

The NiLP Report

on Latino Politics & Policy

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NiLP Latino Datanote

Still at the Margins: Latinos in the New York Municipal Work Force

By Angelo Falcón (November 19, 2015)

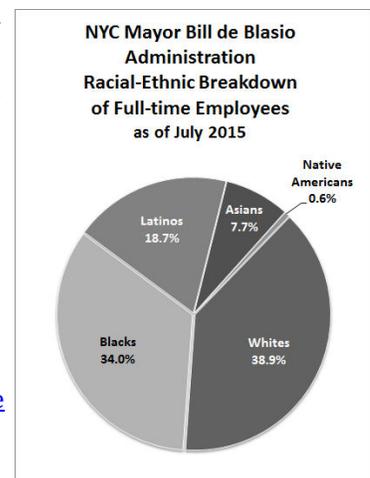
According to the first official diversity report on the New York City municipal work force under Mayor Bill de Blasio, Latinos, the largest population of color in the city, continue to be significantly underrepresented. This official city report also describes a city government bureaucracy that is racially segregated along Black-White lines, marginalizing the role of Latinos and Asians.

Despite making up 29 percent of the city population and over 25 percent of its civilian labor force, Latinos represent only 18.7 percent of the city's 148,185 full-time municipal employees. This disparity is little changed since [the 18.3 percent Latinos constituted of the city's work force in 2011](#).

These employment data are compiled annually by the city government for mandatory submission to the U.S. Equal Employment Opportunities Commission (EEOC) in their "[EEO-4 Report - State and Local Government Information](#)" for the fiscal year covering July 1-June 30. The main limitation of this EEO-4 report is that it only provides raw employment data disaggregated by agency function and gender, with no narrative or analysis provided or totals for the city government as a whole. This EEO-4 report also does not include information for the Department of Education and the City University of New York. This *NiLP Latino Datanote* is a result of extensive reorganization and recalculations of these data into the tables and graphs below in order to allow for some analysis of their significance. As far as we can tell, the Citywide Equal Employment Opportunity Office, which is responsible for the submission of these EEO-4 reports, does not provide any publicly-available analysis of these data. This limits the usefulness of these report for the general public.

Importance of Public Sector Employment. Why is public sector important to the Latino community? While recognized as a traditional route immigrant groups have used to deveop their middle class, talk of government jobs more recently revolves around the notion of political patronage and worse. The stakes for full Latino participation in city government employment are high for a variety of reasons:

- We estimate that the disparity between the actual municipal jobs Latinos hold and their representation in the civilian labor force is costing the Latino community an aggregate \$1.5 billion in annual salary income. For a community



with the highest poverty level in the city (29.1 percent) of the major racial-ethnic groups, this would be a major engine for growing a stronger middle class in this community.

- Latino public sector employment brings with it [higher levels of union membership](#) and generally provides greater benefits, such as pension income, than private and nonprofit sector jobs. For example, [while only 11.9 percent the city's Latino elderly have pension incomes](#), this is in comparison to 32.7 percent of White and 31.4 percent of Black seniors.
- As a community with a large dependence on city services, a significant Latino presence in city government provides a connection to this community that promotes cultural competence in its services and increases the relevance of its program planning.
- Studies have shown that [public sector workers have higher levels of civic participation](#), such as voting, because of its relevance to their daily work. Latinos have one of the lowest rates of voter participation in the city that a greater participation in public sector jobs could affect in positive ways.
- While Latinos have made some gains in elected public office in the City Council, their absence from significant policy positions in the executive branch keeps them from being at the table where critical decisions over the budget and program priorities are first framed and ultimately implemented.
- Finally, there is a significant top leadership deficit in the Latino community that is contributed by this community's lack of inclusion in policymaking positions in city government. Participation in city government at policymaking levels provides unique lessons in the operation of government and promotes an indispensable political leadership networking.

Full-time Work Force. In comparison to their representation in the city's population, Whites and Blacks are overrepresented in the municipal work force, while Latinos and Asians are underrepresented. While White overrepresentation is the result of historical racial privilege, Black overrepresentation is the result of successful affirmative action initiatives resulting from the civil rights movement. Latino and Asian incorporation into city government is taking a different path, and these communities are confronting significant challenges to their full inclusion.

Racial-Ethnic Group	Population	Percentage
Whites	2,739,146	32.7%
Latinos	2,428,756	29.0%
Blacks	1,882,528	22.4%
Asians	1,123,779	13.4%
Native Americans	79,975	1.0%
Multiracial	134,471	1.6%
Total Population	8,388,655	100.0%

Source: 2013 American Community Survey

The city's EEO-4 report presents the distribution of municipal workers into 12 general agency functional areas as opposed to individual agencies. While Whites are the largest group of full-time employees in 8 of these functional areas and Blacks in 4, Latinos and Asians do not dominate any of them. The result is a highly racially segregated municipal work force. Whites, for example, make up 70 percent of the Fire Department and 54 percent of the agencies with Sanitation and Sewage functions, while Blacks are 63 percent of the employees in the Corrections agencies and 61 percent in the Public Welfare ones.

**New York City Government
Racial-Ethnic Breakdown of
Full-time Employees by Agency Functions
as of June 30, 2015**

Function	White	Black	Latino	Asian	Nat Amer	Total
FINANCIAL ADMIN	41.7%	29.3%	16.2%	12.5%	0.3%	100.0%
PUBLIC WELFARE	14.5%	60.8%	17.4%	6.8%	0.5%	100.0%
POLICE PROTECTION	40.6%	27.0%	23.7%	7.7%	1.0%	100.0%
FIRE PROTECTION	70.7%	11.8%	14.1%	3.2%	0.3%	100.0%
NATURAL RESOURCES	40.2%	32.7%	20.8%	5.8%	0.5%	100.0%
HEALTH	25.9%	45.2%	16.0%	12.5%	0.4%	100.0%
HOUSING	31.0%	41.5%	16.4%	10.9%	0.1%	100.0%
COMMUNITY DEV	61.0%	15.2%	9.5%	14.3%	0.0%	100.0%
CORRECTIONS	14.2%	63.6%	17.9%	3.4%	0.9%	100.0%
UTILITIES & TRANSPORT	46.2%	30.1%	13.5%	9.8%	0.4%	100.0%
SANITATION & SEWAGE	54.0%	22.0%	16.1%	7.6%	0.3%	100.0%
OTHER	37.8%	24.1%	14.3%	23.2%	0.5%	100.0%
CITYWIDE	38.9%	34.0%	18.7%	7.7%	0.6%	100.0%

Source: NYC EEO-4 Report (July 17, 2015)

Financial Administration and General Control (50 agencies, incl. Office of the Mayor)

Public Welfare (Office of Homeless Services, Social Services/HRA, & Youth & Community Dev)

Police Protection (Police Department and the Office of Emergency Management)

Fire Protection (Fire Department)

Natural Resources, Parks and Recreation (Department of Parks & Recreation)

Health (Department Health and Mental Hygiene, Health & Hospitals Corporation)

Housing (Department of Buildings, and Housing Preservation & Development)

Community Development (City Planning, & Landmark Preservation Commission)

Corrections (Board of Correction, Department of Correction, and Probation)

Utilities and Transportation (Department of Transportation)

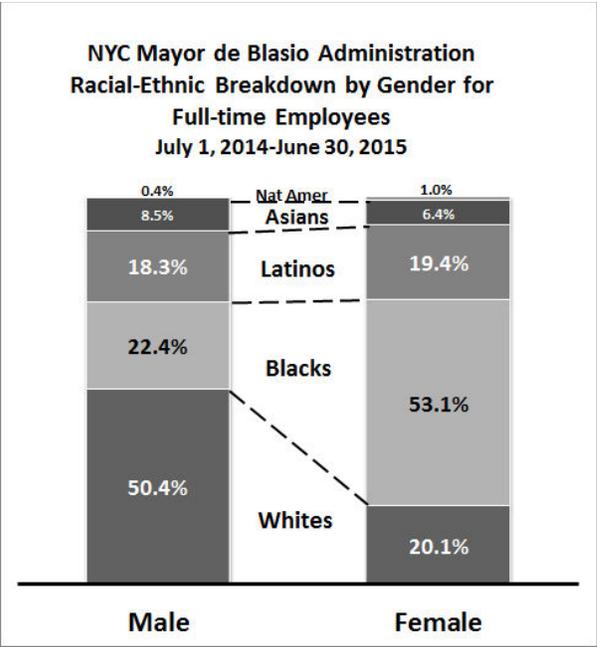
Sanitation and Sewage (Dept of Environmental Protection, and Sanitation)

Other (City Council, Dept of Design & Construction, & Independent Budget Office)

Part-time Work Force. It should be noted that there are 10,288 part-time municipal jobs, comprising 6.5 percent of the total municipal work force. Latinos make up 22.8 percent of those holding these part-time positions, with Blacks having the largest share (48.6 percent). Whites (21.5 percent) and Asians (6.6 percent) held the least number of these jobs.

Gender. Regarding gender, although adult women comprise 52.3 percent of the city's population, they make up only 37.8 percent of city workers. Latin women make up only 39.3 percent of total full-time Latino municipal employees and only 7.4 percent of all full-time city workers.

The gender mix of municipal employees by race and ethnicity reveals some interesting patterns. Among full-time female employees, the majority (53.1 percent) are Blacks, while among male employees, the majority (50.4 percent) are White. In contrast, Latinos make up only 19.4% of the women and 18.3 percent of the men employed full-time by the city.



The result is that while for every major racial-ethnic group men outnumber women in the municipal work force, for Blacks women, far outnumber the men. The reverse is especially the case for Whites, for which men comprise 31.3 percent of city workers and women only 7.6 percent. White males are the largest group of workers in 8 of the 12 agency functional areas, and Black women are the largest in 4. Latinos and Asians do not dominate in any,

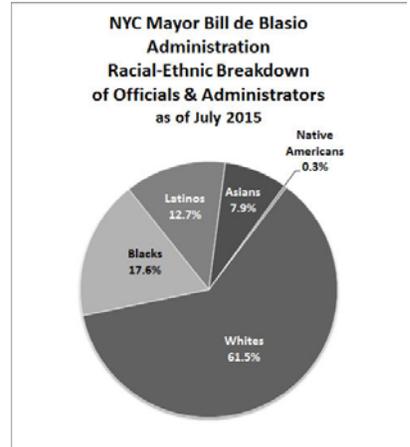
[Click here to enlarge table](#)

**New York City Government
Racial-Ethnic Breakdown by Gender
Full-time Employees by Agency Functions
July 1, 2014- June 30, 2015**

Function	MALES					Total Males	FEMALES					Total Females	Total
	White	Black	Latino	Asian	Nat Amer		White	Black	Latino	Asian	Nat Amer		
FINANCIAL ADMIN	23.4%	10.7%	7.3%	6.4%	0.1%	47.9%	18.4%	18.6%	8.9%	6.1%	0.2%	52.1%	100.0%
PUBLIC WELFARE	6.4%	16.0%	4.9%	3.4%	0.1%	30.7%	8.1%	44.8%	12.5%	3.5%	0.4%	69.3%	100.0%
POLICE PROTECTION	35.0%	11.0%	16.0%	6.4%	0.4%	68.8%	5.6%	16.0%	7.6%	1.3%	0.6%	31.2%	100.0%
FIRE PROTECTION	67.4%	8.6%	11.5%	2.6%	0.3%	90.3%	3.2%	3.2%	2.6%	0.6%	0.0%	9.7%	100.0%
NATURAL RESOURCES	28.4%	20.2%	13.2%	3.9%	0.3%	66.0%	11.8%	12.5%	7.6%	1.9%	0.2%	34.0%	100.0%
HEALTH	8.4%	11.0%	5.0%	5.4%	0.1%	29.9%	17.5%	34.2%	10.9%	7.2%	0.3%	70.1%	100.0%
HOUSING	22.2%	17.1%	7.8%	7.5%	0.1%	54.7%	8.8%	24.5%	8.6%	3.4%	0.0%	45.3%	100.0%
COMMUNITY DEV	32.0%	5.8%	5.2%	4.6%	0.0%	47.6%	29.0%	9.5%	4.3%	9.8%	0.0%	52.4%	100.0%
CORRECTIONS	11.8%	27.8%	11.2%	2.6%	0.3%	53.7%	2.4%	35.8%	6.8%	0.7%	0.6%	46.3%	100.0%
UTILITIES & TRANSPORT	39.9%	18.6%	9.9%	8.0%	0.2%	76.6%	6.3%	11.6%	3.6%	1.8%	0.1%	23.4%	100.0%
SANITATION & SEWAGE	49.3%	16.6%	13.9%	6.0%	0.2%	86.0%	4.7%	5.4%	2.2%	1.6%	0.1%	14.0%	100.0%
OTHER	25.7%	12.8%	7.3%	17.4%	0.3%	63.5%	12.1%	11.4%	7.0%	5.8%	0.3%	36.5%	100.0%
CITYWIDE	31.3%	13.9%	11.4%	5.3%	0.2%	62.1%	7.6%	20.1%	7.4%	2.4%	0.4%	37.9%	100.0%

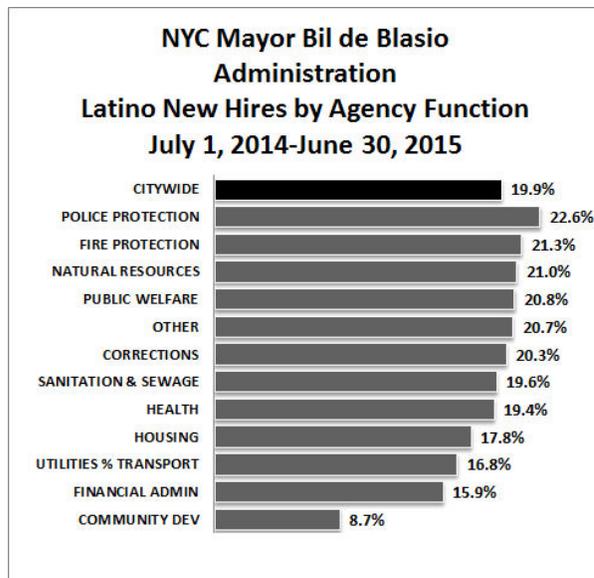
Source: NYC EEO-4 Report (July 17, 2015)

Officials and Administrators. At the policy and managerial levels, that of Officials and Administrators with salaries of \$70,000 and above, Latinos makes up only 12.7 percent of these positions. Although 38.9 percent of the total city work force, Whites are 61.5 percent of the Administrators and Officials. While 34.0 percent of the total city work force, Blacks, on the hand, are only 17.6 percent of these top positions. Asian in these higher positions are roughly on par with their representation in the total city work force.



New Hires. The only way to address the problem of Latino underrepresentation in city government employment would be through increased new hires as vacancies occur and new positions are created.

This would mean that the rate of new hires should exceed a group's current representation in the work force. In the Latino case, while they make up 18.7 percent of full-time city workers, Latinos only made up 19.9 percent of new hires in the period July 1, 2014-June 30, 2015. At this rate, the employment disparity that Latinos are experiencing will not be materially affected if the rate of new hires remains at this relatively low level.



Between the different agency functional areas, there is a wide variation in new hires. The highest percentage of new hires was by those in Police Protection (22.6 percent), and the lowest in Community Development (8.7 percent). In contrast, new hires among Whites and Blacks are significantly higher in most agency functional areas. Whites made up as much as 67.0 percent of new hires in the Community Development agencies and 52.8 percent in Fire Protection. Blacks made up as high as 63.6 percent of new hires in the Natural Resources area, and 50.9 percent of those in Corrections.

**New York City Government
Racial-Ethnic Breakdown of
New Hires by Agency Functions
July 1, 2014- June 30, 2015**

Function	White	Black	Latino	Asian	Nat Amer	Total
FINANCIAL ADMIN	40.9%	28.2%	15.9%	14.8%	0.3%	100.0%
PUBLIC WELFARE	18.5%	49.5%	20.8%	10.8%	0.4%	100.0%
POLICE PROTECTION	41.5%	23.0%	22.6%	12.8%	0.2%	100.0%
FIRE PROTECTION	52.8%	19.2%	21.3%	6.6%	0.1%	100.0%
NATURAL RESOURCES	12.4%	63.6%	21.0%	2.6%	0.5%	100.0%
HEALTH	26.1%	37.9%	19.4%	16.4%	0.2%	100.0%
HOUSING	35.5%	34.0%	17.8%	12.6%	0.1%	100.0%
COMMUNITY DEV	67.0%	7.8%	8.7%	16.5%	0.0%	100.0%
CORRECTIONS	22.8%	50.9%	20.3%	5.5%	0.5%	100.0%
UTILITIES & TRANSPORT	39.8%	27.9%	16.8%	15.2%	0.2%	100.0%
SANITATION & SEWAGE	32.0%	38.7%	19.6%	9.0%	0.6%	100.0%
OTHER	38.5%	22.8%	20.7%	17.4%	0.6%	100.0%
CITYWIDE	28.4%	42.0%	19.9%	9.3%	0.4%	100.0%

Source: NYC EEO-4 Report (July 17, 2015)

As part of the process of new hires, another avenue for addressing Latino underrepresentation in city jobs is the Mayor's role in making political appointments. The [National Institute for Latino Policy \(NiLP\)](#) has estimated that, to date, Mayor Bill de Blasio has appointed Latinos to less than 12 percent of available positions in his Administration since taking office in 2014. The [Campaign for Fair Latino Representation](#), a citywide coalition to which NiLP acts as a technical advisor, has been advocating for greater Latino appointments to address the problem that Latinos are by far the most underrepresented group in this regard. Not only has the Mayor ignored the group's [recommendations](#), he has refused to even meet with them to discuss solutions to this problem.

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