



**Congressional
Research Service**

Informing the legislative debate since 1914

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 2013

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

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I. CRS SERVICE TO CONGRESS

The Congressional Research Service (CRS) provides objective, on-demand analytical research and information to all Members and committees of Congress. The Service works exclusively and directly for Congress in support of its legislative, oversight, and representative functions. CRS maintains a shared pool of expertise to provide timely, balanced analyses of public policy issues and legislative proposals, tailored confidential memoranda, personal consultations, and briefings. This report summarizes selected CRS milestones in legislative assistance for FY2013 and highlights management initiatives to streamline operations.

LEGISLATIVE SUPPORT TO CONGRESS

The congressional agenda during the past year has been characterized by complex and controversial domestic legislative proposals concerning the Affordable Care Act and health reform, immigration, gun control, appropriations, banking oversight, and housing finance. Equally challenging were foreign policy debates in Congress regarding turmoil on several fronts in the Middle East, diplomatic security after Benghazi, rebalancing the nation's focus on Asia, foreign policy and defense budgets and sequestration, and the evolving global trade and economic landscape.

Most of these issues will continue to occupy the attention of Congress throughout the 113th Congress. Congress can continue to rely on the authoritative, objective, timely, and confidential support that CRS provides as it tackles these challenging issues. Our legislative planning process identified 150 issues that may be on the agenda for the Second Session of this Congress. The expertise and products and services the Service offers will be available at all stages of the legislative process.

INDICATORS OF CRS PERFORMANCE AND PRODUCTIVITY

In FY2013 Members and committees received information and analysis from CRS in more than 636,000 responses. Responses took the forms of answers to approximately 67,000 requests for custom analysis and research, 9,000 congressional participations in 350 seminars, institutes, and training sessions, and over half a million instances of Web site service.

By year's end, approximately 2,700 reports were updated and about 460 new traditional format reports prepared, as well as 440 legal sidebars. Legal sidebars are a relatively new Web product containing brief legal analyses of current topics. During congressional searches for information on our Web site, such CRS products were opened and viewed more than 822,000 times. Through the Legislative Information System more than 7,000 bill versions were summarized. CRS served 100 percent of Member offices and 93 percent of committees. The following table provides more details of CRS performance.

CRS Products and Services for Congress, FY2013

Total Completed Responses: Requests, Training, and Electronic Services Rendered	636,137
Custom analysis, information, and research requests ¹	66,845
Confidential and custom writings prepared	2,952
In-person briefings, consultations, and testimony completed (number of participations by CRS staff)	5,322
Responses primarily by telephone	29,869
Responses primarily by email	25,243
Other (background and other materials)	3,459
Seminar, institute, and training participants	9,637
Electronic services via the CRS Web site ²	559,655
Congressional Distribution Products and Services	
New CRS reports prepared ³	459
New legal sidebar products prepared ⁴	440
CRS report updates	2,677
Titles available at year end	9,001
CRS reports viewed ⁵	822,250
Seminars, institutes, training (number of events)	350
Legislative Information System (LIS) Activity	
Number of bill versions summarized	7,102
Congressional Offices Given Custom Services (Percentage of Total)	
Members	100%
Committees ⁶	93%

¹ Custom confidential responses created for specific clients upon their request.

² Client access to electronic format information is estimated by client traffic through the CRS home page, although they may enter the site through other pages, and use other pages more often. For example, the Search Results page was viewed 741,053 times.

³ Only includes traditional reports of a certain format.

⁴ Legal sidebar is a new type of online product which began publication in June 2012.

⁵ Reports are considered viewed when opened by a client on the CRS Web site, and more than one is often opened during an instance of client electronic service. Includes 11,976 sidebar client views.

⁶ This year the Senate Select Committee on Ethics, the Joint Committee on the Library, and the Joint Committee on Printing did not request any custom work.

Source: Mercury Request Management system, WebTrends, CRS MIS, CRS.gov Report Distribution Counts application, and other CRS data.

OUTLINE OF THIS REPORT

The remainder of this report provides highlights of CRS research and analysis on key policy issues before Congress and management initiatives during FY2013. Included as appendices are budget components, descriptions of human resources and staff development, types of support provided, CRS organizational structure, and a list of CRS products prepared during the fiscal year.

II. FY2013 HIGHLIGHTS IN LEGISLATIVE SUPPORT

CRS provided legislative support to Congress in FY2013 for the following public policy issues.

MAJOR ISSUES OF THE YEAR

The Affordable Care Act and Health Reform. The 113th Congress continued to examine and debate issues related to the Patient Protection and Affordable Care Act (ACA, P.L. 111-148 as amended). During the past year Congress deliberated over modifications to the law, considered the implications of states' decisions on whether or not to expand their Medicaid programs, and studied the implementation of ACA programs and provisions, as well as the potential impact of spending reductions under the Budget Control Act of 2011 (P.L. 112-25).

CRS supported Congress by providing overviews of the law and analysis of legislative proposals that would modify or repeal ACA, analysis of specific provisions such as those pertaining to private insurance, public programs such as Medicare and Medicaid, health care delivery issues such as workforce supply or behavioral health issues, information on implementation of the new law, and legal analyses on topics ranging from enforcement of private health insurance market reforms to the migration of Members and certain staff to the new health care marketplaces. Information professionals maintained an electronic collaborative center to ensure that analysts remained current on the issues and to provide compilations of emerging legislation and litigation resources.

Immigration Reform. CRS analysts and attorneys were actively engaged with Members and committees in both chambers in the research and development of immigration legislation throughout the fiscal year. CRS addressed proposals to increase border security and immigration enforcement, strengthen enforcement in the interior, expand verification of employment eligibility and worksite enforcement, revise nonimmigrant visa categories and legal permanent immigration, legalize some unauthorized aliens currently residing in the United States, and respond to humanitarian concerns. CRS staff provided legislative support for the bipartisan comprehensive immigration reform legislation passed by the Senate. They also assisted with the various immigration reform and border security bills considered in the House.

The Farm Bill. As both the House and Senate considered separate omnibus, multi-year bills to replace the expiring 2008 farm bill, CRS specialists provided analysis of various legislative proposals including farm commodity support, conservation, trade, rural development, nutrition, credit, energy, livestock, and horticulture and organic agriculture. Members and committees called on CRS to explain the intricacies of current farm and food policy and to help identify and analyze policy issues and options for revamping the federal farm safety net. Analysts conducted a number of well-attended seminars on all farm bill titles, with consideration of how farm bill spending is affected by pressures for deficit reduction. Throughout the farm bill process the Service assisted with preparation for legislative markup, analysis of proposed amendments, and briefings for Members and senior staff.

Government Shutdown. In anticipation of a possible shutdown, CRS assisted lawmakers with information, analyses, and in-person consultations on previous shutdowns; shutdown

planning by federal agencies, including information on agencies' shutdown contingency plans; and the process of determining which government activities (e.g., defense) would continue during a funding lapse. CRS advised Congress on legislative process questions relating to the enactment of appropriations and assessed possible ramifications of a shutdown on congressional operations as well as federal contracting for goods and services; on the execution of policies such as the Affordable Care Act, Medicaid, Medicare, military servicemember pay; and on the nation's financial health.

Intelligence Issues and the National Security Agency Leaks. Following the incident in which an NSA contractor leaked information about collection of telephone and Internet communications, Congress began debates regarding the proper scope of investigative authorities provided under the Foreign Intelligence Surveillance Act (FISA). CRS attorneys responded to congressional questions about the scope of what is considered "relevant" for purposes of FISA and whether the disclosed activities were consistent with constitutional principles embodied in the First and Fourth Amendments. They assisted with proposed legislation to regulate or modify the breadth of FISA by identifying the potential amendments to the statute that would balance privacy protections with the NSA's mission. CRS analysts examined the level of intelligence activities in the face of difficult budget choices, the domestic use of intelligence, as well as civil liberty and information protection issues.

Regulation of Firearms. In response to the shootings in Newtown, Connecticut, and in Aurora, Colorado, Congress called on CRS analysts and attorneys as it drafted legislation regarding gun control. The Service assisted with numerous legislative proposals including the legal authority to require states to share mental health records with the federal government and the expansion of background checks. CRS evaluated numerous directives issued by the President after the Newtown shooting, provided briefings to Members and their staffs on the scope of the President's authority, and analyzed issues stemming from the online sale of firearms and ammunition and the importation of firearms. Other issues of concern were penalties for gun trafficking, reinstatement of an expired federal ban on semiautomatic assault weapons, and placement of security officers in schools.

Religious Freedom and Health Care. Among the many contentious issues before the 113th Congress during the past year, the ACA requirement that employers provide contraceptive coverage provoked considerable attention. Employers with religious objections to contraception objected that the requirement infringed on their First Amendment right to freedom of religion as well as protections afforded by the Religious Freedom Restoration Act of 1993 (P.L. 103-141). Although the ACA provided a religious conscience exemption, it was unclear how this exemption applied, who was covered under it, and whether such coverage encompassed all the persons who objected on religious grounds to providing contraceptive coverage. CRS attorneys played a critical role in addressing the considerable confusion that the requirement raised. CRS kept Congress informed on how the issue was evolving, especially in light of the Obama Administration's ACA rulemakings, and the status of litigation engendered by the provision.

Keystone XL Pipeline. Debate on the merits and potential risks of the Keystone XL pipeline continued throughout the year. President Obama highlighted the role of Keystone XL in facilitating use of fossil fuels and in generating greenhouse gases and the significance of greenhouse gas emissions for the pipeline approval process when he announced his climate change initiative in June. CRS tracked and analyzed the Obama Administration proposals and

supported Congress with analytical reports addressing several House bills concerning the pipeline and the State Department's authority to approve or deny permits for such projects, including a bill that would legislatively approve the project.

Liquefied Natural Gas Exports. Congress expressed interest in the increased U.S. natural gas supply and the possibility of exporting liquefied natural gas (LNG). During the past year the Department of Energy approved four permits to export LNG to non-Free Trade Agreement countries, with dozens of other applications pending. CRS experts presented a seminar on LNG exports in March and testimony before Congress on the issue the following month. Throughout the year CRS analysts responded to numerous requests for memoranda, briefings, and consultations on LNG, and in July the House considered a bill that would expedite the permitting process for natural gas exports.

Hydraulic Fracturing. Despite relatively low natural gas prices, developers continued to work to expand North American oil supply. Unconventional shale gas development has been of interest to Congress, although it, together with shale oil, depends on advanced horizontal drilling and hydraulic fracturing technologies. Concerns over water contamination, water demand, fugitive gas emissions, and the potential for induced seismicity associated with the development led Congress to hold hearings and introduce bills that would change the Environmental Protection Agency's regulatory authority over hydraulic fracturing. CRS analysts and attorneys collaborated to ensure the environmental and economic issues were addressed effectively. CRS attorneys briefed Congress on how environmental requirements, such as those imposed by the National Environmental Policy Act (42 U.S.C. Secs. 4321-4347), operated in the context of hydraulic fracturing.

America COMPETES Act. The ability of U.S. industry, national laboratories, and other stakeholders to provide innovative science and technology breakthroughs in a global economy continued to be of great interest to Congress. The America COMPETES Act of 2010 (P.L. 111-358) provided a broad framework for funding national R&D priorities to assist these efforts. As lawmakers sought to implement this Act, CRS experts worked with Congress to assess and analyze the funding mechanisms for these priorities and examined the role the federal government has in supporting science, engineering, and mathematics education.

Government Procurement. Congress routinely consulted with legislative attorneys and analysts on oversight of agency procurement practices and sought advice on legislation to amend procurement laws. Assistance included briefings on preferences for small businesses, suspension and disbarment, and procurement-related issues concerning the Job Corps program. Written products, often prepared in anticipation of legislation or oversight hearings, concerned other procurement preferences, the basics of federal procurement, and miscellaneous emerging controversies.

Housing Finance. While housing markets in general continued to recover during FY2013, Fannie Mae and Freddie Mac, two government sponsored enterprises, continued to operate under conservatorship, while guaranteeing refinanced mortgages and paying their profits to the Treasury as dividends. The Federal Housing Administration drew on Treasury and, together with Fannie Mae and Freddie Mac, continued to dominate the mortgage market, with little other lending. CRS economists and legislative attorneys assisted Congress as it deliberated reform of the mortgage finance system by preparing and maintaining a large portfolio of written analyses

of options regarding the future disposition of Fannie Mae and Freddie Mac as well as other elements of mortgage markets that have been the subject of legislative interest.

Supplemental Nutrition Assistance Program. The cost of the Supplemental Nutrition Assistance Program (SNAP, the program formerly known as food stamps) has increased over recent years. Federal expenditures for SNAP were \$78.4 billion in FY2012, up from \$33.2 billion in FY2007. In 2013 Congress considered a number of proposals to reduce SNAP costs. CRS responded by providing background information on SNAP program rules, as well as analyses of a number of the cost-saving proposals such as restricting SNAP “categorical eligibility” and changing benefit calculation rules for certain recipients of energy aid.

Student Financial Aid. Amid growing concerns about the affordability of college and mounting student loan debt, Congress sought to avert a scheduled increase from 3.4 percent to 6.8 percent on the fixed interest rate applicable to new subsidized loans made through the William D. Ford Federal Direct Loan program. Efforts culminated with the passage of the Bipartisan Student Loan Certainty Act of 2013 (P.L. 113-28), which enacted new student loan interest rate-setting formulas. CRS provided extensive support by identifying and analyzing student loan interest rate policy options and preparing estimates of the effects of varied options on borrowers’ payments.

Regulations and Rulemaking. CRS assisted Congress as it considered the issuance and implementation of rules promulgated by federal agencies. This assistance involved explaining and evaluating the executive orders and statutory requirements that govern the current rulemaking process and helping congressional staff identify and track regulations from specific agencies or statutes such as the ACA. Other support included help to staff engaged in oversight of agencies responsible for issuing rules implementing the Dodd-Frank Act (P.L. 111-203) and other financial reform efforts, oversight of the Jumpstart Our Business Startups Act (JOBS Act, P.L. 112-106) implementation, regulation of money market funds, and reauthorization of the Commodity Futures Trading Commission.

Federal Response to Hurricane Sandy. CRS analysts were actively engaged with Congress from the initial landfall of Hurricane Sandy in October 2012 through passage of the Disaster Relief Appropriations Act, 2013 (P.L. 113-2) and beyond. The law contains billions of dollars in additional borrowing authority for the National Flood Insurance program and disaster relief funding, together with provisions relating to disaster response and recovery. Analysts from across CRS held an open house for congressional staff on the emergency response to the hurricane and provided on-the-spot consultations in response to a high demand for information and analysis. Experts identified several sources of federal funding that affected families could use to compensate for losses and to rebuild. They also identified federal requirements for health system continuity during disasters and pointed out gaps in these requirements in order to mitigate the effects of future disaster on the nation’s health care system. Analysts also consulted extensively with Congress concerning the implications of the provisions of the Budget Control Act (P.L. 112-25) for the Hurricane Sandy supplemental appropriations bill.

Middle East Turmoil. Unrest in the Middle East continued to present Congress with challenges on many fronts. For countries that had undergone fundamental governance changes, such as Egypt, Tunisia, Yemen, and Libya, transitions to stable, responsive new governments proved elusive. Even Bahrain, Jordan, and Lebanon, which did not witness such sweeping

changes, confronted diverse challenges ranging from sectarian discord to refugee absorption to security threats from extremist groups and militias. CRS provided Congress with analysis on a broad range of issues addressing this set of complex developments.

CRS experts addressed numerous country-specific and regionally focused issues during this period of turmoil. Experts assisted Congress as it dealt with civil war in Syria and dilemmas such as whether and how the United States should intervene in that conflict, particularly following the major use of chemical weapons that resulted in the death of more than 400 people. Congress looked to the Service for information and analysis on the nature and size of Syria's chemical weapons' stockpile and delivery capabilities as well as the implications of Syria joining the Chemical Weapons Convention. CRS attorneys provided briefings and written products on declarations of war and authorizations for the use of force, as well as on congressional authority to limit military operations, while analysts explored operational and political issues associated with the possible U.S. use of military forces against Syria.

CRS offered ongoing support following Egyptian President Mohammed Morsi's overthrow and the increasing unrest and polarization between government forces and Muslim Brotherhood sympathizers, including questions related to prospects for U.S. aid to Egypt and the future of bilateral, political, economic, and security ties.

CRS also offered expertise on the technical aspects of Iran sanctions laws, analysis of how those laws were implemented and what effects they had on Iran's economic policy, and ongoing monitoring and analysis of the Iranian political arena, foreign policy, and nuclear programs. Congress frequently called on Service analysts to explore various aspects of the interim agreement between Iran and the Group of Six to try to resolve outstanding issues regarding the status of Iran's nuclear program.

Diplomatic Security after Benghazi. The terrorist attack at a U.S. facility in Benghazi, Libya, sparked an extended period of intensive congressional scrutiny over a broad range of related issues including the circumstances of the attack and the Obama Administration's response, the formal post-attack inquiry process and response, and the funding and programs to support the security of diplomats and U.S. facilities overseas. CRS experts supported Congress over a sustained period of time while it convened more than a dozen hearings and considered a range of legislative proposals. CRS produced assessments and analyses addressing multiple security issues stemming from the Benghazi attacks, including complex funding information for accounts that support diplomatic security and numerous draft proposals to amend existing practices and law.

Guantanamo Detainees. CRS attorneys continued to address legal issues surrounding the detention of enemy belligerents at Guantanamo Bay, Cuba, and measures enacted in the National Defense Authorization Act for FY2013 (P.L. 112-239) addressing these detainees. Policy analysts examined the impact of detention policy on U.S. foreign nationals.

Foreign Policy and Defense Budgets and Sequestration. Funding levels for international affairs continued to be a targeted focus for potential cuts in discretionary spending by Congress. CRS analysts addressed the evolving budgetary landscape, explained processes and trends involved with sequestration, and analyzed key issues such as overseas contingency operations, increases for diplomatic security, and international food aid reform. CRS experts also reviewed strategic priorities in the FY2014 defense budget, assessed long-term trends in the defense

budget, analyzed military procurement, and provided consultative support on costs associated with various force structure options that could result from the expected reduction in U.S. forces over the next decade.

The Evolving Global Trade and Economic Landscape. Congress has a constitutional authority to regulate foreign commerce, which includes legislation to delineate U.S. trade negotiating objectives and to implement trade agreements. CRS assisted Congress with its agenda of trade and economic issues in such areas as exchange rate policies, export finance and promotion, export controls, intellectual property rights, and U.S. trade relations with China, Latin America, Europe, Asia-Pacific, and Africa. Experts advised Congress on four major areas of focus: the Trans-Pacific Partnership, a free trade negotiation among the United States and eleven countries in the Asia-Pacific; the Trans-Atlantic Trade and Investment Partnership, another comprehensive and high-standard free trade agreement; possible renewal of the Trade Promotion Authority, which expired in 2007; and international financial developments since the 2008 financial crisis, which included analysis of financial regulatory reform policies in the world's major economies and comparison of such reform proposals to those offered under Dodd-Frank.

Addressing a Rising China: Rebalancing to the Pacific. Congress has become increasingly concerned with U.S. policy toward China given a number of growing challenges — China's assertiveness in the East and South China Seas, China's growing naval capacity and its heavy investment in other military capabilities, Beijing's economic and trade policies, and the impact of a new generation of leaders who have assumed power in China. CRS supported Congress in a number of ways, ranging from studies of China's political transition and detailed examinations of its economic institutions and military capabilities, to a survey of East Asian maritime territorial disputes and studies of U.S.-Taiwan relations.

FOREIGN RELATIONS, DEFENSE, AND TRADE

Global Security Threats. CRS provided legislative and oversight support to Members of Congress concerning the U.S. response to new and evolving threats around the world, including nonproliferation and arms control, civilian nuclear power cooperation across nations, nuclear weapons programs worldwide, and the implications of the discovery of Cuba's shipment of North Korean weapons through the Panama Canal. Analysts examined issues such as prospects for ballistic missile defense in East Asia, nuclear developments in North Korea, cybersecurity, the future of U.S. relations with Pakistan and counterterrorism efforts.

Military Strategy. As the United States continued to implement changes in its overall security strategy, experts in the Service responded to congressional interest in the future of military operations in Afghanistan, especially options for the U.S. military following its significant withdrawal from Afghanistan by the end of 2014. During the planned drawdown of U.S. troops in FY2013, Congress called upon CRS for assistance as Members conducted oversight of U.S. assistance to Afghanistan and assessed the capabilities of Afghan political and military forces after the departure of most outside forces.

Defense Acquisition Reform. CRS analysts addressed congressional concerns about Department of Defense (DOD) cost overruns and general efficiencies associated with DOD acquisition practices. This included evaluating implementation of the Weapons System

Acquisition Reform Act of 2009 (P.L. 111-123), which was intended to establish guidance on estimating costs, conduct developmental testing and evaluation, and require periodic assessment of the technological maturity of major defense acquisitions. CRS analyzed the DOD's "better buying initiative" that was launched in 2010 and subsequently revised to emphasize improving the acquisition workforce. The Senate also reviewed initiatives designed to bolster U.S. small business in its efforts to participate more effectively in the competition for DOD contracts.

Military Health. CRS analysts addressed a number of issues related to the health care available to military servicemembers, military retirees, veterans, and their dependents and survivors. Years of overseas deployments in theaters of war have resulted in cases of brain injuries, amputations, and mental health problems. Congressional concerns centered on assessing the adequacy of providing specialized benefits for such combat injuries in an era of budget constraints. CRS also examined post-traumatic stress disorder and potential related oversight issues for Congress and assessed the military's TRICARE and VA health care.

Russia. Challenges posed by Russia's domestic and foreign policies drew the attention of lawmakers in FY2013. Congress called on CRS as it considered whether to authorize permanent normal trade relations with Russia, impose sanctions on Russians engaged in human rights violations, and explore links between the Boston Marathon bombers and Russian terrorists. Other concerns were Russia's continued occupation of territory in Georgia and Russia's stance on other contentious issues, including Iran's nuclear program, Moscow's opposition to U.S. and NATO missile defense plans in Europe, and the Russian backing of the Assad regime in Syria. CRS also supported Congress with other aspects of U.S.-Russian relations as Vladimir Putin returned to the presidency.

Terrorist Threats in Africa. CRS provided a range of assessments on a number of issues relating to groups such as Boko Haram in Nigeria and al-Shabaab in Somalia, including detailed analysis of the latter's attack on the Westgate shopping mall in Nairobi, Kenya, and potential involvement of U.S. citizens in that attack. CRS also responded to congressional concerns about the instability and violence in Mali and about possible new and problematic dynamics in Africa's Sahel region, including the negative consequences of a more significant presence of extremist Islamist elements in the region.

Burma. Because of the extensive U.S. sanctions on Burma in place since the late 1980s, the Obama Administration consulted closely with Congress in making policy adjustments. The new approach of relaxing U.S. sanctions and boosting the U.S. diplomatic and commercial presence in the country was explored with a number of hearings. CRS analysts provided ongoing support to congressional actions toward Burma and oversight of the Administration's Burma policy on such issues as U.S. sanctions, political prisoners, and the domestic situation in Burma.

Latin America and the Caribbean. In preparation for oversight hearings on Latin America and the Caribbean, CRS examined overall interests in Latin America, the nature and extent of Iranian influence in the region, challenges to democracy, and energy partnerships and opportunities. CRS also examined more narrowly focused questions for Congress, including Cuba and weapons proliferation, human rights in Honduras, and security cooperation with Mexico, Central America, and the Caribbean. CRS monitored implications of the newly elected governments in Mexico and Venezuela, two countries whose relations with the United States are of ongoing importance to many Members of Congress.

Europe. CRS analysts provided information and analysis for Congress on a variety of issues including the ongoing Eurozone crisis, the pending drawdown of NATO participation in Afghanistan, debate on a missile defense system for Europe, the collapse of the Italian government, and critical national elections in Italy, Germany, and France. Other issues of interest to lawmakers for which CRS provided support included Europe's contribution to the negotiation of the Iranian nuclear agreement, to the conflict in Syria, as well as the organization and functioning of the European Union energy challenges. CRS also supported various interparliamentary exchanges in which Congress participates such as the NATO Parliamentary Assembly, the Transatlantic Legislator's Dialogue, and the British-American Parliamentary Group.

DOMESTIC SOCIAL POLICY

Health Care Quality and Sustainable Growth Rate. CRS provided assistance to Congress as it debated reforming payment for Part B medical insurance providers under Medicare. As lawmakers considered replacing the current volume-based payment mechanism with one that includes a measure of the quality of care, CRS analysts reviewed ongoing federal quality measurements and informed Congress about the process for the selection and use of quality measures in payment incentive policies in other parts of the Medicare program (e.g., the hospital value-based program). The Service analyzed the incentives and potential impacts of changes in payments on providers, beneficiaries, and the federal budget.

Unemployment Compensation. Unemployment insurance continued to be an active legislative area in Congress. Congressional debate continued on whether to extend authorization of the temporary federal interventions that augment unemployment compensation. During this period CRS provided support on unemployment issues, including potentially providing alternative forms of support and assisting with reemployment; addressing unemployment insurance integrity concerns, such as overpayments and improper payments; assisting the unemployed affected by Hurricane Sandy; altering the authorization; and mitigating the impact of the budget sequester on unemployment programs. CRS also provided consultation on the escalating costs of the Department of Defense's Armed Services unemployment insurance outlays.

Elementary and Secondary Education. As Congress considered legislation to amend and extend the Elementary and Secondary Education Act (ESEA, P.L. 89-10), CRS helped develop and refine proposals to alter ESEA grant-making approaches, funding allocation procedures, and education accountability provisions enacted under the No Child Left Behind Act (P.L. 107-110). Analysts examined ESEA reauthorization proposals under consideration in both chambers and analyzed the nature and potential effects of education waivers made available to states by the Secretary of Education in recent years. These waivers exempt states from education accountability requirements enacted under No Child Left Behind provided that the requirements are replaced by an alternative set of requirements consistent with criteria outlined by the Secretary of Education.

Federal Pensions. As part of the debate on policy options to reduce the federal deficit Congress considered proposals to reduce expenditures on pensions for civilian federal employees

and change retirement benefits for Members of Congress. Lawmakers also debated proposals to amend the financing of federal pensions for employees of the U.S. Postal Service as part of the overall efforts to address the financial conditions of the USPS. CRS analyzed these legislative proposals, compared the proposals to current law, examined alternative federal retirement policy options, and provided support for congressional hearings.

Pensions and Retirement Income Security. Retirement security issues continue to be persistent concerns for lawmakers. Among these are policies to increase the number of households covered by a pension plan at their places of employment, increase the amount of retirement savings by households covered by a workplace pension, and enable retirees to manage their assets as they draw down their savings in retirement. CRS analyzed proposals such as those in the President's FY2014 budget, which would limit the ability of people with tax-advantaged retirement accounts to accumulate large retirement account balances. Analysts also assisted Congress with proposals to allow easier access to retirement savings before retirement, alter rules for distribution of retirement assets after the death of the account owner, and change fiduciary standards for defined contribution retirement plans.

Veterans Benefits. Congress continued to address issues pertaining to a new generation of veterans from Iraq and Afghanistan as well as veterans from previous wars across a wide spectrum of service delivery needs: health care, employment, education, housing, and social services. CRS assistance included analysis of the impact of the ACA on the VA health care system, examination of a proposal to develop interoperable health record capabilities between the Department of Veterans Affairs (VA) and the Department of Defense, and, in response to a new VA report on suicide, research on the availability and quality of mental health services for veterans. Other support was requested to keep Congress abreast of VA efforts to reduce the current backlog of disability claims and assist claims examiners, to modify programs to meet the needs of veteran job seekers, and address veteran constituent requests.

Violence Against Women Reauthorization Act of 2013. Most programs under the Violence Against Women Act were reauthorized in the 113th Congress (P.L. 113-4). The legislation created new programs aimed to reduce domestic violence and improve response and recovery from incidents of domestic violence. CRS analysts were actively involved in the development of the reauthorization. They provided research and analysis on immigration and crime policy that arose during the legislative process, including eligibility of the gay, lesbian, bisexual, and transgender population to receive services enacted by this law, the feasibility of granting criminal jurisdiction to Indian tribes for cases involving non-Indian offenders, the efficacy of mandatory arrest policies, the accountability of grantees, and the immigration provisions of the law.

Drug Compounding and Pharmaceutical Supply Chain Security. Drug compounding drew congressional attention when a 2012-2013 fungal meningitis epidemic was traced to contaminated sterile injectable steroids. Options for preventing such occurrences are complex because the Food and Drug Administration regulates drug manufacturers under federal law, and the states regulate pharmacies. CRS supported Congress with analysis and consultation in identifying issues, describing processes, and developing and comparing legislative proposals. The Service also helped address security of the pharmaceutical supply chain.

Marijuana: Conflicts between State and Federal Law. The federal government, through the Controlled Substances Act (CSA; P.L. 91-513; 21 U.S.C. Sec. 801 et seq.), prohibits the

manufacture, distribution, dispensation, and possession of marijuana. During the last few decades some states have deviated from an across-the-board prohibition of marijuana. Evolving state-level positions on marijuana include decriminalization initiatives, legal exceptions for medical use, and legalization of certain quantities for recreational use. CRS analysts assisted Congress as Members debated a number of questions regarding the potential implications of these state positions for related federal law enforcement activities and for the nation's drug policies as a whole. Among these questions is whether or to what extent state initiatives to decriminalize, or even legalize, the use of marijuana conflict with federal law. CRS attorneys briefed Congress on the constitutionality of state laws legalizing recreational marijuana use and the applicability of banking laws to the operation of marijuana dispensaries.

Federal Disability Programs. Congress called on CRS as it addressed the sustainability of the federal government's two largest civilian disability programs, Supplemental Security Income and Social Security Disability Insurance (SSDI), the latter estimated by the Social Security Board of Trustees to be exhausted by 2016. As policymakers addressed the looming Disability Insurance Trust Fund shortfall, CRS supported congressional hearings on the financing and operation of the SSDI program, provided an overview of the entry and exit trends in the SSDI program, and analyzed current reform proposals to mitigate future growth in the disability rolls. The Service provided in-person briefings and memoranda on issues such as the disability evaluation process and the Social Security Administration's efforts to reduce the number of non-meritorious disability beneficiaries on its rolls.

GOVERNMENT AND THE ECONOMY

Budget Process. CRS analysts assisted Congress in its examination of issues related to the budget process, particularly the Budget Control Act of 2011 (P.L. 112-25) and its modification as a result of the American Taxpayer Relief Act of 2012 (P.L. 112-240). Much of the work pertained to understanding the complex sequestration mechanism and defining the relationship between budgetary control mechanisms and consideration of current budgetary legislation. CRS experts also provided seminars and briefings on the budget process at the request of both chambers.

Legislative Process. Throughout the year experts in the legislative process supported Congress in understanding congressional rules and practices related to the consideration of legislation, from introduction of proposals through enactment of law. Particularly noteworthy was assistance to Senate offices concerning methods for changing Senate rules or their interpretation as well as changes adopted at the beginning of the 113th Congress.

Systemic Risk and "Too Big to Fail." In the aftermath of the financial crisis Congress deliberated the problem of "too big to fail" financial institutions and other sources of systemic risk. CRS economists and attorneys supported congressional oversight hearings as Congress debated whether financial reform legislation, when fully implemented, would be sufficient to cope with potential problems associated with firms that are too big to fail or whether additional or alternative policy approaches are needed. In 2013 the Financial Stability Oversight Council identified certain non-bank financial firms as "systemically important" financial institutions and finalized new capital rules under the Basel accords. CRS assisted as a new resolution regime was

introduced for large financial institutions and new mortgage rules were established. CRS staff also advised Congress on authorities to carry out functions of the Consumer Financial Protection Bureau.

Federal Pay and Personnel. In a fiscal year dominated by discussions of the role of the federal government, budget constraints, and the prospect of sequestration to reduce spending for multiple years going forward, issues related to management and administration of the federal workforce were subjects of sustained concern for Congress. CRS provided briefings and analyses on the various federal pay schedules, pay adjustment processes, the freeze on pay rates, critical pay authority, and performance and other types of awards and incentives. CRS analysis addressed issues including policies governing furloughs, reductions in force, and other practices to shape the civilian workforce; hiring flexibilities and removal procedures; telework, and various approaches for recruiting and retaining an effective information technology and cybersecurity workforce.

U.S. Postal Service. Congress regularly sought CRS expertise on a broad range of U.S. Postal Service (USPS) issues, including number of days of mail delivery, services provided, and facilities. The recent, serious financial difficulties of the USPS and concurrent cost-cutting and proposed service reductions have heightened congressional interest in postal policy and the role the USPS might play in the twenty-first century. CRS provided briefings and support in preparation for hearings as well as written products addressing issues such as post office closures, postal finances, USPS employee pensions and health care, and pending postal reform legislation.

Government Information Policy. Lawmakers consulted with CRS regarding access to and protection of government information. In response, CRS produced a number of reports on government information policy and practices, including the legal framework underlying the protection of classified information, technologies that could complicate the collection of federal records, criminal prohibitions on the publication of classified information, and public access to data generated by federally funded research. CRS analysts also addressed policy options for the design of transparent federal advisory committees, which provide the public with an opportunity to participate in the policymaking process, as well as assisted in preparation of hearings related to Freedom of Information Act (FOIA) policies.

The Budget, Debt, and Deficit. CRS supported the congressional debate on the federal debt and deficit with broad analyses of budget trends and the impact of recent legislation. Specific issues for analysis included the impact of the Budget Control Act on federal spending, the “fiscal cliff,” and issues associated with reaching the debt limit. Support included study of the long-term sustainability of the debt and deficit and examination of approaches to address the long-run budget deficit.

Small Business and Job Creation. Congress turned to CRS for analysis and information concerning the federal government’s role in assisting small and new businesses, including assessments the various lending, venture capital, and entrepreneurial training programs offered by the Small Business Administration, the Community Development Financial Institutions Fund, and the Commerce Department; the impact of and proposed changes to federal programs to enhance federal contracting opportunities for small businesses; improvement of the economic

growth potential of these small businesses; and implementation of program changes and new programs enacted under the Small Business Jobs Act of 2010.

Congressional Administration. CRS continued to support congressional staff on the administration and management of Member offices and other institutions within the legislative branch. Research focused on such matters as staffing levels, congressional printing, mailings, and the openings and closings of congressional offices. CRS also consulted on congressional ethics, advisory commissions, training of staff and interns, security, travel, and nominations to service academies. Briefings were provided on the legislative branch budget, chamber officers, government information creation and dissemination, and casework.

Judicial Branch. As the Senate addressed issues related to the judicial selection and confirmation process, CRS reviewed the judicial appointment process, tracked judicial nominations using the CRS nomination database, and produced a range of statistics accompanied by analyses. The Service also provided support on judicial ethics, administration, and appropriations levels for the judiciary.

Legislative Branch Appropriations. CRS experts continued to assist Congress as it considered the annual legislative branch appropriations acts. Support included research on the challenges in estimating the cost of individual congressional activities, comparing legislative branch and total discretionary budget authority, staffing levels and policies, as well as the structure, program costs, history, and funding of legislative branch appropriations.

Campaign Finance and Election Reform. Congress called on CRS expertise as it held hearings on the proposed DISCLOSE Act (Democracy is Strengthened by Casting Light on Spending in Elections Act, H.R. 148) and oversaw the Federal Election Commission. Following the U.S. Supreme Court decision in *Shelby County, Alabama, v. Holder*, that struck down Section 4 of the Voting Rights Act (P.L. 89-110), CRS analysts and attorneys supported Members as they considered the ramifications for elections procedures and new alternative metrics to measure success in promoting the original goals of the Voting Rights Act.

RESOURCES, INDUSTRY, AND THE ENVIRONMENT

International Agriculture. Throughout the year CRS assisted Congress with analyses of the potential agricultural implications of pending free trade agreements including the Trans-Pacific Partnership (TPP) encompassing twelve countries on both sides of the Pacific and the Transatlantic Trade and Investment Partnership (TTIP) between the United States and the European Union. CRS also supported Congress with analyses of the role that U.S. assistance plays in meeting short-term needs of poor, hungry people and in promoting international agricultural development. Issues included the effects of reduced foreign aid spending on the Administration's global food security initiative (Feed the Future) and the ability of the United States to respond to emergency humanitarian food needs.

Regional Water Resources. Increasing human population, fish and wildlife needs, and evolving public fiscal and environmental interests increase pressures on available water resources and aging infrastructure. Drought and periodic flooding also challenge water resources. CRS continued to assist Congress on legislation, hearings, and oversight regarding water

resource management in river watersheds such as the Mississippi, Columbia, and San Joaquin Rivers; balancing the Endangered Species Act (P.L. 93-205, 16 U.S.C. Secs. 1531-1543) with management of resources infrastructure such as dams, diversion facilities, and conflicts between different water users; and aquatic ecosystem restoration such as efforts to restore the Chesapeake Bay, Everglades, Great Lakes, and the California Bay-Delta. CRS also supported Congress in exploring what role water policies and programs play in deficit reduction and in hearing testimony on the challenge of aging water resources infrastructure.

Federal Lands. CRS continued to assist Congress with questions related to oversight and management of federal lands and resources, in addition to providing data and analysis of appropriations and other funding pertaining to federal lands. Differences in views concerning federal lands raised questions and issues for Congress for which CRS responded, for example, how much land should the federal government own; should Congress protect specific areas or increase resource development and use; how can natural resources and nearby communities be protected from catastrophic wildfires, drought, and other large-scale climatic changes; when and how should fees for land and resource uses be collected and distributed; and how should state and local governments be compensated for the tax-exempt status of federal lands.

Natural Hazards. Lawmakers called on CRS expertise as they addressed relief and recovery efforts following several natural disasters and as they considered long-term risk and investment strategies. CRS staff provided testimony on navigation and federal reservoir operations during the drought in the Midwest and supported Congress as it considered federal assistance in responding to floods and storms, including Hurricane Sandy, and sought to mitigate future damage, including rebuilding and strengthening coastal dunes and river levees. Following the severe wildfires in the Southwest the Service responded to congressional concerns about federal assistance to states and landowners, support to state fire control efforts, wildfire management aviation operations, restoration and rehabilitation of burned areas, and economic losses.

Crude Oil and Petroleum Products: Supply and Prices. Congress monitored oil, gasoline, and diesel prices as their volatility continued in FY2013, driven in part by instability in the Middle East. At the same time, policymakers watched as significantly increased domestic supply of oil, along with transportation issues, led to a price differential between U.S. oil prices and world crude prices. Increased natural gas supply led to fuel shifting in the electricity generation markets with natural gas now displacing coal and in some instances nuclear power. CRS provided testimony, briefings, products, and consultation as Congress reacted to these developments and as it debated tax credits for oil and natural gas companies, natural gas exports, and oil imports from Canada through the Keystone XL pipeline.

Electric Utilities. Throughout the year CRS experts supported Congress as it focused on implications of environmental regulations, industry infrastructure concerns, fuel prices, and reliability. CRS also assisted as policymakers addressed the requirement that the Federal Energy Regulatory Commission promote electric system reliability in general, and specifically with regard to Smart Grid development.

Energy Efficiency and Renewables. Congress continued to examine the potential for renewable energy and energy efficiency to displace fossil fuel demand, as well as the cost of renewable energy projects and the federal government's role in energy development. CRS experts provided in-depth analysis of a bill to expand federal renewable energy programs,

including more than 125 amendments to the bill. CRS also supported Congress as it reviewed the federal Renewable Fuel Standard (RFS) because of limited supply of some types of renewable fuels and a dramatic increase in RFS compliance credit prices in 2013.

Environmental Regulations. The Service assisted Members and committees as they examined the regulations proposed or finalized by the Environmental Protection Agency (EPA) and other executive agencies and debated various measures intended to limit EPA's regulatory activities, especially those promulgated under the Clean Air Act on interstate transport, greenhouse gas control emissions from power plants, and hazardous air pollutants. Other issues for which Congress sought CRS expertise included the European Union's Emissions Trading (cap and trade) System that requires airlines to pay a fee for CO₂ emissions above a cap level, interstate air pollution controls, EPA's investigations of the Pavilion gas site in Wyoming, the Keystone XL pipeline permitting process, and funding for cleanups for hazardous substance contamination and for water treatment and supply networks.

Science and Technology. Science and technology — from supporting basic research through development of applications — has an impact on almost all issues of interest to Congress. High on the congressional list is protecting the nation's security, and CRS served lawmakers by providing in-depth analyses of a range of legislative proposals to enhance national cybersecurity and protect critical infrastructure from domestic and foreign attacks. CRS experts also supported activities addressing the Department of Homeland Security and provided reviews of executive branch and industry science programs and related activities.

Telecommunications. CRS experts worked with Congress as it addressed such complex issues as auctioning valuable digital spectrum and using the proceeds to reduce the federal deficit. Analysts prepared a series of explanatory memoranda regarding this concept as lawmakers drafted legislation. As Congress took steps to modernize the federal laws governing broadcasting and telecommunications — laws that predate the widespread use of the Internet — CRS produced written products and memoranda to outline how changes in technology and industry structure are altering the competitive environment in the telecommunications sector. Congress asked for CRS assistance in reassessing these laws, as they define competition among broadcasters, television networks, cable television operators, telephone companies, satellite service providers, and other segments of the communications industry.

Intellectual Property. Congressional interest also focused on the protection of new technological innovation and intellectual property rights. CRS policy specialists analyzed patent reform legislation that could potentially change the current patent protection regime and provided Congress with alternative policy approaches and legislative options. In response to congressional concern about the availability of low-cost versions of biopharmaceuticals, CRS analysts and attorneys reviewed proposed legislation and identified stakeholders in the debate over the cost of off-patent drugs.

Transportation. After enacting two major transportation laws in FY2012, Congress closely monitored the implementation of the laws in 2013. The FAA Modernization and Reform Act of 2012 (P.L. 112-95), which reauthorizes the Federal Aviation Administration, contains language directing the FAA to integrate unmanned aircraft into U.S. airspace. In response, CRS organized two seminars to develop an understanding of the implications of the widespread non-military use of drones. CRS attorneys provided legal perspectives on the civilian use of drones in the United

States. The Service also fielded requests pertaining to the Moving Ahead for Progress in the 21st Century Act (P.L. 112-141, MAP-21), which made major changes to federal highway and public transportation programs. CRS continues to work with Members to find ways of financing surface transportation projects, as MAP-21 expires at the end of 2014.

LAW AND JUSTICE

Constitutional Law. CRS attorneys kept Congress apprised of general developments in constitutional law by continuously updating the *United States Constitution: Analysis and Interpretation* (known as *Constitution Annotated* and as *CONAN*). They also prepared written products and briefed Members on specific constitutional issues. In the aftermath of the initial leaks by Edward Snowden, attorneys evaluated whether proposed changes to the Foreign Intelligence Surveillance Court (FISC), and the potential appointment of a public advocate for the FISC, would survive a constitutional challenge.

Congress and Congressional Oversight. Congress requested legal expertise regarding investigations into a number of controversies, including the attack on the Benghazi consulate, emergency responses to the Boston Marathon bombings, and the Internal Revenue Service's treatment of tax-exempt organizations. CRS attorneys assisted when questions arose about the scope of committee investigatory authority, congressional right of access to information, and the rights of witnesses who appear before congressional committees. Attorneys also responded to queries regarding proposals that would tie the receipt of Member salaries to certain legislative actions and whether such proposals would comply with the Twenty-seventh Amendment of the Constitution.

Recess Appointments. Over a period of several months CRS legislative attorneys regularly briefed congressional staff on litigation in the case of *National Labor Relations Board (NLRB) v. Noel Canning*, which questions the ability of the President to make recess appointments except between annual sessions of Congress. At stake was not only the legitimacy of certain NLRB rulings, but also the status of the appointment of the head of the Consumer Finance Protection Bureau (CFPB) created under the Dodd-Frank Wall Street Reform and Consumer Protection Act (P.L. 111-203). The appointment of the CFPB head eventually was resolved, but the *Noel Canning* case continued before the Supreme Court, and CRS kept Congress informed with briefings and written products.

International Law. Congress called on CRS attorneys when it considered international trade law governing certain issues being negotiated in the Trans-Pacific Partnership as well as when lawmakers considered legislation imposing a border tax adjustment on imported goods to account for greenhouse gases emitted in the production and transport of such goods. Attorneys also evaluated legislation to compensate U.S. hostages held in Iran after the takeover of the U.S. Embassy and checked whether the legislation was in conformance with the Algiers Accords.

Civil Rights. CRS attorneys provided analytical support on constitutional and statutory questions regarding several legislative initiatives to prohibit sexual orientation discrimination, including the proposed Employment Non-Discrimination Act (H.R. 1755/S. 815) and the proposed Student Non-Discrimination Act (H.R. 1652/S. 1088). In the area of race discrimination, attorneys assisted Congress in anticipation of, and in reaction to, the Supreme

Court's ruling in the affirmative action case, *Fisher v. University of Texas at Austin*, its rulings on race discrimination in employment under Title VII of the Civil Rights Act of 1964 (42 U.S.C. Secs. 2000e et seq.), and other civil rights issues, including housing discrimination and disability discrimination.

Ethics. CRS attorneys addressed ethics issues including Member "insider trading" and the legislative response in the Stop Trading on Congressional Knowledge Act (STOCK Act, P.L. 112-105), the application of the Hatch Act (5 U.S.C. Sec. 1501 et seq.) to various positions in the federal workforce, the congressional role in appointing an independent counsel or special prosecutor, and whistleblower protection and anti-retaliation laws.

Housing Finance. With fragile markets, weak economic indicators, and high foreclosure rates prevailing in much of the United States, Congress continued to seek ways to ameliorate housing conditions. CRS attorneys briefed Members and staff on mortgage modification legislation; implementation of a pilot program, using a state's Hardest Hit Funds, a component of TARP (the Troubled Asset Relief Program); and effects of the Dodd-Frank reforms.

Sexual Assault in the Military. Questioning how allegations of sexual assault are handled within the military, Congress proposed a number of bills, including one that would adjust how court-martials are convened under the Uniform Code of Military Justice (UCMJ) and would modify the ability of military commanders to provide clemency to servicemembers convicted of sexual assault. CRS provided analysis on how the USMJ differs from civilian laws with regard to criminal proceedings. The effort included three seminars and numerous briefings on the USMJ legal framework and its ramifications for prosecuting sexual assault crimes.

Tobacco Regulation. CRS attorneys advised Congress on the regulation of menthol cigarettes in the wake of a decision by the World Trade Organization, finding that the U.S. violated international trade obligations by banning imported clove cigarettes while permitting the sale of domestically produced menthol cigarettes. The attorneys also provided analysis of possible regulation by the Food and Drug Administration of cigars and e-cigarettes and legislation that would exempt premium cigars from this regulation.

Tax. Legislative attorneys and policy analysts assisted Congress with a number of tax concerns, including issues relating to tax-exempt organizations and campaign activity. Specifically, Congress focused on 501(c) organizations' spending during the 2012 elections cycle, with questions raised about whether the IRS was improperly targeting certain politically active groups. CRS assisted with hearings on these issues throughout the year. Other issues included tax reform and state taxation of Internet sales.

Abortion and Reproductive Health. Throughout the year Congress requested legal analyses of the validity of state laws that prohibit contracting with or providing public funds to organizations that perform abortions, the constitutionality of state laws that prohibit an abortion once a fetal heartbeat is detected, and the legal legacy of *Roe v. Wade*. CRS attorneys also provided analyses of the proposed Pain-Capable Unborn Child Protection Act (H.R. 1797/S. 1670), a measure that would prohibit an abortion in most situations once the probable post-fertilization age of the unborn child is twenty weeks or older.

III. MANAGEMENT INITIATIVES

FY2013 saw implementation of a number of management initiatives, including events planning, product and service improvements, Web site enhancements, policy review, and outreach.

NEW MEMBER SEMINAR

CRS co-sponsored with the U.S. House of Representatives “Legislative Issues and Procedures, the CRS Seminar for New Members” January 5-8, 2013, in Williamsburg, Virginia. The seminar provided incoming Members with an opportunity to meet with nationally recognized experts from outside and within CRS to discuss domestic and foreign policy issues of immediate interest to Congress. More than sixty new Members attended the seminar. The seminar promoted discussion of policy issues within the legislative framework in a balanced and bipartisan setting. The program included a mix of general sessions addressing broad-based issues and small-group discussions focused on current legislative issues, as well as a unique session explaining House legislative rules and procedures.

PRODUCT AND SERVICE ENHANCEMENTS

Product Templates. Responding to feedback from CRS authors asking for guidelines and examples when preparing products using the in-house Authoring and Publishing (A&P) tool, CRS began developing templates making it possible to create a variety of products differing in scope, purpose, and format. Templates for these existing product types offer distinct, coherent ways to deliver content to Congress to respond to various congressional needs. The four product templates are for (1) a short report labeled “in brief,” (2) frequently asked questions, (3) fact sheets, and (4) experts lists.

Best Practices for Communicating with Congress. CRS created a document describing best practices to ensure that Congress receives the best service possible and to reinforce the CRS record for providing timely and tailored responses to client requests. The document, which emphasizes early and clear communication, focuses on request management, email, and telephone communication. It includes guidance on planning and conducting in-person briefings. The document is posted on the CRS intranet for use by CRS analysts, legislative attorneys, and information professionals.

Issue in Focus. CRS consultative work for Congress is increasingly important to meeting the CRS mission. As a result there has been growing recognition at CRS of the need for a succinct, executive-level product for congressional Member and staff briefings. At the same time, there has been strong client demand for shorter written products. Thus a new, double-sided, single sheet product was developed to provide clients with a roadmap of the analysis and key points being discussed at the briefing that the client can refer to after the briefing or share with colleagues. As such, the in focus product enhances CRS consultative work and complements the CRS product line by addressing specific client concerns on a single sheet of paper.

BETA.CONGRESS.GOV ACCOMPLISHMENTS

As part of the Library's multi-departmental team, CRS contributed to continuing development and daily operations of the next generation legislative information system platform and services (beta.congress.gov). This work is a significant component of Project ONE, a multi-year Library-wide strategy initiative that will replace two legislative information legacy systems (LIS and THOMAS), with a single, modern system. CRS provided data analysis, subject matter expertise consultation, system testing, user testing, coordination of data partner relationships, and support for congressional users.

Accomplishments this fiscal year included conversion of three large data collections into the emergent system, capability to perform single searches across all collections and all dates, faceted search, search within results, development of permanent URLs, videos explaining the common stages of the legislative process, a glossary of legislative terms, Member and committee profile pages, and modern, efficient access to the centennial edition of the *Constitution Annotated*, including a mobile device application.

CRS.GOV ENHANCEMENTS

Search Enhancements. Based on congressional feedback from formal surveys, interviews, and analysis of aggregate usage logs, CRS launched an effort to improve the search experience for Congress. The search window was expanded in size and moved to the center of the home page to highlight its prominence. Other improvements included implementation of full-text search; enhanced ability to filter search results by topic, author, date, and content type "facets," and a feature that displays search results to emphasize analysts, attorneys, and information professionals within the search result.

Mobile Friendly Support. With more than 20,000 mobile devices on Capitol Hill with access to the CRS Web site, it has become imperative to enhance the mobile experience for this growing number of users. CRS modified the Web site layout to seamlessly adapt to the smaller mobile screens and added improvement to support touch-screen users who cannot effectively execute desk-top-specific commands.

Video Briefs. CRS launched a video pilot during the fiscal year to evaluate the ability to produce and publish, and then to gauge the congressional interest in streaming videos to the CRS Web site. Streaming videos were offered this year for the first time in addition to published CRS event and seminar DVDs. At the end of the fiscal year, ten streaming videos were available to Congress on topics including immigration reform, border security, natural hazards and disasters, financial challenges to the U.S. Postal Service, major cases from the recent Supreme Court term, and the FY2014 defense budget.

Improvements in Content on CRS.gov. CRS began exploring several ways to improve the CRS Web site. Ideas for near-term implementation are posting CRS testimony and providing clear visual distinction between active and archived products. Ideas for possible longer-term implementation include publishing report version histories in each product, production of interactive maps using GIS technology, and availability of stand-alone graphics (infographics).

CRS Insights. A new product type began to emerge at the end of the year, and work continues on its implementation. CRS insights, modeled in part after the CRS legal sidebar, is a new Web-only product designed to present policy research, data, and analysis in a timely, brief, and temporary manner. The new product will respond to client feedback for shorter, succinct products that are published quickly to address fast-moving public policy issues.

POLICY REVIEW

During the year the Service began a periodic review of key policies and guidelines governing professional responsibilities of CRS staff. As a result of the review CRS prepared an updated policy that addresses the confidential relationship CRS has with congressional clients. CRS also considered revisions and additions to CRS policy on outside speaking and writing, as well as media policy. New records guidance was prepared for CRS staff in accordance with updated exit procedures issued by the Library of Congress for departing employees.

CENTENNIAL PLANNING

CONAN Centennial. CRS partnered with other Library units and the Government Printing Office (GPO) to publish and announce the centennial edition of the *United States Constitution: Analysis and Interpretation*, S. Doc. 112-9 (known as *Constitution Annotated* and as *CONAN*). The document was produced in both print and digital formats (managed by GPO), and as an Apple application (managed by the Library of Congress). An Android application is forthcoming. The centennial version of *CONAN* was released on Constitution Day, September 17, 2013.

The CRS Centennial. Planning continued throughout the year on commemorating the CRS 100th anniversary, including a symposium highlighting Congress and its challenges of governance in a global era, an online collection of photographs, a centennial publication highlighting CRS history, and a CRS exhibition featuring objects marking milestones in CRS development throughout the century. Work has also begun on several CRS staff centennial events including a picnic and a panoramic photograph of CRS staff at the U.S. Capitol. The centennial events center around the 100th anniversary of CRS on July 16, 2014. Funding for the CRS centennial symposium comes from foundation support.

OUTREACH AND COMMUNICATIONS

At the start of the 113th Congress CRS consolidated congressional outreach efforts under a single office, the Office of the Counselor to the Director. The objective of the consolidation was to develop better coordinated and comprehensive strategies for an effective Service-wide approach to outreach and to plan CRS programs more systematically around the legislative agenda. The Office of the Counselor to the Director also develops and coordinates policies relating to congressional outreach and makes recommendations regarding outreach strategies to the Director.

INNOVATIONS IN STAFF SUPPORT

Intranet Resource for Supervisors. The CRS Office of Workforce Management and Development initiated a supervisors' Web portal, a gateway to consolidated workforce-related information and resources to support supervisors in executing their staff management responsibilities. Through the portal supervisors can easily access documents, tools, and materials on personnel data management and analysis, performance development, and workforce planning activities. The portal also makes available management best practices through its legal advice column and its literature and webcasts on effective performance management.

Online Collaboration Center. The Online Collaboration Center, a shared internal staff resource, enables CRS divisions, offices, teams, and individuals to build business-related sites and share knowledge and information. During the past fiscal year, forty-three new sites were created to complement research and administrative functions. Topics included the U.S. pivot to the Pacific, gun control legislation, climate change, and primary source material related to the Affordable Care Act. By providing a common platform for knowledge sharing, the Collaboration Center ensures access to a wide variety of information including CRS reports, memoranda, regulations, congressional documents, meeting notes, and other prepared information resources.

VRC Transition. CRS worked with Library Services to improve access to online and electronic research materials resources. The Service established a committee to implement the transition from the CRS in-house Virtual Resources Center (VRC), created in 1999, to the Library of Congress Electronic Resources Management System (ERMS). This transition resulted in cost savings and efficiencies in maintaining the accuracy and currency of CRS resources. A customized landing page for CRS resources was designed in the ERMS to provide access to resources used by CRS staff as well as to division-, section-, and issue-specific resources. The new landing page went live in July 2013.

A&P Enhancement and Training Workshops. A CRS upgrade of its customized Authoring and Publishing (A&P) system this year, together with an upgrade of other related software, maximized current technology used to prepare reports and memoranda for Congress. The A&P upgrade included a redesigned tool interface that provides for the grouping of related commands on toolbar tabs to facilitate access and use. A&P programming changes enhanced functional elements including headings, tables, figures, and appendixes. New cover page graphics feature the tag line highlighting the forthcoming CRS centennial: "Informing the legislative debate since 1914." User support was provided in hands-on workshops in September and October 2012 and additional training sessions the following spring.

APPENDIXES

A. FY2013 BUDGET, RESOURCES, AND OTHER FUNDING

In FY2013 CRS had an appropriation of \$101.2 million available for expenditure. More than 90 percent of the fiscal year's expenditures supported staff salaries and benefits.

In this fiscal year CRS received a total of \$341,308 from nonprofit foundations. Four foundations funded the total cost of \$305,631 for the "Legislative Issues and Procedures: the CRS Seminar for New Members," the official policy orientation for newly elected House Members of the 113th Congress held in early January 2013. The program provided an overview of the policy issues likely to be on the legislative agenda for the 113th Congress as well as an introduction to legislative procedures.

The CRS Congressional Issues and Procedures Fund (CIPE) received nonprofit funding in the amount of \$34,326. In addition, three former Members of Congress contributed a total of \$1,350 to the CIPE fund. CIPE funds support CRS general congressional programs as well as the anticipated 2014 symposium for the CRS centennial.

Supporting nonprofits were as follows: the Battelle Institute, the Joyce Foundation, Henry Luce Foundation, John D. and Catherine T. MacArthur Foundation, and The Pew Charitable Trusts. Supporting former Members of Congress were as follows: Senator Dennis DeConcini, Representative Bart Gordon, and Representative Amo Houghton, Jr.

B. WORKFORCE MANAGEMENT AND STAFF DEVELOPMENT

CRS continued to utilize targeted recruitment and hiring strategies that address succession planning objectives and fulfill the Service's need to acquire diverse talent using cost-effective measures. The Service made significant progress in providing its supervisory workforce with new and improved resources, tools, guidance, and training to be successful in their jobs. CRS also explored new opportunities to promote knowledge transfer, capture institutional memory, and foster collective learning.

RECRUITMENT AND SELECTION

CRS used the Library's merit selection process to fill key vacancies and addressed succession planning objectives to grow capacity among junior staff by capitalizing on its Graduate Recruit and Law Recruit Programs. As in past years, the Service made use of a variety of tools to address short-term and intermittent staffing requirements, including the Volunteer Internship Program, the Law Clerk Program, volunteer appointments of retired CRS employees, and temporary appointments.

Merit Selection: Filling Key Vacancies. CRS filled twenty-eight positions in FY2013: Twelve permanent hires and sixteen indefinite appointees. Twenty-two of the permanent/indefinite positions were filled with external candidates and the remaining six positions were filled through internal promotions or reassignments. Fifteen of the permanent/indefinite selectees were female (54 percent), and eleven were minorities (39 percent), including three internal candidates who received promotions. The twelve permanent hires included five managerial or supervisory positions (one assistant director, two section research managers, and two section heads). The remaining seven permanent hires included a variety of positions: three research analysts, one geospatial information systems analyst, one legislative attorney, one administrative coordinator, and one information technology specialist. The sixteen indefinite appointments included five frontline administrative support clerks, three information technology specialists, one information professional, and six positions in a variety of infrastructure roles.

The Graduate Recruit and Presidential Management Fellows Programs. CRS identified and filled five succession planning opportunities using its entry-level hiring programs.

- For the third consecutive year CRS used the Graduate Recruit Program, an in-house hiring program designed to recruit a diverse pool of talented graduate students for CRS careers. Applications from sixty-five students at forty-four different universities were received for one vacancy. The applicant pool included thirty-two females (49 percent) and nineteen minorities (29 percent). The selectee started as a temporary appointment in summer 2013 and may be eligible for conversion to a permanent position in FY2014, contingent upon availability of funding and successful job performance.
- Four selections were made under the Service's Law Recruit Program, including one female and one minority male. This program is designed to recruit third-year law students for entry-level law clerk positions. The selectees may be eligible for conversion to permanent legislative attorney appointments, contingent upon availability of funding,

successful job performance, and admission to the bar. Three of the four selectees have since been converted.

Short-term and Intermittent Staffing. CRS used a variety of cost-effective methods to address short-term and intermittent staffing requirements, including the following.

- The Volunteer Internship Program: Thirty-nine volunteer interns, including twenty-one females (54 percent). Approximately one-third of these interns had already obtained graduate degrees, and the remainder was pursuing either graduate or undergraduate degrees. The interns were assigned to CRS divisions to develop research skills by participating in the legislative process.
- The Law Clerk Program: Four law clerks, including one female (25 percent). Law clerks, who were enrolled in, or had completed at least two years of law school, were assigned to the American Law Division to develop legal research skills.
- Volunteer CRS Retirees: Seven retired CRS employees, including two females (29 percent). Retired CRS employees shared their collective expertise and institutional knowledge in public policy analysis with their former colleagues.
- The Presidential Management Fellows (PMF) Program: Three PMFs from executive branch agencies, including two females (67 percent). These fellows fulfilled their developmental experience requirements (typically four months) under the PMF Program by serving rotations at CRS. As in previous years, the Service continued to be a host agency of choice for fellows in executive branch agencies seeking hands-on experience in legislative policy and analysis.
- Temporary appointments: Three appointments (two in the research divisions and one in the infrastructure) to meet short-term staffing requirements.

Diversity Efforts. As part of ongoing recruitment and diversity outreach efforts CRS continued to use its pool of minority recruitment sources to advertise permanent and temporary positions. Other efforts included recruiting applicants with disabilities through the Library's Selective Placement Program. For the second year CRS also partnered with the Charles B. Rangel International Affairs Program, which resulted in the temporary placement of one Charles B. Rangel Scholar during the summer of 2013.

As a tool to evaluate past efforts and plan future workforce planning strategies, CRS prepares a diversity report for a period spanning two fiscal years to analyze the demographics of its workforce and compare the demographic data to the federal civilian labor force. The report for FY2012 and FY2013 will be completed in FY2014.

PERFORMANCE MANAGEMENT

CRS focused on a number of initiatives to support effective supervision and performance management. A series of supervisory roundtable discussions was introduced to provide managers and supervisors the opportunity to share best practices as well as network on a number of issues relevant to managing staff. These roundtable discussions reinforced the performance management training and counseling available to the supervisory workforce.

A second initiative was the launch of a supervisor Web portal. CRS developed the portal to provide consolidated workforce-related information and resources to support staff management responsibilities of supervisors. Features of the portal include resources and tools for the CRS performance assessment system, a legal advice column, and suggested articles and webinars for effective performance management.

The Service identified opportunities to improve mandatory performance management training for supervisors. Course objectives and content were revised to place greater emphasis on the cascading alignment of the Library's strategic plan to employees' performance goals. Goal setting and the use of SMART goals were added to the course to ensure a mutual understanding of expectations between supervisors and employees. Case studies and exercises were incorporated to provide supervisors with a better understanding of how to assign fair and appropriate performance ratings.

STAFF TRAINING AND PROFESSIONAL DEVELOPMENT

CRS continued its focus in providing resources and tools to strengthen the competencies and skills of its supervisory workforce. Following a capstone study on effective supervisory training, CRS developed a more comprehensive framework for supporting supervisors to include new supervisor acclimation and leadership development courses.

A module for orienting and acclimating new supervisors was implemented to capture and convey the level of support and training needed during the first year. The module provides consistent baseline information that new supervisors should receive to transition effectively into their scope of responsibilities.

CRS senior management is committed to preparing the supervisory workforce to meet new and evolving demands while sustaining quality service, through staff, in support of the Congress. It is recognized that supervisors must demonstrate strong leadership skills and qualities to motivate and influence staff to perform their best despite growing challenges and resource constraints. To this end, the Service identified leadership courses that focus on critical supervisory competencies: coaching, conflict resolution, and communication. CRS began rolling out these courses to supervisors in January 2013.

CRS-sponsored Training Opportunities. CRS offered a range of core curriculum courses for new staff hired as research analysts and legislative attorneys. Two writing courses acquaint staff with the style and substance of writing analytical reports for the Congress, as well as provide guidance and consideration for reviewing colleagues' writing as part of the Service's peer review process. Another training opportunity assists staff with making effective oral presentations before congressional clients. The final core curriculum course offers an overview of federal budgeting concepts and procedures.

A program series focused on discussion of "hot topics" was launched in FY2013 to engage CRS staff on critical issues that are important to the legislative debate, informative to staff as federal employees, relevant to the execution of work under limited resources, or germane to knowledge sharing as a succession management component. Hot topic discussions focused on

issues such as guns and mental health, testifying before the Congress, and the Middle East (Mali and Egypt).

Mentoring Program. The CRS mentoring program pairs new staff with experienced CRS colleagues to provide advice and assistance in acclimating to the Service. Throughout the year, eight information sessions were offered to the mentees to learn more about CRS operations, policies, and procedures. Mentees also attended discussions focused on working and interacting with congressional clients. These focused discussions included “My First Year at CRS” and “Meeting the New Congress.” During the course of the year, twenty-four mentors and twenty-four mentees participated in the program.

STAFF RETENTION

In FY2012 CRS implemented a structured voluntary employee exit interview process with the goal of obtaining data from separating employees to inform and enhance recruitment and retention strategies. For the thirty-eight permanent employees who separated during FY2013, twenty-nine exit interviews were conducted, resulting in a 76 percent participation rate. Based on the responses, CRS is regarded as a good, collaborative place to work. However, some suggested that the Service explore additional strategies to further develop the management and leadership skills of its supervisors.

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

Throughout FY2013 CRS provided Congress with analysis, research, and information to support its policymaking needs in the formats described below.

CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES

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

During the year CRS management developed guidelines for best practices for report preparation and peer review of products.

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

ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES

CRS Web Site. The CRS Web site displays CRS products that are listed by current legislative issue and are accessible through online searching. The site also provides access to CRS reports and analyses of annual appropriations legislation. New this year are streaming videos (video briefs), short video presentations focusing on issues for Congress and highlighting CRS analysis. Also offered are a guide to legislative procedures, online registration for CRS seminars, and information on other services. The Web site also includes links to constituent services-related information as well as legislative, legal, and basic resources for work in congressional offices. Other recent Web products include a Twitter feature showcasing new CRS work (CRS4Congress), and a CRS BlackBerry application to view contents of CRS reports. In operation since the 104th Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies.

Appropriations. CRS experts working on appropriations continued to provide comprehensive legislative analysis and tracking for the twelve regular Senate and House bills. In FY2013 they also assisted Congress with continuing resolutions, supplementals, and the budget resolution. The Service also provides access to a CRS appropriations status table for tracking legislation.

On the Floor. On the Floor, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Web site and by email subscription to all Members, committees, subcommittees, and congressional staff. All bills and related CRS products listed on this page are linked to the bills themselves on their Bill Summary & Status pages and are linked to the products on the CRS Web site. On the Floor is updated throughout the week as needed.

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

Legislative Information System. The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available, as well as integrated access to CRS reports. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration.

The LIS has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; the House Chief Administrative Officer and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and other service units of the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress Office of Strategic Initiatives is responsible for its technical development and operation.

A Library-wide multidepartment team successfully released an initial version of a replacement system for LIS (beta.congress.gov). Releasing the beta legislative system is a significant step toward the Library's FY2014 goal to replace two legacy systems, LIS and THOMAS, with a single, modern system.

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

RESPONSES TO INDIVIDUAL MEMBERS AND COMMITTEES

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

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

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

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

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

SEMINARS, INSTITUTES, AND OTHER PROGRAMS

Seminars. CRS conducted numerous seminars for Members and staff on a wide variety of public policy issues. Highlights of the year included the following public policy seminars: “U.S. Forest Service Project Appeals and Litigation,” “Overview of Banking and Securities Regulatory Policies, 101: From Glass-Steagall to Volcker,” “Planes without Pilots: Regulatory and Legal Issues Regarding Civilian Use of Drone Aircraft,” “Cybersecurity: Current Threats and Policy Considerations for Congress,” “Iran: Current Developments and U.S. Policy,” “The American Taxpayer Relief Act of 2012 and the Budget: What Happened, What’s Next?” “U.S. Liquefied Natural Gas (LNG) Exports Issues for Congress,” “The European Union: How It Works and Why It Matters for the United States,” “Federal Disaster Assistance for Houses of Worship: Issues for Congress,” “Transportation Security,” and “Small Business and the President’s Budget.”

There were several public policy issues presented in a series of seminars. There was a series of nine seminars covering issues and policy in the 113th Congress. A series of ten seminars was held covering the tenth anniversary of the Department of Homeland Security. Also held, was a series of eight seminars on immigration reform. In addition, a series of eight roundtable discussions was held for new military legislative assistants. The informal discussions were

structured to equip military legislative staff with a basic understanding of military issues within the legislative context.

Legislative and Budget Process Institutes. CRS continued to provide legislative and budget process institutes. Congressional staff became acquainted with the practice of legislative procedures and the congressional budget process at a series of increasingly complex “institutes” held at regular intervals during the course of the year. In FY2013 CRS staff conducted fourteen introductory institutes on legislative procedure and resources. Three advanced legislative institutes were held for congressional staff. CRS staff conducted eight introductory programs on legislative concepts in conjunction with the House Learning Center, and two advanced legislative process series for both the House and Senate. Seminars on the budget process, offered in seventeen sessions, provided congressional staff with an integrated overview of how federal budgeting works as well as a more advanced look at separate aspects of the process. Experts provided compilations of CRS budget reports for each CRS budget process program. State and District Institutes, offered five times during FY2013, were specifically tailored to the needs of staff working in Members’ home state offices. Four sessions on grants work in a congressional office were offered to Capitol Hill staff engaged in constituent services.

Legal Programs. For nearly three decades CRS has offered continuing legal education credits through its Federal Law Update to Members and congressional staff. The program consisted of twelve sessions offered over two weeks in both the spring and fall. CRS attorneys provided updates on important issues of law and policy directly related to the legislative agenda.

Through close collaboration with the Law Library of Congress, CRS co-sponsored a series of programs for congressional staff on legal research. Topics included using print and electronic sources to conduct legislative history and statutory research, and a general introduction to legislative research. Seventeen programs were held during FY2013.

Visiting Dignitaries. Establishing and expanding country-specific expertise is another activity CRS supports. Toward this end, specific policy briefings were held with representatives from Ireland, Armenia, South Korea, Iraq, and Canada.

Orientations and Briefings. Fourteen programs were offered to various organizations that sponsored congressional fellows. CRS staff prepared introductory orientations on CRS services, legislative process, and policy-specific briefings. Among the organizations represented were the American Association for the Advancement of Science, the American Political Science Association, the Congressional Black Caucus Foundation, the National Library of Medicine, the National Oceanic and Atmospheric Association, the Rangel Fellows, the U.S. Army, the U.S. Navy, and the Women’s Research and Education Institute.

An additional twenty-six orientations on CRS services were held for new congressional staff, and seventy-seven briefings were conducted for incoming congressional interns and volunteers.

LEGISLATIVE SUMMARIES AND LEGISLATIVE DATA ENHANCEMENTS

Legislative Summaries. The Legislative Analysis and Information Section (LAIS) in CRS is required by statute to write and publish summaries of all legislation introduced in the U.S. Congress. These authoritative summaries are used by lawmakers, policymakers, academics, and

members of the public who are seeking accurate, objective, nonpartisan descriptions of both new and amended federal legislation. The summaries are published widely, including through LIS, THOMAS, beta.congress.gov, and such services as Lexis and CQ.

Legislative analysts review and analyze legislation to determine its meaning and effect on current law. They then draft summaries of the legislation as introduced and write more detailed analyses of any subsequent action versions of the legislation.

Legislative Data Enhancements. LAIS legislative information specialists enhance the usability and interactivity of status information by linking the relevant pages of the *Congressional Record* (e.g., debate, Member introductory remarks, and amendments). They also ensure the integrity of legislative data transmitted by the House, Senate, and GPO for LIS, THOMAS, and beta.congress.gov. These information specialists also manage CRS congressional data functions, adding, updating, and ensuring the integrity of data essential to the CRS client relationship management system.

LAIS further enhances bill records by adding such bill information as short titles, related bills, explanatory notes, and subject terms.

OTHER SERVICES

Multimedia Products and Services. CRS provided a variety of multimedia products in support of its service to Congress. During FY2013 CRS launched an eight-part pilot series of short videos exploring core concepts of key issues, with participation from all CRS divisions. Titles included “Natural Hazards and Disasters,” “Major Cases from the Supreme Court Term,” “Introduction to Workers’ Compensation,” “The U.S. Pivot to the Pacific,” “Are America’s Bridges Falling Down,” and “Contractors and HealthCare.gov.” These videos were featured prominently on the CRS Web site in a revolving carousel. Throughout the year short video clips of various floor and committee actions were also assembled for legislative procedure briefings.

D. CRS ORGANIZATIONAL STRUCTURE

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

DIVISIONS

American Law Division. The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The Division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism. It includes 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 *United States Constitution: Analysis and Interpretation* (popularly known as *Constitution Annotated*).

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

Foreign Affairs, Defense, and Trade Division. The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections that follow critical worldwide security, political, and economic developments for Congress. These include U.S. relations with individual countries, regional trends, and transnational issues such as terrorism, refugees, and other humanitarian crises, global health, nonproliferation, and global institutions such as the United Nations. The Division also addresses U.S. foreign aid programs, strategies, and resource allocations, State Department budget and functions, international debt, public diplomacy, and legislation on foreign relations. Research responsibilities include national security policy; military strategy; conflict dynamics; U.S. and foreign weapons systems; military operations; defense acquisition; military compensation, health, and social issues in the military; the defense budget; and U.S. military bases. Key international economic developments as well as the roles and responsibilities of international financial institutions are also examined, as are trade-related legislation, policies, programs, and U.S. trade performance and investment flows.

Government and Finance Division. The Government and Finance Division's work focuses on the organization, structure, operations, and management of Congress and its support agencies

as well as the congressional budget and appropriations process and the legislative process. Among the financial issues covered by the Division are banking, financial institutions, insurance, mortgages, and securities, as well as taxation, public finance, fiscal and monetary policy, and the public debt. Other research addresses the interaction between taxes and interest rates and macroeconomic policy. In addition, the Division responds to requests on the organization, management, and funding of the federal executive and judicial branches, judicial and executive branch nominations, government personnel and the civil service, the presidency and vice presidency, and government information policy and privacy issues. Also covered are economic development, federal planning for and response to emergencies, disasters, acts of terrorism in the United States, survey research and public opinion polls, the census, reapportionment and redistricting, elections, campaign finance, lobbying, and political parties.

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

RESEARCH SUPPORT

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

OFFICES

Office of Congressional Information and Publishing. The Office of Congressional Information and Publishing facilitates and enhances congressional access to timely and authoritative legislative information and CRS public policy expertise. In close consultation with CRS authors, the Office edits, provides graphics support for, and publishes CRS reports. It organizes, analyzes, and publishes legislative information, including summaries of all pending

legislation, provided through the Congress.gov beta system, the Legislative Information System (LIS), and THOMAS. The Office also works in partnership with other Library units, the Clerk of the House of Representatives, the Secretary of the Senate, the Government Printing Office, and other legislative branch offices and agencies. These entities maintain positive working relationships with data partners and stakeholders to ensure accurate, timely, and complete access to congressional information. They work together to facilitate Library initiatives in support of development, operation, maintenance, and congressional support of LIS and the successor Congress.gov system. The Office develops innovative tools to improve the understanding of legislative documents, responds to congressional queries about the use of and content of the legislative information systems, and maintains authoritative Member and staff data for the handling of research requests.

Office of the Counselor to the Director. The Office of the Counselor to the Director examines and defines policy and legal questions and issues affecting all aspects of the Service, and serves as the principal legal and policy advisor to the CRS Director, Deputy Director, and other senior management officials. The Office develops and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies, and ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act. Additionally the office has responsibility for managing congressional requests for CRS services; planning and organizing institutes, seminars, and briefings for Congress; developing and implementing outreach strategies to congressional offices; and coordinating and overseeing CRS communications with internal and external audiences.

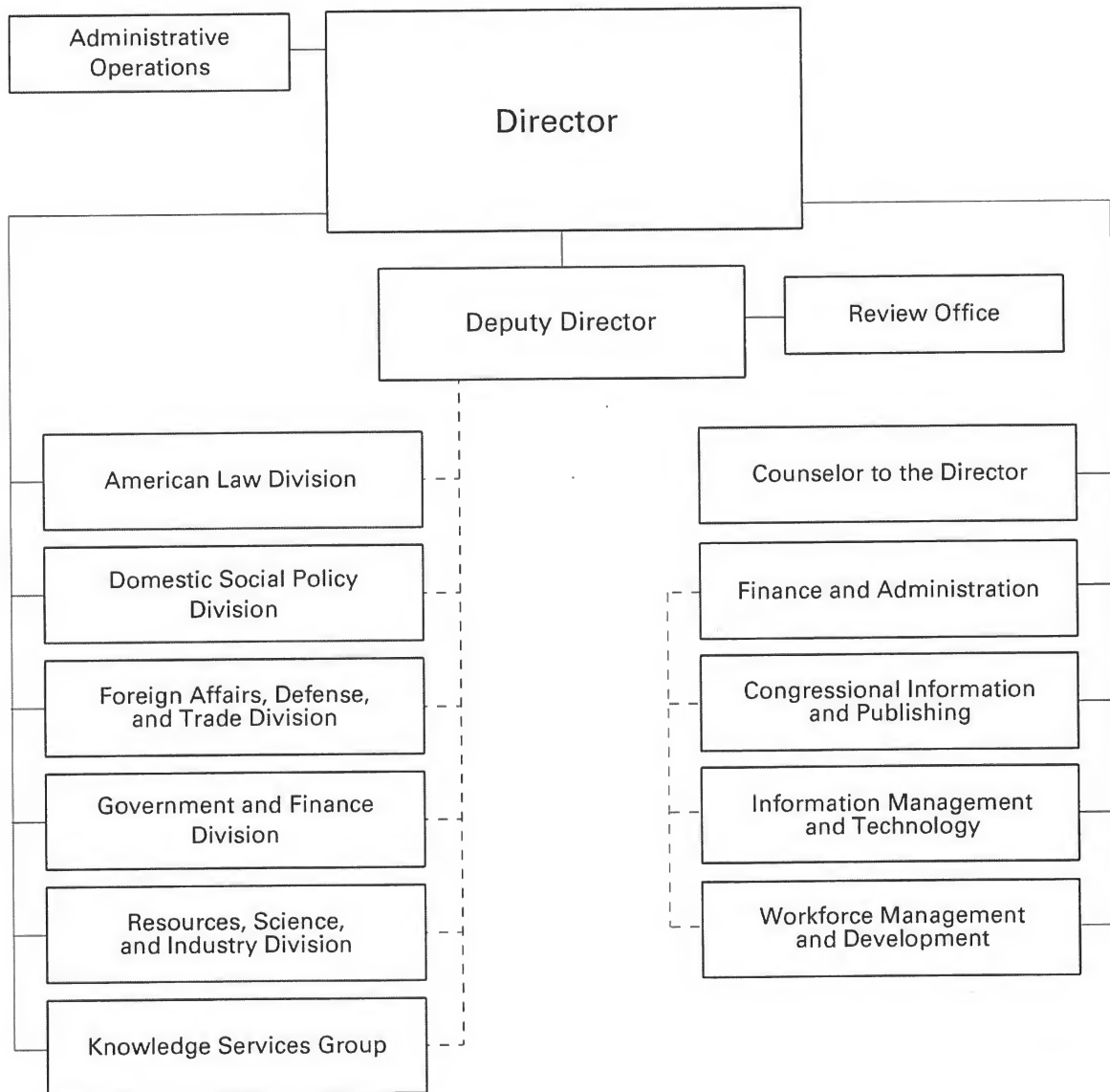
Office of Finance and Administration. The Office of Finance and Administration oversees the financial, procurement, and administrative programs of the Service. This includes coordinating the strategic planning, preparing the budget request, formulating and executing the financial operating plan, performing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

Office of Information Management and Technology. The Office of Information Management and Technology provides the information management capabilities and support required for CRS research and legislation-related activities, communications, and service to Congress. This includes planning, procurement, development, operations, security, and maintenance of the information technology infrastructure and systems required to support the CRS mission. The Office is also responsible for the overall information architecture and maintains information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials.

Office of Workforce Management and Development. The Office of Workforce Management and Development manages the Service's ability to attract, develop, and retain quality talent needed to respond to the dynamic research, analysis, and information needs of Congress. The Office provides a comprehensive package of services and programs to support and strengthen CRS human capital capabilities. These services and programs extend to the areas of staffing and workforce planning as well as performance management, training and development, and staff recognition. The office is also responsible for data management and analysis, workforce flexibilities, and personnel security. The Office serves as liaison and collaborates with other Library offices on human resource management issues and initiatives.

E. CRS ORGANIZATIONAL CHART

February 2014



F. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL, AND INCUMBENT AT THE BEGINNING AND END OF FY2013

<u>Position</u>	<u>As of October 1, 2012</u>		<u>Position</u>	<u>As of September 30, 2013</u>	
	<u>Grade</u>	<u>Incumbent</u>		<u>Grade</u>	<u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Mary Mazanec	Same	Same	Same
Deputy Director, Congressional Research Service	SL	Colleen Shogan	Same	Same	Same
Counselor to the Director, Office of the Counselor to the Director	SL	Lizanne D. Kelley	Same	Same	Same
Associate Director, Office of Congressional Information and Publishing	SL	Clifford T. Cohen	Same	Same	Same
Associate Director, Office of Finance and Administration and Senior Specialist in Social and Information Sciences	SL	Edward R. Jablonski	Same	Same	Same
Chief Information Officer, Office of Information Management and Technology	SL	Lisa Hoppis	Same	Same	Same
Associate Director, Office of Workforce Management and Development and Senior Specialist in Social and Information Sciences	SL	Monica Woods	Same	Same	Same
Assistant Director, American Law Division and Senior Specialist in American Public Law	SL	Karen J. Lewis	Same	Same	Same
Assistant Director, Domestic Social Policy Division and Senior Specialist in Social Legislation	SL	Laura B. Shrestha	Same	Same	Same
Assistant Director, Foreign Affairs, Defense, and Trade Division and Senior Specialist in International Policy	SL	Michael Moodie	Same	Same	Same
Assistant Director, Government and Finance Division and Senior Specialist in American National Government	SL	Vacant ¹	Same	Same	John Haskell ²
Assistant Director, Knowledge Services Group and Senior Specialist in Social and Information Sciences	SL	Lillian Gassie	Same	Same	Same

<u>As of October 1, 2012</u>			<u>As of September 30, 2013</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Assistant Director, Resources, Science, and Industry Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same	Same
Deputy Chief Information Officer, Office of Information Management and Technology	SL	Donna Scheeder	Same	Same	Same
Deputy Assistant Director, American Law Division and Specialist in American Law	SL	Terry J. Halstead	Same	Same	Same
Deputy Assistant Director, Domestic Social Policy Division and Specialist in Social Legislation	SL	Richard Rimkunas	Same	Same	Same
Deputy Assistant Director, Foreign Affairs, Defense, and Trade Division and Specialist in Foreign Affairs	SL	Edward F. Bruner	Same	Same	Same
Deputy Assistant Director, Government and Finance Division and Specialist in American National Government	SL	Pamela Jackson ³	Same	Same	Same
Deputy Assistant Director, Knowledge Services Group and Senior Specialist in Social and Information Science	SL	Lisa Dove	Same	Same	Same
Deputy Assistant Director, Resources, Science, and Industry Division and Specialist in Environmental Policy	SL	Lorel Wisniewski	Same	Same	Same
Senior Advisor to the Director and Senior Specialist	SL	Richard C. Ehlke	Same	Same	Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan	Same	Same	Same
Senior Specialist in American National Government	SL	Robert J. Dilger	Same	Same	Same
Senior Specialist in American National Government	SL	Walter J. Oleszek	Same	Same	Same
Senior Specialist in American National Government	SL	Michael L. Koempel	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same	Same
Senior Specialist in Science and Technology	SL	Eric A. Fischer	Same	Same	Same

<u>As of October 1, 2012</u>			<u>As of September 30, 2013</u>		
<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u>	<u>Incumbent</u>
Coordinator for Policy Implementation and Specialist	SL	Douglas A. Warshof	Same	Same	Same
Coordinator of Division Research and Specialist	SL	Larry M. Eig	Same	Same	Same
Coordinator of Division Research and Specialist	SL	Vacant ⁴	Same	Same	Same
Coordinator of Division Research and Specialist	SL	Karen Spar	Same	Same	Same
Coordinator of Review and Specialist in Social and Information Sciences	SL	Robin Grove	Same	Same	Same
Specialist on the Congress	SL	Judith Schneider	Same	Same	Same
Specialist in Environmental Policy	SL	James E. McCarthy	Same	Same	Same
Specialist in Resources and Environmental Policy	SL	Claudia Copeland	Same	Same	Same

¹ Pamela Jackson was acting Assistant Director, Government and Finance Division from 08/26/12 to 08/25/13.

² John Haskell was appointed to Assistant Director, Government and Finance Division on 08/26/13.

³ Jeffrey Seifert was acting Deputy Assistant Director, Government and Finance Division from 08/26/12 to 12/23/12 and from 12/30/12 to 3/30/13 and Jessica Gerrity was acting to this position from 04/07/13 to 08/05/13.

⁴ Marc Labonte was acting Coordinator of Division Research and Specialist, Government and Finance Division from 01/13/13 to 05/12/13.

G. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST PERSONNEL ACTIONS IN FY2013

Jessica Gerrity was temporarily promoted to Deputy Assistant Director, Government and Finance Division from 04/07/13 to 08/05/13.

John Haskell was appointed to Assistant Director, Government and Finance Division on 08/26/13.

Pamela Jackson was detailed to Assistant Director, Government and Finance Division from 08/26/12 to 08/25/13.

Marc Labonte was temporarily promoted to Coordinator of Division Research and Specialist, Government and Finance Division from 01/13/13 to 05/12/13.

Jeffrey Seifert was temporarily promoted to Deputy Assistant Director, Government and Finance Division from 08/26/12 to 12/23/12 and from 12/30/12 to 3/30/13.

H. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY2013

There were no changes in senior level positions in FY2013.

I. NEW CRS PRODUCTS IN FY2013

This appendix contains CRS written and Web products prepared for the Congress in FY2013. The products are arranged alphabetically by selected categories and may appear in more than one category. Congressional users can view the full text of products by visiting the CRS Web site (www.crs.gov).

The appendix lists CRS products available for congressional distribution as of September 30, 2013. (It does not include the many CRS products prepared at the specific request of individual Members of Congress. These products are not disseminated further without the permission of the requesting office.)

Agriculture

The 2013 Farm Bill: A Comparison of the Senate Agriculture Committee-Reported Bill (S. 954) with Current Law, by Ralph M. Chite, Coordinator, Megan Stubbs, Charles E. Hanrahan, Randy Alison Aussenberg, Jim Monke, Katie Hoover, Randy Schnepf, Renée Johnson, Joel L. Greene, Remy Jurenas, John Glover, Dennis A. Shields and Tadlock Cowan. 2 p. (R43076)

Agricultural Guest Workers: Legislative Activity in the 113th Congress, by Andorra Bruno. 1 p. (R43161)

Agriculture, by Justin Murray. (AST60)

Agriculture, by Justin Murray. (AST128)

Agriculture and Related Agencies: FY2014 Appropriations, by Jim Monke. 13 p. (R43110)

Analysis of Renewable Identification Numbers (RINs) in the Renewable Fuel Standard (RFS), by Brent D. Yacobucci. 16 p. (R42824)

Animal Agriculture: Selected Issues in the 113th Congress, by Joel L. Greene. 11 p. (R42954)

Canada Intends to Challenge New USDA Country of Origin Labeling Rule in WTO, by Jane M. Smith. (WSLG568)

Conservation Reserve Program (CRP): Status and Issues, by Megan Stubbs. 16 p. (R42783)

DC Circuit Dismisses Complaint Against USDA's Raw Almond Rule, by Daniel T. Shedd. (WSLG504)

Domestic Food Assistance in 2012 Farm Bill Proposals: S. 3240 and H.R. 6083, by Randy Alison Aussenberg. 1 p. (R42829)

Emergency Assistance for Agricultural Land Rehabilitation, by Megan Stubbs. 13 p. (R42854)

Farm Bill 101: Day One Afternoon Session, by Justin T. Paulhamus. (WPE1997)

Farm Bill 101: Day One Morning Session, by Justin T. Paulhamus. (WPE1996)

Farm Bill 101: Day Two Afternoon Session, by Justin T. Paulhamus. (WPE1999)

Farm Bill 101: Day Two Morning Session, by Justin T. Paulhamus. (WPE1998)

Farm Bill Expiration and Extension: What Happens October 1st?, by Justin T. Paulhamus. (WPE2089)

Federal Crop Insurance for Specialty Crops: Background and Legislative Proposals, by Dennis A. Shields. 18 p. (R42813)

Federal Regulation of Chemicals in Commerce: An Overview of Issues for the 113th Congress, by Linda-Jo Schierow. 9 p. (R42879)

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- Obama Administration Will Not Challenge State Marijuana Laws That Do Not Undermine

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- Federal Enforcement Priorities, by Brian T. Yeh. (WSLG664)
- An Overview of Immigration-Related Crimes, by Michael John Garcia. (WSLG563)
- An Overview of Judicial Review of Immigration Matters, by Margaret Mikyung Lee. 11 p. (R43226)
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- Restrictions on the Speech of Recipients of Federal Funds Under the Leadership Act of 2003: *United States Agency for International Development v. Alliance for Open Society*, by Kathleen Ann Ruane. 14 p. (R43027)
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- Supreme Court To Consider Constitutionality of Key Provision of Voting Rights Act, by L. Paige Whitaker. (WSLG314)
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- Supreme Court to Review Indian Child Welfare Act Case, by Jane M. Smith. (WSLG403)
- Supreme Court to Review the Use of Race in Higher Education ... Again, by Jody Feder. (WSLG259)
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Harassment Lawsuit, by Jody Feder.
(WSLG320)

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Nolan. (WSLG533)

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Definition of “Aggravated Felony”?, by
Michael John Garcia. (WSLG454)

Miscellaneous

Asian American and Pacific Islander Heritage
Month: Speech Materials, by Janice Cheryl
Beaver. (speeches-asianpacific)

Columbus Day: Speech Materials, by Audrey Celeste
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- Labor Day: Speech Materials, by Sharon Butts. (speeches-laborday)
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- Mini District/State Institute, by Justin T. Paulhamus. (WPE1802)
- National Hispanic Heritage Month: Speech Materials, by Janice Cheryl Beaver. (speeches-hispanicheritage)
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