

Research Report



December 1997

A PROFILE OF THE FLORIDA GOVERNMENT WORKFORCE *Information to Help Improve Florida's Performance and Productivity*

The following information¹ is presented as part of Florida TaxWatch's continuing effort to inform taxpayers and government officials on important matters relating to Florida government. This report focuses on employees in the State Personnel System².

◆As of December 31, 1996 there were 169,414 full time equivalent state employee positions in the State Personnel System, the State University System and the State Courts System³. The average employee in the State Personnel System was 42 years old and had worked for the state for nine years.

◆Of the 169,414 full time positions 114,580 were in the State Personnel System, as follows: 110,901 persons such as social workers, law enforcement officers, technicians and secretaries, were Career Service employees; 3,200 middle managers and professionals such as doctors and lawyers were in the Selected Exempt Service; and 479 policy-making and upper management people were in the Senior Management Service. Figure 1 shows the number of employees in each category during the past four years.

◆As of December 31, 1996, Florida had 122.3 full time state employees per 10,000 population versus a national average of 150.4 employees. Florida ranks lowest in this category among the 14 southeastern states and is third lowest (behind California at 104.1 and Illinois at 113.9) among the nation's ten most populous states.

◆Nearly half (47.8%) of the state work force is located in North Florida (north of Marion County), with the remainder nearly equally distributed in the central and southern regions. The north's disproportionate share results from the location of the state capital (there are more than 21,000 employees in Tallahassee) and a large number of correctional and social services institutions. The two most populous counties, Dade and Broward, together have nearly 16,000 state employees.

Figure 1 State Personnel System Employees by Category

Year	Career Service	Selected Exempt Service (SES)	Senior Management Service (SMS)	SES and SMS as a % of Career Service
1996	110,901	3,200	479	3.3%
1995	111,337	3,097	440	3.2%
1994	109,377	2,853	422	3.0%
1993	104,999	2,715	402	3.0%

Source: Florida Department of Management Services

Salary and Benefits

◆ The average 1996 salary for all State Personnel System employees (Career Service, Selected Exempt Service and Senior Management Service) was \$26,014 and the median salary was \$21,377. More than 35,000 (39.8%) full time career employees earned less than \$20,000 annually while fewer than 5,000 (3.2%) earned more than \$45,000.

◆ Following no change in FY 1991 and 1992, Florida state government salary increases slightly exceeded the Consumer Price Index during each of the next four years. Figure 2 presents six-year Population, Inflation and Personal Income data and Figure 3 compares Florida's pay increases for the last six years with those of other selected southeastern states.

◆ In 1996, Florida's Career Service employees averaged \$24,922 in salaries (65%) and \$13,230 in benefits (35%) as compensation. Selected Exempt Service employees averaged \$55,971 in salaries (66%) and \$28,677 in benefits (34%) and Senior Management Service employees averaged \$78,981 in salaries (64%) and \$44,330 in benefits (36%) as compensation. The Central and Southeastern Joint Salary Conference's 1996 data shows that top Florida managers' level of compensation ranked second (behind only Wisconsin) among 30 states surveyed.

Figure 2

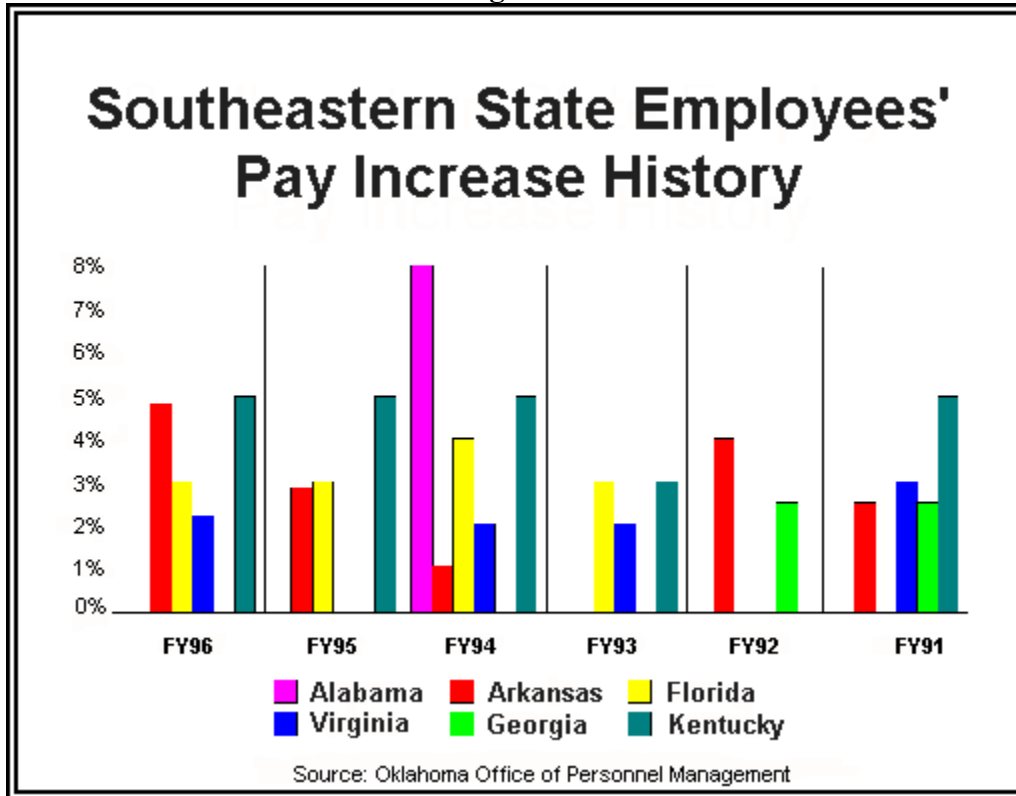
Florida Population, Inflation and Personal Income

Fiscal Year	Population (Millions)	Annual Percent Change	CPI	Annual Percent Change	Population x Inflation	Personal Income (Billions)	Per Capita Personal Income	Annual Percent Change
1996	14.3	1.7%	159	2.7%	4.4%	\$335	\$23,377	4.44%
1995	14.1	2.3%	154	2.6%	5.0%	\$315	\$22,382	4.74%

1994	13.8	1.4%	151	5.5%	7.0%	\$294	\$21,370	7.91%
1993	13.6	1.7%	143	3.1%	4.9%	\$269	\$19,803	3.65%
1992	13.4	1.7%	138	3.2%	5.0%	\$255	\$19,105	1.55%
1991	13.1	2.0%	134	5.5%	7.7%	\$247	\$18,813	3.34%

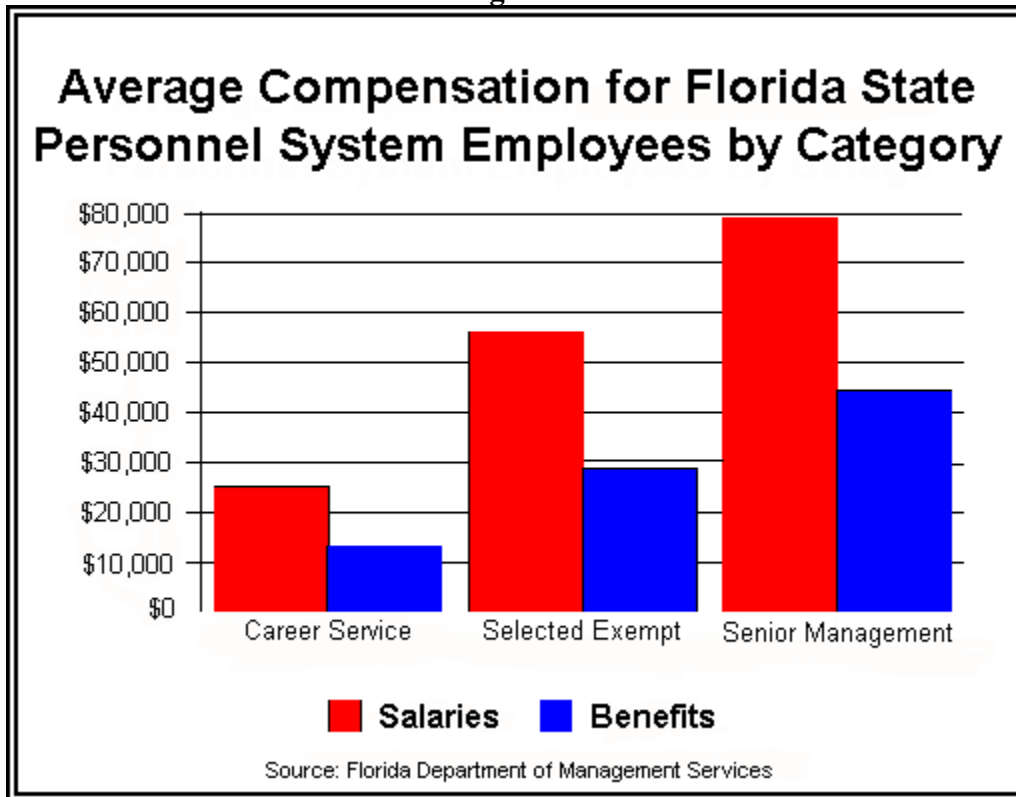
Source: Florida TaxWatch and The Florida Consensus Estimating Conference, April, 1997

Figure 3



◆ Compensation packages for Florida's Career Service, Selected Exempt Service and Senior Management Service employees consist of about 66% salary and 34% benefits versus a national private sector average of 72% for salaries and 28% for benefits. Figure 4 compares salaries and benefits for Florida state employees in the State Personnel System by category.

Figure 4



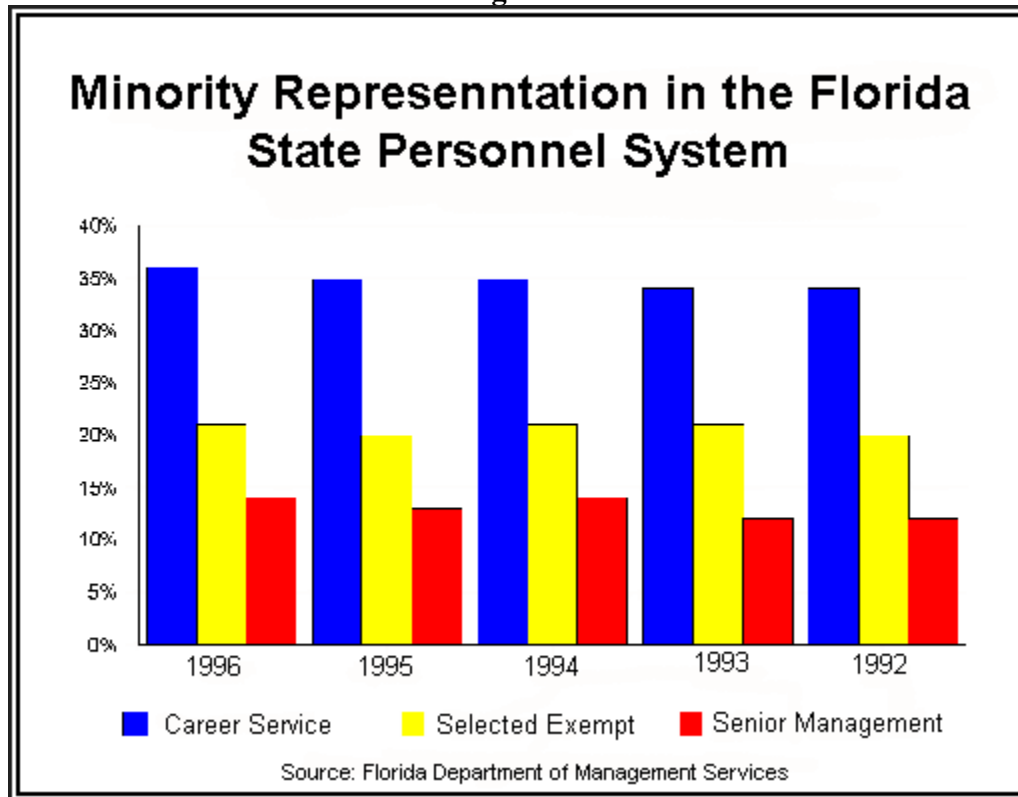
Ethnic Minority Representation and Compensation

◆ "Ethnic minority" describes state employees declaring themselves as Black, Hispanic, Asian/Pacific Islander, Native American/Alaskan Native or "Other." In 1996, 26.25% of Florida's state work force was Black (compared to 13.6 % in the general population); 6.90% Hispanic (compared to 12.2% in the general population); 2.30% "Other" (compared to 1.8% in the general population) and 64.55% White (compared to 83% in the general population)⁴.

◆ The average salary for Florida's Black state employees was \$22,453; Hispanic employees \$25,089; employees classified as "Other" \$29,938; and White employees \$27,639.

◆ Trend analysis reveals that between 1992 and 1996, minority representation increased from 34% to 36% for the Career Service System; 20% to 21% for the Selected Exempt Service; and 12% to 14% for the Senior Management Service, respectively, as shown in Figure 5.

Figure 5

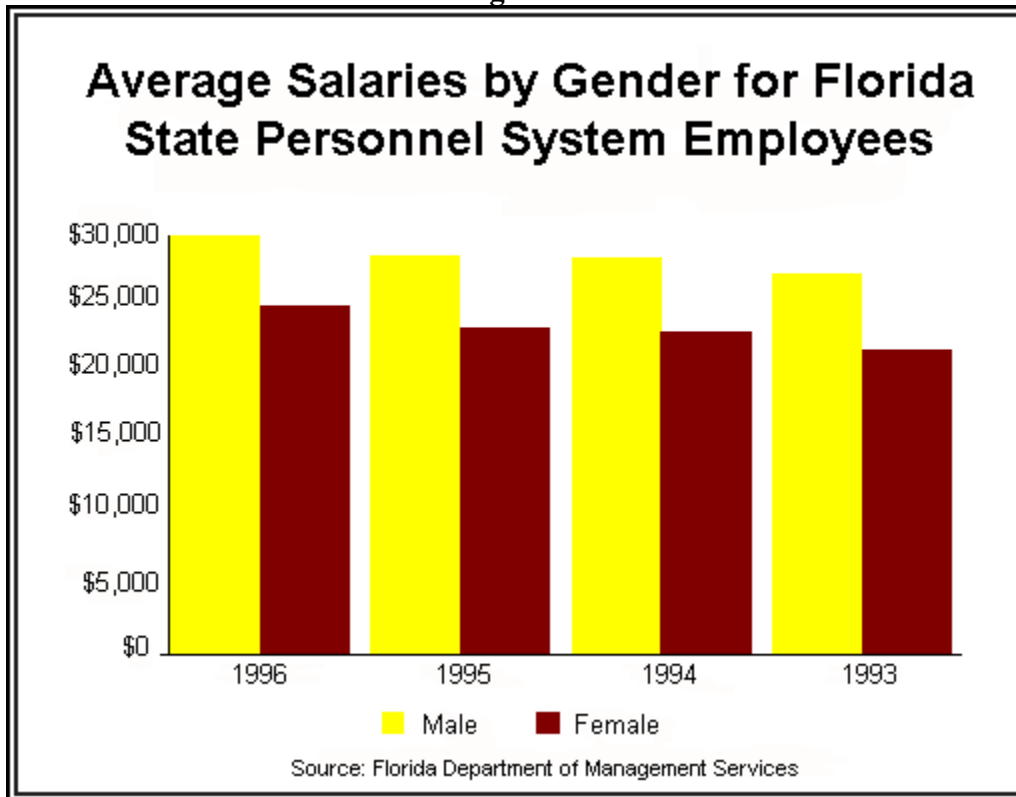


Gender Representation and Compensation

◆ In 1996, 54.8% of Florida's state work force was female and 45.2% was male. Interestingly, the Executive Office of the Governor was 58% male and 79% white.

◆ The average salary of female State Personnel System (Career Service, Selected Exempt Service and Senior Management Service) employees in 1996 was \$23,978 or 83.3% of males' average \$28,796 salary. This is closer than the national variance of females being paid 75% the rate of males. Florida's females employees in the Career Service made 85% of males' salary; 83% in the Selected Exempt Service; and 93% in the Senior Management Service. Figure 6 presents average salaries for male and female employees in the State Personnel System over the last four years.

Figure 6



Annual Leave, Sick Leave, Holidays and Retirement

- ◆ Florida's annual leave benefits are at or near the average of the 14 southeastern states for the first ten years of service. However, after ten years, the average for the southeastern states continues to increase whereas Florida's remains the same. Figure 7 compares Florida's annual leave schedule with that of selected southeastern states.
- ◆ All of Florida's state employees receive ten paid holidays annually versus an average of 11 paid holidays for the 14 southeastern states.
- ◆ Florida's Career Service employees accrue 19.5 days of annual leave and 13 days of sick leave annually after 25 years of service versus an average of 22.9 days of annual leave and 14 days of sick leave for the southeastern states for the same period of time. Selected Exempt Service employees accrue 22 days of annual leave and 13 days of sick leave. Senior Management Service employees accrue 30 days of annual leave and 15 days of sick leave.

Figure 7

Average Annual Leave for Southeastern States' Employees

State	1 to 4 yrs	5 to 9 yrs	10 to 14 yrs	15 to 19 yrs	20 to 24 yrs	>25 yrs
Alabama	13	16.3	19.5	22.8	26	29.3
Arkansas	12	18	18	21	21	21
Florida	13	16.3	19.5	19.5	19.5	19.5
Georgia	15	18	21	21	21	21
Louisiana	12	18	21	24	24	24
Texas	10.5	13.5	15	18	21	21

Source: Oklahoma Office of Personnel Management, September, 1996

◆ Florida's Career Service and Selected Exempt Service employees must work ten years to be eligible for state retirement benefits. Employees in the Senior Management Service vest in seven years. Legislators and Judges vest in eight years.

◆ The retirement benefit formula is *years of creditable service times percentage value* (the value received for each year of creditable service) times *average final compensation* (the average of the employee's five highest years of salary). Percentage value for Career Service and Selected Exempt Service employees ranges from 1.6% to 1.68% depending on age of retirement or years of service; 2% for the Senior Management Service; 3.0% for legislators; and 3.3% for judges.

Employee Turnover

◆ In 1996, turnover (separations from Florida's state government, excluding movement within or between state agencies) in classes with 50 or more employees averaged 11.9% versus a seven-year average of 13.2%. Employee classes with the highest turnover in 1996 were Fire Tower Lookouts (43.8%), Senior Registered Nurses (31.8%), Detention Care Workers (28.3%) and Librarian Specialists (27.7%). At the other end of the spectrum, there was less than 2.5% turnover among Revenue Specialist Supervisors, Resident Assistant Park Managers, Unemployment Compensation Examiners and Senior Motor Vehicle Operators. Figure 8 shows employee classes with the highest and lowest turnover rates in 1996.

Figure 8

Employee Classes in the Florida State Personnel System with the Highest and Lowest Turnover Rates in 1996

HIGHEST TURNOVER		LOWEST TURNOVER	
Class Title	Percent Turnover	Class Title	Percent Turnover

Fire Tower Lookout	43.8%	Revenue Specialist Supervisor	0.0%
Senior Registered Nurses	31.8%	Resident Assistant Park Manager	0.0%
Detention Care Workers	28.3%	Unemployment Compensation Examiner I I	1.2%

Source: Florida Department of Management Services

Conclusion

This *Research Report* on state employment is the first in a series of Florida TaxWatch reports assessing the structure and functions of state government. Future reports will focus on topics such as recruitment and retention, pre and in-service training, intra and inter-agency mobility, public/private employee exchange programs, performance incentive policies and practices, discipline policies and practices, and supervisory performance issues. Future reports will also compare compensation packages of state employees with other entities that are supported by state funding such as Water Management Districts, School Boards and Community Colleges.

ENDNOTES

1. This report utilizes material drawn primarily from the Florida Department of Management Services' *1996 Annual Workforce Report*. Additional material is from the United States Department of Labor, Bureau of Labor Statistics' *News* (October 1996) and the Oklahoma Office of Personnel Management's *Central and Southeastern Conference: Fringe Benefits Report* (September 1996).
2. In addition to the State Personnel System, there are six other classifications in Florida state government (see Appendix A).
3. The 169,414 total does not include employees of school districts, community colleges or water management districts.
4. Persons of Hispanic origin may be of any race and should not be added to general population percentage.

Appendix A

Positions in Florida State Government By Pay Plan

Membership By Pay Plan	Number of Full Time Employee Positions ¹			
	1993	1994	1995	1996
STATE PERSONNEL SYSTEM				
Career Service	112,680	118,308	119,933	120,652
Selected Exempt Service	2,968	3,146	3,327	3,502

Senior Management Service	422	449	469	503
STATE UNIVERSITY SYSTEM				
University Support Personnel	17,671	15,379	15,403	15,347
General Faculty	12,669	11,026	12,651	12,847
Administrative & Professional Regular	3,453	3,022	3,281	3,583
Administrative & Professional Executive Service	46	48	46	47
STATE COURTS SYSTEM				
State Attorney	4,206	4,343	4,541	4,723
State Attorney with SMS Benefits	2,002	2,082	2,179	2,274
Public Defender	1,399	1,463	1,619	1,698
Public Defender with SMS Benefits	57	56	55	56
Courts	53	54	54	52
Courts with SMS Benefits	55	62	61	63
Capital Collateral Representative	43	52	52	73
Justice Administration Commission	30	30	30	30
AUDITOR GENERAL²				
Office of the Auditor General	710	549	589	616
LEGISLATURE³				
Legislative Pay Plans	1,733	1,303	1,204	1,193
FLORIDA LOTTERY				
Non-Managerial	721	717	714	717
Managerial	18	20	23	21
OTHER EXECUTIVE PAY PLANS				
Instructional (CESA) ⁴	254	264	279	0
Administrative and Professional (CESA)	6	30	29	1

Classified (CESA)	12	12	30	0
Managerial (CESA)	12	12	8	0
Fixed Salary-Elected and Appointed	951	964	875	885
Exempt (Governor's Office)	212	223	212	250
School for the Blind	194	198	204	207
Other Exempt -Fixed Salary	62	82	76	74
TOTAL	162,639	163,894	167,944	169,414

Source: Florida Department of Management's *1996 Annual Workforce Report*

APPENDIX NOTES

1. Positions are added and counted in terms of full time equivalents. In this method of counting, part-time positions are added together to give a total. Thus, two half-time would be added and represented as being equal to one full time equivalent.
2. The 1994 Government Performance and Accountability Act resulted in the transfer of the Auditor General's performance audit staff to a new Office of Program Policy Analysis and Government Accountability (OPPAGA).
3. 1994, 1995 and 1996 estimates exclude Other Personal Service employees, interns and legislators.
4. The independent Correctional Education School Authority (CESA) was transferred to the Department of Corrections in 1996.

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