

23. FEDERAL EMPLOYMENT AND COMPENSATION

This section provides information on civilian and military employment in the Executive, Legislative, and Judicial branches. It also provides information on personnel compensation and benefits.

Measuring Federal Employment

Civilian employment is measured on the basis of full-time equivalents (FTEs). One FTE is equal to one work year (see OMB Circular A-11, Section 32). Put simply, one full-time employee counts as one FTE, and two half-time employees also count as one FTE. Data shown for military personnel are average strengths, not FTEs. Military average strength is calculated by averaging the monthly military personnel totals within a fiscal year. Tables 23-1 and 23-3 show FTE data, while Table 23-2 shows end strength or "positions filled" data as of September 30th.

Full-time equivalent data for the Department of Homeland Security FTEs is provided on a three-year comparable basis from 2003 to 2005. Agencies that transferred FTEs to DHS (e.g., Justice, Transportation, etc.) are also shown on a three-year comparable basis.

As seen in Table 23-1, FTE data for the Office of Personnel Management (OPM) shows a 75 percent increase between 2001 and 2005. These estimates reflect a proposed transfer of DoD's Defense Security Service activities beginning in 2004 and completed in 2005. This transfer is subject to change. No decision has been made at this time for any transfer of functions and employees however.

Table 23-3 shows a decrease of approximately 100 thousand military in the Department of Defense between 2004 and 2005. This drop in the estimate is expected as DOD normalizes its current over-manned status. This will include the separation of Service mem-

bers currently prevented from separating due to DoD's "Stop Loss" policy.

Personnel Compensation and Benefits

Table 23-4 displays personnel compensation and benefits (in millions of dollars) for all branches of Government, to include military personnel.

Direct compensation of the Federal work force includes base pay and premium pay, such as overtime. In addition, it includes other cash components, such as geographic pay differentials (i.e., locality pay, and special pay adjustments for law enforcement officers), recruitment and relocation bonuses, retention allowances, performance awards, and cost-of-living and overseas allowances.

In the case of military personnel, compensation includes basic pay, special and incentive pays (including enlistment and reenlistment bonuses), and allowances for clothing, housing, and subsistence.

Table 23-4 shows an approximately \$5 billion increase in DoD military direct compensation in 2004 attributed to a supplemental wartime appropriation. This increase was required to compensate the large number of reservists called to active duty in support of operations in Iraq and Afghanistan.

Related compensation in the form of personnel benefits for current employees consists of the cost to Government agencies (as an employer) primarily for health insurance, life insurance, Social Security (old age, survivors, disability, and health insurance) and contributions to the retirement funds to finance future retirement benefits. Compensation for former personnel includes outlays for retirement pay benefits, and the Government's share of the cost of health and life insurance.

Table 23-1. FEDERAL EMPLOYMENT IN THE EXECUTIVE BRANCH

(Civilian employment as measured by Full-Time Equivalents, in thousands)

| Agency | Actual | | | Estimate | | Change: 2001 to 2005 | |
|--|----------------|----------------|----------------|----------------|----------------|----------------------|-------------|
| | 2001 | 2002 | 2003 | 2004 | 2005 | FTE's | Percent |
| Cabinet agencies: | | | | | | | |
| Agriculture | 96.9 | 97.0 | 101.4 | 101.7 | 99.0 | 2.1 | 2.2% |
| Commerce | 36.7 | 34.9 | 34.5 | 36.1 | 38.2 | 1.5 | 4.1% |
| Defense-military functions | 649.9 | 649.9 | 648.9 | 647.8 | 650.7 | 0.8 | 0.1% |
| Education | 4.6 | 4.5 | 4.5 | 4.5 | 4.5 | -0.1 | -2.2% |
| Energy | 15.6 | 15.8 | 15.6 | 16.1 | 15.9 | 0.3 | 1.9% |
| Health and Human Services | 61.8 | 59.0 | 60.0 | 61.6 | 61.8 | | 0.0% |
| Homeland Security ¹ | | 81.3 | 144.5 | 144.0 | 145.1 | n/a | n/a |
| Housing and Urban Development | 10.1 | 10.0 | 10.4 | 10.6 | 10.5 | 0.4 | 4.0% |
| Interior | 68.7 | 70.3 | 71.0 | 71.4 | 71.9 | 3.2 | 4.7% |
| Justice | 124.2 | 97.3 | 99.4 | 112.6 | 116.5 | -7.7 | -6.2% |
| Labor | 16.5 | 17.0 | 16.9 | 17.3 | 17.4 | 0.9 | 5.5% |
| State | 27.7 | 28.6 | 29.5 | 30.3 | 30.9 | 3.2 | 11.6% |
| Transportation | 63.4 | 61.2 | 59.0 | 58.5 | 58.6 | -4.8 | -7.6% |
| Treasury | 145.0 | 115.9 | 115.4 | 115.9 | 118.4 | -26.6 | -18.3% |
| Veterans Affairs | 206.9 | 208.9 | 211.8 | 218.3 | 219.7 | 12.8 | 6.2% |
| Other agencies—excluding Postal Service: | | | | | | | |
| Agency for International Development | 2.3 | 2.4 | 2.3 | 2.4 | 2.6 | 0.3 | 13.0% |
| Broadcasting Board of Governors | 2.4 | 2.4 | 2.4 | 2.3 | 2.5 | 0.1 | 4.2% |
| Corps of Engineers—Civil Works | 24.7 | 25.0 | 24.5 | 24.8 | 24.8 | 0.1 | 0.4% |
| Environmental Protection Agency | 17.5 | 17.5 | 17.5 | 17.6 | 17.6 | 0.1 | 0.6% |
| EEOC | 2.7 | 2.8 | 2.6 | 2.5 | 2.6 | -0.1 | -3.7% |
| FDIC/RTC | 6.4 | 6.0 | 5.4 | 5.6 | 5.5 | -0.9 | -14.1% |
| FEMA ² | 4.9 | | | | | n/a | n/a |
| General Services Administration | 14.0 | 12.4 | 12.9 | 12.5 | 12.5 | -1.5 | -10.7% |
| NASA | 18.7 | 18.7 | 18.7 | 18.9 | 19.4 | 0.7 | 3.7% |
| National Archives and Records Administration | 2.6 | 2.8 | 2.8 | 2.9 | 2.9 | 0.3 | 11.5% |
| National Labor Relations Board | 2.0 | 1.9 | 1.9 | 1.9 | 1.9 | -0.1 | -5.0% |
| National Science Foundation | 1.2 | 1.2 | 1.2 | 1.3 | 1.3 | 0.1 | 8.3% |
| Nuclear Regulatory Commission | 2.8 | 2.8 | 2.9 | 3.1 | 3.1 | 0.3 | 10.7% |
| Office of Personnel Management ³ | 2.8 | 2.8 | 2.8 | 3.9 | 4.9 | 2.1 | 75.0% |
| Peace Corps | 1.0 | 1.0 | 1.0 | 1.2 | 1.3 | 0.3 | 30.0% |
| Railroad Retirement Board | 1.2 | 1.2 | 1.1 | 1.1 | 1.0 | -0.2 | 16.7% |
| Securities and Exchange Commission | 2.9 | 3.0 | 3.1 | 3.6 | 3.9 | 1.0 | 34.5% |
| Small Business Administration | 4.1 | 4.0 | 3.8 | 3.9 | 3.9 | -0.2 | -4.9% |
| Smithsonian Institution | 4.9 | 5.0 | 5.2 | 5.8 | 6.0 | 1.1 | 22.4% |
| Social Security Administration | 62.7 | 63.1 | 63.1 | 65.0 | 68.7 | 6.0 | 9.6% |
| Tennessee Valley Authority | 13.2 | 13.5 | 13.1 | 13.2 | 13.2 | | 0.0% |
| All other small agencies | 14.7 | 15.0 | 15.1 | 15.9 | 15.8 | 1.1 | 7.5% |
| Total, Executive Branch civilian employment⁴ | 1,737.8 | 1,755.9 | 1,826.2 | 1,856.1 | 1,874.5 | 136.7 | 7.9% |
| Subtotal, Defense | 649.9 | 649.9 | 648.9 | 647.8 | 650.7 | 0.8 | 0.1% |
| Subtotal, Non-Defense | 1,087.9 | 1,106.1 | 1,177.3 | 1,208.3 | 1,223.9 | 136.0 | 12.5% |

¹ Data is not comparable for all years because Department of Homeland Security FTEs are shown on a three-year comparable basis starting in 2003.² FEMA realigned under the Department of Homeland Security.³ Approximately 900 FTE realigned to OPM from the Defense Investigative Service in FY 2003 and 1,800 in FY 2004.⁴ Totals may not add due to rounding.

Table 23-2. TOTAL FEDERAL EMPLOYMENT

(As measured by total positions filled)

| Description | Actual as of September 30 | | | Change: 2001 to 2003 | |
|---|---------------------------|------------------|------------------|----------------------|-------------|
| | 2001 | 2002 | 2003 | Positions | Percent |
| Executive branch civilian employment: | | | | | |
| All agencies except Postal Service and Postal Rate Commission: | | | | | |
| Full-time permanent | 1,595,801 | 1,632,663 | 1,646,688 | 50,887 | 3.2% |
| Other than full-time permanent | 196,009 | 185,597 | 220,288 | 24,279 | 12.4% |
| Subtotal | 1,791,810 | 1,818,260 | 1,866,976 | 75,166 | 4.2% |
| Postal Service: ¹ | | | | | |
| full-time permanent | 661,452 | 645,758 | 634,709 | -26,743 | -4.0% |
| Other than full-time permanent | 186,418 | 165,933 | 164,539 | -21,879 | 11.7% |
| Subtotal | 847,870 | 811,691 | 799,248 | -48,622 | -5.7% |
| Subtotal, Executive branch civilian employment | 2,639,680 | 2,629,951 | 2,666,224 | 26,544 | 1.0% |
| Military personnel on active duty: ² | | | | | |
| Department of Defense | 1,385,116 | 1,411,634 | 1,434,377 | 49,261 | 3.6% |
| Department of Transportation (Coast Guard) | 36,580 | 38,238 | 37,472 | 892 | 2.4% |
| Commissioned Corps (PHS, NOAA) | 6,027 | 6,221 | 6,200 | 173 | 2.9% |
| Subtotal, military personnel | 1,427,723 | 1,456,093 | 1,478,049 | 50,326 | 3.5% |
| Subtotal, Executive Branch | 4,067,403 | 4,086,044 | 4,144,273 | 76,870 | 1.9% |
| Legislative branch: | | | | | |
| full-time permanent | 11,856 | 12,097 | 12,044 | 188 | 1.6% |
| Other than full-time permanent | 18,583 | 18,789 | 19,070 | 487 | 2.6% |
| Subtotal, Legislative Branch | 30,439 | 30,886 | 31,114 | 675 | 2.2% |
| Judicial Branch: | | | | | |
| Full-time permanent | 30,478 | 31,286 | 30,955 | 477 | 1.6% |
| Other than full-time permanent | 3,332 | 3,413 | 3,304 | -28 | -0.8% |
| Subtotal, Judicial Branch | 33,810 | 34,699 | 34,259 | 499 | 1.5% |
| Grand total ³ | 4,131,652 | 4,151,629 | 4,209,646 | 77,994 | 1.9% |
| ADDENDUM | | | | | |
| Executive branch civilian personnel (excluding Postal Service): | | | | | |
| DOD civilians - Military functions | 647,048 | 644,817 | 636,454 | -10,594 | -1.6% |
| All other executive branch | 1,144,762 | 1,173,443 | 1,230,522 | 85,760 | 7.5% |
| Total | 1,791,810 | 1,818,260 | 1,866,976 | 75,166 | 4.2% |

¹ Includes Postal Rate Commission.² Excludes reserve components.³ Includes Summer Aides, Stay-in-school, Junior Fellowship, Worker-Trainee Opportunity, and disadvantage youth programs.

Table 23–3. TOTAL FEDERAL EMPLOYMENT
(As measured by Full-Time Equivalents)

| Description | 2003 Actual | Estimate | | Change: 2003 to 2005 | |
|---|------------------|------------------|------------------|----------------------|--------------|
| | | 2004 | 2005 | FTE's | Percent |
| Executive branch civilian personnel: | | | | | |
| All agencies except Postal Service and Defense | 1,177,270 | 1,208,297 | 1,223,875 | 46,605 | 4.0% |
| Defense-Military functions (civilians) | 648,891 | 647,807 | 650,665 | 1,774 | 0.3% |
| Subtotal, excluding Postal Service | 1,826,161 | 1,856,104 | 1,874,540 | 48,379 | 2.6% |
| Postal Service ¹ | 777,928 | 773,958 | 759,244 | -18,684 | -2.4% |
| Subtotal, Executive Branch civilian personnel | 2,604,089 | 2,630,062 | 2,633,784 | 29,695 | 1.1% |
| Executive branch uniformed personnel: ² | | | | | |
| Department of Defense | 1,496,030 | 1,466,900 | 1,392,000 | -104,030 | -7.0% |
| Department of Transportation (Coast Guard) | 39,219 | 39,874 | 40,259 | 1,040 | 2.7% |
| Commissioned Corps | 6,548 | 6,688 | 6,695 | 147 | 2.2% |
| Subtotal, uniformed military personnel | 1,541,797 | 1,513,462 | 1,438,954 | -102,843 | -6.7 |
| Subtotal, Executive Branch | 4,145,886 | 4,143,524 | 4,072,738 | -73,148 | -1.8% |
| Legislative Branch: ³ Total FTE ³ | 32,080 | 32,385 | 32,813 | 733 | 2.3% |
| Judicial branch: Total FTE | 33,568 | 33,417 | 34,502 | 934 | 2.8% |
| Grand total | 4,211,534 | 4,209,326 | 4,140,053 | -71,481 | -1.7% |

¹ Includes Postal Rate Commission.

² Military personnel on active duty. Excludes reserve components. Data shown for military are average strengths, not FTEs.

³ Actual 2002 FTE data not available for the Senate (positions filled were used).

TABLE 23-4. PERSONNEL COMPENSATION AND BENEFITS

(In millions of dollars)

| Description | 2003 Actual | 2004 Estimate | 2005 Request | Change: 2003 to 2005 | |
|--|----------------|------------------|-----------------|----------------------|-------------|
| | | | | Dollars | Percent |
| Civilian personnel costs: | | | | | |
| Executive Branch (excluding Postal Service): | | | | | |
| Direct compensation: | | | | | |
| DOD—military functions | 37,006 | 37,569 | 38,575 | 1,569 | 4.2% |
| All other executive branch | 75,132 | 80,860 | 84,873 | 9,741 | 13.0% |
| Subtotal, direct compensation | 112,138 | 118,429 | 123,448 | 11,310 | 10.1% |
| Personnel benefits: | | | | | |
| DOD—military functions | 9,287 | 9,603 | 10,712 | 1,425 | 15.3% |
| All other executive branch | 29,980 | 31,878 | 32,821 | 2,841 | 9.5% |
| Subtotal, personnel benefits | 39,267 | 41,481 | 43,533 | 4,266 | 10.9% |
| Subtotal, executive branch | 151,405 | 159,910 | 166,981 | 15,576 | 10.3% |
| Postal Service: | | | | | |
| Direct compensation | 37,145 | 38,260 | 38,612 | 1,467 | 3.9% |
| Personnel benefits | 12,079 | 12,643 | 13,215 | 1,136 | 9.4% |
| Subtotal | 49,224 | 50,903 | 51,827 | 2,603 | 5.3% |
| Legislative Branch: ¹ | | | | | |
| Direct compensation | 1,638 | 1,752 | 1,850 | 212 | 12.9% |
| Personnel benefits | 411 | 465 | 489 | 78 | 19.0% |
| Subtotal | 2,049 | 2,217 | 2,339 | 290 | 14.2% |
| Judicial Branch: | | | | | |
| Direct compensation | 2,341 | 2,475 | 2,683 | 342 | 14.6% |
| Personnel benefits | 636 | 660 | 756 | 120 | 18.9% |
| Subtotal | 2,977 | 3,135 | 3,439 | 462 | 15.5% |
| Total, civilian personnel costs | 205,655 | 216,165 | 224,586 | 18,931 | 9.2% |
| Military personnel costs: | | | | | |
| DOD—Military Functions: | | | | | |
| Direct compensation | 71,868 | 77,344 | 68,461 | -3,407 | -4.7% |
| Personnel benefits | 32,023 | 36,101 | 34,655 | 2,632 | 8.2% |
| Subtotal | 103,891 | 113,445 | 103,116 | -775 | -0.7% |
| All other executive branch, uniformed personnel: | | | | | |
| Direct compensation | 2,175 | 2,297 | 2,487 | 312 | 14.3% |
| Personnel benefits | 515 | 560 | 633 | 118 | 22.9% |
| Subtotal | 2,690 | 2,857 | 3,120 | 430 | 16.0% |
| Total, military personnel costs ² | 106,581 | 116,302 | 106,236 | -345 | -0.3% |
| Grand total, personnel costs ³ | 312,236 | 332,467 | 330,822 | 18,586 | 6.0% |
| ADDENDUM | | | | | |
| Former Civilian Personnel: | | | | | |
| Retired pay for former personnel | 51,405 | 54,002 | 56,171 | 4,766 | 9.3% |
| Government payment for Annuitants: | | | | | |
| Employee health benefits | 6,674 | 7,358 | 8,046 | 1,372 | 20.6% |
| Employee life insurance | 34 | 35 | 35 | 1 | 2.9% |
| Total Former Civilian Personnel | | | | | |
| Former Military personnel: | | | | | |
| Retired pay for former personnel | 35,396 | 37,182 | 38,333 | 2,937 | 8.3% |
| Military annuitants health benefits | 4,583.00 | 4,903.00 | 5,283 | 700 | 15.3% |

¹ Excludes members and officers of the Senate.² Excludes reserve components not on active duty.³ Senior Executive Service (SES) compensation levels are still unsettled.