

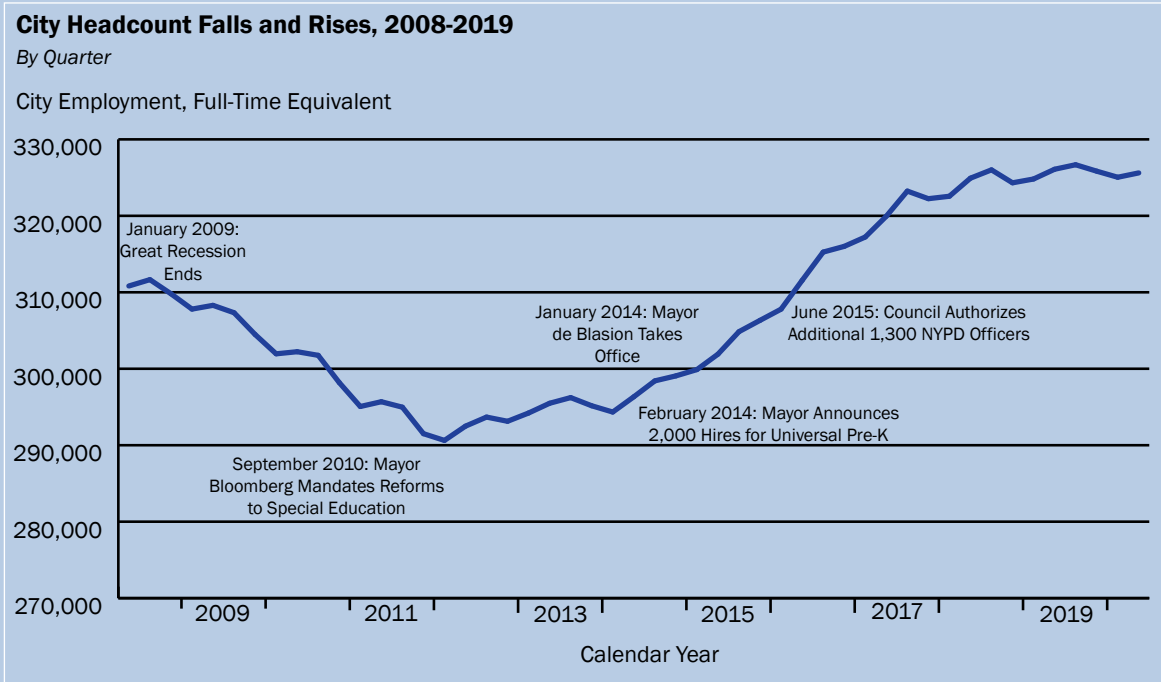
There Are More Municipal Workers Than Ever. But Is Headcount Up at All NYC Agencies?

The city balanced the fiscal year 2021 budget with a significant asterisk: to avoid layoffs of 22,000 workers, municipal labor unions must work with the city to find \$1 billion in recurring cuts by this October.

The last similar size contraction of the city's workforce occurred in the aftermath of the 2008 financial crisis that brought on the Great Recession, when Mayor Bloomberg reduced staffing by 23,319 from July 2008 through December 2011 (a 7.5 percent reduction). Since then the city workforce has grown by 38,219, nearly 90 percent of this growth (33,720) occurred under Mayor de Blasio.

Which agencies experienced the deepest cuts following the last recession? Which saw their headcounts swell the most during the de Blasio Administration? IBO examined agency-level headcount for the same three-month period (July to September) in 2008, 2012, and 2019 to compare the before-during-and-after Great Recession fall and rise in city staffing.

- The peak full-time equivalent headcount before the Great Recession impacted the city's fiscal condition was 312,210 in July 2008. The city reached its lowest post-recession headcount of 288,891 in December 2011. It took



- nearly eight years—until June 2016—for the city's headcount to grow to its pre-Great Recession level.
- In March 2020 the city's headcount was 326,192. The elimination of 22,000 positions from the current staffing level would reduce the city's workforce to the level in September 2015.

- Nearly every city agency with more than 1,000 employees had a reduction in total full-time equivalent headcount from 2008 through 2012.
- The city's uniformed headcount (police, fire, correction, and sanitation) declined by almost 4,000, a reduction of 6.1 percent during the Great Recession. Almost all of the uniformed headcount reduction was reversed by the summer of 2019. The fire department is the exception, with fewer uniformed firefighters than it had in 2008. But the fire department has seen a 29.5 percent increase in its civilian headcount, which includes paramedics and emergency medical technicians in the ambulance service.
- The Administration for Children's Services had a 12.8 percent reduction in headcount from 2008 through 2012. This decline would have been even larger if not for the merger with the Department of Juvenile Justice in 2011, which added nearly 800 employees to the children's services agency roster.

Shifts in Agency Headcount, 2008-2019

Agency	Average			2008-2019 Change	Percent Change	
	2008	2012	2019		2008-2012	2008-2019
Department of Education-Pedagogical	114,292	108,622	121,078	6,786	(5.0%)	5.9%
Police-Uniform	36,198	35,163	36,447	249	(2.9)	0.7
Department of Education-Non-Pedagogical	26,042	23,730	25,987	(55)	(8.9)	(0.2)
Police-Civilian	15,965	15,041	16,735	770	(5.8)	4.8
Department of Social Services	14,087	14,003	12,595	(1,492)	(0.6)	(10.6)
Fire-Uniform	11,831	10,222	11,155	(676)	(13.6)	(5.7)
Correction-Uniform	9,164	8,570	10,040	876	(6.5)	9.6
Parks & Recreation	8,918	7,475	8,321	(597)	(16.2)	(6.7)
Sanitation-Uniform	7,800	7,080	8,024	224	(9.2)	2.9
Administration for Children's Services	7,083	6,177	7,077	(6)	(12.8)	(0.1)
Health and Mental Hygiene	4,373	5,078	6,655	2,282	16.1	52.2
CUNY-Pedagogical	6,130	5,142	6,400	269	(16.1)	4.4
Environmental Protection	6,300	5,682	6,136	(164)	(9.8)	(2.6)
Fire-Civilian	4,733	5,210	6,127	1,395	10.1	29.5
Transportation	4,887	4,799	5,735	848	(1.8)	17.3
District Attorneys + Special Narcotics	3,988	3,992	4,728	740	0.1	18.5
CUNY -Non-Pedagogical	2,463	2,753	2,805	342	11.8	13.9
Citywide Administrative Services	2,171	2,109	2,481	310	(2.8)	14.3
Sanitation-Civilian	2,099	2,004	2,418	319	(4.5)	15.2
Housing Preservation and Development	2,689	2,124	2,397	(291)	(21.0)	(10.8)
Department of Homeless Services	2,092	1,815	2,295	204	(13.2)	9.7
Finance	2,216	1,801	2,091	(125)	(18.7)	(5.7)
Law	1,377	1,380	1,877	500	0.2	36.3
Correction-Civilian	1,460	1,452	1,827	368	(0.5)	25.2
Buildings	1,246	1,065	1,662	416	(14.5)	33.4
DoITT	1,203	1,120	1,583	380	(6.9)	31.6
Design & Construction	1,102	1,123	1,339	236	1.8	21.4
Mayoralty	953	881	1,230	277	(7.6)	29.0
Probation	1,212	976	1,157	(55)	(19.5)	(4.5)
All Other Agencies	7,566	7,089	8,280	714	(6.3)	9.4
TOTAL	311,638	293,680	326,681	15,043	-5.8%	4.8%

NOTE: IBO compared an average of the peak months of 2008 employment (July through September) with the same months in 2012 and 2019 to examine the city workforce at different points in the business cycle while accounting for seasonal differences.

- From 2008 through 2012, the Department of Education's headcount contracted by nearly 8,000 positions. By 2019, the education department's headcount had grown 6,700 above its pre-Great Recession level. This growth in staffing has not been uniform throughout the education department. From 2008 through 2019 the number of general education pedagogical employees at the Department of Education decreased by nearly 10,000 while special education staff increased by over 15,500.
- Among agencies with a headcount of 1,000 or more in 2019, the Departments of Housing Preservation and Development, Social Services, Finance, Parks & Recreation, Probation, Environmental Protection, and the Administration for Children's Services all had fewer personnel in 2019 than they did 12 years ago.

SOURCE: Mayor's Office of Management and Budget