

**1994 U.S. HOUSE OF REPRESENTATIVES
EMPLOYMENT PRACTICES:**

**A STUDY OF STAFF SALARY,
TENURE, DEMOGRAPHICS
AND BENEFITS**

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SUMMARY OF KEY FINDINGS

1994 House Staff Salaries

- * The average 1994 salary across all positions for House personal office staff was **\$35,510**, a 6.4% increase since 1992 or 3.2% per year. Over the same period, each House office's personnel allowance rose by only 3.7% overall or 1.8% per year.
- * House offices have compensated for the very small increases they have received in their personnel budgets by reducing staff size and passing along the consequent savings to the remaining staff. Over the past two years, the average size of House personal offices declined from 15.5 full-time staff to 15.0 full-time staff.
- * Federal civilian workers in 1994 earned an average salary of \$39,590 -- 11.5% more than House staff. This gap has widened since 1992, when federal civilian workers earned 7% more than House staff. The gap between federal and House pay is much greater when comparing Washington salaries. The average salary of Washington-based House staff is \$38,807 whereas white-collar federal employees working in Washington are making \$49,243 -- a 27% differential.
- * Among higher-paying positions, Senate staff earn substantially more than their House counterparts. Senate Administrative Assistants (AAs) earn 21% more than House AAs, while Senate Legislative Directors (LDs), Press Secretaries, and Legislative Assistants (LAs) all earn at least 42% more than their House counterparts. These pay gaps have widened slightly since our 1992 study.

Staff Tenure

- * Job tenure is quite low in the House. 42% of Washington-based House staff have been in their present positions for one year or less, and 69% have been in their jobs for two years or less.
- * Rapid turnover afflicts virtually every position. For example, 50% of AAs, 58% of LDs, and 74% of LAs have been in their present jobs two years or less.
- * For House personal office staff, average tenure in position, office, and Congress all declined between 1992 and 1994. Much of this decline is attributable to the large freshman class of the 103rd Congress whose employees, by definition, could not have been in their current jobs and offices for even two years at the time of this study.

Gender

- * Female House staff earn proportionately more than do female workers nationwide and in the federal executive branch. Women earn 84% of the pay of men in House offices. In comparison, female federal civilian workers earn 70% of their male counterparts; while nationally women earn 67% of the pay of men.

- * The pay gap between male and female House staffers has narrowed in a small but steady fashion since 1990. In 1992, women earned, on average, 82% of the salaries of men, while, in 1990, they earned 81% of the pay of males.
- * The male/female pay gap is largely due to women being over-represented in lower paying jobs and under-represented in higher paying jobs. Women hold 39% of the four top-paying positions in House personal offices -- AA, LD, Press Secretary, and District Director.
- * When equalizing for job-related factors such as experience, education, and level of responsibility, there are statistically significant differences in the salaries of men and women in three of 14 standard House staff positions. Women in the AA and District Director positions earned less than similarly qualified men in those positions; while female Receptionists earned more than similarly qualified male Receptionists.
- * Women comprise 58% of House staff, a much greater proportion than their 45% share of the national labor force.

Race and Ethnicity

- * House staff who are minorities earn proportionately more than do minorities nationwide. Black House staff earn 92% of the pay of white House staff, and Hispanic staff earn 86% of white staff pay. Nationally, blacks earn 74% and Hispanics 71% of the pay of white workers.
- * The differential between the pay of minority and white House staff is primarily due to the over-representation of minorities in lower paying jobs and their under-representation in higher paying jobs. Overall, minorities comprise 16.2% of House staff, but they hold only 11.6% of the four top-paying positions in House personal offices -- AA, LD, Press Secretary, and District Director.
- * Minorities have lower employment rates in House personal offices than in the U.S. labor force. Blacks comprise 7.9%, Hispanics 5.4%, and Asians 1.5% of House staff. Nationally, blacks comprise 10.1%, Hispanics 7.5%, and Asians 2.6% of the labor force.
- * When equalizing for job-related factors such as experience, education, and level of responsibility, there is a statistically significant difference in the salaries of whites and non-whites in one of 14 standard House staff positions. Non-white AAs earned less than similarly qualified white AAs.

Demographics

- * Washington-based House personal office staff tend to be young, single, and well-educated. 70% are single, their average age is 31, 91% hold bachelor's degrees, and 19% hold some type of graduate degree.



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PURPOSE OF THE REPORT

The congressional staff job market is relatively free. Salaries of staff are largely set by supply and demand forces with very few regulations influencing the operation of the market. For example, there is no established pay scale, no job qualification requirements, and no formal candidate selection process. The only constraints facing House personal offices are a fixed overall personnel budget, a salary ceiling, and a minimum salary. Within these general constraints, the salaries of House staff are usually decided by negotiations between the employer and the employee.

For this negotiation process to work efficiently, economic theory tells us that both employers (buyers of labors) and employees (sellers of labor) should be knowledgeable about the activities and practices of the labor market. Without this information, buyers and sellers will have difficulty agreeing on fair market prices and the negotiation process will too often lead to inefficient agreements -- the overcompensation of some staff and undercompensation of others. A secondary effect of inefficient agreements is buyer and seller dissatisfaction and its potential for lowered morale, increased staff turnover, and needless acrimony.

The Congressional Management Foundation produces its House and Senate personal office employment studies for Members and staff to promote a fair and efficient labor market that enhances the morale and performance of congressional offices.

A Word of Caution

This report goes a long way towards describing the pay practices of House personal offices. It does not, however, contain all of the information needed by buyers and sellers of labor in the House. We cannot measure all relevant and legitimate factors that may affect staff pay. The actual negotiation process should consider a range of other possible factors such as loyalty, previous performance, political savvy, and even regional variations in the cost of living. This report should be used as one of several tools to help offices and staff better understand the House labor market.

ANALYSIS OF SAMPLE

Sample Size of the Data Base

A questionnaire was sent to the personal offices of all 435 Representatives and the five Delegates from U.S. territories.¹ Responses came from offices representing 167 Representatives and Delegates (38% of those surveyed). These responses provided CMF with salary, tenure, and demographic data for 2,501 full-time House personal office staff members.

Analysis of Responses by Member Political Party

<u>Political Party</u>	<u>Responses%</u>	<u>Actual%</u>
Democratic	53.7%	59.3%
Republican	46.3%	40.5%
Independent	0.0%	0.2%

Our sample closely resembles the actual proportions of Democratic and Republican offices in the House. Republicans are slightly over-represented in the sample and Democrats are slightly under-represented.

Analysis of Responses by Member Tenure

<u>Member Term</u>	<u>Responses%</u>	<u>Actual%</u>
1st term	32%	27%
2nd term	14%	9%
3rd term	6%	9%
4th to 6th terms	23%	24%
7th term or more	25%	31%

The distribution of our sample by Member tenure closely resembles the seniority distribution of the 103rd House. First- and second-term Members are slightly over-represented and more veteran Members slightly under-represented in the sample.

¹ The survey was sent to the 435 Representatives from the U.S. states, plus the congressional Delegates from American Samoa, the District of Columbia, Guam, Puerto Rico, and the U.S. Virgin Islands. In this report, we refer to the Representatives and Delegates collectively as "Members."

Analysis of Responses by State Population

<u>State Population</u>	<u>Responses%</u>	<u>Actual%</u>
<= 2 million	10%	7%
2 - 5 million	22%	20%
5 - 10 million	27%	27%
> 10 million	41%	45%

A review of responses indicates that our sample closely parallels the actual breakdown of House offices by state population.²

Analysis of Responses by Geographical Region

<u>Region</u>	<u>Responses%</u>	<u>Actual%</u>
New England	6%	5%
Mid-Atlantic	13%	15%
South	30%	29%
Midwest	15%	16%
Border	5%	7%
Plains	8%	5%
Rocky Mountain	8%	5%
Pacific Coast	16%	16%

The sample closely parallels the actual distribution of offices by region.³

Conclusion

Our sample closely reflects the actual composition of the House on each of the above measures. This strongly supports the conclusion that the data in this report are reliable.

² Appendix A on page 90 lists the states and territories in each population category.

³ Appendix B on page 90 lists the states and territories in each geographical region.

AGGREGATE DATA

AGGREGATE DATA

Methodology

In preparing this section of the report, we aggregated the individual salary and demographic data of 2,501 full-time staff members in House personal offices in order to better understand the demographic composition, pay, and employment trends of House staff.

In addition to reporting overall aggregate data (e.g., average salary, average age), we wanted to explore in greater depth the relationship among demographic variables and between demographic variables and salary (e.g., average salary by educational degree, tenure in position by gender). To conduct these cross-tabulations, we asked offices in our survey to provide the following information for every staff member in the personal office:

- * annual salary (excluding bonuses and benefits);
- * age;
- * race or ethnicity;
- * gender;
- * educational attainment;
- * marital status;
- * tenure in current position;
- * tenure in current office;
- * overall tenure in Congress; and
- * level of responsibility in position (or, how closely the staffer's responsibilities matched our job description).

These individual staff demographic variables were then cross-tabulated by Member tenure (term in office) and Member party affiliation. We have included in this report those analyses that we believe are the most meaningful and that provide offices with useful management information. Much of the aggregate data that we present has been broken down into three categories: all staff, Washington staff, and district staff. We believe that these breakdowns help in understanding the source of trends and convey differences in demographics, hiring practices, and salaries between Washington and district staff.

The findings presented in this portion of the report are divided into four sections:

- 1) Aggregate Salary Information
- 2) Aggregate Staff Tenure Information
- 3) Aggregate Demographic Information
- 4) Office Data

Finally, we have compared many of the results in this study to the results of similar surveys conducted by the Congressional Management Foundation for the U.S. Senate in 1993, 1991, and 1988 and the U.S. House in 1992 and 1990. For readers desiring more detailed comparisons than are included here, *1993 U.S. Senate Employment Practices: A Study of Staff Salary, Tenure, Demographics, and Benefits* is available from the Congressional Management Foundation. Wherever possible, we have also provided comparative data about the U.S. population and employees in the public and private sectors.

PART 1: AGGREGATE SALARY INFORMATION

Average Salary for All House Positions Compared to 1992 CMF Study

	<u>Total</u>	<u>Washington</u>	<u>District</u>
Average Salary 1994:	\$35,510	\$38,807	\$31,169
Average Salary 1992:	\$33,388	\$36,618	\$28,978
Dollar Increase:	\$2,122	\$2,189	\$2,191
Percentage Increase:	6.4%	6.0%	7.6%
Average annualized rate of increase:	3.2%	3.0%	3.7%

House Personnel ("Clerk Hire") Allowance per Office

1994:	\$557,400
1992:	\$537,480
Percentage Increase:	3.7%
Average annualized rate of increase:	1.8%

Over the past two years, the overall average staff salary has increased by just over six percent. This increase is close to twice as high as the increase in Clerk-Hire allowances passed on to House offices during that two-year period. When this fact is coupled with the decline in average staff size that we discuss on page 34 (from 15.5 full-time staff per office in 1992 to 15 full-time staff in 1994), it becomes apparent that offices are choosing to hire fewer, higher-paid staff rather than more, lower-paid staff.

In 1990, House personal office staff had average salaries of \$29,542, Washington-based House staff averaged \$32,297, and district staff averaged \$25,484. Over the past *four years*, the overall average salary of House staff rose by 20 percent, with most of the increase occurring between 1990 and 1992.

In comparison to the House, the average Senate staff salary in 1993 was \$36,844. Washington-based Senate staff averaged \$38,971, and state-based staff earned an average of \$32,573.

As of March 1994, full-time federal civilian employees averaged \$39,590 -- 11.5 percent more than House staff. This pay gap has widened since our 1992 study, when federal civilian workers earned seven percent more than House staff. This pay gap was also seven percent in 1990. In 1994, white collar federal civilian employees in the Washington area earn an average of \$49,243, approximately 27 percent more than Washington-based House staff.⁴ The pay differential between House staff and white collar federal civilian workers was 34 percent in 1992 and 22 percent in 1990.

House staff also tend to earn less than their Washington-based counterparts in corporate public affairs offices, where the average salary of "Executive Head of the Office" is \$134,552, that of "Legislative Counsel/Lobbyist" is \$81,396, and that of "Research Assistant" is \$41,364.⁵ For full-time, year-round workers in the U.S. labor force, average earnings in 1992 were \$30,946.⁶

Average Salary for All Positions by Member Party Affiliation

<u>Political Party</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
Democratic	\$35,133	\$38,453	\$30,856
Republican	\$36,004	\$39,279	\$31,618

The average staff salary is nearly identical in Democratic and Republican offices and both pay Washington staff more than district staff.

In Senate offices in 1993, staffers in Democratic offices earned slightly more than their Republican counterparts. Washington-based Senate staff representing both parties were paid higher than state-based Senate staff.

⁴ Christine E. Steele, "Profile of Federal Civilian Non-Postal Employees," Office of Personnel Management, March 31, 1994.

⁵ Foundation for Public Affairs' 1993-1994 *Washington Office Compensation Survey*. Cited with permission.

⁶ 1992 Population Survey, Income Statistics Branch, Census Bureau, U.S. Department of Commerce.

Average Salary for All Positions by Member Tenure

<u>Member Term</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
1st term	\$33,223	\$36,729	\$28,865
2nd term	\$34,309	\$37,756	\$29,956
3rd term	\$34,247	\$38,853	\$28,911
4th to 6th term	\$36,609	\$40,089	\$32,078
7th to 9th term	\$37,424	\$40,793	\$32,827
10th term +	\$39,567	\$40,511	\$37,976

Staff tend to receive higher average salaries as Member tenure increases. This is probably due to the fact that Members with longer tenure have staff with more experience in their jobs, offices, and Congress and who, consequently, receive higher pay.

Average Salary for All Positions by Number of District Offices

<u># of District Offices</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
1	\$36,653	\$39,776	\$32,066
2	\$36,418	\$39,637	\$32,138
3	\$33,958	\$37,046	\$30,246
4 or more	\$33,892	\$38,619	\$28,762

Members with more district offices tend to pay lower average salaries to their Washington and district-based staff. This likely reflects a tradeoff between the costs of opening additional district offices and the costs of having higher paid staff.

Average Salary for All Positions by Gender

<u>Gender</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
Female	\$32,914	\$36,061	\$29,631
Male	\$39,046	\$41,693	\$34,136

On average, female staff earn 84 cents for every dollar earned by male staff. Among Washington staff, the figure is 86 cents; among district staff, it is 87 cents.⁷

⁷ It may appear to be an anomaly that the percentage pay gaps among district and Washington staff are both higher than the overall pay gap between males and females. This is explained by the fact that a much higher percentage of female staffers than male staffers work in district offices, where average salaries are lower than in Washington offices.

The gender pay gap in the House has narrowed since 1992, when women earned 82 cents for every dollar earned by men. In 1990, female House staff earned 81 percent of males. In comparison, women in the Senate in 1993 earned 81 cents for every dollar earned by men and, in 1991, women in the Senate earned 78 percent of men. Among federal civilian employees, the U.S. Bureau of Labor Statistics reports that women earn 70 percent of male federal workers. In the U.S. labor force, 1992 statistics from the Commerce Department also show women earning 67 percent of men's earnings; specifically, among full-time, year-round workers in the U.S. labor force, men averaged \$35,711 and women \$24,009.⁸

The 16 percent difference in average pay between male and female House staff is largely explained by the differences in the jobs they hold. A later analysis on page 28 shows that women are under-represented in Leadership and Policy positions and over-represented in Clerical and Mid-level positions. The effect of this on the salary distribution is illustrated below.

Average Salary Distribution by Gender

1994 Salary (in thousands)	<u>Female</u>	<u>Male</u>	<u>Overall Average</u>
less than \$20	8.5%	6.3%	7.5%
\$20 - \$29.9	41.6%	37.0%	39.7%
\$30 - \$39.9	28.5%	22.4%	25.9%
\$40 - \$49.9	10.3%	12.5%	11.3%
\$50 - \$59.9	5.1%	5.1%	5.1%
\$60 - \$69.9	2.2%	4.9%	3.4%
\$70 - \$79.9	1.6%	4.0%	2.6%
\$80 +	2.2%	7.8%	4.6%

Difference in Pay Within Jobs by Gender

Differences in overall pay do not by themselves demonstrate that women are paid less than similarly qualified men who perform the same job. To determine if gender has a unique or independent impact on pay within jobs, we used a method called multiple regression analysis to control for the effects of all of the other demographic variables that we measured (e.g., the variables of age, education, and time in position).

⁸ 1992 Population Survey, Income Statistics Branch, Census Bureau, U.S. Department of Commerce.

In only three of the 14 positions⁹ analyzed in this manner, did we find that gender uniquely affected pay. That is, for 11 of the 14 positions, female staff with comparable education, experience, and demographic characteristics did not earn significantly less or more than their male counterparts. However, females in the Administrative Assistant (AA) and District Director positions earned less than male AAs and District Directors when controlling for the effects of other variables on pay. Male Receptionists earned less than females Receptionists when controlling for these factors.

Average Salary for All Positions by Race and Ethnicity

<u>Race/Ethnicity</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
Black	\$33,351	\$39,423	\$28,504
White	\$36,142	\$39,064	\$31,858
Hispanic	\$31,021	\$34,169	\$29,340
All Other	\$32,670	\$35,527	\$28,056

Black House staff earn 92 cents for every dollar earned by white staff. For Hispanics, the figure is 86 cents and for "all other" minority staff, 90 cents.¹⁰ The differences are similar for Washington-based staff and district staff, with one exception: black staff based in Washington earn higher average salaries than white Washington staff.

In the House in 1992, black staff earned 93 percent of the average white staff salary, Hispanic staff earned 77 percent, and "other" minority staff earned 96 percent. In 1990, black staff in the House averaged 89 percent of the pay of whites, and Hispanics averaged 82 percent.

In the Senate in 1993, black staffers earned 83 percent as much as whites, Hispanics earned 75 percent as much, and other minorities earned 85 percent as much. National figures for 1992 show that among year-round, full-time workers, blacks earned 74 percent of what whites

⁹ There were not enough Washington Caseworkers, Federal Grants Assistants/Projects Coordinators, or Computer Operators in the offices responding to our survey to permit us to conduct valid regression analyses of these positions. For each of the 14 House office positions not listed above, we have performed individual regression analyses.

¹⁰ On the survey, we asked staff to be classified into the following races/ethnicities: White, Black, Hispanic, Asian, Pacific Islander, American Indian, and "Other." However, because the numbers of Asian, Pacific Islander, and American Indian staff in the House are small, we have combined all non-black, non-Hispanic minority staff into the catch-all group titled "all other" for the remainder of the tables in this section. We have done so to both protect the anonymity of individual staff members and for analytic clarity. On page 29 of this study, we report the overall percentage of each racial/ethnic group (*including Asians, Pacific Islanders, and American Indians*) among House personal office staff.

earned and Hispanics earned 71 percent.¹¹

These differences in average salary are largely due to differences in jobs held by minority staff as compared to white staff. A later analysis on pages 31 and 32 shows that minorities are under-represented in Leadership and Policy positions and over-represented in Clerical and Mid-level positions. The effect of this on the salary distribution is illustrated below.

Average Salary Distribution by Race and Ethnicity

1994 Salary (in thousands)	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>
less than \$20	10.2%	6.9%	11.1%	10.3%
\$20 - \$29.9	39.3%	39.0%	48.1%	38.2%
\$30 - \$39.9	29.1%	26.1%	20.0%	27.9%
\$40 - \$49.9	9.7%	11.2%	13.3%	13.2%
\$50 - \$59.9	3.6%	5.4%	3.7%	4.4%
\$60 - \$69.9	3.6%	3.6%	0.0%	1.5%
\$70 - \$79.9	2.6%	2.8%	0.7%	2.9%
\$80 +	2.0%	5.0%	3.0%	1.5%

Difference in Pay Within Jobs by Race and Ethnicity

As with the salary differences between men and women, the disparities in salary among racial and ethnic groups by themselves do not indicate a pattern of dissimilar pay for similar work and qualifications. To determine if race or ethnicity has a unique or independent impact on pay within jobs, we used a method called multiple regression analysis to control for the effects of all of the other demographic variables that we measured (e.g., the variables of age, education, and time in position).

In only one of 14 positions¹² analyzed in this manner did we find that race or ethnicity uniquely affected pay. That is, for 13 of the 14 positions, non-white staff with comparable education, experience, and demographic characteristics did not earn significantly less or more than their white counterparts who performed the same job. The only exception was the Administrative Assistant (AA) position, in which non-whites earned less than whites when controlling for the effects of other variables on pay.

¹¹ 1992 Population Survey, Income Statistics Branch, Census Bureau, U.S. Department of Commerce.

¹² There were not enough Washington Caseworkers, Federal Grants Assistant/Projects Coordinators, or Computer Operators in the offices responding to our survey to permit us to conduct any valid regression analyses of these positions. For the 14 House office positions not listed above, we have performed regression analyses.

Average Salary for All Positions by Educational Attainment

	<u>Total</u>	<u>Washington</u>	<u>District</u>
High School or less	\$31,619	\$42,362	\$28,291
Some College	\$32,670	\$41,903	\$28,993
Bachelor's	\$33,845	\$35,118	\$31,805
Master's	\$44,125	\$48,387	\$33,403
Law	\$52,730	\$54,308	\$45,141
Doctorate	\$64,514	\$69,352	\$50,000

Salaries increase as the level of education increases; staff with advanced degrees earned substantially more than those with only a bachelor's degree. Staff holding master's degrees earn about \$10,300 more on average than those with only a bachelor's; staff with law degrees earn about \$19,000 more. The difference in salary between staff with bachelor's degrees and those with advanced degrees is much more pronounced in Washington than in district offices.

Interestingly, Washington staff *without* bachelor's degrees earn higher average salaries than their counterparts who completed their bachelor's, but not an advanced degree. This is probably because those without bachelor's degrees tend to be older and have more congressional experience, and are compensated for that experience.

When analyzed by level of education, Senate salaries are generally very similar to House salaries for those without advanced degrees. However, Senate staff whose formal schooling ended with master's and law degrees earn more than their House counterparts. Senate staff with master's earn 12 percent more than House staff and those with law degrees earn 7 percent more. In contrast, staff with doctorates earn 7 percent more in the House than in the Senate.¹³

House salaries by educational degree also compare favorably to national averages. Nationally, people with bachelor's degrees earned about \$32,500 in 1992; people with master's degrees earned about \$40,000; and people with professional degrees earned about \$75,000.¹⁴

¹³ Because Senate offices received no cost-of-living adjustment in 1994, we used 1993 Senate data for this analysis.

¹⁴ 1992 Population Survey, Income Statistics Branch, Census Bureau, U.S. Department of Commerce.

Average Salary for All Positions by Age

<u>Age Group</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
under 25	\$22,259	\$22,687	\$20,909
25-29	\$29,666	\$31,335	\$25,970
30-34	\$40,069	\$43,893	\$33,543
35-39	\$46,669	\$57,205	\$32,695
40-44	\$45,695	\$60,943	\$34,107
45-49	\$43,896	\$57,343	\$35,927
50-54	\$42,773	\$60,488	\$34,238
55-59	\$36,386	\$49,982	\$32,820
60-64	\$37,201	\$48,433	\$35,082
65+	\$37,039	\$53,633	\$33,878

Staff under 30 years of age have the lowest salaries while staff between thirty-five and fifty-five years of age have the highest salaries overall. Salaries do not continue to increase with age because many of the eldest staff members are not in the highest-paying positions. They tend to be staff in mid-level administrative positions with many years of experience. This same pattern held for House offices in 1992 and for Senate offices in 1993.

Average Salary for All Positions by Marital Status

<u>Marital Status</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
Single	\$32,204	\$33,948	\$28,245
Married	\$40,188	\$50,267	\$33,380

Married staff earn more than single staff, especially among Washington-based staff. Because married staff tend to be several years older than single staff, this difference can be attributed to age, as the previous table confirms.

PART 2: AGGREGATE STAFF TENURE INFORMATION

Average Staff Tenure

Years in Current Position

	<u>Total</u>	<u>Washington</u>	<u>District</u>
1994	3.2	2.6	4.0
1992	3.7	3.0	4.6
1990	3.5	2.9	4.4

Years in Current Office

	<u>Total</u>	<u>Washington</u>	<u>District</u>
1994	3.6	3.1	4.2
1992	4.1	3.6	4.9
1990		(data not available)	

Years in Congress

	<u>Total</u>	<u>Washington</u>	<u>District</u>
1994	5.0	5.0	5.0
1992	5.3	5.1	5.6
1990	5.1	5.0	5.2

For House personal office staff in both Washington and district offices, average experience in position, office, and Congress has decreased substantially since the 1992 CMF House survey. Average time in position declined by 14 percent between 1992 and 1994, time in current office declined by 12 percent, and time in Congress by 6 percent. This rise in turnover is largely attributable to the arrival of the large freshman class of Representatives for the 103rd Congress (who were not included in CMF's 1992 House survey). The large freshman class increases average turnover because staffers in first-term offices could have no more than 1.5 years in their current position and current office at the time of the survey.

As in 1992 and 1990, turnover between positions and offices occurs at a much higher rate among Washington staff than among district staff. Washington and district staff average the same amount of overall congressional experience -- five years.

Tenure in office data was collected to provide information on the practice of promotion-from-within. The smaller the difference between tenure in position and tenure in office, the less likely that staff were promoted from within the office. Our data show that most of time

accumulated in an office -- 89 percent -- is accounted for by time in current position. In other words, promoting staff from one position to another within an office is more the exception than the rule. This pattern of hiring from outside the office was just as strong in the House in 1992 as it is in 1994. The tendency to hire from outside the office was equally prominent in Senate personal offices in 1993.

Turnover data for the U.S. labor force is not directly comparable to our data on congressional staff, but it suggests that turnover is higher on Capital Hill. The Bureau of Labor Statistics reports that, as of January 1991, employees aged 25 and older had been with their current employer an average of 5.6 years. For employees 16 and older, the average was 4.5 years. Slightly over one-fourth of employees between ages 16 and 24 changed occupations during 1990, while only 7.6 percent of employees 25 and older did so.¹⁵ Among managers and professionals, average time with their current employer was 6.3 years in 1991.¹⁶

Average job tenure in the federal government in 1988 ranged from a low of 5.4 years for GS-1 to GS-3 jobs (secretarial and clerical jobs) to a high of 18.6 years for jobs at GS-13 or above (supervisory and professional jobs). The same study found that 8.8 percent of white-collar federal workers left federal government employment in 1988.¹⁷

Average tenure data masks the fact that a large number of House staff have little experience while a small number of staff have substantial experience. The next three tables report the distribution of experience.

Distribution of Tenure in Position by Staff Location

<u>Years</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
<= 1.0	34.1%	41.5%	24.2%
1.0 - 2.0	28.0%	27.5%	28.7%
2.0 - 5.0	20.4%	19.2%	21.9%
5.0 - 10.0	11.5%	8.1%	16.0%
10.0 +	6.0%	3.6%	9.2%

While the average job tenure is 3.2 years, over one-third of staff have held their current job for one year or less. Sixty-two percent have been in their job for two years or less. Among Washington staff, over two-thirds have been in their job for two years or less.

¹⁵ U.S. Bureau of Labor Statistics, Current Population Survey, January 1991.

¹⁶ Fortune Magazine, June 13, 1994, p. 46.

¹⁷ Gregory B. Lewis, "Turnover and the Quiet Crisis in the Federal Civil Service," Public Administration Review, Vol. 51, No. 2, March/April 1991.

Distribution of Tenure in Office by Staff Location

<u>Years</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
<= 1.0	27.7%	33.5%	20.0%
1.0 - 2.0	28.6%	28.3%	29.1%
2.0 - 5.0	23.3%	22.6%	24.1%
5.0 - 10.0	12.9%	9.6%	17.2%
10.0 +	7.6%	6.0%	9.7%

The job tenure pattern holds true for tenure in office. The overall average of 3.6 years masks the fact that 56 percent of all staff have worked in their Member's office for two years or less. Only 16 percent of Washington-based staff have worked in their Member's office for more than five years. Long service for a Member is much more common for district staff: 27 percent have worked in their office for more than five years.

Distribution of Tenure in Congress by Staff Location

<u>Years</u>	<u>Total</u>	<u>Washington</u>	<u>District</u>
<= 1.0	21.9%	24.4%	18.5%
1.0 - 2.0	21.3%	19.3%	23.9%
2.0 - 5.0	26.5%	28.1%	24.4%
5.0 - 10.0	16.4%	13.8%	19.8%
10.0 +	13.9%	14.3%	13.4%

Similarly, the average tenure in Congress of 5.0 years masks the fact that 22 percent of all staff have worked in the legislative branch for one year or less, and 43 percent have worked there for two years or less.

One possible explanation for these high turnover rates, in addition to the large freshman class of the 103rd Congress that we mentioned earlier, is that large numbers of staff flow in and out of entry level positions such as Receptionist and Legislative Correspondent, while other positions experience low turnover. In fact, as the following table illustrates, rapid turnover afflicts virtually every position.¹⁸

¹⁸ On page 40, we provide a chart listing the average job, office, and congressional tenure for each position in years. For 13 of the 17 House positions, average job tenure has declined since 1992.

Percent of Staff with less than 1 and 2 years of Experience

	Time in Position		Time in Congress	
	<= 1 yr.	<= 2 yrs.	<= 1 yr.	<= 2 yrs.
Washington Positions				
AA/Chief of Staff	18.1%	50.0%	1.9%	18.9%
Legislative Director	31.8%	58.3%	3.8%	8.4%
Press Secretary	43.7%	72.3%	30.3%	52.9%
Washington Caseworker	0.0%	27.3%	0.0%	20.0%
Office Manager	26.9%	51.9%	13.5%	19.2%
Executive Asst./Scheduler	27.3%	58.3%	13.1%	29.2%
Federal Grants Assistant/ Projects Coordinator	55.6%	66.7%	33.3%	55.6%
Legislative Assistant	43.8%	73.5%	22.8%	46.2%
Systems/Mail Manager	38.5%	67.7%	19.0%	42.9%
Computer Operator	37.5%	62.5%	31.3%	50.0%
Legislative Correspondent	81.4%	92.8%	67.0%	84.5%
Receptionist	64.1%	87.8%	60.3%	85.5%
District Positions				
District Director	20.3%	50.7%	8.8%	35.4%
District Aide\ Field Representative	23.7%	56.1%	17.2%	43.0%
Appointments Secretary/ Scheduler	25.0%	54.4%	15.4%	40.0%
District Caseworker	21.1%	48.7%	17.2%	39.8%
Office Secretary/Clerk	41.5%	62.2%	38.0%	57.0%

Analysis for Staff with less than 1 and 2 Years of Experience

Entry level positions have large proportions of staff with limited experience, a clear indication of extremely high turnover. Sixty-four percent of Receptionists and over 80 percent of Legislative Correspondents have held their jobs for one year or less. Over 84 percent of staff in these positions have total experience in Congress of two years or less.

While not as dramatic as junior staff positions, senior staff positions also are experiencing substantial turnover. More than 30 percent of Legislative Directors and Press Secretaries have been on the job for one year or less. One-half or less of AAs, Legislative Directors, Press Secretaries, and District Directors have held their job for more than two years.

District staff have somewhat lower turnover rates than Washington staff. For all but one district position, at least three-quarters of the staffers have been in their position for at least one year. Such is true for only two of the 12 Washington positions.

Staff Tenure by Member Tenure

<u>Member Term</u>	<u>Position</u>	<u>Average Years in:</u>	
		<u>Office</u>	<u>Congress</u>
1st term	1.4	1.4	3.0
2nd term	2.3	2.4	4.0
3rd term	3.0	3.2	4.9
4th to 6th term	3.7	4.4	5.4
7th to 9th term	5.0	6.0	6.5
10th term +	6.3	7.6	9.1

As might be expected, average staff tenure in position, office, and Congress increases as Members' tenure increases. The newer the Member, the shorter amount of time that exists for staff to spend in their position and office and the less congressional experience they have acquired.

Staff Tenure by Political Party

<u>Party</u>	<u>Position</u>	<u>Average Years in:</u>	
		<u>Office</u>	<u>Congress</u>
Democratic	3.2	3.6	4.9
Republican	3.3	3.6	5.0

Staff in Democratic and Republican offices have virtually identical amounts of experience in their jobs, offices, and Congress.

Staff Tenure by Marital Status

<u>Marital Status</u>	<u>Position</u>	Average Years in:	
		<u>Office</u>	<u>Congress</u>
Single	2.5	2.9	4.0
Married	4.1	4.6	6.4

Married staff have approximately 60 percent more experience in their current position, their current office, and Congress than single staff. This pattern is expected given that single staff tend to be younger than married staff.

Staff Tenure by Gender

<u>Gender</u>	<u>Position</u>	Average Years in:	
		<u>Office</u>	<u>Congress</u>
Female	3.5	3.9	5.5
Male	2.8	3.2	4.2

Women have substantially more experience than men in all three tenure categories. As with marital status, this pattern is related to age with male staffers being younger on average than their female counterparts in the House. In contrast to the House data, men in the U.S. work force tend to have been with their current employer longer than women, 5.1 years vs. 3.8 years.¹⁹

Staff Tenure by Race and Ethnicity

<u>Race/Ethnicity</u>	<u>Position</u>	Average Years in:	
		<u>Office</u>	<u>Congress</u>
Black	3.6	3.7	5.1
White	3.2	3.7	5.1
Hispanic	2.5	3.0	3.4
All Other	2.7	3.0	4.3

Black staff have the highest average tenure in their jobs, averaging about 13 percent more job tenure than whites. Black and white staff have the highest average tenure in their current office and in Congress. Hispanic staff have the shortest average job, office, and congressional tenure. These results are somewhat related to age because black staff tend to be older than white staff and Hispanic staff tend to be younger. In the U.S. work force, whites average slightly more time with their current employers than blacks and substantially more than

¹⁹ U.S. Bureau of Labor Statistics, Current Population Survey, January 1991.

Hispanics.²⁰

Staff Tenure by Educational Attainment

<u>Highest Level Attained</u>	<u>Position</u>	<u>Average Years in:</u>	
		<u>Office</u>	<u>Congress</u>
High School or less	5.7	6.2	8.4
Some College	4.6	4.8	7.2
Bachelor's	2.8	3.2	4.3
Master's	2.9	3.3	4.5
Law Degree	2.3	3.0	4.7
Doctorate	2.9	2.9	5.2

A clear pattern emerges when tenure is broken out by educational attainment: staff without college degrees remain in their positions, offices, and Congress much longer than those with bachelor's, master's, law, and doctorate degrees. Most of these staffers without bachelor's degrees are in clerical jobs; their low turnover rate likely reflects limited opportunity for advancement.

Regression Analysis of Staff Tenure

In addition to presenting the relationships between various factors and staff tenure as we have just done, we wanted to investigate the influence that these factors have on turnover. To do so, we used a statistical procedure called multiple regression analysis. This technique allowed us to determine the unique influence of 13 variables on tenure in position and tenure in office by controlling for the effects of the other 12 variables. These variables fall into four categories:

- 1) demographic (e.g., age, race/ethnicity, and gender)
- 2) office environment (e.g., Member term)
- 3) salary
- 4) employee benefits (e.g., parental leave and merit pay)

²⁰ U.S. Bureau of Labor Statistics, Current Population Survey, January 1991.

Regression results: We analyzed *tenure in position* and *tenure in office* separately. In both cases, we found that the same three variables were statistically significant predictors of an individual's tenure.²¹ These variables were:

- 1) age
- 2) Member term
- 3) salary²²

Staffers with higher salaries, those serving for Members with more terms in Congress, and those with higher ages tend to have lower turnover between jobs and offices.

Age and Member Term: It intuitively makes sense that the older a staffer and the longer the staffer's Member has served, the longer the staffer is likely to have been in his job and office. If a 50-year-old Caseworker is working for a tenth-term Member, it is entirely possible that the Caseworker has tenure in this job and office of twenty years. If another Caseworker is working for a freshman Member or is 27 years old, his job and office tenure could not be very long. In addition, older staffers may simply be more stable, in the sense that they are less inclined to move between jobs and offices.

Salary: Salaries are generally thought of as financial incentives to accept and remain in one's job and office, rewards for performance, and measures of one's "worth" to the organization. Therefore, those with higher salaries would tend to feel more closely attached to their job and office and remain in them longer. This seems to be the case in House offices.

Comparison with Senate offices²³: Just as in House offices, higher salaries, higher ages, and serving for Members with more terms in Congress were significantly associated with lower turnover between jobs and offices in Senate personal offices in our 1993 study.

²¹ In order to be classified as a "statistically significant" predictor of tenure, a variable had to have a t-statistic that is significant at the .05 level against the two-sided null hypothesis.

²² In these regressions, we used two salary variables: (1) each individual's annual salary (an absolute measure of reward), and (2) the differential between each individual's salary and the median salary for his/her position (a relative measure of reward). Higher levels of both salary variables were significantly correlated with lower turnover between *offices*, while only the relative salary variable was significantly correlated with lower turnover between *jobs*. For simplicity, we will refer to both variables jointly as "salary" in the remainder of this section.

²³ In the 1993 Senate study, we used the same t-statistic test as in this 1994 House study to determine which variables were significant predictors of tenure.

Limitations of Regression Analysis Information

Regression analysis indicates which factors statistically predict or explain a dependent variable (e.g., turnover). It should be noted, however, that our analysis does not include an exhaustive list of possible factors that may impact a particular dependent variable. Thus, there may be other factors that are not measured and tested for by this study that may also affect decisions related to turnover. For example, the perception that increased crime has made Capitol Hill unsafe may cause some staff to leave their jobs.

Further, the results from the regression analysis should not necessarily be viewed as recommendations of practices that will lead to reduced turnover. Rather, this information should be used as a guide in understanding general practices in the House and not as a recommended formula by which policies should be determined.

PART 3: AGGREGATE DEMOGRAPHIC INFORMATION

AGGREGATE AGE INFORMATION

Average Age of Staff

Average Age	<u>Total</u>	<u>Washington</u>	<u>District</u>
	34.7	31.3	39.2

While the average age of House staff is about 35, the range extends from 18 to 79. Seventeen percent are 25 or younger, while 32 percent are 40 or older and 14 percent are over 50. Staff in Members' district offices tend to be considerably older than staff in their Washington offices.

The present age structure of House staff is virtually the same as it was in 1992. Also, the age structure of House staff in 1994 is approximately the same as that of staff in Senate offices where the average age in 1993 was 34.5 and state staff are an average of seven years older than Washington staff.

House staff are slightly younger than the U.S. civilian labor force, which in 1993 had a median age of 36.5.²⁴ House staff are considerably younger than federal civilian employees, whose average age is 44.0.²⁵

Age by Member Tenure

	<u>Average Age in Years</u>
1st term	33.2
2nd term	33.4
3rd term	35.7
4th to 6th term	34.8
7th to 9th term	36.5
10th term +	38.6

²⁴ U.S. Bureau of Labor Statistics, unpublished data.

²⁵ Christine E. Steele, Office of Personnel Management, "Profile of Federal Civilian Non-Postal Employees," March 31, 1994.

Age Distribution by Member Term in Office

<u>Age Group</u>	<u>1st</u>	<u>2nd</u>	<u>3rd</u>	<u>4th to 6th</u>	<u>7th to 9th</u>	<u>10th+</u>	<u>Total</u>
under 25	20.1%	17.2%	8.4%	16.5%	15.2%	13.0%	16.7%
25-29	28.8%	33.0%	32.8%	27.9%	24.6%	21.3%	28.0%
30-34	14.3%	13.9%	15.3%	16.0%	13.5%	13.5%	14.6%
35-39	9.5%	10.0%	10.7%	8.8%	8.9%	7.4%	9.2%
40-44	9.5%	8.7%	8.4%	7.2%	11.2%	10.4%	9.1%
45-49	9.2%	6.8%	7.6%	9.3%	8.3%	11.3%	8.9%
50-54	4.7%	5.8%	10.7%	7.8%	7.2%	8.3%	6.7%
55-59	2.4%	1.3%	1.5%	3.4%	4.6%	6.1%	3.2%
60-64	0.9%	2.3%	3.1%	2.3%	5.2%	5.7%	2.6%
65+	0.4%	1.0%	1.5%	0.8%	1.4%	3.0%	1.1%

The average age of staff tends to increase as Members' tenure increases. Veteran Members tend to employ more staff who are 50 or older and fewer who are under 25 than more junior Members.

Age by Member Party Affiliation

	<u>Average Age in Years</u>
Democratic	35.0
Republican	34.5

Staff age is very similar among Democratic and Republican staff.

AGGREGATE EDUCATIONAL ATTAINMENT INFORMATION

Educational Attainment of Staff

	<u>Total</u>	<u>Washington</u>	<u>District</u>
High School or less	6.0%	2.5%	10.7%
Some College	12.6%	6.3%	21.0%
Bachelor's Degree	66.9%	72.1%	60.1%
Master's Degree	9.1%	11.5%	6.0%
Law Degree	4.9%	7.1%	2.0%
Doctorate Degree	0.4%	0.6%	0.2%

House staff are well-educated with 81.3 percent having a minimum of a bachelor's degree and 14.4 percent holding advanced degrees. The educational attainment of House staff has increased since 1992, when 78.4 percent had a bachelor's degree or more and 13.7 percent had advanced degrees. The comparable figures for Senate staff in 1993 were 81 and 19 percent.

Staff based in Washington offices have greater educational training than district staff. Washington staff are more than twice as likely to hold advanced degrees and less than one-third as likely not to hold a bachelor's or higher degree.

House staff have significantly greater educational training than federal civilian employees, 37 percent of whom have at least a bachelor's degree.²⁶ In the general U.S. adult population, approximately 20 percent have at least a bachelor's degree.²⁷

²⁶ Christine E. Steele, Office of Personnel Management, "Profile of Federal Civilian Non-Postal Civilian Employees," March 31, 1994.

²⁷ U.S. Department of Commerce, Census Bureau, Current Population Reports, Series P-20, No. 174.

AGGREGATE GENDER INFORMATION

In this section of the report we compare staff employment, educational attainment, marital status, age, and type of position by gender.

Disaggregation by Gender and Staff Location

	<u>Total</u>	<u>Washington</u>	<u>District</u>
Female	57.7%	51.7%	65.6%
Male	42.3%	48.3%	34.4%

Women comprise close to three-fifths of House staff. Women and men are employed in almost equal numbers in Washington offices, but among district staff, there are almost twice as many women as men.

These figures are similar to those of Senate staff in 1993 and House staff in 1991. Overall, 59.7 percent of Senate staff were women in 1993, and 67.7 percent of state office staff were females. In our 1992 survey of House staff, 60.5 percent of staff members were female. In district offices, women comprised 68.8 percent of staff.

Forty-four percent of federal civilian employees are women.²⁸ As of March 1991, women comprised 45.4 percent of the U.S. civilian labor force.²⁹

Distribution of Educational Attainment by Gender and Location

	<u>Total</u>		<u>Washington</u>		<u>District</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
High School or less	1.6%	9.3%	0.0%	4.8%	4.6%	14.0%
Some College	6.1%	17.3%	3.2%	9.0%	11.4%	26.1%
Bachelor's	72.0%	63.2%	72.6%	71.6%	70.8%	54.2%
Master's	12.0%	7.1%	13.2%	9.9%	9.8%	4.1%
Law	7.7%	2.9%	10.2%	4.2%	3.0%	1.5%
Doctorate	0.6%	0.3%	0.7%	0.4%	0.3%	0.1%

A substantially larger proportion of men than women hold at least a bachelor's degree; however, this disparity is greater among district staff than among Washington staff. Overall, 92 percent

²⁸ Christine E. Steele, Office of Personnel Management, "Profile of Federal Civilian Non-Postal Civilian Employees," March 31, 1994.

²⁹ Bureau of Labor Statistics, unpublished data, March 1991.

of male staff have at least a bachelor's degree, while for women the figure is 74 percent. Men are also more likely to hold advanced degrees than women (20% vs. 10%).

Marital Status by Gender

	<u>Married</u>	<u>Single</u>
Female	43.0%	57.0%
Male	41.0%	59.0%

Female staff are slightly more likely than male staff to be married.

Age Distribution by Gender

<u>Age Group</u>	<u>Female</u>	<u>Male</u>
Under 25	16.2%	17.6%
25-29	23.8%	34.2%
30-34	13.1%	16.9%
35-39	8.9%	9.4%
40-44	10.4%	7.3%
45-49	10.5%	6.2%
50-54	8.6%	3.8%
55-59	4.3%	1.6%
60-64	3.0%	2.0%
65+	1.1%	0.9%
Average Age	32.6	36.2

Women in House offices are, on average, 3.6 years older than men. Predictably, men are more heavily clustered in the younger age categories. Over two-thirds of all men are under the age of 35, while only 53 percent of women are less than 35.

Type of Position by Gender

We report the percentage of women and men that staff each position in the "Individual Position Profiles and Analyses" section, beginning on page 42. Not surprisingly, it often differs substantially from the overall averages. In the table below we have grouped positions that are at similar levels of responsibility in the organizational hierarchy of an office staff and disaggregated them by gender.

Type of Position*	Female	Male	Number of Staff
Leadership	39.1%	60.9%	560
Policy	40.5%	59.5%	1024
Mid-level	71.6%	28.4%	1047
Clerical	70.0%	30.0%	327

In comparison to the overall composition of House personal staff, males hold a disproportionate share of Leadership and Policy positions. Females hold a disproportionate share of Mid-level and Clerical positions.

Since our 1992 study of House offices, the percentage of Leadership and Policy positions held by women has decreased slightly (from 41.7 to 39.1 percent of Leadership posts and from 43.6 to 40.5 percent of policy posts). The percentage of women in Clerical posts also decreased from its 1992 level of 75.6 percent to 70 percent in 1994. In Senate personal offices in 1993, the data was similar to that of House offices: female staff held 33.5 percent of leadership positions, 40.6 percent of policy positions, 69.7 percent of mid-level positions, and 74.5 percent of clerical positions.

Women tend to occupy a higher percentage of top positions in House and Senate offices than they do in other sectors of the U.S. economy. A study of federal executive agencies found that less than 10 percent of all Senior Executive Service/GM 16-18 positions are filled by women.³⁰ In a study of corporate officers in the 500 largest U.S. companies, it was found that less than three percent were female.³¹ The same study found that women comprise 40 percent of all executive, management, and administrative positions.

* Position Category Definitions

Leadership positions: Administrative Assistant, Legislative Director, Press Secretary, and District Director.

Policy positions: the four **Leadership** positions plus Legislative Assistant.

Mid-level positions: Executive Assistant/Scheduler, Office Manager, Systems/Mail Manager, Federal Grants Assistant/Projects Coordinator, Washington Caseworker, District Aide/Field Representative, District Appointments Secretary/Scheduler, and District Caseworker.

Clerical positions: Legislative Correspondent, Computer Operator, Washington Receptionist, and District Office Secretary/Clerk.

³⁰ "Report of a Study of Federally Employed Women," Federally Employed Women, 1991.

³¹ Karen Ball, "Study Finds Few Women Hold Top Executive Jobs," Washington Post, August 26, 1991, p. A11. The Feminist Majority Foundation conducted the study.

AGGREGATE RACIAL AND ETHNIC INFORMATION

In this section of the report we compare staff employment, age, gender, educational attainment, party affiliation, and type of position by race and ethnicity. Offices were surveyed as to staff membership in the following racial and ethnic groups: Black/African-American, White, Hispanic, Asian, Pacific Islander, American Indian, and "other."

In the table immediately below, we show the percentage of staff in each of these seven racial/ethnic groups. However, because the numbers of Asian, Pacific Islander, and American Indian staff in the House are small, we have combined all non-black, non-Hispanic minority staff into the catch-all group titled "all other" for the remainder of the tables in this section. We have done so to both protect the anonymity of individual staff members and for analytic clarity.

Disaggregation by Race/Ethnicity and Staff Location

	<u>Total</u>	<u>Washington</u>	<u>District</u>
Black	7.9%	6.2%	10.3%
White	83.8%	87.5%	79.0%
Hispanic	5.4%	3.3%	8.2%
Asian	1.5%	1.6%	1.2%
Pacific Islander	0.8%	0.8%	0.7%
American Indian	0.3%	0.3%	0.3%
Other	0.3%	0.3%	0.3%

Black and Hispanic staff are more likely to work in district offices, while white staff are more likely to work in Washington.

The racial composition of House offices is generally comparable to that of Senate offices in 1993, where 8.7% of personal office staff are black, 3.1% are Hispanic, 85.3% are white, and 2.9% are "other" minorities. In addition, the racial composition of the House has remained about the same between 1992 and 1994, with two exceptions. The proportion of Hispanic staffers increased from 3.6 percent in 1992 to 5.4 percent in 1994, while the proportion of black staffers decreased from 9.9% to 7.9% over the same period.³²

Minorities have lower employment rates in House and Senate offices than in the U.S. labor force. Minorities comprise 22 percent of the labor force, but only 14.7 percent (in the Senate) to 16.2 percent (in the House) of congressional staff in personal offices. African-Americans comprise

³² One possible explanation for the decline in the proportion of black staff over the past two years is that, in 1994, we received a disproportionately low number of surveys from black Members, who tend to employ more black staff than non-black Members.

10.1 percent of the labor force, Hispanics 7.5 percent, and Asians 2.6 percent.³³

Age by Race and Ethnicity

	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>
Under 25	14.7%	16.6%	18.2%	23.4%
25-29	15.3%	29.1%	33.3%	31.3%
30-34	20.0%	14.1%	13.6%	21.9%
35-39	9.5%	9.4%	5.3%	6.3%
40-44	15.3%	8.5%	9.1%	6.3%
45-49	13.7%	8.6%	6.8%	3.1%
50-54	5.3%	6.9%	7.6%	1.6%
55-59	2.1%	3.3%	3.8%	1.6%
60-64	3.7%	2.5%	1.5%	3.1%
65+	0.5%	1.1%	0.8%	1.6%
Average Age	36.5	34.7	33.8	31.7

The average age of staff does not vary much by race and ethnicity, with one exception. "All other" minority staff tend to be two to five years younger than staff from other racial and ethnic groups. However, the distribution by age varies considerably by group. Only 30 percent of black staff are under 30, while 46 percent of whites, 52 percent of Hispanics, and 55 percent of "all other" minority staffers are under 30.

Gender by Race and Ethnicity

	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>
Female	64.8%	56.8%	60.4%	56.5%
Male	35.2%	43.2%	39.6%	43.5%

Women, who comprise 58 percent of all House personal staff, constitute a clear majority of staff in every racial and ethnic group. Greater proportions of minorities than whites are female. The same patterns held for House personal offices in 1992.

³³ Howard Gleckman et al., "Race in the Workplace," Business Week, July 8, 1991.

Educational Attainment by Race and Ethnicity

	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>
High School or less	12.2%	5.0%	11.9%	7.2%
Some College	21.9%	10.7%	23.1%	15.9%
Bachelor's	49.5%	69.6%	54.5%	60.9%
Master's	9.7%	9.3%	5.2%	13.0%
Law	6.6%	4.9%	5.2%	1.4%
Doctorate	0.0%	0.4%	0.0%	1.4%

Educational attainment varies by race and ethnicity with college degrees being most common among whites and least common among Hispanics and blacks. Law degrees are most prevalent among black staff, and master's degrees are most prevalent among "all other" minority staff.

Staff Race and Ethnicity by Member Party Affiliation

	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>	<u>Total</u>
Democratic	90.7%	48.8%	85.2%	72.7%	54.8%
Republican	9.3%	51.2%	14.8%	27.3%	45.2%

Black, Hispanic, and "all other" minority staff are disproportionately employed in Democratic offices, while whites are disproportionately employed in Republican offices.

Type of Position by Staff Race and Ethnicity

The "Individual Position Profiles and Analyses" section beginning on page 42 provides the percentage of each racial and ethnic group staffing each position. In the table below, we have grouped positions that are at similar levels of responsibility with respect to the organizational hierarchy of an office staff and disaggregated them by race and ethnicity. (See page 28 for position category definitions.)

Type of Position	<u>Black</u>	<u>White</u>	<u>Hispanic</u>	<u>All Other</u>	Number of Staff
Leadership	5.5%	88.4%	4.3%	1.8%	559
Policy	4.8%	89.1%	3.5%	2.6%	1019
Mid-level	10.3%	81.1%	6.2%	2.4%	1042
Clerical	8.9%	78.9%	8.3%	4.0%	327

In comparison to the overall racial and ethnic composition of House personal staff, whites hold a disproportionate share of Leadership and Policy positions. At the lowest organizational level, minorities hold a disproportionate share of Clerical positions.

Since our 1992 study of House offices, the percentage of Leadership and Policy positions held by whites has decreased (from 92.1 to 88.4 percent for Leadership jobs and from 91.3 to 89.1 percent for policy jobs). Between 1992 and 1994, the proportion of blacks in Leadership posts rose from 4.8 percent to 5.5 percent, and the proportion of Hispanics in these top jobs rose from 1.3 percent to 4.3 percent. The percentage of whites in Clerical posts decreased from its 1992 level of 81.5 percent to 78.9 percent in 1994.

Compared to the House, Senate personal offices tend to have fewer minorities in Leadership and Policy jobs. Specifically, in Senate offices in 1993, blacks held 1.5 percent of Leadership positions, 3.6 percent of Policy positions, 8.9 percent of Mid-level positions, and 20.8 percent of Clerical positions. Hispanics held 1 percent of Leadership jobs, 1.4 percent of Policy jobs, 5.4 percent of Mid-level jobs, and 2.4 percent of Clerical jobs.

These patterns in House and Senate personal offices are generally consistent with racial patterns in workplaces nationwide. A study of senior executives in the largest U.S. companies found that nearly 97 percent were white.³⁴ Figures from the U.S. Bureau of Labor Statistics show that 27.9 percent of whites are managers or professionals while the number for blacks is 16.5 percent. The disparity is worse among administrators: 31.6 percent of whites and 7.4 percent of blacks. Hispanics hold about four percent of the nation's white collar jobs, a proportion that is only half as large as their share of the labor force.

³⁴ Howard Gleckman *et al.*, "Race in the Workplace," *Business Week*, July 8, 1991.

AGGREGATE MARITAL STATUS INFORMATION

In this section of the report we compare staff employment and age by marital status. Offices were asked whether staff were married or single. Our survey did not attempt to differentiate single staff into more refined categories.

Marital Status of Staff

	<u>Total</u>	<u>Washington</u>	<u>District</u>
Single	57.8%	70.2%	41.3%
Married	42.2%	29.8%	58.7%

More than half of all House personal office staff are single. Marital status, however, varies dramatically by staff location with 70 percent of Washington staff being single and more than half of district staff being married. These figures have changed very little since our 1992 study of House staff, when 57.7 percent were single. The marital status of House personal office staff is also similar to that of Senate personal office staff. In the Senate, 59 percent of staffers were single, and 65 percent of those in Washington offices were single.

Age Distribution by Marital Status

<u>Age Group</u>	<u>Single</u>	<u>Married</u>
Under 25	26.4%	3.1%
25-29	36.9%	16.0%
30-34	12.1%	18.5%
35-39	6.7%	12.5%
40-44	5.5%	13.9%
45-49	4.4%	14.9%
50-54	3.7%	10.9%
55-59	1.8%	5.2%
60-64	1.6%	3.9%
65+	1.0%	1.1%
Average Age	31.0	40.0

On average, single staff are nine years younger than married staff. Single staff are especially concentrated in the under-35 age groups, while married staff are more evenly distributed throughout all age groups.

PART 4: OFFICE DATA

Average Number of Staff Per Office

	<u>Total</u>	<u>Washington</u>	<u>District</u>	<u>% District</u>
1994	15.0	8.5	6.5	43.3%
1992	15.5	9.0	6.6	42.6%
1990	14.5	8.3	6.2	42.8%

The overall size of House personal office staffs decreased by an average of one-half a staffer per office between 1992 and 1994, with most of the decrease occurring in Washington offices. When one pairs the overall decrease in staff with the fact that average staff pay has increased by more than the Clerk-Hire allowance over the past two years, it appears that offices chose to keep fewer, higher-paid staff rather than more, lower-paid staff. Interestingly, as we discuss in more detail on page 82, freshman offices employ close to the same number of staff as veteran offices.

In comparison to House offices, Senate personal offices tend to be much larger, employing an average of 34 full-time staff in 1993.

Number of District Offices

<u># of District Offices</u>	<u>Percent of Offices</u>
1	30%
2	34%
3	23%
4	8%
5 or more	4%
<i>Average</i>	2.2

The vast majority of Members have three or fewer district offices. However, as the following table shows, the type of district that one represents affects the number of district offices established.

Average Number of District Offices by Type of District

<u>Type of District</u>	<u># of District Offices</u>
Rural	3.0
Mixed	2.4
Suburban	1.9
Large Urban	1.8
Small Urban	1.8

In the survey, we asked offices to report the composition of their districts as: large urban (representing a city with over 500,000 people), small urban (representing a city with under 500,000 people), suburban, rural, or mixed. Members from rural and mixed districts tend to maintain considerably more district offices than their counterparts from urban and suburban areas.

Who Determines Staff Salaries?

	<u>Percent of Offices</u>
Member	86%
AA/Chief of Staff	86%
District Director	37%
Legislative Director	14%
Other Staff	6%

This year, for the first time, we asked offices what individual(s) are formally involved in making their salary decisions. In the vast majority of House offices, the Member and AA/Chief of Staff are involved in determining staff salaries. In only slightly more than one-third of offices is the District Director involved in setting salaries.

Staff Per Office by Position

The following table shows staffing patterns by position. The "Average" column may be thought of as describing a "typical" House office. The "% of Offices" column shows the percentage of offices with at least one person in a given position.

	<u>Average</u>	<u>% of Offices</u>
Washington Positions		
Administrative Assistant/Chief of Staff	0.96	96%
Legislative Director	0.80	80%
Press Secretary	0.71	71%
Washington Caseworker	0.07	7%
Office Manager	0.31	31%
Executive Assistant/Scheduler	0.80	80%
Federal Grants Asst./Projects Coordinator	0.05	5%
Legislative Assistant	2.78	99%
Systems/Mail Manager	0.39	39%
Computer Operator	0.10	10%
Legislative Correspondent	0.58	47%
Receptionist	0.78	78%
District Positions		
District Director	0.89	87%
District Aide/Field Representative	1.37	71%
Appointments Secretary/Scheduler	0.41	41%
District Caseworker	2.93	97%
District Office Secretary/Clerk	0.49	43%

Offices display substantial diversity in the positions they fill. No position is found in all 167 offices in our survey. A core set of positions clearly exists. We define the positions that are filled in at least three-fourths of the offices as the core. Those positions are as follows:

Washington core: Administrative Assistant, Legislative Director, Executive Assistant/Scheduler, Legislative Assistant, and Receptionist.

District core: District Director and District Caseworker.

INDIVIDUAL POSITION PROFILES AND ANALYSES



INDIVIDUAL POSITION PROFILES AND ANALYSES

Methodology

In this section of the report, we provide a detailed analysis of 17 House personal office positions. Our position analysis addresses three primary objectives:

- 1) Describing the demographic make-up of the staff who work in each of these jobs and their congressional experience.
- 2) Determining the average 1994 salaries, changes in salary since 1992, and the salary distribution of staff for each position.
- 3) Determining which factors affect the pay of staff for each position.

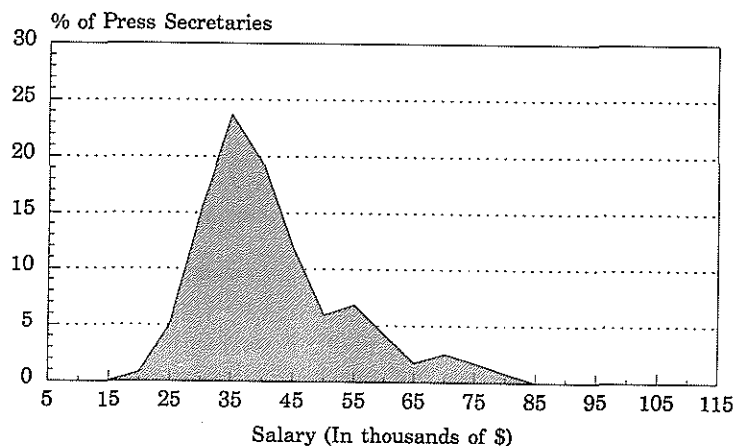
The first two objectives were easily accomplished with simple calculations and graphs. The graphs are designed to help readers better see the distribution of salaries for each position. Regression analysis was performed to fulfill the third objective.

Explanation of Graphs

For each position, we provide a graph showing various salary ranges and the percentage of staffers' salaries within each range. For example, assume that there were 100 Press Secretaries listed on our survey with 24 of them earning between \$32,500 and \$37,499. We would indicate this by placing a dot above the midpoint of the range (\$35,000), parallel to 24 percent. To generate the entire salary distribution for each position, we simply "connected the

Press Secretary

Salary Distribution:



dots" for each salary range.³⁵ The most common salaries for each position are represented by the bulk of the shading.

Regression Analysis of Salary

Our third objective listed above, determining which factors influence the pay of staff, required more sophisticated analyses. For each position, we used a statistical procedure called multiple regression analysis to determine the influence of eight variables on salary. This technique allowed us to determine the *unique* influence on salary of each variable by controlling for the effects of the other seven variables. The eight variables we analyzed were:

- 1) years in current position
- 2) prior years of experience in the present House office (i.e. experience in present office before taking current position)
- 3) prior years of congressional experience (i.e. congressional experience prior to current position)
- 4) years of education³⁶
- 5) level of responsibility in position³⁷
- 6) age
- 7) gender³⁸

³⁵ We used the same salary ranges for all of the positions: the salary ranges cover every \$5,000 interval between the lowest range of \$7,500 to \$12,499 and the highest range of \$107,500 to \$112,499.

³⁶ On the survey we asked offices to indicate the educational attainment, or highest degree earned, of each staff member. To improve our regression analyses, we converted educational attainment into years of education as follows:

<u>Highest Level Attained</u>	<u>Years of Education</u>
High School or less	12
Some College	14
Bachelor's Degree	16
Master's Degree	18
Law Degree	20
Doctorate Degree	20

The values we attribute to law and doctorate degrees reflect our belief that, with these degrees, the type of degree is more important than the years required to earn it. Examination of the data indicated that staff with these degrees earn similar salaries.

³⁷ This variable measures whether a staffer has more, fewer, or about the same job responsibilities as those that we provide for each position in the survey. Our definition of average responsibilities is included in each position analysis.

³⁸ See page 77 for additional information of the influence of gender and race/ethnicity on salaries within positions.

8) race/ethnicity³⁹

For each of the positions analyzed in this section, we indicate which variables are related to salary in a "statistically significant" way.⁴⁰ For significant variables, we also indicate whether more units (e.g., years) of the variable are related to higher or to lower pay.

Limitations of Regression Analysis

Regression analysis indicates which factors statistically predict or explain a dependent variable (e.g., salary). It should be noted, however, that our analysis does not include an exhaustive array of possible factors that may impact a particular dependent variable. Thus, there may be factors that are not measured and tested for by this study that may also affect salary decisions.

Further, the results from the regression analysis should not necessarily be viewed as recommendations of practices that should be used by congressional offices. For example, an office may want to make educational achievement a prime salary consideration for a job even if the regression analysis indicates that most offices do not currently do so. Therefore, our information should be used as a guide in understanding general pay practices in House personal offices and not as a recommendation for specific policies or actions.

³⁹ In order to test whether race/ethnicity significantly affected pay we grouped all staff into two categories (white and non-white) and compared their pay holding all other variables constant. Therefore, if we say that race/ethnicity had a significant influence on the pay of a given position, we mean that all non-whites in that position taken as a group earned significantly different salaries than similarly qualified whites in that position.

⁴⁰ In order to determine whether or not a variable was a "significant" predictor of pay, we tested the two-sided null hypothesis at the .05 significance level using t-statistics.

**AVERAGE TENURE IN POSITION, OFFICE, AND
CONGRESS FOR ALL POSITIONS**

	Average Yrs. in <u>Position</u>	% Change Yrs. in Position, <u>1992-94</u>	Average Yrs. in <u>Office</u>	Average Yrs. in <u>Congress</u>
Washington Positions				
Administrative Assistant/Chief of Staff	4.2	-14.3%	5.8	9.3
Legislative Director	2.8	-17.6%	4.4	7.9
Press Secretary	2.6	-3.7%	2.7	3.8
Washington Caseworker	6.6	37.5%	6.6	10.1
Office Manager	4.1	-16.3%	5.2	9.3
Executive Assistant/Scheduler	3.9	0.0%	3.9	8.0
Federal Grants Asst./Projects Coordinator	2.2	-37.1%	2.2	3.3
Legislative Assistant	1.8	-18.2%	2.3	3.0
Systems/Mail Manager	3.0	0.0%	3.0	5.4
Computer Operator	3.6	-20.0%	4.0	6.4
Legislative Correspondent	1.1	-26.7%	1.4	1.5
Receptionist	1.6	6.7%	1.6	1.9
District Positions				
District Director	4.6	-4.2%	5.6	6.1
District Aide/Field Representative	4.0	-20.0%	4.1	4.8
Appointments Secretary/Scheduler	3.5	-10.3%	3.8	4.5
District Caseworker	4.2	-8.7%	4.3	5.3
District Office Secretary/Clerk	2.8	-31.7%	2.8	3.1

AVERAGE SALARY FOR ALL POSITIONS

	Average <u>Salary</u>	Percent Change, <u>1992-94</u>
Washington Positions		
Administrative Assistant	\$81,166	6.3%
Legislative Director	\$51,326	7.2%
Press Secretary	\$39,840	5.8%
Washington Caseworker	\$38,481	28.9%
Office Manager	\$37,606	5.0%
Executive Assistant/Scheduler	\$37,139	8.7%
Federal Grants Asst./Projects Coordinator	\$31,979	3.0%
Legislative Assistant	\$31,476	3.7%
Systems/Mail Manager	\$27,614	7.4%
Computer Operator	\$26,554	3.2%
Legislative Correspondent	\$21,802	1.3%
Receptionist	\$21,618	3.9%
District Positions		
District Director	\$52,290	7.5%
District Aide/Field Representative	\$31,313	5.8%
Appointments Secretary/Scheduler	\$30,175	14.5%
District Caseworker	\$26,468	8.4%
District Office Secretary/Clerk	\$21,456	2.3%

ADMINISTRATIVE ASSISTANT / CHIEF OF STAFF

General Job Responsibilities: Top management staff person responsible for overall office functions; supervises staff and budget; advises Member on political matters.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 66.3%
in Current Position	4.2	4.9	Female 33.8%
in Current Office	5.8	6.6	
in Congress	9.3	9.7	MARITAL STATUS:
			Single 39.6%
			Married 60.4%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	1.3%		Black 5.6%
Some College	7.5%		Hispanic 2.5%
Bachelor's Degree	51.9%		White 88.8%
Masters' Degree	21.3%		Other 3.1%
Law Degree	15.6%		
Doctorate Degree	2.5%		AVERAGE AGE: 41

AVERAGE SALARY 1994:	\$81,166	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$76,349	80% -- \$95,000
PERCENTAGE INCREASE:	6.3%	60% -- \$86,000
AVERAGE ANNUALIZED INCREASE:	3.1%	50% -- \$80,000
		40% -- \$76,800
		20% -- \$67,000
(Sample size = 161)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all AAs earn within the range of the 20th and the 80th percentiles or between \$67,000 and \$95,000. Percentiles also describe where an individual stands relative to others in the same job. For example, an AA making \$86,000 has a higher salary than sixty percent of all AAs.

ADMINISTRATIVE ASSISTANT / CHIEF OF STAFF

General Findings: Unlike staff in many other positions, AAs have been in their current House office much longer than in their current position. This difference suggests that AAs are promoted from within the office more frequently than staff in other positions.

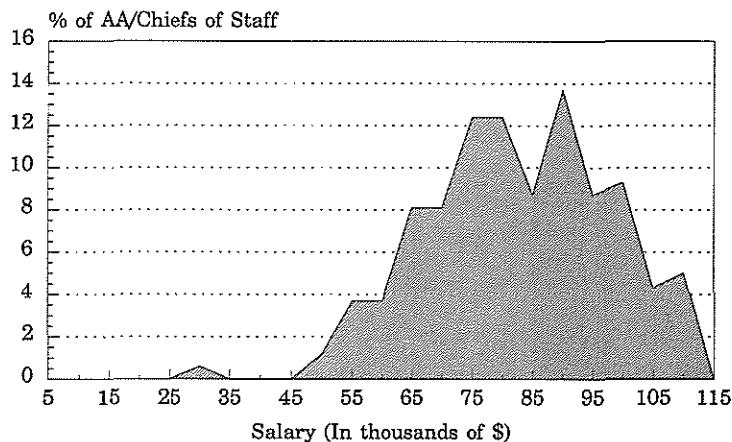
AAs are the highest paid staff in House offices, as they were in 1992.

AAs tend to be highly educated: 39 percent of AAs have advanced degrees, the highest percentage of graduate degrees among all House positions. Also, AAs are the second-oldest staff in Washington offices, with an average age of 41.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the AA position, when controlling for the effects of all other variables. AAs with more **years in current position** or more **years of prior congressional experience** tend to earn more than AAs without these characteristics. Also, **gender** and **race/ethnicity** were significant predictors of pay. When holding all other measured variables constant, males in the AA position tend to earn higher salaries than females in the position and white AAs tend to earn higher salaries than non-white AAs. (See pages 38 to 39 for a fuller explanation of regression.)

AA/Chief of Staff

Salary Distribution:



From the graph, one can read that about 14 percent of all AAs earn in the \$90,000 range (\$87,500 to \$92,499) and most earn between \$60,000 and \$105,000. (See "Explanation of Graphs" on page 37 for a fuller description).

LEGISLATIVE DIRECTOR

General Job Responsibilities: Directs legislative staff; serves as resource person for LAs; briefs Member on all legislative matters; reviews constituent mail.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 67.7%
in Current Position	2.8	3.4	Female 32.3%
in Current Office	4.4	4.8	
in Congress	7.9	7.2	MARITAL STATUS:
			Single 58.3%
			Married 41.7%
EDUCATIONAL ATTAINMENT:			RACE/ETHNICITY:
High School or less	0.0%		Black 3.8%
Some College	3.0%		Hispanic 2.3%
Bachelor's Degree	62.1%		White 91.7%
Masters' Degree	15.2%		Other 2.3%
Law Degree	18.9%		
Doctorate Degree	0.8%		AVERAGE AGE: 34

AVERAGE SALARY 1994:	\$51,326	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$47,866	80% -- \$61,400
PERCENTAGE INCREASE:	7.2%	60% -- \$50,000
AVERAGE ANNUALIZED INCREASE:	3.5%	50% -- \$47,000
		40% -- \$45,000
		20% -- \$40,000

(Sample size = 134)

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all LDs earn within the range of the 20th and the 80th percentiles or between \$40,000 and \$61,400. Percentiles also describe where an individual stands relative to others in the same job. For example, an LD making \$50,000 has a higher salary than sixty percent of all LDs.

LEGISLATIVE DIRECTOR

General Findings: LDs have the third-highest average salary of any position, trailing only AAs and District Directors.

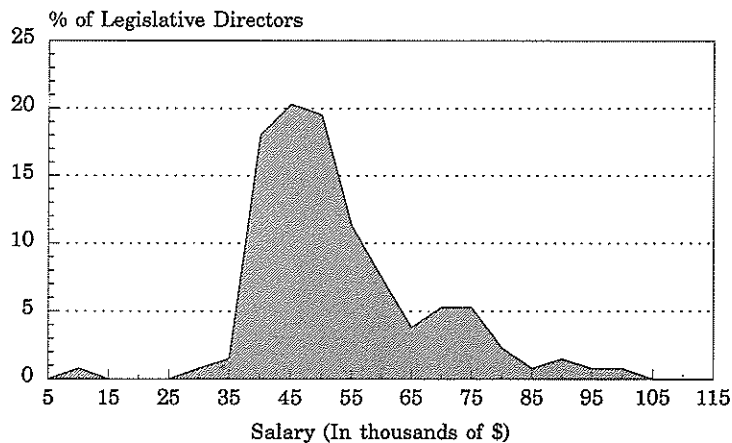
Just as with AAs, Legislative Directors have been in their current offices considerably longer than in their current positions. This suggests that LDs are often promoted from within the office. Also, LDs tend to have quite a bit of prior congressional experience (an average of 7.9 years). This may indicate that the job requires extensive Capitol Hill experience.

Individuals in this position tend to be extremely well-educated; 97 percent have graduated from college and 35 percent hold some type of advanced degree.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the LD position, when controlling for the effects of all other variables. LDs with more **years in current position**, more **education**, greater **job responsibility**, or higher **ages** tend to earn more than LDs without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Legislative Director

Salary Distribution:



From the graph, one can read that about 20 percent of all LDs earn in the \$45,000 range (\$42,500 to \$47,499) and most earn between \$35,000 and \$75,000. (See "Explanation of Graphs" on page 37 for a fuller description).

PRESS SECRETARY

General Job Responsibilities: Responsible for publicity (press releases, speeches, newspaper columns, radio/TV correspondence, etc.).

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 54.6%
in Current Position	2.6	2.7	Female 45.4%
in Current Office	2.7	2.9	
in Congress	3.8	4.3	MARITAL STATUS:
			Single 66.9%
			Married 33.1%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	0.8%		Black 5.9%
Some College	0.8%		Hispanic 5.0%
Bachelor's Degree	78.8%		White 89.1%
Masters' Degree	18.6%		Other 0.0%
Law Degree	0.8%		
Doctorate Degree	0.0%		AVERAGE AGE: 33

AVERAGE SALARY 1994:	\$39,840	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$37,668	80% -- \$50,000
PERCENTAGE INCREASE:	5.8%	60% -- \$39,400
AVERAGE ANNUALIZED INCREASE:	2.9%	50% -- \$36,750
		40% -- \$35,000
		20% -- \$30,000
(Sample size = 119)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Press Secretaries earn within the range of the 20th and the 80th percentiles or between \$30,000 and \$50,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a Press Secretary making \$39,400 has a higher salary than sixty percent of all Press Secretaries.

PRESS SECRETARY

General Findings: Press Secretaries have served in their present offices only slightly longer than they have been in their positions. This indicates that staffers are rarely promoted into Press Secretary jobs from within their present office. Instead, Press Secretaries are usually hired from another organization, congressional or otherwise.

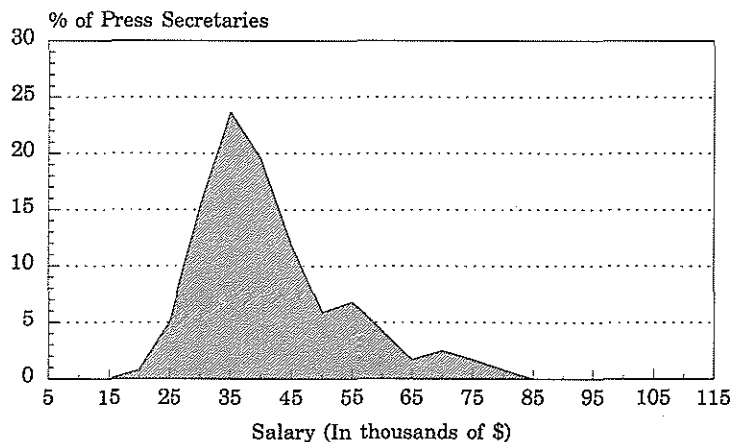
Press Secretary is the fourth-highest paid position in House offices and the third-highest paid position in Washington offices, behind AA and LD.

Press Secretaries tend to be extremely well-educated: 98 percent have bachelor's degrees and 19 percent hold advanced degrees.

REGRESSION: Two variables were found to be statistically significant predictors of pay for the Press Secretary position, when controlling for the effects of all other variables. Press Secretaries with more **years in current position** or higher **ages** tend to earn more than Press Secretaries without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Press Secretary

Salary Distribution:



From the graph, one can read that about 24 percent of all Press Secretaries earn in the \$35,000 range (\$32,500 to \$37,499), most earn between \$25,000 and \$65,000, and none earn \$85,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

WASHINGTON CASEWORKER

General Job Responsibilities: Handles constituent casework; meets/talks with constituent, contacts agencies, and notifies constituent of case resolution.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 9.1%
in Current Position	6.6	4.8	Female 90.9%
in Current Office	6.6	4.8	
in Congress	10.1	6.0	MARITAL STATUS:
			Single 45.5%
			Married 54.5%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	10.0%		Black 18.2%
Some College	30.0%		Hispanic 0.0%
Bachelor's Degree	60.0%		White 72.7%
Masters' Degree	0.0%		Other 9.1%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 46

AVERAGE SALARY 1994:	\$38,481	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$29,842	80% -- \$48,000
PERCENTAGE INCREASE:	28.9%	60% -- \$42,000
AVERAGE ANNUALIZED INCREASE:	13.5%	50% -- \$37,332
		40% -- \$35,500
(Sample size = 11)		20% -- \$28,000

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Washington Caseworkers earn within the range of the 20th and the 80th percentiles or between \$28,000 and \$48,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a Washington Caseworker making \$42,000 has a higher salary than sixty percent of all Washington Caseworkers.

WASHINGTON CASEWORKER

General Findings: Washington Caseworkers have the most experience in their positions, current offices, and Congress of any position in the House. In addition, the average job tenure of Washington Caseworkers increased by 37.5 percent between 1992 and 1994, the largest increase of any position.

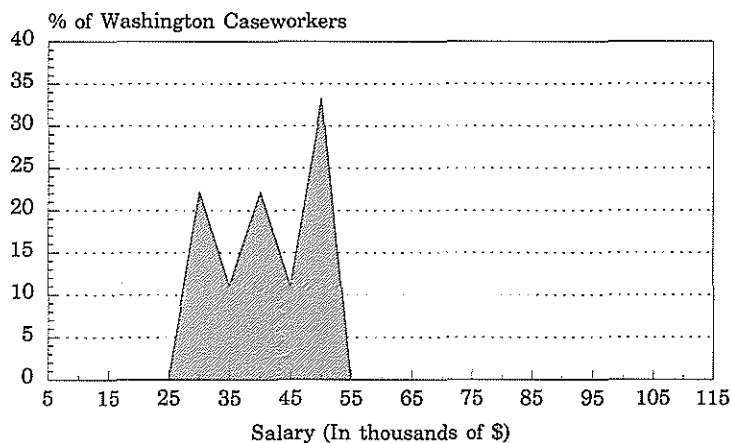
The average salary of Washington Caseworkers increased by 28.9 percent between 1992 and 1994. This was by far the largest increase among House staff and may be associated with the sharp rise in the experience of Washington Caseworkers. However, the small sample size for the Washington Caseworker position—only 11 staff—calls into question the reliability of the data for the purpose of making comparisons over time.

Washington Caseworkers are the oldest staffers in the House.

REGRESSION: In the 167 offices that responded to our survey, there are only 11 Washington Caseworkers working on a full-time basis. Due to the low number of Washington Caseworkers, we cannot determine which variables are statistically significant predictors of pay for the position.

Washington Caseworker

Salary Distribution:



From the graph, one can read that about 33 percent of all Washington Caseworkers earn in the \$50,000 range (\$47,500 to \$52,499) and none earn \$55,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

OFFICE MANAGER

General Job Responsibilities: Office administration that may include monitoring mail flow, office accounts, personnel administration, equipment, furniture, supplies, and filing system.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 15.7%
in Current Position	4.1	4.9	Female 84.3%
in Current Office	5.2	5.6	
in Congress	9.3	7.7	MARITAL STATUS:
			Single 66.7%
			Married 33.3%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	7.7%		Black 19.6%
Some College	21.2%		Hispanic 3.9%
Bachelor's Degree	63.5%		White 74.5%
Masters' Degree	7.7%		Other 2.0%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 36

AVERAGE SALARY 1994:	\$37,606	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$35,825	80% -- \$45,972
PERCENTAGE INCREASE:	5.0%	60% -- \$38,300
AVERAGE ANNUALIZED INCREASE:	2.5%	50% -- \$36,750
		40% -- \$32,800
(Sample size = 52)		20% -- \$27,700

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Office Managers earn within the range of the 20th and the 80th percentiles or between \$27,700 and \$45,972. Percentiles also describe where an individual stands relative to others in the same job. For example, an Office Manager making \$38,300 has a higher salary than sixty percent of all Office Managers.

OFFICE MANAGER

General Findings: Office Managers, along with AAs, have the second-most experience in Congress of all House staff. In addition, the average congressional experience of Office Managers increased by 21 percent between 1992 and 1994.

Office Managers also have the fourth-highest office tenure and fifth-highest job tenure of all House staff.

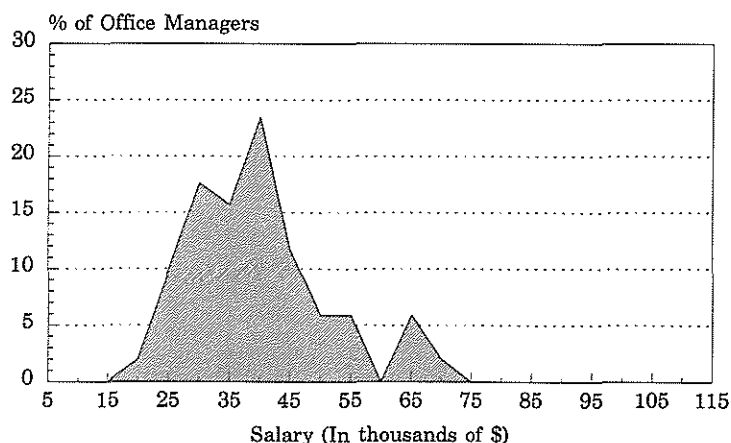
The Office Manager position is more frequently filled by African-Americans (19.6 percent) than any other House position.

Office Managers are primarily female.

REGRESSION: Three variables were found to be statistically significant predictors of pay for the Office Manager position, when controlling for the effects of all other variables. Office Managers with more **years in current position**, more **years of prior experience in their current office**, or higher **ages** tend to earn more than Office Managers without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Office Manager

Salary Distribution:



From the graph, one can read that about 24 percent of all Office Managers earn in the \$40,000 range (\$37,500 to \$42,499) and most earn between \$25,000 and \$55,000. (See "Explanation of Graphs" on page 37 for a fuller description).

EXECUTIVE ASSISTANT / SCHEDULER

General Job Responsibilities: Assists with Member's individual requirements, including scheduling, filing, correspondence, and travel arrangements.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 6.0%
in Current Position	3.9	3.9	Female 94.0%
in Current Office	3.9	4.2	
in Congress	8.0	6.9	MARITAL STATUS:
			Single 57.6%
			Married 42.4%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	8.3%		Black 5.3%
Some College	16.7%		Hispanic 3.0%
Bachelor's Degree	71.2%		White 89.5%
Masters' Degree	3.8%		Other 2.4%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 36

AVERAGE SALARY 1994:	\$37,139	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$34,155	80% -- \$45,320
PERCENTAGE INCREASE:	8.7%	60% -- \$38,000
AVERAGE ANNUALIZED INCREASE:	4.3%	50% -- \$35,000
		40% -- \$33,000
		20% -- \$27,800
(Sample size = 133)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Executive Assistants earn within the range of the 20th and the 80th percentiles or between \$27,800 and \$45,320. Percentiles also describe where an individual stands relative to others in the same job. For example, an Executive Assistant making \$38,000 has a higher salary than sixty percent of all Executive Assistants.

EXECUTIVE ASSISTANT / SCHEDULER

General Findings: Executive Assistants have the fourth-most experience in Congress of all House staff, trailing only Washington Caseworkers, AAs, and Office Managers. In addition, the average congressional experience of Executive Assistants increased by 16 percent over the past two years.

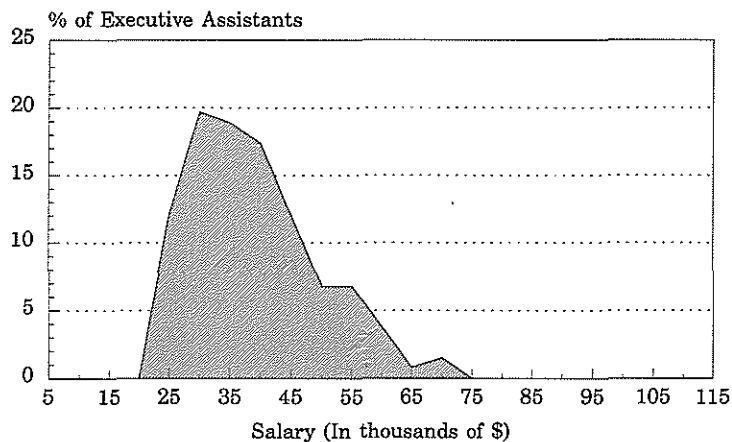
Executive Assistants received the second-largest salary increase of any House position between 1992 and 1994, which may be related to their increase in congressional experience. The average pay of Executive Assistants rose by 8.7 percent over that period.

Executive Assistants are overwhelmingly female.

REGRESSION: Three variables were found to be statistically significant predictors of pay for the Executive Assistant position, when controlling for the effects of all other variables. Executive Assistants with more **years in current position**, more **years of prior congressional experience**, or higher **ages** tend to earn more than Executive Assistants without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Executive Assistant

Salary Distribution:



From the graph, one can read that about 20 percent of all Executive Assistants earn in the \$30,000 range (\$27,500 to \$32,499), most earn less than \$65,000, and about three percent earn \$65,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

FEDERAL GRANTS ASSISTANT / PROJECTS COORDINATOR

General Job Responsibilities: Assists in obtaining federal and private funding; gathers information on programs, deadlines, and helpful agency officials.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 66.7%
in Current Position	2.2	3.5	Female 33.3%
in Current Office	2.2	4.0	
in Congress	3.3	4.8	MARITAL STATUS:
			Single 66.7%
			Married 33.3%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	0.0%		Black 11.1%
Some College	0.0%		Hispanic 22.2%
Bachelor's Degree	88.9%		White 66.7%
Masters' Degree	11.1%		Other 0.0%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 34

AVERAGE SALARY 1994:	\$31,979	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$31,048	80% -- \$35,000
PERCENTAGE INCREASE:	3.0%	60% -- \$33,000
AVERAGE ANNUALIZED INCREASE:	1.5%	50% -- \$30,000
		40% -- \$30,000
		20% -- \$23,000
(Sample size = 9)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Federal Grants Assistants earn within the range of the 20th and the 80th percentiles or between \$23,000 and \$35,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a Federal Grants Assistant making \$33,000 has a higher salary than sixty percent of all Federal Grants Assistants.

FEDERAL GRANTS ASSISTANT / PROJECTS COORDINATOR

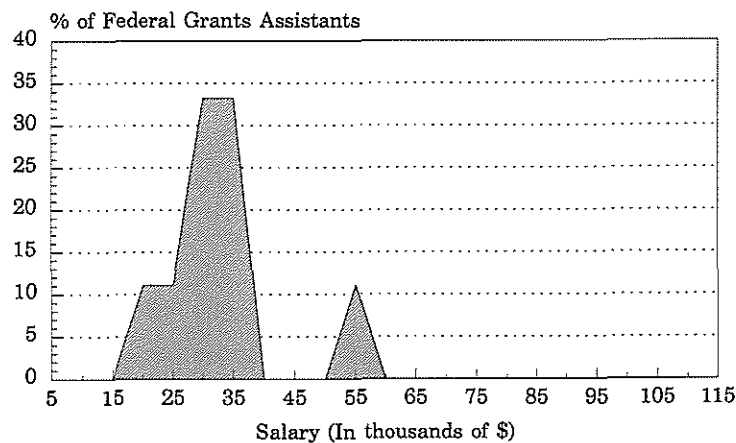
General Findings: Federal Grants Assistants received the third-smallest salary increase of any House position between 1992 and 1994. The average salaries of Federal Grants Assistants rose by 3.0 percent during that period. This salary data may be related to the fact that the average job experience of Federal Grants Assistants dropped by 37.1 percent over the past two years, the largest decline of any position.

However, the small sample size for the Federal Grants Assistant position --only 9 staff-- calls into question the reliability of the data for the purpose of making comparisons over time.

REGRESSION: In the 167 offices that responded to our survey, there are only nine Federal Grants Assistants working on a full-time basis. Due to the low number of Federal Grants Assistants, we cannot determine which variables are statistically significant predictors of pay for the position.

Federal Grants Assistant

Salary Distribution:



From the graph, one can read that about 33 percent of all Federal Grants Assistants earn in the \$35,000 range (\$32,500 to \$37,499) and another 33 percent earn in the \$30,000 range (\$27,500 to \$32,499). (See "Explanation of Graphs" on page 37 for a fuller description).

LEGISLATIVE ASSISTANT

General Job Responsibilities: Briefs Member on votes and hearings; prepares legislation, speeches, and record statements; answers constituent mail.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 57.8%
in Current Position	1.8	2.2	Female 42.2%
in Current Office	2.3	2.6	
in Congress	3.0	3.3	MARITAL STATUS:
			Single 79.8%
			Married 20.2%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	0.0%		Black 3.9%
Some College	0.6%		Hispanic 2.6%
Bachelor's Degree	76.2%		White 90.0%
Masters' Degree	13.0%		Other 3.5%
Law Degree	9.5%		
Doctorate Degree	0.6%		AVERAGE AGE: 28

AVERAGE SALARY 1994:	\$31,476	SALARY PERCENTILES
 AVERAGE SALARY 1992:	 \$30,364	80% -- \$36,000
 PERCENTAGE INCREASE:	 3.7%	60% -- \$31,500
 AVERAGE ANNUALIZED INCREASE:	 1.8%	50% -- \$30,000
		40% -- \$28,000
		20% -- \$24,500
 (Sample size = 464)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all LAs earn within the range of the 20th and the 80th percentiles or between \$24,500 and \$36,000. Percentiles also describe where an individual stands relative to others in the same job. For example, an LA making \$31,500 has a higher salary than sixty percent of all LAs.

LEGISLATIVE ASSISTANT

General Findings: Legislative Assistant is the second most commonly staffed position in the House and the most commonly staffed position in Washington offices. There is an average of 2.8 LAs per House office.

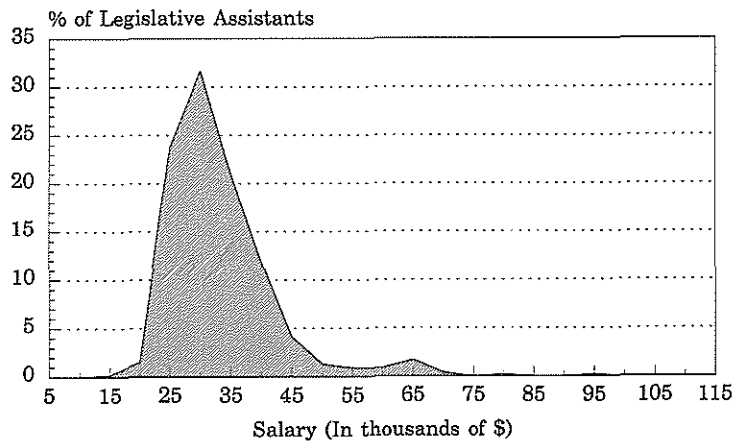
The educational attainment of LAs is quite high: 99 percent of LAs have bachelor's degrees and 23 percent have received advanced degrees. This is the third-highest percentage of graduate degrees among House office positions, behind only AAs and LDs.

LAs are the youngest House staffers in "policy" positions. (See page 28 for a description of "policy" positions.)

REGRESSION: Five variables were found to be statistically significant predictors of pay for the LA position, when controlling for the effects of all other variables. LAs with more **years in current position**, more **years of prior congressional experience**, more **education**, greater **job responsibility**, or higher **ages** tend to earn more than LAs without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Legislative Assistant

Salary Distribution:



From the graph, one can read that about 32 percent of all LAs earn in the \$30,000 range (\$27,500 to \$32,499) and most earn between \$25,000 and \$45,000. (See "Explanation of Graphs" on page 37 for a fuller description).

SYSTEMS / MAIL MANAGER

General Job Responsibilities: Manages all computer hardware and software systems used by office; liaison with vendors and House Information Systems; responsible for computer training of office staff.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 41.5%
in Current Position	3.0	3.0	Female 58.5%
in Current Office	3.0	3.3	
in Congress	5.4	5.2	MARITAL STATUS:
			Single 71.0%
			Married 29.0%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	9.2%		Black 10.8%
Some College	18.5%		Hispanic 1.5%
Bachelor's Degree	66.2%		White 84.6%
Masters' Degree	4.6%		Other 3.0%
Law Degree	1.5%		
Doctorate Degree	0.0%		AVERAGE AGE: 31

AVERAGE SALARY 1994:	\$27,614	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$25,716	80% -- \$32,800
PERCENTAGE INCREASE:	7.4%	60% -- \$28,890
AVERAGE ANNUALIZED INCREASE:	3.6%	50% -- \$27,000
		40% -- \$25,400
		20% -- \$21,600
 (Sample size = 65)		

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Systems/Mail Managers earn within the range of the 20th and the 80th percentiles or between \$21,600 and \$32,800. Percentiles also describe where an individual stands relative to others in the same job. For example, a Systems/Mail Manager making \$28,890 has a higher salary than sixty percent of all Systems/Mail Managers.

SYSTEMS / MAIL MANAGER

General Findings: Systems/Mail Managers experienced a 7.4 percent salary increase between 1992 and 1994, slightly above the 6.4 percent increase received by House staff overall during that period.

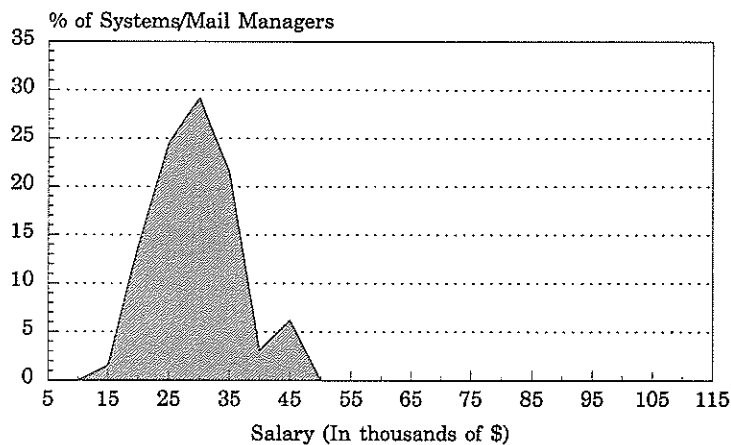
The Systems/Mail Manager position is filled by slightly more women than men.

Only 39 percent of House offices had a staffer in this position in 1994.

REGRESSION: Three variables were found to be statistically significant predictors of pay for the Systems/Mail Manager position, when controlling for the effects of all other variables. Systems/Mail Managers with more years in current position, more years of prior congressional experience, or higher ages tend to earn more than Systems/Mail Managers without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Systems/Mail Manager

Salary Distribution:



From the graph, one can read that about 29 percent of all Systems/Mail Managers earn in the \$30,000 range (\$27,500 to \$32,499), most earn between \$20,000 and \$40,000, and none earn \$50,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

COMPUTER OPERATOR

General Job Responsibilities: Responds to mail requiring personalized "form letter" responses; coordinates input and output of names, codes, paragraphs, and mailing lists.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 41.2%
in Current Position	3.6	4.5	Female 58.8%
in Current Office	4.0	4.6	
in Congress	6.4	6.1	MARITAL STATUS:
			Single 94.1%
			Married 5.9%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	17.6%		Black 11.8%
Some College	23.5%		Hispanic 0.0%
Bachelor's Degree	58.8%		White 88.2%
Masters' Degree	0.0%		Other 0.0%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 29

AVERAGE SALARY 1994:	\$26,554	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$25,731	80% -- \$34,000
PERCENTAGE INCREASE:	3.2%	60% -- \$29,000
AVERAGE ANNUALIZED INCREASE:	1.6%	50% -- \$25,000
		40% -- \$24,200
(Sample size = 17)		20% -- \$19,000

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Computer Operators earn within the range of the 20th and the 80th percentiles or between \$19,000 and \$34,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a Computer Operator making \$29,000 has a higher salary than sixty percent of all Computer Operators.

COMPUTER OPERATOR

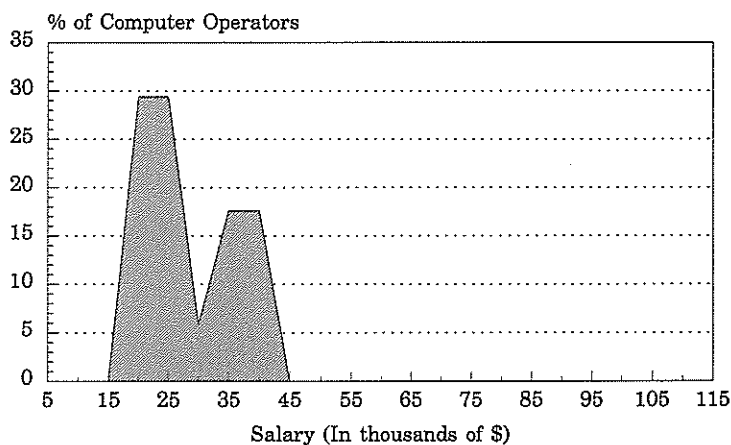
General Findings: Computer Operators tend to be less educated than Washington-based House office staff. Forty-one percent do not have bachelor's degrees and none have received graduate degrees.

Slightly more than half of all Computer Operators are female.

The average tenure of Computer Operators in their jobs and offices declined between 1992 and 1994, while their average congressional tenure increased. This indicates that it is becoming more common for Computer Operators to leave their present office, but still remain in Congress.

REGRESSION: In the 167 offices that responded to our survey, there are only 17 Computer Operators working on a full-time basis. Due to the low number of Computer Operators, we cannot determine which variables are statistically significant predictors of pay for the position.

Computer Operator Salary Distribution:



From the graph, one can read that about 30 percent of all Computer Operators earn in the \$25,000 range (\$22,500 to \$27,499) and another 30 percent earn in the \$20,000 range (\$17,500 to \$22,499). (See "Explanation of Graphs" on page 37 for a fuller description).

LEGISLATIVE CORRESPONDENT

General Job Responsibilities: Answers constituent mail; provides legislative research support.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:	
Average years:			Male	53.6%
in Current Position	1.1	1.5	Female	46.4%
in Current Office	1.4	1.7		
in Congress	1.5	2.2	MARITAL STATUS:	
			Single	90.7%
			Married	9.3%
EDUCATIONAL ATTAINMENT:			RACE/ETHNICITY:	
High School or less	0.0%		Black	5.2%
Some College	2.1%		Hispanic	8.2%
Bachelor's Degree	90.7%		White	83.5%
Masters' Degree	6.2%		Other	3.1%
Law Degree	1.0%			
Doctorate Degree	0.0%		AVERAGE AGE:	24

AVERAGE SALARY 1994:	\$21,802	SALARY PERCENTILES	
AVERAGE SALARY 1992:	\$21,516	80% -- \$24,000	
PERCENTAGE INCREASE:	1.3%	60% -- \$22,000	
AVERAGE ANNUALIZED INCREASE:	0.6%	50% -- \$21,250	
		40% -- \$20,444	
(Sample size = 97)		20% -- \$18,700	

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all LCs earn within the range of the 20th and the 80th percentiles or between \$18,700 and \$24,000. Percentiles also describe where an individual stands relative to others in the same job. For example, an LC making \$22,000 has a higher salary than sixty percent of all LCs.

LEGISLATIVE CORRESPONDENT

General Findings: Legislative Correspondents have the highest job, office, and congressional, turnover of any House position. They have been in their job for an average of only 1.1 years and in their current office for only 1.4 years. Eighty-one percent have served as LCs for less than a year, and 93 percent have served for less than two years.

Slightly less than half of House offices staff the LC position.

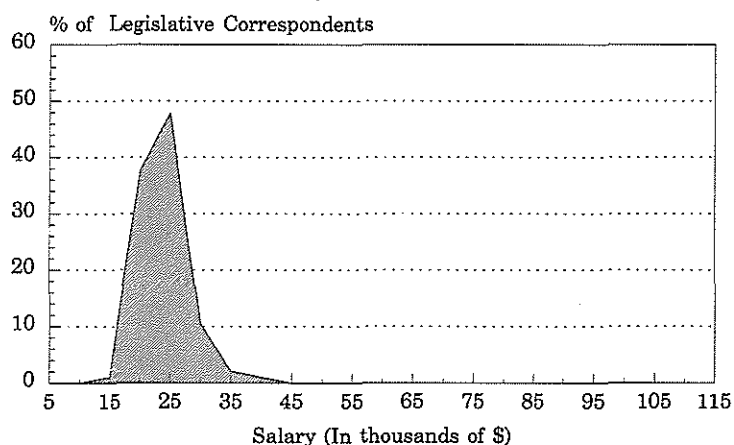
LC is also the third-lowest paid House job, with an average salary of \$21,802. LCs received the smallest salary increase of any House position between 1992 and 1994.

LCs are the youngest employees in House offices (with an average age of 24) and are overwhelmingly single.

REGRESSION: Two variables were found to be statistically significant predictors of pay for the LC position, when controlling for the effects of all other variables. LCs with more **years in current position** or higher **ages** tend to earn more than LCs without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Legislative Correspondent

Salary Distribution:



From the graph, one can read that about 48 percent of all LCs earn in the \$25,000 range (\$22,500 to \$27,499) and less than three percent earn \$35,000 or more. (See "Explanation of Graphs" on page 37 for a fuller discussion).

RECEPTIONIST

General Job Responsibilities: Front desk assignment -- greets visitors, answers telephones, responds to general constituent requests, and arranges tours.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 24.4%
in Current Position	1.6	1.5	Female 75.6%
in Current Office	1.6	1.7	
in Congress	1.9	2.3	MARITAL STATUS:
			Single 86.9%
			Married 13.1%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	3.8%		Black 8.4%
Some College	9.9%		Hispanic 3.8%
Bachelor's Degree	82.4%		White 82.4%
Masters' Degree	2.3%		Other 5.4%
Law Degree	1.5%		
Doctorate Degree	0.0%		AVERAGE AGE: 26

AVERAGE SALARY 1994:	\$21,618	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$20,813	80% -- \$24,000
PERCENTAGE INCREASE:	3.9%	60% -- \$21,000
AVERAGE ANNUALIZED INCREASE:	1.9%	50% -- \$20,000
		40% -- \$20,000
		20% -- \$19,000

(Sample size = 131)

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Receptionists earn within the range of the 20th and the 80th percentiles or between \$19,000 and \$24,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a Receptionist making \$21,000 has a higher salary than sixty percent of all Receptionists.

RECEPTIONIST

General Findings: Receptionists have the second-shortest average tenure of any House position in their jobs, offices, and Congress. They have been in their current jobs and offices for an average of only 1.6 years. Sixty-four percent of Receptionists have been in their positions for less than a year, and 88 percent have been in their jobs for less than two years. However, their job tenure is up 6.7 percent since 1992, one of only two positions to increase over that period.

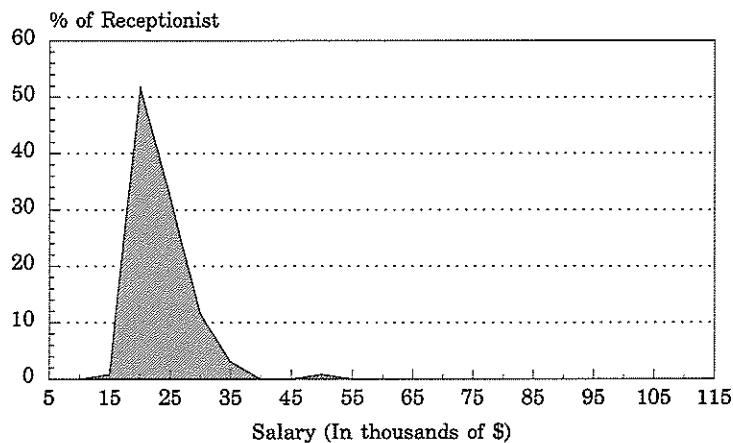
Receptionists receive the second-lowest average pay of any House position and the lowest pay of the Washington-based positions.

Demographically, Receptionists are primarily young, single females. Receptionists also tend to be well-educated, with 86 percent holding at least a bachelor's degree.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the Receptionist position, when controlling for the effects of all other variables. Receptionists with more years in current position, more years of prior experience in their current office, or higher ages tend to earn more than Receptionists without these characteristics. Also, gender was a significant predictor of pay. When holding all other measured variables constant, female Receptionists tend to earn higher salaries than males in the position. (See pages 38 to 39 for a fuller explanation of regression.)

Receptionist

Salary Distribution:



From the graph, one can read that over 50 percent of all Receptionists earn in the \$20,000 range (\$17,500 to \$22,499) and less than five percent earn \$35,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

DISTRICT DIRECTOR

General Job Responsibilities: Directs overall district operation and work flow; represents Member at meetings and events.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 54.1%
in Current Position	4.6	4.8	Female 45.9%
in Current Office	5.6	5.9	
in Congress	6.1	7.1	MARITAL STATUS:
			Single 23.8%
			Married 76.2%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	6.1%		Black 6.8%
Some College	13.5%		Hispanic 7.4%
Bachelor's Degree	66.2%		White 84.5%
Masters' Degree	7.4%		Other 1.4%
Law Degree	6.1%		
Doctorate Degree	0.7%		AVERAGE AGE: 43

AVERAGE SALARY 1994:	\$52,290	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$48,642	80% -- \$63,332
PERCENTAGE INCREASE:	7.5%	60% -- \$54,022
AVERAGE ANNUALIZED INCREASE:	3.7%	50% -- \$50,000
		40% -- \$46,548
(Sample size = 148)		20% -- \$40,000

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all District Directors earn within the range of the 20th and the 80th percentiles or between \$40,000 and \$63,332. Percentiles also describe where an individual stands relative to others in the same job. For example, a District Director making \$54,022 has a higher salary than sixty percent of all District Directors.

DISTRICT DIRECTOR

General Findings: District Director is the highest paid position in district offices and the second-highest paid position overall, trailing only AAs. The pay of District Directors has risen by slightly more than the average for House staff over the past two years.

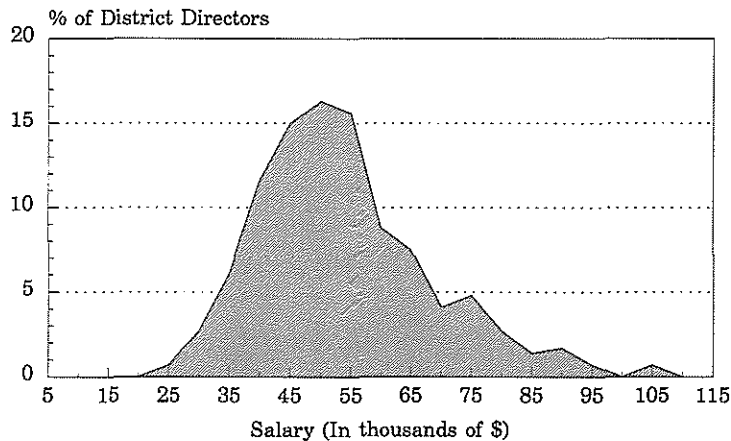
Close to half (45.9 percent) of all District Directors are women.

With an average age of 43, District Directors are the second-oldest staffers in the House and the oldest in district offices.

REGRESSION: Five variables were found to be statistically significant predictors of pay for the District Director position, when controlling for the effects of all other variables. District Directors with more **years in current position**, more **education**, greater **job responsibility**, or higher **ages** tend to earn more than District Directors without these characteristics. Also, **gender** was a significant predictor of pay. When holding all other measured variables constant, male District Directors tend to earn higher salaries than females in the position. (See pages 38 to 39 for a fuller explanation of regression.)

District Director

Salary Distribution:



From the graph, one can read that about 16 percent of all District Directors earn in the \$50,000 range (\$47,500 to \$52,499) and most earn between \$35,000 and \$85,000. (See "Explanation of Graphs" on page 37 for a fuller description).

DISTRICT AIDE / FIELD REPRESENTATIVE

General Job Responsibilities: Works under the direction of the District Director; represents Member at meetings and events; shapes Member's district schedule; accompanies Member to functions.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:	
Average years:			Male	47.3%
in Current Position	4.0	5.0	Female	52.7%
in Current Office	4.1	5.4		
in Congress	4.8	5.8	MARITAL STATUS:	
			Single	36.3%
			Married	63.7%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:	
High School or less	6.2%		Black	8.9%
Some College	18.7%		Hispanic	6.7%
Bachelor's Degree	64.4%		White	82.1%
Masters' Degree	7.6%		Other	2.2%
Law Degree	2.7%			
Doctorate Degree	0.4%		AVERAGE AGE: 39	

AVERAGE SALARY 1994:	\$31,313	SALARY PERCENTILES
 AVERAGE SALARY 1992:	 \$29,609	 80% -- \$38,000
PERCENTAGE INCREASE:	5.8%	60% -- \$32,000
 AVERAGE ANNUALIZED INCREASE:	 2.9%	 50% -- \$30,000
		40% -- \$28,000
 (Sample size = 228)		 20% -- \$23,900

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all District Aides/Field Reps earn within the range of the 20th and the 80th percentiles or between \$23,900 and \$38,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a District Aide/Field Rep making \$32,000 has a higher salary than sixty percent of all District Aides/Field Reps.

DISTRICT AIDE / FIELD REPRESENTATIVE

General Findings: The average job, office, and congressional experience of District Aides/Field Representatives decreased by about 20 percent over the past two years.

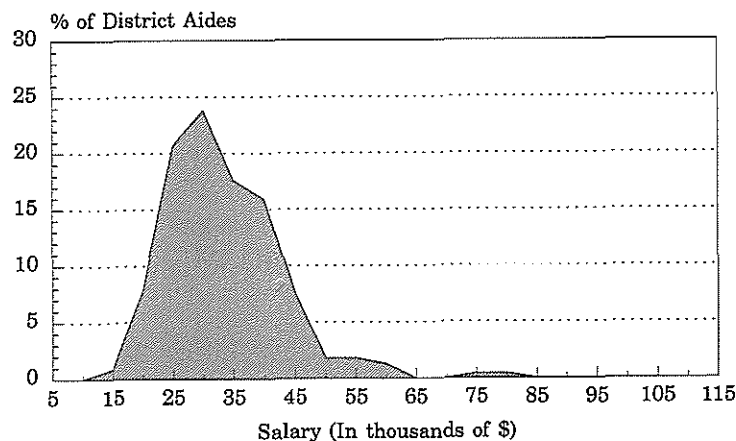
This is the third most commonly staffed position, with an average of 1.4 District Aides/Field Reps per House Member.

Close to equal proportions of District Aides/Field Reps are men and women.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the District Aide/Field Rep position, when controlling for the effects of all other variables. District Aides/Field Reps with more **years in current position**, more **education**, greater **job responsibility**, or higher **ages** tend to earn more than District Aides/Field Reps without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

District Aide

Salary Distribution:



From the graph, one can read that about 24 percent of all District Aides/Field Reps earn in the \$30,000 range (\$27,500 to \$32,499) and most earn between \$20,000 and \$50,000. (See "Explanation of Graphs" on page 37 for a fuller description).

DISTRICT APPOINTMENTS SECRETARY / SCHEDULER

General Job Responsibilities: Handles scheduling for Member in district; makes appointments for Member; sifts through invitations.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 14.7%
in Current Position	3.5	3.9	Female 85.3%
in Current Office	3.8	4.2	
in Congress	4.5	4.4	MARITAL STATUS:
			Single 52.3%
			Married 47.7%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	13.4%		Black 6.0%
Some College	23.9%		Hispanic 13.4%
Bachelor's Degree	56.7%		White 79.1%
Masters' Degree	6.0%		Other 1.5%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 39

AVERAGE SALARY 1994:	\$30,175	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$26,358	80% -- \$33,240
PERCENTAGE INCREASE:	14.5%	60% -- \$30,440
AVERAGE ANNUALIZED INCREASE:	7.0%	50% -- \$30,000
		40% -- \$28,000
(Sample size = 68)		20% -- \$24,000

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all Appointments Secretaries earn within the range of the 20th and the 80th percentiles or between \$24,000 and \$33,240. Percentiles also describe where an individual stands relative to others in the same job. For example, an Appointments Secretary making \$30,440 has a higher salary than sixty percent of all Appointments Secretaries.

DISTRICT APPOINTMENTS SECRETARY / SCHEDULER

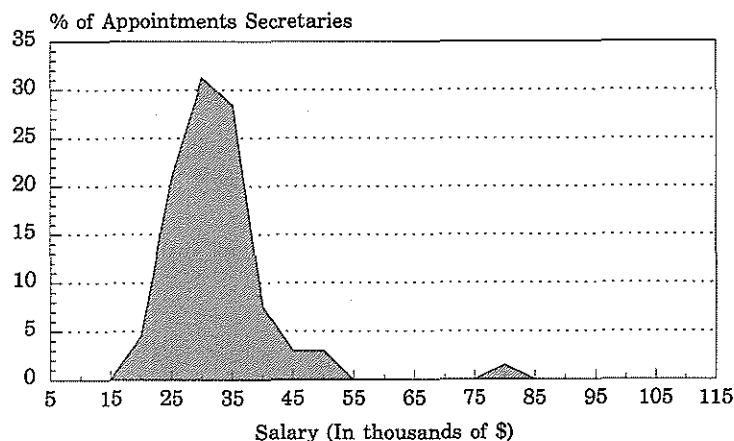
General Findings: Appointments Secretaries received the second-largest salary increase of any House position and the largest among district positions over the past two years. The average pay of Appointments Secretaries rose by 14.5 between 1992 and 1994, more than double the average rise in House pay over that period.

Appointments Secretaries are primarily female.

REGRESSION: Two variables were found to be statistically significant predictors of pay for the Appointments Secretary position, when controlling for the effects of all other variables. Appointments Secretaries with more years in current position or greater job responsibility tend to earn more than Appointments Secretaries without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

Appointments Secretary

Salary Distribution:



From the graph, one can read that about 32 percent of all Appointments Secretaries earn in the \$30,000 range (\$27,500 to \$32,499), most earn between \$20,000 and \$45,000, and less than two percent earn \$55,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

DISTRICT CASEWORKER

General Job Responsibilities: Handles constituent casework; meets/talks with constituent, contacts agencies, and notifies constituent of case resolution.

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 27.0%
in Current Position	4.2	4.6	Female 73.0%
in Current Office	4.3	4.7	
in Congress	5.3	5.5	MARITAL STATUS:
			Single 45.6%
			Married 54.4%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	12.3%		Black 11.6%
Some College	23.4%		Hispanic 6.6%
Bachelor's Degree	59.0%		White 79.3%
Masters' Degree	4.5%		Other 2.4%
Law Degree	0.8%		
Doctorate Degree	0.0%		AVERAGE AGE: 39

AVERAGE SALARY 1994:	\$26,468	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$24,416	80% -- \$31,000
PERCENTAGE INCREASE:	8.4%	60% -- \$27,000
AVERAGE ANNUALIZED INCREASE:	4.1%	50% -- \$25,000
		40% -- \$24,261
		20% -- \$21,147

(Sample size = 489)

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all District Caseworkers earn within the range of the 20th and the 80th percentiles or between \$21,147 and \$31,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a District Caseworker making \$27,000 has a higher salary than sixty percent of all District Caseworkers.

DISTRICT CASEWORKER

General Findings: District Caseworker is the most commonly staffed position in House offices. There is an average of 2.9 District Caseworkers per House Member.

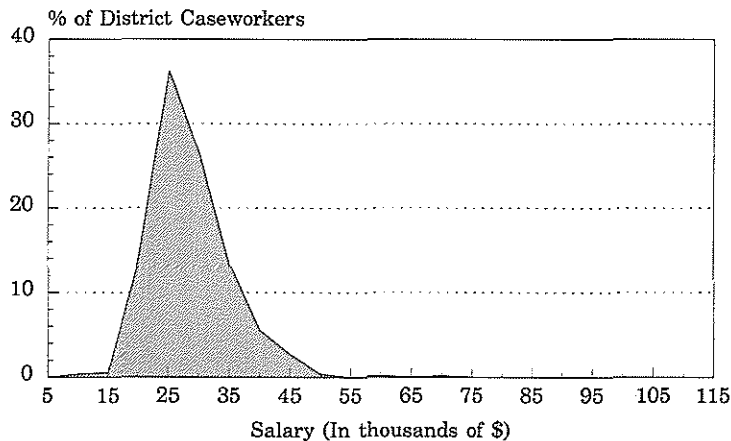
District Caseworkers experienced the fourth-largest salary increase of all House positions between 1992 and 1994. Their average pay rose by 8.4 percent over that period.

District Caseworkers are primarily female.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the District Caseworker position, when controlling for the effects of all other variables. District Caseworkers with more years in current position, more years of prior congressional experience, greater job responsibility, or higher ages tend to earn more than District Caseworkers without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

District Caseworker

Salary Distribution:



From the graph, one can read that about 36 percent of all District Caseworkers earn in the \$25,000 range (\$22,500 to \$27,499), most earn between \$20,000 and \$40,000, and less than two percent earn \$50,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

DISTRICT OFFICE SECRETARY / CLERK

General Job Responsibilities: Handles clerical chores (typing, filing, proofreading).

WORK EXPERIENCE:	<u>1994</u>	<u>1992</u>	GENDER:
Average years:			Male 8.5%
in Current Position	2.8	4.1	Female 91.5%
in Current Office	2.8	4.1	
in Congress	3.1	4.2	MARITAL STATUS:
			Single 51.3%
			Married 48.8%
 EDUCATIONAL ATTAINMENT:			 RACE/ETHNICITY:
High School or less	20.7%		Black 13.4%
Some College	32.9%		Hispanic 17.1%
Bachelor's Degree	43.9%		White 65.9%
Masters' Degree	2.4%		Other 3.6%
Law Degree	0.0%		
Doctorate Degree	0.0%		AVERAGE AGE: 37

AVERAGE SALARY 1994:	\$21,456	SALARY PERCENTILES
AVERAGE SALARY 1992:	\$20,965	80% -- \$26,000
PERCENTAGE INCREASE:	2.3%	60% -- \$21,896
AVERAGE ANNUALIZED INCREASE:	1.1%	50% -- \$20,500
		40% -- \$20,000
(Sample size = 82)		20% -- \$18,000

Using Percentiles: Percentiles describe the distribution of salaries. For example, sixty percent of all District Office Secretaries earn within the range of the 20th and the 80th percentiles or between \$18,000 and \$26,000. Percentiles also describe where an individual stands relative to others in the same job. For example, a District Office Secretary making \$21,896 has a higher salary than sixty percent of all District Office Secretaries.

DISTRICT OFFICE SECRETARY / CLERK

General Findings: District Office Secretary is the lowest-paid position in House offices and also received the second-smallest salary increase of any position between 1992 and 1994.

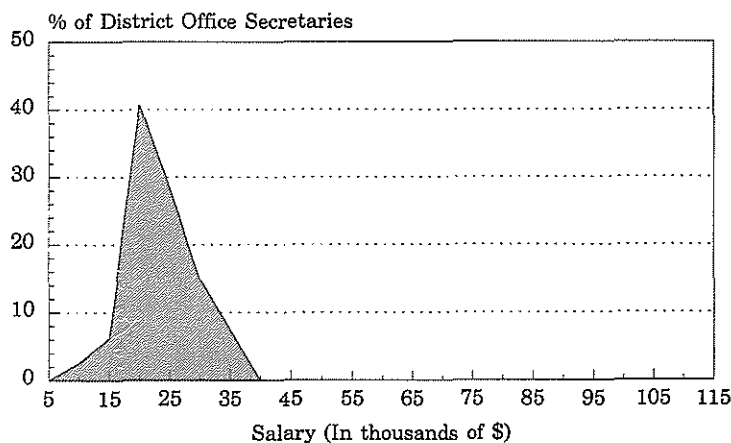
Although the District Office Secretary position has the youngest staff of the five district positions analyzed in this report, District Office Secretaries are still an average of almost six years older than Washington-based House staff.

District Office Secretaries are overwhelmingly female.

REGRESSION: Four variables were found to be statistically significant predictors of pay for the District Office Secretary position, when controlling for the effects of all other variables. District Office Secretaries with more years in current position, more years of prior congressional experience, greater job responsibility, or higher ages tend to earn more than District Office Secretaries without these characteristics. (See pages 38 to 39 for a fuller explanation of regression.)

District Office Secretary

Salary Distribution:



From the graph, one can read that about 40 percent of all District Office Secretaries earn in the \$20,000 range (\$17,500 to \$22,499), most earn between \$15,000 and \$35,000, and none earn \$40,000 or more. (See "Explanation of Graphs" on page 37 for a fuller description).

CONCLUSIONS: INFLUENCES ON PAY

As in our 1992 and 1990 House and our 1993 and 1991 Senate studies, the variable most frequently related to salary in the House was **years in current position**. Years in position had a significant and positive influence on pay in all of the 14 House office positions on which we conducted regression analyses.⁴¹ On-the-job experience is highly valued in Congress and offices are willing to pay greater salaries to staff who acquire expertise by staying in their jobs.

Age had a significant influence on salary in 12 positions. For each of these positions, higher ages were associated with higher pay. While at first glance it may seem that offices are discriminating against younger staffers, age is likely representative of factors that are difficult to measure, but which can only be acquired over time. For example, older workers may be regarded as having greater maturity, better judgment, or more loyalty. This result is consistent with our 1992 House study, when age had a significant, positive effect on the pay in ten of the 14 positions analyzed and our 1993 Senate study when it had a significant, positive impact on nine of 20 positions.

Level of job responsibility influenced salaries in seven positions, including all five of the district positions. In each of these seven cases, staff with more job responsibilities received higher salaries than those with fewer responsibilities. It is intuitive that offices would compensate staff in accordance with their level of responsibility.

Years of prior congressional experience was a significant influence on salary for six of the 14 positions analyzed through regression analysis. Four of these six positions were based in Washington offices. Also, for all of the six positions, more prior congressional experience was associated with higher pay. Obviously, House offices often value the experience gained by spending time on Capitol Hill.

Education significantly influenced pay in only four positions. Legislative Directors, Legislative Assistants, District Directors, and District Aides/Field Representatives with more education were paid significantly more than staffers in those positions with less education. In contrast, education was a significant predictor in nine of the 14 House office positions for which we performed regression analysis in 1992. However, the 1994 results are consistent with the findings of our 1993 Senate study when education was a significant and unique predictor of pay in only two positions. One possible explanation is that, because staff in higher paying positions have more education, offices are using educational attainment to select candidates for positions, but not to determine their salaries within positions.

⁴¹ We performed regression analyses on 14 of the 17 House office positions listed on our survey. There were too few Computer Operators, Federal Grants Assistants/Projects Coordinators, and Washington Caseworkers reported on our surveys for us to conduct valid regression analyses on those positions. The R-squared and F statistics for each of the 14 positions on which we performed regression analyses are listed in Appendix D on page 97.

Prior years in current office had a significant, positive influence on salary in only two positions, Office Manager and Receptionist. In our 1992 House and 1993 Senate studies, this variable also had a significant influence on very few positions and was associated with *lower* pay in some of those positions.

Gender had a significant influence on salary in three positions. Men in the Administrative Assistant and District Director positions, on average, earned more than similarly qualified women. The same phenomena occurred for these two positions in our 1992 House study. For the Receptionist position, however, women earned higher average salaries in 1994 than men with similar qualifications.

Race/ethnicity had a significant influence on salary in only one position.⁴² Non-white Administrative Assistants (AAs) averaged lower salaries than similarly qualified white AAs.

⁴² As we describe in greater detail in footnote 39 (on page 39), we grouped all non-whites together for the purposes of the regression analyses.

**COMPARISON OF
HOUSE & SENATE STAFF**

COMPARISON BETWEEN HOUSE AND SENATE STAFF POSITIONS

	Salary		% Senate Salary Exceeds House Salary	Tenure in Position		Tenure in Congress		Avg. Age	
	House	Senate*		H	S	H	S	H	S
Administrative Assistant	\$81,166	\$98,316	21.1%	4.2	3.9	9.3	9.3	41	42
District/State Director	\$52,290	\$65,913	26.1%	4.6	4.9	6.1	8.3	43	46
Legislative Director	\$51,326	\$75,848	47.8%	2.8	3.9	7.9	9.9	34	39
Press Secretary	\$39,840	\$56,701	42.3%	2.6	3.3	3.8	5.8	33	37
Washington Caseworker	\$38,481	\$39,587	2.9%	6.6	11.5	10.1	16.4	46	46
Office Manager	\$37,606	\$45,239	20.3%	4.1	4.5	9.3	10.0	36	38
Projects Coordinator/Dir.	\$31,979	\$34,570	8.1%	2.2	2.7	3.3	5.7	34	30
Legislative Assistant	\$31,476	\$45,057	43.1%	1.8	3.0	3.0	4.9	28	33
Field Representative	\$31,313	\$30,600	-0.2%	4.0	4.4	4.8	6.4	39	40
Computer Operator	\$26,554	\$25,244	-4.9%	3.6	5.3	6.4	9.6	29	35
District/State Caseworker	\$26,468	\$26,016	-0.2%	4.2	4.6	5.3	5.8	39	38
Legislative Correspondent	\$21,802	\$22,411	2.8%	1.1	1.3	1.5	2.0	24	25
Receptionist	\$21,618	\$20,107	-7.0%	1.6	1.3	1.9	1.8	26	26

Senate offices typically staff the following positions separately,
while House offices typically combine each pair into one position.

Executive Assistant	\$37,139	\$48,502		3.9	5.8	8.0	10.9	36	41
Scheduler		\$35,237			3.1		7.0		34
Systems Manager/Administrator	\$27,614	\$33,870		3.0	3.7	5.4	8.4	31	31
Correspondence Director		\$28,834			3.6		7.7		33

* These are the average Senate salaries from CMF's 1993 Senate employment study. We have not adjusted these figures because Senate personal offices received no cost-of-living adjustment for 1994.

House - Senate Comparisons

The following analyses compares House and Senate staff within positions by salary, tenure in position, tenure in Congress, age, and education. House and Senate offices have 13 positions that are directly comparable. There are four other positions that Senate offices tend to staff separately while House offices tend to combine the functions of these four jobs into two positions.

Salaries

Salaries are similar for positions that average less than \$30,000 in both the House and Senate. Among higher paying positions, Senate staff receive substantially higher salaries than their House counterparts. For example, Senate AAs earn 21 percent more than House AAs, while Senate LDs, Press Secretaries, and LAs earn at least 42 percent more than their House counterparts.

Tenure in Position

For all but the highest-paying position (AA) and lowest-paying position (Receptionist), Senate staff have higher average job tenure than their House counterparts.

Tenure in Congress

Just as was the case for tenure in position, Senate staff have more overall congressional experience than House staff in all directly comparable positions except AA and Receptionist.

Average Age

In many of the highest-paying Washington positions, Senate staff tend to be older than their House counterparts. The positions with the largest differences are Computer Operator, Legislative Director, and Legislative Assistant. However, among lower-paying jobs in both Washington and the district/state, there is very little difference between the ages of House and Senate staff.

Educational Attainment

Virtually no differences exist between House and Senate staff when comparing the proportion of staff who hold at least a bachelor's degree. Only among Computer Operators is there is substantial difference, in which 59 percent of House staff have bachelor's degree compared to only 35 percent of their Senate counterparts.

When the comparison is narrowed to those holding graduate degrees, Senate staff have substantially greater educational attainment in three of the 13 directly comparable positions. Moreover, these positions include two of the three highest paying jobs: District/State Director

and Legislative Director. Among AAs, the highest-paying position, Senate staff are only slightly more likely than House staff to hold advanced degrees. The educational attainment comparison between House and Senate staff is not shown on the chart on page 78.

Conclusions and Hypotheses

Approximate parity exists between Senate and House staff for positions with an average salary of less than \$30,000, while for higher paying positions Senate staff earn up to 48 percent more than their House counterparts.

What accounts for this pattern? Our survey collects information that describes current employment practices in the House and Senate but does not explain conclusively the patterns that exist. Consequently, we have provided several hypotheses that are generally consistent with a portion of the data. None of these hypotheses, however, is consistent with all of the data.

Age and Experience. The conventional wisdom is that Senate staff are older and more experienced; in fact, this is generally true. Senate staff are older than House staff in most positions and, for virtually all of the positions, have more experience in their jobs and in Congress as a whole.

Hiring Strategies. Senate offices may use their hiring "advantages" over House offices (larger personnel budgets, greater budget flexibility, and higher maximum salary) to pay a significant premium over House offices for top-level staff, while electing to pay lower-level staff approximately the same as in the House.

Responsibility. Senate staff in certain positions have more responsibility than their House counterparts. Senate AAs and LDs, for example, supervise more staff and need to coordinate staff work on a broader range of issues.

Specialization. Specialists tend to be more highly compensated than generalists and Senate staff are more likely to be specialists. Senate LAs, for example, cover fewer issues than their House counterparts and may be expected to be more knowledgeable on a given issue.

Flexibility. Several lower-paying positions that are staffed separately in Senate offices are combined in House offices. Consequently, House staff may be valued for their ability to perform different tasks. If so, this would offset specialization among Senate staff and explain the approximate parity in salary among lower paying positions.

PROFILE OF FIRST-TERM OFFICES



PROFILE OF FIRST-TERM OFFICES

Purpose

The purpose of this section is to provide a snapshot of the employment practices of first-term Members. Fifty-two of the 119 freshman Representatives in the 103rd Congress completed our survey, and their responses are summarized here. We conducted our survey in the summer of 1994 and, therefore, these data reflect the practices of 1st-term Members *after* more than a year of congressional service. These practices may differ somewhat from those adopted at the beginnings of their terms.

This information does not tell you the "right" way to set up and staff a new congressional office, but it does describe how a variety of previous freshman Members have chosen to do so. To illustrate how freshmen offices are similar to and different from the House in general, we also provide data on the practices of all House offices. We hope that this section can be of particular assistance to the freshman Members of the 104th Congress as they seek to organize their Washington and district offices.

Number of District Offices

<u># of District Offices</u>	<u>Freshmen Offices</u>	<u>All Offices</u>
1	27%	30%
2	29%	34%
3	29%	23%
4	14%	8%
5 or more	2%	4%
<i>Average</i>	2.4	2.2

Freshman Members are very similar to other Members in their number of district offices.⁴³

⁴³ A table on page 35 shows that the type of district that a Member represents (e.g., rural vs. urban) affects the number of district offices that the Member establishes.

Average Number of Staff, by Location

<u>Location</u>	<u>Freshman Offices</u>	<u>All Offices</u>
Washington	8.2	8.5
District	6.6	6.5
Total	14.8	15.0

Freshman offices are also similar to congressional offices in general in the number of staff they employ and their location. Freshman Members tend to place 55 percent of their staff in their Washington offices and 45 percent in their district office(s).

Staff per Freshman Office by Position

The following table shows staffing patterns by position. The columns may be thought of as describing the "typical" staffing patterns for House personal offices in the 103rd Congress.

	<u>Freshman Offices</u>	<u>All Offices</u>
Washington Positions		
AA/Chief of Staff	.98	.96
Legislative Director	.83	.80
Press Secretary	.77	.71
Washington Caseworker	.08	.07
Office Manager	.29	.31
Executive Assistant/Scheduler	.81	.80
Federal Grants Asst./Project Coord.	.06	.05
Legislative Assistant	2.58	2.78
Systems/Mail Manager	.37	.39
Computer Operator	.12	.10
Legislative Correspondent	.52	.58
Receptionist	.73	.78
District Positions		
District Director	.88	.89
District Aide/Field Representative	1.46	1.37
Appointments Secretary/Scheduler	.46	.41
District Caseworker	2.71	2.93
District Office Secretary/Clerk	.62	.49

In general, freshman offices are very similar in staffing patterns to all House offices. On page 36, we discuss the staffing patterns of all House offices in greater detail.

Prior Congressional Experience of Freshman Office Staff

For each position, the following table shows the average congressional experience of staffers *at the time they were hired* by first-term offices. The "Average Years of Prior Congressional Experience" column is the difference between (1) the average years in Congress for each position, and (2) the average years in current office for the position.

	Average Years of Prior Congressional Experience	
	<u>Freshman Offices</u>	<u>All Offices</u>
Washington Positions		
Washington Caseworker	7.3	3.5
Legislative Director	5.3	3.5
Office Manager	4.6	4.1
Administrative Assistant/Chief of Staff	4.2	3.5
Executive Assistant/Scheduler	3.7	4.1
Systems/Mail Manager	2.7	2.4
Press Secretary	1.6	1.1
Legislative Assistant	.9	.7
Receptionist	.9	.3
Federal Grants Assistant/Project Coordinator	.6	1.1
Computer Operator	.1	2.4
Legislative Correspondent	.1	.1
District Positions		
District Caseworker	1.5	1.0
District Aide/Field Representative	1.3	.7
District Office Secretary/Clerk	.6	.3
District Director	.4	.5
Appointments Secretary/Scheduler	.4	.7

When staffing their offices, freshman Members clearly believe that prior congressional experience is especially important for their Administrative Assistants, Legislative Directors, and Office Managers. For many other positions such as LA, LC, and Receptionist, freshman offices are willing to hire staffers with very little prior experience in Congress. District staff tend to have less prior congressional experience than Washington staff. This may be because congressional experience is considered more important for Washington staffers. Alternatively, the supply of experienced people is likely to be far greater in Washington.

Average Salary in Freshman Offices for all Positions

	<u>Freshman Offices</u>	<u>All Offices</u>
Washington Positions		
Administrative Assistant	\$77,830	\$81,156
Legislative Director	\$45,918	\$51,326
Press Secretary	\$37,020	\$39,840
Washington Caseworker	\$39,500	\$38,481
Office Manager	\$33,821	\$37,606
Executive Assistant/Scheduler	\$33,188	\$37,139
Federal Grants Asst./Project Coor.	\$32,667	\$31,979
Legislative Assistant	\$28,462	\$31,476
Systems/Mail Manager	\$26,487	\$27,614
Computer Operator	\$21,667	\$26,554
Legislative Correspondent	\$22,000	\$21,802
Receptionist	\$21,076	\$21,618
District Positions		
District Director	\$49,064	\$52,290
District Aide/Field Representative	\$28,763	\$31,313
Appointments Secretary/Scheduler	\$27,795	\$30,175
District Caseworker	\$24,935	\$26,468
District Office Secretary/Clerk	\$20,065	\$21,456

For all but three of the 17 positions listed above, the average salary in freshman offices is lower than that in the House as a whole. The per position pay differences range up to a high of over \$5,000 (for Legislative Directors). For most positions, the pay difference is about 5 to 12 percent.

EMPLOYEE BENEFITS POLICIES



OFFICE POLICIES ON STAFF BENEFITS

Certain benefits for congressional staff are subject to the discretion of Members of Congress. We asked offices to describe their policies for two categories of benefits that vary by Member: policies affecting pay raises and bonuses and policies affecting paid leave. For each question below, we provide the overall response. If responses varied by party affiliation or Member term in the House, we also provide that information.

RAISE AND BONUS POLICIES

Did your office give any merit *raises* last year?

	<u>Yes</u>	<u>No</u>
All Offices	83%	17%
<i>By Party</i>		
Democratic	76%	24%
Republican	93%	7%
<i>By Member Term</i>		
10th term +	71%	29%

Did your office give any merit *bonuses* last year?

	<u>Yes</u>	<u>No</u>
All Offices	63%	37%
<i>By Party</i>		
Democratic	65%	35%
Republican	59%	41%
<i>By Member Term</i>		
10th term +	29%	71%

Merit raises are more frequently given in Republican offices than in Democratic offices, while merit bonuses are more common in Democratic offices. Also, Members who have served ten or more terms are much less likely than their more junior colleagues to award merit raises and merit bonuses.⁴⁴

⁴⁴ We cannot accurately compare the 1994 raise and bonus policies of House offices to those of House offices in 1992 or Senate offices in 1993 because we worded the raise and bonus questions differently in prior years.

LEAVE POLICIES

Vacation Leave: Data from 1992 House Survey⁴⁵

Minimum vacation leave earned annually by all full-time staff, in days per year.

	<u>1-10</u>	<u>11-15</u>	<u>16+</u>	<u>Other</u> ⁴⁶
All Offices	31%	43%	19%	7%
<i>By Party</i>				
Democratic	26%	43%	23%	8%
Republican	39%	43%	13%	6%

Maximum vacation leave that can be earned annually by full-time staff, in days per years.

	<u>1-10</u>	<u>11-15</u>	<u>16-20</u>	<u>21+</u>	<u>Other</u>
All Offices	4%	17%	32%	37%	11%

Do staff with longer tenure *in your office* earn additional vacation time?

	<u>Yes</u>	<u>No</u>	<u>Unknown</u>
All Offices	62%	37%	2%
<i>By Member Term</i>			
10th term +	87%	13%	0%

⁴⁵ In our 1994 survey, we did not ask offices what their vacation and sick leave policies were. We chose not to do so because we wanted to shorten the survey itself and because we have found that these policies vary little over time. In this section, we report 1992 data from House personal offices. This and the sick leave section are the only places in the study where we report 1992 data instead of 1994 data.

⁴⁶ Several offices have vacation leave policies that defy easy categorization; these have been grouped under the heading "other." Typically, these policies involve a formula that ties additional vacation time to tenure.

Do staff with longer tenure *in Congress*, though not accumulated in your office, earn additional vacation time?

	<u>Yes</u>	<u>No</u>	<u>Unknown</u>
All Offices	18%	80%	2%
<i>By Member Term</i>			
1st term	30%	70%	0%
2nd term	28%	72%	0%
7th to 9th term	7%	91%	2%
10th term +	7%	93%	0%

New offices are more likely to provide additional vacation time to staff with previous tenure in Congress than are more senior offices.

For purposes of comparison, we have summarized vacation policies for four other types of employers in the following table: federal executive agencies, state and local governments, large and medium-sized private firms (generally 100 or more employees), and small private firms.⁴⁷

Comparative Vacation Policies

(Average Annual Days of Vacation)

<u>Years of Service</u>	<u>Federal Government</u>	<u>State & Local Government</u>	<u>Medium & Large Private</u>	<u>Small Private</u>
1	13	12	9	8
3	20			10
5				12
10		18	17	14
15	26			15
20		21	20	15
% of Employees Earning Paid Vacation Leave	100%	87%	96%	82%

⁴⁷ Sources for this information include: communication with staff at the Office of Personnel Management and three U.S. Bureau of Labor Statistics publications, *Employee Benefits in State and Local Government, 1990*, February 1992; *Employee Benefits in Medium and Large Firms, 1991*, May 1993; and *Employee Benefits in Small Private Establishments, 1992*, May 1994.

Average House office vacation policies most closely resemble the policies of federal agencies, which, as the preceding chart illustrates, are relatively generous. In the federal government, all employees start at 13 days annually and earn 20 days after 3 years of service. In addition, an employee's years of federal service are transportable from agency to agency. Most federal employees may accumulate up to 30 days of annual leave.

State and local governments are less generous. Eighty-seven percent of their employees are eligible for paid vacation leave and those who do earn vacation leave earn less leave than federal employees.

Medium and large private firms are closer to state and local governments than to the federal government in their vacation policies. Small private firms tend to be less generous with paid vacation leave than their larger counterparts.

Sick Leave: Data from 1992 House Survey⁴⁸

Minimum sick leave earned by all full-time staff, in days per year.

	<u>1-10</u>	<u>11+</u>	<u>As Needed</u>	<u>Other</u> ⁴⁹
All Offices	24%	26%	24%	27%

Maximum sick leave that can be earned annually by full-time staff, in days per years.

	<u>1-10</u>	<u>11+</u>	<u>As Needed</u>	<u>Other</u>
All Offices	20%	26%	21%	34%

The maximum annual sick leave granted to employees differs only slightly from the minimum. For minimum and maximum sick leave, about one-fifth to one-third of House offices follow each of the following policies: two weeks or less per year, more than two weeks, "as needed," and "other." Also, the sick leave policies of House offices are very

⁴⁸ As we mention in footnote 45 above, in our 1994 survey, we did not ask offices what their sick and vacation leave policies were. We chose not to do so because we wanted to shorten the survey itself and because we have found that these policies vary little over time. In this section, we report 1992 data from House personal offices. This and the vacation leave section are the only places in the study where we report 1992 data instead of 1994 data.

⁴⁹ As was the case for vacation leave, several offices have sick leave policies that defy easy categorization; these have been grouped under the heading "other." Typically, these policies involve a formula that ties additional leave to tenure.

similar to those of Senate offices.

In comparison to the legislative branch, all federal civilian employees receive at least 13 days of sick leave annually.

PARENTAL LEAVE⁵⁰

Paid maternity leave, in weeks.

	<u>None</u>	<u>1-3</u>	<u>4-6</u>	<u>7+</u>	<u>No Policy</u>	<u>Other⁵¹</u>
All Offices	6%	8%	19%	17%	8%	42%

Paid paternity leave, in weeks.

	<u>None</u>	<u>1-3</u>	<u>4-6</u>	<u>7+</u>	<u>No Policy</u>	<u>Other</u>
All Offices	8%	16%	10%	5%	13%	48%

Because House (and Senate) offices are covered by the Family and Medical Leave Act of 1993, all House offices must provide 12 weeks of *unpaid* parental leave to their staff. This Act, however, does not stipulate that any given amount of *paid* parental leave must be given to staff. Above, we report the *paid* parental leave policies of House offices in 1994.

The availability of paid maternity and paternity leave in House offices has decreased slightly since 1992. Also, Senate offices tend to be more generous than House offices in their paid parental leave policies.

⁵⁰ The parental leave data reported here is from our 1994 survey of House offices, unlike the vacation and sick leave data above that is taken from our 1992 House survey.

⁵¹ As was the case for vacation and sick leave, several offices have paid parental leave policies that defy easy categorization; these have been grouped under the heading "other."



APPENDICES

APPENDIX A: STATE POPULATION CATEGORIES

For purposes of reporting data, we grouped states and U.S. territories into four categories using Census Bureau population estimates for July 1, 1992.⁵² Our categories and the states and territories in each category are as follows:

1. **Up to 2 million people:** Alaska, American Samoa, Delaware, District of Columbia, Guam, Hawaii, Idaho, Maine, Montana, Nebraska, Nevada, New Hampshire, New Mexico, North Dakota, Rhode Island, South Dakota, Utah, Vermont, U.S. Virgin Islands, West Virginia, and Wyoming.
2. **2 to 5 million people:** Alabama, Arizona, Arkansas, Colorado, Connecticut, Iowa, Kansas, Kentucky, Louisiana, Maryland, Minnesota, Mississippi, Oklahoma, Oregon, Puerto Rico, and South Carolina.
3. **5 to 10 million people:** Georgia, Indiana, Massachusetts, Michigan, Missouri, New Jersey, North Carolina, Tennessee, Virginia, Washington, and Wisconsin.
4. **More than 10 million people:** California, Florida, Illinois, New York, Ohio, Pennsylvania, and Texas.

APPENDIX B: GEOGRAPHICAL REGIONS

<u>South</u>	<u>Border</u>	<u>New England</u>	<u>Mid-Atlantic</u>
Alabama	Kentucky	Connecticut	Delaware
Arkansas	Maryland	Maine	District of Columbia
Florida	Missouri	Massachusetts	New Jersey
Georgia	Oklahoma	New Hampshire	New York
Louisiana	West Virginia	Rhode Island	Pennsylvania
Mississippi		Vermont	
N. Carolina			
Puerto Rico			
S. Carolina			
Tennessee			
Texas			
Virginia			
U.S. Virgin Islands			
<u>Midwest</u>	<u>Plains</u>	<u>Rocky Mountain</u>	<u>Pacific Coast</u>
Illinois	Iowa	Arizona	Alaska
Indiana	Kansas	Colorado	American Samoa
Michigan	Minnesota	Idaho	California
Ohio	Nebraska	Montana	Guam
Wisconsin	N. Dakota	Nevada	Hawaii
	S. Dakota	New Mexico	Oregon
		Utah	Washington
		Wyoming	

⁵² U.S. Dept. of Commerce, Census Bureau, Economics and Statistics Administration, CB92-276, December 30, 1992.

APPENDIX C

Cost of Living Differences: The ACCRA Cost of Living Index

A factor that offices may wish to consider in their salary policies is the cost of living in any given locale. About 57 percent of House staff live and work in the Washington, D.C. metropolitan area while the other 43 percent are scattered across the country. The cost of living can vary dramatically between Washington and district offices or even between different offices within a district. ACCRA (the national association of applied community and economic development researchers) produces the ACCRA Cost of Living Index quarterly to provide a reasonably accurate measure of living cost differences among more than 300 urban areas. The Index measures relative price levels for goods and services in different areas at a given point in time. The Index does not measure inflation.

The ACCRA survey depends upon staff or volunteers from local chambers of commerce or similar organizations to report the necessary data. Unfortunately, a number of larger metropolitan areas do not participate in the survey; no comparable information is available for them. We have listed the composite cost of living index for 305 metropolitan areas and cities. For more information, consult the ACCRA Cost of Living Index.

Using the Index

The average of all participating areas equals 100, and each area's index is read as a percentage of the average. Anchorage, Alaska, for example, has a rating of 129.6, indicating that the cost of living in Anchorage is 29.6 percent higher than average. The ACCRA cautions that because its index is based upon a limited number of consumer goods and services, percentage differences between areas should not be treated as exact measures. Furthermore, small differences should not be construed as significant.

ACCRA Cost of Living Index
Second Quarter, 1994
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Average City, USA	100.0	California	
Alabama		Bakersfield	109.5
Anniston	91.1	Eureka	109.7
Birmingham	101.1	L.A.-Long Beach	123.8
Cullman County	92.8	San Diego	127.2
Decatur	92.2	Visalia	110.1
Dothan	90.3	Colorado	
Gadsden	94.8	Boulder	104.3
Huntsville	101.1	Colorado Springs	100.1
Mobile	94.9	Denver	106.6
Montgomery	96.6	Fort Collins	107.1
Tuscaloosa	100.5	Glenwood Springs	112.5
Alaska		Grand Junction	98.2
Anchorage	129.6	Gunnison	103.7
Fairbanks	130.0	Lakewood	118.5
Juneau	136.0	Loveland	98.2
Ketchikan	156.2	Pueblo	93.6
Kodiak	154.9	Connecticut	
Arizona		Hartford	126.4
Flagstaff	107.9	District of Columbia <i>(data from First</i>	
Lake Havasu	99.3	<i>Quarter, 1993)</i>	
Phoenix	102.0	Washington, DC	133.8
Prescott	107.3	Florida	
Scottsdale	103.2	Boca Raton	110.2
Tucson	102.5	Fort Myers	101.9
Yuma	99.8	Gainesville	100.3
Arkansas		Jacksonville	95.8
Fayetteville	89.0	Miami	106.1
Fort Smith	94.5	Ocala	94.8
Hot Springs	93.8	Orlando	98.6
Jonesboro	90.3	Pensacola	93.9
Little Rock	90.6	Tampa	98.1
		West Palm Beach	107.6

Georgia		Iowa City	112.4
Albany	93.7	Mason City	97.1
Americus	93.5	Waterloo-Cedar Falls	98.7
Augusta	95.5		
Bainbridge	92.2	Kansas	
Carrollton	94.6	Garden City	95.4
Columbus	93.9	Hays	97.9
Dalton	90.6	Lawrence	95.5
Douglas	92.1	Manhattan	97.5
LaGrange/Troup Co.	95.1	Salina	101.8
Macon	101.8	Wichita	96.1
Moultrie	94.7		
Tifton	93.4	Kentucky	
Valdosta	95.0	Bowling Green	92.6
		Covington	94.3
Idaho		Hopkinsville	94.2
Boise	103.7	Lexington	99.8
Twin Falls	98.0	Louisville	91.3
		Murray	89.3
Illinois		Owensboro	94.2
Bloomington	104.9	Paducah	91.4
Danville	96.2	Pikeville	101.3
Decatur	92.6		
DeKalb	105.2	Louisiana	
Freeport	101.3	Alexandria	93.9
Peoria	104.1	Baton Rouge	102.1
Quad Cities	100.9	Lafayette	99.4
Quincy	97.6	Lake Charles	96.0
Rockford	104.8	Monroe	94.6
Springfield	95.2	New Orleans	96.5
Indiana		Maryland	
Anderson	95.6	Baltimore	105.7
Bloomington	98.3	Cumberland	102.0
Evansville	95.1	Hagerstown	100.5
Fort Wayne	92.0	Worcester County	108.8
Indianapolis	97.8		
Lafayette	102.3	Massachusetts	
LaPorte-Michigan City	99.1	Boston	135.5
Muncie	101.7		
South Bend	93.8	Michigan	
Terre Haute	100.6	Ann Arbor	115.1
Warsaw	101.3	Benton Harbor	106.8
		Grand Rapids	104.7
Iowa		Holland	101.6
Cedar Rapids	99.9	Lansing	105.9
Des Moines	102.6		
Dubuque	101.1		

Minnesota		New Mexico	
Rochester	102.0	Albuquerque	105.0
St. Cloud	96.7	Carlsbad	92.9
Mississippi		Clovis-Portales	92.6
Hattiesburg	94.0	Farmington	100.2
Jackson	99.1	Hobbs	91.7
Laurel/Jones County	88.9	Las Cruces	99.5
Missouri		Los Alamos	125.5
Columbia	94.5	Roswell	90.9
Jefferson City	89.7	Santa Fe	121.5
Joplin	90.7	New York	
Kansas City	99.0	Albany	106.8
Kennett	88.0	Buffalo	114.5
Kirksville	96.5	Glens Falls	109.7
Lee's Summit	98.3	Jamestown	100.1
Nevada	90.3	New York City	
Poplar Bluff	89.3	(Manhattan - '93 data)	208.7
St. Charles	100.1	Poughkeepsie	115.8
St. Joseph	95.7	Rochester	113.0
St. Louis	97.9	Syracuse	105.2
Springfield	90.3	Utica-Rome	106.0
Montana		North Carolina	
Billings	102.9	Asheville	102.0
Bozeman	106.8	Burlington	94.4
Great Falls	100.4	Charlotte	100.5
Missoula	104.1	Dare County	114.1
Nebraska		Fayetteville	95.6
Hastings	91.3	Gastonia	90.7
Kearney	98.3	Greensboro	98.6
Lincoln	90.7	Greenville	96.8
Omaha	91.6	Hickory	99.1
Scottsbluff-Gering	90.9	Marion/McDowell Co.	90.8
Nevada		Raleigh-Durham	99.1
Carson City	106.5	Statesville	99.3
Las Vegas	106.2	Winston-Salem	97.9
Reno-Sparks	113.8	North Dakota	
New Hampshire		Fargo	99.2
Manchester	111.0	Minot	97.6

Ohio

Akron	99.4
Cincinnati	103.6
Cleveland	105.5
Columbus	102.8
Dayton-Springfield	98.1
Findlay	97.0
Mansfield	98.8
Marietta	96.9
Mt. Vernon/Knox County	97.5
Newark/Licking County	99.2
Toledo	99.3
Youngstown	98.5

Oklahoma

Ardmore	90.9
Bartlesville	94.1
Muskogee	92.3
Oklahoma City	92.3
Pryor Creek	89.1
Stillwater	95.9
Tulsa	90.9

Oregon

Bend	107.4
Eugene	106.6
Klamath Falls	98.5
Lincoln County	107.7
Portland	108.9
Salem	103.6

Pennsylvania

Allentown-Bethlehem	107.5
Erie	109.4
Hanover	100.7
Harrisburg	105.2
Lancaster	104.4
Philadelphia	129.1
Wilkes-Barre	100.6
Williamsport	104.2
York County	98.6

South Carolina

Charleston	98.9
Columbia	95.4
Greenville	96.1
Hilton Head Island	116.7
Myrtle Beach	99.5
Rock Hill	101.9
Spartanburg	96.0
Sumter	94.4

South Dakota

Rapid City	100.1
Sioux Falls	98.9
Vermillion	97.7

Tennessee

Chattanooga	93.2
Clarksville	91.5
Dyersburg	91.3
Jackson	90.2
Johnson City	99.8
Kingsport	95.8
Knoxville	95.3
Memphis	98.5
Morristown	95.1
Nashville-Franklin	91.2

Texas		Washington	
Abilene	91.6	Bellingham	106.2
Amarillo	92.0	Richland	106.9
Brazoria County	96.5	Spokane	108.7
Bryan-College Station	89.8	Tacoma	105.3
Corpus Christi	92.7	Vancouver	102.5
Dallas	102.2	Wenatchee	106.1
El Paso	95.9	Yakima	105.4
Georgetown	100.0		
Harlington	91.7	West Virginia	
Houston	96.6	Charleston	99.2
Kerrville	95.0	Huntington	101.8
Killeen-Harker Heights	94.7	Martinsburg/Berkeley Co.	91.8
Longview	91.1		
Lubbock	92.4	Wisconsin	
McAllen	92.8	Appleton	99.9
Midland	92.0	Eau Claire	101.8
Odessa	97.3	Fond du Lac	100.7
San Antonio	96.7	Green Bay	99.9
San Marcos	100.9	Janesville	103.2
Texarkana	92.9	La Crosse	103.9
Tyler	98.8	Marinette	105.1
Victoria	90.2	Marshfield	104.3
Waco	95.2	Oshkosh	104.5
Weatherford	91.0	Wausau	106.4
Wichita Falls	95.3	Wisconsin Rapids	102.9
Utah		Wyoming	
Cedar City	94.2	Casper	102.7
Logan	104.7	Cheyenne	95.8
Provo-Orem	95.3	Gillette	102.5
St. George	103.1	Laramie	103.6
Salt Lake City	97.5		
Vermont			
Barre/Montpelier	113.6		
Virginia			
Bristol	91.6		
Hampton Roads	102.4		
Lynchburg	94.0		
Richmond	103.3		
Roanoke	95.4		

APPENDIX D

Regression Statistics

Here we report the R-squared and F statistics for each of the 14 House personal office positions on which we conducted regression analysis.

	<u>R-squared</u>	<u>F</u>
Washington Positions		
Administrative Assistant/Chief of Staff	.2982	8.07
Legislative Director	.3763	9.43
Press Secretary	.4726	12.32
Office Manager	.7396	15.26
Executive Assistant/Scheduler	.6641	30.65
Legislative Assistant	.4535	47.19
Systems/Mail Manager	.6452	12.73
Legislative Correspondent	.3834	6.85
Receptionist	.5937	22.28
District Positions		
District Director	.3565	9.63
District Aide/Field Representative	.3382	13.99
Appointments Secretary/Scheduler	.4137	5.20
District Caseworker	.3846	37.50
District Office Secretary/Clerk	.5062	9.35

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SETTING COURSE: A CONGRESSIONAL MANAGEMENT GUIDE. Now in its fifth edition, *Setting Course* is a comprehensive guide to setting up and managing a congressional office for newly elected Members of Congress and key aides. Veteran offices also draw heavily upon the management advice it offers. This book was revised for the 104th Congress. (1994; 384 pages)

FRONTLINE MANAGEMENT: A GUIDE FOR CONGRESSIONAL DISTRICT/STATE OFFICES. This book discusses the various functions of district/state offices -- casework, projects and grantsmanship, scheduling, planning events -- and provides congressional offices guidance for improving these functions in their offices. The book also provides general advice on managing district/state offices. (1989; 225 pages)

1994 U.S. HOUSE OF REPRESENTATIVES EMPLOYMENT PRACTICES: A STUDY OF STAFF SALARY, TENURE, DEMOGRAPHICS AND BENEFITS. This report studies House personal office staff and the factors that influence their pay. The study provides aggregate data on the salary, age, education, work experience, race/ethnicity, and gender of House staff. Seventeen staff positions are individually analyzed. (1994, 97 pages)

1993 U.S. SENATE EMPLOYMENT PRACTICES: A STUDY OF STAFF SALARY, TENURE, DEMOGRAPHICS AND BENEFITS. Similar to the House study, this report studies Senate personal office staff and the factors that influence their pay. (1993; 115 pages)

A CONGRESSIONAL INTERN HANDBOOK. This nuts-and-bolts guide to working in a congressional office is used by hundreds of offices to orient each new wave of interns. It presents the do's and don'ts, where's and why's of Capitol Hill in a succinct, yet comprehensive and enjoyable style. (1989; 88 pages)

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The Congressional Management Foundation (CMF) is a nonprofit, nonpartisan educational organization dedicated to helping Members of Congress and their staff better manage their workloads. CMF is an independent organization that works with both Democratic and Republican offices and takes no position on policy matters. CMF simply advocates good government through good management. The Foundation does this by tailoring private-sector management tools to the congressional environment in three ways: staff training, office consulting, and management publications.

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