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# The State and Local Government Workforce: Trends and Patterns in Georgia, the South, and the United States

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## I. Introduction

State and local governments (SLGs) are an important part of the U.S. and Georgia economies. They employ 14 percent of the total full-time workforce in the US, and compensation of SLG employees accounts for about 20 percent of SLG budgets (Madland and Bunker 2011). This report compares patterns in Georgia, the rest of the South,<sup>1</sup> and the rest of the country for 1980 through 2012 to provide context for discussion of the appropriate size, occupational mix, skill sets, demographic composition, and pay of their workforces.

Some worry that governments are growing out of control; however, SLGs have actually employed a fairly steady 12 to 14 percent of full-time worker over the past three decades. Although SLG employment as a share of the labor force has grown in the immediate wake of the last two recessions, the cause has been the drop in private sector employment rather than a rise in SLG employment. Despite Southern conservatism, SLGs employ a slightly larger percentage of the workforce in the South than in the rest of the country, though Georgia is somewhat lower than the rest of the South.

Education, public safety, and health have been the most important functions of SLGs in terms of employment throughout this period—though the education function has grown in importance, while the health function has declined. Teachers, professors, and other employees of schools and universities make up nearly half of SLG employees in Georgia, a larger percentage than in the rest of the country, though the rate of growth is about the same. Public safety employees account for 20 percent of SLG employees nationally, down slightly since 2000 but up slightly from 1980; Georgia is typical. Health and hospital employees account for 11 percent of the SLG workforce, down from 18 percent in 1980. Georgia has seen a more extreme drop, from 20 percent in 1980 to 8 percent in 2012.

Apparent qualifications of SLG employees are high and growing. On average, they have 1.4 more years of education than private sector employees do, and their average educational attainment has risen by 1.4 years since 1980. This is somewhat faster than the rise in education levels in the private sector, widening the education gap a bit. Georgia's SLG workforce lagged behind the national average educational attainment in 1980, but matches it today.

SLG employees also have more work experience, on average, than their private sector counterparts, though we can only estimate that based on age. The average SLG employee is three years older than the average private sector employee. Their average age has also increased by more than four years since 1980, though that trend is likely to reverse as more and more Baby Boomers retire. Although SLG workforces will see more turmoil from retirements over the next decade than private firms will, Georgia's

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<sup>1</sup> Our definition of the South uses a line associated with the Missouri compromise: Oklahoma, Arkansas, Tennessee, and North Carolina are the northern border. Southern states also include South Carolina, Florida, Alabama, Mississippi, Louisiana, and Texas. We count Kentucky, West Virginia, Virginia, Maryland, Delaware, and the District of Columbia—which are included in some definitions of the South—as being in the rest of the United States.

SLG workers are 1.5 years younger than the national average, so any “retirement tsunami” is probably further off.

In recent decades, SLGs have been more welcoming employers than the private sector for women and African-Americans. Public administration research suggests that this had had positive impacts on the responsiveness of SLGs to public desires and has improved SLG services to minorities and women. Over half (54 percent) of SLG employees are now women, up from 40 percent in 1980. Women’s share of private sector employment has also grown, but more slowly, and the private sector workforce is still 60 percent male.

Although whites tended to be under-represented in SLGs in 1980—in the sense that they made up a smaller percentage of the SLG than of the private sector workforce—they are now over-represented. This has not come at the expense of African-Americans, who have been over-represented in SLGs in this sense throughout this period. Instead, SLG employment of Latinos and Asians has lagged far behind their share of the private sector workforce (immigration is the most likely explanation). Georgia SLGs generally follows national trends, but their employment of African-Americans is especially high and their employment of Latinos and Asians is strikingly low and growing more slowly than in the rest of country.

We found little evidence to support concerns that SLGs over-pay their employees, especially in Georgia. Average SLG pay has risen very little in real dollars since 2000 nationally, and it has dropped here in Georgia. Since 1990, average SLG pay has been 95 percent as high as average private sector pay outside the South and 90 percent as high inside the South, but it is currently less than 85 percent as high as average private sector pay in Georgia—and that percentage may be dropping.

On average, SLGs pay 9 percent less than private sector firms for employees of the same age, educational attainment, race, and sex.<sup>2</sup> The size of the pay gap varies with education: high school graduates earn about the same in the SLG and private sectors, while college graduates earn far less in SLGs. The pay gap also varies with race: blacks and Latinos tend to earn as much or more in SLGs as in the private sector, but whites typically earn more working for private firms. The pay gap also varies with gender, but much less than in the past: in 1980, women made about the same in both sectors, while white men earned about 15 percent less if they worked for SLGs; today, both white men and women earn about 9 percent less in SLGs.

Public-private pay differences also vary by state, and the pay gap in Georgia may be the largest in the country. Georgia local governments tend to pay 18 percent less than comparable workers could expect to earn in the private sector; for state governments, the pay gap is 21 percent. Georgia’s local government pay gap has grown over time, while nationally the pay gap has been fairly stable, and its state government-private sector pay gap has doubled since 1980.

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<sup>2</sup> This is differences in pay only. It does not account for differences in job security or benefits.

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This is a combination of relatively low SLG salaries in Georgia (it ranks 35<sup>th</sup> in expected SLG pay for comparable workers) and relatively high private sector pay (it ranks 21<sup>st</sup>). In some occupations, Georgia pays competitively with other SLGs: college professors earn the national average and school teachers earn 3 percent more in than other Southern states but 13 percent less than in the rest of the country. Georgia pays its police, firefighters, prison guards, and registered nurses far less than comparable workers make elsewhere—6 percent less than other Southern states and 40 percent less than states outside the South. Georgia ranks 44<sup>th</sup> in pay for comparable protective service employees and 46<sup>th</sup> for nurses.

The report proceeds as follows: Chapter 2 examines the size and composition of the SLG workforce—examining the occupational mix, educational attainment, age distribution, and race-and-gender composition of the SLG workforce. It examines trends over time and compares Georgia to the rest of the South and the rest of the country. Chapter 3 focuses on pay. It looks at trends in current and constant dollars, public-private pay differences, and race and gender pay disparities in SLGs. Chapter 4 tightens the focus on public-private pay differences, comparing Georgia to each other state rather than to just the rest of the South and the rest of the country. It also breaks down comparisons for state and local governments separately and examines differences for broad occupational categories and for several specific occupations.

## II. Employees

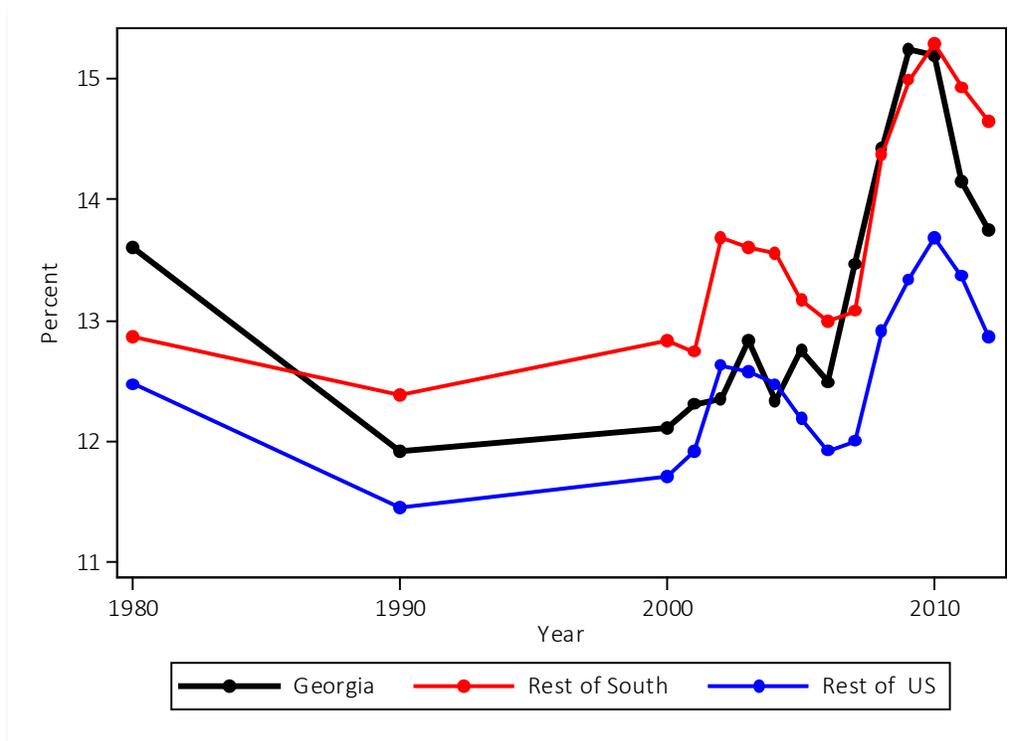
This chapter examines the size, occupational/functional distribution, qualifications, and diversity of the SLG workforce. First, it looks at whether the SLG workforce is growing faster than the general economy. Second, it examines whether the functions SLGs perform are changing and whether SLG employees work in different occupations today than thirty years ago. Third, it looks at SLGs' ability to hire highly qualified employees in terms of educational and experience levels. As part of that, it considers the possibility of a coming retirement tsunami. Fourth, it examines whether SLG workforces are representative of the citizens they serve: Do SLG bureaucracies look like the people of their state in terms of race and gender?

In each section, we first examine national trends since 1980. We then compare patterns in Georgia to those in the rest of the South and to those outside the South. In discussing the characteristics of SLG workforces—education, age, race, and gender—we also compare SLGs to the private sector, as the characteristics of the U.S. workforce are also changing across all these dimensions.

### SIZE

Despite some people's fears that government is growing rapidly out of control, SLGs nationally have employed a relatively steady 12 to 14 percent of the total full-time workforce over the past three decades. As a share of that workforce, SLGs grew in the wake of the 2001 recession and more strongly following the Great Recession, primarily because both economic downturns hit the private sector faster, so that private sector employment dropped sooner (Allegretto, Jacobs, and Lucia 2011). Federal stimulus money (the American Recovery and Reinvestment Act of 2009) kept SLG employment stable for two years (Dadayan and Boyd 2013), and the percentage of employees working for SLGs peaked at 14.2 percent in 2010. Since then, private sector jobs have bounced back but SLG employment has dropped, and the SLG share of total employment dropped nearly a point by 2012.

Despite the South's greater conservatism, SLGs have typically employed a larger share of the workforce in Georgia and other Southern states than in the rest of the country (Figure 2-1). In 2009-10, for instance, SLG employment peaked at 15 percent in the South and 13.5 percent in the rest of the country. SLG employment in Georgia dropped back to 14 percent in 2012, a percentage point below the rest of the South but still a point above the rest of the country.

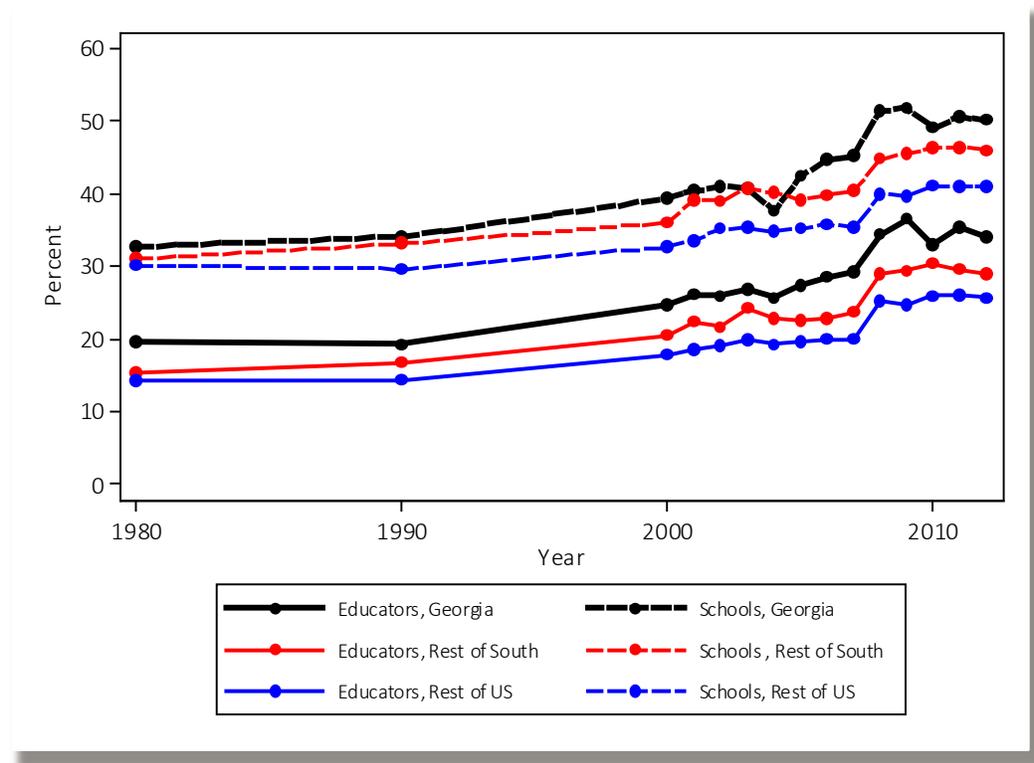
**Figure 2-1. SLG Share of Total Workforce by Region**

## OCCUPATIONAL DISTRIBUTION

Nationally, education is the largest and most rapidly growing function of SLGs. We look at this in two ways. First, the share of SLG employees who worked for schools and universities rose by nearly half over the past three decades, jumping from 30 percent in 1980 to 43 percent in 2012. Second, the percentage of SLG employees who were front-line educators (elementary and high school teachers, college professors, librarians, and counselors) nearly doubled, up from 15 percent in 1980 to 27 percent in 2012. The difference between these sets of percentages is due to the fact that schools and universities employ managers, clerks, cooks, janitors, and many other types of workers, in addition to teachers and professors.

The education function is especially important in Georgia and the rest of the South (Figure 2-2). In 1980, the percentage of SLG employees who were front-line educators (the solid lines) was 19.6 percent in Georgia, 15.4 percent in the rest of the South, and 14.3 percent in the rest of the country. By 2012, those percentages had risen to 34.1, 29.0, and 25.7, respectively. Overall employment in schools and universities (the dashed lines) rose from 33 to 50 percent in Georgia, from 31 to 46 percent in the rest of the South, and from 30 to 41 percent in the rest of the country. Georgia's employment of front-line educators is rising at about the same speed as the rest of the country, though its employment in schools and universities is growing faster.

**Figure 2-2. SLG Employment of Educators and in Schools and Colleges**

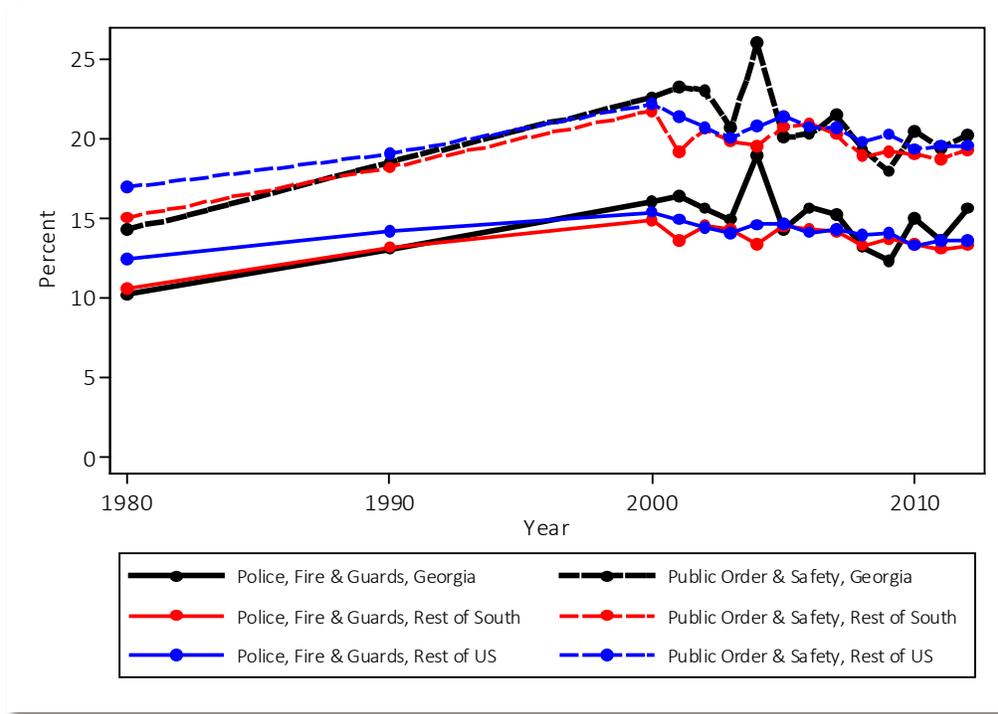


Public safety is the second biggest function of SLGs in terms of employment. About 20 percent of SLG employees work in this area, down from 22 percent in 2000, but up from 16.5 percent in 1980. The percentage working directly in protective service occupations (police, firefighters, and guards) is about two-thirds that number (13.6 percent in 2012), but shows the same pattern of growth from 1980 to 2000, followed by decline since. Patterns for Georgia closely track those for the rest of the South (Figure 2-3).

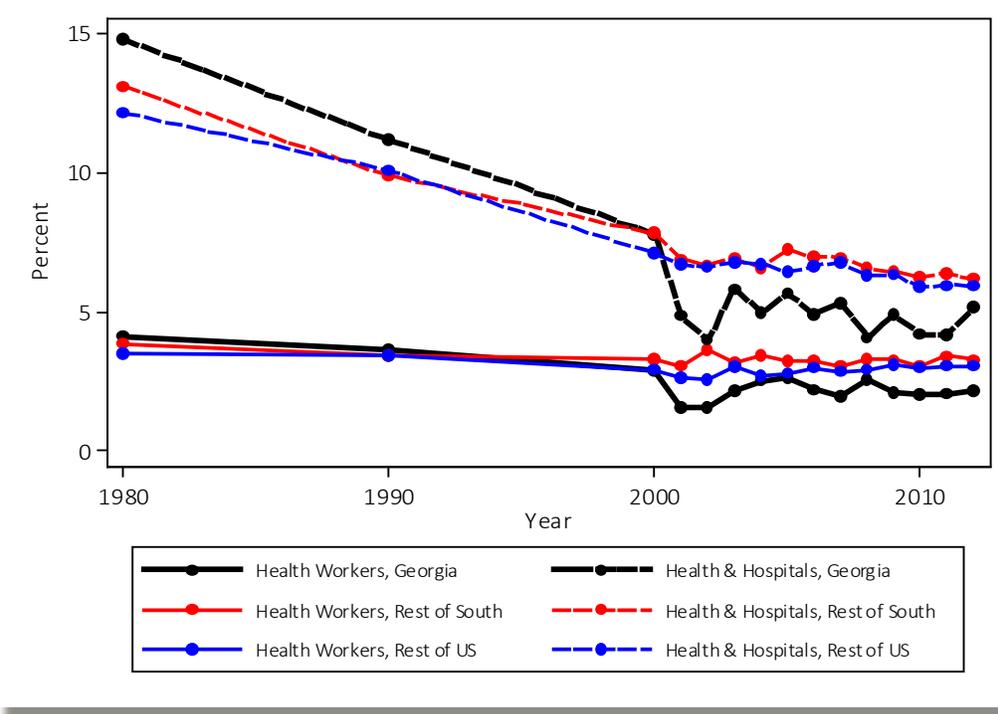
Health and hospitals are the third major function of SLGs (Figure 2-4). They employ a decreasing share of the SLG workforce, however, down from 12.6 percent in 1980 to 6 percent in 2012. Nationally, the drop had almost entirely occurred by 2000, and their share dropped only from 7.3 to 6 percent over the past dozen years. In Georgia, however, the drop has been steadier and more extreme—from 14.8 percent in 1980 to 7.8 percent in 2000 to 5.2 percent in 2012 (Figure 2-6). Southern rates were two percentage points lower than Georgia in 1980 and two points higher in 2012.

Employment of health care workers has dropped less—from 3.6 percent of SLG employees in 1980 to 3 percent in 2000 to 3.1 percent in 2012. Georgia again stands out as more extreme, dropping from 4.1 percent in 1980 to 2.9 percent in 2000 to 2.2 percent in 2012. Although Georgia was barely distinguishable from the rest of the region and country from 1980 to 2000, its employment rates are notably lower in the years since.

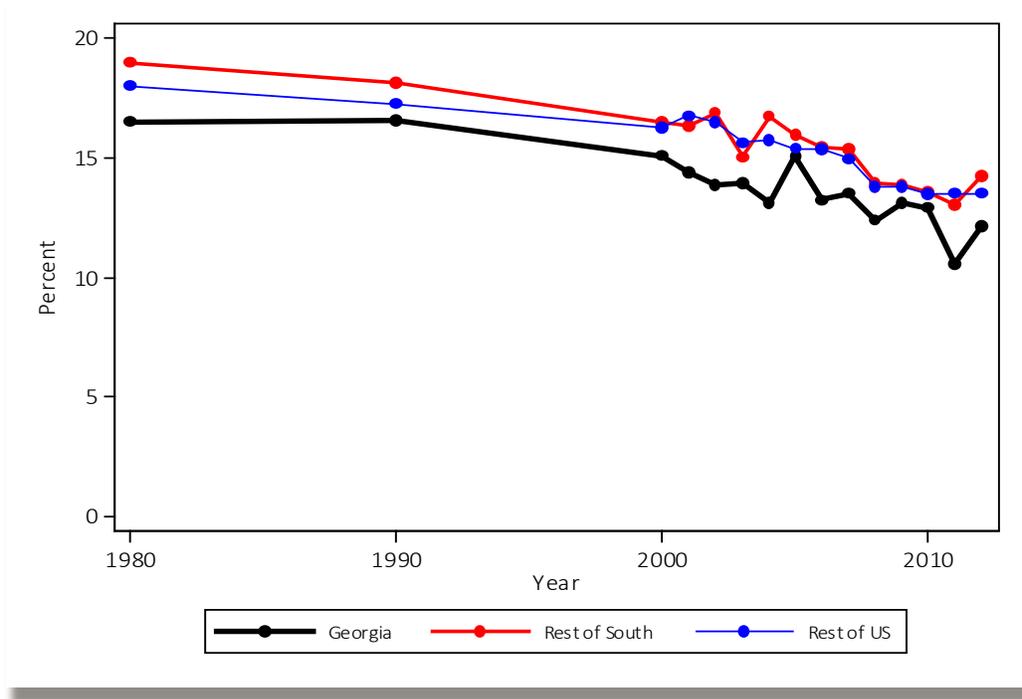
**Figure 2-3. SLG Employment of Police, Firefighters, Guards, and other Public Safety**



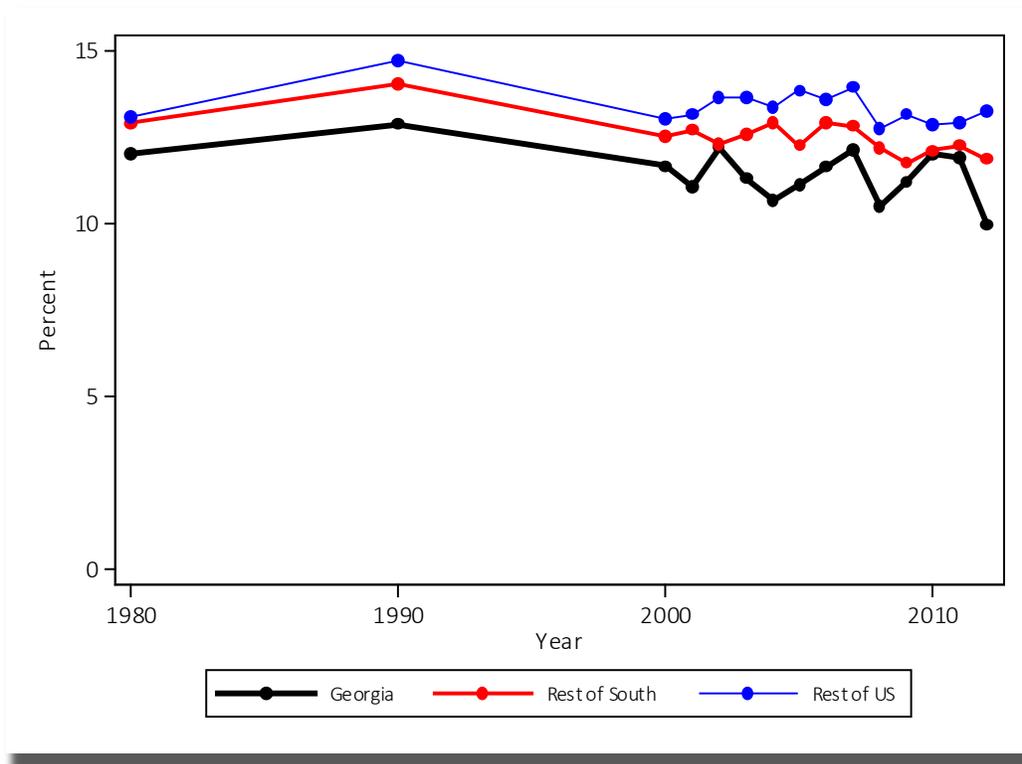
**Figure 2-4. SLG Employment of Health-Care Workers and in Health and Hospitals**



**Figure 2-5. SLG Employment in Office & Administrative Support Occupations**



**Figure 2-6. SLG Employment in Management & Professional Occupations**



Through government bureaucracy is often associated in the public mind with office and administrative support occupations, the percentage of SLG employees who work in those occupations has declined fairly steadily, from 18 percent in 1980 to 14 percent in 2012. Management occupations make up a fairly steady 13 percent of SLG employment. Georgia has consistently been below both the rest of the South and the rest of the country in the proportion of its employees who work in both sets of occupations (Figure 2-5 and Figure 2-6).

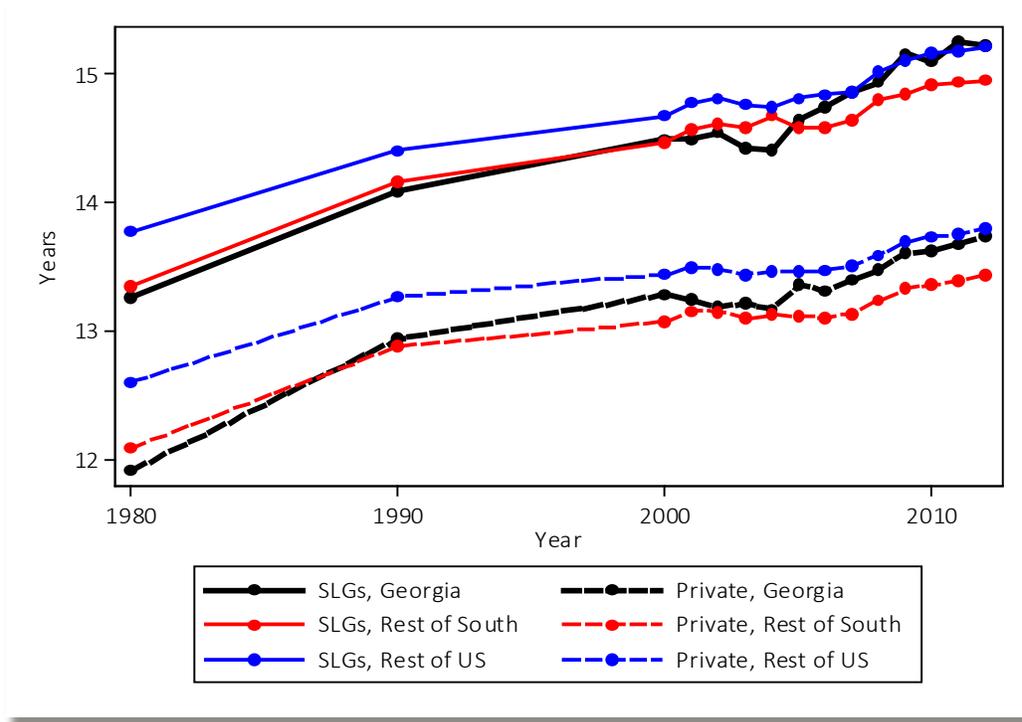
## QUALIFICATIONS

Are SLGs able to hire sufficiently qualified workers? Two rough measures of ability are educational attainment and experience levels. Because of their different occupational mixes, educational levels have consistently been higher in SLGs than in the private sector. Educational attainment has been rising at similar rates in both sectors, maintaining the size of the gap. In 1980, the average SLG employee had 13.7 years of education, and 33 percent had at least a bachelor's degree; in contrast, the average private sector employee had 12.5 years of education, and only 17 percent had graduated from college. By 2012, mean educational attainment in SLGs was 15.1 years, and 53 percent had bachelor's degrees; private sector workers had, on average, 13.7 years of education, and 31 percent had bachelor's degrees. The difference in graduate degrees was also stark: 26 percent *versus* 9 percent. Note that this trend is not driven by increased levels of qualification in the education sector. On average, SLG educators had 16.76 years of education in 1980 and 16.79 years in 2012. The mean years of education for other SLG employees rose from 13.23 years to 14.63 years.

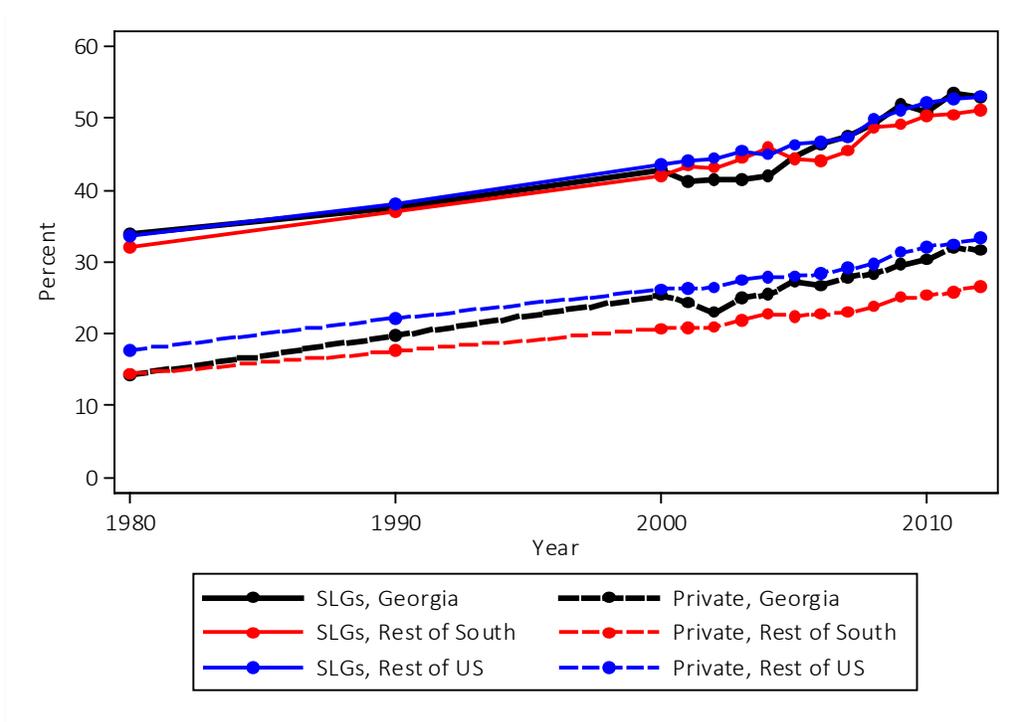
Although the SLG workforce in Georgia was one of the least educated in the country in 1980, it is now comparable to the rest of the country. In 1980, mean years of education for SLG employees was 13.3 in Georgia, 13.4 in the rest of the South, and 13.8 in the rest of the country (Figure 2-7). By 2012, those figures were 15.2, 15.0, and 15.2, respectively. Similarly, the percentages of SLG workers with bachelor's degrees in 2012 were 53 percent in Georgia, 51 percent in the rest of the South, and 53 percent in the rest of the country (Figure 2-8). The percentages with graduate degrees were 30 percent, 22 percent, and 28 percent, respectively. Though the rest of the South continues to lag a little behind the rest of the country, Georgia does not (Figure 2-9).

Census data do not include direct measures of work experience, but age levels are reasonably good proxies, especially for groups that work steadily once they enter the labor force. The U.S. workforce has aged steadily as Baby Boomers have approached retirement. SLG employees were already older than private sector employees in 1980, however, and the age gap has widened since. In 1980, SLG workers were, on average, 1.6 years older than private sector workers (40.2 *versus* 38.6). Over the next ten years, the average age in SLGs rose by a year (to 41.1), but that of private sector workers dropped slightly (to 38.2). By 2000, the age gap widened to three years (42.8 *versus* 39.8). The gap was virtually unchanged in 2012, when SLG workers had aged by 1.8 years and private sector workers, by 1.9 (to 44.6 and 41.7, respectively). Thus, SLG workers appear to have been more experienced than private sector workers throughout the past three decades.

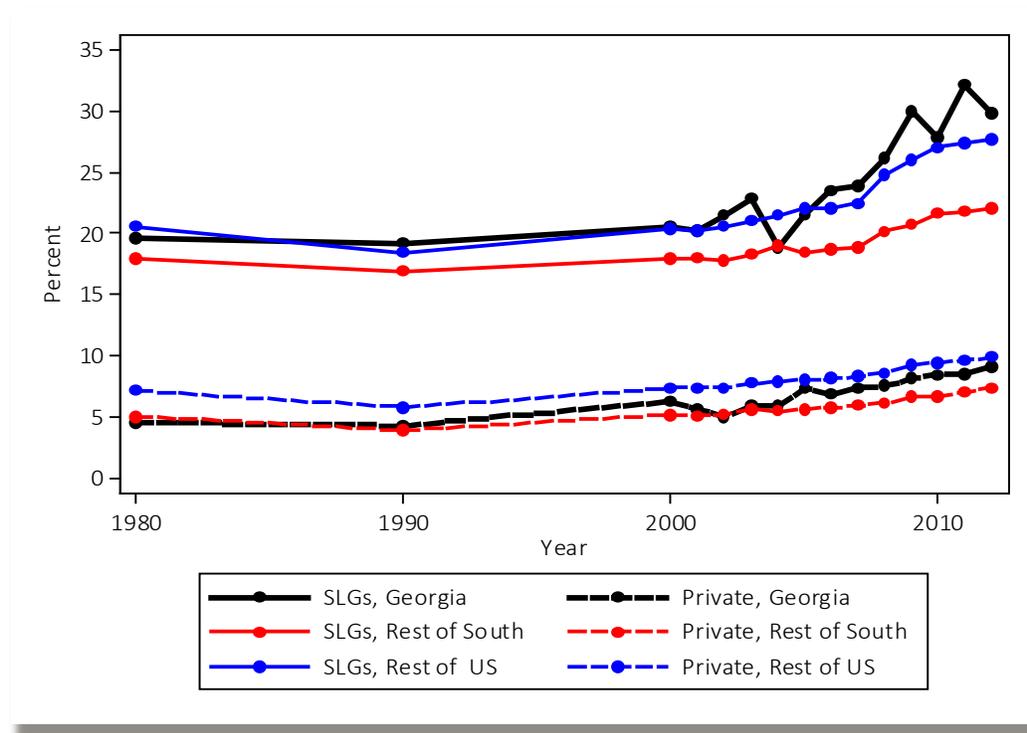
**Figure 2-7. Mean Years of Education of Workforce by Region and Sector**



**Figure 2-8. Percentage of Workforce with Bachelor's Degree by Region and Sector**



**Figure 2-9. Percentage of Workforce with Graduate Degree by Region and Sector**

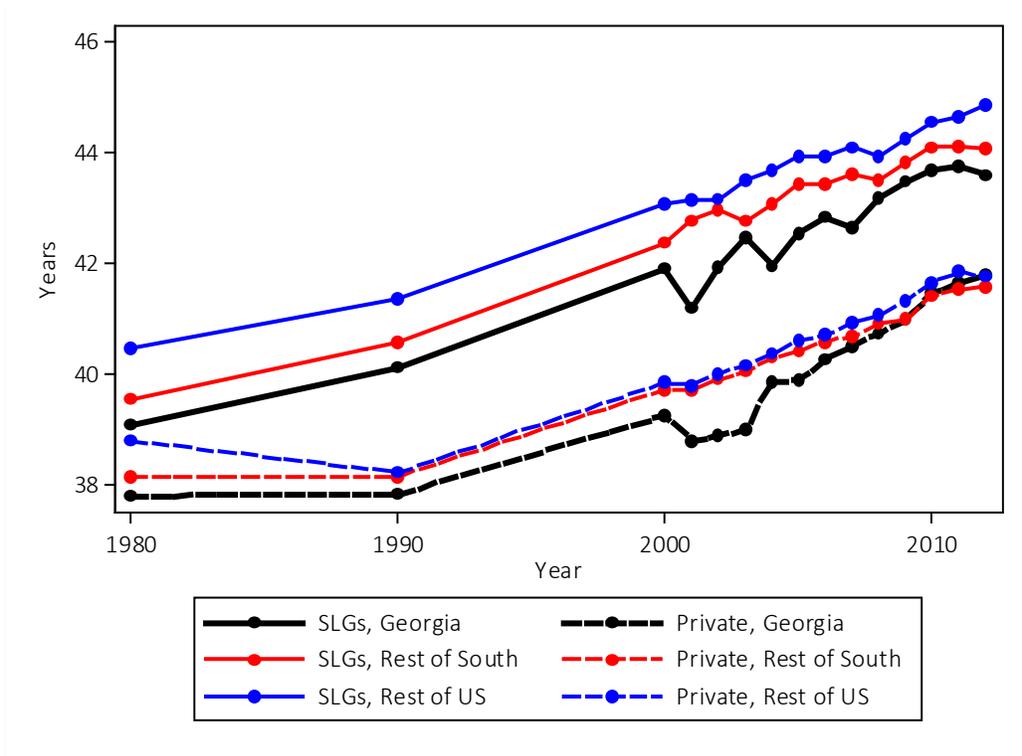


Older workers are not merely more experienced; they are also closer to retirement. Turnover rates tend to be lowest for workers in their early 30s through their early 50s. Some public sector workers are able to retire by age 55, and retirement rates in both sectors spike at 60, 62, and 65. As public sector workforces have aged, smaller percentages have been in their high-turnover 20s and higher percentages have been in the low-turnover midcareer. As the leading edge of the Baby Boom is now 68, however, higher percentages are eligible to retire, leading to warnings over the past decade of a retirement tsunami. In 1980, 16 percent of SLG workers were 55 or older and 6.5 percent were at least 60. By 2012, 22 percent of SLG employees had reached those age thresholds, increases of more than one-third. For the private sector in 2012, those percentages were one-third lower (17 and 6 percent, respectively).

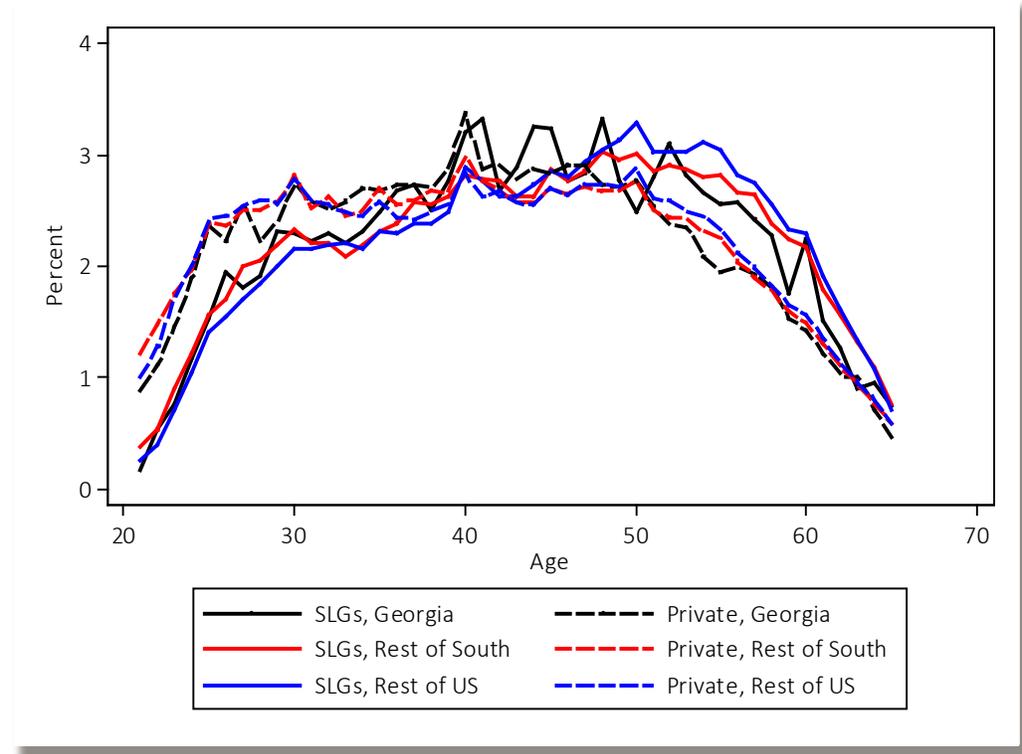
Increasing retirements in the public sector should lead to more hiring, which could mean more workers in their high-turnover 20s. In 2012, SLG workers were only half as likely as private sector workers to be in their 20s (11.2 percent *versus* 21.5 percent), and the difference was even stronger for the early 20s: 8.6 percent of private sector and only 4 percent of SLG employees were 25 and under. Turnover in SLGs may rise relative to the private sector.

Age patterns vary by region, however, and Georgia SLG workers are 0.5 year younger than those in the rest of the South and 1.3 years younger than those in the rest of the country (Figure 2-10). Georgia's private sector workers are neither older nor younger than those in the rest of the country, though. This

**Figure 2-10. Mean Age of Workforce by Region and Sector**



**Figure 2-11. Age Distribution of the Workforce by Sector and Region, 2012**



shows up in the age distribution as well: Georgia faces less immediate threat of a retirement tsunami in SLGs than do most states (Figure 2-11).

## REPRESENTATION

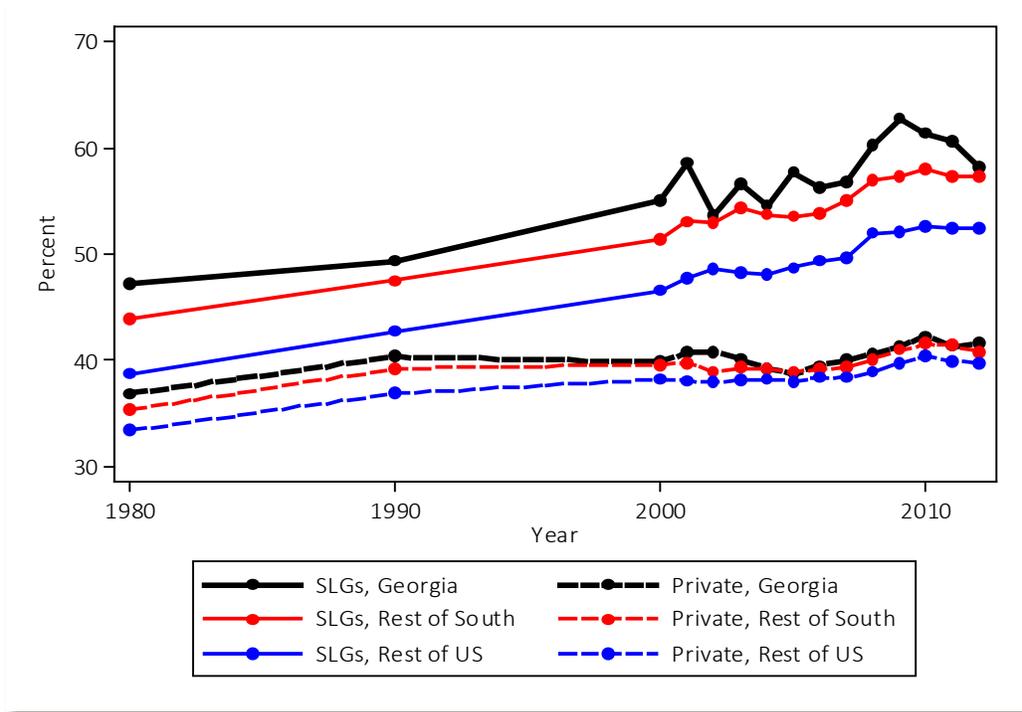
The representation of women and minorities in government has important policy implications. In 1978, the Civil Service Reform Act committed the U.S. to a goal of a federal service that “looks like America” (Rosenbloom and Berry 1984; Naff 2001). One goal is to ensure equitable treatment of groups who have historically faced discrimination. Government jobs generally provide stable employment and good benefits. Gender and racial/ethnic pay disparities among comparably educated and experienced employees tend to be smaller in the public than in the private sector (Borjas 1980; Asher and Popkin 1984; Singell 1991; Logan, Alba, and Stults 2003; Katz, Stern, and Fader 2007). Those pay patterns, plus stronger formal protections against discrimination, help explain women’s and minorities’ higher preference for public sector employment (Blank 1985; Lewis and Frank 2002; Cohen, Zalamanovitch, and Davidesko 2006; Llorens, Wenger, and Kellough 2008).

A public service that is more representative of the state’s population may also lead to bureaucratic policy-making that more accurately reflects the desires of the citizenry and to better services for women and minorities. Government employees may use their discretion to favor services and policies that benefit citizens who share their social and cultural experiences (Meier, 1975; Mosher, 1968). A bureaucracy with a more diverse workforce may mean that more groups’ interests get recognized when government officials need to make discretionary decisions.

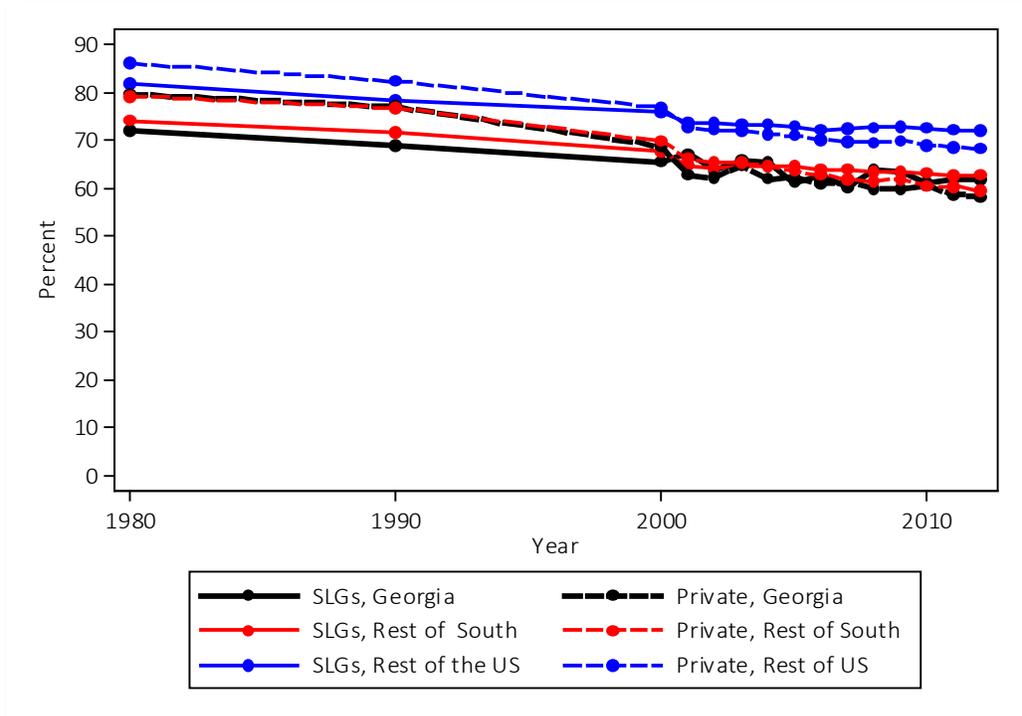
The overall SLG workforce has represented women and blacks well since at least 1980. Women have made up a disproportionate share of the SLG workforce over the past three decades, and women’s share of employment has grown faster in SLGs than in the private sector. In 1980, 40 percent of SLG employees and 34 percent of private sector employees were women; by 2012, those figures were 54 and 40 percent. The education sector is an important part of that pattern. First, educators make up a rapidly increasing share of SLG employees (up from 14 to 27 percent over this period), and teachers were more likely than other SLG employees to be women even in 1980 (48 *versus* 33 percent). Second, female representation has risen faster among educators than in other SLG occupations. Among educators, the percentage of employees who are women increased from 48 percent in 1980 to 72 percent in 2012; for non-educators in SLGs, the comparable percentages were 33 and 48 percent, respectively.

Women have consistently made up a larger percentage of the SLG workforce in the South than in the rest of the country, and Georgia stands out even in the South, perhaps due to the greater percentage of employees who are educators (Figure 2-12). In 1980, women made up 47 percent of the SLG workforce in Georgia, 44 percent in the rest of the South, and 39 percent in the rest of the country. In 2012, 58 percent of SLG employees in Georgia were women, compared to 57 percent in the rest of the South and 53 percent in the rest of the country. That 58 percent is a drop from a peak of 63 percent in 2009, possibly due to random fluctuation, but perhaps suggesting that women disproportionately suffered from the downturn in SLG employment in the wake of the Great Recession.

**Figure 2-12. Women’s Percentage of Full-Time Jobs by Region and Sector**



**Figure 2-13. Whites’ Percentage of Full-Time Jobs by Region and Sector**



Representation of blacks in SLGs has been high throughout the past three decades, but representation of Latinos and Asians has not. As the racial composition of the U.S. has changed, the share of jobs held by Non-Hispanic whites has dropped more in the private sector (from 84 to 66 percent) than in SLGs (from 80 to 69 percent). Thus, although the SLG workforce is increasingly minority, whites went from under- to over-representation in the SLG workforce. The flip occurred right after the turn of the century, though it may have been a bit later in the South than in the rest of the country. By 2012, the makeup of the SLG workforce was three or four percentage points whiter than that of the private sector in Georgia, the rest of the South, and the rest of the country (Figure 2-13).

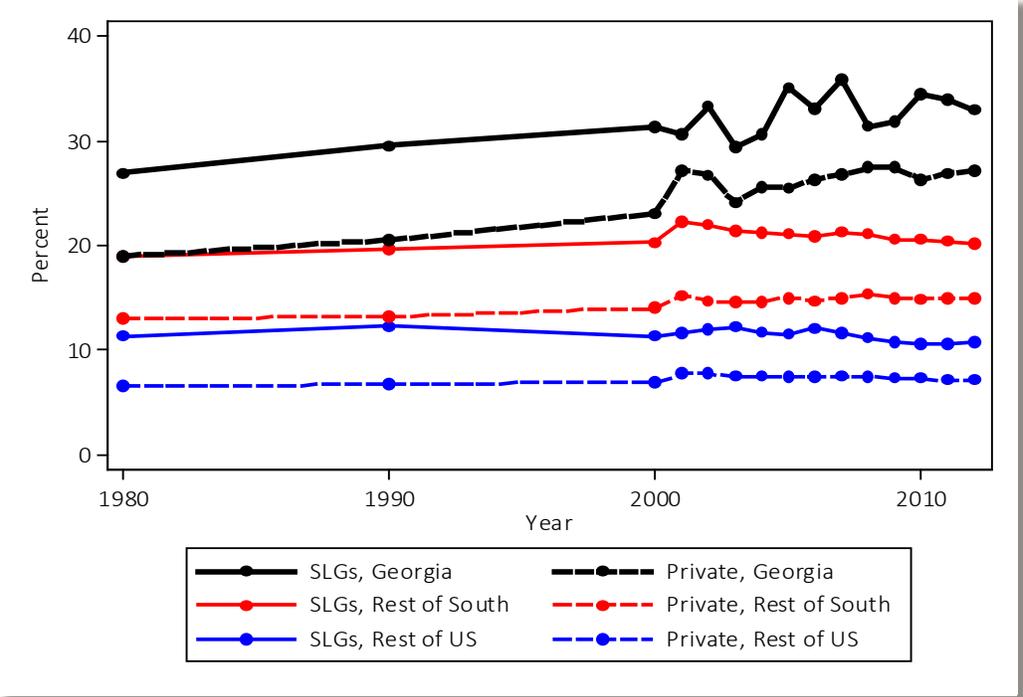
Nationally, African-Americans have made up about 14 percent of the SLG workforce since 1980. The black share of SLG jobs has consistently been about five percentage points higher than the black share of private sector jobs. Unsurprisingly, African-Americans hold a higher percentage of SLG jobs in the South, and especially in Georgia, than in the rest of the country (Figure 2-14). In 2012, 33 percent of SLG employees in Georgia were black, compared to 20 percent in the rest of the South and 11 percent in the rest of the country. Blacks' shares of both SLG and private sector jobs are higher in Georgia than in the rest of the country and rising faster.

In contrast, Georgia lags far behind the rest of the country in employment of Latinos in SLGs (Figure 2-15). Partly, this reflects Latinos' far lower percentage of all workers in Georgia than in the rest of the South (especially due to inclusion of Texas in the South) and in the rest of the country. In 1980, Hispanics made up less than 1 percent of private sector workers in Georgia, compared to 5 percent nationally. By 2012, those figures were 10 and 17 percent.

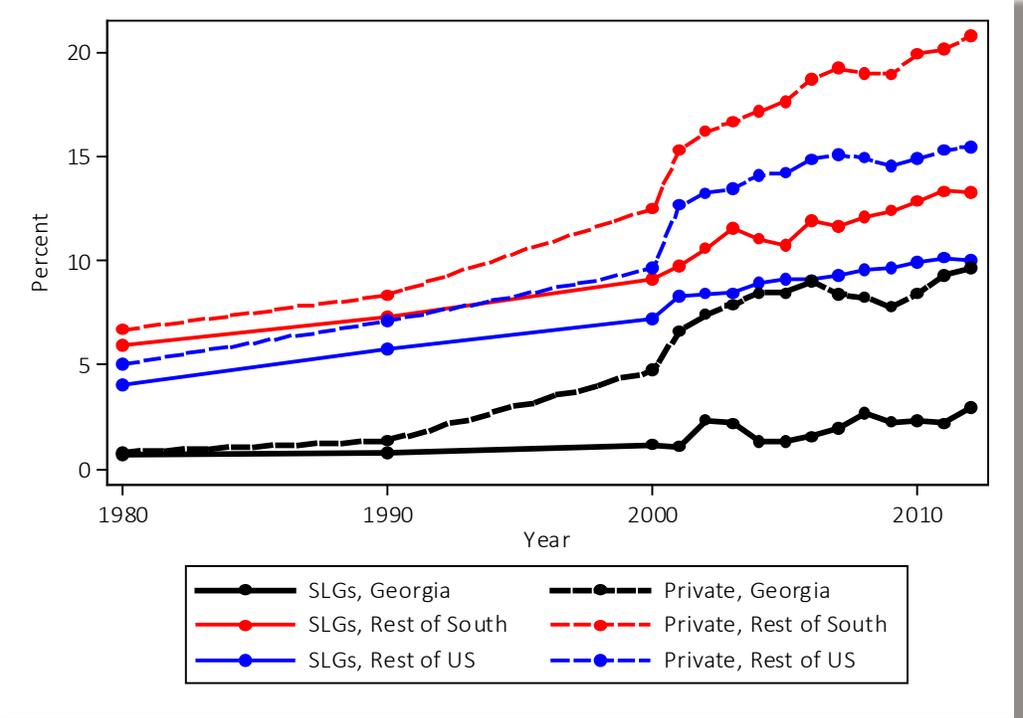
Latinos appear to have been under-represented in SLG workforces in every region in every year, and Hispanics' share of private sector jobs has increased far more rapidly than their representation in SLGs since 2000. The difference is particularly stark in Georgia. Though the Hispanic percentage of private sector workers in Georgia jumped from 1.4 percent in 1990 to 4.8 percent in 2000, the comparable percentages in SLGs rose only from 0.8 percent to 1.2 percent. Since 2000, Latinos' share of SLG jobs has never been above one-third of their share of private sector jobs in Georgia, whereas their share of SLG jobs has been 60 to 70 percent of their share of private sector jobs in the rest of the country.

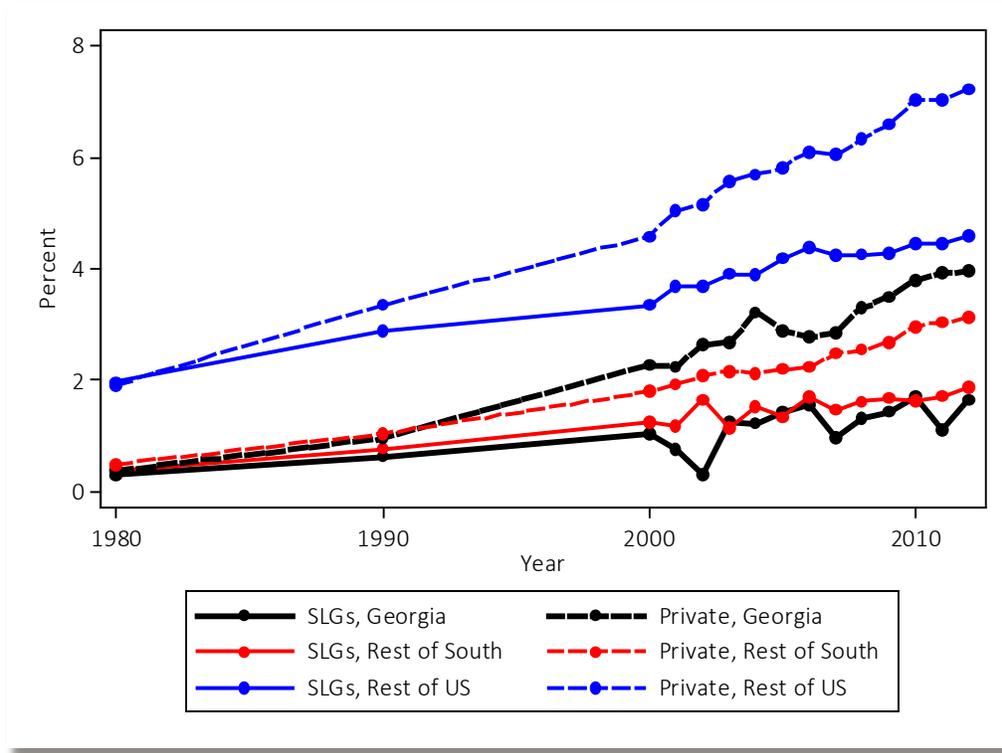
Although Asians make up a much smaller share of U.S. workers than Latinos do (6 *versus* 17 percent), their numbers are also growing rapidly. In 1980, Asians made up about 1.5 percent of both SLG and private sector employees nationally. Since then, their representation has roughly quadrupled in the private sector workforce (from 1.6 percent to 6 percent) and more than doubled in SLGs (from 1.5 percent to 3.7 percent). Again, Georgia lags behind the rest of the country (Figure 2-16). Although Asians make up nearly as high a percentage of SLG workers in Georgia as in the rest of the South (1.7 percent *versus* 1.9 percent), they make up a bigger share of private sector employment (4 percent *versus* 3.1 percent). By 2012, Asians made up about 40 percent as big a share of SLG as of private sector workers in Georgia and about 60 percent as big a share in the rest of the country.

**Figure 2-14. African-Americans' Percentage of Full-Time Jobs by Region and Sector**



**Figure 2-15. Latinos' Percentage of Full-Time Jobs by Region and Sector**



**Figure 2-16. Asians' Percentage of Full-Time Jobs by Region and Sector****SUMMARY**

Nationally, a relatively stable percentage of full-time employees have worked for SLGs. That percentage rose briefly in the last two recessions, but primarily because private sector employment fell so much faster. SLGs are not growing relative to the general economy. Somewhat surprisingly, given the conservatism of the region, SLGs employ a larger share of the full-time labor force in the South, including Georgia, than in the rest of the country.

The education sector is growing as a percentage of the SLG workforce. Education's share of SLG employment is higher in the South than in the rest of the country, and higher in Georgia than in the rest of the South. Health and hospitals, on the other hand, although they are still the third most important source of jobs in SLGs, have seen their share of SLG employment drop. This is especially true in Georgia. Employment of managers and office workers has decreased as a percentage of SLG jobs and is lower in Georgia than in the rest of the country. Georgia looks like the rest of the South and country in employment in protective services.

We found little evidence of difficulty in finding qualified employees for SLGs. Educational levels and average ages (and presumably work experience) have risen steadily in both sectors over the past thirty years. SLG employees were already older and better educated than private sector employees in 1980, but the difference was even wider in 2012. The larger percentage of workers who are currently or will

soon be eligible for retirement is higher in SLGs than in the private sector and higher in SLGs today than three decades ago. SLGs may see more turnover as their retirement rates increase, though Georgia will not experience this as soon as other governments.

Representation of women and blacks in SLGs has been good throughout this period. Although Latinos and Asians make up a rapidly increasing share of the SLG workforce, however, that share is increasing much more slowly than in the private sector. Under-representation of both groups in SLGs is likely to become a political issue as their political influence grows. This pattern of under-representation is particularly stark in Georgia.

### III. Pay

This chapter focuses on pay patterns. It begins by looking at trends in average pay in SLGs, partly to see whether pay is rising too rapidly. Trends in current dollars show rapid increases, but controlling for inflation reveals a very different pattern. Really understanding trends requires also accounting for the effects of the rising education and experience levels in SLG workforces and seeing whether trends differ from those in the private sector. Using a variety of techniques, this chapter examines public-private pay differences for comparable workers, showing that most employees tend to earn less in SLGs than they would expect to earn in the private sector. The chapter also examines race and gender pay disparities among comparably experienced and educated workers in each sector. As these disparities tend to be smaller in government, public-private pay differences tend to be smaller for women and minorities than for white men. They also tend to be smaller for less-educated workers.

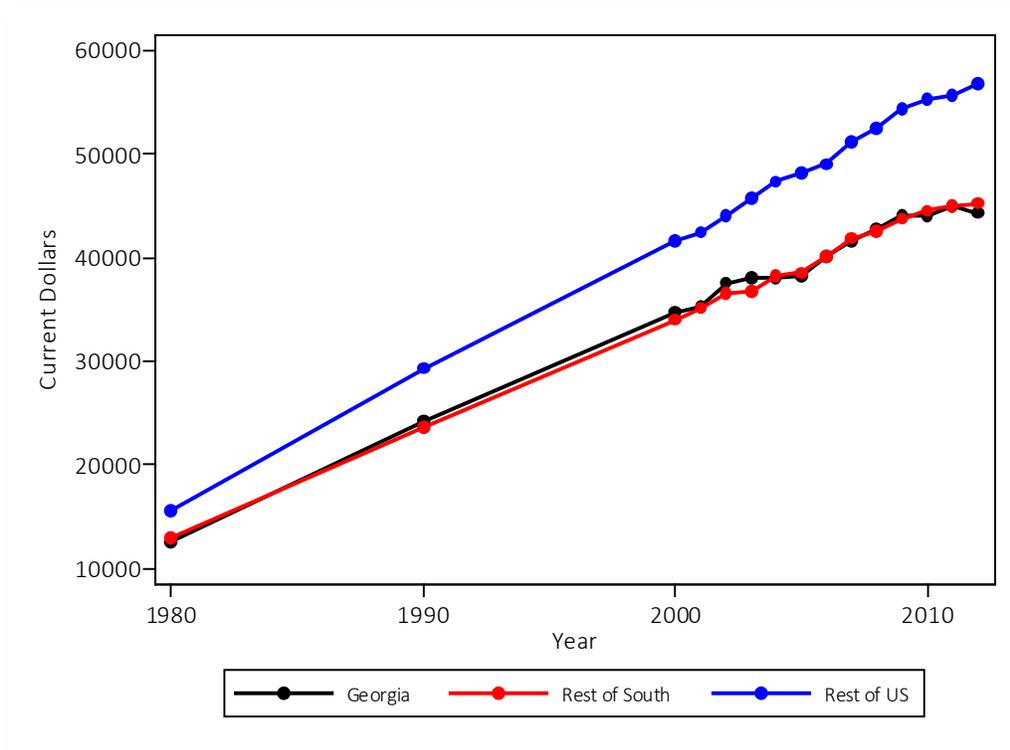
We again examine trends over time and compare patterns in Georgia to those in the rest of the South and the rest of the country. Georgia SLGs tend to pay as well as SLGs in the rest of the South, but because Georgia's private sector is stronger, public-private pay differences tend to be wider here.

#### TRENDS IN MEAN PAY

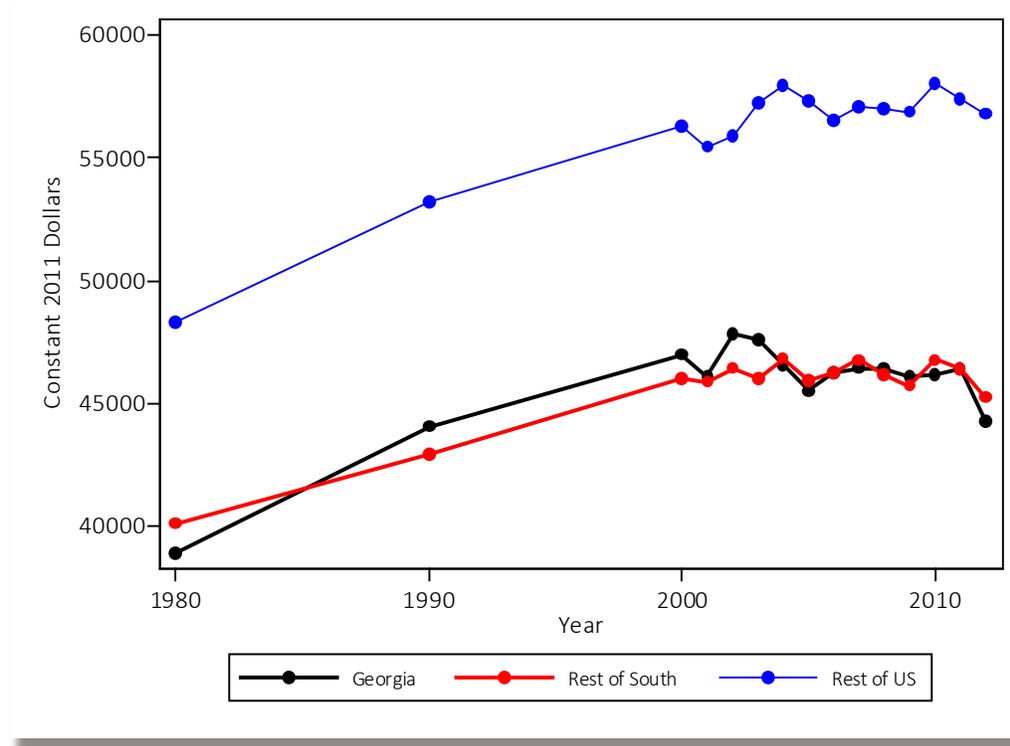
In nominal dollars, mean pay in Georgia SLGs was 3.5 times as high in 2012 as in 1980 (Table A-15). It closely matched those in the rest of the South throughout this period (they were always within 3 percent of each other) but was typically about 20 percent lower than SLG salaries in the rest of the country (Figure 3-1). Average salaries in Georgia were no higher in 2012 than three years earlier, however, whereas SLG pay continued to rise slowly elsewhere. As a result, mean SLG salaries in Georgia fell about 3 percent relative to both the rest of the South and the rest of the country in the past three years.

Subtracting out the effect of inflation shows that earnings are not rising nearly that rapidly and may be falling (Figure 3-2). Although the mean salary of SLG workers in Georgia rose fairly rapidly between 1980 and 2000 even in constant dollars (from \$39,000 to \$47,000 in 2011 dollars), it fluctuated with no real direction between 2000 and 2011 and dropped by \$2,000 between 2011 and 2012. Patterns were quite similar in Georgia and the rest of the South, but SLGs in the rest of the country paid about \$12,000 more, on average.

**Figure 3-1. Trends in SLG Pay by Region, Nominal Dollars**

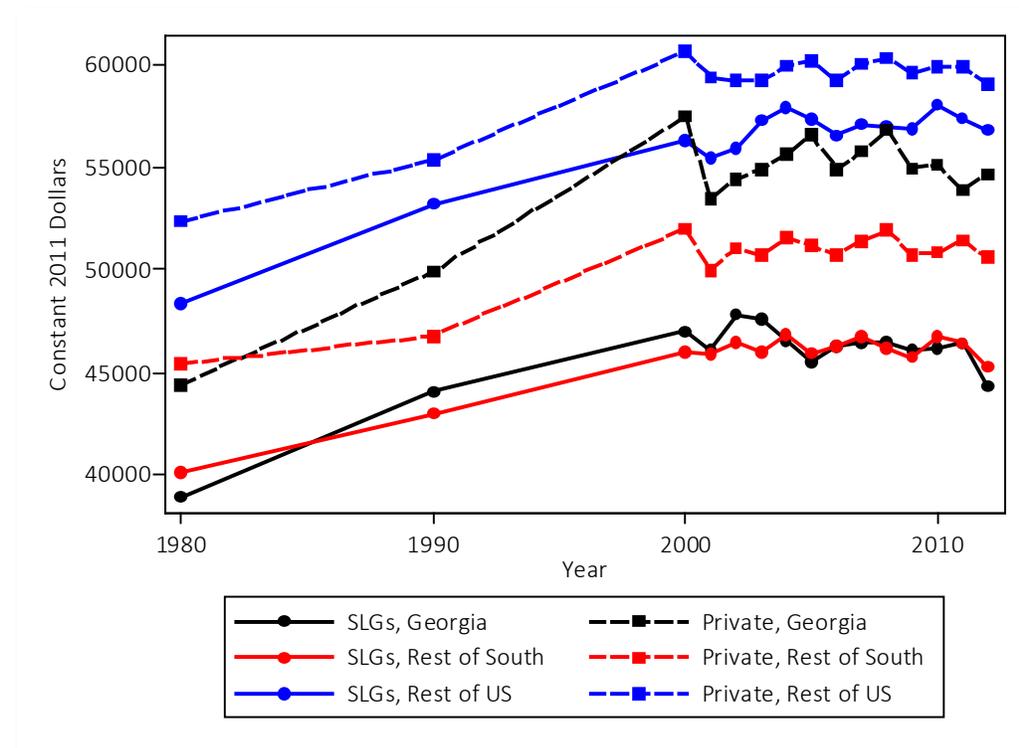


**Figure 3-2. Trends in SLG Pay by Region, Constant Dollars**



SLGs also pay less than private firms in the same state: the solid lines (SLGs) are always substantially below the dashed lines (private firms) of the same color in Figure 3-3. Private sector<sup>3</sup> pay rose more rapidly in Georgia than in the rest of the county between 1980 and 2000 (29 percent *versus* 15 to 16 percent). As in SLGs, private sector pay measured in constant dollars has trended slowly downward since 2000, however. Private sector pay has consistently been 5 to 10 percent higher in Georgia than in the rest of the South since 1990. However, it has only been 90 to 95 percent as high as private sector pay outside the South over the same period.

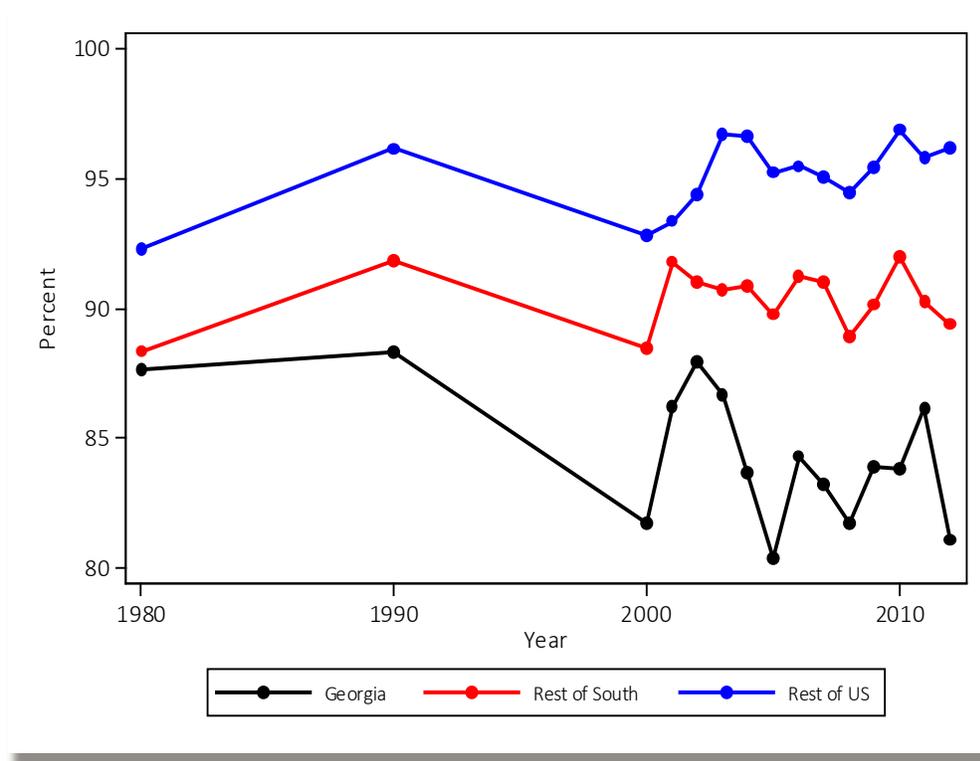
**Figure 3-3. Trends in Pay by Sector and Region, Constant Dollars**



#### PUBLIC-PRIVATE PAY DIFFERENCES

As Georgia SLGs pay about the same as other Southern SLGs, but Georgia firms pay better than other Southern firms, the difference between mean SLG pay and mean private sector pay is wider in Georgia. Over this period, SLG pay averaged 84 percent of private sector pay in Georgia and 90 percent of private sector pay in the South (Figure 3-4). SLGs in the rest of the country paid even better relative to private firms in the same state—about 95 percent as much over this period.

<sup>3</sup> The 1980 Census did not distinguish between private, for-profit firms and private, not-for-profit organizations, so mean private pay includes nonprofits. In all other years, mean private sector pay only includes for-profit firms.

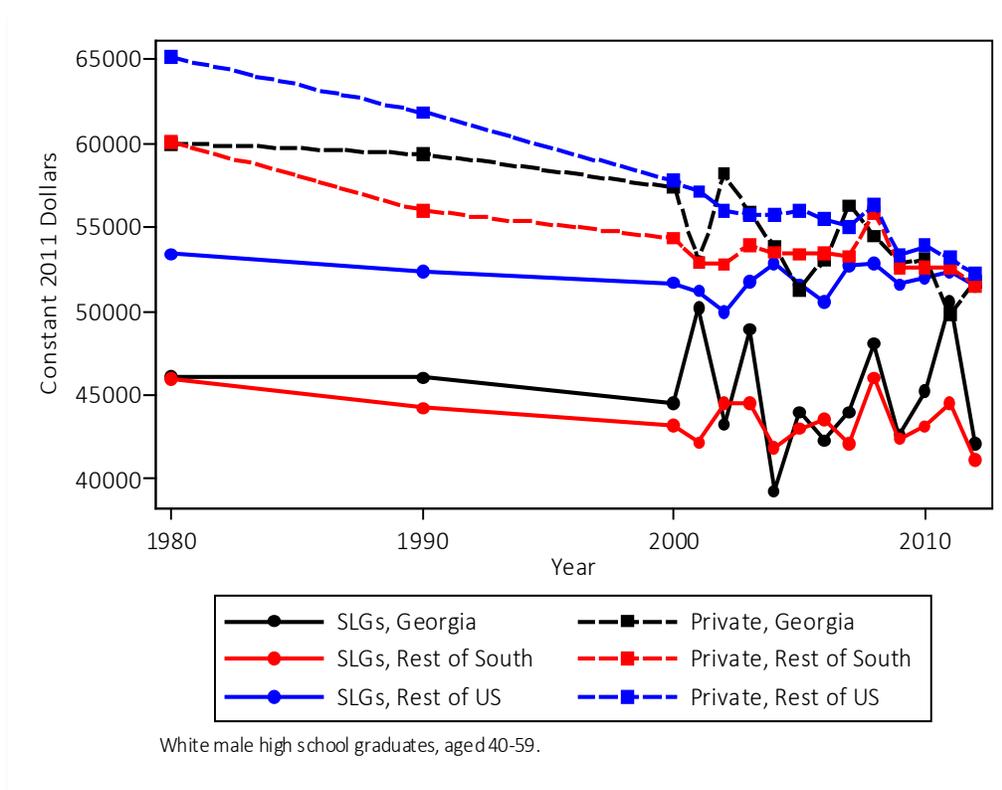
**Figure 3-4. SLG Pay as a Percentage of Private Sector Pay by Region**

#### TRENDS IN PAY FOR COMPARABLE WORKERS

Mean pay can be misleading, however. As noted in the previous chapter, SLG employees differ from their private sector counterparts in a variety of ways: they tend to be older and more educated, and they are more likely to be women and minorities. This section examines whether the same trends and regional patterns still hold when comparing more similar employees. We begin by examining trends in average pay (in constant dollars) separately for high school and college graduates, looking only at prime-age (40 to 59) white males. (Later, we use more sophisticated methods to look at SLG-private pay comparability for women and minorities.)

The 1980-2000 period does not look as good for white male high school graduates in their 40s and 50s as the previous graphs suggested (Figure 3-5). They earned less in 2000 than in 1980 in both sectors in all three regions. The drops were most dramatic in the private sector outside Georgia—\$5,700 in the rest of the South and \$7,400 in the rest of the United States. In SLGs and in Georgia’s private sector, the drops were more like \$2,000. Since 2000, the ACS samples become much smaller, especially in Georgia, and the fluctuations get much wider, but the general trend remains negative. Prime-age white male high school graduates earned less in 2012 than in 2000 in both sectors in all three regions.

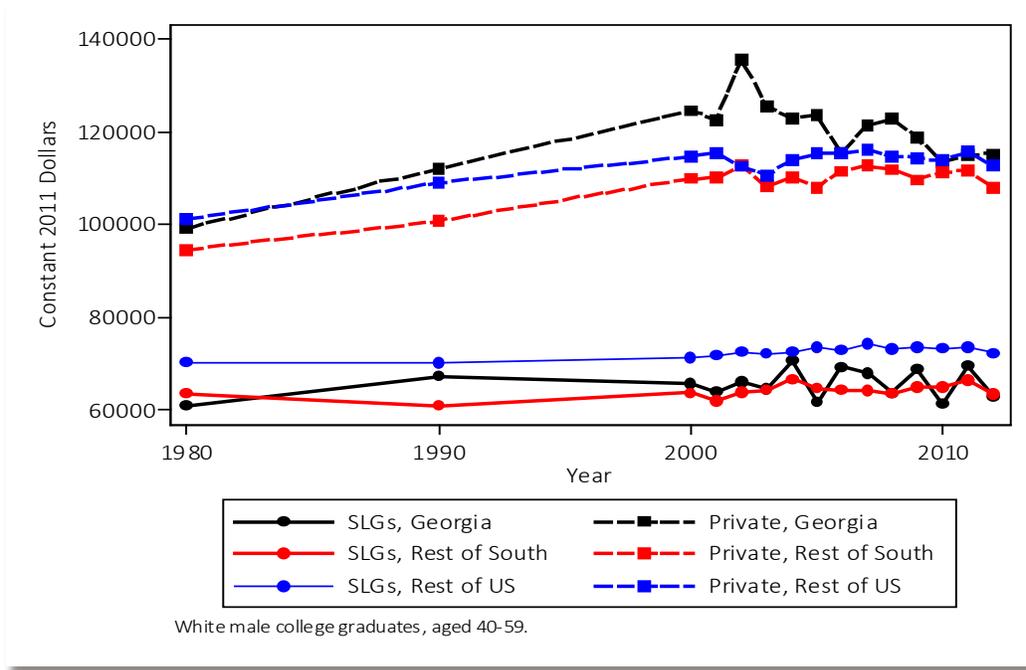
**Figure 3-5. Trends in Pay by Sector and Region, Constant Dollars, White Male High School Graduates**



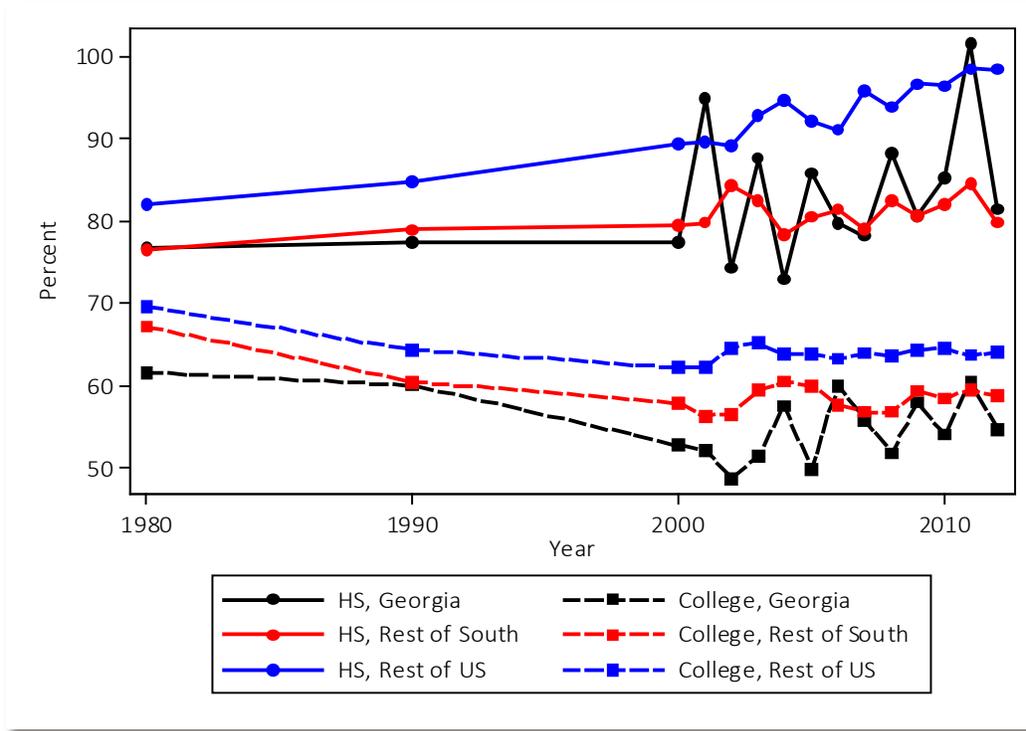
College graduates did better in the private sector between 1980 and 2000, especially in Georgia, where mean pay rose 25 percent (Figure 3-6). Georgia college graduates also saw the biggest drop since 2000, about 7 percent compared to about 2 percent elsewhere. In SLGs, the pattern for college graduates is stability: in constant dollars, pay in 2012 was within \$2,000 of pay in 1980.

High school graduates fare far better in SLG employment relative to their private sector counterparts than do college graduates (Figure 3-7). On average, high school graduates earned 81 percent as much in SLGs as in private firms in the South, and 92 percent as much relative to the private sector in the rest of the country. The trend is upward, especially outside the South, where SLG pay rose from 82 percent of private sector pay in 1980 to 98 percent in 2012.

**Figure 3-6. Trends in Pay by Sector and Region, Constant Dollars, White Male College Graduates**



**Figure 3-7. SLG Pay as a Percentage of Private Sector Pay, High School and College Graduates**

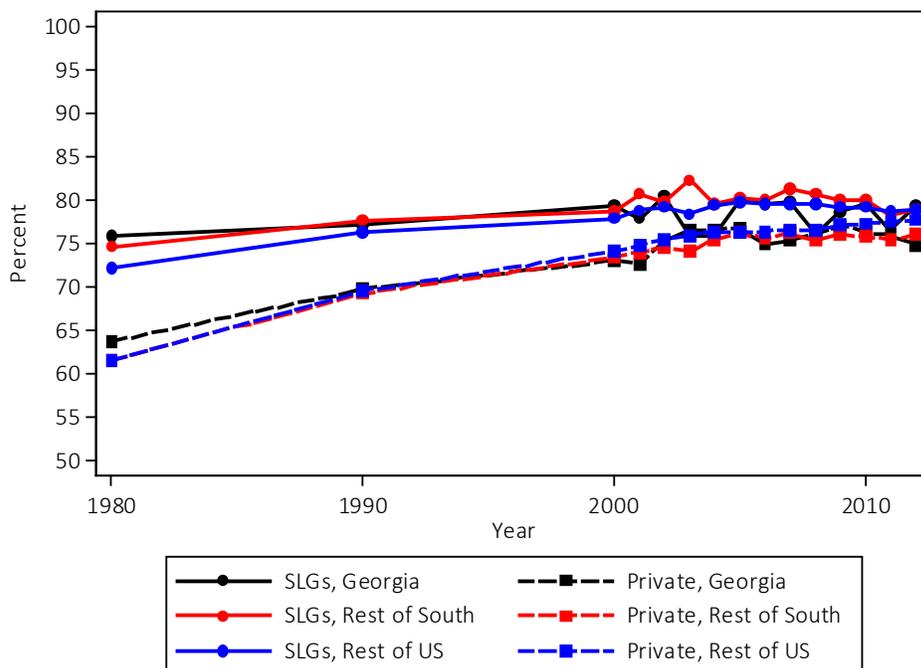


In contrast, prime-age white male college graduates have never earned more than 70 percent as much in SLGs as in private firms, and the trend is downward. In Georgia, college graduates made 62 percent as much in SLGs in 1980 and only 55 percent as much in 2012. The drop was from 67 to 59 percent in the rest of the South and from 70 to 64 percent in the rest of the U.S.

#### RACE AND GENDER PAY DISPARITIES BY SECTOR

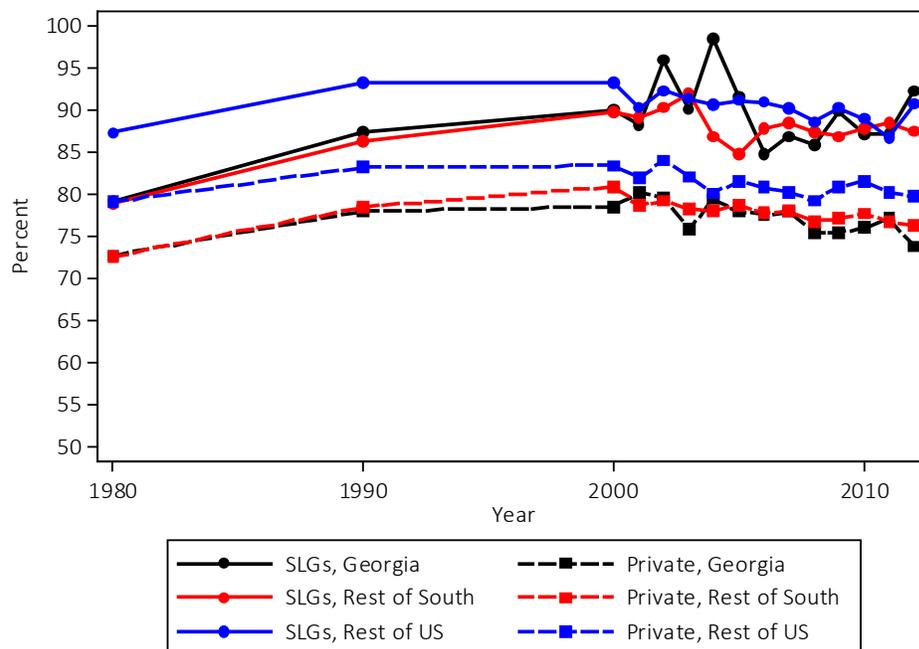
Historically, comparable white men and women have earned more similar salaries in SLGs than in the private sector (Figure 3-8). In 1980, for instance, white women made 76 percent as much as white men of the same age and educational attainment in SLGs, but they earned only 64 percent as much as comparable white men working for private firms. Patterns were similar in the rest of the South and the rest of the country, though gender pay differences were a little larger than in Georgia. White women's pay rose to 80 percent of comparable white men's in SLGs by the early years of this century but has made no progress since. White women's pay rose faster relative to white men's in the private sector, by 10 percentage points or more between 1980 and 2000, and continued to rise into the middle of the past decade, but appears to have stabilized at 76 or 77 percent of comparable white men's pay since.

**Figure 3-8. White Female Pay as a Percentage of White Male Pay by Sector and Region**

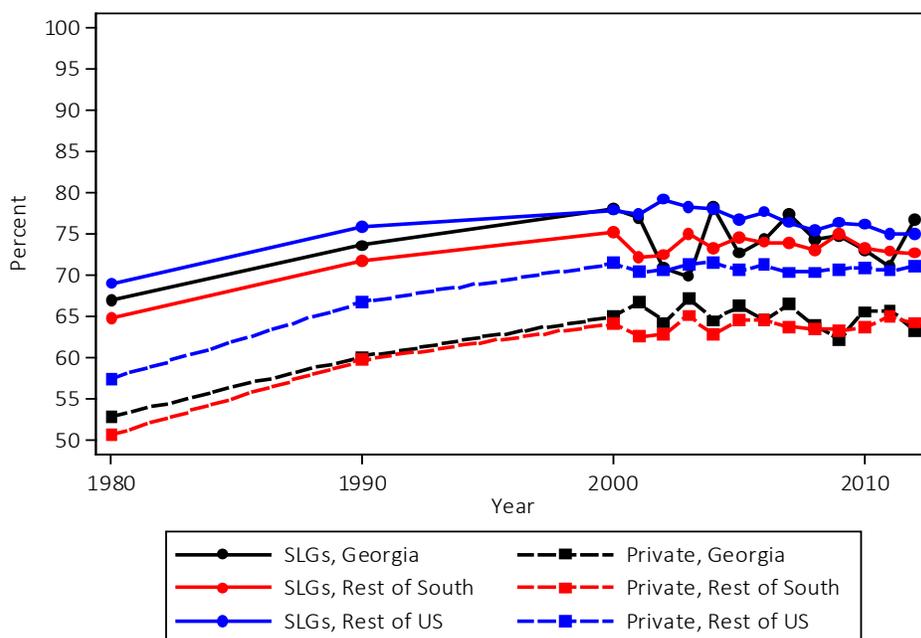


Similarly, both black men and women have fared better relative to comparable white men in SLGs than in private firms (Figures 3-9 and 3-10). Over this period black men typically earned 90 percent as much as comparably educated white men of the same age in SLGs and 80 percent as much in the private sector. Black men made gains in all sectors and regions between 1980 and 1990, but the black-white pay gap is as wide now as it was two decades ago, and the gap between the public and private sectors is not narrowing. Black women are earning nearly as much as comparable white women (but still 25 percent less than comparable white men) in SLGs but lag three to six percentage points behind them in the private sector.

**Figure 3-9. Black Male Pay as a Percentage of White Male Pay by Sector and Region**



**Figure 3-10. Black Female Pay as a Percentage of White Male Pay by Sector and Region**

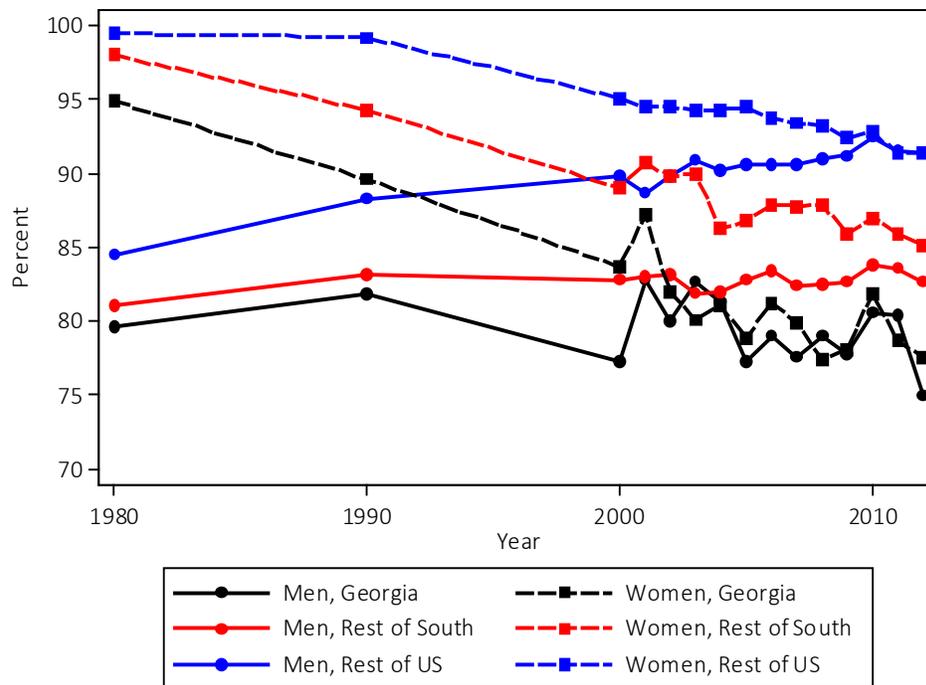


#### SLG-PRIVATE PAY DIFFERENCES BY RACE AND GENDER

Because women and minorities earn more relative to comparable white men in SLGs than in private firms, women and minorities have also traditionally earned more relative to comparable workers in private firms than have white men. In 1980, for instance, comparable white women earned virtually the same amounts in SLGs and private sector firms, especially outside the South (Figure 3-11). The SLG-private pay gap for white women widened by 1990 in the South and throughout the nation over the past decade. By 2012, white women were predicted to earn 91 percent as much in SLGs as in private firms outside the South. In the South (excluding Georgia), the ratio of SLG to private sector pay for white women fell from 98 percent in 1980 to 85 percent in 2012; in Georgia, the drop was from 95 to 78 percent.

In contrast, white men earned only 85 percent as much in SLGs as in private firms in 1980 outside the South, but by 2012 they earned 91 percent as much. The gender difference in the ratio of SLG to private sector pay shrank from 15 percentage points in 1980 to zero in 2012. The SLG-private pay gap has narrowed steadily for white men but has widened steadily since 1990 for white women. SLG-private gaps are substantially wider in the South, especially in Georgia. In Georgia, white women made 95 percent as much in SLGs as in private firms in 1980 but only 78 percent as much in 2012. For white men, SLG pay fell from 80 percent of private sector pay in 1980 to 75 percent in 2012 (though the pay gap in 2011 was no wider than in 1980).

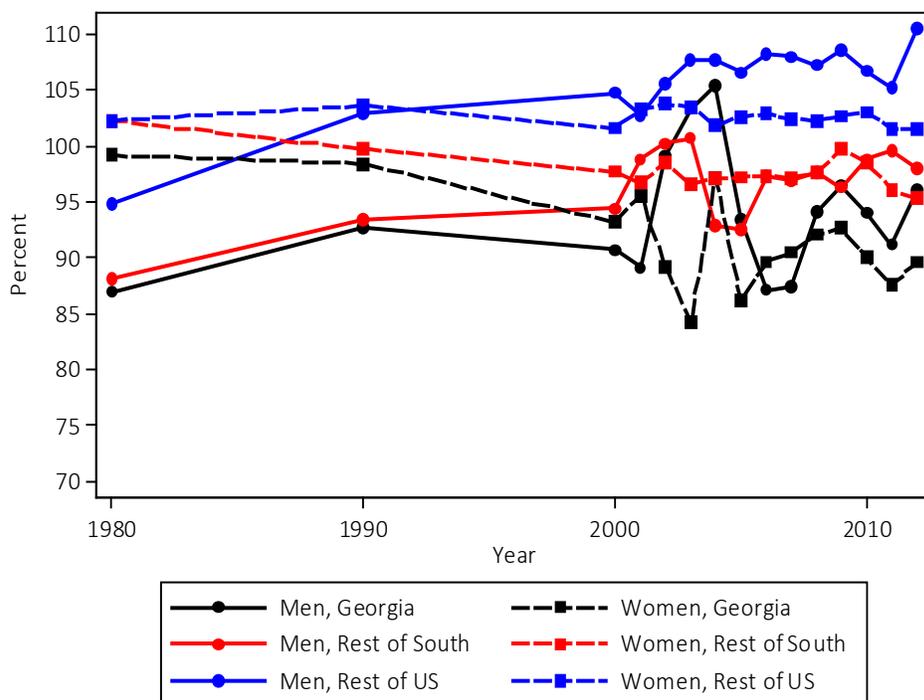
**Figure 3-11. SLG Pay as a Percentage of Private Sector Pay for Comparable Whites**



In all three regions, gender differences in SLG-private pay gaps are narrowing but the process has been somewhat different. Outside the South, the pay gap grew for white women while it shrank for white men. In the South outside Georgia, the pay gap grew for white women while it held steady for white men. In Georgia, it grew for both white men and women, but it grew much faster for white women.

In contrast, outside the South, blacks have pretty consistently earned more in SLGs than in the private sector (Figure 3-12). Black women have consistently made about 2 percent more in SLGs than in private firms outside the South. Black men, however, earned 95 percent as much in SLGs in 1980 and 110 percent as much in 2012. Although black men paid a 12 or 13 percent pay penalty for working for SLGs in 1980, black women earned as much in SLGs as in private firms. Today, the pay disadvantage to SLG employment for black women appears larger than that for black men in the South, especially in Georgia.

**Figure 3-12. SLG Pay as a Percentage of Private Sector Pay for Comparable Blacks**



## SUMMARY

Although SLG pay has more than tripled in nominal dollars since 1980, average SLG pay in 2012 was virtually unchanged since 2000 once the effects of inflation are subtracted out. When we also subtract out the effects of rising educational levels, pay trends look bleaker, especially for high school graduates, who saw their average pay in real dollars drop even between 1980 and 2000.

Average SLG pay has been lower than average private sector pay throughout the last three decades. Although average SLG pay rose relative to the private sector between 1980 and 1990—at least outside Georgia—it fell between 1990 and 2000. Mean SLG pay has risen relative to private sector pay outside the South since 2000, but patterns in Georgia and other Southern states look more like fluctuations than trends. The public-private gap in mean pay widened between 1980 and 2000 but has been fairly stable since. Gains may have been restricted to the less educated: Public-private pay differences are smaller for high school than college graduates, and the difference in the size of the pay gap has widened fairly steadily.

In general, race and gender pay differences among comparably educated and experienced employees are smaller in SLGs than in private firms. Women, however, have made faster gains on comparable white men in private firms. Both black and white women make about 75 percent as much as comparable white

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men in SLGs. The ratio is nearly the same in the private sector for white women, but the gap between white men and black women is five percentage points wider in the private sector outside the South, and 10 points wider in the South. Although black men made gains on comparable white men in both sectors in all regions between 1980 and 1990, the black-white pay differences for men are slightly wider now than in 1990 in the private sector and about the same size in SLGs.

African Americans tend to earn more in SLGs than they would in the private sector outside the South. In the South, they tend to earn about 95 percent as much in SLGs as comparable blacks earn in the private sector, though the public-private pay gap appears a bit wider in Georgia than in the rest of the South. Both white men and women earn about 91 percent as much in SLGs as in private firms outside the South; thirty years ago, the public-private pay difference was much smaller for white women and much wider for white men. In general, public-private pay differences for whites are wider in the South, and especially in Georgia.

## IV. Interstate Pay Comparisons

Public-private pay gaps are strikingly wider in Georgia than in our two comparison groups. Large pay disparities may restrict SLGs' ability to attract highly qualified workers when competing with private firms, and Georgia may face more challenges in this regard than most states. To get a better sense of the size of Georgia's challenge, this chapter estimates public-private pay differences for comparable workers in each state to see whether Georgia is truly an outlier or whether neighboring states face similar situations. To clarify whether any problem is restricted to one level of government, we repeat these analyses separately for state governments and local governments.

Our estimates suggest that Georgia has had the largest public-private pay disparities in the country over the past decade. To understand whether low SLG pay is the reason, we next compare Georgia to the other 49 states on mean SLG pay, as well as on expected pay for comparable workers, to see whether Georgia's SLG pay is strikingly low or whether Georgia SLGs just face a more competitive labor market. We then break the analysis down by broad occupational category and do a detailed analysis of a set of high visibility occupations: college professors, school teachers, registered nurses, and police and firefighters. Some of these occupations have national labor markets, and Georgia SLGs compete with SLGs in other states to attract qualified employees. (Public-private pay comparisons are also difficult for many of these occupations.)

### PUBLIC-PRIVATE PAY DIFFERENCES

The SLG-private pay gap is wider in Georgia than in any other state (Table 4-1).<sup>4</sup> Nationally, SLG workers made about 9 percent less each year than private sector workers of the same age, education, race, and sex. That pattern has been relatively stable over the past three decades. Nevada is the only state that has consistently paid its SLG employees more than they would expect to earn in the private sector, but SLG pay in a handful of states is typically nearly as high as private sector pay. In the South, only Florida pays better relative to private sector than the national average. The other ten Southern states all have wider SLG-private pay gaps than the national average (as do Virginia, Missouri, Kentucky, and West Virginia, which we did not include in the South).

Georgia is at the very bottom of the list for both 2009-12 and 2005-8 and is next to the bottom for 2000. (Texas ranked last in 2000.) Sampling error is too large to be confident that the public-private pay gap for comparable workers is wider in Georgia than in every other state, but the consistency of its ranking over the past decade makes clear that its public-private pay gap is among the widest. This is a relatively new development, as Georgia ranked 39<sup>th</sup> in 1980 and 1990.

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<sup>4</sup> Table 4-1 reports the key coefficients from 255 regressions to test the size of the public-private pay gap in each state in five periods. (The analyses combine data for 2005 through 2008 and for 2009 through 2012 to increase sample sizes to make estimates more reliable.) Models control for education, age, race, and sex to estimate the average public-private pay gap for comparable employees.

**Table 4-1. Expected Percentage Pay Difference between State and Local Government Employees and Comparable Private Sector Workers**

	1980	1990	2000	2005-08	2009-12		1980	1990	2000	2005-08	2009-12
Nevada	2.5 <sup>N.S.</sup>	6.0	10.0	7.1	9.5	Arizona	-9.6	-6.5	-11.3	-9.4	-10.0
New York	-5.6	-1.7	-3.4	-1.7	-0.1 <sup>N.S.</sup>	Nebraska	-12.0	-9.2	-10.8	-9.6	-10.1
New Jersey	-11.7	-7.1	-1.7	-1.4	-0.6 <sup>N.S.</sup>	New Mexico	-8.0	-7.2	-9.1	-12.8	-10.1
Rhode Island	-4.0	-3.0	-0.7 <sup>N.S.</sup>	-0.9 <sup>N.S.</sup>	-1.6 <sup>N.S.</sup>	South Dakota	-8.9	-9.0	-8.3	-9.8	-10.4
District of Columbia	13.0	2.5*	-3.0*	-4.4	-1.8 <sup>N.S.</sup>	Alabama	-9.0	-8.5	-9.9	-11.0	-10.5
Wyoming	-14.6	-10.7	-12.9	0.8 <sup>N.S.</sup>	-1.8 <sup>N.S.</sup>	Louisiana	-13.2	-16.3	-14.4	-12.4	-11.2
Alaska	9.2	4.1**	2.8 <sup>N.S.</sup>	-4.0**	-2.9 <sup>N.S.</sup>	Minnesota	-7.7	-7.2	-10.3	-11.2	-11.3
Michigan	-8.1	-7.1	-6.9	-5.3	-3.1	Idaho	-12.2	-14.4	-12.1	-13.1	-11.6
Iowa	-9.1	-5.3	-4.3	-3.6	-3.5	Mississippi	-10.2	-13.4	-13.6	-12.0	-11.9
California	-5.0	-4.0	-5.3	-3.0	-3.7	Indiana	-18.8	-17.6	-13.8	-13.3	-12.2
Hawaii	-5.3	-4.7	-4.1	-5.1	-3.9	Arkansas	-11.4	-12.3	-10.2	-12.5	-12.6
Ohio	-12.6	-9.8	-6.5	-4.7	-4.2	Massachusetts	-7.9	-8.8	-9.3	-10.5	-12.6
Pennsylvania	-8.8	-7.7	-3.3	-4.0	-4.7	Delaware	-16.2	-14.8	-14.1	-11.3	-12.7
Florida	-6.3	-3.9	-5.8	-4.2	-4.8	Colorado	-8.6	-7.8	-13.8	-12.2	-12.9
Oregon	-6.5	-4.9	-6.5	-4.6	-5.3	South Carolina	-7.3	-9.6	-11.9	-12.3	-12.9
Wisconsin	-8.8	-4.7	-5.3	-5.5	-5.5	West Virginia	-20.9	-20.8	-13.7	-11.5	-13.5
Illinois	-10.2	-11.2	-10.1	-7.2	-6.6	Tennessee	-11.6	-11.9	-12.9	-12.8	-13.7
Montana	-6.4	-9.2	-5.1	-5.0	-7.0	Kentucky	-14.1	-15.3	-12.3	-11.8	-13.8
Vermont	-5.6	-10.1	-10.0	-8.5	-7.4	New Hampshire	-11.3	-12.3	-13.8	-12.9	-13.8
Connecticut	-13.7	-6.1	-2.7	-6.4	-7.6	North Carolina	-6.7	-9.5	-13.8	-14.5	-14.3
Maryland	-5.4	-4.5	-8.8	-6.8	-8.2	Utah	-10.9	-14.8	-12.7	-11.4	-14.3
Maine	-8.6	-9.9	-7.2	-7.0	-8.4	Oklahoma	-19.1	-15.4	-14.9	-15.6	-15.9
Washington	-5.4	-6.0	-6.5	-7.9	-8.8	Kansas	-16.2	-13.6	-15.3	-16.1	-16.5
North Dakota	-5.2	-7.3	-14.4	-10.0	-9.0	Missouri	-16.3	-15.2	-16.0	-16.1	-16.8
<b>United States</b>	<b>-9.6</b>	<b>-8.5</b>	<b>-9.6</b>	<b>-9.0</b>	<b>-9.4</b>	Texas	-13.7	-15.8	-18.4	-17.3	-17.6
						Virginia	-10.7	-7.2	-13.0	-14.9	-18.0
						Georgia	-12.4	-13.0	-17.5	-18.5	-18.7

All differences significant at .01 level, unless otherwise indicated: \*\* .05 level, \* .10 level. N.S. Not significant.

**Table 4-2. Expected Percentage Pay Difference between Local Government Employees and Comparable Private Sector Workers**

	1980	1990	2000	2005-8	2009-12		1980	1990	2000	2005-8	2009-12
Nevada	-0.8	8.6	13.6	9.2	11.5	Nebraska	-12.0	-10.3	-10.7	-10.2	-9.9
Wyoming	-13.1	-6.5	-11.9	2.8	1.3	New Mexico	-10.4	-7.9	-7.9	-13.4	-10.0
Hawaii	-4.7	-0.2	0.9	-0.3	0.9	Indiana	-21.0	-17.0	-12.0	-12.3	-10.3
District of Columbia	15.1	3.5	-2.4	-2.9	0.3	South Dakota	-11.8	-9.0	-8.0	-10.0	-10.6
New York	-3.7	-0.3	-1.2	-1.3	0.2	Minnesota	-8.2	-7.7	-10.4	-10.9	-11.2
Rhode Island	-7.4	-2.7	-2.2	-1.5	-0.4	Vermont	-7.9	-11.7	-14.5	-13.9	-11.3
New Jersey	-12.6	-8.4	-1.9	-2.5	-1.1	Tennessee	-12.0	-10.1	-10.3	-11.0	-11.7
California	-4.7	-3.4	-4.6	-1.3	-1.3	Colorado	-11.2	-6.7	-14.1	-11.6	-12.0
Alaska	6.8	8.9	4.0	-3.5	-1.9	North Dakota	-7.7	-7.2	-14.2	-9.8	-12.1
Florida	-5.1	-0.2	-3.1	-2.1	-2.2	Alabama	-13.2	-10.7	-11.5	-12.8	-12.3
Michigan	-8.3	-10.1	-6.8	-4.8	-2.5	Connecticut	-13.9	-7.2	-5.9	-10.7	-12.5
Washington	-5.0	-2.6	-0.8	-3.9	-3.1	Utah	-13.8	-13.0	-10.8	-10.1	-12.6
Wisconsin	-9.9	-3.8	-3.3	-5.6	-4.2	West Virginia	-21.7	-20.0	-16.6	-14.4	-13.0
Oregon	-5.5	-4.1	-5.3	-2.3	-4.4	Kentucky	-16.3	-15.4	-13.0	-12.0	-13.4
Illinois	-9.3	-10.5	-7.8	-6.0	-4.7	Mississippi	-12.0	-14.3	-13.4	-12.9	-13.7
Ohio	-13.5	-11.1	-7.1	-5.6	-4.8	Louisiana	-16.0	-16.4	-15.8	-14.3	-13.8
Pennsylvania	-11.7	-9.1	-4.5	-4.7	-5.6	South Carolina	-11.2	-10.4	-13.5	-12.4	-13.9
Iowa	-12.3	-9.8	-7.1	-6.3	-6.0	Massachusetts	-7.6	-9.7	-10.2	-12.9	-14.3
Maryland	-5.0	-3.3	-7.7	-5.8	-6.4	New Hampshire	-12.3	-12.7	-13.1	-13.4	-14.4
Arizona	-9.4	-2.8	-7.8	-7.8	-7.5	North Carolina	-8.3	-11.0	-14.0	-14.8	-14.5
<b>US</b>	<b>-10.0</b>	<b>-7.8</b>	<b>-8.4</b>	<b>-8.2</b>	<b>-8.3</b>	Kansas	-17.3	-14.7	-14.9	-16.2	-14.6
Delaware	-14.4	-12.5	-8.7	-9.3	-8.4	Arkansas	-15.3	-14.7	-12.0	-14.1	-14.7
Montana	-8.9	-9.3	-4.6	-4.1	-8.9	Missouri	-16.8	-13.5	-13.9	-14.7	-14.7
Maine	-13.6	-13.9	-7.9	-7.4	-9.2	Oklahoma	-21.3	-17.1	-14.3	-15.7	-15.9
Idaho	-13.2	-15.2	-13.8	-11.5	-9.6	Texas	-14.7	-14.7	-17.1	-16.5	-16.5
						Georgia	-13.4	-12.8	-17.1	-18.2	-17.7
						Virginia	-10.5	-6.7	-13.3	-14.8	-18.2

This general pattern holds for both state and local governments. For local governments, Georgia's public-private pay difference is the second-largest in the country, one-half percentage point less than the gap in Virginia (Table 4-2). In 2005-8, though, Georgia had the biggest pay gap, and it shared that honor with Texas in 2000. Georgia had the 15<sup>th</sup>-largest local government-private pay difference in both 1980 and 1990.

Georgia also had the largest pay gap between state government and private firms in both 2005-8 and 2009-12 (Table 4-3). Both Texas and Missouri had larger gaps in 2000. Georgia had the 17<sup>th</sup>- and 13<sup>th</sup>-large state government-private sector pay gaps in 1980 and 1990, respectively.

#### INTERSTATE DIFFERENCES IN SLG PAY

Although public-private pay disparities are higher in Georgia than almost anywhere else, the state looks less unusual in SLG pay levels. Georgia ranks 36<sup>th</sup> in mean SLG pay, below the District of Columbia and 34 other states (Table 4-4). Some of them pay much more. Mean SLG pay is at least 40 percent higher in DC, New Jersey, Connecticut, California, Rhode Island, and New York than in Georgia, and all those pay gaps have widened since 1980. (In contrast, Alaska paid double what Georgia paid in 1980 but now only pays about one-third more. Washington, Michigan, Minnesota, Colorado, Oregon, and Wisconsin have also seen their pay fall relative to Georgia, though all continue to pay substantially better.)

Georgia pays better than most other Southern, Rocky Mountain, and Great Plain states, though Florida has consistently paid 5 to 9 percent more and Virginia has paid 8 to 12 percent more. Controlling for differences in the composition of SLG workforces in terms of age, education, race, and sex does not meaningfully change the ranking (Table 4-5). (Georgia ranks 35<sup>th</sup> rather than 36<sup>th</sup>.) The same general pattern holds if we look only at non-education local government employees (Georgia ranks 40<sup>th</sup>; Table 4-6) or only at non-education state government employees (Georgia ranks 44<sup>th</sup>; Table 4-7).

**Table 4-3. Expected Percentage Pay Difference between State Government Employees and Comparable Private Sector Workers**

	1980	1990	2000	2005-8	2009-12		1980	1990	2000	2005-8	2009-12
Nevada	8.3	1.4	2.5	1.6	2.0	Arkansas	-6.5	-10.3	-8.8	-11.3	-11.4
New Jersey	-9.8	-5.1	-1.7	0.2	-0.6	Maryland	-5.6	-6.8	-10.7	-8.5	-11.5
Connecticut	-13.3	-5.0	0.4	-1.0	-0.7	Florida	-8.1	-11.2	-11.0	-9.6	-11.7
Iowa	-3.9	-0.8	-1.6	-0.9	-1.4	South Dakota	-4.7	-9.6	-9.2	-10.8	-11.8
New York	-8.7	-4.7	-7.5	-3.2	-1.7	South Carolina	-3.7	-8.9	-10.8	-12.6	-12.3
Pennsylvania	-4.0	-6.0	-2.0	-3.3	-3.9	<b>US</b>	<b>-8.5</b>	<b>-9.9</b>	<b>-11.8</b>	<b>-11.1</b>	<b>-12.3</b>
Ohio	-10.4	-7.8	-5.8	-3.9	-4.0	Minnesota	-6.7	-6.7	-10.7	-12.3	-12.7
Alaska	11.0	-0.8	1.1	-5.4	-4.2	New Hampshire	-10.1	-11.6	-15.2	-12.6	-12.9
Wyoming	-14.4	-13.7	-13.2	-1.1	-4.2	West Virginia	-19.4	-20.9	-11.5	-9.8	-13.9
Vermont	-3.4	-9.0	-5.7	-2.5	-4.5	Delaware	-17.0	-15.5	-15.6	-12.8	-14.3
Michigan	-7.3	-2.8	-7.5	-6.8	-4.7	Kentucky	-11.6	-15.3	-12.1	-12.1	-14.7
Montana	-1.9	-9.2	-5.5	-6.4	-5.0	North Carolina	-4.9	-8.4	-14.0	-14.8	-14.8
Rhode Island	0.1	-3.5	1.0	-0.4	-5.1	Idaho	-11.2	-14.4	-10.9	-16.2	-14.9
District of Columbia	7.7	-0.8	-4.6	-8.3	-6.4	Arizona	-9.4	-11.8	-16.6	-13.0	-15.5
North Dakota	-2.4	-7.2	-14.8	-10.3	-6.5	Indiana	-14.1	-18.5	-16.6	-15.3	-15.6
Hawaii	-5.6	-7.1	-6.5	-7.8	-6.8	Colorado	-3.6	-10.3	-13.6	-14.2	-15.7
Maine	-2.6	-5.8	-7.2	-7.3	-7.7	Washington	-5.4	-10.0	-12.4	-13.8	-15.9
Louisiana	-9.8	-16.2	-13.2	-10.2	-7.8	Oklahoma	-15.6	-14.2	-15.9	-15.9	-16.4
Oregon	-7.1	-6.8	-9.3	-9.1	-8.1	Utah	-7.5	-16.3	-14.3	-13.2	-16.5
Alabama	-3.2	-6.2	-7.9	-8.7	-8.7	Tennessee	-10.8	-14.6	-17.7	-16.8	-18.6
California	-5.3	-5.6	-7.3	-7.0	-9.0	Virginia	-10.6	-8.1	-13.1	-15.7	-18.6
Wisconsin	-5.9	-6.8	-9.1	-6.8	-9.4	Kansas	-13.9	-12.2	-16.0	-16.5	-20.1
Mississippi	-7.0	-12.0	-13.7	-10.9	-10.2	Texas	-11.2	-17.7	-20.6	-19.1	-20.1
Massachusetts	-8.7	-8.1	-8.7	-7.5	-10.7	Missouri	-15.3	-17.4	-18.4	-18.5	-20.3
New Mexico	-4.9	-7.0	-10.7	-12.0	-10.9	Georgia	-10.2	-13.2	-18.1	-19.5	-21.4
Nebraska	-11.6	-8.3	-11.5	-9.5	-11.1						
Illinois	-11.6	-12.8	-14.0	-10.4	-11.2						

**Table 4-4. Difference in Mean Pay of State and Local Government Employees between Georgia and Other States**

	1980	1990	2000	2005-08	2009-12		1980	1990	2000	2005-08	2009-12
District of Columbia	34.9	36.8	33.1	43.2	54.2	Arizona	16.7	8.7	6.6	9.7	8.3
New Jersey	28.2	34.9	42.6	43.4	47.9	Florida	6.6	5.7	5.0	8.7	7.6
Connecticut	27.2	43.4	43.1	43.9	47.4	Nebraska	6.9	-5.0	1.6	1.6	3.6
California	40.5	39.5	37.5	44.0	45.3	Indiana	8.1	-2.4	0.3	0.0	3.5
Rhode Island	19.0	21.6	25.6	33.5	42.1	Texas	8.3	-0.4	0.0	1.7	3.3
New York	30.1	38.4	34.8	35.9	42.0	Maine	-1.4	-0.8	-3.4	1.6	1.7
Massachusetts	22.7	30.7	30.4	36.2	37.8	Alabama	2.9	-1.3	-1.3	1.5	1.0
Nevada	32.9	23.2	25.8	34.4	34.7	North Dakota	7.7	-9.9	-14.9	-5.2	0.6
Alaska	98.3	55.2	30.3	25.1	34.3	<b>Georgia</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Washington	36.2	20.9	24.1	27.0	30.9	Kansas	5.7	-3.2	-3.7	-0.7	-0.3
Illinois	30.4	18.3	22.2	25.6	29.2	North Carolina	0.1	-3.6	-2.6	-0.3	-0.8
Maryland	25.1	23.4	16.3	26.7	28.2	Louisiana	3.4	-11.4	-9.3	-6.6	-1.9
Michigan	36.6	25.7	22.9	24.3	23.9	Kentucky	3.0	-8.0	-1.5	-3.0	-2.1
Minnesota	27.4	18.5	15.6	20.8	20.9	New Mexico	7.7	-3.7	-6.4	-4.6	-2.7
Colorado	24.2	14.7	12.7	18.1	19.0	Idaho	10.3	-7.3	-2.4	-3.3	-2.8
Oregon	25.3	10.6	15.1	17.4	18.2	Missouri	4.1	-1.1	-3.9	-3.9	-3.2
Wisconsin	21.5	12.7	12.3	15.3	17.4	Tennessee	-0.7	-5.4	-6.1	-4.2	-3.3
Pennsylvania	17.4	10.2	13.4	13.5	16.5	Montana	6.7	-10.8	-12.9	-6.7	-3.3
Delaware	9.1	8.8	9.1	15.5	15.7	South Carolina	-1.6	-6.9	-5.7	-4.0	-3.8
Ohio	15.4	8.4	10.5	13.9	15.3	Oklahoma	-0.1	-7.4	-9.4	-9.1	-8.0
Hawaii	25.0	16.2	14.3	15.5	15.1	Arkansas	-5.7	-14.7	-11.1	-9.7	-8.5
Iowa	12.3	3.1	3.3	9.2	13.0	West Virginia	-3.6	-16.6	-12.4	-12.2	-9.2
Vermont	3.5	1.9	-2.1	6.0	12.6	South Dakota	-3.7	-18.2	-13.6	-15.4	-11.2
Virginia	8.9	10.8	8.3	11.5	12.0	Mississippi	-8.7	-15.1	-11.9	-12.0	-11.6
New Hampshire	2.7	7.4	5.1	9.9	11.4						
Wyoming	17.3	-2.9	-9.7	2.3	10.2						
Utah	23.8	5.0	8.6	7.7	8.8						

**Table 4.5. Expected Percentage Pay Difference between State and Local Government Employees in Georgia and Other States**

	1980	1990	2000	2005-08	2009-12		1980	1990	2000	2005-08	2009-12
New Jersey	22.0	31.3	39.5	42.5	48.0	Texas	5.6	-2.4	-1.0**	1.4	5.0
California	27.8	31.7	31.0	38.7	40.3	Utah	6.5	-5.1	1.6*	2.6	3.8
New York	23.7	34.4	29.7	34.0	39.6	Indiana	4.0	-5.6	0.2 <sup>N.S.</sup>	-0.3 <sup>N.S.</sup>	2.5
Connecticut	16.7	33.6	36.5	36.5	39.1	Pennsylvania	15.1	9.8	13.2	13.7	1.7
Nevada	24.4	19.7	26.3	30.0	32.6	Louisiana	2.5	-12.2	-9.6	-5.4	0.6 <sup>N.S.</sup>
Alaska	92.6	50.0	29.0	24.5	32.0	Alabama	0.2 <sup>N.S.</sup>	-4.8	-3.7	-2.7	0.3 <sup>N.S.</sup>
Rhode Island	10.6	17.5	19.6	27.2	31.3	North Carolina	0.7 <sup>N.S.</sup>	-4.1	-2.1	-1.1**	0.3 <sup>N.S.</sup>
Massachusetts	15.1	25.3	24.2	28.8	30.8	<b>Georgia</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Maryland	24.7	20.9	16.3	26.7	29.9	New Mexico	4.7	-5.9	-6.4	-4.2	-0.2 <sup>N.S.</sup>
Illinois	24.0	13.4	17.3	21.3	24.6	Maine	-5.0	-3.9	-4.7	-1.2 <sup>N.S.</sup>	-0.4 <sup>N.S.</sup>
Washington	24.3	12.8	17.1	20.2	24.4	Nebraska	0.0 <sup>N.S.</sup>	-9.9	-5.6	-3.7	-0.8 <sup>N.S.</sup>
Delaware	7.0	10.4	12.8	17.0	19.0	North Dakota	4.7	-13.3	-17.2	-9.5	-2.4*
Michigan	31.6	20.1	19.7	18.6	18.5	Kansas	-1.9**	-6.9	-6.4	-5.3	-2.6
Minnesota	19.3	12.2	11.7	14.5	16.7	South Carolina	-0.3 <sup>N.S.</sup>	-6.5	-5.3	-3.9	-2.7
Oregon	14.8	3.5	9.3	12.2	14.3	Tennessee	-1.6	-6.1	-4.3	-3.2	-2.7
Ohio	13.6	7.2	10.6	12.0	13.6	Missouri	1.5*	-3.9	-5.3	-4.2	-3.2
Colorado	14.1	6.6	6.4	11.6	13.3	Kentucky	0.9 <sup>N.S.</sup>	-10.8	-5.0	-4.5	-4.0
Wisconsin	14.4	7.2	8.9	10.2	12.8	Idaho	0.3 <sup>N.S.</sup>	-12.3	-6.8	-6.8	-4.7
Hawaii	15.6	11.6	11.4	11.4	11.9	Arkansas	-6.6	-15.4	-11.1	-9.5	-6.2
New Hampshire	-0.5 <sup>N.S.</sup>	5.3	1.5 <sup>N.S.</sup>	7.1	11.2	Montana	2.7*	-14.3	-14.0	-9.1	-6.4
Virginia	7.1	8.9	5.3	10.0	11.2	Oklahoma	-6.4	-10.1	-11.8	-9.8	-7.5
Arizona	9.0	5.2	4.8	10.2	10.5	West Virginia	-5.4	-17.6	-13.3	-13.3	-9.6
Florida	4.5	4.1	3.9	9.5	9.3	Mississippi	-9.9	-17.6	-13.4	-12.2	-11.1
Wyoming	8.3	-4.9	-12.0	0.7 <sup>N.S.</sup>	9.2	South Dakota	-7.1	-20.7	-15.6	-14.0	-11.1
Iowa	-29.0	-1.9	0.3 <sup>N.S.</sup>	4.0	8.5						
Vermont	-1.0 <sup>N.S.</sup>	-2.9	-3.9	1.2 <sup>N.S.</sup>	6.5						

**Table 4-6. Expected Percentage Pay Difference between Local Government Non-Education Employees in Georgia and Other States**

	1980	1990	2000	2005-8	2009-12		1980	1990	2000	2005-8	2009-12
District of Columbia	43.0	39.8	33.3	41.9	57.3	Utah	9.9	1.7	8.2	8.4	10.4
New Jersey	24.9	32.4	42.7	45.8	52.4	Vermont	0.5	0.5	-2.0	1.4	7.0
California	36.8	39.2	38.8	46.1	49.0	Texas	8.5	-0.4	1.7	3.4	6.6
Nevada	28.5	31.1	39.9	44.1	47.1	Maine	-5.4	-3.5	-0.2	5.8	5.3
New York	30.3	39.5	36.5	38.6	43.2	Nebraska	6.9	-6.2	-1.5	2.4	4.7
Connecticut	22.1	33.9	43.1	39.1	42.0	Indiana	5.6	-3.2	3.1	1.5	3.8
Alaska	106.6	65.9	42.8	31.0	40.1	New Mexico	5.5	-5.5	-1.7	-3.7	2.9
Washington	34.2	22.8	30.1	34.6	38.7	Kansas	2.4	-5.5	-2.9	-3.2	2.6
Massachusetts	20.6	28.9	29.9	32.5	34.7	Idaho	6.9	-10.1	-5.1	-1.3	1.4
Maryland	27.8	23.7	20.0	29.2	33.4	Missouri	5.4	0.6	-0.6	0.3	1.4
Illinois	32.8	18.2	24.6	27.3	31.4	North Carolina	1.3	-4.6	-1.1	-0.4	0.7
Rhode Island	9.2	18.4	21.5	31.0	30.3	Tennessee	-0.1	-3.4	-0.3	0.0	0.5
Delaware	11.3	9.6	15.3	24.4	24.3	<b>Georgia</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Minnesota	28.5	19.3	19.2	23.7	24.1	North Dakota	8.7	-8.5	-12.0	-6.3	-0.7
Oregon	26.3	12.1	18.0	24.0	23.8	Alabama	-2.5	-6.1	-5.5	-6.3	-2.9
Hawaii	23.7	21.9	18.7	20.5	23.7	Montana	7.1	-10.8	-10.2	-5.1	-3.0
New Hampshire	7.6	11.0	11.2	16.6	20.0	Kentucky	2.2	-9.0	-4.3	-3.3	-3.2
Wisconsin	22.6	14.4	17.5	18.0	20.0	Louisiana	2.2	-11.6	-10.4	-8.1	-3.8
Colorado	17.0	12.6	12.2	18.8	19.8	South Carolina	-2.8	-7.8	-6.8	-4.1	-4.9
Michigan	40.1	21.5	23.6	21.8	19.3	Oklahoma	-4.6	-10.3	-10.3	-7.9	-6.2
Pennsylvania	17.3	11.9	14.8	15.5	18.3	West Virginia	-3.2	-13.0	-14.5	-11.3	-6.5
Arizona	15.5	13.4	13.0	16.5	17.8	South Dakota	-5.0	-16.5	-10.7	-7.5	-7.4
Wyoming	13.2	1.9	-6.8	8.4	16.0	Arkansas	-10.2	-16.3	-13.2	-12.9	-11.4
Florida	9.7	10.1	8.7	14.1	14.7	Mississippi	-10.8	-19.3	-12.9	-14.1	-14.4
Virginia	10.0	11.4	7.8	13.2	14.1						
Ohio	19.2	9.5	13.4	13.6	13.6						
Iowa	11.1	-1.9	1.6	7.7	10.9						

**Table 4-7. Expected Percentage Pay Difference between State Government Non-Education Employees in Georgia and Other States**

	1980	1990	2000	2005-8	2009-12		1980	1990	2000	2005-8	2009-12
New Jersey	20.7	33.1	40.5	46.3	56.0	Utah	9.5	-3.6	1.4	3.4	8.2
Connecticut	13.8	36.4	43.4	48.2	54.2	North Dakota	7.4	-12.5	-12.6	-4.2	7.8
New York	18.9	32.2	27.1	34.8	45.4	Alabama	3.9	-1.4	-0.8	1.2	7.6
California	25.8	31.6	32.4	37.1	40.9	North Carolina	1.7	-0.2	0.9	2.5	7.3
Rhode Island	16.8	21.8	24.1	33.0	40.6	Texas	6.5	-2.2	-1.2	0.3	7.2
Massachusetts	11.5	24.9	26.4	33.8	38.5	Maine	0.9	1.2	-1.9	1.7	6.8
Alaska	90.9	44.4	28.0	24.0	34.4	Louisiana	3.6	-12.5	-8.7	-4.7	6.2
Nevada	27.2	15.6	19.9	27.4	33.5	Nebraska	-2.8	-8.4	-3.2	-0.9	4.8
Illinois	17.9	11.6	14.8	23.6	28.8	Florida	-0.7	-5.3	-1.6	3.0	3.9
Maryland	20.6	16.1	13.7	22.0	27.4	Indiana	5.8	-7.3	-3.1	-1.6	3.7
Michigan	29.1	26.2	23.5	21.7	26.9	New Mexico	3.1	-4.4	-5.3	-2.5	3.5
Washington	22.2	9.3	14.7	16.9	25.4	Montana	6.0	-12.3	-12.2	-6.2	1.8
Minnesota	20.4	16.2	17.8	18.4	25.1	South Carolina	1.2	-6.7	-5.2	-3.0	1.3
Pennsylvania	19.5	11.0	16.6	16.3	23.1	Kentucky	-0.7	-11.9	-2.9	-2.1	1.1
Iowa	10.1	4.7	9.6	15.0	23.0	Oklahoma	-5.7	-6.7	-10.0	-8.4	0.2
Ohio	12.6	9.2	15.5	17.0	22.0	Arkansas	-4.0	-13.6	-8.0	-8.0	0.0
Colorado	18.3	8.6	12.3	16.1	21.0	<b>Georgia</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Hawaii	14.1	12.7	16.7	15.8	21.0	Kansas	-1.7	-4.4	-4.8	-3.5	-0.3
Wisconsin	16.2	7.4	8.6	14.3	19.5	Idaho	3.6	-9.5	-1.3	-7.3	-1.1
Delaware	4.3	9.0	12.4	16.3	18.9	Missouri	1.1	-6.3	-6.6	-5.2	-1.2
Oregon	12.0	2.4	9.0	9.9	18.7	Tennessee	-4.1	-9.5	-7.4	-5.4	-2.3
Vermont	-0.5	0.5	2.0	10.2	17.5	South Dakota	-3.5	-17.3	-13.3	-12.2	-4.0
Virginia	4.0	6.8	4.7	8.1	13.1	Mississippi	-7.6	-17.2	-11.0	-11.4	-5.2
New Hampshire	-0.7	5.6	0.5	7.6	13.0	West Virginia	-5.5	-17.7	-11.4	-10.3	-5.6
Wyoming	7.5	-7.4	-9.8	3.1	13.0						
Arizona	5.7	-0.7	1.6	7.8	10.7						

Georgia SLGs pay comparable workers substantially less than states outside the South in almost every occupational category, but they pay better than other Southern states in several occupations (Table 4-8). Expected pay for comparable teachers in Georgia is the 28<sup>th</sup> highest in the nation. It pays about 3 percent more than other Southern states for elementary and high school teachers and other school employees, for instance, but 13 percent and 20 percent less, respectively, than in the rest of the country. Interestingly, expected pay for college and university professors in Georgia is the 17<sup>th</sup> highest in the country, very close to the national average, not significantly higher or lower than either the rest of the South or the rest of the United States.

Georgia pays less in most occupations, however. The low pay is most striking for protective services: police, firefighters, and prison guards. Other Southern states pay about 6.5 percent more than Georgia does, but states outside the South pay about 40 percent more, and the pay gap has been in the 30-40 percent range throughout the past 30 years. Other Southern states also pay significantly more than Georgia in architecture and engineering, health professions, technicians, office and administrative support, and non-protective services.

Table 4-9 makes clearer the wide variation in pay for selected occupations, especially police and fire. New Jersey and California pay their protective service employees nearly twice as much as Georgia does, and Nevada, New York, and Washington, DC pay about two-thirds more. Washington, DC and 31 states pay at least 10 percent more than Georgia for police and fire. Georgia's expected pay is the 44<sup>th</sup> highest in the nation. Only a handful of Southern states pay less, and the pay gap is more than 5 percent only for Mississippi, West Virginia, Arkansas, and South Carolina.

In some senses, Georgia pays registered nurses even worse—the 46<sup>th</sup> in the nation. The two highest paying states only pay a little more than half (rather than more than 80 percent) more than Georgia, though only two states pay more than 5 percent less than Georgia.

## SUMMARY

Although Georgia's SLGs pay comparable workers about the same as SLGs in other Southern, Great Plains, and Rocky Mountain states, they compete for employees with a stronger private sector. As a result, public-private pay differences have been as large in Georgia as in any other state for the past decade. This is true for both state and local governments. Georgia SLGs pay less than most states for most occupations, including registered nurses, police officers, and firefighters. On the other hand, pay for school teachers and college professors is about average in Georgia. The latter may be due to a national labor market for professors. The reason teachers earn about average in Georgia, while nurses and public safety workers earn much less, is not clear.

**Table 4-8. Regional Differences in Pay for Comparable Workers, by Occupation and Year**

Occupation Type	-----1980-----		-----1990-----		-----2000-----		-----2005-8-----		-----2009-12-----	
	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.
Management & Professional	-0.9	12.0***	-6.2***	9.7***	-3.4.**	10.8***	-2.0	12.2***	-3.2***	16.0***
Architecture & Engineering	-4.3	7.3	-8.5**	6.6*	1.6	14.5***	-0.2	14.4***	9.5**	27.4***
Computer, Mathematical & Science	-6.4	4.4	-2.3	10.1**	-7.0**	3.9	3.8	18.8***	-4.0	13.8***
Health Diagnosis, Assessment & Therapy	1.7	9.9**	-4.0.*	6.1***	2.1	9.1***	12.9***	19.6***	8.5**	17.1***
Legal	-6.5	-5.1	-2.4	12.4**	-9.7**	0.9	-7.0*	4.5	-4.0	6.7*
Technician & Technical Support	5.6	18.9***	-5.3***	10.2***	1.0	15.8***	1.9	17.7***	6.0**	20.4***
Office & Administrative Support	-0.3	12.0***	-4.6***	12.7***	-3.7***	14.3***	0.6	18.5***	5.2***	25.9***
Protective Services	13.1***	40.9***	0.1	29.7***	3.1***	34.2***	3.0***	35.9***	6.5***	42.4***
Other Services	5.7	27.9***	-4.9**	21.0***	-7.8***	13.3***	-0.1	22.5***	5.7**	26.7***
Production, Construction, & Repair	-3.2	19.7***	-2.4	21.5***	0.5	24.3***	2.1	27.9***	2.9	28.5***
Operators, Fabricators, & Laborers	17.2*	32.4***	-1.9	24.3***	4.2	23.3***	-5.3	11.5**	4.0	23.8***
Transportation & Material Moving	0.3	30.4***	-6.9***	25.7***	0.8	32.8***	-0.1	30.7***	-0.6	32.3***
<b>Education</b>										
Elementary and High School Teachers	0.4	15.7***	-4.2***	12.0***	-5.6***	8.3***	-4.4***	10.2***	-2.9***	12.7***
Other School Employees	2.8	22.7***	-4.7***	18.3***	-5.5***	15.3***	-6.3***	17.1***	-3.2***	20.4***
College Professors	-0.9	5.3	-4.2	-0.3	-10.5***	-6.5***	0.6	3.4	-3.2	0.9
Other College Employees	-2.6	7.9***	-4.5***	8.0***	-8.8***	3.0**	-2.6*	10.3***	0.8	13.1***
<b>Local Government Only</b>										
Management & Professional	-0.3	14.1***	-3.3*	11.4***	-1.9	10.8***	-1.2	11.7***	3.1	14.6***
Architecture & Engineering	17.1	33.8	-10.2	3.3	14.0**	30.6***	1.4	16.6***	5.2	24.4***
Computer, Mathematical & Science	-20.4	-12.0	2.8	14.4*	6.1	15.5***	9.9*	23.8***	-1.1	13.1***
Health Diagnosis, Assessment & Therapy	3.5	15.3***	-3.0	4.7	2.4	11.1***	12.8**	17.6***	11.1*	16.5***
Legal	-14.1	-1.0	-4.7	11.5	-1.5	9.3	0.5	9.6	-3.8	3.5
Technician & Technical Support	-1.5	12.1**	-4.9*	8.6***	-0.5	15.2***	1.8	15.7***	1.3	13.4***

Table 4-8 continues next page...

**Table 4-8 (cont.). Regional Differences in Pay for Comparable Workers, by Occupation and Year**

Occupation Type	-----1980-----		-----1990-----		-----2000-----		-----2005-8-----		-----2009-12-----	
	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.	OTHER SOUTH	OTHER U.S.
<b>Local Government Only (cont.)</b>										
Office & Administrative Support	2.6	16.2***	-1.3	14.8***	-3.3***	13.8***	1.3	18.5***	4.8***	25.8***
Protective Services	12.5***	38.3***	0.0	28.6***	2.7**	32.3***	4.0***	34.3***	6.5***	39.6***
Other Services	2.9	26.8***	-3.7	21.8***	-15.4***	2.9	1.9	22.5***	4.3	24.4***
Production, Construction, & Repair	0.8	24.1***	-0.4	24.7***	1.3	25.3***	1.5	27.1***	0.2	25.9***
Operators, Fabricators, & Laborers	17.2	34.8***	0.1	28.7***	6.1	25.6***	-4.6	10.8	1.5	26.3***
Transportation & Material Moving	2.6	37.0***	-7.7***	27.5***	1.5	34.7***	1.7	33.9***	-1.2	32.1***
<b>State Government Only</b>										
Management & Professional	-1.1	10.1***	-8.2***	8.5***	-4.9***	10.4***	-2.7	12.6***	3.9*	18.1***
Architecture & Engineering	-5.4	5.0	-10.2***	5.3	-7.6	3.2	-0.8	13.1***	8.3	24.2***
Computer, Mathematical & Science	-2.7	9.4	-3.7	8.9*	-9.5***	2.0	0.5	16.1***	-1.7	13.5***
Health Diagnosis/Assessment/Therapy	0.2	5.0	-4.1	8.3**	1.9	8.5***	12.9***	21.5***	9.0*	21.2***
Legal	-0.9	-6.7	-1.4	13.5*	-24.0***	-16.6***	-14.1***	-1.6	-5.1	7.1
Technician & Technical Support	13.8***	24.9***	-5.8***	11.7***	-1.0	15.1***	2.1	19.2***	14.7***	32.1***
Office & Administrative Support	-1.9	9.2***	-8.1***	10.4***	-4.4***	14.7***	-0.7	18.0***	5.4	25.7***
Protective Services	13.1***	45.1***	0.3	31.5***	4.0***	38.7***	0.4	39.8***	7.0	49.9***
Other Services	6.5	26.5***	-6.2**	20.7***	-4.2*	18.9***	-2.4	22.8***	5.6*	28.0***
Production, Construction, & Repair	-11.9*	8.9	-8.5***	11.8***	-2.4	20.4***	5.1	31.8***	12.1***	37.0***
Operators, Fabricators, & Laborers	16.4	30.2	-7.2	15.4**	2.9	22.0***	-11.2	6.3	1.1	19.2**
Transportation & Material Moving	-10.2	8.2	-5.2	18.8***	-2.0	25.7***	-4.6	21.7***	1.4	34.3***

Full-time state and local government employees only. Figures represent expected percentage differences in annual earnings for comparable employees in the rest of the South and the rest of the U.S., relative to Georgia. Regression models use natural logarithm of annual earnings as dependent variable. Independent variables are dummies for region, race/ethnicity/sex, citizenship, age, and education, as shown in Table Appendix A-4, plus the natural logarithm of hours worked in a typical week. Models include dummy variables for year and for individual occupation. We exponentiate regional coefficients, subtract 1, multiply times 100. Differences from Georgia are significant at \* .10 level, \*\* .05 level, and \*\*\* .01 level.

**Table 4-9. Percentage SLG Pay Differences, Selected Occupations, 2009-12**

	COLLEGE PROFESSORS	SCHOOL TEACHERS	REGISTERED NURSES	POLICE & FIRE		COLLEGE PROFESSORS	SCHOOL TEACHERS	REGISTERED NURSES	POLICE & FIRE
New Jersey	10.6***	34.0***	41.5***	86.2***	Virginia	1.8	5.4***	17.1***	17.6***
California	14.6***	27.7***	58.8***	81.3***	Vermont	-24.0***	1.0	-11.8	16.6***
Nevada	4.2	9.2***	24.7***	68.3***	Utah	-5.5	-4.5***	19.0***	14.8***
New York	1.7	34.3***	38.3***	68.1***	Maine	-11.9**	-7.0***	26.9**	13.8***
District of Columbia	11.5***	31.8***	44.1***	67.4***	Nebraska	-9.2**	-9.0***	5.9	11.7***
Alaska	-22.8***	22.2***	43.6***	55.4***	Texas	-1.3	2.5***	26.1***	10.9***
Connecticut	9.5***	25.8***	21.4***	53.5***	Kansas	-1.6	-6.7***	7.2	9.6***
Massachusetts	-1.0	20.9***	43.2***	53.1***	Indiana	-2.7	2.2**	18.6***	8.4***
Washington	3.8	6.6***	34.9***	49.7***	Idaho	-16.4***	-9.5***	27.4***	8.2***
Rhode Island	-20.6***	37.6***	52.0***	49.3***	Montana	-12.6***	-12.9***	-3.8	7.3**
Illinois	3.2	16.7***	26.9***	49.3***	New Mexico	-14.6***	-10.2***	20.5***	5.8***
Maryland	6.1**	26.1***	18.4***	43.1***	North Dakota	-3.1	-7.6***	-0.7	3.1
Pennsylvania	-1.1	17.0***	24.0***	41.2***	Alabama	-0.4	-3.1***	10.6***	2.6*
Oregon	-4.9	0.6	22.8***	40.3***	Louisiana	-8.8***	-3.0***	22.1***	2.5*
Hawaii	-1.5	8.0***	29.5***	35.3***	Missouri	-9.6***	-8.1***	4.5	2.3
Michigan	3.8	19.9***	24.9***	32.7***	Oklahoma	-4.6	-13.6***	1.8	0.2
Colorado	-8.3***	-1.7**	27.0***	31.1***	North Carolina	-2.0	-7.2***	15.5***	0.0
Delaware	16.2**	25.4***	18.5*	30.7***	Georgia	0.0	0.0	0.0	0.0
New Hampshire	4.5	2.7*	35.4***	28.6***	Tennessee	-11.7***	-9.3***	5.2	-1.4
Minnesota	3.0	7.3***	29.8***	28.5***	Kentucky	-12.1***	-5.5***	6.6	-1.9
Arizona	0.0	-5.4***	-1.5	28.2***	South Dakota	-22.5***	-17.5***	-16.9***	-2.8
Wisconsin	2.2	7.6***	33.5***	26.0***	South Carolina	-2.5	-5.6***	16.0***	-6.3***
Ohio	-3.0	11.6***	27.7***	25.0***	Arkansas	-7.8*	-7.2***	15.4***	-7.6***
Wyoming	-17.7***	10.9***	24.2***	24.6*	West Virginia	-1.0	-8.4***	10.9	-8.5***
Iowa	-4.8	1.3	14.9***	24.0***	Mississippi	-2.8	-14.2***	22.0***	-15.4***
Florida	-0.6	-2.0***	19.1***	22.3***					

Differences significant at \*\*\*.01 level, \*\* .05 level, or \* .10 level.

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## Appendix, Data, and Methods

This analysis draws on U.S. Census Bureau data. For 1980, 1990, and 2000, we use the 5 percent Public Use Microdata Samples (PUMS). For 2001 through 2012, we use the American Community Survey (ACS), which the Census Bureau has been fielding annually on a random sample of households. Initially, they used the same survey instrument as the long form of the 2000 U.S. Census, though this has evolved somewhat over time. Since 2004, the ACS has surveyed approximately 200,000 households per month.

The sample is restricted to full-time (36+ hours in a typical week), full-year (50-52 weeks) employees, dropping the unemployed, the self-employed, and part-time workers. We also restrict the sample to those aged 21 to 65 who work in the United States for an SLG or private firm, dropping those working for the federal government or nonprofit organizations.

The analysis divides the country into three “regions”: Georgia, the rest of the South, and the rest of the United States. Our definition of the South uses a line associated with the Missouri compromise: Oklahoma, Arkansas, Tennessee, and North Carolina are the northern border. It also includes the states of the Deep South: South Carolina, Florida, Alabama, Mississippi, Louisiana, and Texas. We count Kentucky, West Virginia, Virginia, Maryland, Delaware, and the District of Columbia—which are included in some definitions of the South—as being in the rest of the United States.

The Census Bureau asks for substantial information for each member of the household, including the person’s age, sex, race, citizenship status, military service, and educational attainment. It asks a number of questions about each person’s employment. We restrict our analysis to people who answered “Yes” to the question: “During the PAST 12 MONTHS (52 weeks), did this person work 50 or more weeks? Count paid time off as work.” The follow-up question asks: “During the PAST 12 MONTHS, in the WEEKS WORKED, how many hours did this person usually work each WEEK?” The ACS asks about each person’s “chief job activity or business last week.” A person who has more than one job is asked to “describe the one at which this person worked the most hours.”

The sample is also restricted to people who were “an employee of a PRIVATE FOR-PROFIT company or business, or of an individual, for wages, salary, or commissions;” “a local GOVERNMENT employee (city, county, etc.);” or “a state GOVERNMENT employee.” The next question asks for the name of the employer, allowing the Census Bureau to double-check the accuracy of the classification. Follow-up questions ask about the “kind of business or industry” and the “kind of work” the individual was doing, as well as his/her “most important activities or duties.” The Census then classifies the business into one of 223 industries and the employee into one of 320 occupations.

For each person, the ACS asks several questions about income in the past twelve months. It prefaces the questions with the following: “Mark (X) the ‘Yes’ box for each type of income this person received, and give your best estimate of the TOTAL AMOUNT during the PAST 12 MONTHS (NOTE: The ‘past 12 months’ is the period from today’s date one year ago up through today.)” We use responses to the question on

“Wages, salary, commissions, bonuses, or tips from all jobs. Report amount before deductions for taxes, bonds, dues, or other items.”

## METHODS

### *Employees*

We perform most analyses for the country as a whole and for the three regions separately. In most cases, we simply calculate percentages or means for each year for each region and graph those. We group detailed occupations and industries into broader categories following Census guidelines.

### *Pay*

We begin simply with mean salaries/wages for SLG and private, for-profit employees in each “region” in each year. To account for inflation, we deflate using the annual average Consumer Price Index for All Urban Consumers (CPI-U). We then convert older earnings to 2011 dollars by dividing by the CPI-U for that year and multiplying time 224.939, the CPI-U for 2011.

Mean earnings can vary across regions and over time due to differences in the characteristics of the workforce. To make annual earnings more comparable, we first track mean earnings (in 2011 dollars) separately for high school and college graduates. To increase comparability, we restrict the sample to white men (about 40 percent of employees, even in 2012) who were between 40 and 59 years of age. Mean earnings vary with age, but, as shown in Table A-4, they do not vary much over this age range. For 2011, for instance, the mean earnings for white male high school graduates in this age range was \$51,592 and mean earnings by age varied only between \$48,145 and \$53,800. Combining across ages increased the 2012 sample size for Georgia to 1055, instead of the 50 to 60 it would have been if we had chosen a single age.

To make trends in SLG-private sector pay differences clearer, we first simply divide the mean pay for SLG high school and college graduates by the mean pay for private sector employees of the same educational attainment in the same region in the same year. We convert these to SLG pay as a percentage of private sector pay and graph the trends. This does not show whether SLG pay is rising in real terms, but whether it is rising or falling relative to private sector pay.

**Race and gender pay differences within sectors.** To compare the earnings of white men to equally educated and experienced women and minorities, we run separate multiple regressions by sector and region. For illustrative purposes, Table A-4 shows regression results for the country as a whole, for private firms and SLGs in 2011. Our dependent variable is the natural logarithm of earnings. This coding of the dependent variable treats each independent variable as having a constant percentage, rather than a constant dollar, impact on earnings. For instance, we estimate that in 2011 black men typically earned 22 percent less than white men of the same age and educational attainment in the private sector—whether we are comparing 25-year-old high school graduates or 55-year-olds with master’s degrees. If we had used annual earnings measured in dollars, the model would have estimated that black men, on

average, made \$15,800 less than comparable white men, but it makes little sense to expect the black-white pay difference to be the same for 25-year-old high school graduates as for 55-year-olds with master's degrees.

Nine dummy variables for race and sex allow race differences to vary by sex and for gender differences to vary across the races. For instance, black men are expected to earn 22 and 11 percent less than comparable white men in the private and SLG sectors, respectively. White women earn 23 percent less than comparable white men in the private sector and 21 percent less in SLGs. Black women earn 32 and 26 percent less than comparable white men in the two sectors. They also make less than comparable white women, but the race differences are only about half as large for women as for men. Three dummy variables for citizenship status show that non-citizens earn 16 to 19 percent less than comparable native-born citizens. Naturalized citizens also earn 2 to 5 percent less than native-born citizens, on average.

Rather than assuming a linear or curvilinear impact of education and age, we use 23 dummy variables for education and 44 dummy variables for age. This method allows basically any pattern for these relationships. For instance, in 2011, employees who finished 12 years of school but did not graduate high school earned 12 percent less than high school graduates in the same sector, and even if they later got their GEDs, they still made 3 to 6 percent less. Those with associate's degrees earned about 26 percent more than comparable high school graduates in both sectors, but the payoffs to bachelor's and graduate degrees were dramatically higher in the private sector than in SLGs. Age patterns were much more similar across the sectors: rapid growth in the 20s, slower growth in the 30s, and almost no growth past the mid-40s. In both sectors, 45-year-olds made about twice what comparable 21-year-olds made, but pay at 50, 55, and 60 was only slightly higher.

**SLG-private sector pay comparability.** We then revisit the issue of pay comparability across sectors, running similar models but with the key independent variable being a dummy coded 1 for SLG employees and 0 for private sector employees. We run separate models for each region for each year, first for all employees combined, then for white men, white women, black men, and black women separately.

In Chapter 4, Table 4-1 runs separate regressions for each state in 1980, 1990, 2000, 2005-8, and 2009-12. (We combine data for multiple years because ACS samples are so much smaller than Census samples, and we ignore 2001-4 because ACS samples are even smaller in those years.) The regression include data for both SLG and private sector employees. The key independent variable is a dummy coded 1 for SLG employees and 0 for private sector employees. We exponentiate that coefficient, subtract 1, and multiply times 100 to get the expected percentage difference in pay between comparable employees of the SLG and private sectors in the same state. Tables 4-2 and 4-3 repeat the same analyses, but drop either the state or the local government employees, to compare pay between local (or state) government employees to private sector employees of the same race, sex, age, and educational attainment.

Table 4-4 compares the mean earnings of SLG employees in Georgia in each period to mean pay for each state in the same year. (That is, we divide the mean pay in state  $i$  by the mean pay in Georgia, subtract 1, and multiply times 100.) We then combine data for all SLGs in that period, add 50 dummy variables for

the other states and the District of Columbia, using Georgia as the reference group. Models include the same control variables as in Table A-4, plus dummy variables for year in the multi-year analyses. To calculate the percentage differences in expected pay, we exponentiate the coefficients on the state dummy variables, subtract 1, and multiply times 100. We repeat these analyses separately for local and state government employees.

Table 4-8 combines data for SLG employees nationally for regressions run separately for broad occupational categories. The key independent variables are two dummies coded 1 for the 10 Southern states and for the 39 non-Southern states (and DC), with Georgia as the reference group. Models include the same control variables as above, plus dummy variables for each detailed occupation within each broad occupational category. We also run these analyses separately for local and state government employees.

Table 4-9 uses only 2009-12 data and runs analyses on SLG employees in three detailed occupational categories (college professors, elementary and high school teachers, and registered nurses) and in the protective services category, with dummy variables to distinguish among police, firefighters, and guards. As in Table 4-4, we include dummy variables for the states and convert their coefficients into expected percentage differences in pay as described above.

### *Limitations*

All of our choices create opportunities for error. First, because we are working with sample data, all our estimates include some sampling error. In general, however, the samples are quite large. As Table A-1 shows, we have data on 14 million workers, including 425,000 in Georgia and 3.5 million in the rest of the South. Overall, we have 11.9 million private sector, 1.2 million local government, and 0.9 million state government employees (Table A-2). For Georgia, we have 360,000 private sector workers, 38,000 in local governments, and 28,000 in state government (Table A-3). Naturally, samples are smaller for each year, especially during the first four years of the ACS, when our samples are only about one-quarter million overall, and the number of SLG employees in Georgia is only about 1,000. This means that our estimates are less accurate (especially for 2001-4) than if we had had data for the full population of workers. This shows up, for instance, in more random fluctuation in lines representing trends for Georgia (especially SLGs) than for the rest of the United States.

Full population data are not available, however. We might have been able to obtain full data on Georgia state government workers, but the state would be unlikely to release individual-level data going back to 1980, which would make our analyses of the impact of race, sex, age, and education on earnings impossible. Even for analyses of patterns for SLG employees in Georgia, we would still need to work with sample data for local government employees, who make up nearly 60 percent of SLG employees. Comparable data for SLG workers in other states would be more difficult to obtain, and private sector firms are even less likely to share employee data. The Census gathered large random samples of all types of workers, allowing us to use comparable data across sectors for a 32-year period.

Second, we should expect reporting error of several types. The Census asks for data for each member of a household. The person who fills out the form may not have accurate information for each household member. Workers may not know how much they earned last year, and they might not report their earnings, weekly hours worked, age, or educational attainment accurately to the person filling out the form. Further, the form asks for their current employer but for their total earnings from wages and salary for the previous twelve months; some people changed employers or worked multiple jobs over this period, and we might attribute private sector earnings to SLG jobs.

Third, the 1980 Census asked a few questions substantially differently than subsequent years. Although we want to focus on differences between employees of SLGs and private, for-profit firms, the 1980 Census did not distinguish between for-profit firms and nonprofit organizations. Thus, our 1980 private sector figures include nonprofit employees. As the nonprofit sector has grown rapidly (from 7.6 percent of private sector employees in 1990 to 11.1 percent in 2012), we expect that only 6 percent or fewer of private sector employees in 1980 worked for nonprofits, which should not bias our findings much. In 1990, for instance, the mean salary of private, for-profit employees was \$28,740 and the mean salary of all private-sector (including nonprofit) employees was \$28,636; the percentages who were women were 37.4 percent if we excluded nonprofit workers and 39.1 percent if we included them. Any bias is likely to make SLGs look more different from private firms since 1980.

Fourth, a variety of other choices affect our findings. Different definitions of the South would have some impact. Including part-time workers, the self-employed, and the unemployed would change some findings. Using a different deflator than the CPI-U could have made a difference, and the annual CPI-U figure we use does not perfectly match the year of earnings reported, especially for the ACS, which is fielded throughout the year. The models in Chapter 4 implicitly assume that public-private and interstate differences are the same for every race, sex, age, and educational level, even though we spend Chapter 3 showing how much differences vary across sub-groups. This assumption dramatically simplifies the analysis, however, and allows an estimate of the average difference among comparable employees.

The appendix tables show most of the numbers underlying the graphs in Chapters 2 and 3. The appendix tables provide the information of corresponding figures in parenthesis.

**Table A-1. Sample Size by Region and Year**

YEAR	GEORGIA	SOUTHERN	OTHERS	TOTAL
1980	59,588	541,751	1,720,245	2,321,584
1990	75,667	621,861	1,840,317	2,537,845
2000	93,635	750,901	2,086,857	2,931,393
2001	7,374	59,204	195,844	262,422
2002	6,348	51,611	169,879	227,838
2003	6,979	57,629	187,474	252,082
2004	6,612	57,026	186,174	249,812
2005	19,915	159,076	425,943	604,934
2006	20,890	168,822	447,014	636,726
2007	21,014	171,283	446,996	639,293
2008	23,515	191,621	493,264	708,400
2009	22,216	182,883	468,058	673,157
2010	20,974	178,257	455,219	654,450
2011	19,464	173,247	449,404	642,115
2012	20,761	177,330	458,863	656,954
Total	424,952	3,542,502	10,031,551	13,999,005

**Table A-2. Sample Size by Employer and Year**

YEAR	PRIVATE FOR PROFIT	STATE GOVERNMENT	LOCAL GOVERNMENT	TOTAL
1980	2,005,827	126,534	189,223	2,321,584
1990	2,188,653	151,027	198,165	2,537,845
2000	2,516,538	178,988	235,867	2,931,393
2001	223,464	16,539	22,419	262,422
2002	191,450	14,922	21,466	227,838
2003	212,260	15,939	23,883	252,082
2004	210,582	15,471	23,759	249,812
2005	511,923	36,687	56,324	604,934
2006	540,527	38,592	57,607	636,726
2007	541,820	39,211	58,262	639,293
2008	591,280	45,676	71,444	708,400
2009	556,697	46,327	70,133	673,157
2010	538,416	45,779	70,255	654,450
2011	529,453	44,980	67,682	642,115
2012	546,454	47,031	63,469	656,954
Total	11,905,344	863,703	1,229,958	13,999,005

**Table A-3. Sample Size by Employer and Year, Georgia Only**

YEAR	PRIVATE FOR PROFIT	STATE GOVERNMENT	LOCAL GOVERNMENT	TOTAL
1980	50,702	3,834	5,052	59,588
1990	64,985	5,012	5,670	75,667
2000	80,236	5,999	7,400	93,635
2001	6,312	413	649	7,374
2002	5,408	361	579	6,348
2003	5,892	351	736	6,979
2004	5,646	345	621	6,612
2005	16,856	1,195	1,864	19,915
2006	17,723	1,222	1,945	20,890
2007	17,587	1,369	2,058	21,014
2008	19,303	1,606	2,606	23,515
2009	17,989	1,668	2,559	22,216
2010	17,035	1,590	2,349	20,974
2011	15,720	1,501	2,243	19,464
2012	17,153	1,497	2,111	20,761
Total	358,547	27,963	38,442	424,952

**Table A-4. Regression Results for Race and Gender Pay Differences, by Sector, 2011**

	PRIVATE, FOR-PROFIT FIRMS	STATE AND LOCAL GOVERNMENTS		PRIVATE, FOR-PROFIT FIRMS	STATE AND LOCAL GOVERNMENTS
Race/Ethnicity/Gender			Educational Level (cont.)		
White Males [reference group]			Grade 2	-24.3	0.3 <sup>N.S.</sup>
Black Male	-21.9	-10.6	Grade 3	-22.3	-27.0
Latino	-15.9	-6.7	Grade 4	-22.6	-28.9
Asian Male	-7.5	-6.8	Grade 5	-23.9	-22.7
Other/Mixed Male	-11.7	-8.9	Grade 6	-22.1	-30.1
			Grade 7	-19.1	-27.3
White Female	-22.8	-21.1	Grade 8	-18.3	-28.2
Black Female	-32.2	-26.0	Grade 9	-18.8	-21.2
Latina	-32.2	-25.8	Grade 10	-16.7	-21.6
Asian Female	-24.3	-19.4	Grade 11	-14.0	-21.0
Other/Mixed Female	-28.4	-25.9	12th Grade, No Diploma	-11.7	-12.4
			High School Diploma [reference group]		
Citizenship					
Native-Born U.S. Citizen [reference group]			GED or Alternative Credential	-5.9	-3.4
Born Abroad of American Parents	-1.5 <sup>N.S.</sup>	-0.1 <sup>N.S.</sup>	Some College, But Less than 1 Year	11.1	13.9
Naturalized Citizen	-4.8	-2.1	1 or More Years of College Credit, No Degree	16.6	18.2
Not a Citizen	-16.5	-19.2	Associate's Degree	26.5	26.4
Educational Level			Bachelor's Degree	73.2	47.3
No Schooling Completed	-21.7	-20.4	Master's Degree	124.0	71.4
Nursery School, Preschool	6.6 <sup>N.S.</sup>	-0.3 <sup>N.S.</sup>	Professional Degree	190.9	112.6
Kindergarten	-37.3	-19.7 <sup>N.S.</sup>	Doctoral Degree	166.1	110.6
Grade 1	-26.7	-32.4 <sup>N.S.</sup>			

Table A-4 continues next page...

**Table A-4 (cont.). Regression Results for Race and Gender Pay Differences, by Sector, 2011**

	PRIVATE, FOR- PROFIT FIRMS	STATE AND LOCAL GOVERNMENTS		PRIVATE, FOR- PROFIT FIRMS	STATE AND LOCAL GOVERNMENTS
Age			Age (cont.)		
21 [reference group]			44	100.3	96.5
22	2.4 <sup>N.S.</sup>	7.3	45	101.5	98.0
23	7.4	15.7	46	101.8	107.7
24	13.2	18.6	47	100.5	103.1
25	26.0	34.8	48	101.9	105.4
26	32.3	37.3	49	103.8	105.3
27	37.8	44.4	50	103.3	106.0
28	42.5	50.0	51	106.5	101.3
29	48.1	51.6	52	103.4	105.0
30	53.7	57.5	53	105.3	106.9
31	59.2	65.1	54	105.5	105.8
32	62.7	66.0	55	102.2	104.8
33	67.7	68.7	56	102.3	105.7
34	72.1	74.1	57	104.0	107.9
35	79.7	81.8	58	99.3	106.7
36	82.4	87.7	59	98.0	109.9
37	88.2	84.8	60	97.6	105.5
38	90.0	88.9	61	91.7	105.8
39	92.5	90.9	62	93.8	102.5
40	92.6	92.1	63	97.6	100.2
41	94.3	93.9	64	96.6	100.8
42	95.5	98.2	65	93.6	97.1
43	97.0	99.4			

All coefficients are significant at .001 level unless marked N.S.. Models also include the natural logarithm of hours worked in a typical week and 50 dummy variables for state in which the person was employed.

**Table A-5. SLGs Share of Total Workforce by Region (Figure 2-1)**

YEAR	GEORGIA	OTHER SOUTH	OTHER US	ALL STATES
1980	13.6	12.9	12.5	12.6
1990	11.9	12.4	11.5	11.7
2000	12.1	12.8	11.7	12.0
2001	12.3	12.7	11.9	12.1
2002	12.4	13.7	12.6	12.9
2003	12.8	13.6	12.6	12.9
2004	12.3	13.6	12.5	12.8
2005	12.8	13.2	12.2	12.5
2006	12.5	13.0	11.9	12.2
2007	13.5	13.1	12.0	12.3
2008	14.4	14.4	12.9	13.4
2009	15.2	15.0	13.3	13.8
2010	15.2	15.3	13.7	14.2
2011	14.2	14.9	13.4	13.8
2012	13.8	14.7	12.9	13.4

**Table A-6. Mean Age of Workforce by Region and Sector (Figure 2-10)**

YEAR	----STATE AND LOCAL GOVERNMENTS----			-----PRIVATE, FOR-PROFIT FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER US	GEORGIA	OTHER SOUTH	OTHER US
1980	39.1	39.5	40.5	37.8	38.1	38.8
1990	40.1	40.6	41.4	37.8	38.2	38.2
2000	41.9	42.4	43.1	39.2	39.7	39.9
2001	41.2	42.8	43.1	38.8	39.7	39.8
2002	41.9	43.0	43.2	38.9	39.9	40.0
2003	42.5	42.8	43.5	39.0	40.0	40.2
2004	41.9	43.1	43.7	39.9	40.3	40.4
2005	42.5	43.4	43.9	39.9	40.4	40.6
2006	42.8	43.4	43.9	40.3	40.6	40.7
2007	42.6	43.6	44.1	40.5	40.7	40.9
2008	43.2	43.5	43.9	40.7	40.9	41.1
2009	43.5	43.8	44.3	41.0	41.0	41.3
2010	43.7	44.1	44.6	41.5	41.4	41.7
2011	43.7	44.1	44.6	41.7	41.5	41.8
2012	43.6	44.1	44.9	41.8	41.6	41.8

**Table A-7. Mean Years of Education by Region and Sector  
(Figure 2-7)**

YEAR	----STATE AND LOCAL GOVERNMENTS----			-----PRIVATE, FOR-PROFIT FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER US	GEORGIA	OTHER SOUTH	OTHER US
1980	13.3	13.4	13.8	11.9	12.1	12.6
1990	14.1	14.2	14.4	12.9	12.9	13.3
2000	14.5	14.5	14.7	13.3	13.1	13.4
2001	14.5	14.6	14.8	13.2	13.2	13.5
2002	14.5	14.6	14.8	13.2	13.1	13.5
2003	14.4	14.6	14.8	13.2	13.1	13.4
2004	14.4	14.7	14.7	13.2	13.1	13.5
2005	14.6	14.6	14.8	13.4	13.1	13.5
2006	14.7	14.6	14.8	13.3	13.1	13.5
2007	14.9	14.6	14.9	13.4	13.1	13.5
2008	14.9	14.8	15.0	13.5	13.2	13.6
2009	15.2	14.8	15.1	13.6	13.3	13.7
2010	15.1	14.9	15.2	13.6	13.4	13.7
2011	15.2	14.9	15.2	13.7	13.4	13.8
2012	15.2	15.0	15.2	13.7	13.4	13.8

**Table A-8. Percentage with Bachelor's Degree or Higher by Region and Sector  
(Figure 2-8)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	34.0	32.1	33.6	33.2	14.2	14.4	17.7	16.9
1990	37.7	37.0	38.1	37.8	19.8	17.6	22.2	21.0
2000	42.7	41.9	43.6	43.1	25.3	20.7	26.2	24.7
2001	41.2	43.4	44.1	43.8	24.3	20.9	26.3	24.8
2002	41.4	43.1	44.4	44.0	22.9	20.9	26.5	24.9
2003	41.5	44.5	45.5	45.1	25.0	21.9	27.4	25.9
2004	42.0	45.8	45.0	45.2	25.5	22.8	27.9	26.5
2005	44.5	44.3	46.3	45.7	27.3	22.5	28.0	25.6
2006	46.4	44.1	46.8	46.0	26.7	22.7	28.4	26.8
2007	47.6	45.5	47.3	46.8	27.9	23.0	29.1	27.5
2008	49.2	48.7	49.9	49.6	28.4	23.8	29.7	28.1
2009	51.8	49.2	51.1	50.6	29.7	25.0	31.3	29.6
2010	50.9	50.3	52.3	51.7	30.3	25.3	32.1	30.2
2011	53.5	50.5	52.8	52.1	32.1	25.9	32.5	30.7
2012	53.0	51.1	53.1	52.5	31.6	26.6	33.3	31.4

**Table A-9. Percentage with Graduate Degree by Region and Sector  
(Figure 2-9)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	19.7	17.9	20.6	19.9	4.5	5.0	7.2	6.6
1990	19.3	16.9	18.4	18.1	4.3	3.9	5.8	5.3
2000	20.6	17.9	20.4	19.7	6.3	5.2	7.3	6.7
2001	20.3	18.0	20.2	19.6	5.7	5.1	7.4	6.7
2002	21.5	17.8	20.6	19.8	5.0	5.2	7.4	6.7
2003	22.9	18.2	21.1	20.3	5.9	5.6	7.7	7.1
2004	18.8	19.1	21.5	20.7	5.9	5.5	7.9	7.2
2005	21.5	18.4	22.0	21.0	7.3	5.7	8.0	7.4
2006	23.5	18.8	22.1	21.2	6.9	5.7	8.1	7.5
2007	23.9	18.9	22.4	21.5	7.4	5.9	8.3	7.6
2008	26.2	20.1	24.8	23.5	7.5	6.1	8.6	7.9
2009	29.9	20.7	26.1	24.7	8.1	6.6	9.2	8.5
2010	27.8	21.7	27.0	25.5	8.4	6.7	9.5	8.7
2011	32.2	21.8	27.4	25.9	8.5	7.0	9.6	8.9
2012	29.8	22.0	27.6	26.1	9.1	7.3	9.9	9.2

**Table A-10. Women's Percentage of Full-Time Jobs by Region and Sector  
(Figure 2-12)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	47.1	43.9	38.7	40.2	36.8	35.3	33.4	33.9
1990	49.3	47.5	42.7	44.1	40.3	39.2	36.9	37.6
2000	55.0	51.4	46.6	48.2	39.9	39.6	38.2	38.6
2001	58.6	53.0	47.7	49.5	40.7	39.8	38.1	38.6
2002	53.7	53.0	48.5	49.9	40.8	38.9	37.9	38.3
2003	56.6	54.3	48.3	50.2	40.1	39.3	38.1	38.5
2004	54.6	53.7	48.1	49.9	39.2	39.1	38.2	38.5
2005	57.7	53.5	48.7	50.3	38.7	38.9	30.8	38.2
2006	56.3	53.8	49.3	50.8	39.5	39.2	38.3	38.6
2007	56.8	55.0	49.6	51.4	40.0	39.3	38.4	38.7
2008	60.3	57.0	52.0	53.7	40.7	40.1	38.9	39.2
2009	62.8	57.3	52.1	54.0	41.3	41.0	39.8	40.1
2010	61.4	58.0	52.5	54.4	42.3	41.6	40.3	40.7
2011	60.6	57.4	52.4	54.1	41.3	41.4	39.9	40.3
2012	58.1	57.3	52.5	54.1	41.6	40.8	39.7	40.0

**Table A-11. White's Percentage of Full-Time Jobs by Region and Sector  
(Figure 2-13)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	72.0	74.1	81.8	79.7	79.6	79.2	86.1	84.3
1990	68.8	71.6	78.3	76.3	77.0	76.7	82.3	80.8
2000	65.5	67.6	75.7	73.2	68.8	69.8	76.8	74.8
2001	67.1	64.7	73.8	71.1	62.7	65.9	72.8	70.7
2002	63.6	64.0	73.5	70.6	62.3	65.4	72.1	70.0
2003	65.8	64.7	73.4	70.8	64.6	65.2	71.9	69.9
2004	65.3	64.5	73.4	70.6	61.9	64.6	71.3	69.3
2005	61.2	64.8	72.9	70.3	62.2	63.6	71.0	68.7
2006	62.7	63.9	72.2	69.6	61.1	62.7	70.0	67.8
2007	60.2	63.8	72.3	69.5	61.2	61.9	69.8	67.4
2008	63.7	63.3	72.6	69.6	59.9	61.5	69.6	67.1
2009	63.2	63.4	72.8	69.8	60.0	61.9	69.9	67.4
2010	61.0	63.1	72.6	69.4	60.5	60.5	68.9	66.4
2011	62.0	62.7	72.1	69.1	58.8	60.3	68.7	66.1
2012	61.8	62.7	72.0	68.9	58.1	59.4	68.3	65.5

**Table A-12. Black's Percentage of Full-Time Jobs by Region and Sector  
(Figure 2-14)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	26.9	19.0	11.3	13.6	19.0	13.0	6.5	8.3
1990	29.5	19.6	12.2	14.6	20.5	13.2	6.7	8.7
2000	31.3	20.3	11.3	14.4	23.0	14.0	6.9	9.3
2001	30.6	22.3	11.6	15.1	27.1	15.2	7.7	10.3
2002	33.3	22.0	12.0	15.4	26.7	14.7	7.7	10.2
2003	29.3	21.3	12.2	15.2	24.1	14.5	7.5	9.9
2004	30.7	21.2	11.7	14.9	25.6	14.6	7.5	10.0
2005	35.1	21.1	11.5	15.0	25.4	15.0	7.4	10.0
2006	33.0	20.8	12.1	15.2	26.3	14.7	7.4	10.0
2007	35.8	21.3	11.6	15.1	26.8	15.0	7.5	10.1
2008	31.4	21.1	11.2	14.7	27.5	15.3	7.4	10.2
2009	31.9	20.6	10.8	14.3	27.4	14.9	7.3	10.0
2010	34.5	20.5	10.6	14.3	26.3	14.8	7.3	9.9
2011	34.0	20.4	10.6	14.2	26.9	14.9	7.1	9.9
2012	32.9	20.1	10.7	14.2	27.2	14.9	7.2	9.9

**Table A-13. Latino's Percentage of Full-Time Jobs by Region and Sector (Figure 2-15)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	0.7	5.9	4.1	4.4	0.8	6.7	5.1	5.4
1990	0.8	7.3	5.8	6.0	1.4	8.4	7.1	7.2
2000	1.2	9.1	7.2	7.6	4.8	12.5	9.6	10.2
2001	1.1	9.8	8.3	8.5	6.6	15.3	12.7	13.2
2002	2.3	10.6	8.4	8.8	7.4	16.2	13.2	13.8
2003	2.2	11.5	8.5	9.1	7.9	16.7	13.5	14.1
2004	1.3	11.1	8.9	9.3	8.5	17.2	14.1	14.7
2005	1.3	10.7	9.1	9.3	8.5	17.7	14.2	14.9
2006	1.6	11.9	9.1	9.6	9.0	18.7	14.9	15.7
2007	2.0	11.7	9.3	9.7	8.4	19.2	15.1	16.0
2008	2.7	12.1	9.6	10.1	8.3	19.0	15.0	15.8
2009	2.3	12.4	9.7	10.2	7.8	18.9	14.5	15.5
2010	2.3	12.9	10.0	10.5	8.4	19.9	14.9	16.1
2011	2.2	13.3	10.2	10.8	9.3	20.2	15.3	16.5
2012	3.0	13.3	10.0	10.7	9.6	20.8	15.5	16.7

**Table A-14. Asians' Percentage of Full-Time Jobs by Region and Sector (Figure 2-16)**

YEAR	-----STATE AND LOCAL GOVERNMENTS-----				-----PRIVATE, FOR-PROFIT FIRMS-----			
	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US	GEORGIA	OTHER SOUTH	OTHER US	TOTAL US
1980	0.3	0.4	2.0	1.5	0.4	0.5	1.9	1.6
1990	0.6	0.8	2.9	2.3	1.0	1.0	3.4	2.7
2000	1.0	1.3	3.4	2.7	2.3	1.8	4.6	3.8
2001	0.8	1.2	3.7	2.9	2.2	1.9	5.0	4.2
2002	0.3	1.7	3.7	3.0	2.6	2.1	5.2	4.3
2003	1.2	1.1	3.9	3.1	2.7	2.2	5.6	4.6
2004	1.2	1.5	3.9	3.2	3.2	2.1	5.7	4.7
2005	1.4	1.3	4.2	3.3	2.9	2.2	5.8	4.8
2006	1.6	1.7	4.4	3.5	2.8	2.2	6.1	5.0
2007	1.0	1.5	4.2	3.4	2.8	2.5	6.1	5.0
2008	1.3	1.6	4.3	3.4	3.3	2.5	6.3	5.2
2009	1.4	1.7	4.3	3.4	3.5	2.7	6.6	5.4
2010	1.7	1.6	4.4	3.5	3.8	3.0	7.0	5.8
2011	1.1	1.7	4.4	3.5	3.9	3.0	7.0	5.9
2012	1.7	1.9	4.6	3.7	4.0	3.1	7.2	6.0

**Table A-15. Mean Salaries of State and Local Government Workers  
(Figure 3-1; 3-2; 3-3)**

YEAR	STATE AND LOCAL GOVERNMENTS- -----CURRENT DOLLARS-----			STATE AND LOCAL GOVERNMENTS -----CONSTANT 2011 DOLLARS-----			PRIVATE FIRMS -----CONSTANT 2011 DOLLARS-----		
	GEORGIA	REST OF SOUTH	REST OF U.S.	GEORGIA	REST OF SOUTH	REST OF U.S.	GEORGIA	REST OF SOUTH	REST OF U.S.
1980	\$12,558	\$12,946	\$15,594	\$38,910	\$40,111	\$48,315	\$44,398	\$45,399	\$52,362
1990	24,291	23,686	29,341	44,065	42,967	53,225	49,907	46,780	55,357
2000	34,790	34,061	41,683	46,972	45,988	56,279	57,469	51,994	60,640
2001	35,287	35,120	42,453	46,094	45,877	55,455	53,470	49,988	59,396
2002	37,644	36,568	44,009	47,813	46,446	55,897	54,388	51,031	59,208
2003	38,052	36,814	45,793	47,579	46,030	57,257	54,891	50,723	59,206
2004	38,071	38,312	47,388	46,542	46,836	57,932	55,641	51,550	59,951
2005	38,216	38,573	48,147	45,507	45,932	57,332	56,612	51,167	60,194
2006	40,183	40,174	49,076	46,282	46,271	56,524	54,917	50,713	59,194
2007	41,622	41,929	51,162	46,440	46,783	57,085	55,782	51,397	60,054
2008	42,797	42,559	52,529	46,430	46,171	56,987	56,825	51,925	60,327
2009	44,108	43,750	54,431	46,082	45,708	56,867	54,922	50,704	59,590
2010	44,038	44,606	55,359	46,174	46,769	58,043	55,108	50,863	59,904
2011	44,982	44,975	55,639	46,402	46,394	57,395	53,876	51,415	59,895
2012	44,312	45,271	56,780	44,312	45,271	56,780	54,639	50,633	59,036

**Table A-16. Mean Salaries of High School and College Graduates, by Sector, Constant 2011 Dollars**

	HIGH SCHOOL GRADUATES ----STATE AND LOCAL GOVERNMENTS----			COLLEGE GRADUATES -----STATE AND LOCAL GOVERNMENTS-----			HIGH SCHOOL GRADUATES -----PRIVATE FIRMS-----			COLLEGE GRADUATES -----PRIVATE FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
	1980	\$46,043	\$45,961	\$53,390	\$61,109	\$63,583	\$70,433	\$59,979	\$60,081	\$65,124	\$99,203	\$94,603
1990	46,023	44,208	52,387	67,406	60,958	70,227	59,375	55,988	61,825	112,157	100,793	109,055
2000	44,463	43,184	51,639	65,767	63,703	71,380	57,381	54,361	57,746	124,512	109,992	114,717
2001	50,147	42,174	51,185	63,970	62,016	71,867	52,868	52,893	57,138	122,642	110,135	115,421
2002	43,258	44,518	49,961	66,172	63,799	72,698	58,219	52,783	56,024	135,643	112,765	112,570
2003	48,895	44,496	51,744	64,709	64,453	72,207	55,821	53,961	55,783	125,663	108,203	110,624
2004	39,268	41,883	52,790	70,710	66,771	72,677	53,844	53,489	55,731	122,780	110,269	113,782
2005	43,975	42,961	51,587	61,685	64,763	73,687	51,210	53,377	56,003	123,623	107,973	115,322
2006	42,301	43,529	50,547	69,284	64,365	73,007	53,109	53,427	55,503	115,391	111,510	115,314
2007	43,994	42,089	52,701	67,903	64,212	74,337	56,263	53,278	55,050	121,405	112,866	116,135
2008	48,061	46,016	52,836	63,704	63,607	73,153	54,477	55,816	56,313	122,992	111,863	114,806
2009	42,590	42,412	51,571	68,811	65,123	73,610	52,830	52,594	53,358	118,647	109,621	114,318
2010	45,223	43,115	51,961	61,444	65,072	73,410	53,083	52,601	53,881	113,547	111,305	113,798
2011	50,566	44,482	52,382	69,594	66,489	73,722	49,803	52,601	53,182	115,147	111,669	115,667
2012	42,106	41,103	51,470	63,013	63,438	72,288	51,724	51,551	52,286	115,242	107,998	112,697

**Appendix Table A-17. Mean SLG Pay as Percentage of Mean Private Sector Pay (Figure 3-7)**

	-----HIGH SCHOOL GRADUATES-----			-----COLLEGE GRADUATES-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
1980	76.8	76.5	82.0	61.6	67.2	69.6
1990	77.5	79.0	84.7	60.1	60.5	64.4
2000	77.5	79.4	89.4	52.8	57.9	62.2
2001	94.9	79.7	89.6	52.2	56.3	62.3
2002	74.3	84.3	89.2	48.8	56.6	64.6
2003	87.6	82.5	92.8	51.5	59.6	65.3
2004	72.9	78.3	94.7	57.6	60.6	63.9
2005	85.9	80.5	92.1	49.9	60.0	63.9
2006	79.6	81.5	91.1	60.0	57.7	63.3
2007	78.2	79.0	95.7	55.9	56.9	64.0
2008	88.2	82.4	93.8	51.8	56.9	63.7
2009	80.6	80.6	96.6	58.0	59.4	64.4
2010	85.2	82.0	96.4	54.1	58.5	64.5
2011	101.5	84.6	98.5	60.4	59.5	63.7
2012	81.4	79.7	98.4	54.7	58.7	64.1
Mean	82.8	80.7	92.3	55.3	59.1	64.3

**Appendix Table A-18. Expected Pay of White Women as Percentage of Comparable White Men, by Sector and Region (Figure 3-8)**

	-----STATE AND LOCAL GOVERNMENTS-----			-----PRIVATE FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
1980	75.8	74.6	72.1	63.7	61.5	61.5
1990	77.1	77.7	76.2	69.7	69.2	69.5
2000	79.4	78.7	77.9	73.0	73.4	74.1
2001	77.9	80.7	78.8	72.6	73.9	74.7
2002	80.5	79.8	79.2	75.2	74.5	75.5
2003	75.9	82.3	78.4	76.6	74.1	75.9
2004	75.9	79.6	79.4	76.6	75.5	76.4
2005	79.9	80.2	79.8	76.7	76.2	76.4
2006	79.6	79.9	79.6	74.9	75.6	76.4
2007	79.7	81.3	79.5	75.3	76.2	76.5
2008	76.0	80.7	79.5	76.1	75.3	76.5
2009	78.6	80.0	79.2	77.0	76.1	77.1
2010	79.6	79.9	79.2	76.3	75.8	77.3
2011	76.5	78.3	78.7	76.0	75.5	77.5
2012	79.3	79.0	78.9	74.8	76.0	77.7

**Appendix Table A-19. Expected Pay of Black Men as Percentage of Comparable White Men, by Sector and Region (Figure 3-9)**

	-----STATE AND LOCAL GOVERNMENTS-----			-----PRIVATE FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
1980	79.2	78.8	87.3	72.7	72.6	79.1
1990	87.4	86.3	93.2	78.0	78.5	83.2
2000	90.1	89.8	93.3	78.5	80.9	83.4
2001	88.3	89.1	90.3	80.2	78.7	82.0
2002	96.0	90.3	92.3	79.5	79.2	84.0
2003	90.1	92.0	91.4	75.9	78.2	82.1
2004	98.5	86.9	90.6	79.4	78.0	80.1
2005	91.6	84.7	91.2	77.9	78.7	81.6
2006	84.8	87.8	91.0	77.6	77.8	80.8
2007	86.9	88.5	90.2	77.9	78.0	80.3
2008	85.8	87.4	88.6	75.5	76.8	79.2
2009	89.9	86.9	90.3	75.5	77.1	80.9
2010	87.2	87.8	89.0	76.0	77.7	81.5
2011	87.2	88.5	86.7	77.1	76.8	80.2
2012	92.3	87.5	90.7	73.8	76.3	79.7

**Appendix Table A-20. Expected Pay of Black Women as Percentage of Comparable White Men, by Sector and Region (Figure 3-10)**

	-----STATE AND LOCAL GOVERNMENTS-----			-----PRIVATE FIRMS-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
1980	67.0	64.7	69.0	52.8	50.6	57.4
1990	73.6	71.7	75.8	60.1	59.7	66.7
2000	78.1	75.2	77.9	65.0	64.1	71.4
2001	77.0	72.2	77.4	66.8	62.5	70.4
2002	70.9	72.5	79.2	64.2	62.8	70.5
2003	69.8	74.9	78.3	67.1	65.1	71.3
2004	78.3	73.2	78.1	64.4	62.7	71.6
2005	72.7	74.5	76.8	66.2	64.6	70.6
2006	74.3	74.0	77.7	64.6	64.5	71.2
2007	77.4	73.9	76.4	66.4	63.7	70.3
2008	74.3	73.1	75.4	63.9	63.4	70.3
2009	74.7	74.9	76.4	62.2	63.3	70.7
2010	73.1	73.3	76.1	65.5	63.7	70.9
2011	71.0	72.9	74.9	65.7	64.9	70.5
2012	76.7	72.7	75.0	63.3	64.2	71.1

**Table A-21. Expected SLG Pay as Percentage of Expected Pay for Comparable Workers in the Private Sector**

	-----WHITE MEN-----			-----WHITE WOMEN-----			-----BLACK MEN-----			-----BLACK WOMEN-----		
	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.	GEORGIA	OTHER SOUTH	OTHER U.S.
1980	79.6	81.1	84.5	94.9	98.0	99.5	86.9	88.1	94.8	99.2	102.3	102.3
1990	81.8	83.2	88.3	89.6	94.3	99.2	92.7	93.4	102.9	98.4	99.7	103.6
2000	77.3	82.8	89.8	83.7	89.0	95.1	90.7	94.4	104.8	93.2	97.7	101.6
2001	82.8	83.0	88.7	87.2	90.7	94.5	89.1	98.8	102.7	95.6	96.7	103.3
2002	80.0	83.2	89.8	82.0	89.8	94.5	99.1	100.2	105.6	89.2	98.5	103.8
2003	82.7	81.9	90.9	80.1	90.0	94.3	103.3	100.7	107.7	84.2	96.6	103.4
2004	81.3	82.0	90.2	81.1	86.3	94.3	105.4	92.9	107.7	97.1	97.1	101.9
2005	77.3	82.8	90.6	78.8	86.8	94.5	93.4	92.5	106.6	86.2	97.2	102.6
2006	79.0	83.4	90.6	81.2	87.9	93.8	87.1	97.3	108.2	89.6	97.3	102.9
2007	77.6	82.4	90.6	79.9	87.8	93.4	87.4	97.0	108.0	90.5	97.1	102.4
2008	79.0	82.5	91.0	77.4	87.9	93.2	94.1	97.6	107.2	92.1	97.6	102.3
2009	77.8	82.7	91.2	78.1	85.9	92.4	96.5	96.3	108.6	92.7	99.7	102.7
2010	80.6	83.8	92.5	81.9	87.0	92.8	94.0	98.8	106.7	90.0	98.5	103.0
2011	80.4	83.6	91.5	78.7	85.9	91.4	91.2	99.6	105.2	87.5	96.1	101.5
2012	75.0	82.7	91.4	77.5	85.1	91.4	96.1	98.0	110.5	89.6	95.3	101.5

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