Congressional Salaries and Allowances

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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, and applicable 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 as Members. These allowances cover official office expenses, staff, mail, and other goods and services.

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

Sources are hearings, reports, debates, and language of regular annual and supplemental legislative branch appropriations acts; the U.S. Code and U.S. Code Annotated Supplements to Title 2; latest Order of the Speaker of the House of Representatives, implementing a pay increase for House employees, effective January 1, 2009, issued January 9, 2009 (contained in 2 U.S.C. 60a-2a); latest 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); the Members’ Congressional Handbook (web edition), prepared by the Committee on House Administration, for Members and staff of the U.S. House of Representatives, available at http://cha.house.gov/members_handbook.aspx; the quarterly Statement of Disbursements of the House, compiled by the House Chief Administrative Officer, January 1, 2010, to March 31, 2010 (111th Congress, 1st session, H.Doc. 111-102, part 3 of 3); and the Office of Personnel Management for executive level pay rates to which some legislative employees are statutorily linked.

Additional information on salaries of Members of Congress may be found in CRS Report 97-615, Salaries of Members of Congress: Congressional Votes, 1990-2010, by Ida A. Brudnick and CRS Report 97-1011, Salaries of Members of Congress: Recent Actions and Historical Tables, by Ida A. Brudnick.

This report will be updated as information on 2011 allowances is made available.
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Compensation of Members of Congress and Related Benefits

Compensation

Since January 1, 2009, the compensation for most Representatives and Senators has been $174,000. Compensation for the Speaker of the House is $223,500, while the President pro tempore of the Senate and the majority and minority leaders in the House and Senate receive a salary of $193,400. Pay for 2011 and 2012 is frozen at this level pursuant to P.L. 111-165 and P.L. 111-322.¹

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, 1990-2010, by Ida A. Brudnick.

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.² Certain types of outside earned income however are prohibited. 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; 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 of the Senate Select Committee on Ethics, in the case of Senators, or the House Committee on Standards of Official Conduct, in the case of Representatives.

Representatives and Senators are also prohibited from accepting honoraria. The acceptance of honoraria by Representatives was prohibited effective January 1, 1991.³ The acceptance of honoraria by Senators was prohibited effective August 14, 1991.⁴

¹ P.L. 111-165 prohibited a pay adjustment for Members of Congress for 2011. P.L. 111-322 prohibits “an adjustment required under section 5303, 5304, 5304a, 5318, or 5343(a) of title 5, United States Code” from occurring “during the period beginning on January 1, 2011, and ending on December 31, 2012.” 5 U.S.C. 5318 note references Member pay adjustments under the Ethics Reform Act of 1989 (“Revision In Method By Which Annual Pay Adjustments For Certain Executive, Legislative, And Judicial Positions Are To Be Made”). Additionally, the Ethics Reform Act prevents the Member pay adjustments from exceeding the percentage adjustment under section 5303 of title 5 in the rates of pay under the General Schedule.

² For example, the House has defined this in Rule XXV: “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 “copyright royalties received from established publishers under usual and customary contractual terms.”

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.\(^5\)

Health and Life Insurance Provisions

Health Insurance

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.\(^6\)

Life Insurance

Members 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.\(^7\)

Retirement Provisions

Various options are available to Members regarding participation in the Civil Service Retirement System and the Federal Employees Retirement System. Participation in Social Security is mandatory for Members.\(^8\)

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

House Allowance System

Representatives have one allowance available to support them in their official and representational duties to the districts from which they were elected. This allowance is the


\(^7\) For additional information, see http://www.opm.gov/insure/life/index.asp.

Members’ representational allowance (MRA). The MRA 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, for the mileage allowance, cost of office space in his or her district for the space allowance, and number of non-business addresses in his or her district for the mail allowance.

The three components result in a single MRA authorization for each Representative that can be used to pay for any of the official expenses. In calendar year 2010, the Members’ representational allowances range from $1,428,395 to $1,759,575 with an average MRA of $1,522,114. Allowances are authorized from January 3 of each year through January 2 of the following year.

These allowances are authorized in statute and are regulated and adjusted by the Committee on House Administration. Funding is provided under a single appropriations heading, “Members’ Representational Allowances,” within the House account “Salaries and Expenses.”

All personnel, office, and official mail expenses reimbursed to or on behalf of a Member are reported in the quarterly Statement of Disbursements of the House. On June 3, 2009, then-Speaker of the House Nancy Pelosi directed the Chief Administrative Officer (CAO) to begin publishing the Statements online. A “Dear Colleague” letter issued on June 26, 2009, by Daniel P. Beard, then-Chief Administrative Officer of the House of Representatives, discussed “several technical requirements” involved in the online transition—including the ability of the House to handle the increased server demand and additional support for Member offices in understanding the statements—and indicated that the first online statement would include expenses from the period of July 1, 2009, through September 30, 2009. Another “Dear Colleague” issued by the CAO indicated that the disbursements would “be posted to House.gov as of November 30, 2009.” Subsequent quarterly disbursements were also posted online.

Personnel Allowance Component of the MRA

In 2010, the personnel allowance component of the MRA is $944,671 for each Member.

The MRA is available for employment of staff in a Representative’s Washington, DC, and district offices. Each Member may employ no more than 18 permanent employees. As many as four additional employees may be designated by the Member, but need not be counted as permanent employees, if they fall into one of the following categories:

(1) part-time employees;

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9 See CRS Report R40962, Members’ Representational Allowance: History and Usage, by Ida A. Brudnick.
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(2) employees drawing compensation from more than one employing authority of the House;

(3) interns receiving pay;

(4) employees on leave without pay; and

(5) temporary employees.

Pursuant to a Pay Order issued in 2009, employees’ salaries in Member offices are set at annual rates of not more than $168,411.14.

Official Office Expenses Allowance Component of the MRA

The MRA also is available to pay ordinary and necessary business expenses incurred in support of official and representational duties to the district from which a Member has been elected. The official office expenses allowance component of the MRA varies for each Member.

A base allowance of $256,574 was authorized for each Member in 2010.

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 (see Table 1 below) multiplied by the mileage between Washington, DC, and the furthest point in a Member’s district, 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>
</tbody>
</table>


16 Distance is based on the Rand McNally Standard Highway Mileage Guide.
Mileage Between Washington, DC, and the Furthest Point in a Member’s District

<table>
<thead>
<tr>
<th>Rate Per Mile</th>
</tr>
</thead>
<tbody>
<tr>
<td>3,000 miles or more</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.

The official office expenses allowance may be used for travel, office equipment lease, district office rental, stationery (paper, envelopes, and other supplies), telecommunications, printing, postage, computer services, and other expenses.

The representational allowance is not to be used to defray any personal, political, or campaign-related expenses. A Member also may not use campaign funds to pay for expenses related to his or her official and representational duties; may not use committee funds to pay for official representational expenses; may not use an unofficial office account to support official and representational duties; accept from a private source any in kind assistance with a monetary value for an official activity; and may not use personal funds to pay for franked mail.

A Member is responsible for personally paying for any official and representational expenses that are in excess of his or her representational allowance or that are not reimbursable under regulations of the Committee on House Administration.17

**Official Mail Allowance (Franking Privilege) Component of the MRA**

Representatives are authorized the privilege of sending mail as franked mail in the conduct of official business to assist them in their duties as Members of Congress. Requirements on the use of the frank and mass mailings are established in statute and the regulations and rules of the House. Use of the frank is the personal responsibility of each Representative.19

The franked mail postage 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.20 The Committee on House Administration set the 2010 official mail allowance for each Member at 45% of the calculation based on the above formula.21 The allowance may be used to pay the costs of first, third, or fourth class mail.

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18 For additional information, see CRS Report RL34274, *Franking Privilege: Historical Development and Options for Change*, by Matthew Eric Glassman.

19 Ibid.

20 The number of addresses is determined by the postmaster general. The number is not to include business delivery stops.

class franked mail. It may not be used to pay for certain specified mailing costs, for example, express mail. 22

Since the official mail allowance is combined with the personnel and office expenses allowances, the amount of money a Member can spend on franked mail is limited only by the total of the combined allowances.

Other Allowances

Government Publications

Each Representative 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. 23

Travel Allowance for Organizational Caucuses or Conferences

Each Member-elect and one designated staff person who attend an organizational caucus or conference are to be paid for one round trip each between their places of residence in the district and Washington, DC, for the purpose of attending such caucus or conference. Each incumbent Member reelected to the ensuing Congress and one designated staff person who attend an organizational caucus or conference also receive this allowance.

Each Member-elect (other than an incumbent Member reelected to the ensuing Congress) who attends such a caucus or conference is also authorized to be reimbursed on a per diem or other basis for expenses incurred in connection with attendance.

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

Senators’ Official Personnel and Office Expense Account

Senators have three official allowances available to them for personnel and official office expenses. They are 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, distance from Washington, DC, to home states, and committee authorized limits. The legislative assistance allowance is a set amount for all Senators.

(...continued)

2010), pp. 3623.

22 Regulations on the proper use of the frank are set by the House Commission on Congressional Mailing Standards.

The total amount available in each Senator’s Official Personnel and Office Expense Account (SOPOEA) is the sum of the two personnel allowances (administrative and clerical assistance and legislative assistance) and the office expense allowance. The components of the SOPEOA can be interchanged. For example, funds available for office expenses can be used to pay office personnel salaries, and vice versa. Additional limits pertain to spending on franked mail: mass mailings may not exceed $50,000 per fiscal year,24 and the Senate Committee on Rules and Administration may issue additional official mail regulations.25

The three allowances for all Senators are funded together in a single appropriation subaccount “Senators’ Official Personnel and Office Expense Account,” within the appropriation account “Contingent Expenses of the Senate.” The list of total office allowances contained in the Senate report on the FY2010 legislative branch appropriations bill shows a range from $3,090,168 for the Senators from Delaware to $4,873,149 for the Senators from California.26 The average allocation is $3,343,867.27

Although the Senate Appropriations Committee listed new preliminary figures in its report on the Senate version of the FY2011 legislative branch appropriations bill (S. 3799, S.Rept. 111-294, pp. 21-22), the bill received no further action and the Senate is operating under a continuing appropriations resolution that expires on March 4, 2011.

Appropriations are available to support only the official duties of Senators, and appropriations are not to be used to defray any personal, political, or campaign-related expenses. Senators are responsible for payment of any expenses incurred in support of official duties that exceed the set allowances of the individual accounts.

All personnel, office, and official mail expenses reimbursed to or on behalf of a Senator are required to be published in the semiannual Report of the Secretary of the Senate. An amendment to the FY2010 legislative branch appropriations bill, directing the Secretary of the Senate to “publicly post on-line on the website of the Senate each report in a searchable, itemized format,” was offered by Senator Coburn during floor consideration on July 6, 2009. The amendment was agreed to by voice vote.28 The provision was contained P.L. 111-68.29

Official Office Expense Allowance

One component of the Senators’ Official Personnel and Office Expense Account is the office expense allowance, which includes funding for official Senate business. The amount of this component varies for each Senator depending primarily on the distance between Washington, DC,

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25 Ibid., p. 21.
27 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.
and the home state, the population of the state, and the official mail allocation. In FY2010, allowances ranged from $128,585 to $465,919.\textsuperscript{30}

**Personnel Allowances: Administrative and Clerical Assistance and Legislative Assistance.**

The Senators’ Official Personnel and Office Expense Account also includes two personnel allowances available for staff employment in Washington, DC, and home state offices.

**Administrative and Clerical Assistance Allowance**

The administrative and clerical assistance allowance is allocated according to the population of a Senator’s state. The FY2010 Senate report included preliminary allowance figures that varied from $2,453,206 for a Senator representing a state with a population under 5,000,000 to $3,898,853 for a Senator representing a state with a population of 28,000,000 or more.\textsuperscript{31}

**Legislative Assistance Allowance**

According to the Senate report on the FY2010 legislative branch appropriations bill, each Senator is authorized $508,377 to appoint up to three legislative assistants, to be paid a maximum of $169,459 each per annum.\textsuperscript{32}

**Official Mail Allowance**

Senators are authorized the privilege of sending mail as franked mail in the conduct of official business to assist them in their duties as Members of Congress. Requirements on the use of the frank and mass mailings are established in statute, regulations and rules of the Senate, and interpretative rulings of the Senate Ethics Committee. Each Senator is authorized a specific dollar allocation for franked mail, largely based on the number of addresses in his or her state.

**Other Allowances**

**Senate Interns**

Senators may employ interns during the academic year and during the summer. Senators determine their own financial arrangements for interns.


\textsuperscript{32} 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).
Office Space in States

Each Senator is authorized to secure, in an amount determined by law, suitable office space in federal building(s) in the state he or she represents. In the event suitable office space is not available in a federal building, a Senator is authorized to lease privately owned office space. The cost of private space is not to exceed the highest rate per square foot charged by the General Services Administration (GSA). 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 3,000,000, to 8,200 square feet, if the state’s population is 17,000,000 or more. There is no restriction on the number of offices.

Mobile Office Space for Senators

Each Senator is entitled to lease one mobile office for use only in the state he or she represents. Senators are authorized to be reimbursed for rent and non-personnel costs of operating the office. There are limitations on the terms of the lease, the maximum annual rental payment, and reimbursable operating costs. No reimbursement is to be made for expenses incurred during the 60 days preceding a contested election.

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. Under the FY2000 Legislative Branch Appropriations Act, this allowance is to be automatically increased 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 stipulated by the Senate Committee on Rules and Administration.

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33 2 U.S.C. 59(b).
34 2 U.S.C. 59(f).
35 2 U.S.C. 59(c)(2).
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.37

Compensation of Other Congressional Officers and Officials

**House of Representatives**38

<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>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>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>Director, Emergency Planning, Preparedness, and Operations</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>General Counsel to House</td>
<td>$172,500 per annum</td>
</tr>
<tr>
<td>Chaplain</td>
<td>$172,500 per annum</td>
</tr>
</tbody>
</table>

**Senate**39

<table>
<thead>
<tr>
<th>Position</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>President pro tempore</td>
<td>$193,400 per annum</td>
</tr>
<tr>
<td>(Under $227,300 per annum if the position of Vice President is vacant)</td>
<td></td>
</tr>
</tbody>
</table>

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38 Source is U.S. Congress, House, Order of the Speaker of the House of Representatives, implementing a pay increase for House employees, effective January 9, 2009, issued January 9, 2009 (contained in 2 U.S.C. 60a-2a). Estimates may also be obtained by examining the quarterly *Statement of Disbursements of the House*.

39 The source for salaries of officers and officials of the Senate, excluding the Chaplain, the President pro tempore, and the majority and minority leaders, is the Order of the President pro tempore, implementing a pay increase for Senate employees, effective January 1, 2009, issued March 12, 2009 (2 U.S.C. 60a-1, available at http://uscode.house.gov). Estimates may also be obtained by examining the semi-annual *Report of the Secretary of the Senate*.

40 The President pro tempore is paid $227,300 (2009 rate) if there is a vacancy in the position of Vice President. 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).
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President pro tempore
($227,300 per annum if the position of Vice President is vacant) $193,400 per annum\(^4\)

Majority and Minority Leaders $193,400 per annum

Secretary of the Senate $172,500 per annum

Sergeant at Arms and Doorkeeper $172,500 per annum

Legislative Counsel $172,500 per annum

Senate Legal Counsel $172,500 per annum

Parliamentarian $171,315 per annum

Chaplain $153,200 per annum\(^41\)

Compensation of Standing Committee Employees

House of Representatives

The maximum salaries for employees of committees, as established in the 2009 pay order, are $172,500 per annum for up to three staff members (two majority and one minority); $170,696 per annum for up to nine staff members (six majority and three minority);\(^42\) and a maximum of $168,411 for other staff.\(^43\)

Senate

The maximum salary for employees of standing committees, as established in the 2009 pay order and continued in the 2010 pay order, is $171,315 per annum.\(^44\)

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\(^41\) The Chaplain is paid the same as federal officials in Level IV of the Executive Schedule.
\(^42\) 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.
\(^43\) Source is U.S. Congress, House, Order of the Speaker of the House of Representatives, implementing a pay increase for House employees, effective January 9, 2009, issued January 9, 2009 (contained in 2 U.S.C. 60a-2a).
\(^44\) The source for salaries of officers and officials of the Senate is the 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). Estimates may also be obtained by examining the semi-annual Report of the Secretary of the Senate.
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.