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A COMPARISON OF STATE AND LOCAL PUBLIC EMPLOYMENT IN 1988

Introduction This publication compares Michigan to the rest of the nation in the number of state and local employees devoted to various public purposes.

The U. S. Bureau of the Census conducts an annual survey of government employment, measuring "the number of government civilian employees and their gross pay for the month of October by type of government and government function." The most recent Bureau of the Census publication on public employment is for the month of October 1988, at which time there were a reported 614,682 government employees in Michigan. Of these, 57,761 were federal civilian employees, 158,249 were state employees (including those employed at state colleges and universities), and 398,672 were local employees.

Table I

STATE AND LOCAL PUBLIC ENPLOYEES IN MICHIGAN
October, 1988

	Total	Full-Time Only	Full-Time Equivalent
State Employees	158,249	104,695	128,012
Total Local Employees	398,672	278,289	320,214
County Employees	49,417	41,399	45,431
Municipal Employees	76,347	59,814	64,297
Township Employees	23,181	5,505	7,780
School District Employees	239,874	165,198	194,694
Special District Employees	9,853	6,373	8,012
Total State and Local	556,921	382,984	448,226

Source: U.S. Bureau of the Census, **Public Employment in 1988**

State and Local FTEs in All Functions Comparing the number of full-time equivalent (FTE) state and local government employees in various functions in Michigan to the average number nationwide is one way to compare Michigan with the rest of the U. S. Since sane functions are performed by different levels of government in different states, comparing the combination of state and local public employees engaged in a particular service or function is a better way to determine the emphasis on that function than comparing either state or local employees engaged in an activity. Comparing the number of public employees per 10,000 population offsets the effects of dramatic differences in population size. In October 1988, Michigan had 485.1 full-time equivalent (FTE) state and local public employees per 10,000 population, 19.5 fewer than the national average of 504.6. Thirteen states had fewer state and local FTE public employees per 10,000 population than Michigan; 36 states plus the District of Columbia had more.

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State and Local FTEs in Education How were these employees allocated among the several public functions? On a national basis, there were nearly as many state and local public employees per 10,000 population working in education (249.2) as in all other functions combined (255.4). In Michigan, there were substantially more state and local public employees working in education (269.8) than in all other functions combined (215.3). Of course, the degree to which both educational and non-educational services are provided by the private sector varies among states.

Table II

FULL-TIME EQUIVALENT STATE AND LOCAL PUBLIC EMPLOYMENT PER 10,000 POPULATION

	U. S. Average	Highest State	Lowest State	Michigan #	Michigan Rank (1=highest)
Education	249.2	390.5	197.2	269.8	25
Elementary and Secondary Schools	187.4	282.5	157.6	196.2	26
Instructional Staff	129.2	202.0	98.9	128.5	34
Other Employees	58.2	80.5	39.0	67.7	6
Higher Education Institutions	57.9	108.9	30.1	71.4	16
Instructional Staff	20.5	41.0	10.1	23.8	21
Other Employees	37.4	74.2	20.0	47.7	15*
Other Education (State)	3.9	11.2	1.0	2.2	44*
All Functions Other Than Education	255.4	460.5	198.0	215.3	44
Total FTEs per 10,000 Pop.	504.6	851.0	395.2	485.1	37

*Tied
Source: U.S. Bureau of the Census, **Public Employment in 1988;** CRC Calculations

For the nation as a whole, there was an average of 187.4 FTE public employees per 10,000 population employed in elementary and secondary education. Of these, 129.2 were classified as instructional, while the remaining 58.2 were not instructional. There were more state and local public employees per 10,000 population employed in elementary and secondary education in Michigan than the national average, 196.2 compared to 187.4, and a larger proportion of them were in non-instructional positions, 67.7 (35%) compared to 58.2 (31%) nationally. There were also more state and local public employees working in higher education in Michigan, 71.4 per 10,000 population compared to 57.9 nationally, and slightly more of them were non-instructional employees, 67% compared to 65% nationally.

In October 1988, Michigan ranked 25th according to the number of state and local public employees per 10,000 population working in the field of education. For each 10,000 people in the state, Michigan had 128.5 instructional public employees (17 states had fewer) and 67.7 non-instructional public employees (only six states had more) working in elementary and secondary education. For each 10,000 people in the state, Michigan had 23.8 instructional public employees and 47.7 other public employees working in higher education. Twenty states reported proportionally more instructional FTE employees in higher education; 14 states reported proportionally more FTE non-instructional employees.

State and Local FTEs in Functions Other Than Education There are fewer state and local public employees per 10,000 population in functions other than education in Michigan than the average for the U.S.

As shown in Table III, the total number of state and local employees devoted to non-education public functions per 10,000 residents in Michigan is generally less than the average for the nation. Indeed, for the 24 specific functions listed, public employment in Michigan was less than the average for the U. S. in 18 categories, and equaled the national average in two categories. The four functions in which the number of Michigan public employees per 10,000 population slightly exceeded the national average were libraries, sewerage, judicial and legal, and liquor stores (16 states reported no public employment in state liquor stores).

The Bureau of the Census data indicate that there are only six states that utilize fewer state and local employees per 10,000 population in all functions other than education. Michigan ranks in the top third of the states in five of the 24 categories (libraries, police officers only, corrections,

Table III

STATE AND LOCAL FULL-TIME EQUIVALENT PUBLIC EMPLOYMENT PER 10,000 POPULATION FUNCTIONS OTHER THAN EDUCATION

	U. S. Average	Highest State	Lowest State	Michigan #	Michigan Rank (1=highest)
Libraries	3.7	6.5	.5	4.8	12
Public Welfare	17.5	36.0	8.8	17.5	21
Hospitals	42.6	92.9	10.4	36.8	26
Health	11.8	24.0	4.9	10.2	27
Social Insurance Administration (State)	4.1	11.7	1.6	2.8	45
Highways	22.0	71.1	12.5	15.8	48
Air Transportation, Water Transport & Terminals	1.8	8.6	.3	.6	42*
Police Protection	27.3	39.5	17.0	25.4	24*
Police Officers Only	20.8	31.8	12.9	20.1	16
Fire Protection (Local)	10.2	21.6	4.0	7.7	33
Firefighters Only	9.5	20.8	3.1	7.1	33*
Corrections	17.7	29.1	7.1	17.3	16
Natural Resources	7.1	39.6	2.2	4.8	43
Parks and Recreation	8.9	17.4	3.6	6.5	39
Housing & Community Development	4.1	12.6	.8	1.5	44
Sewerage	4.5	6.9	1.9	4.6	17
Solid Waste Management	4.4	10.0	.4	3.2	31
Judicial & Legal	10.7	22.3	4.9	10.9	16*
Financial & Other Government Admin.	1.8	61.0	17.2	18.0	44*
Water Supply	5.6	9.0	2.4	5.6	21*
Gas Supply & Electric Power	3.7	44.4	0	2.1	27*
Public Transit	8.0	39.4	0	4.1	19*
Liquor Stores (State)	.4	4.9	0	.6	15
All Other & Unallocable	17.7	-68.8	9.4	14.6	31
Total	255.4	460.5	198.0	215.3	44

*Tied

Source: U.S. Bureau of the Census, **Public Employment in 1988;** CRC Calculations

judicial and legal, and liquor stores) and in the bottom third in seven categories (social insurance administration, highways, air transportation and water transport and terminals, natural resources, parks and recreation, housing and community development, and financial and other governmental administration).

There are certain categories in which there are very large disparities between the highest and lowest states. This is explained in large measure by the degree to which sane services (hospitals, public utilities, public transit, liquor stores) are provided by the private sector in some states. In addition, sane functions (highway repair, solid waste management) lend themselves more readily to contracting out.

Relative Monthly Earnings In October 1988, full-time employees of most levels of government in Michigan earned more than the national average for employees of comparable governmental units.

Table V

AVERAGE MONTHLY EARNINGS OF FULL-TIME EMPLOYEES
October 1988

	All Employees		Other than Education Employees	
	U.S.	**Michigan**	**U.S.**	**Michigan**
State Employees	$2,260	$2,673	$2,158	$2,639
Total Local Employees	2,157	2,470	2,107	2,155
County Employees	1,964	1,969	1,921	1,969
Municipal Employees	2,270	2,307	2,220	2,307
Township Employees	2,205	2,030	2,076	2,030
School District Employees	2,172	2,686	1,916	2,309
Special District Employees	2,225	2,006	2,225	2,006
Total Employees	$2,187	$2,525	$2,126	$2,335

Source: U.S. Bureau of the Census, **Public Employment in 1988**

Conclusion Compared to the national average, Michigan uses more public sector employees for education and less for functions other than education. In addition, employees of most levels of government in Michigan are paid more than the national average for employees of those levels of government.