



United States
General Accounting Office
Washington, D.C. 20548

General Government Division

B-254002

October 5, 1993

The Honorable John Conyers, Jr.
Chairman, Legislation and National
Security Subcommittee
Committee on Government Operations
House of Representatives

Dear Mr. Chairman:

At your request, we examined the representation of women and minorities in the workforce of the Immigration and Naturalization Service (INS) at two locations, the District of Columbia and the Los Angeles area. At both locations, we focused our examination on occupations that included employees at grade 11 or higher.

This correspondence follows two letters we sent to you earlier about representation at INS. Our May 17, 1993, letter provided information about the number, occupations, and grades of black employees in INS' workforce nationwide and in the District of Columbia, the Los Angeles area, and the Portland, Oregon area. Our July 15, 1993, letter assessed the progress of women and minority employees in occupations that included employees at grade 11 or higher across INS.¹

APPROACH

For this correspondence, we followed the same methodology we used in analyzing data for the July letter. In contrast to the July letter, this one covers the workforce at two locations rather than for all of INS.

To analyze the data, we compared the number of women and minority employees with the number of white men who were similarly employed. We use the term "relative number" to refer to the number of women or minorities employed in a particular category for every 10 white men in that same category. This approach is explained more fully in GAO/GGD-93-54R.

¹The letters are numbered, respectively, GAO/GGD-93-44R and GAO/GGD-93-54R.

The data we analyzed came from the Office of Personnel Management's Central Personnel Data File (CPDF). Agencies submit the data that are on file. We did not verify the accuracy of the data. The appointment, promotion, and separation data were for fiscal years 1984, 1986, 1988, 1990, and 1992. Employment data were as of the last month (September) of each of those years.

The data we analyzed were of INS employees whose places of work were in the District of Columbia or Los Angeles County. These employees were in 46 white-collar occupations in the District of Columbia and 34 white-collar occupations in Los Angeles County. We were unable to assess the progress of every equal employment opportunity (EEO) group because the numbers of employees from some groups were not large enough to statistically analyze. This was the case for Asian and Native American employees in the District of Columbia and for Native American employees in Los Angeles County.²

In enclosure I, we provide further information about the scope of our work and methodology. In enclosure IV, we provide the "raw" numbers we used in our analyses.

RESULTS

We examined data on the relative number of white women and black and Hispanic men and women employed over the years in INS's District of Columbia workforce. We found that black women made the most progress and black men made the least progress. The relative number of black women more than doubled from September 1984 through September 1992. The relative numbers of white women and Hispanic men and women increased by 58 percent, 36 percent, and 52 percent, respectively, while the relative numbers of black men increased by 1 percent.

The increase in the relative numbers of white women, black, and Hispanic employees differed by grade level in the District of Columbia. All groups increased at grades 13 through 15 and most increased at grades 1 through 10 and grades 11 to 12. However, white, black, and Hispanic women increased most in relative numbers at grades 13 through 15, while the most sizable increase in the relative number of black and Hispanic men was among employees at grades 11 to 12. In spite of the relative increases, all of the EEO groups except Hispanic men remained, in September 1992, represented in lower relative numbers at grades 13 through 15 than at grades 1 through 10.

²Asian refers to Asian Americans and Pacific Islanders and Native American refers to American Indians and Alaskan Natives.

We examined data on three types of personnel events--employees entering and separating from the workforce and employee promotions--that affected the race/national origin/gender composition of INS' District of Columbia workforce and the distribution of EEO groups across grades. We found that in the District of Columbia, for most of the years we considered, black women and Hispanic men entered the workforce in lower relative numbers than those at which they were employed, while white women and black men separated in higher relative numbers.

Concerning promotions, when we looked at employees at all grade levels only black and Hispanic men appeared to be promoted in any year in relative numbers that were lower than those at which they were employed. When we considered promotions by grade level, however, we found that a number of the EEO groups, in a number of the years, were promoted in lower relative numbers than those at which they were employed, especially at the lower grade levels. (Enclosure II provides more information about INS' District of Columbia workforce).

For INS employees located in Los Angeles County, we found that the relative number of Asian men and women increased most between 1984 and 1992, followed by Hispanic women. All three of those groups nearly doubled or more than doubled in relative number from September 1984 through September 1992. Black women increased in relative number by 70 percent, while black men increased in relative number by 50 percent and Hispanic men by 36 percent. White women were the only group whose number decreased relative to white men at INS in Los Angeles County. The relative number of white women diminished from 4.37 per 10 white men in 1984 to 3.27 per 10 white men in 1992.

As in the District of Columbia, the change in relative numbers in the different EEO groups varied by grade level. In Los Angeles County, all groups except Asian women decreased in relative number at grades 1 through 10, while all groups except Asian men increased in relative number at grades 13 through 15. In September 1992, as in previous years that we reviewed, the relative numbers of minority men and women were greater at grades 1 through 10 than at grades 13 through 15. This was not true for white women, however. The pronounced difference in the relative numbers of white women at higher as opposed to lower grades that existed in 1984 was erased by 1992, both because of the increase in the relative number of white women at grades 13 through 15 and the decrease in the relative number of white women at grades 1 through 10.

In looking at personnel events among employees at INS in Los Angeles County, we found that white, Hispanic, and Asian women entered that workforce in lower relative numbers and separated in

higher relative numbers than those at which they were employed in most of the years for which we had data. Black women also entered the workforce at INS in Los Angeles in lower relative numbers than those at which they were employed in a majority of the years for which we had data, while black and Asian men separated from that workforce in higher relative numbers than those at which they were employed in most of those years. Regarding promotions, we found that when all grades were considered together, white and black women appeared to be promoted in a majority of the years we looked at in relative numbers that were lower than those at which they were employed. When we considered promotions by grade level, however, we found, as we did in the District of Columbia, that a number of the EEO groups in a number of the years were promoted in lower relative numbers than those at which they were employed. (Enclosure III provides more information about INS' workforce in Los Angeles County).

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As arranged with the Subcommittee, unless you publicly release its contents earlier, we plan no further distribution of this correspondence until 30 days from its issue date. At that time, we will send copies to the Attorney General; the Commissioner, INS; and other interested parties. Also, copies will be available upon request.

Please call me on (202) 566-0026 if you or your staff have any questions about this correspondence.

Sincerely yours,

Jamie E. Hubbard for
Henry R. Wray
Henry R. Wray
Director, Administration
of Justice Issues

THE SCOPE AND METHODOLOGY OF OUR REVIEW

This enclosure explains how we arrived at the occupations we reviewed, defines the data we analyzed, and lists the occupations.

HOW WE SELECTED THE OCCUPATIONS

The Subcommittee asked us to examine appointment, promotion, and separation data for INS occupations with employees at grade 11 or higher. Most INS employees are in white-collar occupations, and in those occupations, the agency's supervisors and managers are mostly at pay grades 11 through 15. Top career managers are in another pay plan, the Senior Executive Service.

The Subcommittee asked us to analyze data for several years to establish trend lines. We used CPDF data from fiscal years 1984, 1986, 1988, 1990, and 1992 to identify occupations and to make our analyses. These were years for which we had appropriate data immediately available.

For our July 15, 1993, correspondence, which covered employees from all of INS, we identified 59 occupations that included employees at grade 11 or higher. We used the same 59 occupations as our starting point in analyzing the INS workforce in the District of Columbia and Los Angeles County.

We identified the 59 occupations in the following manner. We listed, for each year, all white-collar occupations with one or more full-time permanent employees, and for each occupation, we listed the highest grade at which an employee worked. A total of 64 occupations appeared with employees at grade 11 or higher. The data were as of September of each fiscal year.

We deleted 5 of the 64 occupations, leaving 59 occupations to review. We deleted three occupations because they appeared only once in our listing and each had only one or two employees. We deleted two other occupations because each had fewer than five employees for any year it was listed and neither had employees at grade 11 or higher in the most recent years (1990 and 1992).

INS employees located in the District of Columbia and Los Angeles were in many of the 59 occupations but not all. Employees in the District of Columbia were in 50 of the 59 occupations. Those in Los Angeles County were in 36 of the 59 occupations. In addition, for 4 occupations in the District of Columbia and 2 occupations in Los Angeles County, employees were present but none were at grade 11 or higher in the five years we reviewed. We deleted them from our review. In summary, we reviewed data on 46 occupations in the District of Columbia and 34 occupations in

Los Angeles County. At the end of this enclosure, we list the 59 occupations and identify those that covered most INS employees in the District of Columbia and Los Angeles County.

GEOGRAPHIC AREA COVERED

The Subcommittee asked us to examine appointment, promotion, and separation data for the INS workforce in the District of Columbia and the Los Angeles area. To identify INS employees located at each location, we used data from CPDF.

One of the blocks of information in CPDF is "duty station," which is defined as the location of an employee's place of work. We extracted information on full-time permanent employees whose duty station was coded as the District of Columbia.

Another block of information identifies the metropolitan statistical area in which an employee's duty station is located. To identify INS employees in the Los Angeles area, we extracted data on full-time permanent employees located in the Los Angeles-Long Beach Primary Metropolitan Statistical Area (PMSA). CPDF uses the county in which an employee's duty station is located to determine the appropriate metropolitan statistical area. The county for the Los Angeles-Long Beach PMSA is Los Angeles County. Therefore, our data covers INS employees in the city and county of Los Angeles.

Throughout this correspondence, when we discuss the results of our analyses, we may write Los Angeles or Los Angeles County as shorthand for Los Angeles-Long Beach PMSA. Nevertheless, we are referring to INS employees whose duty stations are in the Los Angeles-Long Beach PMSA.

DATA DEFINED

We analyzed CPDF data on employees and on the personnel events--appointments, promotions, and separations--associated with employees in the occupations reviewed. For each of the two locations, we combined data for employees in the occupations reviewed. The employees were full-time permanent employees in grades 1 through 15.

The employee data, which were for persons employed as of September of each fiscal year, gave us "snapshots" of the INS workforce at each location at five points in time. The personnel event data were of actions taken in 5 fiscal years (i.e., 1984, 1986, 1988, 1990, and 1992). CPDF uses various codes to identify appointments, promotions, and separations, and the data we analyzed were for some of these codes.

Appointments are personnel actions that bring individuals onto the rolls (staff) of an agency. There are various types of appointment actions, and those we analyzed included career appointment (code 100), career-conditional appointment (code 102), and transfer from another agency (code 132). We also analyzed certain "conversion to appointment" actions, which change an employee from one appointment to another appointment. Among those, we analyzed conversion to career appointment (code 500) and conversion to career-conditional appointment (code 501). We consolidated appointment and conversion data and refer to it as either appointment or entry information.

We analyzed data on promotion (code 702), and on all codes identifying separations from employment. Separation codes are in the 300 series and include such actions as retirement, resignation, removal, and termination.

OCCUPATIONS LISTED

Each federal occupation has a series number and title. The numbers and titles of the 59 INS occupations follow.

<u>Series</u>	<u>Title</u>
0018	Safety and occupational health management
0072	Fingerprint identification
0080	Security administration
0132	Intelligence
0201	Personnel management
0212	Personnel staffing
0221	Position-classification
0230	Employee relations
0233	Labor relations
0235	Employee development
0260	Equal employment opportunity
0301	Miscellaneous administration and program
0303	Miscellaneous clerk and assistant
0334	Computer specialist
0340	Program management
0341	Administrative officer
0342	Support services administration
0343	Management and program analysis
0345	Program analysis
0391	Telecommunications
0393	Communication specialist
0501	Financial administration and program
0505	Financial management
0510	Accounting
0560	Budget analysis
0802	Engineering technician
0808	Architecture

ENCLOSURE I

ENCLOSURE I

0830	Mechanical engineering
0850	Electrical engineering
0855	Electronics engineering
0856	Electronics technician
0905	General attorney
0930	Hearings and appeals
0950	Paralegal specialist
0962	Contact representative
0986	Legal clerical and assistance
1035	Public affairs
1040	Language specialist
1060	Photography
1084	Visual information
1101	General business and industry
1102	Contracting
1170	Realty
1397	Document analysis
1515	Operations research
1530	Statistician
1640	Facility management
1654	Printing management
1667	Steward
1710	Education and vocational training
1712	Training instruction
1801	General inspection, investigation, and compliance
1802	Compliance inspection and support
1811	Criminal investigating
1816	Immigration inspection
1896	Border patrol agent
1910	Quality assurance
2010	Inventory management
2181	Aircraft operation

In the District of Columbia, about 77 percent of the employees in our review were in 10 occupations. These ten were computer specialist; miscellaneous administration and program; immigration inspection; miscellaneous clerk and assistant; criminal investigating; management and program analysis; general inspection, investigation, and compliance; general attorney; program analysis; and accounting.

In the Los Angeles-Long Beach PMSA, about 90 percent of the employees in our review were in six occupations. These six were immigration inspection; criminal investigating; general inspection, investigation, and compliance; compliance inspection and support; miscellaneous clerk and assistant; and general attorney. The immigration inspection and criminal investigating occupation accounted for about 61 percent of the employees in our review from the Los Angeles-Long Beach PMSA.

THE PROGRESS OF WOMEN AND MINORITIES AT INS IN
THE DISTRICT OF COLUMBIA FROM FISCAL YEAR 1984 THROUGH 1992

OVERVIEW

In this enclosure, we show how the relative numbers of white women and minority men and women at INS in the District of Columbia changed overall from fiscal year 1984 through 1992 and how those relative numbers changed at various grade levels. We also show how white women and minority men and women were involved in certain critical personnel events--entries, separations, and promotions--that affect the composition of the workforce and the distribution of these groups across grade levels.

We looked at whether the relative numbers of women and minorities increased at INS in the District of Columbia between 1984 and 1992 and at how these particular personnel events were related to that progress. We focused on full-time, permanent employees in 46 occupations that included employees at grade 11 or higher. There were too few Asians and no Native Americans in the District of Columbia for us to consider, so our observations in this enclosure are confined to white women and black and Hispanic men and women.³

CHANGES IN REPRESENTATION OVERALL

The workforce at INS in the District of Columbia grew in size between September 1984 and September 1992. The number of employees at grades 1-15 in the occupations we considered increased from 508 in 1984 to 838 in 1992. The numbers of employees increased in each of the six EEO groups we reviewed, but some groups, proportionately speaking, grew more than others.

Because white men have historically predominated the workforce at INS, we considered how the numbers in the other five groups changed relative to them. We first calculated how many white women and how many employees in the different categories of minority men and women there were for every 10 white men at INS

³In the District of Columbia, there were no Native American men or women in any of the years for which we had data. The number of Asian men increased from none in 1984 to 5 in 1992, while the number of Asian women increased from 2 in 1984 to 13 in 1992. The numbers of employees from these and all of the other EEO groups across all grades and at various grade levels are given in the data tables in enclosure IV. Those tables exclude a small number of employees for whom data on race/national origin or grade were missing.

in the District of Columbia.⁴ These relative numbers are given in table II.1.⁵

Table II.1: Numbers of White Women and Minority Men and Women per 10 White Men in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

Fiscal year ^a	EEO group				
	White women	Black men	Black women	Hispanic men	Hispanic women
1984	3.63	1.58	2.64	0.44	0.26
1986	3.78	1.85	3.51	0.50	0.27
1988	4.92	1.75	4.21	0.71	0.40
1990	5.34	1.35	4.80	0.64	0.37
1992	5.72	1.59	6.26	0.60	0.39
Ratio 1992:1984 ^b	1.58	1.01	2.37	1.36	1.52

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

⁴We took the ratio of the number in each EEO group to the number of white men and multiplied by 10. In 1984, for example, there were 99 white women, 7 Hispanic women, and 273 white men. The ratio of white women to white men in that year was $99/273 = 0.363$, while the ratio of of Hispanic women to white men was $7/273 = 0.026$. These numbers tell us how many white and Hispanic women there were for every white man or, multiplied by 10, how many white and Hispanic women there were for every 10 white men; i.e., 3.63 white women, and 0.26 Hispanic women, for every 10 white men.

⁵In GAO/GGD-93-54R, where we presented results for 59 occupations across INS, we calculated how many white women and minority men and women were employed for every 1,000 white men, rather than for every 10 white men as we do here. With these "local" data, which involve only hundreds of workers and, at various grade levels, fewer than 100 white men, it would be potentially misleading to present ratios as numbers per 1,000 white men. The multiplication of ratios by some arbitrary constant, whether 10, 100, or 1,000, does not, however, affect the underlying representation level those relative numbers reflect, nor does it affect our estimation of how much those relative numbers changed.

To assess how these relative numbers changed over time, we computed ratios of those numbers by dividing the relative number in 1992 by the relative number in 1984. These ratios are also given in table II.1. We also plotted these relative numbers in figure II.1 to provide an aid in understanding the relative magnitude of the changes that occurred across the even-numbered years for which we had data.⁶

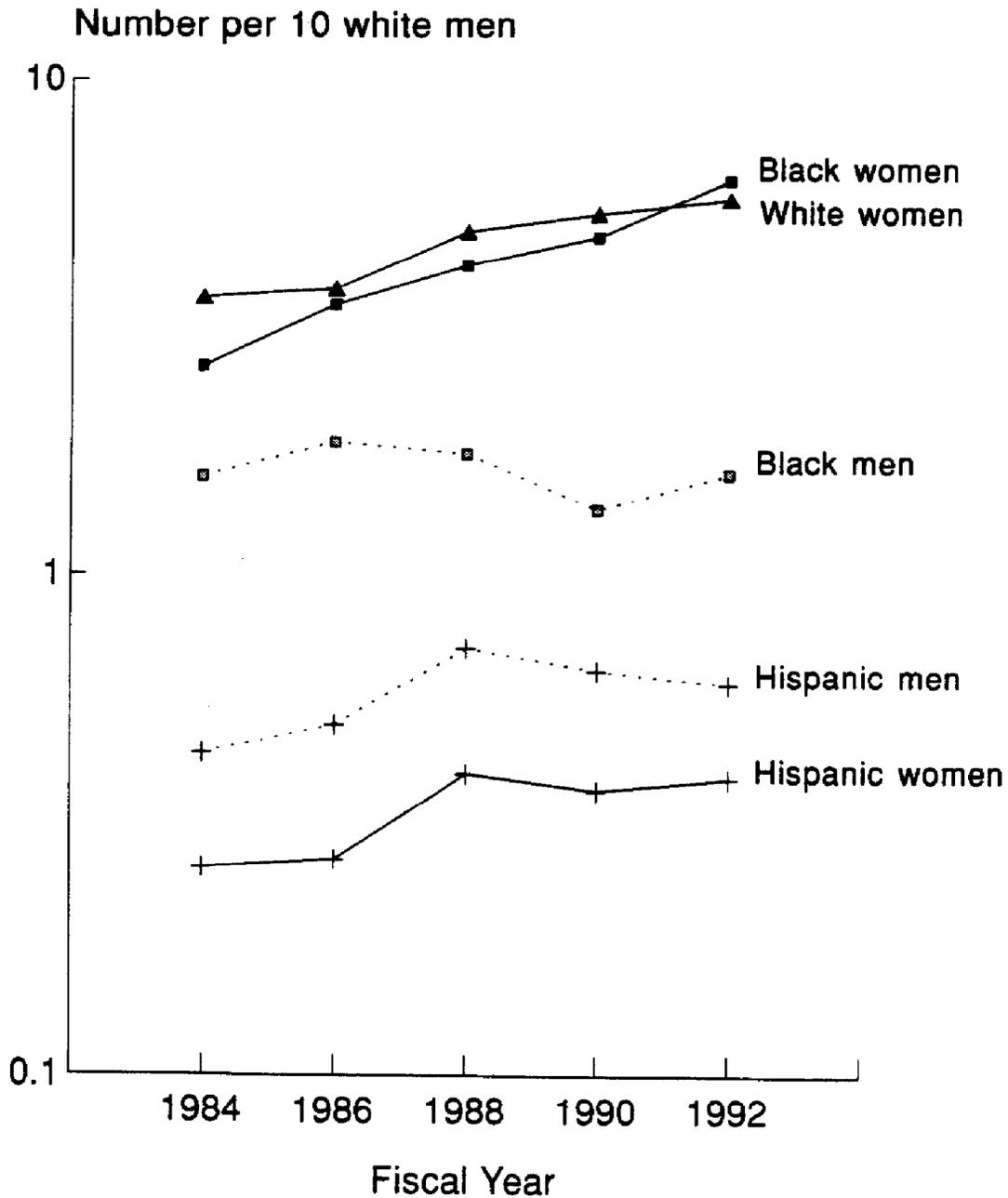
Table II.1 and figure II.1 indicate that the numbers of white women and black and Hispanic men and women at grades 1 to 15 at INS in the District of Columbia, relative to the numbers of white men, increased from 1984 through 1992.⁷ The relative number of black women increased the most, by a greater factor of 2.37. The relative number of white women (i.e., the number of white women relative to white men) and the relative number of Hispanic women increased by similar amounts--by factors, that is, of 1.58 and 1.52--while the relative number of Hispanic men increased by a factor of 1.36.⁸ The relative number of black men remained virtually unchanged, increasing by a factor of 1.01. Most of the gains for these EEO groups were made between 1984 and 1988. Black men, since 1986, and Hispanic men and women, since 1988, actually decreased slightly in number relative to white men.

⁶The ratios we calculated indicate how much change occurred over the entire period from 1984 through 1992. Changes, as we point out in various points in the text, were not always monotonic, or similar, from one even-numbered year to the next, so these simple ratios do not completely convey how these changes occurred or how relative numbers sometimes fluctuated up and down. This can be seen clearly, however, in the figures we offer to accompany the tables in which these relative numbers and ratios are presented.

⁷Graphically, results from loglinear analyses are depicted using a multiplicative scale. On a multiplicative scale, distances between two sets of points are equal when their ratios are equal. Thus, a change from 1 per 10 to 2 per 10 will appear similar in size to a change from 4 per 10 to 8 per 10. Both involve a doubling, or an increase in magnitude, by a factor of two.

⁸The change over time in relative numbers is obtained by dividing the relative number for 1992 by the relative number for 1984. From table II.1, the change in relative numbers of white women is calculated as $5.72/3.63 = 1.58$, which is interpreted to be an 58-percent increase. Changes in the relative numbers of the various groups of minority men and women were similarly computed. Details on how relative numbers are calculated and the rationale for using them were provided in enclosure V of GAO/GGD-93-54R.

Figure II.1: Numbers of White Women and Minority Men and Women per 10 White Men in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992



CHANGES IN REPRESENTATION
ACROSS GRADE LEVELS

In addition to looking at changes in the relative numbers of white women and minority men and women at INS in the District of Columbia, we also considered how these EEO groups were distributed across various grade levels and whether increases in relative numbers occurred at higher grades as well as lower grades. We found that the progress made by the different EEO groups varied considerably across grade levels in the occupations we reviewed.

White Women

Table II.2 and figure II.2 show that at grades 1 through 10, where white women in every year substantially outnumbered white men, the relative number of white women increased between 1984 and 1992 by a factor of 1.38, or by 38 percent. At grades 11 to 12 and 13 through 15, the relative number of white women roughly doubled over that period.

Despite the considerable progress that was made in the representation of white women relative to white men at the higher grade levels, white women remained in 1992 better represented at lower grades than at higher grades. At grades 1 through 10 in 1992, white women outnumbered white men by 3 to 1 (i.e., 30 white women were employed for every 10 white men). At grades 11 to 12 the number of white women roughly equaled the number of white men (i.e., 10.47 white women were employed for every 10 white men), while at grades 13 through 15 there were slightly more than 2 white men for every white woman (i.e., 4.5 white women were employed for every 10 white men).

Table II.2: Numbers of White Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

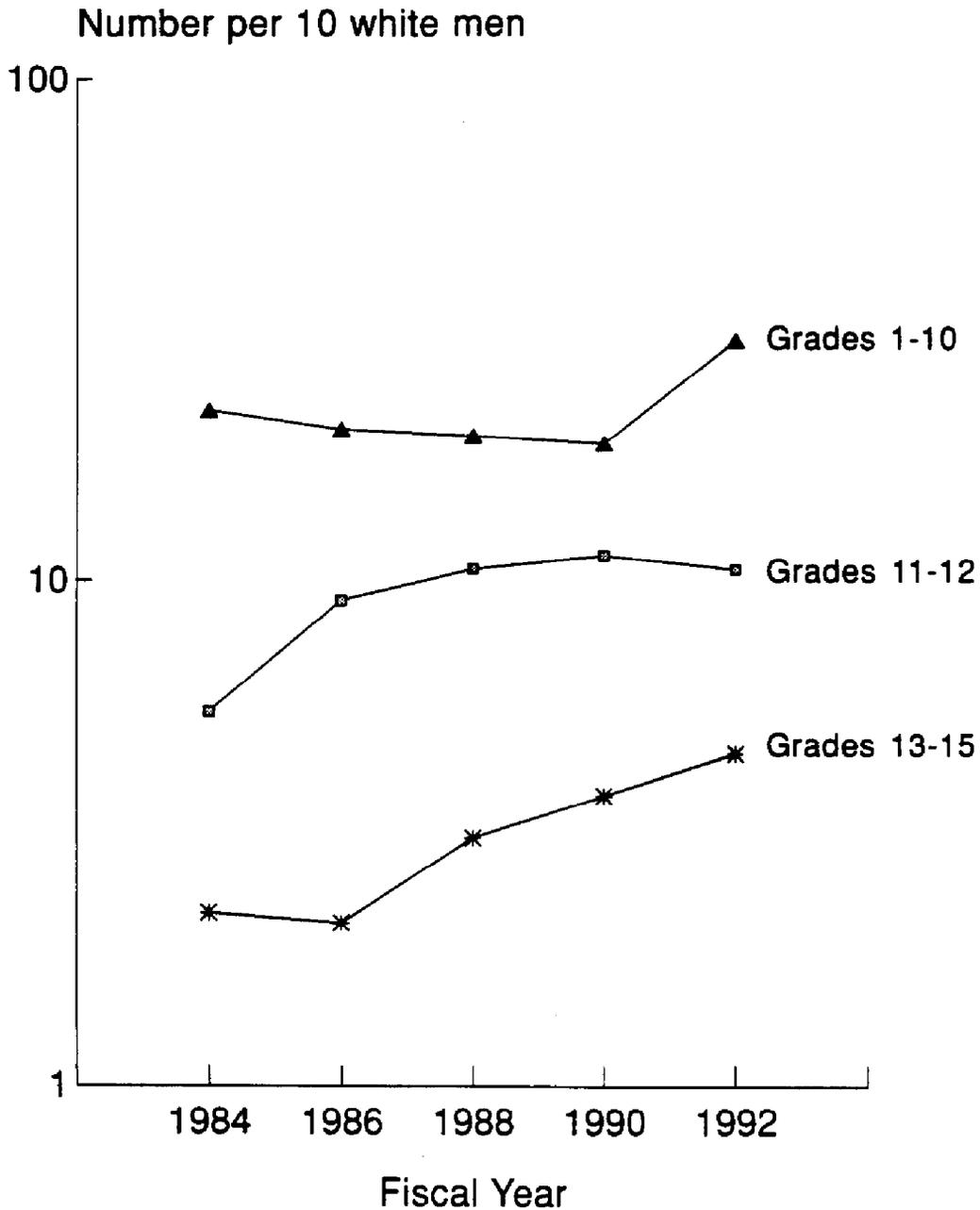
Fiscal year ^a	Grades 1-10	Grades 11-12	Grades 13-15
1984	21.82	5.47	2.20
1986	20.00	9.12	2.10
1988	19.38	10.53	3.09
1990	18.67	11.18	3.73
1992	30.00	10.47	4.49
Ratio: 1992:1984 ^b	1.38	1.91	2.04

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Figure II.2: Numbers of White Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992



Black Men and Women

Table II.3 and figure II.3 show that over the period between fiscal years 1984 and 1992, black men and women at INS in the District of Columbia made some progress at all grade groupings. At all grade levels, increases in relative numbers were greater for black women than they were for black men. The relative number of black women increased by factors of 4.0 at grades 1 through 10, 3.8 at grades 11 to 12, and 4.9 at grades 13 through 15. The relative number of black men more than doubled at grades 11 to 12, but at both lower and higher grades their increase in relative number was much smaller.

Increases in the relative numbers of black men and women did not occur steadily over the period we considered. At grades 1 through 10, the increases in the relative numbers of black men and women took place between 1990 and 1992; between 1984 and 1990 the relative number of black men actually declined, from more than 15 black men per 10 white men to less than 5 black men per 10 white men. At grades 11 to 12 and grades 13 through 15, the relative numbers of black men declined between 1988 and 1992.

As they did for white women, the relative numbers of black men and women remained in 1992 much greater at lower grades than at higher grades. There were roughly 17 black men for every 10 white men at grades 1 through 10, 4 black men for every 10 white men at grades 11 to 12, and 1 black man for every 10 white men at grades 13 through 15. At the same time, there were more than 160 black women for every 10 white men at grades 1 through 10, 15 black women for every 10 white men at grades 11 to 12, and less than 2 black women for every 10 white men at grades 13 through 15.

Table II.3: Numbers of Black Men and Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

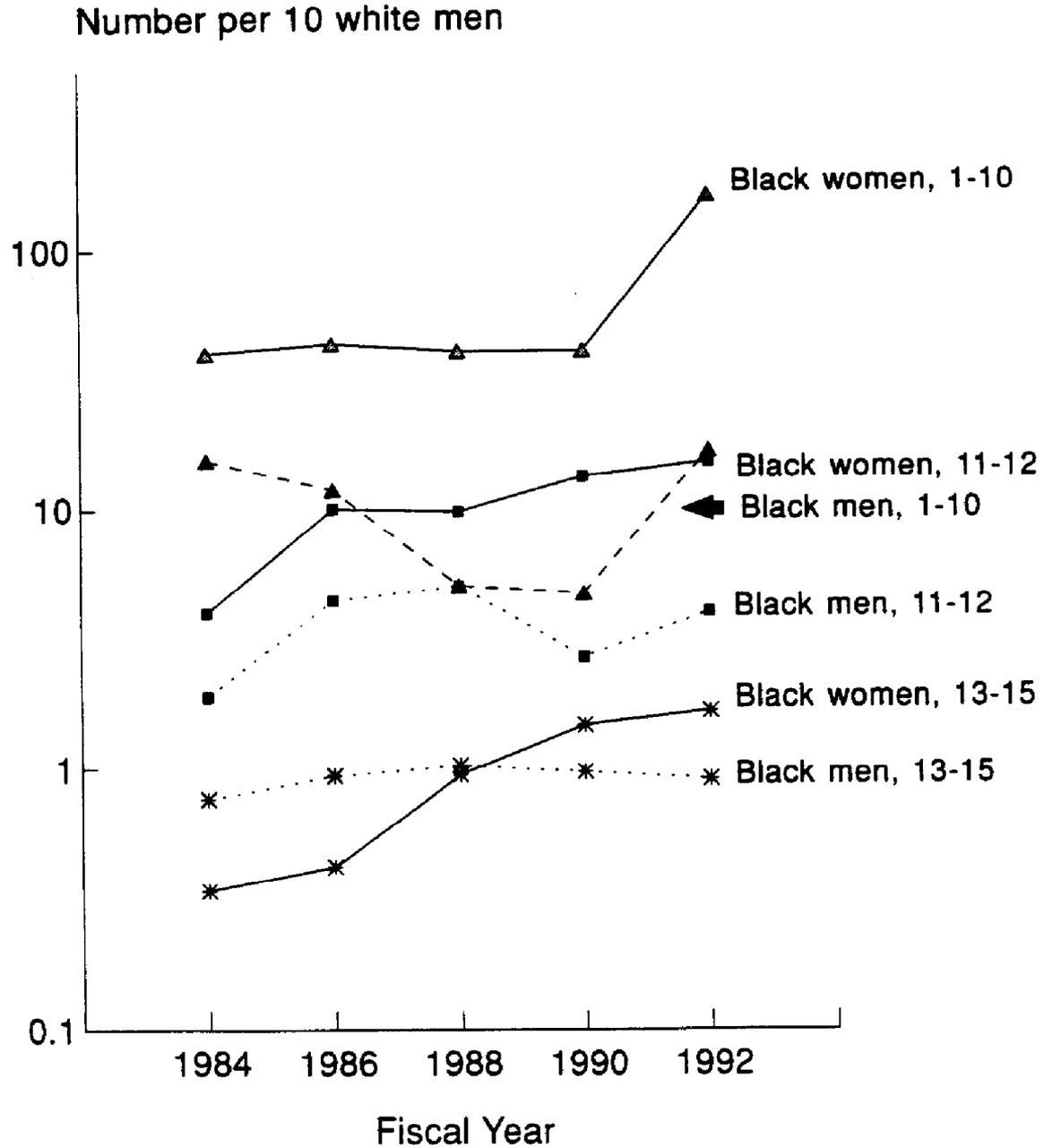
Fiscal year ^a	Black men			Black women		
	Grade 1-10	Grade 11-12	Grade 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	15.46	1.89	0.77	40.00	3.96	0.34
1986	11.82	4.41	0.94	43.64	10.00	0.42
1988	5.00	5.00	1.03	40.63	9.74	0.95
1990	4.67	2.65	0.97	40.67	13.24	1.46
1992	16.67	3.95	0.91	161.67	15.12	1.65
Ratio: 1992:1984	1.08	2.09	1.19	4.04	3.82	4.92

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Figure II.3: Numbers of Black Men and Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992



Hispanic Men and Women

Table II.4 and figure II.4 show that between 1984 and 1992, the relative number of Hispanic men at INS in the District of Columbia increased at grades 1 through 10 between 1984 and 1988, then decreased to zero between 1988 and 1992.⁹ The relative number of Hispanic men increased between 1984 and 1992 by a factor of 1.85 at grades 11 to 12, and by a factor of 1.38 at grades 13 through 15. Most of the increase in the relative number of Hispanic men at grades 13 through 15 occurred between 1988 and 1992. At grades 11 to 12, on the other hand, the relative number of Hispanic men declined between 1988 and 1992.

The relative number of Hispanic women increased between 1984 and 1992 by a factor of 1.83 at grades 1 through 10 and by a factor of 2.44 at grades 13 through 15. At grades 11 to 12 the relative number of Hispanic women decreased over these years by a factor of 0.62, or by 38 percent. For Hispanic women, as for Hispanic men, changes in representation within these grade levels has not been steady or monotonic. At grades 1 through 10, the relative number of Hispanic women decreased to zero between 1986 and 1988, but increased markedly between 1988 and 1992. At grades 11 to 12, the relative number of Hispanic women decreased slightly between 1984 and 1986, rose sharply between 1986 and 1988, and dropped sharply after that. At grades 13 through 15, the relative number of Hispanic women more than doubled between 1984 and 1988 but has since changed very little.

Unlike white women and black men and women, Hispanic men were more prevalent at grades 13 through 15 in 1992 than at grades 1 through 10, and the relative number of Hispanic women at grades 13 through 15 in 1992 was actually greater than the relative number at grades 11 to 12. Hispanic women remained, however, less well represented at grades 11 to 12 and 13 through 15 than at grades 1 through 10.

⁹The actual numbers of Hispanic men and women which were used to derive these relative numbers at the various grade levels are small. The numbers are shown in table IV.1.

Table II.4: Numbers of Hispanic Men and Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

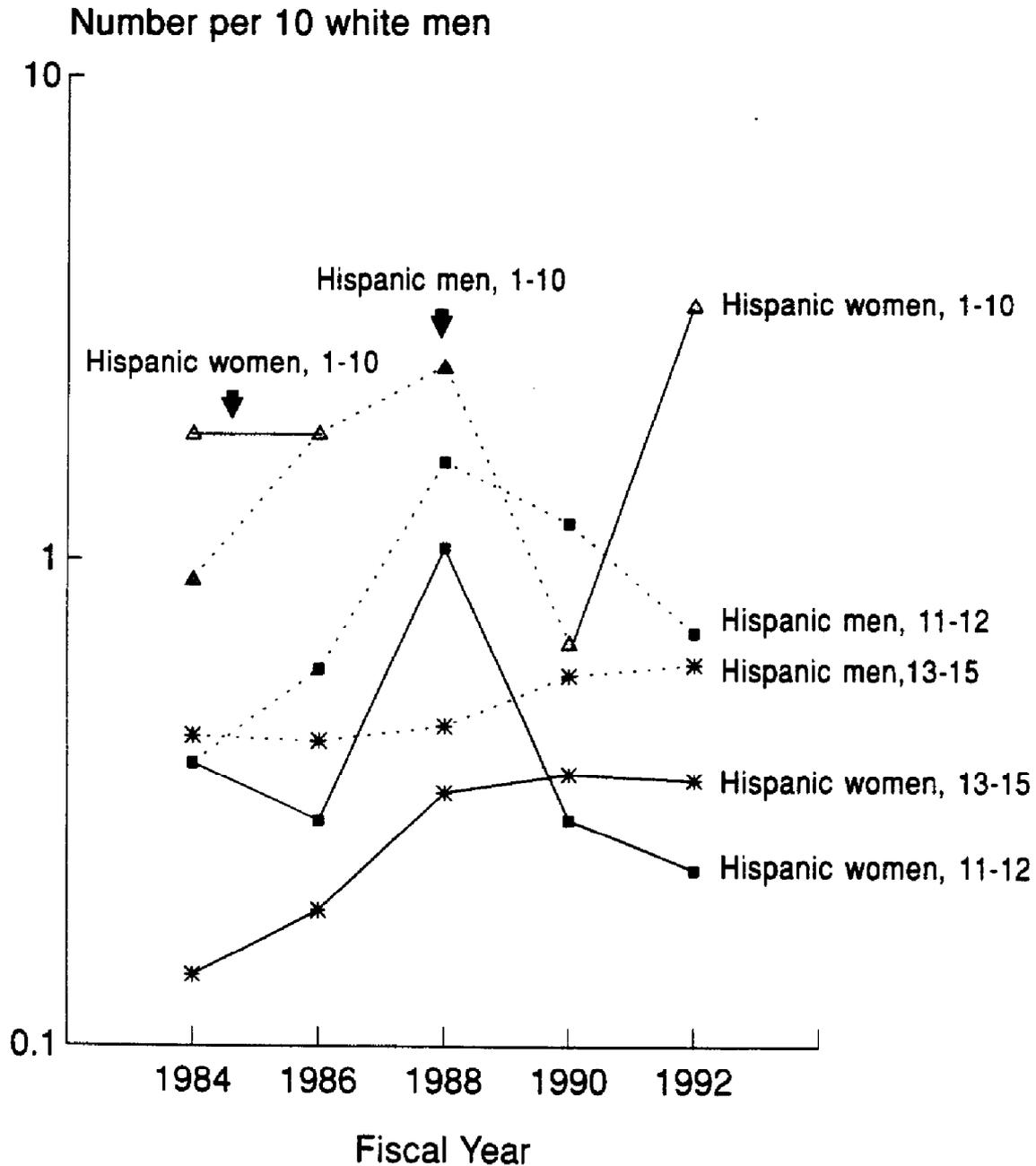
Fiscal year ^a	Hispanic men			Hispanic women		
	Grade 1-10	Grade 11-12	Grade 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	0.91	0.38	0.43	1.82	0.38	0.14
1986	1.82	0.59	0.42	1.82	0.29	0.19
1988	2.50	1.58	0.45	0.00	1.05	0.33
1990	.67	1.18	0.57	.67	0.29	0.36
1992	0.00	0.70	0.60	3.33	0.23	0.35
Ratio: 1992:1984 ^b	0.00	1.85	1.38	1.83	0.62	2.44

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Figure II.4: Numbers of Hispanic Men and Women per 10 White Men at Various Grade Levels in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992



REPRESENTATION OF WOMEN AND MINORITIES
IN VARIOUS PERSONNEL EVENTS

We also considered the involvement of these different EEO groups in certain critical personnel events that affected the composition of the INS workforce in the District of Columbia and the distribution of these groups across the various grades of its workforce. We looked at the relative numbers of each group that entered the INS workforce in 46 occupations in the District of Columbia between fiscal year 1984 and 1992, at the relative numbers that separated from that workforce in the same years, and at the relative numbers that were promoted.¹⁰ Employees entering the workforce at INS in the District of Columbia included those who were appointed and those who were converted. Separations included both voluntary and involuntary ones. Promotions included both competitive and noncompetitive ones.

To analyze personnel events, we determined by EEO group the relative number of persons who entered INS in the District of Columbia, who were promoted, or who left INS during the 5 fiscal years for which we had data. We then compared these numbers with the relative numbers of individuals from each group who were employed in the last month (i.e., Sept.) of each of those years. We recognize that the end number was affected by the events that occurred during the year. Nevertheless, the comparison does indicate whether progress was made or not. For example, progress in the representation of women and minorities would have occurred as a result of entries into the workforce if the relative numbers that entered the workforce were greater than the relative numbers employed at year's end. On the other hand, progress would appear to have been limited if relatively fewer women and minorities were promoted to a grade level than were employed at that grade level.

It is important to note that these analyses cannot directly account for the overall changes that took place in the composition of the INS workforce in the District of Columbia between fiscal year 1984 and fiscal year 1992. Accounting for those changes would require year-by-year calculations of numbers of each EEO group added and subtracted through entries and separations, and we did not have data for all of the years. Despite this limitation, analyses of entry and separation data can nonetheless yield useful information about how certain personnel events affected the composition of the INS workforce.

¹⁰In enclosure I, we explained how we defined entries, promotions, and separations for the purposes of this study.

Entries and Separations

In table II.5, we show, as we did in table II.1, the relative numbers in each EEO group that were employed at INS in each year for which we had data. In table II.5, we also show the relative numbers in each EEO group that entered INS in each of those years, and the relative numbers that separated from that workforce.

Table II.5: Numbers of White Women and Minority Men and Women per 10 White Men that Entered, Were Employed in, and Separated From 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

EEO Group	Fiscal year	Entered	Employed	Separated
White women	1984	2.48	3.63	2.34
	1986	5.00	3.78	2.39
	1988	6.49	4.92	2.79
	1990	10.00	5.34	2.00
	1992	6.32	5.72	5.00
Black men	1984	1.74	1.58	0.00
	1986	7.50	1.85	2.31
	1988	1.35	1.75	2.34
	1990	1.85	1.35	1.00
	1992	1.38	1.59	1.67
Black women	1984	1.72	2.64	.56
	1986	15.0	3.51	1.54
	1988	1.34	4.21	3.16
	1990	1.44	4.80	1.50
	1992	1.44	6.26	5.83
Hispanic men	1984	0.40	0.44	0.34
	1986	0.40	0.50	0.00
	1988	0.34	0.71	0.00
	1990	0.37	0.64	0.50
	1992	0.39	0.60	0.83
Hispanic women	1984	0.44	0.26	.82
	1986	0.44	0.27	0.00
	1988	0.37	0.40	0.00
	1990	0.37	0.37	0.00
	1992	0.53	0.39	1.30

Note: Shaded areas indicate where the relative numbers that entered the workforce at INS were less than the relative numbers employed or where the relative numbers that separated from the workforce at INS were greater than the relative numbers employed.

Source: CPDF data.

Shaded areas in table II.5 highlight instances in which positive changes in the representation levels could not be discerned. Many of the differences in relative numbers are slight and probably not deleterious (e.g., there were 3.63 white women employed at INS in the District of Columbia for every 10 white men employed in 1984, while there were 3.48 entering INS in the District of Columbia for every 10 white men entering), but the following findings seem noteworthy.

White women entered the INS workforce in the District of Columbia in 4 of the 5 years we examined in higher relative numbers than those at which they were employed; only in 1984 was the former lower than the latter. They did, however, separate from that workforce in greater relative numbers than those at which they were employed in 4 of the 5 years.

Black men and black women differed in terms of their rates of entering and exiting the workforce at INS in the District of Columbia. Black men entered the workforce at INS in greater relative numbers than those at which they were employed in 3 out of 5 years, but they also separated from that workforce in higher relative numbers than those at which they were employed in 3 of the 5 years. Black women, by contrast, separated in all of the years in lower relative numbers than those at which they were employed, but they also entered the workforce in 4 of the 5 years in lower relative numbers than those at which they were employed.

The absolute numbers of Hispanic men and women at INS in the District of Columbia have remained quite small, and there was at least one year in which no Hispanic men and women entered that workforce, and other years in which none separated. In all of the 5 years for which we had data, Hispanic men entered INS in lower relative numbers than those at which they were employed. In 2 of those 5 years Hispanic women entered that workforce, and Hispanic men and women separated from it, in higher relative numbers than those at which they were employed.

Promotions

We also considered whether the relative numbers promoted in each of these EEO groups were greater or less than the relative numbers employed. Many of the differences between relative numbers promoted and relative numbers employed are slight, but a few of them seem noteworthy.

Table II.6 shows that when all grades are considered together, only black men and Hispanic men were promoted in lower relative numbers than those at which they were employed in any of the 5 years for which we had data, and that occurred in only 2 of the 5 years for black men, and in 1 of the 5 years for Hispanic men.

Table II.6: Numbers of White Women and Minority Men and Women per 10 White Men Employed and Promoted in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

EEO group	Year	All grades		Grades 1-10		Grades 11-12		Grades 13-15	
		Employed	Promoted	Employed	Promoted	Employed	Promoted	Employed	Promoted
White women	1984	3.63	4.76	21.82	23.33	5.47	4.00	2.20	2.55
	1986	3.78	6.86	20.00	23.29	9.12	11.67	2.10	3.18
	1988	4.92	6.79	19.38	28.00	10.53	7.93	3.09	4.44
	1990	5.34	8.55	18.67	23.44	11.18	12.50	3.73	6.10
	1992	5.72	7.80	30.00	35.00	10.47	7.34	4.49	6.67
Black men	1984	1.58	1.43	15.46	17.33	1.89	4.00	0.77	0.84
	1986	1.85	3.14	11.82	4.57	4.41	1.97	0.94	1.82
	1988	1.75	1.41	5.00	3.88	5.00	2.44	1.03	1.30
	1990	1.35	1.94	4.67	6.67	2.65	1.67	0.97	0.98
	1992	1.59	3.05	16.67	45.00	3.95	4.44	0.91	0.38
Black women	1984	2.64	3.49	40.00	31.87	3.96	11.00	0.34	0.85
	1986	3.51	8.00	43.64	21.88	10.00	18.33	0.42	0.46
	1988	4.21	5.56	40.63	44.00	9.74	5.31	0.95	2.04
	1990	4.80	9.36	40.67	29.87	13.24	15.83	1.46	3.17
	1992	6.26	11.19	161.67	190.00	15.12	13.47	1.65	1.80
Hispanic men	1984	0.44	0.48	0.91	1.67	0.38	6.00	0.43	0.43
	1986	0.50	0.57	1.82	1.43	0.59	1.67	0.42	0.98
	1988	0.71	1.24	2.50	2.87	1.58	8.91	0.45	1.30
	1990	0.64	0.48	.67	0.40	1.18	1.67	0.57	0.94
	1992	0.60	1.02	0.00	0.00	0.70	6.00	0.60	1.54
Hispanic women	1984	0.26	0.64	1.82	2.88	0.38	2.00	0.14	0.43
	1986	0.27	1.71	1.82	2.86	0.29	3.33	0.19	0.91
	1988	0.40	0.86	0.00	2.00	1.05	1.36	0.33	0.56
	1990	0.37	0.65	.67	2.22	0.29	6.00	0.36	0.49
	1992	0.39	0.68	3.33	5.00	0.23	0.56	0.35	0.51

NOTE: Shaded areas indicate where the relative numbers promoted were less than the relative numbers employed.

Source: CPDF data.

When different grade levels are considered, we found that a number of these groups, in a number of years, were promoted at INS in the District of Columbia in lower relative numbers than those at which they were employed.

At grades 1 through 10, black men and women and Hispanic men were promoted in lower relative numbers than those at which they were employed in 3 of the 5 years. At grades 11 to 12, white women and black and Hispanic men were promoted in lower relative numbers than those at which they were employed in 3 of the 5 years for which we had data. At grades 13-15, none of the minority groups were promoted in lower relative numbers than those at which they were employed in a majority of the years for which we had data.

THE PROGRESS OF WOMEN AND MINORITIES AT INS
IN THE LOS ANGELES-LONG BEACH PMSA
FROM FISCAL YEAR 1984 THROUGH 1992

OVERVIEW

In this enclosure, we show how the relative numbers of white women and minority men and women at INS in Los Angeles changed overall and at various grade levels from fiscal year 1984 through 1992 and how white women and minority men and women were involved in certain critical personnel events.¹¹ Our purpose here was the same as it was in enclosure II, where we looked at employees at INS in the District of Columbia.

Here too, we focused on full-time, permanent employees in 34 occupations that included employees at grade 11 or higher. Our presentation of findings in this enclosure parallels the presentation in enclosure II. In Los Angeles, however, there were sufficient numbers of Asian men and women for us to consider along with white women, black men and women, and Hispanic men and women. There were too few Native American men and women in Los Angeles for us to include in our analyses.¹²

CHANGES IN REPRESENTATION OVERALL

The workforce at INS in Los Angeles grew in size between 1984 and 1992. The number of employees at grades 1-15 in the occupations we considered increased from 363 in 1984 to 646 in 1992. The numbers of employees in each of the eight EEO groups we looked at increased, but some groups, proportionately speaking, grew more than others.

We calculated how many white women and how many employees in the different categories of minority men and women there were for every 10 white men at INS in Los Angeles. These relative numbers are given in table III.1 and plotted on a multiplicative scale in figure III.1.

¹¹Throughout the text, our reference to INS at Los Angeles or Los Angeles County should be read as INS in the Los Angeles-Long Beach PMSA.

¹²In Los Angeles, the number of Native American men increased from none in 1984 to 4 in 1992, while the number of Native American women increased from 1 in 1984 to 2 in 1992.

Table III.1: Numbers of White Women and Minority Men and Women per 10 White Men in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

Fiscal year ^a	EEO group						
	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women
1984	4.37	1.33	1.92	3.25	1.72	0.86	0.53
1986	4.55	1.36	2.40	2.47	1.95	1.10	0.58
1988	4.29	1.49	3.66	3.14	2.80	1.37	0.74
1990	4.21	1.71	4.09	4.63	3.60	2.32	1.65
1992	3.27	1.98	3.27	4.42	3.13	2.17	1.24
Ratio 1992:1984 ^b	.75	1.50	1.70	1.36	1.82	2.52	2.35

^aNumbers shown are as of September of each fiscal year.

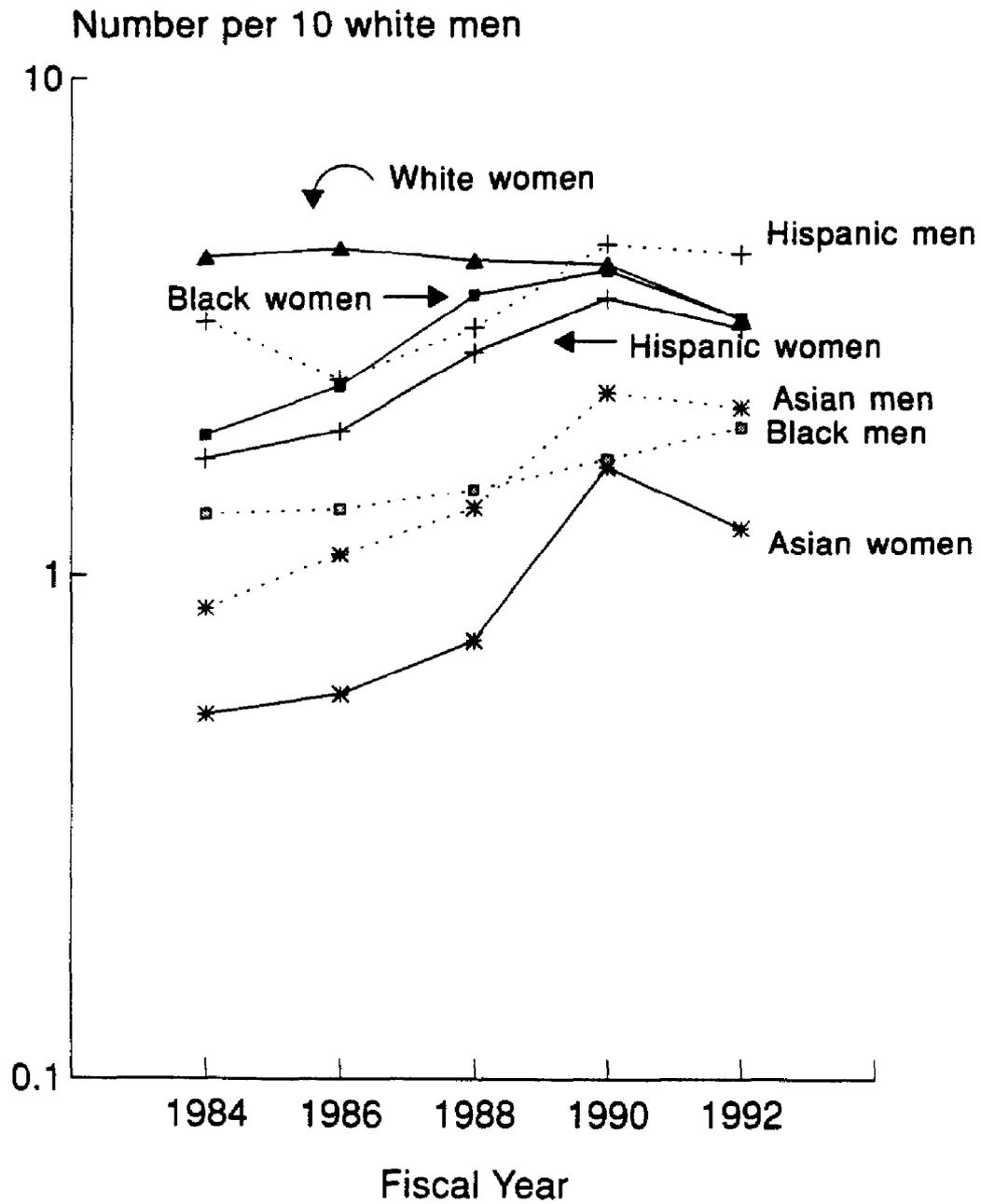
^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Table III.1 shows that except for white women, all EEO groups increased in number relative to white men between 1984 and 1992. Among the different groups of minority men and women, Asian men and women increased most (by factors of 2.52 and 2.35, respectively), followed by Hispanic and black women (who increased in relative number by factors of 1.82 and 1.70, respectively). Black and Hispanic men increased by lesser amounts (by factors of 1.50 and 1.36, respectively). White women decreased in number relative to white men by a factor of 0.75, from 4.37 per 10 white men in 1984 to 3.27 per 10 white men in 1992.

Except for black men, all of the increases in relative numbers occurred between 1984 and 1990. Since 1990, the relative numbers of white and black women and Hispanic and Asian men and women have decreased.

Figure III.1: Numbers of White Women and Minority Men and Women per 10 White Men in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992



CHANGES IN REPRESENTATION ACROSS
GRADE LEVELS, 1984 THROUGH 1992

As we did with the data for the District of Columbia, here too we considered how these EEO groups were distributed across various grade levels and whether increases in relative numbers occurred at higher grades as well as lower ones. The tables and figures in this enclosure show that the changes in the relative numbers in the different EEO groups in Los Angeles, as in the District of Columbia, varied considerably across grade levels.

White Women

Table III.2 and figure III.2 show that in spite of the increase in the overall size of the INS workforce at Los Angeles during this period, the relative number of white women at grades 1 through 10 at INS in Los Angeles declined markedly between 1984 and 1992, while the relative number at grades 11 to 12 remained fairly constant between 1984 and 1990 and then declined slightly. By contrast, the relative number of white women at grades 13 through 15 increased greatly, from less than 1 per 10 white men in 1984 to 3.27 per 10 white men in 1992.

Table III.2: Numbers of White Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

Fiscal Year ^a	Grades 1-10	Grades 11-12	Grades 13-15
1984	13.89	4.19	0.85
1986	12.00	4.30	1.88
1988	6.40	4.03	2.64
1990	5.16	4.20	3.08
1992	3.04	3.55	3.27
Ratio: 1992:1984 ^b	0.22	0.85	3.84

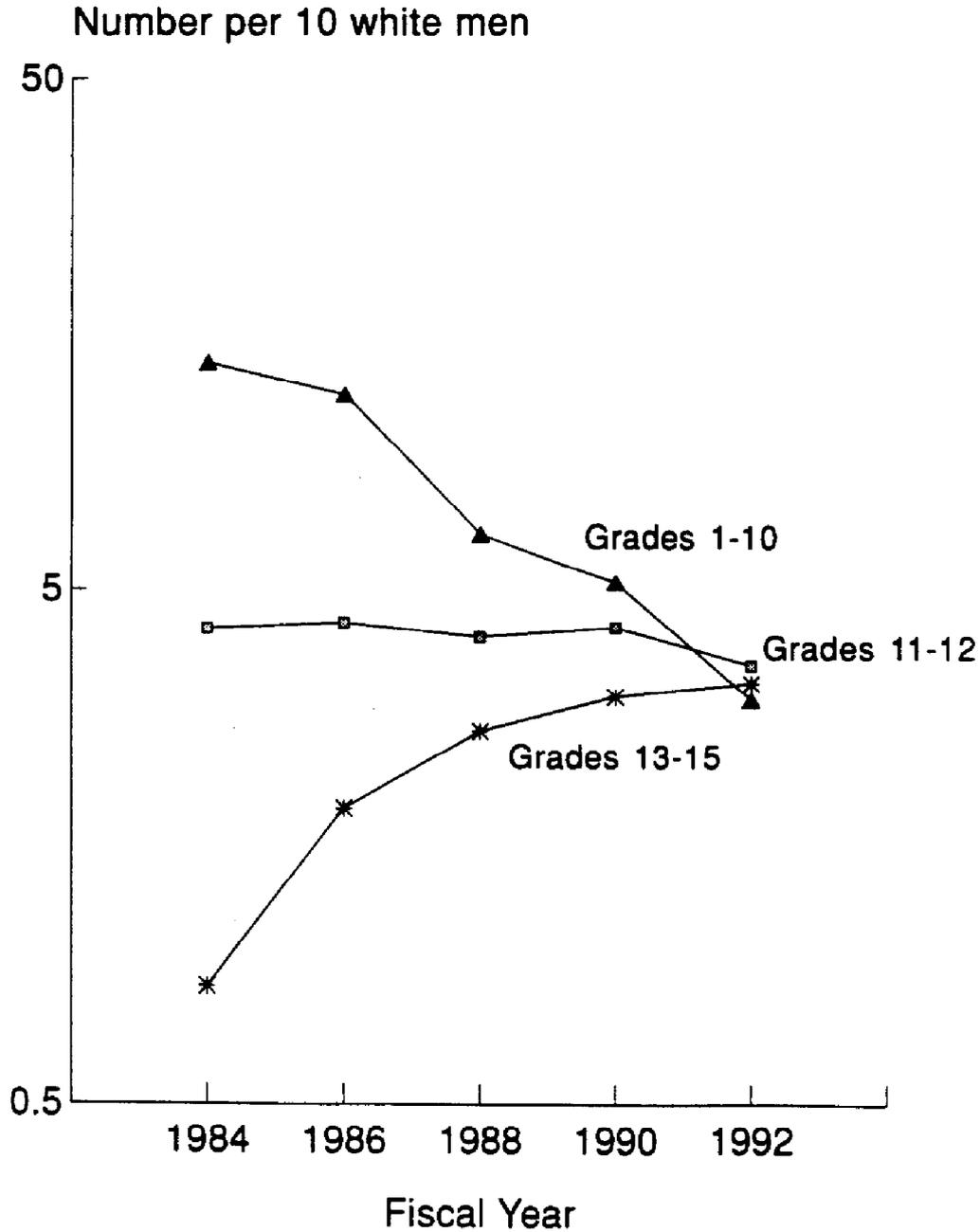
^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Both as a result of the decrease in the relative numbers of white women at grades 1 through 10 and the increase in the relative numbers of white women at grades 13 through 15, the large disparity in the relative number of white women at higher grades and lower grades that existed at INS in Los Angeles in 1984 was erased by 1992. In 1984, there were 13.9 white women for every 10 white men at grades 1 through 10, 4.2 white women for every 10 white men at grades 11-12, and less than 1 white woman for every 10 white men at grades 13 through 15. In 1992, the relative numbers corresponding to those three grade levels were 3.0, 3.6, and 3.3, respectively.

Figure III.2: Numbers of White Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992



Black Men and Women

Table III.3 and figure III.3 show that the relative number of black men and women at grades 1 through 10, like the relative number of white women at those grades, decreased by fairly sizable factors between 1984 and 1992. At the same time, the relative number of black men and women at grades 11 to 12 increased by factors of 3.1 and 4.5, respectively. The result of these two different changes was that the relative number of black men and women at grades 11 to 12 exceeded the relative number of black men and women at grades 1 through 10 in 1992. Neither had been the case in 1984, when the relative numbers of black men and women at grades 1 through 10 were much greater than the relative numbers at grades 11 to 12.

In Los Angeles, no black men were employed at grades 13 through 15 until 1988, and no black women until 1992. Even in the most recent year (1992), when the relative numbers of black men and women were equal, there was less than 0.5 black men and women per 10 white men, or less than 1 for every 20 white men at those grades.

Table III.3: Numbers of Black Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

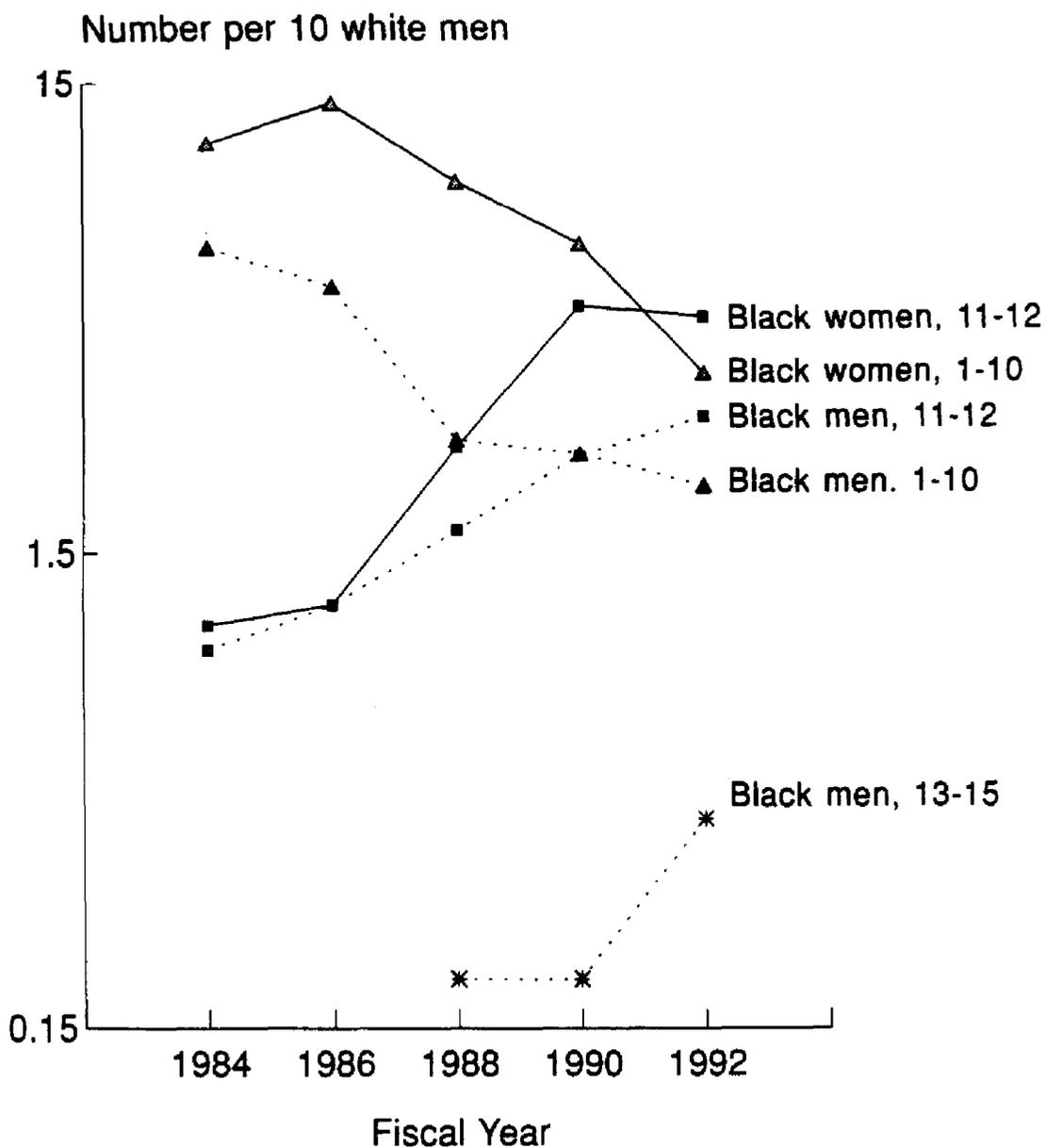
Fiscal year ^a	Black men			Black women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	6.67	0.93	0.00	11.11	1.05	0.00
1986	5.50	1.16	0.00	13.50	1.16	0.00
1988	2.60	1.67	0.19	9.20	2.50	0.00
1990	2.42	2.40	0.19	6.77	5.00	0.00
1992	2.07	2.90	0.41	3.59	4.74	0.41
Ratio: 1992:1984 ^b	0.31	3.11		0.32	4.52	

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding. Ratios indicating the change between 1984 and 1992 in the relative numbers of black men and women at grades 13 through 15 could not be calculated because there were no black men or women at that grade level in the earlier year.

Source: CPDF data.

Figure III.3: Numbers of Black Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992



NOTE: The relative number of black women at grades 13 through 15 are not plotted in the figure. They appeared at grades 13 through 15 only in 1992, when their relative number was 0.41 per 10 white men (the same as the relative number of black men).

Hispanic Men and Women

Table III.4 and figure III.4 show that Hispanic men and women also decreased in relative number at grades 1 through 10. At grades 11 to 12, however, Hispanic men increased in relative number by a factor of 1.65, and Hispanic women increased in relative number by a factor of 3.29. At grades 13 through 15, the relative number of both Hispanic men and women increased by a factor of roughly 2.9. As were the changes for other groups, these increases were not monotonic over the period. At grades 13 through 15, for example, the relative number of Hispanic women grew between 1988 and 1992, after the number (both absolute and relative) of Hispanic women had shrunk to none in 1986 and 1988.

In 1992, when there were roughly 4 to 6 Hispanic men and 3 to 4 Hispanic women for every 10 white men at grades 1 through 10 and grades 11 to 12, respectively, there were less than 2 Hispanic men and less than 1 Hispanic woman for every 10 white men at grades 13 through 15.

Table III.4: Numbers of Hispanic Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

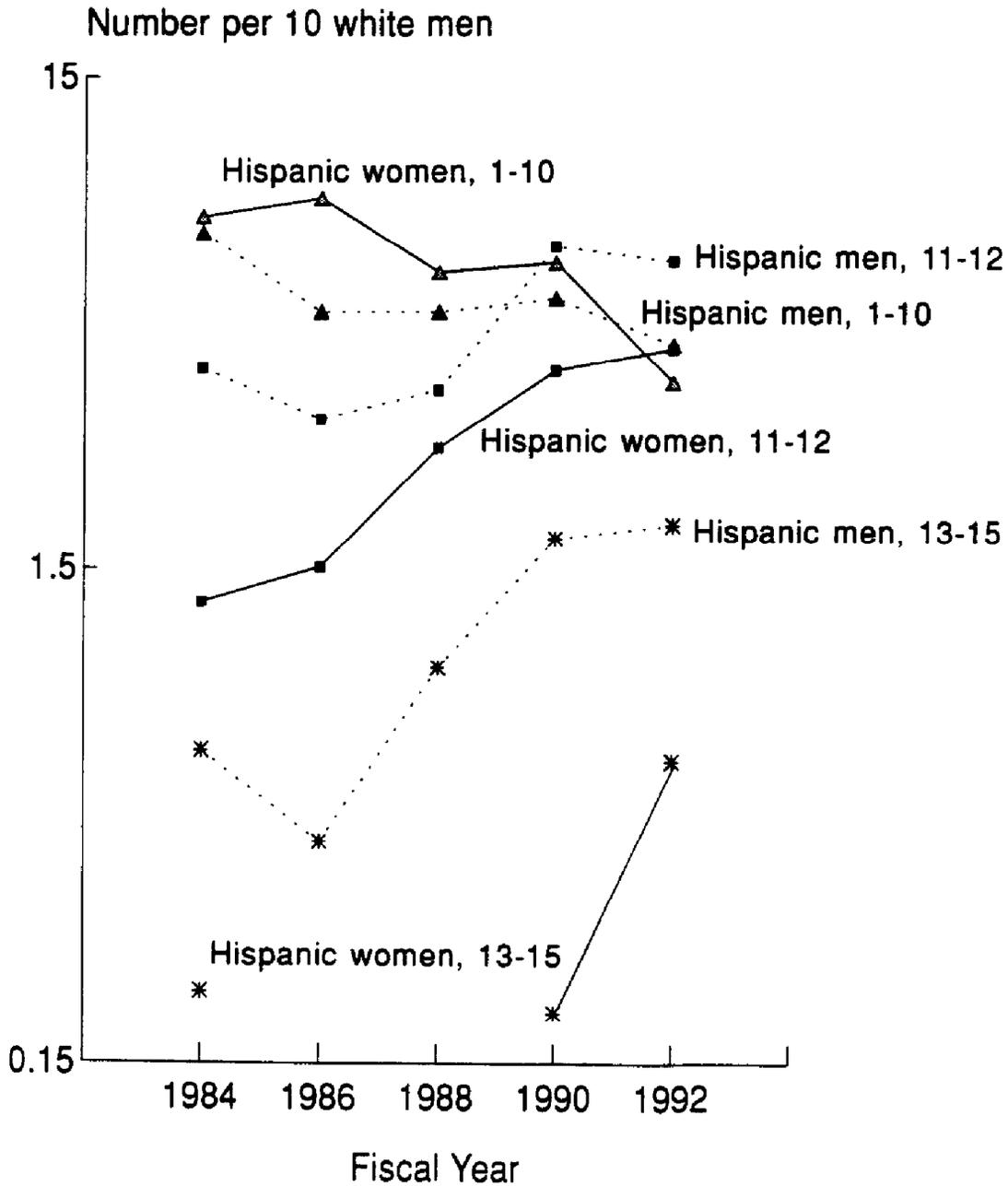
Fiscal year ^a	Hispanic men			Hispanic women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	7.22	3.84	0.64	7.78	1.28	0.21
1986	5.00	3.02	0.42	8.50	1.51	0.00
1988	5.00	3.47	0.94	6.00	2.64	0.00
1990	5.32	6.80	1.73	6.29	3.80	0.19
1992	4.24	6.32	1.84	3.59	4.21	0.61
Ratio: 1992:1984 ^b	0.59	1.65	2.88	0.46	3.29	2.87

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Figure III.4: Numbers of Hispanic Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992



Asian Men and Women

Table III.5 and figure III.5 show that Asian women increased in relative number between 1984 and 1992, and that increases at grades 11 to 12 and 13 through 15 were more pronounced than at grades 1 through 10. The relative number of Asian men increased only at grades 11 to 12, where the number of Asian men increased from less than 0.5 for every 10 white men (or 1 for every 20 white men) to almost 2 for every 10 white men. Both Asian men and women in 1992 remained less well represented at higher grades than at lower grades; while there were roughly 2 Asian women and more than 3 Asian men for every 10 white men at grades 1 through 10, the relative number of Asian men and women at grades 13 through 15 was less than 0.5 for every 10 white men, or less than 1 for every 20.

Table III.5: Numbers of Asian Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

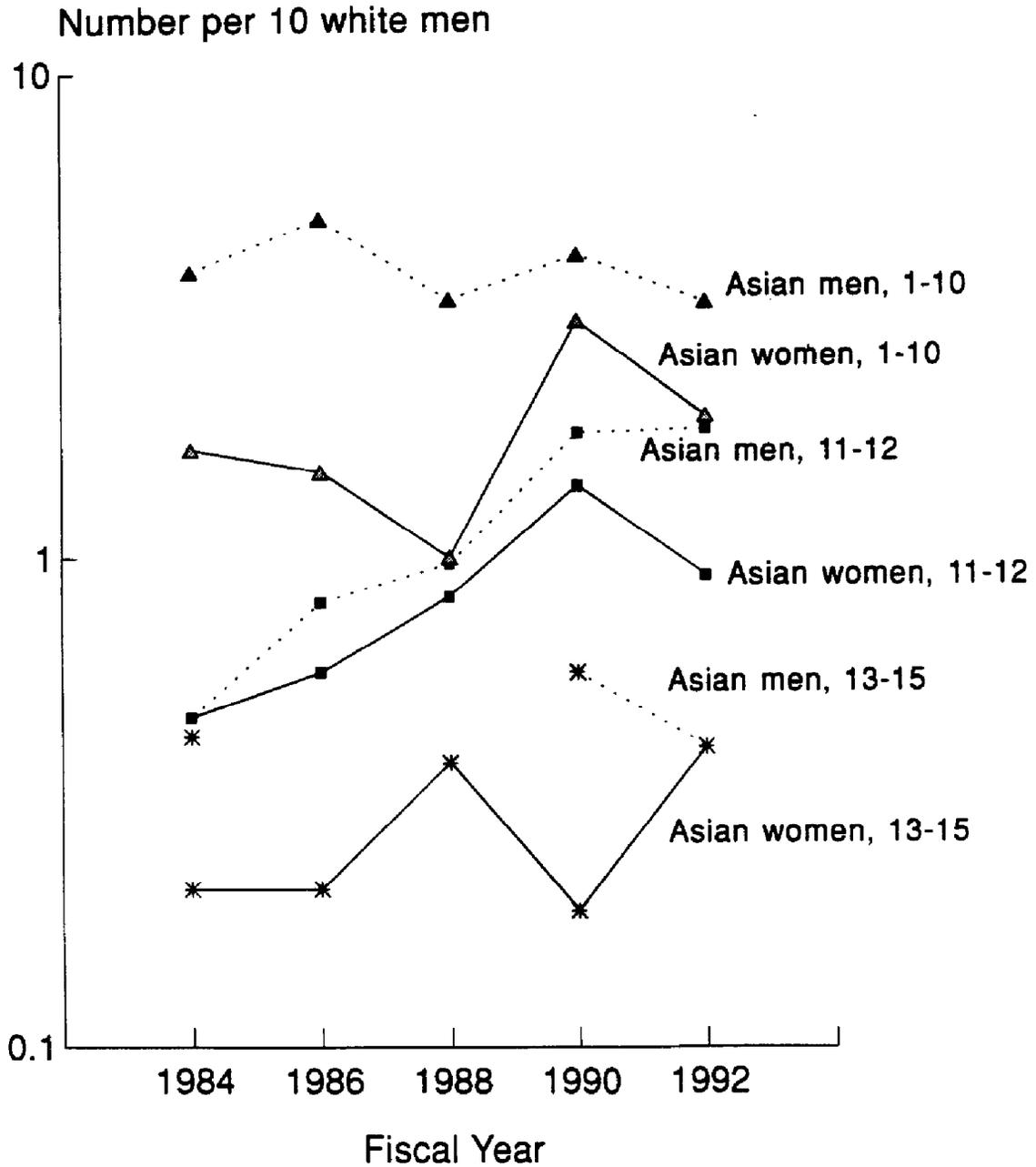
Fiscal year ^a	Asian men			Asian women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	3.89	0.47	0.43	1.67	0.47	0.21
1986	5.00	0.81	0.00	1.50	0.58	0.21
1988	3.40	0.97	0.00	1.00	0.83	0.38
1990	4.19	1.80	0.58	3.07	1.40	0.19
1992	3.37	1.84	0.41	1.96	0.92	0.41
Ratio: 1992:1984 ^b	0.87	3.96	0.96	1.17	1.98	1.92

^aNumbers shown are as of September of each fiscal year.

^bRatios were calculated from relative numbers before we rounded the relative numbers. Slight discrepancies between the ratios given in the table and ratios calculated from the relative numbers given are the result of rounding.

Source: CPDF data.

Figure III.5: Numbers of Asian Men and Women per 10 White Men at Various Grade Levels in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992



REPRESENTATION OF WOMEN AND MINORITIES
IN VARIOUS PERSONNEL EVENTS

Our analysis of personnel events at INS in Los Angeles parallels the analysis we did for the District of Columbia employees at INS. We looked at the relative numbers of each group that entered the INS workforce in 34 occupations in Los Angeles between 1984 and 1992, at the relative numbers that separated from that workforce in the same years, and at the relative numbers that were promoted.

Entries and Separations

Table III.6 shows the relative numbers of white women and minority men and women who entered, were employed, and separated from the workforce at INS in Los Angeles in the even-numbered fiscal years from 1984 through 1992. White women entered the workforce at INS in Los Angeles in lower relative numbers than those at which they were employed in 3 of the 5 years for which we had data, and they separated from that workforce in higher relative numbers than those at which they were employed in 4 of the 5 years. These low entry rates and high separation rates were likely responsible for the fact that white women, unlike all of the groups of minority men and women, decreased in relative number between 1984 and 1992. Hispanic women also separated from the workforce at INS in Los Angeles in higher relative numbers than those at which they were employed in 4 of the 5 years, and they entered that workforce in lower relative numbers in 4 of the 5 years as well.

Table III.6: Numbers of White Women and Minority Men and Women per 10 White Men that Entered, Were Employed in, and Separated From 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

EEO Group	Fiscal year	Entered	Employed	Separated
White women	1984	6.67	4.37	19.00
	1986	4.00	4.55	7.78
	1988	2.37	4.29	7.06
	1990	7.65	4.21	3.16
	1992	3.71	3.27	4.17
Black men	1984	6.67	1.33	0.87
	1986	2.00	1.36	2.22
	1988	2.61	1.49	2.94
	1990	0.39	1.71	1.58
	1992	0.48	1.98	0.83
Black women	1984	3.33	1.92	3.73
	1986	0.96	2.40	2.22
	1988	2.48	3.66	1.18
	1990	4.12	4.09	3.16
	1992	0.49	3.27	1.67
Hispanic men	1984	10.00	3.25	2.86
	1986	2.00	2.47	2.22
	1988	4.78	3.14	2.94
	1990	5.88	4.63	1.05
	1992	1.23	4.42	4.17
Hispanic women	1984	0.00	1.72	4.13
	1986	0.00	1.95	3.13
	1988	3.12	2.80	2.84
	1990	4.12	3.60	0.53
	1992	0.48	3.13	3.13
Asian men	1984	3.33	0.86	2.43
	1986	2.00	1.10	0.00
	1988	2.03	1.37	2.97
	1990	3.53	2.32	1.58
	1992	1.78	2.17	4.17
Asian women	1984	0.00	0.53	1.43
	1986	0.00	0.58	3.13
	1988	1.16	0.74	1.18
	1990	2.94	1.65	0.53
	1992	0.00	1.24	0.83

Note: Shaded areas indicate where the relative numbers that entered the workforce at INS were less than the relative numbers employed or where the relative numbers that separated from the workforce at INS were greater than the relative numbers employed.

Source: CPDF data.

There were no clearly discernable patterns to the entry and separation rates for the other groups in Los Angeles. Black and Asian men separated from the INS workforce in higher relative numbers than those at which they were employed in 3 of the 5 years, but in most of the years the relative numbers of black and Asian men entering that workforce were higher than the relative numbers employed. Black women, on the other hand, entered the INS workforce in Los Angeles in lower relative numbers than those at which they were employed in 3 of the 5 years, but in most years they separated in lower relative numbers than those at which they were employed.

The relative numbers of Asian women separating from INS in Los Angeles were higher than the relative numbers employed in 3 of the 5 years for which we had data, and in 3 of those 5 years, no Asian women entered that workforce. These potentially harmful factors must have been offset by more favorable entry or separation rates in the 4 years (i.e., 1985, 1987, 1989, 1991) for which we did not have data because, overall, the relative number of Asian women did increase more than the relative number of any other group except Asian men during the period from 1984 to 1992.

Promotions

As we did with the District of Columbia, we considered whether the relative numbers promoted in each of these EEO groups were greater or less than the relative numbers that were employed. These numbers are given in table III.7. Again, many of the differences between relative numbers promoted and relative numbers employed are slight, but the following general findings emerge from them.

When all grades are considered together, two groups, white and black women, were promoted in lower relative numbers than those at which they were employed in a majority of the years for which we had data.

At grades 1 through 10, black women were promoted in lower relative numbers than those at which they were employed in all 5 of the years we considered, and white women and Asian men in 4 of the 5. Black men and Hispanic women were promoted at grades 1 through 10 in lower relative numbers than those at which they were employed in 3 of the 5 years.

At grades 11 to 12, black women, Hispanic men, and Asian men and women were promoted in lower relative numbers than those at which they were employed in 4 of the 5 years, and white and Hispanic women were promoted in lower relative numbers in 3 of the 5 years. Only black men were promoted at this grade level in higher relative numbers than those at which they were employed in most of the years we considered.

At grades 13 through 15, Asian women were promoted in lower relative numbers than those at which they were employed in all 5 years. White women were promoted in lower relative numbers in 4 of the 5; and Hispanic women in 3 of the 5.

Table III.7: Numbers of White Women and Minority Men and Women per 10 White Men Employed and Promoted in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

EEO group	Year	All grades		Grades 1-10		Grades 11-12		Grades 13-15	
		Employed	Promoted	Employed	Promoted	Employed	Promoted	Employed	Promoted
White women	1984	4.37	6.49	13.89	12.00	4.19	7.33	0.85	0.81
	1986	4.55	6.67	12.00	8.17	4.30	10.00	1.88	0.00
	1988	4.29	3.24	6.40	4.17	4.03	1.23	2.64	2.14
	1990	4.21	3.18	5.16	1.69	4.20	1.92	3.08	0.00
	1992	3.27	2.40	3.04	3.08	3.55	1.43	3.27	6.67
Black men	1984	1.33	1.89	6.67	0.00	0.93	1.33	0.00	0.00
	1986	1.36	1.33	5.50	1.87	1.16	2.00	0.00	0.00
	1988	1.49	1.59	2.60	3.18	1.67	1.25	0.19	0.71
	1990	1.71	2.54	2.42	2.50	2.40	3.08	0.19	0.00
	1992	1.98	1.51	2.07	1.24	2.90	1.63	0.41	0.00
Black women	1984	1.92	3.24	11.11	11.89	1.05	0.67	0.00	0.00
	1986	2.40	8.67	13.50	13.33	1.16	10.00	0.00	0.00
	1988	3.66	2.13	9.20	7.60	2.50	1.25	0.00	0.00
	1990	4.09	1.44	6.77	1.59	5.00	1.08	0.00	0.00
	1992	3.27	2.17	3.59	2.65	4.74	1.23	0.41	0.00
Hispanic men	1984	3.25	4.05	7.22	1.00	3.84	6.00	0.64	0.83
	1986	2.47	2.00	5.00	3.33	3.02	1.00	0.42	0.00
	1988	3.14	4.15	5.00	9.55	3.47	1.81	0.94	1.43
	1990	4.63	5.63	5.32	5.75	6.80	2.17	1.73	2.00
	1992	4.42	4.93	4.24	4.62	6.32	4.84	1.84	10.00
Hispanic women	1984	1.72	2.70	7.78	1.00	1.28	2.00	0.21	0.00
	1986	1.95	5.33	8.50	11.67	1.51	0.00	0.00	2.50
	1988	2.80	2.81	6.00	6.82	2.64	3.58	0.00	0.00
	1990	3.60	3.94	6.29	1.75	3.80	1.92	0.19	0.00
	1992	3.13	3.15	3.59	1.67	4.21	4.84	0.61	0.00
Asian men	1984	0.86	1.08	3.89	1.00	0.47	1.33	0.43	0.00
	1986	1.10	0.47	5.00	1.67	0.81	0.00	0.00	0.00
	1988	1.37	1.14	3.40	1.18	0.97	0.94	0.00	0.36
	1990	2.32	2.54	4.19	1.25	1.80	1.24	0.58	2.00
	1992	2.17	2.60	3.37	3.59	1.84	1.01	0.41	0.00
Asian women	1984	0.53	1.08	1.67	2.00	0.47	1.33	0.21	0.00
	1986	0.58	1.33	1.50	3.33	0.58	0.00	0.21	0.00
	1988	0.74	0.85	1.00	2.27	0.83	0.11	0.38	0.14
	1990	1.65	1.69	3.07	1.75	1.40	0.19	0.19	0.00
	1992	1.24	1.16	1.96	1.34	0.92	0.45	0.41	0.00

NOTE: Shaded areas indicate where the relative numbers promoted were less than the relative numbers employed. At grades 13-15, a number of boxes which indicate that no employees were promoted were left unshaded because there were no employees at that grade level. Our shading may, as a result, underestimate the lack of progress at those grades.
Source: CPDF data.

DATA TABLES

Table IV.1: Numbers of White and Minority Men and Women Employed in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women
1984	1-10	11	24	17	44	1	2	0	0
	11-12	53	29	10	21	2	2	0	0
	13-15	209	46	16	7	9	3	0	2
	Total	273	99	43	72	12	7	0	2
1986	1-10	11	22	13	48	2	2	0	1
	11-12	34	31	15	34	2	1	0	0
	13-15	214	45	20	9	9	4	0	1
	Total	259	98	48	91	13	7	0	2
1988	1-10	16	31	8	65	4	0	0	0
	11-12	38	40	19	37	6	4	1	1
	13-15	243	75	25	23	11	8	0	2
	Total	297	146	52	125	21	12	1	3
1990	1-10	15	28	7	61	1	1	0	1
	11-12	34	38	9	45	4	1	0	2
	13-15	247	92	24	36	14	9	1	2
	Total	296	158	40	142	19	11	1	5
1992	1-10	6	18	10	97	0	2	0	3
	11-12	43	45	17	65	3	1	3	3
	13-15	285	128	26	47	17	10	2	7
	Total	334	191	53	209	20	13	5	13

*Numbers shown are as of September of each fiscal year. No numbers are given for Native American men and women in this table, nor in the following tables for the District of Columbia, as there were no Native American men or women in the 46 occupations at INS in the District of Columbia in any of the years for which we had data.

Source: CPDF data.

Table IV.2: Numbers of White and Minority Men and Women Entering 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women
1984	23	8	4	4	0	1	1	0
1986	4	2	3	6	0	0	1	0
1988	37	24	5	8	2	1	0	0
1990	27	27	5	4	1	1	3	2
1992	19	12	3	7	1	1	1	2

Source: CPDF data.

Table IV.3: Numbers of White and Minority Men and Women Separating from 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women
1984	18	10	0	1	1	1	1	0
1986	13	7	3	2	0	0	0	0
1988	19	11	9	6	0	0	0	0
1990	20	16	2	3	1	0	1	0
1992	12	6	2	7	1	3	0	0

Source: CPDF data.

Table IV.4: Numbers of White and Minority Men and Women Promoted in 46 Occupations at INS in the District of Columbia From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women
1984	1-10	6	14	2	7	1	0	0	1
	11-12	10	4	4	11	0	2	0	0
	13-15	47	12	3	4	2	2	0	1
	Total	63	30	9	22	3	4	0	2
1986	1-10	7	10	6	16	1	2	0	0
	11-12	6	7	1	11	1	2	0	1
	13-15	22	7	4	1	0	2	0	0
	Total	35	24	11	28	2	6	0	1
1988	1-10	5	14	1	22	1	1	0	0
	11-12	22	17	1	13	2	3	0	1
	13-15	54	24	7	11	7	3	1	0
	Total	81	55	9	45	10	7	1	1
1990	1-10	9	13	6	26	0	2	0	0
	11-12	12	15	2	19	2	0	0	2
	13-15	41	25	4	13	1	2	0	0
	Total	62	53	12	58	3	4	0	2
1992	1-10	2	7	9	38	0	1	0	4
	11-12	18	13	8	21	0	1	0	0
	13-15	39	26	1	7	6	2	0	5
	Total	59	46	18	66	6	4	0	9

Source: CPDF data.

Table IV.5: Numbers of White and Minority Men and Women in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women	Native American men	Native American women
1984	1-10	18	25	12	20	13	14	7	3	0	0
	11-12	86	36	8	9	33	11	4	4	0	1
	13-15	47	4	0	0	3	1	2	1	0	0
	Total	151	66	20	29	49	26	13	8	0	1
1986	1-10	20	24	11	27	10	17	10	3	0	0
	11-12	86	37	10	10	26	13	7	5	0	3
	13-15	48	9	0	0	2	0	0	1	1	0
	Total	154	70	21	37	38	30	17	9	1	3
1988	1-10	50	32	13	46	25	30	17	5	0	0
	11-12	72	29	12	18	25	19	7	6	1	2
	13-15	53	14	1	0	5	0	0	2	1	0
	Total	175	75	26	64	55	49	24	13	2	2
1990	1-10	62	32	15	42	33	39	26	19	1	0
	11-12	50	21	12	25	34	19	9	7	0	1
	13-15	52	16	1	0	9	1	3	1	0	0
	Total	164	69	28	67	76	59	38	27	1	1
1992	1-10	92	28	19	33	39	33	31	18	2	0
	11-12	76	27	22	36	48	32	14	7	2	2
	13-15	49	16	2	2	9	3	2	2	0	0
	Total	217	71	43	71	96	68	47	27	4	2

*Numbers shown are as of September of each fiscal year.

Source: CPDF data.

Table IV.6: Numbers of White and Minority Men and Women Entering 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women	Native American men	Native American women
1984	3	2	2	1	3	0	1	0	0	0
1986	5	2	1	0	1	0	1	0	0	0
1988	69	15	18	13	33	16	14	8	0	1
1990	17	13	1	7	10	7	6	5	2	0
1992	41	7	4	2	5	2	5	0	0	0

Source: CPDF data.

Table IV.7: Numbers of White and Minority Men and Women Separating from 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women	Native American men	Native American women
1984	7	7	6	4	2	3	1	1	0	0
1986	9	7	2	2	2	3	0	2	0	0
1988	17	12	5	2	5	5	3	2	0	1
1990	19	6	3	6	2	1	3	1	1	0
1992	12	5	1	2	5	4	5	1	0	0

Source: CPDF data.

Table IV.8: Numbers of White and Minority Men and Women Promoted in 34 Occupations at INS in Los Angeles From Fiscal Year 1984 Through 1992, Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Asian men	Asian women	Native American men	Native American women
1984	1-10	10	12	5	11	5	7	2	2	0	0
	11-12	15	11	2	1	9	3	2	2	0	0
	13-15	12	1	0	0	1	0	0	0	0	0
	Total	37	24	7	12	15	10	4	4	0	0
1986	1-10	6	5	1	8	2	7	1	2	0	0
	11-12	5	5	1	5	1	0	0	0	0	0
	13-15	4	0	0	0	0	1	0	0	0	0
	Total	15	10	2	13	3	8	1	2	0	0
1988	1-10	22	14	7	15	21	15	7	5	0	0
	11-12	32	10	4	4	9	8	3	1	1	0
	13-15	28	6	2	0	4	0	1	1	0	0
	Total	82	30	13	19	34	23	11	7	1	0
1990	1-10	40	12	10	18	23	23	13	11	1	0
	11-12	26	5	8	8	16	5	4	1	0	0
	13-15	5	0	0	0	1	0	1	0	0	0
	Total	71	17	18	26	40	28	18	12	1	0
1992	1-10	39	12	6	8	18	8	14	6	3	0
	11-12	31	5	5	10	15	15	5	2	1	0
	13-15	3	2	0	0	3	0	0	0	0	0
	Total	73	19	11	18	36	23	19	8	4	0

Source: CPDF data.

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