Federal Workforce

Even though the 2.1 million people employed by the government constitute only 1.2 percent of the entire American workforce, the federal government is an oft-discussed subject among citizens and in the media alike. This issue brief is designed to shed light on several key characteristics of the federal workforce. What does the federal government do and how has its work evolved over time? Where are its employees located, and in which fields do they predominantly work? The Partnership analyzed recent federal employee data to answer these questions, focusing on civilian employees in the federal government who do not work in the legislative or judicial branches, intelligence community, or U.S. Postal Service.

### Size of the Federal Workforce

<table>
<thead>
<tr>
<th>Year</th>
<th>2013 Federal Workforce</th>
<th>Full-Time, Permanent, Nonseasonal Employees</th>
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</thead>
<tbody>
<tr>
<td>2010</td>
<td>2.1 million</td>
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<tr>
<td>2000</td>
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<td>1940</td>
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### Top Employers

Defense and security-related agencies dominate the composition of the federal workforce, accounting for 68.4 percent of the entire workforce. Civilian employees at Department of Defense agencies alone account for about 36.9 percent of the entire civilian federal workforce.

- **Veterans Affairs** 16.2%
- **Army** 13.2%
- **Navy** 10.3%
- **Homeland Security** 9.2%
- **Air Force** 8.7%
- **Justice** 6.1%
- **Defense** 4.7%
- **Treasury** 4.9%
- **Agriculture** 4.0%
- **Health and Human Services** 3.4%
- **Other** 19.3%

### Federal Workforce by Occupational Category

The nature of the work performed by federal employees has evolved over time. The percentage of the federal workforce in professional and administrative occupations—those focused on knowledge-based work and often requiring college education—has risen steadily for the past 15 years. At the same time, the percent of employees in clerical occupations—those occupations that primarily require mastery of a specific task or skill—has fallen 4.6 percent during the same timeframe.

**Since 1998**

- The percent of professional and administrative employees has risen **9.8%**
- The percent of clerical employees has dropped **4.6%**
A profile of the federal workforce

Though often portrayed as oversized and growing uncontrollably, the federal workforce has in fact grown at a slower rate than the burgeoning American population it serves. This slower growth has occurred at a time when the complexity, amount and diversity of services demanded of and offered by the federal government has risen sharply. For the purposes of highlighting the federal workforce, we focus on the 1.8 million civilian, full-time, permanent employees of the federal government.

The racial diversity of the federal workforce varies from one segment of the workforce to another. For example, while 33.2 percent of the entire federal workforce is composed of individuals of a minority racial group, only 19 percent of the Senior Executive Service (SES) is made up of individuals of a minority racial group.

While men account for 57.3 percent of all federal employees, they make up a larger percentage of the SES, which is composed of 66.4 percent male employees.

Data Sources: Unless otherwise noted below, all data are from FedScope (fedscope.opm.gov) from the Office of Personnel Management, for all full-time, nonseasonal, permanent employees (Sept. 2013).

Veteran Status: Partnership for Public Service analysis of the Central Personnel Data File (now called the EHRISDM) for full-time, nonseasonal, permanent employees (Sept. 2012).

Disability Status: Partnership for Public Service analysis of the Central Personnel Data File (now called the EHRI-SDM) for full-time, nonseasonal, permanent employees (Sept. 2011).


### General Schedule (GS) Levels

The General Schedule (GS) is a 15-level, government-wide pay and classification system used for the majority of the federal workforce. While the entire workforce is broken down more or less evenly among entry-level (GS-1 through GS-9), mid-level (GS-10 through GS-12) and senior-level (GS-13 through GS-15) talent, the professional and administrative workforce is predominantly composed of mid- and senior-level grades, with 88.8 percent working at the GS-10 level or higher.

### Education Level

While the education level of current employees primarily represents the education level when hired, there is a marked difference in average education level between the entire workforce and the professional and administrative workforce, where occupations often require a more advanced level of formal education. In 2013, 49.7 percent of the entire federal workforce had some form of college degree when hired. In contrast, a full 68.2 percent of the professional and administrative workforce in 2013 had a college degree when hired.

#### Average Years of Service

Average federal tenure refers to the average number of years of federal civilian employment, including creditable military service. The government-wide average has declined steadily since 2001, decreasing 3.4 years during that time.

#### Top 5 Government Agencies with the Longest Average Federal Tenure

1. ENVIRONMENTAL PROTECTION AGENCY 19.4 YEARS
2. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION 19.3 YEARS
3. NATIONAL AERONAUTICS AND SPACE ADMINISTRATION 19.2 YEARS
4. FEDERAL COMMUNICATIONS COMMISSION 19.1 YEARS
5. NATIONAL LABOR RELATIONS BOARD 18.8 YEARS
In analyzing federal workforce data, the Partnership finds:

- Over time, the federal workforce as a percentage of the total American population has shrunk. In absolute numbers, the federal workforce is roughly the same size it was 40 years ago, even as the U.S. population has increased nearly 50 percent during that time period.

- The nature of work performed by federal employees has evolved over time, shifting to a larger percentage of more highly skilled workers performing knowledge-based work in professional and administrative occupations.

- The composition of the SES—the government’s elite cadre of senior leaders—currently does not reflect the composition of the federal workforce overall. There is a greater concentration of SES in the Washington, D.C. area, while the SES is also less diverse in terms of gender, race, veterans status and disabilities. If the government’s top leaders are to better reflect the composition of the federal workforce overall, agency talent pipelines will need to be more open to a larger range of potential future leaders.

For the federal government to maintain its status as a world-class workforce, it is crucial to focus on strategic workforce planning, paying careful attention to the individuals entering and exiting federal service. The government must consider its future needs as the type of work undertaken continually evolves in order to obtain and retain the skills government needs most to serve the American people with excellence.

For further information on the government’s most recent class of hires, see the Partnership’s “Federal Hiring” Fed Figures.