MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA

OF THE

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM HOUSE OF REPRESENTATIVES

AND THE

SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE, AND THE DISTRICT OF COLUMBIA

OF THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS UNITED STATES SENATE

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MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE

THURSDAY, APRIL 3, 2008

SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA, COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM, HOUSE OF REPRESENTATIVES, JOINT WITH THE SUBOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE, AND THE DISTRICT OF COLUMBIA, COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS, U.S. SENATE,

Washington, DC.

The subcommittees met, pursuant to notice, at 2 p.m. in room 2154, Rayburn House Office Building, Hon. Danny K. Davis (chairman of the House Subcommittee on Federal Workforce, Postal Service, and the District of Columbia) presiding.

Present from the House Committee on Oversight and Government Reform, Subcommittee on Federal Workforce, Postal Service, and the District of Columbia: Representatives Davis of Illinois, Cummings, Kucinich, Clay, Norton, and Marchant.

Present from the Senate Committee on Homeland Security and Governmental Affairs, Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia: Senators Akaka and Carper.

Also present: Representative Charles Gonzalez.

Staff present from the House Committee on Oversight and Government Reform and the Subcommittee on Federal Workforce, Postal Service, and the District of Columbia: Tania Shand, staff director; Lori Hayman, counsel; William Miles, professional staff member; Marcus A. Williams, clerk; Earley Green, chief clerk, Committee on Oversight and Government Reform; Jim Moore, minority counsel; and Alex Cooper, minority professional staff member.

Mr. DAVIS OF ILLINOIS. The subcommittees will come to order.

Welcome, Ranking Member Marchant, Senator Akaka, Mr. Chairman and members of both subcommittees, hearing witnesses, and all of those in attendance, welcome to the House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia and the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia joint hearing on managing diversity of senior leadership, Postal Service and the District of Columbia.

The purpose of the hearing is to continue the subcommittee's oversight of diversity at the highest levels of the Federal Government and the U.S. Postal Service.

Hearing no objection, the Chair will ask unanimous consent to allow Representative Charles Gonzalez to give an opening statement and ask questions. And also the ranking member and the subcommittee members will each have 5 minutes to make opening statements, and all Members will have 3 days to submit statements for the record.

Hearing no objection, it is certainly indeed a pleasure to be joined with Senator Akaka and his staff and any other Members of the Senate who come over to this side of the Capitol and jointly participate with us.

I will begin with an opening statement.

Senator Akaka, Ranking Member Marchant, members of the subcommittee, and hearing witnesses, welcome to the subcommittee's hearing on managing diversity of senior leadership in the Federal work force and Postal Service.

I would also like to welcome Representative Charles Gonzalez, Second Vice Chair of the Hispanic Congressional Caucus. I ask unanimous consent that Representative Gonzalez be permitted to give an opening statement and ask questions during the hearing.

Hearing no objection, so is the order.

He has worked tirelessly to ensure that Hispanics are included in the diversification of the Federal work force.

Today's hearing is to examine H.R. 3774 and its Senate companion, S. 2148, the Senior Executive Service Diversity Assurance Act of 2007.

H.R. 3774 is the culmination of several Government Accountability Office [GAO], reports I have requested on diversity in the Senior Executive Service [SES], and three previous hearings I have held or requested on the subject.

GAO is expected to testify that, while doing research for the most recent diversity report, a report that I and Senator Akaka requested, it found that between 2000 and 2007 there was a decrease in African American men in the SES. I believe that H.R. 3774 is the first step in tackling several of the issues that have come to light regarding the lack of diversity in the SES. It should be enacted as soon as possible to prevent any further deterioration of minorities in the Senior Executive Service.

The subcommittee has taken its first steps in researching diversity issues in postal-related agencies. Today the postal community and GAO will testify as to how diverse the senior levels of postal management are or not, and why. When its research is complete, the subcommittee will determine whether legislative action is necessary to address diversity in the postal work force.

The Department of Homeland Security [DHS], has been asked to testify because last month the Committee on Homeland Security issued a report entitled, "The Department of Homeland Security: Minority and Gender Diversity in the Workforce and Career Senior Executive Service." The report stated that DHS had lower proportions of racial minorities, Hispanics, and women in its overall work force than there are in the overall executive branch work force, but the DHS career SES was even less diverse than the overall DHS

work force, suggesting that relatively few members of minority groups and woman rise in the DHS career SES leadership ranks.

Diversity in the Federal and postal work forces is a priority for me and for this subcommittee. When agencies are called upon, they should be prepared to come before this subcommittee and testify on its diversity numbers and objectives.

[The prepared statement of Hon. Danny K. Davis follows:]

STATEMENT OF CHAIRMAN DANNY K. DAVIS AT THE JOINT HEARING SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA AND SENATE SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE AND THE DISTRICT OF COLUMBIA

HEARING ON "MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE"

Thursday, April 3, 2008

Senator Akaka, Ranking Member Marchant, members of the Subcommittee and hearing witnesses, welcome to the Subcommittee's hearing on Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service. I would also like to welcome Representative Charles Gonzalez, 2nd Vice Chair of the Hispanic Congressional Caucus. I ask unanimous consent that Rep. Gonzalez be permitted to give an opening statement and ask questions during the hearing. He has worked tirelessly to ensure that Hispanics are included in the diversification of the federal workforce.

Today's hearing is to examine H.R. 3774 and its Senate companion, S. 2148, the "Senior Executive Service Diversity Assurance Act of 2007." H.R. 3774 is the culmination of several Government Accountability Office (GAO) reports I have requested on diversity in the Senior Executive Service (SES) and three previous hearings I have held or requested on the subject.

GAO is expected to testify that while doing research for the most recent diversity report I and Senator Akaka requested, it found that between 2000 and 2007 there was a decrease in African American men in the SES. I believe H.R. 3774 is the first step in tackling several of the issues that have come to light regarding the lack of diversity in the SES. It should be enacted as soon as possible to prevent any further deterioration of minorities in the SES.

The Subcommittee is taking its first steps in researching diversity issues in Postal Service related agencies. Today, the postal community and GAO will testify as to how diverse the senior levels of postal management are or are not and why. When its research is complete, the Subcommittee will determine whether legislative action is necessary to address diversity in the Postal workforce.

The Department on Homeland Security (DHS) has been asked to testify because, last month, the Committee on Homeland Security issued a report entitled, "The Department of Homeland Security: Minority and Gender Diversity in the Workforce and Career Senior Executive Service," The report stated that, "DHS had lower proportions of racial minorities, Hispanics, and women in its overall workforce than there are in the overall Executive Branch workforce. But the DHS career SES was even less diverse than the overall DHS workforce, suggesting that relatively few members of minority groups of women rise into the DHS career SES leadership ranks."

Diversity in the federal and postal workforces is a priority for me and this Subcommittee. When agencies are called upon they should be prepared to come before this Subcommittee and testify on its diversity numbers and objectives.

Thank you.

Mr. DAVIS OF ILLINOIS. Now I will go to Ranking Member Marchant.

Mr. MARCHANT. Thank you, Mr. Chairman, for holding the hearing today, Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service. I commend your efforts to improve the operations of the Federal Government, as well as your vigorous promotion of increased diversity in the workplace. I look forward to this and continued discussions of how we can make the Federal Government a better place to work.

Obviously, the American business landscape is changing much faster than Federal agencies. In a sense, this creates a giant laboratory for policymakers to observe and learn what is working in the private sector and what might not be best for the Government setting. If done correctly, this oversight process can improve the workings of the Federal Government and make it an even better place to work. However, implementing policy changes without full consideration of the consequences, both intended and unintended, could end up adding additional bureaucracy to a system already beleaguered by low application numbers and relatively uncompetitive compensation packages.

Thank you again, Mr. Chairman, for giving us a chance to study this issue. I look forward to the testimony from our witnesses before the subcommittee.

I hope we can all work together to determine the best ways to reach our diversity goals, while avoiding creating a bureaucratic morass where everyone is unsatisfied.

[The prepared statement of Hon. Kenny Marchant follows:]

Opening Statement
April 3, 2008
Kenny Marchant, Ranking Member
Subcommittee on Federal Workforce, Postal Service
And District of Columbia
Hearing: "Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service"

Thank you, Mr. Chairman, for holding this hearing today on, "Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service." I commend your efforts to improve the operations of the federal government as well as your vigorous promotion of increased diversity in the workplace. I look forward to this and continued discussions of how we can make the federal government a better place to work

Obviously the American business landscape is changing much faster than federal agencies. In a sense this creates a giant laboratory for policymakers to observe and learn what is working in the private sector and what might not be the best for a government setting. If done correctly, this oversight process can improve the workings of the federal government and make it an

even better place to work. However, implementing policy changes without full consideration of the consequences - both intended and unintended - could end up adding additional bureaucracy to a system already beleaguered by low application numbers and relatively uncompetitive compensation packages.

Thank you again, Mr. Chairman, for giving us the chance to study this issue and I look forward to the testimony from our witnesses before the subcommittee. I hope that we can all work together to determine the best ways to reach our diversity goals while avoiding creating a bureaucratic morass where everyone is unsatisfied.

Mr. MARCHANT. Mr. Chairman, I need to offer my apologies to the witnesses and you today. The largest city in my district has decided that this afternoon they are going to visit me, so shortly I will have to excuse myself and go and take care of some of my constituents. My apologies for that, Mr. Chairman.

Mr. DAVIS OF ILLINOIS. How large is that city?

Mr. MARCHANT. It is Dallas.

Mr. DAVIS OF ILLINOIS. That is a pretty large city. Well, thank you very much, Mr. Marchant. We certainly understand, and we certainly want to thank you for your statement and hope to have you with us as long as you can stay.

It is now my pleasure to yield for an opening statement to the distinguished Senator from Hawaii, Senator Akaka.

Senator AKAKA. Thank you very much, Mr. Chairman. It is great to be here with you, and always great working with you, Chairman Davis. I want to thank you for leading this joint hearing on diversity in the Senior Executive Service, and I want to commend you for your leadership in this area, not only now but in years before this.

I am pleased to partner with Chairman Davis, both on this hearing and in legislation to improve diversity in the senior ranks of the Federal Government.

I also want to thank him for joining me even yesterday to introduce a resolution honoring all public servants during Public Service Recognition Week this year.

Diversity of race, gender, heritage, and experience provides any organization with a valuable range of perspectives and ideas that can improve effectiveness. That is our belief.

When an agency is developing new policies and initiatives, a diverse work force helps ensure a cultural understanding that can lead to new creative directions or avert unintended problems before they arise. Unfortunately, the number of minorities and women in the SES across the Federal Government has not reflected the diversity of the Nation, nor the diversity of the Federal work force as a whole.

In 2003, the Government Accountability Office evaluated data from 2000 on diversity in the SES. At that time, the report showed 67 percent of senior executives were White males, 19 percent were White females, and about 14 percent were minority males and females. According to GAO's testimony last year, using 2006 data there were small improvements made in the overall representation of women and minorities over the past 6 years, but gains were inconsistent among the 25 Federal agencies analyzed, and offset by losses of women and minorities at 9 of those agencies.

The door to diversity seems to be narrowing, even as American work force becomes more diverse. And Federal retirements continue to increase. That is what we are facing today.

In its 2003 report GAO speculated that 55 percent of the SES would retire and diversity of the SES would improve, given the diversity of the talent pool. The Office of Personnel Management, in its response to GAO, insisted that increasing diversity in the senior ranks was a top priority, but OPM's own numbers prove it wrong.

While 63 percent of the SESers retired since 2000, the potential gains estimated by GAO and OPM to improve diversity have not

been made. We need to examine why more minorities and women are not becoming part of the SES and how to improve that shortfall.

With an estimated 90 percent of Federal executives eligible to retire in the next 10 years, agencies must take this opportunity for agencies to bring in a new group of diverse and talented leaders.

One way that Congressman Davis and I propose we address this issue is through the enactment of the Senior Executive Diversity Assurance Act. Our legislation would create a panel of diverse employees responsible for reviewing candidates for merit appointments and passing them along for review. Too many executive candidates are accepted into the SES without a woman or minority ever looking at the available pool of applicants.

Our bill requires that diversity be incorporated into the process of review, but not in the standards of the review. The standards are high for entry into the SES, and we need to continue to ensure that the merit system principles are supported in the process of candidate review. However, diversity is not at odds with merit system principles, and we believe that our legislation supports merit principles, while promoting diversity.

Furthermore, our legislation re-establishes the Senior Executive Resource Office, which was dissolved by OPM's reorganization in the year 2003. This office would be responsible for ensuring diversity within the SES through strategic partnerships, mentorship programs, and more stringent reporting requirements. New cultures bring new ideas, and in our Civil Service, America's work force, in that work force we need leadership that reflects those varied cultures and backgrounds.

I want to thank our witnesses for being here today to discuss this official and critical issue, and I look forward to hearing your thoughts on improving diversity in the senior leadership of the Federal Government.

Thank you very much, Mr. Chairman.

[The prepared statement of Senator Daniel K. Akaka follows:]

Statement of Senator Daniel K. Akaka
Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia
Committee on Homeland Security and Governmental Affairs

"Ensuring Diversity at Senior Levels of the Federal Government and the U.S. Postal Service"

April 3, 2008

I want to thank Chairman Davis for leading this joint hearing on diversity in the senior executive service (SES) and his leadership in this area. I am pleased to partner with him both on this hearing and in legislation to improve diversity in the senior ranks of the federal government. I also want to thank him for joining me yesterday to introduce a resolution honoring all public servants during Public Service Recognition Week this year.

Diversity of race, gender, heritage, and experience provides any organization with a valuable range of perspectives and ideas that can improve its effectiveness. When an agency is developing new policies and initiatives, a diverse workforce helps ensure a cultural understanding that can lead to new, creative directions or avert unintended problems before they arise.

Unfortunately the number of minorities and women in the SES across the federal government has not reflected the diversity of the Nation nor the diversity of the federal workforce as a whole. In 2003 the Government Accountability Office evaluated data from 2000 on diversity in the SES. At the time, the report showed 67 percent of senior executives were white males; 19 percent were white females; and about 14 percent were minority males and females. According to GAO's testimony last year, using 2006 data, there were small improvements made in the overall representation of women and minorities over the past six years, but gains were inconsistent among the 25 federal agencies analyzed and offset by losses of women and minorities at nine agencies.

The door to diversity seems to be narrowing even as the American workforce becomes more diverse and federal retirements continue to increase.

In its 2003 report, GAO speculated that 55 percent of the SES would retire and diversity of the SES would improve given the diversity of the talent pool. The Office of Personnel Management (OPM) in its response to

GAO insisted that increasing diversity in the senior ranks was a top priority, but OPM's own numbers prove it wrong.

While 63 percent of the SES has retired since 2000, the potential gains estimated by GAO and OPM to improve diversity have not been made. We need to examine why more minorities and women are not becoming part of the SES and how to improve the shortfall. With an estimated 90 percent of federal executives eligible to retire in the next ten years agencies must take this opportunity for agencies to bring in a new group of diverse and talented leaders.

One way that Congressman Davis and I propose we address this issue is through enactment of the Senior Executive Diversity Assurance Act. Our legislation would create a panel of diverse employees responsible for reviewing candidates for merit appointments and passing them along for further review. Too many executive candidates are accepted into the SES without a woman or minority ever looking at the available pool of applicants. Our bill requires that diversity be incorporated in to the process of review, but not in the standards of the review.

The standards are high for entry into the SES, and we need to continue to ensure that the Merit System Principles are supported in the process of candidate review. However, diversity is not at odds with merit system principles, and we believe that our legislation supports merit principles while promoting diversity.

Furthermore, our legislation reestablishes the Senior Executive Resource Office, which was dissolved by OPM's reorganization in 2003. This Office would be responsible for ensuring diversity within the SES through strategic partnerships, mentorship programs, and more stringent reporting requirements.

New cultures bring new ideas, and in our civil service -- America's workforce -- we need leadership that reflects those varied cultures and backgrounds.

I want to thank our witnesses for being here today to discuss this critical issue and I look forward to hearing your thoughts on improving diversity in the senior leadership of the Federal government.

Mr. DAVIS OF ILLINOIS. Thank you very much, Senator Akaka.

Delegate Norton.

Ms. NORTON. Thank you very much, Mr. Chairman. I think all of us are indebted to you and Senator Akaka for your leadership on moving forward to do something about what has become a chronic problem in the SES. We talk a lot about it. We hear back from various administrations that they are working very hard to do something about it, but with matters of this kind, unless the kind of action your Diversity Assurance Act takes, you are not going to see, in my judgment and in my experience, what you are expecting.

Mr. Chairman and Senator Akaka, as we look at a country that is becoming more and more diverse, with some States already majority minority States, we are seeing a Senior Executive Service that is less and less diverse. The tiny incremental change really means that it is going down; that as retirements come, replacements are being made from the same pool of people who already occupy the Senior Executive Service. It is stunningly at odds with what we see in certain sections of the private sector, for example.

What Chairman Davis said about Black men actually being reduced is just the tip of the iceberg. I think we can predict that without some definitive action you are going to see this kind of reduction throughout, for two reasons: one, minority applicants today do not have the same incentive either to work for or stay in the Federal Government that they had in my generation and in my parents' generation. The private sector is out there looking for them, reaching for them, giving them the kind of benefits and pay that, frankly, we do not give them.

Second, we should be focusing on two things: recruitment, to be sure, beginning at the levels where people can move up, and retention. Yes, there is every incentive to get out of the Federal work force now. You have been in the work force, you have received all the benefits and training of the Federal work force, you look at the private sector and it does seem to me that economically there is every incentive to leave early retirement, certainly for retirement, itself.

I have a special interest and concern, frankly, for newer minority entrants to the work force like Hispanics. It does seem to me one would have to make a very special effort when we see what is the fastest-growing minority population in our country, a population that may not be as accustomed to looking to the Federal sector as a place for employment, where a very special effort needs to reach out to draw them in and to encourage them to move up so that they, in fact, become a larger part of the SES.

I have a very special, very special concern about African Americans who have a very, very long history of work in the Federal sector, who were able to work in the Federal sector, frankly, when they couldn't work anywhere else, albeit in the bowels of the Federal sector, and then have found themselves for a long time stuck. And now, although they are long-term employees going back for decades, even when, if I may say so, Mr. Chairman, as a native Washingtonian, when Black people couldn't even eat lunch in the cafeterias of Federal agencies, still there were Federal employees working in the lower levels. Long history of work in the Federal

Government. So there would be very special disappointment to see that the Senior Executive Service looks the way it looks today.

I recognize the bill that you and Chairman Akaka have put in, particularly with its requirement that there be a woman and a person of color on panels, may seem to be radical. All I can say is, after years and years of jawboning the issue, I am grateful that you are willing to take the leadership on doing something about it. The courts have said that it, in fact, is legal and Constitutional and in keeping with merit system principles.

If I may offer a legal opinion as the former Chair of the EOC, I regard it as an action that would withstand and has withstood court scrutiny because it is an action to correct a disparity that the Federal Government cannot explain, cannot justify. It will disappear and the courts will make it disappear at such point when, in fact, the system corrected itself. That is the way this kind of affirmative remedy works.

Unless the administration has something to offer the two chairs that will assure that we get some movement on this issue, as we have not gotten for decades, then it seems to me this is the only recourse before us, and we all should be grateful to you for having the guts to move forward with the provisions in the bill.

Thank you, Mr. Chairman.

Mr. DAVIS OF ILLINOIS. Thank you very much, Delegate Norton.

We will now go to Representative Kucinich.

Mr. KUCINICH. Thank you, Mr. Chairman. And to my good friend, Congressman Davis, and to my good friend, Senator Akaka, thank you very much for holding this hearing.

When you look through the table on the GAO report which charts the comparisons of various demographic profiles year to year at various supervisory levels in the departments of the Federal Government, it makes it clear that the work of this committee is well taken in causing these statistics to be reviewed, because they tell a very important story of the progress or lack thereof when it comes to various individuals who have committed themselves to serve the people of the United States of America.

When we understand, as we do today on this commemoration day of Dr. Martin Luther King, that true equality means equality of opportunity within organizations once you become a member of that organization, studying these figures becomes very important to give this committee and this Congress an opportunity to develop policy guidelines so that the diversity which the people of the United States have a right to expect in their Government since our first motto, e pluribus unum, out of many we are one, ought to be reflected in the Government, but we also ought to see how it is reflected in the highest-ranking positions within the Civil Service.

This is an important hearing, and I thank my colleagues from the House and the Senate for your leadership in this. Thank you.

Mr. DAVIS OF ILLINOIS. Thank you very much, Representative Kucinich.

Now it is my pleasure to yield to Representative Charles Gonzalez.

Yes, Senator Akaka?

Senator AKAKA. I just received word that we are going to have votes in the Senate, and I just want to apologize for leaving, but

I want to again commend your leadership on this issue and tell you and all of our witnesses here that I look forward to working with all of you to improve the diversity of the senior levels of the Federal Government.

Thank you for all that you are doing, Mr. Chairman.

Mr. DAVIS OF ILLINOIS. Thank you very much, Senator. We know that when the Senate votes, good things are happening, so we understand. Thank you.

Mr. GONZALEZ. Thank you very much, Mr. Davis and Senator Akaka and members of the subcommittee. Thank you for allowing me to participate in today's hearing. On behalf of the Congressional Hispanic Caucus, I appreciate your efforts to address the under-representation of minorities at the executive level in the Federal work force.

The legislation that both of you have introduced, H.R. 3774 on the House side, the Senior Executive Service Diversity Assurance Act, is a step in the right direction to address the severe problem of under-representation of minorities at the Senior Executive Service level.

I support this legislation because it will do one thing that a number of Hispanic employee groups have requested for a number of years: it will introduce accountability into the process of hiring and promoting candidates for senior positions in the Federal Government.

Let us look at the numbers. I know that we have gone over these, but they bear repeating. In the pathway positions for SES, the GS–13 to GS–15, Hispanic hiring has dropped by 2.8 percent. The latest OPM report cites the reduction from 5.8 percent to 3.2 percent of Latinos in management positions entering the SES. The majority of Hispanic hires in the Federal work force are concentrated at the GS–1 through GS–8 categories.

Now, we received a great deal of information about the outreach conducted by agencies in Hispanic and other minority communities, and the guidance OPM has provided to help recruit for those various positions. Yet, there is very little in the way of data that tells us about the effectiveness of those outreach efforts.

The current agency initiative process of moving along candidates has failed to produce the results we should be seeing. Despite the outreach and Federal requirements, agencies just haven't been up to the task of promoting diversity in the senior ranks in a way that is convincing. The results of their efforts thus far speak volumes to that point.

Members of our communities can no longer wait for agencies to wake up to the fact that they have to consider diversity in their succession planning. The bottom line is they have not done a good job of this, despite the requirement to do so; therefore, something different is in order.

It is no mystery. The Federal Government will begin to see a mass exodus of employees due to retirements in the coming decade. This provides an incredible opportunity for OPM to work with the agencies to develop the future work force. Agencies, by themselves, cannot and will not do it and, frankly, will not succeed, at least when it deals with considering diversity in that equation; therefore, it is up to OPM to demonstrate leadership.

This legislation puts the responsible of promoting diversity with the agency that recruits the candidates for public service, the Office of Personnel Management. It will require a hands-on approach, genuine engagement, and active direction, and not the mere issuance of passive directives to do the right thing, which are rarely enforced. It is a first step in providing OPM with the tools it will need to affect the problem and requiring that once and for all they get engaged. However, this will not stop here, for we will tackle the issue at the agency level and bring more accountability to the process so we develop a work force that actually looks like America.

When Congress passes this legislation, which I believe they will, and it becomes law, I know that the Members here today and many of my colleagues who support this issue will be eagerly looking for results; therefore, expectations are, indeed, high for OPM to produce notable and positive outcomes.

Again, I want to thank Chairman Davis and Senator Akaka and members of this subcommittee for allowing me to participate today and, of course, for the introduction of this important legislation.

I yield back, Mr. Chairman.

[The prepared statement of Hon. Charles A. Gonzalez follows:]

Talking Points for Hon. Charles A Gonzalez
Hearing "Managing Diversity in the Senior Leadership of the Federal Workforce and Postal Service"
Subcommittee on Federal Workforce, Postal Service and the District of Columbia
Thursday, April 3, 2008, 2:00p.m.

- Chairman Davis, Senator Akaka, Members of the Subcommittee, thank you for allowing me to participate in today's hearing. On behalf of the Congressional Hispanic Caucus, I appreciate your efforts to address the under-representation of minorities at the executive level in the federal workforce a priority this year.

- The legislation you have introduced, H.R. 3774, the Senior Executive Service Diversity Assurance Act, is a step in the right direction to address the severe problem of under-representation of minorities in the Senior Executive Service.

- I support this legislation because it will do one thing that a number of Hispanic employee groups have requested for a number of years – it will introduce accountability into the process of hiring and promoting candidates for senior positions in the federal government.

- Let us just look at the numbers: In the pathway positions for SES, the GS 13 – 15, Hispanic hiring has dropped by 2.8 percent. The latest OPM report cites a reduction from 5.8% to 3.2% of Latinos in management positions entering the SES. The majority of Hispanic hires in the federal workforce are concentrated in the GS 1- 8 categories.

- We receive a great deal of information about the outreach conducted by agencies in Hispanic and other minority communities, and the guidance OPM has provided to help recruit for various positions, yet there is very little in the way of data that tells us about the effectiveness of those outreach programs.

- And, the current agency initiated process of moving along candidates has failed to produce the results we should be seeing. Despite the outreach and federal requirements, agencies just haven't been up to the task of promoting diversity in the senior ranks in a way that is convincing – the results of their efforts thus far speak volumes to that point.

- Members of our communities can no longer wait for agencies to "wake up" to the fact that they have to consider diversity in their succession planning. Bottom line: they have not done a good job of this despite the requirement to do so; therefore, something different is in order.

- It is no mystery the Federal government will begin to see a mass exodus of employees due to retirements in the coming decade; this provides an incredible opportunity for OPM to work with the agencies to develop the future workforce. Agencies, by themselves cannot do, and frankly, will not do it – at least when it deals with considering diversity in that equation. Therefore, it is up to OPM to demonstrate leadership.

- This legislation puts the responsibility – of promoting diversity– with the agency that recruits the candidates for public service, the Office of Personnel and Management. It will require a hands-on approach, genuine engagement and active direction, and not the mere issuance of passive directives to do the right thing, which are rarely enforced.

- It is a first step in providing OPM with the tools it will need to affect this problem and requiring that once and for all that they "get engaged". However, this will not stop here, for we will tackle this issue at the agency level and bring more accountability to the process so we develop a workforce that looks like America.

- When Congress passes this legislation and it becomes law, I know that the members here today, and many of my colleagues who support this issue will be eagerly looking for results. Therefore, expectations are high for OPM to produce notable and positive outcomes.

- Thank you again, Chairman Davis, Senator Akaka and members of the Committee for allowing me to participate in today's hearing.

Mr. DAVIS OF ILLINOIS. Thank you very much, Representative Gonzalez.

We have been joined and I would yield to Representative Clay from Missouri.

Mr. CLAY. Mr. Chairman, in the interest of time I will forego an opening statement and wait and anticipate the testimony from the five panels.

Mr. DAVIS OF ILLINOIS. Thank you very much, Representative Clay.

I would yield to Representative Cummings from Maryland.

Mr. CUMMINGS. Mr. Chairman, I first of all thank you for calling the hearing. Considering the fact that we have Members that have to get home, I will submit a written statement. Thank you very much.

[The prepared statement of Hon. Elijah E. Cummings follows:]

CONGRESSMAN ELIJAH E. CUMMINGS OF MARYLAND
OPENING STATEMENT

"MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE"

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM
SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE AND THE DISTRICT OF COLUMBIA

THURSDAY, APRIL 03, 2008

Mr. Chairman,

Thank you for holding this vitally important hearing to examine diversity at senior levels of the federal government and the U.S. Postal Service.

I appreciate your efforts to forge this comprehensive, ongoing investigation into establishing diversity in our government's highest ranks.

As you know, Mr. Chairman, we aim to craft a federal workforce that will serve as a national model for both public and private employers to follow.

Further, we do so now under particularly unique circumstances.

Over the next ten years, ninety percent of the 6,000 career Senior Executive Service employees will be eligible to retire.

This presents a challenge, but it presents an opportunity as well.

With the SES set to completely turn over in the next decade, we have the chance to fully achieve diversity goals.

The legislation we are considering today, H.R. 3774, the "Senior Executive Service Diversity Assurance Act of 2007," will make great strides in achieving that end.

Specifically, the bill levels the playing field by re-establishing a central office to oversee hiring decisions, and creating in each agency a new, three-person hiring panel consisting of at least one woman and one minority.

I also look forward to learning more about how the individual agencies, and the Office of Personnel Management as the chief oversight agency, are pursing their own programs to improve diversity.

We simply must seize this opportunity, and I appreciate the Chairman's efforts—and the Administration's efforts—to do so.

I look forward to the testimonies of today's witnesses and I yield back the remainder of my time.

ELIJAH E. CUMMINGS

Member of Congress

Mr. DAVIS OF ILLINOIS. Thank you, Representative Cummings.

We will now go to our first panel. Let me introduce the panel.

Ms. Nancy Kichak is the Associate Director of the Strategic Human Resources Policy Division at the Office of Personnel Management. She leads the design, development, and implementation of innovative, flexible, merit-based human resource policies.

We welcome you, Ms. Kichak.

Ms. Susan LaChance is the vice president of employee development and diversity at the U.S. Postal Service. Ms. LaChance reports to the chief human resources officer and executive vice president and is responsible for employee and leadership development, succession planning, equal employment opportunity, and diversity initiatives.

Ladies, as you know, it is procedure of our committee to swear in witnesses. If you would, stand and raise your right hands.

[Witnesses sworn.]

Mr. DAVIS OF ILLINOIS. The record will show that the witnesses answered in the affirmative.

Ms. Kichak, thank you so much. We will begin with you.

STATEMENTS OF NANCY KICHAK, ASSOCIATE DIRECTOR, STRATEGIC HUMAN RESOURCES POLICY DIVISION, OFFICE OF PERSONNEL MANAGEMENT; AND SUSAN LACHANCE, VICE PRESIDENT OF EMPLOYEE DEVELOPMENT AND DIVERSITY, U.S. POSTAL SERVICE

STATEMENT OF NANCY KICHAK

Ms. KICHAK. Thank you for the invitation to discuss our efforts to create a diverse Senior Executive Service and improve the overall diversity of the Federal work force.

I also welcome the opportunity to review the Senior Executive Service Diversity Assurance Act with you and update you on our efforts to build the most effective Federal civilian work force possible.

We have long recognized that reaching the broadest possible pool of applicants for Federal jobs is essential to achieve the goal of having an effective civilian work force.

Our efforts in this regard are conducted within the framework of merit system principles. We must ensure that all Americans have equal access to Federal employment opportunities at all levels of the work force, and that their knowledge, skills, and abilities are evaluated fairly.

The Office of Personnel Management promotes Federal employment expansively, including in areas where the potential applicant pool is very diverse. One of the techniques we use is conducting job fairs and Federal career days at colleges and universities, including community colleges, that are likely to help us establish a pipeline of diverse and highly qualified individuals.

Our efforts to build the most effective core of senior executives depend, in part, on ensuring an effective pipeline into the Senior Executive Service. Many of our efforts are aimed at supporting agencies' development of future leaders through leadership training and succession training programs. Federal agencys often include SES candidate development programs in the leadership succession

strategies they are required to implement. Data clearly show these programs are proving to be an excellent vehicle for minority entry into the SES. Candidates placed into the SES from these programs represent higher percentages of both minorities and women than are in the SES today.

OPM reports to Congress annually on minority representation in the Federal Government in relation to the overall civilian labor force. Our most recent report was submitted to the Congress and to your subcommittee in January. The report shows that the Federal Government continues to compare favorably to the civilian labor force in employing minorities, with the exception of Hispanics. The Federal Government also employs a slightly lower percentage of women than the non-Federal sector.

The proposed bills, H.R. 3774 and S. 2148, are designed to enhance diversity and make other improvements within the SES. I appreciate the attention and commitment you have devoted to this issue; however, although the administration has not yet taken an official position on the legislation, I want to share with you some initial concerns.

First, these bills would establish a new office within OPM which would assume all functions relating to the Senior Executive Service. Today there are several offices within OPM supporting the SES. We believe the current structure allows the agency to bring a higher level of expertise to issues that arise, and thus serves the SES community well. Also, the proposed separate office would have substantial cost implications.

In addition, the bills would create new entities called SES evaluation panels that would be inserted into each agency between the recommending official and the executive resources boards. Their task would be to review the qualifications of each candidate for career SES appointments and to certify the names of candidates the panel believes to be best qualified.

Each SES evaluation panel would have three members, at least one of whom would have to be a woman, and one of them would have to be a member of a racial or ethnic minority.

The Department of Justice has advised that these race- and gender-based requirements are very likely unconstitutional under governing and equal protection precedents. I assure you that OPM shares your goal of a Federal work force that is effective in large part because it draws on the strengths of a broad and diverse applicant pool. This will continue to be our goal with respect to developing and recruiting senior executives, as well as the rest of the Federal civilian work force.

I would be happy to answer any questions.

[The prepared statement of Ms. Kichak follows:]

STATEMENT OF
NANCY H. KICHAK
ASSOCIATE DIRECTOR FOR STRATEGIC HUMAN RESOURCES POLICY
U.S. OFFICE OF PERSONNEL MANAGEMENT

before the

SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM
U.S. HOUSE OF REPRESENTATIVES

and the

SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE, AND THE DISTRICT OF COLUMBIA
COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

on

MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE

APRIL 3, 2008

Chairman Davis, Chairman Akaka, and Members of the Subcommittees:

I appreciate your inviting me to discuss our efforts to create a diverse Senior Executive Service (SES) and improve the overall diversity of the Federal workforce. Since my appearance last May to discuss this important topic, you have introduced the "Senior Executive Service Diversity Assurance Act" (H.R. 3774 and S. 2148). I welcome the opportunity to review this legislation with you and update you on our efforts to build and sustain the most effective Federal civilian workforce possible. We have long recognized that reaching the broadest possible pool of applicants for Federal jobs is essential to meeting this goal.

Of course, our efforts in this regard are conducted within the framework of the merit system principles. We must ensure that all Americans have equal access to Federal employment opportunities at all levels of the workforce, and that their knowledge, skills, and abilities are evaluated fairly. Our efforts to build the most effective corps of senior executives still depend, in part, on ensuring an effective pipeline into the Senior Executive Service. Many of our efforts are aimed at supporting agencies' development of future leaders through leadership training and succession planning programs.

When I was here last May, I highlighted the Office of Personnel Management's (OPM's) vigorous efforts to promote Federal employment expansively, including in areas where the potential applicant pool is very diverse. One of the techniques we use to accomplish this is conducting job fairs and Federal career days at colleges and universities, and we often target schools that are likely to help us establish a pipeline of diverse and highly-qualified individuals. We have continued these efforts since I last spoke about these initiatives. For example, two of the four Federal career days OPM sponsored last fall took place at the University of New Mexico and New Mexico State University. These are two of the nation's leading Hispanic-serving institutions. Earlier this month, OPM supported career fairs at Alabama State University and the Tuskegee Institute, two historically-black institutions.

We also continue to target community colleges because of their strong ties to their local communities and their potential for providing a diverse applicant pool. For example, we conducted a Federal career day last year at Northern Virginia Community College, one of the Nation's largest and most diverse community colleges, with students representing over 150 nationalities.

In addition to the television ads I discussed last spring, OPM later held a unique webcast called the Virtual National Career Services Conference. The purpose of this initiative, conducted in cooperation with the Partnership for Public Service, was to introduce college and university career services professionals, and their students, to information about Federal job opportunities. Again, we expect that these measures to promote Federal employment to targeted audiences will also contribute to our effort to create the strongest possible pipeline for future leadership positions.

These recruitment initiatives are complemented by succession planning, which remains an essential component of developing and nurturing a strong senior executive corps. This is all the more important because of the increasing numbers of employees who are reaching retirement eligibility. Since last summer, OPM has been re-validating all checkmarks on the Human Capital Scorecard, including those for leadership succession and for diversity. Based on results so far, we are confident that agencies are engaging in significant efforts to institutionalize effective leadership succession strategies.

Federal agencies often include SES candidate development programs (CDP) in the leadership succession strategies they are required to implement. During the period between January 2000 and July 2007, there were 953 graduates of agency SES candidate development programs, and 623 of these were placed in the SES. Our data clearly show that these programs are proving to be an excellent vehicle for minority entry into the SES. During this same 7-year period, 27 percent of the individuals placed in SES positions after graduating from OPM-approved agency SES candidate development programs were minorities. This compares to the 15 percent of the total current SES population (as of July 2007) identified as minorities. Similarly, 39 percent of the graduates of these candidate development programs who were placed in the SES during the same period were women, compared to the overall female representation in the SES, which stood at 28 percent as of last July.

Mr. Chairman, let me take a brief moment to also address the latest Governmentwide data on minority representation in the Federal Government. OPM is required to report to Congress annually on minority representation in the Federal Government in relation to the overall Civilian Labor Force. Our most recent report was submitted to the Congress, and to your subcommittee, in January. The report shows that the Federal Government continues to compare favorably to the Civilian Labor Force in employing minorities, with the exception of Hispanics. The Federal Government is also slightly behind the non-Federal sector in the employment of women.

Before concluding, I want to turn my attention to the bills you have introduced, Chairman Davis and Chairman Akaka. H.R. 3774 and S. 2148, the "Senior Executive Service Diversity Assurance Act," are designed to enhance diversity and make other improvements within the SES. I appreciate the attention and commitment you have devoted to this issue. However, although the Administration has not yet taken an official position on this legislation, I also want to share with you some initial concerns I have.

First, these bills would establish a new office within OPM, which would assume all functions relating to the Senior Executive Service. This requirement would have major implications for OPM's organizational structure and would, in effect, undo significant aspects of our 2003 reorganization. Consequently, it would also have substantial cost implications.

In addition, the bills would create new entities, called SES evaluation panels, which would have a role in the SES hiring process. These panels would be inserted into each agency between the recommending officials and the Executive Resources Boards. Their task would be to review the qualifications of each candidate for a position to be filled by career appointment and to certify to the Executive Resources Board the names of candidates the panel believed to be best qualified. Each SES evaluation panel would have three members, at least one of whom would have to be a woman and one of whom would have to be a member of a racial or ethnic minority group. We have serious concerns about the potential impact on the merit system principles of injecting race and gender into the examination process in this manner. The Department of Justice has advised that these race- and gender-based requirements for the composition of the SES panels are very likely unconstitutional under governing equal protection precedents. The Justice Department has also advised that the bill's provisions respecting the SES panels and the Senior Executive Service Resource Office raise additional constitutional issues respecting the Appointments Clause, separation of powers principles, and additional equal protection issues.

We also question the necessity and value of introducing more complexity into the examination process. We have made real progress in helping agencies improve the efficiency of their hiring processes. The introduction of SES evaluation panels would clearly be a step backwards in this regard. We would prefer an approach that encourages diversity within Executive Resources Boards themselves, which is something we already incorporate in our guidance to agencies.

In conclusion, I want to assure you that, although we may favor different approaches, OPM shares your goal of a Federal workforce that is effective in large part because it draws on the strengths that a broad and diverse applicant pool offers. This will continue to be our goal with respect to developing and recruiting senior executives, as well as the rest of the Federal civilian workforce.

I would be happy to respond to any questions you may have.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Kichak.
Ms. LaChance.

STATEMENT OF SUSAN LACHANCE

Ms. LACHANCE. Good afternoon, Chairman Davis and members of the subcommittees. Thank you for the opportunity to highlight our efforts to develop and recruit a diverse talent pipeline ready to accept the challenges of leadership to tomorrow.

Our recruitment and development efforts have been extremely successful, resulting in many prestigious awards and other recognition for the Postal Service. We are the second-largest employer in the Nation, with almost 700,000 employees. Key to the Postal Service's business objectives is the development of talented individuals who are prepared to assume leadership positions quickly and successfully. The Postal Service recognizes the business imperatives of creating a pool of talented employees with diverse backgrounds, perspectives, and experiences. Employees are developed throughout their careers to take on new roles, new assignments, and new challenges.

We have created a number of processes and programs that assess and identify high-potential employees. We train, develop, and ultimately foster their career advancement. Our developmental programs include those designed to prepare employees to become initial level supervisors, mid-level managers, and executives. The Postal Service is identifying tomorrow's leaders today.

Succession planning is a systematic process to ensure that our organization has a steady, reliable pool of talented individuals who will be ready and able to meet the Postal Service's future leadership needs. The Postal Service's corporate succession planning offers a structured, corporate-wide, and transparent process for identifying those employees with the potential to become executives in our organization.

The self-nomination process puts employees in control of their careers by allowing them to express their interest in career advancement and leadership roles. Our multi-tiered review process and approval process ensures objective and fair treatment of all applications.

Finally, corporate succession planning allows ongoing development for program participants. We are proud to reflect the diversity of America. Over 38 percent of our total work force is minority, and almost 40 percent is female. Minority and female representation continues to be strong in our management, executive, and officer ranks. In 2007, 32 percent of our managers were female, while 30 percent while minorities.

The number of employees occupying executive positions is fairly small, as compared to our entire work force. These individuals are responsible for operating our plants, districts, and headquarters functions. In 2007, there were 748 executives, and of these, 26 percent were minorities while nearly 29 percent were female.

We understand that developing our talented employees does not guarantee us a viable future in our organization. We recruit talented individuals from outside the Postal Service who have knowledge and expertise that may not be available in-house. The Postal Service requires leaders with a broad range of knowledge and expe-

riences, excellent business acumen, and an understanding of the market drivers that influence our business.

Last year, the Postal Service created an office dedicated to recruiting the best and the brightest. We recruit talented individuals at colleges and universities through professional organizations and at career fairs. The Postal Service participates on panels, sponsors events and conferences targeting women and minorities, and promotes the Postal Service as an employer of choice.

In addition, we are leveraging technology to reach new generations interested in postal careers. Our job postings appear on a variety of specialized Web sites. In the increasing competition for talent, we must continue to attract and retain the right people. We believe that our new recruitment office and our diversity professionals' continuous community outreach will succeed in attracting talent and diverse individuals with the skills and expertise we need for ongoing business success.

In conclusion, the Postal Service has a long and proud history of employing a diverse work force and is committed to providing employees with the information, training, and development that they need to do their jobs today and tomorrow.

Thank you. I would be happy to answer any questions.

[The prepared statement of Ms. LaChance follows:]

UNITED STATES
POSTAL SERVICE

STATEMENT OF
SUSAN LACHANCE
VICE PRESIDENT
EMPLOYEE DEVELOPMENT AND DIVERSITY
BEFORE THE
SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA and THE SENATE SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE AND THE DISTRICT OF COLUMBIA
WASHINGTON, DC

April 3, 2008

Good Afternoon, Chairman Davis, Chairman Akaka and members of the Subcommittees.

My name is Susan LaChance and I am the Vice President of Employee Development and Diversity for the United States Postal Service. I had the privilege of testifying before you nearly one year ago. Thank you for the opportunity to share with you today some of the great things we are doing to develop a diverse talent pipeline that will contribute to the Postal Service's continued sustainability.

The Postal Service has entered a new world, one that requires our organization to become even more entrepreneurial, flexible and transparent. Developing our organization's future leaders has never been more critical, given today's market realities and our country's current economic uncertainties. We recognize that developing from within is only one part of the equation. We also need to continuously attract new talent – talent that is diverse in many respects. To us in the Postal Service, diversity has a broad definition. We believe that an individual's experiences, knowledge, skills, and business know-how should be added to the traditional diversity concepts of race, ethnicity, sexual orientation, gender, disability, age, veterans status and religion. It is in large part due to the hard work and contributions of our very diverse workforce that the Postal Service has achieved business success and been financially independent from the federal government these last four decades.

As you are aware, for almost 40 years, the Postal Service has operated more like a business than a government agency. In 1970, Congress enacted the Postal Reorganization Act, making the Postal Service an independent quasi-governmental agency under a break-even mandate. Recognizing the need to allow the Postal Service flexibility in order to sustain itself without government

subsidies, Congress gave the Postal Service broad authority to develop its own organizational structure and internal regulations, including regulations pertaining to its employees. Although the Postal Service has adopted some of the federal government's personnel rules, many of the Postal Service's operating procedures, measurements and internal regulations are more closely aligned with best practices in private industry. This has allowed the Postal Service to operate with a greater degree of flexibility and has enabled us to quickly respond and adapt to shifting economic conditions in this country.

A year and a half ago, Congress passed the second major reform of the Postal Service – the Postal Accountability and Enhancement Act (PAEA). PAEA takes the Postal Service further away from the realm of the federal government – it requires the Postal Service to think and behave more like a private company. The Act requires the Postal Service to discard its break-even business model and way of doing business. Today, the Postal Service has financial responsibility greater than most federal agencies and is subject to stringent reporting requirements applicable to private enterprises, such as Sarbanes-Oxley.

During its April 17, 2007, testimony before this subcommittee, the Government Accountability Office highlighted the benefits of PAEA, stating that the Act "provides tools and mechanisms that can be used to establish an efficient, flexible, fair, transparent, and financially sound Postal Service – a Service that can more effectively operate in an increasingly competitive environment not anticipated under the Postal Reorganization Act of 1970."

One way that our Human Resources Department contributes to "an efficient, flexible, fair, transparent, and financially sound Postal Service" is through the continuous development of a talent pipeline that spans levels from our letter carriers and sales associates to our Officer ranks. Our workforce is our biggest asset. That is why the Postal Service invests millions of dollars to provide continuous learning and development opportunities to our employees at all levels of the organization. The Postal Service has a number of structured programs in place to train and develop our employees, help maximize their performance, and coach them to achieve greater degrees of responsibility. We have achieved great success in this area.

As highlighted by the report the Board of Governors submitted to Congress this past December on the status of women and minorities in upper management positions, the Postal Service has made significant strides in preparing its future leaders, inclusive of women and minorities, for higher level assignments. Through a series of leadership development programs and succession planning processes, the Postal Service has been successfully preparing a pool of talented individuals for leadership positions. The Postal Service has assigned my department, Employee Development and Diversity, the responsibility of (1) providing learning and development opportunities to approximately 700,000

career employees; (2) managing the development of diverse talent; and (3) promoting diversity and inclusion throughout the organization.

As Vice President of Employee Development and Diversity, I am proud of our efforts to promote a diverse and inclusive workplace. These efforts have been very successful, resulting in recognition for the Postal Service.

The Postal Service is proud of its efforts to recognize diversity, and is equally proud of the external recognition it receives. In 2007, among the honors we received were the "Public-Sector Employer of the Year" from *Careers and the disABLED Magazine*, and *Hispanic Business Magazine* naming us as "One of the Best Companies for Hispanics".

The Postal Service was the only federal agency included in *Hispanic Business Magazine's* Diversity Elite 60 list, an annual directory of the best companies for Hispanics determined by more than 30 variables measuring companies' commitment to Hispanic hiring, promotion, marketing and supplier diversity.

The *Careers and the disABLED Magazine* cited postal efforts to provide all employees with equal opportunity to compete in every aspect of employment. The magazine also cited our state-of-the-art technology that we provide to assist deaf and hard of hearing postal employees.

Today, I share with you the Postal Service's continuing efforts to develop and recruit a diverse talent pipeline and take this opportunity to highlight some of our success stories.

The Postal Service maintains a long and distinguished tradition of growing our own talent. As the second largest civilian employer in the nation, we employ almost 700,000 career employees. This large pool of talented employees provides the Postal Service with a unique competitive advantage. It helps to ensure that we will have continuous and high-quality leadership even in the face of significant demographic shifts in the broader labor market, such as, the impending wave of Baby Boomer retirements.

Key to the Postal Service's business objectives is the development of talented individuals who are prepared to assume leadership positions quickly and successfully. The Postal Service also recognizes the business imperative of creating a talent pipeline comprised of employees with diverse backgrounds, perspectives, and experiences.

Our employees possess knowledge, skills, and abilities spanning virtually every profession. Beyond our letter carriers, mail handlers, and retail clerks, we employ an incredibly diverse array of professionals in fields like finance, marketing, human resources, information technology, engineering, maintenance, and many other areas. This range of opportunities allows our employees to change careers without changing employers. We strongly believe that by

offering these opportunities and delivering on our commitment to developing employees, we will continue to retain talented employees. This is demonstrated by the fact that the majority of our employees have spent their entire working life with the Postal Service.

Our organization continues to benefit from the tremendous institutional knowledge and skills our employees have developed over decades. To ensure that our employees are prepared to meet emerging business challenges, we have developed a number of processes to assess and identify talent, develop and train our people, and ultimately, foster career advancement for our employees.

Employees receive ongoing development over their career that helps prepare them to take on new roles, new assignments, and new challenges while learning about our complex operations and business. From the earliest moments of their careers to the very end, the Postal Service is committed to providing employees with the training and development they need to succeed.

We offer a broad array of functional and technical training to develop beginner, intermediate, and advanced skills to help our workforce do the jobs they are hired to do and do them better and better over time. We also offer an impressive line-up of leadership development programs. Our Associate Supervisor Program is an industry pioneering approach to moving our craft employees to initial front-line supervisory positions through 16-weeks of classroom and on-the-job training. Newer programs like our Managerial Leadership Program build skills for seasoned mid-level managers. Premiere programs like our Advanced Leadership Program offer world-class leadership development for our managerial and professional ranks. Finally, we also offer a four-tiered Executive Development Continuum for our current executives that foster the continued growth of their leadership abilities. The Postal Service takes its commitment to developing our workforce seriously, and the results show through record-setting performance improvement and service to the American public.

We begin the process of identifying and developing potential leaders by determining what behaviors are necessary to lead a large organization effectively. In order to accomplish this, we use competency models. Employing these models is an industry best practice. Competencies are observable, demonstrable behaviors that define good on-the-job practices. Our competency models are well-researched and vetted to ensure that they accurately and appropriately describe those behaviors that contribute to individual and organizational success. All of our competency models describe behaviors in a manner that allows employees to see how they can improve their performance by more closely following behaviors outlined in each model.

In addition to the models themselves, the Postal Service has created sophisticated developmental opportunities guides that are tied to each

competency. This in effect offers a road map to employees and managers alike and helps them to plan for developmental assignments and tasks that will improve their performance and build their capacity over time. These guides offer powerful advice and great suggestions for development in place to help our employees grow critical skills to help advance their careers.

The competencies developed by the Postal Service also serve one other critical role: they are used to help identify tomorrow's leaders today. We use these competencies in our two succession planning processes that identify and develop future leaders at various levels of the organization. The first is our Corporate Succession Planning (CSP) process, and the second is our EAS Leadership Development (ELD) process.

As background, our succession planning processes were developed within our Diversity function and continue to reside in Employee Development and Diversity. This underscores the Postal Service's commitment to identifying and developing a diverse pool of future leaders to meet the business challenges of tomorrow. CSP and ELD are supported in our organization by dedicated Diversity professionals at both the HQ and Field levels, further underscoring our commitment to integrating the principles of diversity and inclusion into our CSP and ELD processes.

These processes are similarly structured. Their primary distinction is the level of leadership each process targets. For CSP, the purpose is to identify and develop future executives organization-wide. For ELD, the purpose is to identify and develop future technical managers and professionals in our Field operations. Both processes are available during an "open season" to all employees who meet eligibility requirements. This enables employees, through self-nomination, to express an interest in higher EAS and executive-level assignments.

Interested employees complete online applications that include a background profile, competency assessments, and a written narrative statement. Employees' online applications proceed to their executive or immediate manager for review and comment. The manager completes a competency assessment and provides recommendations of support or non-support for each applicant. Managers' comments and recommendations are forwarded to a special committee that reviews applications for specific job pools. The committees are made up of diverse groups of executives (CSP) or senior non-executive managers (ELD). The committees recommend successful applicants to the responsible officer or executive. Successful applicants develop comprehensive, online Individual Development Plans (IDPs) that are also reviewed and approved by the committees and the applicants' executive or immediate manager. All applicants, regardless of whether or not they are admitted into the program, receive detailed in-person feedback from their managers reflecting the consensus comments from the committees that reviewed their application.

What CSP and ELD offer the Postal Service is a structured, nationwide, and transparent process to identify the very best and brightest talent from among our diverse workforce. The self-nomination process puts employees in control of their careers by allowing them to express their interest and determination to move ahead. Our multi-tiered review and approval process ensures greater objectivity, transparency and fair treatment of all applications. Finally, CSP and ELD help to ensure that ongoing development takes place for program participants and that our finite developmental resources are being utilized wisely.

The results speak for themselves. From the inception of the enhanced CSP (2004) and ELD processes through the present, more women and minorities have become members of our feeder pools and more women and minorities have been selected as executives. The processes work because they are objective, transparent, and relevant to our business environment. We will, of course, continue to improve these processes to help ensure a continuous pipeline of future professional and leadership talent for the years ahead.

By investing in our employees and maximizing the talents of leaders who reflect the diversity of America, the Postal Service is better equipped to understand and meet its customers' needs and provide excellent service to the diverse communities it serves. Ultimately, this is our goal as a service provider. And, as an employer, our goal is to continue being the employer of choice for many Americans.

As you know, we are one of the nation's largest employers, and certainly one of America's leading businesses in providing employment opportunities to women and minorities. In fact, the Postal Service has made significant contributions in helping to establish and maintain a strong, vibrant and diverse middle class in this country.

We are pleased to report that we continue to be a microcosm of America. Last year, more than 683,000 employees worked for us. Over 38.3 percent of our workforce is minority, as compared to 32.8 percent in the rest of the Federal Government. Almost 40 percent of our career workforce is female. And, white males make up approximately 38.3 percent of our total workforce.

At our initial supervisory level of EAS-15, a full 42 percent of our supervisors were minorities. Minority and female representation continues to be strong in our EAS levels 22 and above, PCES, and Officer ranks. In 2007, in the EAS-22 and above category, 32 percent of our managers were females, while 30 percent represented minorities.

The number of employees occupying Postal Career Executive Service positions is fairly small, as compared to our entire workforce. Approximately one tenth of one percent of our workforce is PCES employees. These individuals are responsible for operating the plants, districts, and headquarters functions of the

Postal Service. In 2007, there were 748 PCES executives and of these, 26 percent were minorities, while nearly 29 percent were women.

From 2004 through 2007, we saw an increase in our PCES ranks in the number of Hispanic men and minority women. As our total workforce decreases, we have seen a correlating increase in the representation of women and minorities in our workforce.

Finally, moving forward to the 39 officers of the Postal Service, the highest leadership category in our organization, we are pleased to report the following for 2007: more than 10 percent of our officers were African-American men; nearly 36 percent were women; 18 percent were minorities; and more than 5 percent were Hispanic women.

While the focus of this hearing is on diversity in higher levels, I share these general statistics with you because, in light of our strong culture to promote from within, they demonstrate our commitment to developing talented, diverse individuals. I would like to share with you a few examples of our minority men and women who launched their careers with the Postal Service as craft employees and who are now at some of the highest levels in our organization. Their stories are among the many we could have shared.

In February of this year, Kathy Ainsworth was named Vice President of Retail Operations. In this role, Kathy is responsible for overseeing more than 37,000 postal facilities nationwide where customers can buy stamps or mail packages. She began her postal career in 1974 as a mail handler in Missoula, Montana. She pursued her bachelor's degree, while working full time – a familiar story for many postal managers.

Over the years, Kathy held a number of management positions before entering the executive ranks in 1990 as the Controller for the San Francisco Division. During this time, Kathy returned to school to earn her MBA. She was promoted again to the positions of Area Finance Manager in the Allegheny Area and District Manager in Cleveland, Ohio. Thereafter, she became the Vice President, Delivery and Retail at Headquarters.

Gloria Tyson is another one of our success stories. Today, Gloria is the District Manager for Chicago. Gloria came to Chicago from our Detroit District with the mission of turning around Chicago's mail service. With more than 28 years of experience, Gloria has succeeded in leading a team that improved Chicago's mail service by more than five points in the first quarter of this year. Gloria began her postal career in 1980 as a city letter carrier before being promoted to a Management Trainee. She has held a number of management positions over the years in major metropolitan areas, such as New York City and northern New Jersey. Gloria takes mentoring employees very seriously, and leads by example. In her short time in Chicago, she has built a responsive team and has appointed many managers of diverse backgrounds.

Finally, I would like to share the story of Ellis Burgoyne. He is the Vice President of Area Operations for the Southwest Area and is the senior postal official in charge of five states: Arkansas, Oklahoma, Louisiana, New Mexico and Texas. The Postal Service has divided the country into nine areas of operations, and he is one of nine Area Vice Presidents who oversee postal field operations. He is responsible for all postal operations including mail processing and distribution, customer service and administrative operations, and reports directly to the Deputy Postmaster General and Chief Operating Officer.

He started his career with the Postal Service in 1978 as a letter carrier, and sets the example of someone who has worked his way up through the organization. He has held a variety of positions: including serving as vice president, Delivery and Retail; the Colorado/Wyoming district manager; Richmond district manager, and a host of other finance and customer service positions. Along the way, he has set records for achieving new levels of performance and customer satisfaction.

Although I am only highlighting a few individuals today, I am proud to share with you that we have many more dedicated executives like Kathy, Gloria and Ellis leading our organization who represent a diverse pool of employees who have been continuously promoted from within.

We recognize that developing our internal talent does not in and of itself automatically guarantee the future viability of our organization. We maintain a strong commitment to recruiting a diverse workforce – and that commitment will not change.

To respond effectively to the challenges and opportunities raised by the 2006 law, the Postal Service requires leaders with: (1) a broad range of knowledge and experiences; (2) an understanding and appreciation for customers' economic influence on corporate strategies; and (3) business acumen.

The Postal Service recognizes it is sometimes necessary to seek external talent with knowledge and expertise that may not be available in-house. In addition to this new challenge, the Postal Service faces the potential retirement of Baby Boomers.

That is the reason why last year, the Postal Service created a recruitment office within Human Resources to actively recruit the best and the brightest to the organization. This office is in charge of recruiting talent at colleges and universities, through professional organizations, and at career fairs. The Postal Service participates on panels, sponsors events and conferences targeting women and minorities, purchases advertisements in diverse magazines, and reaches out to minority communities to promote the Postal Service as an Employer of Choice. Some examples of our efforts to attract a diverse workforce

include participating in diversity career fairs and events for people with disabilities at such locations as Gallaudet University, the World Congress on Disabilities, and Women for Hire.

One of the key challenges facing us today is the perception that the Postal Service is antiquated. We view this challenge as a great opportunity for us to re-energize our employment brand to showcase the Postal Service as a cutting-edge employer of choice. To meet this challenge, we developed a video and recruitment booklet featuring our own postal employees that highlight opportunities for world-class training, career growth and advancement, and numerous exciting employment opportunities in a wide range of fields and at all levels of the organization.

Additionally, we are leveraging technology to reach new generations interested in postal careers. For example, in May we will be launching ECareer, a new electronic hiring tool. We, also, have formed relationships with nationwide on-line recruitment organizations. This means that USPS job postings appear on all kinds of specialized nationwide on-line sites, such as Monster Diversity and Inclusion, BlackPlanet.com, AsianAvenue.com, and Military.com. In fact, we are very proud to be among the nation's largest employers of men and women in uniform. In 2007, we employed more than 170,000 veterans, which is roughly one-fourth of our workforce. This is such a key demographic for us that we have a dedicated recruiter for this group.

In the increasing competition for talent, we must continue to maintain a presence in all the communities we serve. We believe that our new recruitment office and our diversity professionals' continuous community outreach will succeed in attracting talented and diverse individuals with the skills and expertise we need to propel the Postal Service as a world-class organization.

The Postal Service remains committed to being a model employer of choice and continues to empower employees to contribute ideas, seek challenges and be engaged in building a performance-based culture. We view diversity as a winning business strategy and use it as a tool to deliver results. We believe that our employees should represent the people we serve, and that is why we incorporate diversity principles throughout the Postal Service's strategies for recruitment, development and selection.

We are pleased with the diversity of our workforce and continue to promote an inclusive workplace. While we recognize there is always room for improvement, these numbers are in line and, in some instances, exceed those of the federal workforce and reflect the realities of the marketplace today.

In conclusion, the Postal Service views it employees' diversity as a strength, and promotes inclusiveness throughout its actions. As the agency looks to the future, it moves forward with these three broad-ranging strategies:

- To enhance recruitment and retention of diverse talented individuals;
- To leverage the talents and skills of a diverse workforce; and
- To reinforce leadership's commitment to diversity and inclusion.

The diversity of the Postal Service represents the diversity of America. The Postal Service has a long, proud history of a diverse workforce and is committed to providing employees with the information, training, and development that they need to do their jobs today and tomorrow. And all of us in the Postal Service are committed to delivering excellent customer service to all of America.

I would be pleased to answer any questions the Subcommittees may have.

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Mr. DAVIS OF ILLINOIS. Thank you very much. I thank both of you for your testimony.

Let me begin with our questioning.

Ms. Kichak, you indicated that the Justice Department has indicated that there might be some difficulty with the requirement of panels, which is included in our legislation——

Ms. KICHAK. Right.

Mr. DAVIS OF ILLINOIS [continuing]. That might have Constitutional issues and pose problems. You also indicated OPM had not taken a position on the legislation, itself.

Ms. KICHAK. Yes.

Mr. DAVIS OF ILLINOIS. Let me ask, does OPM have a position relative to why it is so difficult to reach a level of some semblance of parity within the ranks of the SES?

Ms. KICHAK. Well, our data does show that the situation, the minority representation in the SES is improving, although not to the level that minority representation exists today in the rest of the Federal Government.

We believe that the best way to bring people into the SES is to train them and develop them and bring them along, and if you look at the pipeline of people currently in the Federal Government in the 13 to 15 level and in the senior pay level, No. 1, it is definitely increasing for both minorities and women; No. 2, it is substantially higher than the minority and women representation in the SES. So we contend that, as new members come into the SES, that the demographic profile of the SES will change.

It does take time. We only had about 300 new hires, and not new hires to the Federal Government but people moving into the SES in 2007, about 330, I think it is. So out of a 7,000 person service, when you only bring in about 5 percent a year it definitely just takes time for the numbers to change.

Mr. DAVIS OF ILLINOIS. And so the time that it takes, the most recent study that I looked at suggested that if we continue at the rate we are going, that we would be into the next 25, 30 years and still will not have seen any significant movement or any significant progress.

Do you have any ideas? Well, let me just ask this: what is the status of the training and development program?

Ms. KICHAK. Agencies run their own Federal career development programs. Again, we have been very successful when we look at those at the agency level in recruiting people into the SES. The Federal CDP program that OPM was running, right now we are reevaluating and reviewing what is going on in that program. We have had some difficulties in its operation, and we are reviewing that. We have told the candidates and the agencies that we are currently on hold while we look to get that back, and we will be restarting it shortly.

Mr. DAVIS OF ILLINOIS. So it is actually on hold right now?

Ms. KICHAK. Well, we have to review certain things that are going on that are not as we would like them to be. We want a very high-quality process in that program.

Mr. DAVIS OF ILLINOIS. Well thank you.

Let me just ask you, Ms. LaChance, according to Postal Service data in GAO's testimony, the representation of African American

men among postal managers has declined in recent years, while overall representation of women and minorities has increased at a slow rate. For example, the percent of minority executives increased less than 1 percentage point per year, and the representation of female executives has not increased much faster. What actions has the Postal Service taken to enhance the diversity of executives? I know you talked about the recruitment, job fairs and visiting colleges and universities and bringing in people. Specifically as it relates to the recruitment and development of executives, what is the Postal Service doing?

Ms. LACHANCE. In terms of looking at what I describe as the feeder pool of individuals who will move into executive ranks, we recognize that we need a two-pronged structured approach to that. As you mentioned, recruitment is one of those areas; however, the second area is to really look at the feeder pool and make sure that we have processes in place that are open for individuals to self-nominate and have an opportunity for development.

In the mid-level ranks, or our managerial ranks, we have put in place what we call an EAS leadership development program.

We also have used programs such as management intern programs, which allow us to go out and, in fact, recruit broadly in America for additional applicants to come in to the organization at a level that is in that mid-level manager area.

Mr. DAVIS OF ILLINOIS. Thank you very much. Thank you both.

We will go to Ms. Norton.

Ms. NORTON. I guess it is Ms. Kichak I have to ask whether or not you are familiar with this decision or, for that matter, the Justice Department is familiar with *Phillips* v. *General Services Administration* 917 Fed. 2nd 1297 from the Federal Circuit in 1990. Are you familiar with that decision?

Ms. KICHAK. No, I am not.

Ms. NORTON. Well, it seems to imply that the Federal Government or at least the General Services Agency indeed had a panel like the one in the chairman's bill that has been taken to court and approved by the courts. Could I read you what the court said, the Federal Circuit Court, in 1990, "Requiring that each SES evaluation panel shall include at least one woman and one member of a racial or ethnic minority group does not appear to violate merit system principles or constitute a prohibited personnel practice. Merit system principles, which appear in Section 2301 of Title V, United States Code, do not themselves provide independent causes of action or independent bases for jurisdiction and cannot be considered in the absence of a violation of a statute, rule, or reg." *Phillips* v. *General Services Administration.*

It would appear that there is precedent for what the chairman and respective chairmen are trying to do in their bill, and you are telling me that there is a problem with it?

Ms. KICHAK. First of all, we would defer to the Justice Department. That is their advice on that. But I want to assure——

Ms. NORTON. Their advice was based on what?

Ms. KICHAK. Their reading of the proposed legislation.

Ms. NORTON. And they then said that it is in violation of what? You can't come before this committee and say, well, the Justice Department says so, so that is the way it must be. What was the view

of the Justice Department, and on what was it based? I just read you the view of the Federal Circuit Court of the United States of America, which is over and above, stands above the Justice Department, so I am just trying to find a basis for their view.

Ms. KICHAK. And I think the Justice Department is going to have to answer that question.

Ms. NORTON. I think what you are going to have to do is, within 30 days, have the basis for your coming before this committee to testify—the Justice Department is not here—submit to the Chair the legal basis for your view. You are now representing this as your view. You come to testify. I understand OPM hasn't taken a view, but you have given us a view that you consider apparently even more important than the OPM view, and that is that the Justice Department says that there is a violation of something, and within 30 days would you, the Justice Department, or somebody—show the Justice Department this. You have this cite.

Ms. KICHAK. OK.

Ms. NORTON. And ask the Justice Department how they reconcile their view that there is a violation here with the view of the Federal Circuit opinion in *Phillips* v. *General Services Administration,* 1990, which appear to condone precisely what this bill says.

Ms. KICHAK. We do encourage the quality review boards or the review boards that review the SES selections to be diverse, to welcome members that are female, minority. It is just that we don't mandate that.

Ms. NORTON. I understand that. I have given you a cite that said precisely what the chairman said.

Ms. KICHAK. Yes. Thank you. We will do that. Thank you.

[The information referred to follows:]

SUSAN M. LACHANCE
VICE PRESIDENT
EMPLOYEE DEVELOPMENT AND DIVERSITY

UNITED STATES
POSTAL SERVICE

May 15, 2008

The Honorable Eleanor Holmes Norton
House of Representatives
Washington, DC 20515-5100

Dear Congresswoman Norton:

Thank you for your interest in diversity issues. It was our pleasure to share with you some of the U.S. Postal Service success stories in this area. During a recent congressional hearing, you requested some additional information on our hiring initiatives. Specifically, you were interested in our promotion strategies, and if we hired from within. I hope the following information answers your question.

The Postal Service does not use SES as a job classification. Executives in the USPS are classified as Postal Career Executive Service (PCES).

Vacancies for PCES positions generally are filled by the following methods:

- Reassignment of a current PCES
- Selection based on the corporate succession plan
- Selection of an employee, EAS-22 or above, outside of the corporate succession plan
- Recruitment of an outside hire.

Sincerely,

Susan M. LaChance

cc: The Honorable Danny K. Davis
Chairman, Subcommittee on Federal Workforce,
Postal Service, and the District of Columbia

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Ms. NORTON. I want to go to Ms. LaChance and the Postal Service.

Ms. LaChance, you have something here that is quite unusual. Largely because of the absence of opportunities for African American, Hispanic men and women elsewhere, you have a very largely minority work force. The GAO figures are stunning in that regard.

I would like to ask you about figures that appear to go down—these figures are reported in the GAO report—looking at executives. Looking at September 1999—I think these are percentages—looking at executives at large—that is a very broad title, so I don't know what kinds of executives they are talking about—but they show a percentage. Well, let's look at 2004, actually, because from 1999 to 2004 there was a slight increase, but if you look at 2004 and 2007 you see, even given the nature of your work force, a reduction from 9.8 percent to 8.7 percent of African American men, and a reduction of African American women from 7.0 percent to 6.3 percent. Among Hispanic men, there is a small increase, for which I congratulate you, from 4.9 to 5.4, but among Hispanic women in these categories it goes from 1.5 percent to 1.8, tiny increases.

The decreases in the men are perplexing, and the women who are African American are perplexing. Could you explain them, please?

Ms. LACHANCE. There are certainly many influences that do come about when you look at the statistics. We have, as you stated, Delegate Norton, we have enjoyed a good minority population, and, in fact, we have had and continue to have a large African American population, relatively large in comparison with the Federal Government, in our executives as well as in our supervisory managerial ranks.

We have seen, as the population has decreased overall for us, we have seen retirements in our men, in general, and we have seen like decreases in White men, as well as African American men. There has only been a slight increase in our Hispanic population.

Those areas are areas that we are working very closely with our internal employee affinity groups with, because we recognize that some individuals are not putting themselves out there to actually make application and self-nominate to our programs, so we are working very closely with our affinity groups, encouraging individuals to self-nominate, giving them the courage to make application and see that there are opportunities. It is an ongoing effort that we have to make.

Ms. NORTON. Do you support the panel notion in the chairman's bill with a woman and a minority on the panels?

Ms. LACHANCE. In terms of the bill, I think that we have already achieved a lot of what the legislation has called for. In fact, with our succession planning process and our feeder pools, we are seeing a good minority population. We have offices that——

Ms. NORTON. I just quoted you some statistics that showed decrease in both Black men and Black women, so now you are telling me the opposite. I am asking you, in light of those decreases, do you support the chairman's notion, at least temporarily, of having panels that would have a minority and a woman on them?

Ms. LACHANCE. We currently do have executive resource boards that are very diverse that look at this. It is not necessarily the same as what the SES process is, because our process is——

Ms. NORTON. You already have this, you are saying?

Ms. LACHANCE. We have that process. We have review committees that look at this, but our process is more about development, not selection.

Ms. NORTON. When it comes to selection, do you have a process like the one in the chairman's bill?

Ms. LACHANCE. No, we do not.

Ms. NORTON. Do you support or oppose a process like the one in the chairman's bill?

Ms. LACHANCE. Again, I believe that we already have the results the legislation calls for. To put a process in place——

Ms. NORTON. Even though I have quoted to you statistics that show over 3 years' time significant reduction in Black male and Black female executive appointments?

Ms. LACHANCE. Again, let me just kind of go back. Our process is not the same. Our process is very different. We do not post——

Ms. NORTON. I am looking at the GAO report. I am not looking at your process. I am looking at the results. One thing we should not expect in a work force with such a large percentage of Black men and women is the numbers in that upper category to decrease, and I am asking you whether, in light of that decrease, you think something like what the chairman's bill proposes would at least temporarily be helpful.

Ms. LACHANCE. I do not believe that the process that has been proposed by the chairman would be helpful to the Postal Service.

Although there has been a slight decrease in the populations that you are citing, if you do go back to the 1999 data you will see that there has been a good decrease in the GAO report. Further, I think, given the fact that——

Ms. NORTON. Yes, there were increases between 1999 and 2004, not much for Black men, 9.0 to 9.8, but at least it was an increase, and African American women, 5.3 to 7.0. Then I look at the years between 2004 and 2007 and I see rather significant decreases. That is what leads me to ask the question I have just asked.

Ms. LACHANCE. Again, I do not believe that having the legislation as proposed would be of aid to the Postal Service because our process is really not about filling jobs and promotions, but rather about developing individuals for leadership.

What we have looked toward is identifying people and giving them opportunities. If we look toward only——

Ms. NORTON. Rather than giving them jobs.

Mr. Chairman, I think you said you are not for it. Giving them opportunities which result in decreases does not show the effectiveness of what you are doing, Ms. LaChance. Thank you very much. I will go on to the next person.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Norton. We will go to Mr. Clay.

Mr. CLAY. Thank you, Mr. Chairman.

Let me start with Ms. Kichak. You voiced two concerns about the proposed legislation, H.R. 3774 and the Senate version. One of the concerns is that it would create a new office and you believe in the

current structure that is there. You also voiced a concern that I thought was quite interesting and have never heard from any Federal agency, that you had a cost concern about the cost of creating this new department. I found that quite interesting. I have never heard any agency come up here and say they did not want to create something new because of cost. I just don't hear it. It is not a part of Federal agencies' culture. I don't hear it. But I heard it today.

Your second set of concerns was about the Constitutionality that was pointed out to you.

Change is always difficult, and it seems to me that the culture of the SES selection process should be what changes. When you really think about it, it is the culture. You think that the levels of diversity in the SES are improving, but the will must be there to make these improvements. The will must be there to make the changes. It must be there to actually move people up the ladder. Is the will there to do that in OPM?

Ms. KICHAK. The will is definitely there.

The first thing is it is not a question of being afraid of change. We did have one SES office prior to our reorganization in 2003 which was not that long ago, and so those of us with long careers at OPM remember that. I really believe the service and the quality of service the SES community is better today because, instead of having a small office devoted to one topic, we bring together experts in various aspects of personnel management, such as how you recruit, how you evaluate, how you service, how you rank applications, and things like that.

So working with the SES, there are more people working on it today, although not full time, than there were when we had an individual office, so it is really, No. 1, an issue of quality.

No. 2, OPM always does care about cost. We are a small agency and we want to make sure we use our dollars wisely. But we continue to support diversity in the SES. I mean, we just issued new Executive Corps qualifications that you use to evaluate applicants, and it requires a leadership element that evaluates whether folks have been effective leaders in encouraging diversity. So our interest is there.

We have a human capital score card. That is not strictly SES. That is for measuring the management of human capital, and there is a managing diversity element there. We require reviewing diversity and succession plans. So we are very much committed.

Mr. CLAY. Commitment is one thing, but, I mean, I heard the chairman say that it may take up to 25 years to get to parity. To be committed and for you to come here and say you are committed is fine, but the numbers don't bear that out. They really don't. And you are not demonstrating national diversity by your numbers, so in actuality you don't have a diverse SES. You don't have a diverse work force that allows people to climb the career ladder in SES. You aren't selecting numbers. Your numbers just aren't there.

I am from Missouri, and we have a motto in that State. You have to show me. You have not shown me that you are about fairness and that you are about equity, that you are about upward mobility of all of your employees. You don't look nationally diverse.

Ms. KICHAK. We can show you numbers that are improving, but not numbers that have achieved the levels of representation in the work force in general. You are correct.

Mr. CLAY. And also I find it kind of different, too, that OPM has come here today to take an adversarial position against this legislation. My suggestion to you and OPM is that you all figure this out how to work with both chairmen of these two committees and to actually come up with a product that gets us the result. Don't come here being adversarial, because you are.

Ms. KICHAK. We would very much like to work with the committees to come up with something that would improve the diversity of the senior executive work force.

Mr. CLAY. And it doesn't help when you come up here and give us a line from the Justice Department that is really not relevant.

Let me go to Ms. LaChance before my time runs out.

Why is there a disconnect in the number of rank and file employees versus the executive level positions, the same point that Ms. Norton was bringing up? What is the disconnect here?

Ms. LACHANCE. As I understand your question, in terms of the disconnect between the representation in the rank and file versus the representation in the managerial ranks?

Mr. CLAY. The 54 or 55 percent of African American male and females in the Postal Service compared to a much drastically less number of executives in decisionmaking positions in the Postal Service.

Ms. LACHANCE. In terms of diversity at the managerial ranks, one of the things that we see in the managerial ranks, in general, is that those individuals that are sitting in those positions actually came into the organization some time ago when the diversity of America was different.

As we have had over the years, as we influence and start to do hiring, we see more and more of the ranks at the initial level where we do more hiring from external coming in and looking more like America as it does today.

As a result, without intervention or having programs like management interns, which we have moved toward, or hiring initial level supervisors, opening up our opportunities to what America looks like today, our managerial ranks looks like the population as it was perhaps 10, 15 years ago. So it takes an extra effort for us to continue to encourage our own work force, reach out, and to retain that work force.

Mr. CLAY. And you know your line of reasoning here is similar to Ms. Kichak in that you seem to have some challenges about what you call leadership, but it seems to me that you have individuals making judgment calls on applicants, which may be influenced by other factors. So it may be something in your own system that you may want to evaluate and change.

Mr. Chairman, I yield back.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Clay.

We will go to Mr. Gonzalez.

Mr. GONZALEZ. Thank you very much, Mr. Chairman.

Ms. Kichak, first of all I want you to understand that Director Springer has met with members of the Hispanic Caucus at least twice, has addressed our concerns, and I think has shown a very

genuine interest in some of the worries that we have, so I am going to start off with that basic premise and observation.

But I think what you see here is being expressed a certain frustration, trying to get to the bottom of the problem and seeing that the approach that you take and the direction that you give the agencies and the departments is effective, and there is some serious question about that.

I am going to refer to the Post article that came out today that I am sure you read, and Congressman Jose Serrano's questioning of Director Springer yesterday, and I am going to read from it. "Jose Serrano, Democrat from New York who is chairman of the House Appropriations Subcommittee and is interested in promoting diversity, cited a 2007 survey that the OPM had conducted of its own employees. About 25 percent of the OPM employees chose to neither agree nor disagree on whether OPM policies and programs to promote diversity in the agency, and an additional 12 percent selected do not know, as their response. An additional 9.4 percent disagreed that the OPM's efforts promote diversity in the agency." That was what was reported in the paper today.

So you probably have about half of those within OPM that were surveyed that either have a negative opinion or no opinion or don't know. Even internally, that would be unacceptable, and when you think in terms of what you are doing basically sets the course, guides others and such, you have to look at it and question internally what you all are doing. That is what gets our attention.

And then if you spread that throughout the agencies and departments that are not meeting any of the mandates or goals or recommendations set out by Executive orders and such, now you have really got us worried. It seems like the frustration only grows from year to year because the numbers don't seem to be improving.

Now, I understand that a certain agency or a department may have a better record of diversity in hiring at all levels and at the senior executive levels, and it is always amazing to see which ones are more successful than others. In our discussions with Director Springer we were trying to say, Would you identify those programs that are more successful, and such.

One of the recommendations of this legislation—again, this is from a memorandum that is prepared by staff for the benefit of members of the committee. It says, "The bill is divided in two primary sections. The first section would recreate the Senior Executive Resources Office at OPM, which was dissolved a number of years ago. According to Senior Executives Association—" and I think they have a representative here—"During most of the existence of Senior Executive Service there exited at OPM a single Office of Executive Resource, which was responsible for thinking about and overseeing the specialize corps of senior executives and related classifications constituting the career leadership of the U.S. Government. Ever since the division of this office's responsibility a number of years ago, concerns and issues relating to the career leadership corps has been parceled out among many different and sometimes hard to identify, let alone locate, parts of OPM."

And your position would be in opposition to that particular aspect of this legislation?

Ms. KICHAK. I think we are serving that community better by giving them access to all the experts that touch on all facets of SES, and my particular office will take any call from that organization and make sure it gets to the right place. We are committed to serving that population; we just don't think this is the way to do it.

Mr. GONZALEZ. I think it has been our experience that we like to see things institutionalized within departments, agencies, and so on that have certain duties and responsibilities that address the issues that are before us. I think that is the approach of this piece of legislation. I don't speak for the author or anyone at this point, but that would just be my understanding. I think we had something that was in place truly dedicated to the proposition of looking at, of course, senior executive levels and how you promote, what you do to retain, and even the outside hires, as you were saying, which were minimal when you think in terms of what you have to draw from and who you bring in new at those particular levels.

I do wish, and I am going to have to echo some of what my colleague, Mr. Lacy, pointed out, I wish that you all were a little bit more open minded about that. I understand even Congress doesn't like sometimes when people are telling us that we have to do some things differently and maybe have something within our own Body that may overview certain actions of Members, but, nevertheless, sometimes we do have to listen.

Ms. LaChance, let me ask you, where did you come up with this model on how you approach on obviously attracting and retaining and promoting within the Postal Service? Who gave you all these ideas? Where did you receive your direction?

Ms. LACHANCE. Well, one of the things that we do is we constantly look at best practices in an industry, and one of the best practices in industry is to focus in on development. That is really why we are very different than what the rest of the Federal Government does. We do not post position by position. We post for development, developmental pools, and we identify individuals, give them opportunities, give them coaching over time, and that is a best practice in private industry. In fact, we were cited in 2005 by GAO as having a best practice with our programs, as well.

While we always can improve and we continue to strive to do that, looking at our programs and processes, making sure that there are no barriers to any one individual or group in any of our personnel practices is something that we, as well as the Federal Government, do and report to EEOC.

So I think it is a combination of the two pieces: looking to best practice and also monitoring on an ongoing basis.

Mr. DAVIS OF ILLINOIS. Thank you very much. Let me thank both of you. We appreciate your testimony and appreciate your being with us. You are excused.

Ms. LACHANCE. Thank you.

Ms. KICHAK. Thank you.

Mr. DAVIS OF ILLINOIS. We will go to our second panel. While they are being seated, I will introduce them.

Panel two is Mr. George H. Stalcup, the Director of Strategic Issues at the Government Accountability Office, GAO. He oversees a range of management and human capital issues. Mr. Stalcup also

oversees GAO's high-risk program and issuance of GAO's biennial update to its high-risk list.

Ms. Katherine Siggerud is the Director in the Physical Infrastructure Issues Team at GAO. She has directed GAO's work on postal issues for several years, including recent reports on delivery standards and performance processing, network realignment, contracting policies, semi-postal stamps, and biological threats.

Let me thank you both. As is the tradition of this committee, we always swear in witnesses.

[Witnesses sworn.]

Mr. DAVIS OF ILLINOIS. The record will show that the witnesses answered in the affirmative.

Let me welcome you both and thank you for being here.

Mr. Stalcup, we will begin with you.

STATEMENTS OF GEORGE H. STALCUP, DIRECTOR, STRATEGIC ISSUES, GOVERNMENT ACCOUNTABILITY OFFICE; AND KATHERINE SIGGERUD, DIRECTOR, PHYSICAL INFRASTRUCTURE, GOVERNMENT ACCOUNTABILITY OFFICE

STATEMENT OF GEORGE M. STALCUP

Mr. STALCUP. Chairman Davis, Congresswoman Norton, Congressman Gonzalez, thank you for the opportunity to participate in this hearing on diversity in the executive ranks. I will first discuss the SES, and then Ms. Siggerud will talk about the Postal Career Executive Service.

Our Government continues to face new and more complex challenges associated with long-term fiscal constraints, changing demographics, and other factors. Senior leadership in agencies across Government, including the Postal Service, is essential to providing accountable, committed, consistent, and sustained attention to human capital and related organizational transformational issues. A diverse executive corps can be an organizational strength by bringing in a wider variety of perspectives and approaches to bear on policy development and implementation, strategic planning, problem solving, and decisionmaking.

In 2003 we issued a report that looked at diversity in the SES as of October 2000. We estimated by race, ethnicity, and gender the number who would leave Government service by October 2007 and projected what the profile of the SES would be at the end of 2007 if appointment trends did not change. We made similar estimates for the GS–15 and GS–14 levels, which are viewed as the primary developmental pools for the SES.

In testimony last year, we provided data on representation at senior executive levels as of the end of fiscal year 2006. Our statement today presents the baseline data from our October 2000 that we used in our previous study and updated representation data as of the end of fiscal year 2007 for both the SES and the developmental pool.

As requested, our full statement also compares the fiscal year 2007 data to the projections we made in our 2003 study.

For both the SES and the developmental pool we included data both Government-wide and for each of the 24 CFO Act agencies. One of the charts to my right, your left, shows a breakdown of rep-

resentation in the SES as of 2000 and as of 2007, as well as the changes over that span. The other chart presents similar data for the SES developmental pool.

Our 2003 report projected some increases in representation in most categories of SES. You can see that fiscal year 2007 data show that increases did take place overall among both women and minorities, as well as in most categories, although the amount of those increases varied.

The only decrease in representation among minorities occurred in African American men, whose representation declined from 5.5 percent in the year 2000 to 5.0 percent in 2007.

Our 2003 report also projected some increases in representation among both minorities and women in the SES developmental pool. The 2007 data show that increases generally did take place, but again the magnitude of those increases varied.

It is important for me to note that we did not analyze the factors that contributed to these changes, and therefore care must be taken when comparing actual changes in demographic data to the projections we made. Specifically, we have not determined whether or not the estimated retirement and appointment trends used in our projections continued.

Now, while we have not done that analysis, agencies are required to analyze their work forces and, where representation levels for covered groups are lower than the civilian labor force, take steps to address those differences. Agencies must also maintain effective equal employment opportunity programs and develop strategies to mitigate or eliminate any barriers to participation.

It is also important for agencies to consider retirement eligibility and actual retirement rates of the SES.

In 2006, OPM reported that approximately 60 percent of the executive branch's white collar employees and 90 percent of its executives would be eligible for retirement over the next 10 years. Significant retirements could affect the leadership continuity, institutional knowledge, and expertise among the SES corps. This has important implications for Government management and emphasizes the need for good succession planning for this leadership group.

[The prepared statement of Mr. Stalcup follows:]

United States Government Accountability Office

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Before Congressional Committees

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HUMAN CAPITAL

Diversity in the Federal SES and Senior Levels of the U.S. Postal Service and Processes for Selecting New Executives

Statement of Katherine Siggerud, Director
Physical Infrastructure Issues

and

George H. Stalcup, Director
Strategic Issues

GAO-08-609T

April 3, 2008

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Highlights

Highlights of GAO-08-609T, a testimony before congressional committees

HUMAN CAPITAL

Diversity in the Federal SES and Senior Levels of the U.S. Postal Service and Processes for Selecting New Executives

Why GAO Did This Study

A diverse Senior Executive Service (SES), which generally represents the most experienced segment of the federal workforce, can be an organizational strength by bringing a wider variety of perspectives and approaches to policy development and decision making. In January 2003, GAO provided data on the diversity of career SES members as of October 2000 (GAO-03-34). In March 2000, GAO reported similar data for the Postal Career Executive Service (PCES) as of September 1999 (GAO/GGD-00-76). In its 2003 report, GAO also projected what the profile of the SES would be in October 2007 if appointment and separation trends did not change.

In response to a request for updated information on diversity in the SES and the senior ranks of the U.S. Postal Service, GAO is providing data on race, ethnicity, and gender obtained from the Office of Personnel Management's (OPM) Central Personnel Data File and the Postal Service for (1) career SES positions as of the end of fiscal year 2007 and the SES developmental pool (i.e., GS-15 and GS-14 positions) as well as a comparison of actual fiscal year 2007 data to projections for fiscal year 2007 that GAO made in its 2003 report, and (2) the PCES, the Executive Administrative Schedule (EAS), and EAS participants in the Corporate Succession Planning (CSP) program. GAO also describes the process that executive agencies and the Postal Service use to select members into their senior ranks.

To view the full product, including the scope and methodology, click on GAO-08-609T. For more information, contact Katherine Siggerud at (202) 512-2834 or siggerudk@gao.gov or George Stalcup at (202) 512-6806 or stalcupg@gao.gov

What GAO Found

Data in the Central Personnel Data File and provided by the U.S. Postal Service show that as of the end of fiscal year 2007, the overall percentages of women and minorities have increased in the federal career SES and its developmental pool for potential successors since 2000 as well as in the PCES and EAS levels 22 and above, from which PCES potential successors could come, since 1999.

	October 2000			September 2007		
		Percent			Percent	
Governmentwide	Number	Women	Minorities	Number	Women	Minorities
SES	6, 110	23.6	13.8	6,555	29.1	15.8
SES potential developmental pool (GS-15s and GS-14s)	135,012	28.2	17.0	149,149	34.3	22.5

Source: GAO analysis of OPM's Central Personnel Data File.

	September 1999			September 2007		
		Percent			Percent	
U.S. Postal Service	Number	Women	Minorities	Number	Women	Minorities
PCES	854	20.1	20.8	748	29.0	25.5
EAS levels 22 and above	8,955	22.7	25.3	8,826	31.5	29.5

Source: U.S. Postal Service.

Actual fiscal year 2007 SES data show that representation increased from October 2000 among minorities and women and that those increases generally exceed the increases we projected in our 2003 report. The only decrease among minorities occurred in African American men, whose fiscal year 2007 actual representation (5.0 percent) was less than the October 2000 baseline (5.5 percent). For the developmental pool (GS-15s and GS-14s), fiscal year 2007 data show that increases also occurred generally among minorities and women since October 2000.

Both executive branch agencies and the Postal Service have processes for selecting members into their senior ranks. Executive agencies use Executive Resources Boards to review the executive and technical qualifications of eligible candidates for initial SES career appointments and make recommendations on the best qualified. An OPM-administered board reviews candidates' qualifications before appointment to the SES. The Postal Service does not fall under the jurisdiction of OPM's board for promoting employees to the PCES. Instead, it promotes EAS and other employees to the PCES when they are selected to fill PCES vacancies. Most employees promoted to the PCES have been CSP program participants, consistent with Postal Service policy encouraging this practice. The CSP program is intended to identify and develop employees so that they can promptly and successfully assume PCES positions as these positions become available.

Chairman Davis, Chairman Akaka, and Members of the Subcommittees:

We are pleased to be here today to provide the Subcommittees with information on the representation of women and minorities[1] in the senior ranks of the federal government and the U.S. Postal Service. In January 2003, we released a comprehensive review of career senior executives by race, ethnicity, and gender governmentwide and by major executive agencies as of October 2000, and we also projected what the profile of the Senior Executive Service (SES) would be in October 2007 if appointment and separation trends did not change.[2]

Most recently, in May 2007,[3] we testified before the House Subcommittee on Federal Workforce, Postal Service, and the District of Columbia, Committee on Oversight and Government Reform on the fiscal year 2006 levels of representation of women and minorities in the federal government's career SES[4] and the levels that serve as the developmental pools from which the vast majority of potential successors for career SES positions[5] will come. We also provided data for the Postal Service's Postal Career Executive Service (PCES), which includes postal officers and executives and certain levels of the Service's Executive and Administrative Schedule (EAS), from which potential successors could come.

The federal government continues to face new and more complex challenges in the 21st century resulting from long-term fiscal constraints, changing demographics, and other factors. Leadership in agencies across the federal government, especially at senior executive levels, is essential to

[1]By minorities, we refer to people in the following racial and ethnic groups: African American, American Indian/Alaska Native, Asian/Pacific Islander, and Hispanic.

[2]GAO, *Senior Executive Service: Enhanced Agency Efforts Needed to Improve Diversity as the Senior Corps Turns Over*, GAO-03-34 (Washington, D.C.: Jan. 17, 2003).

[3]GAO, *Human Capital: Diversity in the Federal SES and the Senior Levels of the U.S. Postal Service*, GAO-07-838T (Washington, D.C.: May 10, 2007).

[4]Career SES members are individuals with civil service status (permanent) who are appointed competitively to SES positions and serve in positions below the top political appointees in the executive branch of government.

[5]The vast majority of potential successors for career SES positions come from the general schedule (GS) pay plan for grades GS-15 and GS-14. We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

providing accountable, committed, consistent, and sustained attention to human capital and related organizational transformation issues. Having a diverse SES corps, which generally represents the most experienced segment of the federal workforce, can be an organizational strength that can bring a wider variety of perspectives and approaches to bear on policy development and implementation, strategic planning, problem solving, and decision making.

Today, as requested, we are providing updated information as of the end of fiscal year 2007 on the representation of women and minorities in career SES[6] positions and the SES developmental pool (i.e., GS-15 and GS-14 positions) as well as baseline data from October 2000, which we previously reported for those same positions in 2003.[7] As requested, we also will compare the fiscal year 2007 data to statistically estimated projections for fiscal year 2007 that we made in our 2003 report. We also are providing updated information from the Postal Service on the representation of women and minorities in the PCES and EAS as of the end of fiscal year 2007 as well as baseline data from 1999, which we previously reported for those same positions.[8] We did not make projections for the profile of Postal Service positions based on retirement trends. In addition, we are providing representation data for the Postal Service's Corporate Succession Planning (CSP) program as of the end of fiscal year 2007 and the end of fiscal year 2004—the fiscal year that the CSP program first accepted participants. This program is intended to identify and develop employees so that they can promptly and successfully assume PCES positions as these positions become available. Finally, we will describe the overall processes used in executive branch agencies and the Postal Service for selecting members into their senior ranks.

[6]For the SES, we included those with career appointments in the Senior Executive Service personnel system. These individuals are in executive positions classified above GS-15 or equivalent and do not require appointment by the President with Senate confirmation. We excluded those in SES-type positions authorized by law, such as in the Foreign Service, and some law enforcement and intelligence programs as well as positions in the Senior Level and Scientific and Professional systems.

[7]GAO-03-34.

[8]GAO, *U.S. Postal Service: Diversity in the Postal Career Executive Service*, GAO/GGD-00-76 (Washington, D.C.: Mar. 30, 2000). We also have reported on fiscal year 2002 employee diversity at the Postal Service. See GAO, *U.S. Postal Service: Data on Career Employee Diversity*, GAO-03-745R (Washington, D.C.: Sept. 15, 2003).

We extracted representation data for the SES from the Office of Personnel Management's (OPM) Central Personnel Data File (CPDF). We believe the CPDF is sufficiently reliable for the informational purpose of this testimony. We previously reported that governmentwide data from the CPDF for the key variables reported in this testimony—agency, gender, race or national origin, and pay plan or grade—were 96 percent or more accurate.[9] Representation data for the PCES, EAS, and CSP program were provided by the Postal Service. The Postal Service data on employees in different levels by gender and race as well as the number in the CSP program are of undetermined reliability. During our review, the Postal Service was transitioning from one electronic data system to another, which prevented us from performing our normal reliability assessment. However, because the Postal Service representation data were generally consistent with prior years, we do not believe there are any material limitations in using these data for the purposes of this testimony. The information on selection processes was obtained from OPM and the Postal Service. We conducted this performance audit from January 2008 to March 2008 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Representation of Women and Minorities in the SES and Its Developmental Pool as of Fiscal Year 2007

The data that we are reporting today provide a demographic snapshot of the career SES as well as the levels that serve as the SES developmental pool for October 2000 and September 2007. Table 1 shows the number of career SES as well as those in the developmental pool, including the percentages of women and minorities. For more information on demographic data governmentwide, see appendix I.

[9]GAO, *OPM's Central Personnel Data File: Data Appear Sufficiently Reliable to Meet Most Customer Needs*, GAO/GGD-98-199 (Washington, D.C.: Sept. 30, 1998). Also, in a document dated February 28, 2008, an OPM official confirmed that OPM continues to follow the CPDF data quality standards and procedures contained in our 1998 report.

Table 1: Career SES and the SES Developmental Pool for October 2000 and September 2007

	October 2000			September 2007		
		Percent			Percent	
Governmentwide	Number	Women	Minorities	Number	Women	Minorities
SES	6,110	23.6	13.8	6,555	29.1	15.8
SES developmental pool (GS-15s and GS-14s)	135,012	28.2	17.0	149,149	34.3	22.5

Source: GAO analysis of OPM's CPDF.

Table 2 shows a further breakdown of the number of SES members, including the percentages of women and minorities, by Chief Financial Officers (CFO) Act agency.[10] For more information on demographic data by CFO Act agency, see appendix I.

Table 2: Career SES Members by CFO Act Agency for October 2000 and September 2007

	October 2000			September 2007		
		Percent			Percent	
CFO Act agency	Number of SES	Women	Minorities	Number of SES	Women	Minorities
Agriculture	283	25.4	20.1	318	28.3	18.9
AID	25	20.0	20.0	22	45.5	36.4
Commerce	296	23.3	12.5	317	28.4	14.5
Defense	1,144	16.3	6.1	1,123	22.6	8.3
Education	60	28.3	21.7	66	36.4	15.2
Energy	391	18.9	10.7	421	22.8	14.3
EPA	255	29.8	15.3	261	37.5	17.2
FEMA	32	21.9	3.1	[a]	[a]	[a]
GSA	84	28.6	14.3	80	28.8	15.0
HHS	399	36.1	21.3	356	44.1	20.5
DHS	[b]	[b]	[b]	325	26.2	13.2
HUD	73	28.8	35.6	89	38.2	43.8

[10]The CFO Act agencies are 24 major executive agencies that are subject to the CFO Act. In 2006, the CFO Act agencies employed 98 percent of federal employees. Pub. L. No. 101-576, 104 Stat. 2838 (Nov. 15, 1990), as amended.

CFO Act agency	October 2000 Number of SES	October 2000 Percent Women	October 2000 Percent Minorities	September 2007 Number of SES	September 2007 Percent Women	September 2007 Percent Minorities
Interior	191	31.9	22.0	221	31.7	25.8
Justice	407	22.6	15.2	645	22.2	17.8
Labor	132	28.0	21.2	133	33.1	21.1
NASA	394	19.5	13.2	431	23.4	14.6
NRC	139	13.7	11.5	146	19.9	13.7
NSF	79	30.4	13.9	79	44.3	16.5
OPM	36	41.7	19.4	42	38.1	16.7
SBA	39	33.3	33.3	36	27.8	38.9
SSA	118	35.6	33.1	134	41.8	27.6
State	101	28.7	5.0	114	32.5	6.1
Transportation	178	27.0	14.6	188	36.2	16.0
Treasury	537	23.3	12.8	386	36.8	18.4
VA	247	14.6	9.7	236	30.9	14.8

Source: GAO analysis of OPM"s CPDF.

Notes: AID is the Agency for International Development; EPA is the Environmental Protection Agency; FEMA is the Federal Emergency Management Agency; GSA is the General Services Administration; HHS is the Department of Health and Human Services; DHS is the Department of Homeland Security; HUD is the Department of Housing and Urban Development; NASA is the National Aeronautics and Space Administration; NRC is the Nuclear Regulatory Commission; NSF is the National Science Foundation; SBA is the Small Business Administration; SSA is the Social Security Administration; and VA is the Department of Veterans Affairs.

[a]FEMA was an independent agency and 1 of the 24 CFO Act agencies until the formation of DHS in 2003.

[b]DHS did not exist before March 2003. It was created from 22 agencies or parts of agencies, including the U.S. Customs Service, which was formerly located in the Department of the Treasury; FEMA; and the Coast Guard.

As we reported in 2003, the gender, racial, and ethnic profiles of the career SES at the 24 CFO Act agencies varied significantly in October 2000. The representation of women ranged from 13.7 percent to 41.7 percent, with half of the agencies having 27 percent or fewer women. For minority representation, rates varied even more and ranged from 3.1 percent to 35.6 percent, with half of the agencies having less than 15 percent minorities in the SES. In 2007, the representation of women and minorities, both overall and for most individual agencies, was higher than it was in October 2000. The representation of women ranged from 19.9 percent to 45.5, percent with more than half of the agencies having 30 percent or more women. For minority representation, rates ranged from 6.1 percent to 43.8 percent, with more than half of the agencies having over 16 percent minority

representation, and more than 90 percent of the agencies having more than 13 percent minority representation in the SES.

For this testimony, we did not analyze the factors that contributed to the changes from October 2000 through September 2007 in representation. OPM and the Equal Employment Opportunity Commission (EEOC), in their oversight roles, require federal agencies to analyze their workforces, and both agencies also report on governmentwide representation levels.[11] Under OPM's regulations implementing the Federal Equal Opportunity Recruitment Program (FEORP),[12] agencies are required to determine where representation levels for covered groups are lower than the civilian labor force and take steps to address those differences.[13] Agencies are also required to submit annual FEORP reports to OPM in the form prescribed by OPM. EEOC's Management Directive 715 (MD-715) provides guidance and standards to federal agencies for establishing and maintaining effective equal employment opportunity programs, including a framework for executive branch agencies to help ensure effective management, accountability, and self-analysis to determine whether barriers to equal employment opportunity exist and to identify and develop strategies to mitigate or eliminate the barriers to participation.[14] Specifically EEOC's MD-715 states that agency personnel programs and policies should be evaluated regularly to ascertain whether such programs have any barriers that tend to limit or restrict equitable opportunities for open competition in the workplace. The initial step is for agencies to analyze their workforce data with designated benchmarks, including the civilian labor force. If analysis of their workforce profiles identifies potential barriers, agencies are to examine all related policies, procedures, and practices to determine whether an actual barrier exists. EEOC requires agencies to report the results of their analyses annually.

[11]OPM's most recent report is its January 2007 *Annual Report to the Congress: Federal Equal Opportunity Recruitment Program, Fiscal Year 2006*, and EEOC's most recent report is its *Fiscal Year 2006 Annual Report on the Federal Work Force*.

[12]5 U.S.C. § 7201 and 5 C.F.R. Part 720, Subpart B.

[13]The civilian labor force is composed of those 16 and older who are employed or looking for work and not in the military or institutionalized.

[14]EEOC defines barriers as agency policies, principles, or practices that limit or tend to limit employment opportunities for members of a particular gender, race, or ethnic background or based on an individual's disability status.

In our 2003 report, we (1) reviewed actual appointment trends from fiscal years 1995 to 2000 and actual separation experience from fiscal years 1996 to 2000; (2) estimated by race, ethnicity, and gender the number of career SES who would leave government service from October 2000 through October 2007; and (3) projected what the profile of the SES would be if appointment and separation trends did not change. We estimated that more than half of the career SES members employed in October 2000 will have left service by October 2007. Assuming then-current career SES appointment trends, we projected that (1) the only significant changes in diversity would be an increase in the number of white women with an essentially equal decrease in white men and (2) the proportions of minority women and men would remain virtually unchanged in the SES corps, although we projected slight increases among most racial and ethnic minorities.

Table 3 shows SES representation as of October 2000, our 2003 projections of what representation would be at the end of fiscal year 2007, and actual fiscal year 2007 data. We projected increases in representation among both minorities and women. Fiscal year 2007 data show that increases did take place among those groups and that those increases generally exceed the increases we projected. The only decrease among minorities occurred in African American men, whose representation declined from 5.5 percent in 2000 to 5.0 percent at the end of fiscal year 2007. For more information on our projections, see appendix II.

Table 3: Fiscal Year 2007 Projections We Reported in 2003 Compared with Actual Fiscal Year 2007 Data for SES Governmentwide and Baseline 2000 Data

SES profile	October 2000 Percent	October 2003 projections for October 2007 Percent	Actual September 2007 Percent
African American men	5.5	5.7	5.0
African American women	2.9	3.4	3.5
American Indian/Alaska Native men	0.9	0.8	0.9
American Indian/Alaska Native women	0.3	0.3	0.4
Asian/Pacific Islander men	1.1	1.1	1.5
Asian/Pacific Islander women	0.5	0.6	0.9
Hispanic men	1.8	2.0	2.7
Hispanic women	0.7	0.7	0.9
White men	67.1	62.1	60.7
White women	19.1	23.1	23.3

SES profile	October 2000 Percent	October 2003 projections for October 2007 Percent	Actual September 2007 Percent
Unspecified/other	0.1	0.4	0.2
Total[a]	**100.0**	**100.0**	**100.0**
Minorities	13.8	14.5	15.8
Men	76.4	71.6	70.9
Minority men	9.3	9.5	10.1
Women	23.6	28.1	29.1
Minority women	4.5	5.0	5.8

Source: GAO analysis of OPM's CPDF.

Notes: Governmentwide includes civilian employees of all cabinet-level departments, independent agencies, commissions, councils, and boards in the executive branch except the intelligence agencies, the Postal Service, and the Foreign Service (as of 2007). Projections include replacements for departing SES members at appointment trends for fiscal years 1995-2000 (See GAO-03-34).

[a]Percentages may not add to 100 because of rounding.

Table 4 shows developmental pool representation as of October 2000, our 2003 projections of what representation would be at the end of fiscal year 2007, and actual fiscal year 2007 data. We projected increases in representation among both minorities and women. Fiscal year 2007 data show that increases did generally take place among those groups. For more information on our projections, see appendix II.

Table 4: Fiscal Year 2007 Projections We Reported in 2003 Compared with Actual Fiscal Year 2007 Data for the SES Developmental Pool Governmentwide and Baseline 2000 Data

Profile of developmental pool (GS-15s and GS-14s)	October 2000 Percent	October 2003 projections for October 2007 Percent	Actual September 2007 Percent
African American men	3.8	4.1	4.3
African American women	4.1	4.5	6.1
American Indian/Alaska Native men	0.6	0.7	0.6
American Indian/Alaska Native women	0.3	0.3	0.4
Asian/Pacific Islander men	3.3	3.1	4.2
Asian/Pacific Islander women	1.4	1.5	2.3
Hispanic men	2.5	2.8	3.0
Hispanic women	1.0	1.2	1.5

Profile of developmental pool (GS-15s and GS-14s)	October 2000	October 2003 projections for October 2007	Actual September 2007
	Percent	Percent	Percent
White men	61.6	58.6	53.4
White women	21.3	22.9	23.9
Unspecified/other	0.1	0.2	0.2
Total[a]	**100.0**	**100.0**	**100.0**
Minorities	17.0	18.2	22.5
Men	71.8	69.4	65.7
Minority men	10.2	10.7	12.1
Women	28.2	30.4	34.3
Minority women	6.8	7.5	10.3

Source: GAO analysis of OPM's CPDF.

Notes: Governmentwide includes civilian employees of all cabinet-level departments, independent agencies, commissions, councils, and boards in the executive branch except the intelligence agencies, the Postal Service, and the Foreign Service (as of 2007). We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute. Projections include replacements for departing GS-15, GS-14, and equivalent employees at appointment trends for fiscal years 1995-2000 (See GAO-03-34).

[a]Percentages may not add to 100 because of rounding.

As stated earlier, we have not analyzed the factors contributing to changes in representation; therefore care must be taken when comparing changes in demographic data since fiscal year 2000 to the projections we made in 2003, as we do in tables 3 and 4. For example, we have not determined whether estimated retirement trends materialized or appointment and separation trends used in our projections continued and the impact these factors may have had on the diversity of the SES and its developmental pool.

Considering retirement eligibility and actual retirement rates of the SES is important because individuals normally do not enter the SES until well into their careers; thus SES retirement eligibility is much higher than for the workforce in general. As we have said before, as part of a strategic human capital planning approach, agencies need to develop long-term strategies for acquiring, developing, motivating, and retaining staff.[15] An

[15]GAO, *Human Capital: Federal Workforce Challenges in the 21st Century*, GAO-07-556T (Washington, D.C.: Mar. 6, 2007).

agency's human capital plan should address the demographic trends that the agency faces with its workforce, especially retirements. In 2006, OPM reported that approximately 60 percent of the executive branch's 1.6 million white-collar employees and 90 percent of about 6,000 federal executives will be eligible for retirement over the next 10 years. If a significant number of SES members were to retire, it could result in a loss of leadership continuity, institutional knowledge, and expertise among the SES corps, with the degree of loss varying among agencies and occupations. This has important implications for government management and emphasizes the need for good succession planning for this leadership group. Rather than simply recreating the existing organization, effective succession planning and management, linked to the strategic human capital plan, can help an organization become what it needs to be. Leading organizations go beyond a "replacement" approach that focuses on identifying particular individuals as possible successors for specific top-ranking positions. Rather, they typically engage in broad, integrated succession planning and management efforts that focus on strengthening both current and future capacity, anticipating the need for leaders and other key employees with the necessary competencies to successfully meet the complex challenges of the 21st century.

Succession planning also is tied to the federal government's opportunity to affect the diversity of the executive corps through new appointments. In September 2003,[16] we reported that agencies in other countries use succession planning and management to achieve a more diverse workforce, maintain their leadership capacity, and increase the retention of high-potential staff. Racial, ethnic, and gender diversity in the SES is an important component for the effective operation of the government.

[16]GAO, *Human Capital: Insights for U.S. Agencies from Other Countries' Succession Planning and Management Initiatives*, GAO-03-914 (Washington, D.C.: Sept. 15, 2003).

Representation of Women and Minorities in the PCES, EAS, and CSP Program

As we have testified before the House Subcommittee on Federal Workforce, Postal Service, and the District of Columbia, Committee on Oversight and Government Reform,[17] the Postal Service expects nearly half of its executives to retire within the next 5 years, which has important implications and underscores the need for effective succession planning. This presents the Postal Service with substantial challenges for ensuring an able cadre of postal executives and also presents opportunities for the Postal Service to affect the composition of the PCES. Table 5 updates information we provided last year for the PCES and EAS levels 22 and above,[18] from September 1999 to September 2007, showing increases in the representation of women and minorities.

Table 5: Representation of Women and Minorities in the PCES and EAS Levels 22 and Above for September 1999 and September 2007

	September 1999			September 2007		
		Percent			Percent	
U.S. Postal Service	Number	Women	Minorities	Number	Women	Minorities
PCES	854	20.1	20.8	748	29.0	25.5
EAS levels 22 and above	8,955	22.7	25.3	8,826	31.5	29.5

Source: U.S. Postal Service.

Note: For more information on PCES and EAS data, see app. III.

Since last year's testimony, we have studied the pools of potential successors that the Postal Service can draw from in selecting PCES promotions. The Service's policy encourages selecting employees from the CSP program when it promotes employees to the PCES. The current CSP program—which first accepted participants in 2004—is intended to identify pools of potential successors for PCES positions and develop these employees so that they can promptly and successfully assume PCES

[17]GAO, *U.S. Postal Service: Postal Reform Law Provides Opportunities to Address Postal Challenges*, GAO-07-684T (Washington, D.C.: Apr. 17, 2007).

[18]In fiscal year 2007, the salary range of EAS employees at levels 22 and above compared roughly to the salary range of federal employees who were paid under the fiscal year 2007 general schedule at GS-11, step 4 to GS-15, step 10.

positions as these positions become available.[19] Nearly 87 percent of postal employees promoted to the PCES in fiscal years 2004 through 2007 were participating in the CSP program, and nearly 7 in 10 promotions were drawn from CSP program participants in EAS levels 25 and above. Table 6 shows increases in the representation of women and minorities in the CSP program from September 2004 to September 2007 among program participants at EAS level 25 and above.

Table 6: Representation of Women and Minorities in the CSP Program at EAS Levels 25 and Above for September 2004 and September 2007

	September 2004			September 2007		
		Percent			Percent	
CSP program participants	Number	Women	Minorities	Number	Women	Minorities
At EAS level 25 and above	489	30.3	24.9	471	32.7	28.0

Source: U.S. Postal Service.

Note: For more information on CSP data, see app. III.

We also have not analyzed factors that contributed to changes in the representation levels in the PCES, EAS, or CSP program. The Postal Service, like executive branch agencies, has responsibility for analyzing its workforce to determine (1) where representation levels for covered groups are lower than the civilian labor force and take steps to address those differences and (2) whether barriers to equal employment opportunity exist and to identify and develop strategies to mitigate or eliminate the barriers to participation.

The Postal Accountability and Enhancement Act, enacted in 2006, expressed Congress's interest in diversity in the Postal Service. It required the Postal Service Board of Governors to report on the representation of

[19]The CSP program groups the 748 PCES jobs into about 400 position pools. CSP program committees, each headed by a postal officer, consider nominees to position pools under the committees' jurisdiction; the officer then selects participants for each pool. Participants engage in developmental activities during the 2-year CSP program cycle, and then must reapply if they wish to participate in the next 2-year cycle.

women and minorities in supervisory and management positions,[20] which is a different focus from this statement on the PCES, EAS, and CSP program. This Board of Governors' report provided trend data for supervisory and management positions for fiscal years 2004 through 2007, as well as for the career workforce as a whole. In this regard, the report highlighted data for all career employees[21] in the Service's workforce, noting that from fiscal years 2004 through 2007 the percentage of women increased from 38.3 percent to 39.7 percent, while the percentage of minorities increased from 36.8 percent to 38.3 percent over the same period.

Processes Used for Selecting SES and PCES Members

Executive branch agencies have processes for selecting members into the SES and developmental programs that are designed to create pools of candidates for senior positions. The Postal Service also has processes for selecting PCES members and participants in its CSP program from which potential successors to the PCES could come.

Selecting Career SES Members

OPM regulations require federal executive agencies to follow competitive merit staffing requirements for initial career appointments to the SES or for appointment to formal SES candidate development programs, which are competitive programs designed to create pools of candidates for SES positions.[22] Each agency head is to appoint one or more Executive Resources Boards (ERB) to conduct the merit staffing process for initial SES career appointments. ERBs review the executive and technical qualifications of each eligible candidate and make written recommendations to the appointing official concerning the candidates.[23] The appointing official selects from among those candidates identified by

[20]U.S. Postal Service, *Board of Governors' Report to the President and Congress on the Representation of Women and Minorities in Supervisory and Management Positions in the United States Postal Service*, required by Sec. 706(a) of Pub. L. No. 109-435: The Postal Accountability and Enhancement Act, enacted December 20, 2006.

[21]Generally, the Service has defined career employees as persons who have permanent work appointments and include such employees as executives, supervisors, postmasters, clerks, mail handlers, city and rural letter carriers, and administrative staff.

[22]To begin recruiting for the SES, an agency first advertises a position through the governmentwide automated employment information system for a minimum of 14 days. 5 C.F.R. § 317.501(b)(2). See also 5 C.F.R. § 412.104.

[23]5 C.F.R. § 317.501 and 5 U.S.C. § 3393(b).

the ERB as best qualified and certifies the executive and technical qualifications of those candidates selected. Candidates who are selected must have their executive qualifications certified by an OPM-administered Qualifications Review Board (QRB) before being appointed to the SES.[24]

According to OPM, it convenes weekly QRBs to review the applications of candidates for initial career appointment to the SES. QRBs are independent boards of three senior executives that assess the executive qualifications of all new SES candidates. Two criteria exist for membership on a QRB: at least two of three members must be career appointees,[25] and each member must be from a different agency. In addition, OPM guidance states that QRB members cannot review candidates from their own agencies. An OPM official stated that an OPM official acts as administrator, attending each QRB to answer questions, moderate, and offer technical guidance but does not vote or influence voting. OPM guidance states that the QRB does not rate, rank, or compare a candidate's qualifications against those of other candidates. Instead, QRB members judge the overall scope, quality, and depth of a candidate's executive qualifications within the context of five executive core qualifications—leading change, leading people, results driven, business acumen, and building coalitions—to certify that the candidate's demonstrated experience meets the executive core qualifications.

To staff QRBs, an OPM official said that OPM sends a quarterly letter to the heads of agencies' human capital offices seeking volunteers for specific QRBs and encourages agencies to identify women and minority participants. Agencies then inform OPM of scheduled QRB participants, without a stipulation as to the profession of the participants. OPM solicits agencies once a year for an assigned quarter and requests QRB members on a proportional basis. The OPM official said that OPM uses a rotating schedule, so that the same agencies are not contacted each quarter. Although QRBs generally meet on a weekly basis, an OPM official said that QRBs can meet more than once a week, depending on caseload. The official said that because of the caseload of recruitment for SES positions recently, OPM had been convening a second "ad hoc" QRB. According to another OPM official, after QRB certification, candidates are officially approved and can be placed.

[24]See 5 C.F.R. § 317.502 and 5 U.S.C. § 3393(c).

[25]OPM regulations provide that more than half of the members of the QRB must be SES career appointees. 5 C.F.R. § 317.502(a). See also 5 U.S.C. § 3393(c).

In addition to certification based on demonstrated executive experience and another form of certification based on special or unique qualities,[26] OPM regulations permit the certification of the executive qualifications of graduates of candidate development programs by a QRB and selection for the SES without further competition.[27] OPM regulations state that for agency candidate development programs, agencies must have a written policy describing how their programs will operate and must have OPM approval before conducting them. According to OPM, candidate development programs typically run from 18 to 24 months and are open to GS-15s and GS-14s or employees at equivalent levels from within or outside the federal government. Agencies are to use merit staffing procedures to select participants for their programs, and most program vacancies are announced governmentwide. OPM regulations provide that candidates who compete governmentwide for participation in a candidate development program, successfully complete the program, and obtain QRB certification are eligible for noncompetitive appointment to the SES.[28] OPM guidance states that candidate development program graduates are not guaranteed placement in the SES. Agencies' ERB chairs must certify that candidates have successfully completed all program activities, and OPM staff and an ad hoc QRB review candidates' training and development experience to ensure that it provides the basis for certification of executive qualifications.

OPM also periodically sponsors a centrally administered federal candidate development program. According to an OPM official, the OPM-sponsored federal candidate development program can be attractive to smaller agencies that may not have their own candidate development program, and OPM administers the federal program for them. According to OPM officials, 12 candidates graduated from the first OPM-sponsored federal candidate development program in September 2006. Of those, 8 individuals have been placed; 1 is about to be placed, and 3 are awaiting placement. In

[26] 5 C.F.R. § 317.502(c). According to OPM, in very rare cases when exceptional candidates with demonstrated experience are not available, a QRB may certify a candidate whose professional/technical background makes him or her particularly well-suited for an SES vacancy although the candidate lacks demonstrated experience in one or more of the executive core qualifications. The candidate must have the potential for quickly acquiring full competence in all of the core qualifications. See also 5 U.S.C. § 3393(c)(2).

[27] 5 C.F.R. § 412.104.

[28] In some cases, candidate development program openings are announced only to an agency's employees rather than governmentwide; graduates from such programs must compete for SES positions. 5 C.F.R. § 412.104.

January 2008, OPM advertised the second OPM-sponsored federal candidate development program, and selections for the second program are pending.

With respect to oversight of and selection into the SES, we note that the Chairmen of the two Subcommittees represented here today introduced legislation in October 2007,[29] which would create a Senior Executive Service Resource Office within OPM to improve policy direction and oversight of, among other things, the structure, management, and diversity of the SES. In addition, this legislation would require agencies to establish SES Evaluation Panels of diverse composition to review the qualifications of candidates.

Selecting PCES Members

Because the Postal Service has specific statutory authority to establish procedures for appointments and promotions,[30] it does not fall under the jurisdiction of the OPM QRB and its certification activities. Instead, the Postal Service promotes EAS and other employees to the PCES[31] when these employees are selected to fill PCES vacancies. Promotions generally involve EAS employees in levels 25 and above who are CSP program participants and who were identified as potential PCES successors through a nomination and evaluation process (either through self-nomination or nomination by a PCES "sponsor"). As previously noted, the CSP program is intended to identify and develop these employees so that they can promptly and successfully assume PCES positions as these positions become available.

The selecting official for a PCES-I position (i.e., the relevant officer) is required to obtain approval for the selection decision from the relevant member of the Service's Executive Committee.[32] Postal Service policy notes that employees promoted to the PCES should be CSP participants except in rare cases. However, participation in the CSP program does not

[29]"The SES Diversity Assurance Act," H.R. 3774 and S. 2148.

[30]39 U.S.C. §1001(b).

[31]The PCES is made up of two levels. Officers (PCES-II) constitute the senior leadership of the Postal Service and include the Postmaster General, the Deputy Postmaster General, and vice presidents, among others. Other postal executives (PCES-I) include headquarters, area, and district officials who are not officers.

[32]The Executive Committee consists of the Postmaster General, the Deputy Postmaster General, and six senior postal officers.

trigger any promotion decision, and any employee can be promoted to the PCES, regardless of whether that person is participating in CSP.[33] Further, there are no requirements for PCES vacancies to be advertised, nor are selecting officials required to interview candidates for such vacancies. According to postal officials, selecting officials use a variety of methods to fill PCES-I vacancies,[34] which may involve interviews and discussion among officers regarding candidates or potential candidates, or which may involve considering employees who have had developmental assignments. Such discussions may happen when the vacancy is in one area of the country and potential candidates are in other areas, or when potential candidates are in CSP program position pools outside the jurisdiction of the selecting official.

The Postal Service has implemented a structured process to select nominees to participate in up to 5 of the approximately 400 CSP program position pools. First, the Service conducts a range of preparatory activities for the 2-year CSP program cycle, including a needs assessment for the program, such as determining what PCES positions have been created or eliminated and any CSP position pools where succession planning is shallow. The Service's Employee Development and Diversity Office, which is responsible for the CSP program, coordinates activities with CSP program liaisons throughout the Service, who provide administrative support and information about the program.

Second, the Postal Service receives nominations for each 2-year CSP program cycle, including self-nominations and other nominations from PCES sponsors. Nominees complete applications that include self-assessments against the eight competencies in the Service's Executive Competency Model. PCES sponsors and the relevant PCES-I executives also evaluate each nominee and make recommendations to the CSP program committees to either support or not support each nominee.

[33]In some cases, PCES vacancies may be filled by PCES or EAS employees not participating in CSP or by outside hires. According to postal officials, the Postal Service has made outside hires to fill some PCES vacancies, typically to acquire unique or hard to find skills or credentials.

[34]The Postmaster General is the selecting official for PCES-II positions, with the exception of the Deputy Postmaster General, who is appointed by the Governors of the Postal Service and the Postmaster General. Such positions have been filled by promoting a PCES-I executive or, more infrequently, through an outside hire.

Third, each of the Service's 43 officers convenes a CSP program committee of three or more executives to consider nominees for each position pool under each officer's jurisdiction. Each CSP program committee reviews nominees for pools under its jurisdiction and makes recommendations regarding each nominee. Officers then select participants for their pools, subject to review and approval by the responsible member of the Executive Committee. The Postmaster General and Chief Human Resources Officer also review some selections for "critical" position pools that are so designated by each officer.

Fourth, once selected, CSP participants develop an individual development plan (IDP) that outlines planned developmental activities and assignments for the 2-year CSP program cycle. IDPs are reviewed and approved by the CSP program committees and by the relevant executives.

Chairman Davis, Chairman Akaka, and Members of the Subcommittees, this concludes our prepared statement. We would be pleased to respond to any questions that you may have.

Contacts and Acknowledgments

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Demographic Profiles of Career SES, GS-15, and GS-14 Employees Governmentwide and at the 24 Chief Financial Officer Act Agencies

Table 7: Demographic Profiles of Career SES, GS-15, and GS-14 Employees Governmentwide

Equal employment opportunity (EEO) group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	333	5.5	328	5.0	1,711	3.3	2,123	3.6	3,401	4.1	4,316	4.8
African American women	179	2.9	232	3.5	1,500	2.9	2,374	4.1	4,067	4.9	6,734	7.4
American Indian/ Alaska Native men	54	0.9	60	0.9	278	0.5	353	0.6	579	0.7	585	0.6
American Indian/ Alaska Native women	21	0.3	28	0.4	103	0.2	193	0.3	294	0.4	397	0.4
Asian/Pacific Islander men	70	1.1	96	1.5	2,063	4.0	2,904	5.0	2,426	2.9	3,401	3.7
Asian/Pacific Islander women	33	0.5	57	0.9	836	1.6	1,604	2.8	1,036	1.2	1,899	2.1
Hispanic men	112	1.8	176	2.7	1,197	2.3	1,660	2.8	2,117	2.5	2,758	3.0
Hispanic women	43	0.7	60	0.9	470	0.9	760	1.3	884	1.1	1,433	1.6
White men	4,097	67.1	3,976	60.7	33,567	64.8	32,931	56.5	49,548	59.6	46,787	51.5
White women	1,164	19.1	1,526	23.3	10,062	19.4	13,326	22.9	18,759	22.6	22,324	24.6
Unspecified/other	4	0.1	16	0.2	39	0.1	87	0.1	75	0.1	200	0.2
Total[a]	**6,110**	**100.0**	**6,555**	**100.0**	**51,826**	**100.0**	**58,315**	**100.0**	**83,186**	**100.0**	**90,834**	**100.0**
Minorities	845	13.8	1,037	15.8	8,158	15.7	11,971	20.5	14,804	17.8	21,523	23.7
Men	4,666	76.4	4,646	70.9	38,816	74.9	40,030	68.6	58,071	69.8	57,973	63.8
Minority men	569	9.3	660	10.1	5,249	10.0	7,040	12.1	8,523	10.2	11,060	12.2
Women	1,440	23.6	1,909	29.1	12,971	25.0	18,285	31.4	25,040	30.1	32,861	36.2
Minority women	276	4.5	377	5.8	2,909	5.6	4,931	8.5	6,281	7.6	10,463	11.5

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Notes: Governmentwide includes civilian employees of all cabinet-level departments, independent agencies, commissions, councils, and boards in the executive branch except the intelligence agencies, the U.S. Postal Service, and the Foreign Service (as of 2007). We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 8: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Agriculture

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	28	9.9	22	6.9	72	4.0	90	4.4	122	3.5	179	4.5
African American women	11	3.9	11	3.5	53	2.9	79	3.9	153	4.4	235	5.9
American Indian/Alaska Native men	2	0.7	3	0.9	8	0.4	14	0.7	32	0.9	30	0.8
American Indian/Alaska Native women	1	0.4	1	0.3	2	0.1	1	0.0	8	0.2	21	0.5
Asian/Pacific Islander men	5	1.8	8	2.5	41	2.3	74	3.6	95	2.8	152	3.8
Asian/Pacific Islander women	0	0.0	3	0.9	7	0.4	15	0.7	35	1.0	62	1.6
Hispanic men	8	2.8	9	2.8	37	2.0	59	2.9	82	2.4	108	2.7
Hispanic women	2	0.7	3	0.9	3	0.2	13	0.6	22	0.6	53	1.3
White men	168	59.4	186	58.5	1,302	72.0	1,294	63.4	2,188	63.6	2,148	53.7
White women	58	20.5	71	22.3	283	15.6	401	19.7	695	20.2	1,006	25.2
Unspecified/other	0	0.0	1	0.3	1	0.1	0	0.0	7	0.2	5	0.1
Total*	**283**	**100.0**	**318**	**100.0**	**1,809**	**100.0**	**2,040**	**100.0**	**3,439**	**100.0**	**3,999**	**100.0**
Minorities	57	20.1	60	18.9	223	12.3	345	16.9	549	16.0	840	21.0
Men	211	74.6	228	71.7	1,460	80.7	1,531	75.0	2,519	73.2	2,620	65.5
Minority men	43	15.2	42	13.2	158	8.7	237	11.6	331	9.6	469	11.7
Women	72	25.4	90	28.3	348	19.2	509	25.0	913	26.5	1,379	34.5
Minority women	14	4.9	18	5.7	65	3.6	108	5.3	218	6.3	371	9.3

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

*Percentages may not add to 100 because of rounding.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

Table 9: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Agency for International Development

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	2	8.0	2	9.1	24	5.7	18	4.1	23	4.1	31	6.8
African American women	1	4.0	4	18.2	19	4.5	28	6.4	36	6.5	70	15.3
American Indian/Alaska Native men	1	4.0	0	0.0	2	0.5	0	0.0	1	0.2	0	0.0
American Indian/Alaska Native women	0	0.0	0	0.0	1	0.2	0	0.0	0	0.0	1	0.2
Asian/Pacific Islander men	0	0.0	0	0.0	9	2.1	10	2.3	17	3.1	13	2.8
Asian/Pacific Islander women	0	0.0	1	4.5	6	1.4	9	2.1	10	1.8	13	2.8
Hispanic men	1	4.0	1	4.5	11	2.6	13	3.0	15	2.7	12	2.6
Hispanic women	0	0.0	0	0.0	1	0.2	4	0.9	3	0.5	5	1.1
White men	16	64.0	9	40.9	257	60.6	230	52.6	290	52.3	170	37.1
White women	4	16.0	5	22.7	94	22.2	125	28.6	160	28.8	143	31.2
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**25**	**100.0**	**22**	**100.0**	**424**	**100.0**	**437**	**100.0**	**555**	**100.0**	**458**	**100.0**
Minorities	5	20.0	8	36.4	73	17.2	82	18.8	105	18.9	145	31.7
Men	20	80.0	12	54.5	303	71.5	271	62.0	346	62.3	226	49.3
Minority men	4	16.0	3	13.6	46	10.8	41	9.4	56	10.1	56	12.2
Women	5	20.0	10	45.5	121	28.5	166	38.0	209	37.7	232	50.7
Minority women	1	4.0	5	22.7	27	6.4	41	9.4	49	8.8	89	19.4

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 10: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Commerce

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	17	5.7	17	5.4	69	3.0	105	3.6	183	3.8	339	4.9
African American women	5	1.7	9	2.8	53	2.3	93	3.2	177	3.7	411	6.0
American Indian/Alaska Native men	2	0.7	1	0.3	2	0.1	7	0.2	10	0.2	13	0.2
American Indian/Alaska Native women	0	0.0	0	0.0	0	0.0	7	0.2	8	0.2	9	0.1
Asian/Pacific Islander men	3	1.0	5	1.6	111	4.8	214	7.4	335	7.0	695	10.1
Asian/Pacific Islander women	3	1.0	5	1.6	28	1.2	79	2.7	139	2.9	314	4.5
Hispanic men	4	1.4	7	2.2	39	1.7	52	1.8	65	1.4	119	1.7
Hispanic women	3	1.0	2	0.6	14	0.6	26	0.9	43	0.9	76	1.1
White men	201	67.9	197	62.1	1,573	68.5	1,726	59.8	2,910	60.7	3,480	50.4
White women	58	19.6	74	23.3	408	17.8	577	20.0	923	19.2	1,449	21.0
Unspecified/other	0	0.0	0	0.0	1	0.0	1	0.0	2	0.0	1	0.0
Total*	**296**	**100.0**	**317**	**100.0**	**2,298**	**100.0**	**2,887**	**100.0**	**4,795**	**100.0**	**6,906**	**100.0**
Minorities	37	12.5	46	14.5	316	13.8	583	20.2	960	20.0	1,976	28.6
Men	227	76.7	227	71.6	1,794	78.1	2,105	72.9	3,503	73.1	4,647	67.3
Minority men	26	8.8	30	9.5	221	9.6	378	13.1	593	12.4	1,166	16.9
Women	69	23.3	90	28.4	503	21.9	782	27.1	1,290	26.9	2,259	32.7
Minority women	11	3.7	16	5.0	95	4.1	205	7.1	367	7.7	810	11.7

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 11: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Defense

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	21	1.8	27	2.4	231	2.1	221	2.6	604	3.1	576	3.7
African American women	10	0.9	16	1.4	124	1.1	122	1.5	468	2.4	486	3.1
American Indian/Alaska Native men	6	0.5	8	0.7	50	0.4	33	0.4	72	0.4	63	0.4
American Indian/Alaska Native women	1	0.1	2	0.2	9	0.1	12	0.1	24	0.1	24	0.2
Asian/Pacific Islander men	13	1.1	15	1.3	282	2.5	307	3.7	554	2.9	563	3.6
Asian/Pacific Islander women	9	0.8	9	0.8	37	0.3	69	0.8	141	0.7	184	1.2
Hispanic men	7	0.6	12	1.1	158	1.4	173	2.1	335	1.7	386	2.5
Hispanic women	3	0.3	4	0.4	28	0.3	40	0.5	104	0.5	139	0.9
White men	909	79.5	802	71.4	8,795	79.0	6,173	73.7	13,612	70.4	10,151	65.8
White women	163	14.2	221	19.7	1,409	12.7	1,221	14.6	3,409	17.6	2,831	18.3
Unspecified/other	2	0.2	7	0.6	14	0.1	5	0.1	25	0.1	32	0.2
Total*	**1,144**	**100.0**	**1,123**	**100.0**	**11,137**	**100.0**	**8,376**	**100.00**	**19,348**	**100.0**	**15,435**	**100.0**
Minorities	70	6.1	93	8.3	919	8.3	977	11.7	2,302	11.9	2,421	15.7
Men	956	83.6	869	77.4	9,516	85.4	6,911	82.5	15,177	78.4	11,756	76.2
Minority men	47	4.1	62	5.5	721	6.5	734	8.8	1,565	8.1	1,588	10.3
Women	186	16.3	254	22.6	1,607	14.4	1,465	17.5	4,146	21.4	3,679	23.8
Minority women	23	2.0	31	2.8	198	1.8	243	2.9	737	3.8	833	5.4

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 12: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Education

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	8	13.3	3	4.5	31	6.7	30	6.3	68	8.7	68	8.0
African American women	1	1.7	5	7.6	40	8.7	51	10.8	117	14.9	154	18.2
American Indian/Alaska Native men	1	1.7	0	0.0	1	0.2	2	0.4	3	0.4	2	0.2
American Indian/Alaska Native women	0	0.0	0	0.0	4	0.9	4	0.8	3	0.4	3	0.4
Asian/Pacific Islander men	1	1.7	1	1.5	7	1.5	8	1.7	10	1.3	19	2.2
Asian/Pacific Islander women	1	1.7	1	1.5	1	0.2	3	0.6	10	1.3	25	2.9
Hispanic men	1	1.7	0	0.0	8	1.7	7	1.5	9	1.1	12	1.4
Hispanic women	0	0.0	0	0.0	6	1.3	5	1.1	12	1.5	11	1.3
White men	32	53.3	38	57.6	212	46.1	187	39.5	300	38.2	270	31.8
White women	15	25.0	18	27.3	150	32.6	177	37.3	254	32.3	284	33.5
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**60**	**100.0**	**66**	**100.0**	**460**	**100.0**	**474**	**100.0**	**786**	**100.0**	**848**	**100.0**
Minorities	13	21.7	10	15.2	98	21.3	110	23.2	232	29.5	294	34.7
Men	43	71.7	42	63.6	259	56.3	234	49.4	390	49.6	371	43.8
Minority men	11	18.3	4	6.1	47	10.2	47	9.9	90	11.5	101	11.9
Women	17	28.3	24	36.4	201	43.7	240	50.6	396	50.4	477	56.3
Minority women	2	3.3	6	9.1	51	11.1	63	13.3	142	18.1	193	22.8

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 13: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Energy

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	14	3.6	16	3.8	65	3.3	68	3.4	84	3.0	82	3.0
African American women	5	1.3	7	1.7	44	2.2	65	3.3	106	3.8	151	5.6
American Indian/Alaska Native men	3	0.8	2	0.5	7	0.4	13	0.7	20	0.7	21	0.8
American Indian/Alaska Native women	0	0.0	2	0.5	3	0.2	3	0.2	8	0.3	11	0.4
Asian/Pacific Islander men	8	2.0	5	1.2	59	3.0	85	4.3	128	4.6	112	4.1
Asian/Pacific Islander women	1	0.3	6	1.4	14	0.7	29	1.5	29	1.0	39	1.4
Hispanic men	9	2.3	17	4.0	42	2.1	42	2.1	91	3.2	95	3.5
Hispanic women	2	0.5	5	1.2	10	0.5	21	1.1	34	1.2	68	2.5
White men	283	72.4	285	67.7	1,429	71.5	1,230	62.3	1,731	61.7	1,475	54.4
White women	66	16.9	76	18.1	325	16.3	418	21.2	573	20.4	645	23.8
Unspecified/other	0	0.0	0	0.0	1	0.1	1	0.1	2	0.1	10	0.4
Total*	**391**	**100.0**	**421**	**100.0**	**1,999**	**100.0**	**1,975**	**100.0**	**2,806**	**100.0**	**2,709**	**100.0**
Minorities	42	10.7	60	14.3	244	12.2	326	16.5	500	17.8	579	21.4
Men	317	81.1	325	77.2	1,602	80.1	1,439	72.9	2,054	73.2	1,792	66.1
Minority men	34	8.7	40	9.5	173	8.7	208	10.5	323	11.5	310	11.4
Women	74	18.9	96	22.8	396	19.8	536	27.1	750	26.7	917	33.9
Minority women	8	2.0	20	4.8	71	3.6	118	6.0	177	6.3	269	9.9

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 14: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Environmental Protection Agency

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	18	7.1	14	5.4	41	2.3	61	2.6	102	3.4	129	4.4
African American women	5	2.0	10	3.8	80	4.4	132	5.7	201	6.7	257	8.8
American Indian/Alaska Native men	0	0.0	0	0.0	2	0.1	6	0.3	7	0.2	6	0.2
American Indian/Alaska Native women	0	0.0	1	0.4	2	0.1	4	0.2	5	0.2	6	0.2
Asian/Pacific Islander men	2	0.8	3	1.1	30	1.7	46	2.0	78	2.6	98	3.4
Asian/Pacific Islander women	4	1.6	4	1.5	14	0.8	37	1.6	49	1.6	69	2.4
Hispanic men	9	3.5	11	4.2	27	1.5	46	2.0	63	2.1	72	2.5
Hispanic women	1	0.4	2	0.8	14	0.8	40	1.7	48	1.6	51	1.8
White men	150	58.8	134	51.3	1,086	60.2	1,211	52.2	1,558	51.9	1,325	45.5
White women	66	25.9	81	31.0	508	28.1	728	31.4	890	29.7	896	30.8
Unspecified/other	0	0.0	1	0.4	1	0.1	9	0.4	0	0.0	4	0.1
Total*	**255**	**100.0**	**261**	**100.0**	**1,805**	**100.0**	**2,320**	**100.0**	**3,001**	**100.0**	**2,913**	**100.0**
Minorities	39	15.3	45	17.2	210	11.6	372	16.0	553	18.4	688	23.6
Men	179	70.2	163	62.5	1,186	65.7	1,377	59.4	1,808	60.2	1,632	56.0
Minority men	29	11.4	28	10.7	100	5.5	159	6.9	250	8.3	305	10.5
Women	76	29.8	98	37.5	618	34.2	943	40.6	1,193	39.8	1,281	44.0
Minority women	10	3.9	17	6.5	110	6.1	213	9.2	303	10.1	383	13.1

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 15: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the General Services Administration

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	6	7.1	3	3.8	28	4.7	34	5.4	85	6.5	137	8.6
African American women	4	4.8	5	6.3	31	5.2	52	8.2	125	9.6	180	11.3
American Indian/Alaska Native men	0	0.0	0	0.0	3	0.5	2	0.3	4	0.3	4	0.3
American Indian/Alaska Native women	0	0.0	0	0.0	0	0.0	1	0.2	2	0.2	2	0.1
Asian/Pacific Islander men	0	0.0	1	1.3	6	1.0	11	1.7	31	2.4	45	2.8
Asian/Pacific Islander women	1	1.2	0	0.0	4	0.7	11	1.7	14	1.1	32	2.0
Hispanic men	0	0.0	1	1.3	3	0.5	10	1.6	16	1.2	32	2.0
Hispanic women	1	1.2	2	2.5	4	0.7	7	1.1	13	1.0	25	1.6
White men	54	64.3	52	65.0	383	64.4	323	51.1	656	50.3	707	44.4
White women	18	21.4	16	20.0	133	22.4	178	28.2	359	27.5	423	26.6
Unspecified/other	0	0.0	0	0.0	0	0.0	3	0.5	0	0.0	6	0.4
Total[a]	**84**	**100.0**	**80**	**100.0**	**595**	**100.0**	**632**	**100.0**	**1,305**	**100.0**	**1,593**	**100.0**
Minorities	12	14.3	12	15.0	79	13.3	128	20.3	290	22.2	457	28.7
Men	60	71.4	57	71.3	423	71.1	383	60.6	792	60.7	927	58.2
Minority men	6	7.1	5	6.3	40	6.7	57	9.0	136	10.4	218	13.7
Women	24	28.6	23	28.8	172	28.9	249	39.4	513	39.3	666	41.8
Minority women	6	7.1	7	8.8	39	6.6	71	11.2	154	11.8	239	15.0

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 16: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Health and Human Services

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	22	5.5	18	5.1	137	3.9	161	3.7	225	3.9	296	4.0
African American women	27	6.8	24	6.7	139	4.0	221	5.0	359	6.2	658	9.0
American Indian/Alaska Native men	11	2.8	12	3.4	46	1.3	60	1.4	73	1.3	76	1.0
American Indian/Alaska Native women	6	1.5	6	1.7	29	0.8	50	1.1	83	1.4	103	1.4
Asian/Pacific Islander men	6	1.5	3	0.8	101	2.9	144	3.3	223	3.9	362	4.9
Asian/Pacific Islander women	3	0.8	4	1.1	49	1.4	116	2.6	158	2.7	316	4.3
Hispanic men	5	1.3	6	1.7	53	1.5	74	1.7	103	1.8	120	1.6
Hispanic women	5	1.3	0	0.0	38	1.1	59	1.3	56	1.0	103	1.4
White men	211	52.9	160	44.9	1,774	50.9	1,886	43.0	2,450	42.5	2,493	34.1
White women	103	25.8	123	34.6	1,118	32.1	1,610	36.7	2,024	35.1	2,764	37.8
Unspecified/other	0	0.0	0	0.0	4	0.1	10	0.2	10	0.2	26	0.4
Total[a]	**399**	**100.0**	**356**	**100.0**	**3,488**	**100.0**	**4,391**	**100.0**	**5,764**	**100.0**	**7,317**	**100.0**
Minorities	85	21.3	73	20.5	592	17.0	885	20.2	1,280	22.2	2,034	27.8
Men	255	63.9	199	55.9	2,111	60.5	2,329	53.0	3,074	53.3	3,363	46.0
Minority men	44	11.0	39	11.0	337	9.7	439	10.0	624	10.8	854	11.7
Women	144	36.1	157	44.1	1,373	39.4	2,062	47.0	2,680	46.5	3,954	54.0
Minority women	41	10.3	34	9.6	255	7.3	446	10.2	656	11.4	1,180	16.1

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 17: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Homeland Security

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	[b]	[b]	13	4.0	[b]	[b]	140	4.6	[b]	[b]	327	4.6
African American women	[b]	[b]	7	2.2	[b]	[b]	146	4.8	[b]	[b]	537	7.6
American Indian/Alaska Native men	[b]	[b]	1	0.3	[b]	[b]	12	0.4	[b]	[b]	24	0.3
American Indian/Alaska Native women	[b]	[b]	0	0.0	[b]	[b]	4	0.1	[b]	[b]	15	0.2
Asian/Pacific Islander men	[b]	[b]	1	0.3	[b]	[b]	46	1.5	[b]	[b]	158	2.2
Asian/Pacific Islander women	[b]	[b]	1	0.3	[b]	[b]	27	0.9	[b]	[b]	111	1.6
Hispanic men	[b]	[b]	18	5.5	[b]	[b]	134	4.4	[b]	[b]	507	7.2
Hispanic women	[b]	[b]	2	0.6	[b]	[b]	60	2.0	[b]	[b]	185	2.6
White men	[b]	[b]	207	63.7	[b]	[b]	1,728	57.0	[b]	[b]	3,741	52.9
White women	[b]	[b]	75	23.1	[b]	[b]	733	24.2	[b]	[b]	1,462	20.7
Unspecified/other	[b]	[b]	0	0.0	[b]	[b]	2	0.1	[b]	[b]	8	0.1
Total[a]	[b]	[b]	**325**	**100.0**	[b]	[b]	**3,032**	**100.0**	[b]	[b]	**7,075**	**100.0**
Minorities	[b]	[b]	43	13.2	[b]	[b]	569	18.8	[b]	[b]	1,864	26.3
Men	[b]	[b]	240	73.8	[b]	[b]	2,061	68.0	[b]	[b]	4,763	67.3
Minority men	[b]	[b]	33	10.2	[b]	[b]	332	10.9	[b]	[b]	1,016	14.4
Women	[b]	[b]	85	26.2	[b]	[b]	971	32.0	[b]	[b]	2,312	32.7
Minority women	[b]	[b]	10	3.1	[b]	[b]	237	7.8	[b]	[b]	848	12.0

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.
[b]The Department of Homeland Security did not exist before March 2003. Its creation united 22 agencies, including the U.S. Customs Service, which was formerly located in the Department of the Treasury; the Federal Emergency Management Agency; and the Coast Guard.

Table 18: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Housing and Urban Development

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	9	12.3	12	13.5	100	11.7	111	12.0	134	10.1	140	10.0
African American women	11	15.1	18	20.2	112	13.1	177	19.1	221	16.7	315	22.5
American Indian/Alaska Native men	1	1.4	1	1.1	7	0.8	9	1.0	9	0.7	5	0.4
American Indian/Alaska Native women	1	1.4	0	0.0	0	0.0	1	0.1	2	0.2	5	0.4
Asian/Pacific Islander men	0	0.0	1	1.1	12	1.4	22	2.4	26	2.0	36	2.6
Asian/Pacific Islander women	0	0.0	2	2.2	9	1.1	11	1.2	18	1.4	35	2.5
Hispanic men	2	2.7	3	3.4	21	2.5	28	3.0	47	3.5	47	3.3
Hispanic women	2	2.7	2	2.2	22	2.6	20	2.2	22	1.7	39	2.8
White men	40	54.8	38	42.7	398	46.5	357	38.6	545	41.1	446	31.8
White women	7	9.6	12	13.5	175	20.4	188	20.3	301	22.7	335	23.9
Unspecified/other	0	0.0	0	0.0	0	0.0	2	0.2	0	0.0	0	0.0
Total[a]	**73**	**100.0**	**89**	**100.0**	**856**	**100.0**	**926**	**100.0**	**1,325**	**100.0**	**1,403**	**100.0**
Minorities	26	35.6	39	43.8	283	33.1	379	40.9	479	36.2	622	44.3
Men	52	71.2	55	61.8	538	62.9	528	57.0	761	57.4	674	48.0
Minority men	12	16.4	17	19.1	140	16.4	170	18.4	216	16.3	228	16.3
Women	21	28.8	34	38.2	318	37.1	398	43.0	564	42.6	729	52.0
Minority women	14	19.2	22	24.7	143	16.7	209	22.6	263	19.8	394	28.1

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 19: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of the Interior

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	4	2.1	8	3.6	32	2.5	28	1.8	54	1.9	68	2.0
African American women	4	2.1	8	3.6	18	1.4	28	1.8	70	2.4	95	2.8
American Indian/Alaska Native men	18	9.4	20	9.0	65	5.0	85	5.4	145	5.0	167	4.9
American Indian/Alaska Native women	7	3.7	7	3.2	25	1.9	52	3.3	79	2.7	119	3.5
Asian/Pacific Islander men	1	0.5	4	1.8	16	1.2	17	1.1	38	1.3	44	1.3
Asian/Pacific Islander women	0	0.0	0	0.0	4	0.3	11	0.7	16	0.6	33	1.0
Hispanic men	4	2.1	5	2.3	14	1.1	24	1.5	61	2.1	82	2.4
Hispanic women	4	2.1	5	2.3	3	0.2	6	0.4	24	0.8	49	1.4
White men	103	53.9	112	50.7	928	71.2	986	62.7	1,859	63.9	1,936	56.4
White women	46	24.1	50	22.6	198	15.2	332	21.1	561	19.3	818	23.8
Unspecified/other	0	0.0	2	0.9	1	0.1	4	0.3	1	0.0	23	0.7
Total[a]	**191**	**100.0**	**221**	**100.0**	**1,304**	**100.0**	**1,573**	**100.0**	**2,908**	**100.0**	**3,434**	**100.0**
Minorities	42	22.0	57	25.8	177	13.6	251	16.0	487	16.7	657	19.1
Men	130	68.1	151	68.3	1,055	80.9	1,143	72.7	2,157	74.2	2,314	67.4
Minority men	27	14.1	37	16.7	127	9.7	154	9.8	298	10.2	361	10.5
Women	61	31.9	70	31.7	248	19.0	430	27.3	750	25.8	1,120	32.6
Minority women	15	7.9	20	9.0	50	3.8	97	6.2	189	6.5	296	8.6

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 20: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Justice

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	24	5.9	50	7.8	125	3.3	214	4.2	235	5.5	450	6.0
African American women	13	3.2	21	3.3	139	3.7	223	4.3	256	6.0	529	7.0
American Indian/Alaska Native men	2	0.5	5	0.8	11	0.3	11	0.2	23	0.5	36	0.5
American Indian/Alaska Native women	0	0.0	1	0.2	6	0.2	10	0.2	6	0.1	11	0.1
Asian/Pacific Islander men	3	0.7	3	0.5	58	1.5	119	2.3	65	1.5	192	2.5
Asian/Pacific Islander women	2	0.5	1	0.2	48	1.3	79	1.5	52	1.2	66	0.9
Hispanic men	16	3.9	31	4.8	129	3.4	184	3.6	247	5.8	381	5.1
Hispanic women	2	0.5	3	0.5	62	1.6	78	1.5	76	1.8	107	1.4
White men	270	66.3	412	63.9	2,132	56.0	2,793	54.3	2,288	53.3	4,118	54.7
White women	75	18.4	117	18.1	1,091	28.7	1,425	27.7	1,035	24.1	1,619	21.5
Unspecified/other	0	0.0	1	0.2	3	0.1	6	0.1	10	0.2	22	0.3
Total*	**407**	**100.0**	**645**	**100.0**	**3,804**	**100.0**	**5,142**	**100.0**	**4,293**	**100.0**	**7,531**	**100.0**
Minorities	62	15.2	115	17.8	578	15.2	918	17.9	960	22.4	1,772	23.5
Men	315	77.4	502	77.8	2,455	64.5	3,325	64.7	2,858	66.6	5,198	69.0
Minority men	45	11.1	89	13.8	323	8.5	528	10.3	570	13.3	1,059	14.1
Women	92	22.6	143	22.2	1,346	35.4	1,817	35.3	1,425	33.2	2,333	31.0
Minority women	17	4.2	26	4.0	255	6.7	390	7.6	390	9.1	713	9.5

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 21: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Labor

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	13	9.8	8	6.0	31	5.0	45	5.7	87	6.1	86	5.7
African American women	8	6.1	7	5.3	33	5.3	52	6.6	128	8.9	173	11.5
American Indian/Alaska Native men	0	0.0	1	0.8	2	0.3	2	0.3	9	0.6	10	0.7
American Indian/Alaska Native women	1	0.8	0	0.0	2	0.3	0	0.0	4	0.3	3	0.2
Asian/Pacific Islander men	0	0.0	1	0.8	2	0.3	9	1.1	25	1.7	43	2.8
Asian/Pacific Islander women	0	0.0	2	1.5	8	1.3	10	1.3	7	0.5	33	2.2
Hispanic men	6	4.5	5	3.8	14	2.2	16	2.0	46	3.2	45	3.0
Hispanic women	0	0.0	4	3.0	8	1.3	12	1.5	22	1.5	28	1.9
White men	76	57.6	74	55.6	378	60.4	406	51.3	728	50.7	677	44.9
White women	28	21.2	31	23.3	148	23.6	239	30.2	381	26.5	411	27.2
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total[a]	**132**	**100.0**	**133**	**100.0**	**626**	**100.0**	**791**	**100.0**	**1,437**	**100.0**	**1,509**	**100.0**
Minorities	28	21.2	28	21.1	100	16.0	146	18.5	328	22.8	421	27.9
Men	95	72.0	89	66.9	427	68.2	478	60.4	895	62.3	861	57.1
Minority men	19	14.4	15	11.3	49	7.8	72	9.1	167	11.6	184	12.2
Women	37	28.0	44	33.1	199	31.8	313	39.6	542	37.7	648	42.9
Minority women	9	6.8	13	9.8	51	8.1	74	9.4	161	11.2	237	15.7

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 22: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the National Aeronautics and Space Administration

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	18	4.6	13	3.0	63	2.5	119	3.2	123	3.3	161	3.8
African American women	11	2.8	13	3.0	23	0.9	88	2.4	80	2.1	178	4.2
American Indian/Alaska Native men	3	0.8	0	0.0	13	0.5	14	0.4	21	0.6	28	0.7
American Indian/Alaska Native women	1	0.3	1	0.2	1	0.0	6	0.2	8	0.2	8	0.2
Asian/Pacific Islander men	9	2.3	13	3.0	124	4.9	199	5.3	160	4.3	217	5.1
Asian/Pacific Islander women	1	0.3	4	0.9	26	1.0	49	1.3	37	1.0	57	1.3
Hispanic men	7	1.8	14	3.2	61	2.4	135	3.6	125	3.3	145	3.4
Hispanic women	2	0.5	5	1.2	19	0.7	33	0.9	34	0.9	50	1.2
White men	280	71.1	290	67.3	1,890	74.4	2,441	65.4	2,588	69.0	2,519	59.6
White women	62	15.7	77	17.9	318	12.5	641	17.2	574	15.3	853	20.2
Unspecified/other	0	0.0	1	0.2	3	0.1	6	0.2	0	0.0	9	0.2
Total[a]	**394**	**100.0**	**431**	**100.0**	**2,541**	**100.0**	**3,731**	**100.0**	**3,750**	**100.0**	**4,225**	**100.0**
Minorities	52	13.2	63	14.6	330	13.0	643	17.2	588	15.7	844	20.0
Men	317	80.5	330	76.6	2,151	84.7	2,914	78.1	3,017	80.5	3,073	72.7
Minority men	37	9.4	40	9.3	261	10.3	467	12.5	429	11.4	551	13.0
Women	77	19.5	101	23.4	387	15.2	817	21.9	733	19.5	1,152	27.3
Minority women	15	3.8	23	5.3	69	2.7	176	4.7	159	4.2	293	6.9

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 23: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Nuclear Regulatory Commission

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	7	5.0	7	4.8	18	2.8	37	4.1	27	3.8	38	4.5
African American women	2	1.4	3	2.1	16	2.5	24	2.6	21	2.9	56	6.6
American Indian/Alaska Native men	0	0.0	1	0.7	3	0.5	5	0.5	0	0.0	2	0.2
American Indian/Alaska Native women	0	0.0	0	0.0	0	0.0	1	0.1	0	0.0	0	0.0
Asian/Pacific Islander men	4	2.9	5	3.4	56	8.7	85	9.3	52	7.2	68	8.0
Asian/Pacific Islander women	1	0.7	2	1.4	8	1.2	19	2.1	8	1.1	15	1.8
Hispanic men	2	1.4	1	0.7	4	0.6	17	1.9	14	1.9	22	2.6
Hispanic women	0	0.0	1	0.7	2	0.3	3	0.3	2	0.3	8	0.9
White men	107	77.0	103	70.5	453	70.7	553	60.6	467	65.0	500	58.9
White women	16	11.5	23	15.8	81	12.6	169	18.5	128	17.8	138	16.3
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	0.2
Total[a]	**139**	**100.0**	**146**	**100.0**	**641**	**100.0**	**913**	**100.0**	**719**	**100.0**	**849**	**100.0**
Minorities	16	11.5	20	13.7	107	16.7	191	20.9	124	17.2	209	24.6
Men	120	86.3	117	80.1	534	83.3	697	76.3	560	77.9	631	74.3
Minority men	13	9.4	14	9.6	81	12.6	144	15.8	93	12.9	130	15.3
Women	19	13.7	29	19.9	107	16.7	216	23.7	159	22.1	218	25.7
Minority women	3	2.2	6	4.1	26	4.1	47	5.1	31	4.3	79	9.3

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 24: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the National Science Foundation

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	5	6.3	2	2.5	4	4.9	4	4.9	3	3.8	6	5.2
African American women	1	1.3	2	2.5	4	4.9	6	7.3	10	12.5	15	13.0
American Indian/Alaska Native men	0	0.0	0	0.0	1	1.2	0	0.0	0	0.0	0	0.0
American Indian/Alaska Native women	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.9
Asian/Pacific Islander men	3	3.8	4	5.1	1	1.2	1	1.2	0	0.0	3	2.6
Asian/Pacific Islander women	1	1.3	2	2.5	2	2.4	4	4.9	3	3.8	1	0.9
Hispanic men	1	1.3	3	3.8	0	0.0	0	0.0	1	1.3	3	2.6
Hispanic women	0	0.0	0	0.0	1	1.2	0	0.0	1	1.3	0	0.0
White men	46	58.2	35	44.3	36	43.9	33	40.2	31	38.8	35	30.4
White women	22	27.8	31	39.2	33	40.2	34	41.5	31	38.8	51	44.3
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**79**	**100.0**	**79**	**100.0**	**82**	**100.0**	**82**	**100.0**	**80**	**100.0**	**115**	**100.0**
Minorities	11	13.9	13	16.5	13	15.9	15	18.3	18	22.5	29	25.2
Men	55	69.6	44	55.7	42	51.2	38	46.3	35	43.8	47	40.9
Minority men	9	11.4	9	11.4	6	7.3	5	6.1	4	5.0	12	10.4
Women	24	30.4	35	44.3	40	48.8	44	53.7	45	56.3	68	59.1
Minority women	2	2.5	4	5.1	7	8.5	10	12.2	14	17.5	17	14.8

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 25: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Office of Personnel Management

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	2	5.6	1	2.4	7	6.6	13	8.6	14	6.3	19	5.1
African American women	1	2.8	2	4.8	5	4.7	14	9.2	22	9.9	74	19.9
American Indian/Alaska Native men	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
American Indian/Alaska Native women	1	2.8	0	0.0	0	0.0	0	0.0	0	0.0	2	0.5
Asian/Pacific Islander men	0	0.0	1	2.4	0	0.0	1	0.7	4	1.8	5	1.3
Asian/Pacific Islander women	0	0.0	0	0.0	0	0.0	0	0.0	2	0.9	12	3.2
Hispanic men	2	5.6	2	4.8	3	2.8	4	2.6	7	3.2	4	1.1
Hispanic women	1	2.8	1	2.4	3	2.8	3	2.0	4	1.8	8	2.2
White men	17	47.2	22	52.4	62	58.5	72	47.4	96	43.2	127	34.2
White women	12	33.3	13	31.0	26	24.5	45	29.6	73	32.9	120	32.3
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**36**	**100.0**	**42**	**100.0**	**106**	**100.0**	**152**	**100.0**	**222**	**100.0**	**371**	**100.0**
Minorities	7	19.4	7	16.7	18	17.0	35	23.0	53	23.9	124	33.4
Men	21	58.3	26	61.9	72	67.9	90	59.2	121	54.5	155	41.8
Minority men	4	11.1	4	9.5	10	9.4	18	11.8	25	11.3	28	7.5
Women	15	41.7	16	38.1	34	32.1	62	40.8	101	45.5	216	58.2
Minority women	3	8.3	3	7.1	8	7.5	17	11.2	28	12.6	96	25.9

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 26: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Small Business Administration

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	6	15.4	6	16.7	13	7.3	14	7.3	26	7.0	24	6.9
African American women	4	10.3	2	5.6	11	6.1	21	10.9	27	7.3	45	12.9
American Indian/Alaska Native men	0	0.0	0	0.0	3	1.7	2	1.0	0	0.0	1	0.3
American Indian/Alaska Native women	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Asian/Pacific Islander men	0	0.0	0	0.0	2	1.1	5	2.6	8	2.2	7	2.0
Asian/Pacific Islander women	0	0.0	1	2.8	0	0.0	3	1.6	7	1.9	14	4.0
Hispanic men	2	5.1	4	11.1	11	6.1	11	5.7	13	3.5	6	1.7
Hispanic women	1	2.6	1	2.8	4	2.2	6	3.1	10	2.7	13	3.7
White men	18	46.2	16	44.4	99	55.3	96	49.7	186	50.4	155	44.5
White women	8	20.5	6	16.7	36	20.1	35	18.1	92	24.9	83	23.9
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**39**	**100.0**	**36**	**100.0**	**179**	**100.0**	**193**	**100.0**	**369**	**100.0**	**348**	**100.0**
Minorities	13	33.3	14	38.9	44	24.6	62	32.1	91	24.7	110	31.6
Men	26	66.7	26	72.2	128	71.5	128	66.3	233	63.1	193	55.5
Minority men	8	20.5	10	27.8	29	16.2	32	16.6	47	12.7	38	10.9
Women	13	33.3	10	27.8	51	28.5	65	33.7	136	36.9	155	44.5
Minority women	5	12.8	4	11.1	15	8.4	30	15.5	44	11.9	72	20.7

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 27: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Social Security Administration

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	13	11.0	13	9.7	34	6.8	40	5.6	99	5.8	151	6.0
African American women	12	10.2	12	9.0	39	7.8	90	12.7	162	9.5	336	13.4
American Indian/Alaska Native men	0	0.0	0	0.0	1	0.2	5	0.7	14	0.8	15	0.6
American Indian/Alaska Native women	0	0.0	1	0.7	4	0.8	6	0.8	7	0.4	12	0.5
Asian/Pacific Islander men	0	0.0	0	0.0	3	0.6	5	0.7	16	0.9	35	1.4
Asian/Pacific Islander women	2	1.7	0	0.0	0	0.0	7	1.0	15	0.9	34	1.4
Hispanic men	7	5.9	6	4.5	15	3.0	24	3.4	60	3.5	76	3.0
Hispanic women	5	4.2	5	3.7	7	1.4	10	1.4	43	2.5	95	3.8
White men	56	47.5	59	44.0	267	53.7	300	42.2	836	49.1	939	37.4
White women	23	19.5	38	28.4	127	25.6	224	31.5	450	26.4	813	32.4
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	5	0.2
Total*	**118**	**100.0**	**134**	**100.0**	**497**	**100.0**	**711**	**100.0**	**1,702**	**100.0**	**2,511**	**100.0**
Minorities	39	33.1	37	27.6	103	20.7	187	26.3	416	24.4	754	30.0
Men	76	64.4	78	58.2	320	64.4	374	52.6	1,025	60.2	1,217	48.5
Minority men	20	16.9	19	14.2	53	10.7	74	10.4	189	11.1	277	11.0
Women	42	35.6	56	41.8	177	35.6	337	47.4	677	39.8	1,294	51.5
Minority women	19	16.1	18	13.4	50	10.1	113	15.9	227	13.3	477	19.0

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

*Percentages may not add to 100 because of rounding.

Table 28: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of State

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	0	0.0	2	1.8	58	3.7	20	2.9	74	2.9	61	5.3
African American women	1	1.0	1	0.9	52	3.3	36	5.2	88	3.5	96	8.3
American Indian/Alaska Native men	0	0.0	0	0.0	6	0.4	3	0.4	5	0.2	0	0.0
American Indian/Alaska Native women	0	0.0	0	0.0	1	0.1	0	0.0	4	0.2	1	0.1
Asian/Pacific Islander men	0	0.0	2	1.8	25	1.6	10	1.5	66	2.6	39	3.4
Asian/Pacific Islander women	0	0.0	0	0.0	15	0.9	14	2.0	30	1.2	22	1.9
Hispanic men	4	4.0	2	1.8	46	2.9	7	1.0	67	2.6	21	1.8
Hispanic women	0	0.0	0	0.0	22	1.4	8	1.2	28	1.1	14	1.2
White men	68	67.3	71	62.3	972	61.3	360	52.3	1,584	62.3	530	45.8
White women	28	27.7	36	31.6	387	24.4	224	32.6	598	23.5	357	30.8
Unspecified/other	0	0.0	0	0.0	2	0.1	6	0.9	0	0.0	17	1.5
Total[a]	**101**	**100.0**	**114**	**100.0**	**1,586**	**100.0**	**688**	**100.0**	**2,544**	**100.0**	**1,158**	**100.0**
Minorities	5	5.0	7	6.1	225	14.2	98	14.2	362	14.2	254	21.9
Men	72	71.3	77	67.5	1,107	69.8	404	58.7	1,796	70.6	663	57.3
Minority men	4	4.0	6	5.3	135	8.5	40	5.8	212	8.3	121	10.4
Women	29	28.7	37	32.5	477	30.1	284	41.3	748	29.4	495	42.7
Minority women	1	1.0	1	0.9	90	5.7	58	8.4	150	5.9	133	11.5

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Notes: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute. The number of GS-15s, GS-14s, and equivalents decreased because the Department of State stopped reporting data on Foreign Service employees to the Office of Personnel Management's Central Personnel Data File in fiscal year 2006.

[a]Percentages may not add to 100 because of rounding.

Table 29: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Transportation

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	14	7.9	11	5.9	60	5.1	55	5.5	221	4.5	239	5.6
African American women	7	3.9	10	5.3	41	3.5	54	5.4	202	4.1	213	4.9
American Indian/Alaska Native men	0	0.0	0	0.0	11	0.9	3	0.3	52	1.0	39	0.9
American Indian/Alaska Native women	0	0.0	0	0.0	2	0.2	1	0.1	15	0.3	6	0.1
Asian/Pacific Islander men	5	2.8	6	3.2	26	2.2	29	2.9	150	3.0	147	3.4
Asian/Pacific Islander women	0	0.0	1	0.5	8	0.7	15	1.5	29	0.6	46	1.1
Hispanic men	0	0.0	1	0.5	29	2.5	29	2.9	181	3.6	174	4.0
Hispanic women	0	0.0	1	0.5	5	0.4	11	1.1	51	1.0	39	0.9
White men	111	62.4	102	54.3	789	67.6	609	60.5	3,289	66.3	2754	64.0
White women	41	23.0	56	29.8	196	16.8	197	19.6	768	15.5	642	14.9
Unspecified/other	0	0.0	0	0.0	0	0.0	3	0.3	4	0.1	5	0.1
Total[a]	**178**	**100.0**	**188**	**100.0**	**1,167**	**100.0**	**1,006**	**100.0**	**4,962**	**100.0**	**4304**	**100.0**
Minorities	26	14.6	30	16.0	182	15.6	197	19.6	901	18.2	903	21.0
Men	130	73.0	120	63.8	915	78.4	726	72.2	3,893	78.5	3,357	78.0
Minority men	19	10.7	18	9.6	126	10.8	116	11.5	604	12.2	599	13.9
Women	48	27.0	68	36.2	252	21.6	280	27.8	1,065	21.5	947	22.0
Minority women	7	3.9	12	6.4	56	4.8	81	8.1	297	6.0	304	7.1

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 30: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of the Treasury

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	42	7.8	29	7.5	148	4.8	73	4.0	417	4.7	284	4.7
African American women	11	2.0	12	3.1	148	4.8	136	7.5	583	6.6	774	12.7
American Indian/Alaska Native men	1	0.2	0	0.0	12	0.4	5	0.3	46	0.5	20	0.3
American Indian/Alaska Native women	2	0.4	5	1.3	6	0.2	3	0.2	16	0.2	20	0.3
Asian/Pacific Islander men	4	0.7	9	2.3	46	1.5	42	2.3	149	1.7	151	2.5
Asian/Pacific Islander women	1	0.2	4	1.0	18	0.6	35	1.9	95	1.1	191	3.1
Hispanic men	6	1.1	8	2.1	85	2.8	36	2.0	286	3.2	117	1.9
Hispanic women	2	0.4	4	1.0	27	0.9	19	1.1	114	1.3	114	1.9
White men	359	66.9	198	51.3	1,844	59.8	887	49.1	4,902	55.5	2,555	41.9
White women	109	20.3	115	29.8	746	24.2	564	31.2	2,219	25.1	1,848	30.3
Unspecified/other	0	0.0	2	0.5	3	0.1	5	0.3	5	0.1	17	0.3
Total[a]	**537**	**100.0**	**386**	**100.0**	**3,083**	**100.0**	**1,805**	**100.0**	**8,832**	**100.0**	**6,091**	**100.0**
Minorities	69	12.8	71	18.4	490	15.9	349	19.3	1,706	19.3	1,671	27.4
Men	412	76.7	244	63.2	2,135	69.3	1,045	57.9	5,800	65.7	3,135	51.5
Minority men	53	9.9	46	11.9	291	9.4	156	8.6	898	10.2	572	9.4
Women	125	23.3	142	36.8	945	30.7	760	42.1	3,027	34.3	2,956	48.5
Minority women	16	3.0	25	6.5	199	6.5	193	10.7	808	9.1	1,099	18.0

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Table 31: Demographic Profiles of Career SES, GS-15, and GS-14 Employees at the Department of Veterans Affairs

EEO group	SES				GS-15				GS-14			
	October 2000		September 2007		October 2000		September 2007		October 2000		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	12	4.9	13	5.5	173	2.2	296	2.7	98	4.0	177	5.2
African American women	4	1.6	7	3.0	109	1.4	239	2.2	104	4.2	279	8.2
American Indian/Alaska Native men	3	1.2	5	2.1	17	0.2	55	0.5	11	0.4	12	0.4
American Indian/Alaska Native women	0	0.0	0	0.0	4	0.1	25	0.2	7	0.3	9	0.3
Asian/Pacific Islander men	1	0.4	2	0.8	997	12.9	1,337	12.2	62	2.5	70	2.1
Asian/Pacific Islander women	1	0.4	1	0.4	499	6.4	892	8.1	45	1.8	50	1.5
Hispanic men	3	1.2	6	2.5	322	4.2	471	4.3	55	2.2	60	1.8
Hispanic women	0	0.0	1	0.4	131	1.7	243	2.2	28	1.1	53	1.6
White men	190	76.9	136	57.6	4,382	56.6	5,439	49.7	1,465	59.2	1,643	48.3
White women	31	12.6	64	27.1	1,107	14.3	1,927	17.6	592	23.9	1,044	30.7
Unspecified/other	2	0.8	1	0.4	5	0.1	22	0.2	8	0.3	4	0.1
Total[a]	**247**	**100.0**	**236**	**100.0**	**7,746**	**100.0**	**10,946**	**100.0**	**2,475**	**100.0**	**3,401**	**100.0**
Minorities	24	9.7	35	14.8	2,252	29.1	3,558	32.5	410	16.6	710	20.9
Men	209	84.6	163	69.1	5,891	76.1	7,614	69.6	1,691	68.3	1,965	57.8
Minority men	19	7.7	26	11.0	1,509	19.5	2,159	19.7	226	9.1	319	9.4
Women	36	14.6	73	30.9	1,850	23.9	3,332	30.4	776	31.4	1,436	42.2
Minority women	5	2.0	9	3.8	743	9.6	1,399	12.8	184	7.4	391	11.5

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Note: We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

[a]Percentages may not add to 100 because of rounding.

Demographic Profiles in GAO's Projections for FY 2007 Compared with Actual FY 2007 Data

Table 32: GAO's Fiscal Year 2007 Projections Compared with Actual Fiscal Year 2007 Demographic Profiles of Career SES and Its Developmental Pool Governmentwide

EEO group	SES				GS-15				GS-14			
	2003 Projections for October 2007		Actual September 2007		2003 Projections for October 2007		Actual September 2007		2003 Projections for October 2007		Actual September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	347	5.7	328	5.0	2,004	3.9	2,123	3.6	3,549	4.3	4,316	4.8
African American women	205	3.4	232	3.5	1,799	3.5	2,374	4.1	4,293	5.2	6,734	7.4
American Indian/ Alaska Native men	47	0.8	60	0.9	352	0.7	353	0.6	615	0.7	585	0.6
American Indian/ Alaska Native women	21	0.3	28	0.4	116	0.2	193	0.3	315	0.4	397	0.4
Asian/Pacific Islander men	65	1.1	96	1.5	1,872	3.6	2,904	5.0	2,372	2.9	3,401	3.7
Asian/Pacific Islander women	39	0.6	57	0.9	879	1.7	1,604	2.8	1,144	1.4	1,899	2.1
Hispanic men	123	2.0	176	2.7	1,375	2.7	1,660	2.8	2,374	2.9	2,758	3.0
Hispanic women	43	0.7	60	0.9	560	1.1	760	1.3	1,010	1.2	1,433	1.6
White men	3,794	62.1	3,976	60.7	31,383	60.6	32,931	56.5	47,799	57.5	46,787	51.5
White women	1,409	23.1	1,526	23.3	11,399	22.0	13,326	22.9	19,559	23.5	22,324	24.6
Unspecified/other	17	0.4	16	0.2	88	0.2	87	0.1	156	0.2	200	0.2
Total*	**6,110**	**100.0**	**6,555**	**100.0**	**51,827**	**100.0**	**58,315**	**100.0**	**83,186**	**100.0**	**90,834**	**100.0**
Minorities	890	14.5	1,037	15.8	8,957	17.3	11,971	20.5	15,672	18.8	21,523	23.7
Men	4,376	71.6	4,646	70.9	36,986	71.4	40,030	68.6	56,709	68.2	57,973	63.8
Minority men	582	9.5	660	10.1	5,603	10.8	7,040	12.1	8,910	10.7	11,060	12.2
Women	1,717	28.1	1,909	29.1	14,753	28.5	18,285	31.4	26,321	31.6	32,861	36.2
Minority women	308	5.0	377	5.8	3,354	6.5	4,931	8.5	6,762	8.1	10,463	11.5

Source: GAO analysis of the Office of Personnel Management's Central Personnel Data File.

Notes: Governmentwide includes civilian employees of all cabinet-level departments, independent agencies, commissions, councils, and boards in the executive branch except the intelligence agencies, the Postal Service, and the Foreign Service (as of 2007). We included GS-15, GS-14, and equivalent employees. GS-equivalent employees are those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute. Projections include replacements for departing SES members at appointment trends for fiscal years 1995-2000. See GAO, *Senior Executive Service: Enhanced Agency Efforts Needed to Improve Diversity as the Senior Corps Turns Over*, GAO-03-34 (Washington, D.C.: Jan 17, 2003).

*Percentages may not add to 100 because of rounding.

U.S. Postal Service Diversity and Promotion Data

Table 33: Demographic Profiles of U.S. Postal Service Employees in the Postal Career Executive Service (PCES)

EEO group	PCES employees[a]											
	Officers[b]						Other executives[c]					
	September 1999		September 2004		September 2007		September 1999		September 2004		September 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	3	7.1	4	10.0	4	10.3	73	9.0	74	9.8	62	8.7
African American women	0	0.0	0	0.0	1	2.6	43	5.3	53	7.0	45	6.3
American Indian/ Alaska Native men	0	0.0	0	0.0	0	0.0	1	0.1	3	0.4	1	0.1
American Indian/ Alaska Native women	0	0.0	0	0.0	0	0.0	1	0.1	1	0.1	1	0.1
Asian/Pacific Islander men	0	0.0	1	2.5	0	0.0	8	1.0	12	1.6	11	1.6
Asian/Pacific Islander women	0	0.0	0	0.0	0	0.0	4	0.5	7	0.9	13	1.8
Hispanic men	2	4.8	2	5.0	0	0.0	39	4.8	37	4.9	38	5.4
Hispanic women	0	0.0	0	0.0	2	5.1	4	0.5	11	1.5	13	1.8
White men	29	69.0	26	65.0	21	53.8	526	64.8	421	55.5	394	55.6
White women	8	19.0	7	17.5	11	28.2	112	13.8	139	18.3	131	18.5
Unspecified/other	0	0.0	0	0.0	0	0.0	1	0.1	0	0.0	0	0.0
Total[d]	**42**	**100.0**	**40**	**100.0**	**39**	**100.0**	**812**	**100.0**	**758**	**100.0**	**709**	**100.0**
Minorities	5	11.9	7	17.5	7	17.9	173	21.3	198	26.1	184	26.0
Men	34	81.0	33	82.5	25	64.1	648	79.8	648	85.5	506	71.4
Minority men	5	11.9	7	17.5	4	10.3	121	14.9	126	16.6	112	15.8
Women	8	19.0	7	17.5	14	35.9	164	20.2	211	27.8	203	28.6
Minority women	0	0.0	0	0.0	3	7.7	52	6.4	72	9.5	72	10.2

Source: U.S. Postal Service.

[a]Data do not include employees of the Office of the Inspector General and the Postal Regulatory Commission.
[b]Officers include the Postmaster General/Chief Executive Officer, the Deputy Postmaster General, and Vice Presidents, among others. The Postmaster General appoints all officers, with the exception of the Deputy Postmaster General, who is appointed by the Governors of the Postal Service and the Postmaster General. Data for officers do not include acting officers.
[c]Other PCES executives include district, area, and headquarters executives who are not officers.
[d]Percentages may not add to 100 because of rounding.

Table 34: Demographic Profiles of U.S. Postal Service Employees in the Postal Service's Executive and Administrative Schedule (EAS)

EEO group	EAS levels 22 and above[a]					
	September 1999		September 2004		September 2007	
	Number	Percent	Number	Percent	Number	Percent
African American men	866	9.7	832	9.1	788	8.9
African American women	576	6.4	721	7.9	753	8.5
American Indian/Alaska Native men	49	0.5	42	0.5	38	0.4
American Indian/Alaska Native women	16	0.2	18	0.2	20	0.2
Asian/Pacific Islander men	215	2.4	261	2.9	289	3.3
Asian/Pacific Islander women	86	1.0	137	1.5	163	1.8
Hispanic men	375	4.2	421	4.6	399	4.5
Hispanic women	86	1.0	145	1.6	158	1.8
White men	5,398	60.3	4,928	54.1	4,530	51.3
White women	1,270	14.2	1,610	17.7	1,688	19.1
Unspecified/other	18	0.2	2	0.0	0	0.0
Total[b]	**8,955**	**100.0**	**9,117**	**100.0**	**8,826**	**100.0**
Minorities	2,269	25.3	2,577	28.3	2,608	29.5
Men	6,919	77.3	6,484	71.1	6,044	68.5
Minority men	1,505	16.8	1,556	17.1	1,514	17.2
Women	2,036	22.7	2,036	22.3	2,782	31.5
Minority women	764	8.5	1,021	11.2	1,094	12.4

Source: U.S. Postal Service.

[a]Data do not include employees of the Office of the Inspector General and the Postal Regulatory Commission.
[b]Percentages may not add to 100 because of rounding.

Table 35: Demographic Profiles of U.S. Postal Service Employees in EAS Levels 22 and Above Participating in the Corporate Succession Planning (CSP) Program

EEO group	EAS level 22				EAS level 23			
	Sept. 30, 2004		Sept. 30, 2007		Sept. 30, 2004		Sept. 30, 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	4	9.1	3	15.0	2	2.2	6	8.8
African American women	7	15.9	4	20.0	6	6.6	6	8.8
American Indian/Alaska Native men	0	0.0	0	0.0	0	0.0	0	0.0
American Indian/Alaska Native women	2	4.5	0	0.0	1	1.1	0	0.0
Asian/Pacific Islander men	0	0.0	0	0.0	2	2.2	2	2.9
Asian/Pacific Islander women	0	0.0	0	0.0	3	3.3	2	2.9
Hispanic men	2	4.5	1	5.0	4	4.4	0	0.0
Hispanic women	0	0.0	0	0.0	2	2.2	3	4.4
White men	21	47.7	10	50.0	40	44.0	28	41.2
White women	8	18.2	2	10.0	31	34.1	21	30.9
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0
Total[a]	**44**	**100.0**	**20**	**100.0**	**91**	**100.0**	**68**	**100.0**
Minorities	15	34.1	8	40.0	20	22.0	19	27.9
Men	27	61.4	14	70.0	48	52.7	36	52.9
Minority men	6	13.6	4	20.0	8	8.8	8	11.8
Women	17	38.6	6	30.0	43	47.3	32	47.1
Minority women	9	20.5	4	20.0	12	13.2	11	16.2

Table 35 (continued)

EEO group	EAS level 24				EAS levels 25 and above			
	Sept. 30, 2004		Sept. 30, 2007		Sept. 30, 2004		Sept. 30, 2007	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American men	11	9.2	13	9.6	43	8.8	36	7.6
African American women	13	10.9	17	12.6	34	7.0	44	9.3
American Indian/Alaska Native men	0	0.0	2	1.5	1	0.2	1	0.2
American Indian/Alaska Native women	2	1.7	1	0.7	1	0.2	3	0.6
Asian/Pacific Islander men	3	2.5	4	3.0	11	2.2	15	3.2
Asian/Pacific Islander women	1	0.8	0	0.0	8	1.6	8	1.7
Hispanic men	4	3.4	9	6.7	21	4.3	20	4.2
Hispanic women	4	3.4	0	0.0	3	0.6	5	1.1
White men	63	52.9	66	48.9	265	54.2	245	52.0
White women	18	15.1	23	17.0	102	20.9	94	20.0
Unspecified/other	0	0.0	0	0.0	0	0.0	0	0.0
Total*	**119**	**100.0**	**135**	**100.0**	**489**	**100.0**	**471**	**100.0**
Minorities	38	31.9	46	34.1	122	24.9	132	28.0
Men	81	68.1	94	69.6	341	69.7	317	67.3
Minority men	18	15.1	28	20.7	76	15.5	72	15.3
Women	38	31.9	41	30.4	148	30.3	154	32.7
Minority women	20	16.8	18	13.3	46	9.4	60	12.7

Source: U.S. Postal Service.

Note: EAS employees participating in the CSP program are required to be at EAS levels 22 and above. Data do not include employees of the Office of the Inspector General and the Postal Regulatory Commission.

*Percentages may not add to 100 because of rounding.

Table 36: Information on PCES-I Vacancies Filled through Promotions and Outside Hires from Fiscal Years 2004 through 2007, Including Whether Vacancies Were Filled by Employees Participating in the CSP Program

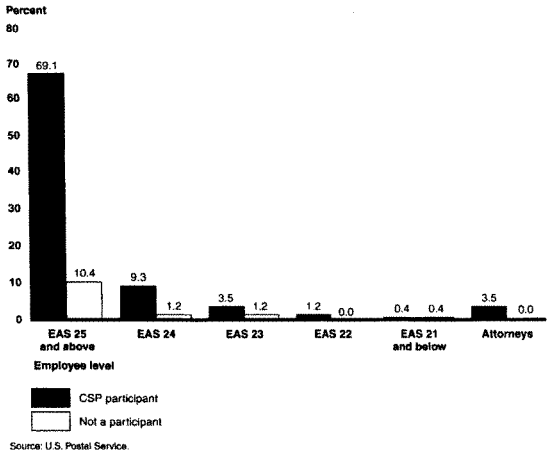
How vacancy was filled	FY 2004			FY 2005			FY 2006			FY 2007			Total FY 2004-2007		
By employee promotions to PCES-I	All	From CSP	Not CSP	All	In CSP	Not CSP	All	In CSP	Not CSP	All	In CSP	Not CSP	All	In CSP	Not CSP
Employee in EAS level 46	0	0	0	0	0	0	2	0	2	3	2	1	5	2	3
Employee in EAS level 45	0	0	0	0	0	0	6	6	0	1	1	0	7	7	0
Employee in EAS level 26	13	13	0	12	11	1	13	11	2	8	5	3	46	40	6
Employee in EAS level 25	33	31	2	44	35	9	54	50	4	17	14	3	148	130	18
Employee in EAS level 24	7	7	0	5	5	0	11	9	2	4	3	1	27	24	3
Employee in EAS level 23	3	2	1	3	1	2	3	3	0	3	3	0	12	9	3
Employee in EAS level 22	0	0	0	1	1	0	1	1	0	1	1	0	3	3	0
Employee in EAS level 21 or below	1	1	0	0	0	0	0	0	0	1	0	1	2	1	1
Attorneys	3	3	0	1	1	0	2	2	0	3	3	0	9	9	0
Subtotal of employee promotions	**60**	**57**	**3**	**66**	**54**	**12**	**92**	**82**	**10**	**41**	**32**	**9**	**259**	**225**	**34**
By outside hire[a]	1	0	1	6	0	6	8	0	8	6	0	6	21	0	21
Total	**61**	**57**	**4**	**72**	**54**	**18**	**100**	**82**	**18**	**47**	**32**	**15**	**280**	**225**	**55**

Source: U.S. Postal Service.

Notes: Data represent the number of employees and do not include employees of the Office of the Inspector General and the Postal Regulatory Commission. Data do not include the 12 employees who filled newly created positions in 2006 and 2007 that had no corresponding CSP program position pools. Vacancies filled by a CSP program participant are tabulated in columns labeled "In CSP;" others are tabulated in columns labeled "Not CSP."

[a]Outside hires who filled PCES-I vacancies did not participate in the CSP program in order to assume these positions.

Figure 1: Promotions to the PCES by Employee Type and Level, Fiscal Years 2004 through 2007



Source: U.S. Postal Service.

Notes: Data do not include employees of the Office of the Inspector General and the Postal Regulatory Commission. Data do not include the 12 employees who filled newly created positions in 2006 and 2007 that had no corresponding CSP position pools. Outside hires who filled PCES-I vacancies did not participate in CSP in order to assume these positions. Data are rounded to the nearest 0.1 percent and do not add to 100 percent because of rounding.

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Mr. DAVIS OF ILLINOIS. Thank you very much.
Ms. Siggerud.

STATEMENT OF KATHERINE SIGGERUD

Ms. SIGGERUD. Chairman Davis, Ms. Norton, Mr. Gonzalez, I would like to echo my colleague's thanks for inviting GAO to be a part of this hearing.

The Postal Service faces similar challenges as the executive branch. The Service expects nearly half of its executives to retire within the next 5 years, which underscores the need for effective succession planning, but also presents opportunities for the Postal Service to alter the composition of its executive ranks.

Today I will provide similar information regarding the Postal Service to the overview Mr. Stalcup provided with regard to the SES. I will discuss first representation information for the Postal Career Executive Service [PCES]; second, representation from the ranks of postal employees who can be promoted into the PCES; and, third, how the Postal Service selects employees for executive promotion.

Turning to the PCES, our chart on my right does show increases in the percent of women and minorities from 1999 through 2007 for the Postal Service. However, the trends did vary in this group, which currently includes about 750 executives. For example, during the past 8 years there was a decrease in representation of African American men, while numbers for other minority men stayed largely steady. For women, percentages stayed steady or increased.

The story is similar for employees in the ranks of the Executive and Administrative Schedule [EAS]. They could be selected for PCES positions. As shown in our chart, from 1999 through 2007, percentages increased for minority men, minority women, and women overall, but there was a decrease in representation of African American men.

We have not analyzed factors that contributed to changes in the representation in the PCES or EAS. The Postal Service, like executive branch agencies, has responsibility for analyzing its work force, identifying barriers, and developing strategies to counteract them.

Mr. Chairman, as the previous panel discussed, the process for selecting new PCES employees differs from that used to select SES members. Because the Postal Service has statutory authority to establish procedures for its appointments and promotions, it does not fall under the jurisdiction of the OPM process my colleague described. Instead, the Postal Service promotes employees to the PCES when there is a vacancy that needs to be filled. There are no requirements to advertise PCES vacancies. Selecting officials are not required to interview candidates for such vacancies, and there is no board to certify candidates' qualifications.

However, the Service strongly encourages its executives to select PCES promotees from the corporate succession planning program. The Postal Service created this program in 2004 for the purpose of identifying pools of potential successors for PCES positions and for developing these employees. While the corporate succession planning program could be viewed as similar to SES candidate programs, there are important differences.

There are about 400 corporate succession planning position pools which correspond to specific positions in the PCES. Members of these pools are selected by committees convened by each of 43 postal officers and include at least three executives. Once selected, members participate in development activities.

While the SES candidate programs have high rates of placement in the SES, in 2007 about a tenth of corporate succession planning participants were tapped to be executives.

In reviewing information about the corporate succession planning program, we determined that about 87 percent of employees selected for the PCES were, in fact, program participants. We reviewed representation for program participants for those EAS levels most likely to produce PCES promotions. In this group, percentages increased for both women and minorities from 2004 through 2007, but the percentage of African American men decreased.

In conclusion, Mr. Chairman, racial, ethnic, and gender diversity in the Government's executive ranks is an important component of the effective operation of the Government. Succession planning provides an opportunity for the Federal Government to affect the diversity of the executive corps through new appointments.

We have reported that the agencies in other countries use succession planning to achieve a more divers work force, maintain leadership capacity, and increase the retention of high-potential staff.

GAO has said that an agency's human capital plan should address the demographic trends that the agency faces with its work force, especially retirements. Leading organizations go beyond a so-called replacement approach that focuses on identifying particular individuals as possible successors; rather, they focus in broad, integrated succession planning that focuses on strengthening both current and future capacity, anticipating the need for leaders and other key employees with the necessary competencies to successfully meet the challenges of the 21st century.

Mr. Chairman, this concludes our statements, and we are certainly happy to answer any questions.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Siggerud. I appreciate both of you for being here and testifying.

Mr. Stalcup, let me ask, you mentioned the fact that GAO did not analyze factors that affected changes in representation. Let me ask you, you indicated that the agencies, themselves, would have responsibility for doing that. Do we know whether or not agencies are actually doing this?

Mr. STALCUP. Both the EEOC and Office of Personnel Management, as you say, Mr. Chairman, do require agencies to analyze their work forces, identify where there are disparities with the civilian labor force, and work to overcome any barriers that they identify. They are to report annually to those respective organizations on how well they have done, and those organizations, in turn, report to the Congress. So there is information out there on what is being done in that regard, but with 25 different agencies making it up you have a varying situation in each agency.

So OPM and EEOC are the ones with that important oversight role to be working with those agencies and getting those numbers where they need to be.

Mr. DAVIS OF ILLINOIS. And so if we end up requesting from OPM and from the Government Accountability Office that we receive that information from the agencies, then we could expect to be able to get it?

Mr. STALCUP. Yes. Typically on an issue like that we would look for OPM to provide that information and we would then work with your team in your office in analyzing those responses.

Mr. DAVIS OF ILLINOIS. Yes, because I think it is very important, especially if we find, as we are finding, that there is regression among some population groups, which is difficult to, quite frankly, understand, as we consistently suggest that we are moving forward. We certainly would be in need of that information.

Let me also ask you, what work has GAO done to take a look at retirement expectations of SESers over the next 5 years?

Mr. STALCUP. We have not updated the study that we did going back into 2003, which did that projection based on 2000 numbers for this year or this recently completed year of 2007.

Again, it is the responsibility oversight the individual agencies under the leadership of both OPM and EEOC to analyze, to make those analyses of their work force. It is a very important function to know, have a feel for what retirements are in play, and to plan and do work force planning accordingly, not to do one-for-one replacements, but to figure out where you need to move your organization from where it is at today and where you need to be in the future and use recruitment and hiring and appointments to get there.

Mr. DAVIS OF ILLINOIS. Based upon your knowledge, would you suggest that there will be significant opportunity to really change the face of the SES over the next 5 to 10 years, given the numbers of people who in all likelihood will be retiring, therefore opening up additional opportunity?

Mr. STALCUP. Well, clearly the numbers that OPM has presented are large in terms of people that will become eligible for retirement in coming years. The next number that is important is how many of them will, in fact, retire. But assuming a good portion of them retire, the opportunity will be there in terms of replacements and appointments for those folks to, in fact, make a change.

Mr. DAVIS OF ILLINOIS. Ms. Siggerud, let me ask you how much change has there been in the representation of women and minorities among postal executives in the Executive Service?

Ms. SIGGERUD. Mr. Chairman, this is really sort of a mixed bag, I would say. When you look at overall representation in the PCES over the time period from 1999 through 2007, which is the data that we have available to us, we do see increases in women of nearly 9 percent. We see increases in minority groups of about 4.7 percent, a lower number than for women. But when we look at the number of men, and in particular African American men, there is a decrease over that time period, and we see similar sorts of trends in the groups that could be promoted into those positions.

Mr. DAVIS OF ILLINOIS. Do you have any idea as to why this phenomenon is occurring among African American males?

Ms. SIGGERUD. Mr. Chairman, as with the executive branch, we have not at this point gotten beneath these numbers and tried to identify causes and factors. As Mr. Stalcup said, I would certainly

be very interested in seeing what the Postal Service has done in response to OPM and EEOC requirements to do this analysis.

In its report to the Congress that was required in the Reform Act looking at diversity among managers and supervisors, in general—a little bit different group from what we did—the Postal Service did mention significant retirement numbers among men, in general, as perhaps being behind this issue.

Mr. DAVIS OF ILLINOIS. Thank you very much.

I will go to Ms. Norton.

Ms. NORTON. Thank you, Mr. Chairman.

First let me ask a threshold question to try to understand these figures. Has there been a reduction in the number of SES employees between 2000 and 2007?

Mr. STALCUP. I believe the answer is there has been an increase.

Ms. NORTON. Altogether?

Mr. STALCUP. Altogether.

Ms. NORTON. White, Black, whoever is in there. Has there been an increase, or has there been stability in the number of SES employees between 2000 and 2007?

Mr. STALCUP. In the year 2000, based on our 2003 report, there were 6,110 SESers. In the year 2007 there are 6,555, an increase of 445.

Ms. NORTON. All right. I am trying to figure out who have taken all of the positions. You might ask where have all the White men gone. Well, if you look at your figures, they have probably retired, because the White male figures are even larger in decreases, or there is even a larger decrease in White men than in anyone else. I am talking about SES now. In men, period, there is a 5.5 percent decrease. We see that in the work force throughout. Men have, for various reasons—some of them having to do with pensions and the rest. But if we look at White men, there is an even greater reduction.

Who is getting these positions, Ms. Siggerud or Mr. Stalcup, if you have an increase in the SES and we see these tiny increases over 7 years—if you look at 7 years, these increases are quite unimpressive, 0.6 percent for African American women, of course a decrease for African American men, 0.9 percent for Hispanic men, 0.2 percent for Hispanic women, White women do see an increase of 4.2 percent. You talk about successive planning. We are told by Mr. Stalcup there is an increase in employees. Well, who's getting the jobs?

Mr. STALCUP. Well, the numbers are in our appendix one of the statement we did. The total number of White males at the SES level actually did go down from 4,097 to 3,976, a small decrease.

Ms. NORTON. Or 6.4 percent. Yes. That is what leads me to ask the question. But the numbers of SES employees went up.

Mr. STALCUP. That is correct.

Ms. NORTON. So not only do you have vacancies that can be filled, you got more employees than you had before in 2000, so I am trying to figure out who are getting the jobs.

Mr. STALCUP. And the answer to who got the jobs is in that column on the right. I can do the math and I can provide more detail to you if you wish.

Ms. NORTON. I don't see the numbers in here, frankly, in the math, not when you consider the increases.

Mr. STALCUP. Page 19 of our statement.

Ms. NORTON. I am looking at the blue chart. I am sorry. I am looking at the blue chart at the moment. I wish you would break down where have all the jobs gone. You have more SES employees. You have men, White men who held the great majority of them, reducing in even larger numbers. You see tiny increases in all but White women. So I don't see why there aren't greater increases, since White males aren't necessarily filling the new positions. Or maybe they are. They are leaving, but maybe more White men are, in fact, filling the positions.

Mr. STALCUP. The details on page 19 of our statement, which you may not have with you——

Ms. NORTON. I am looking at 19 now.

Mr. STALCUP. You can see on that first set of data under SES that White women went from a number of 1,164 to 1,526, so the increase——

Ms. NORTON. Well, that is reflected in this data. That is 4.2 percent.

Mr. STALCUP. That is correct.

Ms. NORTON. I don't want to belabor the point. I am looking at increases, not large increases but 6,100 to 6,500.

Mr. STALCUP. Correct.

Ms. NORTON. I am looking at decreases in White males. And when you consider the increases overall plus the decrease in White males, you would expect, it seems to me, that the White women are not taking all these positions. I don't see that.

Mr. STALCUP. I understand your point. Yes.

Ms. NORTON. And I would like to see you do that math.

Mr. STALCUP. We will.

Ms. NORTON. I would very much appreciate that.

Ms. Siggerud, you said, interestingly, that the Postal Service doesn't do advertisements, recruits from within. Is that what you were testifying?

Ms. SIGGERUD. The Postal Service can either promote from within, or occasionally will, in fact, hire someone outside.

Ms. NORTON. They don't advertise for positions? Was that your testimony?

Ms. SIGGERUD. There is a requirement to advertise for positions. There may be occasions when the Postal Service does, in fact, do advertisement.

Ms. NORTON. I don't know which they do. Do they tend to recruit from the ranks?

Ms. SIGGERUD. Primarily, yes.

Ms. NORTON. That is good.

Ms. SIGGERUD. Yes.

Ms. NORTON. Where you have this large pool of minorities and women, you have this ready-made pool of people to recruit from. I am trying to discover whether, when they get to these SES-type positions, whether they are recruiting—it might be quite all right—from laterally, whether they are recruiting up the ranks. I am trying to account for the disparity.

Ms. SIGGERUD. Yes. The Postal Service does encourage recruiting from this corporate succession planning program that I mentioned, which are the pools of people that are being developed to fill specific disciplines within the executive corps of the Postal Service. What we found was that about 87 percent of the promotions into the PCS came from people who are members of the corporate succession planning program. As I said, there were occasionally outside hires that may also be used to provide a very specialized skill.

Ms. NORTON. Mr. Chairman, I am going to go on, since the bell has rung, to the next person, but I think we need to know what kinds of positions require lateral, because I think it is very good to be in the Postal Service at the ranks and know that you may 1 day get to be in the whatever is the SES of the Postal Service, and so it would be important to know where are the lateral hires and where are the promotions from the succession planning, Mr. Chairman.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Norton.

Mr. Gonzalez.

Mr. GONZALEZ. Thank you very much, Mr. Chairman.

It is good to see you again, Mr. Stalcup, and I want to extend my thanks for the assistance that GAO provided us at the request back in that time of the ranking member of the full committee and the ranking member of this subcommittee, Mr. Davis, and getting your services to address a very serious question that the Hispanic Caucus had regarding Hispanic under-representation.

What we learned then was very enlightening. There are many different conditions that may, I guess, mitigate why an agency or department may not be meeting certain numbers that are out there, or they are encouraged to, so that is interesting. I guess what I learned is that many times you can tell us the what but not necessarily the why's. Today I think again I am getting that sense that you can give us the raw numbers, you can go in there and you can analyze this and say this is what you have in the way of women, African American women, Asian American women, Hispanic, and so on, but you can't really tell us what might be the best practices or why one agency does better than another.

My experience from the previous assistance that you provided us is that in the final analysis it really is going to be OPM and, of course, the Equal Employment Opportunity Commission [EEOC]. In everything, that is what we end up at the end of this whole process.

I don't know if GAO is ever going to go in there and analyze all the different departments and agencies and figure out why they have greater success at attracting and retaining a more diverse work force. I don't know if that would ever be your charge. So if we told you go out there and we want you to analyze all the different departments and agencies, not just the senior executive levels, but across the board, who does a better job and why do they do a better job, would that be a legitimate request? Would you be able to ever do anything like that?

Mr. STALCUP. Well, that would be a major undertaking. We would obviously talk to you and work through what would be best in terms of getting at that.

As you state, clearly OPM and EEOC have those very important leadership roles to do that.

Let me also say that we have done a body of work not directly focused on agency-by-agency and story-by-story, but we have done a series of other reports. We have looked at the overall framework for EEO in the Government for achieving diversity. We have talked about various roles of both the EEOC and OPM, what is rooted in law, what is rooted in regulation, and presented some things out there, some observations in terms of how that works. We have made recommendations based on the Hispanic representation work we did for you, which was a very important job. But we haven't yet, like you say, gone and attempted to develop a story agency-by-agency. Chances are it is going to be a different story for every agency, but there will be common themes also.

Mr. GONZALEZ. One thing that we were trying to arrive at back then with the work that you assisted us with was really the accountability or consequences of failing to be aggressive and effective in the efforts of any agency and department, and that is why we ended up with OPM and EEOC as really probably being the entities that you would look for as far as maybe exercising some sort of decisionmaking and policy implementation that would result in the accountability and responsibility of all those agencies and departments that maybe aren't doing as good a job as we believe that they should.

But I know that cause and effect is an important thing here, and these numbers I think are really important, but I do believe they just provide us with some raw data, unless what is attempting to be accomplished by this piece of legislation. If we don't move aggressively ourselves and try to institutionalize within OPM or an agency or a department some sort of, again, either a body or a section that is truly dedicated to this proposition of diversity in the work force, I am not sure that we will make that kind of progress.

Again, I just want to commend the chairman of this subcommittee for being not just creative, but again assertive, and maybe we will get there.

I would ask the agencies and the departments and the administration if they don't like this particular suggestion, then what can we do to arrive at better results than where we are today.

I yield back. Thank you, Mr. Chairman.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Gonzalez.

I want to thank the witnesses for being with us this afternoon. We appreciate your testimony and your answers. You are excused.

Mr. STALCUP. Thank you.

Ms. SIGGERUD. Thank you.

Mr. DAVIS OF ILLINOIS. Thank you.

We will go to the third panel. While we are transitioning, I will just go ahead and introduce the witnesses.

Panel three is Mr. Steven Williams. He is the secretary and director of the Office of Secretary and Administration at the Postal Regulatory Commission. He manages the Office of Secretary and Administration, which encompasses the functional and administrative areas of human capital, Federal advisory committees, information technology, budget, and purchasing.

We have Mr. Ronald Stith, who is the assistant inspector general for mission support at the U.S. Postal Service Office of Inspector General. He is responsible for budgeting, contracting, purchasing, human resources, Federal advisory committees, and vehicle management and professional development activities.

We have Ms. Nicole A. Johnson. She serves as an assistant chief inspector for the U.S. Postal Inspection Service. She is responsible for leading the Inspection Service's mission critical support functions, which include finance, training, work force management, information, business requirements and solutions, and technical support.

Ms. Johnson, thank you.

Mr. Bray Barnes is the Department of Homeland Security's new Acting Chief Human Capital Officer. In this position he oversees DHS's human capital policy, strategic planning, learning and development, recruitment, performance management, work force engagement, compensation, benefits, labor relations, employee relations, and other areas. Mr. Barnes first joined DHS in May 2007 as the Director of Workforce Relations.

Mr. Barnes, thank you.

And Ms. Carmen Walker has been the Deputy Officer for the Office of Civil Rights and Civil Liberties at the Department of Homeland Security since its inception in March 2003. Prior to joining the Department of Homeland Security, Ms. Walker was the Deputy Director of the Department of Treasury, Office of Equal Employment Opportunity Programs, where she managed the Civil Rights complaint operations and Equal Opportunity Policy and Evaluation Divisions.

Thank you all so very much.

If you would stand and be sworn in, as is our tradition, and raise your right hands.

[Witnesses sworn.]

Mr. DAVIS OF ILLINOIS. The record will show that the witnesses answered in the affirmative.

Let me thank you all for being here with us this afternoon. Of course, you know that a full copy of your testimony is in our record. The green light means that you have 5 minutes, down to the yellow light, you have 1 minute in which to wrap up, and, of course, the red light means that your time is up, and then we can end up having questions.

Let me thank you so much for being here. We will begin with Mr. Williams.

STATEMENTS OF STEVEN W. WILLIAMS, SECRETARY AND CHIEF ADMINISTRATIVE OFFICER, POSTAL REGULATORY COMMISSION; RONALD STITH, ASSISTANT INSPECTOR GENERAL FOR MISSION SUPPORT, U.S. POSTAL SERVICE, OFFICE OF THE INSPECTOR GENERAL; NICOLE A. JOHNSON, ASSISTANT CHIEF INSPECTOR INVESTIGATIONS AND SECURITY SUPPORT, U.S. POSTAL INSPECTION SERVICE; BRAY BARNES, ACTING CHIEF HUMAN CAPITAL OFFICER, DEPARTMENT OF HOMELAND SECURITY; AND CARMEN WALKER, DEPUTY OFFICER, OFFICE FOR CIVIL RIGHTS AND CIVIL LIBERTIES, DEPARTMENT OF HOMELAND SECURITY

STATEMENT OF STEVEN M. WILLIAMS

Mr. WILLIAMS. Thank you, Mr. Chairman. It is a privilege to be here. I thank the rest of the members of the subcommittee for also being here.

I appreciate this opportunity to testify on behalf of the Commission on Workforce Diversity. You have my full statement, and I will summarize.

I am the Commission's Chief Administrative Officer with responsibility for providing support to the Commission by recording official actions and overseeing general Commission administration, including human resources, our docket section, information technology, and other support services.

The Commission is an independent agency that has exercised regulatory oversight over the Postal Service since its creation by the Postal Reorganization Act of 1970.

Initially, this oversight consisted primarily of conducting public, on-the-record hearings concerning proposed rate changes, mail classification, or major service changes, and then recommending for a decision for action by the Postal Board of Governors.

The Postal Accountability Enhancement Act significantly strengthened the Commission's authority to serve as a counter-balance to new flexibility granted to the Postal Service in setting postal rates. The act requires the Commission to develop and maintain regulations for a modern system of rate regulation, consult with the Postal Service on delivery service standards, performance measures, consult with the Department of State on international postal policies, prevent cross-subsidizations or other anti-competitive practices, promote transparency, accountability, and adjudicate complaints.

The Commission is a micro-agency as defined by OMB, its term for an agency with fewer than 100 employees. The Commission has 55.

It has been almost 16 months under the leadership of our Chairman Dan Blair and the enactment of the new law, and during this time the Commission has transitioned from the role in recommending postal rates into an expanded regulator.

On March 7, 2008, the Commission released its first strategic and operational plan. The plan outlines the strategies and activities we will employ to meet our goal of ensuring transparency and accountability of the Postal Service and foster vital and efficient universal mail system.

Strategic goal No. 6 ensures a system that fosters recruitment, development, and retention of a talented and skilled work force and recognized our work force as a valuable asset. As stated in the plan, the Commission is committed to a merit-based human resources program.

With the enactment of postal reform and shift in responsibilities, the Commission benefited from the thorough review of its work force needs. Over the past year the Commission has analyzed its work force in terms of demographics, position characteristics, work force trends, and competencies. As noted, the Commission's strategic plan articulates short-term and ongoing operational strategies that include recruiting, developing and implementing the succession planning system, and sustaining a capital plan to encourage diversity.

AS noted, the Commission has 55 employees. Our expectation is to grow to approximately 70. Of those currently employed, 49 percent or 27 are female, and 51 percent or 28 are male. Women have assumed leadership roles as directors, assistant directors, and policy advisors. The addition of women to our successor pools increases our opportunity to improve the representation of women in higher leadership positions as we experience the turnover in the coming years.

Our progress in recruiting and hiring minority members is an improving story, but much still needs to be done. Last year more than 25 percent of our new hires were minorities. There were two minority females. And 80 percent of the new hires were women, 30 percent of those were hired into senior leadership positions.

The Commission office heads are committed to broadening our outreach actions. As one example, we have engaged in discussions with the Department of Economics at Howard University in order to assist in our recruitment efforts to fill entry level and intern positions. Managers are now held accountable for their efforts to increase diversity by including provisions in their individual performance plans.

There is a commitment from the top down to support initiatives to recruit, develop, and retain skilled, high achieving, diverse work force.

The Commission has been exploring additional avenues in reaching out to recruit from diverse pools. One such avenue would in participation in the Presidential management fellowship program. Over the years, many of those accepted have gone on to become senior leaders in the Government, but unfortunately OPM's regulations will not allow us to participate this year.

Similar to the work force in other agencies, Commission employees are graying. By 2011, approximately 40 percent of our work force will be eligible to retire. That includes one-half of our legal staff and a third of our technical staff. While we have not finalized our succession strategy, we have been taking steps to address the gaps in our existing skills.

In closing, I wish to reiterate the Commission's believe that our most valuable asset is our employees. The Commission is committed to a merit-based human resource program that ensures an exemplary, responsive, and diverse work force.

I thank this subcommittee for its time.

Mr. DAVIS OF ILLINOIS. Thank you very much.

We will go to Mr. Stith.

STATEMENT OF RONALD STITH

Mr. STITH. Thank you, Mr. Chairman, members of the subcommittee. I appreciate the opportunity to discuss diversity in the Office of the Inspector General, focusing in particular on the diversity of our senior executive staff and our developmental pool, our GS–14s and GS–15s. I will also discuss our programs that assure we continue to gain insight into diversity and the factors that affect it.

The Office of the Inspector General values and is committed to diversity. We understand that diversity is important in developing and maintaining a high quality and high performing work force. Overall, 35 percent of our employees are minorities, as compared to 33 percent in the Federal work force; 40 percent are women, as compared to 44 percent in the Federal work force.

The makeup of our senior executive staff and our developmental pool also reflects our commitment to division. Currently, 33 percent of our senior executives are minorities, as compared to 16 percent of the Federal Government, and 42 percent are women, compared to 29 percent in the Government.

Turning now to our executive developmental pool, minorities are 26 percent of our pool, compared to 21 percent in Government, and women are 35 percent, as compared to 32 percent in Government.

Each year we look at how our retirement may affect our diversity. We expect that a third of our women and minorities who are senior executives and one-tenth of our minorities and women in our executive developmental pool will likely retire by 2011. However, with the diversity of our developmental pool and our programs that support division, we are confident that we can continue the diversity of our senior executive staff.

We have several programs that support our diverse work force. For example, we review quarterly reports to gauge diversity in our hiring and promotions. In our hiring and promotions we ensure that we focus on including women and minorities. In addition, our rating and ranking panels are diverse to ensure that candidates are evaluated equitably.

As part of our hiring program, each year we recruit at conferences such as those sponsored by the National Organization of Black Law Enforcement Executives, the National Asian Peace Officers Association, the National Latino Law Enforcement Peace Officers Association, and the Women in Federal Law Enforcement.

Our leadership development program includes all of our managers, including our executives. This program ensures that all managers, regardless of gender, race, or performance receive the same core leadership training.

The focus of this training is to enhance their effectiveness in their current positions and to prepare them for the executive ranks. As part of this program, students receive theoretical and practical training to improve their ability to manage a diverse work force. For example, the program provides practical applications on how to address individual and generational differences, recognize and prevent bias, and assure equity.

In closing, we will continue these programs and seek other avenues to ensure and to improve diversity in our senior executive ranks and in our developmental pool and throughout or organization. Diversity is a key element of our culture. We recognize that the strength of our diversity increases our ability to perform work that adds value to the Postal Service.

Again, I want to thank you, and I would be pleased to answer any questions you may have.

[The prepared statement of Mr. Stith follows:]

Hearing before the Subcommittee on Federal Workforce,
Postal Service and the District of Columbia
Committee on Oversight and Government Reform
United States House of Representatives
and
the Subcommittee on Oversight of Government Management, the
Federal Workforce, and the District of Columbia
Committee on Homeland Security and Governmental Affairs
United States Senate

Oral Statement
on
Diversity in the Senior Ranks of the
United States Postal Service
Office of the Inspector General

Ronald K. Stith
Assistant Inspector General for Mission Support
United States Postal Service
Office of the Inspector General

Chairman Davis, Chairman Akaka and members of the subcommittees, I appreciate the opportunity to discuss diversity in the Office of the Inspector General focusing in particular on the diversity of our senior executive staff and developmental pool -- our GS-14's and 15's. I will also discuss our programs that assure we continue to gain insight into diversity and the factors that affect it.

The Office of the Inspector General values and is committed to diversity. We understand that diversity is an important factor in developing and maintaining a high quality and high performing workforce. Overall, 35 percent of our employees are minorities as compared to 33 percent in the federal workforce, and 40 percent are women as compared to 44 percent in the federal workforce. The makeup of our senior executive staff and developmental pool also reflects our commitment to diversity.

Currently, 33 percent of our senior executives are minorities as compared to 16 percent government wide, and 42 percent are women compared to 29 percent government wide.[1]

Turning now to our executive developmental pool, minorities are 26 percent of our pool as compared to 21 percent government wide, and women are 35 percent as compared to 32 percent government wide.

[1] Government wide statistics are from the Office of Personnel Management as of September 2007.

Each year, we look at how retirements may affect our diversity. We expect that about one-third of the minorities and women who are senior executives and one tenth of the minorities and women in our senior executive developmental pool will likely retire by 2011. However, with the diversity of our executive developmental pool and our programs supporting diversity, we are confident that we can continue the diversity of our senior executive staff.

We have several programs that support our diverse workforce and work environment. For example, we review quarterly reports to gauge diversity in our hiring and promotions. In hiring and promotions, we ensure our focus includes minorities and women. In addition, our rating and ranking panels are diverse to ensure that all candidates are evaluated equitably.

As part of our hiring program, each year we recruit at conferences such as those sponsored by the National Organization of Black Law Enforcement Executives, the National Asian Peace Officers Association, the National Latino Law Enforcement Peace Officers Association, and the Women in Federal Law Enforcement.

Our leadership development program includes all managers, including our executives. This program ensures that all managers, regardless of gender, race, or performance receive the same core leadership training.

The focus of this training is to enhance their effectiveness in their current positions and to prepare them for the executive ranks. As part of this program, students receive theoretical and practical training to improve their ability to manage a diverse workforce. For example, the program provides practical applications on how to address individual and generational differences, recognize and prevent bias, and assure equity.

In closing, we will continue these programs and seek other avenues to ensure and improve diversity in our senior executive ranks and developmental pool, and throughout our organization. Diversity is a key element of our culture and we recognize that the strength of our diversity increases our ability to perform work that adds value to the Postal Service. Again, thank you for the opportunity to discuss the diversity of senior executives in the Postal Service Office of the Inspector General.

At this time, I would be pleased to answer any questions.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Stith. We will proceed to Ms. Johnson.

STATEMENT OF NICOLE A. JOHNSON

Ms. JOHNSON. Good afternoon, Chairman Davis and members of the subcommittee. It is my honor to be here today to discuss the Inspection Service's commitment to a diverse and inclusive work force. As one of our country's oldest Federal law enforcement organizations, the Inspection Service has a long, proud, and successful history of securing the Nation's mail system and ensuring public trust in the mail.

I appreciate the opportunity to be here today to highlight our diverse recruitment, retention, and leadership development programs.

The Postal Inspection Service embraces diversity as uniqueness and backgrounds, experiences, perspectives, and personal characteristics of our employees, customers, and stakeholders. Our 2,900-plus employees are multi-generational and represent people with diverse and varied backgrounds. We adhere to the philosophy that a diverse and inclusive environment makes good business sense and promotes a strong, successful organization. We recognize the challenges in recruiting and retaining a diverse work force. Along with the exit of baby boomers from the work force, we must also consider the mandatory retirement of Federal law enforcement officers.

We are developing our future leaders through local development programs, a national career leadership program, corporate succession planning, and training.

Local development programs focus on the early identification and development of employees with strong leadership potential. The career leadership program is a National Inspection Service program designed to develop and prepare initial level supervisors for senior management positions. The corporate succession planning process allows us to identify and manage successor pools for executive positions. We provide our future leaders with the opportunities to develop their skills and abilities and gain experience by leading major national projects or teams and by serving in acting executive or mid-level manager positions.

The Postal Inspection Service concentrates recruitment and retention efforts on identifying talent within the organization and from outside labor markets. Field division recruitment specialists use various outreach methods to communicate awareness of our organization to potential applicants. Recruiters partner with colleges, universities, and organizations as part of their outreach strategy. As an example, in November 2006 the Inspection Service partnered with the Woman in Federal Law Enforcement to sponsor and create a video honoring women's 35 years of service in Federal law enforcement. The Inspection Service was recognized by the Women in Federal Law Enforcement for contributing to the recruitment of females to Federal law enforcement positions.

Concerning the demographics of our law enforcement executives and managers, I would like to share with you some information concerning the composition of this group. Today, of the 31 Inspec-

tion Service law enforcement executives, women comprise 17 percent of our executive ranks, and minorities comprise 27 percent.

In regards to our current executive feeder pool of 379 employees, minorities comprise over 26 percent and women comprise nearly 21 percent.

Over the past 10 years, we have seen increases in the participation rate of females, African American and Hispanic males and females, and Asian Americans. We seek to build, foster, and sustain an inclusive and highly skilled work force. We embrace the same belief as the Postal Service, which is open and inclusive development systems that allow employees to align their individual career goals with the goals of the organization. Our directive is to provide our employees with opportunities to fully participate, contribute, and engage in our mission.

Thank you. I would be pleased to answer any questions the subcommittee members may have.

[The prepared statement of Ms. Johnson follows:]

UNITED STATES POSTAL INSPECTION SERVICE

STATEMENT OF
NICOLE JOHNSON
ASSISTANT CHIEF INSPECTOR,
INVESTIGATIONS AND SECURITY SUPPORT
U.S. POSTAL INSPECTION SERVICE
BEFORE THE
SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA AND THE SENATE SUBCOMMITTEE ON OVERSIGHT OF GOVERNMENT MANAGEMENT, THE FEDERAL WORKFORCE AND THE DISTRICT OF COLUMBIA
WASHINGTON, DC

April 3, 2008

Good afternoon, Chairman Davis, Chairman Akaka, and members of the Subcommittees. My name is Nicole Johnson. I am the Assistant Chief Inspector, Investigations and Security Support, for the United States Postal Inspection Service. In this capacity, it is my responsibility for the oversight and administration of Postal Inspection Service training, development, and recruitment. It is my honor to be here with you today to discuss the Postal Inspection Service's commitment to a diverse and inclusive workforce.

As one of our country's oldest federal law enforcement agencies, founded by Benjamin Franklin, the United States Postal Inspection Service has a long, proud, and successful history of fighting criminals who attack our nation's postal system and misuse it to defraud, endanger, or otherwise threaten the American public. As the primary law enforcement arm of the United States Postal Service, the U.S. Postal Inspection Service is a highly specialized, professional organization performing investigative and security functions essential to a stable and sound postal system.

U.S. Postal Inspectors are federal law enforcement agents with investigative jurisdiction in all criminal matters involving the integrity and security of the U.S. Postal Service. The mission of the United States Postal Inspection Service is to protect the U.S. Postal Service, secure the nation's mail system, and ensure public trust in the mail. To accomplish our mission, which is the enforcement of more than 200 federal laws; Postal Inspectors investigate criminal, civil, and administrative violations.

The Chief Postal Inspector oversees all operations of the U.S. Postal Inspection Service, which includes National Headquarters, field divisions, service centers, and a National Forensic Laboratory. The installations are staffed by 2,965 Postal Inspection Service employees to include 1,685 Postal Inspectors, 568 professional, technical, and administrative staff, 126 Security Force Management, and 586 Postal Police Officers.

On September 28, 1996, the Postal Inspection Service Law Enforcement (ISLE) and Postal Inspection Service Executive Schedule (ISES) pay systems were created. The ISLE pay system applies to all non-executive postal inspectors. Postal inspectors in our executive levels are under the ISES pay system. Both pay systems were designed to be similar to the compensation and benefits paid to other federal law enforcement officers. Journeyman postal inspectors are ISLE level 13. Supervisory postal inspector positions are ISLE level 14 (Team Leaders and Program Managers) and ISLE level 15 (Assistant Inspectors in Charge). ISES positions include, Deputy Chief Postal Inspectors, Postal Inspectors in Charge, and Assistant Chief Postal Inspectors.

I appreciate the opportunity to be here today to highlight our recruitment, retention, and leadership development programs. These programs are intended to attract talent to the organization as well as foster and develop the tremendous talent already evident in our employees. The Postal Inspection Service embraces diversity as the uniqueness in background, experience, perspectives, and personal characteristics of our employees, customers, and stakeholders. Our employees are multi-generational and represent a diverse spectrum of educational and ethnic backgrounds. We adhere to the philosophy that a diverse and inclusive environment makes good business sense and promotes a strong successful organizational environment.

The Postal Inspection Service subscribes to core values as the foundation upon which our mission, internal processes, and systems are built. Our core values are:

Employees – dedicated men and women who carry out our mission
Diversity – unique skills, talents, and abilities of each employee
Ethics – maintaining the highest standards
Integrity – possessing the highest moral character
Communication – open, honest, and two-way
Accountability – setting expectations and following through
Performance – establishing measurable outcomes and recognizing sustained successful performance

The Postal Inspection Service has a wide array of positions requiring unique talents, competencies, and experience. The organization pursues strategies aimed at hiring, promoting, and developing a diverse pool of talented individuals. Positions within the Postal Inspection Service include postal inspectors as federal law enforcement officers; security force officers and managers; analysts specializing in intelligence assessment and program management; forensic scientists; computer forensic specialists; polygraph examiners; security specialists, and administrative specialists and managers.

In an effort to strengthen our capabilities in the areas of recruitment, development, and retention, in the late 1990's the Chief Postal Inspector refocused our attention on diversity. To that extent, the Chief established a unit called Professional Standards and Resource Development. Two key positions, Manager, Workforce Planning and Manager, Executive Resources and Leadership Development were created to oversee and implement strategies to infuse a diversity perspective throughout the organization and to address the highly anticipated retirement of baby boomers.

Beginning in 1998, the Manager, Workforce Planning implemented diversity initiatives that included establishment of field and headquarters diversity liaisons. These liaisons were trained and became the focal point for educating, disseminating information, and consulting with supervisors and managers on diversity-related matters involving workplace climate issues, and Voice of Employee survey data. At this same time, the Manager, Executive Resources and Leadership Development established a formal succession planning process for the Postal Inspection Service. This position also focused attention on the selection and hiring of the executive feeder pool. During this time, a comprehensive task analysis was done on the ISLE 15, Assistant Inspector in Charge position, the primary feeder pool for law enforcement executives. The Postal Inspection Service greatly enhanced its Assistant Inspector in Charge selection process by incorporating the use of competencies and providing selecting officials training on proper interviewing techniques for screening and selection.

The Postal Inspection Service, like many organizations within this ten year period has experienced budget cuts, restructuring, numerous administration changes, and resource changes. In spite of expected challenges, the Postal Inspection Service has demonstrated its commitment to diversity with incremental progress towards identifying and removing barriers and increasing awareness.

Representation of women in the law enforcement executive levels of the Postal Inspection Service has almost doubled over this ten year period from 9 percent in 1998 to 17 percent in 2008. Minority representation in this same category of employees has also grown significantly over this same period from 18 percent to 27 percent. The Postal Inspection Service is striving to build an environment that provides motivated and successfully performing employees the opportunity to advance within the organization, if that is their desire, but equally as important—to work in an environment that values professionalism, integrity, hard work, and results.

The Postal Inspection Service concentrates recruitment and retention efforts on identifying talent, skills, and experience from within the organization and from the outside labor market. Local strategies are developed to identify applicants with relevant skill sets to maximize retention and minimize the negative affect produced by hiring and relocating individuals away from their support system. Field division recruitment specialists use various outreach methods to communicate awareness of our organization to potential applicants. Recruitment specialists have made presentations to Intelligence Groups and employees in the banking and financial industry. They participate in college and university career fairs and community job fairs. Recruiters partner with colleges and universities to offer students internship opportunities with the Inspection Service.

To illustrate the effectiveness of our outreach activities, two former student interns, Lauren Cajuste and George Clark, are now postal inspectors in our Pittsburgh and Philadelphia Divisions. While attending LaSalle University, Lauren Cajuste interned with the Philadelphia Division from January through May 2005. Lauren subsequently received her BA in Criminal Justice. She became a postal inspector in June 2007 and is currently assigned to the Pittsburgh Division. George Clark received his BS and Masters degrees from the University of Pennsylvania. While attending law school at Temple University, he also interned with the Philadelphia Division from September through December 2006. He became a postal inspector in August 2007 and is currently assigned to the Philadelphia Division. He is scheduled to receive his law degree in May 2008.

In addition to our focus on recruitment we are striving to proactively respond to anticipated baby boomer and mandatory retirements. Therefore we are taking steps to grow our future leaders through the adoption of local development programs, a national career leadership program, and the Corporate Succession Planning process. We have found this comprehensive approach an effective model for early identification and development of high potential talent within our organization.

The local development programs focus on the early development of employees with strong leadership potential. Participation is by self-nomination or through management identification and nomination. The Career Leadership Program (CLP) is a national program designed to develop initial level supervisors and position them to be highly competitive for mid-level jobs. CLP is a structured program preparing ISLE-14 postal inspectors for senior management positions within the Postal Inspection Service.

The Postal Inspection Service uses the Corporate Succession Planning (CSP) model developed by the U.S. Postal Service as an instrument in identifying potential successor pools for Postal Inspection Service executive positions. CSP is used to fill the ranks of the Postal Inspection Service Executive Schedule (ISES) positions. CSP is an executive nominated process opened to all Assistant Inspectors in Charge (ISLE 15).

For 2008, there are 379 Postal Inspection Service employees at levels 14 and 15. Out of the 379 ISLE employees, 78 are women; 34 Hispanics; 50 African-Americans, 13 Asian Americans; and 2 American Indian/Alaskan Natives. Minorities comprise over 26 percent and women comprise over 20 percent of our pool of future leaders

The Postal Inspection Service utilizes employee development programs dedicated to adding value to Postal Inspection Service employees by offering training initiatives that deliver the maximum impact on operational performance. An example illustrating the effectiveness of the comprehensive approach used by the Postal Inspection Service in promoting employees is evident in the story of Inspector in Charge Gregory Campbell. Greg was recruited as a postal inspector in 1995. He was a participant in the CLP, nominated to CSP, and subsequently promoted to the executive ranks as Inspector in Charge, Detroit Division.

The Postal Inspection Service partners with numerous groups as part of their outreach strategy for recruiting the best talent. Some of the organizations we partner with include: WIFLE (Women in Federal Law Enforcement); the National Center for Women and Policing; NOBLE (National Organization of Black Law Enforcement Executives); HAPCOA (Hispanic American Police Command Officers Association); and NAPOA (National Asian Peace Officers Association).

With the realization of the value of a diverse workforce, the Postal Inspection Service sponsored and created, with support and cooperation from the Women in Federal Law

Enforcement organization, a video honoring women's 35 years of service in federal law enforcement. This video won the prestigious Telly Award from the communications industry. We also won a Telly Award for another recruitment campaign titled "Agents of Impact, Agents of Change" which portrayed female Postal Inspectors and the value of diversity to the Postal Inspection Service.

We were also recognized for our commitment to diversity by the Women in Federal Law Enforcement organization, which honored the Chief Postal Inspector with its Executive Director's Award for his outstanding contributions to its mission.

Our focus today is on the demographics of our executives and high level employees. Today minorities comprise 27 percent of our executives and women comprise 17 percent. In 2008, the 31 Postal Inspection Service law enforcement executives included 5 women, 4 Hispanics, and 4 African-Americans. African Americans represent 13 percent of Postal Inspection Service law enforcement executives versus 7 percent in the rest of the federal government. In addition, Hispanic Postal Inspection Service law enforcement executives comprise 13 percent of the Postal Inspection Service executive ranks compared to 4 percent for the rest of the federal government. As noted earlier in my testimony, our efforts to increase representation of women in the law enforcement executive levels of the Postal Inspection Service have almost doubled from 9 percent in 1998 to 17 percent in 2008.

The Postal Inspection Service seeks to build, foster, and sustain an inclusive, highly skilled workforce where diversity of thought, creativity, and conviction is leveraged to successfully achieve organizational goals. We sustain the same beliefs as the United States Postal Service, which is, open and inclusive development systems and processes to permit employees to align their individual career goals with the goals of the organization. The Postal Inspection Service strives to afford opportunities for full participation, contribution, and engagement in the mission of the Inspection Service to the full extent of their abilities, commitment, and demonstrated performance.

I would be pleased to answer any questions the Subcommittees may have.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Johnson.
Mr. Barnes.

STATEMENT OF BRAY BARNES

Mr. BARNES. Thank you, Mr. Chairman, members of the subcommittee. It is truly an honor for me to appear before you today to discuss diversity issues within the Department of Homeland Security, especially regarding our career Senior Executive Service. Also with me today, Mr. Chairman, is Carmen Walker, Deputy Officer, the Office of Civil Rights and Civil Liberties from the Department.

Secretary Chertoff, Acting Deputy Secretary Paul Snyder, and Deputy Under-Secretary for Management, Elaine Duke, are committed to increasing diversity within the Department, particularly within the Department's career Senior Executive Service. For example, under Secretary Chertoff's leadership, the number of career senior executives who are persons with disabilities has increased dramatically.

It is my privilege to serve as the Department's Acting Chief Human Capital Officer, a position which I was just appointed to last month, and also as its Director of Workforce Relations and Performance Culture, a position that I held since joining the Department in May 2007. My service to the Department has furthered my understanding of the importance and benefits of maintaining a qualified and diverse work force.

The Department has continued its efforts to develop such a work force, particularly with regards to its core career senior executives. To date, that effort has enjoyed achievements that DHS will continue to buildupon. DHS will continue to address the challenges that remain. Indeed, we are making an effort to develop a qualified and diverse pool of applicants for SES positions by preparing current GS–14 and GS–15 employees through new programs such as mentoring and coaching programs, rotational assignments, the DHS fellows program, and the SES candidate development program, of which of the 23 DHS employees just selected for the next SES candidate development program, 22 percent are African American, 13 percent are Hispanic, and 30 percent are women.

We believe it is imperative to explore a variety of means to ensure more diverse applicant pools for all of our jobs for the present and future years to come.

Starting with recruitment efforts, we have implemented Department and component recruiting strategies designed to improve the diversity of DHS talent pool, including creating an SES-level Director of Recruiting and Diversity within our Chief Human Capital Office who is responsible for implementing strategic programs to recruit a larger diversity talent pool for all jobs within DHS, including the SES; establishing a formal partnership with Urban League's Black Executive Program [BEP], whereby 150 DHS employees have volunteered with managerial endorsement to serve as presenters and speakers at BEP events at historically Black colleges and universities, pursuing similar partnerships with the National Association of Hispanic Federal Executives and the African American Federal Executive Association, and exploring the assist-

ance of an executive search firm with a proven record with enhancing diversity.

In my previous role as Director of Workforce Relations and Performance Culture, I initiated plans to create a Labor/Management Council within DHS. As Acting Chief Human Capital Officer, I will ensure that diversity is a focus of these councils.

In order to demonstrate the Department-wide commitment to diversity, DHS has designed our Management Council to be a Diversity Council. This council is composed of top-level officials from every component and is chaired by the Deputy Under-Secretary for Management. Among the Council's most pressing actions will be to issue DHS corporate diversity strategy and to implement a diversity action plan for the remainder of fiscal year 2008 through 2010.

In the coming year, DHS will pursue a number of other avenues aimed at increasing diversity. As a first step, we have begun to identify requirements for a consultant to conduct a cultural audit of the Department. We are reviewing our SES hiring procedures to identify potential practices and procedures that would integrate attention to diversity in our process. Our plans include establishing an external diversity outreach advisory forum of interested stakeholders, ensuring accuracy of current racial and gender information, prototyping diversity management training for managers and executives, and issuing specific guidance to executives holding diversity advocate competencies in their performance plans.

These efforts are critical, given that 26 percent of our career executives are eligible to retire in 2008, 34 percent in 2009, and 41 percent in 2010.

The Department of Homeland Security is only 5 years old. When the President and Congress called for the integration of 22 disparate agencies, we answered the call and stood up the agency that is today nearly 210,000 employees strong. By reflecting on America's diversity, our employee work force will provide a wide range of ideas and solutions to protect America, and we are committed to achieving a DHS diverse work force, including our executive cadre.

We are pleased with your interest and support in ensuring that DHS continues to increase the diversity in its work force, and we do look forward to working with you further to ensure continued success.

[The prepared statement of Mr. Barnes follows:]

Statement by

Bray Barnes

Acting Chief Human Capital Officer

Department of Homeland Security

Before the

House Subcommittee on the Federal Workforce,
Postal Service and the District of Columbia

and

Senate Subcommittee on Oversight of Government Management,
the Federal Workforce, and the District of Columbia

April 3, 2008

Rayburn House Office Building

Room 2154

2:00 PM

Thank you, Chairmen Akaka and Davis, Ranking Members Voinovich and Marchant and Members of the Subcommittees. It is an honor to appear before you today to discuss diversity issues within the Department of Homeland Security (DHS), especially regarding our career Senior Executive Service (SES) cadré.

Secretary Chertoff, Acting Deputy Secretary Paul Schneider and Deputy Under Secretary for Management Elaine Duke are committed to increasing diversity within the Department, particularly within the Department's career Senior Executive Service. For example, under Secretary Chertoff's leadership, the number of career Senior Executives who are persons with disabilities has increased dramatically.

It is my privilege to serve as the Department's Acting Chief Human Capital Officer, a position to which I was appointed just last month, and also as its Director of Workforce Relations and Performance Culture, a position that I have held since joining the Department in May 2007. My service to the Department has furthered my understanding of the importance and benefits of maintaining a qualified and diverse workforce.

The Department has continued its efforts to develop such a workforce, particularly with regard to its corps of career Senior Executives. To date, that effort has enjoyed achievements that DHS will continue to build upon. DHS will continue to address challenges that remain.

Indeed, we are making an effort to develop a qualified and diverse pool of applicants for SES positions by preparing current GS-14 and GS-15 employees through new programs, such as:

- Mentoring and coaching programs,
- Rotational assignments,
- The DHS Fellows Program, and
- The SES Candidate Development Program – of the 23 DHS employees just selected for the next SES Candidate Development Program, 22% are African American, 13% are Hispanic, and 30% are women.

We believe it is imperative to explore a variety of means to ensure more diverse applicant pools for all our jobs, for the present and for years to come.

Starting with recruitment efforts, we have implemented Department and component recruitment strategies designed to improve the diversity of the DHS talent pool, including:

- Creating an SES-level Director of Recruiting and Diversity within our Chief Human Capital Office, who is responsible for implementing strategic programs to recruit a larger diversity talent pool for all jobs within DHS, including the SES;
- Establishing a formal partnership with the Urban League's Black Executive Program (BEEP) whereby 150 DHS employees have volunteered, with managerial endorsement, to serve as presenters and speakers at BEEP events at Historically Black Colleges and Universities (HBCUs);
- Pursuing similar partnerships with the National Association of Hispanic Federal Executives (NAHFE) and the African American Federal Executive Association (AAFEA); and

- Exploring the assistance of an executive search firm with a proven record in enhancing diversity.

In my previous role as Director of Workforce Relations and Performance Culture, I initiated plans to create Labor Management Councils at DHS. As Acting Chief Human Capital Officer, I will ensure that diversity is a focus of these Councils.

In order to demonstrate the Department-wide commitment to diversity, DHS has designated our Management Council as the DHS Diversity Council. This Council is composed of top-level officials from every component and chaired by the Deputy Under Secretary for Management. Among the Council's most pressing actions will be to issue a DHS Corporate Diversity Strategy and to implement a Diversity Action Plan (DAP) for the remainder of FY 2008 through FY 2010.

In the coming year, DHS will pursue a number of other avenues aimed at increasing diversity. As a first step, we have begun to identify requirements for a consultant to conduct a cultural audit of the Department.

We are reviewing our SES hiring procedures to identify potential practices and procedures that would integrate attention to diversity in our processes.
Other plans include:

- Establishing an external Diversity Outreach Advisory Forum of interested stakeholders to assist in DHS' diversity outreach plans and efforts;
- Ensuring the accuracy of the current racial and gender information in the personnel database;
- Prototyping diversity management training for managers and executives; and

- Issuing specific guidance to hold executives accountable for the "Diversity Advocate" competency in their performance plans.

These efforts are critical given that 26% of our career executives are eligible to retire in 2008, 34% in 2009, and 41% will be eligible for retirement in 2010.

The Department of Homeland Security is only five years old. When the President and Congress called for the integration of 22 disparate agencies, we answered the call and stood up an agency that today is nearly 210,000 employees strong.

I have had the opportunity to meet with and observe the hard work and dedication of employees from across the Department. I have also observed that our ability to deliver on our critical mission depends upon the hard work, knowledge, diligence and insights of these employees.

By reflecting America's diversity, our employee workforce will provide the widest range of ideas and solutions to protect America. We are committed to achieving a diverse DHS workforce, including our executive cadré.

We are pleased with your interest and support in ensuring that DHS continues to increase the diversity of its workforce and we look forward to working further with you to ensure continued success.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Barnes.

Mr. BARNES. Thank you, sir.

Mr. DAVIS OF ILLINOIS. We will go to a round of questioning. We thank you, Ms. Walker. We understand that you will not testify, but you are, indeed, available to respond to questions. Thank you very much.

Let me ask you, Mr. Williams, what recruitment and outreach efforts is the PRC taking to enhance the diversity of its work force, including its profile of women and minorities? And in this context, can you discuss the efforts that the PRC recently made as it hired staff to support its expanded activities under the Postal Reform Act?

Mr. WILLIAMS. I will try. We are in the process of hiring and expanding. In fact, we put up three again today. In the past year, we have hired eight females, lost two males, and four females and three males retired, so we netted in the past year four females and one male.

Like I said, we have been very struggling with attracting minority males. We have certainly had a couple, and I think both retired recently, so this is a snapshot for us. It leaves us with fully recognizing our lack.

The chairman has been very strong. Since he came down, he has made this quite clear that this is something he wants to see corrected. He has developed performance plans for all of his managers, which did not exist a year ago, and he has put that at the top of the goal list for each manager. And the managers do the hiring. They are reviewed by a panel that is selected.

We are on the way. We are beginning to recognize it. But I don't have anything to show you now.

Mr. DAVIS OF ILLINOIS. Well, let me also ask you what is the PRC's executive development selection process, and how does that compare with the Postal Service's selection process?

Mr. WILLIAMS. It is different. We do not participate in their PCES, nor are we eligible to participate in SES, so it is somewhat different there. If we need a director, which is our highest staff office, those are paneled and selected, usually by the chairman with the concurrence of the other Commissioners. Your Assistant Directors are similarly paneled. They are vacancy announcements. Usually all are, the directors and the assistant directors. So you do have a panel review. The Directors are reviewed by the Commissioners.

Mr. DAVIS OF ILLINOIS. Thank you very much.

Mr. Stith, I was somewhat intrigued and certainly impressed by the numbers that you gave. Could you share those with us again? Then I am going to want to know how did you really get there, to those?

Mr. STITH. Seeing that overall 35 percent of our employees are minorities, compared to 33 percent in the Federal work force; 40 percent are women, as compared to 44 percent in the Federal work force; of our senior executives, 33 percent are minorities, 42 percent are women; of our executive developmental pool, 26 percent are minorities and 35 percent are women.

Mr. DAVIS OF ILLINOIS. Let me just ask about the 33 percent of the senior executives minorities. I am intrigued by that number.

The process that you actually have gone through to arrive at those numbers consists of what?

Mr. STITH. Well, we have looked at all of our senior executives. We have 24 senior executives, and 18 of our senior executives are either women and/or minorities, and that includes Hispanics, Blacks, and women.

Mr. DAVIS OF ILLINOIS. And so it is pretty obvious to me that the agency has put forth—that didn't happen accidentally. I mean, it didn't just happen without some tremendous focus to make sure that there was real diversity within the agency. I think that is quite good, myself, especially as I compare your agency or your entity with lots of others that I come into contact with.

Ms. Johnson, what is the Inspection Service's executive development and selection process?

Ms. JOHNSON. Chairman Davis, the Inspection Service fully embraces the Postal Service's corporate succession planning process; however, we also supplement it with the career leadership program, which is our developmental program that helps to establish a strong feeder pool to our succession planning process.

Mr. DAVIS OF ILLINOIS. Let me ask, how do people get into the career leadership development program?

Ms. JOHNSON. We use what we believe to be a very effective, comprehensive approach. It begins with early identification at the local level. We utilize and encourage our managers to coach and mentor. They identify leadership, and each of the executives within the field have established local development programs. The local development programs feed into our career leadership programs. Individuals self-nominate or managers nominate individuals into our career leadership program.

Our career leadership program has a five-member board of diverse executives that are responsible for reviewing the applications. They interview the participants and the managers. They track the developmental activities, and they monitor our success indicators. From there, nominations occur to our career succession plan.

Mr. DAVIS OF ILLINOIS. And how are managers held accountable for diversity in the Inspection Services?

Ms. JOHNSON. In several ways, Chairman Davis. We believe in managerial and organizational accountability. First, from the standpoint of recruitment, we believe it is important to begin with accountability at the point of recruitment. From that standpoint, we have ad hoc field recruitment specialists that have the responsibility for submitting after-action reports to the headquarters recruitment program manager. The headquarters recruitment program manager evaluates these after-actions reports which detail recruitment activities on a quarterly basis. These after-action reports are evaluated from a diversity and operational need perspective, and information concerning trends, concerns, things related to recruitment are provided in terms of feedback to executive managers.

With regards to our feeder pool, our L–14, L–15 feeder pool, which represents comparability to the GS–14 and GS–15 feeder pool, we feel that we achieve accountability there with the career leadership program. The role of the Career Leadership Board is to interface across the complexities of the organization. They interface

with senior management, as well as local executives, looking at the representation of the career leadership participant, providing feedback, working with the managers, and that helps to strengthen our feeder pool, which evolves into our career succession plan. There we believe that the career succession planning process, in and of itself, holds managers accountable because the components of the career succession plan include nominations, reviews, evaluations, and significant manager participation.

Mr. DAVIS OF ILLINOIS. Thank you very much.

Mr. Barnes or Ms. Walker, what recruitment efforts does the Department of Homeland Security have as it relates to efforts to enhance diversity, and especially relative to its profiling of women and minorities?

Mr. BARNES. Mr. Chairman, as I outlined in my speech, we have a number of recruiting efforts. The first I would like to point out is the fact that we now have a dedicated executive in charge of diversity within the Department, and additionally under his office we have a Coordinator of Diversity and Veterans Outreach, two people that are full-time, dedicated to these efforts. As such, sir, we have reached out to the organizations such as the Black Executive Program, where we have engaged them to reach out to historic Black colleges and universities. Our members within the DHS work force are going out to career fairs within these colleges to recruit. Additionally, we have reached out to some of the other organizations, as I pointed out, such as the Hispanic Federal Executives Association, as well as the African American Federal Association, and engaged them, as well as to how we can develop a more diverse and qualified work force.

Third, sir, we are exploring an executive search firm that is going to hopefully broaden our pool of qualified and diverse candidates to join the DHS work force.

Mr. DAVIS OF ILLINOIS. Do naturalized American citizens have more difficulty obtaining security clearances and therefore more difficulty obtaining employment with DHS?

Mr. BARNES. Well, sir, I don't know the exact status of the naturalized citizens, but certainly we would be happy to supply the chairman's office with any information regarding that. However, it is certainly an area that may be worth consideration once they become naturalized citizens, to include them in our pool.

Mr. DAVIS OF ILLINOIS. We would appreciate that, because we have had inquiries and complaints from organizations and groups who represent naturalized citizens or from naturalized citizens, themselves, who feel that there might be some impediment based upon their citizenship status and the whole question of security and how it fits in, so we would, in fact, appreciate that information.

Mr. BARNES. We will be happy to provide that information, sir.

Mr. DAVIS OF ILLINOIS. Thank you very much. We appreciate all of you being with us, and you are excused.

We will proceed to our fourth and last panel. While we are transitioning them in, I will go ahead and introduce them.

Mr. William Bransford is the general counsel and lobbyist for the Senior Executives Association. Mr. Bransford is a partner in the law firm of Shaw, Bransford, Bellow, and Roth PC, where he has practiced since 1983. His practice is concentrated on the represen-

tation of Federal executives, managers, and employees before the U.S. District Courts, Merit Systems Protection Board, the Equal Employment Opportunity Commission, the Office of Special Counsel, Offices of Inspector General, and with offices that adjudicate security clearances.

Mr. William Brown has served as national president of the African American Federal Executives Association, Inc. [AAFEA], since its founding in 2002. AAFEA promotes the professional development and advancement of African Americans into and within the senior levels of the U.S. Government, sponsors an annual executive leadership and training conference, and advocates for programs, policies, practices, and processes that promote career-enhancing opportunities for African Americans. Membership consists of active and retired Federal employees in grades GS–13 through the SES.

Ms. Rhonda Trent is the president of Federally Employed Women [FEW]. FEW is an advocacy group that works to improve the status of women employed by the Federal Government and by the District of Columbia government. Ms. Trent is a contracting officer assigned to the Joint Strike Fighter Program in Crystal City, VA.

Dr. Carson Eoyang is retired from Federal service and is currently volunteering as the executive director of the Asian American Government Executives Network. Prior to that, he was appointed as assistant deputy director of National Intelligence for Education and Training, and chancellor of the National Intelligence University.

Mr. Jose Osegueda is president of the National Association of Hispanic Federal Executives. He recently retired from the Department of Agriculture's Office of the Assistant Secretary of Civil Rights, where he was responsible for the development of policies aiming to remove barriers that have traditionally prevented the increase of Hispanic representation in the Federal work force.

And Ms. Darlene Young, who is president of the National Association of Blacks in Government [BIG]. BIG was organized in 1975 and incorporated as a non-profit organization under the District of Columbia jurisdiction in 1976. BIG has been a national response to the need for African Americans in public service to organize around issues of mutual concern and use their collective strength to confront workplace and community issues. Ms. Young is currently employed at the U.S. Department of State as a computer specialist.

Let me thank all of you for coming, for staying, and for being with us at this hour.

If you would all stand and raise your right hands.

[Witnesses sworn.]

Mr. DAVIS OF ILLINOIS. The record will show that the witnesses answered in the affirmative.

Again, let me thank all of you for coming. As all of you have testified probably a number of times, you know that the green light means that you have 5 minutes in which to summarize your testimony. The yellow light means you have a minute left. Of course, the red light means that we are trying to end up for the day.

Let me thank you all for being here. We will begin with you, Mr. Bransford.

STATEMENTS OF WILLIAM BRANSFORD, GENERAL COUNSEL, SENIOR EXECUTIVES ASSOCIATION; WILLIAM BROWN, PRESIDENT, AFRICAN AMERICAN FEDERAL EXECUTIVES ASSOCIATION; RHONDA TRENT, PRESIDENT, FEDERALLY EMPLOYED WOMEN; CARSON EOYANG, EXECUTIVE DIRECTOR, ASIAN AMERICAN GOVERNMENT EXECUTIVES NETWORK; JOSE OSEGUEDA, PRESIDENT, NATIONAL ASSOCIATION OF HISPANIC FEDERAL EXECUTIVES; AND DARLENE YOUNG, PRESIDENT, BLACKS IN GOVERNMENT

STATEMENT OF WILLIAM BRANSFORD

Mr. BRANSFORD. Thank you, Mr. Chairman.

The Senior Executives Association, the professional association representing the interests of career Senior Executive Service members and those holding equivalent positions, appreciates the opportunity to testify about the Senior Executive Service Diversity Act.

We applaud your leadership on this important issue of achieving diversity in the career Senior Executive Service, and we assure you that SEA wants to work with you and others who care about this issue. After all, the success of sound Government and the strength of our democracy depend on it.

SEA believes that, because of our close association with career senior executives, we can offer ideas based on practical experience that will help attain a diverse executive corps. We do believe we have some suggestions outlined below that can strengthen the bills.

SEA sees several areas where the Government could dramatically improve diversity. First, we believe improved and accessible, clear data needs to be developed. Second, specific work needs to be done to build pipelines for career development to assure that minorities and women are actually in a place to be promoted to the Senior Executive Service.

Finally, and necessary for the other factors to work, agencies must adopt a culture of leadership that emphasizes being fair to and inclusive of all employees.

The first step in this is to obtain a centralized OPM Senior Executive Service office, which we believe should provide effective oversight and management to assure that those parts of the diversity goal become a reality.

In the past, OPM has had an office for the Senior Executive Service and it worked effectively to monitor and manage the SES Government-wide. Currently, different offices within OPM share the responsibility for managing the SES, with policy in one office and implementation of that policy in another office. In our opinion, the effect has been a diminishment in the effectiveness of the management of the Government-wide SES corps. With respect to diversity, this means that agencies use different systems and standards for recruiting into the SES, with varying outcomes on diversity resulting in different agencies.

With one office to manage the SES, greater diversity is more likely to become a reality sooner rather than later.

One provision of the bill does cause us concern. This is the provision that requires panels in the role as gatekeepers to the SES. These panels could slow the already burdensome process of promot-

ing general schedule employees to the SES and could further complicate and hinder the overall selection process.

SEA suggests that the current legislation be improved by allowing agencies to choose between diversity selection panels, as stated in the bills, or effective oversight and management of its SES selection process by creating diversity subcommittees of executive resources boards with authority and responsibility to oversee the SES selection process, including the development of pipelines.

These subcommittees would consist entirely of peer SES, a majority of whom must be minorities or women, and they would have veto or oversight power over SES selection. This would provide a strong mechanism to encourage diversity, while not adding any bureaucratic hurdles to an already difficult SES selection process.

SEA recommends this alternative because it has proven to be effective. It was used in the 1990's at the Department of Energy under the leadership of then Secretary Bill Richardson. Those who served in the DOE Executive Resources Board Subcommittee tell SEA that it positively improved diversity in the SES and had a major impact on changing the culture to encourage the consideration of diversity in the SES selection process.

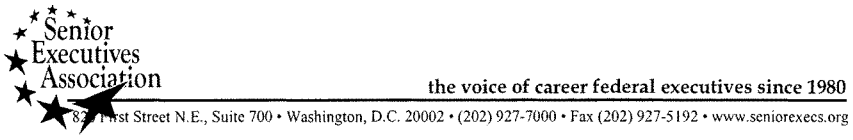
Last, we believe that diversity will be further helped along if Congress and the administration constantly strive to assure that the SES is attractive as a career goal to all general schedule employees. If quality general schedule employees are content to stay at the GS–14 or GS–15 levels because of pay compression and a sense that the SES pay system is not being fairly administered, diversity may be harder to achieve.

Reobtaining the Senior Executive Service's former stature and prestige will assure that the most qualified candidates apply, including minority and women candidates with impressive credentials.

I thank you again for the opportunity to testify before this subcommittee. SEA looks forward to continuing to work with the subcommittee on what our organization sees as one of the most important matters facing our members and our future members. We hope to continue to be an effective voice of the Federal Government career executive leadership on this and other matters about the Civil Service.

Thank you.

[The prepared statement of Mr. Bransford follows:]



TESTIMONY

of

WILLIAM L. BRANSFORD

General Counsel

SENIOR EXECUTIVES ASSOCIATION

Before the

HOUSE SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA

April 3, 2008

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Chairman Davis and distinguished members of the Subcommittee:

The Senior Executives Association (SEA), the professional association representing the interests of members of the career Senior Executive Service (SES) and those holding equivalent positions, appreciates the opportunity to testify about HR 3774 and S 2148, the Senior Executive Service Diversity Assurance Act. We applaud your leadership on the important issue of achieving diversity in the career SES. SEA seeks to work with you and others who care about this issue, to assure that the SES of the future represents fully the diversity of America. It is not only the right thing to do, but achieving diversity will pay dividends by producing a government led by executives who are better able to respond to and provide services to all Americans.

SEA believes that, because of our close association with career Senior Executives, we can offer ideas based on practical experience that will help obtain a diverse executive corps. We are supportive of HR 3774 and S 2148, and we believe that we have some suggestions outlined below that can strengthen the bills.

We are especially delighted that the bills require effective oversight of the Senior Executive Service by the Office of Personnel Management. In the past OPM has had such an office and it worked effectively to monitor and manage the SES, government-wide. Currently, different offices within OPM share the responsibility for managing the SES with policy in one office and implementation of that policy in another office. In our opinion, the effect has been a diminishment in the effectiveness of the management of the government-wide SES corps. With respect to diversity, this means that agencies use different systems and standards for recruiting into the SES with varying outcomes on diversity resulting in different agencies. With one office to manage the SES, greater diversity is more likely to become a reality sooner than later.

SEA sees several areas where the government could dramatically improve diversity. First, improved, accessible and clear data needs to be developed. This can tell us which groups are under represented, and show how access to resources can be improved and barriers can be eliminated. Second, specific work needs to be done on building pipelines for career development to assure that minorities and women are actually in a place to be promoted to the Senior Executive Service. Finally, and necessary for the other factors to work, agencies must adopt a culture of leadership that emphasizes being fair to and inclusive of all employees. A centralized OPM SES office can provide effective oversight and management to assure that these parts of the diversity goal become a reality.

One provision of the bills does cause SEA some concern. This is the provision that requires diversity panels in the role of gate keepers to the SES. These diversity panels would consist of three career Senior Executives, one of whom must be a minority and one a woman. A vacancy announcement for an SES position could only be filled from candidates referred

by one of these panels. SEA believes that requiring diversity panels may not, by itself, be the best or only means of obtaining a diverse workforce. These panels could slow the already burdensome process of promoting General Schedule employees to the Senior Executive Service. This is particularly true in small agencies where satisfying the requirement for gender and ethnic representation may be difficult because of operational demands because of travel schedules and other operational demands. By mandating another layer of bureaucracy in what is already a cumbersome process, the SES diversity panels could further complicate and hinder the overall selection process, leaving crucial agency positions vacant for even longer than would otherwise be the case.

Also, past experience has shown that agencies should be allowed flexibility when appropriate. We do agree that something must be done, and we support requiring agencies using diversity selection panels for entry into the SES unless an agency adopts what we believe is an even more effective alternative, i.e., a demonstrated leadership commitment to diversity in the SES and in the SES pipeline.

SEA suggests that the current legislation be improved by allowing agencies to choose between the diversity selection panels as stated in the bills, or effective oversight and management of its SES selection process by creating diversity subcommittees of Executive Resources Boards with authority and responsibility to oversee the SES selection process. These subcommittees, which would consist entirely of career SES—a majority of whom must be minorities or women— would have veto and oversight power over SES selections. This would provide a strong mechanism to encourage diversity while not adding any bureaucratic hurdles to an already difficult process SES selection process. SEA recommends this alternative because it has proven to be effective. It was used in the 1990's at the Department of Energy under the leadership of then Secretary Bill Richardson. Those who served in the DOE ERB subcommittee tell SEA that it positively improved diversity in the SES and had a major impact on changing the culture to encourage the consideration of diversity in the selection process.

We encourage the amendment of HR 3774 and S 2148 to provide the alternative of diversity subcommittees to Executive Resources Boards. We have attached legislative language that we believe would accomplish that result. Most important, with the effective oversight of a reconstituted OPM SES office, agencies would know that they would either have to provide leadership to create and promote diversity or they would have to only appoint Senior Executives after the proper panels were constituted and acted upon applicants. We believe that either system would only work well if OPM actually did the oversight necessary to assure compliance.

One important reason we recommend that agencies be allowed to avoid being required to create diversity panels is to allow flexibility, but to require effective leadership in its place. Our members tell us that one of the most important impediments to diversity is the lack of an effective pipeline. The diversity subcommittees would have the authority and responsibility to develop pipelines, an important benefit that is lacking if the only requirement of the legislation is the creation of diversity panels as a prerequisite to entry into the SES.

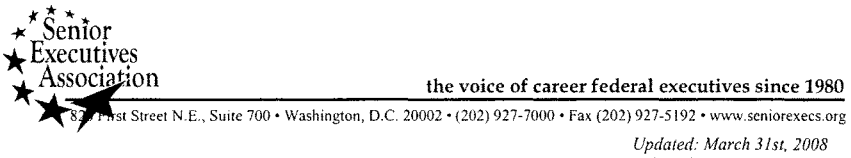
We also believe that diversity will be helped along if Congress and the Administration constantly strive to assure that the SES is attractive as a career goal to all GS employees. This will assure that the most qualified candidates apply, including minority and women

applicants with impressive credentials. If quality GS employees are content to stay at the GS 14 or 15 levels because of pay compression and sense that the SES pay system is not being fairly implemented, diversity may be harder to achieve. The past February 12th, SEA testified on this particular issue and highlighted the results of a survey of Senior Executives where 47% of the respondents believed that GS 14's and 15's are losing interest in aspiring to SES positions. We also submitted at that earlier hearing our recommendations to change the SES pay system so that the Senior Executive Service would re-obtain its former stature and prestige.

The upcoming retirement bulge presents an excellent opportunity to get it right with respect to diversity in the SES. OPM projects that 90% of the current SES will retire over the next 10 years, with the largest number retiring in 2009. This is a chance to change the culture of the federal workplace to one that promotes diversity more effectively.

Lastly, achieving diversity in the senior ranks of government neither requires quotas nor does diversity warrant admission of unqualified applicants into public service. However, the diversity we seek does require that government agencies continue to be able to reach out and make a conscious effort to build healthy and diverse work environments appropriate for their missions. The success of sound government and the strength of our democracy depend on it.

I thank you again for the opportunity to testify before the Subcommittee. SEA looks forward to continuing to work with this committee and with agencies on what our organization sees as one of the most important matters facing our members. We hope to continue to be an effective voice of the federal government career executive leadership on this and other matters about the civil service.



Updated: March 31st, 2008
Legislative Language 1/3

In Section 3(a), insert, "and Executive Resource Boards' diversity subcommittees," after Establishment and Role of SES Evaluation Panels".

Amend Section 3, subpart (a) (1) by replacing "(b) through (g)" with "(c) through (g)" and "(c) through (h)" with "(e) through (i)" and adding after "respectively": "and "redesignating subsection (b) as subsection (c)".

Amend Section 3; subpart (a) (2) to read as follows:

"(2) by inserting after subsection (a) the following:

'(b) When a vacancy announcement is posted for that position it shall conduct the merit staffing process for career executives by of the methods in subpart (d).'

and inserting after subsection (c):

'(d) When a vacancy announcement is posted under subsection (b), the appointing authority shall utilize either or both of the following methods, as appropriate:

'(1)

'(A) Establish one or more Senior Executive Service evaluation panels, as appropriate, the members of which shall be appointed by the head of the agency (or his or her designee)---

'(I) from among the employees of the agency or commissioned officers of the uniformed services of the uniformed services serving on active duty in such agency; or

'(II) from among senior executives of or commissioned officers of the uniformed services serving on active duty in another agency, if—

' (i) subparagraph (d) could not (but for this clause) otherwise be satisfied; and
' (ii) the consent of the head of the other agency is obtained.

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Updated: March 31st, 2008
Legislative Language 2/3

'(B) Each panel shall consist of three (3) members, of whom at least one (1) shall be a woman and one (1) other shall be a member of a racial or ethnic minority group. It shall be the function of a Senior Executive Service evaluation panel—

'(I) to review the executive qualifications of each candidate for a position to be filled by a career appointee; and

'(II) to certify to the appropriate executive resources board the names of candidates who, in the judgment of the panel, are best qualified for such position.

'(2)

'(A) 'Establish a permanent diversity subcommittee to any executive resource board established under subsection (c),

'(I) consisting of only career SES appointees,

'(II) a majority of whom are either women or minorities including at least one woman and one minority,

with the responsibility and the authority to review the actions of all SES selection panels to assure recruitment from a diverse and qualified pool of applicants and a selection process designed to promote diversity in the SES.

'(B) Any diversity subcommittees constituted under this provision shall,

'(I) have the authority to cancel, return or request justification for any proposed SES selection that the ERB diversity subcommittee believes is the result of inadequate outreach or a selection process that did not promote diversity in the SES; and,

'(II) be responsible for overseeing career development and succession planning strategies to assure the availability of a diverse pool of candidates for SES positions.

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Updated: March 31st, 2008
Legislative Language 3/3

Amend Section 2, subpart (b) by replacing all language after "to read as follows:" with:

"'(1) for which a vacancy is posted as described in subsection (b), either—

'(A) review the executive qualifications of the three (3) candidates certified under subsection (d) (1);

'(B) review the executive qualifications of each candidate for a position to be filled by a career appointee, subject to subsection (d) (2); or,

'(C) provide other review as requested by appropriate appointing authority.'"

Amend Section 3, subpart (c) by replacing "(h)" with "(i)" and "(i)" with "(j)".

Amend Section 3, subpart (d) (1), replacing "3393(e)" with "3393(f)".

Amend Section 3, subpart (d) (2) (A), replacing "3393(c) and (d)" with "3393(c) and (e)" and "3393(e)" with "3393(f)".

Amend Section 3, subpart (d) (2) (B) (i), replacing "3393(c) and (d)" with "3393(c) and (e)".

Amend Section 3, subpart (d) (2) (B) (ii), replacing "3393(e)" with "3393(f)"

Amend Section 3, subpart (d) (3), replacing "3393(e)" with "3393(f)"

Amend Section 3, subpart (d) (4), replacing "3393(e)" with "3393(f)"

Amend Section 3, subpart (d) (5), replacing "3393(e)" with "3393(f)"

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Bransford.

We will proceed to Mr. Brown.

STATEMENT OF WILLIAM BROWN

Mr. BROWN. Thank you, Mr. Chairman.

As you mentioned, I am a retired Federal Senior Executive Service and president of the African American Federal Executive Association. I would like to begin my remarks by thanking you and Senator Akaka, your committee, and staff for introducing this landmark legislation. This legislation will go a long way in correcting the under-representation of minorities and women in the SES. This under-representation was validated by GAO's testimony before this subcommittee on May 10, 2007.

With regards to African Americans, GAO testified that only 8.6 percent of the approximately 6,300 career members of the SES were African Americans. Between October 2000 and October 2006 the percentage of African American men dropped from 5.5 to 5.1 percent. During the same period the percentage of African American women in the SES increased from 2.9 to 3.5 percent.

Looking at the total percentages, in October 2000 African Americans represented 8.4 percent of the SES, and 6 years later they represented 8.6 percent, an increase of 2/10 of a percent in 6 years.

Approximately 90 percent of the entire cadre of career SESers are expected to retire in the next 10 years. If current trends are allowed to continue, in 10 years, when we would have replaced these executives, African Americans may represent 8.9 percent, or an overall increase of 3/10 of a percent.

Another way of saying this is: at the current trends, 10 years from now over 92 percent of the SES will not be African Americans.

The SES Diversity Act will correct this situation by ensuring that as agencies go about the business of filling vacancies, the selection process will be fair, consistent among Federal agencies, and minority and women are considered and evaluated against the same objective criterias as others.

Our organization's 225 African American senior leaders have written to their Members of Congress urging passing of this legislation in its present form. The responses we have received overwhelmingly support this act; yet, despite the under-representation of minorities, some are calling for voluntary implementation of the act's requirement of the use of a diverse selection panel.

AAFEA does not support such viewpoints. Federal agencies have had years to voluntarily diversify, and failed to do so, as the Government's own statistics point out. We see voluntary implementation as an effort to slow roll the diversity mandate, deprive our Nation of the talent it desperately needs to maintain its position of leadership in the world, and deprive our Nation of the opportunity to avert an approaching work force crisis.

Since 2003, our organization has conducted three training workshops where we trained over 450 senior-level African Americans in core subjects critical for any member of the SES. Many of these courses were taught by retired senior executives like myself and have produced for our Nation a cadre of what I refer to as leadership-ready candidates for Senior Executive Service positions.

Despite this training by experts, African Americans continue to be passed over disproportionately for SES positions.

Mr. Chairman, we are a Nation at war. Our men and women, White, brown, Black, short, tall, are being called to fight and, if necessary, die defending our Nation's interests around the world. We are also a Nation at war at home with bigotry and indifference to minorities, with access to SES positions being denied every day to people of color. Our military is not just looking for one complexion of people to serve, so why should our Senior Executive Service be any different?

AAFEA says full speed ahead with this act. It is a step in the right direction. it levels the playing field and draws upon the full resources of our Nation to solve the impeding work force crisis.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Brown follows:]

Testimony of
William A. Brown SR, P.E., HAIA,
President, African American Federal Executive Association Inc.
Before the House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia, and the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia, April 3, 2008.

Good afternoon, my name is William A. Brown SR. I am a retired federal senior service executive, and President of the African American Federal Executive Association Incorporated. AAFEA was founded in 2002 by four African American members of the Senior Executive Service. Our purpose is the professional development and advancement of African Americans into the senior levels of Government.

I would like to begin my remarks by thanking Representative Danny Davis and Senator Akaka, their committees and staff for introducing the Senior Executive Service Diversity Assurance Act. This landmark legislation will go a long way in correcting the underrepresentation of minorities and women in the Senior Executive Service. This underrepresentation was validated by the Government Accountability Offices' testimony before this Subcommittee on May 10, 2007. With regards to African Americans, GAO testified that only 8.6 percent of the approximately 6300 career members of the senior executive service were African Americans. Between October of 2000 and October of 2006 the percentage of African American men in the SES dropped from 5.5 percent to 5.1 percent. During the same period, the percent of African American women in the SES increased from 2.9 to 3.5 percent. Looking at the total percentages in October 2000, African Americans represented 8.4 percent of the SES and six years later they represented 8.6 percent an increase of two tenths of a percent in six years. Approximately 90 percent of the entire cadre of career Senior Executives are expected to retire in the next ten years. If current trends are allowed to continue in ten years when we would have replaced these executives, African

American may represent 8.9 percent or an overall increase of .3 of a percent. Another way of saying this is 91.1 percent of these vacancies at the current trend will not be filled with highly qualified African Americans.

The SES Diversity Assurance Act will correct this situation by ensuring that as agencies go about the business of filling SES vacancies the selection process will be fair, consistent among federal agencies and that minorities and women are considered and evaluated against the same objective criteria as others.

Today marks my third visit to the hill to testify on diversity in the SES and ways to improve it. I testified on October 15, 2003 and May 10, 2007 and as I do so today I am confident that this legislation is the roadmap our nation needs to make the highest levels of government representative of the mosaic of America.

Our organizations 225 African American senior leaders have written to their members of congress urging passage of this legislation in its present form. The responses we have received overwhelming support this Act. Yet despite the underrepresentation of minorities in the SES some organizations are calling for voluntary implementation of the Act's requirement that diverse selection panels be used to recommend candidates for selection to the SES. AAFEA does not support such viewpoints. Federal agencies have had years to voluntarily diversify and failed to do so as the governments own statistics point out. We see voluntary implementation as an effort to slow roll the diversity mandate, deprive our nation of the talent it desperately needs to maintain its' position of leadership in the world, and deprive our nation of the opportunity to avert an approaching workforce crises.

Since 2003 our organization has conducted three national training workshops where we trained over 450 senior level African Americans in core subjects critical for any member of the SES. Many of these courses were taught by retired senior executives and have produced for our nation a cadre of what I refer to as "Leadership Ready Candidates for Senior Executive Service"

positions. Despite this training by experts, African Americans continue to be passed over disproportionately for SES positions. This reaffirms our organizations' position that the reason our federal workforce is not adequately diversified is not because of a lack of training but due to flaws in the selection process. The SES Diversity Assurance Act, as written, will correct this situation by requiring the use of a selection panel consisting of three individuals, of which one person must be a female and one must be a minority.

Some are also suggesting that we return to practices used in yesteryear. We looked at past agency programs to see if they were applicable to the present crises and found none. As an example, under former Secretary Richardson, the Department of Energy was successful in increasing the number of minorities in the SES. Secretary Richardson took a personal interest in the mandate and actively participated. The drawback to his approach was that it worked as long as he was Secretary, it was implemented in one agency, DOE, and it was personally and not process driven. We salute DOE for their initiatives however; this was the exception not the rule. The majority of federal agencies continue to do business as usual meaning interviewing but not selecting qualified minorities for senior positions. The SES Diversity Assurance Act will weed out bias against minorities. It establishes a process where the selection of senior executives will be consistent, institutionalized across the entire federal government and driven from both the bottom and the top beginning with the three person diverse selection board and commencing with validation of the candidate by the Head of the Agency.

The process mandated in the SES Diversity Assurance Act will cause selecting officials to take selection and diversity seriously and it will hold selecting officials and agency heads accountable for their actions/decisions.

Mr. Chairman, we are a nation at war. Our men and women, white, brown, black, short, tall are being called to fight and if necessary die defending our nations' interest around the world. We are also at war at home with bigotry and indifference to minorities, with access to senior executive positions being denied everyday to people of color. Our military is not just looking for one

completion of people to serve so why should our senior executive service be any different.

AAFEA says full speed ahead with this ACT. It is a step in the right direction, it levels the playing field and it draws upon the full resources of our nation to solve the impending workforce crises.

I thank you for the opportunity to appear before this subcommittee. The African American Federal Executive Association Incorporated stands ready to assist any federal agency in achieving diversity in the senior executive service ranks within our limited resources. Together we can provide our nation with the leadership and talent necessary to tackle the challenges a diverse world poses now and will pose in the foreseeable future.

Thank you!

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Brown.

We will move to Ms. Trent.

STATEMENT OF RHONDA TRENT

Ms. TRENT. Thank you, sir. FEW very much appreciates this opportunity today to participate in this important hearing, and the passage of the bills in both congressional chambers is a top legislative priority for FEW.

FEW also agrees with the panel compositions that is now set forth in the bill as it is written. For 40 years, Federally Employed Women has worked to end sexual discrimination and enhance opportunities for the advancement of women in the Government. Every day nationwide FEW is aware of the issues facing women throughout the Federal Government. We also provide a variety of different types of diversity training, which is annually given in our national, regional, and chapter training programs.

With respect to the two bills, FEW and its members have been extremely active. First, we have hand delivered individualized packets to every House and Senate Member that enclosed a fact sheet on these bills. Included was a letter requesting that the legislator co-sponsor or support these measures. We also enclosed employment statistics detailing the number of Federal employees working in each congressional District and State. Within a couple of days several staffers contacted our Washington representative to announce that their bosses were adding their names to the co-sponsors.

Our members also have been extremely busy sending letters directly to their legislators urging them to co-sponsor these bills. So far, these letters have successfully resulted in two more co-sponsors, which we are very proud of.

Finally, I want to talk about, I also met with OPM on two different occasions because Federally Employed Women is very concerned about the statistics and the status of women in the Government. We wanted to pull statistics and do a Federal survey. I met with Linda Springer and I also met with OPM counsel. They both discouraged this survey to be sent out by FEW. However, I am glad to report that on March 10th of this year FEW did, indeed, send out this survey to 22 Federal agencies. The survey asked a variety of questions regarding alternative work schedules, training opportunities, career development programs, upward mobility programs, formal mentoring programs, and training dollars which are targeted toward women. This survey will be used to assess the areas needing support and the direction for women to advance in their careers. It will be compiled into a report and presented to the various agencies responding, as well as to Congress.

Our goal is to establish a tool to direct focus, identify barriers, and plan for the future needs to ensure that the Federal female work force is receiving the support and direction that it deserves.

In summary, FEW would like to suggest that in order to improve the representation of women in the management and other senior positions, we must—and I emphasize must—increase the development of those feeder pools that everybody keeps talking about. With that in mind, we must ensure that managers and supervisors are held accountable for diversity. We must ensure that women

have meaningful and decisive roles on committees, task forces, and other decisionmaking entities, and we must ensure that the assignments given to women are not purely task oriented but rather include decisionmaking and strategic thinking roles. We must provide networking training on issues that affect women in the work force. And this is a big one, by far, the lack of training and cross-training has been cited as a major impediment for women moving in the top levels of the Federal Government.

Women need to have leaders to whom they can ask questions, obtain advice about their careers, receive suggestions. Recruitment will not happen if you will not develop the feeder pool.

Again, FEW very much appreciates the subcommittee and chairman's interest in increasing the diversity in the Senior Executive Service and all the support that you have given the Federal work force in the past. And I and the over 1 million Federally Employed Women offer to help in any way to ensure that more women and minorities can aspire and succeed to entering the Senior Executive Service.

Thank you.

[The prepared statement of Ms. Trent follows:]

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ORAL TESTIMONY OF THE

FEDERALLY EMPLOYED WOMEN (FEW)

Presented by FEW President
Rhonda Trent

HOUSE SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE AND THE DISTRICT OF COLUMBIA

HEARING ON "Senior Executive Service Diversity Assurance Act"

April 3, 2008

Federally Employed Women (FEW)
1666 K Street, NW
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www.few.org

FEW is a private, non-profit organization founded in 1968 after Executive Order 11375 – that added sex discrimination to the list of prohibited discrimination in the federal government – was issued. FEW has grown into a proactive organization serving the more than one million federally employed women (both civilian and military). FEW is the only organization dedicated solely to eliminating sex discrimination in the federal workplace, and the only organization that monitors legislation particularly of concern to women employed in the federal government.

INTRODUCTION

Federally Employed Women (FEW) very much appreciates the opportunity to participate in this important hearing on the "Senior Executive Service Diversity Assurance Act." Passage of these bills in both congressional chambers is a top legislative priority for the more than one million women employed in the federal government and military. We thank Chairmen Danny Davis and Daniel Akaka for their leadership and proactive work towards the fulfillment of a truly diverse Senior Executive Service in the federal workforce.

BACKGROUND

FEW is a private, non-profit organization founded in 1968 after Executive Order 11375 – that added sex discrimination to the other forms of discrimination prohibited in the federal government – was issued. The early organizers of FEW realized that the government could dismantle the Federal Women's Program (FWP) that was established after E.O. 11375 was issued within most federal agencies and they wanted to ensure that there would always be an organization dedicated to promoting equality for women and addressing concerns of women in the federal workforce.

As a private organization, FEW works as a constructive pressure group to improve the status of women employed by the federal government. This includes contact with Congress to encourage progressive legislation. FEW national officers also meet with agency officials at all levels to demonstrate support of the FWP, encourage officials to support the program and to obtain insight on the effectiveness of the FWP at agency and local levels. FEW has been called on in past years to testify before Congress on sexual discrimination, Senior Executive Service (SES) diversity and sexual harassment cases.

For 40 years, Federally Employed Women has been working to end sexual discrimination and enhance opportunities for the advancement of women in government. Every day, nationwide, FEW members work together to bring about

an awareness of the issues facing women throughout the federal government and achieve positive reforms and equality for women in the federal workplace. In addition, FEW members support all efforts within the government to improve operations and efficiencies in the federal workforce.

FEW'S WORK FOR DIVERSITY

Diversity remains very important for FEW and its members. As an organization, we offer diversity training annually at our national, regional and chapter training programs.

With respect to these two bills, FEW and its members have been extremely active. First, we hand-delivered individualized packets to every House and Senate member that enclosed a fact sheet on these bills. Included was a letter requesting that legislators co-sponsor and support these measures. We also enclosed employment statistics detailing the number of federal employees working in each congressional district and state. Within a couple of days, several staffers contacted FEW's Washington Representative to announce that their bosses were adding their names as co-sponsors.

Our members have also been extremely busy sending letters directly to their legislators urging them to co-sponsor these bills. So far, these letters have successfully resulted in 2 more co-sponsors.

FEW also participated in the press conference organized by Chairmen Davis and Akaka when they introduced their bills. We followed this with a press release of our own, as well as several others since that event that discuss the diversity bills and FEW's commitment to moving them through the legislative process. These releases have resulted in several news articles in publications read by federal workers nationwide.

Finally, on March 10, 2008, FEW sent to 22 federal agencies a survey on the status of women in the government. The survey asked a variety of questions

regarding alternative work schedules, training opportunities, career development programs, upward mobility programs, formal mentoring program, and training dollars targeted towards women. This survey will be used to assess the areas needing support and direction for women to advance in their careers. It will be compiled into a report to be presented to the agencies responding, as well as to Congress. Our goal is to establish a tool to direct focus, identify barriers, and plan for future needs to ensure the federal female workforce is receiving the support and direction it needs to progress.

PROGRESS IN DIVERSITY

The latest employment and demographic statistics available from the Office of Personnel Management are from September 2007. According to these latest totals, women represent 44% of the federal workforce, yet only 29.14% of the Senior Executive Service.[1] The last known statistics of women in grades 13 through 15 was 125,889 in 2006.[2] Employees from these grades are referred to as "feeder" pools from which SES candidates are sourced.

FEW'S SUGGESTIONS FOR IMPROVEMENT

In conjunction with the May 2007 Subcommittee hearing, we testified to several suggestions that could improve the ability of women and minorities to move up through the ranks and into the Senior Executive Service. Many of these were included in the SES Diversity bills introduced in each chamber.

In summary, we had suggested that in order to improve the representation of women in management and other senior level positions, we must:

- Ensure that managers and supervisors are held accountable for diversity.

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[1] Office of Personnel Management, Federal Human Resources Data, FedScope (http://www.fedscope.opm.gov/), September 2007.
[2] Annual Report to the Congress, Federal Equal Opportunity Recruitment Program, FY 2006, page 5.

- Ensure that women have a meaningful and decisive role on committees, task forces and other decision-making entities.
- Ensure the assignments given to women are not purely task-oriented, but rather include decision-making and strategic thinking roles.
- Conduct focus groups and surveys to identify barriers to women.
- Provide networking training on issues that affect women in the workforce.
- Provide better educational and leadership development opportunities for women at all levels of the federal workforce.
- By far, the lack of training and cross-training has been cited as a major impediment for women moving into the top levels of the federal government.
- There are no formal mentoring programs for women in the federal government. Women need to have leaders to whom they can ask questions, obtain advice about their careers, receive suggestions on career moves, training needs, and special project assignments, and obtain general information about the process of moving up the career ladder.

Again, we very much appreciate the Subcommittee and Chairman's interest in increasing diversity in the Senior Executive Service and all the support you have given federal workers in the past. I, and the FEW members, offer to help in any way to ensure that more women and minorities can aspire and succeed in entering the Senior Executive Service.

Mr. DAVIS OF ILLINOIS. Thank you very much, Ms. Trent.

We will proceed to Dr. Eoyang.

STATEMENT OF CARSON EOYANG

Mr. EOYANG. Good afternoon, Chairman Davis.

On behalf of the Asian American Government Executive Network, we are very appreciative of this opportunity to speak in favor of the Senior Executive Service Diversity Assurance bill. We applaud your proactive leadership in addressing this critical but neglected challenge confronting our Federal Civil Service. We proudly join our fellow Federal executive associations to support this landmark legislation.

Our issues simply mirror the central concerns of this committee. First, Asian Pacific Americans are significantly under-represented in the SES. Second, progress in SES diversity has been slow, uneven, and inconsistent. Third, the SES Diversity Assurance Act is long overdue.

When AAGEN previously testified on this subject before you in October 2003, we made the following observations. According to the GAO, representation of APAs in career SES was the most significant disparity among all of the women and racial and ethnic groups studied by the GAO. The GAO reports confirmed that APAs are severely under-represented at the SES and other senior levels of the Federal Government, and that there are serious concerns about the lack of conclusion of APAs at the pipeline levels and in succession planning.

Regrettably, 4½ years later inclusion of APAs in the SES has not sufficiently improved. While the GAO projections may not have been perfect in every agency, to our knowledge there is no agency whose SES ranks matches or exceeds the APA ratio of 5.89 percent of the entire Federal executive branch. The number of Asian Pacific American SES in the entire Federal Government only totaled 2.4 percent in 2007.

With the potential retirement of many if not most of the career SES over the next 5 years, ensuring diversity in our senior ranks is even more important as we grow the next generation of senior executives. While administration officials continue to urge progress in making the Federal Civil Service and its top leadership look like America, this progress has been slow, uneven, and inconsistent.

The Federal Government should have a diverse work force not only to demonstrate that it reports the American population, but also because diversity enhances the effectiveness of Government. For example, our various law enforcement agencies at all levels across the country must begin to mirror our Nation's diversity if they are to maintain domestic peace and equitably enforce our laws within and across our social strata. Failure to have diversity in the law enforcement may lead to misunderstanding and assumptions of prejudice by communities that are not represented. However, the Department of Justice reports that their APA percentage was only 0.7 percent, which was half of what it was in the year 2000.

There is wide disparity in the degree of work force diversity across the Federal Government, with little concrete evidence on why some agencies have consistently been unrepresented in the

Nation, as a whole, while others have made measured, if only partial, progress during the same timeframe.

Unfortunately, there has been too little study of recent executive branch diversity efforts. While it is easy to measure the changes in demographics, it is more difficult to understand the causes. It is important that the executive branch and the Congress address the various factors that promote and inhibit work force diversity, such as minority recruitment, building talent pipelines, succession planning, management development, and, most importantly, sustained commitment of agency senior leaders to diversity.

The SES Diversity Assurance Act is a long-overdue and welcome correction to past policies and practices that have not been adequate to expand executive diversity across our Government. Without this legislation, it is unlikely the SES will adapt quickly enough to meet the enormous global and domestic challenges of the 21st century.

This legislation will require the Federal Government to institute policies, practices, and reporting processes that will clearly advance our common goals of equal opportunity and diversity.

In conclusion, we encourage both committees to continue to exercise vigorous oversight over the evolution of the SES. We recommend that regular studies by the GAO be conducted to assess the degrees and rates of progress in executive diversity across all Federal agencies. Where particular challenges and obstacles for specific minorities, such as Asian Pacific Americans, are identified, executive branch, in cooperation with the Congress, should formulate and implement appropriate remedies and solutions to ensure that our Senior Executive Service is truly reflective of all parts of American society.

Thank you for providing this opportunity to share our views.

[The prepared statement of Mr. Eoyang follows:]

Asian American Government Executives Network

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MANAGING DIVERSITY OF SENIOR LEADERSHIP IN THE FEDERAL WORKFORCE AND POSTAL SERVICE

Statement of
Carson K. Eoyang, Ph.D.
Executive Director
Asian American Government Executive Network

Before

The United States Senate Committee on
Homeland Security and Governmental Affairs,
Subcommittee of Government
Management, the Federal Workforce,
and the District of Columbia

And

The United States House of Representatives
Committee on Oversight and Government Reform,
Subcommittee on Federal Workforce,
Postal Service and the District of Columbia

April 3, 2008
Washington, D.C.

INTRODUCTION

Good afternoon, Chairman Akaka, Chairman Davis and Distinguished Members of the House and Senate.

My name is Carson Eoyang and I serve as the Executive Director of the Asian American Government Executive Network (AAGEN) which was founded in 1994 as a non-profit, non-partisan organization of current and former senior government officials. Our mission is to promote, expand and support Asian Pacific American leadership in the Federal, state and local governments.

On behalf of AAGEN, we are very appreciative of this opportunity to speak in favor of the Senior Executive Service Diversity Assurance Bill. We applaud your proactive leadership in addressing this critical but neglected challenge confronting our federal civil service. We proudly join our fellow federal executive associations to support this landmark legislation. Our arguments are simple.

1. Asian Pacific Americans are significantly under represented in the SES.
2. Progress in SES diversity has been slow, uneven and inconsistent.
3. The SES Diversity Assurance Act is long overdue.

ASIAN PACIFIC AMERICANS IN THE SES

When AAGEN previously testified on this subject before the House Subcommittee on Civil Service and Agency Reform, on October 15, 2003, we made the following observations.

> In 1999, the number of Asian Pacific Americans (APA) in the career SES reached 100, or about 1.6 percent of the total. Seven[1] of the 24 Chief Financial Officer (CFO) agencies had no APA's in the career SES ranks.

>Based on current separation and hiring trends, GAO projected that the number of APA's in the career SES should have increased modestly to 104 by 2007. According to those projections, APAs would make up 1.7 percent of the total SES workforce, which is lower than their representation in the federal workforce, and in the population at large. Compared to the 2000 levels, the slight increase of APA women (from 33 to 39) will be offset by a corresponding decline of APA men (from 70 to 65). According to GAO projections, as many as 9 out of 24 CFO agencies,[2] - one more than in 1990 - will have no APA's in the career SES by the year 2007

[1] HUD, Labor, State, OPM, AID, SBA, and FEMA.
[2] Education, HUD, Interior, Labor, State, OPM, SBA, AID, and FEMA. AID and FEMA no longer exist due to AID's merger with the Department of State and FEMA's migration to the Department of Homeland Security.

> According to the GAO, representation of APA's in the career SES ranks was "more than 50 percent below its percentage in five out of six labor forces"[3] selected by the GAO – it was the most significant disparity among all of the women and racial and ethnic groups studied by the GAO.

> The GAO reports confirm that APA's are severely under-represented at the SES and other senior levels of the Federal government and that there are serious concerns about the lack of inclusion of APA's at the pipeline levels and in succession planning.

BETTER PROGRESS IN SES DIVERSITY IS NEEDED

Regrettably four and a half years later, inclusion of APA's in the SES has not significantly improved. While the GAO projections may not have been perfect in every agency, to our knowledge there is no agency whose SES ranks matches or exceeds the APA ratio of 5.89% of the entire Federal Executive Branch in FY 2006. The number of Asian Pacific Americans in all upper grades from GS13 through SES in the entire Federal government only totaled 3.72% in FY2006.

With the potential retirement of many if not most of the career SES over the next five years, ensuring diversity in our senior ranks is even more important as we grow the next generation of senior executives. While Administration officials continue to urge progress in making the federal civil service and its top leadership look like America, this progress has been slow, uneven and inconsistent. In dynamic, complex, and sometimes turbulent global markets, diversity in the executive ranks of Corporate America is an imperative for economic and financial success. This imperative is even more critical for our government if we are to serve effectively our increasingly pluralistic society as well as to compete and collaborate in multiple international environments

There is a wide disparity in the degree of workforce diversity across the federal government with little concrete evidence on why some agencies have consistently been unrepresentative of the nation as a whole, while others have made measured if only partial progress during the same time frame. Unfortunately there has been too little study of recent executive branch diversity efforts. While it is easy to measure the changes in demographics, it is more difficult to understand the causes. It is important that the Executive Branch and the Congress address the various factors that promote and inhibit federal workforce diversity such as minority recruitment, building talent pipelines, succession planning, management development and most importantly sustained commitment of agency senior leaders to diversity.

The federal government should have a diverse workforce not only to demonstrate that it represents the American population, but also because

[3] GAO-01-377, page 31, Table 1.

diversity enhances the effectiveness of government. For example, our various law enforcement agencies at all levels and across the country must begin to mirror our nation's diversity if they are to maintain domestic peace and equitably enforce our laws within and across our social strata. Failure to have diversity in the law enforcement may lead to misunderstanding and assumptions of prejudice by communities that are not represented. However the Department of Justice reported that only 2.9% of its workforce in FY2007 was APA, with the likelihood of an even lower percentage for their SES.

NEED FOR SES DIVERSITY ASSURANCE ACT

The SES Diversity Assurance Act is a long overdue and welcome correction to past policies and practices that have not been adequate to expand executive diversity across our government. Without this legislation it is unlikely that the SES will adapt quickly enough to meet the enormous global and domestic challenges of the 21st century.

Moreover the lack of SES diversity will be compounded throughout the entire federal workforce, as future generations of potential leaders and executives will be discouraged from pursuing careers in organizations that are visibly characterized as non-inclusive at their most senior levels. If the civil service is to attract and retain the best and brightest from all sectors of America, then there must be sufficient numbers of diverse SES role models at all federal agencies. Otherwise our talented young professionals will migrate to those organizations that place no such artificial ceilings on their career advancement.

Agencies must include diversity as a strategic goal of their agencies' Human Capital Planning and goal accomplishment must be measured just as other high priority mission performance measures. Ultimately, unless substantive initiatives are taken to attract and retain a diverse workforce—starting from building a diverse pipeline, to planning for succession which includes diversity as a key element, and selecting senior leaders with diversity as one of the key goals, then the status quo will continue.

Establishing a single office to ensure that the SES is reflective of national diversity is a critical element to effective and responsible oversight of the entire federal SES. The Senior Executive Service Diversity Assurance Act will bring much needed visibility and accountability in advancing and measuring the degree of progress in increasing the number of women and minorities in the SES. This legislation will require the Federal government to institute policies, practices and reporting processes that will clearly advance our common goals of equal opportunity and diversity.

The oversight to be exercised by the Senior Executive Services Resource Office will raise the visibility of executive diversity across all agencies by

collecting and publishing SES demographic statistics, thereby increasing the accountability of agency leaders for their rates of progress or lack thereof. By requiring public access to these statistics, this legislation will remedy a long standing frustration over the unavailability of accurate, complete and timely SES diversity data by agency.

In addition, this legislation requires that agencies establish SES evaluation panels with explicit membership by women and minorities to review executive qualifications for each SES candidate and to certify those best qualified for each executive vacancy. Ensuring diverse perspectives in the SES selection process is an important step towards achieving more diverse executive appointments.

CONCLUSION

In conclusion we encourage both Committees to continue to exercise vigorous oversight over the evolution of the Senior Executive Service. We recommend that regular studies by the General Accountability Office be conducted to assess the degrees and rates of progress in executive diversity across all federal agencies. Where particular challenges and obstacles for specific minorities such as Asian Pacific Americans are identified, the Executive Branch in collaboration with the Congress should formulate and implement appropriate remedies and solutions to ensure that our Senior Executive Service is truly reflective of all parts of American society.

Thank you for providing this opportunity to share our views.

Mr. DAVIS OF ILLINOIS. Thank you very much.

We will go to Mr. Osegueda.

STATEMENT OF JOSE OSEGUEDA

Mr. OSEGUEDA. Chairman Davis, thank you for the opportunity to appear before you today. I recently retired from Federal service, and I am a true witness of the difficulties facing Hispanics who try to achieve and pursue senior level positions in the Federal work force. We are proud today to represent all senior level Hispanics in the Federal work force and to speak on their behalf today at this hearing.

It is clear that, with regard to Hispanic representation at the senior level of the Federal Government, the current selection methodology has not improved the bottom line. Presently, Hispanics represent 3.6 percent of the career SES cadre, while making up 13.8 percent of the national civilian labor force.

Using these climate changes, it means that Hispanics today are under-represented by close to 500 career SES positions. Even worse, Hispanic representation is actually declining in the feeder population leading to the career SES level, the GS–13 and GS–15 grades. According to the most recent OPM reports, Hispanic representation declined by 2.8 percent, or 570 positions, from 2006 to 2007.

That Hispanic under-representation in the Federal work force has reached crisis proportions is born out of these telling statistics. Hispanics remain the only under-represented ethnic group at 7.7 percent in the overall government work force. When compared to the present level of representation in the national civilian labor force, 13.8 percent, there is a Hispanic under-representation gap of 6.1 percent. That represents 120,000 jobs, or approximately $5.5 billion in salaries along to the Hispanic community.

To place the capstone on this dismal picture of under-representation with another annual hiring rate of 0.13 percent over the past 4 years, Hispanic representation in the Federal work force will never reach parity with the numbers in the civilian labor force. Yet, despite this history of institutionalized exclusion, on November 16, 2007, OPM Director Linda Springer eliminated the only Federal personnel hiring authority established with the express purpose of promoting diversity among minorities.

NAHFE supports the intended purpose of H.R. 3774 and S. 2148, to establish an office within OPM that will promote diversity in the recruitment and selection of career SES positions. NAHFE firmly believes it is time that the responsibility for oversight, monitoring accountability for SES selections, including the establishment of diversity evaluation panels, is moved from individual agencies to a central oversight office.

Clearly, the responsibility for accountability in diversity selections rests with the gatekeepers to the recruitment selection process, and the record speaks loud and clear that leaving independent authority for ensuring diversity in career SES selections with agencies will not improve the dismal bottom line. One need only look at the current level of Hispanic representation in several key Executive agencies to understand why it is time to abandon the failed

SES selection methods of the past and turn to new, creative ideas for improving diversity at the SES level.

For these reasons, NAHFE supports moving the gatekeeper responsibility for overseeing diversity in career SES recruitment and selections away from agencies to a central oversight office within OPM and the establishment of SES evaluation panels within agencies which makeup is reflective of our Nation's diversity.

While we clearly share the Senior Executive Association's goal of bringing greater diversity to the Federal executive corps, unfortunately we are not in agreement with how to make this a reality. We do not believe that continuing to rely on the failed SES selection methodology of the past will deal different, more positive results. It is time to turn over a new leaf and dramatically improve the SES selection process.

We believe that the diversity bills as presently constituted will do this. We believe that they will signal a welcome change toward improving diversity at the SES level.

Chairman Davis, thank you for the opportunity to share our views and support for the Senior Executive Diversity Assurance Act.

Mr. DAVIS OF ILLINOIS. Thank you very much.

We will go to Ms. Young.

STATEMENT OF DARLENE YOUNG

Ms. YOUNG. Thank you, Chairman Davis.

I thank you for having the foresight to develop and create this legislation that will ensure that African Americans, Hispanics, Asians, Native Americans, and women will have an opportunity to serve our Government at the highest level in the Senior Executive Service.

Blacks in Government, along with my colleagues here, were ones who participated in supplying you with comments on July 23, 2007. You graciously incorporated our recommendations into the bill. The recommendations are outstanding, and we appreciate all the work that you are doing to get this bill passed. BIG is very comfortable with the bill and looks forward to the passage. This will make our Government leadership look like America, which is the representation of all Americans.

We have a pool of minorities in the pipeline that are currently certified by OPM and qualified to step up and serve our Nation as Senior Executive Service leaders. These bills are much needed, and Blacks in Government is awaiting the day of passage of these bills.

To change the proposed legislation would suggest that minorities would continue to be unrepresented in our senior leadership of our Government. Essentially, not passing the bill would state that the status quo would be maintained, and that is unacceptable to BIG.

It saddens me that we are on the eve of Dr. Martin Luther King's death, which we as Americans are about to celebrate 40 years after his passing, that we are still fighting for the justice and the fairness in the workplace. When will the dream be truly lived in all facets of our lives?

Thank you for giving Blacks in Government an opportunity to reaffirm our support for this Senior Executive Service Diversity Act, H.R. 3774, and S. 2148.

Again, BIG awaits, ready to celebrate the passage of these bills.

Mr. DAVIS OF ILLINOIS. Thank you very much. I want to thank all of our witnesses.

Let me just begin and let me make sure, Mr. Bransford, that I understood and that I understand your position and your testimony. Did you indicate that you felt that institution of the panels in the legislation might create a level of bureaucracy that could, in fact, impede implementation of the concept and actually make it more difficult or delay increasing minority representation within the ranks of the SES?

Mr. BRANSFORD. Mr. Chairman, it is the view of the Senior Executives Association and the career senior executives that we have talked about this issue with that creating a requirement that these panels be created with one minority, one woman, and one other would actually delay the process, would create eventually a mentality of check the box among the bureaucracy. It would be a bureaucratic requirement which, in our view, might not be effective in the long run.

It was the belief of our association that an alternative would be to create effective leadership. We have submitted that proposal in detail with our written testimony. And it is our position, not that it be a voluntary selection panel, but that agencies be required to use the selection panels as outlined in the bill unless they implement one of these effective diversity subcommittees which actually has the power, the authority to veto SES selections and the responsibility to create a pipeline. It is only then that we think that the agency would be demonstrating the type of leadership necessary to then relieve it of the requirement to have a panel.

So we are not suggesting that anything be voluntary. We are not suggesting business as usual. We are suggesting that either they do business as in the bill currently or they demonstrate effective leadership in promoting diversity.

Mr. DAVIS OF ILLINOIS. And I guess at the very core of my thinking relative to our shaping of the legislation and relative to our look at historical efforts is the notion that absolute subjectivity is probably as great as absolute objectivity, and that in order to arrive at this notion of objectivity, that much of it is like beauty: it is in the eye of the beholder. And different people just see different things based upon their experiences, based upon what they have been taught, based upon what they have been made to believe, based upon what they have been helped to believe.

My fear is that, as we go down the road to change, there are certain things that people will just never see unless they get the opportunity; that had Jackie Robinson not gotten the opportunity that people just would not have seen his ability to play baseball the way that he did, or his understanding of the game.

I guess my question would be to other panel members. How do you react and how do you respond to Mr. Bransford's proposal, since we have all had an opportunity to hear and since all of you have been engaged in these processes? Perhaps we begin, Mr. Brown, with you.

Mr. BROWN. Mr. Chairman, as I indicated, we do not support that position, for a couple of reasons. One, I find the terminology gatekeeper very interesting, but, nevertheless, in any case this is

not in addition, it is not to create an additional layer; this is a substitute for the process that is ongoing right now that is not working by the Government's own statistics. So that is what we see as key in the bill here. It provides a diverse panel and it is a better way, if you would, of doing business.

We have talked to our members, and many of our members—and there are certain agencies that have a very informal process that they are using right now. We know of a particular agency where one individual has selected everyone from GS–14 up through the SES, and there is no one of color at the GS–14 or above level in that agency. Because of a confidentiality that we share with our members I can't mention the agency, but this is the kind of data that we are collecting.

Then, when you look at statistics, you say where is the concrete ceiling, not the glass ceiling, where is the concrete ceiling. And so that is why we say it is time for change, it is time to do it different, not to add anything on, but to substitute a process that will give us better results.

Mr. DAVIS OF ILLINOIS. Ms. Trent.

Ms. TRENT. Thank you, sir. FEW is very, very comfortable with the bill as written, and I am not sure what kind of whatever we are trying to play here, but I came over for two or three sessions and gave up my time, queried my membership on many, many levels to ask about various words and various phrases in this. My membership is behind this 100 percent. During the various meetings that we had when we were penning this piece of legislation it was suggested that perhaps the word or a woman would not be appropriate on the panel, that it might be easier to pass without a woman on the panel, and I said no, the facts do not lie. I am digging my heels in. These are desperate times, and they require huge, gigantic changes, and if we are going to do it, let's just do it, do it right, and let's go for it.

FEW is very, very comfortable with the way the bill was written, or I would not have had my members go out and send letters to their elected officials, so I like it as it is. FEW likes it as it is.

Mr. DAVIS OF ILLINOIS. Thank you.

Doctor.

Mr. EOYANG. We support the bill as written. I understand Mr. Bransford's concern about additional delays in bureaucracy; however, I have every confidence that agency management will put sufficient resources and time to select their senior executives in an appropriate and timely way, because it is that important to them.

Mr. DAVIS OF ILLINOIS. Mr. Osegueda.

Mr. OSEGUEDA. Chairman Davis, I would like to cite a couple of figures. At the Department of Education and the General Services Administration there is one Hispanic at the career SES level. At the Department of Transportation there are two Hispanics. That is 1 percent. State, two Hispanics. The Department of Defense, with 1,200 career SES positions, 1.4 percent are Hispanics. Nearly all other executive or legislative branches have a similar picture.

NAHFE believes that if we continue business as usual we will never go beyond these figures, so we support the bill as it is constituted at the present time.

Mr. DAVIS OF ILLINOIS. Ms. Young.

Ms. YOUNG. BIG is definitely in favor of the legislation as it is. We also did a campaign to our Congress folks to support the bill. At this point I am like Ms. Trent. We spent a few hours coming over here to debate on what should and should not be a part of that. I think during some of that we had a little bit of that information provided to us and we did not agree, so I would agree that the bills should go forward as they are, and BIG is supporting that.

Mr. DAVIS OF ILLINOIS. Let me just thank all of you. I think that there are lots of different ways to look at different opportunities, and as you, Ms. Young, were making your comment earlier, I thought of the fact that a few days ago I happened to pick up a book and I was reading the Preamble to the Constitution, and I thought of how great this country is, and those words continue to reside with me, where men with the best of intentions wrote that we hold these truths to be self-evident, that all men were created equal. Quite frankly, I really think they meant men. I really do believe that they meant men. And it has taken us a long time to have women come full square, and we still have not gotten there into that equation.

I also think that they were operating with the best of their intentions as they reached a compromise relative to the presence of Black people in this country whom they counted as three-fifths of a person with something called the three-fifths compromise.

As a result of a tremendous amount of struggle, and, as you mentioned the fact that we are on the 40th anniversary of the assassination of Dr. Martin Luther King, and, of course, tomorrow is that day, and we commemorate his life and his legacy, that it has taken a long time to get to the point where different population groups are feeling a sense of equity of opportunity as we go through even the process of electing a President for the United States of America. There seems to be a tremendous amount of interest in where we are now.

I wouldn't be opposed to thinking that much of that interest has to do with the diversity of the candidates, and that diversity just may very well propel us into a new chapter in the history of the development of our country as people who had not surfaced surface to another level.

I suspect that we have some of that within the ranks of the work force in our Government, and I believe that we owe it to every single person in this country to help them believe deep down within their hearts that they have the opportunity to rise to the highest level of opportunity relative to the work that they choose to do.

So I thank you for coming and testifying, and give assurance that this subcommittee is going to do everything within its power to try and make sure that people can experience the realization of not only the dream of a Martin Luther King, but the dreams that they have if they are talented, willing to prepare themselves, willing to work hard, develop leadership ability and leadership skills, that they can, in fact, become SESers in this Government.

So I thank you for coming to testify, for the positions that you have taken. We will adjourn this hearing.

[Whereupon, at 5:10 p.m., the hearing was adjourned.]

[Additional information submitted for the hearing record follows:]

Question#:	1
Topic:	mentorship program
Hearing:	Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service
Primary:	The Honorable Daniel K. Akaka
Committee:	HOMELAND SECURITY (SENATE)

Question: In testimony before the Subcommittee, you mention that the Department of Homeland Security is using mentorship and coaching programs to help improve diversity in the GS-14 and GS-15 population. Can you provide more details on how the mentorship program works, how many participants are in the program, what are the demographics of the participants, what impact you expect the program to have on the diversity of the SES, and how you plan to measure the programs impact?

Answer:

DHS' strategy in enhancing diversity in the Senior Executive Service (SES) ranks continues to focus on increasing the pipeline of qualified, diverse candidates from both a recruiting and an employee development perspective. From a recruiting perspective, the Department is entering into partnerships with various executive associations to enhance the diversity of our applicant pools.

From an employee development perspective, the Department has implemented a DHS Candidate Development Program (CDP), which provides eventual entry into the SES, and a DHS Fellows Program, which is targeted to promising GS-13/14/15 employees. DHS also participates in the Presidential Management Fellows (PMF) program. These programs all entail formal, mandatory mentoring, coaching, and developmental rotational assignments.

Likewise, DHS has taken steps to expand mentoring, coaching, and rotational assignments beyond these three programs to enhance employee development and readiness at all levels. For example, all 36 participants in our two CDP cohorts have been assigned mentor/coaches. Outside the CDP process, an additional 18 mentors have been identified. Likewise, all CDP participants, 60 Presidential Management Fellows, and 47 DHS Fellows participate in mandatory developmental rotational assignments. Beyond these three programs, approximately 151 more employees are on rotational assignments this fiscal year.
DHS believes if we enhance the diversity of our pipeline, there will be greater potential to enhance the diversity of our SES cadre.

United States Government Accountability Office
Washington, DC 20548

May 20, 2008

The Honorable Senator Daniel K. Akaka
Chairman
Subcommittee on Oversight of Government
Management, the Federal Workforce, and
The District of Columbia
Committee on Homeland Security and Governmental Affairs
United States Senate

Subject: *Post-Hearing Questions Related to Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service*

Dear Mr. Chairman:

On April 3, 2008, I testified before your Subcommittee at a hearing entitled, "Ensuring Diversity at Senior Levels of the Federal Government and the U.S. Postal Service." This letter responds to your request that I provide answers to questions for the record. The questions, along with my responses, follow.

1. **In your study currently underway on diversity in the Senior Executive Service, you focus on the 25 largest federal agencies and diversity trends among their senior executives and senior executive candidate pools. Of those agencies that you have reviewed so far, have you examined any correlation between the race, gender, or ethnicity of the agency head and the diversity of the SES and the candidate pool?**

   We have done no work in which we reviewed the correlation between the race, gender, or ethnicity of the agency head and the diversity of the SES and the candidate pool. In our 2005 report on leading diversity management practices,[1] experts identified top leadership commitment as a fundamental element in the implementation of diversity management issues. In this regard, it is important to have that commitment from the top regardless of race, gender, or ethnicity.

2. **The Government Accountability Office's testimony for this hearing provides a global view of diversity in the federal government with few specific details on the effectiveness of particular programs agencies have used to improve diversity.**

[1] See GAO, *Diversity Management: Expert-Identified Leading Practices and Agency Examples*, GAO-05-90 (Washington, D.C.: Jan. 14, 2005).

a. Have you found any effective programs at developing a diverse candidate pool and seeing that translate into a diverse SES?

We have done no work specifically identifying effective agency programs for developing a diverse candidate pool that in turn would translate into a diverse SES.

As mentioned earlier, we issued a report identifying leading diversity management practices and examples of how federal agencies implemented the identified practices in the federal government. While experts agree that some combination of these practices are important in developing and implementing diversity management, several of these practices would seem particularly important for developing a diverse pool of candidates that could lead to a diverse SES. Among these are top leadership commitment, accountability, succession planning, recruitment, and diversity training.

b. How do you think that the effectiveness of programs aimed at improving diversity in the SES can be captured?

Using quantitative and qualitative performance measures can help agencies capture the effectiveness of efforts aimed at improving the diversity of the SES. Once agencies have identified effective methods, OPM, the Chief Human Capital Officers Council, or a similar organization could facilitate sharing this information to help other agencies implement similar programs.

As we reported in 2005, quantitative and qualitative performance measures help organizations translate their diversity aspirations into tangible practice. For example, an organization can track data on its workforce to evaluate the effectiveness of the organization's diversity management efforts and the progress it is making in those efforts. This could include programs aimed at attracting and retaining a diverse SES. Organizations also can track the return they receive on investments in such areas as diversity training and recruitment to evaluate the progress they are making in those efforts.

Though not specific to SES diversity, subsequent to the issuance of our report on leading diversity management practices, we reviewed the literature related to measuring the effectiveness of diversity management and the effectiveness of programs aimed at improving workforce diversity. In doing so, we discovered that such measurement presents a number of challenges from the outset, among them (1) difficulty in isolating the source of progress, because improvements in such areas as morale and productivity are influenced by so many factors and (2) the difficulty and time needed to evaluate the return on investments of diversity management initiatives, mainly because of the lack of valid formulas and input data that would enable such evaluation. Thus, although it is possible to measure the effectiveness of diversity management and the effectiveness of programs aimed at improving workforce diversity, it is challenging work that may contain limitations.

For additional information on our work on federal agencies' activities regarding workforce diversity or diversity management, please call me on (202) 512-9490 or at stalcupg@gao.gov.

Sincerely yours,

/s/

George H. Stalcup
Director, Strategic Issues

Post-Hearing Questions for the Record
Submitted to Ms. Nancy Kichak
From Senator Daniel K. Akaka

"Managing Diversity of Senior Leadership in the Federal Workforce and Postal Service"
(April 3, 2008)

1. In 2003 the Office of Personnel Management (OPM) Director Kay Coles James announced an initiative to improve diversity at all levels of the federal government. Included in the initiative was the Candidate Development Program (CDP) that would serve as a pipeline for minorities and women to break into the SES. Since 2003, nearly 40 percent of the federal SES has retired and the diversity among women and minorities in senior executive positions has increased slightly.

    a. What impact on diversity has this initiative had?

The mission of OPM is to ensure that the Federal Government has an effective civilian workforce. This includes addressing the projected retirement wave and ensuring equal accessibility of information and opportunity for all qualified Americans to compete for Federal positions, promotions, and training opportunities.

OPM created the Senior Executive Service (SES) Federal Candidate Development Program (Fed CDP) to help Federal agencies meet their succession planning goals and contribute to the Government's effort to create a high-quality SES leadership corps. The Fed CDP program addresses agency needs for a developmental tool that would allow them to recruit beyond their own agencies and tap into the broadest pool of applicants. This Governmentwide CDP trains and prepares graduates for immediate entry into the SES. OPM included the following program features: (1) allowing participation not only by the sponsoring agency's employees, but also by individuals from other Federal agencies, the military, and the public at large; (2) allowing agencies to recruit beyond their own employees; and (3) reaching out, as part of a larger recruiting effort, to a broad network of minority-serving organizations and institutions.

    b. How do you measure the effectiveness of the CDP on the diversity of the candidate pool and the SES?

All Federal programs should be administered at all stages in a manner that complies with all Federal laws and regulations regarding the equal treatment of all applicants for Federal jobs.

Agencies may explore new methods to reach all segments of the population through additional means of communication, and by building relationships with minority-

serving institutions. Fed CDP utilizes a broadly inclusive outreach approach that widely promotes Federal employment by spotlighting Fed CDP vacancies under the Featured Jobs section on USAJOBS, through direct communication to minority serving organizations and stakeholder groups, and by supporting agency outreach efforts and events.

c. Do you have any plans to improve the CDP to attract more diversity in the applicant pool? And if so, what are they?

As part of a continuing OPM commitment to helping agencies in their succession planning and leadership development efforts, OPM is currently in a joint partnership with participating agencies to launch a second offering of the Fed CDP. We will continue to work with agencies to reach out broadly to all possible sources of qualified applicants.

2. Over the course of the next ten years, 90 percent of the SES will be eligible to retire and OPM estimates that at least 40 percent will retire.

a. What new initiatives is OPM preparing to address the gap in minority representation at all agencies?

To begin with, OPM questions the premise that there is a "gap in minority representation at all agencies" insofar as the term "gap" purports to indicate that there is a disparity in representation resulting from discrimination or other inappropriate factors. OPM is obligated to promote merit principles and avoid prohibited personnel practices in the manner in which it exercises oversight over the selection of senior executives. Accordingly, it would not be appropriate to prepare an initiative for the specific purpose of addressing the minority representation of any particular group or groups. OPM's focus will remain on ensuring access and opportunity to all Americans so that the Federal Government can draw on the strength of America's diversity without resorting to race or gender based hiring decisions.

In this spirit of equal opportunity, OPM asserts that a helpful development in access to the SES for all those interested is the advent of USAJOBS. This online search tool makes information about Federal positions, including SES positions, widely available to every conceivable audience that has access to a computer terminal. Moreover, OPM encourages agencies to open SES jobs to all applicants, not just Federal employees, so that agencies draw from the widest possible pools of qualified applicants. In addition, OPM continually reviews its existing programs to see if improvements to the hiring process can be achieved, such as the end-to-end hiring process pilot currently underway.

b. Are there any best practices at agencies in diversity hiring, which could be applied across the federal government?

OPM's annual Federal Equal Opportunity Recruitment Program (FEORP) report lists practices used by Federal agencies to successfully recruit, develop, and retain a diverse,

high-quality, citizen-centered, and results-oriented workforce. Agencies have reported success with recruitment plans that utilize USAJOBS, advertise in mass media, and focus on building relationships and sustaining communications with a variety of professional and community organizations.

c. What efforts is the Chief Human Capital Officers Council taking to address diversity issues in the SES?

The CHCO council is aware of the perceptions regarding diversity in the Federal Government. In order to ensure that the Federal Government has an effective civilian workforce, OPM, the Council, and other Federal agencies must strive to ensure that recruiting is from all segments of society and that each potential applicant is evaluated using merit-based criteria. As part of these efforts, the Council recently received a presentation from Commissioner Griffin of the Equal Employment Opportunity Commission.

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