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The Federal Advisory Committee Act: Analysis of Operations and Costs

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Summary

Federal advisory committees are established to allow experts from outside the federal government to provide advice and recommendations to Congress, the President, or an executive branch agency. Federal advisory committees can be created either by Congress, the President, or an executive branch agency.

The Federal Advisory Committee Act (FACA) requires agencies to report on the structure, operations, and costs of qualifying federal advisory committees. The General Services Administration (GSA) is authorized to collect, retain, and review the reported information, and does so using an online tool called the FACA Database.

Generally, the data show that the number of active FACA committees has remained relatively stable over time, hovering around 1,000 committees in any given fiscal year. Around 70,000 people serve as members of FACA committees and subcommittees in any given year.

The Department of Health and Human Services consistently operates the greatest number of federal advisory committees, with 248 active committees in FY2015. The Department of Agriculture had the second greatest number of active committees in FY2015 with 163. In any given year, around half of the active FACA committees are established by statute. In FY2015, Congress established 20 *new* FACA committees by statute.

Costs to operate federal advisory committees have varied over time and ranged from a low of $334.7 million in FY2014 to a high of $451.3 million in 2006. Federal advisory committee operating costs dropped from FY2010 to FY2014. In FY2015, however, costs to operate federal advisory committees rose 9.8% from FY2014 levels. The increase in costs from FY2014 to FY2015 coincides with increases in the number of members serving on federal advisory committees as well as the number of meetings held by those committees.

In FY2015, 1,009 federal advisory committees held 7,421 meetings with 72,200 members and cost more than $367 million to operate.

This report provides an in-depth examination of FACA committee operations and costs, using the data collected by GSA. The report also analyzes policy options that Congress can consider when deliberating current or future legislation to amend FACA, including clarifying FACA data reporting requirements, changing FACA committee member pay, and removing advisory committees that assist the grant making process from the FACA Database.

Contents

Introduction 1
Data and Methodology 1
Data Examination and Analysis 2
Limits on the Possible Number of FACA Committees 2
FACA Committee Functions 5
FACA Committee Members 6
Total Number of Members 6
Ethical Requirements Placed on Members 8
FACA Meetings 11
Total Number of Meetings 11
Open vs. Closed Meetings 12
Meeting Attendance Type 14
FACA Costs 19
Total Meeting Costs 19
Salary Costs 20
Travel, Per Diem, and "Other" Costs 23
Costs by Committee Function 26
Potential Policy Options 29
Clarifying Data Reporting Requirements 29
Consistency in Reporting Information 29
Consistency in Member Information 29
Changing Member Pay 30
Separating Grant Review Committees and Special Emphasis Panels 31
Legislation Seeking to Amend FACA 32

Figures

Figure 1. Number of Active FACA Committees, FY2004 to FY2015 3
Figure 2. Number of New Active FACA Committees, FY2004 to FY2015 4
Figure 3. Executive Branch Departments and Agencies with the Greatest Number of FACA Committees in FY2015 5
Figure 4. Number of Total and HHS FACA Committee Members, FY2004 to FY2015 7
Figure 5. Number of FACA Committee Members by Member Designation, FY2005–FY2015 8
Figure 6. Meetings Held by FACA Committees, FY2004-FY2015 12
Figure 7. Meetings Held by FACA Committees by Meeting Type, FY2004-FY2015 13
Figure 8. Costs of FACA Committees, FY2004 - FY2015 20
Figure 9. Salary Costs for FACA Committees, FY2004–FY2015 21
Figure 10. "Travel and Per Diem" and "Other" Costs for FACA Committees, FY2004–FY2015 23

Tables

Table 1. FACA Committees by Function, FY2015 6
Table 2. FACA Committee Member Designation, FY2015 11
Table 3. Meetings Held by FACA Committees, by Committee Function, FY2015 14
Table 4. Meeting Attendance Type by Committee Function, FY2015 16
Table 5. Mixed Meeting Attendance Type by Committee Function, FY2015 17
Table 6. Virtual Meeting Attendance Type by Committee Function, FY2015 18
Table 7. Personnel, Member, and Consultant Payments, FY2015 22
Table 8. Travel and Per Diem Costs by Type of FACA Committee Member or Staff, FY2015 25
Table 9. Costs of Federal Advisory Committees and by Committee Function, FY2015 27

Table A-1. Number of Active FACA Committees 34
Table A-2. Number of *Newly* Established FACA Committees 34
Table A-3. Number of Members Serving on FACA Committees 35
Table A-4. Number of Meetings Held by FACA Committees 36
Table A-5. Total Cost of FACA Committees 36
Table A-6. Salary Costs for Federal Staff to Operate FACA Committees 37
Table A-7. Salary Costs for Regular Government Employee Members of FACA Committees 37
Table A-8. Salary Costs for Nonfederal Members of FACA Committees 38
Table A-9. Salary Costs for Non-Member Consultants Hired by FACA Committees 38
Table A-10. "Travel and Per Diem" Costs Related to the Operations of FACA Committees 39
Table A-11. "Other" Costs Associated with Operation of FACA Committees 40
Table B-1. Number of Administratively Inactive Committees, by Agency or Department, FY2015 41
Table C-1. The Range of Committee Membership and Meetings, by Committee Function, FY2015 42

Appendixes

Appendix A. Raw Data Used to Create Figures 34
Appendix B. Administratively Inactive Committees 41
Appendix C. Committee Membership and Meetings 42

Contacts

Author Information 42
Acknowledgments 42

Introduction

Federal advisory committees are designed to collect a variety of viewpoints and to provide advice or recommendations to the executive and legislative branches of the federal government from nonfederal sources. Congress, the President, or agency heads[1] may establish advisory committees, which render independent advice or make recommendations to their affiliated departments or agencies, and in some cases make recommendations to the President or Congress. Congress can also statutorily authorize an agency to create an advisory committee (leaving the final determination of whether to establish the advisory committee at the agency's discretion).

In 1972, Congress passed the Federal Advisory Committee Act (FACA) in response to the perception that existing advisory committees were duplicative, inefficient, and lacked adequate control or oversight.[2] FACA sets structural and operational requirements for advisory committees, including formal reporting and oversight procedures. FACA requires that committee membership be "fairly balanced in terms of the points of view represented," and that the advice provided by committees be objective, independent, and accessible to the public.[3] Additionally, FACA requires that committee meetings be open to the public, unless the material discussed meets certain requirements.[4] Pursuant to FACA, the General Services Administration (GSA) promulgates regulations and produces management guidelines for federal advisory committees. GSA also maintains the FACA Database, a database of information concerning FACA committee membership, operations, and costs.[5]

Data and Methodology

Pursuant to FACA Section 7, the GSA Administrator must complete an annual review of FACA committees to determine whether they are carrying out their purposes, can be merged together, or should be abolished. To complete this review, the Administrator has the authority to request necessary information from agencies. GSA collected the information in paper form between 1972-1997. Since 1997, GSA has required agencies to report these data directly into the FACA Database, an online data collection tool GSA created and manages.

This report uses data from the FACA Database, the only publicly available source that includes aggregated and historical information on FACA committee membership, operations, and costs.[6] According to GSA, the database is a "shared management system" wherein each participating agency and individual committee manager has responsibility for providing accurate and timely information that can be accessed by the system's wide array of users.[7]

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[1] FACA does not define agency head.

[2] See, for example, U.S. Congress, Senate Committee on Government Operations, *The Federal Advisory Committee Act*, 92nd Cong., 2nd sess., September 7, 1972, S.Rept. 92-1098 (Washington: GPO, 1972), pp. 5-6.

[3] 5 U.S.C. (FACA) Appendix, §5(b) (2); P.L. 92-463; 86 Stat. 770, October 6, 1972.

[4] The process and requirements to hold a closed meeting will be discussed later in this report.

[5] FACA Database is online at http://facadatabase.gov/.

[6] In some cases, the data totals calculated using the downloaded dataset are different from those published in the FACA Database's online totals. According to GSA, these differences may be caused by human errors and database limitations when inputting or eliminating certain data elements from the FACA Database. The differences do not affect data trends. Information provided to the authors from GSA via email on June 19, 2012.

[7] U.S. General Services Administration, "FACA Shared Management System," at http://www.gsa.gov/portal/content/101348.

Within the database, GSA provides descriptions of the data sought from agencies. Agency employees then interpret these requests and report data. Agencies' employees, however, may interpret the requested data in a variety of ways.[8]

The accuracy and completeness of the information contained in the FACA Database have not been independently validated by the Congressional Research Service (CRS). In some cases, data reporting appears inconsistent. Certain data elements in the database are required, while others are optional. Consequently, some data elements are reported by some agencies and not reported by others. One example of this data limitation is the reporting of federal advisory committees' subcommittee meetings, membership, and costs. GSA allows agencies to report this information, but they are not required to do so by statute or regulation. Some agencies, therefore, report subcommittees' titles, member names, member affiliations, costs, and meeting dates—often in accordance with requirements set by the committee charter. The FACA Database requires that all committee and subcommittee costs be aggregated and reported as total costs. In cases where a FACA committee does not report subcommittee information, therefore, users of the data would not necessarily be able to determine whether subcommittees exist. Additional data concerns and limitations are discussed later in this report.

In addition to the aggregated, longitudinal data described above, this report provides detailed analysis of data from FY2015, the data most recently verified by the agencies and departments sponsoring the advisory committees and reviewed by GSA.

Data Examination and Analysis

Limits on the Possible Number of FACA Committees

Pursuant to GSA's interpretation of Executive Order 12838[9] and Office of Management and Budget (OMB) Circular A-135,[10] the total number of advisory committees established by the executive branch, as opposed to those required by statute, may not exceed 534. According to GSA, every executive branch agency has a "ceiling" on the number of discretionary advisory committees it may create, "and the Committee Management Secretariat [within GSA] can adjust individual agency ceilings in consultation with the agency, as long as the overall [g]overnmentwide cap [of 534 total committees] is not exceeded."[11] GSA requires agencies to provide a "determination of need" if they request new discretionary FACA committees—even if they are within their available ceiling.[12] While there is a cap on the number of discretionary advisory committees that can be created by federal agencies, there are no limitations on the number of advisory committees that Congress and the President may establish. The potential number of total advisory committees, therefore, cannot be determined.

[8] GSA officials stated that "Every data field in the FACA database has a detailed description of the data requested/required, with the intent to minimize the need for agency interpretation." Information provided to the authors via email on September 18, 2015.

[9] Executive Order 12838, "Termination and Limitation of Federal Advisory Committees," 58 *Federal Register* 8207, February 10, 1993.

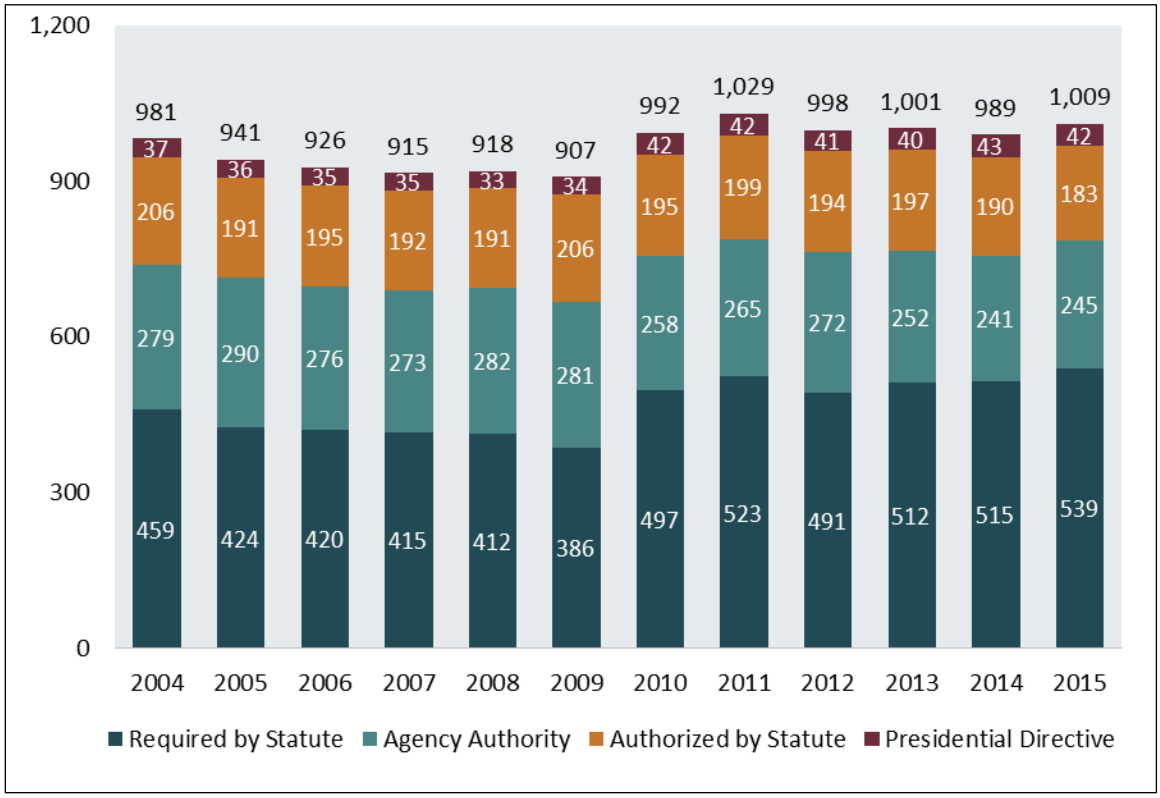
[10] OMB, *Circular No. A-135*, "Management of Federal Advisory Committees," October 5, 1994, at https://www.whitehouse.gov/omb/circulars_a135.

[11] Information provided to the authors by GSA via email on July 22, 2016.

[12] 41 C.F.R. §102-3.30. A "determination of need" may include information on whether the committee's deliberations will culminate in establishing or amending regulations, policies, or guidelines of the agency; will result in service improvement or cost reductions; or will offer a new viewpoint or perspective to the agency. See also Executive Order 12838, "Termination and Limitation of Federal Advisory Committees," 58 *Federal Register* 8207, February 10, 1993, at http://www.archives.gov/federal-register/executive-orders/pdf/12838.pdf; and Office of Management and Budget, *Memorandum to the Heads of Executive Departments and Establishments: Management of Federal Advisory Committees*, Washington, DC, October 5, 1994, at http://www.whitehouse.gov/omb/circulars_a135/.

Figure 1 shows the total number of active FACA committees from FY2004 through FY2015. Included in this figure is a breakdown of the authorities used to create the FACA committees.

Figure 1. Number of Active FACA Committees, FY2004 to FY2015



Source: CRS analysis of data from the FACA Database at http://facadatabase.gov/.

Note: FACA committees may be established by Congress, the President, or an agency head. Moreover, Congress has authority to explicitly *require* the establishment of a FACA committee or to statutorily *authorize* an agency (meaning it is at the discretion of an agency) to create a FACA committee.

As **Figure 1** shows, FY2009 had the fewest number of FACA committees report as active with 907, and FY2011 had the greatest number of FACA committees reported as active with 1,029.[13] In FY2015, 1,009 FACA committees reported as active.[14] From FY2004 to FY2015, the number of FACA committees:

[13] Certain committees may self-report as "administratively inactive." The FACA Database does not define "administratively inactive." According to the General Services Administration (GSA), however, an agency is to report as administratively inactive if it meets four criteria: (1) it was created by statute; (2) has no sunset date; (3) reports no costs; and (4) reports no activity. In some cases a committee will become administratively inactive during a fiscal year. In the database, these committees are reported as administratively inactive, but they also may have reported members, meetings, and costs prior to becoming administratively inactive in a fiscal year. This information was provided by email from GSA to the author on August 3, 2011.

Pursuant to FACA's requirements, administratively inactive committees continue to be included in the FACA database. For data analyses in this report, CRS, in certain cases, included administratively inactive committees. It is noted whether, and how many, inactive committees are included in each part of the analysis—as well as why the inactive committees were included. A list of all agencies that have administratively inactive committees is included in **Appendix B**.

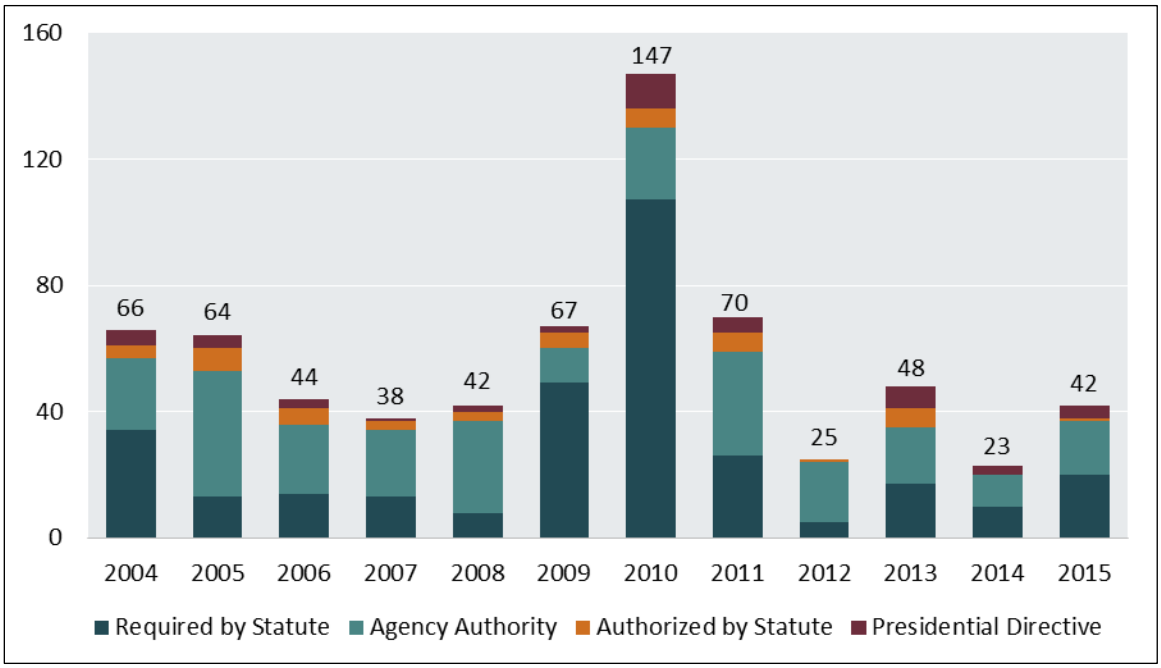
In FY2015, 56 committees reported as administratively inactive. All were created by statute and likely did not have sunset provisions in their authorizing legislation.

[14] Of the 595 total committees (active and inactive) required by statute in FY2015, 539 were active while 56 were reported as administratively inactive.

- required by statute increased inconsistently from 459 to 539 (+14.8%);
- established by agency authority declined inconsistently from 279 to 245 (-13.9%);
- authorized by statute declined inconsistently from 206 to 183 (-12.6%); and
- established by presidential directive increased inconsistently from 37 to 42 (+11.9%).

Figure 2 shows the number of *new* committees created by any authority during each fiscal year. From FY2004 to FY2015, the number of new active FACA committees declined inconsistently from 66 annually to 42 (-36.4%), ranging from a low of 23 new FACA committees in FY2014 to a high of 147 new FACA committees in FY2010.

Figure 2. Number of New Active FACA Committees, FY2004 to FY2015

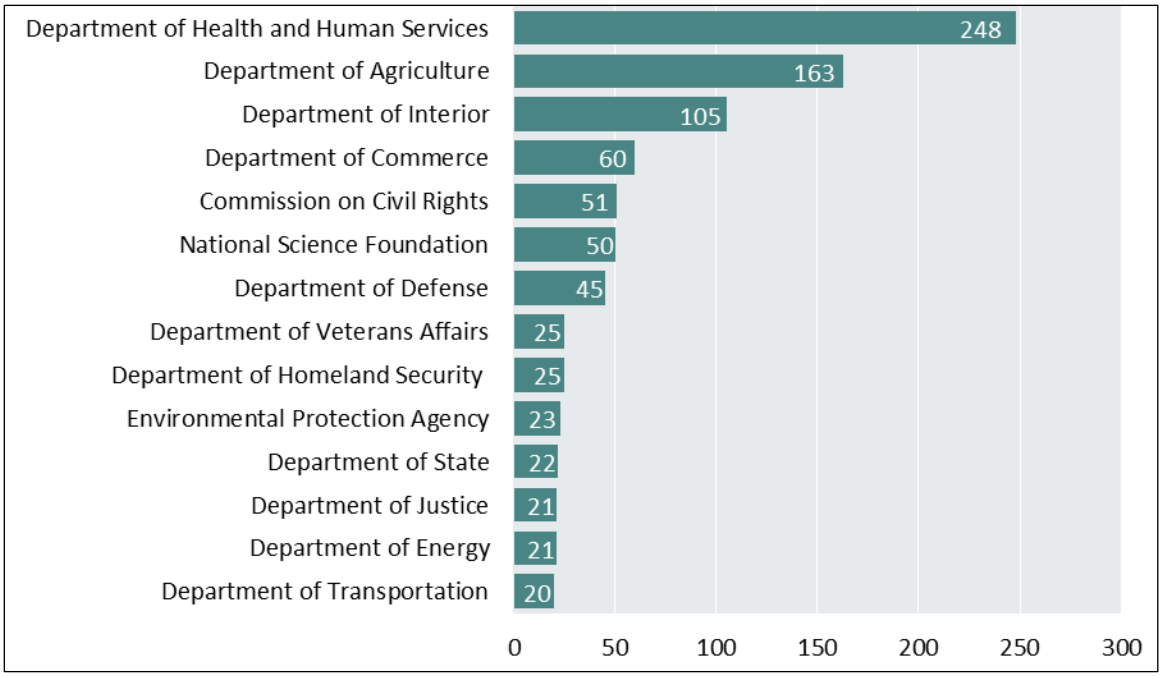


Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Figure 3 shows the 14 executive branch departments or agencies that reported administering the largest number of FACA committees in FY2015.[15] The data show that the Department of Health and Human Services reported the largest number of FACA committees with 248 (25.6% of total active FACA committees). HHS consistently operates the largest number of FACA committees in the executive branch.

[15] This part of the analysis includes "administratively inactive" committees. In FY2015, the FACA Database included 1,065 total committees (both active and administratively inactive).

Figure 3. Executive Branch Departments and Agencies with the Greatest Number of FACA Committees in FY2015



Source: CRS analysis of data from FACA Database, at http://facadatabase.gov/.

FACA Committee Functions

GSA requires FACA committees to report their primary function, using one of seven categorical options. These options are

- non-scientific program advisory board;
- scientific technical program advisory board;
- national policy issue advisory board;
- grant review committee;
- special emphasis panel;[16]
- regulatory negotiations committee; or
- other committee.[17]

As shown in **Table 1**, of the 1,009 advisory committees active in FY2015, 265 (26.3%) reported acting as non-scientific program advisory boards, 197 (19.5%) reported acting as scientific technical program advisory boards, 133 (13.2%) reported acting as national policy issue advisory boards, 90 (8.9%) reported acting as grant review committees, 26 (2.6%) reported acting as special emphasis panels, 4 (0.4%)

[16] According to the FACA Database, "[a] Special Emphasis Panel generally has a purpose similar to a Grant Review Committee and is not just an advisory committee dealing with a single topic of great concern. This term has limited usage and most SEPs are located in NIH." See FACA Database, at http://facadatabase.gov/help.aspx.

[17] Instructions within the FACA Database require any federal advisory committee that performs more than one advisory function to input their primary function as "other." Committees may then provide qualitative detail on their primary function or functions in the "Remarks" section of the FACA Database. See FACA Database, at http://facadatabase.gov/.

reported acting as regulatory negotiations advisory committees, and 294 (29.1%) reported acting as "other" committees.

Table 1. FACA Committees by Function, FY2015

Function of Advisory Committee	Number of Advisory Committees with that Function	Percentage of Advisory Committees with that Function
Non-Scientific Program Advisory Board	265	26.3%
Scientific Technical Program Advisory Board	197	19.5%
National Policy Issue Advisory Board	133	13.2%
Grant Review Committee	90	8.9%
Special Emphasis Panel	26	2.6%
Regulatory Negotiations Committee	4	0.4%
Other	294	29.1%
TOTAL	**1,009**	**100%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

FACA Committee Members

Total Number of Members

Roughly 70,000 FACA committee and subcommittee members serve in any fiscal year.[18] **Figure 4** shows the number of FACA committee members from FY2004 through FY2015. This number represents members who were reported as serving on committees and not the potential number of members who could serve if all committees had all available membership positions filled. GSA requires all FACA committees to enter the maximum number of members specified by their "charter or authorizing legislation."[19] If neither document includes a maximum number of committee members, GSA instructs FACA committees to report their membership count as "unlimited."[20] In FY2015, 72,200 members served on advisory committees.[21]

As shown in **Figure 4**, the number of FACA committee members remained around 70,000 per year from FY2004 through FY2015—the only exception being FY2009, when membership rose by 28.4% to 81,947 (an increase of 18,113 members). According to GSA, the growth in FACA committee membership in FY2009 was prompted largely by an increase in membership on committees that made recommendations about where and how to distribute appropriations provided by the American Recovery and Reinvestment Act of 2009 (P.L. 111-5).[22] The data demonstrate that the FY2009 increase in FACA committee membership was prompted by a sharp increase in the number of peer review consultants, who serve only

[18] Some people serve on more than one FACA committee. The dataset, however, counts each member slot as a unique member. The total number of FACA committee members, therefore, might be greater than the actual number of people who serve on FACA committees each year.

[19] Data from the FACA Database, at http://facadatabase.gov/.

[20] Ibid.

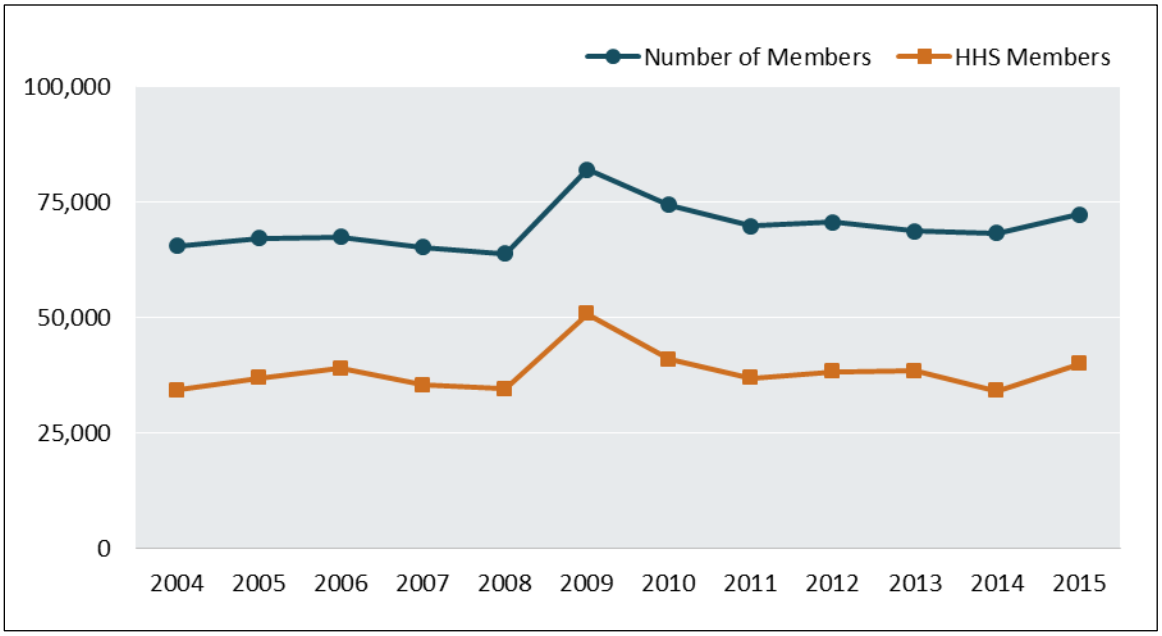
[21] In FY2015, 967 committees reported their committee membership. Of those 967 committees, 25 reported as "terminated this fiscal year," indicating that their operations most likely ended within the fiscal year.

[22] Information provided to the authors from GSA on June 21, 2011, at a meeting in GSA's Washington, DC office.

the National Institutes of Health. The number of members of other designations appears to have stayed relatively stable over time.

From FY2009 to FY2014, FACA member levels declined 16.8% (13,768 members), led by the decline in peer review consultants. From FY2014 to FY2015, however, the number of members serving on FACA committees increased 4,021 (5.9%) from 68,179 to 72,200.

Figure 4. Number of Total and HHS FACA Committee Members, FY2004 to FY2015

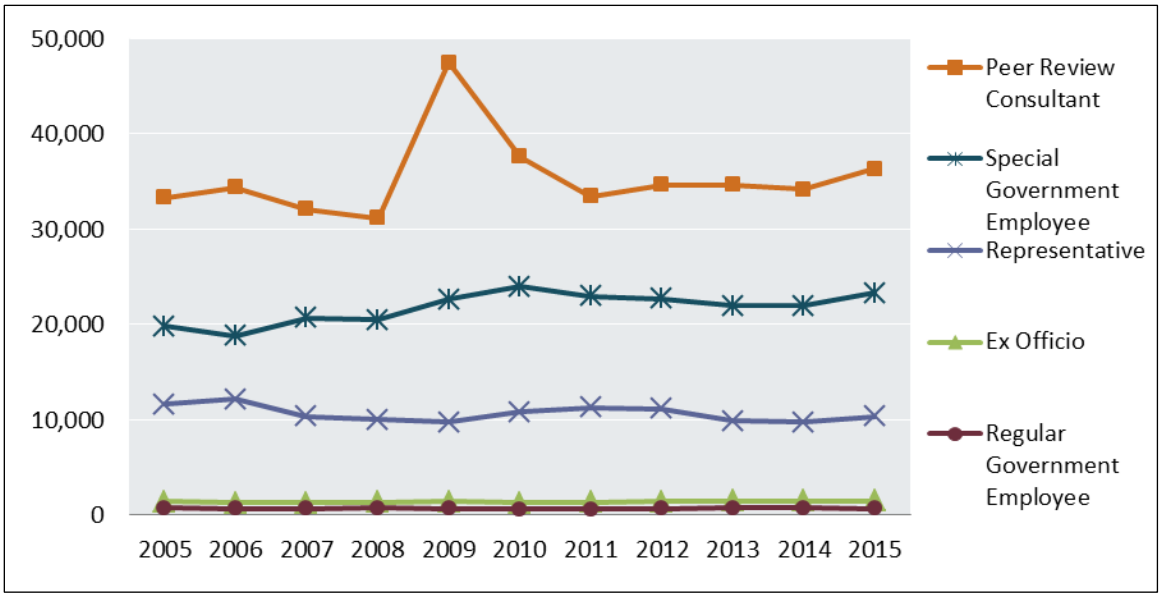


Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Figure 5 shows the total number of members separated into the five distinct member designations from FY2005 to FY2015. Each designation has its own requirements, expectations, and standards—which are analyzed in greater detail in the sections below.

The data show that much of the growth in the number of federal advisory committee members comes from increases in peer review consultants (33,326 in FY2005 and 36,315 in FY2015, a 9.0% increase) and special government employees (19,784 in FY2005 and 23,306 in FY2015, a 17.8% increase). The data show that the 5.9% increase in members from FY2014 to FY2015 includes increases in peer review consultants (a 6.2% increase), representatives (a 6.1% increase), and special government employees (a 6.1% increase). The number of ex officio and regular government employee members declined slightly from FY2014 to FY2015.

Figure 5. Number of FACA Committee Members by Member Designation, FY2005–FY2015



Source: CRS analysis of data from the FACA Database, http://facadatabase.gov/.

Notes: GSA did not require committees to report member designation information until FY2005.

In FY2015, 191 (19.5%) FACA committees reported an unlimited number of members.[23] Moreover, in FY2015, 61 (6.2%) FACA committees reported that their membership was required to fall within a certain range. Of the 739 (75.4%) committees that reported a specific membership cap in FY2015, the Environmental Management Site-Specific Advisory Board within the Department of Energy reported the largest committee membership limit with 200 members. Of the 958 committees that reported committee membership totals, the Center for Scientific Review Special Emphasis Panel within the Department of Health and Human Services reported the largest number of committee members with 11,620.

Ethical Requirements Placed on Members

FACA committee members are selected to serve for a variety of reasons, usually determined by an individual's expertise or experience in a particular policy or research arena. Because of these unique perspectives and backgrounds, not all FACA committee members must adhere to ethics and financial disclosure requirements that are placed on federal government employees. In some cases, for example, it may be in the government's interest to appoint to a committee a representative of a private, commercial company to ensure that the interests

Member Designation Definitions

In 2004, the Government Accountability Office (GAO) released a report that recommended that GSA and the Office of Government Ethics (OGE) issue clearer guidance to agencies on how to define membership appointment types and requirements.[24] In response, GSA formed an interagency working group to examine its FACA member designation categories. The definitions below are the resulting designations and definition, which received concurrence from OGE. These definitions were incorporated into the FACA Database in FY2006.

[23] CRS analysis of maximum committee membership in FY2015 examined the 980 chartered committees that reported committee membership as "unlimited," a specific membership cap, a range of potential members, or a minimum number of members. The 29 committees that reported an approximate committee membership limit were removed from the dataset.

[24] U.S. Government Accountability Office, *Federal Advisory Committees: Additional Guidance Could Help Agencies Better Ensure Independence and Balance*, GAO-04-328, April 2004, p. 55, at http://gao.gov/assets/250/242039.pdf.

of an industry are taken into account when deliberating policies that will affect them.

Table 2 provides the number of FACA committee members, disaggregated by their designations. The table also provides the percentage of total members within each member designation category. The member's designation category determines what ethical and financial disclosure requirements the member must follow.

Peer Review Consultants

Pursuant to 42 C.F.R. §52h.2, *peer review consultants* are expected to identify "real or apparent conflicts of interest" that could bias their evaluations of grant applications or other proposals. The FACA Database defines peer review consultant as

> [a]n individual, primarily nongovernment expert, qualified by training and experience in particular scientific or technical fields, or qualified as an authority knowledgeable in the various disciplines and fields related to the scientific areas under review. For purposes of the FACA Database, this category applies only to an individual serving on a particular Department of Health and Human Services, National Institutes of Health peer review Federal advisory committee, who provides expert advice on the scientific and technical merit of grant applications or contract proposals, or the concept of contract proposals.[25]

In FY2015, approximately half (50.3%) of all FACA committee members served as peer review consultants.

A peer review consultant is required to "recuse him/herself from the review" of a proposal or grant application if there is a conflict of interest.[26] Some potential conflicts of interest are provided in the *Code of Federal Regulations*, and include certain cases in which the grant reviewer is a salaried employee of the applicant or the reviewer is a relative or close relation of the applicant. In each instance of a potential conflict of interest, the Director of NIH has the authority to waive the recusal requirements if he or she "determines that there are no other practical means for securing appropriate expert advice."[27]

Special Government Employees

Pursuant to 18 U.S.C. §202(a), a *special government employee* (SGE) is "an officer or employee of the executive or legislative branch of the United States Government, or any independent agency of the United States or of the District of Columbia, who is retained, designated, appointed, or employed to perform, with or without compensation, for not to exceed one hundred and thirty days during any period of three hundred and sixty-five consecutive days[.]" SGEs are subject to some ethics and financial disclosure regulations.[28] In FY2015, 32.3% of FACA members were reported to serve as special government employees (SGEs).

Representatives

In the FACA Database, GSA uses the following definition of *representative*:

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[25] See FACA Database, at http://facadatabase.gov/rpt/help.asp.

[26] 42 C.F.R. §52h.5.

[27] Ibid.

[28] For more information on the ethical requirements placed on SGEs, see, U.S. Office of Government Ethics, "DO-00-003: Summary of Ethical Requirements Applicable to Special Government Employees," at http://www.oge.gov/OGE-Advisories/Legal-Advisories/DO-00-003—Summary-of-Ethical-Requirements-Applicable-to-Special-Government-Employees/. For a general discussion of SGE ethical requirements, see, U.S. Office of Government Ethics, "Special Government Employees," at http://www.oge.gov/Topics/Selected-Employee-Categories/Special-Government-Employees/.

> [a]n individual who is not a [f]ederal employee (or a [f]ederal employee who is attending in a personal capacity), who is selected for membership on a [f]ederal advisory committee for the purpose of obtaining the point of view or perspective of an outside interest group or stakeholder interest. While representative members may have expertise in a specific area, discipline, or subject matter, they are not selected solely on the basis of this expertise, but rather are selected to represent the point of view of a group or particular interest.... A representative member may represent groups or organizations, such as industry, labor, consumers, or any other recognizable group of persons having an interest in matters before the committee, including on occasion the public at large.[29]

In FY2015, 14.3%, or 10,362 committee members were representatives. Financial disclosure is not required for representatives because these members serve for the purpose of representing an interest.

Regular Government Employees

In the FACA Database, GSA uses the following definition of *regular government employee*:

> [g]enerally, an individual employed within the meaning of 5 U.S.C. [§]2105, or a [f]ederal officer as defined in 5 U.S.C. [§]2104. For purposes of the FACA Database only, this category also includes a [f]ederal officer holding a position in the uniformed services.

A small number of FY2015 FACA committee members (1,517 members, or 2.1%) were regular government employees, who are subject to federal ethics requirements. Federal employees must follow a variety of statutory and regulatory ethics requirements, including financial disclosures and certain outside employment restrictions.[30]

Ex-Officio

GSA officials use the following definition of *ex officio*:

> [a]n individual who serves on a [f]ederal advisory committee strictly by virtue of holding a particular governmental or organizational office, title, or other specified position. For example, if the committee's authority or charter states that a [f]ederal officer by position, or the Governor of a particular State, or the leader of a particular tribe, or the head of a particular trade association or other organization will serve as a member of the committee, that individual would be characterized as an Ex Officio member for purposes of the FACA Database.[31]

The ethical requirements of ex officio members are not specified in the database. Many ex officio members are regular government employees. Others are private sector individuals. The ethical requirements for these individuals would be determined by the agency on a case by case basis.

Ex-officio members were the smallest reported designation of FACA members in FY2015 (720 members, or 1.0%).[32] Some ex officio members are not allocated a vote and participate only in the deliberations of the advisory committee.

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[29] Ibid.

[30] For background and analysis of some of the ethical requirements placed on federal employees, see, for example, CRS Report R43186, *Financial Disclosure by Federal Officials and Publication of Disclosure Reports*, by Jack Maskell; CRS Report R43365, *Financial Assets and Conflict of Interest Regulation in the Executive Branch*, by Jack Maskell; and CRS Report RL31822, *Entering the Executive Branch of Government: Potential Conflicts of Interest with Previous Employments and Affiliations*, by Jack Maskell.

[31] See FACA Database, at http://facadatabase.gov/rpt/help.asp.

[32] See FACA Database, at http://facadatabase.gov/.

Table 2. FACA Committee Member Designation, FY2015

Member Designation	Number of Members	Percentage of Total Members with that Designation
Peer Review Consultant[a]	36,315	50.3%
Special Government Employee[b]	23,306	32.3%
Representative[c]	10,362	14.3%
Regular Government Employee[d]	1,517	2.1%
Ex Officio[e]	720	1.0%
Total Members	**72,220**	**100.0%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: All designations and definitions are from the FACA Database and were created by an interagency group led by GSA officials with concurrence from the Office of Government Ethics, unless otherwise noted.

a. A peer review consultant is "[a]n individual, primarily nongovernment expert, qualified by training and experience in particular scientific or technical fields, or qualified as an authority knowledgeable in the various disciplines and fields related to the scientific areas under review. For purposes of the FACA Database, this category applies only to an individual serving on a particular Department of Health and Human Services, National Institutes of Health peer review Federal advisory committee, who provides expert advice on the scientific and technical merit of grant applications or contract proposals, or the concept of contract proposals."

b. 18 U.S.C. §202(a) defines a special government employee as "an officer or employee of the executive or legislative branch of the United States Government, of any independent agency of the United States or of the District of Columbia, who is retained, designated, appointed, or employed to perform, with or without compensation, for not to exceed one hundred and thirty days during any period of three hundred and sixty-five consecutive days[.]"

c. A representative is "[a]n individual who is not a [f]ederal employee (or a [f]ederal employee who is attending in a personal capacity), who is selected for membership on a [f]ederal advisory committee for the purpose of obtaining the point of view or perspective of an outside interest group or stakeholder interest. While representative members may have expertise in a specific area, discipline, or subject matter, they are not selected solely on the basis of this expertise, but rather are selected to represent the point of view of a group or particular interest.... A representative member may represent groups or organizations, such as industry, labor, consumers, or any other recognizable group of persons having an interest in matters before the committee, including on occasion the public at large."

d. A regular government employee is "[g]enerally, an individual employed within the meaning of 5 U.S.C. [§]2105, or a Federal officer as defined in 5 U.S.C. [§]2104. For purposes of the FACA Database only, this category also includes a Federal officer holding a position in the uniformed services."

e. Ex-officio is "[a]n individual who serves on a [f]ederal advisory committee strictly by virtue of holding a particular governmental or organizational office, title, or other specified position. For example, if the committee's authority or charter states that a [f]ederal officer by position, or the Governor of a particular State, or the leader of a particular tribe, or the head of a particular trade association or other organization will serve as a member of the committee, that individual would be characterized as an Ex Officio member for purposes of the FACA Database."

FACA Meetings

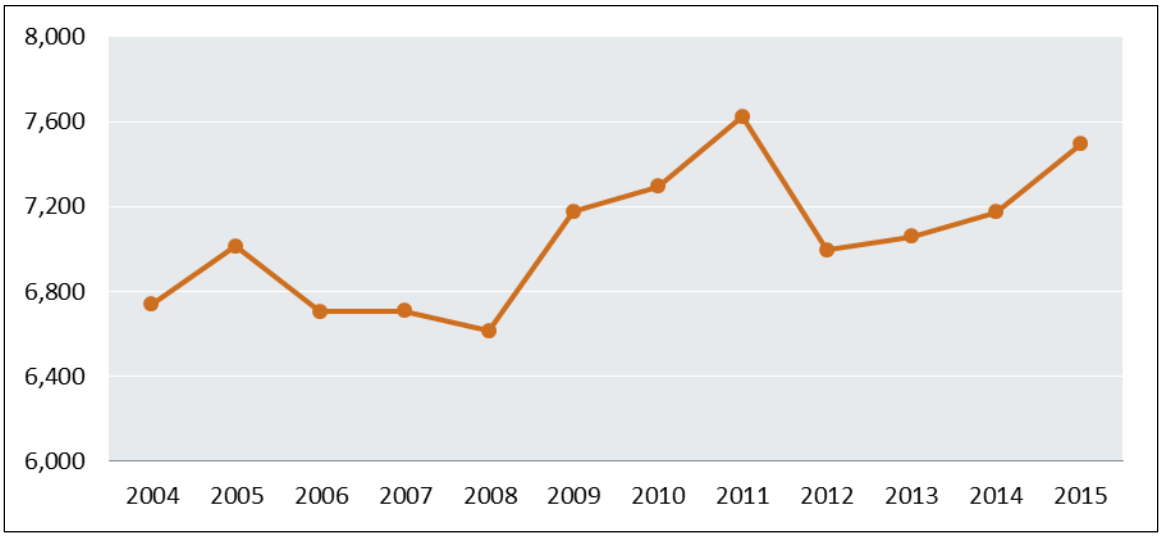
Total Number of Meetings

According to the FACA Database, in FY2015, 791 federal advisory committees held 7,494 meetings. The remaining 218 active committees reported holding no meetings in FY2015.[33] The Center for Scientific Review Special Emphasis Panel reported holding the most meetings in FY2015, with 1,034.

[33] Active committees may not have held meetings during FY2015 for a variety of reasons. Some committees, for example, may meet once every 18 months, which would not require a meeting in FY2015. Nine committees held a total of 33 meetings in

As shown in **Figure 6**, since FY2004, the number of meetings held per year by federal advisory committees has increased 11.2% from 6,737 in FY2004 to 7,494 in FY2015.[34] That increase in the number of meetings, however, has been inconsistent over time. The number of advisory committee meetings generally decreased from FY2005 (7,012 meeting) to FY2008 (6,614 meetings). Meetings then increased from FY2008 to FY2011, which reported the highest number of federal advisory committee meetings with 7,622. The increase in FY2011 appears to be the result of a 35.6% increase, from FY2010, in the number of meetings held by committees with a function of "Other." It is unclear what might cause the increase in meetings in that category. From FY2011 to FY2012, meetings dropped by 626 meetings (8.2%) to 6,996. Since FY2012, the number of meetings held by federal advisory committees increased each year, up to 7,494 in FY2015.

Figure 6. Meetings Held by FACA Committees, FY2004-FY2015



Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Open vs. Closed Meetings

Figure 7 shows the trends in the number of federal advisory committee meetings that are open, closed, or partially closed.[35] As shown, from FY2004 to FY2015, the number of closed meetings inconsistently increased, with some declines in FY2010, FY2011, and FY2012.[36] The number of closed meetings has increased by 14.9% (688 meetings) since FY2012. FY2015 had the highest reported percentage of closed meetings (71.1%) during the time period of examination.

FY2015 before they became administratively inactive.

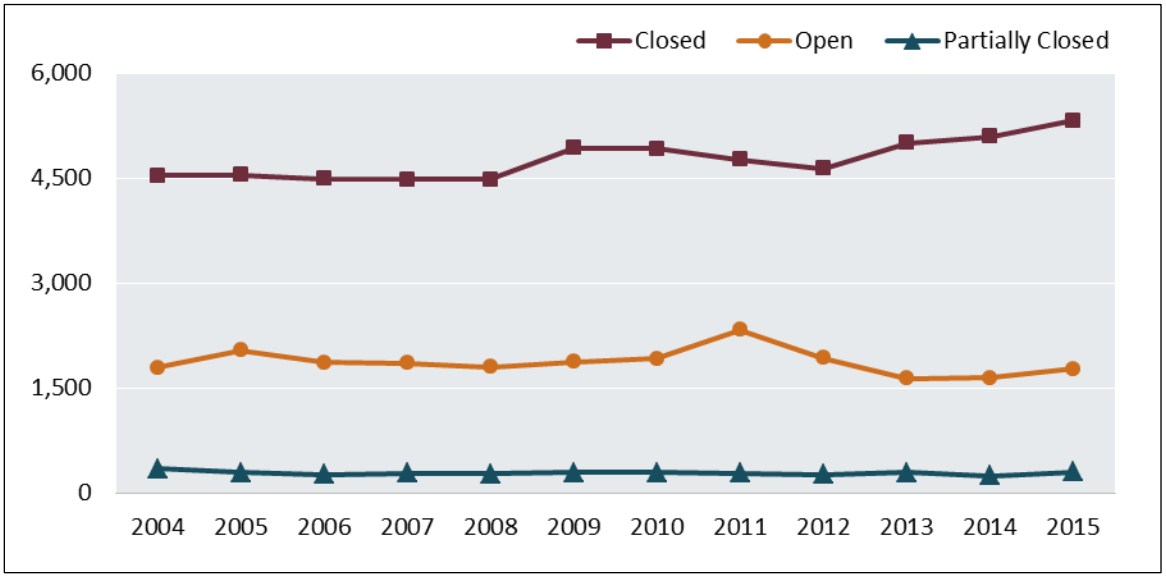
[34] This analysis is based on the longitudinal data from FY2004-FY2015, available at http://facadatabase.gov.

[35] Committees have the authority to hold closed meetings. Pursuant to 41 C.F.R. §102-3.155, a committee's designated federal officer must obtain prior approval from either the agency head or GSA's Committee Management Secretariat to hold a closed meeting. A designated federal officer is a full or part-time federal employee who ensures that a federal advisory committee is complying with FACA's requirements. For more information see 41 C.F.R. §102-3.120. GSA does not provide a definition of partially closed.

[36] The number of closed meetings decreased by 297 from 4,938 in FY2009 (68.8% of total meetings held in FY2010) to 4,641 in FY2012 (66.3% of total meetings held in FY2012).

The number of open meetings has remained relatively steady, with some increase in FY2011, some declines in FY2012, FY2013, and FY2014, and another slight increase in FY2015.[37] The number of open meetings increased from 1,647 in FY2014 to 1,782 in FY2015 (23.8% of total meetings held in FY2015).

Figure 7. Meetings Held by FACA Committees by Meeting Type, FY2004-FY2015



Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

The majority of grant review committee meetings (99.7%) and special emphasis panel meetings (99.7%) in FY2015 were closed to the public. When grant review and special emphasis panel committees are removed from the analysis, 26.7% of the remaining 2,589 FACA committee meetings were closed. These data demonstrate that grant review committees and special emphasis panels hold the majority of closed FACA committee meetings as well as the total number of meetings.

Table 3 provides the proportion of total meetings in FY2015 according to their committee functions. Grant review committees, which account for 8.9% of total committees, and special emphasis panels, which account for 2.6% of total committees, hold the majority of federal advisory committee meetings—40.7% and 28.0%, respectively.[38]

[37] Open meetings increased from 1,923 in FY2010 (26.4% of total meetings held in FY2010) to 2,338 in FY2011 (30.7% of total meetings held in FY2011). After the increase in FY2011, the number of open meetings has steadily declined from 1,933 in FY2012 (27.6% of total meetings held in FY2012) to 1,647 in FY2014 (23.0% of total meetings held in FY2014).In FY2015, federal advisory committees held 73 meetings (1.0%) that had no indication whether the meeting was open, closed, or partially closed. Although those meetings are not reported separately in **Figure 6**, they are included as part of the total number of meetings.

[38] One active committee, the Regional Energy Resource Council, whose function is not reported, held four meetings.

Table 3. Meetings Held by FACA Committees, by Committee Function, FY2015

Function of Advisory Committee	Number of Advisory Committees with that Function	Percentage of Advisory Committees with that Function	Number of Meetings Held by Advisory Committees with that Function	Percentage of Meetings Held by Advisory Committees with that Function
Non-Scientific Program Advisory Board	265	26.3%	666	8.9%
Scientific Technical Program Advisory Board	197	19.5%	710	9.5%
National Policy Issue Advisory Board	133	13.2%	429	5.7%
Grant Review Committee	90	8.9%	3,053	40.7%
Special Emphasis Panel	26	2.6%	2,095	28.0%
Regulatory Negotiations Committee	4	0.4%	15	0.2%
Other	294	29.1%	526	7.0%
Total	**1,009**	**100.0%**	**7,494**	**100.0%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: This table uses data from the 825 committees that reported committee meetings. Consequently, the total "Number of Advisory Committees, By Function" may not match the values in **Table 1**, where all 989 active committees are reported.

Meeting Attendance Type

Since 2010, GSA has required committees to report "attendance type"—which indicates whether the meeting was held in person, via teleconference or otherwise. These data may provide Congress greater context in understanding technology's increasing role in the administration of federal advisory committees. For example, since FY2012, meetings held via webcast increased by 17.7%. The percentage of meetings held via teleconference increased 46.5% from FY2012. Meetings held via videoconference saw the biggest increased since FY2012 (130%).[39] In FY2015, of the 7,257 meetings for which the attendance type was clearly reported, 2,134 (28.5%) were held in person, 3,921 (53.2%) were a mix of in person and virtual meetings, 1,202 (16.2%) were virtual meetings, and 238 (3.2%) chose not to report the attendance type.[40]

Table 4 displays the number of meetings for each attendance type, by committee function. The majority of committee meetings were mixed (a combination of in person and virtual meetings). Scientific technical

[39] The FACA Database does not contain information that explains these trends. Notably, because costs are reported on the committee level as opposed to the meeting level, it was not possible to ascertain difference in cost between types of meetings.

[40] GSA provides an opportunity for FACA committees to report "attendance type" and "virtual attendance type" in the FACA Database. Meetings were omitted from the dataset if the attendance type was not reported or if the reported "attendance type" was not consistent with the "virtual attendance type." For example, if a committee reported for "attendance type" that it held an "in person meeting (face-to-face) only" but reported for "virtual attendance type" that the meeting was held via teleconference, that meeting was excluded from the dataset. GSA does not provide definitions for the attendance type categories.

advisory board committees and special emphasis committees held the highest proportion of their meetings using a combination of in-person and virtual (54.2% and 94.7%, respectively).

Table 4. Meeting Attendance Type by Committee Function, FY2015

	Function of Advisory Committee															
	Non-Scientific Program Advisory Board		Scientific Technical Program Advisory Board		National Policy Issue Advisory Board		Grant Review Committee		Special Emphasis Panel		Regulatory Negotiations Committee		Other		Total	
Meeting Type	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
In Person	352	52.9%	172	24.2%	217	50.6%	1,068	35.0%	26	1.2%	8	53.3%	291	55.3%	**2,134**	**28.5%**
Mixed	136	20.4%	385	54.2%	142	33.1%	1,104	36.1%	1,985	94.7%	5	33.3%	164	31.2%	**3,921**	**52.3%**
Virtual	178	26.7%	106	14.9%	68	15.9%	695	22.8%	84	4.0%	2	13.3%	69	13.1%	**1,202**	**16.0%**
Not Reported	0	0.0%	47	6.6%	2	0.5%	186	6.1%	0	0.0%	0	0.0%	2	0.4%	**237**	**3.2%**
Total	**666**	**100.0%**	**710**	**100.0%**	**429**	**100%**	**3,053**	**100%**	**2,095**	**100%**	**15**	**100%**	**526**	**100%**	**7,494**	**100%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: The FACA Database does not define virtual meeting. The website does state that *mixed meetings* are "virtual and in person." See FACA Database: Federal Advisory Committee Act, at http://facadatabase.gov/rpt/help.asp.

Table 5 displays the number of meetings for mixed attendance type, by committee function. **Figure 5**, therefore, is an examination of the 3,921 mixed meetings introduced in **Table 4**. The majority (73.3%) of mixed committee meetings were held using "any combination" of the virtual categories.[41] Grant review and special emphasis held the highest percentage of "any combination" of meetings (61.6% and 99.7% respectively). "Any combination" was followed by teleconference which was employed in 529 mixed meetings (13.5%).

[41] It is not clear from the FACA database what the category "any combination" means. For example, it could mean that a meeting is a mix of in person, teleconference and webcast.

Table 5. Mixed Meeting Attendance Type by Committee Function, FY2015

	Function of Advisory Committee															
	Non-Scientific Program Advisory Board		Scientific Technical Program Advisory Board		National Policy Issue Advisory Board		Grant Review Committee		Special Emphasis Panel		Regulatory Negotiations Committee		Other		Total	
Mixed Meeting Type	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Any Combination	21	15.4 %	130	33.8%	22	15.5%	679	61.6%	1,980	99.7%	0	0.0%	43	26.2%	**2,875**	**73.3%**
Teleconference	103	75.7 %	168	43.6%	81	57.0%	92	8.3%	5	0.3%	0	0.0%	80	48.8%	**529**	**13.5%**
Webcast	7	5.1%	75	19.5%	28	19.7%	1	0.1%	0	0.0%	1	20.0%	32	19.5%	**144**	**3.7%**
Videoconference	4	2.9%	4	1.0%	11	7.7%	61	5.5%	0	0.0%	0	0.0%	6	3.7%	**86**	**2.2%**
HSIN Virtual Meeting	1	0.7%	1	0.3%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	1	0.6%	**3**	**>.1%**
Other	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	4	80.0%	0	0.0%	**4**	**.1%**
Not Reported	0	0.0%	7	1.8%	0	0.0%	271	24.5%	0	0.0%	0	0.0%	2	1.2%	**279**	**7.1%**
Total	**136**	**100%**	**385**	**100.0%**	**142**	**100%**	**1,104**	**100%**	**1,985**	**100%**	**5**	**0%**	**164**	**100%**	**3,921**	**100%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: The FACA Database does not define virtual meeting. The website does state that *mixed meetings* are "virtual and in person." See FACA Database: Federal Advisory Committee Act, at http://facadatabase.gov/rpt/help.asp.

Table 6 displays the number of meetings for each virtual attendance type, by committee function. **Table 6**, therefore, is an examination of the 1,202 virtual meetings introduced in **Table 4**. A majority (57.9%) of virtual committee meetings were held by teleconference. Non-Scientific, Scientific, National Policy, Special Emphasis and Other committees held the highest percentage of their meetings by teleconference (93.3%, 73.6%, 73.5%, 86.9%, and 82.6% respectively). The volume of teleconferences was followed by videoconferences of which there were 145 virtual meetings (12.1%).

Table 6. Virtual Meeting Attendance Type by Committee Function, FY2015

Virtual Meeting Type	Function of Advisory Committee															
	Non-Scientific Program Advisory Board		Scientific Technical Program Advisory Board		National Policy Issue Advisory Board		Grant Review Committee		Special Emphasis Panel		Regulatory Negotiations Committee		Other		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Any Combination	3	1.7%	18	17.0%	7	10.3%	272	39.1%	1	1.2%	0	0.0%	3	4.3%	**304**	**25.3%**
Teleconference	166	93.3%	78	73.6%	50	73.5%	272	39.1%	73	86.9%	0	0.0%	57	82.6%	**696**	**57.9%**
Webcast	4	2.2%	7	6.6%	8	11.8%	16	2.3%	0	0.0%	0	0.0%	5	7.2%	**40**	**3.3%**
Videoconference	4	2.2%	1	0.9%	3	4.4%	134	19.3%	0	0.0%	0	0.0%	3	4.3%	**145**	**12.1%**
Other	1	0.6%	2	1.9%	0	0.0%	1	0.1%	10	11.9%	2	100.0%	1	1.4%	**17**	**1.4%**
Not Reported	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	**0**	**0.0%**
Total	**178**	**100.0%**	**106**	**100.0%**	**68**	**100%**	**695**	**100%**	**84**	**100%**	**2**	**100%**	**69**	**100%**	**1,202**	**100%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

FACA Costs

Total Meeting Costs

Figure 8 shows the FY2004-FY2015 total annual operating costs for federal advisory committees in constant 2015 dollars.[42] Overall, total operating costs have dropped from $380,027,724 in FY2004 to $367,568,370 in FY2015 (a 3.3% decrease). Total operating costs includes six categories:

1. salaries for federal staff who support committee operations;
2. salaries for nonfederal employee members;
3. salaries for nonmember consultants;
4. salaries for regular government employees;
5. travel and per diem costs; and
6. "other" costs.[43]

Figure 9 shows these disaggregated, component costs.[44] Despite fluctuations in costs in particular years, the data show a general trend of decreasing costs for the administration of federal advisory committees over time.[45] From FY2014 to FY2015, however, total annual operating costs increased $32,917,950 (9.8%) from $334,650,420 in FY2014 to $367,568,370 in FY2015. This increase in costs from FY2014 to FY2015 can be attributed primarily to increases in the costs of federal staff salaries (a $13,314,594 increase in FY2015), though each of the other five cost categories also experienced increases over the past fiscal year. FY2014's FACA committee costs were the lowest reported from FY2004 to FY2015.

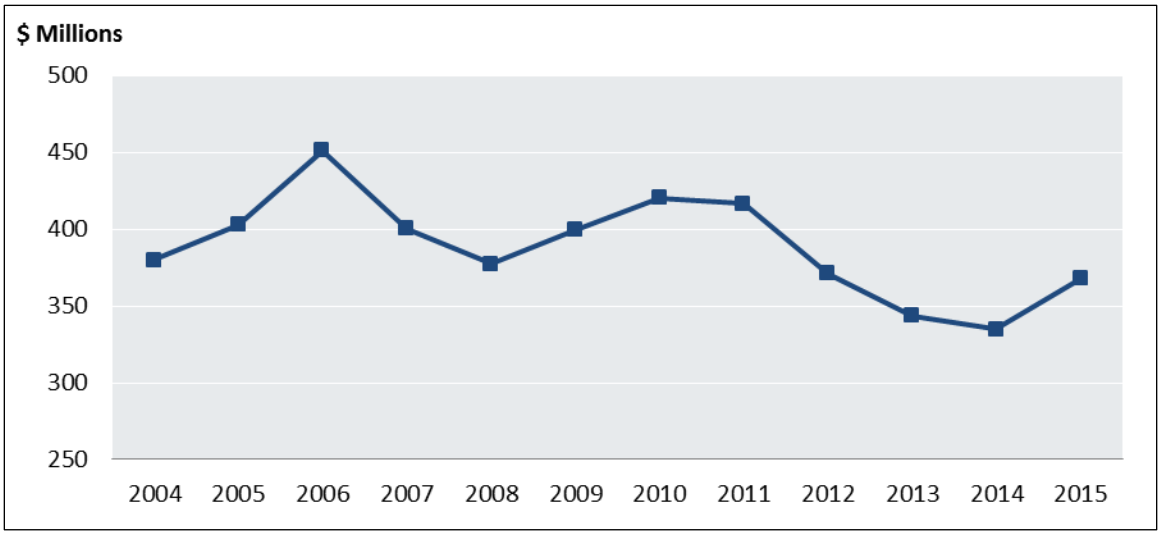
[42] Not all committees report incurring costs in the FACA Database. In FY2015, 917 committees reported costs. All costs for this section are reported in constant 2015 dollars. The values are therefore adjusted to reflect the rate of inflation when compared to the rate for 2015. Costs in current dollars can be found in **Appendix A**.

[43] These subcomponents of total cost are discussed in-depth in the following sections: "Salary Costs" and "Travel, Per Diem, and 'Other' Costs."

[44] Unless otherwise noted, all analyses use adjusted dollar values.

[45] According to the data, total operating costs peaked in FY2006 at $451,325,181, accompanying a sharp rise in costs for nonfederal members (31.1% increase from FY2004), travel and per diem costs (15.4% increase from FY2004), and "other" costs (39.2% increase from FY2004).

Figure 8. Costs of FACA Committees, FY2004 - FY2015



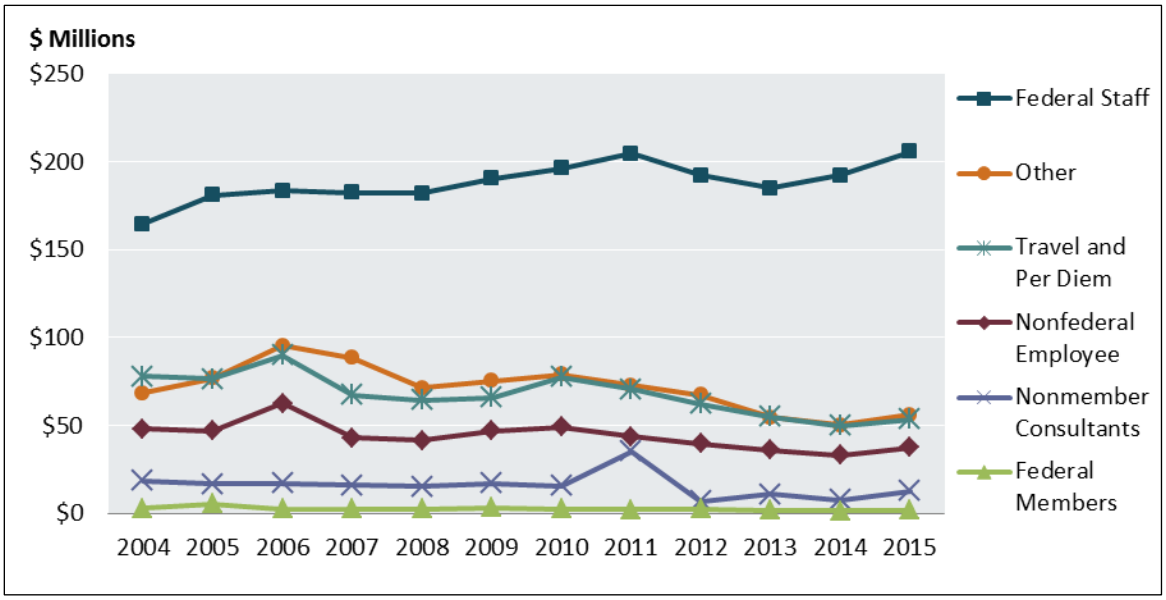
Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: Costs adjusted for inflation are calculated using Bureau of Labor Statistics Consumer Price Index (CPI) annual averages. To calculate the inflation adjustment values, CRS divided the 2015 CPI by the appropriate year's CPI rate (for example, the CPI rate for 2007 when calculating the constant dollar costs for 2007). CRS then multiplied that dividend by the current dollar amount spent on FACA committees as provided by the FACA Database.

Salary Costs

Figure 9 shows salary costs for federal staff who support FACA operations, nonfederal members who serve on FACA committees, nonmember consultants who support FACA operations, and regular government employee members who serve on FACA committees. As illustrated in **Figure 9**, since FY2004, federal staff has constituted the largest proportion of salary costs, accounting for 79.8% of FACA salary costs in FY2015. Additionally, costs for federal staff have gradually increased over the past decade from $164,550,752 in FY2004 to $205,500,103 in FY2015. From FY2014 to FY2015, federal staff costs increased (6.2%) from $192,485,510 to $205,800,103. In contrast, salary costs for members and consultants have remained relatively stable. Salary costs for nonfederal employees have steadily decreased over the last five years, from $43,867,659 in FY2011 to $37,314,081 in FY2015.

Figure 9. Salary Costs for FACA Committees, FY2004–FY2015



Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: Costs adjusted for inflation are calculated using Bureau of Labor Statistics Consumer Price Index (CPI) annual averages. To calculate the inflation adjustment values, CRS divided the 2015 CPI by the appropriate year's CPI rate (for example, the CPI rate for 2007 when calculating the constant dollar costs for 2007). CRS then multiplied that dividend by the current dollar amount spent on FACA committees as provided by the FACA Database.

Table 7 uses FY2015 data to illustrate the breakdown of costs among personnel, members, and consultants.[46] As shown in **Table 7**, 90.3% of committees that reported costs included salaries for federal staff to support their operations.

[46] All information is from the FACA Database. Averages are calculated by dividing total costs by the number of committees that reported that type of cost. Medians are determined by reporting the data entry that divides in half the higher reported values from the lower reported values.

Table 7. Personnel, Member, and Consultant Payments, FY2015

Pay Cost	Number of Committees Reporting that Type of Cost	Personnel Payment					
		Total	Average per Committee	Median per Committee	Average Percentage of Total Costs	Median Percentage of Total Costs	Range of Percentage of Total Costs
Federal Staff[a]	911	$205,800,103	$225,906	$66,700	68.8%	72.7%	1.34%-100%
Regular Government Employee Members[b]	73	$1,857,526	$25,446	$8,967	13.6%	5.7%	0.096%-100%
Nonfederal Members[c]	315	$37,314,081	$118,457	$18,400	12.2%	7.2%	0.24%-75.5%
Nonmember Consultants[d]	141	$12,808,664	$90,842	$9,424	12.4%	3.6%	0.05%-94.5%

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: All information is from the FACA Database. Averages are calculated by dividing total costs by the number of committees that reported that type of cost. Medians are determined by reporting the data entry that divides in half the higher reported values from the lower reported values. It is unclear how the remaining three FACA committees that report costs operate without cost to federal staff. At the least, each FACA committee is required to have a designated federal officer (DFO), which is a staff cost in itself.

a. Payments to federal staff include "monies paid to any Federal employees who are not committee members but whose work supports the activity of the committee. This includes the DFO if he or she is not an appointed member."

b. Payments to federal members include "monies paid by the Government to any advisory committee member who is a Federal employee. The amount may simply be their salaries (including benefits) for the days they attended committee meetings or otherwise worked on committee activity. In the rare situation where the Federal member is on leave from their Federal responsibility to work on advisory committee activity, the amount reported should be the combination of their salary (including benefits) and any additional monies paid by the office sponsoring the advisory committee, where the monies are not reimbursement for travel expenses."

c. Payments to nonfederal members include "monies given by the Government to any advisory committee member who is not a Federal employee and who is not a consultant, where the monies are not reimbursement for travel expenses."

d. Payments to nonmember consultants include "monies paid to consultants to the committee. These consultants are not appointed members, nor are they Federal employees, and the payments are not reimbursement for travel expenses."

Travel, Per Diem, and "Other" Costs

In addition to salary costs, FACA committees are required to report "travel and per diem" costs and "other" costs. According to GSA, the "travel and per diem" category "should include all travel and per diem costs incurred by committee activity and authorized by 5 U.S.C. §5703 and paid to" federal employees, federal members, nonfederal members, and consultants. "Other" costs include costs for use of meeting rooms, costs for creating and making available transcripts, and costs associated with the design and maintenance of a committee website.[47]

Figure 10 shows "travel and per diem," and "other" costs for FACA committees from FY2004 through FY2015 in constant 2015 dollars.[48] As shown in the figure, since FY2004, these two categories of costs ebbed and flowed comparably to one another, peaking in FY2006 at $89,861,270 for "travel and per diem" costs and at $95,530,309 for "other" costs. The period between FY2006 and FY2008 saw a decline in both "travel and per diem" and "other" costs—decreasing to $64,312,510 and $71,567,930, respectively, in FY2008. These categories of costs began to rise again from FY2008 to FY2010—increasing to $77,716,535 for "travel and per diem" and $79,167,783 for "other" costs in FY2010. Since FY2010, "travel and per diem" and "other" costs have steadily decreased to $53,625,856 for "travel and per diem" costs and to $56,162,139 for "other" costs in FY2015. Overall from FY2004 to FY2015, "travel and per diem" costs have decreased 31.1%, while "other" costs have decreased by 18.2%. From FY2014 to FY2015, however, these costs increased by $3,791,397 (7.6%), marking the first increase in travel and per diem and "other" costs since FY2010.

Figure 10. "Travel and Per Diem" and "Other" Costs for FACA Committees, FY2004–FY2015

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

[47] Information is from the FACA Database, at http://facadatabase.gov/.

[48] All costs for this section are reported in constant 2015 dollars. Costs in current dollars can be found in **Appendix A**.

Notes: Costs adjusted for inflation are calculated using Bureau of Labor Statistics Consumer Price Index (CPI) annual averages. To calculate the inflation adjustment values, CRS divided the 2015 CPI by the appropriate year's CPI rate (for example, the CPI rate for 2007 when calculating the constant dollar costs for 2007). CRS then multiplied that dividend by the current dollar amount spent on FACA committees as provided by the FACA Database.

Of the 917 FACA committees that reported costs in FY2015, 715 reported "other" costs. These 715 committees reported a total of $57,241,860 in such costs, averaging $80,059 per committee. The median for "other" costs per committee was $10,120. On average, "other" costs account for 15.4% of total committee costs; however, as a percentage of total costs, "other" costs range from 98.7% to less than 0.09%. The median percentage of total costs accounted for by "other" costs was 9.0%.

"Travel and per diem" costs are examined more granularly in **Table 8**. The data demonstrate that of the 917 committees that reported costs in FY2015, 616 (67.2%) committees reported travel and per diem costs for nonfederal members. In comparison, 120 (11.9%) committees reported travel and per diem costs for regular government employee members. Travel and per diem costs for nonfederal members was $46,634,877, or 85.1% of all travel and per diem costs in FY2015. The difference between the average and median reported costs demonstrates that the travel and per diem costs varied widely among advisory committees.

Table 8. Travel and Per Diem Costs by Type of FACA Committee Member or Staff, FY2015

Cost by Type of Member	Number of Committees that Reported the Cost	Cost					
		Total	Average	Median	Average Percentage of Total Costs	Median Percentage of Total Costs	Range of Percentage of Total Costs
Travel and Per Diem Costs for Federal Staff	269	$3,171,950	$11,792	$3,769	4.7%	3.0%	0.00%-53.5%
Travel and Per Diem Costs for Regular Government Employee Members	120	$1,055,556	$8,796	$3,024	4.0%	1.1%	0.00%-53.6%
Travel and Per Diem Costs for Nonfederal Members	616	$46,634,877	$75,706	$19,373	14.9%	12.1%	0.43%-100%
Travel and Per Diem Costs for Nonmember Consultant	142	$2,763,473	$19,461	$6,150	5.1%	2.2%	0.04%-26.8%
Total Travel and Per Diem Costs	**665**	**$54,801,069**	**$82,408**	**$24,665**	**14.7%**	**14.3%**	**0.02%-100%**

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: All information is from the FACA Database. Averages are calculated by dividing total costs by the number of committees that reported that type of cost. Medians are determined by reporting the data entry that divides in half the higher reported values from the lower reported values. If the dataset has an even number of data points, the median is determined by averaging the two data points who occupy the values found in the middle of the dataset.

a. Some federal advisory committees reported travel and per diem costs in for more than one type of member or employee (for example, a committee may pay travel and per diem costs for federal staff *and* nonfederal members). This row examines the number of committees that reported *at least* one type of travel and per diem cost. The data provided in the four rows above, therefore, will not add up to the totals in this row.

Costs by Committee Function

Table 9 more granularly examines the costs of advisory committees, disaggregating cost data by committee function.[49] Columns C, D, E, and F of the table examine costs per committee.[50]

As displayed in **Table 9**, in FY2015, special emphasis panels reported the highest average cost per committee ($2,766,336). The average cost, however, might not provide the best analysis of FACA committees' costs. Special emphasis panels had the widest range of costs ($15,815 to $29,107,010) including the highest single committee cost ($29,107,010).[51] Providing the average, therefore, does not demonstrate the variance of special emphasis panel costs. Further, averages do not reflect number of meetings, number of members, and types of operations that drive committee costs. A more accurate measure of costs for special emphasis panels might be the median cost of $1.285 million. Five of the 26 advisory committees reporting as special emphasis panels reported costs within $200,000 of that median value.

Columns G, H, I, J, K, and L in **Table 9** examine the total, average, and median number of members per type of committee and the total, average, and median number of committee meetings held by each type of committee.[52] As mentioned previously, the FACA Database reports costs on the committee level. Consequently, member and meeting-specific cost data are not available. The number of members and the number of meetings likely have a strong link to costs a committee incurs. Congress, therefore, may choose to consider these factors when assessing advisory committee costs. For instance, special emphasis panels rank highest in terms of average cost per committee ($2,766,336) and in terms of median cost per committee ($1,285,711). Special emphasis panels also have the highest average and median number of members per committee (904 members and 390 members, respectively) as well as the highest average and median number of meetings per committee (81 meetings and 26 meetings, respectively). It could be reasonably expected, therefore, that each special emphasis panel would cost more to administer than other types of committees.[53] Grant review advisory committee costs appear to be similar to special emphasis panel costs, demonstrating more members and more meetings per committee—leading to higher overall costs.

[49] The 916 committees included in this table reported a value larger than zero for their costs, members, and meetings in FY2015.

[50] In the FACA Database, costs are reported at the committee or, in some cases, the subcommittee level. For example, the database does not provide the costs associated with a particular member or for a particular meeting.

[51] The committee with the highest reported costs in FY2015 was the Center for Scientific Review within the Department of Health and Human Services, which reported costs of $29,351,096.

[52] For the range of membership and meetings held by each committee, see **Appendix C**.

[53] The data cannot account for certain start-up or overhead costs that might be spread across a large number of meetings and members. A committee with fewer members and meetings may have to pay the same start-up and overhead costs as a committee with many meetings and members.

Table 9. Costs of Federal Advisory Committees and by Committee Function, FY2015

A	B	C	D	E	F	G	H	I	J	K	L
Committee Function	**Number of Committees with that Function**	**Total Costs**	**Average Cost per Committee**	**Median Cost per Committee**	**Range of Costs per Committee**	**Total Members**	**Average Members per Committee**	**Median Members per Committee**	**Total Meetings**	**Average Meetings per Committee**	**Median Meetings per Committee**
National Policy Issue Advisory Committee	130	$41,428,710	$318,682	$172,954	$4,500 to $4,982,977	3,470	26	20	474	4	3
Non Scientific Program Advisory Board	243	$32,346,290	$133,112	$37,307	$775 to $5,935,179	3,367	17	14	640	3	2
Scientific Technical Program Advisory Board	185	$62,023,922	$335,264	$174,136	$7,000 to $6,021,944	4,858	25	16	811	4	2
Grant Review Advisory Committee	88	$121,083,606	$1,375,950	$1,289,715	$6,201 to $3,624,084	30,296	337	278	3,053	34	21
Special Emphasis Panel	26	$71,924,730	$2,766,336	$1,285,711	$15,815 to $29,107,010	23,514	904	390	2,095	81	26
Regulatory Negotiations Committee	4	$1,026,603	$256,651	$253,619	$90,541 to $428,825	108	27	21	15	4	4
Other	240	$37,734,509	$157,227	$39,481	$350 to $3,915,992	5,204	18	14	613	2	2

Source: CRS analysis of data from the FACA Database, at http://facadatabase.gov/.

Notes: Average costs, members, and meetings per meeting are calculated by dividing the total costs, members, or meetings by the number of committees with that function. Average cost per member and average cost per meeting were calculated by dividing the total cost by the total number of member or meetings of committees with

that function. Medians are determined by reporting the data entry that divides in half the higher reported values from the lower reported values. If the dataset has an even number of data points, the median is determined by averaging the two data points that occupy the values found in the middle of the dataset.

Potential Policy Options

Federal advisory committees can be effective tools for gathering expertise from a variety of federal and nonfederal experts. The data discussed and analyzed throughout this report show that advisory committees have certain commonalities, but each committee has a unique structure, operation, and mission. Despite these differences, FACA provides a common framework through which these committees communicate with the public and ultimately offer policy recommendations to federal officials.

Congress could decide to amend FACA in ways that might affect costs or operations associated with FACA administration. This section discusses some potential policy options for Congress.

Clarifying Data Reporting Requirements

Consistency in Reporting Information

As discussed earlier in this report, GSA requires committees to report certain data elements (e.g., the number of members serving on the committee or the total costs incurred by the committee). GSA asks for, but does not require, other data elements—such as subcommittee titles, membership, and costs. Within the FACA Database, therefore, some advisory committees offer detailed information about their subcommittees while others do not. Congress, for example, could consider whether the public should have access to data that identify the membership and costs of advisory body subcommittees. This information could make the operations of FACA committees more transparent. Such reporting requirements, however, might increase the amount of time committees spend reporting such information. Requiring subcommittees to report costs and member data could also cause some confusion over costs because it may be unclear whether data reported by the full committee represent both the full committee and its subcommittees or only the full committee. GSA would need to provide clear guidelines on how committees are to report data for full committees and subcommittees as well as make clear to those who use the dataset how the data were collected and are reported.

Consistency in Member Information

Member names and affiliations are available in the FACA Database. Database users are able to enter a member's first or last name into the database search engine and will be brought to an online list that includes every name that matches their request.[54] Despite the usefulness of this feature, concerns exist over the consistency of member name inputs. For example, certain members may serve on multiple committees. According to the FACA Database, Health and Human Services Secretary Sylvia Burwell served on the greatest number of committees in FY2014 (29).[55] Although Burwell's name was easy to identify as a unique member, the name "John Williams" is not. In FY2014, "John Williams" appears on the membership rosters of 6 committees. It is unclear whether this is the same "John Williams" in each case or if there is more than one "John Williams" serving as a member of an advisory committee. In another example, a single member could be input in the database under multiple variations or misspellings of their

[54] For a variety of reasons, including concerns over data reporting accuracy, CRS chose not to include analysis of FACA member identities.

[55] Ms. Burwell served as director of the Office of Management and Budget for most of FY2014. She assumed the office of Secretary of Health and Human Services in June of 2014.

name and title. In that case, database users may not be able to determine that it was the same person serving on all of those committees.[56] The FACA Database, therefore, may not be optimally helpful in allowing the public to determine who from the private sector or from other levels of government is given multiple opportunities to advise policymakers.

Congress may have an interest in requiring GSA to clarify requirements for inputting FACA member names and affiliations. Legislation introduced in the 113th Congress (H.R. 3316, the Grant Reform and New Transparency Act of 2013 (GRANT Act)) would have, among other things, required committee members be assigned "unique identifiers."[57] As of this writing, similar legislation has not been introduced in the 114th Congress. Creating a unique identifier could demonstrate a person's service and influence over time without identity confusion. The unique identifier could be used in lieu of a name or other personal detail. In that way, a unique identifier may provide anonymity for peer reviewers who need their identities to be kept secret for fear they may be subject to criticism by peers who disagree with their recommendations. Congress may, however, decide that making such a change to data entry practices could add time and costs to operating and maintaining the FACA Database.

In addition, the public identification of each member on grant-making committees could make it difficult to attract qualified and appropriate members to the committee. Some academic communities are small enough so most practitioners know one another's work. If a grant applicant was provided access to a meeting in which he learned a colleague voted against his or her grant application, that scholar may seek to harm the future work or reputation of the advisory board member. Some level of anonymity for grant reviewers, therefore, may be warranted. Congress, however, may decide that the identity of anyone who serves on a federal advisory committee should be public at all times.

Changing Member Pay

In FY2015, FACA committee data demonstrated that the federal government paid nonfederal members of federal advisory committees $37.3 million. In addition to pay, nonfederal members are eligible to receive travel and per diem costs. In FY2015, FACA committees reported that nonfederal members received $46.6 million in travel and per diem costs.

In some cases, these members may be appointed to the committee specifically to serve as representatives of a private industry;[58] state, local, or tribal government; or a nonprofit organization.[59] In these cases, the federal government may be paying employees of private sector

[56] A member's affiliation is included as part of his or her identity. Some members, however, may serve on multiple committees and may serve using a variety of affiliations. In FY2015, for example, the FACA Database member information includes a Dr. Andrew Clark who is reported to serve as an SGE on the Proposal Review Panel for Civil, Mechanical, and Manufacturing Innovation Advisory Committee within the National Science Foundation. A Dr. Andrew J. Clark is reported as serving as an SGE on the Proposal Review Panel for Integrative Organismal Systems. It is impossible to determine from the data whether these two data points represent the same person.

[57] H.R. 3433 (113th Congress) was placed on the Union Calendar on May 16, 2012. No further action was taken.

[58] Private industry includes a member who serves as a representative for a single business or corporation, or a member who represents an entire private sector. For example, according to the FACA Database, in FY2015, Charles Dudek, a member on the National Offshore Safety Advisory Committee, is listed as an "offshore oil producer" and is listed as being affiliated with an individual private company, Murphy Oil. Also in FY2015, Rob Richmond, another member on the same committee is listed as representing "subsea construction" and his affiliation is also listed as with an individual private company, Bibby Subsea, Inc.

[59] For example, in FY2015, according to the FACA Database, Lt. Gen. Frank Petersen served as a member of the U.S. Naval Academy Board of Visitors Advisory Committee and was affiliated with the "National Marrow Donor Program"

organizations or other levels of government to serve on a federal advisory committee as advocates for nonfederal entities.[60] According to CRS analysis, in FY2015, 10 FACA committees reported providing compensation—in addition to travel and per diem—to a total of 659 members who were designated as representatives.[61] The data show that most representatives who received compensation in addition to travel costs and per diem were affiliated with universities or research institutions. It is unclear why these members were designated as representatives.[62] Regardless, this designation allows the members to provide advice to the federal government without complying with many ethics requirements placed on other federal employees. These members, therefore, do not have to recuse themselves from any recommendation—regardless of whether they may benefit from it financially or otherwise.

Congress may choose to consider whether FACA committee members appointed to serve as representatives should receive compensation from the government for their service. Moreover, Congress may choose to consider amending FACA to clarify whether the federal government should pay any nonfederal member of an advisory body—regardless of member designation. Most members receive pay to cover their travel costs as well as a payment for per diem expenses. Congress may decide it is unnecessary to provide compensation to members in addition to travel and per diem. Such an amendment to FACA would have reduced FACA implementation costs in FY2015 by nearly $37.3 million. On the other hand, Congress may conclude that paying members of federal advisory bodies will attract a more qualified membership. Certain representatives or scholars from outside of the federal government may choose not to participate on a federal advisory committee unless they believe they are receiving what they perceive to be fair compensation for their time and expertise.

Separating Grant Review Committees and Special Emphasis Panels

The analysis of FACA data suggests several categories in which grant review committees and special emphasis panels appear to operate differently than FACA committees with other functions. The most notable example of these differences is the percentage of closed meetings grant review committees and special emphasis panels hold. More than 99.5% of grant review

which is a not-for-profit organization.

[60] In most cases, representatives are not provided compensation in lieu of or in addition to travel and per diem costs. In most cases in which a representative was provided compensation, Congress provided an agency the statutory authority do so. In a few cases, committees reported paying a representative who served on an advisory committee created by agency authority. Pursuant to Office of Government Ethics Memorandum 82 x 22, "[a] person who receives compensation from the Government for his services as an adviser or consultant is its employee and not a representative of an outside group. However, the Government's payment of travel expenses and a per diem allowance does not by itself make the recipient an employee." See J. Jackson Walter, director of the Office of Government Ethics, *82 x 22*, Office of Government Ethics, Memorandum dated July 9, 1982 regarding Members of Federal Advisory Committees and the Conflict of Interest Statute, Washington, DC, July 9, 1982, p. 4, at http://www.usoge.gov/ethics_guidance/opinons/advop_files/1982/82x22.pdf.

[61] This number does not include representatives who were reported to receive only travel costs and a per diem or only compensation.

[62] A representative is "[a]n individual who is not a [f]ederal employee (or a Federal employee who is attending in a personal capacity), who is selected for membership on a [f]ederal advisory committee for the purpose of obtaining the point of view or perspective of an outside interest group or stakeholder interest. While representative members may have expertise in a specific area, discipline, or subject matter, they are not selected solely on the basis of this expertise, but rather are selected to represent the point of view of a group or particular interest.... A representative member may represent groups or organizations, such as industry, labor, consumers, or any other recognizable group of persons having an interest in matters before the committee, including on occasion the public at large." See FACA Database, at http://facadatabase.gov/rpt/help.asp.

committee meetings and 99.9% of special emphasis panel meetings were closed to the public in FY2015. As noted earlier, if grant review committees and special emphasis panels are removed from the analysis of open and closed meetings in FY2015, 73.5% of FACA committee meetings would be open, as opposed to 24.8% when they are included.

Grant review committee and special emphasis panel meetings are likely closed to the public for a variety of reasons. For example, a subject matter expert may join a FACA committee to provide his or her honest expert advice on which academic studies are the most qualified to receive a federal grant. The expert may not be able to provide an opinion in a public forum without fear of retaliation or other response. Additionally, meetings may be closed to protect proprietary information that a grant applicant may supply in his or her grant proposal. FACA was enacted to make federal advisory committee meetings more transparent and accessible to the public. It may be argued, therefore, that including committees whose primary function requires closed meetings under FACA may not appropriately fit FACA's aims.

Grant review committees and special emphasis panels also have, on average, more meetings and more members than federal advisory committees with other functions.[63] This characteristic arguably demonstrates further that the operations and use of grant-review committees and special emphasis panels appear substantively different from those of other federal advisory committees.

Congress might consider removal of grant review committees and special emphasis panels from the jurisdiction of FACA. Removing those committee functions from the FACA Database would demonstrate FACA's efforts to make federal meetings more transparent and accessible. Removing grant review committees from the FACA dataset could, however, make oversight of advisory committees more difficult for Congress and the public because the information on such committees would no longer be available in a single, centralized database. Congress could also consider removal of grant review committees and special emphasis panels from the jurisdiction of FACA while requiring those committees to continue to report certain data elements to GSA.[64]

Legislation Seeking to Amend FACA

Legislation in the 114th Congress (H.R. 2347, the Federal Advisory Committee Act Amendments of 2015), as reported in the House, would amend FACA in several ways. Among the amendments would be a requirement to clearly designate each nonfederal member of an advisory committee as either a representative or a special government employee. H.R. 2347 would also require agencies to provide "interested persons an opportunity to suggest potential committee members." Currently, agencies are not required to solicit public input on their advisory committee membership, provided their selections adhere to federal law.[65] Furthermore, H.R. 2347 would require agencies to designate Advisory Committee Management Officers to supervise advisory committees and ensure that information pertaining to advisory committees and their activities is made available on the agency's website. H.R. 2347 would also require the Government

[63] In FY2015, special emphasis panels had 81 meetings and 904 members on average. In FY2015, grant review committees had 34 meetings and 337 members on average. The other types of committees had three meetings and 20 committee members on average.

[64] GSA officials stated that they would "object to including data on any committee that is not subject to FACA in the FACA Database since it would not be under GSA's jurisdiction." Information provided to the authors via email on July 21, 2016.

[65] In some cases, statutes may provide Congress or the President the authority to appoint an advisory committee member, which would prohibit the agency from selecting that member. Additionally, as noted earlier in this report, FACA requires committee membership be "fairly balanced in terms of the points of view represented."

Accountability Office to conduct reviews of agency compliance with FACA. Legislation similar to H.R. 2347 was introduced in the following previous Congresses:

- 113th Congress (H.R. 1104);
- 112th Congress (H.R. 3124 and H.R. 1144);
- 111th Congress (H.R. 1320); and
- 110th Congress (H.R. 5687).

Appendix A. Raw Data Used to Create Figures

CRS used data from the FACA Database to create the figures provided in this report. This Appendix provides the raw data used in the CRS analysis.

Table A-1. Number of Active FACA Committees

FY2004–FY2015

Fiscal Year	Number of Committees	Authorized by Statute	Required by Statute	Presidential Directive	Agency Authority
2004	981	206	459	37	279
2005	941	191	424	36	290
2006	926	195	420	35	276
2007	915	192	415	35	273
2008	918	191	412	33	282
2009	907	206	386	34	281
2010	993	195	496	45	257
2011	1,029	199	523	43	264
2012	998	194	491	41	272
2013	1,001	197	512	40	252
2014	989	190	515	43	241
2015	1,009	183	539	42	245

Source: FACA Database, at http://facadatabase.gov/.

Notes: Information in this table was used to create **Figure 1**. Committees established by federal agency heads are collectively capped at 534, pursuant to the General Services Administration's interpretation of E.O. 12838 and Office of Management and Budget Circular (A-135). According to GSA, every executive branch agency has a "ceiling" on the number of committees it may create, "and the Committee Management Secretariat [within GSA] can adjust individual agency ceilings in consultation with the agency, as long as the overall [g]overnmentwide cap [of 534 total committees] is not exceeded." GSA requires agencies to provide justification if they ask for a modification of their FACA committee ceiling or if they request new FACA committees—even if they are within their available ceiling. Executive Order 12838, "Termination and Limitation of Federal Advisory Committees," 58 *Federal Register* 8207, February 10, 1993, at http://www.archives.gov/federal-register/executive-orders/pdf/12838.pdf; and Office of Management and Budget, *Memorandum to the Heads of Executive Departments and Establishments: Management of Federal Advisory Committees*, Washington, DC, October 5, 1994, at http://www.whitehouse.gov/omb/circulars_a135/.

Table A-2. Number of *Newly* Established FACA Committees

FY2004-FY2015

Fiscal Year	Number of Committees	Authorized by Statute	Required by Statute	Presidential Directive	Agency Authority
2004	66	4	34	5	23
2005	64	7	13	4	40
2006	44	5	14	3	22
2007	38	3	13	1	21

Fiscal Year	Number of Committees	Authorized by Statute	Required by Statute	Presidential Directive	Agency Authority
2008	42	3	8	2	29
2009	67	5	49	2	11
2010	147	6	107	11	23
2011	70	6	26	5	33
2012	25	1	5	0	19
2013	48	6	17	7	18
2014	23	0	10	3	10
2015	42	1	20	4	17

Source: FACA Database, at http://facadatabase.gov/.

Notes: Information in this table was used to create **Figure 2**.

Table A-3. Number of Members Serving on FACA Committees

FY2004–FY2015

Fiscal Year	Number of Members Serving on FACA Committees	Number of Ex Officio Members	Number of Peer Review Consultants	Number of Regular Government Employees	Number of Representatives	Number of Special Government Employees
2004	65,425	N/A	N/A	N/A	N/A	N/A
2005	67,125	726	33,326	1,429	11,637	19,784
2006	67,346	695	34,373	1,304	12,156	18,818
2007	65,120	718	32,084	1,301	10,351	20,666
2008	63,834	772	31,171	1,337	10,047	20,506
2009	81,947	695	47,463	1,399	9,728	22,662
2010	74,321	646	37,621	1,304	10,802	23,948
2011	69,750	657	33,452	1,357	11,289	22,993
2012	70,602	712	34,617	1,452	11,137	22,682
2013	68,692	751	34,639	1,494	9,866	21,940
2014	68,179	732	34,189	1,528	9,770	21,960
2015	72,200	720	36,315	1,517	10,362	23,306

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 4** and **Figure 5**. Membership counts may be reported by active or administratively inactive committees. Member designations were not required until FY2005.

Table A-4. Number of Meetings Held by FACA Committees

FY2004-FY2015

Fiscal Year	Number of Meetings Held by FACA Committees	Number of Open Meetings	Number of Closed Meetings	Number of Partially Closed Meetings	Number of Meetings for which Committee Did not Report
2004	6,737	1,801	4,541	353	42
2005	7,012	2,046	4,556	295	115
2006	6,706	1,867	4,498	273	68
2007	6,709	1,864	4,493	286	66
2008	6,614	1,811	4,487	274	42
2009	7,175	1,878	4,938	296	63
2010	7,295	1,923	4,927	300	145
2011	7,622	2,338	4,774	289	221
2012	6,996	1,933	4,641	270	152
2013	7,059	1,640	5,006	295	118
2014	7,173	1,647	5,102	253	171
2015	7,494	1,782	5,329	310	73

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 6** and **Figure 7**. Meeting counts may be reported by active or administratively inactive committees.

Table A-5. Total Cost of FACA Committees

FY2004–FY2015

	Total Cost	
Fiscal Year	Current Dollars	Constant 2015 Dollars
2004	$302,878,009	$380,027,724
2005	$331,956,331	$402,863,767
2006	$383,884,517	$451,325,181
2007	$349,982,323	$400,072,153
2008	$342,891,712	$377,025,923
2009	$361,493,408	$399,372,057
2010	$386,550,504	$420,162,898
2011	$395,179,373	$416,398,354
2012	$359,478,022	$371,100,300
2013	$251,113,709	$343,469,791
2014	$334,538,221	$334,650,420
2015	$367,568,370	$367,568,370

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 8**. Costs may be reported by active or administratively inactive committees.

Table A-6. Salary Costs for Federal Staff to Operate FACA Committees

FY2004–FY2015

Fiscal Year	Federal Staff Salary Costs Current Dollars	Federal Staff Salary Costs Constant 2015 Dollars
2004	$131,145,180	$164,550,752
2005	$149,357,028	$181,260,393
2006	$156,325,121	$183,788,250
2007	$159,662,586	$182,335,967
2008	$165,631,498	$182,513,659
2009	$172,392,005	$190,455,893
2010	$180,627,960	$196,334,415
2011	$188,342,083	$204,719,317
2012	$186,424,230	$192,451,509
2013	$181,881,445	$185,051,295
2014	$192,458,943	$192,485,510
2015	$205,800,103	$205,800,103

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Table 9**. Costs may be reported by active or administratively inactive committees.

Table A-7. Salary Costs for Regular Government Employee Members of FACA Committees

FY2004–FY2015

Fiscal Year	Regular Government Employee Member Salary Costs (Current Dollars)	Regular Government Employee Member Salary Costs (Constant 2015 Dollars)
2004	$2,347,423	$2,945,363
2005	$4,361,311	$5,292,908
2006	$2,116,262	$2,488,046
2007	$2,322,834	$2,655,280
2008	$2,127,076	$2,341,598
2009	$3,036,928	$3,355,149
2010	$2,211,788	$2,404,113
2011	$1,954,777	$2,124,754
2012	$2,598,947	$2,682,974

Fiscal Year	Regular Government Employee Member Salary Costs (Current Dollars)	Regular Government Employee Member Salary Costs (Constant 2015 Dollars)
2013	$1,878,835	$1,911,580
2014	$1,239,690	$1,241,161
2015	$1,857,526	$1,857,526

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 9**. Costs may be reported by active or administratively inactive committees.

Table A-8. Salary Costs for Nonfederal Members of FACA Committees

FY2004–FY2015

Fiscal Year	Nonfederal Member Salary Costs (Current Dollars)	Nonfederal Member Salary Costs (Constant 2015 Dollars)
2004	$38,176,394	$47,900,764
2005	$38,599,418	$46,844,436
2006	$53,418,101	$62,802,570
2007	$37,741,705	$43,143,337
2008	$37,698,465	$41,500,476
2009	$42,587,135	$47,049,576
2010	$45,078,028	$48,997,776
2011	$40,358,313	$43,867,659
2012	$38,428,215	$39,670,637
2013	$35,596,913	$36,217,300
2014	$33,149,732	$33,189,080
2015	$37,314,081	$37,314,081

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 9**. Costs may be reported by active or administratively inactive committees.

Table A-9. Salary Costs for Non-Member Consultants Hired by FACA Committees

FY2004–FY2015

Fiscal Year	Salary Costs for Non-member Consultants (Current Dollars)	Salary Costs for Non-member Consultants (Constant 2015 Dollars)
2004	$14,709,913	$18,456,853
2005	$13,895,667	$16,863,847
2006	$14,532,767	$17,085,877
2007	$13,855,409	$15,838,409

Fiscal Year	Salary Costs for Non-member Consultants (Current Dollars)	Salary Costs for Non-member Consultants (Constant 2015 Dollars)
2008	$13,999,741	$15,411,660
2009	$15,423,647	$17,039,795
2010	$14,298,917	$15,542,275
2011	$32,624,010	$35,460,822
2012	$6,531,135	$6,742,293
2013	$10,536,248	$10,719,875
2014	$7,685,351	$7,694,743
2015	$12,808,664	$12,808,664

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 9**. Costs may be reported by active or administratively inactive committees.

Table A-10. "Travel and Per Diem" Costs Related to the Operations of FACA Committees

FY2004–FY2015

Fiscal Year	Travel and Per Diem Costs (Current Dollars)	Travel and Per Diem Costs (Constant 2015 Dollars)
2004	$62,066,597	$77,876,329
2005	$62,944,625	$76,389,893
2006	$76,433,471	$89,861,270
2007	$58,871,890	$67,297,695
2008	$58,420,604	$64,312,510
2009	$59,746,193	$66,006,626
2010	$71,499,330	$77,716,535
2011	$65,013,322	$70,666,538
2012	$60,353,213	$62,304,492
2013	$54,064,597	$55,006,841
2014	$49,821,291	$49,834,459
2015	$53,625,856	$53,625,856

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 10**. Costs may be reported by active or administratively inactive committees.

Table A-11. "Other" Costs Associated with Operation of FACA Committees

FY2004–FY2015

Fiscal Year	"Other" Costs (Current Dollars)	"Other" Costs (Constant 2015 Dollars)
2004	$54,712,502	$68,648,984
2005	$63,217,000	$76,720,449
2006	$81,255,396	$95,530,309
2007	$77,528,169	$88,624,080
2008	$65,011,328	$71,567,930
2009	$68,307,500	$75,465,019
2010	$72,834,481	$79,167,783
2011	$66,886,868	$72,702,997
2012	$65,142,282	$67,248,396
2013	$53,610,806	$54,545,141
2014	$50,146,214	$50,205,736
2015	$56,162,139	$56,162,139

Source: FACA Database, at http://facadatabase.gov/.

Note: Information in this table was used to create **Figure 10**. Costs may be reported by active or administratively inactive committees.

Appendix B. Administratively Inactive Committees

Table B-1. Number of Administratively Inactive Committees, by Agency or Department, FY2015

Agency or Department	Administratively Inactive Committees
Department of Health and Human Services	17
Department of the Interior	7
Department of Transportation	6
Department of Agriculture	6
Department of Education	4
Department of Homeland Security	3
Department of Energy	3
Department of Defense	2
Department of Commerce	2
Broadcasting Board of Governors	1
Department of the Treasury	1
African Development Foundation	1
National Archives and Records Administration	1
Peace Corps	1
Department of Veterans Affairs	1
TOTAL	**56**

Source: FACA Database, at http://facadatabase.gov/.

Notes: All of the committees in the table above were established by statute and likely did not have sunset provisions in their authorizing legislation.

Appendix C. Committee Membership and Meetings

Table C-1. The Range of Committee Membership and Meetings, by Committee Function, FY2015

Committee Function	Range of Members per Committee	Range of Meetings per Committee
National Policy Issue Advisory Committee	3 to 208	1 to 52
Non Scientific Program Advisory Board	1 to 154	1 to 74
Scientific Technical Program Advisory Board	3 to 339	1 to 84
Grant Review Advisory Committee	5 to 1,831	1 to 284
Special Emphasis Panel	11 to 11,620	2 to 1,034
Regulatory Negotiations Committee	12 to 54	1 to 6
Other	1 to 234	1 to 58

Source: FACA Database, at http://facadatabase.gov/.

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