

The Changing
Government Workforce
in States and Localities
1990-1997

A Report of the  Center for Women in Government
Fall 2000



Highlights

- State and local government downsized in the 1990s, despite substantial increases in professional and protective service jobs.
- Professional and protective service jobs increased by 8% and 10% respectively, probably as a result of the growth in the health care and prison industries during the 1990s.
- Downsizing occurred in the lowest-paying jobs and hit both men and women in those jobs.
- Despite downsizing, the proportion of jobs overall increased significantly for Latinas (26%), Asian American women (26%), and American Indian women (19%), but not for African American women for whom the gains were modest (only 1.5%) nor for white women who lost jobs overall (-3%).
- African American women were the only group of women to experience a decline in positions as officials and administrators (-5%).
- The job category with the largest increase in proportion of jobs held by women of every race and ethnicity was protective service.
- Downsizing hit the Northeast and Midwest hardest; workforces in the South and Far West regions grew.

Notes on Methodology

This report analyzes data from the Equal Employment Opportunity Commission's 1990 and 1997¹ biennial surveys of non-elected employees of all states and all local jurisdictions – counties, cities, townships, and special districts – with 1,000 or more employees, excluding those employed in public schools and public higher education. The EEO-4 data included all career and most appointed employees, except the immediate personal staff of elected officials, cabinet officials, and heads of executive departments appointed by governors, mayors, or councils. Hawaii used a different set of racial categories, therefore the EEO report did not include it.

¹ Latest year for which data were available.

Definitions of Job Categories

- Officials and Administrators set policies, direct departments, or provide specialized consultation. Examples include department heads, superintendents, sheriffs, and inspectors.
- Professionals require specialized and theoretical knowledge, usually acquired through higher education. Examples include doctors, lawyers, engineers, and social workers.
- Protective Service workers deal with public safety. Examples include firefighters, correctional officers, park rangers, and deputy sheriffs.
- Skilled Craft workers hold jobs that require special manual skill. Examples include electricians, carpenters, mechanics, and power plant operators.
- Technicians require both scientific or technical knowledge and manual skill. Examples include computer programmers, photographers, licensed practical nurses, and highway technicians.
- Service/maintenance workers contribute to the comfort, convenience, hygiene, or safety of the general public and care for public property. Examples include laundry workers, custodians, bus drivers, and groundskeepers.
- Administrative support workers are responsible for communication, data recording and retrieval, information, and other office paperwork. Examples include clerk/typists, toll collectors, cashiers, and dispatchers.
- Para-professionals perform some of the duties of a professional or a technician that usually require less formal training and/or experience. Examples include home health aides, child support workers, recreation assistants, and library assistants.

National

State & Local Government Workforces Downsized

Nationwide, state and local government workforces shrank from 5.4 million jobs in 1990 to 5.2 million in 1997, a 3% decline. The overall decline might have been even greater if not for the job growth in two areas. Professionals and protective service jobs actually grew by 8% and 10% respectively. The latter clearly occurred as a result of the growth in the prison industry and the police force during the 1990s. The rise in the professional

Change in State and Local Government Workforces by Type of Job, 1990-1997¹

Type of Job	Year		Change	
	1990	1997	#	%
Officials and Administrators	299,461	296,621	-2,840	-0.9
Professionals	1,191,967	1,291,147	99,180	8.3
Protective Service	883,977	968,569	84,592	9.6
Skilled Craft	455,557	405,808	-49,749	-10.9
Technicians	501,826	456,239	-45,587	-9.1
Service/Maintenance	676,115	536,169	-139,946	-20.7
Administrative Support	972,474	881,695	-90,779	-9.3
Para-Professionals	392,389	368,714	-23,675	-6.0
Total	5,373,766	5,204,962	-168,804	-3.1

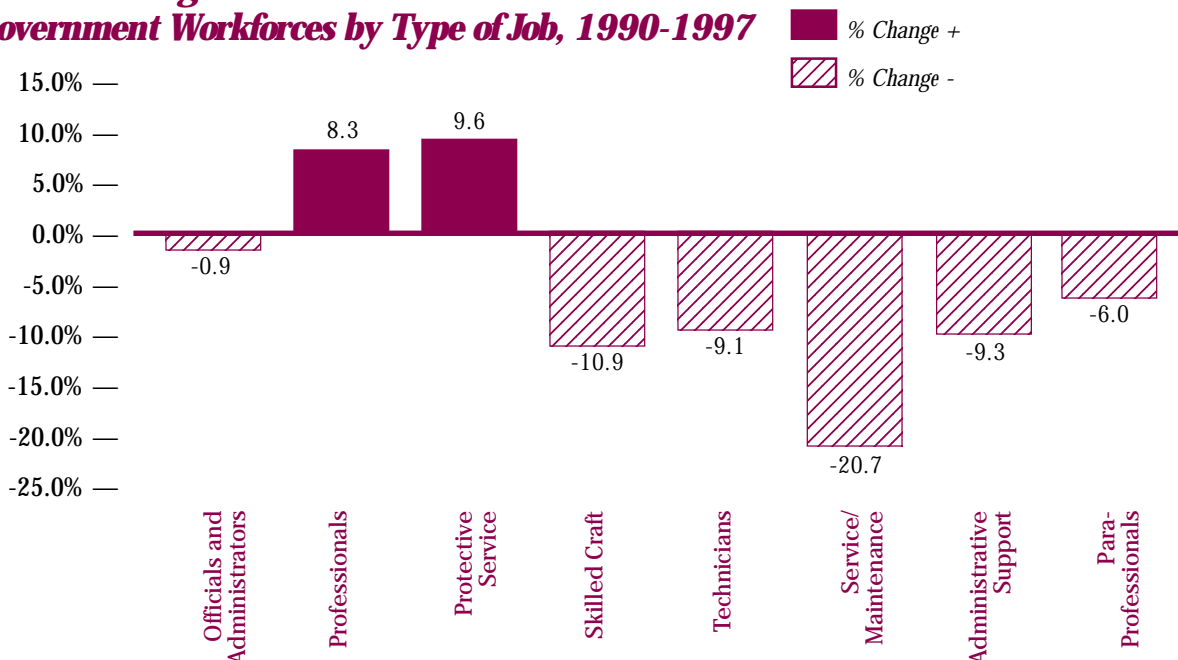
¹ Included full-time employees only.

workforce may have resulted from the growth in health care nationally. The 3% decline in jobs as a whole occurred, then, despite the substantial increase in professional and protective service titles.

While the size of state and local government decreased slightly overall, this drop did not occur evenly across all job

categories. Service/Maintenance jobs experienced the largest drop, a 21% decline. Skilled craft had the second largest decline at 11% with administrative support (9%), technicians (9%), and para-professionals (6%), following closely behind. In contrast, officials and administrators fell by a little less than 1%.

Percent Change in State and Local Government Workforces by Type of Job, 1990-1997

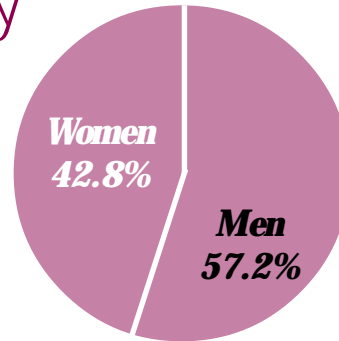




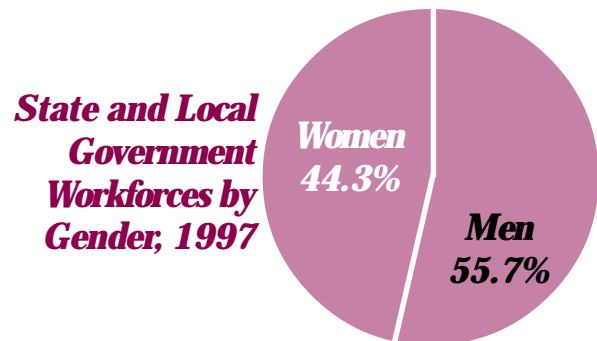
National

Women's Share of Nonfederal Government Jobs Increased Only Slightly

Women's share of the nonfederal public sector workforce grew by only 1.5 percentage points between 1990 and 1997. Not surprisingly given the small amount of growth, women remained underrepresented in three of the four top job categories as well as in service/maintenance jobs. The two types of work that continued to be overwhelmingly female, administrative support and para-professional jobs, average the lowest earnings, \$23,700 and \$23,183 per year respectively.



State and Local Government Workforces by Gender, 1990



State and Local Government Workforces by Gender, 1997

Percentage of Women and Men in State and Local Government Workforces by Type of Job, 1990-1997¹

Type of Job	Men		Women	
	1990	1997	1990	1997
Officials and Administrators	68.7	66.6	31.3	33.4
Professionals	50.2	46.9	49.8	53.1
Protective Service	86.8	83.9	13.2	16.1
Skilled Craft	95.8	94.8	4.2	5.2
Technicians	59.3	58.2	40.7	41.8
Service/Maintenance	79.1	77.6	20.9	22.4
Administrative Support	12.7	13.2	87.3	86.8
Para-Professionals	27.7	27.0	72.3	73.0
Total	57.2	55.7	42.8	44.3

¹ Included full-time employees only.

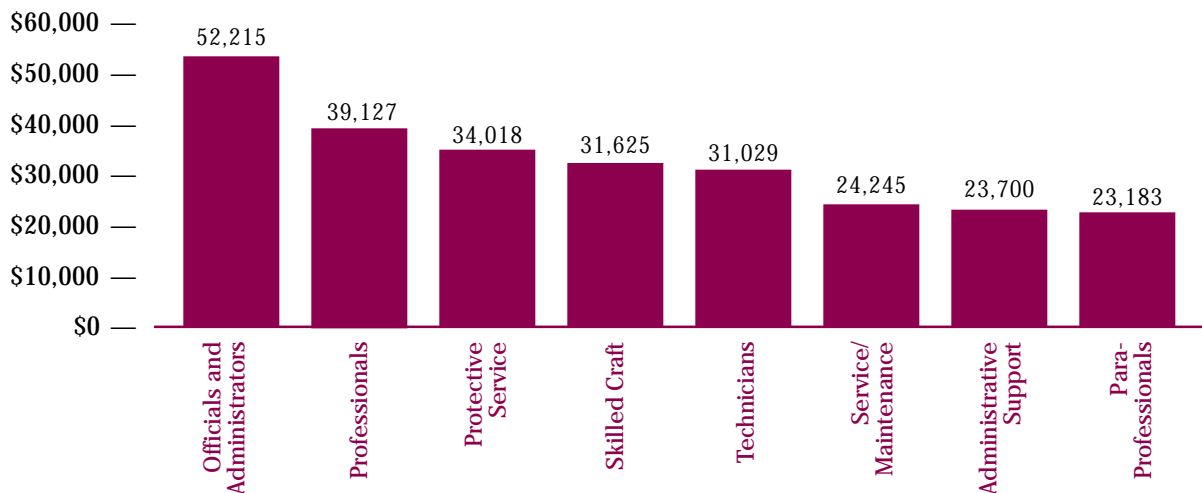
Downsizing Hit the Lowest Paying Jobs Harder

The jobs that grew during the 1990s (professionals and protective service) or had minimal job loss (officials and administrators) were, on average, the highest paid occupations. The lowest-paying jobs were cut the most. The hardest hit job category, service/maintenance with a 21% decline, was the lowest-paying job category dominated by men. The

second hardest hit job category, skilled craft, was also male dominated. Two other job categories experiencing a significant decline, that is a drop of more than 5%, employed more women than men: administrative support and para-professionals. The other job category to experience substantial job loss, technicians, was close to being gender-

balanced; women and men held technical positions in about the same proportion as their representation in state and local government employment. In contrast, the two job categories that experienced growth in the 1990s included one that is male-dominated – protective service – and one that was gender-balanced – professionals.

Median Salary for State and Local Government Jobs, 1997





National

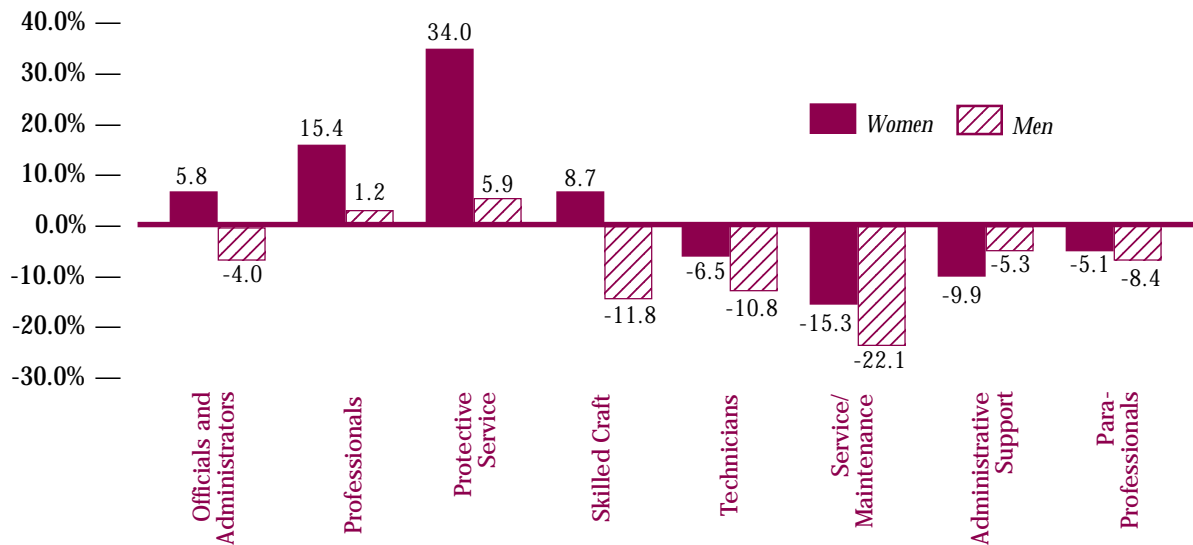
Downsizing Struck Men Harder Than Women

Despite the slight increase in the proportion of women in nonfederal government workforces, the number of women in the four highest-paying job categories grew, with the largest increase occurring in protective service. The number of women in the four lower-paying job categories decreased. In contrast, men suffered job

losses in all job categories except professionals and protective service. Even in these two categories, their job growth between 1990 and 1997 lagged behind women's. The only area where women experienced more job loss than men was in administrative support, an overwhelmingly female-dominated field. The net result

of this pattern of job losses and gains was that women as a group fared better than men as the nonfederal workforce downsized between 1990 and 1997. Even so, men continued to dominate public sector employment (see table, page 2), including the officials and administrators position that had the most power, prestige, and pay.

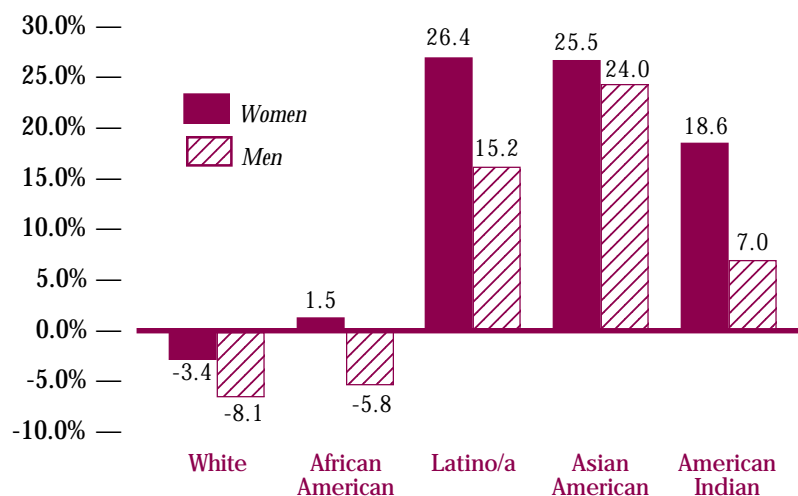
Percent Change in the Number of Women and Men Holding State and Local Government Positions by Type of Job, 1990-1997



Latina, Asian American, and American Indian Women Experienced Substantial Increases

White women experienced a 3% decline between 1990 and 1997 in the number of state and local government positions they held. In contrast, the number of women of color in nonfederal government jobs rose in all racial and ethnic categories, although the increase for African American women was a modest 1.5%. African American women were the only group of women to experience a decline in positions

Percent Change in State and Local Government Workforces by Gender, Race, and Ethnicity, 1990-1997



as officials and administrators. White women and African American women declined in the lowest paying jobs – technicians, service/maintenance, administrative support, and para-professional. Latina, Asian American, and American Indian women did best of all. Both Latina and Asian

American women grew across the board, with an overall increase of 26%. American Indian women rose by 19% overall, although they declined by 14% in service/maintenance jobs. Latina and Asian American women experienced a net gain in every occupational area, whether that job category was growing or not.

Percent Change in Number of Women Holding State and Local Government Positions by Race, Ethnicity, and Type of Job, 1990-1997

Type of Job	Women					All Women	All Emp.
	White	African Amer.	Latina	Asian Amer.	Amer. Indian		
Officials/Administrators	6.7	-5.3	19.1	41.8	19.6	5.8	-0.9
Professionals	11.1	19.9	53.7	34.6	47.0	15.4	8.3
Protective Service	24.3	45.4	72.1	65.0	56.7	34.0	9.6
Skilled Craft	5.6	19.4	1.3	39.6	0.0	8.7	-10.9
Technicians	-9.5	-8.8	22.6	15.5	16.8	-6.5	-9.1
Service/Maintenance	-19.0	-14.0	1.6	6.9	-13.7	-15.3	-20.7
Administrative Support	-14.2	-5.9	14.0	11.4	5.7	-9.9	-9.3
Para-Professionals	-7.9	-7.9	32.6	46.7	12.8	-5.1	-6.0
Total	-3.4	1.5	26.4	25.5	18.6	0.2	-3.1



States

Government Downsizing Hit Some States and Regions Harder

While the overall decline in the state and local government workforce nationally was less than 3%, some states, particularly those in the Northeast, suffered drops that were almost ten times higher (e.g., Connecticut with a decline of 27%).¹ Twenty-nine out of the forty-nine states (excluding

Hawaii) downsized, including all but one state in New England, one in the Mid-Atlantic, one in the Great Lakes, and one in the Plains. These regions were the hardest hit when government shrank. The degree of job loss or gain experienced by women of different racial and ethnic groups also varied by state.

¹ The State and Local Government Information (EEO-4) Report cautioned, though, that this downward trend might have resulted from a change in the 1997 EEO-4 filing requirements rather than an actual drop in nonfederal employment. In 1997 the EEOC required only the largest jurisdictions, those with 1,000 or more full-time employees, to file separate reports by occupational categories and functional activities whereas previously those with at least 100 full-time employees were obligated to provide their workforce data (USEEOC 1998:vii).

**Percent
Change
in Women
Holding State
and Local
Government
Jobs by Race,
Ethnicity,
and Region,
1990-1997¹**

State	White Women	African American Women	Latina Women	Asian American Women	American Indian Women	All Women	All Employees
NEW ENGLAND							
Connecticut	-35.8	-21.9	-12.5	2.0	-14.1	-32.3	-26.7
Maine	-11.5	-	-	-	-	-11.4	-18.0
Massachusetts	-26.2	-26.8	-9.9	-4.2	21.2	-25.4	-20.4
New Hampshire	4.8	-	-	30.8	16.0	5.0	1.3
Rhode Island	-15.6	-16.3	13.9	6.6	-15.6	-15.1	-16.9
Vermont	-9.1	-	-	-	-	-7.4	-7.9
MID-ATLANTIC							
Delaware	81.0	34.0	42.0	26.2	-	65.4	53.3
Maryland	-13.9	0.9	31.8	19.3	27.4	-7.6	-7.5
New Jersey	-18.5	-5.8	18.7	36.6	0.6	-12.2	-13.5
New York	-22.9	-19.0	-3.9	21.9	12.7	-19.0	-18.5
Pennsylvania	-8.3	-4.0	42.0	25.3	62.5	-6.6	-10.3
GREAT LAKES							
Illinois	-6.6	-3.7	18.5	56.3	-29.3	-3.8	-5.8
Indiana	5.4	2.1	34.5	31.2	70.4	5.4	0.4
Michigan	-8.9	-6.9	5.7	4.1	-4.3	-8.0	-10.6
Ohio	5.8	-1.7	-70.7	4.4	54.0	1.4	-2.6
Wisconsin	4.4	0.5	28.3	41.0	-24.7	4.4	-0.5
SOUTHEAST							
Alabama	4.6	19.0	70.0	77.1	146.3	9.3	4.2
Arkansas	5.2	36.8	87.3	25.9	28.2	12.0	5.2
Florida	5.7	18.4	48.3	67.5	67.4	12.7	9.6
Georgia	-3.2	18.7	67.8	40.7	48.0	5.1	0.9
Kentucky	-1.9	5.0	-	50.0	-	-1.1	-3.3
Louisiana	19.3	22.9	81.1	75.8	73.0	21.3	12.8
Mississippi	-1.5	20.9	82.1	133.3	-	6.9	0.8
North Carolina	16.2	25.6	156.7	157.7	10.5	19.5	13.7
South Carolina	-4.0	5.7	81.4	22.4	150.0	-0.2	-1.2
Tennessee	-5.0	-3.5	110.6	60.9	-15.9	-4.4	-3.0
Virginia	-1.2	9.7	55.4	18.3	4.5	2.7	-0.9
West Virginia	-1.9	-1.6	-	68.2	-	-1.6	-2.6
PLAINS							
Iowa	-8.3	-5.6	32.0	26.7	-1.4	-7.8	-13.7
Kansas	-10.7	-8.7	14.2	4.8	13.9	-9.7	-14.2
Minnesota	1.8	57.2	72.4	101.9	15.2	4.1	1.5
Missouri	-2.3	13.8	44.6	26.9	55.7	0.7	-2.5
Nebraska	-5.6	-1.9	33.2	23.2	18.6	-4.8	-9.1
North Dakota	-13.9	-	-	-	-24.1	-14.6	-18.0
South Dakota	-17.6	-	-	-	-33.7	-18.4	-21.5
SOUTHWEST							
Arizona	18.8	12.4	41.6	66.0	27.9	23.3	18.5
New Mexico	26.6	23.1	38.2	368.9	48.6	34.7	21.0
Oklahoma	-3.9	-14.8	55.8	14.9	10.7	-3.8	-5.4
Texas	10.2	27.8	40.4	68.5	76.7	20.7	15.0
ROCKY MOUNTAIN							
Colorado	-13.5	-8.6	-5.6	10.0	-18.0	-12.0	-8.0
Idaho	14.6	-	57.6	8.9	12.3	15.1	9.7
Montana	-12.0	-	20.4	-7.1	-1.7	-11.6	-11.3
Utah	11.6	4.1	27.5	27.9	17.4	12.5	9.7
Wyoming	3.7	-5.4	14.1	3.0	29.4	4.2	-0.4
FAR WEST							
Alaska	5.1	-4.6	31.8	69.9	7.4	8.0	2.3
California	-3.7	6.0	32.4	18.1	32.0	6.0	2.5
Nevada	11.1	38.9	49.1	93.6	12.1	17.1	15.6
Oregon	11.3	14.1	88.8	36.4	14.8	13.5	1.1
Washington	0.0	-9.3	19.4	12.1	-1.4	0.5	-3.6
TOTAL STATES	-3.3	3.9	26.6	26.0	18.7	0.8	-2.6

¹Percentages are not reported for nonfederal governments that employed fewer than 20 women in that racial category in that state in either 1990 or 1997.



States

Women Increased as Officials and Administrators in Some States and Decreased in Others

The job loss or gain of white women and women of color employed by state and local governments during the 1990s varied not only by state but also by the type of job they held. While women enjoyed a 6% increase nationally in official and administrator positions in nonfederal governments, in certain states they suffered a substantial decline. Women in official and administrator positions were cut by over a third in New Hampshire (48%), New York (40%), South Dakota (34%), and West Virginia (34%).

In three states, top-ranking officials and administrator positions held by African American and Latina women both dropped by at least 16%. In Ohio, the number of official and administrator jobs held by

African American women declined by 16% and Latina women by 88%. In New York, the job losses were 58% and 40% respectively; in Massachusetts, the losses were 21% and 17%. By contrast, Asian American women gained official and administrator jobs by 22% in New York and 8% in Massachusetts.

In eight states, African American and Latina women each gained at least 11% more official and administrator positions. The states were Colorado, Illinois, Texas, New Jersey, Florida, Arizona, Oregon, and California. Official and administrator jobs held by Asian American women increased by at least 20% in seven states—Texas, Illinois, Washington, Florida, Virginia, New York, and California.¹

¹ In all but four states, fewer than twenty American Indian women held official and administrator positions, so the change was not calculated because a large growth or decline could occur as the result of a single American Indian woman being hired or fired. In Oklahoma, official and administrator jobs held by American Indian women dropped by 28%; positions held by African American women declined 27%.

**Percent
Change in
Women
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by Race,
Ethnicity,
and Region,
1990-1997¹**

State	White Women	African American Women	Latina Women	Asian American Women	American Indian Women	All Women	All Employees
NEW ENGLAND							
Connecticut	-33.4	-14.2	14.8	-	-	-30.9	-38.1
Maine	-4.7	-	-	-	-	-4.7	-24.5
Massachusetts	-10.0	-20.6	-17.3	8.3	-	-10.7	-15.0
New Hampshire	-48.2	-	-	-	-	-48.3	-35.2
Rhode Island	12.5	-	-	-	-	12.2	-11.3
Vermont	8.6	-	-	-	-	8.6	-13.0
MID-ATLANTIC							
Delaware	216.4	234.5	-	-	-	216.8	129.4
Maryland	21.2	35.1	-	0.0	-	23.9	-1.3
New Jersey	-17.9	25.1	81.4	2.8	-	-11.8	-16.1
New York	-26.4	-58.5	-40.2	21.5	-	-39.7	-9.9
Pennsylvania	4.9	22.2	3.1	-	-	7.9	-9.2
GREAT LAKES							
Illinois	55.5	68.2	103.7	124.5	-	59.7	42.9
Indiana	17.6	18.3	-	-	-	18.1	0.1
Michigan	5.1	25.2	-	-	-	8.3	-14.5
Ohio	6.8	-15.8	-88.2	-	-	-4.1	-6.2
Wisconsin	2.2	13.6	-	-	-	2.8	-9.7
SOUTHEAST							
Alabama	86.1	145.5	-	-	-	95.5	69.8
Arkansas	-7.0	34.5	-	-	-	-3.6	-9.6
Florida	27.9	24.3	59.2	94.1	-	29.8	21.9
Georgia	-1.9	72.0	-	-60.0	-	9.3	-0.4
Kentucky	13.3	64.0	-	-	-	15.9	0.3
Louisiana	7.6	63.1	-	-	-	18.4	11.0
Mississippi	-3.4	48.5	-	-	-	3.4	-10.1
North Carolina	18.1	39.3	-	-	-	21.6	7.9
South Carolina	8.4	51.8	-	-	-	14.4	2.8
Tennessee	-3.0	47.3	-	-	-	3.5	2.6
Virginia	15.2	27.4	-	58.6	-	17.2	1.3
West Virginia	-34.2	-10.3	-	-	-	-33.7	-31.3
PLAINS							
Iowa	2.2	-47.1	-	-	-	1.4	-21.4
Kansas	-10.3	15.9	-	-	-	-8.0	-23.9
Minnesota	3.9	-	-	-	-	5.1	-14.4
Missouri	2.4	11.6	-	-	-	3.6	-6.7
Nebraska	-0.5	-	-	-	-	0.9	-10.8
North Dakota	-19.7	-	-	-	-	-21.8	-26.6
South Dakota	-34.6	-	-	-	-	-34.2	-34.6
SOUTHWEST							
Arizona	56.1	11.1	69.7	-	-	56.0	29.8
New Mexico	28.9	-	50.2	-	-	39.8	15.5
Oklahoma	-12.9	-26.8	-	-	-27.6	-14.0	-16.0
Texas	20.6	61.6	52.1	175.0	-	30.5	5.6
ROCKY MOUNTAIN							
Colorado	8.9	144.4	129.0	-	-	19.9	-2.8
Idaho	26.5	-	-	-	-	28.6	9.4
Montana	-14.0	-	-	-	-	-13.5	-17.0
Utah	28.0	-	-	-	-	27.2	4.4
Wyoming	-1.6	-	-	-	-	-2.6	-6.2
FAR WEST							
Alaska	-4.1	-	-	-	-	-0.5	1.2
California	3.8	16.5	50.3	39.7	26.7	12.2	1.3
Nevada	40.2	87.0	-	-	-	46.1	21.8
Oregon	14.9	16.7	60.0	-	-8.7	16.0	-3.1
Washington	77.0	119.3	-	120.4	138.1	84.0	36.7
TOTAL STATES	6.8	-2.9	19.2	43.2	19.6	6.3	-0.6

¹Percentages are not reported for nonfederal governments that employed fewer than 20 women in that racial category in that state in either 1990 or 1997



About the Center

Founded in 1978, the Center for Women in Government is part of the Nelson A. Rockefeller College of Public Affairs and Policy, University at Albany, State University of New York. Through research, teaching, training, networking, and public education the Center works to:

- strengthen women's public policy leadership
- advance equity for women in the workplace
- enhance access of women and youth to policy knowledge, skills, and influence
- promote collaboration across sectors to strengthen nonprofit management and leadership
- inform policy makers and policy activists on issues related to women, children, and families

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Acknowledgments

This publication was supported by a grant from The Ford Foundation.

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