

# Annual Report



Fiscal Year 2004

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Modified Annual Report of the Congressional Research  
Service of the Library of Congress for Fiscal Year 2004 to  
the Joint Committee on the Library United States Congress  
Pursuant to Section 321, Public Law 91-510

# Annual Report



Fiscal Year 2004



# A Message from the Director

**In fiscal year 2004 the Congressional Research Service (CRS) supported the Congress as it faced a number of unique and difficult challenges.**

As the legislative branch agency providing public policy research and analysis to Members and committees in support of their legislative and oversight functions, CRS continued to demonstrate its commitment to helping Congress make informed decisions. CRS's assistance spanned issues ranging from the war in Iraq and homeland security to intelligence reform and prescription drug benefits for Medicare recipients.

When the congressional leadership identified the 9/11 Commission Report as its top priority, CRS acted. Within one week over 70 CRS analysts and information professionals came together to provide Members with thorough analyses of the issues arising from the report. The context-based analyses provided a framework for Congress as it considered the report's contents in view of other relevant factors and their potential impact. This service to Congress is illustrative of the scope and breadth of work CRS experts provide. Similarly, for the war in Iraq, the Service provided analysis on a broad

range of concerns including: funding for military operations, military justice, reconstruction efforts, transfer of political sovereignty, and international law requirements for the treatment of prisoners. On the issue of homeland security, CRS assisted Congress with analysis of such matters as authorization for the Department of Homeland Security, transportation security, immigration control, and homeland security grants to state and local first responders.

In fiscal year 2004, the Service responded to the Congress's needs by completing nearly 900,000 requests for service, maintaining 1,000 written products on major policy areas, and continuing to provide research and analysis on 182 current legislative issues before the second session of the 108th Congress, as well as addressing congressional needs on virtually all other public policy issues that arose.

Throughout the year, CRS focused on contributing to a well informed legislature by providing Congress with balanced, unbiased, analytical research and

information on public policy issues of importance to the nation. The following pages outline the Service's efforts toward that end.



Daniel P. Mulhollan

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# Service to the Congress

**The mission of the Congressional Research Service (CRS) is to support the Congress in its legislative, oversight, and representational functions by providing balanced, unbiased analytical research and information pertaining to public policy issues on the congressional agenda at all stages of the legislative process.**

The work of the Congress is complex and multifaceted, requiring Members to be well versed in many disparate policy areas in order to make informed decisions. CRS offers a unique service by providing nonpartisan, authoritative expertise on time, on target, and in forms that are most useful to lawmakers.

CRS policy experts work in a collaborative, multidisciplinary environment to prepare detailed explanations of complex policy issues, identify and assess policy approaches, develop and analyze legislative options, conduct legal analyses of pending legislation and administrative actions, provide in-person consultations on public policy issues, and assist with legislative procedures as well as processes relating to the federal budget and appropriations. Analysts also deliver expert testimony before congressional committees, support hearings and investigations, identify prospective

witnesses, prepare products on current legislative issues, and respond to specific requests with confidential memoranda. Information specialists provide comprehensive background material on topics of legislative interest and identify and offer authoritative source materials and factual information, including government documents, media articles, and scientific and technical reports, using both print and online resources. CRS continually works to improve and maintain the quality of the services and products it provides the Congress.

In his annual address to staff in January 2004 the CRS director outlined three goals for the Service for the year and met with staff to discuss and clarify these Service goals and priorities:

- Provide nonpartisan legislative analysis and information support for the Congress.
- Ensure intellectual capacity to meet the changing

needs of Congress in fulfillment of the Service's mission.

- Develop and sustain an effective internal infrastructure to support that mission.

### Challenges in FY2004

The Congress faced a number of unique and difficult challenges in FY2004. As the year progressed the pace of legislative consideration picked up. From the war in Iraq to intelligence reform, Congress called upon CRS for objective and authoritative research and analysis. Relating to Iraq, CRS addressed the level and sufficiency of military funding as well as military justice and international law requirements for treatment of prisoners. With the publication of the Report of the 9/11 Commission, Congress focused on its recommendations. CRS supported both the House and the Senate in these efforts, producing and making available a large body of research and analysis under stringent time constraints and providing numerous expert consultations. CRS continued to provide analyses of all current legislative issues through its policy experts, its Website, and its many services and products.

## CRS Products and Services for Congress, FY2004

PRODUCTS AND SERVICES	TOTAL
<b>Total completed requests and services</b>	<b>899,284</b>
Analysis, information, and research requests <sup>1</sup>	76,251
Cited material and CRS product requests	8,112
Resource Center direct requests and self-service	21,941
Seminar, institute, and training participants	9,763
Client use of CRS electronic services <sup>2</sup>	783,217
<b>Custom products and services</b>	
Custom writings prepared	2,197
In-person briefings and consultations completed (number of participations by CRS staff)	2,821
Responses primarily by telephone	42,770
Selected materials, database searches, and translations	27,812
<b>Congressional distribution products and services</b>	
New products prepared	871
Number of reports maintained through updates and revision	5,286
Copies distributed <sup>3</sup>	809,322
Seminars, institutes, training (number of events)	330
<b>Congressional offices served by CRS (percentage of total)</b>	
Members	100%
Committees	100%

1. Analysis, information and research responses are created for specific clients upon their request. Data include some requests that are not identified in the "Custom products and services" section of this table.

2. Clients anonymously access the Service's resources through the CRS Home Page.

3. Includes electronic and paper copy distribution. About 88 percent of distribution was electronic. The figure includes 11,702 CRS reports and issue briefs within the 3,145 info packs distributed; info packs were discontinued as active products in November 2003.

Source: CRS Inquiry Status and Information System (ISIS) and other CRS data.

# The mission of the Congressional Research Service is to support the Congress in its legislative, oversight, and representational functions.

## Indicators of CRS Performance and Productivity

CRS delivered 899,284 research responses in FY2004—a number that includes analysis and information requests, product requests, in-person requests and service at Research Centers, electronic services, and seminars. The Service's performance and productivity in this fiscal year are best illustrated by four measures of its workload during the year:

- *Support for major policy problems*—CRS provided research support to meet congressional needs in all facets of the legislative agenda, focusing particularly on major policy problems during the fiscal year. The Service was supporting 182 public policy issues at the end of FY2004.
- *Key products maintained*—CRS was actively maintaining about 1,000 key products directly addressing congressional needs in specially identified major policy areas at the close of FY2004. These research products were directly available to congressional offices through the CRS Website.
- *Access to online products and services*—The Service continued to facilitate immediate online access to key products supporting critical policy areas through its Current Legislative Issues (CLI) system, the central feature of the CRS Home Page.

Overall, congressional use of CRS electronic services has risen steadily in recent years.

- *Custom work for the Congress*—During FY2004 direct congressional access to CRS experts remained a key component of service to the Congress. This work included efforts tailored to specific situations or requiring confidential assistance. Individualized attention to congressional needs was provided throughout the year primarily through telephone consultations, in-person briefings, and confidential memoranda. The table on the previous page provides more details on CRS products and services provided this fiscal year.

## Outline of this Report

This annual report begins with highlights of legislative assistance to the Congress in FY2004 and summarizes major management and technology initiatives to meet the needs of Congress, including restructuring to optimize contributions of information professionals, development of a consolidated database, enhancing CRS Web services, and improving the reliability and security of the CRS technological infrastructure. Appended are reports on the budget, progress on human resources issues,



the current organizational structure and functions of various components of the Service, and CRS products completed for the year.

Let me tell my colleagues where I received that information: not from a newspaper report, not from a think tank with a particular bias, but with an institution that everyone in this Chamber would acknowledge is free of bias, is what we all rely on to do our research—the Congressional Research Service.

**Representative William D. Delahunt**



# Legislative Support

**Congress requested assistance from CRS as it addressed numerous public policy issues throughout the fiscal year. Many concerns stemmed from the war in Iraq, terrorism, homeland security and related issues. Other issues arose from a range of domestic and foreign policy developments.**

## **The War in Iraq, Terrorism, and Related Issues**

### ***War in Iraq***

The Service analyzed spending issues associated with regular as well as supplemental Department of Defense (DOD) funding requests for military operations in Iraq and Afghanistan, including historical perspective on how Congress has funded wars as far back as World War II. CRS reports assessed funding levels by war mission, adequacy of funding for the army, war-related benefits available to military personnel, and funding flexibility available to DOD. CRS worked with Congressional Budget Office and Government Accountability Office analysts to help estimate the cost of Iraq military operations and to track DOD spending on its Iraqi support contracts.

Analysts coordinated and produced several analyses on Iraqi reconstruction and broader foreign policy concerns in the Middle East, including debt

relief, the oil-for-food program, and Iraq's trade with the world.

The transfer of sovereignty from the Coalition Provisional Authority to the Iraqi interim government gave rise to many legal questions regarding the law of occupation, sovereign debt, and the status of coalition forces in Iraq. The Abu Ghraib prison scandal was a matter of intense interest among Members and the subject of numerous hearings. CRS attorneys, who fielded many questions about military justice, courts martial, international law, and contractor liability, prepared products to enhance consideration of legislative measures that were part of the defense authorization bill.

### ***Terrorism***

Analysts continued to provide Congress with policy analysis and information on the global war on terrorism. They prepared an assessment of the controversial State Department report "Patterns of

Global Terrorism” and reported on individual terrorist organizations and terrorist financing. CRS analysts worked closely with the Congress as it considered and passed the Syria Accountability Act (PL. 108–175). While world attention was drawn toward hostilities in Iraq and Afghanistan after 9/11, terrorist organizations also carried out significant operations in Indonesia, Pakistan, India, the Philippines, Nepal, and Thailand. CRS provided analysis of terrorist sanctuaries in Asia, of U.S. strategy in Pakistan to prevent acquisition of nuclear weapons by radical Muslim local leaders, of the role of schools operated by radical Muslim clerics in generating anti-American terrorist sentiments, and of U.S. assistance to the Philippines in dealing with Muslim separatists.

Responding to congressional concerns about the operation of military courts in the war on terrorism, a senior specialist traced the history and analyzed the organization and operation of military tribunals from the Revolutionary War to contemporary times. As the status and treatment of enemy combatants held at the Guantanamo Bay Naval Station or within the United States came before the Supreme Court, the Service contributed products and in-person briefings to Members and their staffs about the pertinent legal issues.

CRS economists provided analyses of terrorist funding, including identification and assessment of existing programs that track money laundering and financial movements related to terrorism, as well as policy questions relating to their scope and effectiveness. CRS provided close support to Congress as it investigated extension proposals for the Terrorism Risk Insurance Act and associated regulations that provide a federal backstop intended to support commercial insurers in the event of major terrorist attack.

#### ***Homeland Security***

The distribution of homeland security assistance to the states under the authority of the USA Patriot Act raised many implementation questions in Congress. In support of legislative activities, CRS analyzed the distribution formula for federal grants to state and local first responders, including a wide range of funding scenarios under alternative grant formula proposals. A major issue included in these analyses was whether and how to incorporate indicators of local risk into a legislatively established allocation formula.

Congressional interest in border and transportation security issues remained high

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## CRS continually works to improve and maintain the quality of the services and products it provides the Congress.

during the 108th Congress. CRS worked with several committees on authorization of the Department of Homeland Security (DHS), development of terrorist “watch lists,” reform of entry-exit control measures for visitors to the United States, metrics to evaluate the performance of border and transportation security agencies in the DHS, border inspections, northern and southern border security, port-of-entry infrastructure, and cargo security. In January 2004 the Administration implemented the first phase of an immigration entry-exit control system, US-VISIT, with Congress exercising ongoing oversight. CRS analysts consulted with committee counsels and staff in both chambers, developed possible questions for hearings, and assisted staff regarding the difference in documentary requirements for nationals entering the United States from Mexico as compared with Canada. After the 9/11 Commission published its findings and recommendations, CRS analysts consulted with committees and Members on draft legislation and amendments with respect to the entry and exit data system, the use of biometrics in travel documents, and the role of state and local law enforcement in enforcing immigration law.

The Service provided extensive support to committees of jurisdiction on the security and

protection of assets critical to U.S. infrastructure, including transportation systems, especially port facilities and airports; communications systems; oil and gas facilities; and chemical manufacturing facilities. Analyses included evaluations of risk, assessments of alternative responses for secure facilities, and comparisons of governmental and private initiatives to achieve security. After the release of the 9/11 Commission Report, a CRS Homeland Security initiative involved analysts who worked closely with committee and Member staffs and prepared and updated reports on aviation, maritime, passenger rail, and transit security. The 9/11 Commission recommended a more robust communications system for first responders to disasters and terrorism events. CRS had in place a suite of studies and reports that were quickly refocused to explore the particular initiatives proposed by the Commission.

CRS legal experts worked extensively with the Congress on a range of issues relating to possible amendments to the USA Patriot Act and the Foreign Intelligence Surveillance Act (FISA), including civil liberties issues related to the investigation of terrorist activities and the intersection between terrorism investigations by law enforcement agencies and the

intelligence community, differences in treatment of citizens under FISA as compared with noncitizens, concerns regarding access to library records, and changes to FISA and to law enforcement authorities with respect to electronic surveillance.

### ***Intelligence Reform***

Late in the fiscal year, after the issuance of the 9/11 Commission Report, congressional interest focused on how the intelligence community should fight the war on terrorism in the future. CRS analysts provided support to Congress in analyzing the recommendations, comparing them to existing U.S. policy and programs, and addressing the possible implications of proposed reforms. Experts contributed to the congressional consideration of intelligence reform proposals by comparing and analyzing legislative provisions, providing reports on such topics as the concept of a national intelligence director and reforming the Federal Bureau of Investigation (FBI), and supporting congressional staff of the House and Senate appropriating and authorizing committees.

More than a dozen bills were introduced to change the structure, authorities, reporting relationships, and other facets of the intelligence

community. CRS developed an analytical framework to address the conceptual issues in domestic intelligence reform, and CRS analysts provided support to Member and committee staff charged with drafting and amending domestic intelligence reform proposals in response to the 9/11 Commission.

### ***Continuity of Congress***

Congress continued to address the issue of continuity in the legislative branch. CRS provided close support to the Senate in conceiving and planning for an emergency exercise involving a simulated off-site session of the Senate. A senior specialist presided over the simulated session, assisted by other CRS analysts in various roles. Experts assisted in evaluating possible constitutional amendments to insure continuity and provided analyses of proposed legislation to expedite conduct of special elections and changes in House rules that would allow the chamber to continue operations in the event of the death or incapacitation of large number of its Members. The Service also prepared a multidivisional response to an extensive series of committee inquiries on continuity operations.



# CRS Goal 1: Provide nonpartisan legislative analysis and information support for the Congress.

## ***Critical Infrastructure***

CRS analysts focused on the security and protection of assets critical to U.S. infrastructure—including transportation systems, especially port facilities and airports; communications systems; oil and gas pipelines; electrical generating facilities, transformers, and power grids; liquified natural gas facilities; and chemical manufacturing facilities. Analyses included evaluations of risk, assessments of alternative responses for secure facilities, and comparisons of governmental and private initiatives to achieve security. Analysts also addressed the issue of security and access to scientific data, providing subject expertise in chemistry, biology, and physics research; political science; government reform; and information technology for congressional oversight hearings on the USA Patriot Act, immigration of foreign students into the United States, and classification of sensitive but unclassified scientific data. CRS analyzed issues including passenger aviation security, air cargo security, private security screening, and the arming of airline pilots. In the maritime area, cargo and port security issues were the subject of various bills to address systemic gaps. Analysts also focused on transit and passenger rail security considered to be vulnerable to terrorist attacks.

The 9/11 Commission recommended a more robust communications system for first responders to disasters and terrorism events. CRS provided research on methods of freeing up spectrum for emergency communications systems and alternative ways of ensuring centralized, compatible communication systems among police, firefighters, and other first responders at the time of an incident.

## ***Bioterrorism***

Since 9/11 and the anthrax mailings to Capitol Hill, the issue of bioterrorism has been a congressional priority. CRS supported Congress through a series of studies, including in-depth reviews and comparisons of the various types of biological agents considered to pose threats, and a framework for assessing threats. As the President's legislative initiative, Project BioShield, moved through the Congress, the Service supported markup in the Senate, assisted with hearings in the House, and provided additional analysis and information as the bill passed both chambers. A CRS comparative analysis of the House and Senate versions was used in deliberations that led to enactment of the Project Bioshield Act of 2004 (P.L. 108–276).

**First Session Issues, 108th Congress:  
October 1–December 31, 2003**

***Economic Conditions***

Economic issues, including the continuing slow pace of job creation following the recession and recovery, growing budget deficits, and a variety of trade-related issues continued to occupy Congress. CRS economists assessed lagging employment, including the controversial foreign outsourcing issue (offshoring); continuing rapid growth in productivity; the implications of a possible shift in the “natural rate of unemployment;” and structural change in the manufacturing sector (the “deindustrialization” issue). Analyses of budget-related issues addressed general trends, prospects for closing the deficit, assessments of how tax cuts and similar policy actions were affecting the economy, and changes in the U.S. savings rate. Economists continued their regular series of briefings in preparation for the semi-annual monetary policy hearings with the Federal Reserve chairman as well as their regular seminars for congressional staff on the U.S. economy and the federal budget.

***Congressional Administration  
and Capitol Security***

CRS continued its support to Members and committee staff during the legislative branch appropriations process. Assistance included analyses of legislative branch programs and authorities; rescission proposals for agency operations, budgets, and personnel; funding and staff trends; staff and other resources available to Members; and committee operating budgets. Analysts provided research on the issue of congressional pay, including pay adjustment procedures, proposals for modification of the pay adjustment process, statutory limitations on adjustments, the effect of procedural votes on consideration of pay amendments, and congressional/private sector pay comparability. Security related assistance included analyses of the merger of Capitol Hill police agencies, police budget and personnel growth trends, and the construction costs and progress of the Capitol Visitors’ Center.

***Banking***

CRS analysts worked in close collaboration on analysis of proposed amendments to the Fair Credit Reporting Act, including the Act’s preemptive effect, privacy implications, provisions for free

CRS Goal 2:  
Ensure intellectual  
capacity to meet  
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CRS Goal 3:  
Develop and  
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credit reports, and numerous comparisons of the various proposals. Legal experts worked with House and Senate committees on questions pertaining to consumer information disclosure under the Fair and Accurate Credit Transactions Act (FACT Act), P.L. 108–159. Experts analyzed the authority of the Comptroller of the Currency to issue final regulations preempting state laws on consumer lending and national banks, the regulatory framework, and the Treasury Department’s ability to control debt issuances by Fannie Mae and Freddie Mac, as well as bills that would have changed the oversight of these two financial institutions.

### ***Corporate Governance***

CRS economists continued studies on a variety of corporate governance issues, particularly those affecting mutual funds. Experts conducted analyses on specific issues of late trading and fund fees in the mutual funds market; assessments of legislative proposals for market reform in, and governance of, the New York Stock Exchange; and overviews of the financial issues involved in major corporate failures and the subsequent criminal and civil charges arising from corporate scandals.

### ***Fair Credit Reporting Act and Financial Privacy***

CRS economists and legal experts worked together to provide close support to Congress as legislation moved through conference toward enactment. Work focused on comparing House and Senate versions of the legislation, including analyses of specific matters in disagreement between the chambers, and comprehensive assessments of a variety of proposed amendments ranging from the use of Social Security numbers and identity theft to the transparency of the lender decision-making process in using credit scores. The Conference Committee produced the Fair and Accurate Credit Transactions Act of 2003, P.L. 108–159.

### ***Space***

Following the loss of the space shuttle Columbia on February 1, 2003, issues concerning NASA’s management system for flying the shuttle became the focus of an investigating commission. CRS prepared an analysis of the space program to provide context and presented expert testimony at congressional hearings.



***Natural Resources***

Several natural resource issues were the focus of congressional attention. CRS provided research and analysis that informed the debate on whether to open the Arctic National Wildlife Refuge for oil and gas drilling and on water resources projects such as the Colorado River water allocation, Everglades restoration, San Francisco Bay–Delta (CALFED) projects, Missouri River management, and a possible National Water Commission. CRS assisted Congress on other issues such as agency appropriations and endangered species.

***Agriculture Trade***

CRS analysts provided extensive support to the Congress on agricultural trade and food aid issues. Work for the Congress included tracking the status of agriculture in the latest round of WTO multilateral negotiations, as well as bilateral negotiations with Thailand, Panama, Australia, Central America, Chile, Bahrain, Africa, and a possible free trade area of the Americas. Experts covered agricultural trade disputes between the United States and Mexico, Brazil, China, the European Union, and Canada. Food aid issues, especially related to Iraq and Sudan, also

were topics of analysis, as were the implications of potential easing of trade sanctions on Cuba.

***Mad Cow Disease***

Outbreaks of animal diseases generated substantial congressional interest, numerous legislative proposals, and thus requests for CRS research and analysis. Within two days after a cow infected with bovine spongiform encephalopathy (mad cow disease) was found in the United States in late December 2002, CRS summarized the possible implications for U.S. agriculture, trade, and food policy. This was quickly followed by in-depth analyses that provided a continuing update on the situation and its consequences. The Service responded immediately to the outbreak of highly pathogenic avian influenza in the fall of 2003 with interdisciplinary analysis that conjoined agricultural and veterinary expertise. Subsequently foreign affairs expertise was incorporated to assess the impact of the avian influenza outbreak in China.

***North Korea***

Congress requested CRS analysis, hearing support, and background material on the growing nuclear

From the war in Iraq to intelligence reform, Congress called upon CRS for objective and authoritative research and analysis.

In response to the 9/11 Commission Report, CRS supported both the House and the Senate with a large body of research and analysis and numerous expert consultations.

threat in North Korea, the condition of its economy, humanitarian assistance, and its relations with Japan, South Korea, and other nations. Requests for assistance increased as Pyongyang advanced its nuclear weapons programs and the United States engaged China's influence to begin Six Party Talks to try to resolve the threat.

#### ***China***

CRS provided multiple avenues of support to the Congress as it grappled with the varied facets of interaction with the People's Republic of China. China's relations with Taiwan, autonomy in Hong Kong, China's currency value, cooperation in counter-terror activities, human and religious rights in China, and Beijing's role in resolving the North Korean nuclear standoff, along with other issues, generated congressional demand for CRS support. The Congress paid increasing attention to the implications of the rise of China as an economic and military power. CRS supported congressional activities relating to China's \$100 billion trade surplus with the United States, China's growing trade arrangements with its neighbors, outsourcing of U.S. jobs, labor conditions in China, maintaining the arms sales embargo on China, and numerous issues

dealing with China's domestic economy, civil society, and human rights.

#### **Second Session Issues, 108th Congress: January 1–September 31, 2004**

##### ***Prescription Drugs and Vaccines***

Following enactment of a new Medicare prescription drug benefit in the Medicare Prescription Drug, Improvement and Modernization Act (MMA), P.L. 108–173, analysts were called on by Members and staff to analyze anticipated implementation issues of the new benefit on subjects such as an interim prescription drug discount card, impact on low-income individuals, and options for persons enrolled in managed care plans. In part because the new Medicare prescription drug benefits do not become effective until 2006, MMA also included provisions that addressed federal policies on the importation of drugs from abroad. These provisions, however, require conditions for implementation that thus far have had the effect of barring the importation of new quantities of drugs. CRS evaluated legislative options for liberalizing the MMA provisions and analyzed and compared approaches of four different bills debated on the issue.

Vaccines and their regulation by the Food and Drug Administration (FDA) were other issues addressed during the Second Session. CRS analysts were asked to evaluate FDA's regulatory structure for assuring safety of vaccines, particularly for children and military personnel. Late in the Second Session, Congress turned to issues related to flu vaccine shortage and especially what could be done to remove market disincentives including injury and economic liability to keep manufacturers in the market, to increase production capacity, and whether to federalize any functions such as stockpiling.

### ***Immigration***

Although the 9/11 terrorist attacks dramatically altered the priorities of U.S. immigration policy, proposals for a guest worker program as well as other legislative options regarding the status and authorized numbers of foreign workers and business personnel were actively considered by the Congress, although no legislation was enacted. Major proposals included increasing the authorized number of visas for professional workers (H-1B) and intra-company transfers (L), creating new categories of guest worker visas, and establishing new mechanisms for foreign workers to regularize

their status, become naturalized citizens, or both. The CRS immigration team was actively involved in explaining the reasoning behind current provisions and assisting in the development or review of legislative proposals for change.

The eligibility of aliens, whether authorized or not, for public benefits has also been a topic of continuing interest. Congress considered medical services under the Medicaid Program, welfare benefits under the Temporary Assistance for Needy Families Program, and postsecondary education assistance under both federal and state programs. Analysts on the CRS immigration team provided regular support to committee staff, often on a daily basis, and used a recently developed internal database of state policies to inform the legislative debate.

### ***Energy***

During consideration of omnibus energy legislation, H.R. 6 and S. 2095, CRS analysts worked with committees and Members throughout the legislative process, culminating in the preparation of detailed comparisons of the two bills. In the end, one of the key provisions that stymied action involved clean air issues, in particular provisions dealing with the

I also want to acknowledge the work of the Congressional Research Service. I think they've done an outstanding job, and it was a very good report.

**Representative Frank R. Wolf**



gasoline additive MTBE and related programs to stimulate use of ethanol and other renewable fuels. These provisions were a focus of CRS experts, who produced comparative analyses of the ethanol and MTBE provisions within days of their introduction and worked extensively with Senate offices involved in the MTBE debate. Another aspect of the energy debate concerned ongoing trends in various fuel prices, especially gasoline and natural gas. The Service prepared materials both to give the context and the real-time movements of these prices and prepared analyses of the forces underlying prices. CRS prepared studies of economic, business sector, geopolitical, and environmental forces affecting fuel prices, both as background and as evolving trends driving price expectations into the future.

#### ***Surface Transportation Issues***

With the expiration of the highway and transit programs, CRS provided in-depth support for the Congress as it considered reauthorizing these programs. This support required interdisciplinary research by transportation analysts, involving substantive studies of issues, cost and benefit analyses, and evaluations of proposals. Analysts provided support to authorizing committees and

prepared analyses on highway funding proposals, safety programs, and intermodal issues.

#### ***Water Resources***

CRS analysts focused on a series of water resource issues, including the San Francisco Bay–Delta (CALFED) project, rural water supply legislation, the Army Corps of Engineers proposals for improving the Upper Mississippi River–Illinois Waterway, and the Gila Indian Water Rights Settlement Act. CRS support involved interdisciplinary analysis involving agricultural production, ecological impacts, and the implications of both engineering procedures and nonstructural approaches to handling waterway traffic. Analysts also assisted with analysis on other water issues including oceans policy, Great Lakes restoration, and water project authorizations bills.

#### ***Tobacco Quota Buyout***

The Service worked closely with the Congress on legislative proposals to compensate tobacco growers and landowners for the loss of their quota holdings that, for more than 70 years, allowed them to plant and sell tobacco. Analysts evaluated and compared the major proposals put forward on this subject. Drawing expertise from other disciplines covering

the public health and legal aspects of the tobacco proposals, CRS prepared analyses on various aspects of the tobacco buyout.

### ***Telecommunications***

In the Second Session Congress showed increased interest in revisiting the Telecommunications Act of 1996 (P.L. 104–104) to redress what many in Congress see as inequities arising from new technologies and applications. CRS analysts responded to a wide range of requests from Congress on the “e-rate” (electronic rate) program connecting schools and libraries to the Internet, the role of the Federal Communications Commission in the Internet age, spectrum use and interoperability in times of national emergency, and cybersecurity, crime, and privacy.

### ***International Trade***

International trade issues were prominent in the Second Session. CRS analysts reviewed the status of several ongoing and proposed free trade negotiations, including the Doha Development Agenda of multilateral trade negotiations, regional negotiations involving South Africa, Central America, and the Western Hemisphere, and bilateral

negotiations involving Panama, Chile, Australia, Bahrain, and Morocco. As both the House and Senate considered legislation to repeal an export tax benefit that the World Trade Organization (WTO) had ruled illegal, analysts monitored the impact that European sanctions were having on U.S. exports. CRS also reported on U.S. antidumping provisions (the Byrd Amendment) that the WTO also had ruled illegal.

Trade implications of various bills were addressed by CRS in a number of areas. As sanctions began to be imposed by WTO countries because the U.S. system for taxing extraterritorial income was deemed to be an illegal subsidy, the Service continued to analyze the trade implications of various proposals to address the problem. Analysts also studied whether certain proposals to allow drug reimportation from selected countries comported with international trade obligations under GATT and WTO.

### ***Global AIDS***

Amid continuing concern over the global AIDS pandemic, the Congress passed foreign operations bills that considerably augmented the Administration’s request for the Global Fund to Fight

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CRS provided research support to meet all facets of the congressional legislative agenda, focusing on major policy problems. At the end of FY2004, the Service was supporting 182 public policy issues.

AIDS, Tuberculosis, and Malaria. Appropriations hearings devoted much attention to African issues and the bills included numerous Africa related provisions. As a result, CRS provided research on the African development issues and the African AIDS pandemic.

#### ***Sudan***

The House and Senate passed resolutions that declared that the Darfur conflict constituted genocide. Congress earmarked U.S. assistance for humanitarian relief and peacekeeping efforts in Darfur in FY2005 appropriations measures for the Department of Defense and Foreign Operations. CRS provided in-depth analysis of the crisis and accompanied congressional delegations traveling to Sudan and the surrounding region.

#### ***Higher Education***

Congress actively considered legislation during FY2004 to amend and reauthorize the Higher Education Act (HEA). A CRS team contributed to deliberations on major reauthorization issues such as college costs, institutional eligibility to participate in student aid programs, the complex relationships between federal grants or loans and tax benefits

for postsecondary education, and simplification of the process for determining students' financial need for federal aid. The Service worked closely with Congress to analyze options for amending current law relating to possible "excess" subsidies to federally guaranteed student loan providers. Team members made extensive use of computer modeling: a Pell Grant estimation model was used to analyze the impact of changes in the award rules for this HEA program; several computer models were used to examine need analysis simplification; and an updated version of a model simulating the interaction of federal education tax credits and the Pell Grant program supported analysis of changes in both forms of financial aid.

#### ***Vocational Education***

During the Second Session Congress considered legislation to amend and extend the authorization for the Carl D. Perkins Vocational and Applied Technology Education Act (Perkins Act). CRS analyzed the current provisions of the Perkins Act and proposed revisions, consulted on possible amendments, and prepared quantitative analyses of the potential impact of allocation formula changes.

***District of Columbia Voting Representation in Congress***

CRS provided support to the Congress as it examined the question of voting representation in Congress for the nation's capital and considered legislation on this question. Assistance included analyses of proposals such as temporarily increasing the number of seats in the House of Representatives, retrocession of much or all of the District of Columbia to Maryland, statehood for the nonfederal area of Washington, and allowing District of Columbia citizens to vote for House and Senate candidates in Maryland.

***Fannie Mae and Freddie Mac Regulation***

CRS assisted Congress in its consideration of proposals to reform regulation of government sponsored enterprises (GSEs) following revelations of potentially serious problems of corporate governance in both institutions. Analysts responded to congressional concerns with comprehensive background information on GSEs in general and their respective missions and regulatory oversight, subsequently providing analysis of accounting problems as well as assessments of alternative proposals for reform.

***Insurance Regulation***

CRS economists responded to renewed congressional interest in this traditionally state-regulated industry with a wide range of analyses on potential legislative initiatives to require more uniformity, including optional federal chartering of insurance companies; convergence in financial services as it affects insurance markets; insurance regulation since passage of the Graham–Leach–Bliley Act in 1999; and a broad overview of issues involved in modernizing insurance regulation.

***Presidential Succession***

The prospect of terrorist attacks on the leadership of Congress and the executive branch on vulnerable occasions, such as during a presidential transition or at events such as inaugural ceremonies or joint sessions addressed by the President, led to increased concern over the adequacy of the 1947 Presidential Succession Act to meet contemporary contingencies. CRS provided close support on this question, including an historical overview of the succession question, identification and analysis of alternative proposals for succession reform, and testimony before the relevant House committees on the question of presidential succession.

We have  
tapped into the  
expertise of the  
Congressional  
Research Service  
... in a search for  
additional or other  
ways and means  
to improve Senate  
oversight.

**Senator William H. Frist**

### ***Senate Committee Reform***

In response to the intelligence reform proposals of the 9/11 Commission Report, the Senate Majority and Minority Leaders announced appointment of working groups to examine revision of Senate oversight of intelligence and homeland security policy. CRS analysts provided informational and analytical support to the working group in all stages of its deliberations, including background information on prior reorganization efforts; comparative advantages of alternative committee structures; nomination reform; questions of committee jurisdiction over intelligence and homeland security agencies; and discussion of related floor procedures.

### **Issues Addressed throughout the 108th Congress**

#### ***Judicial Appointments Process***

Appointments to the Judiciary remained an issue throughout both sessions. CRS experts provided analyses of the President's appointment power, the Senate's role in advice and consent, and options for procedural innovations available to both Congress and the Chief Executive that could expedite the appointments process and possibly facilitate closer

and more cordial cooperation among the branches. A range of historical analyses examined the Senate's role in the judicial appointments process, including the origins and development of senatorial courtesy, "blue slips," holds on nominations, and related use of the filibuster. Accompanying statistical assessments provided data on the number of judicial nominations submitted; those that received committee and floor action; the average time taken to hold hearings; and committee and Senate votes.

#### ***Taxation and Public Finance***

Throughout the 108th Congress, CRS provided analyses of bills concerning expiring middle class tax provisions, including the marriage tax penalty and the 10-percent bracket. For related legislation, including H.R. 1308, which was eventually enacted as P.L. 108-311, assistance included tracking legislative developments and changes in the bill as it progressed toward ultimate passage. Issues included the refundability of the child tax credit; pension reform legislation; taxes related to highway funding; the extension of the current moratorium on Internet taxation; elimination of export tax subsidies; and tax cuts to stimulate business activity and economic growth. In the area of public finance,



economists provided extensive analyses of policy options concerning fiscal problems facing the states; the federal debt limit; budget forecasts; and the budgetary treatment of federal credit, including direct loans and loan guarantees. The Service provided research and analyses on the Jobs Creation Act, P.L. 108–357, which included an analysis and comparison of the manufacturing tax incentives in different versions of the bill; an extensive analysis of various antitax shelter proposals; and an overview that compared provisions of the House and Senate versions, including revenue costs of each.

#### ***Child Care and Head Start***

Congress addressed early childhood issues in separate attempts to reauthorize welfare reform (and mandatory spending for child care), the Child Care and Development Block Grant, and Head Start. CRS analysts provided background and legislative support in these efforts. During Senate consideration of welfare reform reauthorization (H.R. 4) child care funding became a central issue, and analysts prepared state allocation tables and other materials for use during the floor debate. The Service also assisted committee consideration of Head Start reauthorization and subsequently

provided background and analysis to congressional staff examining both child care and Head Start in the larger context of early childhood development, including the relationship of these programs to various state early education and pre-kindergarten initiatives.

#### ***Child Nutrition***

CRS provided legislative support to Congress during reauthorization of school funding and child nutrition programs, a process that concluded with the enactment of P.L. 108–265. CRS worked with all key congressional staff on this legislation, who relied extensively on the Service for analysis and assistance during the drafting and revising of its provisions, as well as preparation of bill comparison and summary documents. This work included close consultation with the Administration and legislative counsel.

#### ***Welfare Reform***

Attempts to reauthorize the Temporary Assistance for Needy Families (TANF) block grant continued throughout the 108th Congress. CRS analysts provided close legislative support by assisting committee staff during markup and preparation

At the close of FY2004, CRS actively maintained about 1,000 key research products directly addressing congressional needs in specially identified major policy areas.



of committee documents for use during legislative deliberations, and by reviewing multiple bill drafts for technical accuracy. CRS staff conducted various statistical analyses to show the impact on states of proposals to change the current law's work requirements for welfare recipients, and worked closely with congressional staff to help revise and define these proposals. Analyses outlining major differences and similarities between the TANF child care, and child support provisions of the Administration, House, and Senate committee bills were prepared. CRS analysts also used a data system, developed and maintained in CRS, to describe state variations in TANF Programs.

### **Child Welfare**

Analysts worked with the Congress on several active child welfare issues, including reauthorization of the adoption incentives programs and efforts to reform the financing structure of federal child welfare programs and to streamline and improve the interstate placement process for foster and adoptive children. This work included assistance to committee staff, technical review of legislative provisions, and analysis of data to illustrate the interstate movement of foster and adoptive children,

to estimate the impact on states of various financing reform proposals, and to identify strengths and weaknesses among states in meeting federal child welfare mandates.

### **Military Installation Closures**

Many in Congress expressed concern in how the pending DOD actions of closing and realigning military installations will impact the U.S. defense posture. In response, CRS formed an interdivisional task force to address defense, environmental, land use, legal, budgetary, and economic implications of such actions. CRS analyzed the closing and realigning process, the congressional role, and provided briefings to Members and staff. A well-attended seminar, "Military Base Closures: DOD's Internal 2005 BRAC Selection Process," was presented in response to congressional inquiries.

### **Overtime Regulations**

The Congress devoted a great deal of attention to efforts by the Department of Labor (DOL) to revise its regulations on the overtime provisions of the Fair Labor Standards Act (FLSA) for the first time in several decades. There was debate over the potential impact and fairness of proposed regulations

intended to redefine the portions of the civilian labor force for coverage by the FLSA's overtime requirements, especially the exemption for executive, administrative, and professional employees. CRS prepared extensive analyses of the proposed and final regulations, their potential impact, and their historical context.

#### ***Housing Vouchers***

The Section 8 Housing Choice Voucher Program became the center of controversy during the First Session of the 108th Congress and continued into the Second Session for several reasons, including the Administration's proposed program reforms and subsequent implementation of FY2004 appropriations language (P.L. 108-199). CRS assisted committee staff and prepared a widely used analysis of the rationale and implications of the appropriations language and its implementation.

#### ***Pension Reform***

Many traditional pension plans experienced declines in the value of their pension fund assets as a result of the stock market decline from 2000 through 2002, and increases in the value of plan liabilities due to historically low interest rates. The

President signed into law P.L. 108-218, the Pension Funding Equity Act, which amends the Internal Revenue Code and the Employee Retirement Income Security Act (ERISA) with respect to funding requirements for defined benefit pension plans. Throughout the legislative process CRS assisted Congress by providing research on pending funding issues and assisting with legislative language.

#### ***Social Security***

While major reform of the Social Security system was not a primary legislative focus of the 108th Congress, there was active debate around issues associated with the program's long-term solvency and with other program components. CRS assisted the Congress with technical support evaluating these proposals, including analyses of the impact on benefits of these proposals using simulation models. In the early part of the Second Session, Congress passed the Social Security Protection Act of 2004 (P.L. 108-203), which imposes stricter standards on individuals and organizations serving as representative payees for Social Security and Supplemental Security Income (SSI) recipients; makes nongovernmental representative payees liable for misused funds and subjects them to

The Service provides immediate online access to key research products on critical policy areas through its Current Legislative Issues system.

During FY2004, direct congressional access to CRS experts remained a key component of service to the Congress.

civil monetary penalties; tightens restrictions on attorneys who represent Social Security and SSI disability claimants; limits assessments on attorney fee payments; prohibits fugitive felons from receiving Social Security benefits; modifies the “last-day rule” under the government pension offset; requires certain noncitizens to have authorization to work in the United States at the time a Social Security number is assigned, or at some later time, to gain insured status under the Social Security Program. CRS analyzed the implications of alternative elements of this legislation.

CRS worked with committees of jurisdiction to review foreign social security systems and the U.S.–Mexican totalization agreement, which was signed by the President, but not agreed to by the Congress. This agreement served to coordinate benefits for workers who earn credits under both the U.S. and Mexican social security systems. Additional work in the social security area focused on the impact of potential changes in the Windfall Elimination Provision (WEP) of Social Security. Using a simulation model, CRS provided estimates of the impact of this provision on current law and proposed alternatives on worker benefit levels.

### ***Special Education***

CRS analysts provided ongoing assistance to Congress as it considered reauthorization of the Individuals with Disabilities Education Act (IDEA). CRS analysts helped committee staff and Members in the development and consideration of these bills. Collaborative efforts between education and legal analysts included comprehensive analyses of the House and Senate passed IDEA reauthorization bills, plus comparisons of these bills with each other and current law. Other analytic activities included numerous simulations of various funding scenarios and various proposals for state administrative set-asides, as well as estimations of the impact of possible alternatives for modifying IDEA state and local fiscal requirements so that increased federal funding could be used in part to reduce the state and local financial burden of providing special education and related services to children with disabilities.

### ***Election Law***

In December 2003, when the Supreme Court upheld key portions of the Bipartisan Campaign Reform Act (BCRA), CRS reported on the impact of the High Court decision on the law. In addition, CRS

provided analyses on the effectiveness of BCRA, the application of federal election law to tax-exempt Internal Revenue Code Section 527 organizations, issues relating to Federal Election Commission interpretation of BCRA, and new regulation of electioneering communications and political party soft money.

### ***Criminal Justice and Gun Control***

Congress called on CRS expertise to assist several committees and Members on legislative efforts affecting gun control, DNA testing for law enforcement and postconviction purposes, federal prison industries, and law enforcement funding. Two gun control bills were enacted, one exempting certain law enforcement officers from state laws prohibiting the carrying of concealed weapons, the other extending the undetectable firearms ban for 10 years. In an analysis of the semi-automatic assault weapons ban, CRS reviewed data from several studies and offered an assessment of major arguments offered by both proponents and opponents of the ban, as well as provided options for better data collection regarding the use of assault weapons in a crime.

CRS legal experts worked on questions concerning the regulation of firearms and legislation

addressing the prohibition of lawsuits against firearm manufacturers and dealers. CRS assisted Congress in its consideration of the District of Columbia Personal Protection Act, which would alter District of Columbia law to reduce current restrictions on the possession of firearms in the District. Analysts advised congressional staff on Senate proposals to immunize firearm and ammunition manufacturers and dealers from lawsuits resulting from the misuse of firearms. Since the passage of the Law Enforcement Officers Safety Act of 2004 (P.L. 108–277), CRS analyzed the requirements and constitutional implications of the law.

### ***Family Law/Domestic Relations***

As Congress considered the issue of same sex marriage and various proposed constitutional amendments to define marriage, CRS researched the applicable state laws, the provisions of the Federal Defense of Marriage Act, and possible constitutional challenges to it. CRS also analyzed the legal consequences of a variety of proposed constitutional marriage amendments and helped prepare staff for congressional hearings and floor action.





# Management Initiatives

**Management initiatives included efforts to provide immediate assistance to Congress upon the release of the 9/11 Commission Report, continuing the formation process of a Knowledge Services Group (KSG) to better serve the information needs of the Congress, integrating newly hired staff, reviewing the authoring system of CRS products, consolidating the CRS computer databases, and refining internal communications procedures.**

## **Response to the 9/11 Commission Report**

Upon release of the report by the National Commission on Terrorist Attacks on the United States (the 9/11 Commission Report), a CRS interdisciplinary team provided immediate assistance to Congress in analyzing the report's recommendations. CRS provided 70 written products addressing the subjects it highlighted and legislative response to the report's recommendations. CRS analyses and reports were highlighted on the CRS Web page, and experts were available for consultations and briefings.

## **Knowledge Services Group**

The Director appointed a Knowledge Services Project Leadership Team (KSPLT) to implement plans for a reorganization of CRS information professionals into a Knowledge Services Group (KSG). The goal of the KSG, upon formation, is to

support the CRS mission by advising and informing Congress and CRS staff in the selection, organization, creation, and accessibility of customized authoritative research and information.

The KSPLT developed a KSG concept of operations model that includes both an operations and a business concept. The business concept proposed that the KSG be comprised of information professionals partnering with CRS analysts and attorneys to provide authoritative information research and policy analysis to Congress. The operations model included an innovative arrangement of KSG staff to foster collaboration by clustering information professionals and analysts together by broad policy issue area. This collaborative approach will allow CRS to provide rapid yet thorough responses to Congress combining analysis and information.

### **Succession Planning**

During fiscal years 2003 and 2004 CRS hired nearly 150 new staff as anticipated departures due to retirement increased. The successful integration of these staff remains a high priority and represents an important phase in CRS succession planning efforts. New hires attend the CRS orientation program and are assigned mentors. In addition, it is the responsibility of managers, supervisors, and staff to ensure their smooth transition into the work and service-oriented culture of CRS and their full understanding of the CRS mission. To emphasize its importance, in early FY2004 the integration of new staff was a topic of discussion at the CRS senior managers' annual management review. To contribute to that discussion, a group of new hires was requested to provide feedback on how they and other new hires view CRS's efforts to incorporate them into the work of CRS. Based on this and other discussions concerning new staff, improvements were recommended and implemented resulting in a more consistent approach to their integration across the Service.

### **Authoring System**

The Director approved a contract for an independent review of the Service's system for

authoring CRS reports and distributing them through the CRS Website and in print. The contractor met with each of the research divisions to understand their current authoring and production process and to assess their particular requirements. The review analyzed all current systems and requirements and will make recommendations to improve the Service's authoring and distribution systems.

### **Consolidated Database**

In order to improve cross-service support and reduce duplication of effort, the Service began work on a corporate database that will eventually consolidate information on several systems, including product creation, workforce, and finance. A series of releases have been scheduled and will allow CRS to be more efficient in accessing its electronic information when authoring products and making CRS expert contact information available to the Congress.

### **Current Legislative Issues (CLI) System**

The CRS Current Legislative Issues (CLI) system, accessible to the Congress from the CRS Website Home Page, supported the need for immediate research in public policy areas identified by CRS

## Current Legislative Issues

<a href="#">Agriculture</a>	<a href="#">Homeland Security</a>
<a href="#">Appropriations</a>	<a href="#">Immigration</a>
<a href="#">Budget</a>	<a href="#">Internet / Telecom</a>
<a href="#">Defense</a>	<a href="#">Iraq</a>
<a href="#">Economy</a>	<a href="#">Justice</a>
<a href="#">Education</a>	<a href="#">Labor</a>
<a href="#">Energy</a>	<a href="#">Retirement</a>
<a href="#">Environment / Natural Resources</a>	<a href="#">Science / Technology</a>
<a href="#">Financial Sector</a>	<a href="#">Social Policy</a>
<a href="#">Foreign Affairs</a>	<a href="#">Social Security</a>
<a href="#">Government</a>	<a href="#">Tax</a>
<a href="#">Health</a>	<a href="#">Terrorism</a>
	<a href="#">Trade</a>
	<a href="#">Transportation</a>
<a href="#">All Issues by Category</a>	
<a href="#">Expanded A-Z List</a>	

research staff as active and of current importance to the Congress. All products were maintained to reflect significant policy developments.

The CLI system is organized around issues identified by CRS experts as significant policy challenges they anticipate the Congress will address through legislative enactment or oversight, with requests for congressional support expected. Each issue is supported by CRS products most directly addressing prevailing policy questions. In FY2004 CRS developed and maintained about 180 CLIs. The CLI system is maintained by linking to electronic product files that display the most current version of each product; by ongoing review of new products and legislative issues; and by periodic, systemwide reviews in which the entire CRS research staff participates.

### **Business Continuity and Contingency Plan**

In FY2004 the CRS Continuity of Operations Plan and related documents were updated and refined. A CRS Critical Infrastructure Protection Plan was developed and continuously updated to identify and describe the critical technical systems that would be required to continue core business functions if

displacement from the Madison Building occurred, inform CRS management about current issues surrounding technical resources at various alternate facilities, assess the readiness of our ability to restore these systems as related to the progress and development of the Alternate Computing Facility, and discuss options to address vulnerabilities.

The CRS Director approved establishment of the Offsite Work Team. Its task was to develop and recommend methods to test CRS ability to serve the Congress in the event the Madison Building is unavailable and staff are attempting to work from alternate work sites (including both CRS provisioned facilities and private homes). The team delivered its report in September 2004, which identified the research-related functions that need to be performed in a test along with the required resources for successful testing. The first test was planned for October 2004.

### **Consolidation of Research and Copy Centers**

CRS closed one of the five reading and research centers in order to maximize efficient use of resources. Collections in this center were integrated into the CRS general collections and duplicative



subscriptions and other information materials were eliminated, thus reducing costs.

As the distribution of CRS products through the Website increased dramatically, CRS examined the impact this had on congressional demands for paper copies and on the workload of CRS copy centers operated by an outside contractor. The effectiveness of the CRS Website allowed one of the three copy centers to be closed. This reduced the FY2004 overall cost for this contract (a decrease of 20 percent) as well as lowered equipment leasing costs (a decrease of 13 percent).

**Internal Communications**

CRS continued its efforts to enhance further internal communications by focusing both on content and channels of communication. CRS conducted two all-staff surveys to evaluate the effectiveness of specific changes made the previous year. The first was the survey on the Tuesday Morning Update, which is a weekly electronic newsletter prepared for CRS staff to convey business, operational and policy matters. The survey results led to several modifications in the newsletter. The second all-staff survey addressed all components of the CRS communications program

and elicited staff input to the effectiveness of communication throughout the organization. Other work to improve internal communications included review of the 2002–2003 strategic plan; refreshed membership in two communications-related teams; identification of a permanent mechanism for continuing CRS informal lunchtime discussions; and review of a contractor-prepared assessment of communications-related changes within CRS.



# Technology Initiatives

**To accommodate the growing use of the Internet by Congress and ensure the availability of CRS products, the Service increased Web services available to the Congress, enhanced the technical infrastructure to include upgrades of computers, better server capability, and improved security and reliability of CRS information.**

## **Web Services**

The CRS Website continues to be the primary delivery mechanism for CRS analysis and expertise; over 85 percent of the distribution of CRS products was through the Web in FY2004.

Besides accessing CRS written analyses, congressional staff are also using the Website to identify CRS experts on selected topics of interest. The “Contact Experts” pages, which identify CRS analysts in specific policy areas and provide their phone numbers, were enhanced to include links to e-mail addresses. Experts lists on strengthening the intelligence function and intelligence oversight were made available. In response to client interest, an existing “Congressional Processes” page of CRS contacts was given heightened visibility by adding it to the “Contact Experts” section of the site.

The CRS Home Page highlighted various Current Legislative Issues throughout the year, listing CRS

products on such active issues as mad cow disease, ricin concerns, and policy areas covered by the 9/11 Commission’s report, as well as on budget, energy, education, the environment, justice, labor, tax, and a range of other public policy matters on the legislative agenda. Live Webcasts of CRS seminars on areas of public policy interest, including Iraq and the U.S. economy, were also offered throughout the year.

## **Technology Infrastructure**

The major goal of CRS technology infrastructure is to build and sustain technical infrastructure and services that enable the Service to fulfill its mission of providing the Congress with comprehensive and reliable analysis, research and information services. The Service does this by having highly skilled individuals and teams dedicated to providing CRS staff with a responsive and secure technical environment that is built upon the most effective



technology and implemented using best business practices. In FY2004 CRS continued its focus on collaborative computing, quantitative analysis, security, and disaster recovery. Of note in the past year were the continuing efforts in a number of key areas at the Service, including upgrades of desktop computers and printers, enhancement of the server and storage capacity supporting quantitative analysis, and implementation of systems for ensuring automatic security upgrades.

To improve cross-service support and reduce duplication of effort, the Service began work on several initiatives, including a corporate database that will eventually consolidate information from product creation, workforce and finance systems. CRS also undertook efforts to improve its information technology (IT) planning and management controls by adopting System Development Life Cycle processes and beginning work on development of an Enterprise Architecture and IT Investment Management Program.

### **Security and Reliability**

Information security and system reliability continued to be a major focus of CRS technology support. Working in coordination with the Library's

Office of Information Technology Services, CRS made significant progress on the implementation of its plan for an Alternative Computing Facility currently scheduled for full operation in the second quarter of FY2005. The Service enhanced its intrusion detection systems and continued regular vulnerability scanning of its desktop computers and servers to ensure that the latest patches and antivirus software were installed and current. One measure of the effectiveness of CRS security programs is that CRS did not experience a single major intrusion or security incident during the year.

### **Info Pack Elimination**

In recognition of clients' growing reliance on the CRS Website, the decision was made to discontinue the print info pack product line in favor of a Web-based solution. Retired info packs were replaced with new "Constituent Services" pages that provide nonpublic policy-related research and information materials specifically tailored to assist with speech writing and other representational duties. The entire Reference Desk section of the Website was reorganized and retooled to improve usability. The Service created two new customizable CRS Web pages, "Student Financial Aid" and "Business

CRS increased the number of Web services available to the Congress, enhanced the technical infrastructure for delivery, and improved the security and reliability of CRS information.

Opportunities with the Federal Government,” (modeled after the successful CRS page “Grants and Foundation Support”) that Members may place on their Websites for constituents.

**Inquiry Status and Information System (ISIS)**

ISIS is the CRS database enabling reliable response to congressional requests. It provides immediate access for tracking information on congressional inquiries and provides statistical data for budget, program and personnel planning. ISIS software coding is currently being rewritten for portability. ISIS is being moved from a client server environment to a Web-based platform. This will allow staff to use ISIS in times of emergency when CRS is operating out of Landover, the Alternative Computing Facility or some other alternative, emergency location. Inquiry management is working closely with the CRS Technology Office on design features of this project, and Inquiry staff are testing new applications.

The definition . . .  
is confirmed by  
the Congressional  
Research Service,  
which is the  
nonpartisan  
research arm we  
turn to when we  
have questions.

**Senator Frank R. Lautenberg**

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**CRS Organizational Chart**

## FY2004 Budget, Resources, and Other Funding

**In FY2004 CRS had an authorized staffing level** of 729 full-time equivalents and an appropriation available for expenditure of \$91,184,817. Eighty-eight percent of the fiscal year's expenditures supported staff salaries and benefits.

During this fiscal year CRS received \$235,000 from the Henry Luce Foundation in partial support of the January 2005 CRS Policy Orientation for new House Members of the 109th Congress. CRS also received \$30,782 under a FY1999 grant of \$1,629,000 from the Robert Wood Johnson Foundation, providing partial support for an integrated program of projects, workshops, and seminars designed to enhance CRS analytic capacity and enrich the CRS resources available to the Congress in health policy issue areas that likely will remain on the legislative agenda.

**In FY2004 the Office of Workforce Development**

(WRK) coordinated the recruitment and selection of a number of key positions in CRS with a focus on infrastructure positions. It expanded CRS participation in various minority recruitment and hiring programs, provided training and professional development opportunities for all categories of staff, and recognized staff members who made superior contributions toward the accomplishment of the Service's mission.

WRK staff supported the proposed reorganization of the Service's information professionals into the Knowledge Services Group (KSG) by providing organizational and position management assistance that included the development of position descriptions to capture the duties and responsibilities of staff who are part of the new organization.

WRK participated on a committee to the Library's Merit Selection Task Force as it revised the Library's Merit Selection Plan to meet the classification and staffing needs of the service and infrastructure units. Through its representation on this committee and others, such as the AVUE Users Group and the Staffing/Classification Service Unit Committee, CRS contributed to changes that will enhance the

Library's Merit Selection Plan and the CRS ability to recruit and select the best candidates for its positions.

**Recruitment and Selection**

Using a combination of the Library's traditional hiring mechanisms and special programs, CRS made 57 selections to permanent/indefinite positions, including three noncompetitive reassignments from the Library, the Federal Presidential Management Fellows (PMF) Program (six positions), and the Hispanic Association of Colleges and Universities Cooperative Education Program (one position). This included 52 professional and administrative positions representing a variety of analytical disciplines, information technology specialties and administrative professions, and five support positions. Of the permanent/indefinite hires, 35 are women (61 percent) and 25 are minorities (44 percent). The Service also hired 30 temporary staff. Of the temporary hires, 18 (60 percent) are women and 21 (70 percent) are minorities.

The FY2004 permanent hires included six selections made through the PMF Program, the highly competitive program administered by the U.S. Office of Personnel Management designed to

# Human Resources and Staff Development

attract the nation's top graduate students to careers in public service. The six hires included two women, one African-American man, and one Hispanic man. CRS also used a new special hiring program, the Hispanic Association of Colleges and Universities Cooperative Education Program to place a Hispanic candidate into a permanent position.

CRS hosted several employees from other federal agencies to work in its research divisions: one PMF participant to serve on a rotation, one detailee from the Department of Defense under the auspices of the Executive Potential Program, one detailee from the National Science Foundation to serve as a Research Fellow, and two detailees under the auspices of the U.S. Air Force Fellows Program.

### **Diversity Efforts**

Using a combination of its partnership programs and a Librarywide internship program, CRS hosted 10 undergraduate and graduate student interns (five women and five men) in the summer of 2004. CRS continued its efforts to expand its Student Diversity Internship Program (SDIP) to include the Congressional Black Caucus Foundation Congressional Fellows Program, Morgan State University, and Tuskegee University. This brings the

total number of partner organizations participating in the SDIP to seven. Other partners are 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 three Historically Black Colleges and Universities (Clark Atlanta University, Morehouse College, and Spelman College).

WRK staff worked throughout the year 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 these various groups and organizations in order to promote CRS positions more effectively. The Service also continued its participation in annual career fairs and other recruitment events sponsored by minority organizations and hosted special orientation sessions for minority students serving in congressional offices.

### **Staff Training and Professional Development**

CRS enhanced the offerings of training and

professional development opportunities with the launching of the Supervisory and Management Skills Series Leadership Training. More than 60 Section Heads and other managers, including members of the Service's senior leadership team, participated in a comprehensive six-module training course.

WRK continued to offer the CRS New Employee Orientation Program in addition to comprehensive training and professional development programs for all staff, with a focus on professional writing, critical thinking, and presentations skills. These classes continued to receive excellent evaluations from staff. CRS also supported staff participating in conferences, seminars, workshops and specialized training to offer professional development opportunities and enhance staff knowledge in a variety of work-related subject areas.

The Service began working with the Library to expand the Pathlore Learning Management System that will offer online training opportunities to staff in addition to its course registration component currently being used for mandatory training

### **Staff Recognition**

It is CRS policy to acknowledge an employee's superior performance and contributions that exceed



job requirements. The Service understands that an effective recognition program contributes to maximum staff performance and satisfaction and to the achievement of the mission and goals of the organization. In keeping with that policy, during FY2004 CRS presented awards to 351 employees in recognition of their exceptional contributions. In addition to special achievement and on-the-spot awards, they included two superior and meritorious service awards. All CRS staff were invited and encouraged to attend the 2004 ceremony and reception in support of colleagues receiving awards. Team awards were published in the CRS newsletter as another means of recognizing the contributions staff make toward fulfilling the Service's mission.

In FY2004, CRS expanded participation in minority recruitment and hiring programs, provided training and professional development opportunities, and recognized the superior contributions of staff members.

# Types of CRS Support to the Congress: Research Services and Products

**Throughout FY2004 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 distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as subsequent events occur for issues that are of ongoing interest to the Congress

and withdrawn when they are no longer accurate or useful. Reports are available both in printed form and electronically on the CRS Website. CRS produced 838 new report titles this fiscal year; 5,092 active reports (titles) were available at the end of the fiscal year.

### *Issue Briefs*

Issue briefs, a unique CRS product, are concise briefing papers (16 pages maximum) on issues considered to be of major legislative importance to the Congress. Briefs are available both in printed form and digitally on the CRS Website. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze policy options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided, and a short bibliography of additional references is listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity. While analytical findings on an issue may be drawn, issue briefs, like other CRS products, do not make

legislative policy recommendations. There were 11 new issue briefs initiated in FY2004; 129 active issue briefs were available at the end of the fiscal year.

### ***Congressional Distribution Memoranda***

These memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated or when the transiency of the issue and the product make its inclusion as an advertised 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 an issue brief or a CRS report, as appropriate.

### **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 issue briefs and reports, audio and video recordings of CRS programs, updates and analyses of annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other services. The Website also offers selected pages on

the legislative process, legal, and basic resources for work in congressional offices; and links to information on constituent services.

### ***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; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the General Accounting 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.

### ***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 e-mail subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the “Floor Agenda” are linked for electronic delivery to subscriber desktops.

### ***Current Legislative Issues***

The Current Legislative Issues (CLI) system reflects policy areas identified by CRS research staff as active and of current importance to the Congress. All products presented as CLIs are maintained to address significant policy developments. On occasion the system is used to facilitate the contribution of CRS expertise in situations requiring immediate attention of the Congress on an unanticipated basis. By the end of FY2004 CRS developed and maintained 182 CLIs.

### ***Appropriations***

The CRS Appropriations CLI and Status Table continued to provide comprehensive legislative analysis and tracking for each of the 13 annual appropriations bills, two supplementals and three

continuing resolutions. During the past year CRS also provided an Online Page Guide to the FY2005 Consolidated Appropriations Act (P.L. 108–447), covering nine of the appropriations, across-the-board spending cuts, and technical corrections.

### ***CRS Programs Listserv***

Launched in fiscal 2001, this e-mail notification system provides subscribers with descriptions of current CRS programs and links to online registration forms.

### **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 requesting Members and committees.

### ***Confidential Memoranda***

Confidential memoranda are prepared to meet specific congressional requests, and are often designed to meet the needs of the congressional

reader with a high level of expertise in a given topic. These memoranda of the original congressional requester are not distributed further unless permission has been given. 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 also prepares “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 public policy issues before the Congress, the legislative process, congressional office operations, committee matters, or general orientations to CRS services and products.

### ***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 such as 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.

### ***Telephone Responses***

Telephone responses to inquiries are a vital element in the CRS information exchange with the 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.

### **Seminars and Briefings**

CRS co-sponsored with the Carl Albert Congressional Research Center at the University of Oklahoma a one-day conference—“The Changing Nature of the House Speakership: The Cannon Centenary Conference.” This historic event featured speeches

by the current Speaker, Hon. J. Dennis Hastert and all three living former Speakers: Hon. James C. Wright, Jr., Hon. Thomas S. Foley and Hon. Newt Gingrich. The conference commemorated the centenary of Speaker Joseph G. Cannon, who served from 1903 to 1911.

A Public Policy Institute/Open House was attended by over 200 congressional staff. The event consisted of a series of seven workshops focusing on domestic, international and homeland security issues.

In FY2004 CRS held 150 seminars on public policy issues as well as training on the legislative and budget processes. Member and staff attendance at these events was nearly 6,000. Several programs were held in House and Senate office buildings to make them more accessible for Members and staff. A new program on legislative documents was introduced and is now being offered in the House Learning Center. “Congress: An Introduction to Resources and Procedure” was held in the Dirksen building and based on high attendance, will be regularly offered in the Senate.

CRS has offered the Federal Law Update series twice yearly for more than 20 years. Legislative attorneys and paralegal specialists have provided updates on important issues of policy directly

related to the legislative business of the Congress. This year topics included “Supreme Court Review,” “A Legal Overview of Prescription Drug Importation and Internet Sales,” the “Class Action Fairness Act of 2003,” and “Immigration and Military Law in the War on Terrorism.”

CRS conducted seminars for Members and staff on a wide range of public policy issues. Highlights of the year included public policy seminars such as “Environmental Issues in Highway and Transit Program Reauthorizing Legislation”; “The U.S. Economy in 2004: The Road to Recovery”; “Mad Cow’ Disease: Trade and Economic Dimensions”; “Military Base Closures: DOD’s Internal 2005 BRAC Selection Process”; “U.S.–ASEAN Relations: Issues and Prospects—A Dialogue with U.S. Ambassadors to Five Southeast Asian Countries”; and “Iraq: Transition and U.S. Policy.”

CRS held 45 briefings on CRS services for new congressional staff and 135 briefings for congressional interns. The briefings were given to 213 new professional staff and 3,560 interns, respectively.

### **Outreach and Evaluation**

CRS undertook several activities to ensure that Members and staff were aware of the full range of



CRS services. A simplified sign-up procedure was initiated which streamlined subscriptions to all CRS listservs available to the Congress. CRS participated in the April 2004 House Services Fair sponsored by First Call; nearly 250 congressional staff visited the CRS booth to speak with a CRS expert or information professional.

CRS experts visited over 150 House and Senate offices to brief Members and staff about CRS

services and how to quickly access them. All congressional offices were contacted and several ad-hoc phone briefings resulted. The briefings focused on CRS analytical services: memoranda, in-person briefings, and access to experts.

Measuring service effectiveness is an ongoing activity throughout CRS operations. CRS staff receive constant feedback as a result of daily interactions with Members of Congress and their staff. CRS reports and research are cited regularly by Members in the *Congressional Record* and are included full-text in congressional documents. Instances when Members mention CRS research on the House and Senate floor are regularly tracked. Other feedback is captured by the CRS Inquiry Section; the comment and request feature on the CRS Website; the CRS Member Line (a telephone number for the exclusive use of Members); ongoing office visits to brief Members and staff about CRS services; and the telephone Comment Line for congressional staff.

CRS has long used formal methods including surveys, focus groups, and interviews to obtain feedback from clients. In the past year, the Service took steps to refine the methods used to collect both qualitative and quantitative data. An evaluation plan was developed and an internal program evaluator

was hired. The goal is to more precisely standardize the ongoing process to assure the continued development and modification of CRS products and services in an ever-dynamic legislative environment.

### **Legislative Summaries, Digests, and Compilations**

Since 1935 (93rd Congress) the Bill Digest Office of CRS has had statutory responsibility for preparation of objective, nonpartisan summaries of all 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. CRS also prepares titles, bill relationships, subject indexing terms, and *Congressional Record* citations for debates and full texts of measures. During the past year Bill Digest has improved quality control and software tools related to bill analysis and tracking.

### **Other Services**

#### ***Multimedia Products and Services***

CRS provides a variety of multimedia products and technical assistance in support of its service to the Congress. These include producing video and/or audio copies of CRS institutes and seminars that

congressional staff can request for viewing in tape format or at their desktops from the Web. The Web versions are broken out into subtopics so that the viewer can go directly to the portions that are of greatest interest to them. Working with the Library's Office of Information Technology Services, CRS also provides live Webcasts of selected CRS seminars. In addition, CRS provides 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 can make arrangements to have the work completed by outside vendors.

**CRS has adopted an interdisciplinary and integrative**

approach as it responds to requests from the 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 the Congress.

**Divisions*****American Law Division***

The American Law Division provides the 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 the 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, public health, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, border security and domestic intelligence, labor and occupational safety, unemployment and workers' compensation, and issues related to the aging of the U.S. population, to children, persons with disabilities, the poor, veterans, and minorities.

## CRS Organizational Structure

### ***Foreign Affairs, Defense, and Trade***

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow worldwide political, economic and security developments for the Congress, including U.S. relations with individual countries and transnational issues such as terrorism, narcotics, refugees, international health, global economic problems, and global institutions such as the United Nations, World Bank, 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 compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, and 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 is responsible for meeting the analytic and research needs

of Congress on matters relating to government operations and oversight, intergovernmental relations, congressional organization and procedures, public finance, financial regulation, and macroeconomic policy. Issue areas related to government include the operations and history of Congress; the legislative process; the congressional budget and appropriations processes; federal executive and judicial branch organization and management; government personnel; government information policy; statehood, territories and the District of Columbia; disaster assistance and homeland security; census and reapportionment; elections and political parties; lobbying; and constitutional amendments and history. Issue areas related to finance and economics include financial institutions and market structure; financial markets and securities regulation; insurance; consumer finance, including banking, credit reporting, and financial privacy; government-sponsored enterprises and housing finance; debt and taxation; economic development; international finance, including foreign exchange and financial flows; monetary and fiscal policy; and macroeconomic conditions and indicators, such as gross domestic product, price indexes, and saving.

### ***Information Research Division***

The Information Research Division responds to requests for information research and reference assistance. The division serves the Congress by extending research techniques beyond the limitations of traditional library tools and drawing on automated files, the wide range of the Internet, local and state governments, private organizations and institutions, as well as the resources of the Library of Congress. Responses are tailored and may include preparing written reports, selecting authoritative materials, creating electronic files, as well as Web pages designed to meet the needs of Congress for continuous access to information and research. The staff in the congressional reading room and research centers provides telephone reference service and in-person consultation on resources and research strategies for congressional staff. The Product Distribution Center provides document delivery service for CRS products.

### ***Resources, Science, and Industry Division***

The Resources, Science, and Industry Division covers an array of legislative issues for the 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.

## **Offices**

### ***Office of Finance and Administration***

The Office of Finance and Administration maintains oversight of the Service's planning, management controls, financial management, and administrative activities. This includes coordinating development of the Service's strategic planning goals and annual program plans and conducting quarterly performance reviews. This office directs a full range of fiscal operations to achieve the Director's program objectives, including development of long-range budgetary requirements and associated

appropriations requests, budget execution, contracting, and fund-raising. The office also performs facilities management and asset control activities and co-chairs the Services Contract Review Board, conducts a business analysis of all proposals for external research capacity, and makes recommendations to the Director.

### ***Office of Information Resources Management***

The Office of Information Resources Management develops and maintains information services that support both the Congress and CRS staff. The office provides information support to CRS staff through its management of three Information Resource Centers, reference services, procurement of electronic and print resources, training in the use of electronic resources, and Intranet resource development.

### ***Office of Congressional Affairs and Counselor to the Director***

The Office of Congressional Affairs and Counselor to the Director provides counsel to the Director and Deputy Director on matters of law and policy—planning, developing, and coordinating matters relating to internal CRS policies, particularly as they

affect the Service's relationships with congressional clients and other legislative support agencies. The office provides final CRS review and clearance of all CRS products; 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, and takes the lead in developing, strengthening, and implementing outreach to congressional offices; records, tracks, and reports data on congressional inquiries and CRS responses; and develops and refines systems designed to provide 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, which reviews contract proposals and makes recommendations to the Director, and provides the CRS representative to the Interagency Liaison Group of legislative support agencies.

### **Office of Legislative Information**

The Office of Legislative Information develops and maintains information services that support both the Congress and CRS staff, including the CRS Website and the congressional Legislative Information System; provides summaries and status information for all bills introduced each Congress; builds and maintains the technology infrastructure of the Service as a whole; develops and applies new technologies to enhance CRS research capability and productivity; develops and implements information technology to enhance communication of CRS research to its clients; edits, produces, and distributes CRS products in both print and electronic format; and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

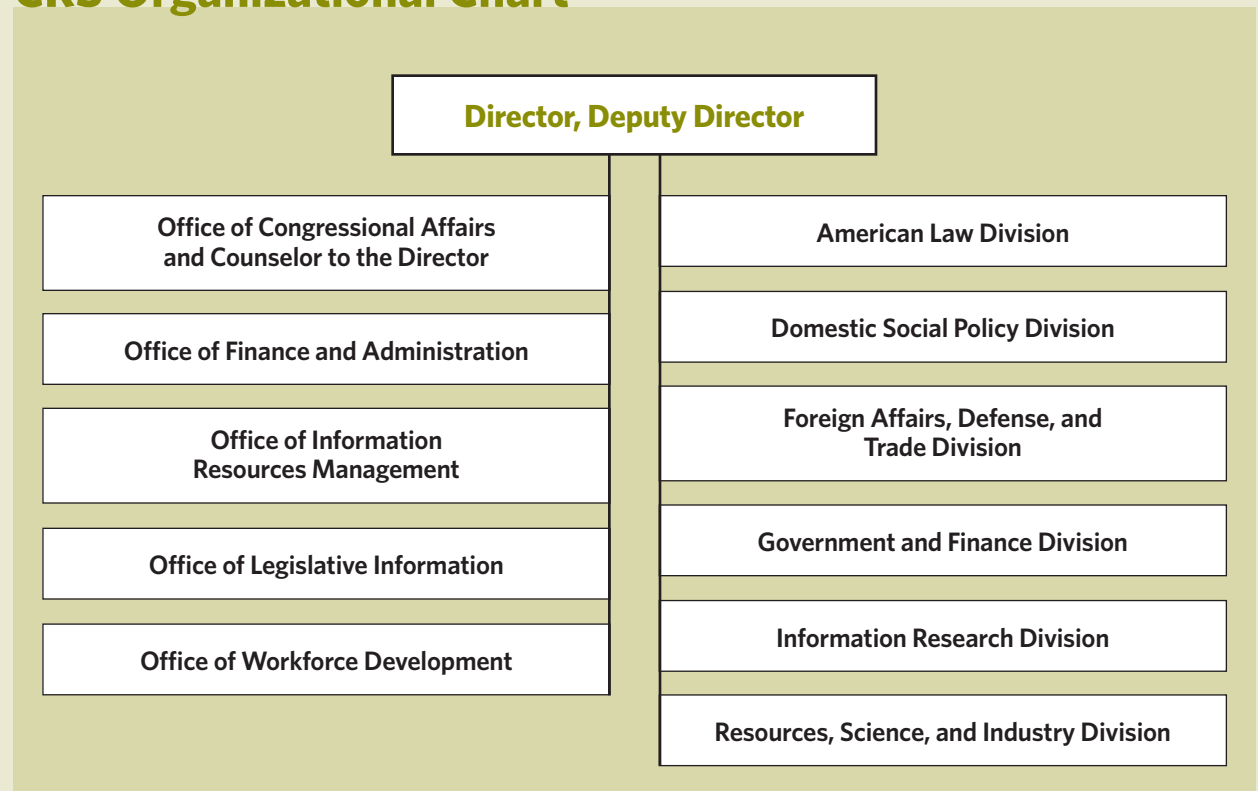
### **The Office of Workforce Development**

The Office of Workforce Development administers the Service's human resources programs and activities to include the following: staffing, recruitment, position classification, diversity, upward mobility, performance management, mentoring, special recognition, and training and professional development. This office represents the Director on

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 the Congress.

## **CRS Organizational Chart**





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