiaries' median payroll tax increase or benefit reduction and showed the varied effect of these reforms on beneficiaries along socioeconomic lines such as age, type of benefit received, and income quintile.

■ HEALTH CARE FOR DISASTER VICTIMS

No national program exists today to assist victims or responders with health care costs if they are injured by natural disasters or terrorist incidents. Congress established programs after some specific incidents, such as compensation for immediate injuries following the attacks of September 11, 2001, and assistance to states that accepted evacuees after Hurricane Katrina. CRS studied these and other federal compensation programs and analyzed the approaches and program components used, including the requirements for, and determination of, eligibility and the means by which the program is financed. Congress considered these options in its efforts to assist responders and others who have become ill, or who

may in the future, following exposure to the World Trade Center disaster site. CRS analysis informed congressional discussions about health care costs in the event of an influenza pandemic, and this analysis was used to develop legislative proposals to assist victims of any type of disaster.

Law and Justice

■ CAMPUS SECURITY

The April 2007 Virginia Tech tragedy sparked a renewed congressional interest in certain gun control-related proposals and the need for greater campus security. CRS policy experts provided legislative support through bill interpretation and analyzed related proposals in general as well as the National Instant Criminal Background Check System Improvement Amendments Act specifically. A CRS attorney advised congressional staff who were exploring ways to improve laws to prevent firearm possession by the mentally ill, while ensuring that individuals who were, but are no longer, mentally ill are able to purchase and possess firearms. CRS policy analysts also assisted Congress with understanding how current Department of Justice grant programs could help fund campus security-related activities.

■ JUVENILE OFFENDERS

With the Juvenile Justice Delinquency and Prevention Act set to expire in 2007 CRS policy analysts have been actively engaged in framing the issues involved

The Congressional Research Service estimates that 2,800 new police officers can be put on America's streets with these funds.

—Representative John Conyers, Jr.

CRS supported congressional oversight of tax-exempt organizations, their ability to participate in electoral activities, and the issues surrounding the IRS inquiry into their political activities.

34

Congressional
Research Service

in reauthorizing the Act. Of interest is the growing trend to adjudicate and punish more juvenile offenders as adults and the tendency to punish offenders rather than offer them rehabilitation. CRS policy analysts conducted a series of informative briefings and provided analyses on these issues.

■ TAX

Congressional tax considerations spanned diverse issues, and CRS work in the area reflects this diversity. As the Senate considered ratifying the U.S.–Belgium tax treaty and new protocols with Germany, Denmark, and Finland, CRS attorneys analyzed issues related to taxpayer fairness, tax administration, conflicts with the model U.S. treaty, and U.S. sovereignty. CRS attorneys also analyzed constitutional and other legal issues raised by a provision in the House farm bill that would have statutorily overridden benefits provided under existing tax treaties.

CRS supported congressional oversight of tax-exempt organizations, their ability to participate in electoral activities, and the issues surrounding the IRS inquiry into their political activities. CRS also examined the prospective effect of a pending equal rights amendment on the tax-exempt status of religious institutions.

As part of its effort to combat abusive tax shelters, Congress addressed leasing transactions and corporate inversions, as well as penalties on tax entities engaging in tax shelter transactions. To guide its consideration of the issues, Congress called on



CRS to analyze the constitutionality of retrospective legislation and of using tax legislation to influence the way states structure financial transactions. The tax treatment of private equity funds and the economic substance doctrine also generated requests for CRS legal analysis.

■ TELECOMMUNICATIONS

Congress, affected federal agencies, and members of the telecommunications industry have all voiced concern about the congressionally mandated switch from analog over-the-air television transmission to digital transmission. Congress called on CRS to assist with developing legislation to establish outreach programs to targeted groups concerning the switch.

CRS attorneys also advised Congress as it discussed indecent programming on television and radio, consulted on questions on the “equal time” rule for broadcasts related to political candidates, and considered subsequent airing of political primary debates.

■ DISABILITIES

A CRS attorney worked closely with congressional staff on legislation amending the definition of “individual with a disability” to expand its interpretation from that given by the Supreme Court. Another CRS attorney responded to questions concerning the public accommodations provisions under title II of the Civil Rights Act of 1964 and title III of the Americans with Disabilities Act (ADA); the ADA and contagious diseases; the ADA and scarce resources;

and the ADA and telecommunications. CRS briefed congressional staff on proposed amendments to the Individuals with Disabilities Education Act (IDEA), IDEA’s relationship to the No Child Left Behind Act, and a Supreme Court decision concerning the statute (*Winkelman v. Parma City School District*). Interest in numerous other IDEA questions generated CRS legal analyses, as did the authority of Head Start agencies to develop individual education plans for students with disabilities, and the implications of a proposed constitutional amendment guaranteeing the right to a free and adequate education.

■ CIVIL SERVICE

CRS attorneys testified at a congressional hearing on the reauthorization of the Merit Systems Protection Board (MSPB) and worked closely with CRS policy analysts to help Congress address MSPB reauthorization.

CRS attorneys wrote a legal analysis of a judicial decision on labor management relations and the appeal rights of Department of Defense employees under the National Security Personnel System. CRS attorneys also analyzed application of federal travel regulations to the Federal Deposit Insurance Corporation and the Board of Governors of the Federal Reserve System; privacy concerns raised by Homeland Security Presidential Directive 12, which mandates a uniform standard for identity cards for physical access to federal facilities and databases; and the privacy of federal contractors and employees.

CRS briefed congressional staff on proposed amendments to the Individuals with Disabilities Education Act (IDEA), IDEA’s relationship to the No Child Left Behind Act, and a Supreme Court decision concerning the statute.

CRS attorneys advised Congress on a broad range of issues, including technological protection measures for digital transmissions of video and audio content, compulsory licenses for digital transmissions of music, the Copyright Royalty Board's decision to raise statutory royalty rates for Internet radio "Webcasters," and extending copyright protection to fashion design.

Congressional
Research Service

■ CIVIL RIGHTS

CRS wrote legal analyses and consulted with numerous congressional offices on legislation to prevent discrimination based on genetic information. Support included presentations and briefings for committee staff to assist them prepare for hearings and markups.

■ NATIVE AMERICAN LAW

In response to congressional interest in the descendants of Cherokee Freedmen and their disenfranchisement by the Cherokee nation, CRS attorneys examined possible legislative approaches, as well as assessed various other options available to Congress, the federal courts, and the Bureau of Indian Affairs. CRS attorneys further advised congressional staff on the status of criminal and civil jurisdiction in Indian country, the requirements for gaming under the Indian Gaming Regulatory Act, and legislative precedents for limiting tribal rights in federal recognition legislation.

■ COPYRIGHT LAW

Technological advances continued to raise congressional interest in assessing the need for legislation to ensure that copyright owners' rights are not being unduly diminished in the digital age. CRS attorneys advised Congress on a broad range of issues, including technological protection measures for digital transmissions of video and audio content, compulsory licenses for digital transmissions of music, the Copyright Royalty Board's decision to raise statutory

royalty rates for Internet radio "Webcasters," and extending copyright protection to fashion design.

Concerned with economic damage caused by counterfeiting and piracy of U.S. intellectual property, Congress sought to strengthen penalties for copyright infringement and enhance enforcement tools. CRS also advised congressional staff on legal options to address enforcement and their implications.

■ PATENT LAW

Through briefings and other forms of support, CRS addressed such patent reform issues as adopting a first-inventor-to-file priority system, establishing new post-grant review proceedings, apportioning damages in patent infringement cases, and expanding the prior user rights defense. As Congress discussed the issuance of patents for tax strategies and tax planning methods, CRS provided briefings on approaches to assess the advisability of such patents and ways of preventing them from being granted or enforced.

■ LABOR LAW

Legislation to amend the National Labor Relations Act of 1935 prompted numerous requests for briefings and analyses. CRS attorneys provided much of this advice in two contexts: in response to the introduction and consideration of legislation to allow for the certification of a labor organization without an election; and in anticipation of, and in connection with, legislation to address who is a "supervisor" for labor relations purposes.

■ PRIVACY

To assist Congress in its consideration of changes to a health information privacy requirement, a CRS attorney prepared a report on enforcement of the privacy rule, a component of the Health Insurance Portability and Accountability Act.

A CRS attorney worked closely with a congressional committee to prepare for a hearing on the use of Social Security numbers and identity theft by conducting a briefing on legal issues involving draft language for a bill. The attorney later prepared a

memorandum outlining legal issues and highlighting differences among various proposals.

■ HEALTH

As news reports indicated an individual with a strain of tuberculosis that is difficult to treat had traveled internationally against medical advice, CRS attorneys reported on the relevant legal issues to support scheduled congressional hearings on the matter and on TB quarantine and isolation authority.

We did not pull our figures out of the clear blue. These are the products of the Congressional Research Service analysis. We sent them the facts, and what they say is....

—Senator Dianne Feinstein



Management Initiatives

Highlights of CRS management initiatives to enhance support for Congress in FY2007 included a focus on developing and maintaining active products to meet congressional needs on current legislative issues, emphasis on congressional accessibility to both CRS products and experts, process improvements, and upgrading or expanding capabilities by working to enhance technology and database functions.

Planning for the 110th Congress

Leadership in both the House and Senate reviewed the research agenda CRS developed at the beginning of the 110th Congress based on current and anticipated public policy issues likely to receive congressional attention during the First Session. With input from experts throughout CRS, the research agenda readily accommodated specific issues that rose to prominence during the year. The research agenda, with links to products and experts, is displayed on the CRS Website for access by Members of Congress. It consists of about 150 policy areas or “current legislative issues” (CLIs) and offers online access to about 1,500 CRS research products organized by policy area.

Focus on Active Products

CRS implemented a comprehensive Service-wide review of active products—the products that are continuously maintained to reflect the context in which Congress is working. At the same time, CRS made available archived products which reflect earlier issues and contexts. More than 2,000 of the total 6,000 CRS research products available from the CRS Website throughout the year were maintained as active. Another improvement was the establishment of active and archived status categories to assist congressional users in evaluating lists of products for the items most relevant to their needs.

Product Review and Phase-Out of Paper Copy Inventory

An important change to the product line in FY2007 was the implementation of a new product clearance form to streamline the review process and expedite release of products as well as place new products in CLIs.

Early in the fiscal year CRS closed the Product Distribution Center, the facility for providing print copies of products, to reflect the change from requests for print products to nearly total congressional reliance on CRS online resources.

Enhancements in the Ability to Browse the CRS Website

Two navigation enhancements to the CRS Website improved usability for the congressional audience. A revised set of CLI categories on the main homepage is accompanied by brief annotations of the issues within the category to guide users through the many facets of public policy issues. CRS staff also instituted systematic linking across related CLIs through “see also” references to show the relationship between issues and their relevant products.

Once at the CRS Website, Congress has several ways to access content: by browsing or by searching through use of the CLI directory structure.

Browsing the Website has been made easier because users now can select a policy issue more quickly and can see a broader perspective of the

range of policy issues CRS covers and a fuller, more complete view of the context of relevant subject areas. Categories and subcategories are arranged to promote more efficient browsing and to allow the user to see relationships between closely related issues. Consistency of user experience is achieved through use of a parallel structure for such components as word choice, word order, and punctuation.

Improvements in the CRS Website Search Experience

At the beginning of the fiscal year the Service implemented a CRS-controlled search system that significantly improves congressional access to relevant CRS products, while decreasing retrieval of products not closely related to search queries.



For example, the incidents of “results not found” messages to congressional users dropped from 25 percent to less than 15 percent. To support this search, system information research specialists implemented a phrase dictionary and a thesaurus to provide better matches between client queries and CRS products. During the year information research specialists entered approximately 7,500 terms into the thesaurus. CRS also improved user ability to search for legislation by allowing for variations of terms (e.g., Pub. Law No. 100-123, P.L. 100-123, and pl 100-123).

The Authoring and Publishing Research Format

In the second year of a multiyear effort, CRS encountered significant challenges in a project to implement a new format for research products that will take advantage of current technologies to streamline preparation, display, and maintenance of CRS research products. The project was reorganized around a component-based release plan and restructured with the benefit of advice from outside review. The goals of the system remain the same—to create research products for the Congress that better support PDF and HTML distribution through the CRS Website, standardize the presentation format using a uniform and consistent new product design, and improve support for the use of graphics in products. The new system will entail converting all existing

products to a Word-based system and creating all future products in the new system.

Improvements to the Consolidated Database

To meet an objective of the new Authoring and Publishing System to promote congressional access to CRS experts, management completed a comprehensive review of job titles to provide a more accurate reflection of areas of expertise when displayed either individually or in groups, as with sets of co-authors. When the Authoring and Publishing System goes live, author names automatically will be accompanied by job titles as well as contact information (telephone numbers and email addresses).

The Mercury System to Track Inquiries from Congress

CRS began work on the acquisition of an electronic system to better manage its workload of congressional requests. The new system, called Mercury, will increase responsiveness to congressional needs, foster collaboration among CRS experts, readily identify Service-wide activity by policy issue, and improve information about responses to requests that will assist with follow-up questions from Congress and help prevent duplication. Requirements and detailed specifications for the system have been completed. Next steps are evaluating software and developing

plans for implementation. Mercury will incorporate request tracking features of the Inquiry Status and Information System (ISIS), which will be retired when Mercury is launched.

Strategic Planning

CRS developed agency-wide performance measures in FY2007 in the context of the new Library of Congress strategic planning framework for FY2008 through FY2013. The CRS measures build on a performance reporting system that management developed in FY2006 in response to appropriators' requests. The plan supports both Library of Congress goals as well as the CRS mission and its underlying performance attributes—relevance, quality, and accessibility, together with management initiatives—to assure CRS resources are used with the greatest effectiveness and efficiency.

Online Content Management

In FY2007 CRS began participating in the Library of Congress Management Decision Package process, a long-term, comprehensive approach to offering Congress fully integrated access to CRS resources. This effort shifted to be a CRS-funded priority. Users will have ready access to the full set of relevant CRS resources—products, events, experts—regardless of which resource they may be consulting at any particular time. Accordingly, over several years CRS

will develop a new content management system, which will entail customizing software and building a network to better support continuing congressional needs for ready, online access to all relevant resources for any policy issue on the CRS research agenda.

Technology Process Improvements

CRS enhanced efficiencies by drawing upon industry best practices to improve internal technology operations. Review of project management practices as well as structured processes and controls produced more effective oversight. For large information technology projects CRS applied the Project Management Body of Knowledge framework to provide proven methodologies and formal process controls. These controls included the development of comprehensive project schedules, weekly progress reviews, comprehensive specification inventories to define and manage project scope, detailed acceptance testing procedures, and formal risk assessments. These improvements resulted in better balance of project goals and limited resources.

In support of internal operational initiatives for information technology, CRS used Information Technology Infrastructure Library (ITIL) process control procedures to track service performance and improve responsiveness to CRS user requests. This produced a standard set of operational procedures for management of complex information technology infrastructures. ITIL concepts identified methodolo-

gies to manage trouble-shooting reports, technical requests and issues, infrastructure changes, and assets and inventory.

Information Security

CRS completed Certification and Accreditation (C&A) of office automation equipment as specified by the Federal Information Security Management Act and the Library of Congress Information Technology Security Policy. Staff initiated C&A processes on the primary production network, Legislative Information Systems (LIS), and the Development Network to

determine if controls have been implemented correctly and continue to operate as intended to meet security requirements. Audited and accredited systems within CRS include user workstations, networking devices, servers, and perimeter firewall equipment used to secure access to confidential information and communications devices.

Computing Infrastructure Capability and Reliability

System upgrades included network infrastructure improvements. CRS performed workstation and





printer upgrades to support required applications and to avoid the cost of supporting old technology. Enhancements to power subsystems, servers, and network infrastructure improved the reliability of the computing infrastructure and enhanced the capabilities needed to manage growing information requirements.

Financial Accountability

CRS successfully implemented a new procedure to support the Library's goal of creating a stand-alone, automated repository of all financial information that could be easily audited. CRS staff retired a Legacy System used for tracking financial transactions, which eliminated the need for duplicative data entries and the reconciling of two sets of records. Staff also began preparations to use the financial module of the Library's Voyager System that will streamline the recording of transactions involving the procurement of research materials.

Emergency Planning

Throughout the year CRS coordinated with the Library and other continuity of operations planners within the legislative branch to prepare for serving Congress during a pandemic event. CRS updated the Continuity of Operations Plan and related documents. Staff also conducted systematic testing of emergency plans, including a comprehensive CRS-wide shelter-

in-place drill to maintain the ability to provide for the safety and well-being of staff and visitors in the event of an emergency. Testing of alternate computing facilities systems and a secure remote access solution continued to check that the technology infrastructure will access critical resources during an emergency.



Appendixes

FY2007 Budget, Resources, and Other Funding **47**

Human Resources and Staff Development **48**

Types of CRS Support to Congress:

Research Services and Products **53**

CRS Organizational Structure **59**



FY2007 Budget, Resources, and Other Funding

In FY2007 CRS had an authorized staffing level of 705 full-time equivalents and an appropriation of \$100,786,000 available for expenditure. Approximately 87 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received \$58,000 from the John D. and Catherine T. MacArthur Foundation. These funds represented the third, and final, distribution of funds under a three-year grant of \$168,000 awarded by the Foundation. This grant enhances and augments CRS capacity and enriches the CRS resources available to Congress on policy issues associated with intellectual property, particularly with regard to patents.

CRS also received a grant of \$71,000 from 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 110th Congress. Held in January 2007, the program provided an overview of the policy issues likely to be on the legislative agenda as well as an overview of legislative procedures. (This program was also supported by grants received and reported on in FY2006 from the Henry Luce Foundation and the Joyce Foundation.)

Human Resources and Staff Development

Throughout FY2007 CRS worked to fill key research analyst positions and expand its participation in various minority recruitment and hiring programs. CRS also continued the development of performance management standards using its performance assessment system. Currently used for assessing the performance of senior managers, this system will be applied CRS-wide and used as a vehicle for guiding and assessing job performance of staff. CRS also launched a formal mentoring program, provided training and professional development opportunities for staff, and enhanced its employee recognition program.

Recruitment and Selection

Using a combination of the Library's traditional hiring mechanisms and special programs, CRS made 82 selections to fill permanent/indefinite positions, including two noncompetitive reassignments from other parts of the Library. These selections included 72 professional and administrative positions representing a variety of analytical disciplines, information technology and administrative/management specialties. They also included 10 selections to support positions. Of the permanent/indefinite hires, 41 are women (50 percent) and 23 are minorities (28 percent). The Service also hired 30 temporary staff. Of the temporary hires, 19 (63 percent) are women and 13 (43 percent) are minorities.

Permanent hires included six selections made from the Class of 2007 Federal Presidential Management Fellows Program, the highly competitive program administered by the U.S. Office of Personnel Management designed to attract the nation's top graduate students to careers in public service. Four women (including two Asian women) and two men were hired. Six selections, including two Asian men, were made under the Service's Law Recruit Program, a program designed to recruit third-year law students for entry-level legislative attorney positions.

Diversity Efforts

Through the partnership programs associated with its Student Diversity Internship Program (SDIP), CRS hired 10 undergraduate and graduate student interns (two women and eight men) during summer 2007. Seven students were from Historically Black Colleges and Universities and two were affiliated with the Hispanic Association of Colleges and Universities program. Partnering organizations in the SDIP include the Washington Center's Native American Leadership and Asia Pacific Internship Programs, the Asian Pacific American Institute for Congressional Studies Internship Program, the Hispanic Association of Colleges and Universities National Internship Program, the United Negro College Fund's Institute for International Public Policy, and six Historically

Black Colleges and Universities (Clark Atlanta University, Morehouse College, Spelman College, Tuskegee University, Morgan State University, and Georgia State University).

CRS continued to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions, and to develop stronger ties with various groups and organizations in order to promote CRS positions more effectively. New efforts during FY2007 included CRS attendance at job fairs sponsored by the Congressional Hispanic Caucus Annual Legislative Conference and the National Society of Hispanic Professionals. CRS also continued its participation in recruitment events and annual career fairs sponsored by other minority organizations.

Performance Assessment System

CRS continued to develop its Performance Assessment System (PAS). The PAS is designed to provide performance standards to be used by managers and supervisors to guide and assess the performance of CRS staff at all levels. This system identifies performance areas that are principal determinants of the Service's success in achieving its mission. The PAS communicates the expectations in these core performance areas and serves as a point of reference for feedback and ongoing discussions about performance. It not only gives managers and supervisors fixed, mission-related standards for

guiding and reporting on work performance, but also provides a basis for formally and fairly assessing that performance.

The PAS for members of the senior management team was implemented in FY2006; the PAS for their deputies was implemented in FY2007. In addition, the PAS for section heads and other first line supervisors was developed. By the end of FY2007 draft standards were completed for most of the other positions in CRS to include research and infrastructure positions.

The PAS is closely aligned with and contributes to the Library's strategic plan "to cultivate a talented and diverse community of innovators devoted to public service" and is a key component of the performance management program of both the Library and CRS.

Staff Training and Professional Development

The Office of Workforce Development offered a number of on-site professional development opportunities for staff this fiscal year. These included standard offerings on *Communicating Effectively with Congressional Clients*; *Appropriations and the Budget Process*; *Professional Writing*; *Critical Thinking*; and *Reviewing Other People's Writing* courses. CRS staff also attended the Legislative Process Institute.

The Office of Workforce Development continued the CRS lunchtime discussions that provide CRS staff with an opportunity to network with colleagues and learn about various current events. These often

included some of the same issues that are of interest to the Congress. Typically, CRS expert policy analysts lead these lunchtime discussions. During the past fiscal year discussions included *Healthcare Options for 2007* and *What's New and Brewing in Congress*.

Mentoring Program

CRS created a formal mentoring program that was launched in May 2007. The program gives new staff an opportunity to establish a developmental relationship with their more tenured CRS colleagues. Mentors share their experience working for CRS in support of Congress. Mentees can gain a first hand inside perspective on CRS as an organization. Initially the program was offered to all new attorneys, analysts, and information professionals as part of their orientation to CRS.

Although mentoring has taken place to some degree throughout CRS in the past, this new program builds on past successes and systematizes an approach to sharing knowledge and institutional experience. Mentors have a chance to share their wisdom, develop leadership skills, broaden their perspectives, and help launch successful careers for new staff. New colleagues will benefit from this experienced guidance and will have an opportunity to deepen their institutional knowledge, test out ideas and approaches to their research and analysis, and accelerate their learning of how best to serve Congress.

Staff Recognition

It is CRS policy to acknowledge the superior performance of its employees. An effective recognition program contributes to maximum staff performance and to the achievement of the mission and goals of the organization. In keeping with that policy, during FY2007 the Director appointed the CRS Staff Recognition Advisory Board comprised of five CRS staff members. At its inception the Board was charged with examining the current recognition programs and making recommendations to enhance the use of awards to increase staff motivation and employee engagement while ensuring consistency and fairness across all divisions and offices of CRS. As a result of their study of current practices, the Board issued a set of revised award standards that refine the link between the staff recognition program and CRS mission and annual goals. In the future, the Board will continue to act as a review body for staff recognition awards and will utilize these standards to benchmark all future award recommendations.

During the past fiscal year 326 CRS staff members (some received more than one award) were recognized with 451 special achievement and 12 on-the-spot awards in recognition of their exceptional contributions. Such recognition emphasized Service-wide collaboration on issues of major congressional concern including such policy issues as comprehensive immigration reform, global climate change, aviation reauthorization, U.S. policy in the

Persian Gulf, U.S. Department of Defense operations in Iraq and the Middle East, the Farm Bill reauthorization, and energy efficiency and renewable energy legislation.

The Service also recognized exemplary employee performance with 13 honorary awards, 44 outstanding ratings, and 22 quality step increases in pay for outstanding job performance. The annual CRS Awards Ceremony, open to all staff, was held on April 27, 2007 and included a presentation of the second annual Director's Award. This award is given each year in recognition of an individual or small group of individuals who have demonstrated excellence

in direct or indirect service to Congress in research, reference, analysis, and writing, and in operations, service, and support. Recipients of this award are nominated by their colleagues. A panel reviewed the nominations and made recommendations to the CRS Director. The award for calendar year 2006 was presented in FY2007 by the Director to an Information Research Specialist in the Knowledge Services Group. She received this honor for her "service-oriented professionalism, collaborative skills, judgment, and outstanding service to our clients that stands as a model for both information professionals and analysts."

Types of CRS Support to Congress: Research Services and Products

Throughout FY2007 CRS supported the Congress with analysis, research, and information, presented 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 issues of congressional legislative interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, and two-page fact sheets. Reports clearly define the issue in the legislative context. The basic requirements of these and other CRS written products are accuracy, balance, and utility. Analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, 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. Reports are updated as subsequent events occur for issues that are of ongoing interest to Congress and archived when they no longer

reflect the current legislative agenda. These archived products remain available to Congress to provide background and historical context. Reports are available both in printed form and electronically on the CRS Website.

■ 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 WEBSITE

The CRS Website provides 24-hour access to key CRS products listed by legislative issue, full text of written products, audio and video recordings and DVDs of CRS programs, updates and analyses of annual appropriations legislation, a guide to legislative procedures, online registration for CRS seminars, and complete information on other services. The

Website also offers links to constituent services related information, selected Internet sites providing public policy, legislative, legal, and basic resources for work in congressional offices. In operation since the 104th Congress, the CRS Website is accessible only to House and Senate offices and other legislative branch agencies.

■ CURRENT LEGISLATIVE ISSUES

The Current Legislative Issues (CLI) system, accessible to the Congress from the CRS Website, reflects policy areas identified by CRS research staff as important to Congress. All active products presented as CLIs are maintained to address significant policy developments. Archived products are also listed when they relate to a policy issue. On occasion the system is used to respond to situations requiring immediate assistance to Congress when unanticipated issues arise.

■ APPROPRIATIONS

The CRS Appropriations CLIs continued to provide comprehensive legislative analysis and tracking for the 12 Senate and House bills, four continuing resolutions, three supplementals and the budget resolution. The Service also provides access to a CRS Appropriations Status Table for tracking legislation, and a “CRS Appropriations Experts” list.

■ FLOOR AGENDA

The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Website and through email subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda were linked for electronic delivery 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 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. 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 the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress is responsible for its technical development and operation.

Responses to Individual Members and Committees

The Service also responds to individual Member and staff requests for custom services. 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 congressional staff.

■ CONFIDENTIAL MEMORANDA

Confidential memoranda are prepared to meet a specific congressional request and may be 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 are not distributed further unless the recipient gives permission. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation,

or executive actions. The Service will also prepare “directed writing” that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

■ INDIVIDUAL STAFF BRIEFINGS

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provides 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 office operations, committee matters, or general orientations to CRS services and products.

■ TELEPHONE RESPONSES

Telephone responses to inquiries are a vital element in the CRS information exchange with Congress. CRS information specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for 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 and Briefings

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 current and perennial public policy issues. Highlights of the year included the following public policy seminars: *Congress and Program Evaluation: Using and Scrutinizing Program Evaluations in the Appropriations, Authorization and Oversight Process*; *Natural Disasters and Terrorism: The Role of Insurance Markets in Post-Event Recovery*; *International Trade: Trends and Policy*; *The Supreme Court's Global Warming Decision: What Happens Next?*; *Maintaining Congressional Prerogatives: Current Oversight Issues*; and *TANF: Current Context and Issues*.

Seminar series included international trade, which featured: *Trade Remedy Laws*; *The World Trade Organization*; *Trade Preference Programs*; and *The U.S.*

Free Trade Agreements Program. Two climate change seminars were held: one titled *Science and Policy Implications*, and the other, *Policy, Law, and Legislation*. Four Farm Bill 2007 seminars included *Farm Commodity Programs and Conservation*; *Energy Issues in Agriculture and Rural Development*; *Immigration Reform: Overview for the 110th Congress*; *Animal Agriculture and Specialty Crops (Fruits and Vegetables)*; and *Domestic Food Assistance and Agricultural Export and Food Aid Programs*.

Outreach

In January the 2007 CRS *Training and Programs for Congress* brochure was distributed to all congressional offices. CRS worked with the House Committee on Administration in conducting the co sponsored *Legislative Issues and Procedure: CRS Seminar for New Members*. CRS participated in the administrative orientation sponsored by the Committee where CRS staff met new Members and invited them to the week-long seminar. As a result, 45 new Members attended this program.

CRS also participated in the March 2007 Senate Services Fair and the April 2007 House Services Fair. In both instances, CRS experts and information specialists were on-site to discuss current legislative issues and provide online tutorials of the CRS Website. 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.

During the First Session of the 110th Congress CRS experts and attorneys visited House and Senate offices to brief Members and staff about CRS services. These briefings focused on CRS authoritative analysis and research—specifically, in-person consultations, confidential memoranda, and access to policy experts.

In August CRS held the Graduate Institute. More than 60 congressional staff attended this institute, which is the final and highest-level course in the CRS Legislative Process Institute series. This week-long program simulates the entire legislative process and allows participants to see and participate in the process from the beginning. The program included two-and-a-half days in Washington, D.C., followed by nearly three days in Richmond, Virginia, with floor sessions held at the Virginia State Capitol.

Among other activities, CRS provided assistance to the House Democracy Assistance Commission in the form of extensive briefings during four programs for foreign parliaments and their staff. Members of parliaments visited the United States from Afghanistan, Colombia, Lebanon, Liberia, and Mongolia. Research and administrative staff came from Afghanistan, East Timor, Georgia, Haiti, Indonesia, Kenya, Liberia, and Mongolia.

Inquiry Section

The Inquiry Section serves as a central point for the receipt of research and analytical requests from Members of Congress and congressional staff. Submitting requests via the “Place Request” feature on the CRS Website continued to be popular.

Legislative Summaries, Digests, and Compilations

Since 1935 the Bill Digest Office 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 continued to enhance its coordination of bill summary preparation with the release of CRS products, prepared to implement a bill summary XML authoring system that will facilitate improved Legislative Information System searching and expanded sharing of legislative information in a consistent way, and moved closer to a modernization of its subject classification procedures.

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 and/or audio copies or DVDs of CRS institutes and seminars that congressional staff can request for viewing or watch at their desktops from the Web. The Web versions were broken out into subtopics so that the viewer can go directly to the portions that are of greatest interest to them. There were seven video programs produced during the year, including a short

one available online explaining how to use the newly designed LIS Website. In addition, CRS provided two hours of television programming each weekday for the House and Senate closed-circuit systems.

■ LANGUAGE SUPPORT

The Foreign Affairs, Defense, and Trade Division provides limited translation services for Members and committees. For translations pertaining to legislative business, into or from other languages, the division made arrangements to have the work completed by outside vendors.

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 and paralegals 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 worldwide 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 World Trade

Organization. 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. Other work includes national security policy, military strategy, 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 covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

■ 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 history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. 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; state and local government; statehood and U.S. territories; the District of Columbia; economic developments; 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; U.S. history; constitutional amendments; and constitutional theory and 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 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 research professionals who partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. Information professionals are clustered together by policy research area and align their work directly to the CRS analytical divisions. They write descriptive products and contribute descriptive input 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 Web pages. Staff evaluate, acquire, and maintain state-of-the-art resource materials and collections for CRS staff; work with the analytical divisions in ensuring the currentness and accuracy of the Services' products, databases, and spreadsheets; and maintain the currentness, comprehensiveness, and integrity of CRS information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials. They also provide authoritative information on specific policy research areas through discussions or presentations and provide or coordinate customized training on information resources.

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 AFFAIRS AND COUNSELOR TO THE DIRECTOR

The Office of Congressional Affairs and Counselor to the Director plans, 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; provides final CRS review and clearance of all CRS products; 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. This office

receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs, takes the lead in developing, strengthening, and implementing outreach to congressional offices; and provides managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The office also provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director and provides counsel to the Director and the Deputy Director on matters of law and policy.

■ 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; supervising the Service's status, role, activities, and interaction with the Library in performing the requirements of the Library's Planning, Programming, Budgeting, Execution, and Evaluation System; and co-chairing the External Research Review Board for reviewing contract proposals and making recommendations to the Director.

■ OFFICE OF LEGISLATIVE INFORMATION

The Office of Legislative Information develops and maintains the congressional Legislative Information System (LIS) that supports both the Congress and CRS staff, and it manages the electronic research product system including the editing, processing, and production of CRS reports. The office provides summaries and status information for all bills introduced each Congress, coordinates access to the LIS, provides quality assurance for CRS reports and for the Service's input to the LIS, offers graphic support on CRS products, and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

■ OFFICE OF RESEARCH

The Office of Research coordinates and maintains oversight of the research function of the Service. It develops and implements strategic and operational frameworks for the CRS mission, promotes use of collaborative research approaches across disciplines and divisions, develops and implements Service-wide standards for the research quality that underpin authoritativeness, and oversees research management systems that both focus research on active policy concerns of the Congress and highlight resulting research products and underlying expertise for Congress. The office also supports the Director and Deputy Director in representing to Congress the nature and extent of the research capacity the Service offers Congress and in accounting to

Congress for the nature and extent of research support provided.

■ OFFICE OF TECHNOLOGY

The Office of Technology provides the information technology capabilities and support required for CRS legislation-related research activities, communications, and service to Congress. This includes procurement, operations, and maintenance of the information technology infrastructure necessary to support CRS desktop computers, network connectivity and reliability, application development, and security.

■ OFFICE OF WORKFORCE DEVELOPMENT

The Office of Workforce Development administers the Service's recruitment, staffing, and workforce devel-

opment programs, including succession planning, merit selection, and other employment programs, special recruitment programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training, position classification, and performance management programs and activities. 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 and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of Congress.









**Congressional
Research
Service**

**The Library of Congress
101 Independence Avenue, SE
Washington, DC 20540-7000**