

24. 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 and on overseas staffing presence.

Measuring Federal Employment

For budgetary purposes, 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 85). Put simply, one full-time employee counts as one FTE, and two half-time employees also count as one FTE.

Significant Changes in Employment

Table 24-1 shows Executive Branch civilian FTE (excluding the U.S. Postal Service) growing by five percent between 2005 and 2009. The primary reason for this growth continues to be mission increases for homeland security and the global war on terrorism. Chart 24-1 shows the trend in Executive Branch civilian FTE over the last several years. Table 24-2 shows FTE totals Government wide, to include military. For the 2009 Budget, additional significant changes by agency are discussed below.

Within the *Department of Commerce*, the Bureau of the Census is preparing for the 2010 Census. In 2009, the bureau will open 150 early local census offices, and hire temporary staff to conduct address canvassing, the first major nationwide field operation of the 2010 Census. The U.S. Patent and Trademark Office requests additional FTE in an effort to decrease processing times for patent applications, which are increasing.

Department of Energy proposes to increase the Department of Energy's federal staff to meet the increasing workload in specific areas. Overall, major increases are in (1) the National Nuclear Security Administration to support requirements in Defense Nuclear Non-proliferation and Emergency Operations programs as well as emerging skill mix needs in the Office of the Administrator; (2) the Office of Science to support investments in research and infrastructure associated with the President's American Competitiveness Initiative; (3) the Office of Loan Guarantees to provide staff for this new program; and, (4) the Nuclear Waste Fund FTE to support design and license defense activities and prepare DOE to obtain a Nuclear Regulatory Commission license to manage the construction and operation of the Yucca Mountain project in a safe and cost-effective manner.

Department of Health and Human Services requests additional FTE to support a number of program areas. Notable increases relate to the Food and Drug Adminis-

tration's food protection activities, expanded staff at Indian Health Service health care facilities, recruitment of medical countermeasure development experts to support the public health and emergency preparedness mission, and additional officers in the Public Health Service Commissioned Corps to form new Health and Medical Response (HAMR) Teams.

Within the *Department of Homeland Security*, Immigration and Customs Enforcement and Customs and Border Protection have seen significant growth in its workforce as a part of the Administration's efforts to increase border security and to improve interior enforcement of our Nation's immigration laws. Also, there have been increases for aviation and transportation security and emergency management. The U.S. Coast Guard will grow by almost one percent in 2009, with specific workforce increases directed to programs supporting their Marine Safety and Port Security missions.

Department of Justice requests an FTE increase to enhance critical law enforcement and counterterrorism related programs, including in the Federal Prison System to accommodate the growing federal prisoner population and in the Federal Bureau of Investigation as it continues to transform to meet both law enforcement and counterterrorism responsibilities.

Department of Transportation's workforce growth largely comes from the Federal Aviation Administration (FAA.) FAA is planning on increasing its FTE's for the "Air Traffic Organization" and "Safety and Operations" accounts in 2009 in order to annualize hiring made during 2007 and increase personnel for the air traffic control and safety workforces.

Department of State requests additional FTE to meet new high-priority foreign policy requirements including strengthening American presence in critical emerging areas, strengthening civilian response capabilities, improving professional training capacity, increasing efforts against visa and passport fraud, and enhancing security for diplomatic personnel worldwide.

Within *International Assistance Programs*, the United States Agency for International Development (USAID) will initiate the Development Leadership Initiative in 2009 to strengthen the Agency's capacity by expanding its permanent Foreign Service Officer corps. In 2009, USAID will increase FTE as they begin the recruitment, hiring and training of approximately 300 new Foreign Service Officers.

Within the *Department of Veterans Affairs*, the Veterans Benefits Administration is increasing its disability claims adjudication staff to respond to the increasing volume and complexity of disability claims. The additional FTE will bring the Department closer to reaching its disability claims processing strategic target of 125 days to process. To accomplish the priority

of providing high-quality health care, the Veterans Health Administration is increasing the number of providers and other personnel to (1) help meet the projected growth in the number of patients seeking medical care, including meeting the mental health needs of returning veterans; (2) oversee and manage Non Recurring Maintenance projects and reduce backlog; and (3) increase operational oversight. Additional FTE in the National Cemetery Administration will staff six new national cemeteries expected to open in 2009.

Equal Opportunity Employment Commission requests 175 additional FTE in 2009 for front-line investigative positions to reduce EEOC's private-sector charge inventory and for the new in-house National Contact Center.

Small Business Administration requests a reduction in staff due to the decrease in workload associated with Hurricanes Katrina, Rita, and Wilma. The Small Business Administration also continues to reduce the number of temporary FTEs that assisted in providing Disaster Loans to Gulf Coast homeowners, renters, and businesses.

Personnel Compensation and Benefits

Table 24-3 displays personnel compensation and benefits (in millions of dollars) for Federal civilian and military personnel of all branches of Government.

Direct compensation of the Federal civilian work force includes base pay and premium pay, such as overtime. In addition, it includes other cash components, such as geographic and other pay differentials (e.g., 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. Military personnel compensation

also includes special and incentive pays (e.g., enlistment and reenlistment bonuses), and allowances for clothing, housing, and subsistence.

Personnel benefits for current employees consists of the cost to Government agencies for health insurance, life insurance, Social Security (old age, survivors, disability, and health insurance) contributions to the retirement funds to finance future retirement benefits, and other items. Compensation for former personnel includes outlays for retirement pay benefits and the Government's share of the cost of health and life insurance.

The U.S. Overseas Staffing Presence

There are approximately 66,000 permanent American and locally hired staff overseas under the authority of Chiefs of Mission (e.g., Ambassadors or Charge d' Affairs at U.S. embassies worldwide). The average cost to support an American position overseas in 2009 is projected to be about \$549,000, as reported by agencies with personnel overseas. This total includes direct costs, such as salary, benefits, and overseas allowances, and also support costs, such as housing, educational costs for dependents, travel, administrative support, and Capital Security Cost Sharing charges.

The Administration continues to work to improve the safety, efficiency, and accountability in U.S. Government staffing overseas through the Presidential Management Agenda (PMA) initiative on a Right-sized Overseas Presence. A component of this initiative is developing transparent data on overseas staffing, including the cost of maintaining positions overseas, and incorporating these data in the budget process to better inform decisions makers on overseas staffing levels.

Overseas Staffing Under Chief of Mission Authority*

Total Personnel Under COM Authority (Including American and Locally Engaged Staff) Projected for 2008	Total American Personnel Under COM Authority Projected for 2008	Average Cost of an American Position Overseas Estimated for 2009	New Overseas American Positions Requested in the President's 2009 Budget
65,900	15,335	\$549,000	493

* As reported by agencies in their 2009 budget submissions.

Table 24-1. FEDERAL CIVILIAN EMPLOYMENT IN THE EXECUTIVE BRANCH

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

Agency	Actual			Estimate		Change: 2005 to 2009	
	2005	2006	2007	2008	2009	FTE's	Percent
Cabinet agencies:							
Agriculture	99.6	97.0	94.8	95.4	91.1	-8.5	-8.6%
Commerce	35.1	36.0	36.3	40.1	53.9	18.8	53.7%
Defense-military functions	653.0	661.8	658.8	671.3	677.2	24.2	3.7%
Education	4.3	4.2	4.1	4.2	4.2	-0.1	-3.0%
Energy	14.9	14.7	14.6	15.8	16.1	1.2	8.0%
Health and Human Services	59.3	59.1	58.8	60.0	60.8	1.5	2.6%
Homeland Security	143.3	144.4	148.1	162.3	166.2	22.9	15.9%
Housing and Urban Development	9.9	9.6	9.5	9.7	9.5	-0.4	-4.2%
Interior	70.4	68.7	67.4	68.3	68.6	-1.8	-2.6%
Justice	103.0	104.2	105.0	113.9	115.8	12.8	12.4%
Labor	16.0	15.8	15.9	16.1	16.8	0.8	4.9%
State	30.1	30.0	30.1	31.1	32.2	2.1	6.9%
Transportation	55.5	53.3	53.4	55.2	55.5	0.0	-0.1%
Treasury	110.0	107.7	107.7	107.6	109.6	-0.4	-0.4%
Veterans Affairs	222.0	222.6	230.4	249.4	253.4	31.4	14.1%
Other agencies—excluding Postal Service:							
Agency for International Development	2.4	2.4	2.4	2.4	2.6	0.2	9.0%
Broadcasting Board of Governors	2.2	2.1	2.0	2.2	2.1	-0.1	-4.2%
Corps of Engineers—Civil Works	22.5	22.1	21.2	21.0	17.0	-5.5	-24.4%
Environmental Protection Agency	17.5	17.3	17.0	17.2	17.1	-0.4	-2.3%
Equal Employment Opportunity Comm	2.4	2.2	2.2	2.4	2.6	0.2	9.2%
Federal Deposit Insurance Corporation	4.9	4.5	4.5	4.6	4.6	-0.3	-6.1%
General Services Administration	12.5	12.3	11.9	12.0	12.0	-0.5	-4.0%
National Aeronautics and Space Admin	18.8	18.3	18.2	18.1	18.1	-0.7	-3.8%
National Archives and Records Administration	2.8	2.8	2.8	2.9	2.9	0.1	1.9%
National Labor Relations Board	1.8	1.8	1.7	1.7	1.7	-0.1	-6.9%
National Science Foundation	1.3	1.3	1.3	1.4	1.4	0.1	9.5%
Nuclear Regulatory Commission	3.1	3.2	3.5	3.8	3.8	0.7	20.9%
Office of Personnel Management	3.6	4.3	4.6	5.0	4.9	1.3	37.4%
Peace Corps	1.0	1.1	1.1	1.1	1.3	0.3	24.8%
Railroad Retirement Board	1.0	1.0	1.0	1.0	1.0	0.0	-0.7%
Securities and Exchange Commission	3.9	3.7	3.5	3.6	3.5	-0.4	-9.1%
Small Business Administration	4.1	5.9	4.4	3.3	3.2	-0.9	-22.6%
Smithsonian Institution	5.1	5.0	5.0	5.3	5.3	0.2	4.7%
Social Security Administration	64.6	63.7	61.7	60.7	59.8	-4.8	-7.4%
Tennessee Valley Authority	12.6	13.1	11.3	11.9	11.5	-1.1	-9.0%
All other small agencies	14.8	15.4	15.6	16.5	16.9	2.1	13.9%
Total, Executive Branch civilian employment *	1,829.6	1,832.8	1,831.6	1,898.3	1,924.2	94.6	5.2%
Subtotal, Defense	653.0	661.8	658.8	671.3	677.2	24.2	3.7%
Subtotal, Non-Defense	1,176.6	1,171.0	1,172.8	1,227.0	1,247.0	70.4	6.0%

*Totals may not add due to rounding.

**Chart 24-1. 2009 Budget Executive Branch Civilian FTE
(Excluding Postal Service)**

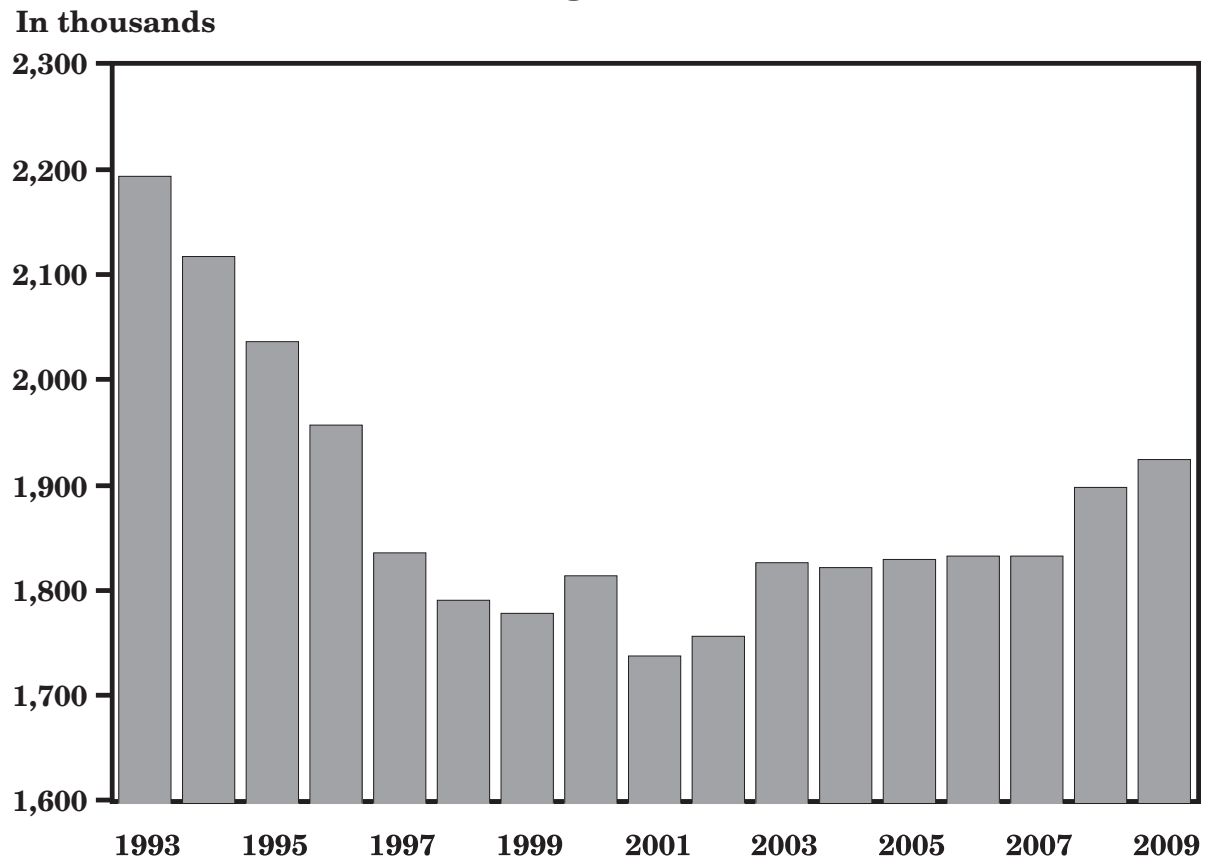


Table 24–2. TOTAL FEDERAL EMPLOYMENT
(As measured by Full-Time Equivalents)

Description	2007 Actual	Estimate		Change: 2007 to 2009	
		2008	2009	FTE's	Percent
Executive branch civilian personnel:					
All agencies except Postal Service and Defense	1,172,774	1,227,007	1,247,007	74,233	6.3%
Defense-Military functions (civilians)	658,800	671,293	677,231	18,431	2.8%
Subtotal, excluding Postal Service	1,831,574	1,898,300	1,924,238	92,664	5.1%
Postal Service ¹	801,641	776,770	762,305	-39,336	-4.9%
Subtotal, Executive Branch civilian personnel	2,633,215	2,675,070	2,686,543	53,328	2.0%
Executive branch uniformed personnel: ²					
Department of Defense	1,382,260	1,375,100	1,369,475	-12,785	-0.9%
Department of Homeland Security (USCG)	41,478	42,455	42,604	1,126	2.7%
Commissioned Corps (HHS, EPA, NOAA)	6,250	6,284	6,389	139	2.2%
Subtotal, uniformed military personnel	1,429,988	1,423,839	1,418,468	-11,520	-0.8%
Subtotal, Executive Branch	4,063,203	4,098,909	4,105,011	41,808	1.0%
Legislative Branch: Total FTE ³	31,185	32,480	33,215	2,030	6.5%
Judicial branch: Total FTE	33,558	33,909	34,188	630	1.9%
Grand total	4,127,946	4,165,298	4,172,414	44,468	1.1%

¹ Includes Postal Rate Commission.

² Military personnel on active duty. Excludes reserve components.

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

TABLE 24-3. PERSONNEL COMPENSATION AND BENEFITS

(In millions of dollars)

Description	2007 Actual	2008 Estimate	2009 Request	Change: 2007 to 2009	
				Dollars	Percent
Civilian personnel costs:					
Executive Branch (excluding Postal Service):					
Direct compensation:					
DOD—military functions	43,546	46,040	47,544	3,998	9.2%
All other executive branch	90,649	97,604	101,346	10,697	11.8%
Subtotal, direct compensation	134,195	143,644	148,890	14,695	11.0%
Personnel benefits:					
DOD—military functions	11,527	12,367	12,729	1,202	10.4%
All other executive branch	37,051	38,297	39,591	2,540	6.9%
Subtotal, personnel benefits	48,578	50,664	52,320	3,742	7.7%
Subtotal, Executive Branch	182,773	194,308	201,210	18,437	10.1%
Postal Service:					
Direct compensation	41,843	41,356	42,395	552	1.3%
Personnel benefits	20,797	18,609	18,862	-1,935	-9.3%
Subtotal	62,640	59,965	61,257	-1,383	-2.2%
Legislative Branch: ¹					
Direct compensation	1,885	1,988	2,151	266	14.1%
Personnel benefits	524	548	626	102	19.5%
Subtotal	2,409	2,536	2,777	368	15.3%
Judicial Branch:					
Direct compensation	2,672	2,839	3,055	383	14.3%
Personnel benefits	811	879	943	132	16.3%
Subtotal	3,483	3,718	3,998	515	14.8%
Total, civilian personnel costs	251,305	260,527	269,242	17,937	7.1%
Military personnel costs:					
DOD—military functions:					
Direct compensation	74,171	82,510	73,200	-971	-1.3%
Personnel benefits	50,581	48,608	49,143	-1,438	-2.8%
Subtotal	124,752	131,118	122,343	-2,409	-1.9%
All other executive branch, uniformed personnel:					
Direct compensation	2,662	2,717	2,820	158	5.9%
Personnel benefits	1,059	1,040	1,062	3	0.3%
Subtotal	3,721	3,757	3,882	161	4.3%
Total, military personnel costs ²	128,473	134,875	126,225	-2,248	-1.7%
Grand total, personnel costs	379,778	395,402	395,467	15,689	4.1%
ADDENDUM					
Former Civilian Personnel:					
Retired pay for former personnel	79,531	65,522	69,246	-10,285	-12.9%
Government payment for Annuitants:					
Employee health benefits	8,581	8,827	9,638	1,057	12.3%
Employee life insurance	43	45	46	3	7.0%
Former Military Personnel:					
Retired pay for former personnel	43,630	45,480	47,824	4,194	9.6%
Military annuitants health benefits	7,576	8,349	9,021	1,445	19.1%

¹ Excludes members and officers of the Senate.² Excludes reserve components not on active duty.