2021 Annual Census of Employees in State Civil Service

Report to the Governor and Legislature

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CALHR
CALIFORNIA DEPARTMENT OF HUMAN RESOURCES

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Annual Census of Employees in State Civil Service

2021

Eraina Ortega
Director

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Purpose of the Report

The California Department of Human Resources (CalHR) prepared this report for the Governor and the Legislature in accordance with Government Code sections 19237, 19402, 19405, 19792 subdivisions (h), (i) and (j), 19792.5 subdivisions (a) and (b), and 19793.

This Annual Census of Employees in State Civil Service Report conveys data on the California state civil service (civil service) representation by race, ethnicity, gender, disability, veteran status, age, and upward mobility for state employees for the period January 1, 2021 through December 31, 2021, as well as contextual data dating back to 2017.[1] Civilian non-institutional California labor force[2] (state labor force) and California state population data are also included for comparison and except as otherwise cited are from American Community Survey (ACS) 2019 1-Year Estimate Public Use Microdata Samples.

CalHR used the 2019 ACS estimates instead of the 2020 estimates for this report.[3] According to the Census Bureau, survey response was inconsistent in 2020 during the early months of the pandemic. Therefore, they were not able to release 1-Year estimates for 2020.

To fully achieve the goal of Equal Employment Opportunity (EEO) and non-discriminatory employment practices within civil service, CalHR provides statewide leadership, coordination, and technical guidance to state agencies.

This report may be viewed and/or printed from CalHR's web site: calhr.ca.gov.

Executive Summary

As California continues to become increasingly diverse, CalHR strives to make employment with the State of California reflect its diverse population.

This report provides civil service employee demographics, and in some instances comparable California labor force and population demographics. The report shows change in civil service composition from 2017 to 2021 and includes civil service hire and separation data as well as salary comparisons. Further, it includes agency hiring goals for persons with disabilities (PWD) and for the Upward Mobility Program (UMP) as well as participation levels for the UMP and the Limited Examination and Appointment Program (LEAP). Percentages in this report are rounded to the nearest 0.1 percent.

Authority to compile this report derives from Title 2, Division 5, Part 2 of the California Government Code, and it does not include information for those exempted from civil service status under Article VII, Section 4 of the California State Constitution.

[1] *Sources of data are the California State Controller's Office, the Employment Development Department (EDD), California state agencies, and the United States (U.S.) Census Bureau.*

[2] *The U.S. Census Bureau defines the non-institutional population as "The civilian population excluding persons residing in institutions. Such institutions consist primarily of nursing homes, prisons, jails, mental hospitals, and juvenile correctional facilities."*

[3] *Addressing Nonresponse Bias in the American Community Survey During the Pandemic Using Administrative Data.*

State Departments and the Workforce Analysis Process

CalHR collects data annually from departments and asks departments to compare their workforce composition data to those of similar occupations in the labor force via the "Workforce Analysis" process. Departments must investigate any significant underrepresentations of protected groups and eliminate non-job related barriers to equal employment opportunity. The analysis also includes goal setting, both to improve representation of persons with disabilities and also to support upward mobility of civil service employees who are qualified to move from low-paying positions into entry-level technical, professional, or administrative positions.

Summary of Civil Service Composition

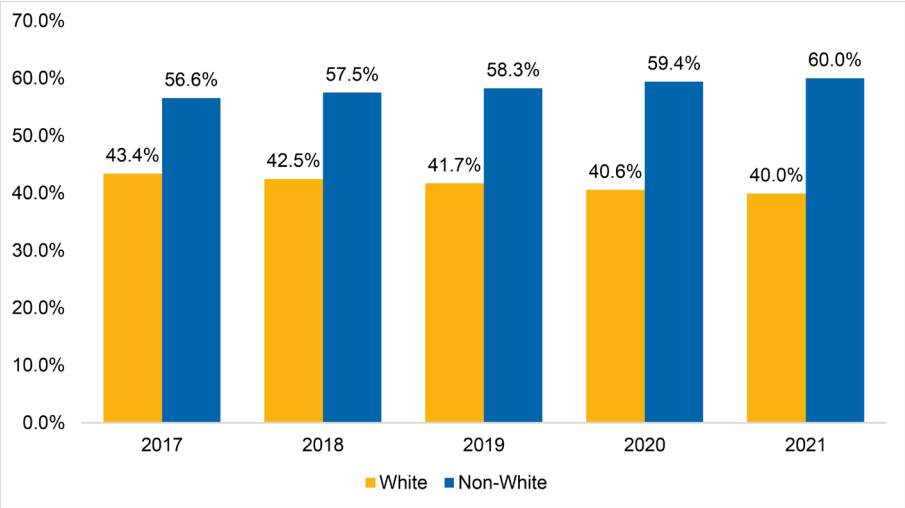
In December 2021, the California labor force was approximately 19 million. Of the 19 million, approximately 18 million Californians were employed and approximately 913 thousand were unemployed.[4] As of December 2021, civil service employees accounted for approximately 1.2 percent of California's employed.

Overall, the civil service workforce decreased by 715 persons from 222,837 in 2020 to 222,122 in 2021. **(Table A)**

Race & Ethnicity

The percentage of civil service employees that are White decreased by 3.4 from 2017 to 2021, while the percentage of persons of all other races and ethnicities as a group, labeled Non-White, increased by 3.4.

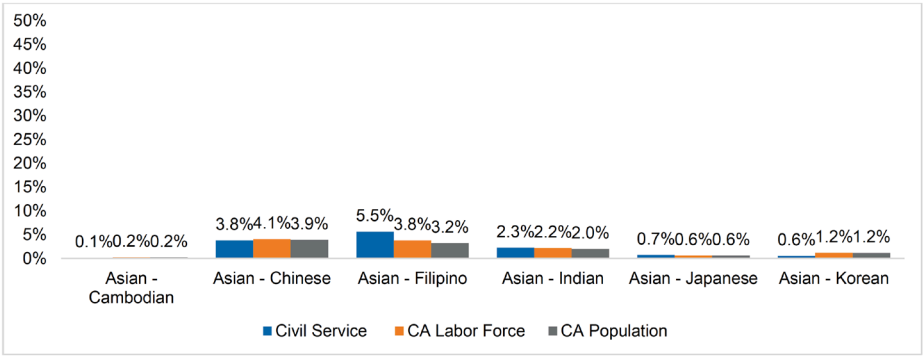
Five Year Civil Service Composition of White & Non-White

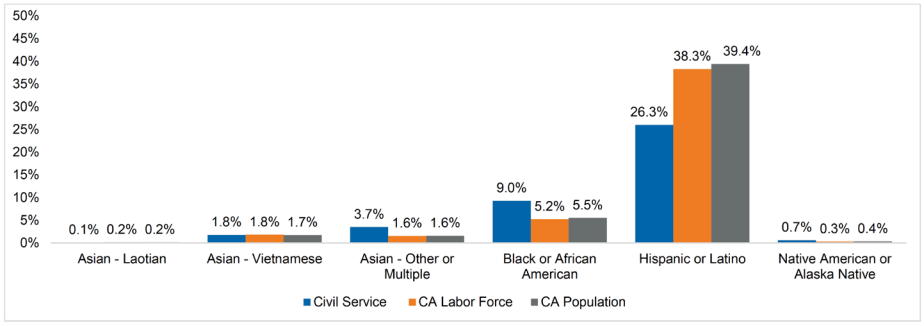


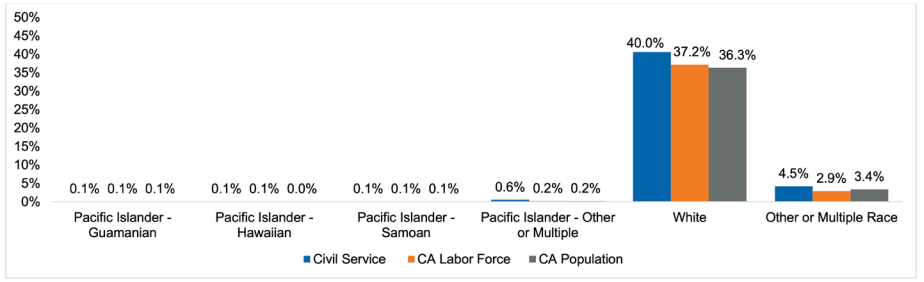
[4] *Report 400C: Monthly Labor Force Data for Counties, Employment Development Department, December 2021 – Revised. Note: Data from Report 400C may be rounded.*

Comparing California's population with its labor force[5] and civil service yielded the following results: **(Table G)**

Race & Ethnicity in California's Civil Service Against the California Labor Force & California Population





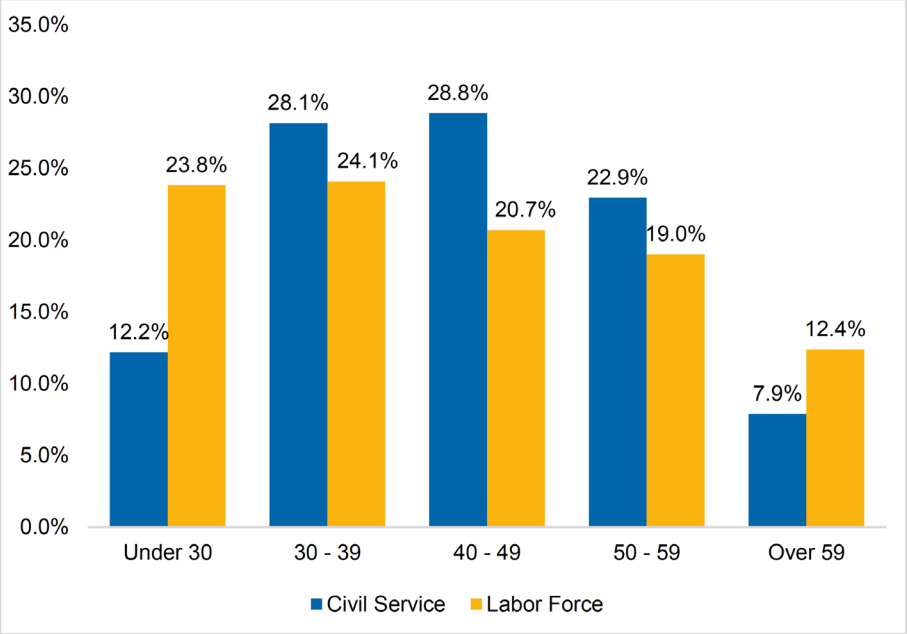


In most categories, the civil service population is consistent with the state population and labor force. The greatest difference are found in the Hispanic or Latino, Black or African American, and White populations. The percentage of civil service employees who are Hispanic or Latino is lower in comparison to California's labor force and its population. On the other hand, the percentage of civil service employees who are Black or African American or White are higher in comparison to California's labor force and its population.

Note: Races and ethnicities other than Hispanic are reported "alone and not in combination with" any other group. To match federal reporting, the group Hispanic is reported as "Hispanic alone or in combination with" any other Race and Ethnicity.

[5] *American Community Survey 2019 1-Year Estimates: Public Use Microdata Samples.*

Age Range Comparison Between Civil Service & State Labor Force

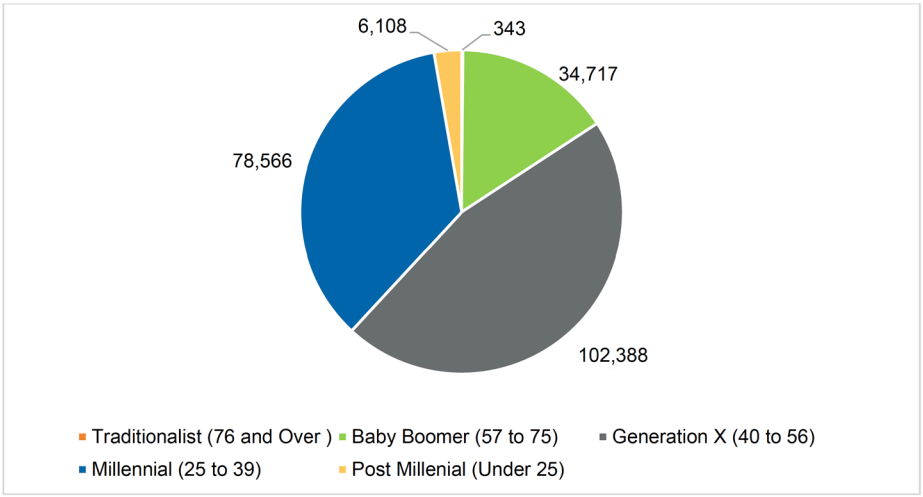


Age

When comparing age range, civil service has a higher percentage of persons aged 30 to 59 while the state labor force has a higher percentage of persons Under 30.[6]

The **most common** age range in civil service was the **40 to 49** age range. Only **7.9 percent** of civil service employees were **over 59**.

2021 Generational Representation of Civil Service Employees



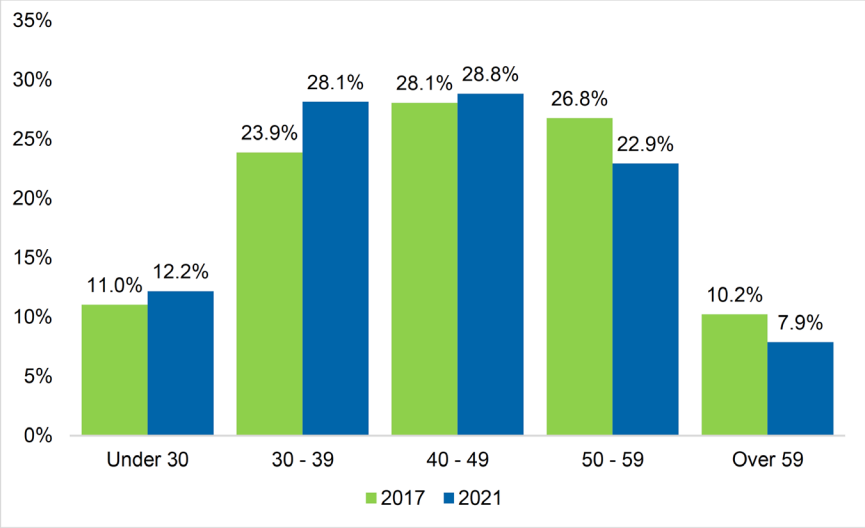
When comparing generational representation, **Generation X** (ages 40 to 56) accounted for 46 percent of civil service employees, making them the largest generation in the civil service workforce. **Millennials** (ages 25 to 39) outnumber **Baby Boomers** (ages 57 to 75) while **Post-Millennials** (Under 25) outnumber **Traditionalists** (ages 76 and over)

[6] Annual Social and Economic Supplement, Current Population Survey, U.S. Census Bureau, 2019. Percentages do not add to 100% due to rounding.

In civil service, the age ranges with the lowest representation were the Under 30 and Over 59 groups. The 30 to 39 group increased by 4.2 percentage points over the past five years, which is the largest increase of any group. The representation for the 40 to 49 group increased by 0.7 percent while the 50 to 59 group decreased by 2.3 percentage points.

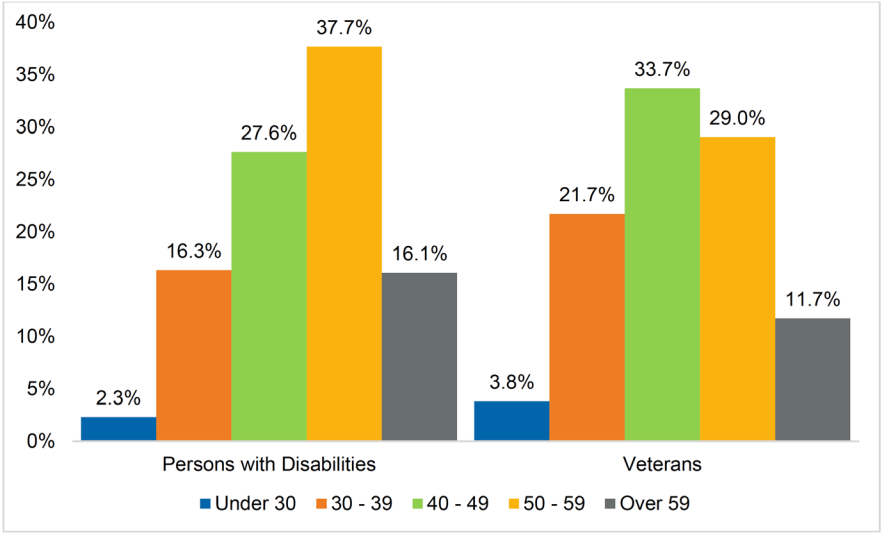
In the past five years, the civil service has become younger, with the percentage of employees under 40 growing from 35 percent to 40 percent. The percentage of employees ages 40 to 49 increased by 0.8 percent while the percentage of employees over 50 decreased by 2.4 percent. **(Table C)**

Civil Service Composition by Age Range for 2017 & 2021



A tabulation of civil service disability and veteran status by age shows the following results. More persons with disabilities were in the 50 to 59 age range than any other age range. For veterans, the percentage was highest in the 40 to 49 age range. Both groups had the lowest representation in the Under 30 range, which had 2.3 percent of persons with disabilities and 3.8 percent of veterans. **(Table C)**

Civil Service Disability & Veteran Status by Age Range



Considering gender by age range in civil service, the **50 to 59 age range** had a larger percentage of **women** than any other, and the **Under 30 age range** had a higher percentage of **men** than any other. **(Table C)**

The Gender Majority Age Range Comparison table below shows which gender was the majority among the various age ranges in civil service:

Gender Majority Age Range Comparison

Age	Men Majority	Women Majority
Under 30	✓	
30-39	✓	
40-49	✓	
50-59		✓
Over 59	✓	

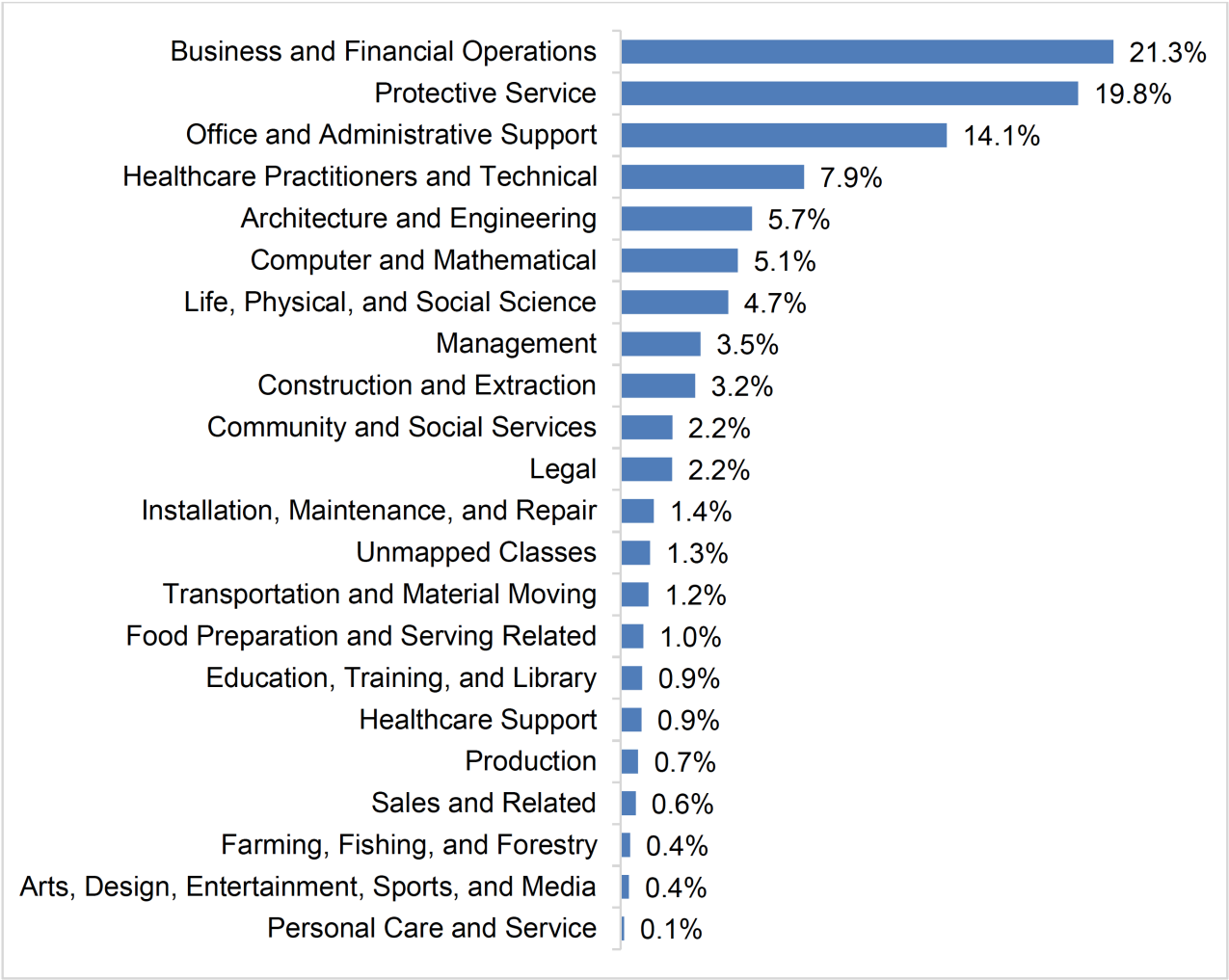
Since June 2008, the earliest data readily available, this same pattern has held in state civil service. In contrast, women have not been the majority in any of these age ranges within California's labor force as far back as comparison data is readily available, 2012. Presumably, this pattern occurs in civil service because patrol officers, correctional officers, and firefighters, who are mostly men, are eligible to retire with fewer years of service credit than clerical workers and analysts, who are mostly women.

Job Category

For reporting purposes, CalHR uses federal job categories to compare data consistently with the state labor force.[7] **(Table D)**

The Business and Financial Operations, Protective Services, and Office and Administrative Support categories combined represent over 50 percent of the civil service workforce. The Personal Care and Services, Arts, Design, and Entertainment, and the Farming, Fishing, and Forestry categories combined represent less than 1 percent of the civil service workforce. Since 2020, the percentage of civil service employees in Business and Financial Operations service has surpassed the percentage of Protective Service employees.

Civil Service Composition by Job Category

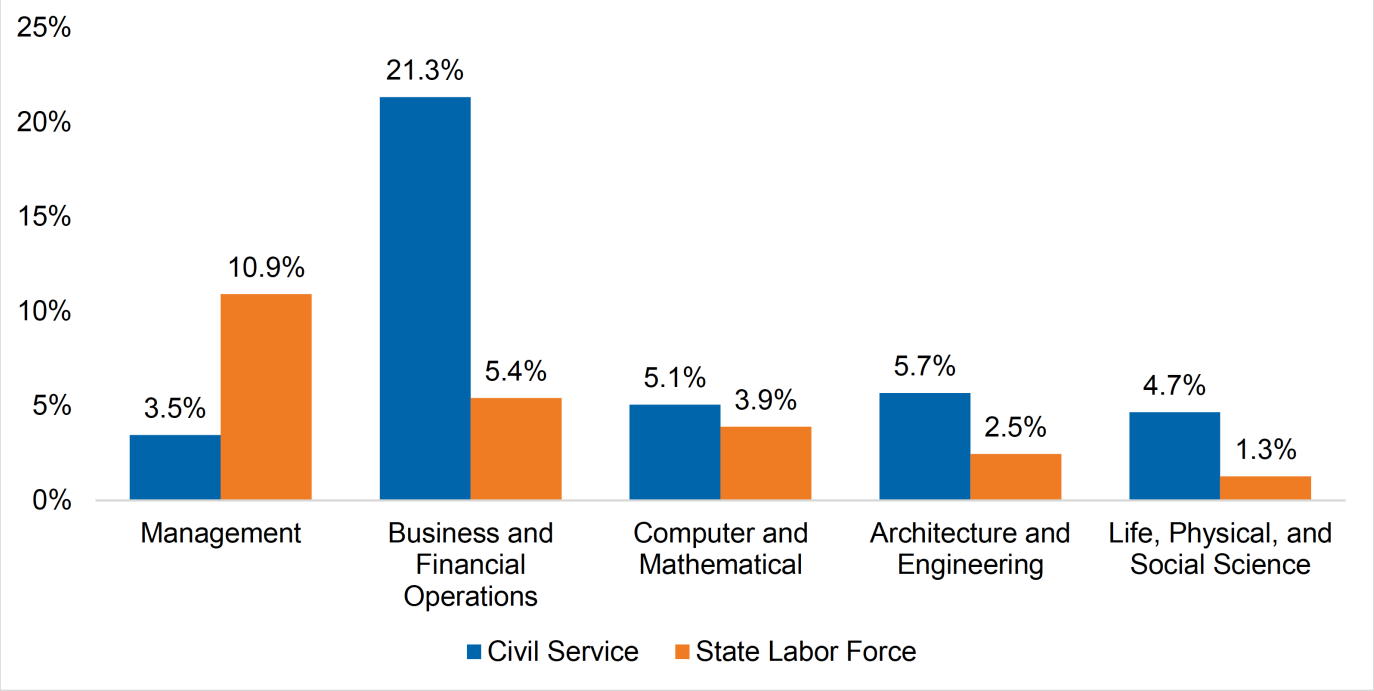


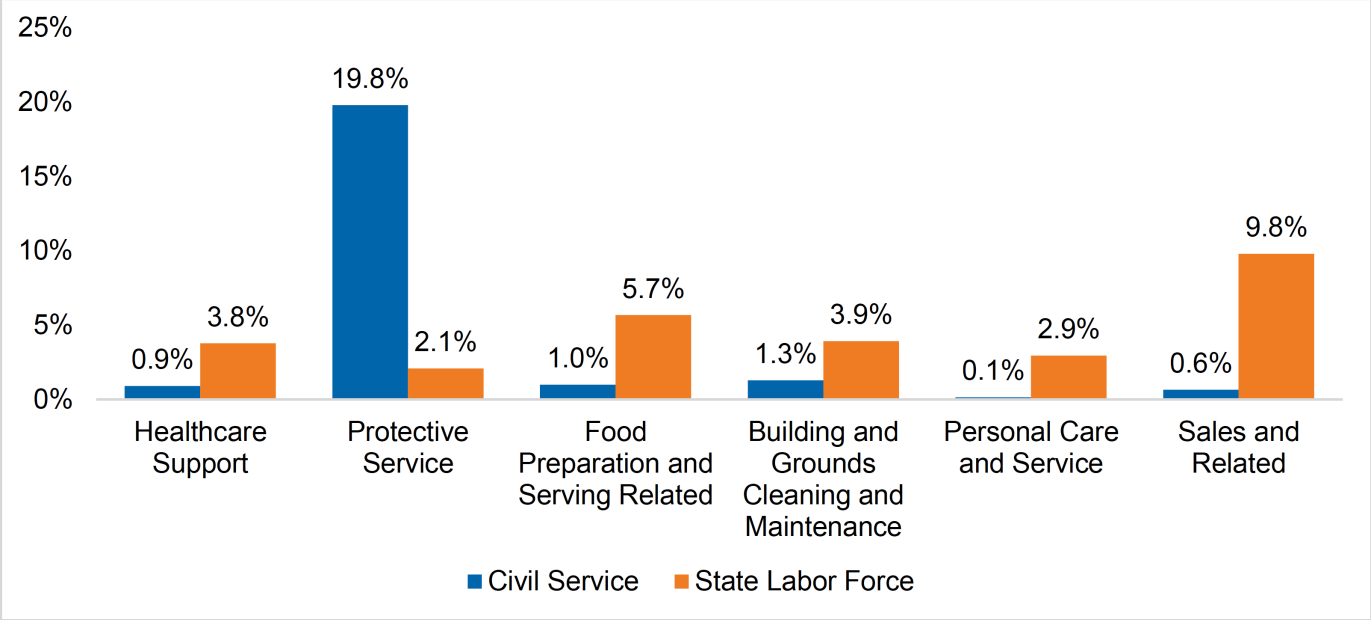
[7] Federal Bureau of Labor Statistics Standardized Occupational Classification System Major Occupational Groups.

The following four tables compare the civil service and the state labor force composition by job category.

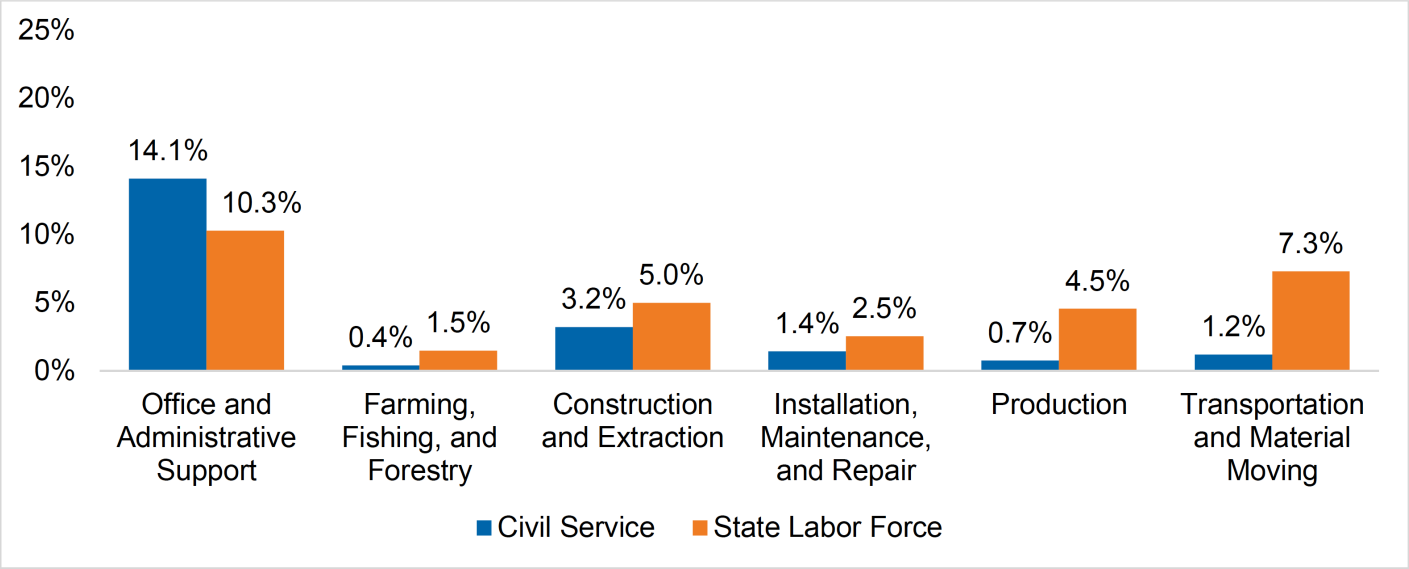
Business and Financial Operations, Protective Service, and Office and Administrative Support job categories represent the highest percentages in civil service. On the other hand, Management, Office and Administrative Support, and Sales and Related categories represent the highest percentages in the state labor force.

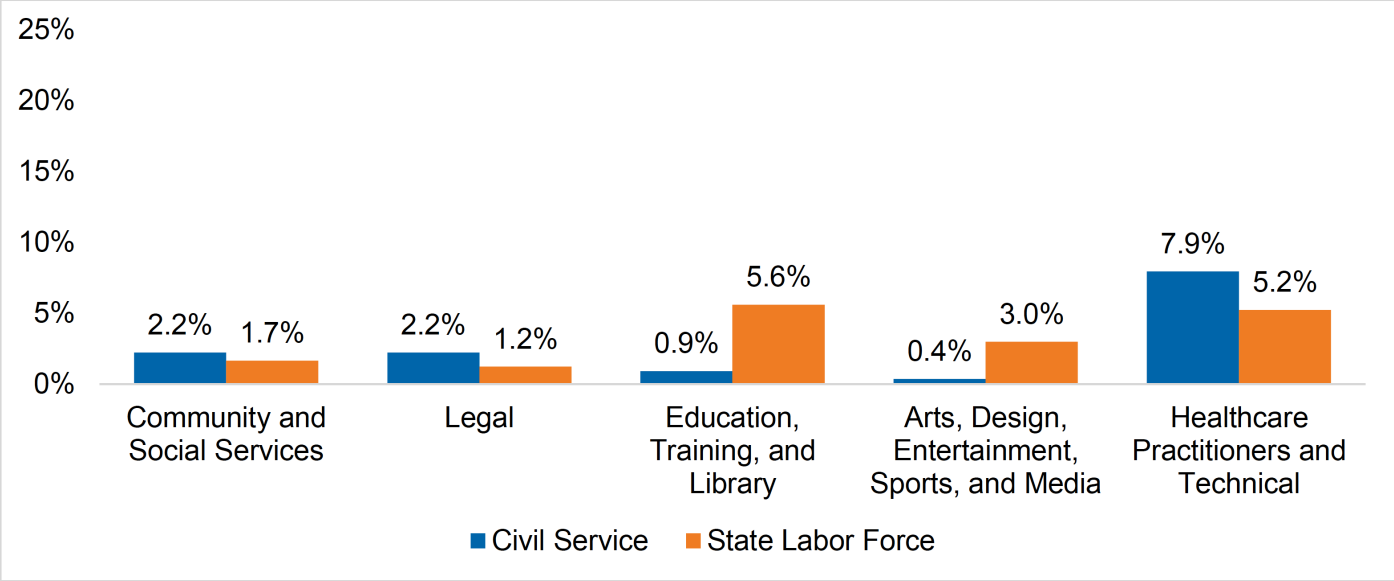
Civil Service & State Labor Force Job Category Distribution





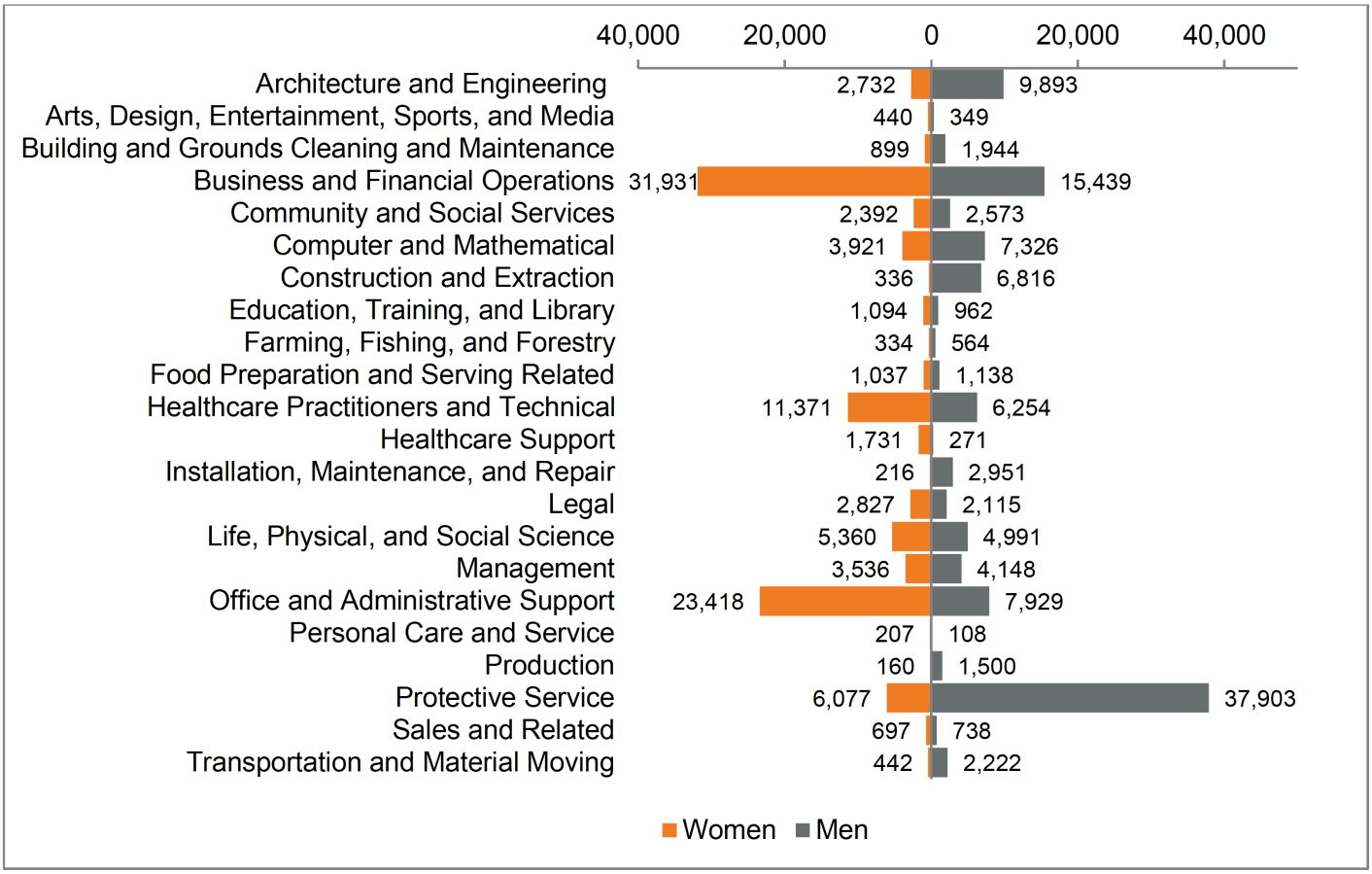
Civil Service & State Labor Force Job Category Distribution (Continued)





The below chart shows the composition of women and men within each job category in civil service. When comparing the top three job categories, more women than men are employed in the Business and Financial Operations, Healthcare Practitioners and Technical, and Office and Administrative Support. More men are employed in the Architecture and Engineering, Computer and Mathematical, and Protective Service.

Civil Service Composition by Job Category & Gender



Among the 23 occupational categories, Men represented 70 percent or more in seven occupational categories: **(Table D)**

Occupational Categories Where Men Represented 70 Percent or More

Occupational Category	% Men
Architecture & Engineering	78.4%
Construction & Extraction	95.3%
Installation, Maintenance, & Repair	93.2%
Production	90.4%
Protective Service	86.2%
Transportation & Material Moving	83.4%

Women represented 70 percent or more in two occupational categories: **(Table D)**

Occupational Categories Where Women Represented 70 Percent or More

Occupational Category	% Women
Healthcare Support	86.5%
Office & Administrative Support	74.7%

The table below shows the percentage of civil service employees who work within the occupational group that is the largest for that race. **(Table D)**

Civil Service Highest Representation of Race & Ethnicity by Job Category

Race & Ethnicity	Job Category	%
Asian - Cambodian	Business & Financial Operations	27.7%
Asian - Chinese	Business & Financial Operations	36.4%
Asian - Filipino	Healthcare Practitioners & Technical	27.7%
Asian - Indian	Business & Financial Operations	24.3%
Asian - Japanese	Business & Financial Operations	31.7%
Asian - Korean	Business & Financial Operations	27.2%
Asian - Laotian	Business & Financial Operations	34.8%
Asian - Vietnamese	Business & Financial Operations	34.5%
Asian - Other or Multiple	Business & Financial Operations	27.4%
Black or African American	Office & Administrative Support	22.5%
Hispanic or Latino	Protective Service	29%
Native American or Alaska Native	Protective Service	22%
Pacific Islander - Guamanian	Business & Financial Operations	25.8%
Pacific Islander - Hawaiian	Business & Financial Operations	22.2%
Pacific Islander - Samoan	Office & Administrative Support	37.2%
Pacific Islander - Other or Multiple	Business & Financial Operations	30.6%
White	Protective Service	22.5%
Other or Multiple Race or Ethnicity	Business & Financial Operations	23.7%

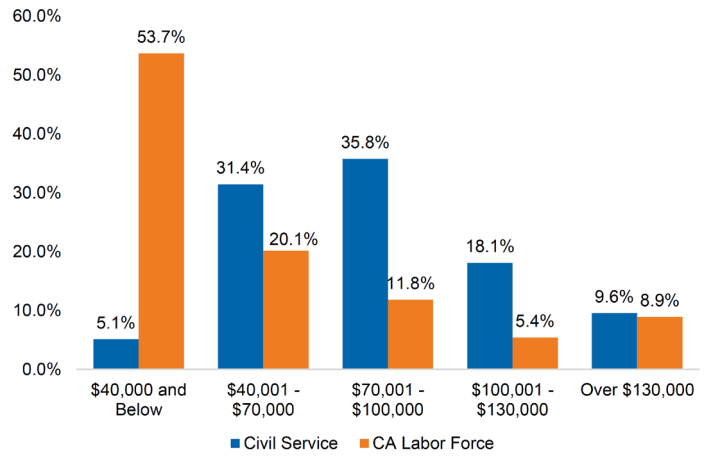
Civil Service Representation of Persons with Disabilities and Veterans by Job Category

Comparing the representation of persons with disabilities and veterans by job category yielded the following results.

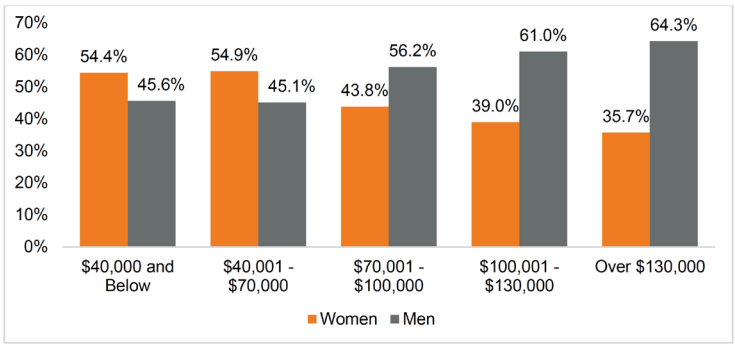
The largest number of Persons with Disabilities (31.4 percent) work in Business and Financial Operations, and the lowest number (0.1 percent) work in Farming, Fishing, and Forestry. **(Table D)**

The largest number of Veterans work in Protective Service (37.4 percent), and the lowest number work in Personal Care and Service (0.1 percent). **(Table D)**

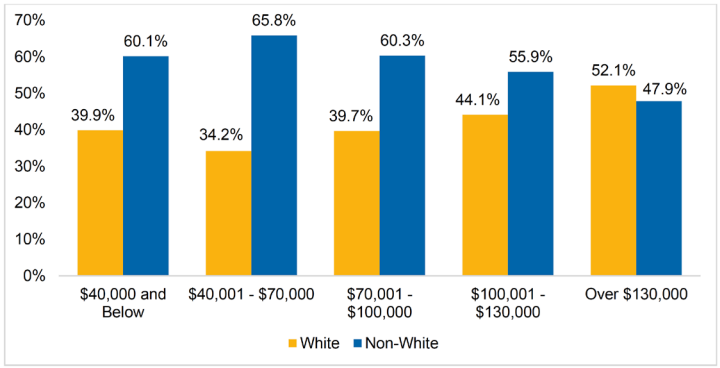
Civil Service & State Labor Force Composition Comparison by Salary Range



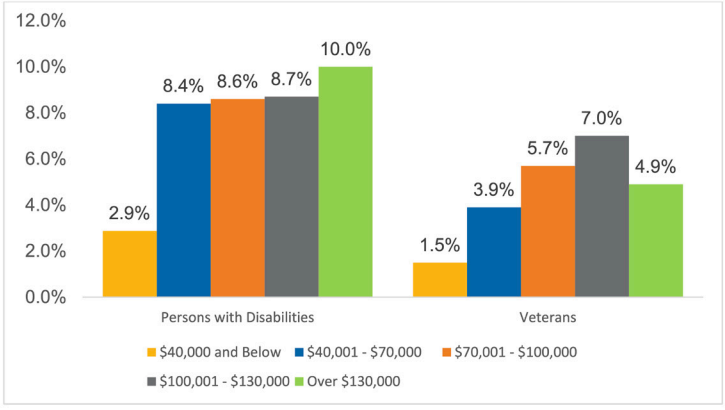
Civil Service Composition by Salary Range & Gender



Civil Service Composition by Salary Range & White & Non-White



Civil Service Representation of Veterans & Persons with Disabilities by Salary Range



Salary

Comparing civil service employees to the California labor force, civil service employees had the highest percentage in the *$70,001 - $100,000* salary range and the lowest percentage in the *$40,000 and Below* salary range. On the other hand, the California labor force had the highest percentage in the *$40,000 and Below* salary range and the lowest percentage in the *$100,001 - $130,000* salary range.

These comparisons do not take into account the relative proportions of full-time to non-full time employees in the two groups.

In civil service, men were 50 percent or more in all salary ranges *$70,001 and above* while women were 50 percent or more in all salary ranges *$70,000 and below*. The salary range with the highest proportion of men was *over $130,000* while the salary range with the highest proportion of women was *$40,001-$70,000*. **(Table E)**

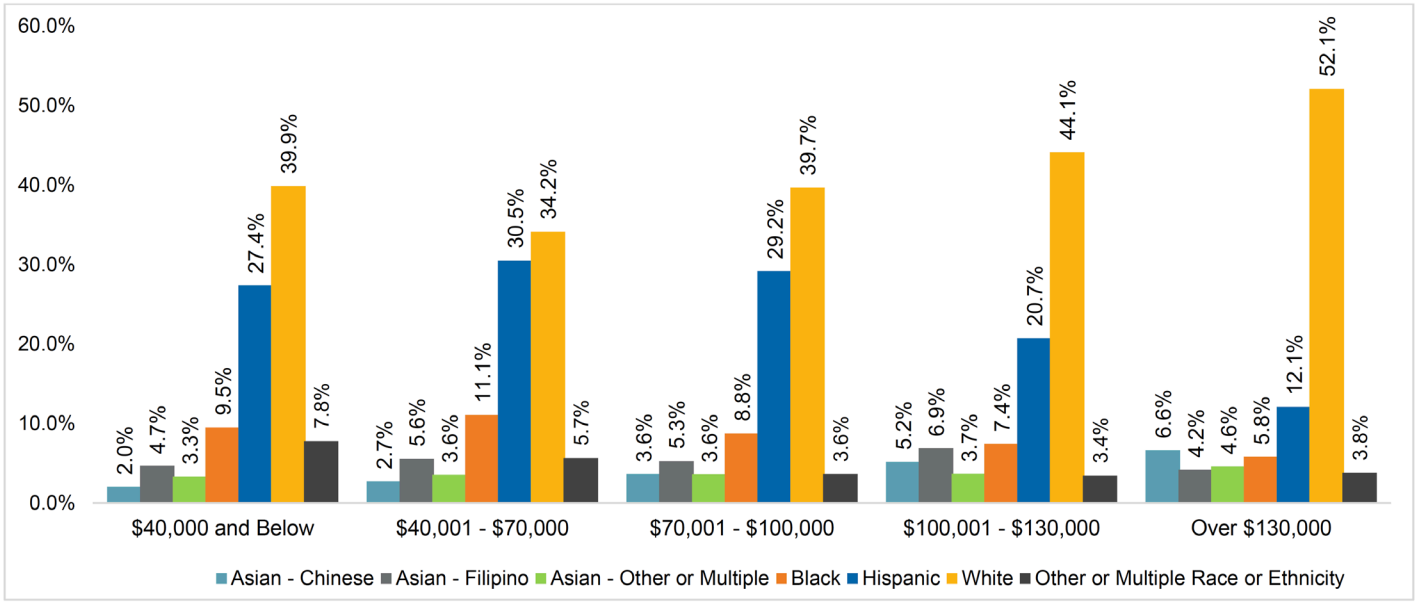
The salary range with the highest proportion of Non-White employees was *$40,001- $70,000*. The salary range with the highest proportion of White employees was *over $130,000*.

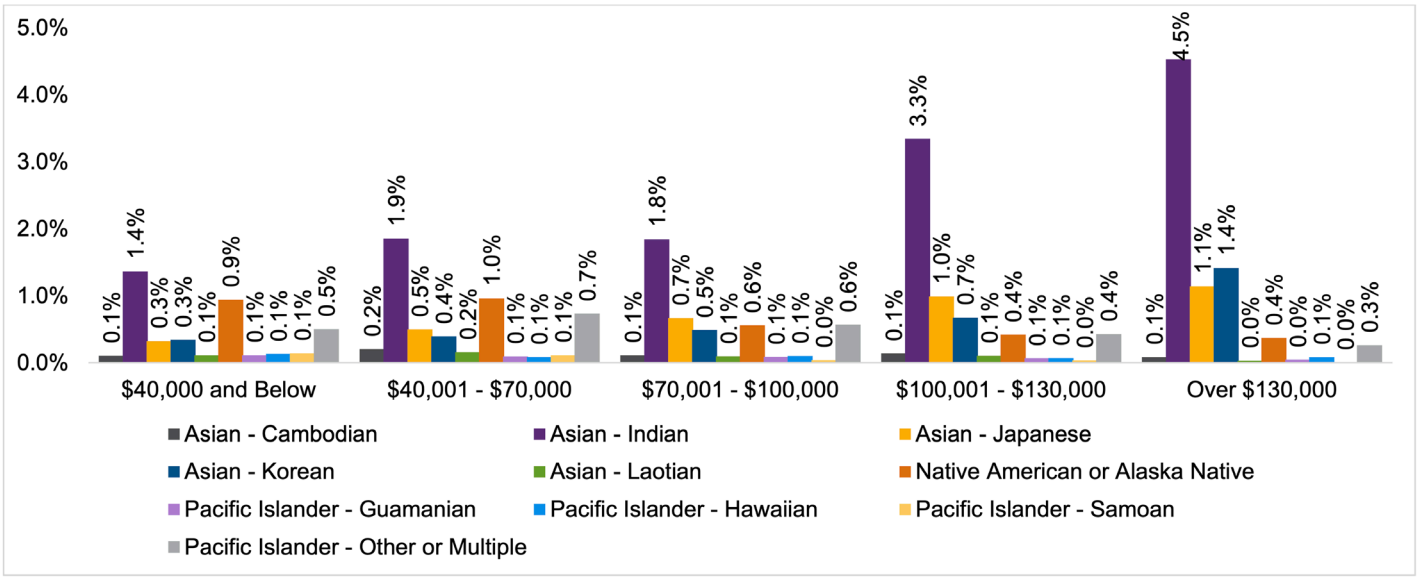
The salary range with the highest proportion of persons with disabilities was *over $130,000* while the salary range with the highest proportion of veterans was *$100,001 - $130,000*.

A tabulation of civil service race and ethnicity by salary range shows the following results.

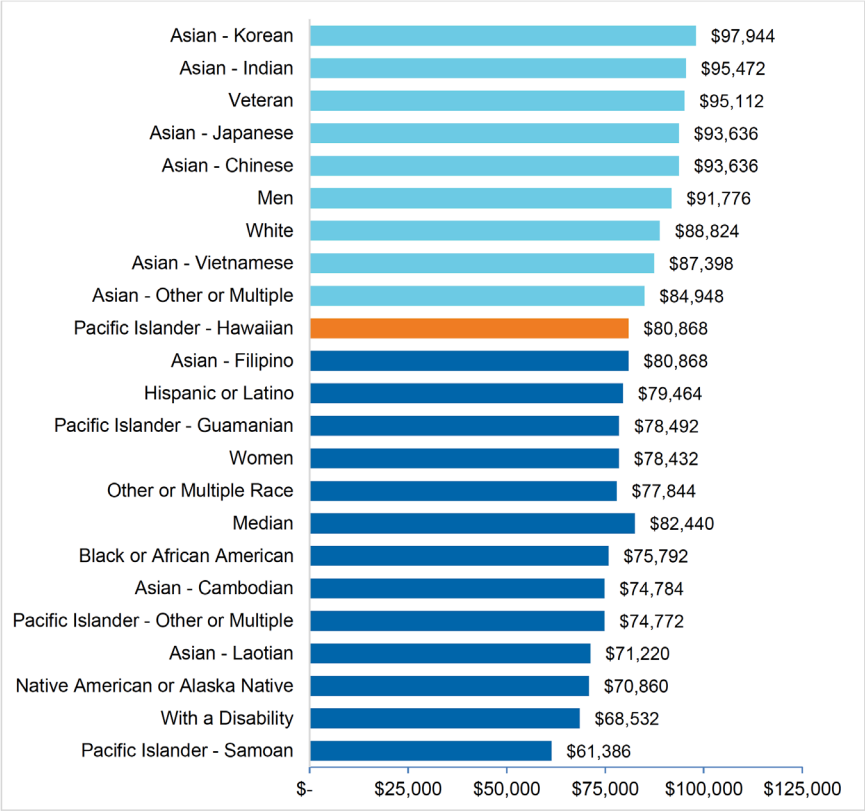
The White population has the highest percentage in all salary ranges, with the largest percentage in the Over $130,000 range. The Hispanic or Latino population has the second largest percentage across all salary ranges while the Black or African American population has the third highest percentage in all salary ranges except the Over $130,000 range.

Civil Service Race & Ethnicity by Salary Range

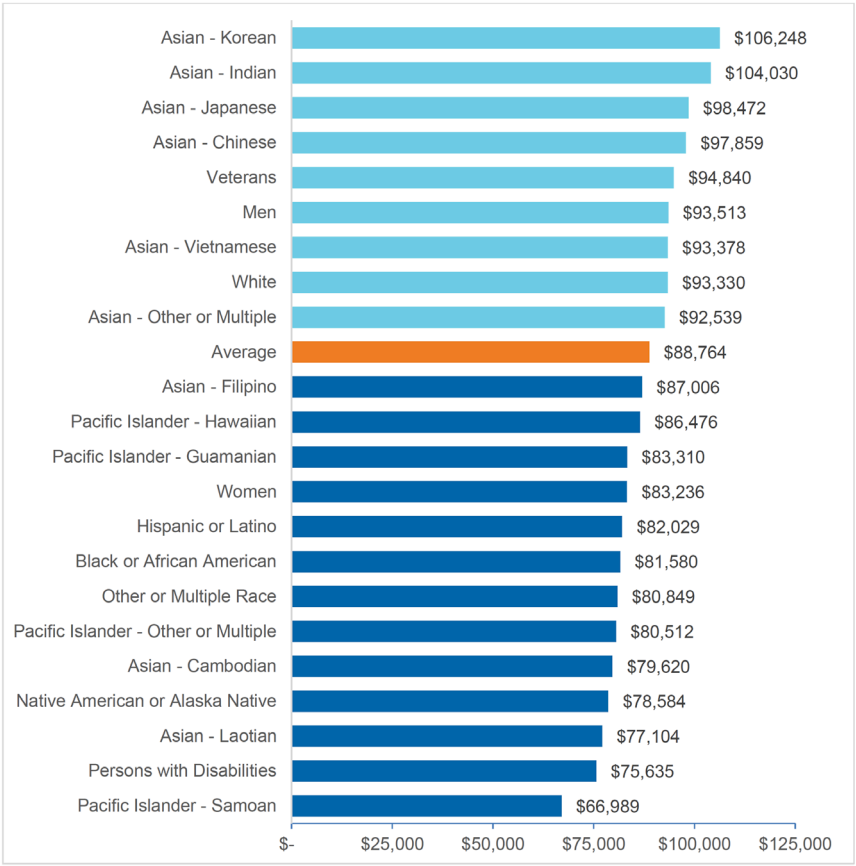




Civil Service Median Base Pay by Employee Group



Civil Service Average Base Pay by Employee Group



[8] *Base pay is the established salary rate for the employee's class and range and does not include overtime, premium pay, or monthly variance in hours worked.*

The following two charts contain a comparison of the overall median and overall average base pay of state employees.[8]

The overall median base pay for civil service was *$82,440*.

The overall average base pay of civil service employees was *$88,764*.

County Profile

The three counties that had the greatest number of employees in state civil service during 2021 were as follows:

Of the 58 counties in the State of California, the following three had the highest employment numbers in the civilian state labor force during 2019:[9]

Civil Service	State Labor Force
Sacramento County (77,026) 34.7%	*Los Angeles* (5,322,906) 26.4%
Los Angeles County (19,375) 8.7%	*San Diego County* (1,726,592) 8.6%
San Bernardino County (10,318) 4.7%	*Orange County* (1,691,770) 8.4%

For a detailed breakout of demographics by county of California State Civil Service, Labor Force and Population, see **Table G**.

[9] *American Community Survey 2019 1-Year Estimates: Public Use Microdata Samples.*

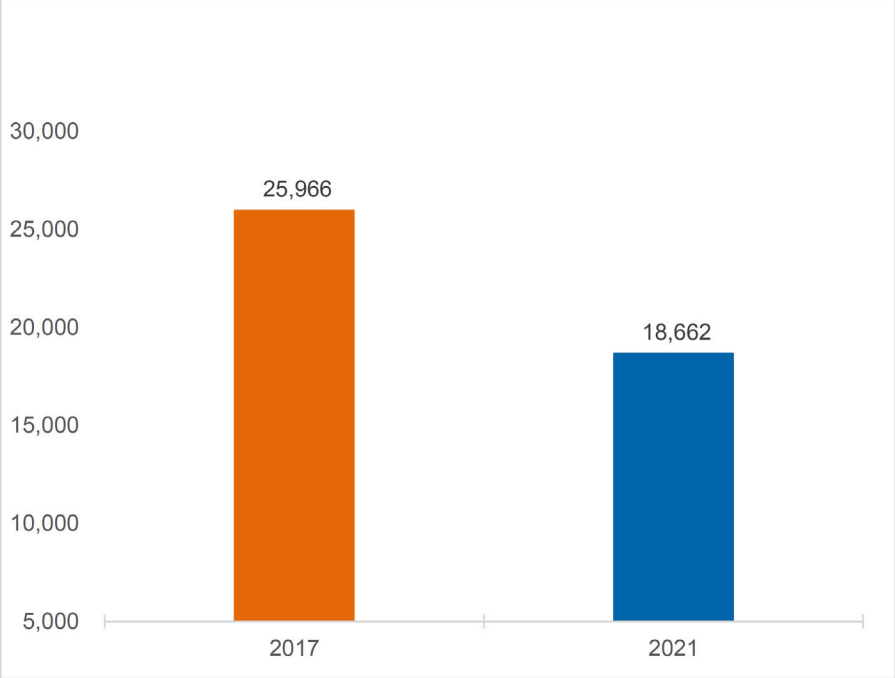
Civil Service Representation of Persons with Disabilities

Disability data is captured through a confidential and voluntary online survey provided to state employees. The State of California defines disability in accordance with Government Code 12926. The data is provided in reports to Equal Employment Opportunity offices for identification of discrimination or possible barriers to employment.

Over the past five years, the number of persons with disabilities in civil service has decreased. Employees who identified as having a disability now represent 8.4 percent of the civil service workforce. **(Table A)**

Although the percentage of persons with disabilities has decreased, persons with disabilities are better represented in the civil service workforce than in the California labor force. In 2019, 4.9 percent of the California labor force identified as having a disability. **(Table G)**

Representation of Persons with Disabilities Over Five Years



As part of the workforce analysis process agencies are required to set goals for improving their representation of Persons with Disabilities. The threshold for statewide disability parity is 16.6 percent. An agency below 80 percent of the disability parity (13.3 percent) is required to set goals and develop an action plan to increase representation of Persons with Disabilities.

The following is information on persons with disabilities as reported by 146 agencies: **(Table H)**

34
agencies met or exceeded California disability parity of 16.6 percent.

15
agencies were between 13.3 percent and 16.6 percent disability representation.

88
agencies fell below 13.3 percent and were required to provide a goal.

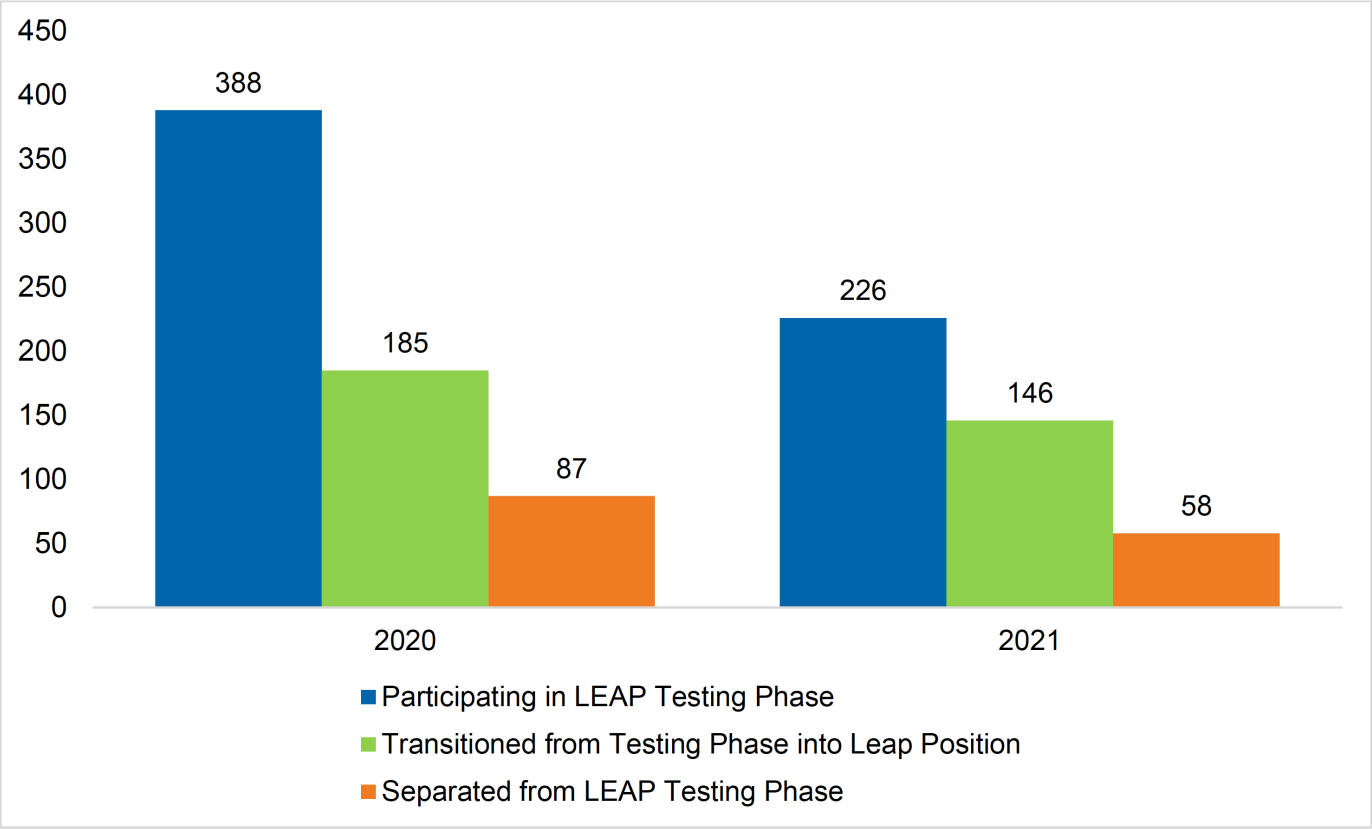
11
agencies met exemption criteria of having two or fewer employees in each job category.

Limited Examination & Appointment Program

The Limited Examination and Appointment Program (LEAP) is an examination program that offers an alternate means of assessing the qualifications and skills of job applicants with disabilities. Once a LEAP candidate is selected for a position, they complete an on-the-job testing phase, called the Job Examination Period (JEP). After successful completion of the JEP, candidates may be appointed to the parallel civil service classification.

In 2021, 226 LEAP appointments were made compared to 388 in 2020. The graph below illustrates the appointment rate over the past two years. [10]

LEAP Employment Statistics



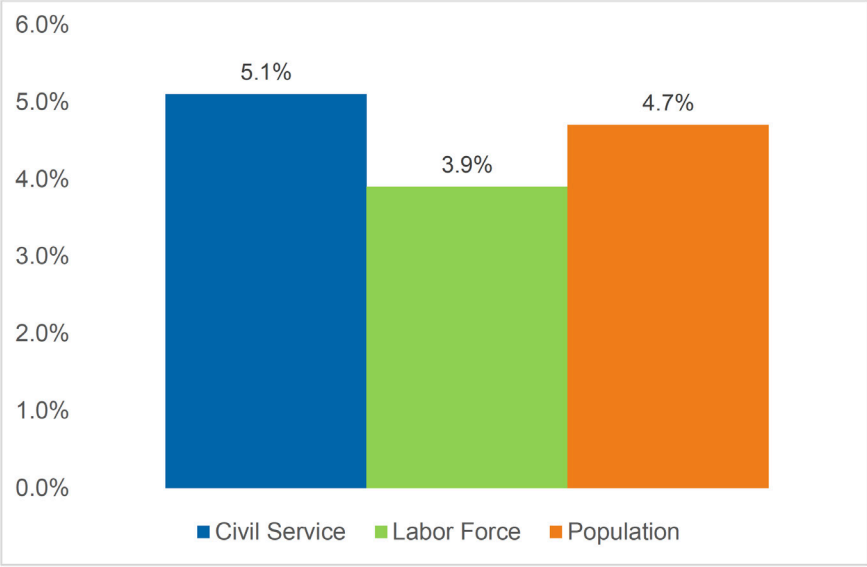
[10] *Information is from the State Controller's Office Current and History files. These show current and immediate past positions, but not prior positions, so only those in the JEP and those in their initial civil service position following conversion to a civil service position from the JEP are identifiable. Because a JEP may overlap the ending of a calendar year, the same candidate may be shown in the testing phase for two sequential years.*

Civil Service Representation of Veterans[11]

As of December 31, 2021, California employed approximately 11,286 veterans. This was a decrease of 565 veterans from 2020. In 2021, veterans represented 5.1 percent of the civil service, 3.9 percent of state labor force, and 4.7 percent of California's population. **(Table G)**

In civil service, the number of veterans hired during 2021 was 343 while the number of veteran retirements was 1,071 (Table L and Table M). The proportionately high retirement rate among veterans in state civil service is consistent with federal estimates showing that over two thirds of California veterans are age 55 and older.[12]

Veterans as a Percentage of Civil Service, Labor Force & Population



[11] *Veterans' data is collected through CalHR's veteran status survey and through veterans filing for preference while applying for initial hire into state civil service positions.*

[12] *State Summary Report, National Center for Veterans Analysis and Statistics, U.S. Department of Veterans Affairs, September 30, 2020.*

Civil Service Upward Mobility

Per Government Code section 19400, an upward mobility program is one in which career opportunities are identified and assistance is provided that will allow employees in low-paying occupations to develop and advance to their highest potential. The upward mobility program is a partnership between the employees and the department. Employees in low-paying occupations must have an agreement with the department to participate in an upward mobility program. California state departments are required to submit to CalHR information on their upward mobility programs and provide annual goals for hiring employees from low-paying occupations into entry-level technical, professional, and administrative positions.

Statewide, agencies have set goals totaling 400 new upward mobility hires for 2022. This was 16 percent less than the hiring goals of 467 upward mobility hires set for 2021.

CalHR is utilizing two new compliance positions to follow up with departments after they submit their workforce analysis if they are lacking the required elements for an Upward Mobility Program and offering an Upward Mobility course in the EEO Academy. The course has already been provided to the state Upward Mobility Coordinators this year.

The following is information on upward mobility as reported by 146 agencies: **(Table I)**

During 2021:

42,583

civil service employees were in low-paying classifications and 2% of them were participating in the upward mobility program.

53

agencies reported having one or more employees participating in their upward mobility program.

81

agencies provided an upward mobility hiring goal of one or more.

Civil Service Hires & Separations

Hires Overall

Total hires into civil service during 2021 were 26,601. **(Table L)** This was approximately 0.1 percent of the state labor force according to the Employment Development Department, Report 400C for 2021.

There were 16,837 advancements, and 733 demotions in civil service during 2021. **(Table L)**

Separations Overall

A separation from civil service may be due to retirement, layoff, acceptance of an exempt appointment, resignation, rejection during probationary period, dismissal, or death. In the appendix, Table J shows separations by agency (with 30 or more separations), and Table K shows separations by job category.

There were 23,514 permanent separations from civil service during 2021, which is approximately 10.6 percent of the 222,122 employees as of December 31, 2021.

During 2021, 10,683 (45.1 percent) of those separating from state civil service were women, and 12,813 (54.9 percent) were men

Of the separations during 2021, 44.7 percent were by people who identified as White. Racial/Ethnic groups that made up the next highest percentages of separations were Hispanic (23.8 percent), Black or African American (10.7 percent), Multiple Race (6.2 percent), and Asian Filipino (4.5 percent), corresponding with their relative levels of employment within the civil service. **(Table K)**

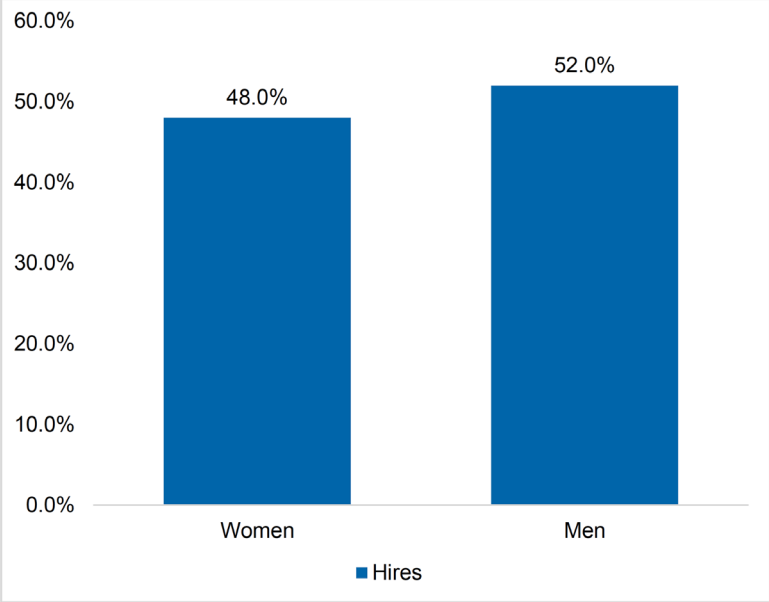
Separations Due to Retirements[13] in 2021 **(Table M)**

- 7,846 (33.4 percent) of permanent separations were due to retirement.
- Of race and ethnicity, the highest retirements were White (51.4 percent) and Hispanic (18.9 percent).
- Women represented 46.3 percent of retirements while men represented 53.7 percent.
- Persons with disabilities were 17.9 percent of total retirements.
- Veterans were 9.5 percent of total retirements.

[13] *Includes retirements and disability retirements.*

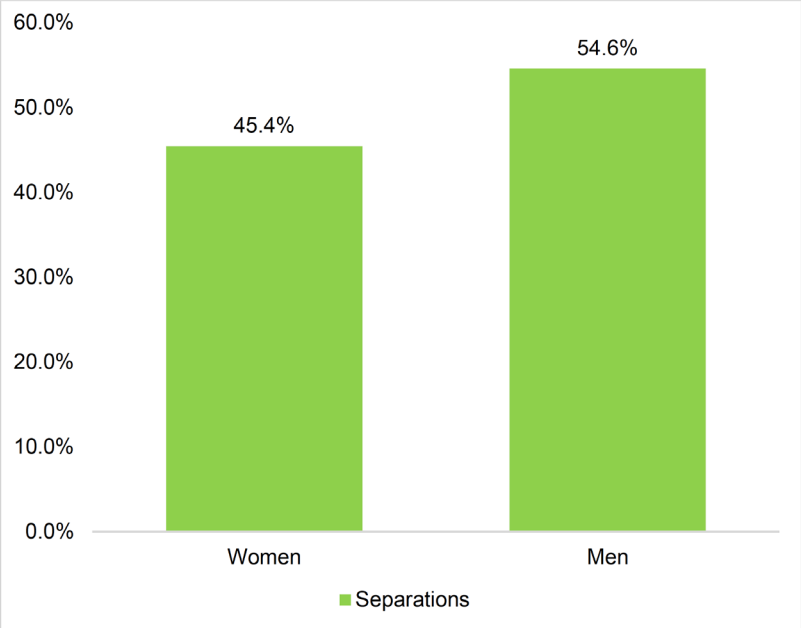
Of the 26,601 hires in civil service, women were 12,771 (48 percent) and men were 13,830 (52 percent). **(Table L)**

Civil Service Hires by Gender



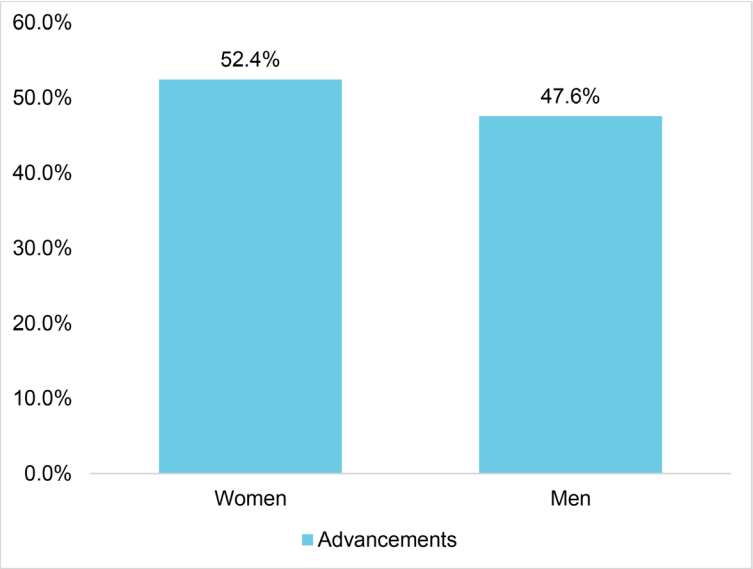
Of the 23,514 separations in civil service, women were 10,683 (45.4 percent) and men were 12,831 (54.6 percent). **(Table K)**

Civil Service Separations by Gender



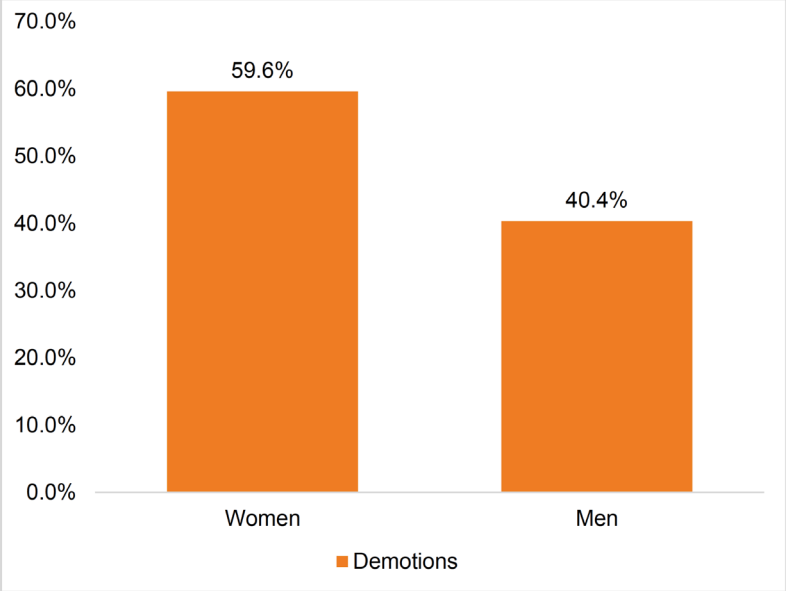
Of the 16,837 advancements in civil service, women received 8,827 (52.4 percent) and men received 8,010 (47.6 percent). **(Table L)**

Civil Service Advancements by Gender

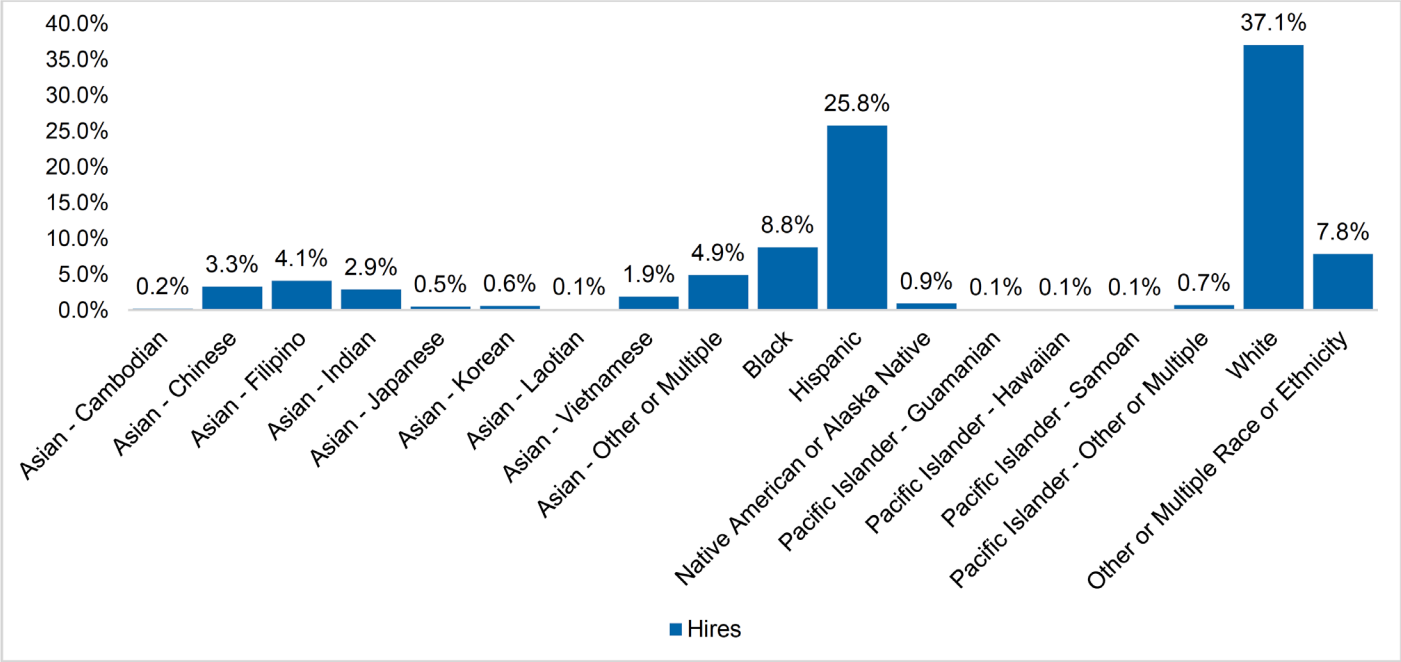


Of the 773 demotions in civil service, women had 461 (59.6 percent) and men had 312 (40.4 percent). **(Table L)**

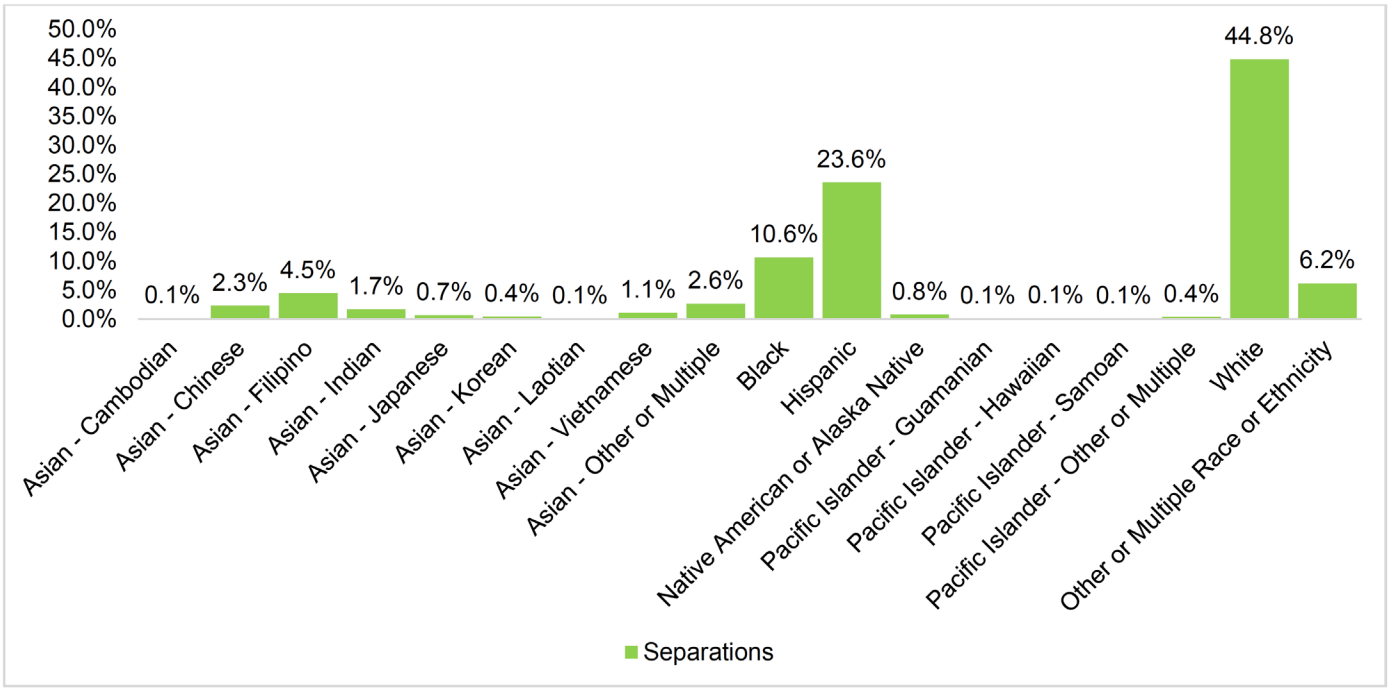
Civil Service Demotions by Gender



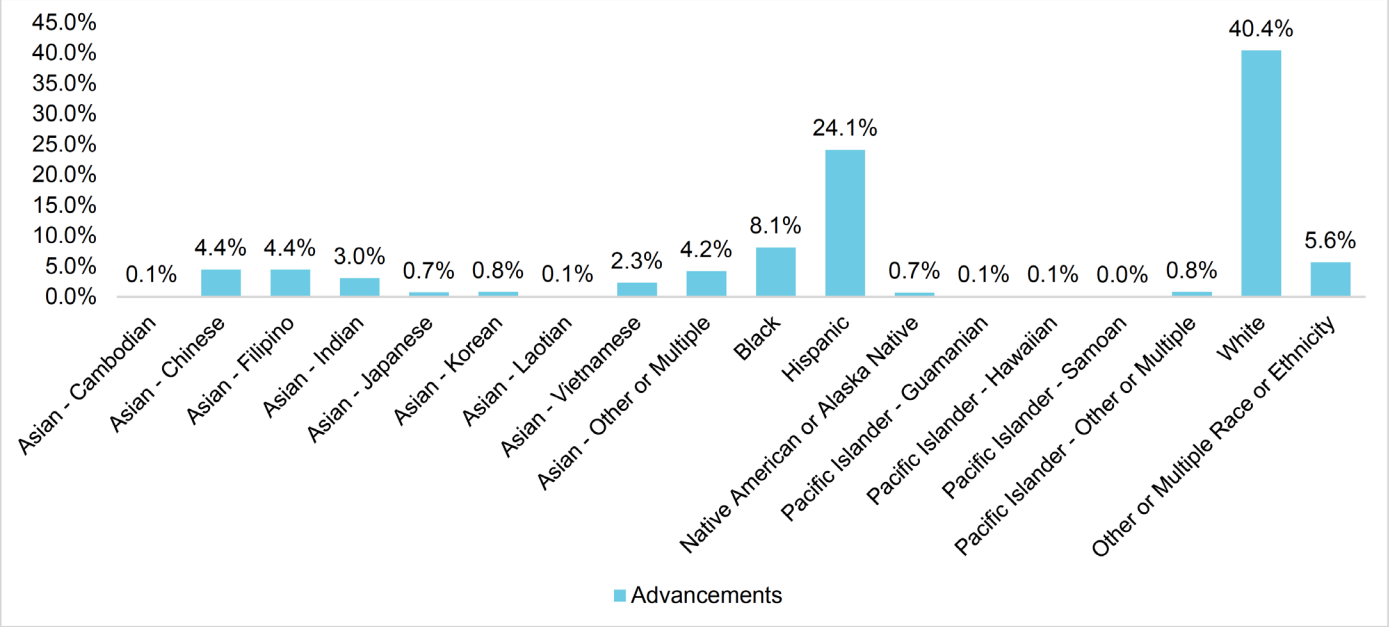
Civil Service Hires by Race & Ethnicity



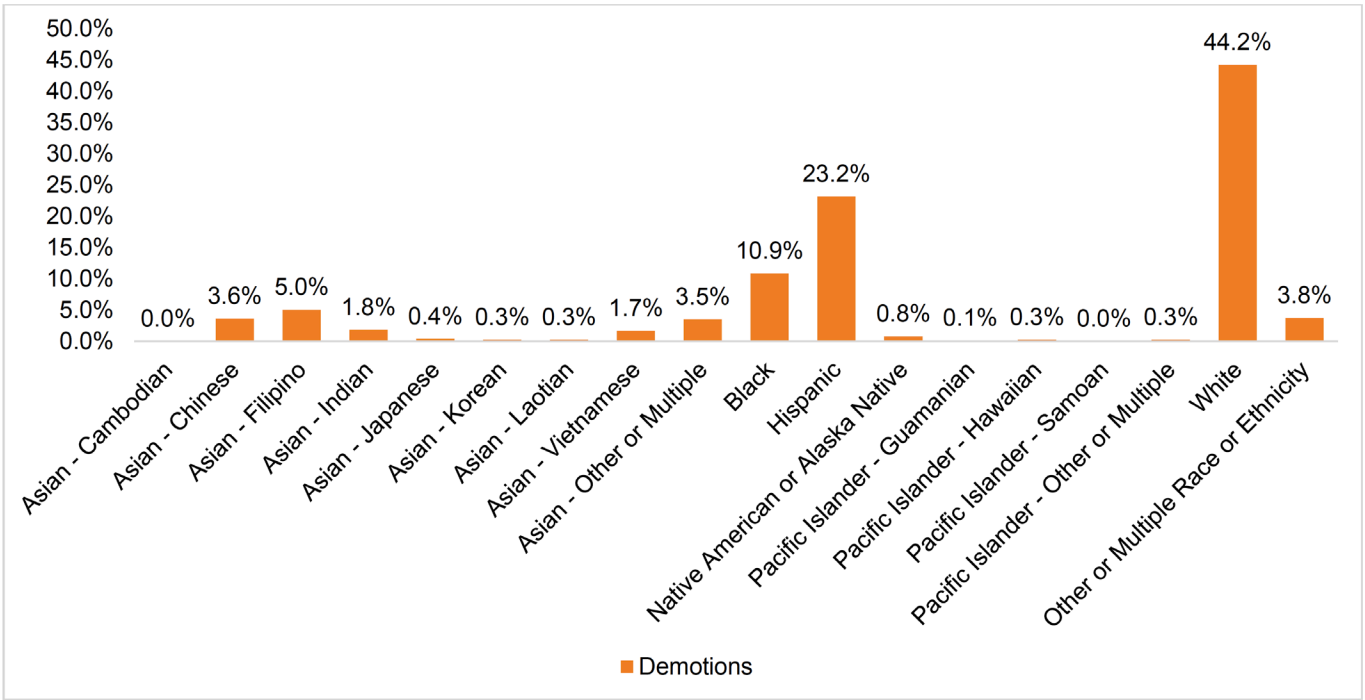
Civil Service Separations by Race & Ethnicity



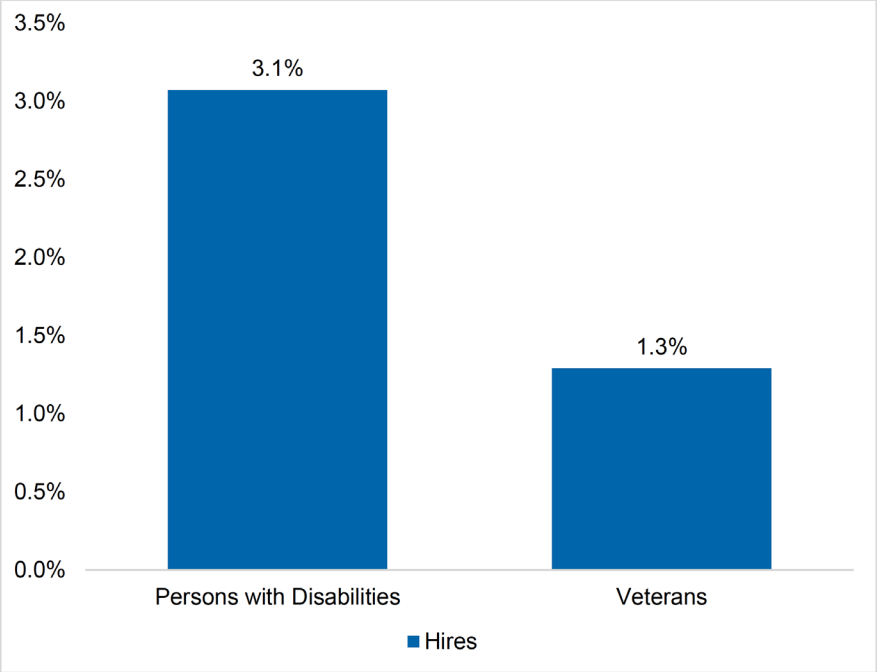
Civil Service Advancements by Race & Ethnicity



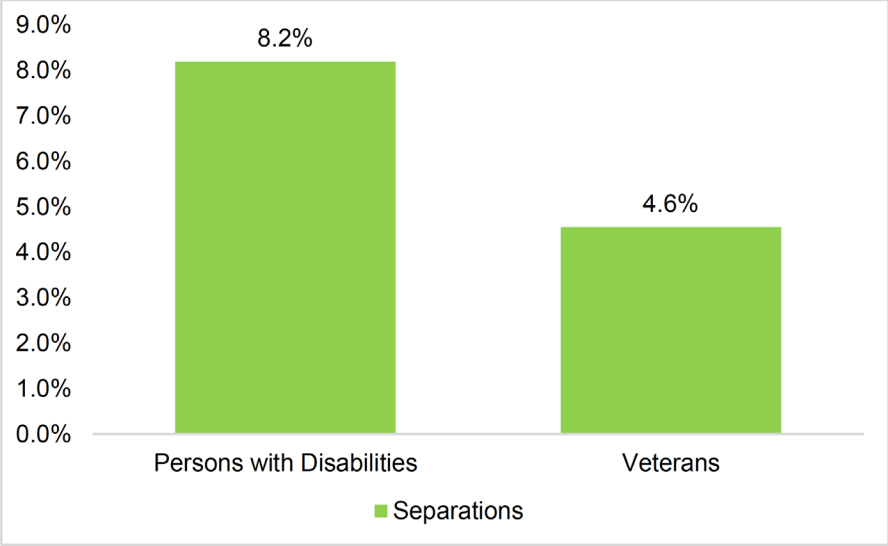
Civil Service Demotions by Race & Ethnicity



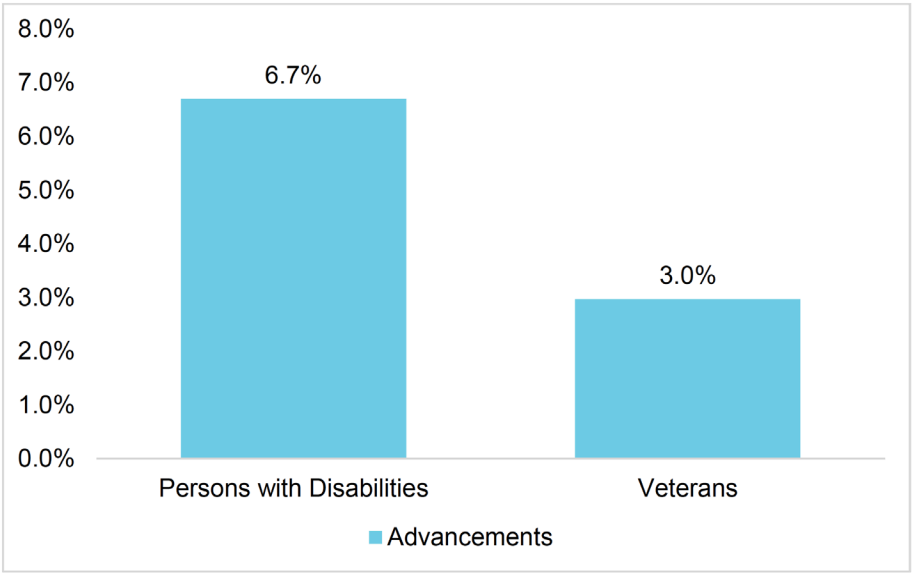
Civil Service Hires by Disability & Veteran Status



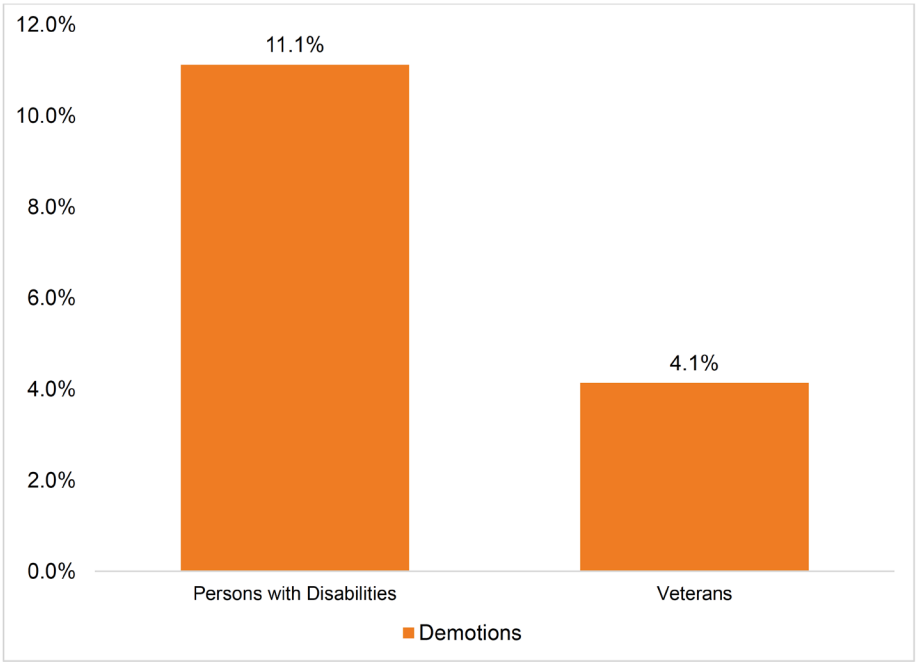
Civil Service Separations by Disability & Veteran Status



Civil Service Advancements by Disability & Veteran Status



Civil Service Demotions by Disability & Veteran Status



Data References

Civil service data in the following tables came from the State Controller's Office employment history database and CalHR's employee demographic survey results. To access the tables, please visit the CalHR Annual Census 2021 webpage.

- Table A: State Civil Service Representation by Gender for All Agencies
- Table B: State Civil Service Composition by Agency with 30 or More Employees
- Table C: State Civil Service Composition by Age
- Table D: State Civil Service Composition by Job Category
- Table E: State Civil Service Composition by Salary
- Table F: State Civil Service Composition by Job Category and Salary
- Table G: Demographics by County of State Civil Service, Civilian Labor Force and Population
- Table J: State Civil Service Separations by Agency with 30 or More Separations
- Table K: State Civil Service Separations by Job Category
- Table L: State Civil Service Appointments by Type
- Table M: State Civil Service Separations by Retirement Status

The data in the following tables were derived from agencies' workforce analysis submittals. The designation "PWD Exemption" signifies "Exempt from Submitting Persons with Disabilities Data." "UM Exemption" signifies "Exempt from Submitting Upward Mobility Data."

- Table H: State Civil Service Disability Representation and Hiring Goals by Agency
- Table I: State Civil Service Upward Mobility Participation and Hiring Goals by Agency

Data in the following table came from the State Controller's Office employment history database, CalHR's employee demographic survey results, and from the U.S. Census Bureau 2019 American Community Survey 1-Year Estimates Public Use Microdata Samples.

- Table G: Demographics by County of State Civil Service, Civilian Labor Force, and Population

California labor force information on page 7 was provided by the California Employment Development Department in Report 400C: Monthly Labor Force Data for Counties December 2020 Revised March 29, 2021.

A listing of state classifications according to the Federal Standard Occupational Classification System is available on CalHR's website under Statewide Demographic Reports, Report 2 – State Classifications by Detailed SOC Occupational Group by Major SOC Group.

Percentages in this report may not total 100 percent due to rounding.

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