



**THE FUTURE OF
PAY EQUITY & REPRESENTATION
IN CONNECTICUT'S EXECUTIVE BRANCH**

Governor's Council on Women and Girls // August 2021

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New Hires Report

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New Hires Report

Introduction

The State of Connecticut faces a potentially transformational moment in 2022 with the anticipation of a massive state employee retirement surge that could result in an exodus of a quarter or more of the state government's workforce. A comprehensive statewide analysis, the Connecticut CREATES report, has identified some of the initial risks, challenges and opportunities that this moment may provide.¹

The anticipated retirements present an opportunity for the state to assess and address gender, race, and ethnic disparities that may exist in its workforce in representation and pay equity. As many as 72 percent of those eligible to retire by 2022 (5,864 employees) are projected to leave state service, according to the CREATES report. The full number of retirement-eligible employees is approximately 8,145. Should the 2022 retirement surge ultimately reflect projections, the state will face an unprecedented recruitment operation. This report is timely in providing an agency-by-agency and occupation-by-occupation analysis of the current disparities among new hires. This report should be viewed in the context of our earlier report on representation and pay equity². If that initial report focused on the past and the present, this report focuses on the present and the future.

This report features two main components – an analysis of representation, first by gender and then by race and ethnicity, and then an analysis of compensation by gender and by race and ethnicity. This report shows that Connecticut continues to successfully surpass many other public-sector employers across the country when it comes to women rising to the highest ranks of state government in key roles – and Connecticut continues to sustain that gender parity in high-ranking roles among the newly hired employees (those hired in the last five years).

This report, however, also shows that Connecticut continues to face persistent challenges when it comes to hiring women and/or minorities in certain types of occupations and ensuring equal compensation across gender and racial-ethnic categories. When looking at new hires in Connecticut's executive branch the state has made little to no movement (in some cases worsening representation and compensation disparities in fields and occupations such as protective services, skilled crafts, engineering, science and construction).

Additionally, this report explores how compensation disparities by gender and race fluctuate across education levels. Across all races and genders, employees earn more on average as they achieve higher education levels. However, as further illustrated in the report, an advanced degree provides far more value for some than others across gender and racial and ethnic differences.

¹ <https://portal.ct.gov/-/media/OPM/Secr-Reports/Connecticut-CREATES-Final-Report.pdf>

² <https://www.osc.ct.gov/reports/womenandgirls/GenderRacialEquityAnalysisObservations.pdf>

Background

The Office of the State Comptroller (OSC) and the University of Connecticut's Department of Public Policy (DPP) worked collaboratively to issue the first of a two-phase report in July 2019 (*The Connecticut State Workforce: An Analysis of Representation and Compensation Equity Across Gender and Race-Ethnicity*).³ That analysis – conducted on behalf of the Connecticut Governor's Council on Women and Girls – provided a review of data on 32,693 state employees working in the executive branch in order to identify any disparities in representation and compensation across gender and racial-ethnic identities. The report focused on a snapshot in time of the state workforce – a level set of where Connecticut stood at that moment – to assess whether state government adequately reflects the people whom it serves.

This report is the second phase of that analysis, but with a particular focus on new hires. New hire patterns provide a good indication of the prospect of proper representation in the future. If the median tenure of an employee is seven years, and if new hire data show proper representation, then we can expect overall proper representation in seven years (BLS, 2020). But, if new hire data does not reflect proper representation, then problems of mis-representation will likely persist even after seven years. Therefore, this report uses new hire data to project Connecticut's potential to achieve parity (for gender) or proportional representation (for race and ethnic groups) in the future. To do so, the report answers the following questions:

- Do Connecticut's most recent hire patterns – those who are most likely to reflect the future of the state's workforce – likely perpetuate gender and/or racial-ethnic disparities in certain types of occupations?
- Is Connecticut on track to to maintain gender parity and proportionate representation in fields and positions where it has already achieved that?
- Where is Connecticut successfully making progress or falling short in moving towards a workforce that adequately reflects the people it serves?

U.S. Census data from 2019 indicates that females make up 51.2 percent of the state population (the total state population is 3.57 million). The racial-ethnic breakdown shows that approximately 65.9 percent identify as White only, 12.2 percent as Black or African American, 16.9 percent as Hispanic or Latino and 5 percent as Asian.⁴

Like the initial report prepared for the CT Council on Women and Girls, this report focuses specifically on the executive branch and relies on the assumption that ideal female representation is 50%, but the report considered the range of 40-60 percent as a non-alarming range. Racial or ethnic representation within two percent of that group's overall representation in Connecticut, according to census data, is within reasonable range. For example, if Hispanics are 16.9 percent of the statewide population, the appropriate range should be between 14.9 percent and 18.9 percent.

³ <https://www.osc.ct.gov/reports/womenandgirls/GenderRacialEquityAnalysisObservations.pdf>

⁴ <https://www.census.gov/quickfacts/CT>

The first phase of this report found that Connecticut's gender representation stood out positively when compared to other public-sector workforces when the state's executive branch is viewed as a whole, and particularly among high-ranking positions. However, the report also found that Connecticut faces the same similar troubling disparities found in other public and private-sector workforces when certain fields and occupations are viewed more closely. While women and people of color were represented well at the different levels of the State hierarchy, the disparities continued to persist in traditionally male occupations and agencies. These are complex problems that have to do with self-selection, applicant pool issues, gender-typing, and other matters that cannot be simply addressed by policy or practice.

Methodology

To conduct this new-hires analysis, the OSC pulled deidentified statewide payroll data on approximately 30,000 state employees in the executive branch as of March 30, 2021. Part-time employees were removed from the analysis resulting in final population of 28,359 employees.

As explained in the first phase of the report, there are significant challenges to analyzing Connecticut's state employee workforce due to the fact that Connecticut – unlike the federal government and many other public state workforces – does not have a statewide system equivalent to the federal General Schedule (GS). The federal GS system and similar models at the state level allow for positions and pay scales to be classified comparably by experience, education and other factors that should more appropriately determine compensation in a way that is consistent across agencies. In the absence of a single classification system, this report will view gender and race-ethnicity across other categories, including Equal Employment Opportunity (EEOC), agencies, departments and facilities.

This analysis does not include the legislative, judicial or higher education workforces due to several factors, including that they are not as fully integrated into the state's centralized payroll system as the executive branch is and their unique makeup and compensation dynamics make them difficult to compare to most executive branch agencies (although these areas deserve independent analysis). While there is enough reliable data that can be used to gauge representation and pay equity among nonexecutive agencies, new hire data in nonexecutive agencies might be more complicated given the quality of data available.

Findings

PART 1: REPRESENTATION

Focusing especially on new hires, this report examines gender and racial representation levels in the state executive agencies. Where there is gender and racial parity across the full population – do new hire patterns continue to sustain that parity? And where representation disparities exist in state government, do they persist among new hires?

As a starting point, it is helpful to look at statewide census data, and how the state's executive branch employees compare to the demographic profile of the state's residents. The tables below compare employee demographics for all executive branch state employees to statewide census data – and then the same comparison is done for new hires (again, those hired to state service within the last five years).

Those areas where employee racial or gender representation falls more than two percent out of balance with the state's census numbers are highlighted.

Overall Representation Highlights:

- When looking at both the full executive branch employee population and, separately, new hires, the state executive agencies workforce has achieved gender balance, although the female population has decreased among new hires.
- When viewing the full executive branch employee population, non-Hispanic White employees' representation exceed state White population by 11 percent among the full executive branch workforce. White new hires are more closely aligned with the statewide population, though Whites continue to exceed the statewide population by five percent.
- Black employees are, overall, within appropriate range when looking at men and women together across the full executive branch workforce. However, Black males, when viewed alone, are underrepresented among all state executive branch employees. Black new hires, overall, exceed the statewide population percentage – although Black males continue to be underrepresented.
- Hispanic state executive employees are, overall, underrepresented by 9.2 percent. This underrepresentation worsens among new hires (new hire Hispanic representation is 11.3 percent below state population), and particularly so for Hispanic women who represent only 1.7% of new hires.
- Asian state executive employees are underrepresented by 2.6 percent across the whole workforce. They are more aligned with the statewide population among new hires when viewing men and women together – however, Asian women are underrepresented among new hires when viewed alone.

State Employees: Full Population	Male	Female	Total	Census	+/- From Census
White	39.4%	37.6%	76.9%	65.9%	+11.0%
Black	4.4%	8.5%	12.9%	12.2%	+0.7%
Hispanic	3.9%	3.8%	7.7%	16.9%	-9.2%
Asian	1.5%	0.9%	2.4%	5.0%	-2.6%
Total	49.2%	50.8%			

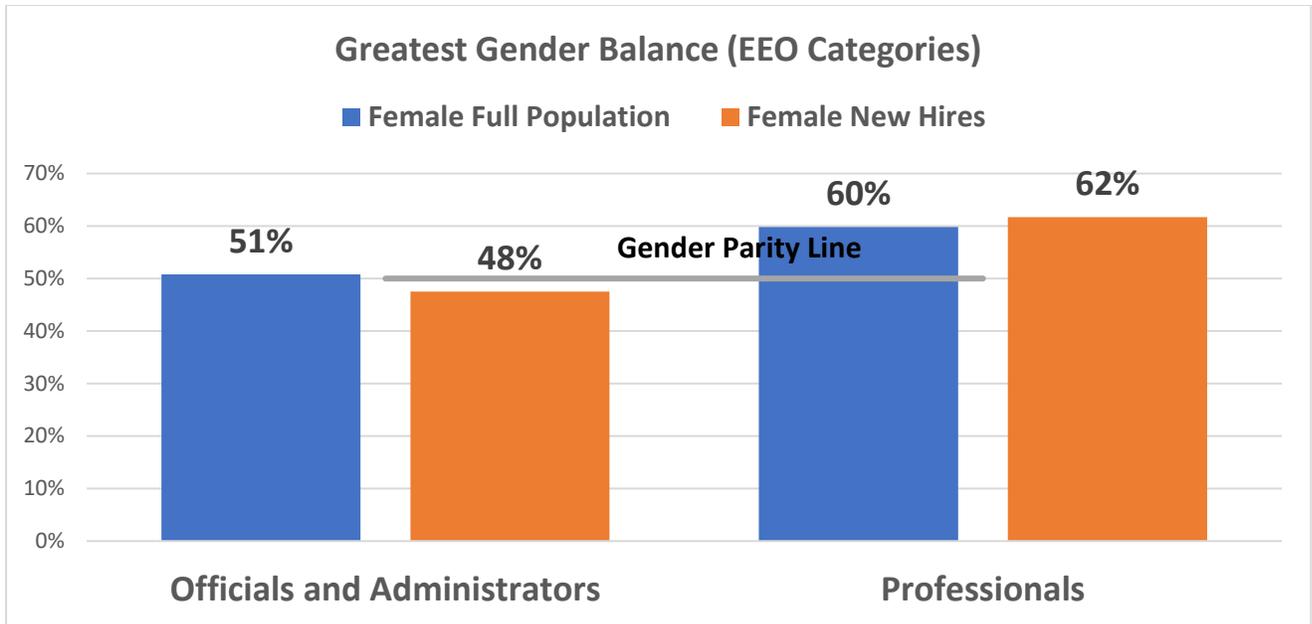
State Employees: New Hires	Male	Female	Total	Census	+/- From Census
White	38.5%	32.4%	70.9%	65.9%	+5.0%
Black	5.6%	11.2%	16.8%	12.2%	+4.6%
Hispanic	3.9%	1.7%	5.6%	16.9%	-11.3%
Asian	4.5%	2.2%	6.7%	5.0%	+1.7%
Total	52.5%	47.5%			

GENDER REPRESENTATION ACROSS EQUAL EMPLOYMENT OPPORTUNITY (EEO) CATEGORIES

Most state employees are classified into eight different EEO Categories, including:

- Officials & Administrators (occupations include agency heads and other top leadership roles)
- Professionals (occupations include attorneys, scientists, engineers and accountants)
- Technicians (occupations include laboratory, dental pharmacy and radiology technicians)
- Protective Service (occupations include state police, fire, correctional and environmental-recreation supervisors)
- Paraprofessionals (occupations include paralegals, research assistants, human resources assistants, nurse's aides and child services assistants)
- Administrative Support (occupations include administrative assistants, secretaries, clerks, data entry and processing and dispatchers)
- Skilled Craft (occupations include HVAC workers, welders, mail services employees and cooks)
- Service Maintenance (occupations include building superintendents, transportation maintenance crews, agricultural workers and custodians)

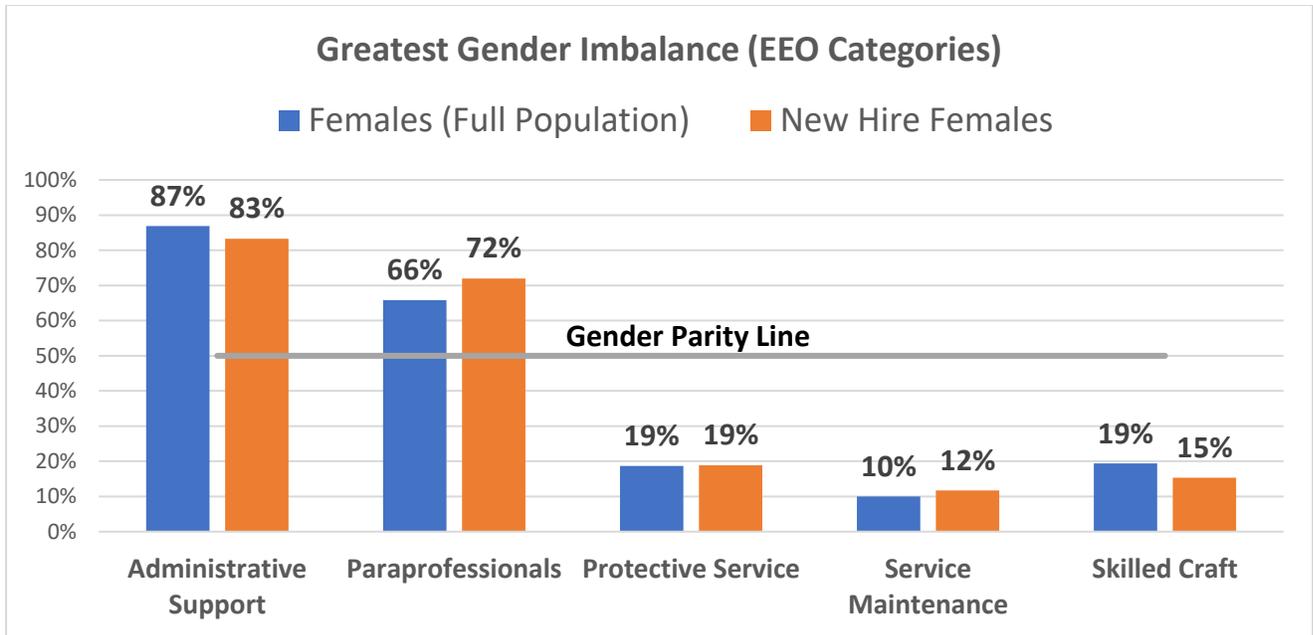
The first phase of this report showed that Connecticut stands above most other public-sector employers on gender balance when looking at the highest levels of government (officials and administrators), as well as professionals. As the chart immediately below illustrates, Connecticut is on track to largely sustain gender balance within these two categories among new hires, although females are becoming slightly overrepresented among new-hire professionals.



Areas with the greatest gender imbalance, include significant underrepresentation of women in protective service, skilled craft and service maintenance positions. Women are also over-concentrated in administrative support and paraprofessional roles.

As the chart below illustrates, all of these imbalances are on track to persist – with virtually no change – among new hires. As far as opportunities to move the needle on these imbalances during the last five years, the state hired approximately 5,000 employees during this time, including:

- At least 1,233 new employees hired in protective service;
- At least 72 new employees hired in skilled craft;
- At least 529 new employees hired in service maintenance;
- At least 305 new employees hired in administrative support; and
- At least 443 new employees hired in paraprofessionals.

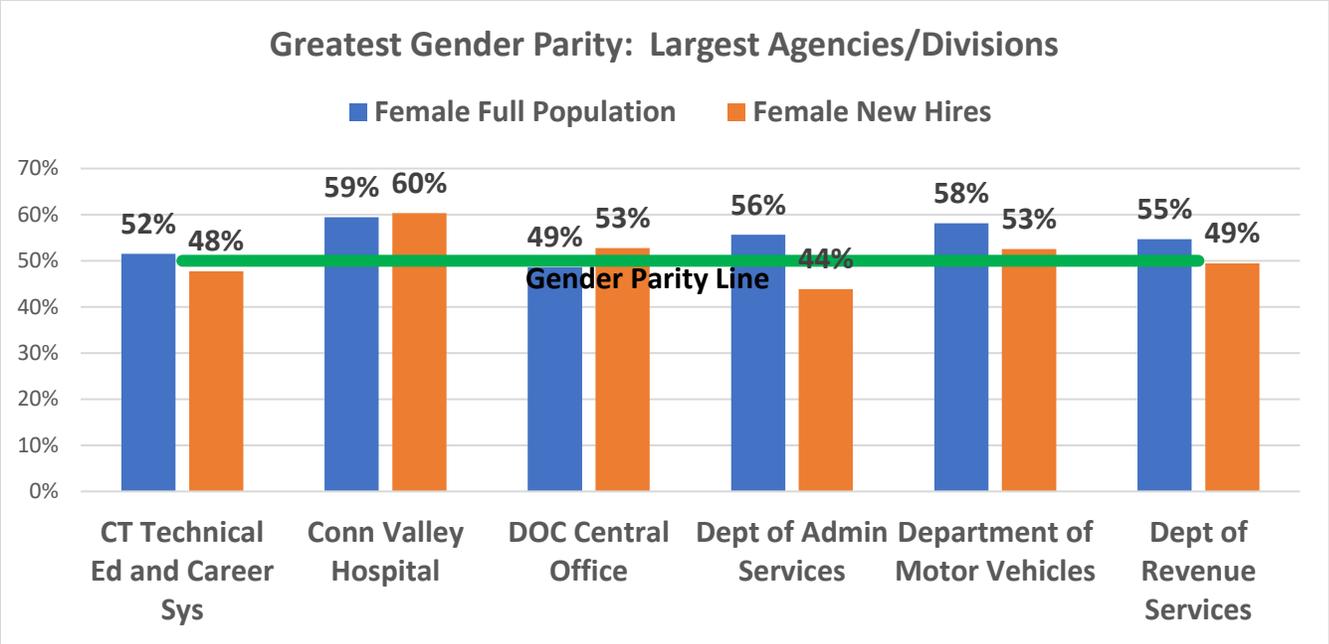


GENDER REPRESENTATION ACROSS THE LARGEST AGENCIES, BUREAUS OR FACILITIES

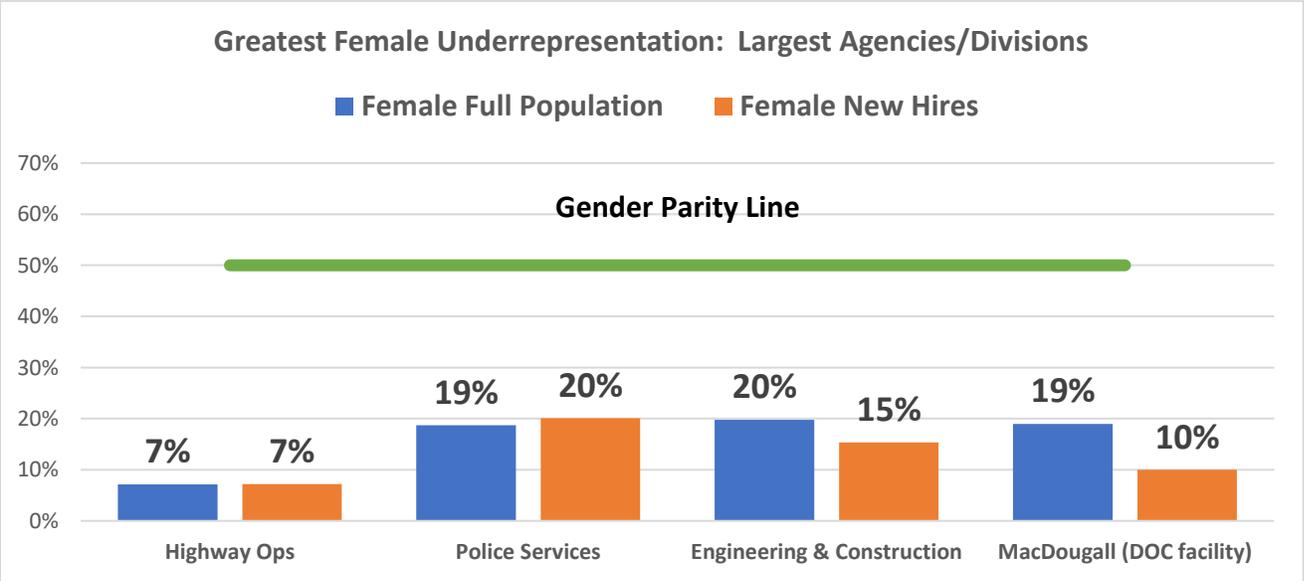
In order to capture the greatest concentration of employees in the executive branch, this report shows gender representation at the state’s largest agencies, bureaus and facilities – those work environments that have at least 500 or more employees.

There are approximately 16 of these larger-scale work environments with 500 or more employees. They include Department of Children and Families, Department of Social Services, Bureau of Highway Operations (within Department of Transportation), CT Technical Education and Career System, Police Services (state police), Connecticut Valley Hospital (a Department of Mental Health and Addiction Services hospital), Bureau of Engineering and Construction (within Department of Transportation), Department of Labor, Department of Correction’s Central Office, Department of Administrative Services, Department of Public Health, Department of Motor Vehicles, MacDougall Walker CI (largest correctional facility), Department of Revenue Services, Department of Developmental Services North Region and Department of Correction Inmate Medical Services.

Of those 16 largest work environments, six are within range of gender parity (again, with female representation within 40-60%). While there are some minor fluctuations between the full population and new hires, the new hires are on track to sustain gender parity in these work environments, as illustrated below.

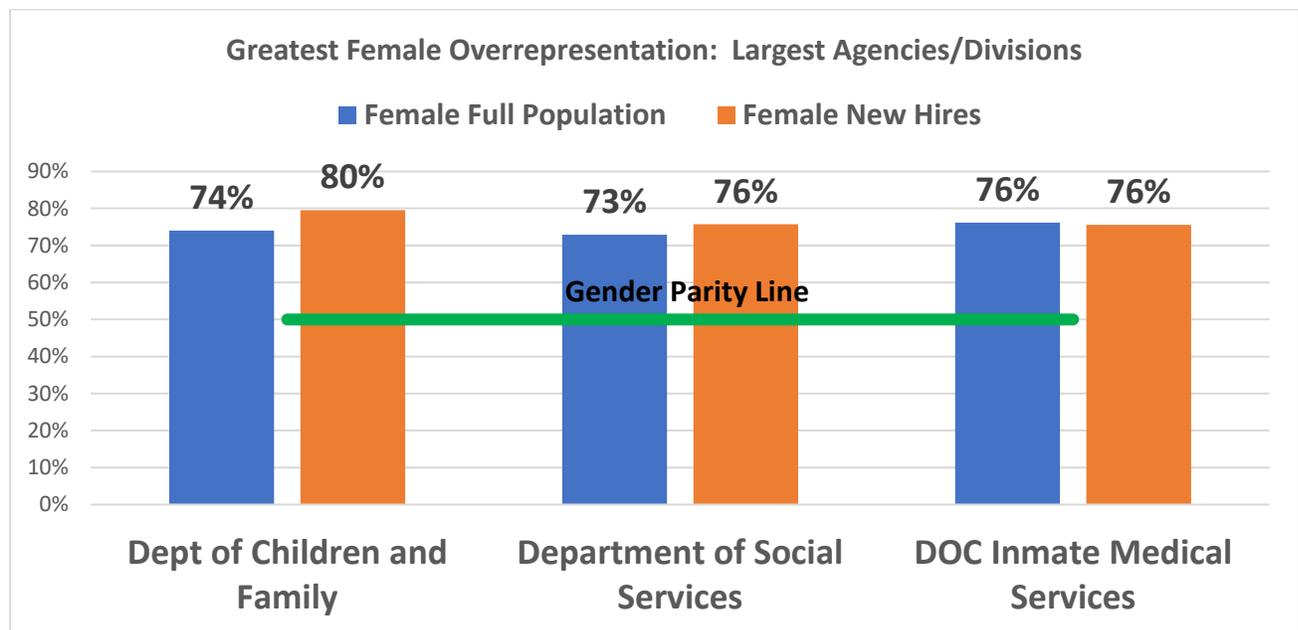


Among the 16 largest scale work environments, there are four where females are underrepresented across the full population. The Department of Transportation’s Bureaus of Highway Operations and Engineering & Construction, Police Services and the Department of Correction’s MacDougall Walker Correctional Institution. In each case, that underrepresentation persists among new hires, as the chart below illustrates.



As the first phase of this report covered, previous research has shown that women and men are typically segregated in certain agencies (Alkadry and Tower, 2006; and Newman, 1994). These studies placed public agencies into one of three categories based on Lowi’s (1985) framework: “regulatory,” “redistributive” or “distributive.” Those characterized as regulatory agencies might include law enforcement agencies, taxing authorities, environmental agencies or others that oversee control and regulatory policies. Those characterized as distributive typically involve general service agencies, including transportation and parks. And redistributive agencies include those that oversee reallocation of services, such as health, welfare or education, to a state’s most vulnerable populations.

This same research has found that women are often disproportionately segregated to “caring” occupations, particularly in redistributive agencies (Alkadry and Tower, 2006). Gender representation at Connecticut’s largest executive branch work environments largely uphold these findings. As the chart below illustrates, the three largest work environments with the greatest female overrepresentation are the Department of Children and Families, The Department of Social Services and the Department of Correction’s Inmate Medical Services.

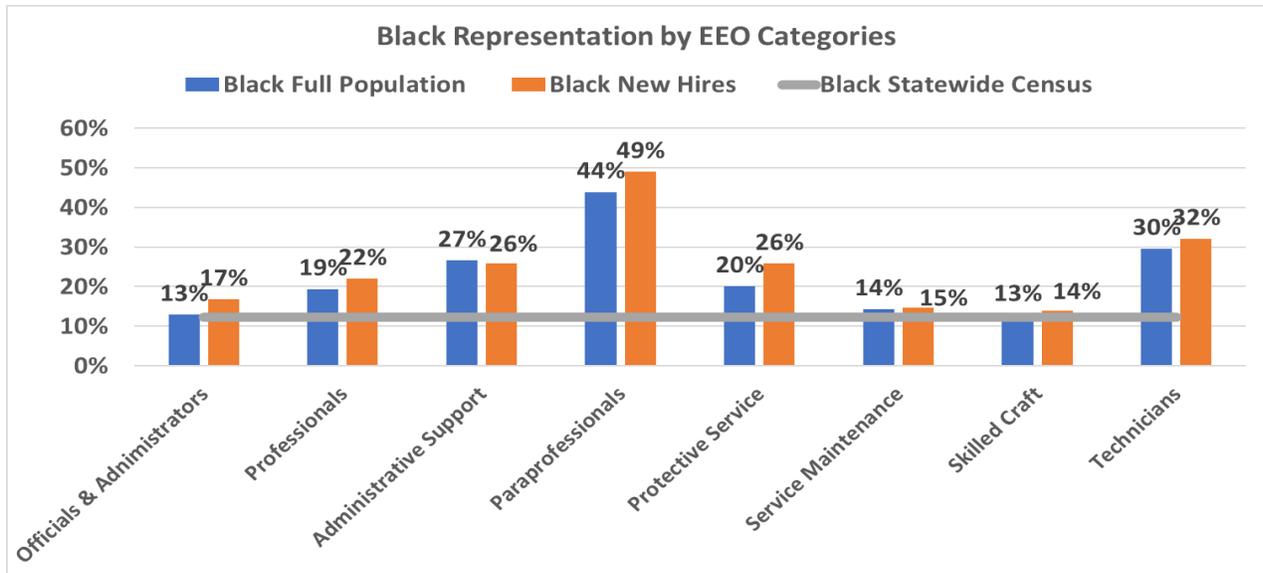


RACIAL REPRESENTATION ACROSS EQUAL EMPLOYMENT OPPORTUNITY (EEO) CATEGORIES

The four following charts illustrate racial representation across Connecticut’s eight EEO Categories for White, Black, Hispanic and Asian executive branch employees – and how employee representation compares to statewide census data in each category.

Looking first at black representation, Black state employee representation levels meet or exceed statewide census estimates (12.2 percent Black statewide) across all categories. In the paraprofessionals category, Black employees are more than four times the statewide percentage.

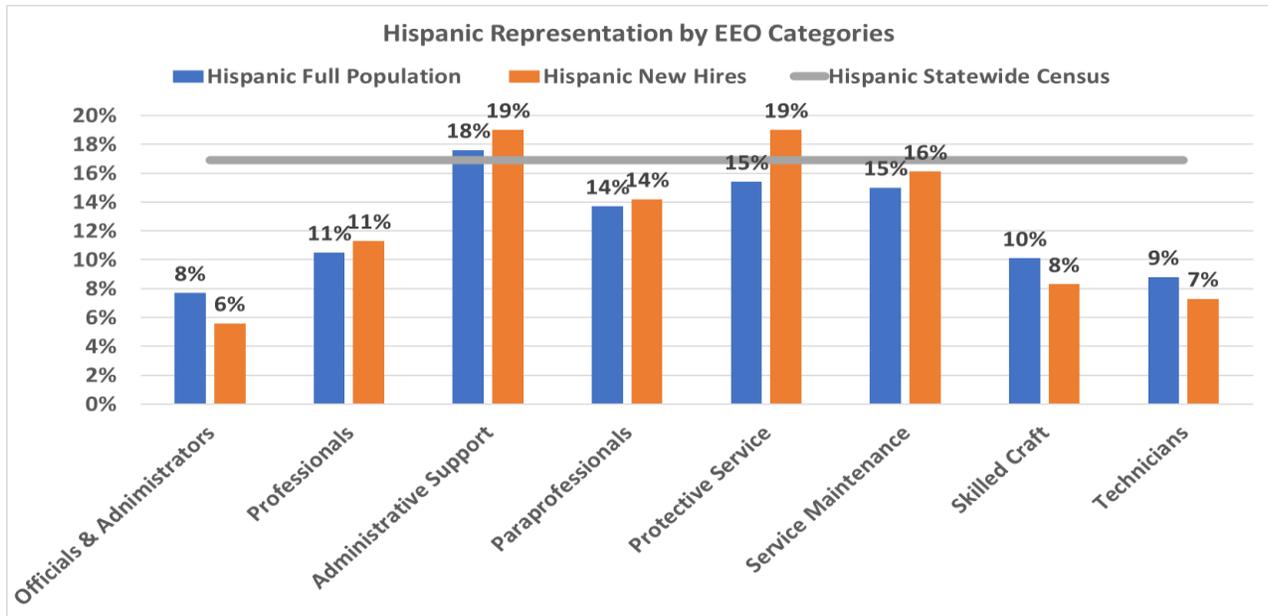
Across all categories, that population trend is on track to sustain, and slightly increase, among new hires.



Hispanic state residents account for 16.9 percent of Connecticut’s population, according to the most recent census estimates cited earlier. In three EEO Categories, Hispanic state employees reflect or exceed census percentages: Administrative support, protective service and service maintenance.

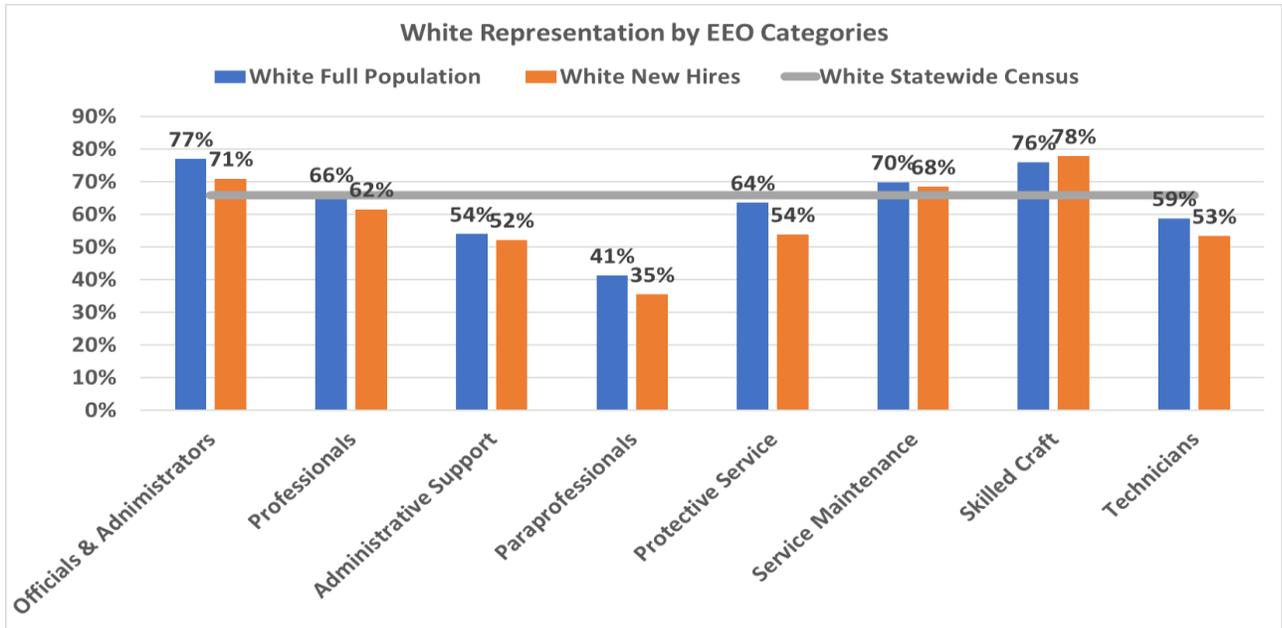
In the majority of EEO Categories, however, Hispanics are significantly underrepresented – with the greatest gap in the highest levels of government (officials and administrators). In that category – the category with the highest earnings average – Hispanic employees account for only eight percent of the full population and six percent of new hires.

As far as new hires, representation levels are once again on track to sustain or remain close to current percentages – with little to no change.

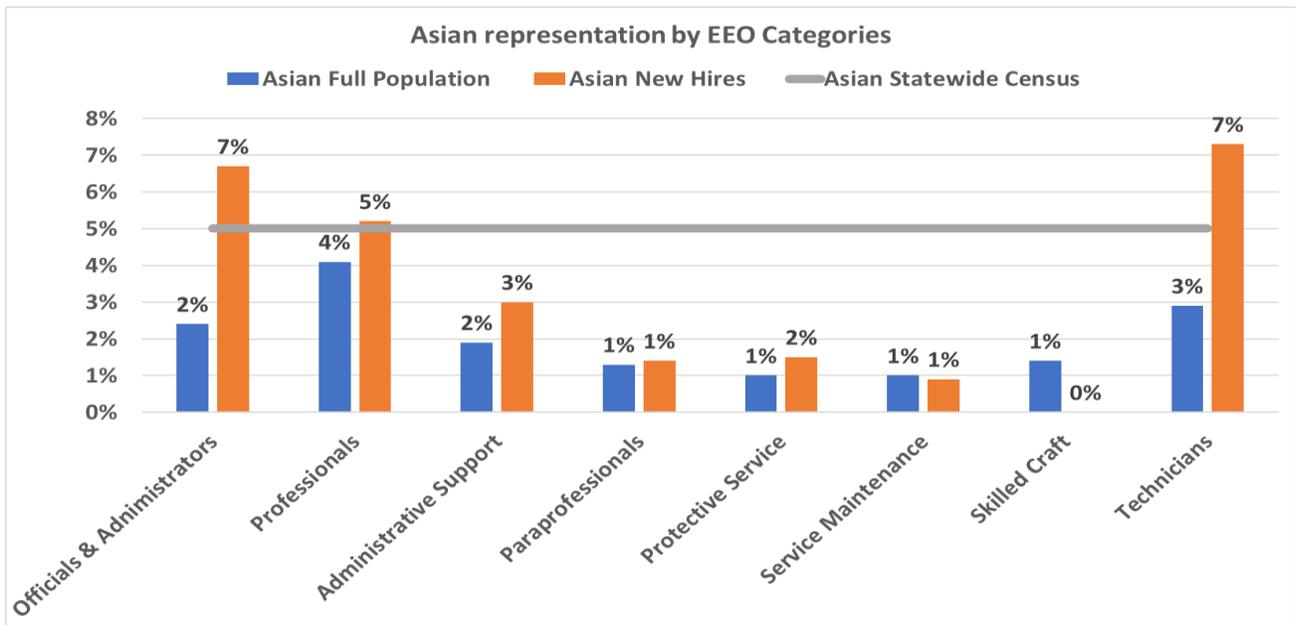


Census data for Connecticut estimates that White people make up 65.9 percent of the state’s population. The percentage of White employees exceed census levels by more than two percent in three categories: Officials and administrators (the highest paying category), service maintenance and skilled craft.

White employees are underrepresented by more than two percent below census levels in the lowest paying categories, particularly paraprofessionals, technicians and administrative support. White new hires are also slightly underrepresented in the categories of professionals and protective service.



Statewide census estimates indicate that Asians represent approximately five percent of Connecticut’s population. In the executive branch, Asian representation ranges from one to seven percent across all categories. Asian representation is highest among officials and administrators, professionals and technicians – which increases among new hires in all three of those categories.



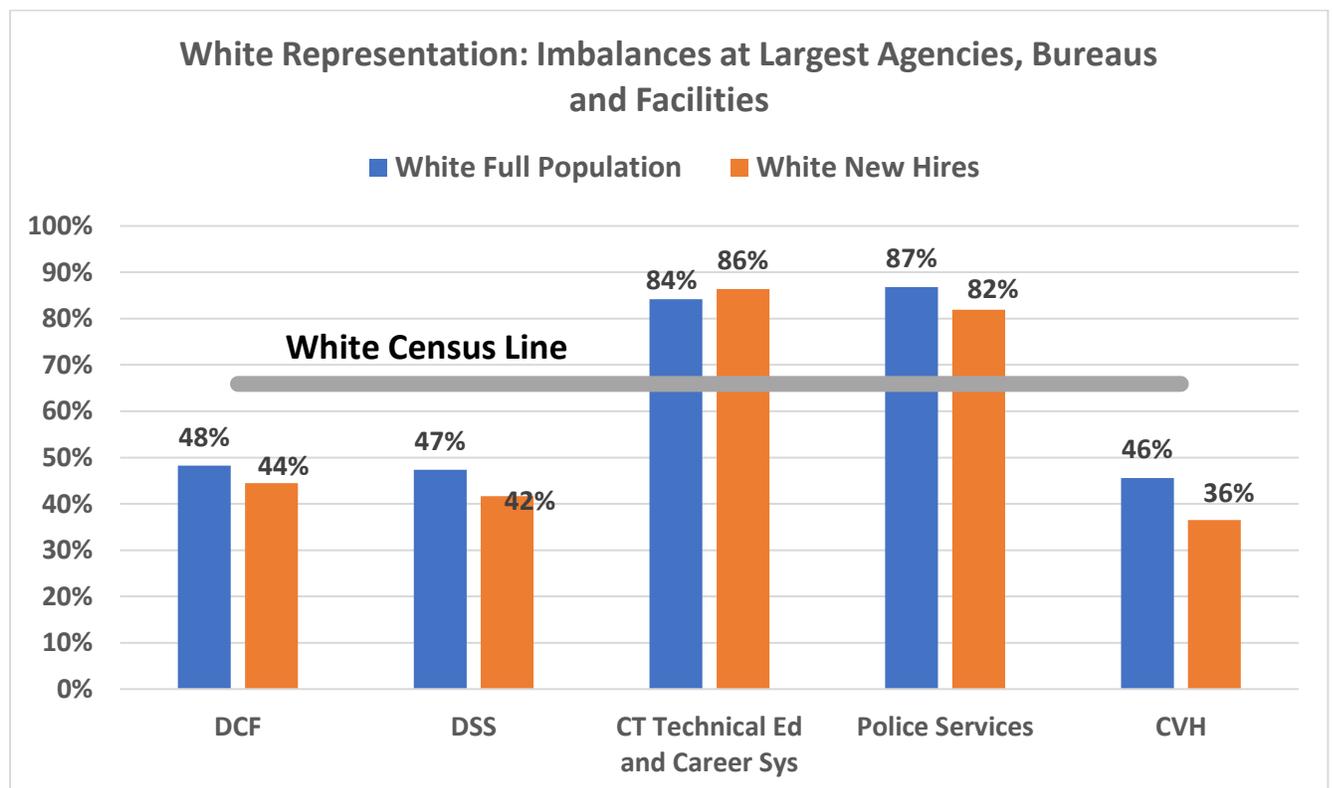
RACIAL REPRESENTATION ACROSS THE LARGEST AGENCIES, BUREAUS OR FACILITIES

As examined with gender, the following illustrations focus on racial representation, examining how the full population, and (separately) new hires, at Connecticut's largest executive branch work environments compare to the statewide census estimates.

In each race category available to review – White, Black, Hispanic and Asian – these charts show the largest work environments with racial imbalances of more than two percent above or below census estimates. As explained earlier, there are 16 work environments with 500 or more employees.

The chart immediately below identifies the largest work environments where White employees are over or underrepresented by more than two percent. White employees represent 84 percent of all executive agency employees and 86 percent of new hires in the Connecticut Technical Education and Career System, and they represent 87 percent of executive agency employees and 82 percent of new hires in police services (largely state police).

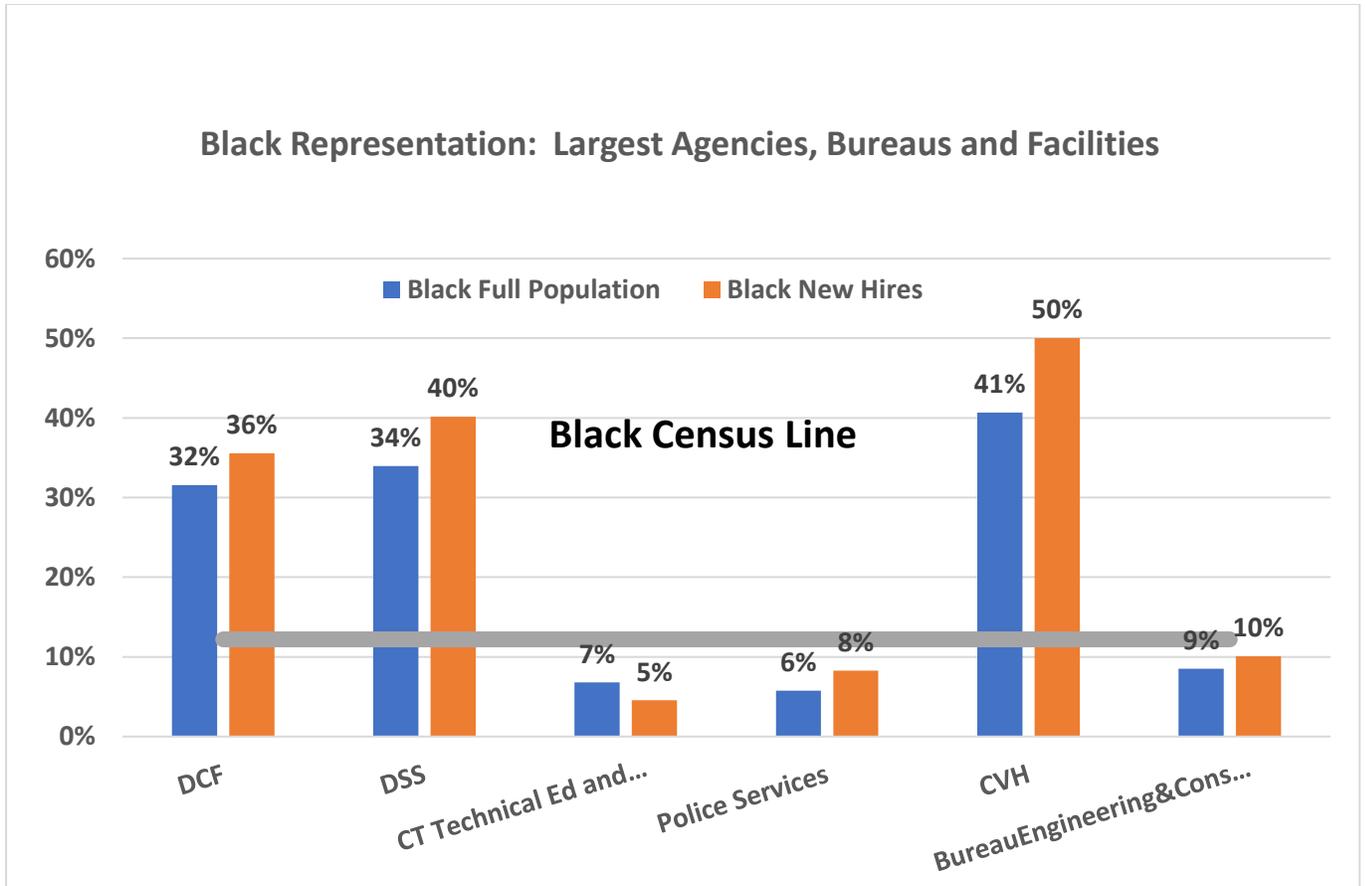
White employees' lowest representation are at Department of Children and Families (DCF), Department of Social Services (DSS) and Connecticut Valley Hospital..



As stated earlier, Black people represent approximately 12.2 percent of the state's total population according to the most recent census estimates. Across the largest state executive branch work environments, Black employees exceed the statewide population. At DCF, they represent 32 percent of the agency's population and 36 percent of new hires; at DSS they

represent 34 percent of that agency’s population and 40 percent of new hires and at CVH they represent 41 percent of the employees’ population and 50 percent of new hires.

Across these 16 largest agencies or bureaus Black employees fall more than two percent below the statewide population percentage at three agencies or bureaus: The Connecticut Technical Education and Career System, police services (state police) and DOT’s Bureau of Engineering and Construction.

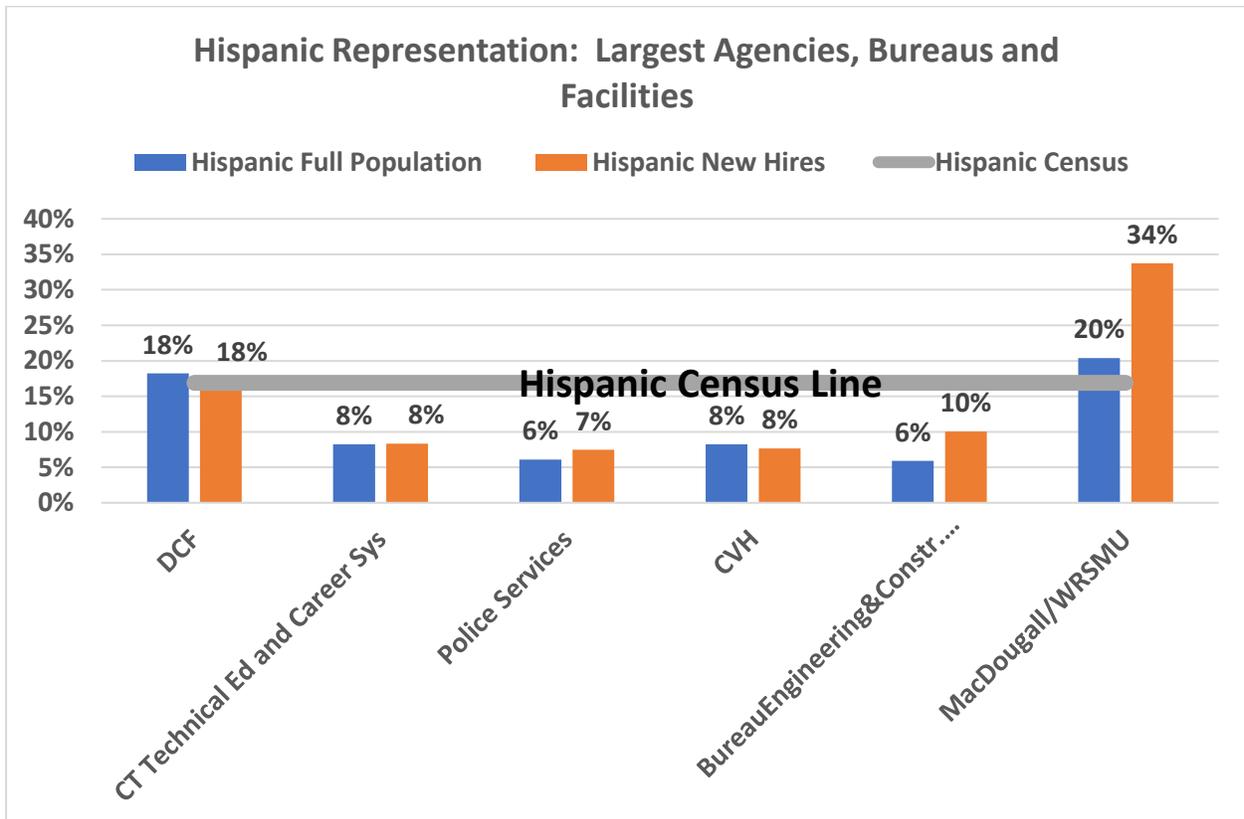


Hispanic representation statewide is 16.9 percent in Connecticut, according to most recent census estimates. At the largest agencies and bureaus, there are only two categories where Hispanic employees reach or exceed the statewide census line: at MacDougall-Walker Correctional Institution, the largest correctional facility in New England, and at DCF. Hispanic employees at MacDougall represent 20 percent of the full employee population, and 34 percent among the new hires. At DCF Hispanics represent 18 percent of both the full employee population and new hires.

Hispanic employees, when viewing the whole workforce, are underrepresented by more than two percent below the statewide percentage in nine out of 16 of the largest agencies and bureaus.

This underrepresentation, overall, worsens among new hires – where Hispanics are underrepresented by more than two percent at 11 out of 16 of the largest agencies and bureaus. The chart below shows the areas of highest and lowest representation (see Appendix A for all agencies).

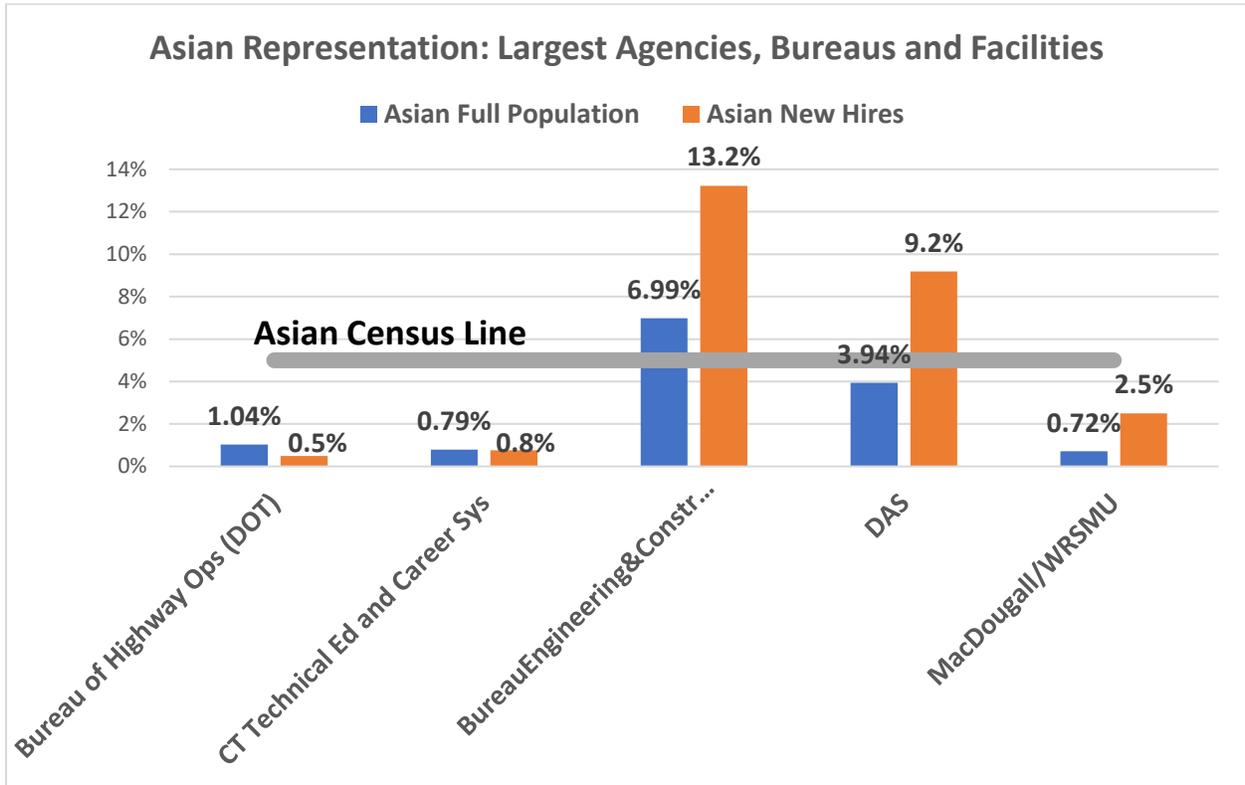
Hispanic state executive employees experience the lowest representation at state police, the DOT’s Bureau of Engineering and Construction, the Connecticut Education and Technical System and CVH. This underrepresentation, while improving slightly at the Bureau of Engineering and Construction, largely persists among new hires.



At the state’s largest agencies and bureaus, Asian representation falls more than two percent out of balance with the statewide population at seven of the state’s 16 largest agencies or bureaus. The chart below illustrates where Asians have the highest and lowest percentages of representation among the largest agencies or bureaus.

At the DOT’s Bureau of Engineering and Construction, Asians represent 6.99 percent of the full population, and jump to 13.2 percent among new hires. At Department of Administrative Services, Asians represent 3.94 percent of the full population and increase to 9.2 percent representation among new hires. Lowest Asian representation at the largest work environments are: DOT’s Bureau of Highway and Construction (Asians are 1.04 percent of full population and

.5 percent new hires), Connecticut Technical Education and Career System (Asians are .79 percent of full population and .8 percent of new hires) and MacDougall Walker (Asians are .72 percent of full population and 2.5 percent of new hires).



PART 2: COMPENSATION

GENDER-BASED COMPENSATION ANALYSIS

Gender and racial pay gaps in the United States, while they have diminished over time, persist among full and part-time workers. As of 2015 data, according to Pew Research Center, Blacks in the United States earned 75 percent of what White workers earned in median hourly earnings, and women earned 83 percent as much as men.⁵ A 2020 gender pay analysis by Pew, showing

⁵ <https://www.pewresearch.org/fact-tank/2016/07/01/racial-gender-wage-gaps-persist-in-u-s-despite-some-progress/>

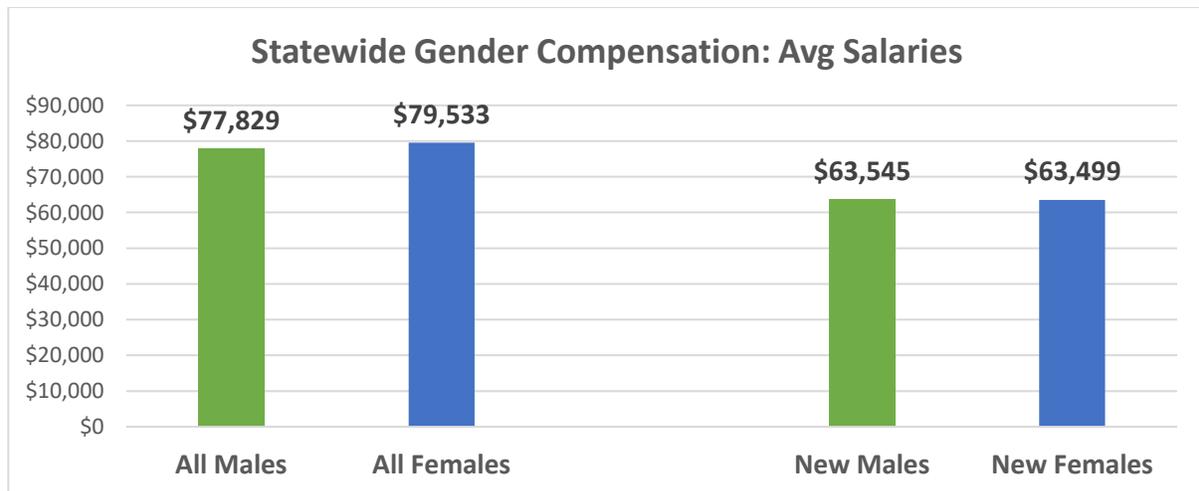
that women still earned only 84 percent of what men earned, projected that it would take an extra 42 days of work for women to earn what men did.⁶

As this report will detail, Connecticut executive branch employees experience the same disparities found in workforces across the country – disparities that persist among new hires. These gender disparities, in some cases, are greater than \$19,000 annually for the same types of occupations.

Even the slightest of wage gaps can have significant cumulative and lifelong impacts. As explained in the first phase of this report, income inequality can be driven by several factors outside of race or gender, including job longevity, educational attainment and experience – however, research has found that gender alone has been as significant a determinant of income level as experience and job responsibilities (Alkadry and Tower, 2006).

The first phase of this report showed that the Connecticut executive branch workforce outperforms many other public-sector workforces on gender compensation parity when viewing the full population of executive branch employees. While compensation data across the full population of executive branch employees indicates gender parity, gender compensation disparities emerge when viewing data more closely across the state’s eight EEO Categories.

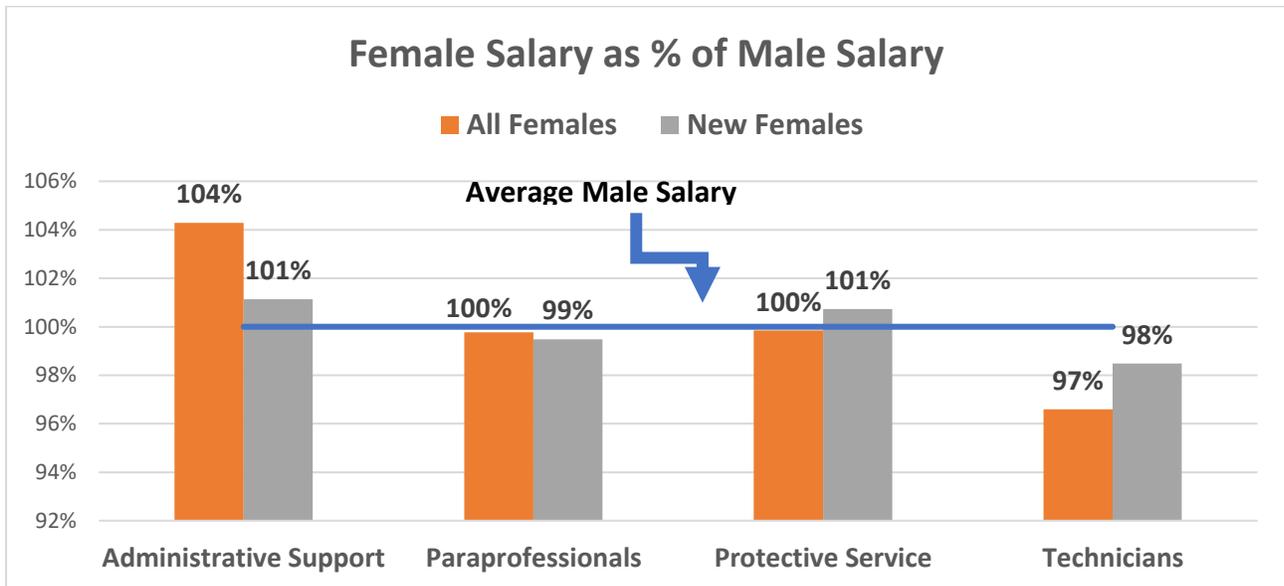
The chart below shows that, when looking at the state’s executive branch in its entirety, the state has achieved gender parity – a difference of approximately 2 percent – with women earning slightly more on average. The chart also shows that Connecticut is on track to sustain this gender compensation parity among new hires.



⁶ <https://www.pewresearch.org/fact-tank/2021/05/25/gender-pay-gap-facts/>

The chart below shows four categories where average female compensation is close to or exceeds average male compensation. These areas include administrative support and paraprofessionals, areas where females have the highest concentration.

While females are significantly underrepresented in protective service (including police and fire occupations), as detailed earlier, the average female salaries in protective service are commensurate with average male salaries as the chart and table below illustrate. Among technicians average female salaries are close, though slightly lower than average male salaries. These compensation trends are consistent between the full population and new hires.



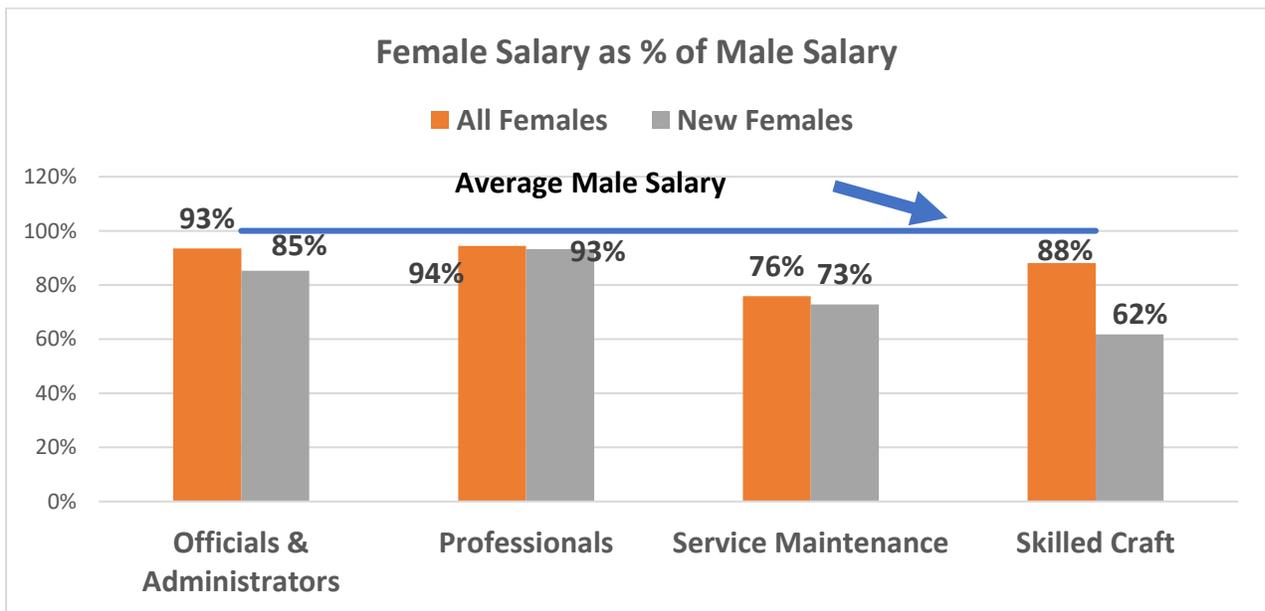
The table below shows average salaries in dollars across the four categories where female earnings are closest to or exceed average male salaries, as well as female salary as a percentage of male salary:

Average Salaries	Full Population			New Hires		
	Males	Females	Female Salary as % of Male Salary	Males	Females	Female Salary as % of Male Salary
Administrative Support	\$57,319	\$59,775	104%	\$48,897	\$49,453	101%
Paraprofessionals	\$60,918	\$60,774	100%	\$47,193	\$46,951	99%
Protective Service	\$61,827	\$61,733	100%	\$51,303	\$51,679	101%
Technicians	\$68,886	\$66,541	97%	\$54,651	\$53,821	98%

The following chart and table show the four EEO Categories with the largest gender-based compensation disparities. While females are adequately represented in the highest levels of government (officials and administrators) and in the professionals category, the average female salary falls short of the average male salary. Across the full population of officials and administrators, the average female salary is 93 percent of the average male salary (\$120,045 for women compared to \$128,478 for men). This gap expands among new hires where the average new female official and administrator earns 85 percent of what the average new male official and administrator earns (\$109,770 among new females compared to \$128,812 among new males).

In the categories of service maintenance and skilled craft, females are both underrepresented and undercompensated – on average – compared to males in these categories. Across the full populations female service maintenance employees earn, on average, 76 percent of what males in that category earn – a gap that persists among new hires where females earn 73 percent of what males earn on average.

Across the full executive branch population, females in the skilled craft, on average, earn 88 percent of what the average male earns. This gap grows among new hires where females in the skilled craft earn on average 62 percent of what males earn.



The table below shows average salaries in dollars across the four categories with the largest gender-based compensation disparities, with some pay gaps amounting to more than \$19,000 annually (for example, new hire females working as officials and administrators):

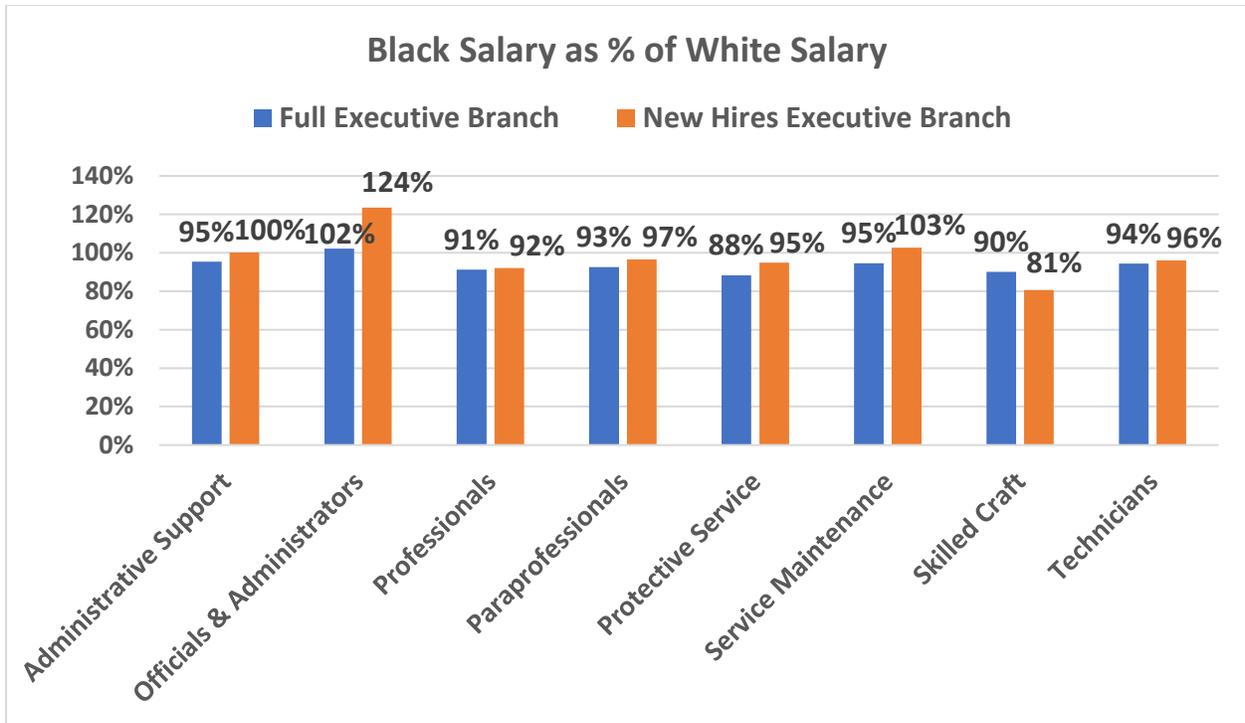
Average Salaries	Full Population			New Hires		
	Males	Females	Female Salary as % of Male Salary	Males	Females	Female Salary as % of Male Salary
Officials & Administrators	\$128,478	\$120,045	93%	\$128,812	\$109,770	85%
Professionals	\$92,515	\$87,376	94%	\$75,852	\$70,705	93%
Service Maintenance	\$55,149	\$41,803	76%	\$45,260	\$32,950	73%
Skilled Craft	\$56,210	\$49,499	88%	\$48,712	\$30,088	62%

RACE-BASED COMPENSATION ANALYSIS

To investigate the potential for racial disparities, this section will separately look at how Black, Hispanic and Asian average salaries each compare to average White salaries for the full executive branch population – and for new hires.

The first table below illustrates the where the average Black salary falls in relation to the average White salary – blue representing the full executive branch and orange for new hires. In the highest level of government, officials and administrators, the average Black salary slightly exceeds the average White salary. For all other categories, the average Black salary falls below the average White salary – with the greatest gap in protective service and skilled craft.

Among new hires – like the full population – the average Black salary exceeds the average White salary in the category of officials and administrators, in this case by 24 percent. In one category – skilled craft – the racial pay gap has grown, with Black new hires earning on average only 81 percent of what the average White employee earns. In six other categories – administrative support, professionals, paraprofessionals, protective service, service maintenance and technicians – the pay gaps have all narrowed or, in some cases have been eliminated, among new hires.



The table below corresponds to the chart above showing average salaries for Black and white employees (both full population and new hires), as well as Black Salary as a percentage of White salary:

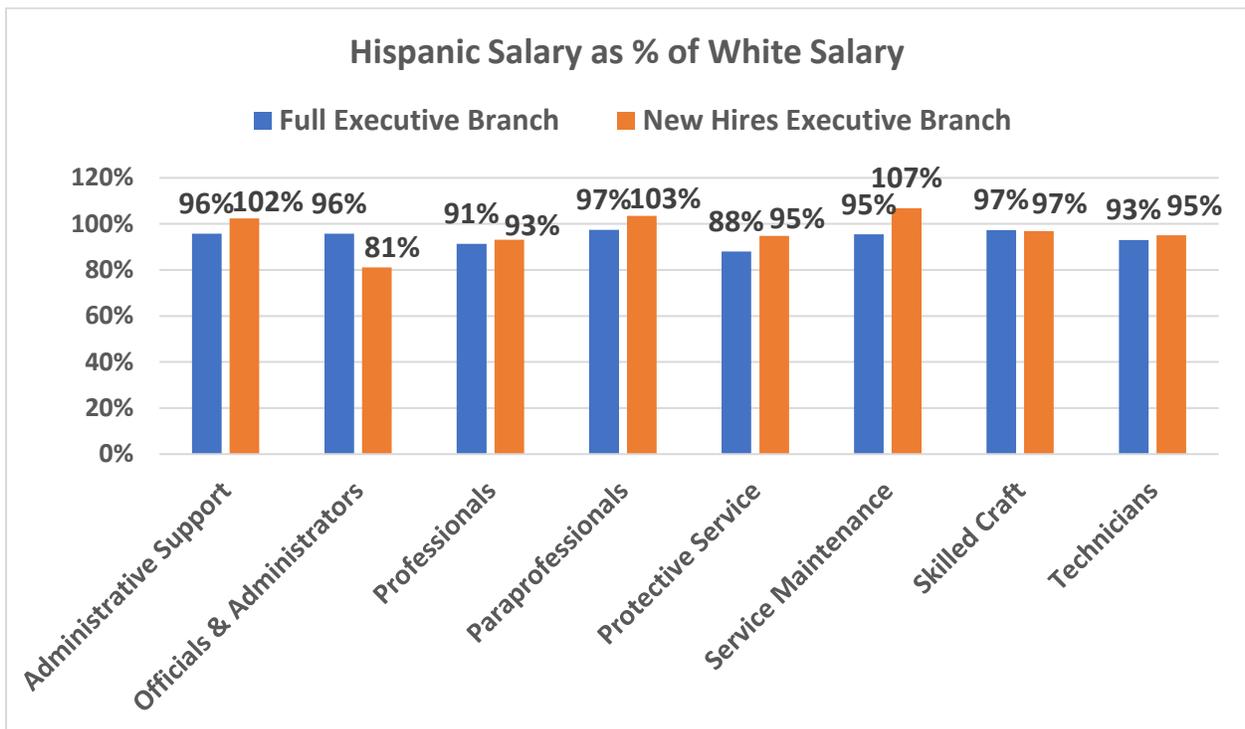
Average Salaries	Full Population			New Hires		
	White	Black	Black Salary as % of White Salary	White	Black	Black Salary as % of White Salary
Officials & Administrators	\$125,111	\$127,868	102%	\$119,485	\$147,583	124%
Professionals	\$92,858	\$84,773	91%	\$74,769	\$68,902	92%
Service Maintenance	\$51,380	\$48,590	95%	\$40,083	\$41,123	103%
Skilled Craft	\$55,982	\$50,415	90%	\$48,010	\$38,760	96%
Administrative Support	\$60,275	\$57,463	95%	\$48,792	\$48,884	100%
Paraprofessionals	\$62,562	\$57,948	93%	\$47,076	\$45,429	97%
Protective Service	\$67,693	\$59,719	88%	\$54,266	\$51,487	95%
Technicians	\$70,635	\$66,667	94%	\$56,462	\$54,187	96%

The next chart illustrates how the average salaries for Hispanic employees across the EEO Categories compare to the average White employee salaries for both the full population and new hires.

When viewing the entire executive branch, the average salary for Hispanic employees falls below the average White employee salary in every category, with wage gaps ranging from 97 percent of average White salary (paraprofessionals) to as large as 88 percent of average White salary (protective service).

In all but two EEO categories, these compensation gaps narrow (and in some cases are eliminated) among new hires, with average Hispanic salaries reaching above average White salaries in the categories of administrative support, paraprofessionals and service maintenance.

At the highest level of state government, however, the gap between average Hispanic and White salaries grows among new hires. Among new hires, the average new Hispanic employee salary is 81 percent of the average new White employee (a \$22,564 annual disparity).

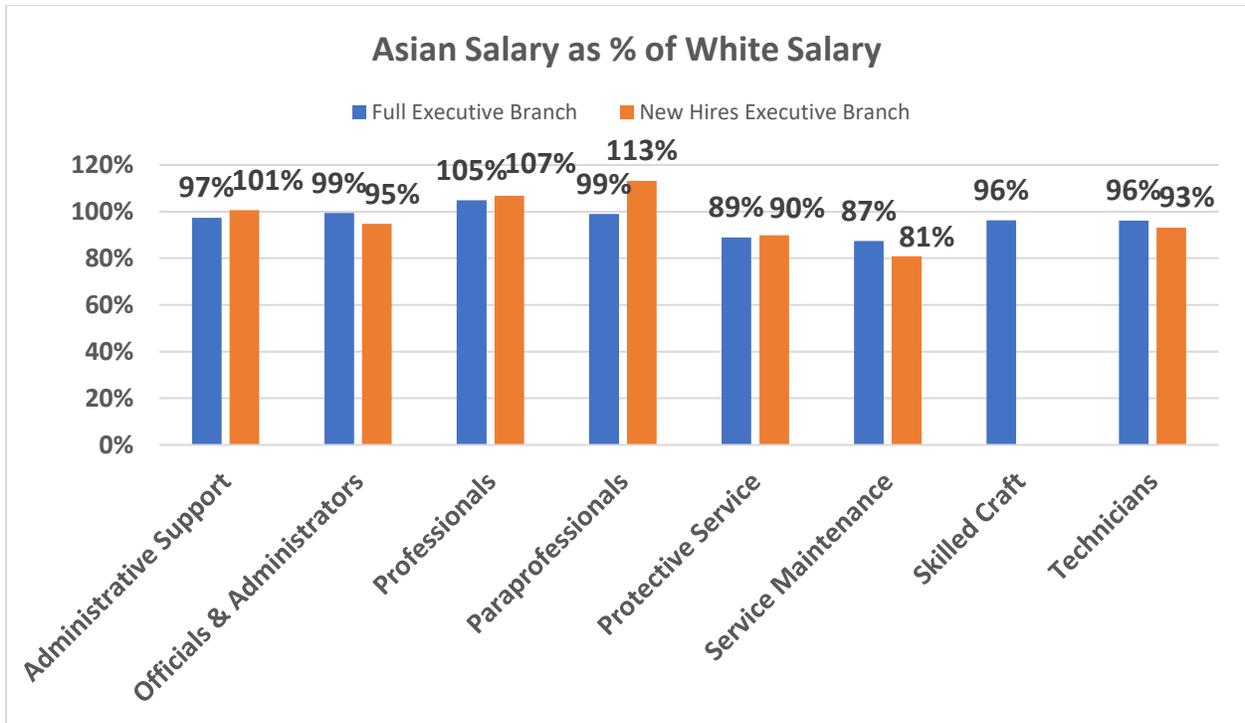


The corresponding table below shows actual average salaries (and Hispanic salary as a percentage of White salary) by EEO Categories for all executive and new hire Hispanic and White employees:

Average Salaries	Full Population			New Hires		
	White	Hispanic	Hispanic Salary as % of White Salary	White	Hispanic	Hispanic Salary as % of White Salary
Officials & Administrators	\$125,111	\$119,740	96%	\$119,485	\$96,921	81%
Professionals	\$92,858	\$84,758	91%	\$74,769	\$69,646	93%
Service Maintenance	\$51,380	\$49,029	95%	\$40,083	\$42,812	107%
Skilled Craft	\$55,982	\$54,483	97%	\$48,010	\$46,474	97%
Administrative Support	\$60,275	\$57,730	96%	\$48,792	\$49,928	102%
Paraprofessionals	\$62,562	\$60,938	97%	\$47,076	\$48,711	103%
Protective Service	\$67,693	\$59,554	88%	\$54,266	\$51,470	95%
Technicians	\$70,635	\$65,683	93%	\$56,462	\$53,704	95%

When viewing the full executive branch population, average salaries for Asian employees are at or close to that of the average White employee, but fall more than 10 percent below in the categories of protective service and service maintenance (89 percent and 87 percent, respectively, below average White salaries).

The salary patterns are generally similar when comparing the full population of Asian employees to new hires, although the gap between average Asian and White salaries grows to 81 percent among service maintenance workers, while the average Asian paraprofessional salary exceeds average White salary at 113 percent.



The corresponding table below shows average salaries across EEO Categories for the full population and for new hires, comparing Asian and White employees:

Average Salaries	Full Population			New Hires		
	White	Asian	Asian Salary as % of White Salary	White	Asian	Asian Salary as % of White Salary
Officials & Administrators	\$125,111	\$124,328	99%	\$119,485	\$113,175	95%
Professionals	\$92,858	\$97,392	105%	\$74,769	\$79,798	113%
Service Maintenance	\$51,380	\$44,905	87%	\$40,083	\$32,401	81%
Skilled Craft	\$55,982	\$53,893	96%	\$48,010	N/A	N/A
Administrative Support	\$60,275	\$58,721	97%	\$48,792	\$49,096	101%
Paraprofessionals	\$62,562	\$61,936	99%	\$47,076	\$53,262	113%
Protective Service	\$67,693	\$60,153	89%	\$54,266	\$48,740	90%
Technicians	\$70,635	\$71,149	96%	\$56,462	\$52,591	93%

RACE AND GENDER (INTERSECTIONAL) REPRESENTATION AND COMPENSATION ANALYSIS

In order to fully assess whether the state executive branch – or any workforce – adequately reflects and/or compensates its employees equitably, the analysis cannot look at gender, race and ethnicity in silos. It is critical to evaluate them in layers.

For example, an analysis may show that females represent perfect balance at 50 percent of a population. It may also show that the percentage of White employees are a mirror reflection of the statewide White population percentage. However, an intersectional analysis – or layering analysis of gender and race – may find that White females represent only two percent of the population.

Intersectionality is a framework of analysis established decades ago to help more critically examine the layering effects of race, gender and many other factors.⁷

The two tables immediately below illustrate how an intersectional analysis of the state's executive branch (at the 16 largest agencies and bureaus) reveals representation disparities more so than with isolated views of gender, race and ethnicity. The first table is a view of all state executive branch employees by both gender and race-ethnicity. As the first legend shows, green indicates that employees are within an appropriate range of both gender and race-ethnicity, yellow indicates overrepresentation and red indicates underrepresentation. The second table provides the same illustration – with a focus of those hired within the last five years (beige indicating appropriate range, instead of green).

Some key observations are:

- At the 16 largest agencies – for the entire executive branch - Hispanic males are more frequently underrepresented than any other gender-racial category (at 12 of the 16 agencies or bureaus identified). Next comes White males and females and Asian males and females (all underrepresented at eight agencies or bureaus) and then Hispanic females who are underrepresented at seven of these locations.
- Hispanic males continue to be most frequently underrepresented at these same agencies among new hires (11 of the 16), followed by White males and Hispanic females (each underrepresented at nine of the 16 agencies) and then White females are the next most underrepresented at eight of these agencies.

⁷ <https://www.law.columbia.edu/news/archive/kimberle-crenshaw-intersectionality-more-two-decades-later>

Appropriate Range	
Overrepresentation	
Underrepresentation	

Full Population - Full-Time Executive Employees										New Hires in Past 5 Years									
	White Male	White Female	Black Male	Black Female	Hispanic Male	Hispanic Female	Asian Male	Asian Female	Total		White Male	White Female	Black Male	Black Female	Hispanic Male	Hispanic Female	Asian Male	Asian Female	Total
DCF	13.0%	35.3%	8.0%	23.6%	4.4%	13.9%	0.7%	1.3%	2,731	DCF	8.4%	36.0%	7.6%	28.0%	4.0%	13.8%	0.4%	1.8%	450
DSS	14.8%	32.6%	7.6%	26.3%	3.6%	11.9%	1.2%	2.1%	1,632	DSS	10.6%	31.1%	8.0%	32.2%	3.8%	10.2%	1.9%	2.3%	264
Bureau of Highway Ops	68.4%	5.8%	11.1%	0.5%	12.4%	0.8%	1.0%	0.1%	1,447	Bureau of Highway Ops	67.8%	5.7%	11.1%	0.7%	13.4%	0.7%	0.5%	0.0%	404
CT Tech. Ed and Career Sys	41.4%	42.8%	2.7%	4.1%	4.3%	3.9%	0.1%	0.7%	1,384	CT Tech. Ed and Career Sys	46.6%	39.8%	0.8%	3.8%	4.9%	3.4%	0.0%	0.8%	264
Police Services	71.0%	15.8%	4.5%	1.3%	4.6%	1.5%	1.2%	0.2%	1,180	Police Services	64.6%	17.3%	7.5%	0.8%	5.5%	2.0%	2.4%	0.0%	254
CVH	20.1%	25.5%	15.0%	25.6%	3.8%	4.4%	1.6%	3.9%	937	CVH	15.8%	20.7%	18.0%	32.0%	4.1%	3.6%	1.8%	4.1%	222
Bureau of Eng. & Constr.	64.4%	14.2%	6.7%	1.9%	4.3%	1.6%	4.9%	2.1%	916	Bureau of Eng. & Constr.	57.1%	9.5%	8.5%	1.6%	8.5%	1.6%	10.6%	2.6%	189
DOL	24.2%	33.9%	5.1%	17.3%	4.4%	10.9%	1.4%	2.8%	723	DOL	16.9%	37.7%	2.4%	21.7%	4.3%	14.5%	0.5%	1.9%	207
DOC Central Office	31.5%	28.1%	9.5%	12.1%	8.6%	7.7%	1.8%	0.7%	718	DOC Central Office	23.6%	36.1%	13.9%	11.1%	4.2%	5.6%	5.6%	0.0%	72
DAS	34.9%	35.5%	3.5%	12.4%	3.2%	6.6%	2.8%	1.2%	685	DAS	40.8%	33.7%	2.0%	6.1%	5.1%	3.1%	8.2%	1.0%	98
DPH	18.7%	47.3%	4.6%	12.9%	3.9%	7.5%	2.2%	2.8%	636	DPH	25.0%	45.2%	2.9%	7.7%	6.7%	4.8%	2.9%	4.8%	104
DMV	27.4%	30.0%	6.5%	18.2%	6.5%	8.1%	1.5%	1.8%	616	DMV	28.3%	19.2%	10.1%	22.2%	8.1%	11.1%	1.0%	0.0%	99
MacDougall/WRSMU	45.3%	9.5%	18.8%	5.4%	16.3%	4.1%	0.7%	0.0%	559	MacDougall/WRSMU	41.3%	2.5%	17.5%	2.5%	28.8%	5.0%	2.5%	0.0%	80
DRS	31.9%	30.8%	8.1%	14.9%	3.5%	6.1%	1.8%	2.9%	545	DRS	34.8%	21.3%	13.5%	15.7%	1.1%	9.0%	1.1%	3.4%	89
DDS North Region	15.4%	39.1%	12.9%	19.1%	3.2%	8.4%	0.6%	1.3%	534	DDS North Region	9.1%	30.3%	12.1%	31.8%	3.0%	12.1%	0.0%	1.5%	66
DOC Inmate Medical Serv.	15.3%	41.9%	4.0%	25.4%	2.3%	6.6%	2.3%	2.3%	528	DOC Inmate Medical Serv.	12.9%	35.3%	5.8%	25.9%	3.6%	10.1%	2.2%	4.3%	139

The full table (Appendix A) shows all agencies and bureaus. As the full table shows, when examining all agencies and bureaus with 100 executive branch employees or more, Hispanic men and women are the most frequently underrepresented groups (in 44 out of 64 agencies) across all executive branch employees. When examining new hires, White and Asian females are the most underrepresented.

This report also examines how minority representation varies from male-dominated vs. female-dominated agencies.

FEMALE-DOMINATED AGENCIES: Across the full executive branch, all minority groups, except for Hispanic and Asian males, experience or exceed racial balance. Among new hires, Hispanic males are the one category underrepresented at female-dominated agencies.

MALE-DOMINATED AGENCIES: Across the full executive branch, Hispanic and Asian females, as well as Asian males are underrepresented. Black males and females, as well as Hispanic males reach or exceed racial balance. Among new hires, Hispanic and Asian females are underrepresented.

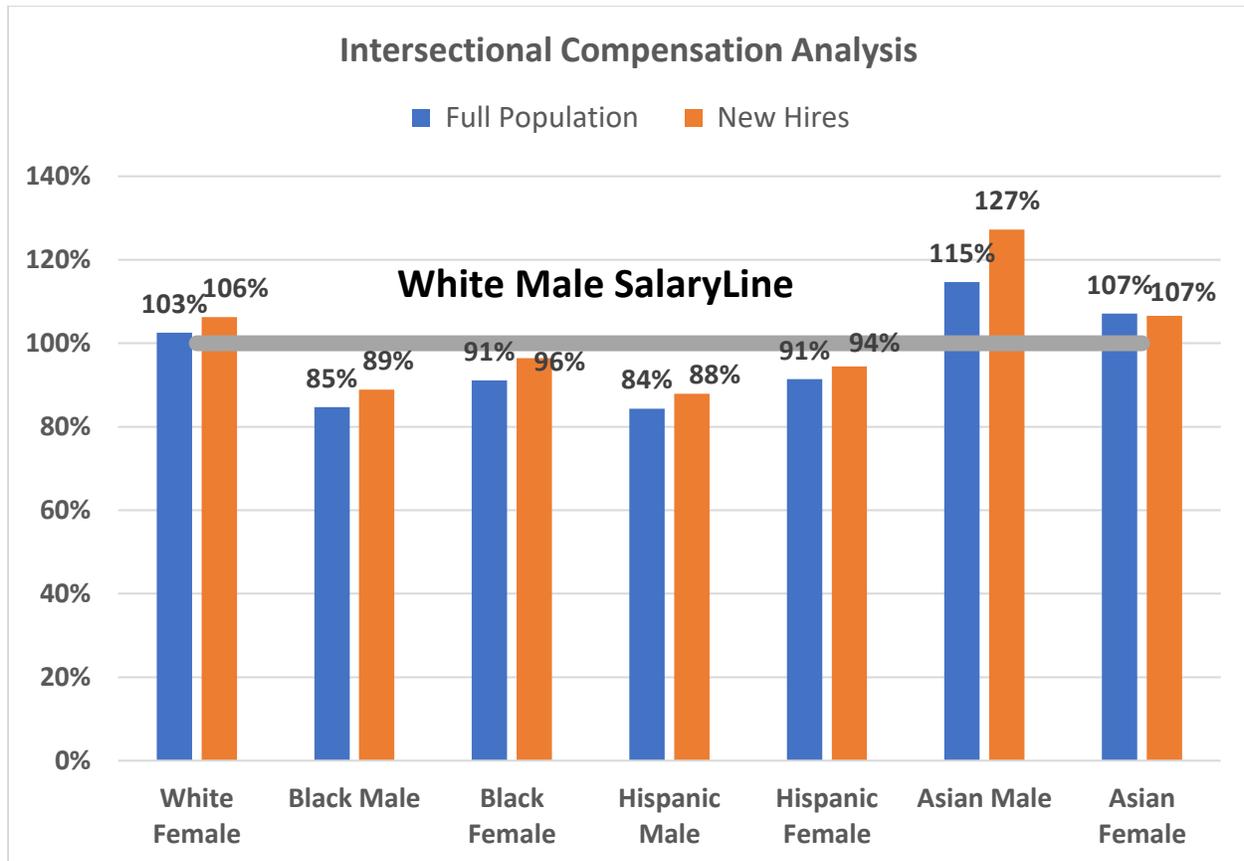
Full Executive Branch	White Male	White Female	Black Male	Black Female	Hispanic Male	Hispanic Female	Asian Male	Asian Female
Male-Dominated	52.3%	18.3%	10.2%	5.1%	9.0%	3.2%	1.4%	0.6%
Female-Dominated	21.0%	37.0%	7.3%	19.1%	3.8%	8.6%	1.3%	2.0%
Total	34.0%	29.2%	8.5%	13.3%	5.9%	6.4%	1.3%	1.4%

New Hires	White Male	White Female	Black Male	Black Female	Hispanic Male	Hispanic Female	Asian Male	Asian Female
Male-Dominated	49.4%	15.3%	13.3%	4.3%	11.5%	3.3%	2.2%	0.7%
Female-Dominated	18.0%	34.0%	8.2%	22.6%	4.3%	9.0%	1.6%	2.3%
Total	32.6%	25.3%	10.6%	14.1%	7.7%	6.3%	1.9%	1.6%

An overall intersectional examination of the state executive branch, illustrated in the next graph, reveals the following key highlights:

- That White females, as well as Asian males and females, earn more than White males across the full executive branch, as well as among new hires.
- Black and Hispanic employees – both male and female - earn less than White and Asian state executive branch employees earn. This includes both Black and Hispanic employees across both the full population and among new hires.

- The greatest income disparities are Hispanic males, who earn 84 percent of White male salary, followed by Black males, who earn 85 percent of the average White male salary.

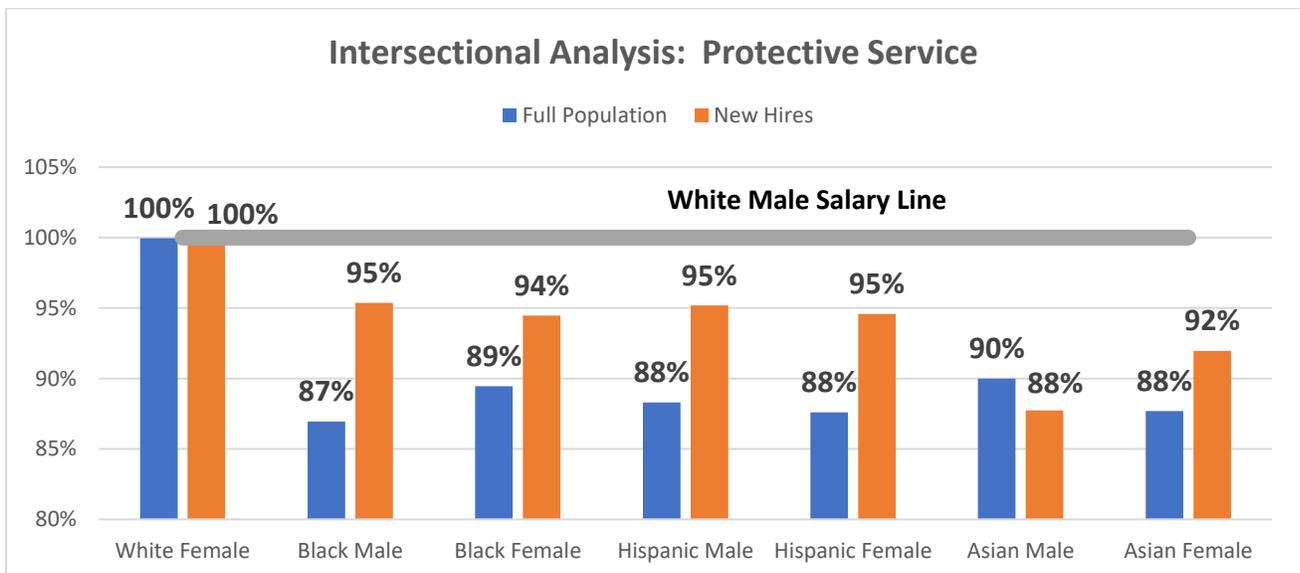


This report also examines intersectional compensation disparities by the eight equal employment categories. All eight categories are illustrated in Appendix C. However there are some critical highlights to note, including:

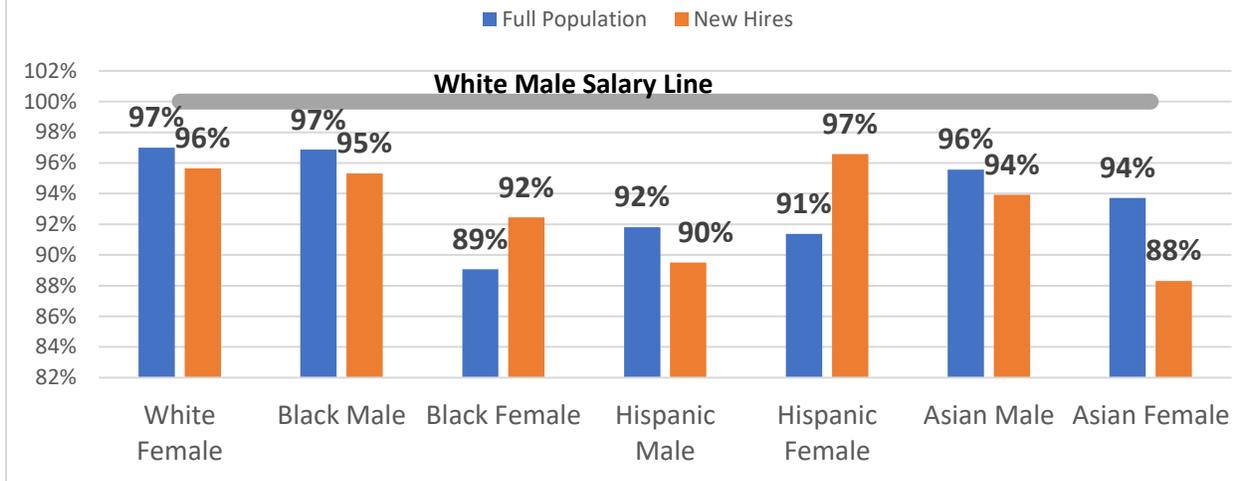
- In most categories, minority groups (except for Asian males in most categories) earn less than White executive branch employees for both males and females – with few exceptions.
- Black males outearn White men and women in the officials and administrators category (and, again, so do Asian males). However the few categories where minority men and women earn as much or more than White men and women, it is typically in the lowest paid categories, such as administrative professionals or paraprofessionals.
- In protective service, White women are the only group that has pay parity with White males. All other gender-racial categories earn significantly less among all protective service employees.

- Black males experience the greatest disparity in protective service, earning 87 percent of what White males earn. The pay gap that minorities face in protective service begins to close among new hires – however, the pay gap still persists across all minority categories.
- All females and minorities earn less than White males in the technicians category for both the full executive branch and among new hires.
- The largest pay gaps are in the service maintenance and skilled craft categories. In service maintenance, Asian females earn 56 percent of White male salary across the whole executive branch and 38 percent of White male salary among new hires. In skilled craft, new Black males earn 68 percent of what new White males earn, while new Hispanic females earn 70 percent of what new White males earn.
- In the highest-earning category – officials and administrators – Hispanic females earn the lowest (73 percent of what White males earn).

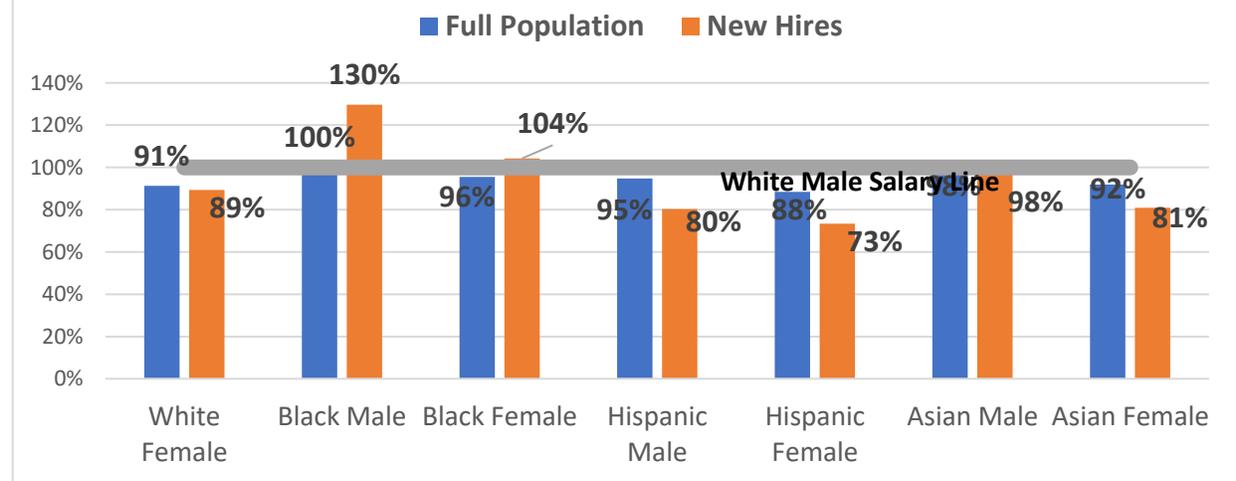
The tables below illustrate some of these key highlights:



Intersectional Analysis: Technicians



Intersectional Analysis: Officials & Administrators



EDUCATION LEVEL AND COMPENSATION

In this report, we also examine how education attainment influences compensation across gender and racial differences. A recent census report found that greater education does lead to greater wages – but also greater disparities across genders.⁸ In other words, the value of advanced degrees can vary depending on whether you are male or female, White or non-White.

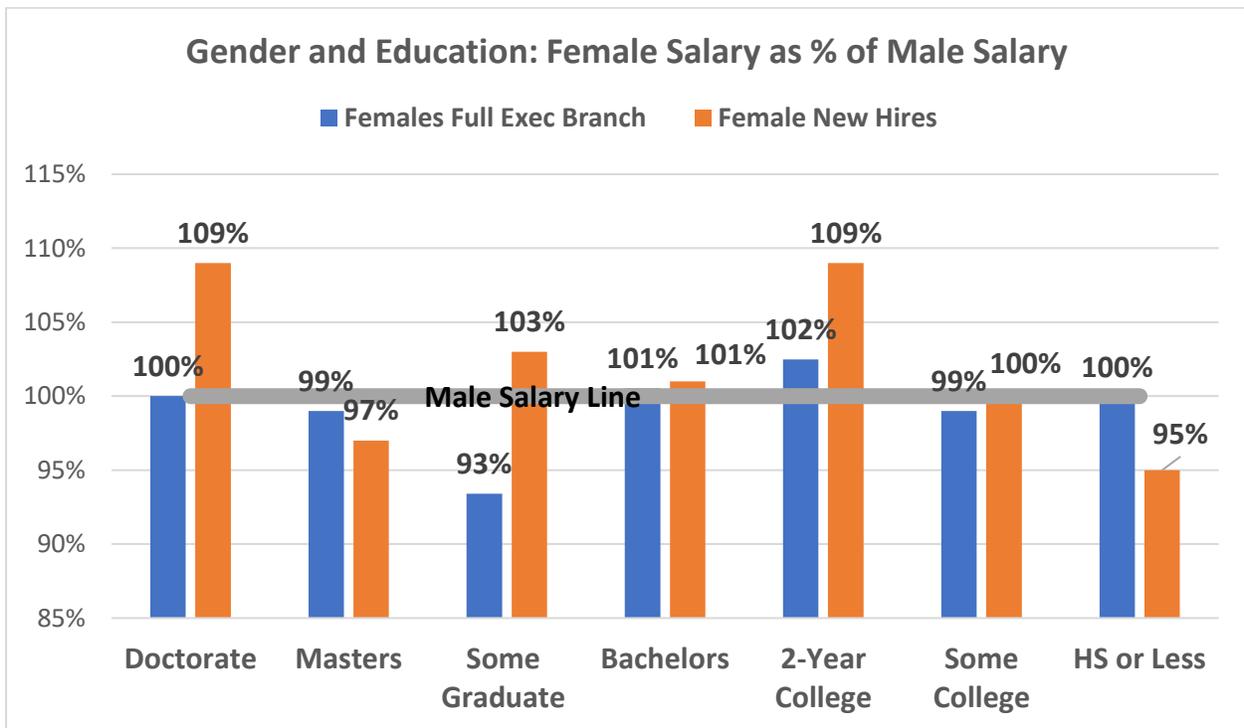
⁸ <https://www.census.gov/library/stories/2019/05/college-degree-widens-gender-earnings-gap.html>

In the Connecticut executive branch, employees earn more with each degree they *complete*, regardless of race or gender (Note: There is a dip in salary for those who earn only “some graduate” school without completion). However, there are gender and racial disparities.

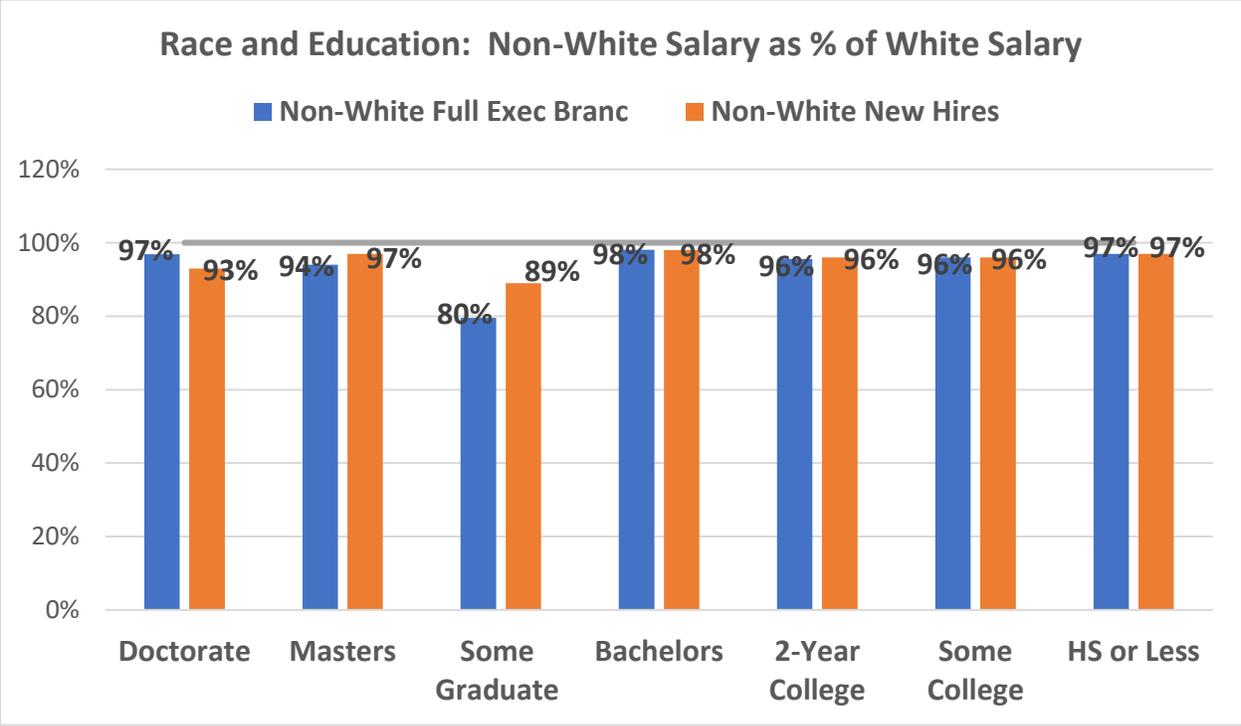
For example, men and women of every race will earn more with a Master’s Degree than with a Bachelor’s Degree. However, women and minorities with Master’s Degrees persistently earn less than White males with the same degree.

When looking at gender alone for the full population (see chart below) of executive branch employees female and male salaries across every category fall no more than 10 percent out of balance. Females, on average, slightly out earn men if they have a Bachelor’s Degree or 2-Year College Degree. Women, on average, earn slightly less than men if they have a Master’s Degree, some graduate school, some college or a high school degree or less.

When looking at new hires, women on average earn slightly more than men in every education category except for Master’s Degree and high school degree or less.



Compensation disparities (illustrated in the next chart) are more consistent across racial boundaries. Across every education category – for both the full executive branch and new hires - Non-White employees on average earn less than White employees. The most pronounced is for those who have completed “some graduate,” where Non-White employees earn only 79.56 percent of what their White colleagues earn annually. For new hires, Non-Whites with doctorate degrees also earn 93 percent of what White employees with doctorates earn.

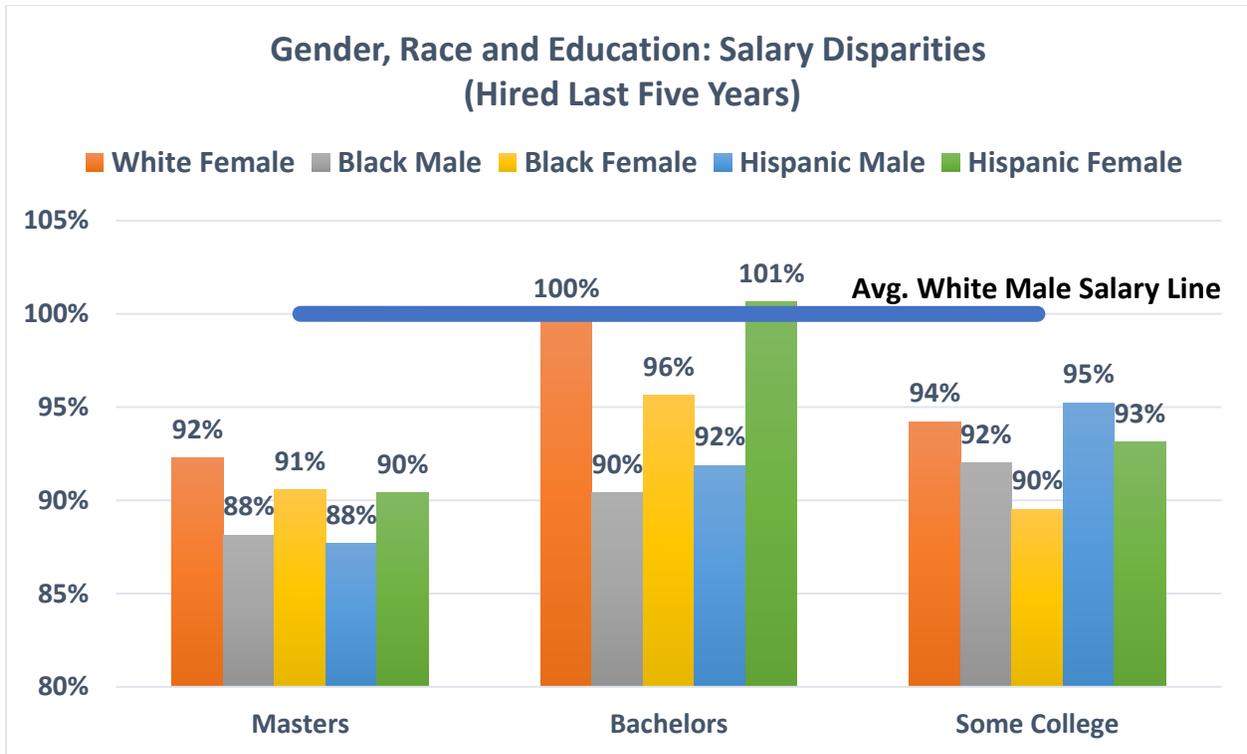


The salary tables below show salary differences, in dollars. As the new hires table shows, the disparity between new hire non-Whites and Whites with doctorate degrees is \$8,236 annually.

Average Salaries Full Executive Branch	Race			Gender		
	White	Non-White	Non-White Salary as % of White Salary	Male	Female	Female Salary as % of Male Salary
Doctorate	\$125,661	\$121,717	97%	\$122,212	\$121,643	100%
Masters	\$89,518	\$84,283	94%	\$85,328	\$84,714	99%
Some Graduate	\$77,481	\$61,644	80%	\$69,317	\$64,749	93%
Bachelors	\$78,021	\$76,558	98%	\$76,543	\$76,942	101%
2-Year College	\$67,869	\$64,891	96%	\$64,097	\$65,692	102%
Some College	\$62,460	\$59,651	96%	\$60,467	\$60,129	99%
HS or Less	\$59,910	\$58,000	97%	\$58,631	\$58,565	100%

Average Salaries New Hires	Race			Gender		
	White	Non-White	Non-White Salary as % of White Salary	Male	Female	Female Salary as % of Male Salary
Doctorate	\$118,238	\$110,002	93%	\$107,320	\$116,801	109%
Masters	\$77,182	\$74,633	97%	\$76,440	\$74,099	97%
Some Graduate	\$61,766	\$55,145	89%	\$56,061	\$57,769	103%
Bachelors	\$65,692	\$64,210	98%	\$64,316	\$64,844	101%
2-Year College	\$57,705	\$55,569	96%	\$53,403	\$58,262	109%
Some College	\$51,941	\$50,023	96%	\$50,487	\$50,519	100%
HS or Less	\$49,267	\$47,708	97%	\$49,415	\$46,781	95%

The following chart shows the layering impact of gender and race on compensation across the largest education categories (Master’s Degrees, Bachelor’s Degrees and some college). Obtaining a Bachelor’s Degree helps to narrow certain gaps – particularly for White women and Hispanic women. However, compensation gaps grow – as described earlier – with the attainment of a Master’s Degree.



CONCLUSION

The State of Connecticut faces a unique opportunity over the next two years to advance and modernize its workforce and processes with the anticipation of a massive retirement surge. On one hand, it faces the risk of losing those critical employees with the greatest institutional knowledge and skills that it relies on. On the other, there is an opportunity to establish new strategies to overcome persistent underrepresentation and compensation imbalances that persist in certain fields and occupations.

As explained earlier, this report was intended to focus on new hires with the goal of answering key questions about state government’s trajectory as far as gender and racial representation and pay equity:

Question: Do Connecticut’s most recent executive branch hires – those who are most likely to reflect the future of the state’s workforce – threaten to perpetuate gender and/or racial-ethnic disparities in certain types of occupations? Is Connecticut on track to sustain successful gender and racial representation parity where it already exists?

Key areas of concern are:

- Connecticut is on track – through new hires – to perpetuate underrepresentation by females and minorities in public safety occupations and overrepresentation in some of the lowest-paying occupations, including administrative support and paraprofessionals. It is time to acknowledge that additional action is needed for these occupations with persistent underrepresentation.
- Gender underrepresentation in Department of Transportation’s bureaus of highway operations and engineering and construction also persists among new hires.
- Female underrepresentation persists among new hires in skilled craft and service maintenance – as do compensation disparities in those categories.
- Underrepresentation and lower compensation by Hispanic employees in the highest-level positions is on track to persist among new hires.
- When viewing employees through education attainment categories, minorities in every category earn less than White employees with the same degree level – a pattern that persists among new hires.
- In all but the highest levels of government, Black employees earn less than White employees, on average.
- Women and minorities with Master’s Degrees all underearn White males among new hires.

Key positive developments:

- Black employees reflect or exceed statewide census representation levels in every EEO Category, and that pattern continues among new hires.
- Disparities in Black and Hispanic employee compensation across EEO categories are narrowing for new hires in all but one category for each.
- While Black employees underearn in most categories, they have higher-than-average earnings in the highest levels of the executive branch.
- While women are underrepresented in protective service, their compensation in that category is commensurate with that of male colleagues.

As with the first phase of this report, this analysis does not provide a diagnosis or reason for disparities that appear to exist – nor does it prescribe a recruitment strategy. It can, however, provoke further exploration on an agency by agency basis to better understand where and why underrepresentation and compensation imbalances persist. It could help inform the state in tailoring its hiring practices to proactively recruit the most diversified, and fairly compensated, workforce possible.

In the first phase of this report, we recommended that the state evaluate its employee classification policy. The federal government and many other states follow a position grading system that allows for positions to be classified in a more uniform way across all agencies. This allows for state positions to be classified and compensated more appropriately according to educational attainment, experience and other human capital factors that should determine compensation.

This recommendation was also recognized in the Connecticut CREATES report issued this year (referenced earlier in this report) that identified opportunities for state government to improve service quality, delivery and equity for residents and businesses and to mitigate retirement risks and reduce costs.

We also recommend that the State of Connecticut takes an approach similar to that taken by the federal government regarding providing agencies and departments with the opportunity to develop their own strategic diversity plans. Such plans would be based on the realities and data specific to these agencies. President Biden's executive order (June 25, 2021) on "diversity, equity, inclusion and accessibility (DEIA) in the federal workforce." This executive order offers lessons for the state as it contemplates a strategy to even-out progress for men and women, Blacks and Whites, and Hispanics and non-Hispanics. Connecticut's state-level executive order could include the following:

1. Stress the responsibility of leaders of executive agencies in promoting Diversity, Equity and Inclusion (DEI)
 - a. Create a self-study of DEI within the agency and identify goals and priorities to achieve greater equity.
 - b. Evaluate policies on recruitment, hiring, promotion, retention professional development and other HR policies and the potential for these policies to enhance DEI.
 - c. Set goals that are based on evidence and data
 - d. Report on progress annually.
2. Establish a statewide partnership to facilitate recruitment for state employment opportunities of individuals who are members of underserved and underrepresented communities. These partnerships should include historically Black and Hispanic-serving institutions, including colleges, universities and community organizations.
3. Through this partnership, create paid internships and post-graduation fellowships to enhance the diversity of the workforce, especially in occupations and agencies that experience stubborn problems with representation
4. Create professional development opportunities to help advance women and staff of color to occupations and position levels that could use better representation.

As discussed earlier, the state welcomed at least 5,000 new employees into its executive branch workforce over the last five years. That number is likely to be significantly higher over the next five as Connecticut anticipates an historic retirement surge, providing an opportunity for Connecticut to better position itself as a leader in diversity and equity in all areas.

The federal DEI executive order provides a timely blueprint for immediate steps that Connecticut can adopt to break underrepresentation and compensation disparities that persist in certain occupations. Additional areas to examine include representation and compensation by gender, race and ethnicity at Connecticut's state higher education institutions, and judicial and legislative branches.

