FLASH REPORT
ARTIFICIAL INTELLIGENCE STRATEGY & IMPLEMENTATION

COMMITTEE ON
HOUSE ADMINISTRATION
SUBCOMMITTEE ON MODERNIZATION

Executive Summary

This is the final report the Committee on House Administration (CHA) is releasing on artificial intelligence (AI) strategy and implementation in the 118th Congress. The purpose of this report is to comprehensively summarize oversight efforts, document critical accomplishments, and present key considerations for future Congresses. This report was produced at the direction of Committee Chairman Bryan Steil, Committee Ranking Member Joseph D. Morelle, Subcommittee on Modernization Chairwoman Stephanie Bice, and Subcommittee on Modernization Ranking Member Derek Kilmer.

Background

CHA oversees House Officers as well as the Government Publishing Office, the Library of Congress, and the Smithsonian Institution, among others. CHA directs the House's internal procedures and administration, and in this capacity CHA's responsibilities run the gamut from elections to New Member Orientation to the publication of legislation on Congress.gov.[1]

Since 1971, with the establishment of House Information Systems (now House Information Resources or HIR), CHA has driven technological innovation in the House. In the 1990s, CHA facilitated the development of the House email system, expanded internet access, and authorized networking upgrades to improve connectivity between members' D.C. and district offices. CHA played a leading role in developing THOMAS.gov, the predecessor of Congress.gov, which provides public access to Congressional documents and bill status. Additionally, CHA developed a House Intranet and a reliable cellular and text-messaging network for members and staff.[2]

In 2023, AI emerged as a transformative force across multiple industries, including government operations. AI offers the potential to equalize the capabilities of the lean congressional branch with the vast executive branch agencies it oversees. AI-enhanced workflows could significantly improve the internal functions of the House, elevate service levels across Legislative Branch Agencies, and greatly enhance the support that Members provide to their constituents.

Within this context, CHA began focusing on the development and implementation of an AI strategy.

Oversight Objectives, Scope, and Methodology

The U.S. government had already established a framework for AI innovation and use, primarily through the AI in Government Act of 2020[3] and Executive Order 13960[4], *Promoting the Use of Trustworthy AI in the Federal Government*. The AI in Government Act of 2020 codified the General Services Administration's (GSA) AI Center of Excellence and directed the Office of Management and Budget (OMB) to provide guidance for agencies on AI use, among other mandates.

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[1] History And Jurisdiction - United States Committee on House Administration
[2] History And Jurisdiction - United States Committee on House Administration
[3] AI IN GOVERNMENT ACT OF 2020 (DIVISION U, TITLE I)
[4] EO 13960, PROMOTING USE OF TRUSTWORTHY AI IN FEDERAL GOVERNMENT

Executive Order 13960 laid out principles for the use of AI in the federal government, established a unified policy for implementing the principles, directed agencies to catalogue their AI uses, and tasked GSA and the Office of Personnel Management (OPM) with building AI expertise within federal agencies.

Additionally, there were subsequent executive orders[5] and guidance from OMB, the National Institute of Standards and Technology (NIST), the National AI Advisory Committee (NAIAC), and the Government Accountability Office (GAO).

CHA aimed to closely tie its AI strategy and implementation to these foundational documents. In 2023, CHA worked to ensure all House Offices and Legislative Branch agencies were ready to effectively manage their own AI systems in the near term, regardless of future legislative approaches to AI.

Initially, CHA concentrated on a subset of its jurisdiction—the Chief Administrative Officer (CAO), the Clerk of the U.S. House of Representatives, the Library of Congress (LOC), and the Government Publishing Office (GPO)—to maintain a manageable scope. These entities have the most direct connection to the legislative workflow.

CHA directed adherence to the NIST AI Framework, anticipating its status as a standard. CHA required public disclosure of AI use cases, setting new norms within the Legislative Branch for AI transparency. CHA published monthly reports to encourage iterative, regular work and to force internal discussion.

Throughout 2023, the House actively considered many AI-related legislative proposals. This period saw bipartisan efforts to understand AI through task forces, staff associations, and a range of government agencies focused on the topic. Many private vendors engaged with the House, offering guidance on AI implementation strategies and educational materials emphasizing the benefits of their specific software solutions.

In 2024, CHA broadened the initiative to include the Smithsonian Institution, the U.S. Capitol Police, and the Architect of the Capitol.

Critical Accomplishments from the 118th Congress

CHA conducted a _baseline analysis_ of publicly available information early in the 118th Congress. At that time there was almost no public information about how Legislative Branch entities were using AI tools. There were informal concerns raised about whether oversight committees would be supportive of AI experimentation and widespread hesitation about which AI governance framework to rely on. There were ad-hoc pilot projects and only a few instances of staff-level working groups who were focused on the topic. The following table illustrates CHA's assessment of AI implementation efforts as of July 2023.

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[5] EO 13859, MAINTAINING AMERICAN LEADERSHIP IN AI

Status Snapshot As-Of **July 2023**	Chief Administrative Office	Office of the Clerk	Gov. Publishing Office	Library of Congress	Smithsonian	Architect of the Capitol	U.S. Capitol Police
AI Governance Assessment – Executive Level	NI	NI	NI	NI	-	-	-
AI Working Groups – Staff Level	Green	Green	NI	NI	-	-	-
AI Use Case Discovery & Transparent Reporting	Red	Red	Red	Red	-	-	-
AI Pilots or Experiments	NI	NI	NI	NI	-	-	-
Innovation Labs	Green	NI	NI	NI	-	-	-

Source: CHA assessment. "NI" is Needed Information.

CHA sought to strengthen _knowledge sharing_ by bringing in officials from the U.S. General Services Administration (GSA) and the National Institute of Standards and Technology (NIST). CHA's goal was to ensure legislative branch officials established direct connections with leading-edge government thought leaders as they began developing internal AI policies. CHA wanted to ensure legislative branch staff tapped into the large and quickly emerging communities of practice within the federal government.

At the same time, CHA conducted _stakeholder interviews_ with Member and Committee offices. CHA documented internal workflows within the House to track where AI systems may be helpful for certain roles. For example, caseworkers face large volumes of multi-modal inquiries (telephone calls, direct emails, online form submissions), need to correctly assess the topic of the inquiry and relate it to specific legislation or agency program, need to easily track this information over time, and sometimes need easy ways of alerting law enforcement authorities of problems. In another example, communications staff face challenges trying to sort through large amounts of internal documentation and prior public statements, often developed over many years, to quickly synthesize talking points for their Member on particular topics.

Many staff functions were performed using existing cloud-based software platforms, and throughout 2023 these vendors were rushing to deploy new AI functionality. CHA conducted a _vendor assessment_ and realized AI was already saturating operations within the House. That meant House staff did not have to intentionally go to a certain third-party website, or specifically log into a secure first-party AI sandbox to proactively "use AI." Instead, they could work with their approved House software to directly access new AI functionality. This realization changed CHA's oversight approach and led to a more practical focus on the IT acquisitions process as a critical tool to track the House's AI use.

CHA held a hearing, "_Artificial Intelligence (AI): Innovations within the Legislative Branch_." The hearing explored how the Legislative Branch was developing AI governance plans for Congress to innovate effectively and efficiently. It gave our witnesses – officials from the CAO, GPO, GAO and LOC – a chance to highlight early successes in AI experimentation. These included using optical character recognition to assist visually impaired Library patrons, how the U.S. Copyright Office is using AI to improve digital accessibility to Copyright Registration Records and other data, ways that natural language processing is helping summarize legislation, and ways that AI-enhanced search could help more quickly find government publication.

"AI won't replace humans," said Rep. Bryan Steil in his opening remarks at that hearing, "but humans that use AI could replace those who aren't using AI."[6]

CHA subsequently held a private roundtable, "*Building AI Guardrails for the People's House*." This private roundtable facilitated a discussion among Members about appropriate guardrails to put in place for the House to effectively use AI – as opposed to human intelligence – in daily operations. The roundtable allowed for a wide-ranging discussion between AI experts and House Officials about how much authority the House might delegate to AI technologies in the pursuit of operational efficiencies.

"AI… is a tremendous opportunity for the House and the broader government to increase efficiency both for our Members' Offices, for our Committees, and for the various functions within the institution. But it also presents a new set of threats that have to be taken seriously – bias, inaccuracy, vulnerability of sensitive data – that are real risks to our infrastructure as a House." said Ranking Member Morelle.[7]

The House issued "*House Information Technology Policy 8 – Artificial Intelligence*." The purpose of this House Information Technology Policy (HITPOL) was to establish principles necessary for responsible AI use, define permissible and prohibited House use cases, and ensure that all House users protect House and Member data when using AI tools within the House environment. In the spirit of agile oversight, this policy will be comprehensively reviewed at least once per Congressional Session. This cadence – once a year rather than once every two years – is meant to ensure the House's policy can evolve and adapt rapidly over the next several years to the opportunities and the risks that AI presents.

The policy had an *immediate impact* on daily administration within the 118th Congress. The policy created an easy submission process for new AI use cases and created a risk-based framework for their evaluation. It allowed the House to fast track some use cases for approval, such as using AI to supplement assistive technology. It allowed the House to prohibit other use cases, such as generating deepfake images and using them without the owner's permission. The policy became a part of internal deliberations ahead of all major software purchases. The policy became the basis for 'best practices' documents within Member Offices and triggered helpful internal and external feedback.

CHA *expanded its oversight focus* to include the Smithsonian Institution, the Architect of the Capitol and the U.S. Capitol Police in 2024. Use cases from across the Legislative Branch became public and highlighted a wide range of experimentation, such as:

Library of Congress	Chief Administrative Officer	Office of the Clerk	Government Publishing Office	Smithsonian Institution	Architect of the Capitol	U.S. Capitol Police
Generating metadata for bibliographic records	Varied Member, Committee, and Leadership Use Cases	Comparative Print Suite for legislative drafting	Internal chatbot to help GPO employees find docs	Deep learning of bird vocalizations	Learning how to use a private LLM in a secure Cloud	Commercial threat analysis tools
Data extraction from historic copyright records	Varied Institutional Use Cases	AI-assisted software engineering	AI in acquisitions to buy goods and services	Identifying tree species from drone canopy photos	Data quality management using AI-powered RPA	Physical security for enhanced x-ray and video screening
Summary of Congressional bills	Microsoft Azure Open AI	AI-enabled search for	AI to store and index publications	Identification of leaf shapes	AI-driven image, audio	

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[6] [Congress confronts security risks as it seeks to expand Hill's AI use - POLITICO](#)
[7] CHA Roundtable: Building AI Guardrails for the People's House, 3/19/24.

	LLM and Copilot	public websites		to track plant migration	and video editing	
Geolocation of places mentioned in legislation	AWS's Bedrock LLM for HSST pilot			Office productivity (Microsoft) and Transcription services	Zero Trust Architecture and AI cybersecurity	

In summary, by the close of the 118th Congress, the House Offices and Legislative Branch entities that CHA engaged with all made progress on establishing governance plans, establishing staff level working groups, piloting specific use cases and transparently reporting on them, and establishing teams to foster more robust technical work.

Status Snapshot As-Of December 2024	Chief Administrative Office	Office of the Clerk	Gov. Publishing Office	Library of Congress	Smithsonian	Architect of the Capitol	U.S. Capitol Police
AI Governance Assessment – Executive Level	light green		light green	dark green	dark green	dark green	dark green
AI Working Groups – Staff Level	dark green	dark green	light green	dark green	dark green	dark green	dark green
AI Use Case Discovery & Transparent Reporting	light green	dark green	dark green	dark green	dark green	dark green	dark green
AI Pilots or Experiments	light green	dark green	light green	dark green	light green	light green	light green
Innovation Labs	dark green		light green	dark green	light green		

Source: Committee on House Administration assessment.

Selected Events from the 118th Congress

CHA's efforts did not occur in a vacuum. During the 118th Congress several notable AI-related events occurred that received widespread media attention and public discussion.

SNAPSHOT: In January 2023, Representative **Auchincloss** (MA-04) delivered an AI-generated speech on the House Floor to introduce a bill. [8] [9] The bill aimed to create a U.S.-Israel AI center which would serve as a hub for research and development. The short speech was reviewed, refined, and edited several times by Auchincloss and his team.

SNAPSHOT: Also in January 2023, Representative **Lieu** (CA-36) introduced the first piece of federal legislation written by artificial intelligence.[10]

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[8] [Jake Auchincloss did something historic on the House floor: He delivered a speech written entirely by AI. | U.S. Congressman Jake Auchincloss Of Massachusetts 4th District](#)
[9] [Member of Congress reads AI-generated speech on House floor | AP News](#)
[10] [REP LIEU INTRODUCES FIRST FEDERAL LEGISLATION EVER WRITTEN BY ARTIFICIAL INTELLIGENCE | Congressman Ted Lieu](#)

SNAPSHOT: In June 2023, the House approved the use of one AI tool for research and evaluation purposes, and distributed licenses to 200 staffers in exchange for information sharing and emerging best practices. The House collected over 200 use cases and used this information to inform policy direction.

SNAPSHOT: In February 2024, many Congressional offices received AI-generated phone calls from deceased victims of gun violence as a part of a coordinated campaign to raise awareness of gun violence. [11] Over the next year, use of AI-generated phone calls directly to Member Offices recurred several times.

SNAPSHOT: In July 2024, Representative **Wexton** (VA-10) announced her use of a new AI-generated model of her voice as it was before being impacted by her Progressive Supranuclear Palsy (PSP) condition. PSP affected the volume and clarity of Wexton's speech, so she relied on a text-to-speech app for public speaking engagements including on the House floor and in committees. [12] [13]

SNAPSHOT: In October 2024, multiple media outlets covered an unusual debate among candidates for Virginia's 8th District. Two human candidates agreed to a virtual debate against an AI bot that was based off public statements from Representative **Beyer** (VA-08), the incumbent. The bot was created without Beyer's permission.[14] [15]

Key Considerations For the 119th Congress

Many experts have weighed in on how Congress should influence AI, but far fewer have offered thoughts on how AI should influence Congress. [16] [17] [18] Key considerations for any future AI implementation *within* the House are likely to include:

Pacing Legislative Branch AI Innovations To the Executive Branch: Technology in the Legislative Branch has historically lagged behind the Executive Branch. Without concerted action this lag will increasingly impact the ability of House staff to perform effective oversight.

- What is an appropriate funding target for Legislative Branch AI projects?
- What is a realistic goal towards establishing a secure AI sandbox for Congressional Office use?
- How do we rapidly scale small, successful AI pilots into large, enterprise-wide solutions?
- How do we encourage evolution and guard against stagnation as AI policies evolve?

Interoperability of Legislative Branch AI Systems for Efficient and Effective Oversight: The Legislative Branch relies on a complicated data ecosystem built upon several interconnected information systems. These should be reviewed and reassessed.

- How can we use AI to replace fragmented legacy IT systems with unified, modern ones?
- How can we encourage code and acquisitions sharing among Legislative Branch entities?
- Can we foster more collaboration between technical staff in Legislative Branch entities?
- Can we create a digital space where the public can safely & securely provide information?

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[11] [Victims of gun violence and mass shootings lobby Congress from beyond the grave : NPR](#)
[12] [Wexton Shares Video Debuting New AI Voice Model | U.S. House of Representatives](#)
[13] [Rep. Jennifer Wexton speaks on House floor using AI technology : NPR](#)
[14] [Tonight's strange debate with an AI congressional candidate - POLITICO](#)
[15] [Candidate creates AI bot of incumbent Don Beyer to debate him | wusa9.com](#)
[16] [AI guidelines for parliaments | Westminster Foundation for Democracy](#)
[17] [Artificial Intelligence for the Legislative Branch — POPVOX Foundation](#)
[18] [Bússola Tech | Modernisation of Parliaments](#)

- How should we measure the success of AI systems and change direction if necessary?

Stewardship of Legislative Branch Data: Legislative Branch data should be treated as a strategic national asset and critical public resource. The management of such data should facilitate information sharing and foster greater public knowledge and wisdom.

- How can Members and Staff more easily use data from multiple Legislative Branch entities?
- What is the right approach to data management and stewardship at this scale?
- How can public legislative branch data support private enterprise for social benefit?

AI Upskilling and Interparliamentary Knowledge Sharing: Learning new technical skills is a challenge for many. Practical, applied training that is role-specific needs to be robustly supported.

- How can CAO develop robust AI training that integrates with their existing programming?
- Should we encourage government-led training, industry-led training, or both?
- How extensively should we collaborate with other parliaments and institutional groups?

AI Oversight as a Roadmap for Other Emerging Technologies: AI is not the only disruptive technology which will affect the administration of the House. The challenges are likely to become more complex over the near-term future.[19]

- How might we constructively use technical testing teams to improve our IT systems?
- How might we rethink our hard and soft systems to make them more resilient?
- How might we learn from other sectors which have digitally transformed the way they work?
- How do we reproduce an Agile Oversight approach to other rapidly emerging technologies?

Acknowledgements

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[19] Persuasive technologies in China: implications for the future of national security | Australian Strategic Policy Institute | ASPI