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## MANAGEMENT

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## 5. STRENGTHENING THE FEDERAL WORKFORCE

*“Our Constitution opens with the words, ‘We the People.’ It’s time we remembered that We the People are the government. You and I. Not some force in a distant capital. Not some powerful force we have no control over. It’s us. It’s ‘We the people.’” – President Biden*

Even before the inauguration, President-elect Biden recorded a message to the Federal career workforce to establish how he would manage the civil service: “I’m thinking of you and I have the utmost trust in your capabilities. I’ll be President for all Americans, just as you are civil servants for all Americans. And together, together, we’ll lead with core values that have guided me throughout my career in public service, as I imagine they have guided you in your careers.”

After decades of under-investment in a modern-day workforce, a failure to partner with labor unions, and ongoing, unwarranted attacks on its independence, the civil service is in need of repair and rebuilding and the Administration has already taken swift action to deliver on that goal. The reason for doing so is critical. As President Biden stated in his April 28, 2021, address to Congress: “We have to prove that democracy still works. That our government still works – and can deliver for the people.”

This chapter provides an overview of actions the Administration has already taken and how the Budget will support additional efforts to strengthen, empower, and reenergize the Federal workforce. As in previous years, this chapter provides an annual update on the status of the U.S. civil service, including tables and charts that describe its size, location, demographics, costs, and projections. The chapter also reviews the actions that the Administration has taken during the first 100 days and its plans to help ensure the Federal workforce can meet the opportunities and challenges before us – both now and in the future.

### **First Actions**

The Administration is committed to empowering, rebuilding, and protecting the Federal workforce, which is why the Budget provides for a 2.7 percent pay increase for the Federal civilian workforce. Proposed funding also will help executive departments and agencies (Agencies) implement the policy established in Executive Order (E.O.) 14003, issued on January 22, 2021, aimed at protecting the Federal workforce. As the Order stated, “career civil servants are the backbone of the Federal workforce, providing the expertise and experience necessary for the critical functioning of the Federal Government. It is the policy of the United States to protect, empower, and rebuild the career Federal workforce.” Furthermore, the Administration is taking initial steps to revitalize the

national security workforce—whose expertise and work keep this country safe.

Before the hard work could begin on new efforts, the President immediately halted the previous administration’s actions aimed at politicizing the civil service, destroying Federal employee unions, and decreasing diversity. In E.O. 14003, the Biden-Harris Administration eliminated Schedule F, which threatened the foundations of the civil service; restored and expanded collective bargaining power and worker protections for Federal workers; and directed the Office of Personnel Management (OPM) to make recommendations to the President to promote a \$15 per hour minimum wage for Federal employees. E.O. 14025, “Worker Organizing and Empowerment,” (April 26, 2021) tasked the Vice-President and Agency leadership with proposing ways to facilitate union organizing and worker power in the public and private sectors. Signed on April 27, 2021, E.O. 14026 requires contractors to pay a \$15 minimum wage for any employees on Federal contracts, an increase from the current \$10.95 per hour. This E.O. also ends the practice that allowed certain government contractors to pay a subminimum wage to people with disabilities under certain circumstances. The E.O. will put in motion actions to end that practice so that persons with disabilities start receiving at least the new \$15 per hour minimum wage.

The Budget supports the steps that the President took on his first day in office to protect the health and safety of Federal employees and contractors from COVID-19 by directing Agencies to finalize and implement workplace health and safety plans aligned with the Centers for Disease Control and Prevention’s (CDC’s) science-based guidelines. Too many federal workers – like many other critical workers across the country – fell ill and died after contracting COVID-19 providing critical services for their fellow Americans, like ensuring our food is safe, caring for our veterans, responding to natural disasters, and keeping Government operations and services open with minimal disruption.

### **Federal Workforce Trends and Updates**

The Federal workforce’s current staff level is 2.2 million (See Tables 5-1 and 5-2). Using data from the Bureau of Labor Statistics on full-time, full-year workers, Table 5-3 breaks out all Federal and private sector jobs into 22 occupational groups to demonstrate the differences in composition between the Federal and private workforces. Table 5-4 summarizes total pay and benefit costs. Charts 5-1 and 5-2 present trends in educational levels for the Federal and private sector workforces over the past two decades. Chart 5-3 shows the trends in average age in both the Federal and private sectors. Chart 5-4 and

Chart 5-5 show the location of Federal employees in 1978 and again in 2021. Chart 5-6 reflects the changing nature of work, comparing the number of employees in each General Schedule grade in 1950 versus 2021, showing an almost complete shift from lower-grade to higher-grade types of work.

### ***Civil Service Diversity, Equity, Inclusion, and Accessibility***

Since the modern merit-based civil service started in 1883, the make-up of the Federal workforce has continued to evolve. The Federal workforce often has taken the lead in expanding job opportunities for highly qualified Americans who were denied positions elsewhere because of their race, gender, disability, sexual orientation, or other characteristics. This Administration seeks to permanently end the lingering biases against all such groups while simultaneously bringing in their untapped abilities to help agencies meet their missions. The Federal Government is the Nation's largest employer, including both the civilian and uniformed services. It also funds millions of positions through contracts, grants, and research awards. How the Federal Government manages its workforce often amplifies similar changes in State, local, and private sector personnel management. In addition to the equal opportunity laws that all employers must follow, the U.S. Government generally maintains a higher standard than the private sector by adhering to the Federal Merit System Principles in Government employment. Unfortunately, our civil service hiring processes have not maximally supported these ideals, and the current makeup of the Federal workforce does not reflect the overall civilian population in many career fields and management ranks.

During the first 100 days of the new Administration, the President issued an initial series of executive actions to direct agencies to make quick progress to ensure that the Federal workforce represents the full talent of the Nation. E.O. 13985, "Advancing Racial Equity and Support for Underserved Communities Through the Federal Government," (January 20, 2021) established that affirmatively advancing equity, civil rights, racial justice, and equal opportunity is the responsibility of the entire Government. Additionally, the President's National Security Memorandum on "Revitalizing America's Foreign Policy and National Security Workforce, Institutions, and Partnerships" (February 4, 2021) ordered a series of actions by agencies to seek to ensure that our national security workforce reflects and draws on the richness and diversity of the country it represents. Management research continually demonstrates that diverse, equitable, inclusive, and accessible workplaces yield higher performing organizations. This Budget invests in Federal employees and the opportunity to "build back better."

The Federal Government made progress increasing representation of underrepresented groups from December 2019 to December 2020. According to data from OPM in December 2020, the Federal civilian workforce self-identified as 61.5 percent White; 18.4 percent Black, which is an increase from 18.2 percent the previous year; 9.4

percent Hispanic of all races, which is an increase from 9.2 percent; 6.9 percent Asian/Pacific Islander, which is an increase from 6.6 percent; 1.6 percent Native American/Alaskan Native, which remained the same; and 1.9 percent more than one race. Men make up 55.7 percent of all permanent Federal employees and women represent 44.3 percent, which is up from 43.9 percent. Veterans make up 30.7 percent of the Federal workforce. By comparison, veterans represent about 6 percent of the private sector non-agricultural workforce. In addition, 18.3 percent of all Federal employees self-identify as having a disability, which includes the approximately 2.6 percent who have a "targeted disability," such as blindness. Table 5-5 shows the staffing trends since 2016.

The Federal workforce continues to become older on average. Almost 30 percent (635,397) of employees are older than 55, while 8.1 percent (176,805) of employees are younger than 30. By comparison, in the private sector, 23 percent of the workforce is younger than 30. Every single agency has fewer employees younger than 30 today than they had in 2010. The number of paid internships dropped from more than 60,000 in 2010 to about 4,000 in 2020, reducing the opportunity for many to serve. Chart 5-7 shows the widening age gap at the 24 large and mid-sized agencies since 2007. This gap carries into each career field. As an example, Chart 5-8 demonstrates the growing age disparity in the information technology sector that in particular shows the drop since 2010, when Federal internships and hiring programs for recent graduates became subject to new restrictions. The Budget recommends that agencies identify barriers and challenges to hiring interns, ensure internships are included in workforce planning, and directs them to identify options to increase internship opportunities.

### ***Human Capital Management Operations and Modernization***

In calendar year 2020, USAJOBS.gov hosted over 330,000 job announcements, facilitated 1.25 billion job searches, and enabled individuals to begin more than 18 million applications for Federal jobs. More than 5,000 job announcements related to the Government's COVID-19 response led individuals to begin nearly a million applications. And OPM's Retirement Services processed almost 100,000 new retirement cases and about 30,000 survivor claims. The Federal Employees Health Benefits Program added six new health plan options and had an average premium increase of 3.6 percent for the 2021 benefit year. Additionally, the various responsible agencies completed about 2.5 million background investigations.

As the President's Management Agenda takes shape, OPM, OMB, and the Chief Human Capital Officers (CHCO) Council continue to collaborate on major workforce reforms. For example, OPM is compiling and developing comprehensive guidance for agencies on hiring flexibilities and competitive hiring best practices to facilitate a talent surge into Government. This work includes developing regulations to make it easier to bring back former employees by allowing agencies to rehire at a grade commensurate with the experience achieved while working outside of Government, rather

## 5. STRENGTHENING THE FEDERAL WORKFORCE

**Table 5–1. FEDERAL CIVILIAN EMPLOYMENT IN THE EXECUTIVE BRANCH**  
(Civilian employment as measured by full-time equivalents (FTE) in thousands, excluding the Postal Service)

Agency	Actual		Estimate		Change: 2021 to 2022	
	2019	2020	2021	2022	FTE	Percent
<b>Cabinet agencies</b>						
Agriculture .....	81.4	79.3	88.2	91.5	3.2	3.7%
Commerce .....	45.0	83.2	46.4	43.0	–3.4	–7.4%
Defense--Military Programs .....	741.5	776.8	777.4	786.0	8.5	1.1%
Education .....	3.6	3.7	4.0	4.2	0.1	3.4%
Energy .....	14.0	14.1	15.0	16.0	0.9	6.2%
Health and Human Services .....	73.0	75.1	79.7	82.9	3.1	3.9%
Homeland Security .....	192.4	197.5	198.8	198.4	–0.4	–0.2%
Housing and Urban Development .....	7.4	7.6	8.0	8.8	0.8	9.6%
Interior .....	61.6	60.6	63.4	67.0	3.7	5.8%
Justice .....	111.9	114.2	116.5	117.9	1.4	1.2%
Labor .....	14.8	14.5	15.3	17.3	2.1	13.5%
State .....	25.3	24.9	25.0	25.4	0.3	1.3%
Transportation .....	53.1	53.5	54.3	54.7	0.4	0.7%
Treasury .....	88.0	90.7	97.5	103.5	6.0	6.1%
Veterans Affairs .....	375.8	389.4	406.3	425.5	19.1	4.7%
<b>Other agencies—excluding Postal Service</b>						
Consumer Financial Protection Bureau .....	1.5	1.4	1.5	1.6	*	3.2%
Corps of Engineers--Civil Works .....	23.2	24.0	24.2	24.2	.....	.....
Environmental Protection Agency .....	13.6	13.9	14.4	15.4	1.1	7.4%
Equal Employment Opportunity Commission .....	2.1	1.9	2.0	2.3	0.3	15.0%
Federal Communications Commission .....	1.4	1.4	1.5	1.6	0.1	5.3%
Federal Deposit Insurance Corporation .....	5.9	5.8	5.9	5.9	*	0.2%
Federal Trade Commission .....	1.1	1.1	1.1	1.3	0.1	9.6%
General Services Administration .....	11.0	11.4	12.1	12.3	0.3	2.2%
International Assistance Programs .....	5.3	5.7	5.7	6.0	0.3	4.6%
National Aeronautics and Space Administration .....	17.2	17.2	17.8	17.9	0.1	0.3%
National Archives and Records Administration .....	2.6	2.8	2.8	3.0	0.1	5.2%
National Credit Union Administration .....	1.1	1.1	1.2	1.2	.....	.....
National Labor Relations Board .....	1.3	1.2	1.2	1.4	0.2	13.2%
National Science Foundation .....	1.4	1.4	1.5	1.6	0.1	7.4%
Nuclear Regulatory Commission .....	2.9	2.8	2.9	2.9	*	0.4%
Office of Personnel Management .....	5.5	2.5	2.2	2.2	*	0.7%
Other Defense Civil Programs .....	1.0	1.0	1.1	1.1	*	2.3%
Securities and Exchange Commission .....	4.4	4.4	4.5	4.7	0.2	3.7%
Small Business Administration .....	4.2	4.8	10.0	10.0	*	0.2%
Smithsonian Institution .....	5.1	4.9	5.3	5.3	0.1	1.3%
Social Security Administration .....	61.2	60.3	60.2	61.5	1.3	2.1%
Tennessee Valley Authority .....	10.0	10.0	10.0	10.0	.....	.....
U.S. Agency for Global Media .....	1.6	1.7	1.5	1.5	.....	.....
All other small agencies .....	11.9	11.9	12.9	13.5	0.6	4.5%
<b>Total, Executive Branch civilian employment .....</b>	<b>2,085.5</b>	<b>2,179.9</b>	<b>2,199.4</b>	<b>2,250.0</b>	<b>50.6</b>	<b>2.3%</b>

\* 50 or less.

than limiting such employees to the grade level where they were when they left. OPM intends to reinvigorate the existing Pathways Programs for student trainees and recent graduates by issuing regulations for post-secondary and recent graduate hiring authorities in section 1108 of the National Defense Authorization Act for Fiscal Year 2019 (Public Law 115-232; 5 U.S.C. 3115-16). OPM also will examine and update the existing Pathways Program regulations accordingly.

The Administration is leading efforts to reform how the Executive Branch conducts background checks for its workforce through the Security Clearance, Suitability, and Credentialing Performance Accountability Council (PAC) established by E.O. 13467 (2008) and chaired by OMB's Deputy Director for Management. The PAC is spearheading several transformative reforms through the Trusted Workforce 2.0 initiative that will introduce continuous vetting, reduce the amount of time needed to

**Table 5–2. TOTAL FEDERAL EMPLOYMENT**  
(As measured by Full-Time Equivalents)

Description	2020 Actual	2021 Estimate	2022 Estimate	Change: 2021 to 2022	
				FTE	Percent
Executive Branch Civilian:					
All Agencies, Except Postal Service .....	2,179,917	2,199,387	2,249,971	50,584	2.2%
Postal Service <sup>1</sup> .....	569,288	579,741	563,690	–16,051	–2.8%
Subtotal, Executive Branch Civilian .....	2,749,205	2,779,128	2,813,661	34,533	1.2%
Executive Branch Uniformed Military:					
Department of Defense <sup>2</sup> .....	1,389,398	1,399,318	1,381,998	–17,320	–1.3%
Department of Homeland Security (USCG) .....	41,244	42,252	42,703	451	1.1%
Commissioned Corps (DOC, EPA, HHS) .....	6,371	6,366	6,679	313	4.7%
Subtotal, Uniformed Military .....	1,437,013	1,447,936	1,431,380	–16,556	–1.2%
Subtotal, Executive Branch .....	4,186,218	4,227,064	4,245,041	17,977	0.4%
Legislative Branch <sup>3</sup> .....	33,673	34,495	34,914	419	1.2%
Judicial Branch .....	33,242	33,665	34,198	533	1.6%
Grand Total .....	4,253,133	4,295,224	4,314,153	18,929	0.4%

<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 (AGRSs)) paid from Reserve Component appropriations.

<sup>3</sup> FTE data not available for the Senate (positions filled were used for actual year and extended at same level).

conduct background checks for new hires, and improve the mobility of the workforce, all without sacrificing the Nation's security.

The resiliency of the Federal workforce has been on full display during the COVID-19 pandemic, as civil servants have continued to deliver on their Agencies' missions despite unprecedented challenges. Agencies have established COVID-19 Agency safety teams and safety plans to help ensure the protection of their workforces. The CHCO community has collaborated to determine how to move formerly in-person work to the virtual environment. An overwhelming majority of respondents to the 2020 Federal Employee Viewpoint Survey reported a high level of ability to meet customers' needs, as well as agencies' sustained performance and quality of work. OPM, GSA, and OMB will capture best practices, convene diverse stakeholder groups inside and outside of Government, evaluate options, and develop guidance to assist agencies to adapt as the country continues to emerge from the COVID-19 pandemic.

As the Administration and the country move forward, it is imperative that the Federal Government have the tools and human resources personnel to evolve and compete with the overall labor market. The Budget supports building additional capacity and capability for agencies to strengthen the workforce, recruit and hire talent, and ensure agencies can recruit specific technical talent where there are longstanding gaps. It requires CHCO Act Agencies to create and fund talent teams at the component level and to participate in or contribute to, as allowable, a centralized, Government-wide hiring assessment support team to improve hiring outcomes for critical positions, including more technical or hard-to-fill positions, in particular.

The Budget acknowledges the complex and longstanding challenges facing the Federal Government while reflecting a commitment to innovation, improvement, and performance. The Federal workforce is composed of dedicated public servants who work to improve the lives of the American people. The Budget demonstrates the Administration's commitment to them.

**Table 5–3. 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 .....	3%	1%
Engineers .....	4%	2%
Scientists and social scientists .....	5%	1%
Managers .....	13%	14%
Pilots, conductors, and related mechanics .....	3%	0%
Doctors, nurses, psychologists, etc. ....	8%	7%
Miscellaneous professionals .....	17%	10%
Administrators, accountants, HR personnel .....	6%	2%
Inspectors .....	1%	0%
<b>Total Percentage .....</b>	<b>60%</b>	<b>38%</b>
<b>Medium Paid Occupations Ranked by Private Sector Salary</b>		
Sales including real estate, insurance agents .....	1%	6%
Other miscellaneous occupations .....	3%	5%
Automobile and other mechanics .....	2%	3%
Law enforcement and related occupations .....	8%	1%
Office workers .....	2%	5%
Social workers .....	2%	1%
Drivers of trucks and taxis .....	1%	3%
Laborers and construction workers .....	3%	10%
Clerks and administrative assistants .....	12%	10%
Manufacturing .....	2%	7%
<b>Total Percentage .....</b>	<b>36%</b>	<b>50%</b>
<b>Lowest Paid Occupations Ranked by Private Sector Salary</b>		
Other miscellaneous service workers .....	2%	6%
Janitors and housekeepers .....	1%	2%
Cooks, bartenders, bakers, and wait staff .....	1%	4%
<b>Total Percentage .....</b>	<b>4.0%</b>	<b>11.7%</b>

Source: 2015-2020 Current Population Survey, IPUMS-CPS, University of Minnesota, [www.ipums.org](http://www.ipums.org).

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.



**Table 5-4. PERSONNEL PAY AND BENEFITS**  
(In millions of dollars)

Description	2020 Actual	2021 Estimate	2022 Estimate	Change: 2021 to 2022	
				Dollars	Percent
<b>Civilian Personnel Costs:</b>					
Executive Branch (excluding Postal Service):					
Pay .....	214,206	218,826	230,009	11,183	5.1%
Benefits .....	97,482	100,424	104,689	4,265	4.2%
Subtotal .....	311,688	319,250	334,698	15,448	4.8%
Postal Service:					
Pay .....	39,829	39,748	39,770	22	0.1%
Benefits .....	14,377	12,376	13,072	696	5.6%
Subtotal .....	54,206	52,124	52,842	718	1.4%
Legislative Branch:					
Pay .....	2,403	2,531	2,669	138	5.5%
Benefits .....	876	953	1,043	90	9.4%
Subtotal .....	3,279	3,484	3,712	228	6.5%
Judicial Branch:					
Pay .....	3,526	3,819	4,088	269	7.0%
Benefits .....	1,202	1,224	1,249	25	2.0%
Subtotal .....	4,728	5,043	5,337	294	5.8%
Total, Civilian Personnel Costs .....	373,901	379,901	396,589	16,688	4.4%
<b>Military Personnel Costs</b>					
Department of Defense--Military Programs:					
Pay .....	107,927	110,932	113,728	2,796	2.5%
Benefits .....	51,700	57,030	60,479	3,449	6.0%
Subtotal .....	159,627	167,962	174,207	6,245	3.7%
All other Executive Branch uniform personnel:					
Pay .....	3,895	4,020	4,143	123	3.1%
Benefits .....	701	728	785	57	7.8%
Subtotal .....	4,596	4,748	4,928	180	3.8%
Total, Military Personnel Costs .....	164,223	172,710	179,135	6,425	3.7%
<b>Grand total, personnel costs .....</b>	<b>538,124</b>	<b>552,611</b>	<b>575,724</b>	<b>23,113</b>	<b>4.2%</b>
<b>ADDENDUM</b>					
Former Civilian Personnel:					
Pensions .....	92,663	95,153	98,498	3,345	3.5%
Health benefits .....	13,186	13,312	13,969	657	4.9%
Life insurance .....	42	42	43	1	2.4%
Subtotal .....	105,891	108,507	112,510	4,003	3.7%
Former Military Personnel:					
Pensions .....	64,482	65,988	67,720	1,732	2.6%
Health benefits .....	10,905	11,811	12,297	486	4.1%
Subtotal .....	75,387	77,799	80,017	2,218	2.9%
Total, Former Personnel .....	181,278	186,306	192,527	6,221	3.3%



## 5. STRENGTHENING THE FEDERAL WORKFORCE

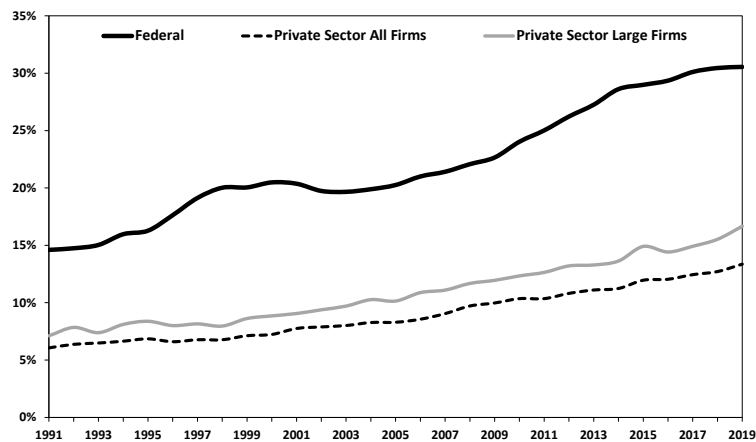
Table 5–5. HIRING TRENDS SINCE 2016

Federal Civilian Workforce	SEP 2016	SEP 2017	SEP 2018	SEP 2019	SEP 2020	JAN 2021
Total Federal Workforce Count <sup>1</sup>	2,097,038	2,087,747	2,100,802	2,132,812	2,181,106	2,167,192
Average Age	47.1	47.2	47.1	47.1	47.0	47.0
Total Under 30	7.88%	7.55%	7.76%	8.07%	8.39%	8.06%
Total 55 and over	28.16%	28.79%	28.99%	29.17%	29.11%	29.04%
Male	56.70%	56.60%	56.44%	56.27%	55.90%	55.64%
Female	43.29%	43.38%	43.52%	43.72%	44.10%	44.36%
All Disabilities	9.46%	10.49%	12.38%	13.89%	15.33%	18.15%
Targeted Disabilities (These totals are included in the total disability #'s above)	1.10%	2.69%	2.66%	2.61%	2.56%	2.55%
Veteran	29.33%	29.43%	29.34%	29.15%	28.78%	28.82%
American Indian or Alaskan Native	1.71%	1.69%	1.66%	1.63%	1.62%	1.59%
Asian	5.86%	5.99%	6.10%	6.01%	6.17%	6.43%
Black/African American	17.91%	18.15%	18.21%	18.02%	18.06%	18.35%
Native Hawaiian or Pacific Islander	0.49%	0.51%	0.52%	0.52%	0.54%	0.56%
More Than One Race	1.47%	1.60%	1.73%	1.82%	1.91%	1.93%
Hispanic/Latino (H/L)	8.46%	8.75%	9.08%	9.14%	9.33%	9.41%
White	64.04%	63.26%	62.63%	61.22%	60.86%	61.45%

Source: U.S. Office of Personnel Management

<sup>1</sup> Total count varies slightly from other sources because of date and data collection method

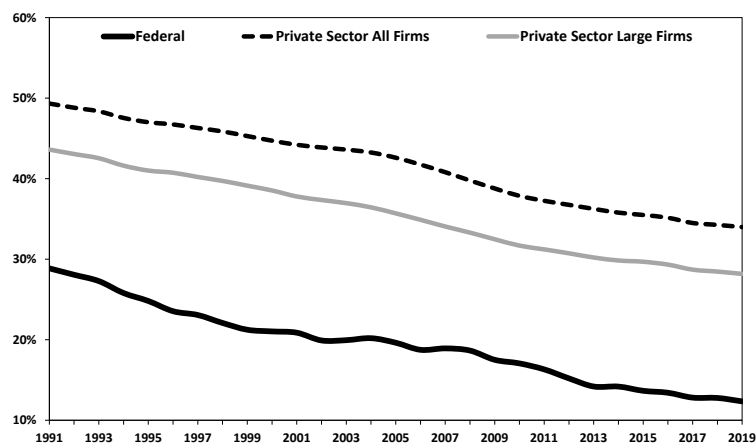
Chart 5-1. Masters Degree or Above By Year for Federal and Private Sectors



Source: 1992-2020 Current Population Survey, IPUMS-CPS, University of Minnesota, [www.ipums.org](http://www.ipums.org).

Notes: Federal excludes the military and Postal Service, but includes all other Federal workers. Private Sector excludes the self-employed. Neither category includes State and local government workers. Large firms have at least 1,000 workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 annual hours of work and presents five-year averages. Industry is from the year preceding the year on the horizontal axis.

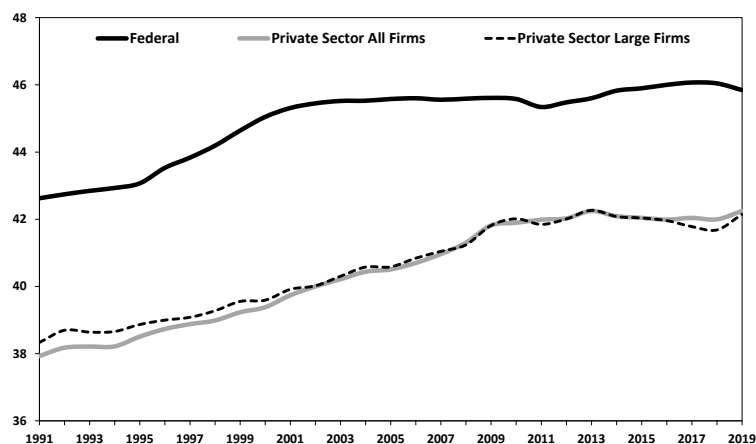
Chart 5-2. High School Graduate or Less By Year for Federal and Private Sectors



Source: 1992-2020 Current Population Survey, IPUMS-CPS, University of Minnesota, [www.ipums.org](http://www.ipums.org).

Notes: Federal excludes the military and Postal Service, but includes all other Federal workers. Private Sector excludes the self-employed. Neither category includes State and local government workers. Large firms have at least 1,000 workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 annual hours of work and presents five-year averages. Industry is from the year preceding the year on the horizontal axis.

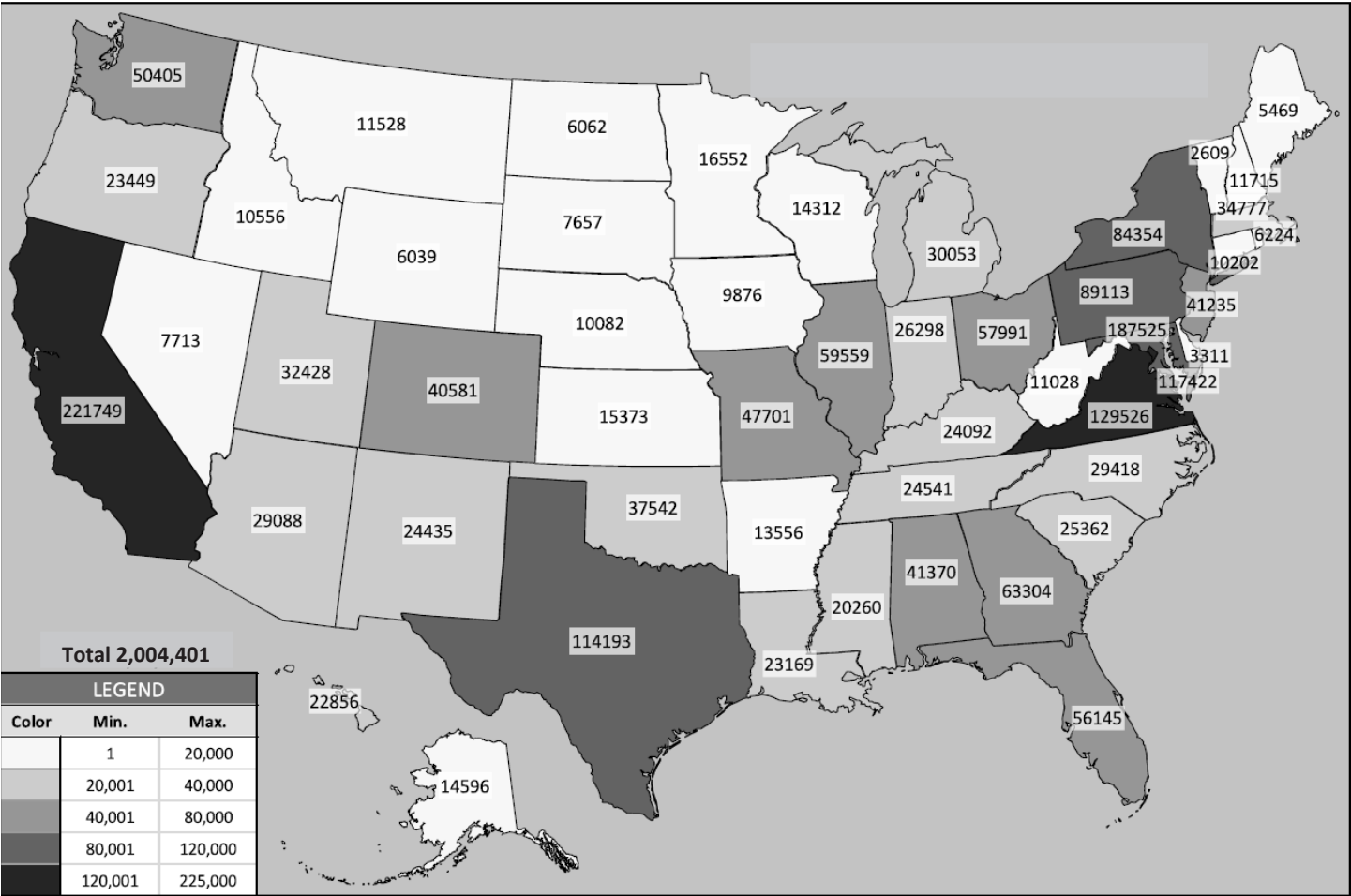
Chart 5-3. Average Age by Year for Federal and Private Sectors



Source: 1992-2020 Current Population Survey, IPUMS-CPS, University of Minnesota, [www.ipums.org](http://www.ipums.org).

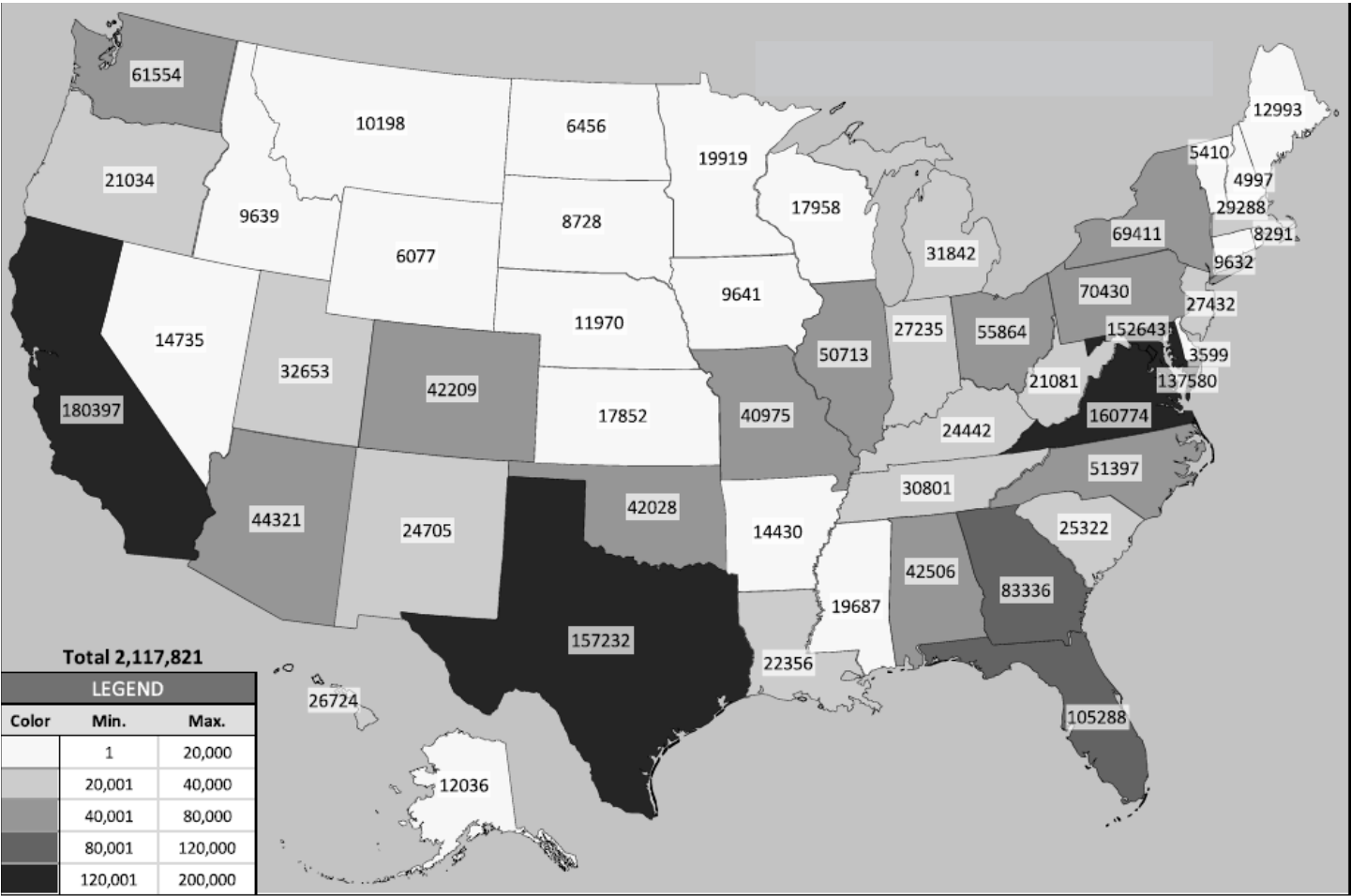
Notes: Federal excludes the military and Postal Service, but includes all other Federal workers. Private Sector excludes the self-employed. Neither category includes State and local government workers. Large firms have at least 1,000 workers. This analysis is limited to full-time, full-year workers, i.e. those with at least 1,500 annual hours of work and presents five-year averages. Industry is from the year preceding the year on the horizontal axis.

Chart 5-4. GOVERNMENT-WIDE ON-BOARD U.S. DISTRIBUTION 10-1-1978



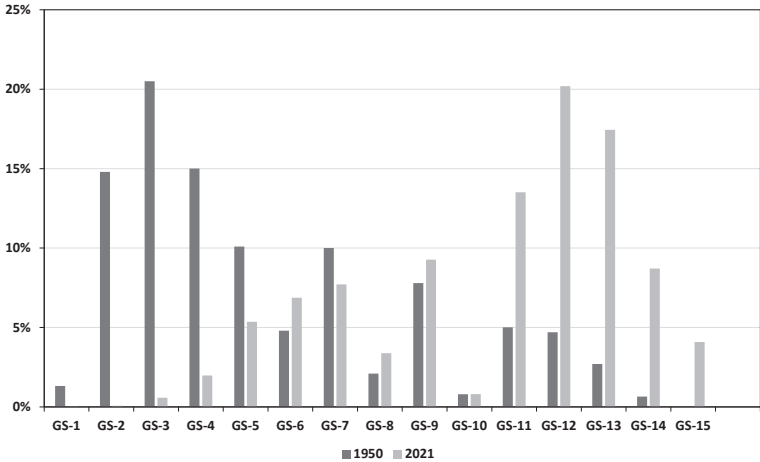
Source: Office of Personnel Management.

Chart 5-5. GOVERNMENT-WIDE ON-BOARD U.S. DISTRIBUTION 1–1–2021



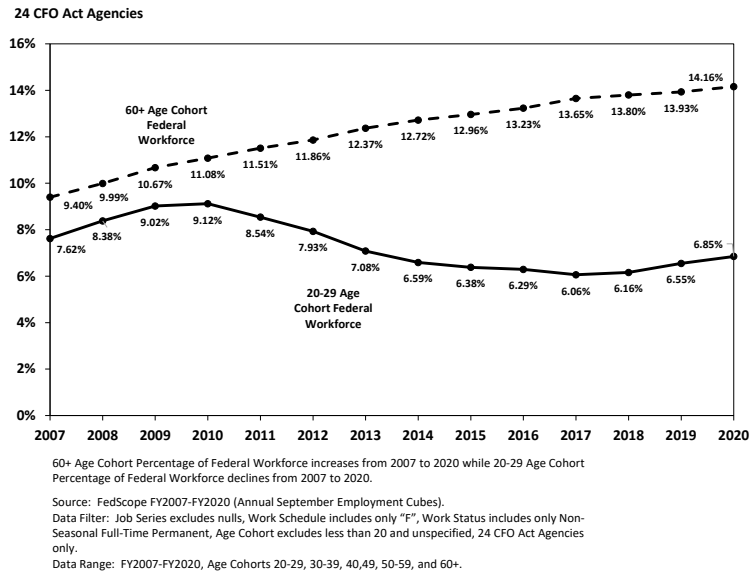
Source: Office of Personnel Management.

5-6. The Changing General Schedule Workforce



Source: Office of Personnel Management

**Chart 5-7. Potential Retirees to Younger than 30 Employees: Federal Workforce**



**Chart 5-8. Potential Retirees to Younger than 30 Employees: Federal IT Workforce Vs. Federal Workforce**

