DOL Budget and FTE History:
Executive Summary
FY 2009 – FY 2017

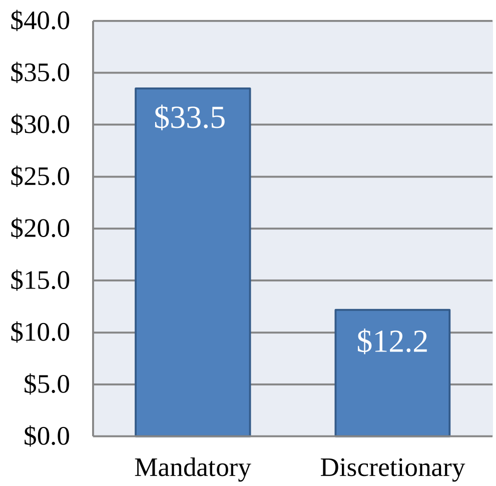
Introduction

The "Department of Labor Budget and FTE Summary" materials provide an overview on the amount, source, and types of funding available to the Department, budgeting and staffing information from FY 2009 to FY 2017, and information on upcoming budget-related issues. Budget and staffing information specific to agencies can be found in the agency transition materials. Information for years prior to FY 2009 can be provided upon request.

Funding Categories

DOL's budget can be divided into two categories: discretionary and mandatory. Discretionary funding levels are determined through annual appropriations bills, while mandatory spending is determined by the program's authorizing legislation. DOL is part of the Departments of Labor, Health and Human Services, Education, and Related Agencies appropriation. Of the total $1.1 trillion in discretionary budget authority across the Federal government in FY 2016, $165 billion was included in this appropriation. DOL was appropriated $12.2 billion in discretionary funds and made up 1.1 percent of total discretionary funding.

DOL Budget Authority, FY 2016
(Dollars in billions)



The mandatory funding category includes all spending which is authorized by legislation outside of the appropriations process. DOL's mandatory spending includes Trade Adjustment Assistance benefits; administration of and benefits payments under the jurisdiction of the Office of Workers' Compensation Programs; H-1B fee-funded employment and training and worker protection activities; and the activities of the Pension Benefit Guaranty Corporation. The category also includes Unemployment Insurance (UI) benefits, which are a part of the unified federal budget under the Department of Labor's control but are administered by states. Spending in each of these programs is determined by the authorizing statutes' terms, not the annual appropriations process. In FY 2016, DOL is projected to spend $33.5 billion in mandatory funds.

Funding Sources

The Department of Labor receives money from multiple sources to fund its operations. The majority of funding for discretionary spending comes from the General Fund of the Treasury. In FY 2016, $8.3 billion of DOL's $12.2 billion discretionary appropriation came from the General Fund. The remaining discretionary funding is drawn from the Unemployment Trust Fund. The Unemployment Trust Fund resources are part of the discretionary budget and cover expenses related to the administration of the Unemployment Insurance program, including oversight, legal services, and statistical programs.

The Department's mandatory spending is funded by the General Fund, trust funds, and fees. The Employment and Training Administration (ETA) administers mandatory programs funded by the General Funds, the Unemployment Trust Fund, and H-1B visa fees. The Wage and Hour Division also receives funding from H-1B visa fees, some of which is used to reimburse the Office of the Solicitor for legal services. The Office of Workers Compensation Programs administers mandatory benefits programs funded by the Black Lung Disability Trust Fund, the Longshore and Harbor Workers Trust Fund, Special Benefits for Disabled Coal Miners, the Energy Employees Occupational Illness Compensation Program, and the Federal Employees' Compensation Fund, as well as appropriations from the General Fund.

The Pension Benefit Guaranty Corporation's funding is drawn from insurance premiums paid by the sponsors of pension plans, assets in pension plans which the agency has taken over, and investment income.

DOL Budget and FTE by Program Area

Employment and training programs are appropriated the majority of DOL's discretionary funding. In FY 2016, ETA discretionary budget authority was $9.2 billion. Veterans Employment and Training Service (VETS) was appropriated $271.1 million. In total, $9.5 billion is appropriated for employment and training activities, representing 78 percent of DOL's total discretionary spending.

Worker Protection agencies were appropriated a total of $1.7 billion in discretionary funding and made up 14 percent of DOL's total discretionary spending in FY 2016. Worker Protection agencies include the Employee Benefits Security Administration (EBSA), the Mine Safety and Health Administration (MSHA), the Office of Workers' Compensation Programs (OWCP), Wage and Hour Division (WHD), Occupational Safety and Health Administration (OSHA), and the Office of Federal Contract Compliance Programs (OFCCP), the Office of Labor-Management Standards (OLMS), as well as the Office of the Solicitor (SOL). The total operational funding available for Worker Protection agencies includes resources from the Black

DOL Budget by Program Area, FY 2016
(Dollars in millions)

	FY 2016	Percentage
Employment and training programs	9,475	78%
Worker protection programs	1,724	14%
Departmental management and other programs	972	8%
Total	**12,171**	**100%**

Lung Disability Trust Fund and the Longshore and Harbor Workers Trust Funds to administer those programs.

The remaining agencies are grouped together in the Departmental management and other programs category. These include the agencies which make up the Departmental Management (DM) appropriation, which are the Office of the Secretary and the Department's policy and evaluation offices, the International Labor Affairs Bureau, the Office of the Assistant Secretary for Administration and Management, Adjudication programs, the Women's Bureau, and the Office of the Chief Financial Officer. Also included in this category are the Office of the Inspector General and the Office of Disability Employment Policy. The Bureau of Labor Statistics, which had a budget authority of $609.0 million in FY 2016, is a component of the Departmental Management category as well.

In total, these agencies are appropriated $972.3 million in discretionary funding with additional Black Lung Disability Trust Fund resources to administer and oversee that benefits program.

For budget purposes, staff are measured in full-time equivalent (FTE) employment. This measure refers to the total number of hours worked by federal employees divided by the number of compensable hours in a fiscal year. In FY 2016, DOL's total direct FTE usage is projected to be 16,186. The total FTE usage including reimbursable FTE is projected to be 16,453.

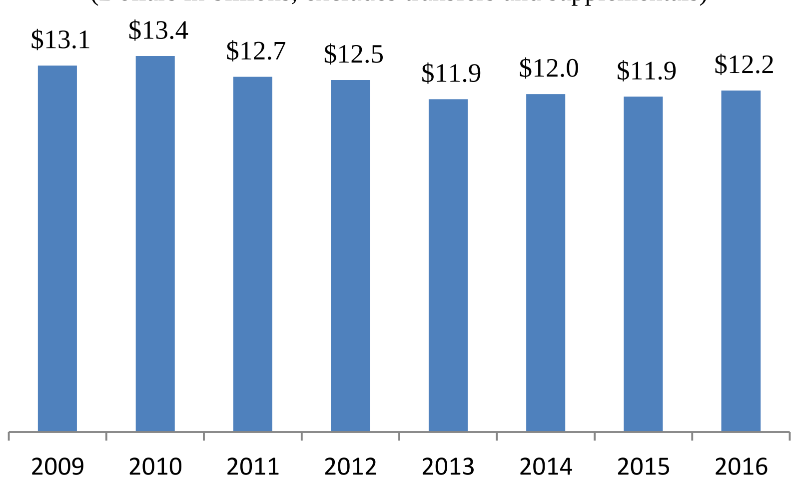
While employment and training activities have the majority of discretionary budget authority, they do not fund the majority of DOL staff, as most of the funding is appropriated for grants or contracts. In FY 2016, direct FTE usage by ETA and VETS totaled 1,360 FTE, or 8 percent of the Department's total direct FTE. Worker Protection agencies have the largest actual FTE usage, totaling 9,884 direct FTE. This accounted for 61 percent of DOL's overall direct FTE usage. Agencies in the Departmental Management program area accounted for the remaining 31 percent of DOL's FTE usage in FY 2016.

Budget and FTE Trends

Discretionary

From FY 2009 to FY 2016, DOL's discretionary base budget authority decreased by 6.8 percent in real dollars. Adjusting for inflation, the discretionary budget authority has dropped by 17.0 percent. Over the same period of time,

Discretionary Budget Authority, FY 2009 - FY 2016
(Dollars in billions, excludes transfers and supplementals)



total FTE usage increased by 3.6 percent.

Base budget authority reflects the enacted appropriations with any revisions. Revisions include across-the-board rescissions determined by Congress to lower total spending and sequestration in FY 2013. Base budget authority does not include supplemental appropriations and transfers. Rescissions and sequestration affect the "base" funding levels which are the starting point of the appropriations process; transfers and supplemental appropriations do not.

Employment and training activities accounted for the majority of the decline in base appropriations from FY 2009 to FY 2016, with ETA's discretionary budget authority reduced by $1.1 billion for a 10.7 percent decrease. Worker Protection agencies' budget authority increased by $199.8 million or 13.1 percent over that time period and Departmental Management agency budget authorities increased by a total of $49.9 million or 5.4 percent.

The Recovery Act in 2009 provided supplemental resources across the Department, and Congress continued a portion of that investment in 2010 with a 3.9 percent increase in the base budget authority across the Department. ETA and most worker protection agencies received significant increases in appropriations. ETA's budget authority increased by 2.9 percent, although a $253.5 million increase for the Community Service Employment for Older Americans (CSEOA) program was a one-time increase. A significant investment was made in the Dislocated Worker activities. Worker Protection agencies received an additional $136.4 million over FY 2009 levels, increasing their budget authority by 8.8 percent.

DOL's base discretionary budget authority was reduced by 5.5 percent in FY 2011. Reductions in ETA appropriations were responsible for nearly all of the decrease. While the change in majority parties in the House affected the appropriations levels, a number of the reductions were included in the President's Budget. Worker Protection and Departmental Management agencies were relatively flat-funded compared to FY 2010. The Department was also subject to a small across-the-board rescission of 0.2 percent in FY 2011.

In FY 2012, DOL's discretionary budget authority decreased by 0.9 percent from FY 2011 enacted levels. Worker Protection agencies' budget levels were increased by 3.0 percent, while ETA's budget was decreased by 1.8 percent. In addition, DOL was subject to an across-the-board rescission of 0.2 percent.

In FY 2013, a full-year bill was not signed until halfway through the year, and it was the first year sequestration reductions went into effect, reducing discretionary budget authority by more than 5 percent in every account. DOL's revised enacted budget authority was 9.2 percent lower in FY 2013 than it was in FY 2009. See the "Sequestration" section below for additional information on the impacts of this reduction.

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FY 2014 began with a lapse in appropriations, as neither a full-year appropriation nor a continuing resolution was enacted. No discretionary spending was authorized and all DOL employees except those deemed “excepted” were furloughed. Excepted employees were those determined to be conducting activities which were essential to protect life and property. The lapse in appropriations did not directly affect mandatory accounts, and benefits payments were still made. Normal operations for the Department began after a continuing resolution was enacted on October 16.

The FY 2014 full-year appropriation reflected an increase of 1.5 percent over FY 2013’s sequestration levels. ETA’s Training and Employment Services programs received an additional $109.9 million for a 1.2 percent increase. State Unemployment Insurance and Employment Services saw a $114.9 million decrease, which reflected the reduced workload associated with fewer people collecting unemployment insurance benefits. Additionally, worker protection agencies received increases which partially restored or, in the case of MSHA, exceeded the pre-sequestration funding level.

The FY 2015 and FY 2016 discretionary appropriations were relatively stable. Final FY 2015 enacted levels were 0.8 percent below the FY 2014 levels, and the FY 2016 budget authority was 1.9 percent above the FY 2015 level. The largest change was in the SUIESO program which was decreased by $101.3 million in FY 2015, which again is attributable to lower workload levels for states operating UI programs. FY 2016’s appropriations increased TES by $195.7 million for a 6.2 percent increase and provided a $14.4 million increase for IT Modernization initiatives and a $16.8 million increase for the Bureau of Labor Statistics. Worker Protection agencies were funded at 0.1 percent above FY 2015 levels.

Mandatory

Unemployment Insurance payments make up the largest portion of DOL’s mandatory spending. In FY 2015, UI benefits were $32.4 billion. The next largest accounts are the benefits and administration for the Energy Employees Occupational Illness Compensation Program, which totaled $1.1 billion in FY 2016, and the benefits and training provided as part of the Trade Adjustment Assistance program, which totaled $507.0 million in FY 2015.

Mandatory spending is determined by eligibility terms defined in authorizing statutes and is dependent on economic and demographic trends that affect benefit recipient pools. As a result, the Department’s mandatory budget has fluctuated significantly from FY 2009 to FY 2015. For example, changes in the unemployment rate caused unemployment insurance payments to reach a high of $150.2 billion in FY 2010 and drop to $32.4 billion in FY 2015. The declining population of people eligible for OWCP’s Special Benefits for Disabled Coal Miners program has led to a reduction in payments in that program. Benefit payments decreased from $220.0 million in FY 2010 to $89.9 million in FY 2015 due to a declining population of beneficiaries.

Mandatory accounts have been subject to sequestration since FY 2013. See the "Sequestration" section below for additional information on the impacts of this reduction.

Supplemental Appropriations and Transfers

The American Recovery and Reinvestment Act

DOL received a total of $4.8 billion in discretionary funding as part of the American Recovery and Reinvestment Act (ARRA) supplemental appropriation. ETA, EBSA, OLMS, WHD, OSHA, OIG, OFCCP, and DM agencies all received funding. ETA received $4.5 billion from the supplemental appropriation for competitive and formula grants. EBSA received an additional $9.7 million for ARRA activities, including expedited reviews of COBRA insurance eligibility. Other worker protection activities funded by ARRA included Davis-Bacon wage surveys by WHD, compliance evaluations by OFCCP, and workplace safety and health enforcement by OSHA. Additional resources were provided to DM agencies, SOL, and OIG for administration, legal support, and oversight of ARRA-funded activities.

Hurricane Sandy supplemental appropriation

DOL received supplemental appropriations totaling $25.0 million (which was reduced to $23.7 million under sequestration) to address the impacts of Hurricane Sandy through the Disaster Relief Appropriations Act of 2013. In addition to using base resources, ETA, OSHA, and the WHD received supplemental funding to support recovery and rebuilding efforts after the storm.

ETA provided a total of $70.3 million in National Emergency Grants to New York, New Jersey, Connecticut, West Virginia, and Rhode Island for continuing cleanup and recovery efforts. This included $20.5 million provided by the Disaster Relief Recovery Act and $49.8 million provided through ETA's Dislocated Worker National Reserve (now called the National Dislocated Worker Grants). ETA transferred resources to both OSHA and WHD. OSHA used $1.3 million to deploy safety and health professionals throughout the impacted areas to protect workers engaged in storm response and recovery work. OSHA also provided $1.0 million grants to non-profit organizations for recovery-specific training and education. WHD was transferred $1.0 million to perform outreach and compliance assistance to ensure labor standards for workers engaged in cleanup and rebuilding initiatives.

Other supplemental appropriations and transfers

The Department has received additional resources through supplemental appropriations or transfers to address issues that required funding above that fiscal year's budget authority.

A supplemental funding bill was passed in 2010, which included funding in response to the Upper Big Branch Mine disaster. SOL was appropriated $18.2 million for mine safety activities and legal services related to the backlog of cases before the Federal Mine Safety and Health

Review Commission. $7.3 million was transferred to MSHA for enforcement and mine safety activities, including litigation functions related to the FMSHRC caseload, investigation of the Upper Big Branch Mine disaster, standards and rulemaking activities, emergency response equipment purchases and upgrades, and organizational improvement.

In FY 2011, EBSA received a one-time transfer of $13.2 million from Health and Human Services (HHS), of which $8.6 million was rescinded leaving $4.6 million for EBSA to obligate for work related to the implementation of the Affordable Care Act. EBSA used the resources to develop regulations, support compliance, expand enforcement, and conduct research.

Sequestration

The FY 2011 Budget Control Act imposed tight limits on annual appropriations by creating caps that apply each year through 2021 and then by requiring reductions through a process known as sequestration. The first year, these caps were achieved by directing across-the-board cuts to most appropriated programs. DOL's discretionary budget authority was reduced by $620.8 million. DOL took numerous steps to mitigate the effects of sequestration. Agencies were instructed to define key services and identify programs or activities which were lower priorities. When necessary, funds were reprogrammed within agencies to shift resources towards the highest priority activities.

To reduce costs, the Department reduced the quantity and/or size of its grants, cut back on training and hiring, and several agencies were forced to furlough employees. Among DOL's agencies that did furlough employees, the number of furlough days varied by agency, ranging from 0.5 days to 7 days.

Many mandatory accounts are also subject to sequestration. With the exception of benefits for the long-term unemployed, funds for benefits payments were exempt. However, the administration accounts for these funds are subject to sequestration. In FY 2013, these administration accounts were subject to a sequestration of 5.1 percent, except for OWCP's energy benefits program which was subject to a sequestration of 7.9 percent because it is classified as a defense program. The exempted benefits include certain unemployment benefits, Federal Employees Compensation Act benefits, Special Benefits for Disabled Coal Miners, and benefits paid by the Energy Employees Occupational Illness Compensation Fund and the Black Lung Disability Trust Fund.

Additionally, the Pension Benefit Guaranty Corporation's accounts that fund its pension insurance and pension plan termination activities were exempt, although its account for operational support is not.

Sequestration has remained in effect for many of the Department's mandatory programs. In FY 2016, these programs were sequestered at 6.8 percent, except for OWCP's Energy Employees

Occupational Illness Compensation Program which was sequestered at the defense program rate of 9.3 percent. The Bipartisan Budget Act canceled automatic reductions in discretionary spending for FY 2016 and FY 2017 by setting new caps that were $30 billion higher than those set under the Budget Control Act. However, the original caps are scheduled to go back into effect beginning in FY 2018.

FY 2017 and FY 2018 Budgets

The FY 2017 President's Request was transmitted to Congress in February 2016. The FY 2017 request included $12.8 billion in discretionary authority, an increase of $568.8 million, or 4.7 percent, above the FY 2016 enacted discretionary budget authority, which would support 17,663 FTE. The FY 2017 Budget also included $33.1 billion in mandatory authority.

Both the House and Senate appropriations committees have released their markups on the FY 2017 request. The House markup provided DOL a total of $11.8 billion in discretionary budget authority. This funding level would decrease DOL's budget authority by $537.8 million (4.4 percent) from the FY 2016 enacted levels and $1.2 billion (9.1 percent) from the President's Request level. The Senate markup provided DOL a total of $12.0 billion, which would be a decrease of $129.2 million (1.1 percent) from the FY 2016 enacted levels and a decrease of $756.1 million (5.9 percent) from the President's Request level.

Due to the transition in Administrations, the Department has not developed an FY 2018 policy budget. Per OMB guidance, the Department will formulate a "current services" budget to meet the statutory deadline of providing a budget to Congress by the first Monday in February. This will reflect the resources agencies need to maintain operations at FY 2017 levels. The budget will be based on FY 2017 funding levels with adjustments for inflationary increases, such as pay, benefits, and rent. An FY 2018 policy budget will be developed in the spring of 2017 and will be transmitted to the Hill in April or May, depending on OMB guidelines.

Discretionary Budget Authority, FY 2009-FY 2017

(Dollars in thousands)

	DOL PROGRAMS	FY 2009 Enacted	FY 2010 Enacted	FY 2011 Enacted	FY 2012 Enacted	FY 2013 Enacted	FY 2014 Enacted	FY 2015 Enacted	FY 2016 Enacted	FY 2017 Request
8	**EMPLOYMENT AND TRAINING ADMINISTRATION**									
9	**Training & Employment Services:**									
10	Grants to States:									
11	Adult Employment and Training Activities	861,540	860,116	769,576	770,811	730,624	766,080	776,736	815,556	842,376
12	Youth Employment and Training Activities	924,069	924,069	825,914	824,353	781,375	820,430	831,842	873,416	902,139
13	Dislocated Worker Employment and Training Activities	1,341,891	1,410,880	1,285,541	1,220,536	1,179,658	1,222,457	1,236,389	1,241,719	1,334,205
14	National Activities:									
15	Green Jobs	0	40,000	0	0	0	0	0	0	0
16	Indian and Native American Programs	52,758	52,758	52,652	47,562	45,082	46,082	46,082	50,000	52,000
17	Migrants and Seasonal Farmworkers	82,620	84,620	84,451	84,291	79,897	81,896	81,896	81,896	81,896
18	Technical Assistance	0	0	0	0	0	0	0	3,232	3,232
19	Reintegration of Ex-Offenders	108,493	108,493	85,390	80,238	76,055	80,078	82,078	88,078	95,078
20	Community Based Job Training Grants	125,000	0	0	0	0	0	0	0	0
21	Apprenticeship Grants	0	0	0	0	0	0	0	90,000	90,000
22	National Programs	59,077	103,050	19,561	16,166	15,323	0	0	0	0
23	Workforce Data Quality Initiative	0	12,500	12,475	6,463	6,126	6,000	4,000	6,000	40,000
24	Youth Build	70,000	102,500	79,840	79,689	75,535	77,534	79,689	84,534	84,534
25	Workforce Innovation Fund	0	0	124,750	49,906	47,304	47,304	0	0	0
26	Women in Apprenticeship	1,000	1,000	998	996	994	994	994	994	0
27	Total, TES	3,626,448	3,699,986	3,341,148	3,181,011	3,037,973	3,148,855	3,139,706	3,335,425	3,525,460
28										
29	**Job Corps**									
30	Operations	1,540,276	1,572,833	1,570,932	1,569,078	1,487,006	1,578,008	1,581,825	1,581,825	1,608,535
31	Construction	115,000	99,850	104,801	104,792	99,310	80,000	75,000	75,000	105,000
32	Administration	28,662	29,190	29,132	29,077	27,556	30,147	32,330	32,330	41,055
33	Total, Job Corps	1,683,938	1,701,873	1,704,865	1,702,947	1,613,872	1,688,155	1,689,155	1,689,155	1,754,590
34										
35	**Community Service Employment for Older Americans**	571,925	825,425	449,100	448,251	424,805	434,371	434,371	434,371	434,371
36										
43										
45	**State UI & ES Operations (Includes FLC)**	4,359,207	4,113,681	4,102,700	4,086,933	3,813,282	3,698,379	3,596,495	3,589,900	3,631,085
74										
77										
87	**Program Administration (includes UTF)**	130,463	147,656	147,360	147,081	139,388	150,559	154,559	154,559	180,826
90										
93	***Total, ETA***	***10,371,981***	***10,488,621***	***9,745,173***	***9,566,223***	***9,029,320***	***9,120,319***	***9,014,286***	***9,203,410***	***9,526,332***
96										
97										
102	**EMPLOYEE BENEFITS SECURITY ADMINISTRATION**	143,419	154,861	154,551	183,153	173,573	178,500	181,000	181,000	205,761
103										
111										
112	**OFFICE OF WORKERS' COMPENSATION PROGRAMS**	102,910	111,631	118,059	117,840	111,783	111,783	113,000	115,501	126,159
144										
145										
146	**WAGE AND HOUR DIVISION**	193,092	227,262	227,491	227,491	227,061	224,330	227,500	227,500	276,599
147										
148										
149	**OFFICE OF FEDERAL CONTRACTOR COMPLIANCE PROGRAM**	82,107	104,976	105,386	105,187	99,685	104,976	106,476	105,476	114,169
150										
151										
152	**OFFICE OF LABOR MANAGEMENT STANDARDS**	44,938	41,319	40,476	41,289	39,129	39,129	39,129	40,593	45,691
153										
154										
166	**OCCUPATIONAL SAFETY AND HEALTH ADMININSTRATION**	513,042	558,620	558,619	564,788	535,246	552,247	552,787	552,787	595,023
167										
168										
177	**MINE SAFETY AND HEALTH ADMINISTRATION**	347,003	357,293	363,115	373,293	353,768	375,887	375,887	375,887	397,372
178										
179										
186	**BUREAU OF LABOR STATISTICS (includes UTF)**	597,182	611,447	610,224	609,071	577,213	592,212	592,212	609,000	640,943
189										

	DOL PROGRAMS	FY 2009 Enacted	FY 2010 Enacted	FY 2011 Enacted	FY 2012 Enacted	FY 2013 Enacted	FY 2014 Enacted	FY 2015 Enacted	FY 2016 Enacted	FY 2017 Request
190	**DEPARTMENTAL MANAGEMENT**									
191	Program Direction and Support	25,831	33,200	32,909	32,722	31,010	31,010	31,010	31,010	37,406
192	Legal Services (includes UTF)	97,709	117,448	117,213	129,202	122,444	125,444	126,444	125,308	140,684
194	International Labor Affairs	86,074	92,669	92,484	92,309	87,480	91,125	91,125	86,125	101,230
195	Administration & Management	32,506	34,326	30,314	29,982	28,413	28,413	28,413	28,413	36,604
196	Adjudication	28,560	29,286	29,451	29,496	27,953	29,420	29,420	32,000	36,325
197	Women's Bureau	10,419	11,604	11,581	11,559	10,955	11,536	11,536	11,536	12,902
198	Civil Rights Activities	6,535	7,220	6,973	7,260	6,880	6,880	6,880	6,880	8,041
199	Chief Financial Officer	5,278	5,361	5,350	5,340	5,061	5,061	5,061	5,061	5,233
200	Information Tech Systems	21,286	19,892	19,852	0	0	0	0	0	0
201	Departmental Program Evaluation	0	5,000	8,500	8,484	8,040	8,040	8,040	8,040	9,500
202	Total, DM	314,198	356,006	354,627	346,354	328,236	336,929	337,929	334,373	387,925
205										
206										
208	**OFFICE OF DISABILITY EMPLOYMENT POLICY**	26,679	39,031	38,953	38,879	36,846	37,745	38,500	38,203	38,544
209										
210										
213	**OFFICE OF INSPECTOR GENERAL**	82,141	84,014	83,846	83,688	79,327	80,311	81,590	86,300	94,541
216										
217										
224	**VETERANS' EMPLOYMENT AND TRAINING SERVICE**	239,439	256,127	255,614	264,438	250,604	269,523	269,981	271,110	285,520
227										
228										
232	**IT MODERNIZATION**	0	0	0	19,814	18,778	19,778	15,394	29,778	63,162
235										
239										
	TOTAL DISCRETIONARY	**13,058,131**	**13,391,208**	**12,656,134**	**12,541,508**	**11,860,569**	**12,043,669**	**11,945,671**	**12,170,918**	**12,797,741**