Congressional Salaries and Allowances

Ida A. Brudnick
Specialist on the Congress

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Summary

This report provides basic information on congressional salaries and allowances.

First, the report briefly summarizes the current salary of Members of Congress, limits on their outside earned income and honoraria, available life and health insurance, and retirement benefits.

Second, the report provides information on allowances available to Representatives and Senators to support them in their official and representational duties. These allowances cover official office expenses, including staff, mail, travel between a Member’s district or state and Washington, DC, and other goods and services.

Third, the report lists the salaries of Members, House and Senate officers and officials, and salary limits for committee staff.

This information is derived from House and Senate hearings, reports, and annual and supplemental legislative branch appropriations acts; the U.S. Code and U.S. Code Annotated Supplements to Title 2; Order of the Speaker of the House of Representatives, implementing a pay increase for House employees; Order of the President pro tempore, implementing a pay increase for Senate employees; the Members’ Congressional Handbook, prepared by the Committee on House Administration, available at http://cha.house.gov/; the quarterly Statement of Disbursements of the House, compiled by the House Chief Administrative Officer, available at http://disbursements.house.gov/; the semiannual Report of the Secretary of the Senate, available at http://www.senate.gov/legislative/common/generic/report_secesen.htm; and the Office of Personnel Management for executive level pay rates to which some legislative employees are statutorily linked.

Further information on salaries of Members of Congress may be found in CRS Report 97-615, Salaries of Members of Congress: Congressional Votes, 1990-2013, by Ida A. Brudnick and CRS Report 97-1011, Salaries of Members of Congress: Recent Actions and Historical Tables, by Ida A. Brudnick. Additional information on other topics may be found in reports referenced throughout.
Contents

Compensation of Members of Congress and Related Benefits............................................................ 1
  Compensation .................................................................................................................................. 1
  Outside Earned Income Limits and Prohibition on Honoraria ...................................................... 1
  Tax Deductions ............................................................................................................................ 2
  Health and Life Insurance Provisions .......................................................................................... 2
  Retirement Provisions .................................................................................................................. 2
Personnel, Office Expenses, and Mail Allowances for Representatives............................................... 3
  The Members’ Representational Allowance (MRA) .................................................................... 3
    Personnel Allowance Component of the MRA ......................................................................... 4
    Official Office Expenses Allowance Component of the MRA .............................................. 5
    Official Mail Allowance (Franking Privilege) Component of the MRA ............................. 5
    Online Publication of Disbursement Records ........................................................................ 6
Government Publications .............................................................................................................. 6
Personnel, Office Expenses, and Mail Allowances for U.S. Senators ................................................. 6
  Senators’ Official Personnel and Office Expense Account (SOPOEA) ...................................... 6
    Official Office Expense Allowance Component of the SOPOEA ..................................... 7
    Administrative and Clerical Assistance Allowance Component of the SOPOEA .......... 8
    Legislative Assistance Allowance Component of the SOPOEA ....................................... 8
    Online Publication of Disbursement Records ........................................................................ 8
Other Allowances .......................................................................................................................... 8
  Office Space in States, including Mobile Office Space ............................................................ 8
  Furniture and Furnishings in Washington, DC ...................................................................... 9
  Furniture and Furnishings in State Offices ............................................................................ 9
  Office Equipment in Washington, DC, and State Offices .................................................... 9
  Government Publications ......................................................................................................... 9
Compensation of Other Congressional Officers and Officials ............................................................ 9
Compensation of Committee Employees .......................................................................................... 11
  House of Representatives ......................................................................................................... 11
  Senate ....................................................................................................................................... 11

Tables

Table 1. Mileage Multiplier for MRA .............................................................................................. 5
Table 2. Members, Officers, and Officials of the House: Selected Salaries .................................. 10
Table 3. Members, Officers, and Officials of the Senate: Selected Salaries ................................. 10

Contacts

Author Contact Information ........................................................................................................... 11
Acknowledgments ......................................................................................................................... 11
Compensation of Members of Congress and Related Benefits

Compensation

The most recent pay adjustment for Members of Congress was in January 2009.\(^1\) Since then, the compensation for most Senators, Representatives, Delegates, and the Resident Commissioner from Puerto Rico has been $174,000.\(^2\)

The only exceptions include the Speaker of the House ($223,500) and the President pro tempore of the Senate and the majority and minority leaders in the House and Senate ($193,400). Additional compensation is not provided to other Members of congressional leadership or committee chairs.

Article I, Section 6, of the U.S. Constitution authorizes compensation for Members of Congress “ascertained by law, and paid out of the Treasury of the United States.” Adjustments are governed by the Ethics Reform Act of 1989 and the 27th Amendment to the Constitution. Members of Congress only receive salaries during the terms for which they are elected.

Outside Earned Income Limits and Prohibition on Honoraria

Permissible “outside earned income” for Representatives and Senators is limited to 15% of the annual rate of basic pay for level II of the Executive Schedule.\(^3\) Certain types of outside earned income, however, are prohibited. For example, a Member may not receive compensation for affiliating with or being employed by a firm, partnership, association, corporation, or other entity providing professional services involving a fiduciary relationship, except for the practice of medicine; allowing his/her name to be used by such a firm, partnership, association, corporation, or other entity; practicing a profession involving a fiduciary relationship; serving as a member or officer of the board of an association, corporation, or other entity; and teaching without prior notification to, and approval from, the House Committee on Ethics, in the case of Representatives, or the Senate Select Committee on Ethics, in the case of Senators.

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\(^1\) Pay for 2010 was frozen at these levels pursuant to P.L. 111-8, and pay for 2011 and 2012 was frozen pursuant to P.L. 111-165 and P.L. 111-322. Section 114 of P.L. 112-175 extended the current pay freeze for the duration of the FY2013 continuing resolution (through March 27, 2013). Section 802 of P.L. 112-240, which was enacted on January 2, 2013, froze Member pay at the 2009 level for 2013.

\(^2\) For additional information, see CRS Report 97-1011, Salaries of Members of Congress: Recent Actions and Historical Tables, by Ida A. Brudnick and CRS Report 97-615, Salaries of Members of Congress: Congressional Votes, 1990-2013, by Ida A. Brudnick.

\(^3\) For example, House Rule XXV (112th Congress) states: “the term ‘outside earned income’ means, with respect to a Member, Delegate, Resident Commissioner, officer, or employee of the House, wages, salaries, fees, and other amounts received or to be received as compensation for personal services actually rendered,” with exceptions, including, for example “copyright royalties received from established publishers under usual and customary contractual terms.” For additional information, see House Rule XXV and Senate Rule XXXVI.
Representatives and Senators are also prohibited from accepting honoraria. The acceptance of honoraria by Representatives was prohibited effective January 1, 1991. The acceptance of honoraria by Senators was prohibited effective August 14, 1991.

**Tax Deductions**

Members are allowed to deduct, for income tax purposes, living expenses up to $3,000 per annum, while away from their congressional districts or home states.

**Health and Life Insurance Provisions**

Members are eligible to participate in the Federal Employees Health Benefits Program and may select from among several health benefit plans. Participation is on a voluntary, contributory basis. Section 1312(d)(3)(D) of P.L. 111-148, the Patient Protection and Affordable Care Act, states that the only health plans available to Members of Congress and certain congressional staff are those plans created under the act or offered through an exchange established under the act. The exchanges are not yet operational, and regulations on implementation of this provision have not been promulgated.

Members also are eligible to participate in the Federal Employees Group Life Insurance Program. The amount of coverage for personal insurance is determined by a formula based on the coverage elected.

**Retirement Provisions**

Various options are available to Members regarding participation in the Civil Service Retirement System and the Federal Employees Retirement System. Benefits vary depending on retirement plan, age, and length of service. Since January 1, 1984, participation in Social Security has been mandatory for all Members of Congress.
Personnel, Office Expenses, and Mail Allowances for Representatives

The Members’ Representational Allowance (MRA)

The Members’ Representational Allowance (MRA) is available to support Representatives in their official and representational duties.\(^\text{10}\)

The MRA may be used for official expenses including, for example, staff, travel, mail, office equipment, district office rental, stationery, and other office supplies.

The MRA is also subject to a number of restrictions. For example, the MRA may not be used to defray any personal or campaign-related expenses. A Member is also prohibited from using campaign funds (except where authorized by the Committee on Ethics) or committee funds to pay for expenses related to official representational duties; using an unofficial office account; accepting funds or assistance from a private source for an official activity; or using personal funds to pay for franked mail.

A Member is responsible for personally paying for any expenses that are in excess of the authorized MRA level or that are not reimbursable under regulations of the Committee on House Administration.\(^\text{11}\)

The MRA for each Representative is calculated based on three components, including personnel, official office expenses, and official (franked) mail. The personnel allowance component is the same for each Member. The office expenses and mail allowances components vary from Member to Member due to variations in the distance between a Member’s district and Washington, DC, cost of office space in the district, and number of non-business addresses in the district. The three components are combined and result in a single MRA authorization for each Representative that can be used to pay for any type of official expense. For example, each Representative can choose how much to allocate to travel versus personnel or supplies.

The MRA for each Member is authorized from January 3 of each year through January 2 of the following year. These allowances are authorized in statute and regulated and adjusted by the Committee on House Administration.

The MRA is funded in the House “Salaries and Expenses” account in the annual legislative branch appropriations bills. This account has decreased in recent years, from $660.0 million in FY2010, to $573.9 million in FY2012. Additionally, the *Statement of Disbursements of the House* states that the

\(^{10}\) For additional information, see CRS Report R40962, *Members’ Representational Allowance: History and Usage*, by Ida A. Brudnick.

total amount of each Member’s 2012 Representational Allowance is 88.92% of the amount authorized in 2010. This is in accordance with a 5% reduction to the 2010 authorization mandated in House Resolution 22, agreed to on January 6, 2011, and a 6.4% reduction to the 2011 authorization as reflected in H.R. 2055, the Consolidated Appropriations Act, 2012 (P.L. 112-74).12

The 2012 allowances range from $1,270,129 to $1,564,613, with an average of $1,353,205.13

Personnel Allowance Component of the MRA

The Statement of Disbursements of the House also provides the formula that was used for determining each Member’s MRA.

In the 2010 formula, the personnel allowance component of this calculation was $944,671 for each Member.14 This component is combined with the other MRA components and results in one authorization that can be used to pay for any type of official expense.

Each Member may use the MRA to employ no more than 18 permanent employees. A Member may employ up to four additional employees if they fall into one of the following categories:15

1. part-time employees;
2. shared employees;
3. interns receiving pay;
4. employees on leave without pay; and
5. temporary employees.

Pursuant to a Pay Order issued in 2009, the salary of an employee in a Member office may not exceed an annual rate of $168,411.16

13 CRS calculations based on the Statements of Disbursements for the first quarter (January-March) of 2012. The calculations exclude Delegates and the Resident Commissioner. Members elected by special election and sworn in during the first quarter are also excluded.
14 Ibid.
15 2 U.S.C. 92. The 18-person limit first became effective in 1975 (Committee Order No. 16, Congressional Record, March 6, 1975, p. 5556), while the four additional other-than-permanent staff were authorized in 1979 (H.Res. 359, agreed to on July 20, 1979, and enacted into permanent law by P.L. 96-536, Section 101(c), December 16, 1980, 94 Stat. 3167). See also P.L. 104-186, 110 Stat 1720, August 20, 1996.
Official Office Expenses Allowance Component of the MRA

The official office expenses allowance component of the MRA varies for each Member. As stated above, this component is combined with the other MRA components and results in one authorization that can be used to pay for any type of official expense.

The base allowance in the formula established in 2010 is $256,574.\(^{17}\)

There are two additional factors in this component, including

1. a sum for travel based on the following formula: 64 times the rate per mile, multiplied by the mileage between Washington, DC, and the furthest point in a Member’s district,\(^{18}\) plus 10%. The minimum mileage amount is $6,200 for a Member. The rate per mile used to calculate the 2010 allowance was as follows:

<table>
<thead>
<tr>
<th>Mileage Between Washington, DC, and the Furthest Point in a Member’s District</th>
<th>Rate Per Mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fewer than 500 miles</td>
<td>$.96</td>
</tr>
<tr>
<td>500 to 749 miles</td>
<td>.86</td>
</tr>
<tr>
<td>750 to 999 miles</td>
<td>.71</td>
</tr>
<tr>
<td>1,000 to 1,749 miles</td>
<td>.61</td>
</tr>
<tr>
<td>1,750 to 2,249 miles</td>
<td>.51</td>
</tr>
<tr>
<td>2,250 to 2,499 miles</td>
<td>.48</td>
</tr>
<tr>
<td>2,500 to 2,999 miles</td>
<td>.43</td>
</tr>
<tr>
<td>3,000 miles or more</td>
<td>1.32</td>
</tr>
</tbody>
</table>


2. the dollar equivalent to 2,500 square feet multiplied by the applicable rental rate per square foot charged federal agencies by the administrator of the General Services Administration in a Member’s district.

Official Mail Allowance (Franking Privilege) Component of the MRA

Representatives may send franked mail in the conduct of official business.\(^{19}\) Requirements on the use of franked mail, including mass mailings, are established in statute, Rules of the House, and

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\(^{17}\) Ibid., p. 3225.

\(^{18}\) The *Statement of Disbursements of the House* indicates that distance is based on the Rand McNally Standard Highway Mileage Guide.

\(^{19}\) For additional information, see CRS Report RL34274, *Franking Privilege: Historical Development and Options for Change*, by Matthew Eric Glassman.
Congressional Salaries and Allowances

regulations of the Commission on Congressional Mailing Standards (also known as the Franking Commission).

The franked mail component of the MRA is based on a formula in which the rate of a single piece of first class mail is multiplied by three, and the resulting figure is multiplied by the number of non-business addresses in a Representative’s district. The Committee on House Administration set the 2010 official mail allowance for each Member at 45% of this calculation.20 As stated above, this component is combined with the other MRA components and results in one authorization that can be used to pay for any type of official expense.

Online Publication of Disbursement Records

All MRA expenditures are reported in the quarterly Statement of Disbursements of the House. Since November 2009, Statements have been available at http://disbursements.house.gov/.

Government Publications

Representatives may receive certain government publications and printed products. These include, for example, one copy of Deschler’s Precedents, various manuals and directories, and public document franked envelopes.21

The FY2012 Consolidated Appropriations Act (P.L. 112-74), however, contained language prohibiting the use of funds “to deliver a printed copy of a bill, joint resolution, or resolution to the office of a Member of the House of Representatives (including a Delegate or Resident Commissioner to the Congress) unless the Member requests a copy” or to deliver “a printed copy of any version of the Congressional Record to the office of a Member of the House of Representatives (including a Delegate or Resident Commissioner to the Congress).”

Personnel, Office Expenses, and Mail Allowances for U.S. Senators

Senators’ Official Personnel and Office Expense Account (SOPOEA)

The Senators’ Official Personnel and Office Expense Account (SOPOEA) is available to assist Senators in their official and representational duties.22 The SOPOEA has three components: the administrative and clerical assistance allowance; the legislative assistance allowance; and the official office expense allowance. The administrative and clerical assistance allowance and the office expense allowance vary among Senators since they are governed by state population,

20 Ibid., p. 3225.
distance from Washington, DC, to home states, and committee authorized limits. The legislative assistance allowance is the same amount for all Senators.

The total amount available in each SOPOEA is the sum of the two personnel allowances (administrative and clerical assistance and legislative assistance) and the office expense allowance. The three components result in a single SOPOEA authorization for each Senator that can be used to pay for any type of official expense. For example, each Senator can choose how much to allocate to travel versus personnel or supplies, although additional limits pertain to spending on franked mail. Mass mailings may not exceed $50,000 per fiscal year, and the Senate Committee on Rules and Administration may issue additional official mail regulations.

The SOPOEA is funded within the “Contingent Expenses of the Senate,” account in the annual legislative branch appropriations bills. The list of total office allowances contained in the Senate report on its version of the FY2013 legislative branch appropriations bill (S.Rept. 112-197) shows a range of $2,960,716 to $4,685,632, depending on the state. The average allowance is $3,209,103.

This account has decreased in recent years, from $422.0 million in FY2010 to $396.2 million in FY2012. Additionally, the FY2011 Continuing Appropriations Act, P.L. 112-10, enacted on April 11, 2011, stated that “each Senator’s official personnel and office expense allowance (including the allowance for administrative and clerical assistance, the salaries allowance for legislative assistance to Senators, as authorized by the Legislative Branch Appropriation Act, 1978 (P.L. 95-94), and the office expense allowance for each Senator’s office for each State) in effect immediately before the date of enactment of this section shall be reduced by 5 percent.”

The SOPOEA is available only to support each Senator’s official duties and may not to be used to defray any personal, political, or campaign-related expenses. Senators are responsible for the payment of any expenses that exceed the allowance.

**Official Office Expense Allowance Component of the SOPOEA**

One component of the SOPOEA is the office expense allowance. The amount of this component varies for each Senator depending on the distance between Washington, DC, and the home state, the population of the state, and the official (franked) mail allocation. Requirements on the use of the frank, including mass mailings, are established in statute, regulations and rules of the Senate, the Senate Committee on Rules and Administration, and the Senate Ethics Committee. According to preliminary figures in S.Rept. 112-197, the FY2013 office expense allowance component of the SOPOEA ranges from $121,022 to $454,144, although all components are interchangeable.

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24 Ibid., p. 21.
26 CRS calculation based upon state totals for all 100 Senators. Data provided in the Senate report are preliminary and do not include any supplementals, transfers, or rescissions.
27 Ibid., pp. 20-21.
Administrative and Clerical Assistance Allowance Component of the SOPOEA

The administrative and clerical assistance allowance component of the SOPOEA is allocated according to the population of a Senator’s state. The FY2013 Senate report (S.Rept. 112-197) included preliminary allowance figures that varied from $2,361,820 for a Senator representing a state with a population under 5 million to $3,753,614 for a Senator representing a state with a population of 28 million or more.28 All components of the SOPOEA are interchangeable.

Legislative Assistance Allowance Component of the SOPOEA

According to the FY2013 Senate report (S.Rept. 112-197), the legislative assistance component of the SOPOEA is $477,874. The report states that this component is equivalent to three positions paid at $159,291 each,29 although all components of the SOPOEA are interchangeable.

Online Publication of Disbursement Records

All SOPOEA expenditures are required to be published in the semiannual Report of the Secretary of the Senate.30 The report is available at http://www.senate.gov/legislative/common/generic/report_secesen.htm.

Other Allowances

Office Space in States, including Mobile Office Space

Each Senator is authorized office space in federal buildings in the state he or she represents. In the event suitable office space is not available in a federal building, other office space may be secured. The cost of private space is not to exceed the highest rate per square foot charged by the General Services Administration (GSA).31 The aggregate square footage of office space that can be secured for a Senator ranges from 5,000 square feet, if the population of the state is less than 3 million, to 8,200 square feet, if the state’s population is 17 million or more.32 There is no restriction on the number of offices.

Each Senator may lease one mobile office for use only in the state he or she represents, subject to limitations on the terms of the lease, the maximum annual rental payment, and reimbursable operating costs. No payment may be made for expenses incurred during the 60 days preceding a contested election.33

28 Ibid.
29 Ibid., and Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2009, issued March 12, 2009; and Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2010, issued January 5, 2010 (contained in 2 U.S.C. 60a-1 and available at http://uscode.house.gov).
31 2 U.S.C. 59(c).
32 2 U.S.C. 59(b).
33 2 U.S.C. 59(f).
Furniture and Furnishings in Washington, DC

Each Senator is authorized furniture and furnishings from an approved list. Furniture and furnishings are supplied and maintained by the Architect of the Capitol (for spaces in Senate office buildings) and the Senate Sergeant at Arms (for offices in the Capitol). Additional furnishings can be purchased through the Senate stationery store.

Furniture and Furnishings in State Offices

Each Senator is authorized $40,000 for state office furniture and furnishings for one or more offices, if the aggregate square footage of office space does not exceed 5,000 square feet. The base authorization is increased by $1,000 for each authorized additional incremental increase in office space of 200 square feet. Pursuant to the FY2000 Legislative Branch Appropriations Act, this allowance automatically increases at the beginning of each Congress to reflect inflation.

The aggregate dollar amount is the maximum value of furniture and furnishings to be provided by GSA for state office use at any one time. Furniture and furnishings remain GSA property.

Office Equipment in Washington, DC, and State Offices

Each Senator may use certain basic office equipment allocated in accordance with the population of the state he or she represents and other factors that have been established by the Senate Committee on Rules and Administration.

Government Publications

Each Senator is entitled to receive certain government publications and printed products. These include, for example, copies of the daily Congressional Record, one copy of Deschler’s Precedents, various manuals and directories, and public document franked envelopes.

Compensation of Other Congressional Officers and Officials

Table 2 and Table 3 list the compensation for Members of Congress, officers elected by the House and Senate, and officials appointed by House and Senate leadership.

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34 2 U.S.C. 59(c)(2).
36 For additional information, see “Information Services for Members of Congress,” GPO Publication 250.4, January 2009, pp. 2-3.
Table 2. Members, Officers, and Officials of the House: Selected Salaries

<table>
<thead>
<tr>
<th>Position</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Speaker of the House</td>
<td>$223,500 per annum</td>
</tr>
<tr>
<td>Majority and Minority Leaders</td>
<td>$193,400 per annum</td>
</tr>
<tr>
<td>All other Representatives (including Delegates and Resident Commissioner From Puerto Rico)</td>
<td>$174,000 per annum</td>
</tr>
<tr>
<td>Chief Administrative Officer</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Clerk of the House</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Sergeant at Arms</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Chaplain</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Legislative Counsel</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Law Revision Counsel</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Parliamentarian</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Inspector General</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Director, Interparliamentary Affairs</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>General Counsel to the House</td>
<td>$172,500 per annum</td>
</tr>
</tbody>
</table>


Table 3. Members, Officers, and Officials of the Senate: Selected Salaries

<table>
<thead>
<tr>
<th>Position</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>President pro tempore ($230,700 per annum if the position of Vice President is vacant)</td>
<td>$193,400 per annum37</td>
</tr>
<tr>
<td>Majority and Minority Leaders</td>
<td>$193,400 per annum</td>
</tr>
<tr>
<td>All other Senators</td>
<td>$174,000 per annum</td>
</tr>
<tr>
<td>Secretary of the Senate</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Sergeant at Arms and Doorkeeper</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Legislative Counsel</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Legal Counsel</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Parliamentarian</td>
<td>$171,315 per annum</td>
</tr>
<tr>
<td>Chaplain</td>
<td>$155,500 per annum38</td>
</tr>
</tbody>
</table>

Source: For salaries of Members of Congress and Level IV of the Executive Schedule, U.S. President (Obama), “Adjustments of Certain Rates of Pay,” Executive Order 13594, signed December 19, 2011, Federal Register, vol. 76, p. 80196; for salaries of officers and officials of the Senate, the Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2010, issued January 5, 2010 (contained in 2 U.S.C. 60a-1). Estimates may also be obtained by examining the semi-annual Report of the Secretary of the Senate.

37 The U.S. Constitution provides that the Vice President shall serve as President of the Senate, and that when the Vice President is absent from the Senate, the President pro tempore presides in his place. During a vacancy in the position of the Vice President, the President pro tempore is considered the temporary, full-time President of the Senate and receives the increased salary rate (2 U.S.C. 32).

38 The Senate Chaplain is paid the same as officials in Level IV of the Executive Schedule (2 U.S.C. 61d).
Compensation of Committee Employees

House of Representatives

The maximum annual salary for employees of committees, as established in the 2009 pay order, is $172,500 for up to three staff members (two majority and one minority); $170,696 for up to nine staff members (six majority and three minority); and a maximum of $168,411 for other staff.39

Senate

The maximum annual salary for employees of committees, as established in the 2009 pay order and continued in the 2010 pay order, is $171,315.41

Author Contact Information

Ida A. Brudnick
Specialist on the Congress
ibrudnick@crs.loc.gov, 7-6460

Acknowledgments

This report was originally written by Paul E. Dwyer, formerly a Specialist in American National Government at CRS, who has since retired. The listed author updated the report and is available to answer questions concerning its contents.

39 The chairman of the House Committee on Appropriations may establish the salaries for 24 staff, seven of which are to be designated by the ranking minority party Member.


41 U.S. Congress, Senate, Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2009, issued March 12, 2009; and Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2010, issued January 5, 2010 (contained in 2 U.S.C. 60a-1).