

An hourglass-shaped graphic with a globe in the top bulb and a smaller globe in the bottom bulb. The hourglass is light blue and has a dark blue top and bottom. The globe in the top bulb is dark blue, and the globe in the bottom bulb is light blue. The text is centered within the hourglass.

WikiLeaks Document Release

<http://wikileaks.org/wiki/CRS-R40056>

February 2, 2009

Congressional Research Service

Report R40056

Legislative Branch Staffing, 1954-2007

R. Eric Petersen, Analyst in American National Government

October 15, 2008

Abstract. This report provides data and analysis concerning legislative branch staffing levels since 1954. Legislative branch staff include congressional staff, who work in the House or Senate, and legislative agency staff, who work in a legislative branch agency. Legislative branch staff are counted by full-time equivalent (FTE) positions or payroll positions. FTE positions are based on an estimate of time needed to carry out the work of an agency, which is used to compute an estimated level of staffing. The second method considers staff on the payroll, a Ahead count@ method that counts the number of people actually carrying out the work of an agency. Because of their consistency and availability, payroll data are used for this report. FTE data are used in a few cases when payroll data are unavailable.

WikiLeaks



Legislative Branch Staffing, 1954-2007

R. Eric Petersen

Analyst in American National Government

October 15, 2008

<http://wikileaks.org/wiki/CRS-R40056>

Congressional Research Service

7-5700

www.crs.gov

R40056

CRS Report for Congress

Prepared for Members and Committees of Congress

Summary

This report provides data and analysis concerning legislative branch staffing levels since 1954. Legislative branch staff include congressional staff, who work in the House or Senate, and legislative agency staff, who work in a legislative branch agency. Legislative branch staff are counted by full-time equivalent (FTE) positions or payroll positions. FTE positions are based on an estimate of time needed to carry out the work of an agency, which is used to compute an estimated level of staffing. The second method considers staff on the payroll, a “head count” method that counts the number of people actually carrying out the work of an agency. Because of their consistency and availability, payroll data are used for this report. FTE data are used in a few cases when payroll data are unavailable.

At present, there is no legislation pending before Congress to change existing staff arrangements in Congress or legislative branch agencies. As policies and issues before Congress continue to proliferate in volume and complexity, new proposals for change in staffing levels or changes in the balance between congressional staff and legislative agency staff may emerge.

This report, which will be updated annually, is one of several CRS products focusing on various aspects of congressional operations and administration. Others include CRS Report RL34619, *Use of the Capitol Rotunda and Capitol Grounds: Concurrent Resolutions, 101st to 110th Congress*, by Matthew Eric Glassman and Jacob R. Straus; CRS Report RL33220, *Support Offices in the House of Representatives: Roles and Authorities*, by Ida A. Brudnick; and CRS Report RL34545, *Congressional Staff: Duties and Functions of Selected Positions*, by R. Eric Petersen.

Contents

Counting Positions: Full Time Equivalent and Payroll Positions.....	2
FTE Positions	2
Payroll Positions.....	3
Legislative Branch Staffing Trends, 1954-2007	3
Potential Staffing Issues for Congress.....	6

Figures

Figure 1. Legislative Branch Staffing, 1954-2007	1
Figure 2. Distribution of Legislative Branch Staff, 1955-2005	2
Figure 3. House and Senate Staffing, 1975-2007	4
Figure 4. Distribution of Legislative Branch Staff, 1975-2005	5
Figure 5. Selected Legislative Agency Staffing, 1954-2007	6

Tables

Table 1. Change in Legislative Branch Staffing, 1955-2005.....	3
Table 2. Legislative Branch Employment, 2001-2007	7
Table 3. Legislative Branch Employment, 1991-2000	8
Table 4. Legislative Branch Employment, 1981-1990	9
Table 5. Legislative Branch Employment, 1971-1980	10
Table 6. Legislative Branch Employment, 1961-1970	11
Table 7. Legislative Branch Employment, 1954-1960	12

Contacts

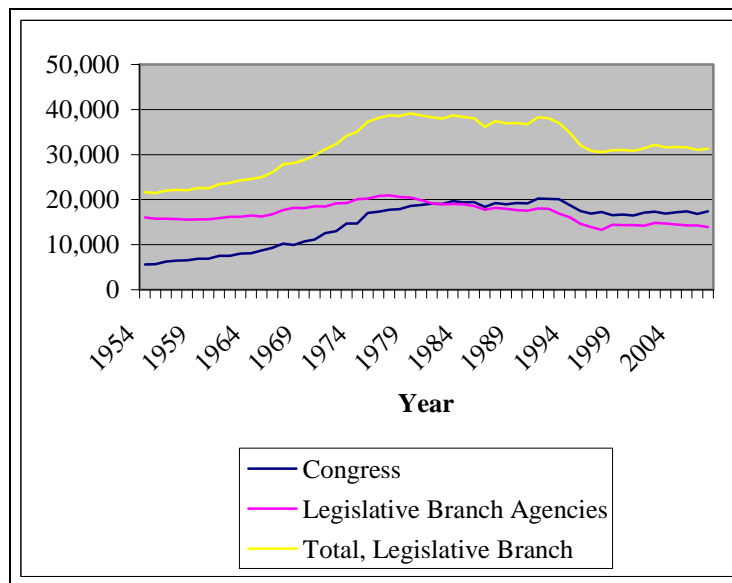
Author Contact Information	13
Acknowledgments	13

<http://wikileaks.org/wiki/CRS-R40056>

This report provides data and analysis of legislative branch staffing levels since 1954. Legislative branch staff include congressional staff, who work in the House or Senate, and legislative agency staff, who work in a legislative branch agency.¹ All staff positions discussed in this report are funded in the annual legislative branch appropriations act.

Legislative branch staffing levels since 1954 reflect a number of trends and characteristics. From the mid-1950s, and through the 1960s, staffing levels were characterized by modest, steady growth. This pattern gave way to a sharper increase in congressional staff throughout the 1970s, primarily due to the implementation of the Legislative Reorganization Act of 1970 (LRA) and the Congressional Budget Act of 1974 (CBA). The LRA mandated enhanced congressional oversight, including additional congressional staff for House and Senate committees and increased staff in some legislative agencies. The CBA established the Congressional Budget Office (CBO) and the Senate and House Committees on the Budget. Agency staff levels were essentially flat from the mid-1970s until the mid-1980s, when they began to decline. In the 1980s, congressional staff levels were also flat, resulting in a small overall decrease in legislative staff employment. Congressional staff levels began to decrease in the early 1990s, and the rate of legislative agency decline accelerated. The decreases were due in part to reductions in House committee staff, the General Accounting Office (GAO), and other legislative branch entities, and the abolition of the Office of Technology Assessment (OTA). Decreases continued in the early 2000s, but appear to show slight increases in the past few years. **Figure 1** provides an overview of legislative branch staffing trends.

Figure 1. Legislative Branch Staffing, 1954-2007



Source: Office of Personnel Management (OPM), or its predecessor agency, U.S. Civil Service Civil Commission, except for the U.S. Capitol Police (USCP), which is included in the data since 2003. From 1954-1968, federal employment statistics were published in the *Monthly Report of Federal Employment*. For the period 1969-1985, statistics were published in *Federal Civilian Manpower Statistics – Monthly Release*. Since 1986, OPM

¹ In 2008, legislative branch agencies include the Office of the Architect of the Capitol (AOC); U.S. Botanic Garden (USBG); U.S. Capitol Police (USCP); Congressional Budget Office (CBO); Government Accountability Office (GAO); Government Printing Office; (GPO); Library of Congress (LOC); Congressional Research Service (CRS); and Office of Compliance (OOC).

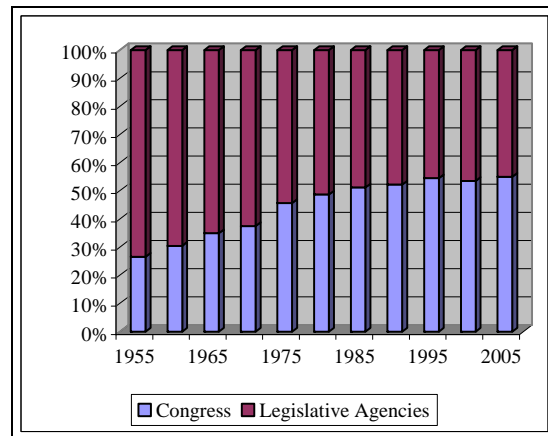
statistics have been published bimonthly in *Federal Civilian Workforce Statistics, Employment and Trends*. Data collected by OPM since 1997 are available at <http://www.opm.gov/feddata/html/empt.asp>. For USCP data, see U.S. Congress, House, Subcommittee on Legislative, *Legislative Branch Appropriations for 2004*, pt. 1 (Washington: GPO, 2003), p. 1140; and Ibid, *Legislative Branch Appropriations for 2009*, pt. 1 (Washington: GPO, 2008), p. 236.

Notes: Data for all entities except USCP are based on payroll information as of December in each year, except 2007, which are as of September, the latest data available from OPM. USCP data are full-time equivalent (FTE) positions reported by that agency in appropriations requests. Before 2007, data include legislative branch entities in existence at that time.

During the same period, the distribution of legislative branch employees shifted between legislative agencies and Congress. In 1954, approximately three-fourths of legislative branch staff worked in agencies. The percentage of staff working for Congress grew slowly and steadily and by the mid-1980s accounted for approximately half of legislative branch employment. In 2007, approximately 56% of legislative branch employees worked in the House or Senate, with the remainder distributed throughout the legislative agencies. The data show that Senate and House staffs have grown from approximately 17% and 29%, respectively, in 1975, to approximately 21% and 34%, respectively, of legislative branch staff in 2007. **Figure 2** displays changes in the distribution of legislative branch staff between 1955 and 2005.

Figure 2. Distribution of Legislative Branch Staff, 1955-2005

Congressional and Legislative Agency Staff



Source: Office of Personnel Management, CRS calculations.

Table 2 through **Table 7** provide legislative branch staffing data between 1954 and 2007.

Counting Positions: Full Time Equivalent and Payroll Positions

Legislative branch staff are counted by full-time equivalent (FTE) positions or payroll positions. FTE positions are based on an estimate of time needed to carry out the work of an agency, which is used to compute an estimated level of staffing. The second method considers staff on the payroll, a “head count” method that counts the number of people actually carrying out the work of an agency. FTEs capture the long-term staffing expectations of an agency, while head counts represent on-board personnel at a specific moment in time.

FTE Positions

According to the Office of Personnel Management (OPM), FTEs are determined by a formula that adds the total number of hours worked by all employees of agencies during a year and then divides that total by 2,080, which is the number of scheduled work hours in a work year. The 2,080 hours can be worked by one employee who works a full time schedule of 40 hours each

week for 52 weeks, or two or more part-time employees who work a total of 2,080 hours between or among them. This method provides the means for an agency to determine its long term staffing expectations and the impact of those expectations on the agency's future budgets. FTE estimates do not reflect the actual number of people needed to carry out the work of the agency.² While OPM requires federal executive branch agencies to estimate their staffing needs in FTEs, no standard has been explicitly mandated by Congress for legislative entities to use for staff planning. Nevertheless, FTE estimates appear to be widely employed. Regular references to legislative branch staff in terms of FTEs were made by the House Committee on Appropriations beginning in the early 1990s, according to a survey of its hearings and reports.

Payroll Positions

A second method of calculating employment levels considers staff on payroll. While the FTE method provides an estimate of the long-term staff needs of an agency, the payroll method captures the actual number of employees working at any one time. Payroll data are supplied by the legislative branch entities to OPM on a monthly basis and made available as a public document.³ Because of their consistency and availability, payroll data are used for this report. FTE data are used in a few cases when payroll data are unavailable.

Legislative Branch Staffing Trends, 1954-2007

Between 1954 and 2007, total legislative branch staff increased by 44.50%. Most of this growth occurred among congressional staff, which more than tripled over the five-decade period, while legislative agency staff decreased by 13.28%. **Table 1** summarizes changes in legislative branch staffing between 1955 and 2005.

Table 1. Change in Legislative Branch Staffing, 1955-2005

Year	Congress	%	Legislative Agencies	%	Total, Legislative Branch	%
1955	5,706	-	15,761	-	21,467	-
1960	6,866	20.33%	15,651	-0.70%	22,517	4.89%
1965	8,754	27.50%	16,278	4.01%	25,032	11.17%
1970	11,127	27.11%	18,523	13.79%	29,811	19.09%
1975	17,039	53.13%	20,264	9.40%	37,303	25.13%
1980	18,838	10.56%	19,862	-1.98%	38,700	3.75%
1985	19,488	3.45%	18,590	-6.40%	38,078	-1.61%

² Office of Personnel Management, *Employment and Trends of Federal Civilian Workforce Statistics*, September 2007, available at <http://www.opm.gov/feddata/html/2007/september/intro.asp>. According to the Government Accountability Office (GAO), annual leave, sick leave, compensatory time off, and other approved leave categories are considered to be "hours worked" for purposes of defining FTE employment. See Government Accountability Office, *A Glossary of Terms Used in the Federal Budget Process* (Washington: GPO, 2005), p. 57.

³ Office of Personnel Management, *Employment and Trends of Federal Civilian Workforce Statistics*, available at <http://www.opm.gov/feddata/html/empt.asp>.

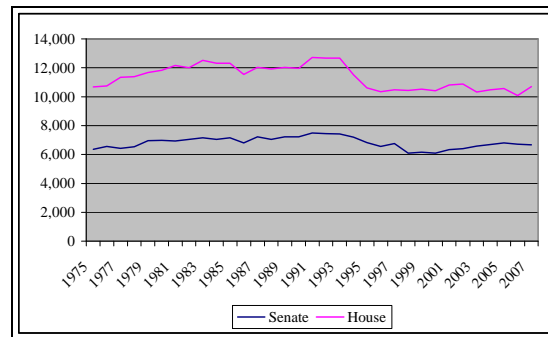
Year	Congress	%	Legislative Agencies	%	Total, Legislative Branch	%
1990	19,181	-1.58%	17,551	-5.59%	36,732	-3.53%
1995	17,453	-9.01%	14,601	-16.81%	32,054	-12.74%
2000	16,504	-5.44%	14,325	-1.89%	30,829	-3.82%
2005	17,376	5.28%	14,248	-0.54%	31,620	2.57%

Source: Office of Personnel Management, CRS calculations.

Since 1954, there have been changes not only in the size but also in the deployment of legislative branch staff. From the mid-1950s through the 1970s, there were considerably more legislative agency employees than congressional staff. In 1954, 16,051 employees served in legislative agencies, compared to 5,621 congressional staff. By 1970, the gap decreased with legislative agencies comprising 18,523 employees and Congress having 11,127 staff members. During the 1980s, legislative branch employees were effectively evenly divided between Congress and legislative branch agencies, with 1985 staffing levels of 18,590 in legislative agency offices and 19,488 in congressional offices. In the 1990s, both congressional staff and agency staff numbers declined significantly, but the decline was higher for agency staff. In 2000, legislative branch agencies accounted for 14,325 employees; congressional staff was 16,504. In the past several years, legislative agency staff numbers have continued to decrease, but at a slower pace than during the 1990s, while congressional staff levels have grown slightly. In 2007, the latest available data from OPM show 13,390 employees working in legislative agencies, and 17,396 staff members in congressional offices.

The growth of congressional staff was likely due to a number of factors. These include a steady increase in the volume and complexity of issues addressed by Congress,⁴ which required the acquisition of specialized congressional staff, and legislative changes, including the implementation of the LRA and CBA. It appears from available data that between 1954 and the mid-1980s, staff levels in the House increased at a slightly higher rate than the Senate. During the 1990s, staff levels in both chambers decreased, with larger decreases occurring in the House. Since then, staff changes have been proportional in both chambers. **Figure 3** provides an overview of House and Senate staffing trends between 1975 and 2007. **Figure 4** provides the distribution of legislative branch staff in the House, Senate, and legislative agencies between 1975 and 2005.

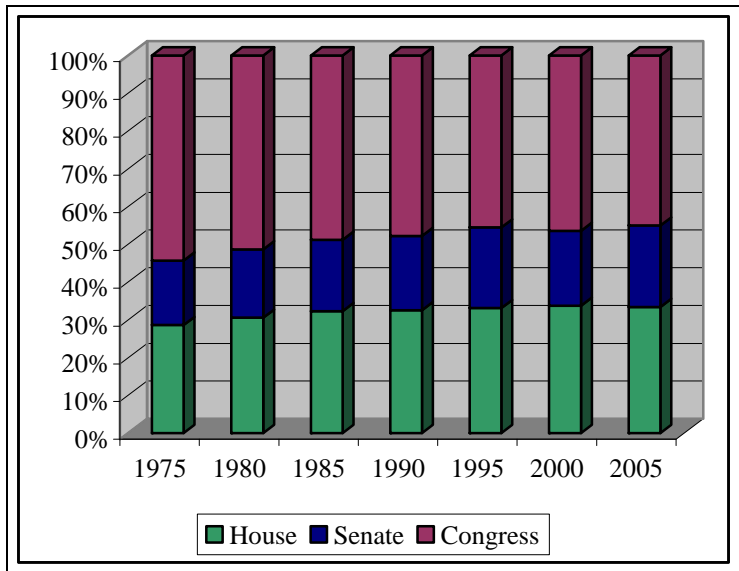
Figure 3. House and Senate Staffing, 1975-2007



Source: Office of Personnel Management, CRS calculations.

⁴ See, for example, Nelson W. Polsby, "The Institutionalization of the U.S. House of Representatives," *The American Political Science Review*, vol. 62, no. 1 (March 1968), pp. 144-168.

Figure 4. Distribution of Legislative Branch Staff, 1975-2005
House, Senate, and Legislative Agency Staff



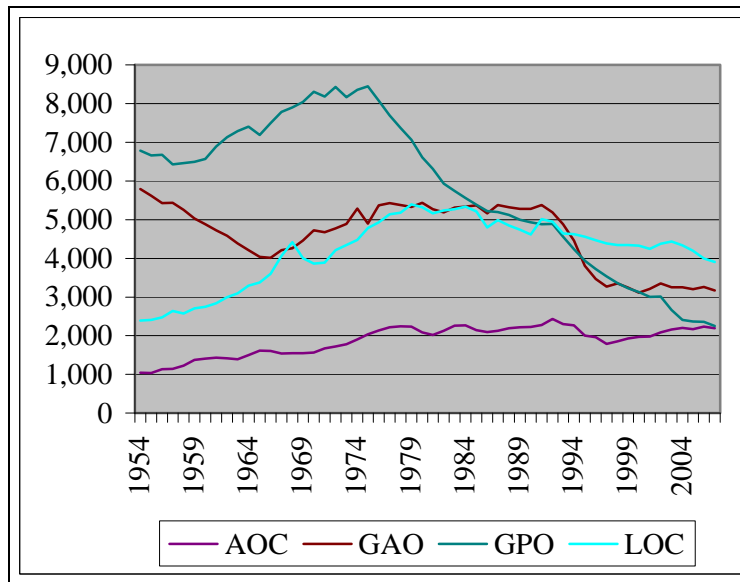
Source: Office of Personnel Management, CRS calculations.

The overall downward trend in legislative agency staffing, displayed in **Figure 2**, has not affected every agency. **Figure 5** provides staffing levels for four legislative agencies that have operated continuously between 1954 and 2007: the Architect of the Capitol (AOC), GAO, the Government Printing Office (GPO), and the Library of Congress (LOC). Staffing levels in two of the agencies, AOC and LOC, appear to reflect trends similar to that of the legislative branch as a whole. By contrast, both GAO and GPO had fewer staff in 2007 than in 1954. GAO staff levels appear to have fallen until the 1970s before growing in the years after passage of the LRA and the General Accounting Office Act of 1974. Relatively small growth continued at GAO until the mid-1990s, when the agency’s staff levels were reduced by Congress. Since the mid-1990s, GAO staff levels have remained flat. GPO staff levels grew continuously between 1954 and 1975, but have declined steadily since. This is due in part to the adoption by the agency of less labor intensive printing technologies, increased utilization of contracted printing services, and reduced demands from government clients who have opted to provide their documents through electronic means.

<http://wikileaks.org/wiki/CRS-R40056>

Figure 5. Selected Legislative Agency Staffing, 1954-2007

Architect of the Capitol, Government Accountability Office,
Government Printing Office, and Library of Congress



Source: Office of Personnel Management, CRS calculations.

Notes: LOC data include CRS staff.

Potential Staffing Issues for Congress

At present, there is no legislation pending before Congress to change existing staff arrangements in Congress or legislative branch agencies. As policies and issues before Congress continue to proliferate in volume and complexity, new proposals for change in staffing levels or changes in the balance between congressional staff and legislative agency staff may emerge. Those proposals may also be incorporated into broader issues, including how to fund additional staff resources,⁵ and how to accommodate more staff in congressional facilities. Periodically, concerns have been raised that congressional buildings and facilities on Capitol Hill are overcrowded, or inadequate to support the work of Congress,⁶ despite the recent addition of congressional facilities in the Capitol Visitors' Center expansion. Any discussion of adding congressional staff would likely raise questions related to the adequacy of current congressional facilities.

⁵ See CRS Report RL34490, *Legislative Branch: FY2009 Appropriations*, by Ida A. Brudnick.

⁶ U.S. Congress, House Committee on House Administration, *Committee Funding*, 109th Cong., 1st sess., March 10, 2005 (Washington: GPO, 2005), p. 4; Jennifer Yanchin, "House Panels Request More Funding, Space," *Roll Call*, March 14, 2005, retrieved through nexis.com; Richard Sammon, "A Walk Through the Capitol Illustrates Safety Concerns," *CQ Weekly*, August 6, 1994, p. retrieved from cq.com.; and Sarah Booth Conroy, "Plan for Capitol Hill Ready: Capital Master Plan Would Limit Staffs, Buildings," *The Washington Post*, September 25, 1981, p. A1, retrieved through nexis.com.

Table 2. Legislative Branch Employment, 2001-2007

	2001	2002	2003	2004	2005	2006	2007
U.S. Senate	6,343	6,414	6,588	6,689	6,803	6,718	6,686
U.S. House of Representatives	10,806	10,890	10,330	10,489	10,573	10,086	10,710
U.S. Congress	17,149	17,304	16,918	17,178	17,376	16,804	17,396
Legislative Branch Entities							
Architect of the Capitol	1,974	2,081	2,156	2,201	2,162	2,235	2,189
U.S. Botanic Garden	44	50	53	59	57	57	57
U.S. Capitol Police ^a	1,481	1,750	1,895	1,993	2,004	2,075	2,083
Congressional Budget Office	231	225	229	236	233	234	232
Government Accountability Office ^b	3,219	3,357	3,260	3,258	3,204	3,263	3,172
Government Printing Office	3,009	3,018	2,663	2,404	2,362	2,359	2,252
Library of Congress ^c	3,591	3,716	3,749	3,643	3,519	3,333	3,252
Congressional Research Service ^d	660	662	693	692	681	669	658
Office of Compliance	18	14	18	19	22	23	25
Legislative Branch Agencies	14,227	14,873	14,716	14,505	14,244	14,248	13,920
Total, Legislative Branch	31,376	32,177	31,634	31,683	31,620	31,052	31,316

Source: Office of Personnel Management (OPM), except for Congressional Research Service (CRS) data, which were provided by that agency, and the U.S. Capitol Police (USCP), which were taken from agency appropriations requests. OPM statistics since 1986 have been published bimonthly in *Federal Civilian Workforce Statistics, Employment and Trends*. Data collected by OPM since 1997 are available at <http://www.opm.gov/feddata/html/empt.asp>. For USCP data, see U.S. Congress, House, Subcommittee on Legislative, *Legislative Branch Appropriations for 2004*, pt. 1 (Washington: GPO, 2003), p. 1140; and *Ibid*, *Legislative Branch Appropriations for 2009*, pt. 1 (Washington: GPO, 2008), p. 236.

Notes: All entities listed are funded in the annual legislative branch appropriations act. Data for all entities except USCP are based on payroll information as of December in each year, except 2007, which are as of September, the latest data available from OPM. USCP data are full time equivalent (FTE) positions reported by that agency in appropriations requests. From time to time, OPM includes in its legislative branch employment numbers entities that are neither part of the legislative branch nor funded in the annual legislative branch appropriations act. In September 2007, these entities included the U.S. Commission on International Religious Freedom; John C. Stennis Center for Public Development; Medicare Payment Advisory Commission; United States-China Economic and Security Review Commission; U.S. Court of Veterans Appeals; and U.S. Tax Court. Employees of these entities are not included in this table.

- a. Full time equivalent data. Until FY2003, USCP personnel assigned to duties in the House or Senate were counted in the staff rolls of the respective chamber. USCP data for years prior to 2004 are not counted in the agency or legislative branch totals because they are included in House or Senate numbers.

- b. Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. For consistency, the agency is listed as “Government Accountability Office,” and GAO staff are included in the tables for all years.
- c. Data for each year reflect total Library of Congress (LOC) employees reported by OPM less the number provided by CRS for its employees.
- d. Data provided by CRS. CRS numbers are not reported separately by OPM; they are included by OPM in LOC figures.

Table 3. Legislative Branch Employment, 1991-2000

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
U.S. Senate	7,495	7,461	7,417	7,207	6,830	6,572	6,768	6,106	6,164	6,085
U.S. House of Representatives	12,714	12,676	12,683	11,516	10,623	10,351	10,477	10,435	10,532	10,419
U.S. Congress	20,209	20,137	20,100	18,723	17,453	16,923	17,245	16,541	16,696	16,504
Legislative Branch Entities										
Architect of the Capitol	2,270	2,430	2,300	2,265	2,001	1,956	1,786	1,855	1,929	1,963
U.S. Botanic Garden	54	53	53	53	51	50	46	41	30	33
U. S. Capitol Police ^a	NA	NA	NA	NA	NA	NA	NA	1,240	1,329	1,511
Congressional Budget Office	230	231	221	214	236	228	231	216	222	229
Copyright Royalty Tribunal	10	9	—	—	—	—	—	—	—	—
Government Accountability Office ^b	5,378	5,189	4,888	4,461	3,810	3,468	3,270	3,355	3,245	3,115
Government Printing Office	4,883	4,894	4,560	4,243	3,942	3,727	3,537	3,363	3,229	3,130
Library of Congress ^c	4,189	4,111	3,830	3,868	3,806	3,725	3,667	3,632	3,638	3,663
Congressional Research Service ^d	831	838	814	763	755	742	721	718	712	664
Office of Compliance	—	—	—	—	—	18	22	20	19	17
Office of Technology Assessment	197	209	206	198	—	—	—	—	—	—
Legislative Branch Agencies	18,042	17,964	16,872	16,065	14,601	13,914	13,280	14,440	14,353	14,325
Total, Legislative Branch	38,251	38,101	36,972	34,788	32,054	30,837	30,525	30,981	31,049	30,829

Source: Office of Personnel Management (OPM), except for Congressional Research Service (CRS) data, which were provided by that agency, and the U.S. Capitol Police (USCP), which were taken from agency appropriations requests. From 1969-1985, federal employment statistics were published in *Federal Civilian Manpower Statistics – Monthly Release*. Since 1986, OPM statistics have been published bimonthly in *Federal Civilian Workforce Statistics, Employment and Trends*. Data collected by OPM since 1997 are available at <http://www.opm.gov/feddata/html/empt.asp>. For USCP data, see U.S. Congress, House, Subcommittee on Legislative, *Legislative Branch Appropriations for 2004*, pt. 1 (Washington: GPO, 2003), p. 1140; and *Ibid*, *Legislative Branch Appropriations for 2009*, pt. 1 (Washington: GPO, 2008), p. 236.

Notes: Data for all entities except USCP are based on payroll information as of December in each year, except 2007, which are as of September, the latest data available from OPM. USCP data are full time equivalent (FTE) positions reported by that agency in appropriations requests. A dash indicates when a legislative branch entity was not in existence.

- Full time equivalent data. Until FY2003, USCP personnel assigned to duties in the House or Senate were counted in the staff rolls of the respective chamber. USCP data for years prior to 2004 are not counted in the agency or legislative branch totals because they are included in House or Senate numbers. Specific USCP data prior to 1998 are unavailable, and marked NA for the appropriate years.
- Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. For consistency, the agency is listed as "Government Accountability Office," and GAO staff are included in the tables for all years.
- Data for each year reflect total Library of Congress (LOC) employees reported by OPM less the number provided by CRS for its employees.
- Data provided by CRS. CRS numbers are not reported separately by OPM; they are included by OPM in LOC figures.

Table 4. Legislative Branch Employment, 1981-1990

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
U.S. Senate	6,940	7,060	7,151	7,062	7,168	6,811	7,219	7,044	7,232	7,217
U.S. House of Representatives	12,163	12,003	12,514	12,318	12,320	11,554	12,047	11,929	12,039	11,964
U.S. Congress	19,103	19,063	19,665	19,380	19,488	18,365	19,266	18,973	19,271	19,181
Legislative Branch Entities										
Architect of the Capitol	2,018	2,128	2,256	2,266	2,141	2,095	2,120	2,190	2,211	2,224
U.S. Botanic Garden	57	57	56	56	54	51	54	54	53	57
Congressional Budget Office	207	208	206	220	213	220	212	216	219	234
Copyright Royalty Tribunal	8	8	6	7	8	7	7	7	8	10
Government Accountability Office ^a	5,269	5,186	5,311	5,339	5,374	5,164	5,382	5,319	5,284	5,283
Government Printing Office	6,310	5,936	5,742	5,558	5,391	5,223	5,202	5,126	4,997	4,934
Library of Congress ^b	4,303	4,415	4,402	4,444	4,363	4,036	4,172	3,992	3,915	3,822
Congressional Research Service ^c	859	825	873	893	852	768	819	858	829	797
Office of Technology Assessment	150	172	186	207	194	198	202	201	196	190
Legislative Branch Agencies	19,181	18,935	19,038	18,990	18,590	17,762	18,170	17,963	17,712	17,551
Total, Legislative Branch	38,284	37,998	38,703	38,370	38,078	36,127	37,436	36,936	36,983	36,732

Source: Office of Personnel Management (OPM), except for Congressional Research Service (CRS) data, which were provided by that agency. From 1969-1985, federal employment statistics were published in *Federal Civilian Manpower Statistics – Monthly Release*. Since 1986, OPM statistics have been published bimonthly in *Federal Civilian Workforce Statistics, Employment and Trends*.

Notes: Data for all entities are based on payroll information as of December for each year. A dash indicates when a legislative branch entity was not in existence.

- a. Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. Before FY1968, the agency was funded in appropriations for independent offices, and has since been funded in annual appropriations for the legislative branch. For consistency, the agency is listed as "Government Accountability Office," and GAO staff are included in the tables for all years.
- b. Data for each year reflect total Library of Congress (LOC) employees reported by OPM less the number provided by CRS for its employees.
- c. Data provided by CRS. CRS numbers are not reported separately by OPM; they are included by OPM in LOC figures.

Table 5. Legislative Branch Employment, 1971-1980

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
U.S. Senate	NA	NA	NA	NA	6,351	6,573	6,424	6,540	6,957	6,995
U.S. House of Representatives	NA	NA	NA	NA	10,688	10,744	11,352	11,384	11,680	11,843
U.S. Congress ^a	12,571	12,971	14,675	14,694	17,039	17,317	17,776	17,924	18,637	18,838
Legislative Branch Entities										
Architect of the Capitol	1,666	1,723	1,778	1,903	2,036	2,129	2,219	2,239	2,231	2,081
U.S. Botanic Garden	55	57	55	57	62	56	57	57	56	55
Congressional Budget Office	—	—	—	—	—	197	205	203	207	210
Copyright Royalty Tribunal	—	—	—	—	—	—	9	10	10	10
Cost Accounting Standards Board	—	—	—	40	40	40	36	32	27	—
Government Accountability Office ^b	4,681	4,778	4,894	5,287	4,897	5,372	5,428	5,382	5,329	5,434
Government Printing Office	8,183	8,429	8,169	8,355	8,444	8,077	7,698	7,375	7,069	6,610
Library of Congress ^c	3,509	3,752	3,766	3,804	4,039	4,131	4,332	4,375	4,536	4,436
Congressional Research Service ^d	383	465	584	675	746	806	810	805	857	888
Office of Technology Assessment	—	—	—	—	—	—	138	150	140	138
Legislative Branch Agencies	18,477	19,204	19,246	20,121	20,264	20,808	20,932	20,628	20,462	19,862
Total, Legislative Branch	31,214	32,348	34,143	35,083	37,303	38,125	38,708	38,552	39,099	38,700

Source: Office of Personnel Management (OPM), and its predecessor agency, U.S. Civil Service Commission, except for Congressional Research Service (CRS) data, which were provided by that agency. From 1969-1985, federal employment statistics were published in *Federal Civilian Manpower Statistics – Monthly Release*.

Notes: Data for all entities are based on payroll information as of December for each year. A dash indicates when a legislative branch entity was not in existence.

- a. From 1954-1974, a combined House and Senate employee count was reported under the heading Congress. House and Senate numbers for those years are unavailable, and marked NA.

- b. Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. Before FY 1968, the agency was funded in appropriations for independent offices, and has since been funded in annual appropriations for the legislative branch. For consistency, the agency is listed as “Government Accountability Office,” and GAO staff are included in the tables for all years.
- c. Data for each year reflect total Library of Congress (LOC) employees reported by OPM less the number provided by CRS for its employees.
- d. Data provided by CRS. CRS numbers are not reported separately by OPM; they are included by OPM in LOC figures.

Table 6. Legislative Branch Employment, 1961-1970

	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
U.S. Congress ^a	7,532	7,557	8,039	8,085	8,754	9,311	10,209	9,917	10,721	11,127
Legislative Branch Entities										
Architect of the Capitol	1,430	1,417	1,386	1,495	1,609	1,607	1,540	1,543	1,545	1,563
U.S. Botanic Garden	50	48	50	52	53	56	54	57	55	57
Government Accountability Office ^b	4,728	4,585	4,387	4,211	4,044	4,014	4,216	4,265	4,466	4,731
Government Printing Office	6,889	7,135	7,292	7,408	7,194	7,492	7,785	7,904	8,039	8,308
Library of Congress ^c	2,611	2,776	2,880	3,073	3,147	3,362	3,766	4,126	3,691	3,530
Congressional Research Service ^d	224	223	222	224	231	243	300	299	316	334
Legislative Branch Agencies	15,932	16,184	16,217	16,463	16,278	16,774	17,661	18,194	18,112	18,523
Total, Legislative Branch	23,464	23,741	24,256	24,548	25,032	26,085	27,870	28,111	28,833	29,811

Source: U.S. Civil Service Commission, predecessor agency of the Office of Personnel Management (OPM) except for Congressional Research Service (CRS) data, which were provided by that agency. From 1954-1968, federal employment statistics were published in the *Monthly Report of Federal Employment*. For the period 1969-1985, federal employment statistics were published in *Federal Civilian Manpower Statistics – Monthly Release*.

Notes: Data for all entities are based on payroll information as of December for each year.

- a. From 1954-1974, a combined House and Senate employee count was reported under the heading Congress. House and Senate numbers for those years are unavailable.
- b. Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. Before FY 1968, the agency was funded in appropriations for independent offices, and has since been funded in annual appropriations for the legislative branch. For consistency, the agency is listed as “Government Accountability Office,” and GAO staff are included in the tables for all years.
- c. Data for each year reflect total Library of Congress (LOC) employees reported by OPM less the number provided by CRS for its employees.
- d. Data provided by CRS. CRS numbers are not reported separately by OPM; they are included by OPM in LOC figures.

Table 7. Legislative Branch Employment, 1954-1960

	1954	1955	1956	1957	1958	1959	1960
U.S. Congress ^a	5,621	5,706	6,229	6,431	6,561	6,906	6,866
Legislative Branch Entities							
Architect of the Capitol	1,043	1,036	1,130	1,141	1,225	1,376	1,401
U.S. Botanic Garden	47	47	48	47	46	47	48
Government Accountability Office ^b	5,791	5,616	5,433	5,439	5,253	5,029	4,885
Government Printing Office	6,781	6,658	6,681	6,429	6,460	6,499	6,573
Library of Congress	2,389	2,404	2,473	2,639	2,571	2,703	2,744
Legislative Branch Agencies	16,051	15,761	15,765	15,695	15,555	15,654	15,651
Total, Legislative Branch	21,672	21,467	21,994	22,126	22,116	22,560	22,517

Source: U.S. Civil Service Commission, predecessor agency of the Office of Personnel Management (OPM). From 1954-1968, federal employment statistics were published in the *Monthly Report of Federal Employment*.

Notes: Data for all entities are based on payroll information as of December for each year.

- a. From 1954-1974, a combined House and Senate employee count was reported under the heading Congress. House and Senate numbers for those years are unavailable, and marked NA.
- b. Prior to 2004, the Government Accountability Office (GAO) was called the General Accounting Office. Before FY1968, the agency was funded in appropriations for independent offices, and has since been funded in annual appropriations for the legislative branch. For consistency, the agency is listed as "Government Accountability Office," and GAO staff are included in the tables for all years.

Author Contact Information

R. Eric Petersen
Analyst in American National Government
epetersen@crs.loc.gov, 7-0643

Acknowledgments

Jennifer Manning and Maureen Bearden, Information Research Specialists in the Knowledge Services Group, provided research support for this report.

<http://wikileaks.org/wiki/CRS-R40056>