

## FOREWORD

This report is the twenty-fifth in a series (biennial since 1980) published by the U.S. Office of Personnel Management (OPM). It presents civilian employment of the Federal Government by State, county, metropolitan statistical area, U.S. territory, and foreign country. For the States, counties, and metropolitan statistical areas, employment figures are shown by major pay systems and by selected Federal agencies. For U.S. territories and foreign countries, employment figures depict U.S. citizen and non-citizen status by selected agency. Sources, coverage, definitions of terms, and highlights of the geographic survey are presented in the narrative.

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More detailed tabulations from this survey, including data at the city level and data on work schedule by geographic area and agency, and data from previous surveys are available by calling 202-606-1817. Additional information may be obtained by calling 202-606-1817, by e-mail at [owi@opm.gov](mailto:owi@opm.gov), by fax at 202-606-1719, or by written request addressed to the U.S. Office of Personnel Management, Theodore Roosevelt Building, Room 7439 (MW), 1900 E Street, NW., Washington, DC 20415-6000.

### Note to Readers:

This survey and publication are a biennial series. Therefore, the next publication, with data as of December 31, 2002, will be published late in 2003.

# TABLE OF CONTENTS

	Page
Survey Highlights . . . . .	2
Table of Federal Civilian Employment Ranked by State with Trend Changes . . . . .	3
Trend Table of Federal Civilian Employment by State and Other Areas, December 31, 1978, to 2000 . . . . .	4
Table of Metropolitan Statistical Areas and Consolidated Metropolitan Statistical Areas With 25,000 or More Federal Civilian Employees, December 31, 1998, and 2000 . . . . .	7
Table of Federal Civilian Employment by Major Geographic Area, State, and Selected Agency . . . . .	9
Table of Federal Civilian Employment by State and Work Schedule . . . . .	11
Table of Peak Seasonal Federal Civilian Workforce by State and Selected Agency . . . . .	13
Table 1 by Agency, All Areas and United States, and Pay System . . . . .	15
Table 2 by Metropolitan Statistical Area and Pay System . . . . .	19
Table 3 by State and Pay System . . . . .	25
Table 4 by Metropolitan Statistical Area and Selected Agency . . . . .	26
Table 5 by State, County, and Selected Agency . . . . .	40
Table 6 by Foreign Country, Selected Agency, and U.S. Citizenship . . . . .	162
Table 7 by U.S. Territory, Selected Agency, and U.S. Citizenship . . . . .	170
Appendix I - Population Coverage, Survey Changes, and Definitions . . . . .	172
Appendix II - Data Sources, Survey Methodology, and Error Analysis . . . . .	176

# SURVEY HIGHLIGHTS

## Population Coverage

Data on active Federal civilian employment as of December 31, 2000, cover all Federal departments and agencies except for the Central Intelligence Agency, National Security Agency, Defense Intelligence Agency, National Imagery and Mapping Agency, Army / Air Force Exchange Service, Consolidated Metropolitan Technical Personnel Center, Defense Career Management and Support Agency, Public Health Service's Commissioned Corps, and seasonal employees other than Department of Defense's Education Activity. This survey includes the U.S. Postal Service. Special treatment is made for seasonal employees.

## Major Geographic Areas

Federal civilian employment totaled 2,765,892 in the geographic survey as of December 31, 2000. Federal civilian employment worldwide declined by 3.4 percent (-96,755) since our previous survey as of December 31, 1998.

Most Federal civilian employees worked in the United States (2,674,437 or 96.7 percent) while some worked in the U.S. territories (17,991 or 0.6 percent) and in foreign countries (73,464 or 2.7 percent). There were 334,821 employees (12.1 percent) working in the Washington, District of Columbia-Maryland-Virginia-West Virginia Metropolitan Statistical Area and 2,339,616 (84.6 percent) located in the United States outside the Nation's capital area. Most Federal employees (87.3 percent) located in the United States and Puerto Rico worked in metropolitan areas. Changes since the 1998 survey are discussed in the following sections.

## States

Federal civilian employment varied by State from 247,839 in California to 5,367 in Delaware. Seven States had more than 100,000 Federal civilian workers: California 247,839; Texas 162,399; Virginia 144,632; New York 133,741; Maryland 130,147; Florida 113,267; and Pennsylvania 106,741. There were also 180,969 Federal civilian employees working in the Nation's capital city of Washington in the District of Columbia. The table on the next page shows employment by State in descending order. State distributions are shown on Table 3 by pay system category and on Table 5 by county (or independent city) and selected agency.

## Short-Term State Trends

Since December 1998, the District of Columbia and 40 States had net decreases in Federal civilian employment. Most of the losses occurred in the three largest agencies: Department of Defense (DOD), U.S. Postal Service (USPS), and Department of Veterans Affairs (VA). California lost 17,633 Federal civilian workers (-6.6 percent), primarily in DOD -10,723; USPS -4,125; and VA -1,917. Texas lost 12,162 workers (-7.0 percent) due to DOD -7,583; USPS -3,461; and VA -757. Pennsylvania lost 5,939 overall (-5.3 percent) due to USPS -3,161; DOD -2,410; and VA -814. New York lost 5,684 altogether (-4.1 percent) due to USPS -3,139; VA -1,154; and DOD -797.

Another ten States dropped more than 2,000 employees each: Illinois (-4,439), Alabama (-3,527), Colorado (-2,806), Massachusetts (-2,565), Ohio (-2,532), Florida (-2,338), Missouri (-2,291), New Jersey (-2,247), Connecticut (-2,047), and Tennessee (-2,009). Five additional States dropped more than 1,000 employees each: Virginia (-1,919), Louisiana (-1,673), Iowa (-1,445), Michigan (-1,443), and Indiana (-1,215). Connecticut had the largest net percentage loss of -8.9 percent, mostly in the U.S. Postal Service.

Only ten States gained employees. Utah gained the most employees (+1,577) and had the largest net percentage gain (+5.6 percent) due to the Air Force (+2,042).

### **Long-Term State Trends**

The twenty-year long-term trend from 1980 to 2000 showed sizeable changes among the States; nationwide, net Federal civilian employment has dropped (down 118,296 or -4.2 percent). Nineteen States gained and 31 lost Federal civilian employment during the last 20 years. The following ten States showed changes of at least 10,000 Federal civil servants each: Florida +30,611; North Carolina +14,633; Texas +13,184; Georgia +12,014; Missouri -11,519; Alabama -12,890; Tennessee -21,170; Pennsylvania -21,643; New York -22,535; and California -50,351. The District of Columbia lost 48,566 employees (-21.2 percent).

Nine States showed a 15 percentage or more increase as follows: Nevada +41 percent, Florida +37 percent, North Carolina +35 percent, Vermont +32 percent, Arizona +20 percent, New Hampshire +18 percent, and Georgia, Rhode Island, and West Virginia +16 percent each.

Declines greater than 15 percent took place in the District of Columbia and the following seven States: Tennessee -30 percent, Maine -23 percent, Alabama -21 percent, District of Columbia -21 percent, and California, Missouri, Pennsylvania, and South Carolina -17 percent each. The trend table on pages 4-5 presents Federal civilian employment by State from 1978 to 2000.

### **Metropolitan Areas**

Each of the 337 Metropolitan Statistical Areas (MSAs) in the United States and Puerto Rico had Federal civilian employees in December 2000. Most Federal civilian employees located in the United States (excluding the 50,089 employees with unspecified State) and Puerto Rico worked in metropolitan areas (87.3 percent or 2,305,134). Small towns and rural areas outside MSAs had

only 12.7 percent (333,928) of the Federal workers.

The Washington, DC-MD-VA-WV MSA had the most Federal civil servants (334,821) because most of the large agencies have their headquarters there. The next four largest concentrations of Federal civilian employment were in: New York, NY with 67,223; Chicago, IL with 65,019; Los Angeles-Long Beach, CA with 54,467; and Philadelphia, PA-NJ with 53,336 workers. There were 20 other large MSAs with 20,010 to 44,695 Federal civilian employees. The Arecibo, Puerto Rico MSA had the lowest Federal population with just 146. MSA distributions are shown on Table 2 by pay system category and on Table 4 by major agency.

Consolidated Metropolitan Statistical Areas (CMSAs) have populations of more than one million and meet other criteria specified by the Office of Management and Budget's Office of Information and Regulatory Affairs; 76 of the MSAs make up the 19 CMSAs. The largest CMSAs were the Washington-Baltimore, DC-MD-VA-WV CMSA with 379,305 Federal civilian employees; the New York-Northern New Jersey-Long Island, NY-NJ-CT-PA CMSA with 152,889; and the Los Angeles-Riverside-Orange County, CA CMSA with 91,692.

Since December 1998, Federal civilian employment in the United States (excluding unspecified State) and Puerto Rico decreased in Metropolitan Statistical Areas by 3.4 percent (-81,629) and also declined in small towns and rural areas by 0.6 percent (-2,039). The table on the next page shows the 13 CMSAs and 7 MSAs with more than 25,000 Federal civilian employees in December 1998 or 2000. Only two metropolitan areas added workers during 1999 and 2000. Oklahoma City, OK MSA gained 1,562 (+6.3 percent) due to a significant increase in Air Force by 1,797. Atlanta, GA MSA increased by 1,122 (+2.6 percent) due to increases by U.S. Postal Service (up 858) and the Department of Health and Human Services (up 824).

The largest decrease occurred in the New York-Northern New Jersey-Long Island, NY-NJ-CT-PA CMSA which fell 7,366 (-4.6 percent) due to U.S. Postal Service (down 4,301) and Department of Veterans Affairs (down 1,438). The largest percentage decrease occurred in the San Antonio, TX MSA dropping 22.1 percent (-7,142) due to Air Force (down 6,475).

Department of Defense cutbacks caused the losses in Norfolk-Virginia Beach-Newport News, VA-NC and San Diego, CA MSAs. Department of Veterans Affairs cutbacks were the leading cause for the losses in Chicago-Gary-Kenosha, IL-IN-WI CMSA; Seattle-Tacoma-Bremerton, WA CMSA; Detroit-Ann Arbor-Flint, MI CMSA; St. Louis, MO-IL MSA; and Miami-Fort Lauderdale, FL CMSA. U.S. Postal Service cutbacks were the leading cause for the losses in the remaining largest metropolitan areas.

### **Overseas Areas and U.S. Citizenship**

Federal civilian employees overseas totaled 91,455 in December 2000 (3.3 percent of worldwide total) of which 17,991 worked in U.S. territories and 73,464 in foreign countries. The U.S. territories with the most Federal civilian employees were: Puerto Rico with 14,714; Guam with 2,172; and U.S. Virgin Islands with 913. The five foreign countries with the most Federal civilian employees were: 18,621 in Germany; 11,334 in Republic of Korea (South Korea); 7,389 in Japan; 6,327 in Italy; and 3,019 in the United Kingdom (Great Britain). Table 6 shows employment in foreign countries and Table 7 in U.S. territories.

Since December 1998, Federal civilian employment in foreign countries dropped by 10,803 for a -12.8 percent decline. The Panama Canal Treaty of 1977 terminated on December 31, 1999, and the Government of Panama became responsible for the Panama Canal so the Panama Canal Commission dropped 9,838 employees and now has a six-person workforce. In the U.S. Territories, Federal civilian employment was reduced by 2,842 for a -13.6 percent loss. Puerto

Rico lost 1,596 due to 1,643 fewer Federal Emergency Management Agency workers for hurricane relief. Guam lost 1,207, primarily due to Navy (down 1,163).

The United States Government employed 65,546 U.S. citizens in overseas locations as well as 25,909 direct-hire noncitizens as of December 31, 2000. Federal civilian employees in U.S. territories were mostly U.S. citizens. Federal civilian employment in foreign countries consisted of 47,572 U.S. citizens and 25,892 noncitizens. U.S. citizenship of employees by agency is shown by foreign country on Table 6 and by U.S. territory on Table 7.

Since December 1998, employment in foreign countries declined (down 10,803 or -12.8 percent): U.S. citizens increased by 555 or +1.2 percent while noncitizens dropped by 11,358 or -30.5 percent. The decrease in noncitizens in foreign countries occurred in the Panama Canal Commission (-9,323) and Department of Defense (-1,888). Federal civilian employment in U.S. territories shrunk by 2,842 or -13.6 percent; U.S. citizens decreased by 2,841 or -13.6 percent while noncitizens decreased by 1. The decrease in U.S. citizens in U.S. Territories occurred in the Federal Emergency Management Agency (-1,699) and Navy (-1,188).

### **Major Agencies**

Two-thirds of the Federal civilian employees worked in three large agencies: U.S. Postal Service (956,574 or 34.6 percent); Department of Defense (676,037 or 24.4 percent); and the Department of Veterans Affairs (220,192 or 8.0 percent). These agencies have employment in all States as shown in the table on the next page. Defense Department employment was more concentrated in coastal States partly due to naval installations. With their service delivery responsibilities, the U.S. Postal Service and Department of Veterans Affairs employment distributions more closely reflected the Nation's general population distribution. Table 1 lists each agency with Federal civilian employment totals

for all areas as well as for the United States. Employment in larger agencies is shown in Table 4 by Metropolitan Statistical Area and in Table 5 by State and county.

Defense cutbacks continued with 36,264 fewer employees (-5.1 percent) since December 1998 with Army down 7,939 or -3.3 percent, Navy down 10,255 or -5.3 percent, Air Force down -10,164 or -6.2 percent, Defense Logistics Agency down 17,436 or -42.1 percent, and other Defense agencies up 9,530 or +12.6 percent. The Department of Veterans Affairs also continued to decline, losing 17,894 or -7.5 percent. The U.S. Postal Service cut its workforce, dropping 33,440 or -3.4 percent. Employment in all other agencies (one-third of all Federal civilian employees) remained stable, dropping only 1.0 percent (-9,157).

Other agencies with sizeable declines included Panama Canal Commission (-9,838 or -99.9 percent), Federal Emergency Management Agency (-2,742 or -25.1 percent), Social Security Administration (-1,223 or -1.9 percent), Tennessee Valley Authority (-1,044 or -7.4 percent), and Small Business Administration (-1,009 or -21.4 percent). Agencies that were able to add employees included the Departments of Health and Human Services (+5,485 or +9.4 percent), Justice (+2,155 or +1.7 percent), and Interior (+508 or +0.8 percent).

Foreign relations agencies were restructured during 1999. Arms Control and Disarmament Agency had 252 employees in December 1998 and then moved to the State Department. U.S. Information Agency changed its name to Broadcasting Board of Governors with about half of the employees transferred to the State Department. International Development Cooperation Agency changed its name to the Agency for International Development. Employment changes during the past two years for these agencies are State Department up 5,566 or 23.9 percent, Broadcasting Board of Governors down 3,824 or -62.2 percent, and Agency for International Development down 455 or -16.33

percent. The now independent Overseas Private Investment Corporation had 191 employees in December 2000; it had formerly been part of the International Development Cooperation Agency.

## **Pay Systems**

About half (45.3 percent or 1,254,103) of Federal civil servants were paid under the General Schedule as of December 31, 2000. Postal pay plans covered a third (34.6 percent or 956,625). Wage systems for blue-collar workers covered 8.0 percent (220,759). The remaining 12.1 percent (334,405) were mostly white-collar workers paid under various other pay plans.

The employment distributions by pay system were similar for Federal employment in the United States and U.S. territories. In foreign countries, the Foreign Service raised the percentage of employment in "other" pay plans, while there were fewer General Schedule, fewer wage, and no postal employees there. The Washington, DC-MD-VA-WV Metropolitan Statistical Area had proportionately higher white-collar employment with 214,401 or 64.0 percent General Schedule; 14,228 or 4.3 percent wage systems; 26,610 or 7.9 percent postal pay plans; and 79,582 or 23.8 percent in other (mostly white-collar) pay plans. Pay system distributions are shown on Table 1 by agency for all areas as well as for the United States, on Table 2 for metropolitan statistical areas, and on Table 3 for States. Pay system distribution changes since December 1998 reflected the overall decline of 3.4 percent with General Schedule employment down 25,303 (-2.0 percent), wage systems down 17,093 (-7.2 percent), postal pay systems down 33,445 (-3.4 percent), and "other" pay systems down 20,914 (-5.9 percent).

## **Work Schedules**

Most (86.6 percent) Federal civil servants nationwide worked a full-time work schedule, usually a 40-hour workweek. Another 6.1 percent worked part-time on a regular schedule such as 4 hours each workday and the remaining 7.3 percent

worked an intermittent schedule (working only as needed) such as forest fire fighters.

The table on the previous page presents Federal civilian employment within the United States by State and work schedule (excluding most seasonal employees) as of December 31, 2000. Full-time employment as a percent of total employment ranged from 95.6 percent in the District of Columbia, 92.1 percent in Hawaii, and 92.0 percent in Virginia, to 75.9 percent in Wisconsin, 77.1 percent in New Hampshire, and 79.0 percent in Iowa and Michigan.

More than two-thirds of part-time and intermittent employees nationwide worked for the U.S. Postal Service (73.2 percent or 262,377). The other major employers of part-timers were the Departments of Veterans Affairs (18,741); Defense (12,603); Agriculture (3,101); and Treasury (2,932) as well as the Social Security Administration (3,238). Other major agency employers of intermittent workers were the Departments of Health and Human Services (6,171); Veterans Affairs (5,084); Agriculture (4,571); Defense (3,830); Treasury (3,682); Commerce (3,594) and Interior (2,940) as well as the Federal Emergency Management Agency (3,690).

Since December 1998, United States total Federal civilian employment decreased by 83,110 (-3.0 percent). Full-time employment dropped by 30,646 or only -1.3 percent. The U.S. Postal Service and Department of Veterans Affairs caused the declines in part-time employment (down 18,243 or -10.0 percent) and intermittent employment (down 34,221 or -14.9 percent).

### **Seasonal Workforces**

Since this report includes employment on the specific date of December 31, 2000, all tables exclude seasonal employees except for 13,808 working in December for the Department of Defense Education Activity. However, since other seasonal employees make up a significant part of the workforce for some agencies and States

during the year, we have included this special section on the seasonal workforces.

Seasonal employees work less than 12 months a year on an annually recurring basis; seasonal employees may work a full-time, part-time, or intermittent work schedule when on duty. Examples of seasonal employees are school teachers and outdoor workers.

Various agencies have different seasonal workforces. The Internal Revenue Service and Social Security Administration employees work mostly during tax season in the first half of the year while the Defense Education Activity and the Indian Schools employees work a school year. Weather is the seasonal factor for some agencies; seasonal employees in National Parks and National Forests worked more in the warmer months. Seasonal employees worked throughout the year at Commerce's Census Bureau, Justice's Immigration and Naturalization Service, Small Business Administration, Agricultural Marketing Service, and Naval Sea Systems Command.

Seasonal employment data were reviewed for March 2000, June 2000, September 2000, and December 2000; the largest employment numbers for any of the four reporting dates are presented on the following "Calendar Year 2000 Peak Seasonal Workforce" table. For example, the Internal Revenue Service had 2,524 seasonal employees in California in March; 1,542 in June; 828 in September; and 898 in December, so we showed the largest total of 2,524 in the table. The table on page 13 thus presents the Calendar Year 2000 largest seasonal workforces by State, with a U.S. territory total, foreign country total, and grand total. Each agency total was figured independently and then added to make the grand total. Note: These data exclude the U.S. Postal Service, Tennessee Valley Authority, and several other smaller agencies that do not participate in the Central Personnel Data File.

During peak employment periods throughout 2000, there were a total of 73,886 seasonal employees. During their seasonal periods, 76

percent worked full-time, 11 percent worked part-time, and 13 percent worked an intermittent work schedule.

Since 1998, peak seasonal employment grew by 1,931 or +2.7 percent due to increases in the Internal Revenue Services (+4,613) and Census Bureau (+1,821) which overcame the cutbacks in National Forests (-3,161) and Naval Sea Systems Command (-976). The percentages by work schedule changed only slightly.

Most seasonal employees worked for the Internal Revenue Service (28,161 or 38.1 percent of the 73,886 peak seasonal employees); Agriculture Department's Forest Service (10,206 or 13.8 percent) shown as "National Forests"; or in schools operated by the Department of Defense Education Activity (16,789 or 22.7 percent) and the Interior Department's Bureau of Indian Affairs (4,546 or 6.2 percent) shown as "Indian Schools."

Internal Revenue Service employed 28,161 seasonals in most States with 3,023 in New York; 2,898 in Pennsylvania; 2,808 in Texas; 2,788 in Utah; 2,524 in California; 2,372 in Georgia; 2,277 in Missouri; 2,198 in Kentucky; 1,982 in Tennessee; and 1,855 in Massachusetts. Social Security Administration had 586 seasonals in Pennsylvania. Census Bureau had 3,964 seasonals, almost all in Indiana. Immigration and Naturalization Service had 471 seasonals in many locations; 120 of these were in New York.

The 16,789 seasonals in the Department of Defense Education Activity were mostly located overseas, primarily in Germany (5,986); Japan (3,287); Great Britain (1,006), Italy (991); and South Korea (727). The 4,546 seasonals in Indian schools were mostly in New Mexico (1,743) and Arizona (1,226).

The 1,755 seasonal employees working in the National Parks were located throughout the United States and U.S. territories while the 10,206 working in National Forests were primarily located in the Pacific Northwest: 1,830 in California; 1,757 in Idaho; 1,332 in Oregon; 1,036

in Washington; and 940 in Montana. The Small Business Administration had 520 seasonals, primarily in Texas (144), Georgia (139), California (115), and New York (107). The Agricultural Marketing Service had 2,929 seasonal employees with 691 in Texas, 536 in Tennessee, and 367 in Arkansas. The Naval Sea Systems Command had 1,106 seasonals with 457 in Virginia, 411 in Washington, and 223 in Maine.