

# Budget of the United States Government FY 2013



## Analytical Perspectives Chapter 11 Improving the Federal Workforce



## 1. IMPROVING THE FEDERAL WORKFORCE

The United States has overcome great challenges throughout our history because Americans of every generation have stepped forward to aid their Nation through service, both in civilian government and in the Uniformed Services. Today's Federal public servant carries forward that proud American tradition. Whether it is defending our homeland, restoring confidence in our financial system and supporting an historic economic recovery effort, providing health care to our veterans, or searching for cures to the most vexing diseases, we are fortunate to be able to rely upon a skilled workforce committed to public service.

A high-performing government depends on an engaged, well-prepared, and well-trained workforce with the right set of skills for the missions the government needs to achieve. However, tight fiscal resources, rapidly changing problems, and new technologies that change the way a program can be delivered are all challenges the Federal workforce must address. This chapter discusses trends in Federal employment, composition, and compensation, and presents the Administration's plans for achieving the talented Federal workforce needed to serve the American people effectively and efficiently.

### Trends in Federal Employment

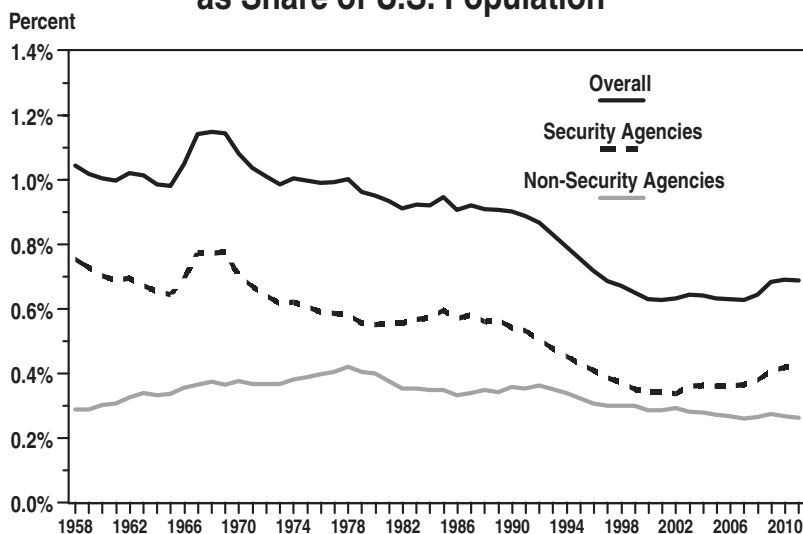
The size of the Federal civilian workforce relative to the country's population has declined dramatically over

the last several decades, notwithstanding occasional upticks due, for example, to military conflicts and the enumeration of the Census. In the 1950s and 1960s, there were on average 92 residents for every Federal worker. In the 1980s and 1990s, there were on average 106 residents for every Federal worker. By 2011, the ratio had increased to 145 residents for every Federal worker. Since the 1950s and 1960s, the U.S. population increased by 76 percent, the private sector workforce surged 133 percent, while the size of the Federal workforce rose just 11 percent. Relative to the private sector, the Federal workforce is less than half the size it was back in the 1950s and 1960s. The picture that emerges is one of a Federal civilian workforce whose size has significantly shrunk compared to the size of the overall U.S. population, the private sector workforce, and the size of Federal expenditures.

Chart 11-1 shows Federal civilian employment (excluding the U.S. Postal Service) as a share of the U.S. resident population from 1958 to 2011. The chart shows the overall decline noted above in both security and non-security agencies.

Except for employment peaks associated with the decennial census, Federal employment, in absolute terms, increased slightly in the 1980s and then dropped in the 1990s. This overall downward trend began to reverse itself in 2001, following the September 11 attack. Following that tragic event, the Federal workforce expanded to deal with national security and homeland safety issues

**Chart 11-1. Federal Civilian Workforce as Share of U.S. Population**



Source: Office of Personnel Management.

Notes: Security agencies include the Department of Defense, the Department of Homeland Security, the Department of State, and the Department of Veterans Affairs. Nonsecurity agencies include the remainder of the Executive Branch.

and to serve our veterans. Between 2001 and 2011, security agency employment grew, while non-security employment declined. For example, civilians working for the Department of the Army grew by more than 60,000, with a similar level of increase in people working for the Veterans Health Administration. Customs and Border Protection also grew more than 30,000 to keep our citizens safe at home.

Following this decade of growth, total Federal employment levels flattened out with minimal year-to-year shifts in 2012 and 2013. Table 11-2 shows actual Federal civilian full-time equivalent (FTE) employment levels in the Executive Branch by agency for 2010 and 2011, with estimates for 2012 and 2013. Estimated employment levels for 2013 result in nearly flat levels – a 0.1 percent increase when compared to the prior year. Capped levels of budget authority enacted through the Budget Control Act (BCA) and in the 2013 Budget are having a direct impact on FTE levels in all agencies. Among the 34 departments and agencies presented in Table 11-2, increases exist in less than one-third. Among the 15 Cabinet agencies, increases of more than 1 percent exist at only four – the Departments of Veterans Affairs (VA), Commerce (DOC), Health and Human Services (HHS), and the Treasury.

In security agencies, limited increases in VA and the Department of Homeland Security correlate with increased demand for services in veterans' medical care and continued emphasis on strengthening air travel safety and border protection. Even prior to the enactment of the BCA, in January 2011, the Department of Defense (DOD) initiated a policy to reduce staffing with the goal of holding to 2010 levels for most of the Department. The graduated reductions estimated by DOD in both 2012 and 2013 seek to achieve this goal while minimizing the impact on the workforce and the communities in which those workers live.

Beyond the security agencies, 2013 increases in non-security agencies are narrowly focused and are frequently supported by congressionally-authorized fees, not taxpayer dollars. Increased receipts from fees support timely commercialization of innovative technologies through faster and higher-quality patent reviews at the Patent and Trade Office of DOC, stronger food safety measures at the Food and Drug Administration of HHS, and enhancements to create stronger, more stable financial markets consistent with the Wall Street Reform Act. Increases in the category listed as "All other small agencies" in Table 11-2 are similarly driven by efforts to reform Wall Street and protect its customers. Commitments to activate new Federal prisons already constructed with funding appropriated as early as 2001 and as recently as 2010, result in limited necessary personnel increases at the Department of Justice in 2012 and 2013. And stepping up Internal Revenue Service (Treasury) program integrity efforts to ensure companies and individuals are paying their fair share is an investment that more than pays for itself and will result in a five-to-one increase in tax revenues.

Beneath many of the staffing topline are programs that pursue aggressive actions to reduce and reallocate staff from lower to higher priority programs. Some agen-

cies have imposed hiring freezes, others are using replacement ratios to allow fewer hires than separations, and many are offering early retirement and separation incentives. Across the Government, agencies are embracing a variety of workforce reduction tools to bring their personnel levels down. These complement other aggressive cost-saving measures across all agencies such as real estate closures, consolidation of back-office functions, and strategic sourcing, as well as agency-specific initiatives, such as the Department of Agriculture's Blueprint for Stronger Service to streamline operations, launched in January 2012, which involves consolidating more than 200 offices across the country while ensuring that the most vital services the offices provide continue.

### Federal Pay Trends

After more than a decade when the percentage increase in annual Federal pay raises did not keep pace with the percentage increase in private sector pay raises, Congress passed the Federal Employees Pay Comparability Act of 1990 (FEPCA) pegging Federal pay raises, as a default, to changes in the 15-month-lagged Employment Cost Index (ECI) series of wage and salaries for private industry workers, and to locality pay adjustments. The ECI measures private sector pay, holding constant industry and occupation composition. The law gives the President the authority to propose alternative pay adjustments for both base and locality pay. Presidents have regularly proposed alternative pay plans. Chart 11-2 shows how the Federal pay scale has compared to the ECI since 1990.

In late 2010, as one of several steps the Administration took to put the Nation on a sustainable fiscal path, the President proposed and Congress enacted a two-year freeze on across-the-board pay adjustments for civilian Federal employees. This has created structural savings in the Budget of \$60 billion over 10 years. The President also issued a memorandum directing agencies to freeze pay schedules and forgo general pay increases for civilian Federal employees in administratively determined pay systems.

For 2013, the President is proposing a 0.5 percent pay increase. While modest, the Administration's decision to propose an increase in pay for civilian Federal employees reflects the understanding that while the continuation of a pay freeze was unsustainable, the tight fiscal environment required a responsible approach that enables the investment needed to spur jobs and economic growth for decades to come. This pay increase proposal permits savings of approximately \$28 billion over 10 years and \$2 billion in 2013 within the BCA caps, reallocated to priorities and services the American people depend on and that would not otherwise have been available under the spending caps. Proposing a pay increase below the level of the private sector (or ECI) was not taken lightly, given the two-year pay freeze in 2011 and 2012 -- but recognizes the real constraints of the current budget situation.

The 2013 Budget also includes a deficit reduction proposal that would dedicate an additional 1.2 percent of employee salary (phased-in at 0.4 percent over three years) for contri-

butions toward retirement benefits. This change in employee contribution levels would not change the amount of each Federal employee’s pension benefit, but would result in \$21 billion over 10 years in mandatory savings.

**Composition of the Federal Workforce and Factors Affecting Federal Pay**

Federal worker compensation receives a great deal of attention, in particular, in comparison to that of private sector workers. Comparisons of the pay of Federal employees and private sector employees, for example, should account for factors affecting pay, such as differences in skill levels, complexity of work, scope of responsibility, size of organization, location, experience level, and exposure to personal danger. Some of the factors affecting pay are discussed below.

**Type of occupation.** The last half century has seen significant shifts in the composition of the Federal workforce, with related effects on pay. Fifty years ago, most white-collar Federal employees performed clerical tasks, such as posting Census figures in ledgers and retrieving taxpayer records from file rooms. Today their jobs are vastly different, requiring advanced skills to serve a knowledge-based economy. Professionals such as doctors, engineers, scientists, statisticians, and lawyers now make up a large portion of the Federal workforce. Between 1981 and 2011, the proportion of the Federal workforce in clerical occupations fell from 19.4 percent to 5.1 percent of the workforce, and the proportion of blue-collar workers fell from 22.0 percent to 9.7 percent.

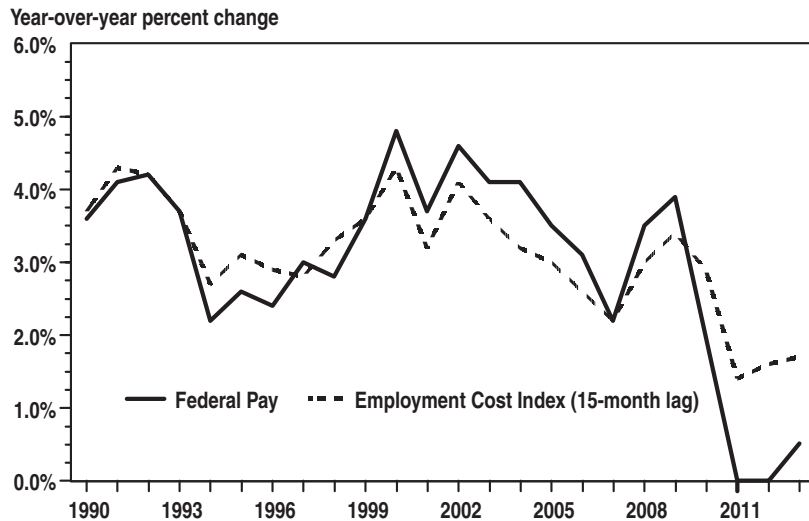
Today, a large number of Federal employees must manage highly sensitive tasks that require great skill, experience, and judgment. Federal employees increasingly need

sophisticated management and negotiation skills to affect change, not just across the Federal Government, but also with other levels of government, not-for-profit providers, and for-profit contractors. Using data from the Current Population Survey 2007-2011 of full-time, full-year workers, Table 11-1 breaks all Federal and private sector jobs into 22 occupation groups. That breakdown shows that Federal and private sector workers do very different types of work. More than half (55 percent) of Federal workers work in the nine highest-paying occupation groups as judges, engineers, scientists, nuclear plant inspectors, etc., compared to about a third (33 percent) of private sector workers in those same nine highest paying occupation groups. In contrast, 46 percent of private sector workers work in the seven lowest-paying occupation groups as cooks, janitors, service workers, clerks, laborers, manufacturing workers, etc. About 27 percent of Federal workers work in those seven lowest-paying occupation groups.

**Education level.** The size and complexity of much Federal work necessitates a highly educated workforce whether that work is analyzing security and financial risks, forecasting weather, planning bridges to withstand extreme weather events, conducting research to advance human health and energy efficiency, or advancing science to fuel future economic growth. Chart 11-3 presents the comparative differences in the education level of the Federal civilian and private sector workforce. About 21 percent of Federal workers have a master’s degree, professional degree, or doctorate versus only 9 percent in the private sector. Only one-in-five Federal employees has not attended college, whereas 41 percent of workers in the private sector have not attended college.

**Size of organization and responsibilities.** Another important difference between Federal workers and pri-

**Chart 11-2. Pay Raises for Federal vs. Private Workforce**



Source: Public Laws, Executive Orders, and the Bureau of Labor Statistics.  
 Notes: Federal pay is for civilians and includes base and locality pay. Employment Cost Index is the wages and salaries, private industry workers series.

**Table 11–1. OCCUPATIONS OF FEDERAL AND PRIVATE SECTOR WORKFORCES**  
(Grouped by Average Private Sector Salary)

Occupational Groups	Percent	
	Federal Workers	Private Sector Workers
<b>Highest Paid Occupations Ranked by Private Sector Salary</b>		
Lawyers and judges .....	1.7%	0.6%
Engineers .....	4.1%	1.9%
Scientists and social scientists .....	4.8%	0.6%
Managers .....	11.2%	13.2%
Doctors, nurses, psychologists, etc. ....	7.4%	5.1%
Miscellaneous professionals .....	15.1%	8.0%
Administrators, accountants, HR personnel .....	7.0%	2.6%
Pilots, conductors, and related mechanics .....	2.0%	0.8%
Inspectors .....	1.2%	0.3%
<b>Total Percentage</b> .....	<b>54.5%</b>	<b>33.1%</b>
<b>Medium Paid Occupations Ranked by Private Sector Salary</b>		
Sales including real estate, insurance agents .....	1.0%	6.6%
Other miscellaneous occupations .....	3.2%	4.4%
Automobile and other mechanics .....	1.8%	3.0%
Law enforcement and related occupations .....	8.5%	0.8%
Office workers .....	2.5%	6.3%
Social workers .....	1.5%	0.5%
<b>Total Percentage</b> .....	<b>18.5%</b>	<b>21.5%</b>
<b>Lowest Paid Occupations Ranked by Private Sector Salary</b>		
Drivers of trucks and taxis .....	0.7%	3.4%
Laborers and construction workers .....	4.4%	10.4%
Clerks .....	14.2%	11.4%
Manufacturing .....	2.5%	7.8%
Other miscellaneous service workers .....	2.5%	6.3%
Janitors and housekeepers .....	1.6%	2.4%
Cooks, bartenders, bakers, and wait staff .....	0.9%	4.0%
<b>Total Percentage</b> .....	<b>26.8%</b>	<b>45.7%</b>

Source: 2007–2011 Current Population Survey.

Notes: Federal workers exclude the military and Postal Service, but include all other Federal workers in the Executive, Legislative, and Judicial Branches. However, the vast majority of these employees are civil servants in the Executive Branch. Private sector workers exclude the self-employed. Neither category includes state and local government workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 annual hours of work.

private sector workers is the average size of the organizations in which they work. Federal agencies are large and often face challenges of enormous scale, such as distributing benefit payments to over 60 million Social Security and Supplemental Security Income beneficiaries each year, providing medical care to 8.8 million of the Nation's veterans, and managing defense contracts costing billions of dollars. Workers from large firms (those with 1,000 or more employees) are paid about 14 percent more than workers from small firms (those with fewer than 100 employees), even after accounting for occupational type, level of education, and other characteristics.

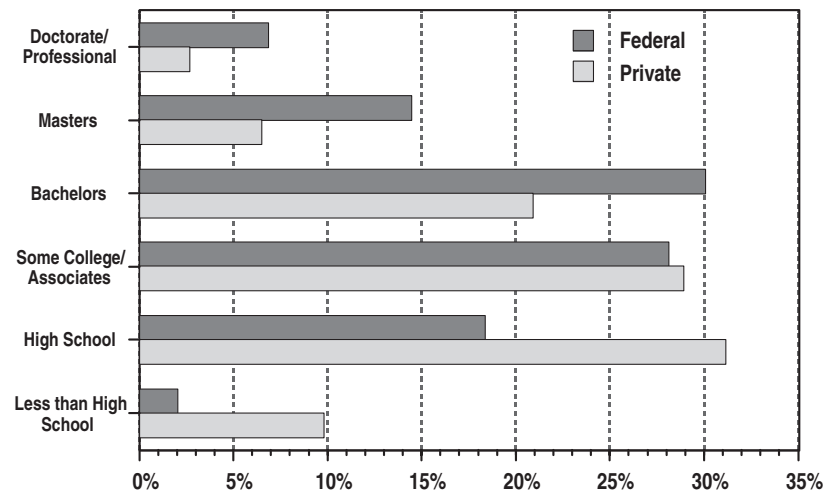
**Demographic characteristics.** Federal workers tend to have demographic characteristics associated with higher pay in the private sector. They are more experienced, older and live in higher cost metropolitan areas. For example, 22 percent of Federal workers are 55 or older – up from 15 percent 10 years ago and significantly

more than the 18 percent in the private sector. Chart 11-4 shows the difference in age distribution between Federal and private sector workers.

### Challenges

With the backdrop of tightening fiscal constraints, the Federal Government faces specific human capital challenges, including an aging and retiring workforce and a personnel system that requires further modernization. If the Government loses top talent, experience, and institutional memory through retirements, but cannot recruit, retain, and train highly qualified workers, Government performance suffers. While the age distribution and potential for a large number of retiring workers poses a challenge, it also creates an opportunity to streamline the workforce and to infuse it with new – and in some cases lower-cost – workers excited about Government service

**Chart 11-3. Education Level Distribution in Federal vs. Private Workforce**



Source: 2007-2011 Current Population Survey.

Notes: Federal workers exclude the military and Postal Service, but include all other Federal workers in the Executive, Legislative, and Judicial Branches. However, the vast majority of these employees are civil servants in the Executive Branch. Private sector workers exclude the self-employed. Neither category includes state and local government workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 hours of work.

and equipped with strong technology skills, problem-solving ability, and fresh perspectives to tackle problems that Government must address.

To address issues in the long-term, Federal managers and employees need to rely on a modernized personnel system. To that end, the Administration proposed to the Joint Select Committee on Deficit Reduction that the Congress establish a Commission on Federal Public Service Reform comprised of Members of Congress, representatives from the President's National Council on Federal Labor-Management Relations, members of the private sector, and academic experts. The Commission would develop recommendations on reforms to modernize Federal personnel policies and practices within fiscal constraints, including, but not limited to compensation, staff development and mobility, and personnel performance and motivation.

This section discusses two major Federal workforce challenges, and the following section describes actions this Administration is taking to address those challenges.

### ***Aging Workforce***

As discussed above, the Federal workforce of 2011 is older than Federal workforces of past decades and older than the private sector workforce. The number of Federal retirements is on a slow and steady increase, rising from 95,425 in 2009 to 96,133 in 2010 and 98,731 in 2011.

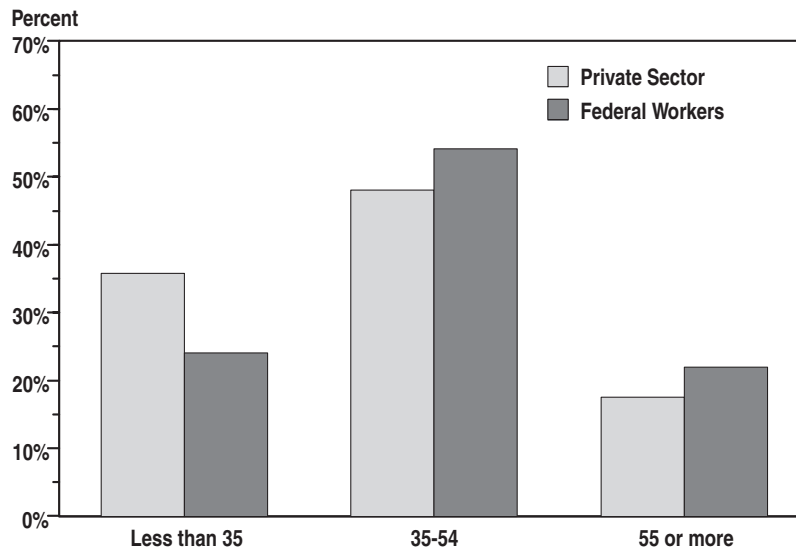
Given these demographics, the Federal Government faces two immediate challenges: preparing for retirements to maximize knowledge transfer from one genera-

tion to the next, and hiring and developing the next generation of the Government workforce to accomplish the varied and challenging missions the Federal Government must deliver.

### ***Developing and Engaging Personnel to Improve Performance***

One well-documented challenge in any organization is managing a workforce so it is engaged, innovative, and committed to continuous improvement, while at the same time dealing with poor performers who fail to improve as needed. Federal employees are generally positive about the importance of their work and express a high readiness to put in extra effort to accomplish the goals of their agencies. Results from the Federal Employee Viewpoint Survey (EVS) indicate 92 percent of respondents answer positively to the statement "The work I do is important." and nearly 97 percent of respondents answer positively to the statement "When needed I am willing to put in the extra effort to get a job done." However in contrast, Federal employees have repeatedly identified the inability to deal with poor performers as an area of weakness over the past 10 years. In 2011, only 31 percent of employees sampled in the EVS answered positively that "In my work unit, steps are taken to deal with a poor performer who cannot or will not improve." In addition, only 41 percent agreed that "creativity and innovation are rewarded". Over the past year, the Office of Personnel Management (OPM) and the Office of Management and Budget (OMB) have jointly met with agencies to review agency progress on their ac-

**Chart 11-4. Federal vs. Private Age Distribution**



Source: 2011 Current Population Survey (covering calendar year 2010).  
 Notes: Federal workers exclude the military and Postal Service, but include all other Federal workers in the Executive Branch. Private sector workers exclude the self-employed. Neither category includes state and local government workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 annual hours of work.

tion plans to address weaknesses identified through the EVS.

**Progress Improving Employee Performance and Human Capital Management**

The Administration has made considerable progress improving employee performance and human capital management through multiple efforts, including: strengthened labor-management partnerships, better alignment between employee performance and organizational performance objectives, increased agency use of personnel data for decision-making, better hiring practices, heightened attention to a diverse and inclusive workforce, and a new Senior Executive Service (SES) performance appraisal system.

**Strengthening Labor-Management Relations**

On December 9, 2009, the President issued Executive Order 13522 “Creating Labor-Management Forums to Improve the Delivery of Government Services”. Cooperative labor-management forums have been formed across the Federal Government to resolve workplace issues and improve mission performance and service delivery to the American public. The Administration developed guidelines to help each forum define its objectives and measure results along three dimensions: mission accomplishment, employee perceptions, and labor-management relations. Training opportunities have been provided to support these efforts. For example, VA and the Federal Labor Relations Authority made web-based training available at no cost across the Executive Branch.

In addition, a working group of the National Council on Federal Labor-Management Relations partnered with members of the Chief Human Capital Officers Council to recommend a new employee performance management framework, referred to as the Goals-Engagement-Accountability-Results framework. Elements of this framework are now being tested by several pilot agencies, including VA, OPM, the Coast Guard, the Department of Housing and Urban Development, and the Department of Energy.

**Developing and Using Personnel Analytics**

The Administration is committed to strengthening Federal agencies’ capacity to analyze human resources data to address workplace problems, improve productivity, and cut costs. The Federal Government began annual administration of the EVS in 2010 to make it more useful as a managerial tool to help agencies identify areas of personnel management strength and weakness. In 2011, to enhance its value, the survey was administered in a way that provided more managers with EVS information specific to their organizational unit. In 2012, OPM will survey all permanent civilian employees, rather than sampling as it did in 2011, to increase further agencies’ ability to pinpoint areas of strength and weakness. In addition, Performance.gov provides agencies and the public a window on key human resources data – including Government-wide and agency-specific hiring times, applicant and manager satisfaction, employee engagement and retention, diversity and disability, and veterans hiring and employment.

### ***Building a Workforce with the Skills Necessary to Meet Agency Missions***

The demands of the workplace necessitate new and evolving skill sets in the workforce of the Federal Government. The Government Accountability Office has identified critical employee skills gaps as an area of high risk. As a result, the Administration has established a Cross-Agency Priority Goal in this area and OPM will lead the multiagency effort to close critical skills gaps across the Federal Government. OPM and the Chief Human Capital Officers Council will develop and implement a Government-wide plan to achieve this goal.

This effort will build on progress already being made closing critical skills gaps in acquisition and information technology (IT). Spending on Federal contracts nearly doubled between 2001 and 2008, while the acquisition workforce responsible for negotiating, awarding, and managing these contracts remained essentially flat. While private sector contractors provide a wide range of services to help Federal employees carry out agency missions and operations, such as scientific research, IT support, and construction services, the lag in building a skilled acquisition workforce that kept pace with contracting requirements contributed to ineffective and wasteful contracting practices and imbalances in our relationship with contractors. Over the past three years, this Administration has worked to reverse this trend and restore accountability and fiscal responsibility. Through a focus on building the capacity and capability of the acquisition workforce and other key initiatives, the Federal Government reduced spending in Government contracting in 2010 for the first time in 13 years, reduced the use of many high-risk contracting practices, and made other significant improvements to the Federal contracting process. Continuing these and other efforts to increase efficiencies in Federal contracting -- while achieving further savings through the Campaign to Cut Waste -- depends on a strong, well-trained acquisition workforce, and the Administration continues to undertake the human capital planning and actions needed to improve Federal contracting.

The Administration is also committed to building a more efficient and effective 21<sup>st</sup> Century Government for the American people through the strategic use of IT, and strengthening the IT workforce is a key element in its plan to reform Federal IT management. To ensure we have experienced and talented managers to oversee large, complex IT investments and maximize the return on taxpayer dollars at every step in the process, the Administration

created a new role for IT program managers with rigorous requirements. In addition, the Presidential Technology Fellows Program was launched to reduce the barriers to entering public service and to provide highly talented technology professionals access to unique career opportunities in a variety of Federal agencies. The Entrepreneur-in-Residence program was also initiated, which enables the Government to capitalize on subject matter experts across various communities to bring innovative practices and technologies into the Government.

### ***A Diverse and Inclusive Workforce***

The American people are best served by a Federal workforce that reflects the rich diversity of the populace and encourages collaboration, fairness, and innovation. Pursuant to the President's Executive Order 13583, signed in August 2011, the first Government-wide Diversity and Inclusion Strategic Plan was issued and provides agencies with the shared goals of workforce diversity, workplace inclusion, and sustainability. The Strategic Plan efforts will focus on outreach, recruitment, and career development to draw from all segments of society, including those who are underrepresented, as well as on the retention, inclusion, and leadership development of all Federal employees.

### ***New Senior Executive Service Performance Appraisal System***

In January 2012, OPM and OMB issued a standard Government-wide SES performance appraisal system to meet the SES performance management needs of all agencies and their SES employees. An interagency work group developed this system after examining a number of current SES performance management systems at several agencies and benchmarking with the private sector through the President's Management Advisory Board, a group of private sector leaders that advise the Government on management best practices. The new system will provide a consistent and uniform framework for agencies to communicate expectations and evaluate the performance of SES members, particularly centering on the role and responsibility of SES employees to provide executive leadership. The new system will also provide the necessary flexibility and enable appropriate customization. Agencies will have the opportunity to transition to this new system over the next year or two as their current system certifications expire, or earlier if desired.



**Table 11-2. FEDERAL CIVILIAN EMPLOYMENT IN THE EXECUTIVE BRANCH**  
(Civilian employment as measured by FTEs in thousands, excluding the Postal Service)

Agency	Actual		Estimate		Change: 2012 to 2013	
	2010	2011	2012	2013	FTE	Percent
<b>Cabinet agencies:</b>						
Agriculture .....	96.3	95.9	93.3	92.3	-1.0	-1.1%
Commerce .....	123.3	41.3	40.5	42.0	1.5	3.7%
Defense .....	741.4	771.3	764.3	756.8	-7.5	-1.0%
Education .....	4.1	4.4	4.3	4.3	0.0	0.0%
Energy .....	16.1	16.1	16.5	16.4	-0.1	-0.6%
Health and Human Services .....	66.1	68.8	70.1	71.5	1.4	2.0%
Homeland Security .....	173.0	179.5	187.5	188.9	1.4	0.7%
Housing and Urban Development .....	9.5	9.5	9.4	9.4	0.0	0.0%
Interior .....	70.9	70.5	70.4	69.8	-0.6	-0.9%
Justice .....	113.4	116.3	117.9	118.6	0.7	0.6%
Labor .....	16.9	16.9	17.4	17.4	0.0	0.0%
State .....	31.6	32.4	32.4	32.5	0.1	0.3%
Transportation .....	57.2	57.4	57.7	57.9	0.2	0.3%
Treasury .....	111.9	110.7	108.2	111.8	3.6	3.3%
Veterans Affairs .....	284.8	295.7	302.3	306.6	4.3	1.4%
<b>Other agencies—excluding Postal Service:</b>						
Broadcasting Board of Governors .....	1.9	1.9	2.0	1.9	-0.1	-5.0%
Corps of Engineers—Civil Works .....	23.6	23.7	23.0	22.7	-0.3	-1.3%
Environmental Protection Agency .....	17.2	17.3	17.1	17.1	0.0	0.0%
Equal Employment Opportunity Comm .....	2.4	2.5	2.4	2.4	0.0	0.0%
Federal Deposit Insurance Corporation .....	7.1	8.3	8.7	8.4	-0.3	-3.4%
General Services Administration .....	12.5	12.7	13.2	13.0	-0.2	-1.5%
International Assistance Programs .....	4.9	5.2	5.4	5.4	0.0	0.0%
National Aeronautics and Space Admin .....	18.4	18.6	18.4	18.2	-0.2	-1.1%
National Archives and Records Admin .....	3.2	3.3	3.3	3.3	0.0	0.0%
National Labor Relations Board .....	1.6	1.7	1.7	1.7	0.0	0.0%
National Science Foundation .....	1.4	1.4	1.4	1.5	0.1	7.1%
Nuclear Regulatory Commission .....	4.0	4.0	4.0	3.9	-0.1	-2.5%
Office of Personnel Management .....	4.8	5.4	5.7	5.3	-0.4	-7.0%
Railroad Retirement Board .....	1.0	1.0	1.0	0.9	-0.1	-10.0%
Securities and Exchange Commission .....	3.7	3.8	3.9	4.5	0.6	15.4%
Small Business Administration .....	3.4	3.4	3.4	3.4	0.0	0.0%
Smithsonian Institution .....	5.1	5.2	5.2	5.2	0.0	0.0%
Social Security Administration .....	67.3	67.6	65.4	63.4	-2.0	-3.1%
Tennessee Valley Authority .....	12.0	12.4	12.8	12.9	0.1	0.8%
All other small agencies <sup>1</sup> .....	15.9	16.3	17.7	18.7	1.0	5.6%
<b>Total, Executive Branch civilian employment <sup>2</sup> ...</b>	<b>2,127.9</b>	<b>2,102.4</b>	<b>2,107.6</b>	<b>2,110.0</b>	<b>2.4</b>	<b>0.1%</b>
Security FTE per P.L. 112-25 .....	1,241.7	1,290.1	1,297.9	1,296.3	-1.6	-0.1%
Nonsecurity FTE .....	886.2	812.3	809.7	813.7	4.0	0.5%

<sup>1</sup> FTE increases in the Consumer Financial Protection Bureau and the Commodity Futures Trading Commission comprise 70% of the increase between 2012 and 2013.

<sup>2</sup> Totals may not add due to rounding.

**Table 11-3. TOTAL FEDERAL EMPLOYMENT**  
(As measured by FTEs)

Description	2011 Actual	Estimate		Change: 2012 to 2013	
		2012	2013	FTE	Percent
Executive branch civilian personnel:					
Subtotal, excluding Postal Service .....	2,102,369	2,107,586	2,110,012	2,426	0.1%
Postal Service <sup>1</sup> .....	603,070	579,069	574,142	-4,927	-0.9%
Subtotal, Executive Branch civilian personnel .....	2,705,439	2,686,655	2,684,154	-2,501	-0.1%
Executive branch uniformed military personnel:					
Department of Defense <sup>2</sup> .....	1,534,424	1,499,930	1,466,664	-33,266	-2.2%
Department of Homeland Security (USCG) .....	42,429	43,088	42,540	-548	-1.3%
Commissioned Corps (DOC, EPA, HHS) .....	6,821	6,845	6,845	0	0.0%
Subtotal, uniformed military personnel .....	1,583,674	1,549,863	1,516,049	-33,814	-2.2%
Subtotal, Executive Branch .....	4,289,113	4,236,518	4,200,203	-36,315	-0.9%
Legislative Branch <sup>3</sup> .....	31,684	34,685	34,515	-170	-0.5%
Judicial Branch .....	35,381	34,914	35,164	250	0.7%
<b>Grand total .....</b>	<b>4,356,178</b>	<b>4,306,117</b>	<b>4,269,882</b>	<b>-36,235</b>	<b>-0.8%</b>

<sup>1</sup> Includes Postal Rate Commission.

<sup>2</sup> Includes activated Guard and Reserve members on active duty. Does not include Full-Time Support (Active Guard & Reserve (AGRs)) paid from Reserve Component appropriations.

<sup>3</sup> FTE data not available for the Senate (positions filled were used).

**Table 11-4. PERSONNEL COMPENSATION AND BENEFITS**  
(In millions of dollars)

Description	2011 Actual	2012 Estimate	2013 Request	Change: 2012 to 2013	
				Dollars	Percent
<b>Civilian personnel costs:</b>					
Executive Branch (excluding Postal Service):					
Direct compensation .....	175,931	177,035	179,942	2,907	1.6%
Personnel benefits .....	63,919	64,495	65,816	1,321	2.0%
Subtotal, Executive Branch .....	239,850	241,530	245,758	4,228	1.8%
Postal Service:					
Direct compensation .....	37,495	35,691	30,003	-5,688	-15.9%
Personnel benefits .....	15,126	8,697	11,711	3,014	34.7%
Subtotal .....	52,621	44,388	41,714	-2,674	-6.0%
Legislative Branch: <sup>1</sup>					
Direct compensation .....	2,154	2,110	2,132	22	1.0%
Personnel benefits .....	653	647	663	16	2.5%
Subtotal .....	2,807	2,757	2,795	38	1.4%
Judicial Branch:					
Direct compensation .....	3,226	3,206	3,249	43	1.3%
Personnel benefits .....	1,067	1,081	1,105	24	2.2%
Subtotal .....	4,293	4,287	4,354	67	1.6%
Total, civilian personnel costs .....	299,571	292,962	294,621	1,659	0.6%
<b>Military personnel costs:</b>					
Department of Defense					
Direct compensation .....	78,828	78,023	78,270	247	0.3%
Personnel benefits .....	50,940	51,346	48,163	-3,183	-6.2%
Subtotal .....	129,768	129,369	126,433	-2,936	-2.3%
All other executive branch, uniformed personnel:					
Direct compensation .....	2,455	2,506	2,721	215	8.6%
Personnel benefits .....	792	822	763	-59	-7.2%
Subtotal .....	3,247	3,328	3,484	156	4.7%
Total, military personnel costs <sup>2</sup> .....	133,015	132,697	129,917	-2,780	-2.1%
<b>Grand total, personnel costs .....</b>	<b>432,586</b>	<b>425,659</b>	<b>424,538</b>	<b>-1,121</b>	<b>-0.3%</b>
<b>ADDENDUM</b>					
<b>Former Civilian Personnel:</b>					
Retired pay for former personnel					
Government payment for Annuitants: .....	71,983	81,820	85,231	3,411	4.2%
Employee health benefits .....	10,260	10,475	11,027	552	5.3%
Employee life insurance .....	45	45	45	0	0.0%
<b>Former military personnel:</b>					
Retired pay for former personnel .....	50,997	52,685	54,759	2,074	3.9%
Military annuitants health benefits .....	8,756	9,471	9,727	256	2.7%

<sup>1</sup> Excludes members and officers of the Senate.

<sup>2</sup> Amounts in this table for military compensation reflect direct pay and benefits for all servicemembers, including active duty, guard, and reserve members.