Legislative Branch Agency Appointments: History, Processes, and Recent Actions

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The leaders of the legislative branch agencies and entities—the Government Accountability Office (GAO), the Library of Congress (LOC), the Congressional Research Service (CRS), the Government Publishing Office (GPO, formerly Government Printing Office), the Office of the Architect of the Capitol (AOC), the U.S. Capitol Police (USCP), the Congressional Budget Office (CBO), the Office of Congressional Workplace Rights (OCWR), and the Congressional Office for International Leadership (COIL, formerly the Open World Leadership Center)—are appointed in a variety of manners.

Congress has periodically examined the procedures used to appoint these officers with the aim of protecting the prerogatives of, and ensuring accountability to, Congress within the framework of the advice and consent appointment process established in Article II, Section 2 of the Constitution.

Four agencies are led by a person appointed by the President, with the advice and consent of the Senate; two are appointed by Congress (i.e., by designated Members or officers); one is appointed by the Librarian of Congress; one is appointed by a board of directors; and one is appointed by the Librarian of Congress on behalf of the board of trustees.

Legislation introduced in the 118th Congress would alter the appointment process for the Architect of the Capitol (H.R. 3196, the Architect of the Capitol Appointment Act of 2023; and S.Amdt. 935 to S. 2226, the National Defense Authorization Act for Fiscal Year 2024).

This report contains information on the legislative branch agency heads’ appointment processes, length of tenures (if terms are set), reappointment or removal provisions (if any), salaries and benefits, and most recent appointments.
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Introduction

The leaders of legislative branch agencies and entities—the Government Accountability Office, the Library of Congress, the Government Publishing Office (formerly Government Printing Office), the Office of the Architect of the Capitol, the U.S. Capitol Police, the Congressional Budget Office, the Congressional Research Service, the Office of Congressional Workplace Rights, and the Congressional Office for International Leadership (formerly the Open World Leadership Center)—are appointed in a variety of manners.

The first four agencies are led by a person appointed by the President, with the advice and consent of the Senate. The next two are appointed by Congress (i.e., by designated Members or officers), the next by the Librarian of Congress, the next by a board of directors, and the last is appointed by the Librarian of Congress on behalf of the board of trustees.

Congress has periodically examined the procedures used to appoint legislative branch officers with the aim of protecting the prerogatives of, and ensuring accountability to, Congress within the framework of the advice and consent appointment process established in Article II, Section 2 of the Constitution.\(^1\) Legislation to alter the appointment process for legislative branch agencies and entities has periodically been introduced for many years.\(^2\)

Questions remain about various reform proposals, including the ability of Congress to remove the President from the appointment process for some of these positions. These may depend upon the implication or interpretation of the Appointments Clause of the Constitution, the definition of an “officer of the United States,” the specific office or agency in question, and whether or not a change in appointing authority would require any revision in the powers and duties of legislative branch agency leaders. Some previous reforms and proposals have also attempted to find a role for the House of Representatives, which does not play a formal role in the confirmation of presidential nominees, in the search for legislative branch officials.

Overview by Legislative Branch Agency or Entity

The following sections contain information on the legislative branch agency heads’ appointment processes, length of tenures (if terms are set), reappointment or removal provisions (if any), salaries and benefits, and most recent appointments. Information is provided on each agency and summarized in Table 1.

The report does not address all statutorily established appointive positions in the legislative branch. Additional positions—including some deputies, inspectors general, counsels, and leaders

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\(^1\) This section states: The President “shall nominate, and by and with the Advice and Consent of the Senate, shall appoint Ambassadors, other public Ministers and Consuls, Judges of the supreme Court, and all other Officers of the United States, whose Appointments are not herein otherwise provided for, and which shall be established by Law: but the Congress may by Law vest the Appointment of such inferior Officers, as they think proper, in the President alone, in the Courts of Law, or in the Heads of Departments.”

\(^2\) For example, see H.R. 8616, S. 2206, and S. 2205 (94th Cong.); S. 1278 and H.R. 63 (93rd Cong.); and H.R. 17102 (92nd Cong.). In more recent Congresses, the Legislative Branch Officer Appointment Act of 2005 (H.R. 4446, 109th Cong.) and the Architect of the Capitol Appointment Act of 2008 (H.R. 6656, 110th Cong.) were introduced and referred to committees, although no further action was taken. In the 111th Congress, two measures (H.R. 2185 and H.R. 2843) were introduced to remove the President from the Architect appointment process and shift it to the congressional leaders and chairs and ranking Members of specific congressional committees. H.R. 2843, the Architect of the Capitol Appointment Act of 2010, passed the House on February 3, 2010, but received no further consideration. In the 118th Congress, H.R. 3196, the Architect of the Capitol Appointment Act of 2023, was introduced in the House, and S.Amdt. 935 to S. 2226, the National Defense Authorization Act for Fiscal Year 2024, with similar language altering the appointment of the Architect of the Capitol, was considered in the Senate.
of service units or divisions—are beyond the scope of this report, but may be addressed in other CRS products.

**Table 1. Legislative Branch Agency and Entity Executives: Summary of Appointment Process, Tenure, and Salaries**

(as of July 26, 2023)

<table>
<thead>
<tr>
<th>Agency (Top Official)</th>
<th>Appointment Process</th>
<th>Tenure</th>
<th>Salary*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Architect of the Capitol (Architect of the Capitol)</td>
<td>Advice and Consent; congressional commission recommends names to the President</td>
<td>10 years</td>
<td>Equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Government Accountability Office (Comptroller General)</td>
<td>Advice and Consent; congressional commission recommends names to the President</td>
<td>15 years Not eligible for reappointment</td>
<td>Equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Government Publishing Office (Director)</td>
<td>Advice and Consent</td>
<td>10 years May be reappointed</td>
<td>Equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Library of Congress (Librarian of Congress)</td>
<td>Advice and Consent</td>
<td>10 years May be reappointed</td>
<td>Equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Congressional Research Service (Director)</td>
<td>Appointed by the Librarian after consultation with the Joint Committee on the Library</td>
<td>None specified in law</td>
<td>“the greater of the rate of pay in effect for level III of the Executive Schedule” or “the maximum annual rate of basic pay payable ... for positions at agencies with a [certified] performance appraisal system”*</td>
</tr>
<tr>
<td>Capitol Police (Chief)</td>
<td>Appointed by the Capitol Police Board</td>
<td>None specified in law</td>
<td>Equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Congressional Budget Office (Director)</td>
<td>Appointed by Speaker and President pro tempore after consideration of recommendations of the Committees on the Budget</td>
<td>4 years May be reappointed</td>
<td>Maximum rate of compensation paid to employees of the Senate, which is also equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Office of Congressional Workplace Rights (Executive Director)</td>
<td>Appointed by Chair of the Board of Directors of the Office of Congressional Workplace Rights, subject to the approval of the Board</td>
<td>5 years May serve up to two terms</td>
<td>Established by Chair of the Board at a rate not to exceed the maximum rate of compensation paid to employees of the Senate, which is also equivalent to Level II of the Executive Schedule*</td>
</tr>
<tr>
<td>Congressional Office for International Leadership (Executive Director)</td>
<td>Appointed by the Librarian of Congress on behalf of the Board of Trustees</td>
<td>None specified in law</td>
<td>Established by the Board at a rate not to exceed Level III of the Executive Schedule*</td>
</tr>
</tbody>
</table>

*Source: Congressional Research Service. See sections on the individual positions for additional information.
Architect of the Capitol

Pursuant to the Legislative Branch Appropriations Act, 1990, the Architect is “appointed by the President by and with the advice and consent of the Senate for a term of 10 years.” The act also established a congressional commission responsible for recommending individuals to the President for the position of Architect of the Capitol. The commission, originally consisting of the Speaker of the House of Representatives, the President pro tempore of the Senate, the majority and minority leaders of the House of Representatives and the Senate, and the chairs and the ranking minority Members of the Committee on House Administration and the Senate Committee on Rules and Administration, was expanded in 1995 to include the chairs and ranking minority Members of the House and Senate Appropriations Committees.

Prior to 1989, the Architect was selected by the President for an unlimited term without any formal involvement of Congress. The FY1990 act, however, followed numerous attempts dating at least to the 1950s to alter the appointment procedure to provide a role for Congress. The proposals included requiring the advice and consent of the Senate, establishing a commission to recommend names to the President, and removing the appointment process from the President and instead making the Architect appointed solely by Congress.

In the 111th Congress, two measures (H.R. 2185 and H.R. 2843) were introduced to remove the President from the Architect appointment process and shift it to congressional leaders and chairs and ranking Members of specific congressional committees. Under both measures, the Architect would still serve a 10-year term. Under H.R. 2843, as reported, the Architect would have been appointed jointly by the same 14-member panel, equally divided between the House and Senate,

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Notes:


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6 For example, S. 2760 (96th Cong., S.Rept. 96-818) passed the Senate on November 24, 1980, but received no further action.
which currently is responsible for recommending candidates to the President. This bill was reported by the Committee on House Administration (H.Rept. 111-372) on December 10, 2009. The Committee on Transportation and Infrastructure was discharged from further consideration the same day. The House agreed to the bill, as amended to include an 18-member panel, also equally divided between the House and Senate, by voice vote on February 3, 2010. H.R. 2843 was received in the Senate and referred to the Committee on Rules and Administration, although no further action was taken.

Under the earlier bill (H.R. 2185, 111th Congress), which was introduced on April 30, 2009, the Architect would have been appointed jointly by the Speaker of the House, the Senate majority leader, the minority leaders in the House and Senate, the chairs and ranking minority Members of the House and Senate Committees on Appropriations, and the chairs and ranking minority Members of the Committee on House Administration and Senate Committee on Rules and Administration. This bill followed similar legislation (H.R. 6656, 110th Congress), with the same 12-member appointing panel, introduced on July 30, 2008. Both bills were referred to two committees, but no further action was taken.

On December 20, 2022, S. 5319, a bill to establish procedures for the removal of the Architect of the Capitol, was introduced in the Senate. It was referred to the Committee on Rules and Administration, but no further action was taken during the 117th Congress. A similar bill, S. 97 (118th Congress), was introduced on January 26, 2023, and referred to the Committee on Rules and Administration.

On May 10, 2023, H.R. 3196, the Architect of the Capitol Appointment Act of 2023, was introduced and referred to the Committee on House Administration, and in addition to the House Committee on Transportation and Infrastructure. This bill would make the Architect’s appointment based on a majority vote of a congressional commission, maintain the 10-year term of office, and allow for removal with a majority vote of the members of the appointing commission.

S.Amdt. 935 to S. 2226 (July 19, 2023), the National Defense Authorization Act for Fiscal Year 2024, also contains similar provisions amending the Architect’s appointment.

The salary for the Architect has been statutorily changed a few times in recent years. Beginning with the enactment of the FY2002 Legislative Branch Appropriations Act, the Architect was compensated at an “annual rate which is equal to the lesser of the annual salary for the Sergeant at Arms of the House of Representatives or the annual salary for the Sergeant at Arms and

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7 The bill, as amended, would have included the following in addition to the original 14-member panel: the chair and ranking minority Member of the Committee on Transportation and Infrastructure of the House of Representatives, a Member of the Senate to be designated by the majority leader of the Senate, and a Member of the Senate to be designated by the minority leader of the Senate.

8 For additional information, see “Table A-1. Proposals to Alter the Appointment of the Architect: 1959-Present” in the Appendix of CRS Report R41074, Architect of the Capitol: Evolution and Implementation of the Appointment Procedure, by Ida A. Brudnick.

9 The congressional commission would be comprised of “the Speaker of the House of Representatives, the majority leader of the House, the minority leaders of the House of Representatives and Senate, the chair and ranking minority member of the Committee on Appropriations of the House of Representatives, the chairman and ranking minority member of the Committee on Appropriations of the Senate, the chair and ranking minority member of the Committee on House Administration of the House of Representatives, and the chairman and ranking minority member of the Committee on Rules and Administration of the Senate” (H.R. 3196, 118th Congress).
Doorkeeper of the Senate.”¹⁰ In general, this level was equivalent to $1,500 below the salary of Members of Congress.

Pursuant to the FY2020 Legislative Branch Appropriations Act, the pay for the Architect of the Capitol was set “at an annual rate which is equal to the maximum rate of pay in effect under section 4575(f) of Title II” of the U.S. Code (e.g., maximum rate of compensation of Senate employees).¹¹

A provision included in the House-reported FY2021 legislative branch appropriations bill, H.R. 7611, proposed setting pay for the Architect at Level II of the Executive Schedule. This provision was not included in the FY2021 Senate Appropriations Committee majority draft bill or the FY2021 Consolidated Appropriations (P.L. 116-260). A similar provision setting pay at Level II of the Executive Schedule was included in the House-passed FY2022 legislative branch appropriations bill, H.R. 4346, but not the Senate Appropriations Committee chairman’s draft bill. This provision was included in the FY2022 Consolidated Appropriations Act (P.L. 117-103).¹²

**Most Recent Appointment**

The Acting Architect of the Capitol is Chere Rexroat, who is also the Chief Engineer.¹³ On February 13, 2023, previous Architect J. Brett Blanton was informed by the White House that his appointment as Architect was terminated. The termination followed a hearing of the Committee on House Administration on February 9, 2023,¹⁴ and an inspector general report issued on October 26, 2022.¹⁵

Mr. Blanton was nominated to be Architect of the Capitol by President Donald J. Trump on December 9, 2019. The nomination was referred to the Senate Committee on Rules and Administration. The committee held a hearing on December 12, 2019, and Blanton was confirmed by voice vote in the Senate on December 19, 2019.

Previously, Stephen T. Ayers was nominated by President Obama for a 10-year term on February 24, 2010. The nomination was referred to the Senate Committee on Rules and Administration. The committee held a hearing on April 15, 2010, and Ayers was confirmed by voice vote in the Senate on May 12, 2010. Ayers was previously the Deputy Architect/Chief Operating Officer and had served as Acting Architect of the Capitol following the February 4, 2007, retirement of former Architect of the Capitol Alan Hantman. Upon the retirement of Ayers on November 23, 2018, Christine Merdon, the Deputy Architect of the Capitol, became the

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¹⁰ This language was included in the Legislative Branch Appropriations Act, 2002 (P.L. 107-68, §129, November 12, 2001, 115 Stat 579-580, 2 U.S.C. §1802 note). Prior to 2001, the position was linked to Level III of the Executive Schedule.


¹³ Pursuant to 2 U.S.C. §1804, the Deputy Architect of the Capitol acts as the Architect of the Capitol during a vacancy in that position. At the time of Mr. Blanton’s termination as Architect, the deputy position was vacant.


Acting Architect of the Capitol. After her resignation in August 2019, Thomas J. Carroll served as Acting Architect of the Capitol until the confirmation of Blanton.

**Government Accountability Office**

Pursuant to 31 U.S.C. §703(a)(1), the Comptroller General shall be “appointed by the President, by and with the advice and consent of the Senate.” This procedure dates to the establishment of the agency in 1921. Additionally, a commission procedure established in 1980 recommends individuals to the President in the event of a vacancy. The commission consists of the Speaker of the House, the President pro tempore of the Senate, the majority and minority leaders of the House and Senate, the chairs and ranking minority Members of the Senate Committee on Homeland Security and Governmental Affairs and the House Committee on Oversight and Government Reform. The commission is to recommend at least three individuals for this position to the President, although the President may request additional names.

The Comptroller General is appointed to a 15-year term and may not be reappointed. The Comptroller General may be removed by “(A) impeachment; or (B) joint resolution of Congress, after notice and an opportunity for a hearing” and only by reason of permanent disability; inefficiency; neglect of duty; malfeasance; or a felony or conduct involving moral turpitude. The salary of the Comptroller General is equal to Level II of the Executive Schedule. Additionally, a law enacted in 1953 established a separate retirement system for the Comptroller General.

**Most Recent Appointment**

Gene L. Dodaro, then-chief operating officer at GAO, became the acting Comptroller General on March 13, 2008, upon the resignation of David M. Walker, who had previously been confirmed.

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16 Ch. 18, §302, June 10, 1921, 42 Stat. 23. For additional information on discussion prior to enactment, see Congressional Record, June 4, 1920 pp. 8609-8613; Congressional Record, May 3, 1921, pp. 982-984; Congressional Record, May 5, 1921, p. 1079; Congressional Record, May 27, 1921, pp. 1855-1859. For a more recent discussion, see H.R. 4296 and Congressional Record, October 21, 1998, p. S12980.


19 31 U.S.C. §703(e). See also Myers v. United States (1926); Humphrey’s Executor v. United States (1935); and Bowsher v. Synar (1986).

20 P.L. 97-258, September 13, 1982, 96 Stat. 889, 31 U.S.C. §703(f)(1). The FY2024 budget request includes an administrative provision to increase the salary to the payable rate for “Executive Schedule level I in effect on December 31, 2022, except that if at any time during fiscal year 2024 the payable rate for Executive Schedule level I is greater than the rate payable for Executive Schedule level I in effect on December 31, 2022, the payable rate of pay of the Comptroller General shall be that greater rate.” (U.S. Office of Management and Budget, Budget of the U.S. Government Fiscal Year 2024, Budget Appendix, Legislative Branch, §8001, p. 38, at https://www.whitehouse.gov/wp-content/uploads/2023/03/leg_fy2024.pdf).


on October 21, 1998. The White House announced Dodaro’s nomination to a 15-year term as Comptroller General on September 22, 2010. The Senate Committee on Homeland Security and Governmental Affairs held a hearing on the nomination on November 18, 2010, and Dodaro was confirmed by the Senate by voice vote on December 22, 2010.

**Government Publishing Office**

The Government Publishing Office (GPO; formerly Government Printing Office) was established in 1861. The *U.S. Code*, at 44 U.S.C. §301, states that the President “shall nominate and, by and with the advice and consent of the Senate, appoint a suitable person to take charge of and manage the Government Publishing Office. The title shall be Director of the Government Publishing Office.”

The current appointment language was enacted in 2014, although the use of the advice and consent procedure for this position can be traced back much further. P.L. 117-213 (S. 4791, 117th Congress; enacted October 17, 2022), established a term of 10 years for the director of GPO, with the possibility of reappointment by the President, by and with the advice and consent of the Senate.

The director’s pay is equivalent to Level II of the Executive Schedule.

**Most Recent Appointment**

On October 17, 2019, Hugh Halpern was nominated as director of GPO. The nomination was referred to the Senate Committee on Rules and Administration. The committee held a hearing on November 14, 2019, and Halpern was confirmed by voice vote in the Senate on December 4, 2019.

From November 2017 until the confirmation of Halpern, multiple officials served as acting director. GPO’s managing director of plant operations, John Crawford, became acting deputy director on April 1, 2019. GPO’s former chief administrative officer, Herbert H. Jackson Jr., served as acting deputy director from July 1, 2018, until his retirement on March 31, 2019. His service followed the retirement of Andrew M. Sherman, formerly GPO’s chief of staff, who had been serving as acting deputy director following the retirement of Acting GPO Director Jim Bradley on March 6, 2018. Bradley, previously the GPO deputy director, had assumed this role following the departure of the previous director, Davita Vance-Cooks, in November 2017. Vance-Cooks had been nominated by President Obama on May 9, 2013, to be public printer, as the head of the GPO was then known, and confirmed by the Senate by voice vote on August 1, 2013.

During this vacancy period, Robert C. Tapella was twice nominated to be director. Previously, Tapella served in this role from October 4, 2007 (confirmed by the Senate by voice vote) until

Accountability Office to act as Comptroller General when the Comptroller General and Deputy Comptroller General are absent or unable to serve or when the offices of Comptroller General and Deputy Comptroller General are vacant.”


This rate was established with the FY2004 Legislative Branch Appropriations Act (P.L. 108-83, September 30, 2003, 117 Stat. 1033, 44 U.S.C. §303). Pay for the Public Printer previously was equivalent to Level III of the Executive Schedule.
December 28, 2010. He was subsequently nominated on June 18, 2018. The nomination was referred to the Committee on Rules and Administration. No further action was taken prior to the end of the 115th Congress, and the nomination was returned to the President pursuant to Senate Rule XXXI. President Trump renominated Tapella on January 16, 2019. The nomination was referred to the Committee on Rules and Administration. A message from the President withdrawing the nomination was received in the Senate on June 24, 2019.26

Library of Congress


Until an act of February 19, 1897,27 which made the appointment subject to the advice and consent of the Senate, the Librarian was appointed solely by the President.

The tenure of the Librarian was amended in 2015 (2 U.S.C. §136-1). The Librarian of Congress Succession Modernization Act of 2015, S. 2162, was introduced in the Senate on October 7, 2015, and agreed to the same day by unanimous consent. It was agreed to in the House without objection on October 20 and signed by President Obama on November 5, 2015 (P.L. 114-86). The act establishes a term limit of 10 years, with the possibility of reappointment by the President, by and with the advice and consent of the Senate. Previously, there was no set term of office for the Librarian.

The U.S. Code, at 2 U.S.C. §136a-2, states: “the Librarian of Congress shall be compensated at an annual rate of pay which is equal to the annual rate of basic pay payable for positions at Level II of the Executive Schedule under section 5313 of title 5.”28

Most Recent Appointment

Carla D. Hayden was nominated to a 10-year term as Librarian of Congress by President Obama on February 24, 2016.29 The Senate Committee on Rules and Administration held a hearing on the nomination on April 20, 2016, and ordered the nomination favorably reported on June 9.30 Hayden was confirmed as the 14th Librarian of Congress on July 13, 2016 (74-18, record vote number 128).

Hayden succeeded James H. Billington, who retired effective September 30, 2015. Billington had been confirmed as Librarian of Congress by the Senate on July 24, 1987.31

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27 29 Stat. 544. For a lengthy discussion, see also Congressional Record, December 19, 1896, pp. 311-319.
31 For additional information on prior Librarians, see http://www.loc.gov/loc/legacy/librs.html.
Congressional Research Service

The Legislative Reorganization Act of 1970 provides that the Librarian of Congress appoint the director of the Congressional Research Service (CRS) “after consultation with the Joint Committee on the Library.” Pursuant to the FY2020 Legislative Branch Appropriations Act, the compensation for the director is set “at the greater of the rate of pay in effect for level III of the Executive Schedule under section 5314 of title 5 or the maximum annual rate of basic pay payable under section 5376 of such title for positions at agencies with a performance appraisal system certified under section 5307(d) of such title.”

There is no set term of office.

Most Recent Appointment


Previously, Mary B. Mazanec was appointed director by former Librarian James H. Billington on December 5, 2011.

U.S. Capitol Police

2 U.S.C. §1901 states: “There shall be a captain of the Capitol police and such other members with such rates of compensation, respectively, as may be appropriated for by Congress from year to year. The Capitol Police shall be headed by a Chief who shall be appointed by the Capitol Police Board and shall serve at the pleasure of the Board.” The last sentence was inserted in 1979, struck by the FY2003 Consolidated Appropriations Resolution, and restored in 2010 by the U.S. Capitol Police Administrative Technical Corrections Act.

Pay for the chief has been adjusted multiple times: (1) pursuant to a 1979 law, pay for the chief was equal to Level IV of the Executive Schedule; (2) pursuant to a 2000 law, pay was linked to the Senior Executive Service; and (3) pursuant to a 2002 law, pay was equal to $2,500 less than House or Senate officers. From 2003 until statutorily amended in 2019, the compensation for the chief of the Capitol Police was “equal to $1,000 less than the lower of the annual rate of pay in effect for the Sergeant-at-Arms of the House of Representatives or the annual rate of pay in effect for the Sergeant-at-Arms and Doorkeeper of the Senate.”

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34 2 U.S.C. §166.
38 P.L. 107-117 (January 10, 2002, 115 Stat. 2319) established the chief’s salary at a level “not to exceed $2,500 less than the lesser of the annual salary for the Sergeant at Arms of the House of Representatives or the annual salary for the Sergeant at Arms and Doorkeeper of the Senate.” The FY2001 Consolidated Appropriations Act linked pay for the chief to the former level ES–4 of the Senior Executive Service (P.L. 106-554, December 21, 2000, 114 Stat. 2763, 2763A-107). The chief had previously been paid at a rate equal to the annual rate determined by the Capitol Police Board but not to exceed the basic pay payable for Level IV of the Executive Schedule (P.L. 96-152, December 20, 1979, 93 Stat. 1099). 2 U.S.C. §1902 and §1903 notes.
Pursuant to the FY2020 Legislative Branch Appropriations Act, the pay for the chief of the Capitol Police was “$1,000 less than the maximum rate of pay in effect under section 4575(f) of Title II” of the U.S. Code (e.g., maximum rate of compensation of Senate employees). 40

A provision included in the House-reported FY2021 legislative branch appropriations bill, H.R. 7611, would have set pay for the chief at Level II of the Executive Schedule. This provision was not included in the FY2021 Senate Appropriations Committee majority draft bill or the FY2021 Consolidated Appropriations (P.L. 116-260). 41 A similar provision setting pay at Level II of the Executive Schedule was included in the House-passed FY2022 legislative branch appropriations bill, H.R. 4346, but not the Senate Appropriations Committee chairman’s draft bill. This provision was included in the FY2022 Consolidated Appropriations Act (P.L. 117-103). 42

Most Recent Appointment

The Capitol Police Board announced the appointment of J. Thomas Manger as chief of the U.S. Capitol Police, effective July 23, 2021. 43

Previously, Yogananda D. Pittman served as the acting chief of police/assistant chief of police for protective and intelligence operations following the January 8, 2021, resignation of Chief Steven A. Sund, who had served as chief since June 13, 2019. 44 Chief Sund followed Matthew R. Verderosa, who had served as chief since March 20, 2016. 45

Congressional Budget Office

The director of the Congressional Budget Office (CBO) has been appointed wholly by Congress since the creation of the post with the passage of the Congressional Budget Act in 1974. The act stipulates that the director is appointed for a four-year term “by the Speaker of the House of Representatives and the President pro tempore of the Senate after considering recommendations received from the Committees on the Budget of the House and the Senate, without regard to political affiliation and solely on the basis of his fitness to perform his duties.” 46 The director may be reappointed, and either chamber can remove the director by simple resolution. 47 Additionally, a director appointed “to fill a vacancy prior to the expiration of a term shall serve only for the

41 For additional information on FY2021 actions, see CRS Report R46469, Legislative Branch: FY2021 Appropriations, by Ida A. Brudnick.
unexpired portion of that term” and an “individual serving as Director at the expiration of a term may continue to serve until his successor is appointed.”

From the establishment of CBO until the enactment of the FY2000 Consolidated Appropriations Act (P.L. 106-113), the director was paid at a rate equivalent to Level III of the Executive Schedule. Subsequently, the CBO director was paid at an annual rate equivalent to the lower of the highest annual rate of compensation of any officer of the House or any officer of the Senate.

Pursuant to the FY2020 Legislative Branch Appropriations Act, the pay for the CBO director was set “at an annual rate of pay that is equal to the maximum rate of pay in effect under section 4575(f) of Title II” of the U.S. Code (e.g., maximum rate of compensation of Senate employees). The FY2022 Legislative Branch Appropriations Act, in turn, amended 2 U.S.C. §4575(f) to establish a maximum annual amount equivalent to “the annual rate of basic pay in effect for level II of the Executive Schedule under section 5313 of title 5.”

Most Recent Appointment

Phillip Swagel, the current director of CBO, began his service on June 3, 2019. He follows Keith Hall, who began his service on April 1, 2015.

Office of Congressional Workplace Rights

The Office of Congressional Workplace Rights (OCWR; formerly the Office of Compliance) was renamed by the Congressional Accountability Act of 1995 Reform Act.

2 U.S.C. §1382 states that the chair of the board of directors of the Office of Congressional Workplace Rights, “subject to the approval of the Board, shall appoint and may remove an Executive Director. Selection and appointment of the Executive Director shall be without regard to political affiliation and solely on the basis of fitness to perform the duties of the Office.” The executive director must be “an individual with training or expertise in the application of laws referred to in section 1302(a)” of Title II of the U.S. Code.

The chair of the board may set the compensation of the executive director. Pursuant to the FY2020 Legislative Branch Appropriations Act, the pay for the executive director “may not exceed the maximum rate of pay in effect under section 4575(f) of Title II” of the U.S. Code (i.e., maximum rate of compensation of Senate employees). The FY2022 Legislative Branch Appropriations Act, in turn, amended 2 U.S.C. §4575(f) to establish a maximum annual amount.

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49 P.L. 116-94, December 20, 2019, 133 Stat. 2775, 2 U.S.C. §601(a)(5). A provision included in the House-reported FY2021 legislative branch appropriations bill, H.R. 7611, would have set pay for the CBO Director at Level II of the Executive Schedule. This provision was not included in the FY2021 Senate Appropriations Committee majority draft bill or the FY2021 Consolidated Appropriations (P.L. 116-260). This language was not included in FY2022 legislation.
51 For additional information, see CRS Report RL31880, Congressional Budget Office: Appointment and Tenure of the Director and Deputy Director, by Megan S. Lynch; http://www.cbo.gov/about/overview.
55 P.L. 116-94, December 20, 2019, 133 Stat. 2775, 2 U.S.C. §1382(a)(2)(B). A provision included in the House-reported FY2021 legislative branch appropriations bill, H.R. 7611, would have set pay for the OCWR executive director at Level II of the Executive Schedule. This provision was not included in the FY2021 Senate Appropriations Committee majority draft bill or the FY2021 Consolidated Appropriations (P.L. 116-260).
equivalent to “the annual rate of basic pay in effect for level II of the Executive Schedule under section 5313 of title 5.”

Previously

- Pursuant to the FY2008 Consolidated Appropriations Act, the chair of the board could fix the annual rate of pay for the executive director at a rate not to exceed the lesser of House or Senate officers.
- Pursuant to the Congressional Accountability Act of 1995, which established the office, the maximum pay for the executive director had been Level V of the Executive Schedule.

Separate legislation, P.L. 110-164, amended the Congressional Accountability Act and altered eligibility and tenure restrictions for the executive director by allowing current or former employees of the Office to serve in this capacity. The legislation also permits the executive director, deputy executive directors, and general counsel, who formerly were limited to one five-year term in their positions, to serve up to two terms.

Most Recent Appointment

On November 9, 2022, the OCWR Board of Directors announced the appointment of Patrick N. Findlay as the OCWR’s executive director.

Previously, Teresa M. James served as acting executive director and deputy executive director for the House of Representatives. Her service followed that of Susan Tsui Grundmann, who was appointed to a five-year term as executive director commencing January 2017. She succeeded Barbara J. Sapin, who was appointed in 2013.

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59 The chair of the board of directors, subject to the approval of the board, appoints a deputy executive director for the Senate and a deputy executive director for the House of Representatives. The chair may fix the compensation for the deputy executive directors at a rate not to exceed 96% of the lesser of the highest annual rate of House or Senate officers (2 U.S.C. §1382).
60 The chair of the board of directors, subject to the approval of the board, also appoints a general counsel. The chair may fix the general counsel’s compensation at a rate not to exceed the lesser of the highest annual rate of House or Senate officers (2 U.S.C. §1382).
63 On August 4, 2021, President Biden announced his intention to nominate Susan Tsui Grundmann for member of the Federal Labor Relations Authority (see White House, “President Biden Announces 11 Key Nominations,” press release, August 4, 2021, at https://www.whitehouse.gov/briefing-room/statements-releases/2021/08/04/president-biden-announces-11-key-nominations-2/). The nomination was returned to the President at the end of the 1st session of the 117th Congress, pursuant to the provisions of Senate Rule XXXI, paragraph 6 of the Standing Rules of the Senate. President Biden renominated Ms. Grundmann on January 4, 2022, and she was confirmed on May 12, 2022.
Congressional Office for International Leadership

The office, formerly known as the Open World Leadership Center, is led by an executive director who is appointed by the Librarian of Congress on behalf of the Board of Trustees. The FY2022 Consolidated Appropriations Act changed the name from the Open World Leadership Center to the Congressional Office for International Leadership (P.L. 117-103, 136 Stat., 522, March 15, 2022).
executive director is “compensated at the annual rate specified by the Board, but in no event shall such rate exceed level III of the Executive Schedule under section 5314 of title 5.”

**Most Recent Appointment**

Librarian of Congress Carla Hayden, at the recommendation of the Board of Trustees, announced the appointment of Jane Sargus as executive director, effective January 8, 2018.

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