



# ALLEGHENY COUNTY GENDER AND RACE EQUITY AUDIT 2015-2019

# Contents

Executive Summary .....	3
Background and Purpose .....	4
Approach and Methodology .....	5
Workforce Summary .....	6
Recruitment .....	10
Compensation System Quality .....	11
Compensation System Competitiveness .....	11
Job Evaluation System.....	11
Administration of the Job Evaluation System.....	12
Promotions and Raises.....	16
New Hire Placement .....	17
Performance Assessment .....	20
Training and Development .....	22
Appendix A Most Common Job Titles.....	23
Appendix B Allegheny County Residents and Workforce Demographics.....	24

## Executive Summary

This audit was conducted in response to Ordinance 29-02-OR requiring a Gender and Race Equity Audit. The goal of the audit is to provide a periodic analysis of payroll data and human resource policies to determine if there are differences in the pay and/or treatment of employees by race and gender.

This audit was conducted using data from the period January 2015 through January 2019 and covers all employees in the executive branch of County government, i.e., employees in departments that report to the County Executive.

The findings for the period reviewed include the following:

- The race and gender composition of the workforce in the executive branch during the study period was reflective of the county labor force at large. In 2019, the executive branch workforce was 79% White, 19% Black and 2% Other Minorities while 80% of the county labor force was White and 12% was Black in 2019 according to United States Census Bureau. Some disparities existed when looking at racial makeup of employees within certain job types. For example, of 181 union skilled craft workers, 95% were White and 4% were Black.
- Seventy eight percent of County employees were members of unions whose wages are governed by a collective bargaining agreement, ensuring equitable treatment of represented employees across races and genders.
- For the remaining 22% of county workforce who were non-union, the difference of their average salaries between races and between genders vary on several factors including age, tenure, job category, and title.
- The County takes extensive measures to actively recruit in diverse communities in order to provide job opportunities equitably across race and gender. New hires during the study period were 26% Black, which was more than two times the Black representation in the county labor force. Additionally, 59% of new hires were female.
- Employees are promoted strictly on the basis of their knowledge, skills and abilities for the position, without regard to race, gender or any other protected class. During the study period, Black and Female employees were promoted at higher rates than White employees and men respectively.

With continued adherence to policies and procedures in place to promote, improve and ensure equity in the County workforce, over time any past disparities based on gender and race should continue to dissipate. The current administration and the Department of Human Resources are committed to ensuring a diverse workplace and equitable treatment of all employees in County government.

## Background and Purpose

In 2009 County Council and the County Executive approved Ordinance 29-09-OR (“Ordinance”) requiring a gender and race equity audit to be conducted. The stated purpose of the audit is to provide “a detailed analysis of payroll data by the gender and race of employees and of human resource policies and practices to identify where gender and race pay differences and gender and race pay issues exist.”

The audit is an “important first step in addressing workplace gender and race issues, as it provides information and data specific to the County workforce.” Once the audit is complete, the County will be “able to identify where gender and race pay inequities exist within the workplace and can then adopt strategies to remove barriers to workforce participation and career progression for all employees.” In addition, the County will have identified areas where there are “larger than average gender and race pay gaps” and may use that information to “facilitate development of targeted pay equity strategies.”

The Ordinance identifies eight procedural areas to be addressed:

1. Recruitment – determine if the County’s hiring process seeks gender and race diversity in the qualified applicant pool for open positions.
2. Compensation System Internal Quality – assess if the County follows a method to determine salaries and benefits, retains written job descriptions, seeks employee input on position descriptions, follows a consistent performance evaluation system, and has a method to ensure consistent pay for employees with similar levels of education, experience, and job duties.
3. Compensation System External Competitiveness – assess the existence of a method to determine market rates, apply market adjustments to current pay levels, assign consistent pay to jobs with similar grades and scores, use market rates consistently, and any benefit to the County in updating its current tools and structure.
4. Job Evaluation System – review if the County has up-to-date job descriptions, uses established criteria for assigning values to jobs, ensures consensus among worker representatives and management, assigns scores and grades to jobs and allows worker input, compares the relative market position of jobs, assigns consistent compensation, and uses market rates consistently.
5. Administration of the Job Evaluation System – determine how pay compares for similar positions, whether there is pay equity for women and minority employees, if it allows for corrections to ensure consistency, assesses the time in job grades, analyzes the rate of movement for women and minority employees, interprets why some movement rates vary, and provides equal opportunity for advancement for all employees.
6. New Hire Placement – analyze at what grades men, women, and minority employees enter County employment, whether negotiations impact entry-level salaries for one group at the expense of another, conduct a comparison of new hire salaries to current incumbents to determine if any race- and gender-based inequities are perpetuated, and if new hires are treated consistently and incorporated into the current system fairly.
7. Performance Assessment – assess whether the County has a consistent method of assessing performance and implementing raises consistently across gender and racial groups.
8. Training and Development – examine if the County offers the same development opportunities to all employees.

The following questions will be answered below:

Area	Questions
Recruitment	Does the current hiring process seek a diverse applicant pool?
Compensation System Quality	Does the County have a method of salary and benefit determination? Is there an inclusive job description process? Are there written job descriptions for all positions? Is there a method for ensuring pay equity?
Compensation System Competitiveness	Does the County have a method of determining market rates? Are current pay levels tied to market rates? Would the County benefit from updating its pay practices? Is market data used consistently?
Job Evaluation System	Does the current evaluation system produce up-to-date job descriptions? Is there a system for assigning values to job components based on job analysis? Is there an inclusive method for collecting employee input and resolving any discrepancies? Is market data considered with job analysis? Is the current plan consistent and fair?
Administration of the Job Evaluation System	How does pay compare for jobs with similar components? Does the current job evaluation system ensure equity based on race and gender? Is there a method for resolving inconsistencies? Are career progression rates consistent for all groups? Is there equal opportunity for advancement of employees?
New Hire Placement	Are salaries at entry for similar positions consistent across race and gender? Do salary negotiations result in differences in entry level salaries? Are new hires treated consistently?
Performance Assessment	Does the County assess performance? Does the County compensate employees fairly based on performance? Are raises consistent across groups?
Training and Development	Does the County offer the same training and development opportunities to all employees?

## Approach and Methodology

The County Manager’s Office through its CountyStat Division, along with the Department of Human Resources collaborated in the completion of this Race and Gender Equity Audit, utilizing data housed in the County’s JD Edwards payroll system. This audit looks at only those employees that are considered part of the Executive Branch of County government, i.e., all employees included in the audit are or were employed in the County departments that report to the Allegheny County Executive.

This audit is intended to cover the period between 2015 and 2019.

- For purposes of presenting snapshots of the County workforce, job types, union status, and wages, the data presented is as of January 25, 2019.
- Some of the questions to be answered require a comparison over time, such as to assess equity in raises and promotions, where the analysis presents the results for a cohort of County employees as of January 16, 2015 and looks at raises and promotions for that cohort that appear in the data as of January in each of the subsequent five years.

- To assess equity among the placement of and wages paid to new hires, those hired from January 2015 through December 2019 are included in the analysis.

Because employees covered by bargaining unit agreements (approximately 78% of County employees) are subject to established contract provisions which must be bargained, some areas of this audit focus only on non-union employees. Moreover, due to the limitation and unavailability of certain data, the education and years of experience before employment for County employees cannot be included in this study.

In addressing the questions above, key findings and information related to each of the eight categories are included within each section of this audit report.

## Workforce Summary

Table 1, below, shows a breakdown of the County workforce by race and gender. A review of the data shows employees were evenly split by gender. Seventy nine percent of employees were White, and 19% were Black and the remaining 2% identified as Other Minority.

Looking at the cross-section of race and gender, White men represented 7% more of the County’s total workforce than did White women, whereas Black men represented 7% less of the County’s total workforce than did Black women. In fact, of the 19% of the workforce that identified as Black, there were more than twice as many women as men.

The review shows a small number of employees identified as Other Minority (Asian or Pacific Islander, Hispanic, Two and More Races, and American Indian/Alaskan Native). Among Asian or Pacific-Islander employees, 60% were Female while Hispanic employees were almost evenly split by gender.

Because so few employees have identified as Asian or Pacific Islander, Hispanic, Two and More Races, or American Indian/Alaskan Native throughout the remainder of this report those employees are grouped together as “Other Minority”.

**Table 1: Demographic Summary of Full-Time County Staff**

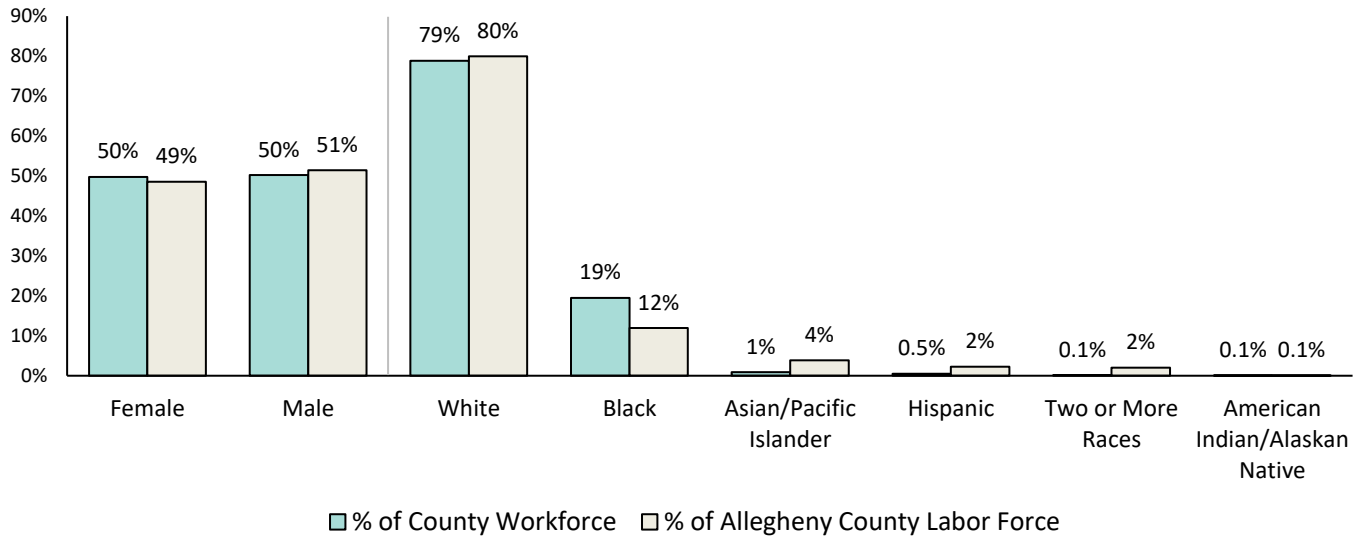
*As of January 25, 2019*

	White	Black	Asian or Pacific Islander	Hispanic	Two or More Races	American Indian/Alaskan Native	Grand Total
Female	1,740 (71% of Female) (36% of All)	648 (27% of Female) (13% of All)	26 (1% of Female) (0.5% of All)	14 (0.6% of Female) (0.3% of All)	5 (0.2% of Female) (0.1% of All)	1 (0% of Female) (0% of All)	2,434 (50% of All)
Male	2,116 (86% of Male) (43% of All)	305 (12% of Male) (6% of All)	17 (0.7% of Male) (0.3% of All)	12 (0.5% of Male) (0.2% of All)	2 (0.1% of Male) (0.04% of All)	4 (0.2% of Male) (0.1% of All)	2,456 (50% of All)
<b>Grand Total</b>	<b>3,856</b> (79% of All)	<b>953</b> (19% of All)	<b>43</b> (1% of All)	<b>26</b> (0.5% of All)	<b>7</b> (0.1% of All)	<b>5</b> (0.1% of All)	<b>4,890</b> (100% of All)

As shown in Figure 1, the County had a slightly higher percentage of its workforce comprised of female employees than the county labor force at large (50% versus 49%, respectively). More significantly, the County workforce was 19% Black, while the county labor force at large was only 12% Black. Other racial groups in the County workforce closely mirrored the labor force at large, with the exception that the County workforce was only 1% Asian/Pacific Islander while 4% of the labor force was Asian/Pacific Islander.

**Figure 1: County Workforce versus Allegheny County Labor Force by Gender/Race**

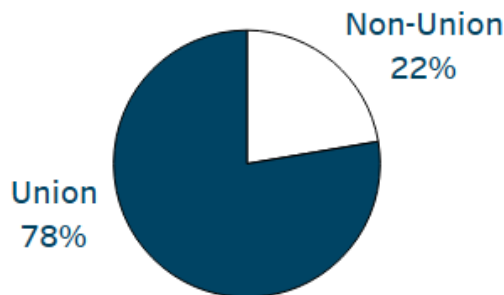
*County workforce as of January 25, 2019, Allegheny County Labor Force as of 2019*



As shown in Figure 2, more than three-quarters (78%) of the County’s workforce was unionized as of the study date.

**Figure 2: Union Rates of All Employees**

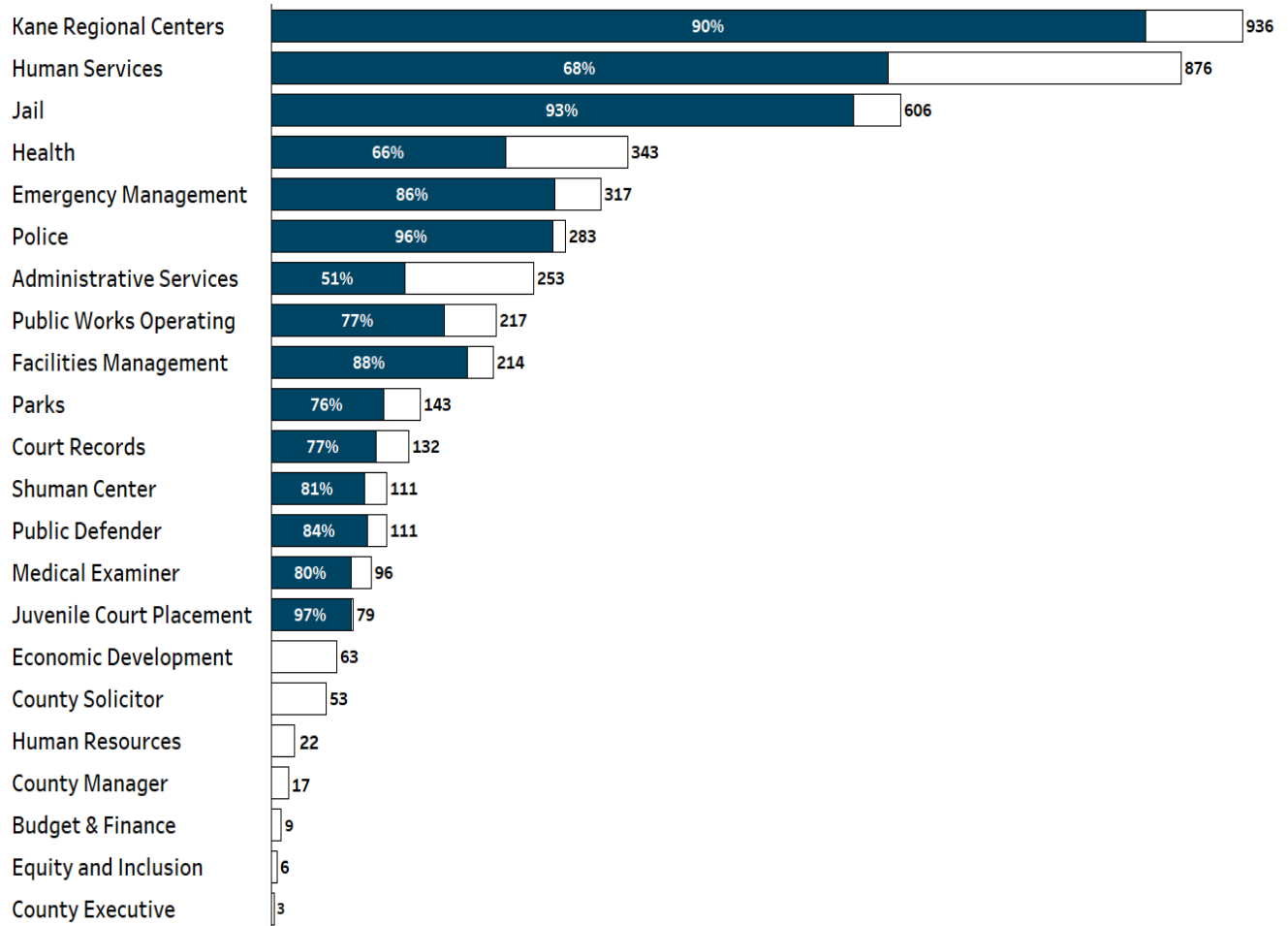
*As of January 25, 2019*



As shown in Figure 3 and Figure 4, several of the County’s larger departments were more than 90% unionized (Kane, Jail, and Police). The following job types were comprised of more than 90% unionized employees: Protective Services Workers, Paraprofessionals, Service-Maintenance, Technicians and Skilled Craft Workers. It is important to note that the non-union employee population in those departments or job types was so low, it is not advisable to draw conclusions about those segments of the county workforce.

**Figure 3: Union Rates by Department**

*As of January 25, 2019*



**Figure 4: Union Rates by Job Type**

*As of January 25, 2019*

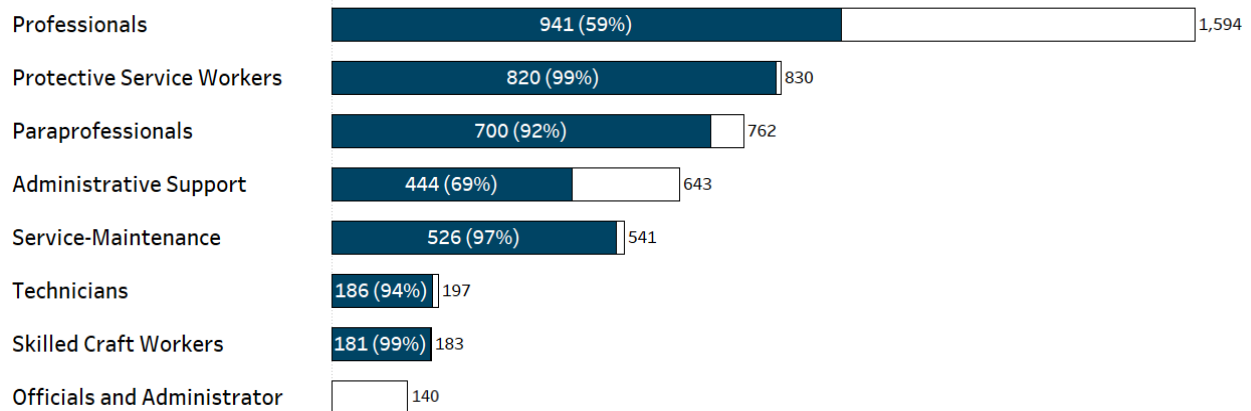




Table 2 presents the breakdown of employees by job type and race, for both non-union and union categories. The Figure is shaded so that the cross sections with higher numbers of employees appear in the darker blue shades. Professionals and Paraprofessionals both had a higher percentage of White employees in the non-union workforce while Administrative Support had a higher percentage of White employees among its union workforce.

**Table 2: Job Type & Union Group by Race**

*As of January 25, 2019*

	White	Black	Other Minorities	Grand Total
<b>Non-Union</b> Officials and Administrator	113 (81%)	26 (19%)	1 (1%)	140 (100%)
Professionals	549 (84%)	82 (13%)	22 (3%)	653 (100%)
Paraprofessionals	60 (97%)	2 (3%)		62 (100%)
Administrative Support	152 (76%)	47 (24%)		199 (100%)
Protective Service Workers	7 (70%)	3 (30%)		10 (100%)
Skilled Craft Workers	2 (100%)			2 (100%)
Service-Maintenance	15 (100%)			15 (100%)
Technicians	10 (91%)	1 (9%)		11 (100%)
<b>Total</b>	908 (83%)	161 (15%)	23 (2%)	1,092 (100%)
<b>Union</b> Professionals	723 (77%)	195 (21%)	23 (2%)	941 (100%)
Paraprofessionals	502 (72%)	185 (26%)	13 (2%)	700 (100%)
Administrative Support	341 (77%)	96 (22%)	7 (2%)	444 (100%)
Protective Service Workers	666 (81%)	148 (18%)	6 (1%)	820 (100%)
Skilled Craft Workers	172 (95%)	8 (4%)	1 (1%)	181 (100%)
Service-Maintenance	413 (79%)	110 (21%)	3 (1%)	526 (100%)
Technicians	131 (70%)	50 (27%)	5 (3%)	186 (100%)
<b>Total</b>	2,948 (78%)	792 (21%)	58 (2%)	3,798 (100%)

Table 3 displays the number of employees by job type and race group, with Blacks and Other Minorities grouped together. The percentages show the percent of total employees in the race group that are employed in those job types. This comparison shows that the composition of job types by White and non-White employees is very similar. For example, 3% of the total number of White employees are employed in the Officials and Administrators job type while 3% of the total number of all Minority employees are also employed in that job type.

**Table 3: Job Type by Race Group**

*As of January 25, 2019*

	White	All Minorities
Administrative Support	493 (13%)	150 (15%)
Officials and Administrator	113 (3%)	27 (3%)
Paraprofessionals	562 (15%)	200 (19%)
Professionals	1,272 (33%)	322 (31%)
Protective Service Workers	673 (17%)	157 (15%)
Service-Maintenance	428 (11%)	113 (11%)
Skilled Craft Workers	174 (5%)	9 (1%)
Technicians	141 (4%)	56 (5%)
<b>Grand Total</b>	3,856 (100%)	1,034 (100%)

As shown in Table 4, when comparing the percentage breakdown of male versus female employees by job types, in non-union jobs there is a concentration of female employees in Administrative Support jobs (74%) and a concentration of male employees in Service Maintenance (80%), Technicians (82%) and Skilled Craft Workers (100%), though these latter three categories include a total of only 28 employees combined. The male versus female breakdown is very different for union employees, with Professionals, Paraprofessionals, Administrative Support and Technicians skewing female, while Protective Service Workers, Service Maintenance and Skilled Craft Workers are male-dominated.

**Table 4: Job Type & Union Group by Gender**

*As of January 25, 2019*

		Female	Male	Grand Total
Non-Union	Professionals	349 (53%)	304 (47%)	653 (100%)
	Protective Service Workers	4 (40%)	6 (60%)	10 (100%)
	Paraprofessionals	31 (50%)	31 (50%)	62 (100%)
	Service-Maintenance	3 (20%)	12 (80%)	15 (100%)
	Administrative Support	148 (74%)	51 (26%)	199 (100%)
	Officials and Administrator	66 (47%)	74 (53%)	140 (100%)
	Technicians	2 (18%)	9 (82%)	11 (100%)
	Skilled Craft Workers		2 (100%)	2 (100%)
	<b>Total</b>	603 (55%)	489 (45%)	1,092 (100%)
Union	Professionals	677 (72%)	264 (28%)	941 (100%)
	Protective Service Workers	152 (19%)	668 (81%)	820 (100%)
	Paraprofessionals	457 (65%)	243 (35%)	700 (100%)
	Service-Maintenance	124 (24%)	402 (76%)	526 (100%)
	Administrative Support	291 (66%)	153 (34%)	444 (100%)
	Technicians	125 (67%)	61 (33%)	186 (100%)
	Skilled Craft Workers	5 (3%)	176 (97%)	181 (100%)
	<b>Total</b>	1,831 (48%)	1,967 (52%)	3,798 (100%)

## Recruitment

Allegheny County is an equal opportunity employer and values diversity within its workforce. Biennially, the County develops and implements an Equal Employment Opportunity plan detailing effort to create and maintain a diverse applicant pool within various job types in order to ensure the County’s workforce is representative of the local labor force and the community it serves.

The County conducts recruitment to ensure open and fair competition by advertising job openings publicly, educating the public on the merit hiring system and guiding candidates through the application process. Recruitment of qualified candidates for positions throughout the County is supported by participating at job fairs and other community and special events, partnering with local schools, colleges and universities, or partnering with organizations that serve diverse populations including but not limited to:

- Urban League of Pittsburgh;
- Vibrant Pittsburgh;
- Hill House Association;

- Allegheny County Chapter of the NAACP;
- PA Governor’s Advisory Commission on African American Affairs;
- Latin American Cultural Union;
- Organization of Chinese Americans;
- YWCA of Pittsburgh;
- Pennsylvania Women Work;
- Three Rivers American Indian Center;
- local veterans’ organizations; and
- numerous local Chambers of Commerce.

Procedures are in place to ensure all applicants receive consideration and treatment consistent with all equal employment opportunity laws in all terms and conditions of work and the pre-employment process. As such, information regarding race and gender voluntarily provided by applicants is not used in the evaluation of eligibility and is not provided to hiring managers for use in other phases of the selection process. Merit eligibility lists are analyzed as needed to determine if adverse impact exists.

## Compensation System Quality

Methods used to determine compensation are largely based upon collective bargaining agreements and funding sources. The executive branch of Allegheny County employed approximately 4,890 employees as of January 25, 2019, of which 78% were covered by collective bargaining agreements. Each of the agreements contains specific provisions for compensation and benefits that include wages and may specify hiring rates, step and longevity increases, health and dental insurance plans, life insurance, and other forms of compensation. Additionally, positions within several departments are funded by various state and federal grant programs that may dictate salary requirements. These requirements in bargaining agreements and funding sources can help ensure equity but may, in some instances, result in salary disparities.

## Compensation System Competitiveness

The County’s Human Resources Department does not have the internal capacity to conduct labor market competitiveness studies. When appropriate, the Department of Human Resources may consult information published by the Department of Labor’s Bureau of Labor Statistics (BLS) including the Occupational Outlook Handbook and an Overview of Wage Data by Area and Occupation to determine general labor market information that may be relevant regarding considerations in specific cases.

## Job Evaluation System

The Allegheny County Department of Human Resources maintains job descriptions for County Career Service positions and conducts job analyses as needed to clarify duties and requirements for existing positions and to develop job descriptions for new positions. Methods used in analyses include questionnaires (utilizing open-ended as well as structured questions); interviews with incumbents, peers and supervisors; and observation. Analyses can be conducted by one or more representatives of the Human Resources Department. In addition to supporting the

development of job descriptions, analyses and input from current employees also enable the Human Resources Department to develop valid, reliable and consistent assessment and selection processes for hiring and promotion.

As new positions are created or when a reclassification of an existing position is requested, the Department of Human Resources conducts a comparison of the position to others within the County with similar job titles, job duties and/or minimum requirements. Recommendations regarding appropriate salary ranges, including considerations of bargaining unit agreement provisions if applicable, are made.

Allegheny County historically used a Job Classification method when assigning compensation. This qualitative approach is based upon job complexity and required skills, with more complex jobs being placed at higher compensation levels. Existing bargaining unit contracts include a compensation provision outlining procedures to establish and/or modify an employee's classification and corresponding compensation. Guidelines are provided for promotions; demotions; establishment of new job classifications; reclassifications of an individual employee's position due to improper classification or improper duties assigned under that classification; or if the employee is not being paid appropriately. Appeal procedures also are provided. A reclassification request may be initiated by an employee, a union or the county, with the resolution to be agreed upon by representatives of the union and the county. Approximately 30 requests have been initiated, analyzed and completed since 2012. Most requests for reclassifications have been approved by all parties.

## Administration of the Job Evaluation System

The Equal Employment Opportunity Commission (EEOC) has identified eight (8) job categories (job types) to be used by state and local governments to provide biennial reports to the Equal Employment Opportunity Commission as required by Section 709 (c), Title VII of the Civil Rights Act of 1964 as amended and its accompanying regulations that evaluate internal programs for ensuring equal employment opportunity. The job types are as follows:

- *Officials and Administrators:* occupations in which employees set broad policies, exercise overall responsibility for execution of these policies, direct individual departments or special phases of operations, or provide specialized consultation on a regional, district or area basis.
- *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.
- *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-the-job training.
- *Protective Service Workers:* occupations in which workers are entrusted with public safety, security and protection from destructive forces.
- *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.

- *Administrative Support*: 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.
- *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.
- *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.

Figures 5 to 7 provide wage data for non-union County employees by race and gender, utilizing the EEOC-established job types. The data for the four (4) job types that include large numbers of employees is detailed in these Figures. The other four (4) job types were excluded from this analysis because the small number of employees (non-union) within those types preclude the ability to draw meaningful conclusions about salary differences.

It is important to note that each EEOC job type includes multiple job titles within the county that require varying levels of education and types of work experience. As a result, variations in salary would be expected. Also, the number of employees in some categories when broken down by gender or race are too small to draw meaningful conclusions about differences in salary.

As shown in Figure 5, Black employees' average hourly rate was lower than White employees' average hourly rate in the job types shown. For example, in the Official and Administrator job type, the average hourly rate for black employees was 4% lower than their white counterparts and the median rate for black employees was 3% lower, while the average tenure and average age between the white and black was the same. In the Professionals job type, the average hourly rate for black employees was 6% lower than the average hourly rate for White employees, while the median for black professionals was 8% lower than it was for white employees, with one year difference in both average tenure and average age. There are no non-union employees identified as Other Minorities in the categories of Administrative Support and Paraprofessionals, while the numbers of employees of Other Minorities in the other two categories were too small to draw meaningful conclusions.

### Figure 5: Hourly Wage by Job Type & Race

As of January 25, 2019

White employees are used as baseline for salary comparison in this figure

		Employees	Average Age	Average Tenure	Average Salary	Median Salary
Administrative Support	White	152 (76%)	50	13	\$20.34 (baseline)	\$19.11 (baseline)
	Black	47 (24%)	51	13	\$19.82 (-3%)	\$18.77 (-2%)
Officials and Administrator	White	113 (81%)	52	16	\$42.99 (baseline)	\$41.89 (baseline)
	Black	26 (19%)	53	16	\$41.07 (-4%)	\$40.46 (-3%)
	Other Minorities	1 (1%)	47	18	\$46.25 (8%)	\$46.25 (10%)
Paraprofessionals	White	60 (97%)	47	14	\$23.98 (baseline)	\$22.96 (baseline)
	Black	2 (3%)	63	5	\$16.66 (-31%)	\$16.66 (-27%)
Professionals	White	549 (84%)	50	15	\$29.56 (baseline)	\$28.52 (baseline)
	Black	82 (13%)	49	14	\$27.87 (-6%)	\$26.20 (-8%)
	Other Minorities	22 (3%)	47	8	\$29.30 (-1%)	\$28.25 (-1%)

As shown in Figure 6, Female employees' average hourly rate was lower than Male employees' average hourly rate in the job types shown. For example, the average and median hourly rate for women in this category was 11% and 7% lower than they were for men respectively when the average tenure of women was 2 years longer than that of men in Paraprofessionals. Additionally, in Administrative Support, the average hourly rate for women was 5% lower than it was for men, however, women's average tenure was 5 years longer than men.

### Figure 6: Hourly Wage by Job Type & Gender

As of January 25, 2019

Male employees are used as baseline for salary comparison in this figure

		Employees	Average Age	Average Tenure	Average Salary	Median Salary
Administrative Support	Male	51 (26%)	48	10	\$20.93 (baseline)	\$17.98 (baseline)
	Female	148 (74%)	51	15	\$19.97 (-5%)	\$19.07 (6%)
Officials and Administrator	Male	74 (53%)	53	18	\$45.02 (baseline)	\$43.87 (baseline)
	Female	66 (47%)	51	15	\$40.00 (-11%)	\$39.52 (-10%)
Paraprofessionals	Male	31 (50%)	45	13	\$25.09 (baseline)	\$22.96 (baseline)
	Female	31 (50%)	50	15	\$22.39 (-11%)	\$21.39 (-7%)
Professionals	Male	304 (47%)	52	16	\$29.98 (baseline)	\$28.95 (baseline)
	Female	349 (53%)	47	13	\$28.78 (-4%)	\$27.41 (-5%)

As shown in Figure 7, the salary difference between White Male employees and employees of other race and gender varied and did not present a consistent pattern. For example, in Administrative Support, the employees of other race and gender groups had higher hourly rate than White Male employees, except Black Female employees. In contrast, most other race and gender groups had lower hourly rate than White Male in other three job types.

**Figure 7: Hourly Wage by Job Type, Race, & Gender**

*As of January 25, 2019*

**White Male employees are used as baseline for salary comparison in this figure**

		Employees	Average Age	Average Tenure	Average Salary	Median Salary
Administrative Support	Male, White	44 (22%)	47	10	\$20.37 (baseline)	\$17.63 (baseline)
	Female, White	108 (54%)	51	15	\$20.33 (0%)	\$19.15 (9%)
	Male, Black	7 (4%)	51	12	\$24.44 (20%)	\$23.59 (34%)
	Female, Black	40 (20%)	51	14	\$19.01 (-7%)	\$18.70 (6%)
Officials and Administrator	Male, White	63 (45%)	53	17	\$45.13 (baseline)	\$43.80 (baseline)
	Female, White	50 (36%)	50	15	\$40.29 (-11%)	\$39.16 (-11%)
	Male, Black	10 (7%)	53	19	\$44.24 (-2%)	\$43.20 (-1%)
	Female, Black	16 (11%)	53	15	\$39.08 (-13%)	\$39.99 (-9%)
	Male, Other Minorities	1 (1%)	47	18	\$46.25 (2%)	\$46.25 (6%)
Paraprofessionals	Male, White	31 (50%)	45	13	\$25.09 (baseline)	\$22.96 (baseline)
	Female, White	29 (47%)	49	16	\$22.79 (-9%)	\$22.07 (-4%)
	Female, Black	2 (3%)	63	5	\$16.66 (-34%)	\$16.66 (-27%)
Professionals	Male, White	264 (40%)	52	16	\$29.84 (baseline)	\$28.95 (baseline)
	Female, White	285 (44%)	47	13	\$29.30 (-2%)	\$27.75 (-4%)
	Male, Black	30 (5%)	51	16	\$30.05 (1%)	\$27.16 (-6%)
	Female, Black	52 (8%)	49	13	\$26.62 (-11%)	\$25.99 (-10%)
	Male, Other Minorities	10 (2%)	52	9	\$33.41 (12%)	\$33.57 (16%)
	Female, Other Minorities	12 (2%)	43	8	\$25.88 (-13%)	\$25.49 (-12%)

White Male  
 Other Race Gender Combination

## Promotions and Raises

In accordance with the Administrative Code, Allegheny County has a personnel system based on merit. When an existing position becomes vacant and a determination is made that a need exists to refill the position, Allegheny County follows established procedures to ensure compliance with merit principles. Employees are hired and promoted strictly on the basis of their knowledge, skills and abilities for the position, without regard to race, gender or any other protected class.

Allegheny County recognizes the value in investing in the development and growth of its employees and through the use of the Learning Management System (LMS), courses are available to employees for professional and personal development. It is expected opportunities afforded them through this system may eventually lead to opportunities of job enrichment and job enlargement, which ultimately will better prepare employees for promotional opportunities.

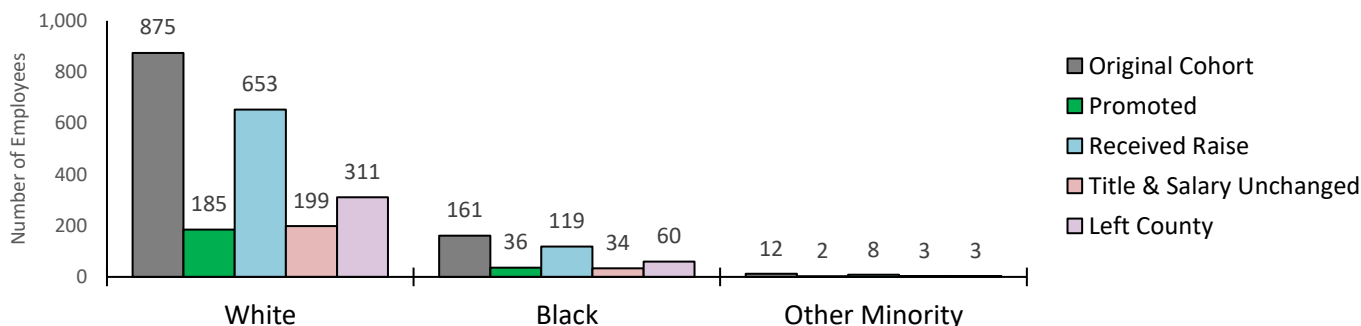
For this analysis, job type and salary for a cohort of non-union, full-time staff employed as of January 16<sup>th</sup>, 2015 were tracked through January 2016, 2017, 2018, and 2019. An individual was considered to have received a promotion if there was a change in job title AND a salary increase above the baseline salary increase received by all County employees (2% for 2016 through 2019). An individual was considered to have received a raise if there was a salary increase above the annual baseline that was NOT associated with a change of job title.

Opportunities for promotions are limited due to position availability and budgetary constraints but are awarded when employees have demonstrated their work has long-term, strategic impact on the County’s ability to provide programs and services.

As shown in Figure 8, of the total 875 non-union White employees within the cohort, 185, or 21% received a promotion at least once over the five-year period. Black employees’ promotion rate was 22%, one percentage point higher than that of White employees. For Other Minority employees, their promotion rate was 17% but their number of employees is too small to draw meaningful conclusion.

**Figure 8: Promotions & Raises by Race**

*Data includes non-union, full-time staff in January 2015 through 2019*



*Note: Because employees can fall into several categories, thus percent sums to more than 100% within each race.*

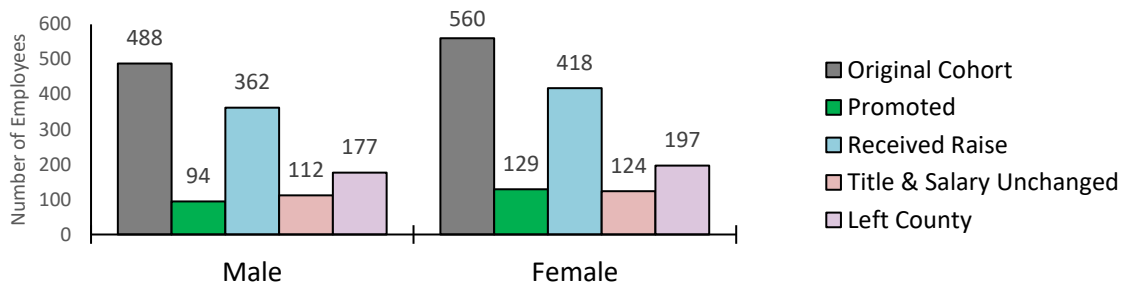


As shown in Figure 9, of the total 488 non-union Male employees within the cohort, 94, or 19% received a promotion at least once over the five-year period. Female employees' promotion rate was 23%, four percentage points higher than that of Male employees.

Seventy five percent of the total number of White Employees received a raise at least once over the five-year period, compared to 74% for Black Employees and 67% for Other Minority employees. Seventy four percent of Male employees and 75% of Female employees received a raise at least once.

**Figure 9: Promotions & Raises by Gender**

*Data includes non-union, full-time staff in January 2015 through 2019*



*Note: Because employees can fall into several categories, thus percent sums to more than 100% within each gender*

## New Hire Placement

Salaries for career service positions are non-negotiable due to budgetary limits and are set prior to recruitment and selection processes. Differences in salaries at entry for non-union positions may vary based solely upon the new hires' education level and experience level. Salaries for union positions must align with the provisions in the contracts. Salaries and contracts are public information.

As shown in Table 5 and Table 6, 70% of new hires from 2015 to 2019 were White, 26% were Black and 4% were classified as Other Minority; while 72% were Female and 28% were Male. Tables 5 and 6 also display the breakdowns by job types and by race or gender. Few minority or Female candidates were hired to fill vacancies within the Skilled Craft Worker job type, and more Females than Males were hired to fill vacancies within the Professionals and Administrative Support job types.

**Table 5: New Hires by Job Type & Race**

*Data includes full-time union and non-union staff from 2015 through 2019*

	White	Black	Other Minorities	Grand Total
Professionals	895 (72%)	296 (24%)	52 (4%)	1,243 (100%)
Paraprofessionals	376 (62%)	206 (34%)	28 (5%)	609 (100%)
Protective Service Workers	297 (74%)	93 (23%)	9 (2%)	399 (100%)
Administrative Support	280 (70%)	103 (26%)	15 (4%)	398 (100%)
Service-Maintenance	185 (68%)	79 (29%)	7 (3%)	271 (100%)
Technicians	89 (63%)	47 (33%)	6 (4%)	142 (100%)
Skilled Craft Workers	103 (90%)	10 (9%)	1 (1%)	114 (100%)
Officials and Administrator	35 (81%)	7 (16%)	1 (2%)	43 (100%)
<b>Grand Total</b>	<b>2,200 (70%)</b>	<b>816 (26%)</b>	<b>115 (4%)</b>	<b>3,130 (100%)</b>

**Table 6: New Hires by Job Type & Gender**

*Data includes full-time union and non-union staff from 2015 through 2019*

	Female	Male	Grand Total
Professionals	896 (72%)	348 (28%)	1,243 (100%)
Paraprofessionals	422 (69%)	187 (31%)	609 (100%)
Protective Service Workers	88 (22%)	312 (78%)	399 (100%)
Administrative Support	279 (70%)	119 (30%)	398 (100%)
Service-Maintenance	92 (34%)	179 (66%)	271 (100%)
Technicians	105 (74%)	37 (26%)	142 (100%)
Skilled Craft Workers	3 (3%)	111 (97%)	114 (100%)
Officials and Administrator	24 (56%)	19 (44%)	43 (100%)
<b>Grand Total</b>	<b>1,855 (59%)</b>	<b>1,277 (41%)</b>	<b>3,130 (100%)</b>

As shown in Figure 10, in comparing new hire starting salaries by race, Black and Other Minority new hires were paid more on average than White new hires in the Official and Administrator job type, whereas seven Black new hires and one Other Minority new hire had been paid higher by 6% and 14% on average respectively than 35 White new hires. Note also that there were only four new Black employees compared to 37 White new hires in Paraprofessionals. Other job types had similar numbers of new hires across races.

**Figure 10: New Hire Average Starting Salary by Job Type & Race**

*Data includes non-union, full-time staff from Jan. 2015 to Dec. 2019*

**Percentages show comparisons to White employees.**

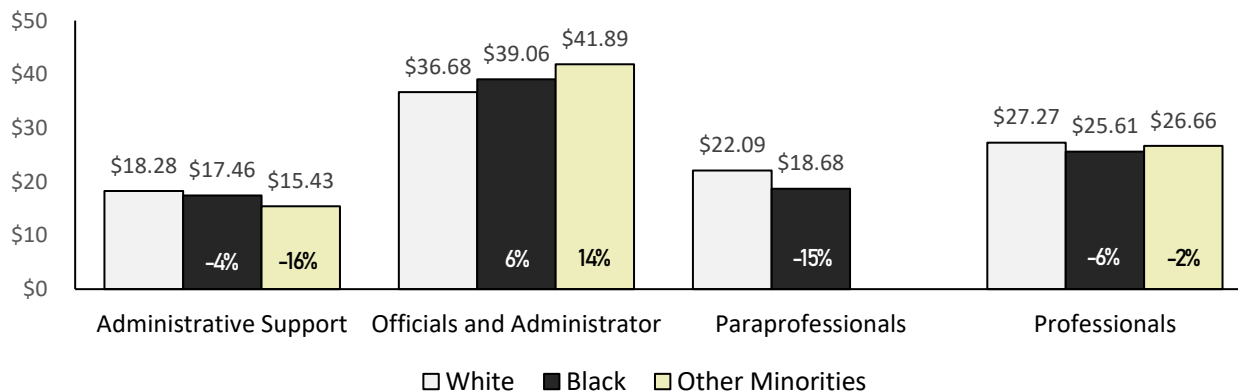
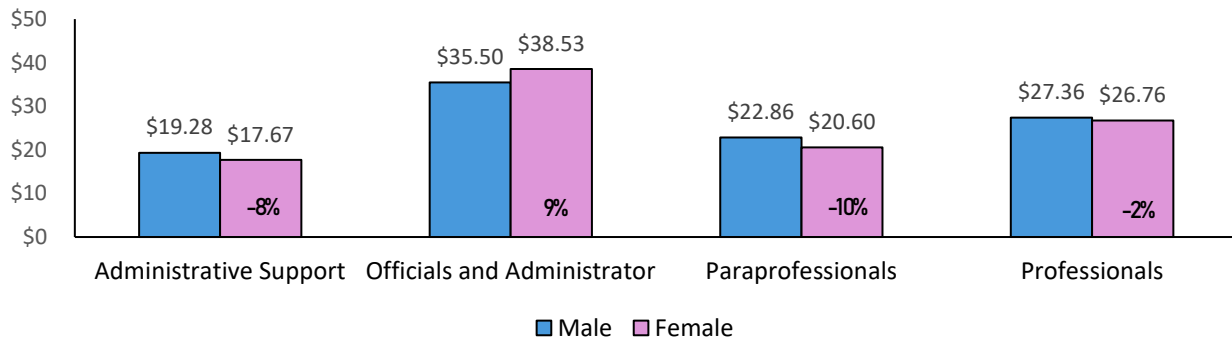


Figure 11 looks at new hire wages by gender across job types that Female new hires were paid more on average than Male new hires in the Official and Administrator job type; however, in the largest job type, Professionals, the average starting wage for female new hires is 2% lower than the average starting wage for male new hires.

### Figure 11: New Hire Average Starting Salary by Job Type & Gender

Data includes non-union, full-time staff from Jan. 2015 to Dec. 2019

Percentages show comparisons to Male employees.



Figures 12 and 13 are summaries of the percentage difference in New Hires’ salaries compared to the average of existing employees’ salaries. The comparison is made between each gender or race of new hires against all existing employees within each job type. Only full-time non-union employees are included in this analysis because the salaries for union employees are set by collective bargaining agreement.

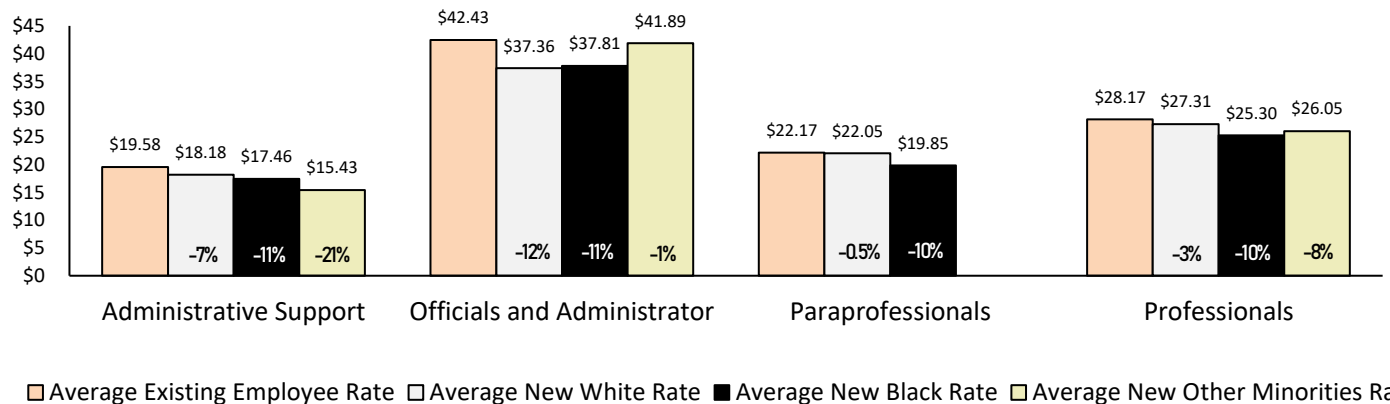
Other job types were not included because few new employees were hired during the study period. The average percentage differences are weighted by the number of new hires in that job type each year across the study period.

As indicated in Figure 12, the average hourly rates of new hires of all races were lower than that of existing employees in all job types listed here. The average hourly rate of the new hires identified as Other Minorities in the Administrative Support job type had the largest difference from the average hourly rate of existing employees, by 21%. The average hourly rate of the White new hires in the Paraprofessional job type had the smallest difference from that of existing employees, by 0.5%.

### Figure 12: New Hire vs. Existing Employee Wages by Race

Data includes full-time non-union staff from Jan. 2010 to Dec. 2019

Percentages show comparisons to average of all existing employees within job type.

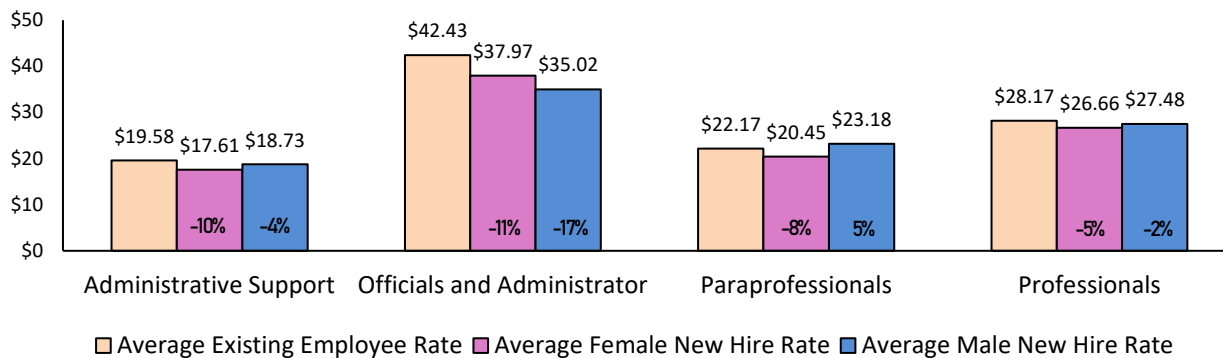


As shown in Figure 13, the average hourly rates of new hires of both genders were lower than that of existing employees in all job types listed here except Male new hires in the Paraprofessionals job type whose average rate was 5% higher than existing employees'. Among those whose average rates were lower than existing employees', Male new hires in the Official and Administrator had the largest difference, by 17%; while Male new hires in the Professionals had the least difference, by 2%.

**Figure 13: New Hire vs. Existing Employee Wages by Gender**

*Data includes full-time non-union staff from Jan. 2010 to Dec. 2019*

**Percentages show comparisons to average of all existing employees within job type.**



## Performance Assessment

The performance evaluation system is guided in part by bargaining unit agreements, in part by federal or state regulations where applicable, as required for accreditation, and by department policy. Performance evaluations are conducted and managed internally within each department.

Bargaining unit agreements either “permit” or “require” the County to conduct performance evaluations. For some positions, performance evaluations are tied to promotions and yearly bonuses. For example, the bargaining unit contract that covers American Federation of State, County and Municipal Employees (AFSCME) Professionals provides that Caseworker Trainees in the Department of Human Services can progress to the Caseworker 2 level after six (6) months of work and a satisfactory rating on a performance evaluation. In addition, Environmental Health Specialists 1 in the Health Department are eligible for promotion to the EHS2 position after one (1) year of work and a satisfactory rating on a performance evaluation, and specified computer positions can advance in salary steps based on demonstrated performance proficiency as well as receive an annual bonus for an above average rating on their evaluation. The majority of bargaining unit contracts, interest arbitration awards and meet and discuss units include “management rights” provisions that permit performance evaluations as a tool for employee development.

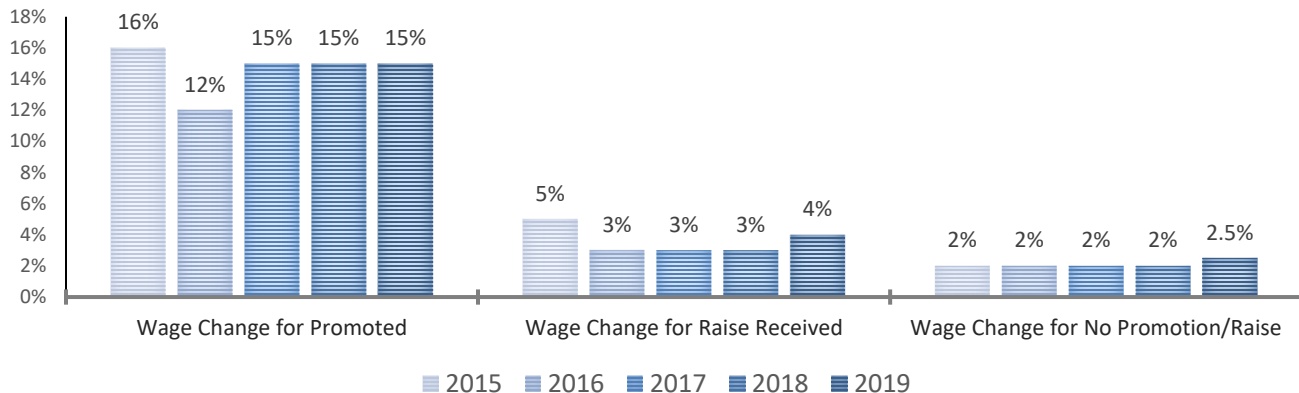
In terms of evaluations under regulatory or accreditation standards, examples include Telecommunicator Quality Assurance reviews, which are conducted by the Department of Emergency Services in accordance with Pennsylvania Emergency Management Act (PEMA) requirements for telecommunicator training, certification, quality assurance and quality improvement. Also, the Office of the Medical Examiner Morgue Operation Administrative staff are evaluated annually in order to maintain National Association of Medical Examiners status. Other departments

recognize performance evaluation can be a valuable tool that benefits the employee and the employer and therefore, have developed internal procedures for conducting evaluations.

Figure 14 shows that the average percent of salary increase for promotions for each year ranged from 12% to 16% while the average percent of salary increase for non-promotion raises each year ranged from 3% to 5%. The average salary increases across gender and race were similar.

**Figure 14: Average Wage Increase by Performance Category & Year**

*Data includes non-union, full-time staff in January of each year*



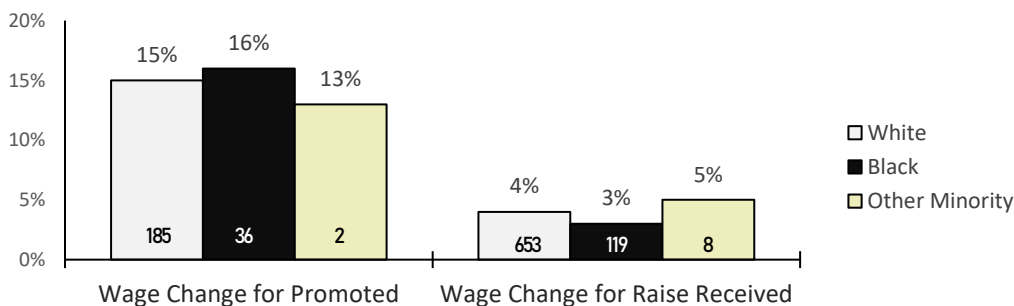
Figures 15 and 16 show that, across all years, the average salary increase rate for the employees who were promoted varied between races but remained the same between genders. Black employees obtained the highest salary increase rate in Promotion among all races. In contrast, Black employees had the lowest salary increase rate in Raise among all races. While looking at Raise rate between genders, female employees achieved higher increase rate than male employees.

**Figure 15: Average Salary Increase by Performance Category & Race**

*Data includes non-union, full-time staff in Jan. 2015 through 2019.*

*The average hourly rate for each race is across all years in this figure.*

**Numbers inside the bars indicate the number of employees in each category.**



## Figure 16: Average Salary Increase by Performance Category & Gender

*Data includes non-union, full-time staff in Jan. 2015 through 2019.*

*The average hourly rate for each gender is across all years in this figure.*

**Numbers inside the bars indicate the number of employees in each category.**



## Training and Development

During the time period of this audit, data from individual departments regarding training and professional development opportunities for employees within their departments was not uniformly tracked or collected. In 2020, the county began to utilize a global Learning Management System (LMS) to track and manage training courses and curriculums, both systemwide and department-specific offered and completed by employees.

## Appendix A Most Common Job Titles as of 1/25/2019

Job Category	Non-Union Job Titles	Union Job Titles
Administrative Support	ADMINISTRATIVE ASSISTANT COORDINATOR - HEALTH ENROLLMEN PAYROLL CLERK QUALITY ASSURANCE COORDINATOR RESIDENT ACCOUNTS SPECIALIST CONTRACT ADMINISTRATOR SECRETARY LEGAL SECRETARY ADMINISTRATIVE SECRETARY CLERK TYPIST	CLERK TYPIST 1 CLERK COMMUNITY MONITOR UNIT CLERK 1 SHIFT COMMANDER CLERK 1 SENIOR COMMUNITY MONITOR IDENTIFICATION TECHNICIAN 1 TRANSPORTATION WORKER 1 ACCOUNT CLERK 1
Officials and Administrators	DIRECTOR ADMINISTRATOR - CS MGT SERV/SU DEPUTY DIRECTOR MANAGER CLINICAL MANAGER, CYF CASE SUPPORT SPECIALIST BUSINESS DEVELOPMNT SPECIALIST	None
Paraprofessionals	PROFESSIONAL DEVELOPMENT SPEC STAFFING SPECIALIST EMPLOYMENT ANALYST FISCAL EVALUATOR	NURSING ASSISTANT TELECOMMUNICATION OFFICER CHILD WELFARE AIDE FORENSIC INVESTIGATOR
Professionals	ASSISTANT COUNTY SOLICITOR AIR QUALITY ENGINEER SUPERVISOR PROJECT MANAGER RESOURCE SERVICES SPECIALIST ASSISTANT DIRECTOR NURSING PUBLIC HEALTH ADMINISTRATOR ENVIRONMENTAL HEALTH ADMIN ADMINISTRATIVE OFFICER CONTRACT MONITOR SPECIALIST	CASEWORKER - CYF (Lng Step) CASEWORKER SUPERVISOR CASEWORKER - AGING (Lng Step) RN RESIDENT CARE COORDINATOR REGISTERED NURSE SCIENTIST ENVIRONMENTAL HEALTH SPECIALST TRIAL DEFENDER 4 PUBLIC HEALTH NURSE PUBLIC HEALTH NUTRITIONIST
Technicians	ASST DEP DIRECTOR MAINT OPER VIDEOGRAPHER/PHOTOGRAPHER TECHNICIAN - IT SUPPORT MAINTENANCE TECHNICIAN ARCHITECT ASSISTANT COORDINATOR SPECIAL BALLOTS INFORMATION TECHNICIAN	LICENSED PRACTICAL NURSE ASSESSOR PHARMACY TECHNICIAN 1 REGISTRAR TECHNICIAN 1 WORKFLOW TECHNICIAN 1 SR COORDINATOR VOTING MACHINES LABORATORY TECHNICIAN Off step
Protective Service Workers	SUPERVISOR ADMIN OF REENTRY SERVICES STAFF EDUCATOR BUILDING SECURITY CAPTAIN SUPERVISOR - FISCAL BUILDING SECURITY MAJOR INSPECTOR - TANK	CORRECTIONAL OFFICER POLICE OFFICER BUILDING GUARD CHILDCARE WORKER SERGEANT PT CORRECTIONAL OFFICER CAPTAIN
Service Maintenance	REGIONAL MAINTENANCE SPRV REGIONAL PARK MAINTENANCE SPV PARK RANGER PAVING SUPERVISOR PROJECT MANAGER PRODUCTION MANAGER	LABORER FOOD SERVICE WORKER HOUSEKEEPER DRIVER CUSTODIAL WORKER LABORER DRIVER I
Skilled Craft Workers	PLUMBING PROGRAM MANAGER ASST PLUMBING PROGRAM MANAGER	CARPENTER STATIONARY ENGINEER PLUMBER ELECTRICIAN EQUIPMENT OPERATOR C1A PLUMBING INSPECTOR PAINTER 613

## Appendix B Allegheny County Residents and Workforce Demographics

### Allegheny County Residents Demographics

Residents	2015 Estimates		2019 Estimates	
	# of Population	% of Total Population	# of Population	% of Total Population
Total Population	1,233,027		1,216,045	
% Difference in Total Population			-1.4%	
Median Age	41		40.6	
Male Median Age	38.7		38.7	
Female Median Age	43.1		42.6	
Gender				
Male	594,148	48.2%	588,435	48.4%
Female	638,879	51.8%	627,610	51.6%
Race				
White	980,020	79.5%	949,804	78.1%
Black	162,161	13.2%	160,336	13.2%
Other Minorities	90,846	7.4%	105,905	8.7%
Asian/Pacific Islander	43,275	3.5%	51,039	4.2%
Hispanic	23,238	1.9%	27,552	2.3%
Two or More Races	22,873	1.9%	25,895	2.1%
American Indian/Alaskan Natives	1,460	0.1%	1,419	0.1%

**Sources:**

- Residents population and gender estimates are from United States Census Bureau at [Census.gov](https://www2.census.gov/programs-surveys/popest/datasets/2010-2019/counties/asrh/cc-est2019-agesex-42.csv):  
<https://www2.census.gov/programs-surveys/popest/datasets/2010-2019/counties/asrh/cc-est2019-agesex-42.csv>
- Residents race population estimate is from United States Census Bureau at [Census.gov](https://www2.census.gov/programs-surveys/popest/datasets/2010-2019/counties/asrh/cc-est2019-alldata-42.csv):  
<https://www2.census.gov/programs-surveys/popest/datasets/2010-2019/counties/asrh/cc-est2019-alldata-42.csv>

### Allegheny County Labor Force Demographics

Labor Force	2015 Estimates		2019 Estimates	
	# of Labor Force	% of Labor Force	# of Labor Force	% of Labor Force
Labor Force	659,431		665,320	
Employed	615,719	93%	636,557	95.7%
Unemployed	43,382	7%	27,535	5.4%
Labor Force Estimates by Gender				
Male	337,066	51.1%	342,305	51.4%
Female	322,365	48.9%	323,015	48.6%
Labor Force Estimates by Race				
White	540,446	82.0%	531,743	79.9%
Black	74,854	11.4%	79,243	11.9%
Other Minorities	44,131	6.7%	54,334	8.2%
Asian/Pacific Islander	21,631	3.3%	25,640	3.9%
Hispanic	11,812	1.8%	14,934	2.2%
Two or More Races	10,149	1.5%	13,300	2.0%
American Indian/Alaskan Natives	540	0.1%	461	0.1%

**Sources:** Labor force estimates are from United States Census Bureau at [Census.gov](https://data.census.gov/cedsci/table?q=labor%20force&g=0500000US42003&tid=ACSDP1Y2019.DP03&hidePreview=true):  
<https://data.census.gov/cedsci/table?q=labor%20force&g=0500000US42003&tid=ACSDP1Y2019.DP03&hidePreview=true>  
<https://data.census.gov/cedsci/table?q=labor%20force&g=0500000US42003&tid=ACSST1Y2019.S2301&hidePreview=true>