

11. 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 administering 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 appropriate to the situation. As the mission of our government has changed over time, the Federal government has worked to ensure that it employs people with the skills needed to tackle new challenges. 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 efficiently and effectively.

Trends in Federal Employment

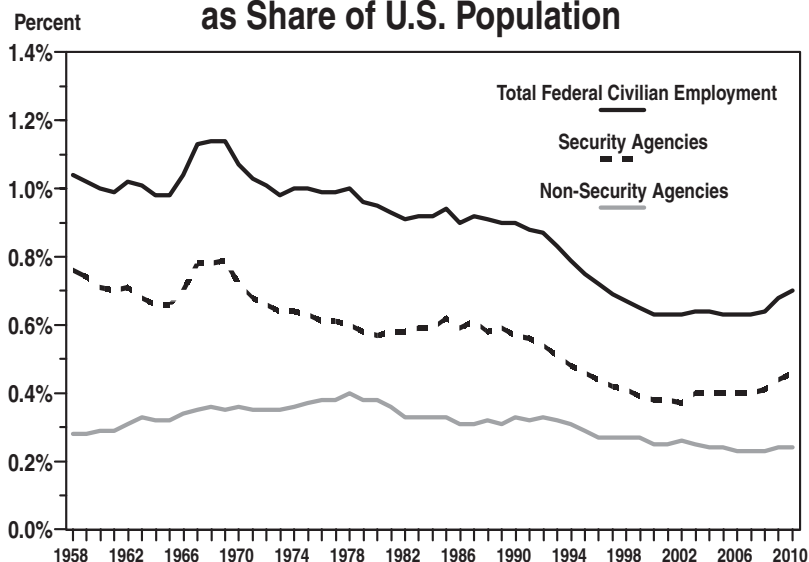
The relative size of the Federal civilian workforce has declined dramatically over the last several decades.

Notwithstanding occasional upticks due, for example, to military conflicts and the enumeration of the Census, the number of Federal workers as a percentage of population has fallen over time. In 1953, there was one Federal worker for every 78 residents. In 1989, there was one Federal employee for every 110 residents. By 2009, the ratio had dropped to one Federal employee for every 147 residents. The picture that emerges is one of a Federal workforce that has significantly shrunk compared to the overall U.S. population, as well as compared to the size of Federal expenditures and the work that the Federal Government is called upon to perform.

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 2010. The chart shows the overall decline noted above. Both security and non-security agencies have declined, although the greatest overall reductions have been in the security agencies.

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 safety issues and to serve our veterans. Civilians working for the Army grew from 203,000 in 2001 to 260,000 in 2010, for example, while people working for the Veterans Health Administration increased from 189,000 in 2001 to 252,000 in 2010. Customs and Border Protection grew from 38,000 employees in Fiscal Year 2003

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 Justice, the Department of State, Department of the Treasury, and the Department of Veterans Affairs. Non-Security Agencies include the remainder of the Executive Department agencies.

to 56,000 today. Overall, security agency employment grew by 22 percent from 2001 to 2010. During the same period, employment in non-security agencies as a percent of population fell by 4 percent.

The 2012 Budget continues these trends. Table 11-2 shows actual Federal civilian employment in the executive branch by agency in 2010, and estimates it for 2011 and 2012. The 2012 Budget estimates a 2012 workforce of 2.1 million, roughly the same level as proposed last year and a modest increase over 2010 actual levels. Consistent with the overall recent trends, personnel increases focus on providing greater security and economic opportunity for the American people. Seventy percent of the proposed increase in the size of the 2012 Federal workforce occurs in five agencies – the Department of Defense, the Department of Veterans Affairs, the Department of Homeland Security, the Department of Justice, and the Department of State. These organizations are all centrally involved in our security interests, including operations and activities in Afghanistan and Iraq, providing care for our returning veterans, protecting our country from the threat of terrorism, protecting our borders, and advancing our Nation’s interests abroad. Other increases aim at implementing the recently enacted Affordable Care Act, assuring fair and thriving financial markets, and restoring some of the regulatory protections eliminated by the previous Administration in areas such as oversight of mortgage lenders and mine safety. Personnel figures at most non-security agencies remain essentially flat over the past two years, with some agencies, including Commerce (beyond the Census), the U.S. Army Corps of Engineers, Agriculture, Interior, the Nuclear Regulatory Commission, and the Small Business Administration proposing lower personnel levels due to increased efficiencies and hard choices about budget trade-offs.

Federal Workforce Pay Trends

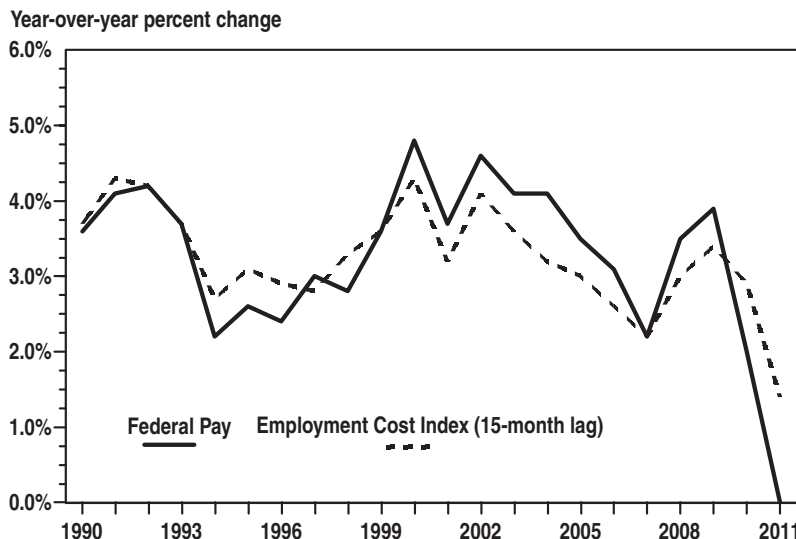
Federal and private sector pay raises have followed each other closely for the past two decades (as seen in chart 11-2). By law, as a default, Federal pay raises are pegged to changes in the 15-month-lagged Employment Cost Index (ECI) series of wage and salaries for private industry workers. The index measures private sector pay, holding constant industry and occupation composition. The law also gives the President the authority to propose alternative pay adjustments for both base and locality pay. Presidents have regularly proposed alternative pay plans.

In late 2010, the President proposed and Congress enacted a two-year freeze in the pay of civilian Federal employees as one of the steps needed to put the Nation on a sustainable fiscal path. This will save \$2 billion for the remainder of 2011, \$28 billion over the next five years, and more than \$60 billion over the next 10 years.

Composition of Federal Workforce and Factors Affecting Federal Pay

In addition to changes in the relative size of the Federal workforce, the last half century has also seen significant shifts in its composition. 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. A large number of Federal employees must manage highly sensitive situations that require great skill, experience, and judgment. They increasingly need sophisticated management and negotiation skills to coordinate changes not just across Federal

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



Sources: 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
Top Third Occupations Ranked by Private Sector Salary		
Lawyers and judges	1.8%	0.5%
Engineers	4.2%	1.9%
Scientists and social scientists	4.6%	0.6%
Managers	11.4%	13.1%
Doctors, nurses, psychologists, etc.	7.2%	4.9%
Miscellaneous professionals	15.1%	7.7%
Administrators, accountants, HR personnel	6.7%	2.6%
Pilots, conductors, and related mechanics	2.1%	0.8%
Inspectors	1.4%	0.3%
Total Percentage	54.5%	32.4%
Middle Third Occupations Ranked by Private Sector Salary		
Sales including real estate, insurance agents	1.0%	6.7%
Other miscellaneous occupations	3.2%	4.2%
Automobile and other mechanics	1.8%	3.0%
Social workers	1.4%	0.5%
Office workers	2.6%	6.3%
Drivers of trucks and taxis	0.6%	3.5%
Laborers and construction workers	4.2%	10.8%
Total Percentage	14.8%	35.0%
Bottom Third Occupations Ranked by Private Sector Salary		
Clerks	14.8%	11.6%
Manufacturing	2.6%	8.1%
Law enforcement and related occupations	8.4%	0.8%
Other miscellaneous service workers	2.5%	6.0%
Janitors and housekeepers	1.7%	2.3%
Cooks, bartenders, bakers, and wait staff	0.8%	4.0%
Total Percentage	30.8%	32.8%

Source: Current Population Survey, 2006-2010.

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 1500 annual hours of work.

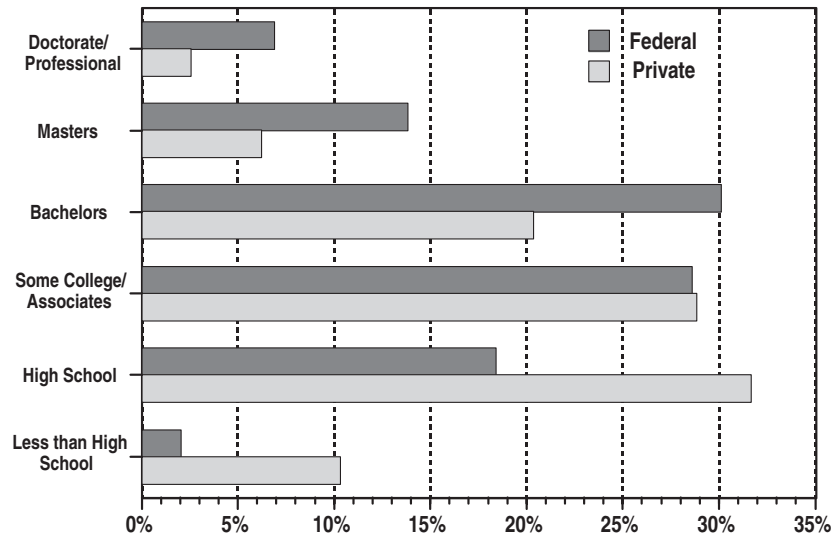
Government organizations, but also with other levels of government, not-for-profit providers, and for-profit contractors.

Federal worker pay receives a great deal of public scrutiny, in particular in comparison to pay of private sector workers. Such comparisons are complicated by the fact that Federal and private sector workers do very different types of work. Using data from the Current Population Survey (CPS) of full-time, full-year workers, Table 11-1 breaks all Federal and private sector jobs into 23 occupation groups. That breakdown shows that more than half (54.5 percent) of Federal workers work in the nine highest-paying occupation groups – as judges, engineers, scientists, nuclear plant inspectors, etc. – compared to

less than a third (32.4 percent) of private sector workers in those same nine highest paying occupation groups. In contrast, a fifth of private sector workers work in the four lowest-paying occupation groups (excluding law enforcement, which does not have a good private sector counterpart) as cooks, janitors, service workers, and manufacturing workers. Fewer than one in thirteen Federal workers work in those four lowest-paying occupation groups.

Raw comparisons of average pay between Federal and private sector employees mask important differences in the skill levels, complexity of work, scope of responsibility, size of organization, location, experience level, and special requirements, as well as exposure to personal danger.

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



Source: Current Population Survey, 2006-2010.

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 1500 annual hours of work.

Some of the factors to consider when comparing Federal and private workers’ pay are:

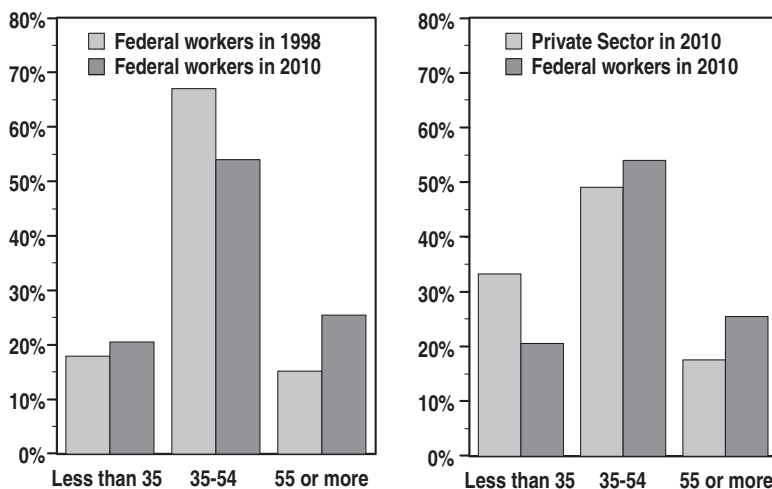
- **Demographic characteristics.** Federal workers tend to have demographic characteristics associated with higher pay in the private sector. They are more experienced, older and live in higher cost metropolitan areas. For example, in the private sector, there are more full-time workers under the age of 30 than between the ages of 50 and 59 (25 percent versus 19 percent). In the Federal workforce there are more than twice as many 50 to 59 year-olds as those under 30 years old (29 percent versus 14 percent).
- **Size of organization.** Another important consideration is the size of the organization. Federal agencies are large and often face challenges of enormous scale, such as distributing Social Security checks and caring for the Nation’s Veterans. In many situations, it is more appropriate to compare the Federal workforce to those at larger private firms. Workers from large firms (those with 1,000 or more employees) are paid about 15 percent more than workers from small firms (those with less than 100 employees), even after accounting for occupation, education, and other characteristics.
- **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 en-

ergy efficiency, or advancing science to fuel future economic growth. Chart 11-3 examines the difference in the education level of the Federal civilian and private workforce. About 20 percent of Federal workers have a master’s degree, professional degree, or doctorate versus only 13 percent in the private sector. A full 51 percent of Federal employees have at least a college degree compared to 35 percent in the private sector.

Challenges

The Federal Government faces specific challenges, including an aging and retiring workforce and an inadequate system for hiring, developing, deploying, and engaging personnel. If the Government loses top talent, experience, and institutional memory through retirements but cannot recruit, retain, and train highly qualified workers, government performance will suffer. If the Government does not adapt to technological change by updating the ways it develops, deploys, and engages its personnel, it will have difficulty meeting 21st century challenges. The large number of retiring workers poses a challenge, but also creates an opportunity for an infusion of new workers excited about Government service and equipped with strong technology skills, problem-solving ability, and fresh perspectives to tackle the problems that Government is expected to address. This section lays out some of the Federal workforce challenges. The following section describes some of the

Chart 11-4. Federal Age Distribution in 1998 and 2010 and Federal vs. Private Age Distribution in 2010



Sources: Current Population Survey, 2010 and FedScope.
 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 SState and local government workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1500 annual hours of work.

actions this Administration is taking to address those challenges.

Aging workforce

The Federal workforce of 2010 is older than Federal workforces of past decades and older than the present private sector workforce. The left panel of Chart 11-4 shows how the Federal workforce aged between 1998 and 2010. The percentage of Federal workers age 55 or older increased from 15 to 25 percent over 12 years. At the same time, the percentage of workers under 35 also edged up, from 18 to 21 percent, between 1998 and 2010. The right panel of Chart 11-4 shows that the private sector experienced a more significant shift from older employees to younger workers than did the Federal government during this period.

The recent recession substantially slowed projected Federal retirements. Between 2005 and 2008, annual separations (retirements and other departures) from the Federal workforce ranged between 244,000 and 252,000. Separations fell to 212,000 in 2009. If the reduced retirement pattern continues, 230,000 separations are likely in 2011. If separation rates return to their 2007 levels instead, more than 300,000 separations could occur in 2011.

Given these demographics, the Federal government faces two immediate challenges: preparing for retirements to maximize knowledge transfer from one generation to the next, and hiring and developing the next generation of the government workforce in a manner that enables them to accomplish the varied and challenging missions the Federal government must deliver.

Need to Strengthen System for Developing, Deploying and Engaging Personnel

One well documented challenge in the public sector is creating personnel performance systems that encourage commitment and innovation. At the same time, the systems must deal with poor performers who fail to improve as appropriate to their situation. Federal employees have identified this as an area of weakness over the past 10 years. Employees rate “Results Oriented Performance Culture” as a weak spot in the Federal employee survey. In 2010, only 31 percent of employees sampled 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”.

In contrast, Federal employees are generally positive about the importance of their work and their willingness to put in extra effort to accomplish the goals of their agencies, with 92 percent of respondents answering positively to the statement “the work I do is important” and nearly 97 percent of respondents answering positively to the statement “when needed I am willing to put in the extra effort to get a job done.”

Personnel Performance Agenda

To serve the American people and address these challenges, the Federal Government needs to improve management of the Federal workforce. The Office of Personnel Management (OPM) Strategic Plan has four overarching goals that match the career cycle of a Federal em-

ployee. The “Hire the Best” strategic goal concentrates on improving the Federal hiring process. The “Respect the Workforce” strategic goal focuses on employee retention through training, labor relations, and work-life balance initiatives. The “Expect the Best” strategic goal aims to provide the necessary tools and resources for employees to engage and perform at the highest levels while holding them accountable. Finally, the “Honor Service” strategic goal acknowledges and recognizes the exemplary service of Federal employees. Combined, these strategic goals will help the government recruit and retain the talented and high performing employees required to tackle new and emerging challenges and deliver the services on which the American people depend efficiently and effectively.

Improving the Federal Hiring Process

The likelihood of large numbers of workers retiring could be a problem if not managed well, but it also creates an opportunity for Government to bring in new workers excited about Government service with strong technology and problem-solving skills along with fresh perspectives on the problems that Government is expected to address.

To manage these challenges well, the Administration launched the Hiring Reform Initiative, making it a priority for all Federal agencies to improve their hiring processes. On May 11, 2010, President Obama issued a Memorandum to agencies on Improving the Federal Recruitment and Hiring Process. This launched the first phase of the Administration’s comprehensive initiative to address major, long-standing impediments to recruiting and hiring the best and brightest into the Federal civilian workforce. The reform effort’s sweeping changes are already taking hold, but to spread to every part of government, will require a cultural shift over many years.

The President’s Memorandum established three initial objectives for the first phase of hiring reform:

1. Make it easier for Americans to apply for Federal jobs by simplifying and shortening job descriptions and letting applicants apply using only a resume, as is done in the private sector;
2. Federal agency managers and supervisors assume a greater role planning, recruiting, and selecting employees, and human resource offices provide greater support to them; and
3. Improve hiring timeliness, as well as applicant and manager satisfaction with the hiring process and manager satisfaction with applicant quality.

Progress is being made:

- Lengthy job descriptions – some previously over 20 pages – have been reduced. By November 2010, 49 percent of job descriptions were shorter than five pages, improved from 24 percent in 2009.

- Agencies adopted aggressive new benchmarks for Veteran hiring in response to the President’s Executive Order 13518 on Employment of Veterans in the Federal Government. More than 50,000 Veterans were hired in the first nine months, exceeding prior years’ Veteran hiring levels.

On December 27, 2010, President Obama signed Executive Order 13562 “Recruiting and Hiring Students and Recent Graduates”. The E.O. established a comprehensive structure that will help the Federal Government be more competitive in recruiting and hiring talented individuals who are in school or who have recently received a degree.

In addition, the Administration has made significant progress improving the timeliness and quality of security clearances. Security clearances are performed in two stages, investigation and adjudication. At OPM, which conducts the majority of non-intelligence community investigations, it took an average of only 39 days to complete 90 percent of initial investigations in 2010, whereas it took an average of 67 days to complete the fastest 80 percent of its initial investigations in 2007. Agencies handle their own adjudications and, as the Federal government’s largest employer, the Department of Defense (DOD) adjudicates most of the Federal government’s adjudications (used to determine whether potential employees are suitable for Federal employment after an investigation is completed.) In 2010, it took DOD an average of only 10 days to adjudicate 90% of those investigations for its employees, whereas it took an average of 28 days to adjudicate 80% of those investigations in 2007.

More changes are needed, however, to improve the Federal hiring system. In 2010, the Administration sent legislative language to Congress proposing changes to existing hiring laws to facilitate inter-agency cooperation in hiring and make it easier for the most experienced employees to enter into part-time retirement arrangements to provide expertise or mentor new and rising employees.

Developing and Using Personnel Analytics

The Federal Government has fallen behind its private sector counterparts in tapping data and analytic advances to improve personnel management. The Administration is committed to strengthening Federal agencies’ capacity in this area to address workplace problems, improve productivity, and cut costs.

The Federal Government began annual administration of the Employee Viewpoint Survey in 2010 to make it more useful as a managerial tool to identify areas of personnel management strength and weakness. To enhance its value further, in 2011, the survey will be administered to more employees and done so in a way that allows findings to be linked to more organizational units. In 2012, OPM will begin to survey all civilian employees every other year. Each year, OMB and OPM will analyze survey findings to identify promising practices to promote more broadly for Government-wide improvement and to pinpoint problem areas needing attention.

A second analytic initiative proposed this year will improve management of health costs and quality. The Federal Employee Health Benefits (FEHB) program provides health insurance for 8 million Federal employees, retirees, their spouses and dependents. Data from insurance carriers involved in FEHB is currently used to detect fraud. It has not, however, been analyzed to improve the effectiveness or efficiency of the program or the health of FEHB members. This Budget proposes funding to build capacity to analyze FEHB program data for quality improvement, cost control, and fraud detection.

In addition, the Administration is developing a human resources dashboard to show agency progress on human resource management – providing the public a window on government-wide and agency-specific hiring times and satisfaction, employee engagement and retention, other aspects of employee viewpoints, diversity and disability data, and Veteran’s hiring and employment.

Using Evaluation to Improve Personnel Management

The President’s Budget includes funding for an evaluation of Federal telework practices. The Telework Enhancement Act of 2010 creates a framework through which agencies can improve their telework programs to assure continuity of operations, improve management and productivity, and accommodate the changing family caregiver needs of the workforce without compromising work quality. The Administration is committed to helping agencies implement best practices in these areas.

Engaging a Diverse Workforce

The American people are best served by a Federal employee workforce that reflects the rich diversity of the populace. An expected wave of retirements in the manager and senior executive corps presents both a challenge and an opportunity to improve the diversity of our leadership, which is disproportionately lacking in minority representation. As one part of that effort, the President issued Executive Order 13548 in July 2010 to increase the number of individuals with disabilities that agencies employ. The 2012 Budget includes funds to support the implementation and execution of the Executive Order, including funds for the use of technology to track and report agency progress in hiring those with disabilities. It also includes funds for continued recruitment of individuals with disabilities and to coordinate with agency-designated senior officials responsible for disability recruitment and retention.

The President firmly believes in the fundamental American principle of fairness and equality. Over the past two years, the President directed the heads of executive departments and agencies, in consultation with OPM, to conduct a thorough review of the benefits they provide, identify those benefits that could be extended to

LGBT employees and their families, and based on recommendations provided by OPM in consultation with the Department of Justice, extend those discretionary benefits. However, legislative action is still necessary to provide full equality to LGBT Federal employees. Since many top private sector companies now offer domestic partner benefits, making these changes will strengthen our ability to recruit and retain highly qualified candidates from all segments of society.

Improving 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 are now being formed across the Federal government to resolve workplace issues and improve mission performance and service delivery to the American public. The Administration has developed guidelines to help each forum think about its objectives and how to measure the results of its efforts along three dimensions: mission accomplishment and high quality products and services; employee perceptions; and labor-management relations.

Strengthening Government Acquisition and the Acquisition Workforce

The Government uses both Federal employees and private sector contractors to deliver important services to citizens. Contractors provide a wide range of services to help federal employees carry out their agencies’ missions and operations -- from scientific research and environmental protection, to information technology support and construction. While spending on federal contracts doubled between 2001 and 2008, the federal acquisition workforce, which negotiates and manages these contracts, remained relatively flat. This imbalance contributed to ineffective and wasteful contracting practices, such as awarding contracts without competition; bundling many buys into one large contract, which often makes it impossible for small businesses to compete; and agreeing to pay contractors on a per-hour basis, which reduces the incentives for contractors to be efficient. In his March 4, 2009, Memorandum on Government Contracting, the President called on agencies to address these concerns, and agencies are now doing that. Improvements include ending contracts that are ineffective, leveraging the government’s purchasing power to negotiate better prices, and using competition and more effective pricing incentives to reduce cost overruns. These efforts have instilled a new sense of fiscal responsibility that has stopped the costly and unsustainable growth in spending on contracting and helped agencies reduce spending on contracts between 2009 and 2010 for the first time in more than 10 years. To sustain these improvements, this Budget includes resources focused on developing and retaining the acquisition workforce.

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

Agency	Actual	Estimate		Change: 2010 to 2012	
	2010	2011	2012	FTE	Percent
Cabinet agencies:					
Agriculture	96.3	98.4	94.7	-1.6	-1.7%
Commerce	123.3	42.8	42.0	-81.3	-65.9%
Defense	741.4	755.4	748.0	6.6	0.9%
Education	4.1	4.4	4.5	0.4	9.8%
Energy	16.1	16.9	16.5	0.4	2.5%
Health and Human Services	66.1	68.0	70.7	4.6	7.0%
Homeland Security	173.0	185.9	193.6	20.6	11.9%
Housing and Urban Development	9.5	9.7	9.9	0.4	4.2%
Interior	70.9	69.7	69.9	-1.0	-1.4%
Justice	113.4	119.3	123.0	9.6	8.5%
Labor	16.9	17.3	17.8	0.9	5.3%
State	31.6	31.8	32.0	0.4	1.3%
Transportation	57.2	58.1	58.9	1.7	3.0%
Treasury	111.9	111.5	116.6	4.7	4.2%
Veterans Affairs	284.8	294.5	295.4	10.6	3.7%
Other agencies—excluding Postal Service:					
Agency for International Development	3.1	3.3	3.5	0.4	12.9%
Broadcasting Board of Governors	1.9	2.0	2.1	0.2	10.5%
Corps of Engineers—Civil Works	23.6	23.2	22.4	-1.2	-5.1%
Environmental Protection Agency	17.2	17.4	17.2	0.0	0.0%
Equal Employment Opportunity Comm	2.4	2.5	2.6	0.2	8.3%
Federal Deposit Insurance Corporation	7.1	7.3	8.8	1.7	23.9%
General Services Administration	12.5	13.4	13.4	0.9	7.2%
National Aeronautics and Space Admin	18.4	18.8	18.4	0.0	0.0%
National Archives and Records Administration ...	3.2	3.4	3.4	0.2	6.3%
National Labor Relations Board	1.6	1.7	1.7	0.1	6.3%
National Science Foundation	1.4	1.4	1.5	0.1	7.1%
Nuclear Regulatory Commission	4.0	4.0	4.0	0.0	0.0%
Office of Personnel Management	4.8	5.4	5.4	0.6	12.5%
Peace Corps	1.1	1.2	1.2	0.1	9.1%
Railroad Retirement Board	1.0	0.9	0.9	-0.1	-10.0%
Securities and Exchange Commission	3.7	3.8	4.5	0.8	21.6%
Small Business Administration	3.4	3.5	3.4	0.0	0.0%
Smithsonian Institution	5.1	5.2	5.2	0.1	2.0%
Social Security Administration	67.3	68.0	70.5	3.2	4.8%
Tennessee Valley Authority	12.0	12.5	12.5	0.5	4.2%
All other small agencies	16.4	18.1	19.7	3.3	20.1%
Total, Executive Branch civilian employment * ...	2,127.9	2,100.8	2,115.8	-12.1	-0.6%
Subtotal, Defense	741.4	755.4	748.0	6.6	0.9%
Subtotal, Non-Defense	1,386.5	1,345.4	1,367.8	-18.7	-1.3%

* Totals may not add due to rounding.

Table 11-3. TOTAL FEDERAL EMPLOYMENT
(As measured by Full-Time Equivalents)

Description	2010 Actual	Estimate		Change: 2010 to 2012	
		2011	2012	FTE	Percent
Executive branch civilian personnel:					
All agencies except Postal Service and Defense	1,386,496	1,345,390	1,367,844	-18,652	-1.3%
Department of Defense	741,393	755,448	747,981	6,588	0.9%
Subtotal, excluding Postal Service	2,127,889	2,100,838	2,115,825	-12,064	-0.6%
Postal Service ¹	626,723	608,195	582,320	-44,403	-7.1%
Subtotal, Executive Branch civilian personnel	2,754,612	2,709,033	2,698,145	-56,467	-2.0%
Executive branch uniformed military personnel:					
Department of Defense ²	1,552,041	1,541,182	1,500,668	-51,373	-3.3%
Department of Homeland Security (USCG)	43,080	44,273	44,011	931	2.2%
Commissioned Corps (DOC, EPA, HHS)	6,892	7,137	7,235	343	5.0%
Subtotal, uniformed military personnel	1,602,013	1,592,592	1,551,914	-50,099	-3.1%
Subtotal, Executive Branch	4,356,625	4,301,625	4,250,059	-106,566	-2.4%
Legislative Branch ³	32,890	35,515	35,550	2,660	8.1%
Judicial Branch	34,862	35,672	36,206	1,344	3.9%
Grand total	4,424,377	4,372,812	4,321,815	-102,562	-2.3%

¹ Includes Postal Rate Commission.

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

³ FTE data not available for the Senate (positions filled were used).

Table 11-4. PERSONNEL COMPENSATION AND BENEFITS

(In millions of dollars)

Description	2010 Actual	2011 Estimate	2012 Request	Change: 2010 to 2012	
				Dollars	Percent
Civilian personnel costs:					
Executive Branch (excluding Postal Service):					
Direct compensation:					
Department of Defense	53,743	57,324	57,253	3,510	6.5%
All other executive branch	114,182	115,312	119,616	5,434	4.8%
Subtotal, direct compensation	167,925	172,636	176,869	8,944	5.3%
Personnel benefits:					
Department of Defense	15,560	16,711	16,881	1,321	8.5%
All other executive branch	45,996	46,828	48,444	2,448	5.3%
Subtotal, personnel benefits	61,556	63,539	65,325	3,769	6.1%
Subtotal, Executive Branch	229,481	236,175	242,194	12,713	5.5%
Postal Service:					
Direct compensation	37,832	36,861	36,061	-1,771	-4.7%
Personnel benefits	20,384	16,089	18,153	-2,231	-10.9%
Subtotal	58,216	52,950	54,214	-4,002	-6.9%
Legislative Branch: ¹					
Direct compensation	2,181	2,177	2,226	45	2.1%
Personnel benefits	634	663	673	39	6.2%
Subtotal	2,815	2,840	2,899	84	3.0%
Judicial Branch:					
Direct compensation	3,160	3,227	3,345	185	5.9%
Personnel benefits	1,000	1,034	1,109	109	10.9%
Subtotal	4,160	4,261	4,454	294	7.1%
Total, civilian personnel costs	294,672	296,226	303,761	9,089	3.1%
Military personnel costs:					
Department of Defense					
Direct compensation	99,638	102,356	100,412	774	0.8%
Personnel benefits	50,891	49,206	52,826	1,935	3.8%
Subtotal	150,529	151,562	153,238	2,709	1.8%
All other executive branch, uniformed personnel:					
Direct compensation	3,088	3,203	3,305	217	7.0%
Personnel benefits	805	871	882	77	9.6%
Subtotal	3,893	4,074	4,187	294	7.6%
Total, military personnel costs ²	154,422	155,636	157,425	3,003	1.9%
Grand total, personnel costs	449,094	451,862	461,186	12,092	2.7%
ADDENDUM					
Former Civilian Personnel:					
Retired pay for former personnel	70,996	73,865	76,793	5,797	8.2%
Government payment for Annuitants:					
Employee health benefits	9,642	10,185	10,817	1,175	12.2%
Employee life insurance	44	47	47	3	6.8%
Former Military personnel:					
Retired pay for former personnel ³	51,095	55,475	48,455	-2,640	-5.2%
Military annuitants health benefits	8,623	9,457	9,917	1,294	15.0%

¹ Excludes members and officers of the Senate.² Amounts in this table for military compensation reflect direct pay and benefits for all service members, including active duty, guard, and reserve members.³ Public Law 111-383 required changes in the payment date for most military retirees. No benefits were reduced, but approximately \$3.6 billion in payments was shifted from 2012 to 2011.