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# Annual Survey of Public Employment and Payroll Summary Report: 2010

## INTRODUCTION

This report is part of a series of reports that will provide information on the structure, function, finances, taxation, employment, and retirement systems of the United States' approximately 90,000 state and local governments. The U.S. Census Bureau currently produces the Census of Governments quinquennially for the years ending in "2" and "7." Additionally, associated intercensal surveys provide data quarterly and annually. These surveys provide a wealth of data on the economic activity of state and local governments.

For Census Bureau statistical purposes, a government is defined as an organized entity subject to public accountability, whose officials are popularly elected or are appointed by public officials, and which has sufficient discretion in the management of its affairs to distinguish it as separate from the administrative structure of any other government unit. Types of governments canvassed include states, counties, cities, townships, special districts, and school districts.

This report presents data on state and local government public employment and payroll based on information collected in the 2010 Annual Survey of Public Employment and Payroll for the month of March and historical data collected by prior surveys and censuses of government units. Data are published in tables at the federal, state, and local levels. Tables describing state and local level activities are compiled into national, as well as individual state totals. Employment figures are available for full- and part-time workers, as well as full-time equivalent employees. Total pay amounts are also available separately for full- and part-time employees.

The Annual Survey of Public Employment and Payroll collects employment and payroll data broken out by functional category. The survey has maintained definitions consistently over the years, adding new services to definitions of functions as these services came to exist among state and local governments.

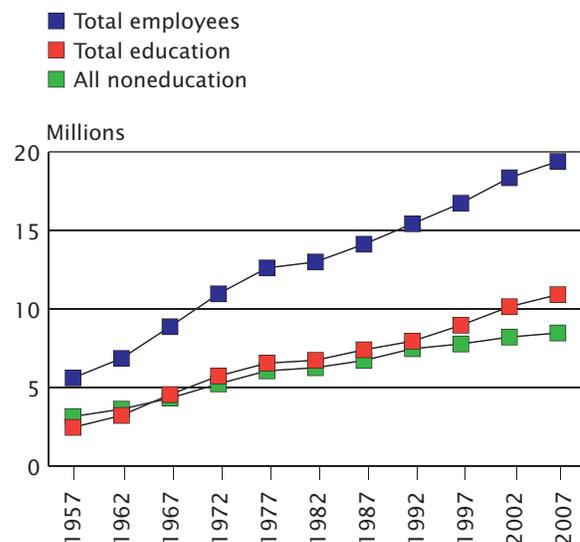
The definitions for all functional categories can be found in the 2006 Government Finance and Employment Classification Manual, available at <http://www.census.gov/govs/classification/>.

In addition to basic functional categories, three umbrella categories group functional categories together: Total Education, Total Police Protection, and Total Fire Protection. Education is an umbrella category covering all employees that are engaged in the operation, maintenance, and construction of public education facilities. This includes teachers, administrators, clerical, cafeteria, and maintenance workers, among others at the elementary, secondary, and postsecondary levels. Education data are available in its component parts at the elementary/secondary levels, as well as higher education for instructional and noninstructional employees. Police protection contains employees of police departments who are sworn police officers, as well as those in assistance, such as dispatchers, coroners, and crime lab employees. Sworn police officers are counted specifically and can be

### Did you know?

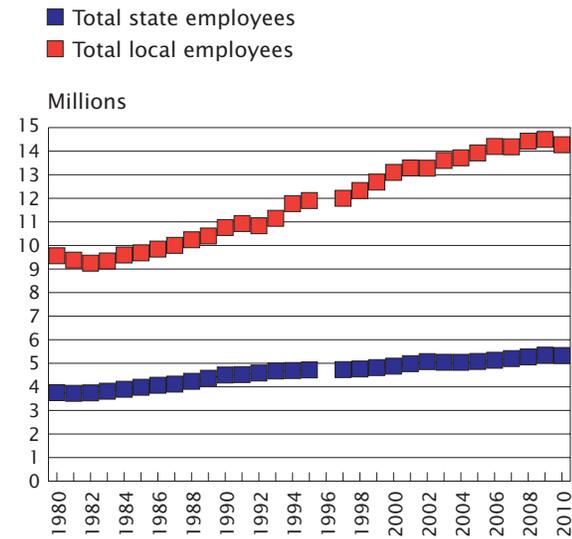
At both the state and local levels, schools and universities employ the most public workers.

Figure 1.  
**State and Local Employment Totals Separated by Education and Noneducation for Census Years 1957–2007**



Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll and Historical Tables.

Figure 2.  
**Total March Employment by State and Local Governments: 1980–2010**



Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll and Historical Tables.

separated from the wider functional category as shown in Table A. Fire protection is divided between firefighters and other fire protection personnel.

Survey data do not include contracted employees of governments. Additionally, these data do not distinguish public employment and payroll resulting from the effects of the American Recovery and Reinvestment Act of 2009.

### EMPLOYMENT

State and local governments employed 19.6 million people as of March 2010; 244,679 fewer than were employed at the same time in 2009. The downward trend set in 2009 continued in 2010, which was the first year on record since 1992 in which total employment in state and local governments decreased. (The survey was not conducted in 1996.) The decline was led by a loss of 224,479 jobs in local governments. State governments also lost 20,200 employees in the same period.

There were a total of 14.8 million full-time and 4.8 million part-time employees in state and local governments across the United States in March of 2010. In March 2009, there were 15.0 million full-time and 4.9 million part-time employees in state and local governments nationally. The majority of public employees worked in local governments. On a national level, 5.3 million people were employed by state governments and 14.3 million

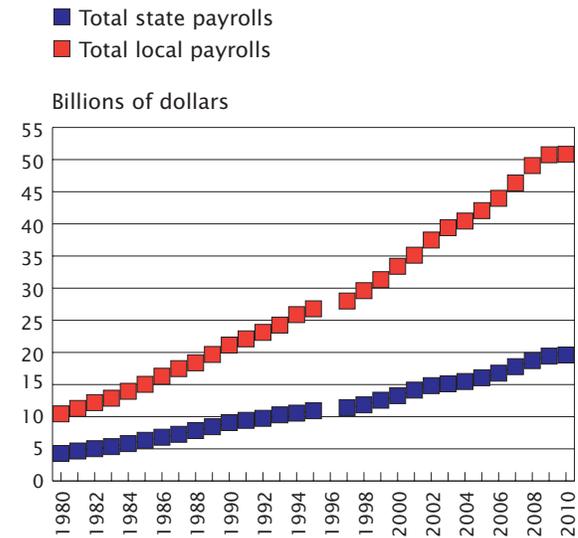
by local governments in March of 2010. Among local governments, 11.0 million, or 76.8 percent, of all employees worked on a full-time basis. State governments employed 3.8 million, or 71.4 percent, of their workers on a full-time basis.

### PAYROLL

Nationally, during the month of March 2010, state and local governments paid a total of \$70.4 billion to their full- and part-time employees, an increase of 0.3 percent, or \$229.3 million, compared to the same period in 2009. Of the total payroll amount, 92.1 percent, or \$65.0 billion, were paid to full-time employees in state and local governments with the remaining 7.9 percent, or \$5.6 billion, paid to part-time employees.

State governments paid \$19.6 billion in total payroll during March 2010. Local governments provided \$50.8 billion in payroll for their full- and part-time employees during the month.

Figure 3.  
**Total March Payroll by State and Local Governments: 1980–2010**



Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll and Historical Tables.

### FUNCTIONAL DISTRIBUTION

Education, hospitals, police protection, and corrections constitute the largest functional categories of public employment nationwide. In March of 2010, 11.1 million people, or 56.8 percent of all public employees, were employed on a full- or part-time basis in a capacity related

### Did you know?

While employment for all levels and occupations in education represent 56.8 percent of the total employment for state and local governments, the payroll for education is only 51.9 percent of the total payroll.

Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll.

to education; 1.1 million people, or 5.5 percent of all public employees, were employed in hospitals; and 1.0 million people, or 5.2 percent of all public employees, were employed in police protection. Corrections was the next largest functional category by number of employees, accounting for 0.7 million. The remaining 5.6 million employees, or 28.8 percent of state and local government workers, worked in other functional categories (see Appendix Table A-1).

Among state government employees, 2.7 million workers, or 50.1 percent, worked in education. Of state-level education employees, the majority, 1.7 million people, or 31.8 percent, worked as noninstructional personnel in higher education. State-administered institutions of higher education employed 0.8 million people, or 15.4 percent, as instructional personnel. The remaining 64,412 people, or 1.2 percent, worked in elementary and secondary institutions operated by state governments.

Apart from education, corrections and hospitals were the most common functional grouping for state employees, constituting 476,596 or 8.9 percent, and 438,159 or 8.2 percent, of all state employees, respectively.

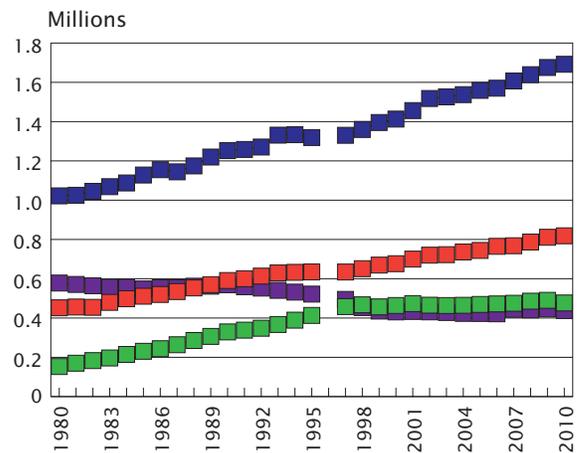
The most frequently employed function for local governments was elementary and secondary education workers with 7.9 million, or 55.0 percent, of all local government employees. Of these, 5.3 million, or 37.2 percent, worked as instructional personnel, and 2.5 million people, or 17.8 percent, worked as noninstructional personnel in elementary and secondary schools. An additional 610,941 people, or 4.3 percent, were employed in higher education entities run by local governments.

Police protection and employees of publicly-administered hospital facilities comprised the next largest groups of local government employees; employing 900,899 or 6.3 percent, and 638,416 or 4.5 percent, respectively. The remaining 4.3 million, or 29.9 percent of all local employees, were employed in the functions other than education, police protection, or publicly-administered hospitals.

The highest compensated functional categories nationally, across state and local governments, were electrical power, in which employees earned an average of \$6,061 in March; followed by police officers who earned an average of \$5,452 that month; and water transportation and terminals, where employees earned an average of \$5,169 in March. Transit employees were the fourth highest compensated group of public employees earning an average of \$4,956 for work in March. Firefighters earned an average of \$4,678 in the month of March, the fifth highest salary among functional groups. A complete listing of average pay for each functional category is available in Appendix Table A-2.

Figure 4.  
**State Level Trends in Major Functions:  
1980-2010**

- Higher education, noninstructional personnel
- Higher education, instructional personnel
- Corrections
- Hospitals



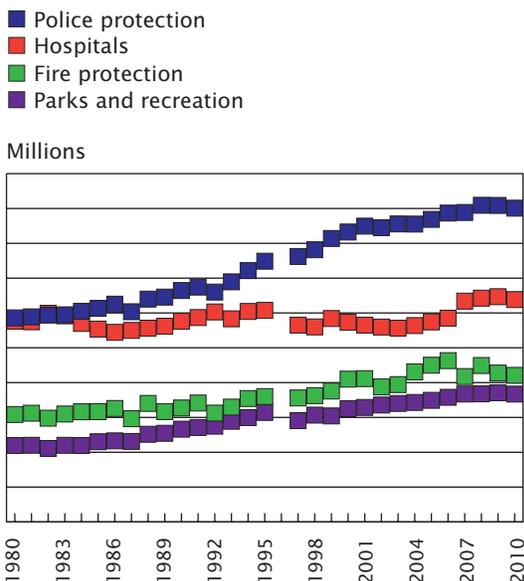
Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll and Historical Tables.

### DATA FOR STATE AREAS

The state area numbers of public employees in state and local governments varied greatly in 2010. California, Texas, New York, and Florida reported having over one million total public employees. Vermont and the District of Columbia each employed fewer than 50,000 total public employees.

While public employment on a national level showed a decline of 1.2 percent in 2010, changes in public employment (state and local governments) among states were mixed. North Dakota and Texas showed the largest percentage increase in total public employment between 2009 and 2010. In contrast,

Figure 5.  
**Local Level Trends in Major Functions Excluding Education: 1980–2010**



Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll and Historical Tables.

Rhode Island, Washington, and Arizona reported the largest percentage declines. In total, 7 states showed gains in total public employment, while 13 states and the District of Columbia showed losses. Changes in total employment for the 30 remaining states for 2010 were not significantly different from the 2009 estimates.

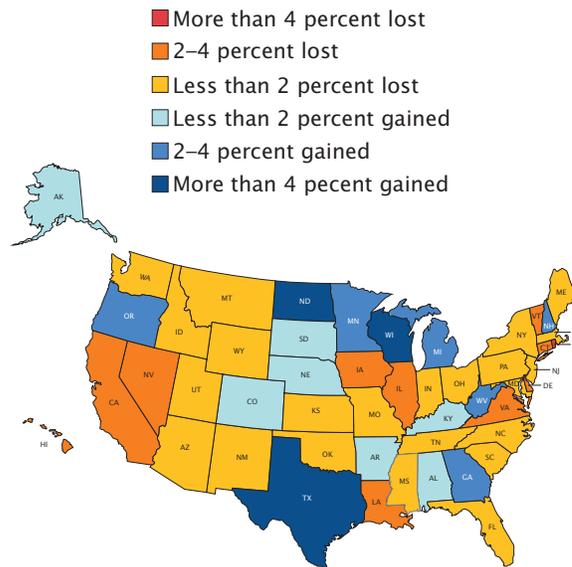
**Did you know?**

The U.S. Census Bureau defines “State Area” as consisting of the state government, plus all local governments within the state. While there are only 50 states in the United States, this expanded definition means that there are 51 state areas, with the District of Columbia included.

Source: Federal, State, and Local Governments: 2006 Government Finance and Employment Classification Manual.

Full-time employees of state and local governments in the District of Columbia, California, and New Jersey earned the highest salaries in the nation for the month of March, earning an average of \$5,900; \$5,774; and \$5,540, respectively. The national average pay for full-time public employees was \$4,388 for March of 2010. A complete listing of average monthly pay for full-time employees in each state is available in Appendix Table A-3.

Figure 6.  
**Percentage Changes in Total Employment for State Governments: 2009–2010**



Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll.

**ADDITIONAL INFORMATION AND DATA**

Additional data and documentation are available at <<http://www.census.gov/govs/apes/>>.

To contact us, please call: 1-800-242-2184 or e-mail <[govs.cms.inquiry@census.gov](mailto:govs.cms.inquiry@census.gov)>.

Annual data for public employment by state and level of government, from 1992 to 2010, are available on the Web site.

Also available on the Web site is the Build-A-Table online query tool which allows users to create custom tables from the past three Censuses of Governments, conducted in 1997, 2002, and 2007. Users of Build-A-Table can break out employment and payroll data by function, level of government, and census year for state geographic areas. The Build-A-Table query allows searching at the state level. Data for county areas are available in text file format for census years, those years ending in “2” and “7.” Employment and payroll data are available for selected individual governments through individual unit data files, in text file format from the Web site.

Appendix Table A-1.

**Categories of Employees at the State and Local Level by Function in 2010**

Function	Total full-time and part-time employment nationally	Coefficient of variation (percent)	Percentage of total government employment	Percentage employed at the local level
<b>Total U.S. Employment . . . . .</b>	<b>19,599,463</b>	<b>0.05</b>	<b>100.0</b>	<b>72.8</b>
Education . . . . .	11,132,752	0.12	56.8	76.0
Elementary and secondary education . . .	7,917,038	0.16	40.4	99.2
Instructional employees . . . . .	5,355,239	0.16	27.3	99.2
Other employees . . . . .	2,561,799	0.15	13.1	99.2
Higher education . . . . .	3,121,471	0.05	15.9	19.6
Instructional employees . . . . .	1,113,481	0.09	5.7	26.5
Other employees . . . . .	2,007,990	0.04	10.2	15.7
Other education . . . . .	94,243	0.00	0.5	0.00
Hospitals . . . . .	1,076,575	0.12	5.5	59.3
Police protection . . . . .	1,009,639	0.13	5.2	89.2
Persons with power of arrest . . . . .	727,954	0.13	3.7	90.5
Correction . . . . .	743,371	0.08	3.8	35.9
Highways . . . . .	546,612	0.12	2.8	56.9
Public welfare . . . . .	534,718	0.18	2.7	54.9
Health . . . . .	481,456	0.15	2.5	58.5
Judicial and legal . . . . .	449,896	0.09	2.3	59.7
Financial administration . . . . .	422,968	0.10	2.2	60.1
Fire protection . . . . .	420,769	0.22	2.1	100.0
Firefighters . . . . .	388,165	0.21	2.0	100.0
Other government administration . . . . .	418,658	0.12	2.1	85.8
Parks and recreation . . . . .	408,988	0.23	2.1	89.7
Transit . . . . .	243,857	0.19	1.2	86.5
Natural resources . . . . .	203,516	0.06	1.0	24.0
Libraries . . . . .	188,888	0.23	1.0	99.6
Water supply . . . . .	181,316	0.22	0.9	99.6
Sewerage . . . . .	132,842	0.23	0.7	98.7
Solid waste management . . . . .	119,058	0.22	0.6	98.1
Housing and community development . . .	118,314	0.38	0.6	100.0
Social insurance administration . . . . .	92,107	0.00	0.5	0.5
Electric power . . . . .	80,091	0.38	0.4	94.8
Air transportation . . . . .	49,225	0.30	0.3	93.6
Water transport and canals . . . . .	13,533	0.27	0.1	64.3
Gas supply . . . . .	12,003	0.36	0.1	100.0
State liquor stores . . . . .	11,796	0.00	0.1	0.00
All other and unallocable . . . . .	506,515	0.11	2.6	61.1

Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll.

Appendix Table A-2.

**Full-Time and Part-Time Average Pay by Functional Categories (State and Local Combined): 2010**

Function	Average March earnings for all employees	Coefficient of variation (percent)	Average March earnings for a full-time employee	Coefficient of variation (percent)	Average March earnings for a part-time employee	Coefficient of variation (percent)
<b>Total .....</b>	<b>3,592</b>	<b>0.08</b>	<b>4,388</b>	<b>0.09</b>	<b>1,158</b>	<b>0.09</b>
Financial administration.....	4,006	0.14	4,391	0.15	1,174	0.36
Other government administration .....	2,899	0.18	4,468	0.21	642	0.30
Judicial and legal.....	4,560	0.12	4,865	0.12	1,617	0.26
Police protection .....	4,838	0.18	5,297	0.19	980	0.30
Persons with power of arrest.....	5,452	0.18	5,709	0.19	1,044	0.26
Other employees.....	3,253	0.18	3,976	0.20	942	0.32
Fire protection .....	4,627	0.34	5,852	0.38	479	0.84
Firefighters.....	4,678	0.33	5,920	0.36	450	0.81
Other employees.....	4,016	0.46	5,023	0.52	811	1.02
Correction .....	4,032	0.10	4,105	0.10	1,847	0.34
Highways.....	3,924	0.16	4,108	0.17	1,373	0.12
Air transportation.....	4,621	0.36	4,879	0.37	1,364	1.77
Water transport and canals.....	5,169	0.20	5,522	0.15	1,125	0.94
Public welfare .....	3,618	0.23	3,835	0.24	1,590	0.75
Health .....	3,810	0.19	4,179	0.21	1,680	0.45
Hospitals.....	4,198	0.16	4,598	0.18	2,539	0.35
Social insurance administration.....	3,952	0.00	4,137	0.00	2,244	0.00
Solid waste management .....	3,424	0.29	3,806	0.31	914	0.55
Sewerage .....	4,279	0.33	4,533	0.34	766	0.26
Parks and recreation .....	2,168	0.30	3,777	0.31	790	0.50
Housing and community development.....	3,936	0.53	4,244	0.56	1,198	0.78
Natural resources .....	3,651	0.09	4,229	0.10	1,321	0.07
Water supply .....	4,216	0.33	4,518	0.35	890	0.25
Electric power .....	6,061	0.53	6,217	0.54	1,891	0.59
Gas supply.....	4,134	0.44	4,215	0.45	1,593	0.14
Transit .....	4,956	0.23	5,216	0.23	1,799	1.14
Education.....	3,279	0.18	4,243	0.22	1,118	0.21
Elementary and secondary education.....	3,360	0.23	4,019	0.27	1,100	0.28
Instructional employees.....	3,916	0.24	4,509	0.26	1,175	0.27
Other employees.....	2,199	0.22	2,771	0.27	1,015	0.30
Higher education .....	3,054	0.07	5,156	0.07	1,133	0.13
Instructional employees.....	3,973	0.09	6,991	0.07	1,567	0.19
Other employees.....	2,544	0.05	4,246	0.07	867	0.07
Other education.....	3,972	0.00	4,379	0.00	1,609	0.00
Libraries.....	2,288	0.34	3,697	0.42	979	0.52
State liquor stores .....	2,541	0.00	3,366	0.00	1,532	0.00
All other and unallocable.....	3,893	0.15	4,459	0.16	1,078	0.30

Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll.

Appendix Table A-3.

**Full-Time and Part-Time Average Pay by State (State and Local Combined): 2010**

State	Average March earnings for all employees	Coefficient of variation (percent)	Average March earnings for a full-time employee	Coefficient of variation (percent)	Average March earnings for a part-time employee	Coefficient of variation (percent)
<b>United States</b>	<b>3,592</b>	<b>0.08</b>	<b>4,388</b>	<b>0.09</b>	<b>1,158</b>	<b>0.09</b>
Alabama	3,097	0.56	3,497	0.63	1,079	0.37
Alaska	4,232	0.21	5,077	0.21	1,187	0.61
Arizona	3,438	0.57	4,163	0.66	1,078	0.79
Arkansas	2,847	0.99	3,290	1.10	801	1.18
California	4,512	0.12	5,774	0.14	1,501	0.19
Colorado	3,443	0.21	4,421	0.27	1,390	0.20
Connecticut	4,203	1.04	5,253	1.24	1,336	0.85
Delaware	3,549	0.81	4,287	0.83	1,267	0.75
District of Columbia	5,676	0.00	5,900	0.00	1,912	0.00
Florida	3,441	0.15	3,965	0.16	1,054	0.38
Georgia	3,076	0.20	3,520	0.22	1,007	0.26
Hawaii	3,400	0.00	4,181	0.00	909	0.00
Idaho	2,645	0.97	3,625	1.19	756	1.09
Illinois	3,719	0.84	4,806	1.00	1,079	0.63
Indiana	2,958	0.45	3,667	0.52	966	1.03
Iowa	3,104	0.98	4,255	1.21	996	1.11
Kansas	2,821	0.53	3,541	0.64	908	0.67
Kentucky	2,817	0.68	3,370	0.79	879	0.53
Louisiana	3,134	0.31	3,672	0.33	851	0.66
Maine	2,702	1.35	3,691	1.72	887	1.04
Maryland	4,325	0.33	5,030	0.38	1,732	0.50
Massachusetts	4,047	0.72	4,865	0.82	1,328	0.88
Michigan	3,602	0.52	4,800	0.63	1,186	0.61
Minnesota	3,508	0.42	4,702	0.52	1,213	0.58
Mississippi	2,814	1.62	3,147	1.82	1,144	1.32
Missouri	2,896	0.49	3,524	0.55	906	0.92
Montana	2,785	1.12	3,677	1.38	919	1.16
Nebraska	3,063	0.57	3,856	0.69	945	0.57
Nevada	4,177	0.45	5,084	0.55	1,480	0.46
New Hampshire	3,160	1.13	4,011	1.40	1,221	1.19
New Jersey	4,562	0.46	5,540	0.52	1,101	0.42
New Mexico	3,104	0.82	3,644	0.94	1,013	1.07
New York	4,546	0.19	5,354	0.21	1,230	0.29
North Carolina	3,110	0.51	3,739	0.58	967	0.68
North Dakota	2,717	0.52	3,772	0.67	851	0.45
Ohio	3,400	0.31	4,302	0.37	1,127	0.41
Oklahoma	2,853	0.26	3,351	0.29	848	0.31
Oregon	3,419	0.71	4,408	0.86	1,299	1.17
Pennsylvania	3,509	0.30	4,364	0.35	1,144	0.30
Rhode Island	4,198	0.90	5,085	1.02	1,043	1.05
South Carolina	3,118	0.35	3,576	0.40	1,025	0.36
South Dakota	2,436	0.73	3,396	0.90	667	0.84
Tennessee	3,010	0.59	3,472	0.66	874	0.77
Texas	3,268	0.31	3,746	0.35	994	0.24
Utah	2,821	0.17	3,962	0.22	901	0.29
Vermont	3,134	1.29	3,983	1.54	1,009	1.68
Virginia	3,353	0.50	4,037	0.59	1,115	0.50
Washington	4,099	0.35	5,297	0.43	1,689	0.52
West Virginia	2,864	2.35	3,354	2.69	900	1.25
Wisconsin	3,089	0.43	4,394	0.53	949	0.55
Wyoming	3,314	1.10	4,171	1.26	1,060	1.79

Source: U.S. Census Bureau, 2010 Annual Survey of Public Employment and Payroll.