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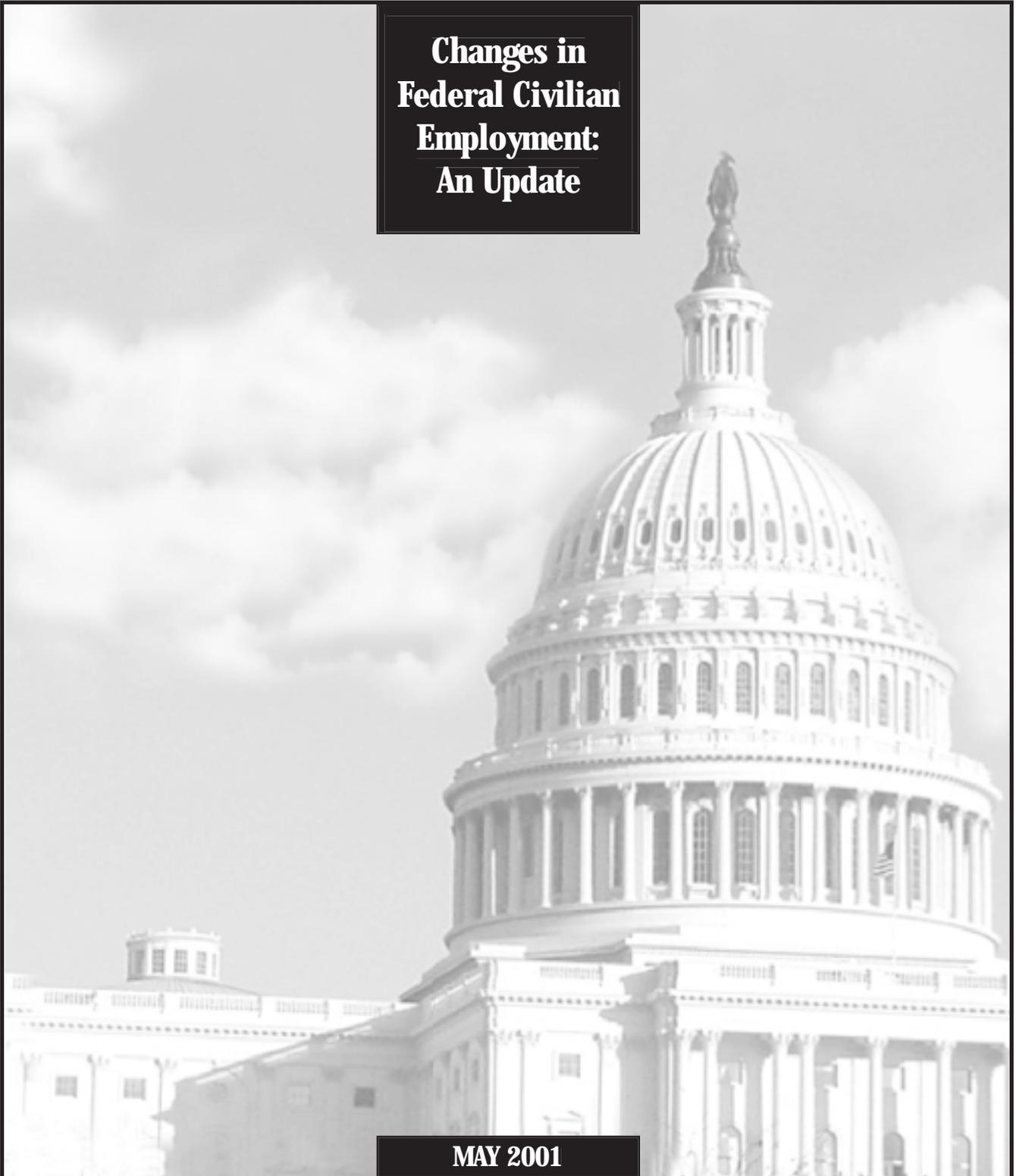
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CBO

PAPER

**Changes in
Federal Civilian
Employment:
An Update**

MAY 2001



CHANGES IN FEDERAL CIVILIAN
EMPLOYMENT: AN UPDATE

May 2001

NOTES

Numbers in the text and tables may not add up to totals because of rounding.

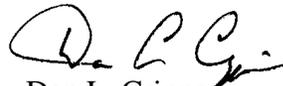
Unless otherwise indicated, all years referred to in this paper are fiscal years.

PREFACE

This Congressional Budget Office (CBO) report is the latest in a series on trends in federal employment, updating information from earlier documents. It responds to inquiries from the Congress about changes in federal employment.

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Christine Bogusz edited the paper, and John Skeen proofread it. Rae Wiseman prepared the paper for final publication with help from Kathryn Quattrone, and Lenny Skutnik produced the printed copies. Annette Kalicki prepared the electronic versions for CBO's Web site (www.cbo.gov).


Dan L. Crippen
Director

May 2001

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INTRODUCTION AND SUMMARY

From 1985 through 2000, the period covered in this analysis, the federal government experienced a net decrease of about 430,000 civilian workers, or 19 percent—the total fell from 2.3 million workers to 1.8 million. Those figures exclude the 170,000 temporary employees hired for the 2000 decennial census. However, even when those employees are taken into account, data still show a decrease in employment over the 15-year period of about 260,000, or 11 percent of the workforce. (See Table 1 on the next page and Table A-1 on page 16; also see Box 1 for a discussion of measuring the size of the federal workforce.) Although the number of employees at most agencies fell over the period, by far the largest decreases occurred at the Department of Defense (DoD).

The budget submitted by President Bush for 2002 projects fairly steady federal employment overall. Within that framework, however, the President's budget emphasizes streamlining programs, reducing layers of management, and making federal employees and services more accessible to citizens.

CHANGES IN CIVILIAN EMPLOYMENT BY BRANCH OF GOVERNMENT AND AGENCY

Civilian employment in the legislative and executive branches remained fairly stable throughout the late 1980s and early 1990s (notwithstanding the temporary jump in

TABLE 1. CHANGES IN FEDERAL CIVILIAN EMPLOYMENT BY BRANCH, 1985-2000 (In thousands of workers)

Branch	1985	2000	Change, 1985-2000	Percentage Change, 1985-2000
Legislative	39	31	-9	-22
Judicial	18	32	14	82
Executive	<u>2,211</u>	<u>1,947</u>	<u>-264</u>	-12
Total	2,268	2,009	-258	-11
Defense	1,080	681	-399	-37
Non-Defense ^a	1,187	1,328	141	12

SOURCE: Congressional Budget Office using data from the Office of Personnel Management.

NOTE: Numbers are averages of monthly employment counts. Data cover all branches of the federal government, work schedules, and geographic areas but do not include the U.S. Postal Service.

a. The increase in employment at non-Defense agencies is all attributable to temporary hires for the decennial census. Excluding those workers, employment at non-Defense agencies fell by about 30,000 over the 15-year period.

executive branch employment for the decennial census in 1990) and declined thereafter (see Table 1). Of the three branches of government, only the judicial branch experienced an increase in employment over the 1985-2000 period. In fact, increases in employment among those parts of government involved in the administration of justice make up the most significant exception to an otherwise general decline in federal employment.¹

1. The increase in employment for justice-related activities has been accompanied by an increase in spending. For a discussion, see Congressional Budget Office, *Trends in Federal Spending for the Administration of Justice*, CBO Memorandum (August 1996).

BOX 1.
COUNTING FEDERAL EMPLOYEES

Unless otherwise indicated, this analysis focuses on federal civilian employees—that is, workers outside the uniformed military services. (In 2000, uniformed personnel numbered about 1.4 million.) In addition, it emphasizes employees covered by payrolls directly managed by the federal government. For example, it does not take into account workers who support federal activities under contracts, grants, and mandates. According to a 1999 study by Paul Light of the Brookings Institution, those employees totaled about 13 million in 1996 and, like the employees covered in this report, declined in number over the period studied.¹ Also, this report provides information on the U.S. Postal Service but does not include it in most totals. (Postal employees are covered by a pay system that is separate from the rest of the government and funded by revenue from the sale of stamps rather than taxes.) Federal civilian workers, together with postal, military, grant, mandate, and contract employees, totaled roughly 17 million in 1996 according to Light's study.

Counting the number of employees on payrolls under direct federal management is a means of assessing federal efforts to streamline operations, control costs, improve efficiency, and reduce government bureaucracy. Those efforts include federal initiatives to substitute contract employees for civil servants and to control and restructure the workforce under the Federal Workforce Restructuring Act of 1994 (Public Law 103-226).

The reports and databases from which the Congressional Budget Office (CBO) derived information about the federal civilian workforce for this analysis vary in their coverage. Some sources, for example, cover only employees working a full-time schedule. Many workforce statistics do not include information on the Central Intelligence Agency and other intelligence-gathering agencies.

Methods of adding up employees also vary from source to source. None of the different approaches is ideal, but CBO believes all fairly represent federal workforce totals and trends. One approach used by the government is simply to count the employees on board at any given time. That approach presents problems, however, because it treats full- and part-time workers in the same way and fails to account for seasonal fluctuations in employment. A variant of that approach is to average periodic on-board counts over a year. That approach helps adjust for seasonal variations in employment but still treats full- and part-time employees in the same way.

A third approach used by the government is to count annual employment on a full-time-equivalent (FTE) basis. Under that approach, one full-time employee or two half-time employees both count as one FTE. That method adjusts for seasonal fluctuations and for differences in work schedules. On the downside, FTE reporting is limited to the executive branch. Also, the government has from time to time changed the jobs covered by FTE totals, leading to some discontinuities in the data.

The notes to text and tables throughout this analysis contain information on both the coverage of data in the various analyses and the method used to count employees.

1. Paul C. Light, *The True Size of Government* (Washington, D.C.: Brookings Institution, 1999).

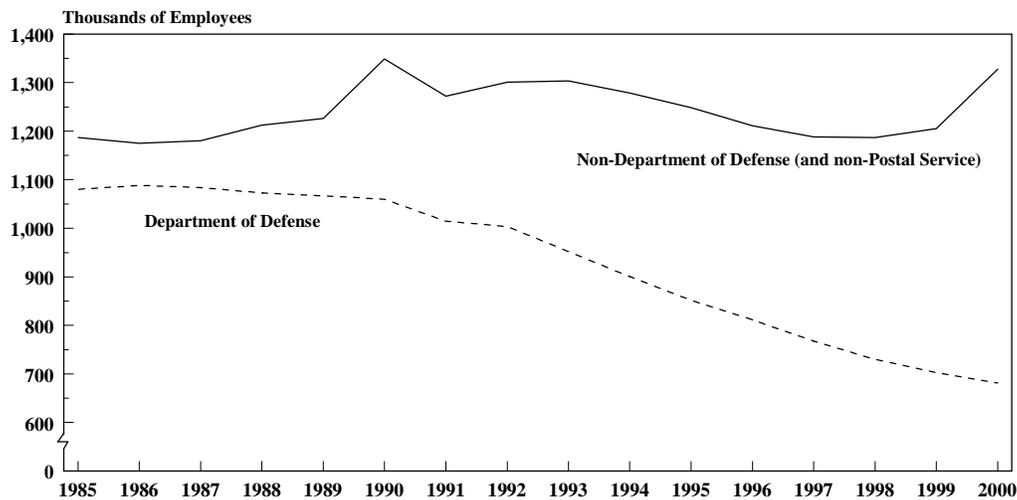
Department of Defense

Civilian employees at DoD support U.S. defense capabilities. Reductions in the number of those workers account for most of the downward employment trend for government (see Figure 1). Employment at DoD started to fall in the late 1980s and has continued to slide since then. Most of those reductions in workforce reflect the changes in national security requirements that took place after the dissolution of the Soviet Union and the end of the Cold War. Those changes have led to reduced budgets, smaller military forces, and, consequently, less need for civilian personnel to support defense activities. Overall, employment at DoD fell by 399,000, or 37 percent, over the 1985-2000 period.

Civilian Agencies

Taken as a whole, employment among civilian agencies was higher—by about 140,000 people—in 2000 than in 1985. (All agencies other than the Department of Defense are designated as civilian agencies in this report.) That increase, however, is all attributable to the Commerce Department's temporary hires for the 2000 census. If those temporary workers are excluded, employment among civilian agencies actually dropped—by 30,000, or about 2.5 percent.

FIGURE 1. DEFENSE AND NON-DEFENSE FEDERAL CIVILIAN EMPLOYMENT, 1985-2000



SOURCE: Congressional Budget Office using data from the Office of Personnel Management.

NOTE: Totals are averages of monthly employment counts. Data cover all branches of government, but not the U.S. Postal Service. All work schedules and geographic areas are represented. The jump in non-Defense employment in 1990 and 2000 is attributable to temporary hiring for the decennial census.

Within the overall change, trends among civilian agencies varied. Some agencies employed more people in 2000 than they did in 1985, and some employed fewer. For civilian agencies in which employment was lower in 2000 than in 1985, decreases in staff generally started in the early 1990s but did not reach the magnitude of the cuts at DoD. However, there are exceptions. For example, employment at the Office of Personnel Management fell by 45 percent over the 1985-2000 period, exceeding even the percentage reduction at DoD. Among the government's larger civilian agencies, the number of workers decreased significantly at the General Services Administration (GSA), falling by 13,500, or 49 percent; at the Department

of Agriculture, falling by 15,500, or 13 percent; and at the Department of Veterans Affairs, falling by 26,300, or 11 percent.

In contrast with reductions at DoD, drops in civilian agency employment have had less to do with decreases in workload and more to do with tight budgets and efforts to improve program management. The decline in employment at the Department of Health and Human Services, for example, can be traced to budgetary constraints and efforts to computerize aspects of the Social Security program. The drop at GSA partly reflects the transfer of some functions to other agencies. A shift in activities from government agencies to private contractors also likely contributed to some decreases in employment at civilian agencies.

The only major agency to show continuous growth in employment from 1985 to 2000 is the Department of Justice. The agency's expanded efforts to fight drug-related and other crime have resulted in a near doubling of workers—increasing from 62,900 to 125,300—over the 15-year period. For similar reasons, employment at the Department of the Treasury climbed by 16,200, or 12 percent.

CHANGES IN FULL-TIME CIVILIAN EMPLOYMENT BY GEOGRAPHIC AREA

About 19 percent of all full-time employees of the U.S. government work in the Washington, D.C., metropolitan area; the rest of the federal civilian workforce is scattered around the country. In the same way, reductions in federal employment have been spread across the country, with almost all states experiencing some reduction. The greatest number of reductions occurred in the eastern United States, however, the region that accounts for almost half of all federal civilian employment (see Table 2). Decreases in employment were not significant compared with overall state employment, although such comparisons probably understate the impact for particular localities.

OTHER TRENDS IN FEDERAL EMPLOYMENT

In addition to shrinking in size since 1985, the federal workforce has become more white-collar, older, and more concentrated in highly skilled occupations. Of those changes, the aging of the federal workforce has been the most notable.

TABLE 2. CHANGES IN FEDERAL CIVILIAN EMPLOYMENT BY REGION AND STATE, 1985-1999

	Federal Civilian Employment, 1985	Federal Civilian Employment, 1999	Change in Federal Employment, 1985-1999	Percentage Change in Federal Employment, 1985-1999	State Nonfarm Employment, 1999 (in thousands)	Change in Federal Employment as a Percentage of State Employment
Northeast						
Connecticut	9,494	7,260	(2,234)	-23.53	1,663.9	-0.13
Maine	13,511	7,685	(5,826)	-43.12	580.8	-1.00
Massachusetts	31,252	25,471	(5,781)	-18.50	3,209.9	-0.18
New Hampshire	3,452	3,135	(317)	-9.18	597.5	-0.05
Rhode Island	5,991	5,911	(80)	-1.34	461.1	-0.02
Vermont	<u>2,228</u>	<u>2,744</u>	<u>516</u>	23.16	<u>290.1</u>	0.18
Subtotal	65,928	52,206	(13,722)	-20.81	6,803.3	-0.20
New York/ New Jersey						
New York	40,433	26,571	(13,862)	-34.28	3,846.7	-0.36
New Jersey	<u>69,768</u>	<u>58,218</u>	<u>(11,550)</u>	-16.55	<u>8,334.5</u>	-0.14
Subtotal	110,201	84,789	(25,412)	-23.06	12,181.2	-0.21
Mid-Atlantic						
Delaware	3,031	2,475	(556)	-18.34	408.7	-0.14
District of Columbia	164,553	144,100	(20,453)	-12.43	614.8	-3.33
Maryland	106,055	101,062	(4,993)	-4.71	2,359.3	-0.21
Pennsylvania	86,654	62,551	(24,103)	-27.82	5,528.1	-0.44
Virginia	134,844	115,668	(19,176)	-14.22	3,363.9	-0.57
West Virginia	<u>9,550</u>	<u>11,506</u>	<u>1,956</u>	20.48	<u>725.8</u>	0.27
Subtotal	504,687	437,362	(67,325)	-13.34	13,000.6	-0.52
Southeast						
Alabama	49,933	36,892	(13,041)	-26.12	1,929.4	-0.68
Florida	56,745	60,727	3,982	7.02	6,839.6	0.06
Georgia	64,202	61,981	(2,221)	-3.46	3,831.6	-0.06
Kentucky	25,933	19,411	(6,522)	-25.15	1,775.7	-0.37
Mississippi	18,254	16,776	(1,478)	-8.10	1,135.4	-0.13
North Carolina	28,060	30,261	2,201	7.84	3,824.8	0.06
South Carolina	25,783	16,193	(9,590)	-37.20	1,822.6	-0.53
Tennessee	<u>43,411</u>	<u>33,089</u>	<u>(10,322)</u>	-23.78	<u>2,650.7</u>	-0.39
Subtotal	312,321	275,330	(36,991)	-11.84	23,809.8	-0.16
Great Lakes						
Illinois	54,273	41,799	(12,474)	-22.98	5,944.1	-0.21
Indiana	24,230	20,339	(3,891)	-16.06	2,956.8	-0.13
Michigan	26,915	21,519	(5,396)	-20.05	4,551.7	-0.12
Minnesota	13,367	12,930	(437)	-3.27	2,590.7	-0.02
Ohio	54,340	42,900	(11,440)	-21.05	5,498.4	-0.21
Wisconsin	<u>12,021</u>	<u>11,076</u>	<u>(945)</u>	-7.86	<u>2,734.6</u>	-0.03
Subtotal	185,146	150,563	(34,583)	-18.68	24,276.3	-0.14

(Continued)

TABLE 2. CONTINUED

	Federal Civilian Employment, 1985	Federal Civilian Employment, 1999	Change in Federal Employment, 1985-1999	Percentage Change in Federal Employment, 1985-1999	State Nonfarm Employment, 1999 (in thousands)	Change in Federal Employment as a Percentage of State Employment
South Central						
Arkansas	12,220	10,948	(1,272)	-10.41	1,929.4	-0.07
Louisiana	20,195	19,835	(360)	-1.78	1,908.1	-0.02
New Mexico	22,348	21,178	(1,170)	-5.24	729.1	-0.16
Oklahoma	37,403	31,223	(6,180)	-16.52	1,465.0	-0.42
Texas	<u>115,414</u>	<u>106,676</u>	<u>(8,738)</u>	-7.57	<u>9,118.6</u>	-0.10
Subtotal	207,580	189,860	(17,720)	-8.54	15,150.2	-0.12
Central						
Iowa	7,891	6,834	(1,057)	-13.40	1,466.7	-0.07
Kansas	14,916	14,650	(266)	-1.78	1,334.5	-0.02
Missouri	44,953	32,296	(12,657)	-28.16	2,704.0	-0.47
Nebraska	<u>8,657</u>	<u>7,632</u>	<u>(1,025)</u>	-11.84	<u>875.9</u>	-0.12
Subtotal	76,417	61,412	(15,005)	-19.64	6,381.1	-0.24
North Central						
Colorado	35,900	33,213	(2,687)	-7.48	2,086.3	-0.13
Montana	8,276	7,724	(552)	-6.67	379.4	-0.15
North Dakota	5,098	4,875	(223)	-4.37	319.7	-0.07
South Dakota	6,688	6,710	22	0.33	366.2	0.01
Utah	32,553	23,415	(9,138)	-28.07	1,042.4	-0.88
Wyoming	<u>4,816</u>	<u>4,404</u>	<u>(412)</u>	-8.55	<u>229.6</u>	-0.18
Subtotal	93,331	80,341	(12,990)	-13.92	4,423.6	-0.29
West						
Arizona	27,146	28,045	899	3.31	2,125.0	0.04
California	211,805	147,835	(63,970)	-30.20	13,852.4	-0.46
Hawaii	23,044	19,259	(3,785)	-16.43	527.6	-0.72
Nevada	<u>6,350</u>	<u>7,146</u>	<u>796</u>	12.54	<u>952.4</u>	0.08
Subtotal	268,345	202,285	(66,060)	-24.62	17,457.4	-0.38
Northwest						
Alaska	10,711	11,328	617	5.76	278.0	0.22
Idaho	7,046	7,304	258	3.66	536.5	0.05
Oregon	18,648	17,380	(1,268)	-6.80	1,584.2	-0.08
Washington	<u>48,988</u>	<u>42,479</u>	<u>(6,509)</u>	-13.29	<u>2,639.9</u>	-0.25
Subtotal	85,393	78,491	(6,902)	-8.08	5,038.6	-0.14
All States	1,909,349	1,612,639	(296,710)	-15.54	128,522.1	-0.23

SOURCE: Congressional Budget Office using data from the Office of Personnel Management and the Bureau of Labor Statistics.

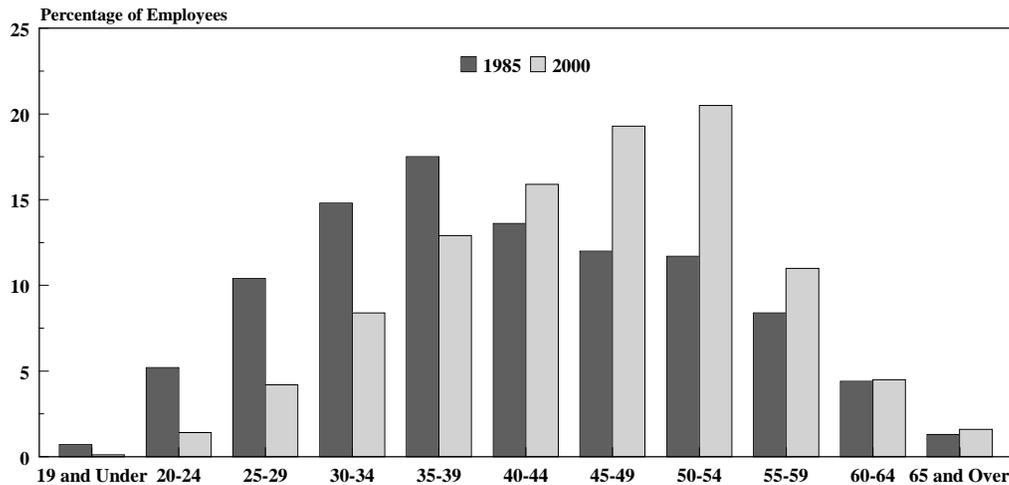
NOTE: Data cover full-time employees in the executive and legislative branches who work in one of the 50 states or in the District of Columbia.

The Aging of the Federal Workforce

In 1985, about 25 percent of the federal workforce was over age 50. As of December 2000, the comparable figure was almost 40 percent. Nearly three-quarters of the federal workforce is over age 40 (see Figure 2). In contrast, only about half of all employed workers in the United States are over that age.

If the federal government continues its recent efforts to limit employment, the aging of the workforce will likely continue. Eventually, agencies could face significant challenges replacing experienced, skilled staff as more workers become eligible for retirement. According to the Office of Personnel Management, almost one-third of federal civilian employees will be eligible to retire from federal service by 2005. Agencies with workforces older than average may face some of the greatest challenges. At the Department of Housing and Urban Development, for example, nearly half of the workers are over age 50. But the aging of the workforce could prove beneficial in some ways. Pending retirements could provide agencies with the opportunity to reduce employment where needed and to reshape the remaining workforce to meet demands for better performance under the Government Performance and Results Act and other management improvement initiatives.

FIGURE 2. AGE DISTRIBUTION OF FEDERAL CIVILIAN EMPLOYEES, 1985 AND 2000



SOURCE: Congressional Budget Office using data from the Office of Personnel Management.

NOTE: Data cover full-time employees of the executive branch.

The General Accounting Office (GAO) has urged agencies to prepare for potential problems posed by the aging of the workforce. Among other things, GAO recently recommended more effective recruitment and retention, more succession planning, and more investment in the training and development of existing staff.²

Changes in Occupational Distribution and Educational Attainment

Most reductions in federal civilian employment have occurred among positions the government designates as blue-collar, such as carpenter, and white-collar clerical, such as secretary. In 1985, employees in blue-collar occupations totaled about

2. General Accounting Office, *High-Risk Series: An Update*, GAO-01-263 (January 2001), pp. 71-96.

400,000; by 2000, employment in such jobs had fallen to roughly half that level. Over the same period, employment in less-skilled, white-collar, mostly clerical jobs dropped to approximately 135,500 from about 377,400. In contrast, employment in occupations that the government designates as professional, administrative, or technical generally rose from 1985 to 2000. Examples of those positions include attorney, personnel director, engineer, and computer operator.

As the pattern of changes in occupational distribution suggests, federal civilian workers today are more highly skilled and educated than those of 1985, and more are white-collar. About 79 percent of the federal civilian workforce held jobs in white-collar occupations in 1985, and about 40 percent of all jobs were designated as professional or administrative (see Table 3). By 2000, those percentages had grown to 87 percent and 56 percent, respectively. At the same time, the portion of the civilian workforce with advanced degrees has also risen. In 1985, 30 percent of the federal civilian workforce had a bachelor's or higher degree; by 2000, the figure stood at 40 percent.

Mirroring the trends described above, more of the white-collar workforce holds jobs assigned high grades on the government's pay schedule. In the federal pay system, most white-collar workers are paid according to the General Schedule, a pay structure of 15 grades. Job levels are based primarily on duties and responsibilities, with the highest-paid jobs designated grade 15 and the lowest jobs grade 1. In 1985,

TABLE 3. OCCUPATIONAL DISTRIBUTION AND EDUCATIONAL ATTAINMENT OF FEDERAL WORKERS, 1985 AND 2000

Occupational Group	Percentage of the Federal Workforce		Percentage of Occupational Group with a Bachelor's or Higher Degree	
	1985	2000	1985	2000
White-Collar Workers				
Professional	18	24	88	87
Administrative	23	32	46	47
Technical	17	19	13	14
Clerical	19	9	6	8
Other	<u>2</u>	<u>3</u>	8	16
Subtotal	79	87	38	46
Blue-Collar Workers	<u>21</u>	<u>13</u>	2	3
All Occupations	100	100	30	40

SOURCE: Congressional Budget Office using data from the Office of Personnel Management.

NOTE: Data cover employees in the executive branch who have full-time work schedules.

about 39 percent of the white-collar workforce held jobs at grade 11 or higher; by 2000, that figure had grown to more than 50 percent.

A number of factors have contributed to the shift in federal employment toward professional and administrative positions in higher grades, although it is difficult to isolate each factor's precise contribution. Certainly, cutbacks in defense help explain the large reductions in the number of blue-collar workers. Traditionally, the Department of Defense has been the government's largest employer of those workers.

The loss of other less-skilled jobs may be an indication of the government's efforts to improve the efficiency and effectiveness of its operations. Many of the management improvements proposed for government over the years, such as automation and turning operations over to private firms, apply most appropriately to, and allow for reduction in, lower-skilled work.

Although management improvement efforts may reduce lower-level positions, they may also increase the demand for highly trained personnel. For example, contracting out to private firms, which often shifts lower-skilled work into the private sector, may increase the role in government for well-trained professionals to prepare and monitor contracts. Computerization and the rise of the Internet have also increased jobs in government for technically trained personnel. In addition, the National Performance Review and other government management reforms have encouraged agencies to make fuller use of automation and the Internet.

APPENDIX: THE FEDERAL CIVILIAN WORKFORCE

This appendix table shows federal civilian employment by branch of government and agency for each year from 1985 through 2000. It has a separate section that compares employment levels at the Department of Defense and at non-Department of Defense agencies. The last section of the table provides information on employment totals excluding and including the U.S. Postal Service.

TABLE A-1. NUMBER OF FEDERAL CIVILIAN WORKERS, FISCAL YEARS 1985-2000 (In thousands of workers)

	1985	1986	1987	1988	1989	1990	1991	1992	1993
Employment by Branch of Government and Agency									
Legislative Branch	39.4	37.8	37.6	38.1	37.9	37.9	38.2	39.1	38.7
Judicial Branch	17.6	18.6	19.5	20.8	21.5	22.6	24.6	27.0	28.1
Executive Branch									
Executive departments									
Agriculture	115.4	111.2	111.0	115.2	117.8	118.9	118.4	122.3	120.9
Commerce	35.5	35.1	34.5	39.5	49.1	155.9	45.5	37.8	38.3
Defense	1,080.3	1,088.5	1,084.0	1,072.8	1,066.9	1,060.0	1,014.7	1,003.7	952.1
Education	5.1	4.7	4.6	4.7	4.6	4.8	4.9	5.1	5.0
Energy	16.8	16.7	16.7	16.8	17.1	17.5	18.6	20.5	20.7
HHS ^a	141.8	136.9	130.3	123.9	122.6	123.0	126.3	131.6	131.6
HUD	12.3	11.9	12.5	13.2	13.4	13.5	13.8	14.1	13.3
Interior	76.2	74.2	72.5	74.0	75.2	75.0	76.4	80.4	81.5
Justice	62.9	65.3	67.7	73.4	78.9	81.6	87.0	94.8	98.0
Labor	18.3	18.0	17.8	18.1	18.4	17.9	17.7	18.0	17.7
State	25.1	25.4	25.4	25.7	25.3	25.3	25.5	25.9	26.1
Transportation	62.4	61.6	61.7	62.7	64.6	66.5	67.8	70.3	70.0
Treasury	134.7	138.3	147.0	162.8	163.5	162.2	169.1	169.8	164.3
Veterans Affairs ^b	<u>244.7</u>	<u>243.8</u>	<u>246.3</u>	<u>246.7</u>	<u>245.2</u>	<u>247.3</u>	<u>252.7</u>	<u>257.8</u>	<u>263.8</u>
Subtotal	2,031.5	2,031.6	2,032.0	2,049.5	2,062.6	2,169.4	2,038.4	2,052.1	2,003.3
Independent Agencies									
GSA	27.7	24.9	22.0	20.4	19.9	20.2	20.6	21.1	20.7
NASA	22.5	22.1	22.6	22.9	24.2	24.5	25.3	25.6	25.2
All other	<u>128.8</u>	<u>129.0</u>	<u>131.1</u>	<u>133.9</u>	<u>127.4</u>	<u>134.4</u>	<u>139.8</u>	<u>140.0</u>	<u>140.2</u>
Subtotal	179.0	176.0	175.7	177.2	171.5	179.1	185.7	186.7	186.1
Total, Executive Branch	2,210.5	2,207.6	2,207.7	2,226.7	2,234.1	2,348.5	2,224.1	2,238.8	2,189.4
Total, All Three Branches ^c	2,267.5	2,264.0	2,264.8	2,285.6	2,293.5	2,409.0	2,286.9	2,304.9	2,256.2
Employment Totals for the Department of Defense and Non-Defense Agencies									
Department of Defense	1,080.3	1,088.5	1,084.0	1,072.8	1,066.9	1,060.0	1,014.7	1,003.7	952.1
Non-Department of Defense Agencies ^c	1,187.2	1,175.5	1,180.8	1,212.8	1,226.6	1,349.0	1,272.2	1,301.2	1,304.1
Employment Total Including the U.S. Postal Service									
U.S. Postal Service	733.9	782.7	810.3	827.7	839.9	824.3	813.5	800.9	786.6
Total, Including U.S. Postal Service	3,001.4	3,046.7	3,075.1	3,113.3	3,133.4	3,233.3	3,100.4	3,105.8	3,042.8

SOURCE: Congressional Budget Office using data from the Office of Personnel Management.

NOTES: Data are averages of monthly employment counts. Averages cover both permanent and temporary appointments, as well as full-time, part-time, and other schedules. All geographic areas are represented, as are all agencies except the Central Intelligence Agency and other intelligence-gathering organizations.

(Continued)

TABLE A-1. CONTINUED

	1994	1995	1996	1997	1998	1999	2000	Change 1985-2000		Change 1999-2000	
								Num- ber	Per- cent	Num- ber	Per- cent
Employment by Branch of Government and Agency											
Legislative Branch	36.9	34.4	32.4	31.4	31.0	30.4	30.6	-8.8	-22.3	0.2	0.7
Judicial Branch	27.9	28.3	29.0	29.8	30.9	31.8	32.0	14.4	81.8	0.2	0.6
Executive Branch											
Executive departments											
Agriculture	115.6	109.1	105.1	102.8	100.9	100.0	99.9	-15.5	-13.4	-0.1	-0.1
Commerce	37.7	37.3	35.8	34.6	39.5	63.5	205.5	170.0	478.9	142.0	223.6
Defense	900.3	851.8	811.3	767.8	729.9	702.6	681.3	-399.0	-36.9	-21.3	-3.0
Education	4.9	4.9	4.8	4.6	4.7	4.7	4.7	-0.4	-7.8	0	0
Energy	20.2	20.0	18.8	17.5	16.4	16.0	15.7	-1.1	-6.5	-0.3	-1.9
HHS ^a	129.6	127.6	124.6	126.1	125.4	125.2	126.2	-15.6	-11.0	1.0	0.8
HUD	13.1	12.3	11.6	11.1	10.0	9.6	10.3	-2.0	-16.3	0.7	7.3
Interior	79.5	75.5	70.4	68.7	69.7	70.1	70.5	-5.7	-7.5	0.4	0.6
Justice	97.8	100.5	106.4	113.3	119.8	123.8	125.3	62.4	99.2	1.5	1.2
Labor	17.1	16.5	15.6	15.4	15.8	15.9	15.9	-2.4	-13.1	0	0
State	25.9	25.1	24.6	24.2	24.4	25.0	27.3	2.2	8.8	2.3	9.2
Transportation	66.9	63.8	63.0	63.2	64.1	64.3	63.6	1.2	1.9	-0.7	-1.1
Treasury	159.7	163.3	156.7	151.5	148.4	150.3	150.9	16.2	12.0	0.6	0.4
Veterans Affairs ^b	<u>264.2</u>	<u>262.0</u>	<u>256.2</u>	<u>245.7</u>	<u>242.2</u>	<u>231.3</u>	<u>218.4</u>	<u>-26.3</u>	<u>-10.7</u>	<u>-12.9</u>	<u>-5.6</u>
Subtotal	1,932.5	1,869.7	1,804.9	1,746.5	1,711.2	1,702.3	1,815.5	-216.0	-10.6	113.2	6.6
Independent Agencies											
GSA	19.8	17.2	15.9	14.6	14.2	14.2	14.2	-13.5	-48.7	0	0
NASA	24.1	22.6	21.4	20.3	19.3	18.7	18.6	-3.9	-17.3	-0.1	-0.5
All other	<u>138.1</u>	<u>128.3</u>	<u>118.7</u>	<u>113.7</u>	<u>110.5</u>	<u>110.8</u>	<u>98.5</u>	<u>-30.3</u>	<u>-23.5</u>	<u>-12.3</u>	<u>-11.1</u>
Subtotal	182.0	168.1	156.0	148.6	144.0	143.7	131.3	-47.7	-26.6	-12.4	-8.6
Total, Executive Branch	2,114.5	2,037.8	1,960.9	1,895.1	1,855.2	1,846.0	1,946.8	-263.7	-11.9	100.8	5.5
Total, All Three Branches ^c	2,179.3	2,100.5	2,022.3	1,956.3	1,917.1	1,908.1	2,009.4	-258.1	-11.4	101.3	5.3
Employment Totals for the Department of Defense and Non-Defense Agencies											
Department of Defense	900.3	851.8	811.3	767.8	729.9	702.6	681.3	-399.0	-36.9	-21.3	-3.0
Non-Department of Defense Agencies ^c	1,279.0	1,248.7	1,211.0	1,188.5	1,187.2	1,205.5	1,328.1	140.9	11.9	122.6	10.2
Employment Total Including the U.S. Postal Service											
U.S. Postal Service	813.6	842.0	858.4	860.1	865.7	880.2	869.4	135.5	18.5	-10.8	-1.2
Total, including U.S. Postal Service	2,992.9	2,942.5	2,880.7	2,816.4	2,782.8	2,788.4	2,878.8	-122.6	-4.1	90.4	3.2

NOTES: (Continued)

HHS = Health and Human Services; HUD = Housing and Urban Development; GSA = General Services Administration; NASA = National Aeronautics and Space Administration.

a. For purposes of comparison, figures include the Social Security Administration, which became an independent agency in 1995.

b. The Department of Veterans Affairs replaced the Veterans Administration in March 1989.

c. Excludes the U.S. Postal Service.



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