State of Alaska

2010 Progress Report on Equal Employment Opportunity and Affirmative Action in Alaska State Government



Sean Parnell Governor

I. Preface

This 2010 Progress Report is filed with the Governor and the Legislature in compliance with Alaska Statute 39.28.020(a)(12).¹ Recent prior reports were included in the annually published Workforce Profile by the Department of Administration, Division of Personnel & Labor Relations. Additional related information may be found in that report, which is available on line at the Division's web page.

The subject of this 2010 Progress Report is the status of Equal Employment Opportunity (EEO) and Affirmative Action (AA) in the Executive Branch of the State of Alaska (hereafter "the State"). This Progress Report is intended to give an overall view of women and minority employee demographics in the State's Executive Branch. The report does not include workforce information on the Alaska State Legislature, the Alaska Court System, the Alaska State Defense Force, or the Alaska Air National Guard. Nor does this report cover such entities as the University of Alaska, the Alaska Housing Finance Corporation, or the Alaska Railroad Corporation. The Report captures workforce data for full- and part-time *permanent* positions in the Executive Branch including seasonal positions. It does *not* capture nonpermanent position data.

Data sources for this report are the U.S. Census Bureau, the Alaska Department of Labor & Workforce Development (Research and Analysis Section), and the Alaska Statewide Payroll System (AKPAY). Most recent workforce numbers were drawn from the data effective as of June 30, 2009, which is consistent with the annual Workforce Profile and biennial federal EEO-4 report. Historical data between 1990 and 2009 was obtained from employee data downloaded from the payroll system. The historical data prior to 1990 was obtained from prior Progress Reports.

¹ AS 39.28.020(a)(12) – The director of the division of personnel shall "prepare and submit an annual report to the governor and the legislature by February 15 on the progress and problem areas in the equal employment opportunity program and the implementation of the affirmative action plan."

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Use in this Progress Report of terms such as *underutilization*, *problem area*, and *underrepresentation* does not necessarily signify that the State agrees these terms are properly applied to any particular factual situation, or that the State agrees that it is liable under applicable laws. Instead, these terms are employed to provide leaders and managers information for effective and targeted policy decisions.

This Progress Report was prepared by the Equal Employment Opportunity Program in partnership with the Employee Planning and Information Center within Department of Administration, Division of Personnel & Labor Relations. The EEOP welcomes comments regarding this report. Interested parties should submit feedback in writing to the following:

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III. Introduction

The Executive Branch workforce has reached over 15,500 employees in its fifteen departments. State employment numbers have fluctuated during the past two decades in individual departments, but as a whole, the State's employment counts have remained relatively stable with a modest overall increase. The State's population continues to grow. U.S. Census Bureau estimates put Alaska's population at 626,932 in 2000 and growing by almost 60,000 to 686,293 in 2008.²

The State's workforce – like Alaska's population -- is diverse culturally and racially. Our population growth has brought a shift in our demographics resulting in growth in minority populations, most notably Hispanics and Asians. As the nation's and Alaska's faces change, so will the State's workforce. The U.S. Census Bureau projects that the nation's Hispanic and Asian populations will triple over the next half-century and non-Hispanic whites will represent 50 percent of the total U.S. population by 2050. With the influence of the aging "baby boom" generation, the overall median age of our workforce is also increasing. The overall effects of retirements will again shift our workforce age demographic. Growth in the Alaska Native population is also expected to be substantial in the State according to projections by the Alaska Department of Labor & Workforce Development.³

Knowledge of the State's workforce gives us awareness of how and where we need to continue to change to remain an employer of choice. Information about workforce demographics allows executives, managers, supervisors, and employees to make decisions that have direct impact on recruiting and retaining our greatest resource -- people. Policies such as those outlined in the report by Executive Branch Working Group (established by Administrative Order 237) that focused on recruitment and retention result in better quality of service to Alaskans. These policies, such as flexible work

² Source: US Census Bureau, Population Estimates Program, GCT-T1

³ Population Projections 2007-2030, Alaska Economic Trends, published by the Alaska Department of Labor & Workforce Development, Research & Analysis Section

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schedules and career ladders, enhance and foster a work culture that produces and rewards the best work from every employee.

The State is committed to promoting a diverse workforce that reflects Alaska. The State supports Equal Employment Opportunity (EEO) and Affirmative Action (AA) and continues to work to recruit and retain all qualified people. A primary goal of the State's Equal Employment Opportunity Program is to ensure that positions in the public service are genuinely and equally accessible to all people. The State does not condone, permit, or tolerate discrimination against its employees or applicants for State employment on the basis of race, color, national origin, religion, sex, age, physical or mental disability, marital status, changes in marital status, pregnancy or parenthood, or status as a veteran or veteran with a disability. Valuing the diversity of a workforce representative of all Alaskans enriches the quality of our service to the people of Alaska.

IV. Report Summary

The 2010 Progress Report focuses on two areas: current incumbency levels of women and minorities in the State workforce and historical levels. It compares the State's workforce demographics to that of the Alaskan Civilian Labor Force.⁴ The Report results allow the State to focus resources in those areas where our incumbency levels are significantly less than the availability of women and minorities in the Civilian Labor Force. It highlights areas where there appear to be intentional or unintentional barriers of employment to women and minorities. The Report also notes areas where progress has been achieved in the diversity of our workforce.

There are currently more minorities and women in State government than ever before. The percentage of women in State government employment is higher than the percentage of women in the Alaskan Civilian Labor Force. While the presence and status of minorities in the workforce have increased, there is still a significant gap in the employment of Alaska Natives in State government. African Americans and the combined category of Asians & Pacific Islanders are not underrepresented in the overall Executive Branch workforce, while Hispanics are underrepresented by less than 1 percent. Alaska Natives are the most significantly underrepresented minority group.

Women and minorities now hold more higher-range positions (range 18 and above) than ever before. State workforce demographics reveal more progress is needed in areas where there is "occupational segregation." Minorities in State government -- 56 percent of whom are women -- are concentrated in Service Maintenance positions. Women are concentrated in Administrative Support positions. While minorities and women have increased their occupational status, the challenge to bring more women and especially more minorities into higher and broader positions remains.

⁴ The Civilian Labor Force (CLF) is defined as all non-institutionalized civilians aged 16 and older who are either working or looking for work (unemployed).

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V. Minority Employment in the Executive Branch

A. Current Outlook

Minorities comprise 20 percent of the State's Executive Branch workforce.⁵ This is the highest percentage on record. While our workforce is made up of 20 percent of minority groups, the U.S. Census reports the Alaskan Civilian Labor Force (CLF) is comprised of 26.6 percent of minorities. (See Exhibits 1 and 2)

It is important to note that data from the U.S. Census is reported on the basis of a different set of race/ethnicity categories than that which is required by the U.S. Equal Employment Opportunity Commission (EEOC). The 2000 Census allowed respondents to report one or more race categories to indicate their racial identities (e.g. a person could indicate they were both Black and Asian). The EEOC, however, requires the State to capture data in five specific categories: American Indian or Alaska Native; Asian or Pacific Islander; Black/Non-Hispanic; Hispanic; and White/Non-Hispanic.

⁵ Percentage is rounded to the nearest whole number of permanent positions in the workforce.

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While general comparisons appropriately can be made, caution should be taken when directly comparing the data.⁶



Exhibit 2

Source: Census 2000 EEO Data Tool. Due to Census 2000 EEO Special Tabulation rounding methodology, total percentage does not add to 100.

A closer look at the data reveals that in the overall Executive Branch workforce, African Americans and Asians & Pacific Islanders (the latter two in a combined category) are not underrepresented while Hispanics are underrepresented in the overall Executive Branch workforce by less than 1 percent. By far, Alaska Natives are the most significantly underrepresented minority group by approximately 7 percent.⁷ (See Exhibits 3 and 4⁸)

⁶ When combining race/ethnicity groups to coordinate with State of Alaska employee data, the following groups were combined: Black/African American included "Black non-Hispanic" and "Black & White non-Hispanic"; Asian/Pacific Islander included "Asian non-Hispanic", "Native Hawaiian or Pacific Islander non-Hispanic", and "Asian & White non-Hispanic"; and American Indian/Alaska Native (AIAN) includes "AIAN non-Hispanic", "AIAN & White non-Hispanic", and "AIAN & Black non-Hispanic."

⁷ Seven percent is found by adding Alaska Native and American Indian/Native American percentages found in Exhibit 3 and subtracting the result from the percentage of Alaska Native/American Indians found in Exhibit 4.

⁸Source: Census 2000 EEO Data Tool. Due to Census 2000 EEO Special Tabulation rounding methodology, total percentage does not add to 100.



Exhibit 4



To truly get a picture of the status of minorities in State government, it is important to look at their distribution in the workforce. Exhibit 5 shows the percentage of minorities in eight basic job categories that are defined by the EEOC. The EEOC requires State and Local governments to submit biennial reports (EEO-4) showing the representation of men and women in five racial/ethnic groups in these job categories: Officials and Administrators; Professionals; Technicians; Protective Service Workers; Paraprofessionals; Administrative Support; Skilled Craft Workers; and Service-Maintenance.⁹ The job categories reflect different levels of job opportunity and are used by the EEOC in conjunction with other labor force data to identify major patterns of exclusion and discriminatory practices.



Exhibit 5

Service-Maintenance workers comprise the largest concentration of minority employees at 36.3 percent. (See Exhibit 5) While minorities are 20 percent of our workforce and 26.6 percent of the Alaskan CLF, they make up 7.6 percent and 13.6 percent of the "Officials & Administrators" and "Professionals" job groups. Progress has occurred in the "Paraprofessionals"

⁹ For definitions of race and ethnic categories and each job category, please see Section VIII on page 25 of this report.

category from 19.1 percent in 1990 to the high of 29.8 percent shown in Exhibit 5.

Exhibit 6



Exhibit 6 shows the current percentages of minorities in each department. The departments of Health & Social Services and Revenue have the highest percentages of minority employees while Fish & Game and Natural Resources have the lowest. It should be noted, however, that all departments, including Fish & Game and Natural Resources, have increased the number of minority employees compared to prior years. In fact, the percentage of minorities in State government has never been higher.

Examining the distribution of minorities in higher level and higher paying jobs also provides information about the status of minority employees in State government. Exhibit 7 shows the percentage of minority employees in pay ranges 18 and above. Positions in this category represent over 4,800 jobs that include mostly non-appointed senior professional and managerial levels. While the department of Health & Social Services and Revenue had the highest percentages of minorities overall, the departments of Military & Veterans Affairs and Corrections have the highest percentage of minority employees in positions at range 18 and above.

Percentage of Minority Employees in Pay Ranges 18 and Above by Department



Exhibit 8



Exhibit 8 is a breakdown of only 125 positions in the Executive Branch. This group of executives is comprised of Commissioners, Deputy Commissioners, and Directors. Eleven of our fifteen departments do not have any minority executives in this category while Public Safety has the highest percentage at 28.6.

B. Historical trends: 1990 to present

Looking back at historical data reveals that we currently have the highest percentage of minority employees on record in the Executive Branch. Exhibit 9 shows trending data (taken in five-year increments) of the overall percentage of minorities in the Executive Branch since 1990.

This upward trend is also found with the percentage of employees in the higher level jobs (range 18 and above). Minorities make up 20 percent of the Executive Branch as a whole and 9.6 percent of the positions in range 18 and above, which are mostly non-appointed senior professional and managerial levels. (See Exhibit 10) The percentage of minorities in the highest echelon of public service -- Executives -- has fluctuated with a high of 9.8 percent in 2000 representing eleven executives and a low of 4.8 percent in 2009 representing six executives, who are in a minority group. (See Exhibit 11)

Exhibit 9





Exhibit 11



VI. Women in the Executive Branch Workforce

A. Current Outlook

Women comprise 49 percent of the State's Executive Branch workforce. Overall, women are well represented in the State's workforce. The number of women in the Alaskan Civilian Labor Force continues to slowly rise and is now over 46 percent, still below the State's 49 percent. (See Exhibits 12 and 13) As the population of our State has grown, the number of employees in State service has remained relatively stable. Reports show 14,378 employees in Fiscal Year 1985 and 15,533 in FY09.¹⁰



Exhibit 12

¹⁰ Data Sources: State of Alaska Workforce Profile FY 09, a publication of the Alaska Department of Administration, Division of Personnel & Labor Relations; and Alaska Economic Trend January 2000, published by the Alaska Department of Labor & Workforce Development, Research & Analysis Section



Source: Census 2000 EEO Data Tool. Due to Census 2000 EEO Special Tabulation rounding methodology, total percentage does not add to 100.

To truly get a picture of the status of women in State government, it is important to look at their distribution in the workforce. No doubt having our first woman Governor elected in 2006 to the highest position in the Executive Branch is noteworthy. Historically, women in State government have been concentrated disproportionately in lower paying clerical positions and health-care related jobs or in professional fields such as nursing, human resource management, and social work. As delineated in the exhibits below, these historical trends continue and the challenge to bring women into higher and broader positions remain. It should also be noted that women constitute 56 percent of our minority workforce.

The EEOC requires State and Local governments to submit reports (EEO-4) showing the representation of men and women in five racial/ethnic groups in eight basic job categories: Officials and Administrators; Professionals; Technicians; Protective Service Workers; Paraprofessionals; Administrative Support; Skilled Craft Workers; and Service Maintenance.¹¹ The job categories reflect different levels of job opportunity and are used by the EEOC in conjunction with other labor force data to identify major patterns of exclusion and discriminatory practices. Exhibit 14 shows the distribution

¹¹ For definitions of race and ethnic categories and each job category, please see Section VIII on page 25 of this report.

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of women in the Executive Branch in each job category. Women represent 48.9 percent of the State's workforce but 39.8 percent of "Officials and Administrators" and 3.4 percent of "Skilled Craft Workers." Women have made little progress in the "Protective Service Worker" category. Protective Services was 15.9 percent women in 1990 and has grown less than 1 percent to 16.7 percent in almost twenty years. Women have the highest concentration in "Administrative Support" positions. Women at 55.2 percent are well represented in the "Professional" category.



Exhibit 14

Women dominate in nine of our fifteen departments particularly in the Office of Governor and departments of Health & Social Services (H&SS), Law, and Labor & Workforce Development. (See Exhibit 15) H&SS currently has the highest percentage of women employees and correspondingly positions in the health and social services fields are female dominated. Women's numbers in the departments of Transportation & Public Facilities, Public Safety, Military & Veterans Affairs, and Corrections continue to be a challenge. It's interesting to note, however, that the departments of Transportation & Public Facilities, Affairs, and most notably Corrections have a higher percentage of women in

range 18 and above positions than in the percentage of women overall in their departments. (See Exhibit 16)

Exhibit 15



Exhibit 16



Women in permanent positions make up 48.9 percent of the Executive Branch as a whole and 46.7 percent of positions in range 18 and above. Positions in this category represent over 4,800 jobs that include mostly non-appointed senior professional and managerial levels. Women are well represented in higher level jobs in four departments in particular: the Office of Governor and the departments of Health & Social Services, Education & Early Development, and Labor & Workforce Development. (See Exhibit 16)

Exhibit 17 is a breakdown of only 125 positions in the Executive Branch. This group of executives is comprised of Commissioners, Deputy Commissioners, and Directors. Women comprise 48.9 percent of the State's overall workforce and 36.8 percent of its executives.



Exhibit 17

B. Historical trends: 1990 to present

The presence and status of women in the workforce has improved over the past decades. The number of women in the State's overall workforce started to increase in approximately 1995 and steadily improved to its current all time high of 48.9 percent. (Exhibit 18) While non-minority men still dominate in higher ranked positions, women have made inroads in higher paying and higher status jobs. From 1984 to 1990, the percentage of women in higher positions (as indicated by range 18 and above rates) increased by 8.8 percentage points from 22.9 to 31.7 percent. From 1990 to 2000, the increase was 7.7 percentage points (31.7 to 39.4 percent). From 2000 to 2009, the rate slowed but still improved by 7.3 percentage points. Women now account for 46.7 percent of range 18 and above positions. (See Exhibit 19) The percentage of women in the highest echelon of public service – Executives -- has never been higher: 36.8 percent, representing 46 women executives. (See Exhibit 20)



Exhibit 18



Exhibit 20



VII. Equal Employment Opportunity Program

The State's Equal Employment Opportunity Program is administered by the Director of the Division of Personnel & Labor Relations. The Director designates the EEOP Manager, who is the Program's primary contact. The program's mandate includes ensuring departments uphold federal and state civil rights laws and state equal employment opportunity policies.

In 2003, Governor Frank Murkowski issued Executive Order 104, which transferred the function of the EEOP. The Order eliminated the Office of Equal Employment Opportunity in the Governor's Office and transferred the administration of the Equal Employment Opportunity Program to the Department of Administration under the authority of the Director of the Division of Personnel. This action amended Alaska Statute 39 to include a new chapter: Chapter 28 Equal Employment Opportunity Program.

The EEOP currently focuses its resources in the following areas:

Training: In partnership with the Division of Personnel & Labor Relations' Training & Development Unit, staff delivers scheduled and on-request classes to strengthen knowledge and understanding of state EEO policies; state and federal anti-discrimination laws; and workplace diversity. Courses that emphasis EEO principles include:

- A Respectful Workplace
- Valuing Diversity
- Academy for Supervisors
- Workplace Alaska for Hiring Managers

In Fiscal Year 2009 alone, 653 employees completed "A Respectful Workplace"; 453 employees completed the "Academy for Supervisors"; 515 employees completed "Valuing Diversity"; and 295 employees completed "Workplace Alaska for Hiring Managers."

Complaint Investigation: EEOP staff receives, investigates, and resolves informal complaints of discrimination in employment from current or former state employees and applicants for state employment. In addition, EEOP staff represents Executive Branch agencies in front of state and

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federal enforcement agencies when formal complaints of employment discrimination are filed.

Outreach: EEOP staff serves as liaison between the Executive Branch and state and federal agencies and community groups concerned with EEO in state government employment. In partnership with the Division's recruitment staff, outreach to individuals and groups is also done at job fairs across the state.

EEO and AA Consultation and Technical Assistance: Principles of EEO are embedded in most if not all personnel and business practices. The EEOP Manager provides input in personnel programs from hiring to exit surveys. EEOP staff provides professional guidance to employees and managers statewide on any EEO-related issue. The EEOP manager coordinates, reviews, or determines issues involving EEO-related matters in the workplace including accommodations and bona fide occupational qualifications in the Executive Branch.

EEO and AA Reporting: In partnership with the Employee Planning & Information Center (EPIC), staff prepares workforce reports associated with EEO and Affirmative Action. The 2010 Executive Branch Affirmative Action Plan is scheduled for completion by July 1st of this year. The Plan contains a detailed analysis of job groups to show where minorities and women are underrepresented in the workforce.

VIII. Appendix

A. Race and Ethnic Category Definitions

Note: The five race and ethnicity categories in this Report stem from federal government standards and are used by federal agencies including the U.S. Equal Employment Opportunity Commission. The EEOC's EEO-4 require employee surveys using these five categories. They are designed for collecting data on the race and ethnicity of broad population groups in this country. They are based on social and political considerations -- not anthropological or scientific ones. Furthermore, the race categories include both racial and national-origin groups.

Alaska Native or American Indian: All persons having origins in any of the original peoples of the Americas and who maintain cultural identification through tribal affiliation or community attachment. The terms "Alaska Native" and "American Indian" represents many separate groups of people with distinct ethnic and cultures throughout Alaska and the lower forty-eight. Alaska Native peoples include Iñupiaq, Yup'ik/Cup'ik, Alutiiq, Aleut, Eyak, Athabaskan (comprised by eleven cultural and linguistic groups), Tlingit, Haida, and Tsimshian.

African American and Black (not of Hispanic origin): All persons having origins in any of the Black racial groups of Africa.

Asian or Pacific Islander: "Asian" refers to all persons having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian Subcontinent. This includes, for example, China, India, Japan, Korea, and the Philippine Islands. "Pacific Islander" refers to people having origins in any of the original peoples of Hawaii, Guam, Samoa, Mariana Islands, or other Pacific Islands.

Hispanic and Latino: All persons of Mexican, Puerto Rican, Cuban, Central or South America, or other Spanish culture or origin, regardless of race.

White and Caucasian (not of Hispanic origin): All persons having origins in any of the original peoples of Europe, North Africa, or the Middle East.

B. Job Categories as defined by the U.S. Equal Employment Opportunity Commission

Officials and Administrators: Occupations in which employees set broad policies, exercise overall responsibility for execution of these policies, or

direct individual departments or special phases of the agency's operations, or provide specialized consultation on a regional, district or area basis. Includes: department heads, bureau chiefs, division chiefs, directors, deputy directors, controllers, wardens, superintendents, sheriffs, police and fire chiefs and inspectors, examiners (bank, hearing, motor vehicle, warehouse), inspectors (construction, building, safety, rent-and-housing, fire, A.B.C. Board, license, dairy, livestock, transportation), assessors, tax appraisers and investigators, coroners, farm managers, and kindred workers.

Professionals: Occupations which require specialized and theoretical knowledge which is usually acquired through college training or through work experience and other training which provides comparable knowledge. Includes: personnel and labor relations workers, social workers, doctors, psychologists, registered nurses, economists, dietitians, lawyers, systems analysts, accountants, engineers, employment and vocational rehabilitation counselors, teachers or instructors, police and fire captains and lieutenants, librarians, management analysts, airplane pilots and navigators, surveyors and mapping scientists, and kindred workers.

Technicians: Occupations which require a combination of basic scientific or technical knowledge and manual skill which can be obtained through specialized post-secondary school education or through equivalent on-thejob training. Includes: computer programmers, drafters, survey and mapping technicians, licensed practical nurses, photographers, radio operators, technical illustrators, highway technicians, technicians (medical, dental, electronic, physical sciences), police and fire sergeants, inspectors (production or processing inspectors, testers and weighers), and kindred workers.

Protective Service Workers: Occupations in which workers are entrusted with public safety, security and protection from destructive forces. Includes: police, patrol officers, firefighters, guards, deputy sheriffs, bailiffs, correctional officers, detectives, marshals, harbor patrol officers, game and fish wardens, park rangers (except maintenance), and kindred workers.

Paraprofessionals: Occupations in which workers perform some of the duties of a professional or technician in a supportive role, which usually require less formal training and/or experience normally required for professional or technical status. Such positions may fall within an identified pattern of staff development and promotion under a "New Careers" concept. Includes: research assistants, medical aides, child support workers, policy auxiliary welfare service aides, recreation

assistants, homemaker aides, home health aides, library assistants and clerks, ambulance drivers and attendants, and kindred workers.

Administrative Support (Including Clerical and Sales): Occupations in which workers are responsible for internal and external communication, recording and retrieval of data and/or information and other paperwork required in an office. Includes: bookkeepers, messengers, clerk-typist, stenographers, court transcribers, hearing reporters, statistical clerks, dispatchers, license distributors, payroll clerks, office machine and computer operators, telephone operators, legal assistants, sales workers, cashiers, toll collectors, and kindred workers.

Skilled Craft Workers: Occupations in which workers perform jobs which require special manual skill and a thorough and comprehensive knowledge of the process involved in the work which is acquired through on-the-job training and experience or through apprenticeship or other formal training programs. Includes: mechanics and repairers, electricians, heavy equipment operators, stationary engineers, skilled machining occupations, carpenters, compositors and typesetters, power plant operators, water and sewage treatment plant operators, and kindred workers.

Service-Maintenance: Occupations in which workers perform duties which result in or contribute to the comfort, convenience, hygiene or safety of the general public or which contribute to the upkeep and care of buildings, facilities or grounds of public property. Workers in this group may operate machinery. Includes: chauffeurs, laundry and dry cleaning operatives, truck drivers, bus drivers, garage laborers, custodial employees, gardeners and ground keepers, refuse collectors, construction laborers, park rangers (maintenance), farm workers (except managers), craft apprentices/trainees/ helpers, and kindred workers.

The Division of Personnel and Labor Relations is a unified staff coordinating strengths and talents to deliver client-focused human resource services. We provide innovative program development, consultation, and direct service delivery. **HR...Solutions for Success**