United States General Accounting Office

GAO

Report to Congressional Requesters

March 2001

SENIOR EXECUTIVE SERVICE

Diversity Increased in the Past Decade

GAO

Accountability * Integrity * Reliability

GAO-01-377

Contents

Letter		1
Appendix I	**Agencies Covered in Our Review**	36
Appendix II	**Objectives, Scope, and Methodology**	37
Appendix III	**Profile of the Career SES During Fiscal Years 1990 Through 1999, By Gender, Race, and Ethnicity**	43
Appendix IV	**Appointments to the Career SES During Fiscal Years 1990 Through 1999, By Gender, Race, and Ethnicity**	54
Appendix V	**24 CFO Agencies' Career SES Workforce Compared With Selected Labor Forces**	72
Appendix VI	**Composition of the Noncareer SES During Fiscal Years 1990 Through 1999**	79
Appendix VII	**Noncareer SES Appointments, 1990-1999**	86
Appendix VIII	**Comments From OPM**	103
Appendix IX	**Comments From EEOC**	105
Appendix X	**GAO Contact and Staff Acknowledgements**	111

Tables

Table 1: Comparison of Career SES Employee Groups as of September 30, 1999, to the Same Employee Groups in Selected Labor Forces 31
Table II.1: Labor Forces Selected for Comparison to the SES 39
Table III.1: Number of Women and Minorities in the 24 CFO Agencies and Governmentwide as of the End of Fiscal Years 1990 Through 1999 43
Table III.2: Extent of Change in the Number of Career SES Women in the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity 50
Table III.3: Extent of Change in the Number of Minority Career SES Members in the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity 52
Table IV.1: Number of Women and Minorities Appointed to the Career SES at the 24 CFO Agencies and Governmentwide During Fiscal Years 1990 Through 1999 54
Table IV.2: Number of Career SES Appointments at the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity 63
Table V.1: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the National CLF 73
Table V.2: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Our Agency-Specific RCLFs 74
Table V.3: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Each Agency's Total Workforce 75
Table V.4: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Professional and Administrative Occupations at Each Agency 76
Table V.5: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the Agencies' GS-15 Workforces 77
Table V.6 Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the U.S. Postal Service 78
Table VI.1: Size of the Noncareer SES—Fiscal Year End 1990-1999 79
Table VI.2: Number of Women and Minorities in the Noncareer SES at the 24 CFO Agencies as of the End of Fiscal Years 1990 Through 1999 79

Table VII.1: Noncareer SES Appointments—Fiscal Year End 1990-1999 86
Table VII.2: Number of Women and Minorities Appointed to the Noncareer SES at the 24 CFO Agencies During Fiscal Years 1990 Through 1999 87
Table VII.3: Number of Noncareer SES Appointments at the 24 CFO Agencies From Fiscal Years 1990 Through 1999, by Race and Ethnicity 95

Figures

Figure 1: Number of Women, Men, Minorities, and Whites in the Career SES—Fiscal Year-End 1990-1999 9
Figure 2: Percentage of Women and Minorities in the Career SES, 1990-1999 10
Figure 3: Percentage of Different Minority Groups in the Career SES, 1990-1999 11
Figure 4: Percentage of Women in the Career SES by Race/Ethnicity, 1990-1999 13
Figure 5: Percentage of Men in the Career SES by Race/Ethnicity, 1990-1999 15
Figure 6: Percentage of Career SES Women in the 24 CFO Agencies as of Fiscal Year-End 1990 and 1999 16
Figure 7: Extent of Change in the Percentage of Career SES Women in the 24 CFO Agencies Over the 1990-1999 Period 17
Figure 8: Percentage of Career SES Minority Employees in the 24 CFO Agencies as of Fiscal Year-End 1990 and 1999 18
Figure 9: Extent of Change in the Percentage of Minority Career SES Employees in the 24 CFO Agencies Over the 1990-1999 Period 19
Figure 10: Percentage of Women and Minorities Appointed to the Career SES, 1990-1999 21
Figure 11: Percentage of SES Appointments That Were Women, by Race/Ethnicity 1990-1999 22
Figure 12: Percentage of SES Appointments That Were Men, by Race/Ethnicity 1990-1999 23
Figure 13: Percentage of Appointments to Career SES That Were Women, by Agency, 1990-1999 24
Figure 14: Percentage of Appointments to Career SES That Were Minorities, by Agency, 1990-1999 25
Figure 15: Percentage of Women and Minorities Among GS-15s and Career SES Appointments from GS-15 27
Figure 16: Minority Group Percentages in GS-15 and in Career SES Appointments From GS-15 28

Abbreviations

AID	U.S. Agency for International Development
CFO	Chief Financial Officer
CLF	Civilian Labor Force
CPDF	Central Personnel Data File
EEOC	Equal Employment Opportunity Commission
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Agency
FBI	Federal Bureau of Investigation
GS	General Schedule
GSA	General Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
NASA	National Aeronautics and Space Administration
NSF	National Science Foundation
NRC	Nuclear Regulatory Commission
OPM	Office of Personnel Management
RCLF	Relevant Civilian Labor Force
SBA	Small Business Administration
SES	Senior Executive Service
SSA	Social Security Administration

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United States General Accounting Office
Washington, DC 20548

March 16, 2001

The Honorable Edolphus Towns
House of Representatives

The Honorable Elijah E. Cummings
House of Representatives

The Honorable Danny K. Davis
Ranking Minority Member
Subcommittee on Civil Service
and Agency Organization
Committee on Government Reform
House of Representatives

This report responds to your request that we undertake a study of diversity in the federal government's Senior Executive Service (SES). You expressed concerns about the extent to which women and minorities achieve SES status. SES members are critical to providing the strategic leadership needed to effectively execute agency missions and ensure accountability to the American people in the administration and operation of federal programs. Having a diverse SES corps can be an organizational strength that contributes to achieving results. Diversity can bring a wider variety of perspectives and approaches to bear on policy development and implementation, strategic planning, problem solving, and decisionmaking. Now that the labor market has become increasingly competitive and the demographics of the public served by the federal government are changing, diversity has evolved from public policy to a business need. A common practice in assessing an organization's diversity is to analyze the composition of its labor force in comparison with other labor forces. If disparities exist, further examination may be warranted to identify and eliminate any barriers to greater diversity.

In response to your request, we agreed to provide a descriptive analysis of gender and racial/ethnic diversity in the career SES governmentwide as well as in selected agencies.[1] Specifically, we describe

[1]The selected agencies were 24 departments and agencies that employed 92 percent of the career SES workforce as of September 30, 1999. The 24 departments and agencies, listed in appendix I, are covered by the Chief Financial Officers (CFO) Act.

- To what extent the composition of the career SES changed over the 10-year period ending in fiscal year 1999 to include more women and minorities.
- What proportion of women and minorities were appointed to the career SES annually over this 10-year period and whether the appointments reflected the SES "pipeline"—the group from which new SES members were generally appointed.
- How the representation of women and minority employees in the career SES as of fiscal year-end 1999 compared with other labor forces.

As agreed with your offices, we also are providing governmentwide and agency-specific data for each fiscal year from 1990 through 1999 on the composition of and appointments to the noncareer SES.

In doing our work, we analyzed SES composition and appointment data from the Central Personnel Data File (CPDF), the database of federal employees maintained by the Office of Personnel Management (OPM). We also compared the composition of the career SES to multiple labor forces, because various benchmarks could be used to assess the representation of women and minorities in the career SES.

As agreed with your offices, we compared the career SES to six labor forces. The labor force in our comparisons that covers the widest range of occupations and work settings is the national civilian labor force (CLF), which includes persons ages 16 and over who are employed or seeking employment but excludes those in the Armed Forces.[2] We selected two other comparative labor forces—a proxy relevant CLF (RCLF), which is that portion of the CLF that corresponds to the SES labor force as closely as possible in terms of occupations and salary levels[3] and general schedule (GS) grade 15 career federal employees. The Equal Employment Opportunity Commission (EEOC) and the Department of Justice have advised agencies to compare their labor forces to those in the CLF with the requisite skills and experience to perform the duties of the positions in their agencies. EEOC said it has suggested that agencies look at their

[2]The CLF is derived from the March 1999 Current Population Survey (CPS) conducted by the U.S. Bureau of the Census. For purposes of this study, we excluded the federal civilian workforce from the CLF.

[3]Because data were not available on level of responsibilities for those in the CLF, we used the subset of those in the CLF who earned at least $100,000 and worked in one of the 28 occupations that were similar to the occupations in which 87 percent of the career SES members were employed as of September 30, 1999.

relevant feeder groups when assessing the level of representation of women and minorities in the SES or at any particular grade level; and in the case of the SES, it has suggested that agencies look at their GS-14 and GS-15 workforces.[4] When an agency's positions cannot be precisely matched to those in the CLF, Justice has advised agencies to compare their labor forces to those in other labor forces that have the qualifications to perform the duties of the positions in their agencies—such as comparing their SES with employees in their GS-15 workforce. We recognize that the proxy RCLF we developed is not a perfect benchmark, and EEOC does not endorse our RCLF.[5] However, it was the closest match to the SES that we could identify because data were not available to construct a direct comparison group.

Of the remaining three labor forces in our comparisons, two of them—all federal executive branch employees and federal executive branch employees in professional and administrative occupations—represent a broader set of skills and experience among career federal employees; one, the U.S. Postal Service career executive corps, is a federal executive labor force that is outside the SES. A more detailed description of our scope and methodology is presented on page 5 of this report and in appendix II.

Results in Brief

During the 1990s, the representation of women and minorities in the career SES steadily increased. The proportion of women went from about 10 percent in 1990 to about 22 percent in 1999. Similarly, the percentage of minority members in the SES grew from about 7 percent to about 13 percent over the decade. Each minority—African Americans, Hispanics, Asian Americans, and Native Americans—showed increased representation during the 1990s. The pattern of increased representation also occurred in most of the 24 agencies we reviewed.

The growth in overall representation of women and minorities in the career SES resulted from the greater proportion of appointments to the career SES from these groups. The percentage of appointments of women

[4]Although there were twice as many GS-14s as GS-15s as of September 30, 1999, GS-14s only accounted for 1 percent of appointments to the SES at that time. Therefore, we did not include GS-14s as a feeder group for comparison to the SES.

[5]EEOC does not endorse our RCLF because they do not consider it to be the most appropriate measure for determining the extent of diversity in the SES. EEOC prefers a comparison of the SES with the GS-14 and GS-15 workforces and does not construct RCLF groupings for purposes of comparison to the SES labor force.

and minorities substantially increased in the 1990s. Rates in 1999 were 29 percent of appointments for women and 15 percent for minorities compared with 17 percent and 10 percent, respectively, in 1990. The vast majority of career SES appointments came from the ranks of GS-15 employees and for the 3 years we reviewed (1990, 1995, and 1999), the percentage of women appointed to the SES exceeded their proportion of GS-15 employees in each of the previous years. The same was true for minorities in 1995, but appointments were somewhat less than GS-15 representation in the other 2 years. The pattern of appointments compared with the pipeline was different across minority groups.

When we compared women and minorities in the SES with our RCLF—the closest match we could find to the SES in terms of requisite skills and experience to perform the duties of the SES—we found that women, minorities as a whole, and each minority group, except Asian Americans, were as well or better represented in the SES than in our RCLF. For the alternative comparison suggested by Justice, the GS-15 workforce, women and minorities overall had somewhat lower representation in the SES. African Americans and Native Americans had higher representation in the SES than in the GS-15 workforce, and Hispanics and Asian Americans had lower representation. Our comparisons of SES representation with broader and therefore less closely matched labor forces—those in the overall CLF, the federal executive branch workforce, and federal employees in professional and administrative occupations—generally showed lower SES representation, as did comparison with the Postal Service's career executive corps. No single one of these comparisons, however, can be seen as definitive as to whether the SES corps is sufficiently diverse.

Like the career SES, the composition of and appointments to the noncareer SES became more diverse over the 1990 through 1999 period. For example, the number of noncareer SES women increased from 181 (26 percent) in 1990 to 269 (40 percent) in 1999, and noncareer SES minorities increased from 75 (11 percent) to 154 (23 percent) over these 10 years.

In commenting on a draft of this report, OPM said that it shows the numbers on diversity are going in the right direction. Even so, OPM believes that continued improvement will require commitment to reviewing and revising employment practices that foster diversity. EEOC took issue with certain aspects of our methodology and expressed concern that readers could draw inappropriate conclusions from this report. As we discuss in this report, while our methodology is not perfect, it was the best we could devise considering the available data. Moreover,

in this report, we caution the reader about drawing conclusions from the data presented.

Background

The SES was established by the Civil Service Reform Act of 1978. As of September 30, 1999, the SES had 6,871 members.[6] The majority (6,205) of the SES members were in the career SES as of that date; the remaining 666 were in the noncareer SES. Career SES members are individuals with civil service status who are appointed competitively to SES positions that are below the top political appointees in the federal executive branch. The noncareer SES members are individuals who receive noncompetitive appointments to SES positions that usually involve advocating, formulating, and directing the programs and policies of the administration.

The Civil Service Reform Act of 1978 also states that the policy of the federal government is to ensure equal employment opportunity in the workforce. To carry out this policy, the act calls for implementation of agency action through a continuing minority recruitment program designed to "eliminate underrepresentation of minorities in the various categories of civil service employment."[7] It further requires that EEOC establish guidelines for use by executive agencies in complying with this statutory requirement.[8] According to EEOC's October 6, 1987, directive, issued under this provision to aid agencies in their affirmative employment activities, women and minorities are fully represented when their percentage representation in the workforce at an agency equals or exceeds their percentage representation in an RCLF. An RCLF consists of the pool of individuals in the CLF that have the necessary skills and qualifications to perform the duties of the particular job or occupation.

[6]We excluded from our study SES members who were either in limited-term or limited emergency appointments, which are nonrenewable, noncompetitive SES appointments for a fixed term of up to 3 years and 18 months, respectively. OPM must approve each proposed use of limited appointment authority. As of September 30, 1999, 169 individuals were in either a limited-term or limited emergency SES appointment.

[7]5 U.S.C. 7201.

[8]Although the minority recruitment program provisions of 5 U.S.C. 7201 pertain to "categories of civil service employment" that do not include the SES [5 U.S.C. 7201 (a)(2)], the SES is not exempt from the prohibition of discriminatory practices against federal government employees (and applicants for federal employment) or the requirements of equal employment opportunity (42 U.S.C. 2000e-16).

According to EEOC, it advises agencies to first compare their workforces with established broad occupational categories, such as administrative, technical and clerical, within the CLF. Then, agencies are to compare specific significant occupations within their overall workforce with the same broad CLF occupational categories to identify areas of possible underrepresentation for further analysis. For professional occupations that require advanced degrees and/or licenses, such as engineers, doctors, or attorneys, EEOC advises agencies to compare each of the professional occupations in their agencies with the corresponding occupations in the CLF.

EEOC also said it advises agencies, in determining whether underrepresentation of minorities exists in the various levels of the workforce, to follow the guidance contained in the Department of Justice's February 29, 1996, memorandum on affirmative action in federal employment. Among other things, that memorandum gives examples of comparative labor forces that agencies can use to determine whether minority groups are underrepresented in particular jobs. For example, the memorandum states that an agency would determine whether minorities were underrepresented in its workforce by comparing minority representation in the job at issue to the relevant or qualified labor pool in the CLF, rather than to the national CLF. The memorandum also indicates that where the job at issue cannot be precisely matched to a job in the CLF, an agency should use the qualified labor force that most closely matches its qualifications for the job at issue. For example, the memorandum states that an agency would determine whether minorities were underrepresented in its SES workforce by comparing the number of minority GS-15 employees it employs, and others with similar qualifications, to the number of minority SES members it employs.

Comparisons with other labor forces are an important part of determining what further actions agencies need to take. However, even if women and minorities are not as well represented in the career SES when compared with other selected labor forces, this information alone would not be sufficient evidence to conclude that discrimination had occurred. In addition, it should not be concluded that affirmative employment efforts are no longer needed to further improve the representation of women and minorities in the career SES if the comparisons show they are as well or better represented in the SES as in other selected labor forces.

Scope and Methodology

To assess change in the career SES composition during the 1990s, we analyzed data obtained from OPM's CPDF on the female and minority makeup of the career SES from fiscal year-end 1990 through 1999. We analyzed the data, by race/ethnicity and gender, to identify trends in the percentages of women and minorities employed in the career SES governmentwide and in each of 24 CFO agencies over the 10-year period. We did not independently verify the CPDF data on the SES for the years we reviewed. However, we reported in 1998 that governmentwide data from the CPDF for the key variables in this study (gender, race/ethnicity, GS-grade, pay plan, occupation, career status, agency, and personnel action) were 97 percent or more accurate.[9]

For the first part of our second objective, to determine the proportion of women and minorities appointed to the career SES annually over this 10-year period, we obtained and analyzed data from the CPDF for each fiscal year from 1990 through 1999.[10] We excluded career SES appointments that were reinstatements into the career SES and transfers of career SES individuals from one agency to another (about 1 percent combined). For the second part of our second objective, to determine whether career SES appointments reflected the SES pipeline from which most new SES members were generally appointed, we obtained and analyzed data from the CPDF for each of 3 years (1990, 1995, and 1999). The 3 years represented the beginning, middle, and end of our overall review period. We compared the diversity of the career SES appointees with the diversity of the pipeline. Because data were not readily available on who actually applied for SES vacancies and because we could not clearly determine the workforces from which all career SES appointees came, we limited the pipeline analysis to career SES appointments of career GS-15 and equivalent employees from within the appointing agency. Over 90 percent of those appointed to the career SES from within an agency were career GS-15 and equivalent employees the year prior to their appointment and about 83 percent of all career SES appointments were from within an agency. Although we recognized that all GS-15 employees were not in managerial or supervisory positions, we selected the GS-15 workforce and its equivalent as the SES pipeline because we found that 25 percent of the

[9]See *OPM's Central Personnel Data File: Data Appear Sufficiently Reliable to Meet Most Customer Needs*, (GAO/GGD-98-199, Sept. 30, 1998).

[10]The CPDF does not include appointment data for the Federal Bureau of Investigation (FBI), which is part of the Department of Justice.

GS-15 workforce appointed to the SES in fiscal year 1999 were not managers or supervisors in fiscal year 1998.

To look at representation in the career SES compared with other labor forces, we calculated the proportions of women and minorities in the career SES, as of September 30, 1999, and compared the result with similarly calculated proportions of women and minorities in the six labor forces. The labor forces, which varied in the extent to which they were similar to the career SES in terms of occupation and salary, were the national CLF, excluding federal employees; an RCLF, excluding federal employees, that we developed; the federal executive branch career workforce as a whole; career federal employees in professional and administrative occupations; the GS-15 career workforce; and the Postal Service career executive corps.

To provide data on the composition of and appointments to the noncareer SES, we obtained and analyzed governmentwide and agency-specific data from OPM's CPDF. Data were obtained for each fiscal year from 1990 through 1999.

We did our work in Washington, D.C., from January 2000 through January 2001 in accordance with generally accepted government auditing standards. A more detailed description of the scope and methodology used to answer each of the objectives is provided in appendix II.

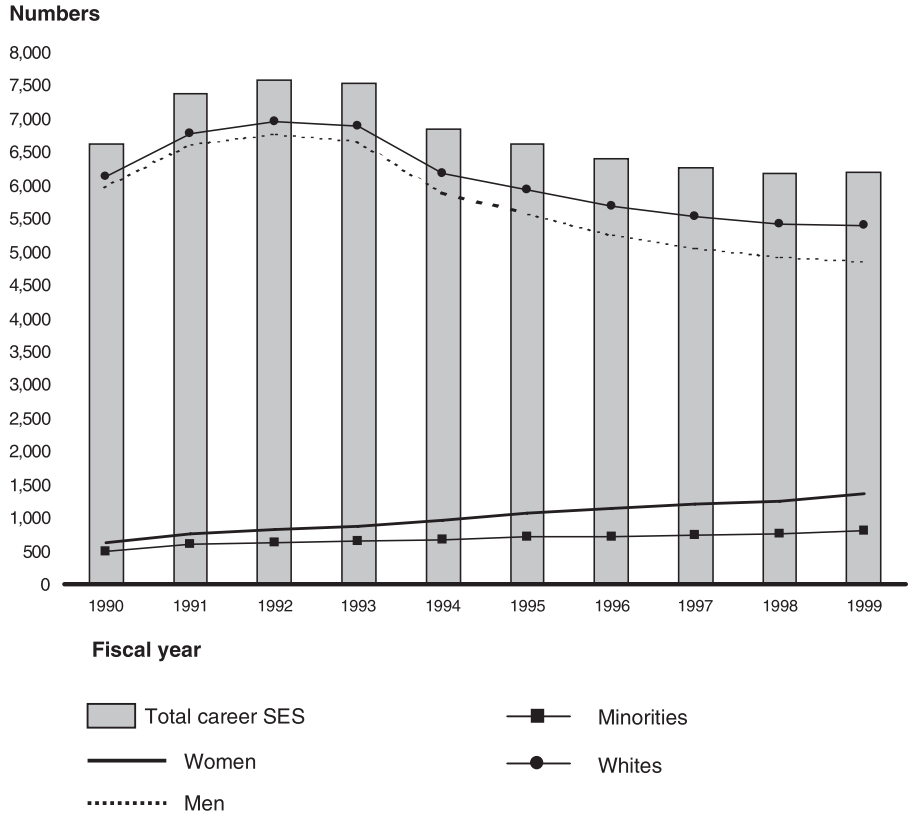
Career SES Composition Changed From 1990 Through 1999

The proportion of women and minorities in the career SES generally increased both governmentwide and in the 24 CFO agencies during the 1990 through 1999 period. The percentage of white women increased substantially while the percentage of white men declined.

Women and Minorities Steadily Increased During Fiscal Years 1990 Through 1999

From fiscal years 1990 through 1999, the career SES varied in size from a high of 7,583 in 1992 to a low of 6,183 in 1998. While the number of career SES employees overall decreased, the number of women and minorities steadily increased over this 10-year period, as shown in figure 1. The number of women in the career SES governmentwide more than doubled from 626 in 1990 to 1,352 in 1999, while the number of men declined. The number of minorities increased from 487 as of September 30, 1990, to 807 by the end of fiscal year 1999. Figure 1 also shows that the number of white and male career SES members declined over the 10-year period but continued to make up the majority of the career SES workforce.

Figure 1: Number of Women, Men, Minorities, and Whites in the Career SES—Fiscal Year-End 1990-1999

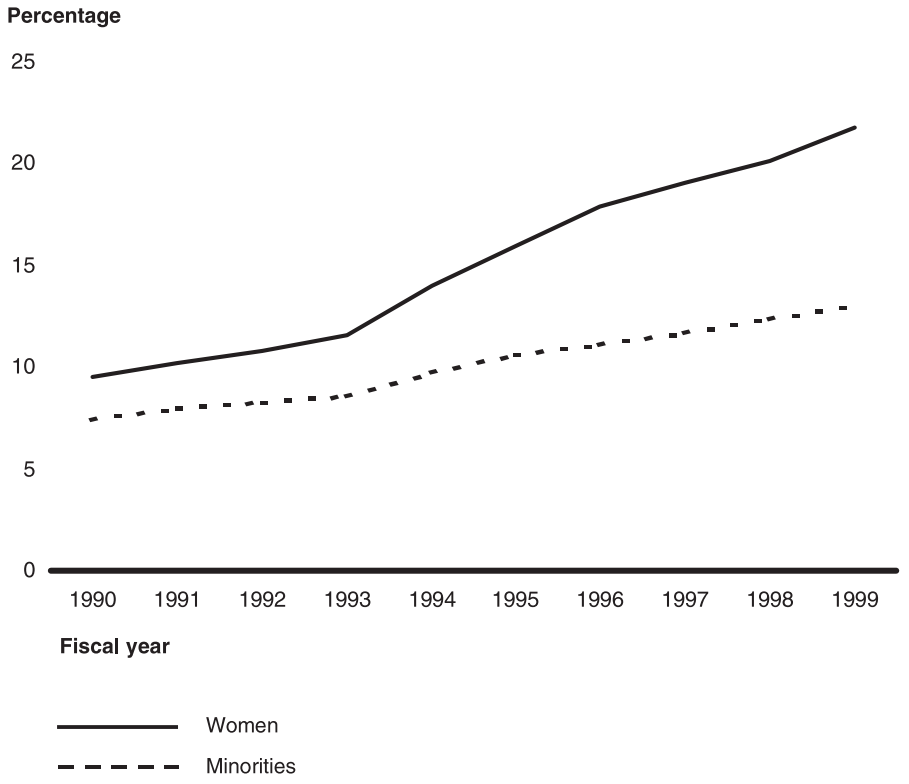


Note: Minority women are counted in both the women and minority trend lines.

Source: GAO' analysis of career SES composition data in OPM's CPDF.

Governmentwide, women and minorities became a greater proportion of the career SES workforce over the 1990 through 1999 period. The amount of growth that minorities experienced as a group was more modest than that of women. As shown in figure 2, the proportion of women in the career SES grew to 21.8 percent as of the end of fiscal year 1999, up 12 percentage points from the fiscal year-end 1990 rate of 9.5 percent. Minorities grew from 7.4 percent of the career SES as of September 30, 1990, to 13 percent as of September 30, 1999.

Figure 2: Percentage of Women and Minorities in the Career SES, 1990-1999



Note: Percentages are based on the number of career SES members employed as of September 30 of each fiscal year. Minority women are counted in both trend lines.

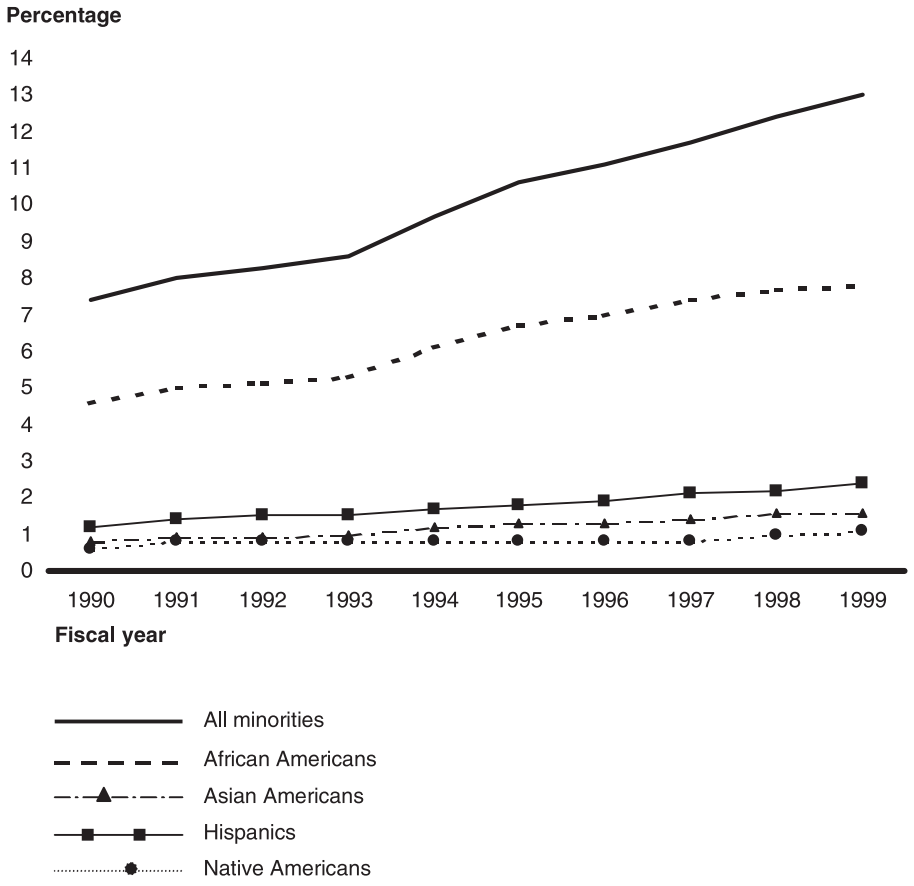
Source: GAO's analysis of career SES composition data in OPM's CPDF.

The annual rate of increase for women and minorities in the career SES over the 10-year period was generally less than 1 percent. The highest annual rate of increase for women (2.4 percent) and minorities (1.1 percent) occurred between 1993 and 1994. The number of women and minorities in the career SES each fiscal year from 1990 through 1999 is shown in table III.1 of appendix III.

Figure 3 shows the growth trends among the four minority groups—African Americans, Hispanics, Asian Americans, and Native Americans—over the 1990 through 1999 period. African Americans increased from 4.6 percent as of September 30, 1990, to 7.8 percent as of September 30, 1999—a 3.2 percentage point increase over the 10-year period. The proportion of Native Americans in the career SES was 0.6 percent as of September 30, 1990, and from fiscal year 1991 through fiscal year 1997,

they consistently made up 0.8 percent of the career SES. By the end of fiscal year 1999, the proportion of Native Americans in the career SES had increased to 1.1 percent, resulting in a 0.5 percentage point increase over the 1990 through 1999 period. The proportion of Asian Americans and Hispanics in the career SES over the 1990 through 1999 period was slightly above the percentage of Native Americans.

Figure 3: Percentage of Different Minority Groups in the Career SES, 1990-1999



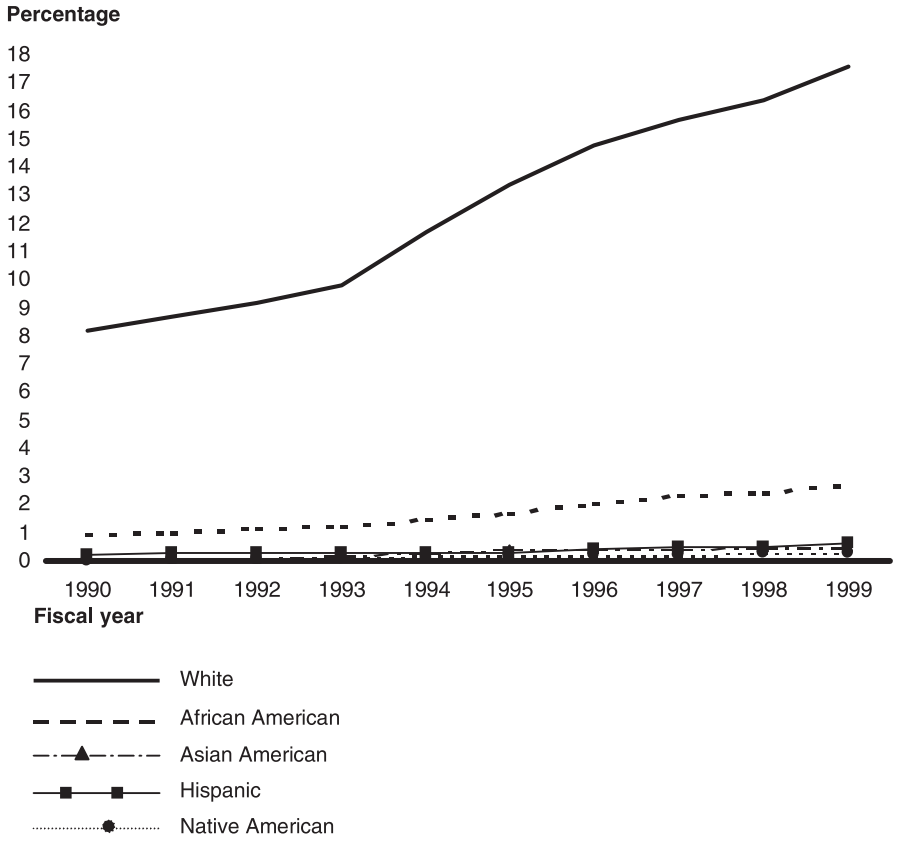
Note: Percentages are based on the total number of career SES members employed as of September 30 of each fiscal year.

Source: GAO's analysis of career SES composition data in OPM's CPDF.

Governmentwide Changes in Percentage of Women and Men in the Career SES Varied by Race and Ethnicity

The extent of change in the composition of the career SES governmentwide varied when analyzed by gender and race/ethnicity combined. Governmentwide, white women experienced a higher percentage point change relative to each of the minority women groups over the 1990 through 1999 period. As figure 4 shows, the proportion of white women in the career SES increased more than 9 percentage points from 8.2 percent in 1990 to 17.6 percent in 1999. Although minority women also experienced some growth over the 1990 through 1999 period, the extent of change in their growth was substantially less than that of white women. African-American women increased about 2 percentage points over the 10-year period from nearly 1 percent in 1990 to 2.7 percent in 1999; Hispanic, Asian-American, and Native-American women each increased less than 1 percentage point. Minority women, as a group, made up 4 percent of the career SES workforce by the end of fiscal year 1999. The extent of change in the number of career SES women is shown by race and ethnicity in table III.2 of appendix III.

Figure 4: Percentage of Women in the Career SES by Race/Ethnicity, 1990-1999



Note: Percentages are based on the total number of career SES members employed as of September 30 of each fiscal year.

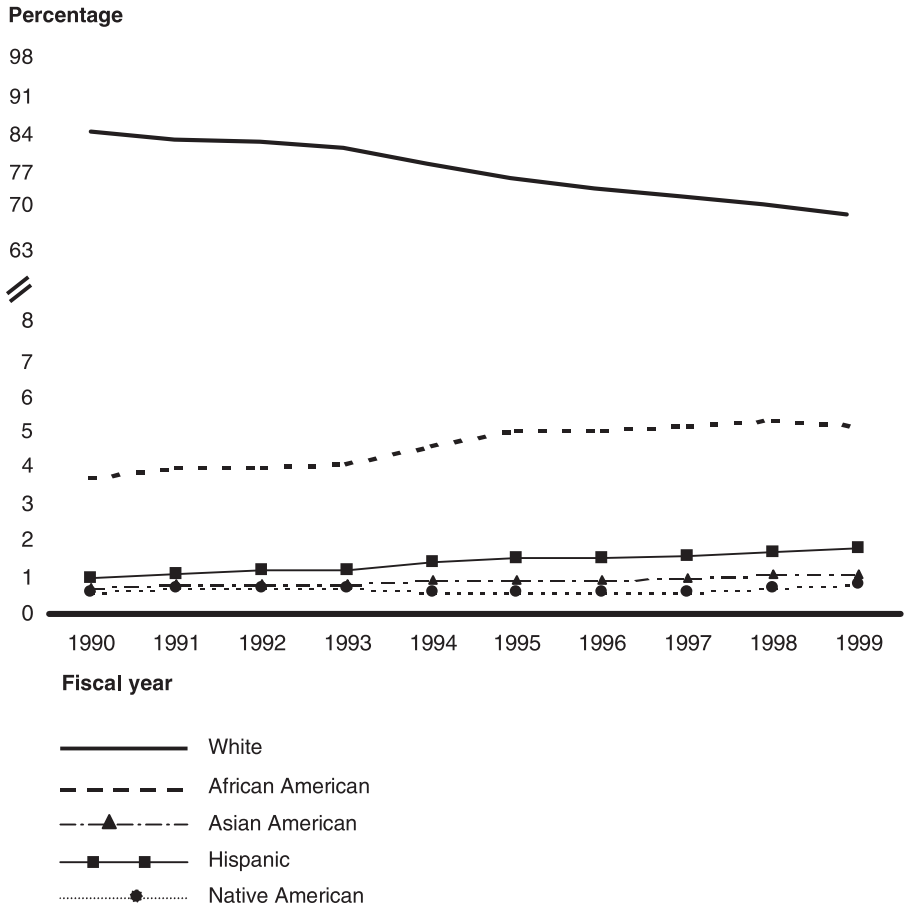
Source: GAO's analysis of career SES composition data in OPM's CPDF.

Figure 4 also shows that over the 10-year period, differences existed between the proportion of white women and minority women in the career SES, and these differences became more pronounced in 1994 and continued to widen. As of September 30, 1990, the difference between white women and African-American women, the largest group of minority women, was 7 percentage points. By the end of fiscal year 1999, the difference had increased to about 15 percentage points.

The proportion of white men, who made up the majority of the career SES workforce governmentwide over the 1990 through 1999 period, declined by 15 percentage points during this 10-year period from 84 percent in 1990 to 69 percent in 1999, as shown in figure 5. This decline in the percentage of white men can, in part, be attributed to their retirement[11] and their replacement with more white women and minorities rather than with white men. African-American men increased 1.4 percentage points over the 10-year period from 3.7 percent in 1990 to 5.1 percent in 1999. Hispanic, Asian-American, and Native-American men each made up nearly 2 percent or less of the career SES workforce during the 1990 through 1999 period.

[11]In May 2000, we reported that in each of fiscal years 1992 through 1998, between 2 percent and 10 percent of the career SES workforce, which was comprised mostly of white men, retired. See *Senior Executive Service: Retirement Trends Underscore the Importance of Succession Planning* (GAO/GGD-00-113BR, May 12, 2000).

Figure 5: Percentage of Men in the Career SES by Race/Ethnicity, 1990-1999



Note: Percentages are based on the total number of career SES members employed as of September 30 of each fiscal year.

Source: GAO's analysis of career SES composition data in OPM's CPDF.

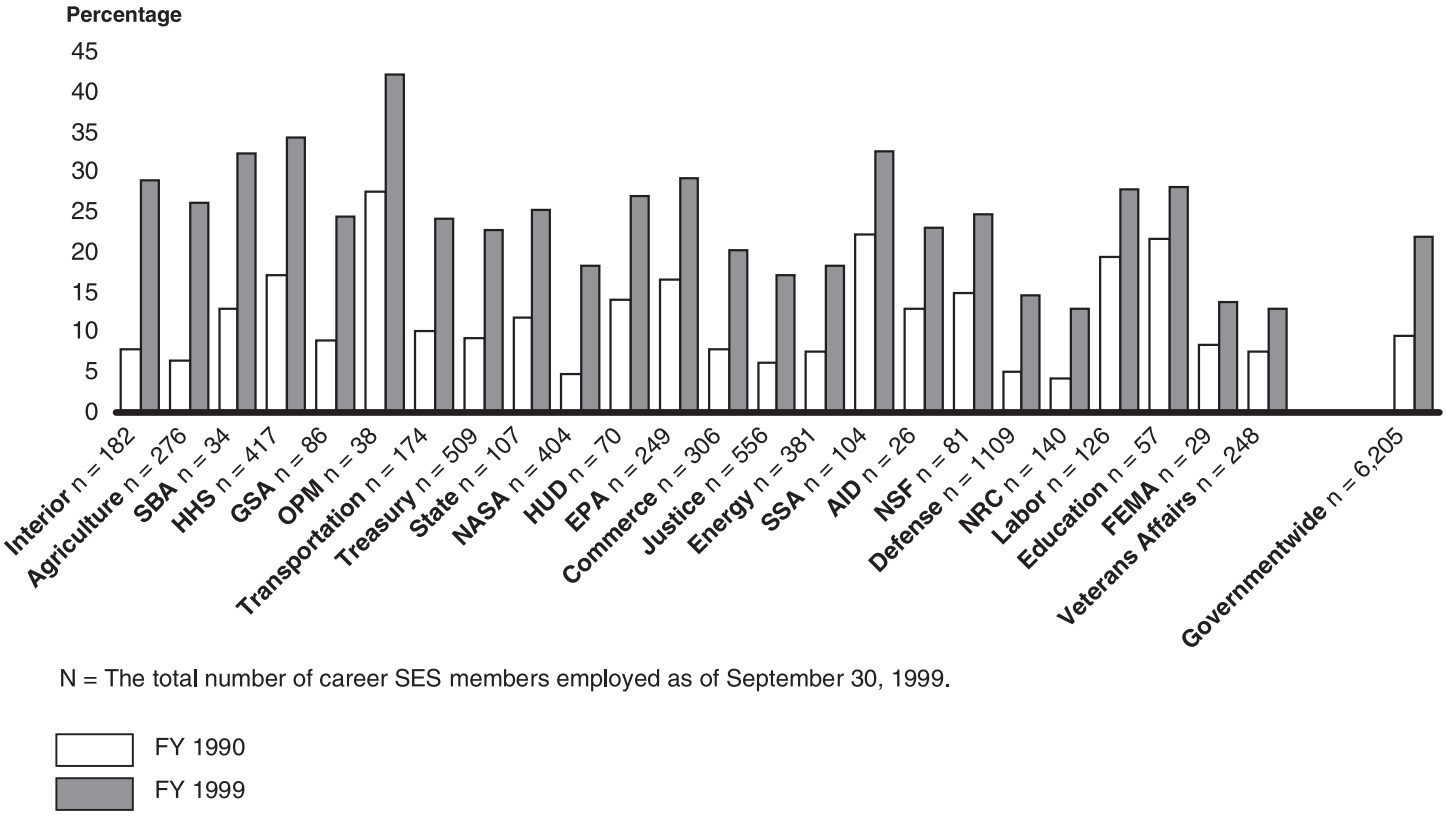
Changes in the Proportion of Women and Minorities in the Career SES Varied Among the 24 CFO Agencies

The extent of change in the proportion of women and minorities in the career SES varied among the 24 CFO agencies over the 1990 through 1999 period. The proportion of women in the career SES increased over the 10-year period in each of the 24 agencies. The proportion of minorities in the career SES also increased over this 10-year period in all of the 24 agencies, except two—FEMA and State.

As figure 6 shows, each of the 24 CFO agencies, and the federal government as a whole, had a higher proportion of women career SES

members as of September 30, 1999, than in 1990. This figure also shows that OPM, which had a relatively small career SES workforce (38) as of the end of fiscal year 1999, had the highest proportion of women (42 percent) in its career SES workforce. Veterans Affairs, with 248 career SES members as of the end of fiscal year 1999, had the lowest proportion (13 percent) of women in its career SES. The number of career SES women in each of the 24 agencies from 1990 through 1999 is shown in table III.1 of appendix III.

Figure 6: Percentage of Career SES Women in the 24 CFO Agencies as of Fiscal Year-End 1990 and 1999



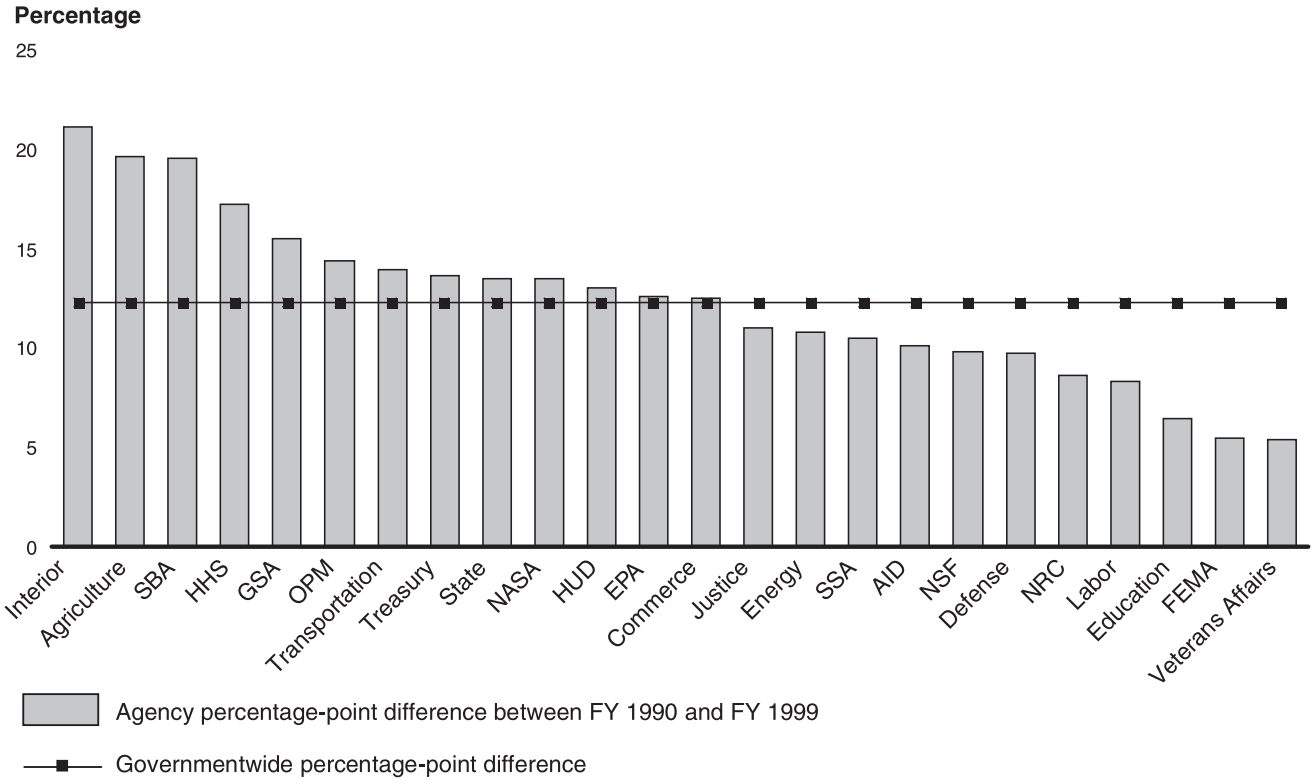
Note: The agencies are ordered by the percentage change between 1990 and 1999. (See fig. 7 also.)

Source: GAO's analysis of career SES composition data in OPM's CPDF.

The percentage of women career SES members increased at each agency. There was a larger percentage-point increase at some agencies than at others, as figure 7 shows. The change ranged from 21-percentage points (Interior) to 5-percentage points (Veterans Affairs). There was even more

variation across agencies when we examined trends in women by race and ethnicity. Details of that analysis are presented in table III.2 in appendix III.

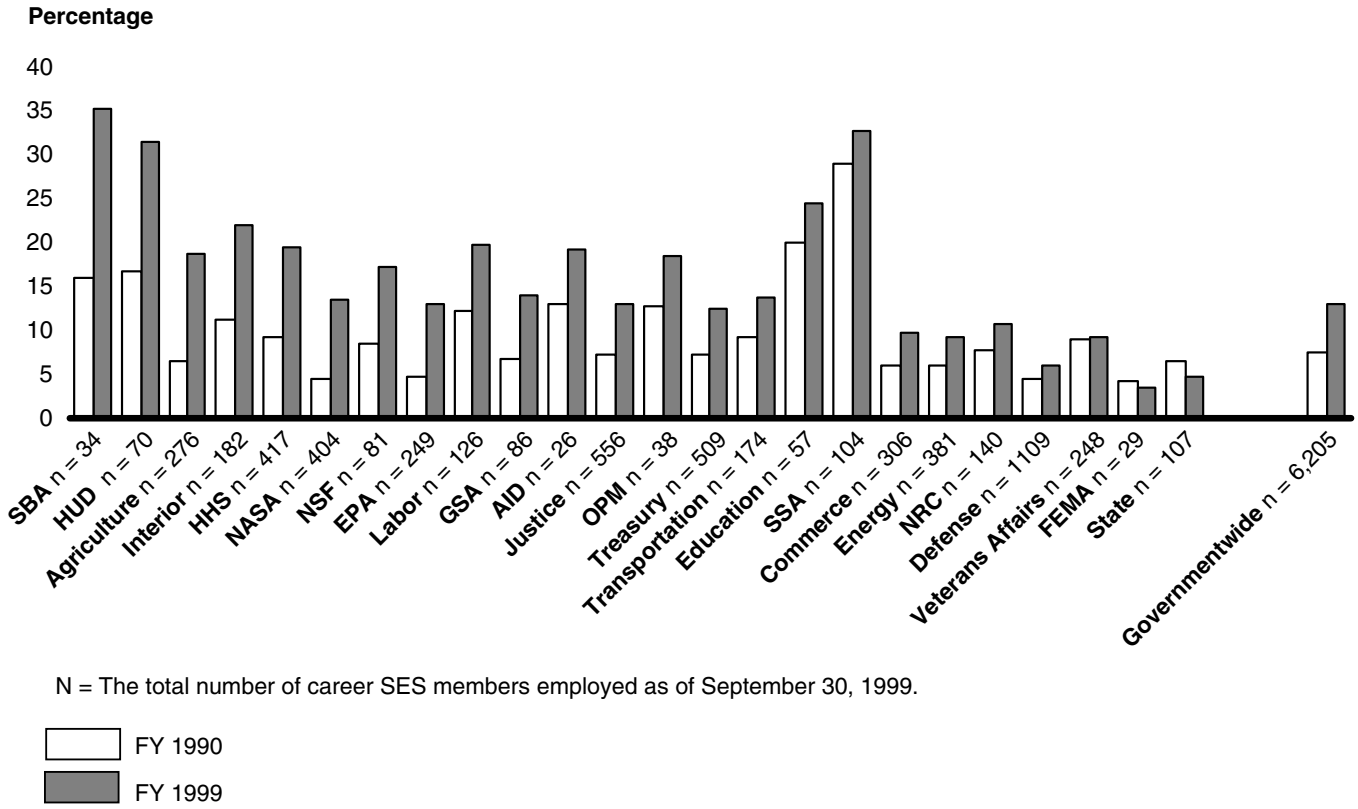
Figure 7: Extent of Change in the Percentage of Career SES Women in the 24 CFO Agencies Over the 1990-1999 Period



Source: GAO's analysis of career SES composition data in OPM's CPDF.

As shown in figure 8, the percentage of minority career SES employees increased over the 1990 through 1999 period at all of the 24 CFO agencies except two—FEMA and State. Figure 8 also shows that SBA, with 34 career SES members as of September 30, 1999, had the highest percentage of minorities in its career SES workforce. FEMA, which had 29 career SES members as of the end of fiscal year 1999, had the lowest percentage of minority career SES members.

Figure 8: Percentage of Career SES Minority Employees in the 24 CFO Agencies as of Fiscal Year-End 1990 and 1999

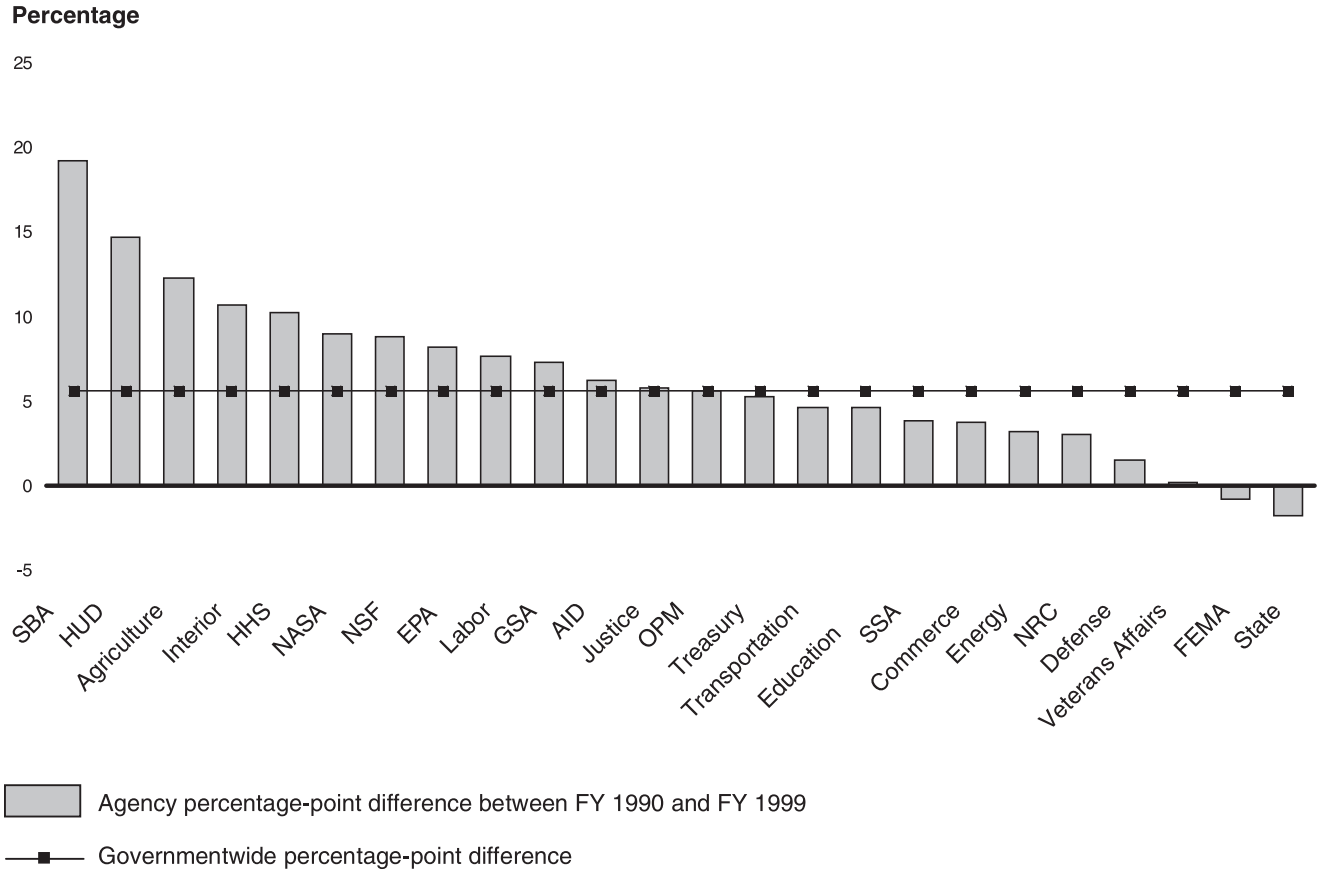


Note: The agencies are ordered by the percentage change between 1990 and 1999. (See fig. 9 also.)

Source: GAO's analysis of career SES composition data in OPM's CPDF.

As with the change in the percentage of women, figure 9 shows that agencies differed in the extent of change in the percentage of minorities over this period. The amount of increase among minority career SES employees ranged from 0.2 percentage point at Veterans Affairs to 19 percentage points at SBA. The percentage of minorities declined by 0.8 percentage point and 1.8 percentage points at FEMA and State, respectively. For details on the number of career SES minorities at each of the 24 CFO agencies from 1990 through 1999 and on the extent of change in the number of minorities, see tables III.1 and III.3, respectively, in appendix III.

Figure 9: Extent of Change in the Percentage of Minority Career SES Employees in the 24 CFO Agencies Over the 1990-1999 Period



Source: GAO's analysis of career SES composition data in OPM's CPDF.

SES Appointments Became More Diverse and Mirrored Diversity in Pipeline

The gender and racial/ethnic diversity of those appointed to the SES each year will, of course, affect the composition of the SES workforce. For fiscal years 1990 through 1999, annual appointments to the career SES included more women and minorities as the decade went on. The extent of diversity in SES appointments varied among the selected agencies.

We also found that in comparing SES appointments to the GS-15 workforce, the pipeline from which almost all SES appointments came over the 3 years (1990, 1995, and 1999) that we reviewed, the percentage of women appointed to the SES was greater than the percentage of women in the GS-15 workforce for all 3 years. A higher percentage of minorities was

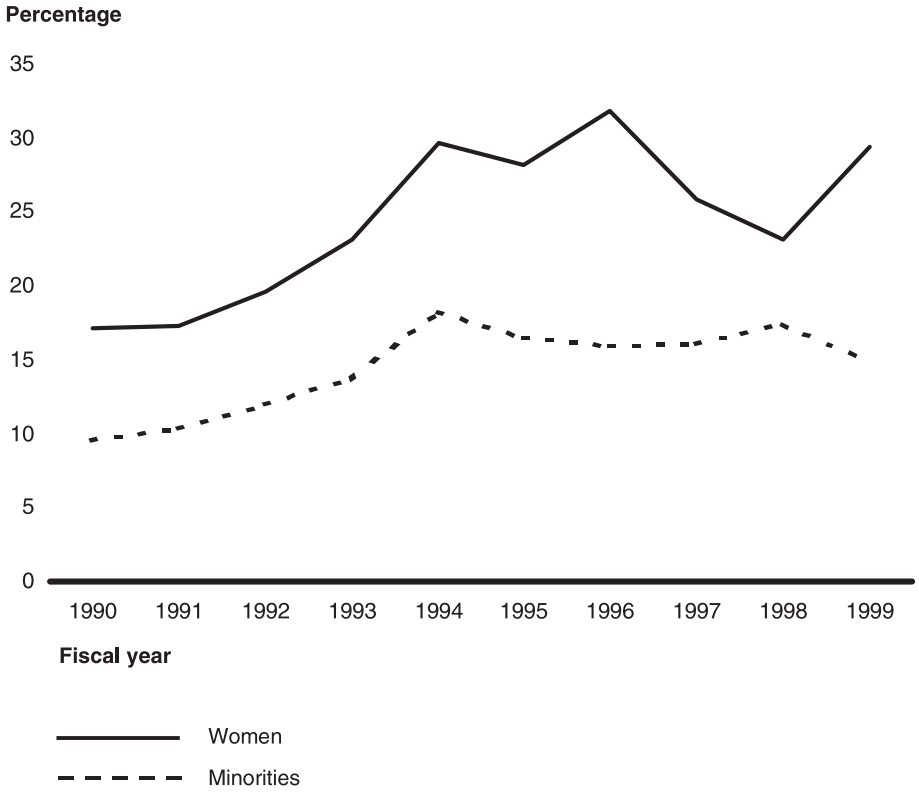
appointed to the SES from the GS-15 workforce in 1 of 3 years, and the pattern of appointments compared with the pipeline was quite different across the minority groups.

Trends in SES Appointments, 1990 Through 1999

During the period from 1990 through 1999, the general pattern was an increase in women and minority SES appointments in the mid-1990s from a lower level in the early years of the decade. From 1990 through 1999, about 25 percent (1,298) of the 5,294 career SES appointments were women and 14.4 percent (763) were minorities. African Americans received 9 percent of the career SES appointments followed by Hispanics (2.6 percent), Asian Americans (1.7 percent), and Native Americans (1.2 percent). For details on the number of women, minorities as a whole, and minority groups appointed annually to the career SES over the 10-year period, see appendix IV.

As shown in figure 10, the percentage of career SES appointees that were women increased from 17 percent in 1990 to 29 percent in 1999. Minority appointments to the career SES increased from 9.5 percent in 1990 to 14.9 percent in 1999.

Figure 10: Percentage of Women and Minorities Appointed to the Career SES, 1990-1999

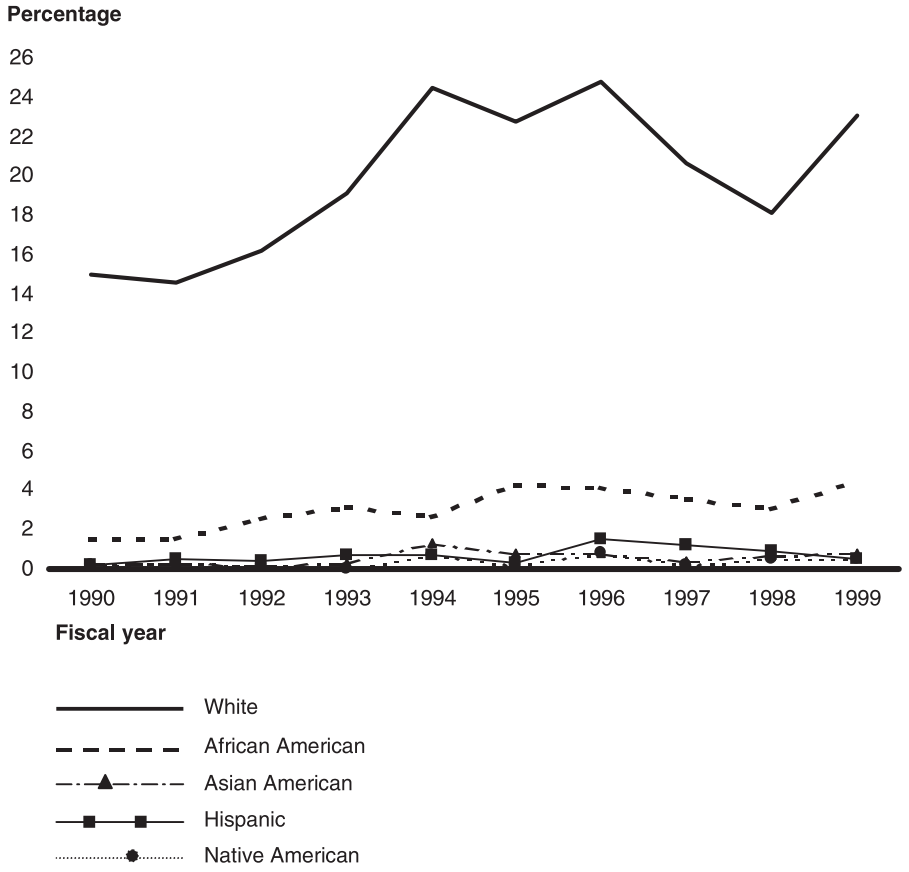


Note: Percentages are based on the total number of career SES appointments, except for the FBI, each fiscal year from 1990 through 1999. Minority women are counted in both trend lines.

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

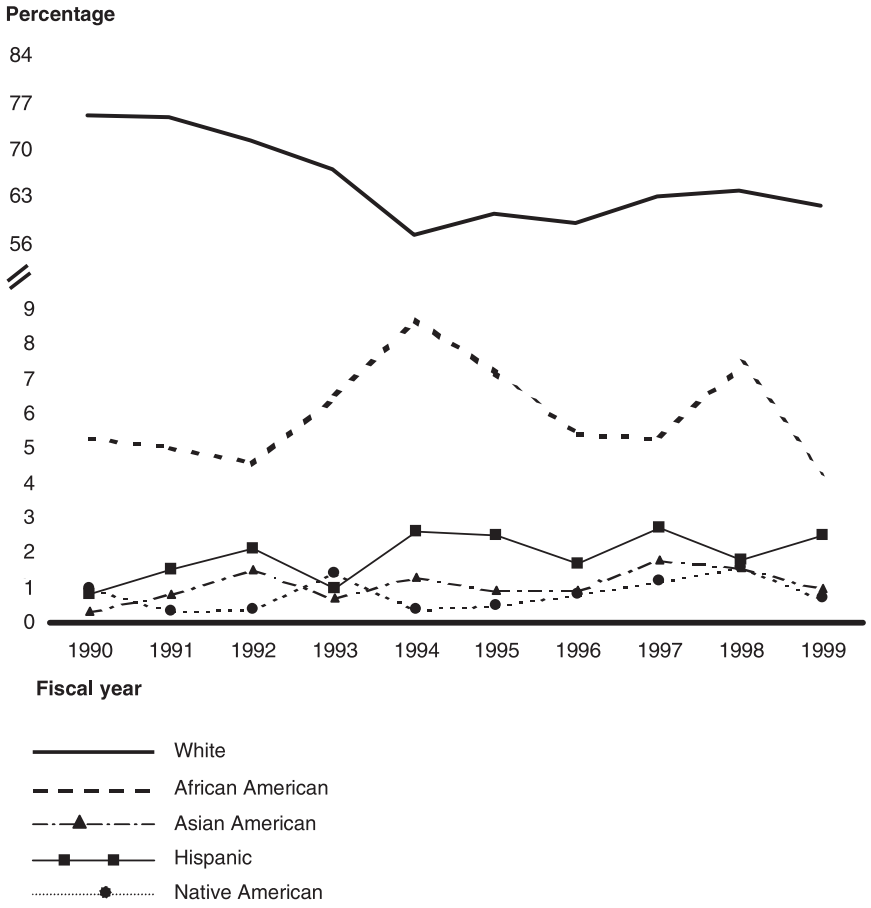
Figures 11 and 12 show trends in appointments for women and men by race and ethnicity. In each year, the largest percentages of appointments were white women and white men. Of all appointments during this period, 19.8 percent were white women; 65.5 percent were white men.

Figure 11: Percentage of SES Appointments That Were Women, by Race/Ethnicity 1990-1999



Source: GAO's analysis of career SES appointment data in OPM's CPDF.

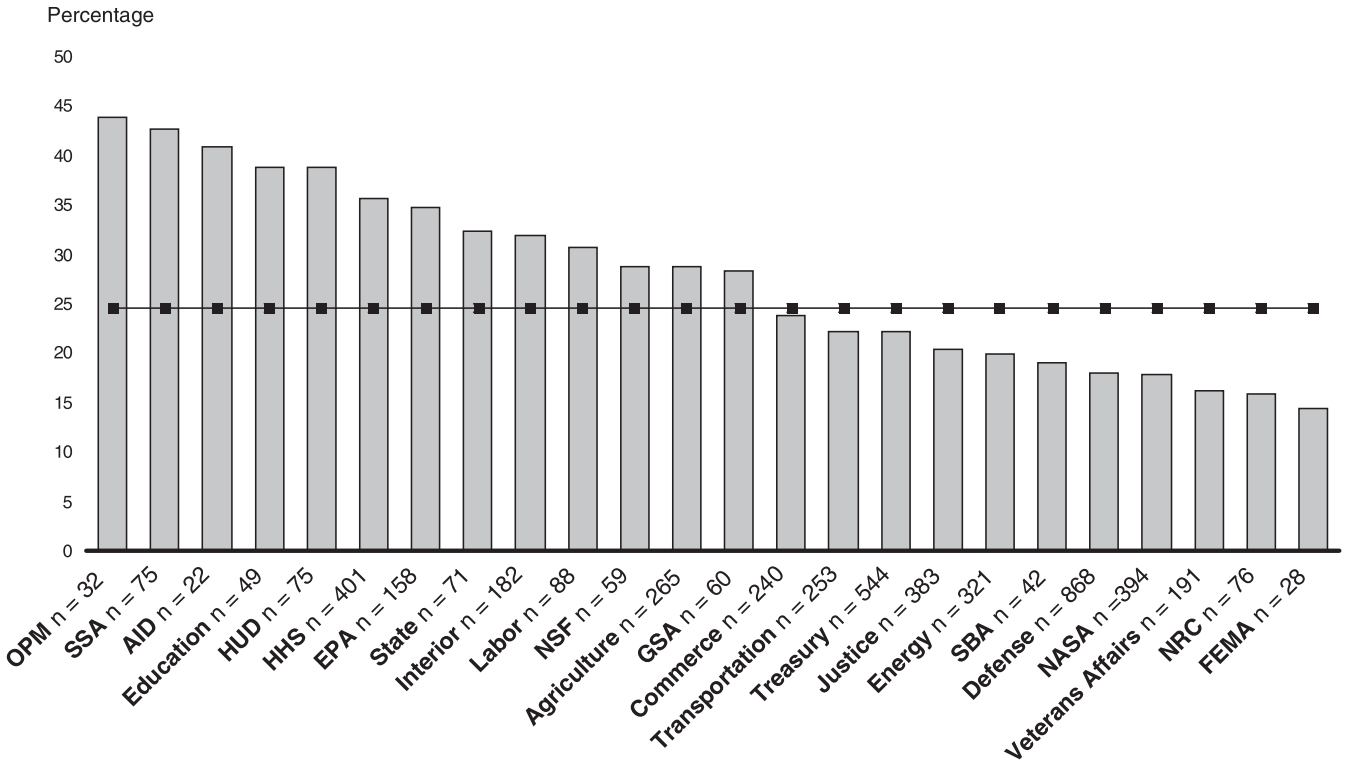
Figure 12: Percentage of SES Appointments That Were Men, by Race/Ethnicity 1990-1999



Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Figures 13 and 14 below show the percentage of career SES appointments that were women and minorities for each CFO agency and the government as a whole from 1990 through 1999. For details on the number of women and minorities appointed annually to the career SES in each agency and governmentwide, see table IV.1 in appendix IV.

Figure 13: Percentage of Appointments to Career SES That Were Women, by Agency, 1990-1999



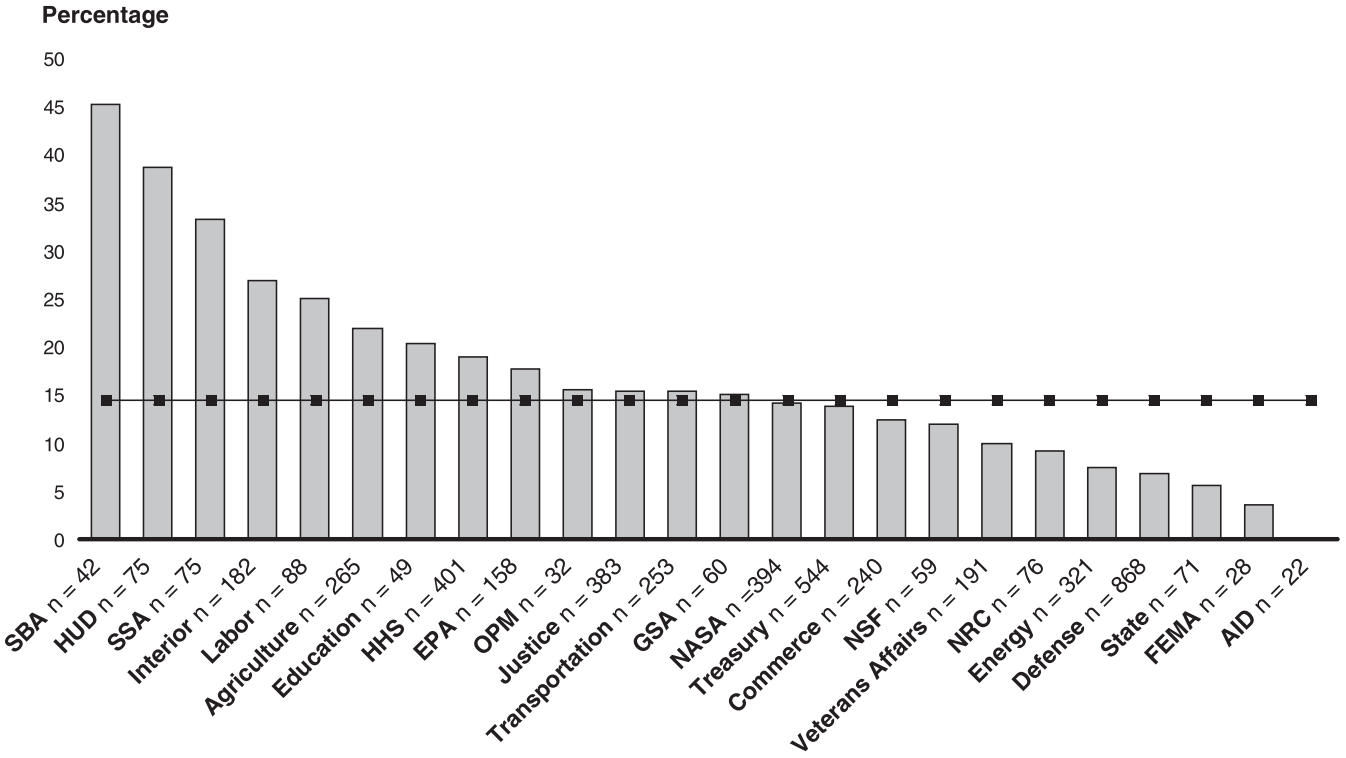
N = The total number of individuals appointed to the career SES over the FY 1990 through FY 1999 period.

Agency percentage

Governmentwide percentage

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Figure 14: Percentage of Appointments to Career SES That Were Minorities, by Agency, 1990-1999



N = The total number of individuals appointed to the career SES over the FY 1990 through FY 1999 period.

Agency percentage

Governmentwide percentage

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

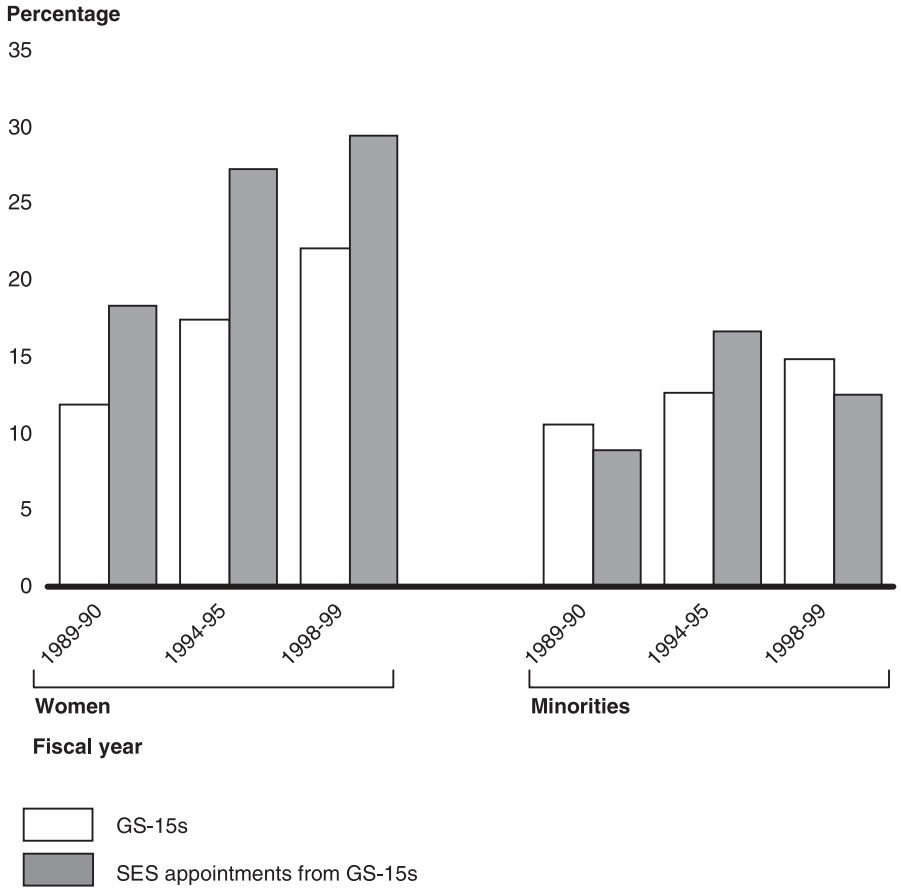
Trends in SES Appointments Compared With the GS-15 Pipeline

As part of our analysis of diversity in appointments to the SES, we compared the composition of actual SES appointments to the composition of the pipeline—the feeder group from which new SES members were appointed. We compared the percentages of women and minorities in the group appointed from GS-15 and its equivalent to the SES in a given year to the percentages of women and minorities in the GS-15 workforce as a whole for the year before.[12] We made this comparison for 3 fiscal years (1990, 1995, and 1999), which covered the beginning, middle, and end of our review period.

In each of these 3 years, the percentage of women appointed to SES from GS-15 was greater than the percentage of women GS-15 employees in the previous year. A similar pattern occurred for minorities in 1 of the 3 years, and the percentage was slightly lower in the other 2 years. (See fig. 15.)

[12]As a basis for comparison, we decided to use the entire GS-15 workforce and its equivalent, including those who were not in a supervisory or managerial status, because (1) over 90 percent of all new SES appointees came from the ranks of GS-15 level employees during the 3 years covered by our analysis; (2) data were not readily available on applicants for career SES vacancies; and (3) 25 percent of those appointed to the SES in fiscal year 1999 were not supervisors or managers in fiscal year 1998. The GS-15 equivalent workforce consists of those in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute. (See app. II for more details.)

Figure 15: Percentage of Women and Minorities Among GS-15s and Career SES Appointments from GS-15



Note 1: Percentages for women and minorities are their percentages of all GS-15s, including the FBI and, separately, their percentages of all career SES appointments from GS-15, excluding the FBI because the CPDF does not include FBI appointments. GS-15 includes employees in GS-15 and equivalent grades. The total number of GS-15 employees in 1989, 1994, and 1998 was 42,663; 50,687; and 51,476, respectively. The total number of career SES members appointed from GS-15 in 1990, 1995, and 1999 was 482, 487, and 441, respectively.

Note 2: Minority women are counted both as women and minorities.

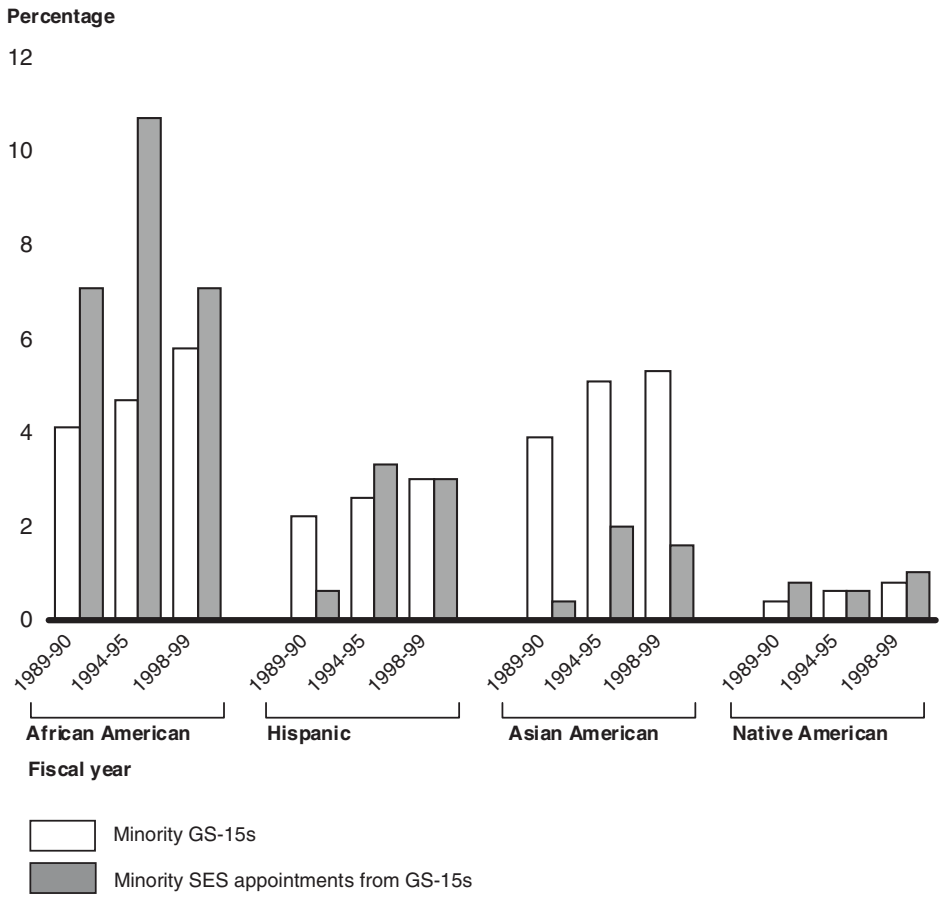
Source: GAO's analysis of career SES appointment data and GS-15 workforce data in OPM's CPDF.

When we analyzed the minority percentages shown in figure 15 by gender, we found that the percentage of minority women increased steadily both in the GS-15 workforce as a whole (2 percent in 1989, 4 percent in 1994, and 5 percent in 1998) and in the GS-15 SES appointments (2 percent in 1990, 5 percent in 1995, and 6 percent in 1999). For minority men, the percentage in GS-15 increased (8 percent in 1989, 9 percent in 1994, and 10

percent in 1998), and the percentage of GS-15 SES appointees went from 7 percent in 1990 to 12 percent in 1995 but was back at 7 percent in 1999.

We also analyzed the minority appointment percentages by race and ethnicity (see fig. 16). The percentage of SES appointees was greater than or equal to the percentage in the feeder group, except for Hispanics in 1990 and for Asian Americans in all 3 years.

Figure 16: Minority Group Percentages in GS-15 and in Career SES Appointments From GS-15



Source: GAO's analysis of career SES appointment data and GS-15 workforce data in OPM's CPDF.

We analyzed SES appointments of African Americans from GS-15 by gender during the 3 years (the smaller overall number of appointments makes such an analysis not meaningful for Asian Americans, Hispanics,

and Native Americans). The appointee percentage for African-American women was consistently greater than the feeder group percentage, and both percentages increased later in the decade. The appointment percentage for African-American men was substantially less in 1999 (3.2 percent) than in 1995 (6.8 percent); the feeder group percentage for African-American men was 3.1 percent in 1994 and 3.4 percent in 1998.

Career SES Diversity Compared With Other Labor Forces

We compared the SES to six labor forces, as shown in table 1 (see p. 31). The labor force to use as a benchmark to assess representation depends on the skills, experience, and qualifications required for the job or workforce being examined. Our comparison to the entire CLF places the race and gender composition of the SES into the broadest possible labor force context. By comparing SES diversity with our RCLF, the comparison is being made to individuals outside the federal workforce who are in occupations and whose income is equivalent to that of the SES. An RCLF is the pool of people in the CLF with the requisite skills and experience to perform the duties of the positions in their agencies. Comparing the SES workforce with the entire federal workforce and with the federal workforce in professional and administrative job categories parallels the CLF and RCLF comparisons but uses the federal labor force rather than the civilian workforce outside the federal government. The GS-15 workforce provides a useful basis for comparison because it is the primary feeder group for the SES. In addition to these comparisons, the Postal Service provides a comparison with an executive workforce that has qualification, skill, and experience requirements comparable to those of the SES. While we recognize that other benchmarks could also be used to assess the level of representation of women and minorities in the SES, none of our comparisons are definitive or conclusive about the level of diversity achieved.

In making our comparisons to these six labor forces, we compared an employee group's proportion in the SES with its proportion in the comparison labor force to determine the extent of parity. The extent of parity describes by gender and race and ethnicity how well employees were represented in the career SES workforce as of September 30, 1999, when compared with their representation in each of the selected labor forces. For example, if the percentage of women is the same in the career SES workforce as in the comparison labor force, the representation of women in the SES would be at parity with the representation of women in the comparison labor force and would be shown without shading in table 1. If the percentage of women in the SES is less than in the comparison labor force, their representation would be less than parity and would be

shaded either light or dark gray in table 1, depending on the extent to which the SES percentage is below the comparison labor force percentage.

As shown in table 1, the proportion of women and minorities in the career SES exceeded their proportion in our RCLF. But women and minorities were represented at lower rates when compared with the CLF; the federal executive workforce, as a whole; the portion of these workers in professional and administrative occupations; and the GS-15 workforce. The proportion of women in the Postal Service career executive corps was about the same as the proportion of women in the career SES. Minorities were represented in the career SES at a lower rate than they were in the Postal Service career executive corps. African Americans and Native Americans exceeded their percentages in our RCLF; Asian Americans did not. For Hispanics, the difference between their percentage in the SES workforce and their percentage in our RCLF was not statistically significant because the difference was so small that it could be due to sampling error or chance. Table 1 shows the representation rates for minorities in the remaining five labor forces.

The table also shows that the percentages of men and whites in the career SES were below their percentages in our RCLF but exceeded their percentages in the CLF, overall federal workforce, federal professional and administrative workforce, and GS-15 workforce. The percentage of men in the career SES were slightly below their percentage in the Postal Service career executive corps. Whites were represented in the career SES at a higher rate than they were in the Postal Service career executive corps.

Table 1: Comparison of Career SES Employee Groups as of September 30, 1999, to the Same Employee Groups in Selected Labor Forces

Labor forces	Selected SES employee groups							
	Women	Men	All minorities	African Americans	Hispanics	Asian Americans	Native Americans	Whites
CLF	■		■	▒	■	■		
RCLF		▒			▨	■		▒
Federal executive branch workforce	■		■	■	■	■	▒	
Federal employees in professional and administrative occupations	▒		▒	▒	■	■	▨	
GS-15 workforce	▒		▒		▒	■		
Postal career executive corps		▒	▒	▒	■	▨		

□ SES employee group percentage met or exceeded its percentage in the selected labor force.

▒ SES employee group percentage was 1 percent to 50 percent below its percentage in the selected labor force.

▨ SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

■ SES employee group percentage was more than 50 percent below its percentage in the selected labor force.

Note: The extent of parity between an employee group's proportion in the SES compared with its proportion in the comparison labor force was computed by dividing the career SES percentage for each employee group by the percentage for the same employee group in each of the selected labor forces and multiplying by 100. All results are statistically significant unless otherwise noted. CLF and RCLF results have certain limitations that are described in detail in appendix II.

Sources: GAO's analysis of data obtained from OPM's CPDF and of CLF data obtained from the March 1999 CPS and the 1990 Census.

We also compared the career SES workforce at each of the 24 CFO agencies to the same six labor forces. To the extent that we could, we tailored each labor force, except the CLF and Postal Service, to be similar to the makeup of each agency's career SES workforce, because the mission of each of the agencies is different with a different occupational mix (see app. II).

Although our comparisons showed variation among the 24 CFO agencies, the results were similar to those for the SES as a whole. We found that the percentages of women and minorities in most agencies' career SES were above the percentages of women and minorities in agency-specific RCLFs that we developed. But the percentages of women and minority career SES employees were generally either below the percentages in the five remaining labor forces—the national CLF, overall agency workforce, agency professional and administrative workforce, agency GS-15 workforce, and U.S. Postal Service career executive corps—or else not significantly different from them. In contrast, the pattern for men and

whites was usually higher percentages in the SES than in the CLF or the federal workforce comparisons but lower percentages in our RCLF. Comparisons of specific minority groups showed substantial variations across agencies but because of the small numbers, most of the differences were not statistically significant. For more details, see appendix V.

Composition of and Appointments to the Noncareer SES, Like the Career SES, Changed Over the 1990 Through 1999 Period to Include More Women and Minorities

The noncareer SES, like the career service, became more diverse in terms of gender and race/ethnicity during the period from 1990 through 1999. In 1990, women constituted 26.3 percent of the noncareer SES; in 1999, 40.4 percent of the noncareer SES were women. Similarly, 10.9 percent of the noncareer SES were minorities in 1990 and in 1999, it was 23.1 percent. The percentage of each minority group in the SES increased during this period. Appendix VI contains more detailed information on the composition of the noncareer SES governmentwide and at each of the 24 agencies each fiscal year over the 1990 through 1999 period.

The proportion of women and minorities appointed to the noncareer SES increased from 1990 through 1999. The percentage of noncareer SES appointees that were women ranged from 26 percent in 1990 to 40 percent in 1999. The minority percentage of appointments ranged from about 13 percent in 1990 to 22 percent in 1999. The percentage of appointments of each minority group increased, except for Native Americans. Appendix VII contains more detailed information on the noncareer SES appointments, showing appointments governmentwide and by agency each year over the 1990 through 1999 period.

Agency Comments and Our Evaluation

We provided a draft of this report to the Acting Director of OPM and the Chairwoman of EEOC for their review and comments. OPM and EEOC provided us written comments, which we reprinted in appendixes VIII and IX, respectively.

OPM's Acting Director said our assessment shows that diversity in the SES is moving in the right direction. He further commented that while our assessment shows improvement in SES diversity and indicates that OPM and agency initiatives in this area have been fruitful, OPM is convinced that continued improvement will require a commitment to reviewing and revising employment practices that foster diversity. OPM cited several initiatives that it believes have made a difference in fostering diversity in the SES. Details of these initiatives can be found in appendix VIII.

EEOC's Chairwoman expressed a variety of concerns about certain aspects of our methodology and possible interpretations of the report's message. She said the SES analysis contained in this report ignores and rejects much of the traditional analysis that EEOC has used to assist agencies in their equal employment opportunity efforts. For example, she said we did not examine the potential barriers that may prevent qualified individuals in the pipeline from moving into the SES. Our objective was not to examine potential barriers that might limit equal access of women and minorities to the SES. As we pointed out in this report, our objective, among others, was to describe how the representation of women and minority employees in the career SES compared with other labor forces. EEOC said it advises agencies to use both the GS-14 and GS-15 labor forces when evaluating the representation of women and any particular minority groups in their SES workforces, because it believes the use of both grades is more appropriate since they are the feeder groups that eventually lead to the SES. However, we believe that our use of the GS-15 labor force only was appropriate because, as we pointed out in this report, we found it to be the primary feeder group into the SES in 1999 as well as in preceding years.

The Chairwoman also said that of the six labor forces included in this report, EEOC finds our construction and use of an RCLF to be particularly problematic because of the manner in which we constructed it and the lack of recognition in this report of possible artificial barriers and discriminatory factors that may limit the presence of women and minorities in our RCLF. EEOC said it appears that we restricted our RCLF to occupations in the private sector that require particular expertise when the nature of the SES requires more broad-based leadership skills. As we explain in this report, our RCLF consists of the portion of nonfederal civilian workers in 1999 who were in occupations and earning salaries that corresponded as closely as possible to that of career SES employees. Our RCLF occupations include both management and professional/technical occupations because, as we stated in this report, 87 percent of the career SES workforce were in these types of occupations as of September 30, 1999. Furthermore, we are aware that discrimination and lack of opportunity would limit the number of women and minorities in top management positions in any benchmark labor force. We recognized in this report that our RCLF is not a perfect benchmark and that other benchmarks can be used to assess the representation of women and minorities in the SES. We also state that our RCLF was the closest match to the SES we could identify because data were not available to construct a direct comparison group.

EEOC also opposes the use of representation indexes, which are the ratios that we calculated to present our comparison of the percentage of an employee group in the SES workforce to that same group's percentage in the benchmark workforce (see table 1 and appendix V of this report). EEOC believes these indexes magnify the impact of imperfections and flaws in the benchmark used and imply conclusions that are misleading and inappropriate. As we explain in this report, we did statistical tests to determine whether the percentage comparisons were dissimilar enough to be unlikely due to imperfections and flaws in the benchmark data. We also noted in this report where differences in the compared percentages are not large enough to provide the confidence that they might not be due to imperfections and flaws in the benchmark data. We provide six different comparisons in this report, and because the results vary for each of them, we have drawn no conclusions. Furthermore, we have cautioned the reader about drawing conclusions from these results.

The Chairwoman said EEOC is concerned that our use of aggregate data from 24 federal agencies may be statistically inappropriate and therefore result in misleading conclusions. She also said that appendix III of this report indicates that many of the 24 agencies have had problems in achieving diversity. We do not agree that aggregation of the data for the 24 agencies results in misleading conclusions, because we have clearly delineated our governmentwide and agency-specific findings. We provide full disclosure of governmentwide and agencywide numbers throughout this report. We also do not agree with EEOC's statement that the data in appendix III of this report indicate many agencies have had problems achieving diversity if EEOC's basis for saying this is the fact that some agencies had a smaller number of women and minorities than other agencies. The data in appendix III simply represent a statistical profile of the agencies' SES workforces, and one should not conclude from these data alone that agencies with smaller numbers of women and minorities had problems achieving diversity in their SES workforces.

In conclusion, EEOC stated that a reader of this report might get the impression that whites and men are underrepresented in the career SES and that women and minorities are overrepresented. We do not believe that a reader would get such an impression, as EEOC suggested, given that the results of the comparisons we present in table 1 of this report vary across the six different workforces. For example, the GS-15 workforce comparison, which is the primary feeder group into the SES, shows that whites and men are overrepresented and that women and minorities are underrepresented. Moreover, we caution the reader that none of the

comparison labor forces, including our RCLF, can be seen as definitive or conclusive as to whether the level of diversity in the SES is sufficient.

As agreed with your offices, unless you announce the contents of this report earlier, we plan no further distribution until 30 days after the date of the report. At that time we will send copies of this report to the Acting Director of OPM and the Chairwoman of EEOC. We will also send copies to Representative Dan Burton and Representative Henry A. Waxman, Chairman and Ranking Minority Member, respectively, Committee on Government Reform; Representative Joe Scarborough, Chairman, Subcommittee on Civil Service and Agency Organization, Committee on Government Reform; Senator Fred Thompson and Senator Joseph I. Lieberman, Chairman and Ranking Member, respectively, Committee on Governmental Affairs; Senator George Voinovich and Senator Richard Durbin, Chairman and Ranking Member, respectively, Subcommittee on Oversight, Government Management, and the District of Columbia, Committee on Governmental Affairs; and Senator Thad Cochran and Senator Daniel K. Akaka, Chairman and Ranking Member, respectively, Subcommittee on International Security, Proliferation and Federal Services, Committee on Governmental Affairs. We will make copies available to others upon request.

The key contributors to this report are listed in appendix X. If you have any questions about this report, please call me on (202) 512-6806.

Carlotta C. Joyner
Director, Strategic Issues

Appendix I: Agencies Covered in Our Review

Department of Agriculture
Department of Commerce
Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Department of the Treasury
Department of Veterans Affairs
Environmental Protection Agency
Federal Emergency Management Agency
General Services Administration
National Aeronautics and Space Administration
National Science Foundation
Nuclear Regulatory Commission
Office of Personnel Management
Small Business Administration
Social Security Administration
U.S. Agency for International Development

Appendix II: Objectives, Scope, and Methodology

Our first objective was to assess to what extent the composition of the career Senior Executive Service (SES) changed over the 1990 through 1999 period to include more women and minorities. We did so by obtaining data, by race/ethnicity and gender, on the number of career SES members employed governmentwide and at the 24 agencies covered by the Chief Financial Officer (CFO) Act as of September 30 of each year from 1990 through 1999.[1] These data were obtained from the Central Personnel Data File (CPDF), the database of federal employees[2] maintained by the Office of Personnel Management (OPM). We excluded from our study SES members who were either in limited-term or limited emergency appointments; 169 individuals were in such appointments as of September 30, 1999. We analyzed these data to identify the composition of the career SES as of the end of each fiscal year from 1990 through 1999. We also analyzed these data to identify trends in how much change occurred governmentwide and in the selected agencies in the percentages of women and minorities employed in the career SES over the 1990 through 1999 period. We did not independently verify the CPDF data on the SES for the years we reviewed. However, in a 1998 report, we found that governmentwide data from the CPDF for the key variables in this study—gender, race/ethnicity, general schedule (GS) grade, pay plan, occupation, career status, agency, and personnel action—were 97 percent or more accurate.[3]

For the first part of our second objective, to determine the proportion of women and minorities appointed to the career SES annually over this 10-year period, we obtained and analyzed data from the CPDF for each fiscal year from 1990 through 1999. We excluded career SES appointments that were reinstatements into the career SES and transfers of career SES individuals from one agency to another (about 11 percent combined). SES appointments in the Federal Bureau of Investigation (FBI), an agency within the Department of Justice, are not included because the FBI does not submit personnel action data to the CPDF.

[1]We obtained data on career SES members employed in the executive branch of the federal government, including the FBI but excluding the intelligence agencies and the Postal Service. We chose the 24 CFO agencies because 92 percent of the 6,205 career SES members, employed as of September 30, 1999, were in these agencies.

[2]By federal employees, we mean employees in the executive branch of the federal government excluding the intelligence agencies and the Postal Service.

[3]See *OPM's Central Personnel Data File: Data Appear Sufficiently Reliable to Meet Most Customer Needs*, (GAO/GGD-98-199, Sept. 30, 1998).

For the second part of our second objective, to determine whether career SES appointments reflected the SES pipeline from which most new SES members were generally appointed, we obtained and analyzed data from the CPDF for each of 3 years (1990, 1995, and 1999). The 3 years represented the beginning, middle and end of our overall review period. We compared the diversity of the career SES appointees with the diversity of the pipeline. Because data were not readily available on who actually applied for SES vacancies and because we could not clearly determine the workforces from which all career SES appointees came, we limited the pipeline analysis to career SES appointments of career GS-15 and equivalent employees[4] from within the appointing agency. Over 90 percent of those appointed to the career SES from within an agency were career GS-15 employees the year prior to their appointment and about 83 percent of all career SES appointments were from within an agency. Because we could not clearly determine the labor force (pipeline) for career SES appointments of individuals from outside an agency, we excluded nonfederal employees (about 10 percent of appointees) and federal employees from other agencies (about 7 percent of appointees). Similarly, because we could not clearly determine the labor force for career SES appointments of nonGS-15 federal employees and noncareer GS-15 employees within an agency, we excluded these two groups (about 8 percent) of appointees.

In our analysis of appointment and pipeline data, we did not distinguish between GS-15 employees who had supervisory or managerial experience and those who did not have such experience. We did not make this distinction because we found that 25 percent of the GS-15 employees appointed to the SES in fiscal year 1999 were not managers or supervisors in fiscal year 1998.

Our third objective entailed identifying how the representation of women and minority employees in the career SES governmentwide and in the 24 CFO agencies as of September 30, 1999, compared with other labor forces. On the basis of agreements reached with your staff, we compared the career SES to six labor forces to provide some context for the extent of diversity in the career SES. The six labor forces varied in the extent to which they were similar to the SES in terms of occupation, salary, and

[4]GS-15 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.

size. Table II.1 shows the size of the six labor forces used in our governmentwide comparisons.

Table II.1: Labor Forces Selected for Comparison to the SES

Labor force	Number of employees
National civilian labor force (CLF)[a]	123.8 million
Relevant CLF (RCLF)[a]	1.2 million
Federal executive workforce[b]	1.6 million
Federal employees in professional/administrative occupations[b]	888,000
GS-15 workforce[c]	51,000
U.S. Postal Service career executive corps	812

[a]We included only employees receiving wages or salaries and excluded federal employees from the CLF and the RCLF that we constructed. The CLF was derived from the March 1999 Current Population Survey (CPS). Our RCLF was constructed based on the CLF to correspond to the career SES workforce as closely as possible in terms of salary and occupation. Because salary data collected for the CPS are only in ranges of dollars, we used the salary range of $100,000 and over as that most comparable to SES salaries.

[b]Includes career employees only.

[c]The GS-15 workforce includes career GS-15 employees and career employees in equivalent grades under other pay plans that follow the GS grade structure and job evaluation methodology or are equivalent by statute.

Sources: OPM's CPDF, March 1999 CPS, and *U.S. Postal Service: Diversity in the Postal Career Executive Service* (GAO/GGD-00-76, Mar. 30, 2000).

In addition to governmentwide comparisons of the career SES to each of the labor forces, we also assessed the diversity of each of the CFO agency career SES workforces separately. Because the mission of each of the CFO agencies is different with a different occupational mix, we compared the diversity of each agency's career SES workforce to the diversity of its own agency total career workforce, its own career professional and administrative workforce, and its own career GS-15 workforce. We also compared the diversity of each agency's career SES occupations to the diversity of corresponding occupations in a RCLF that we developed. However, in comparing the diversity of each agency's career SES to the CLF and Postal Service, we did not tailor these labor forces to correspond to the SES occupational mix of each of the 24 agencies.

We used a proxy RCLF and the GS-15 workforce as comparative groups. The Equal Employment Opportunity Commission (EEOC) and the Department of Justice have provided agencies advice on assessing the extent of diversity in their SES workforces. EEOC said it has suggested that agencies look at their relevant feeder groups when assessing the level of representation of women and minorities in the SES or at any particular

grade level, and in the case of the SES, it has suggested that agencies look at their GS-14 and GS-15 workforces.[5] When an agency's positions cannot be precisely matched to those in the CLF, Justice has advised agencies to compare their labor forces to those in other labor forces that have the qualifications to perform the duties of the positions in their agencies—such as comparing their SES with employees in their GS-15 workforce. We constructed an RCLF that consists of civilian workers employed in occupations and earning salaries similar to those in the SES. We recognize that our RCLF is not a perfect benchmark, and EEOC does not endorse it.[6] However, our RCLF was the closest match to the SES we could identify in terms of occupations and salary level, because data were not available on level of responsibilities for those in the CLF. We also used the CLF as a comparative group, recognizing that it does not provide as comparable a workforce to the SES as one that includes workers with education, skills, experience, and age similar to the SES, because it includes workers with limited education, skills, and experience as well as workers as young as age 16.

The Bureau of the Census conducts the CPS for the Bureau of Labor Statistics. Because of the age of the CLF data from the 1990 decennial census, we used CLF data from the March 1999 CPS, the most recent data available at the time of our analyses, when it was statistically feasible to do so.[7] We found that the CLF data from the 1999 CPS were statistically feasible for all racial/ethnic groups except Asian Americans and Native Americans. CLF data were not statistically reliable for Asian Americans and Native Americans because the CPS does not cover enough households

[5]Although there were twice as many GS-14s as GS-15s as of September 30, 1999, GS-14s only accounted for 1 percent of appointments to the SES as of that time. Therefore, we did not include GS-14s as a feeder group for comparison to the SES.

[6]EEOC does not endorse our RCLF because they do not consider it to be the most appropriate measure for determining the extent of diversity in the SES. EEOC prefers a comparison of the SES with the GS-14 and GS-15 workforces and does not construct RCLF groupings for purposes of comparison to the SES labor force.

[7]CLF data derived from the 1999 CPS were insufficient for civilian workers with salaries of $100,000 or more in the following eight occupations: nuclear engineers (0840), physicists (1310), general biological scientists (401), foreign affairs specialists (0130), general managers (0301), program managers (0345), general business (1101) and transportation managers (2101). About 20 percent of the SES we analyzed were in these occupations. Because the 1999 CLF data were insufficient, we substituted comparable 1990 CLF data on civilian workers with salaries between $75,000 and $99,999, because this was the closest CLF salary range comparable to the salaries of the SES in 1990. We did not independently verify the CLF data obtained from the 1990 decennial census and from the 1999 CPS.

to provide statistically sound projections for these two groups. Although the 1999 data were not reliable for these two groups, we used the data because the results of the 1999 CPS RCLF comparisons for Asian Americans and Native Americans indicated the same findings as the 1990 CLF comparisons for Asian Americans and Native Americans. Based on these similar findings, we believe the 1999 CPS RCLF comparisons are not misleading.

To construct our governmentwide and agency-specific RCLF, we identified the occupations that accounted for a large proportion of the entire career SES as of September 30, 1999, as well as occupations that were small relative to the entire career SES workforce but relatively large within an agency's career SES workforce (such as Correctional Administrators in the Department of Justice).[8] This resulted in a total of 34 SES occupations that accounted for 87 percent of the career SES workforce as of the end of fiscal year 1999. We then identified, using a crosswalk used by EEOC, occupations in the CLF that corresponded as closely as possible to these SES occupations. Because the CPDF and the CPS do not use the same occupational categories, some CPS occupations included more than one CPDF SES occupation. This resulted in a total of 28 occupations in the CPS that were comparable to the 34 SES occupations identified in the CPDF. We extracted data from the CLF only for those salaried civilian workers in the 28 occupations with salaries of $100,000 and over, which were comparable to the base salaries of career SES members in 1999. These data were weighted to reflect the occupational composition of each agency. For example, if 50 percent of an agency's SES were attorneys, then our RCLF that they were compared to also included 50 percent attorneys.

We then calculated a representation index to measure the extent of parity between an employee group's proportion in the SES and its proportion in the comparison labor force by dividing the career SES percentage for each employee group by the percentage for the same employee group in each of the selected labor forces and multiplying by 100. The extent of parity for a particular group can vary widely from one comparative labor force to another. However, none of the comparisons of the SES to the other labor forces, governmentwide or by agency, can be seen as definitive as to

[8]Occupations (26) that represented a large proportion of the entire career SES workforce included those that had at least 50 SES members as of September 30, 1990 or as of September 30, 1999. Occupations (8) that represented a relatively large proportion (from 7 percent to 31 percent) of an agency's SES workforce as of September 30, 1999 ranged in size from 12 to 42 career SES members.

whether the SES corps is sufficiently diverse. We used shading to describe the extent of parity between employee group representation in the SES and comparative labor forces.

Using appropriate statistical tests, we tested whether the proportions of women and minorities in the SES were significantly over or under (two-tailed test) their proportions in the six labor forces to determine whether the proportional differences were statistically significant. We used the two-standard deviation difference between compared proportions, as recommended by the Justice Department, as our test of significance. A difference of two-standard deviations indicates that the difference in proportions is very unlikely to be due to sampling error or chance. Such a sizable difference provides a strong basis for concluding that the differences are noteworthy. The results of our comparisons are statistically significant unless otherwise noted.

To provide data on the noncareer SES, we obtained data from the CPDF. Specifically, we obtained data for each fiscal year from 1990 through 1999, on the composition of and appointments to the noncareer SES governmentwide and for the 24 CFO agencies. Because noncareer SES appointments are made at the discretion of the administration and are not subject to merit selection or to OPM approval, we did not include the noncareer SES in our pipeline or comparative labor force analyses.

Appendix III: Profile of the Career SES During Fiscal Years 1990 Through 1999, By Gender, Race, and Ethnicity

The following tables provide data on the number of women and minorities in the career SES at each of the 24 CFO agencies and governmentwide. Table III.1 shows the total number of career SES each year over the 1990 through 1999 period and how many of the career SES members were women and minorities. Tables III.2 and III.3 show, by race and ethnicity, the extent of change in the number of women and minorities, respectively, between 1990 and 1999.

Table III.1: Number of Women and Minorities in the 24 CFO Agencies and Governmentwide as of the End of Fiscal Years 1990 Through 1999

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Agency for International Development	1990	23	3	3
	1991	29	6	2
	1992	33	7	3
	1993	34	8	3
	1994	29	8	3
	1995	34	11	4
	1996	30	11	4
	1997	30	10	4
	1998	30	9	5
	1999	26	6	5
Agriculture	1990	275	18	18
	1991	302	26	21
	1992	320	33	25
	1993	313	31	27
	1994	278	39	32
	1995	271	47	32
	1996	269	58	32
	1997	269	64	38
	1998	278	66	45
	1999	276	72	52
Commerce	1990	345	27	21
	1991	365	29	24
	1992	384	30	24
	1993	382	31	24
	1994	340	37	28
	1995	322	45	28
	1996	321	49	32
	1997	305	50	25
	1998	308	54	31
	1999	306	62	30

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Defense	1990	1309	65	59
	1991	1402	73	72
	1992	1386	78	66
	1993	1358	85	69
	1994	1178[a]	87	60
	1995	1157[a]	113	62
	1996	1161[b]	134	65
	1997	1139	141	68
	1998	1099	152	61
	1999	1109[b]	163	66
Education	1990	60	13	12
	1991	65	14	12
	1992	67	17	11
	1993	68	19	11
	1994	64	19	11
	1995	57	21	12
	1996	59	22	10
	1997	59	20	11
	1998	60[b]	19	9
	1999	57	16	14
Energy	1990	433	33	26
	1991	478	37	27
	1992	515	38	32
	1993	508	41	34
	1994	444	45	35
	1995	447	59	38
	1996	412	58	38
	1997	391	57	33
	1998	374	55	33
	1999	381	70	35
Environmental Protection Agency	1990	233	39	11
	1991	256	46	11
	1992	268	51	14
	1993	267	56	15
	1994	259	61	14
	1995	244	62	17
	1996	239	62	21
	1997	232	62	21
	1998	230	67	25
	1999	249	73	32

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Federal Emergency Management Agency	1990	24	2	1
	1991	32	2	1
	1992	37	2	1
	1993	36	2	1
	1994	33	2	2
	1995	33	2	2
	1996	33	4	1
	1997	33	5	2
	1998	29	4	2
	1999	29	4	1
General Services Administration	1990	90	8	6
	1991	97	10	7
	1992	94	10	7
	1993	91	11	6
	1994	86	13	8
	1995	96	18	12
	1996	94	18	11
	1997	86	19	12
	1998	88	21	13
	1999	86	21	12
Health and Human Services	1990	380	65	35
	1991	481	88	51
	1992	498	94	61
	1993	509	100	61
	1994	489	107	63
	1995	451	109	66
	1996	435	117	73
	1997	422	126	70
	1998	418	133	75
	1999	417	143	81
Housing and Urban Development	1990	78	11	13
	1991	90	15	14
	1992	98	16	20
	1993	95	16	19
	1994	85	18	21
	1995	79	18	21
	1996	76	21	21
	1997	74	22	24
	1998	71	20	20
	1999	70	19	22

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Interior	1990	212	17	24
	1991	234	19	35
	1992	236	21	37
	1993	247	26	41
	1994	212	28	35
	1995	196	41	30
	1996	186	43	30
	1997	181	45	34
	1998	186	45	41
	1999	182	53	40
Justice	1990	441	27	32
	1991	463	34	35
	1992	497	42	42
	1993	500	42	45
	1994	480	48	51
	1995	497	56	56
	1996	526	70	65
	1997	520	76	68
	1998	547[b]	85	71
	1999	556[b]	95	73
Labor	1990	123	24	15
	1991	152	31	21
	1992	152	31	23
	1993	149	30	22
	1994	135	31	22
	1995	131	31	27
	1996	127	32	25
	1997	130	34	27
	1998	118	33	27
	1999	126	35	25
National Aeronautics and Space Administration	1990	521	25	24
	1991	571	30	28
	1992	564	29	25
	1993	550	33	31
	1994	500	43	46
	1995	451	48	47
	1996	435	50	50
	1997	385	53	44
	1998	381	61	47
	1999	404	74	55

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
National Science Foundation	1990	94	14	8
	1991	103	14	11
	1992	104	14	12
	1993	99	14	12
	1994	95	18	12
	1995	97	19	12
	1996	92	16	13
	1997	90	18	13
	1998	84	17	14
	1999	81	20	14
Nuclear Regulatory Commission	1990	208	9	16
	1991	212	9	16
	1992	213	10	15
	1993	207	11	14
	1994	192	12	13
	1995	183	14	13
	1996	182	14	12
	1997	184	20	16
	1998	179	21	17
	1999	140	18	15
Office of Personnel Management	1990	47	13	6
	1991	51	14	6
	1992	57	16	6
	1993	52	15	5
	1994	39	12	5
	1995	34	12	4
	1996	34	14	3
	1997	34	14	2
	1998	36	15	4
	1999	38	16	7
Small Business Administration	1990	31	4	5
	1991	37	6	9
	1992	42	9	10
	1993	43	10	11
	1994	36	10	12
	1995	37	10	12
	1996	40	11	12
	1997	36	11	12
	1998	35	11	12
	1999	34	11	12

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Social Security Administration	1990	45	10	13
	1991	75	19	23
	1992	74	19	25
	1993	78	21	27
	1994	75	21	27
	1995	80	23	30
	1996	80	23	29
	1997	84	26	31
	1998	94	30	31
	1999	104	34	34
State	1990	77[b]	9	5
	1991	90[b]	11	7
	1992	96[b]	14	5
	1993	101	16	5
	1994	97	18	5
	1995	89	17	5
	1996	90	19	5
	1997	88	21	5
	1998	92	25	7
	1999	107	27	5
Transportation	1990	315	32	29
	1991	374	44	31
	1992	385	47	36
	1993	381	50	33
	1994	329	49	30
	1995	318	52	40
	1996	186	38	22
	1997	184	40	24
	1998	184	43	26
	1999	174	42	24
Treasury	1990	459	42	33
	1991	544	52	39
	1992	569	60	44
	1993	559	68	44
	1994	533	75	45
	1995	493	82	47
	1996	481	95	50
	1997	512	106	55
	1998	489	101	55
	1999	509	116	63

Agency	Year	Career SES as of September 30	Number of: Women	Number of: Minorities
Veterans Affairs	1990	253	19	23
	1991	317[c]	19	30
	1992	329[a]	24	29
	1993	324[a]	27	25
	1994	291[c]	29	28
	1995	293[b]	31	27
	1996	285[a]	34	25
	1997	272[a]	30	26
	1998	261[c]	31	28
	1999	248[c]	32	23
Governmentwide	1990	6609[b]	626	487
	1991	7379[d]	750	592
	1992	7583[c]	816	631
	1993	7537[a]	876	648
	1994	6838[e]	954	666
	1995	6629[c]	1063	704
	1996	6397[c]	1142	709
	1997	6255[a]	1195	731
	1998	6183[e]	1244	767
	1999	6205[e]	1352	807

[a]Gender and race/ethnicity information missing for two SES members.

[b]Gender and race/ethnicity information missing for one SES member.

[c]Gender and race/ethnicity information missing for three SES members.

[d]Gender and race/ethnicity information missing for four SES members.

[e]Gender and race/ethnicity information missing for five SES members.

Source: GAO's analysis of career SES composition data in OPM's CPDF.

Table III.2: Extent of Change in the Number of Career SES Women in the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity

			Number of career SES women who were:				
Agency	Year	Career SES as of September 30	White	African American	Hispanic	Asian American	Native American
AID	1990	23	2	1	0	0	0
	1999	26	5	1	0	0	0
Difference		3	3	0	0	0	0
Agriculture	1990	275	17	1	0	0	0
	1999	276	58	11	2	4	1
Difference		1	41	10	2	4	1
Commerce	1990	345	24	1	1	1	0
	1999	306	54	3	3	2	0
Difference		-39	30	2	2	1	0
Defense	1990	1309	60	2	2	1	0
	1999	1109[a]	141	10	4	7	1
Difference		-200	81	8	2	6	1
Education	1990	60	9	2	2	0	0
	1999	57	13	1	1	1	0
Difference		-3	4	-1	-1	1	0
Energy	1990	433	29	4	0	0	0
	1999	381	62	5	2	1	0
Difference		-52	33	1	2	1	0
EPA	1990	233	38	1	0	0	0
	1999	249	64	5	0	4	0
Difference		16	26	4	0	4	0
FEMA	1990	24	2	0	0	0	0
	1999	29	3	1	0	0	0
Difference		5	1	1	0	0	0
GSA	1990	90	7	1	0	0	0
	1999	86	17	4	0	0	0
Difference		-4	10	3	0	0	0
HHS	1990	380	52	8	0	2	3
	1999	417	103	23	5	5	7
Difference		37	51	15	5	3	4
HUD	1990	78	9	2	0	0	0
	1999	70	8	10	1	0	0
Difference		-8	-1	8	1	0	0
Interior	1990	212	15	1	1	0	0
	1999	182	38	4	3	0	8
Difference		-30	23	3	2	0	8
Justice	1990	441	24	3	0	0	0
	1999	556[a]	79	13	2	1	0
Difference		115	55	10	2	1	0

			Number of career SES women who were:				
Agency	**Year**	**Career SES as of September 30**	**White**	**African American**	**Hispanic**	**Asian American**	**Native American**
Labor	1990	123	17	7	0	0	0
	1999	126	27	7	0	0	1
Difference		3	10	0	0	0	1
NASA	1990	521	22	3	0	0	0
	1999	404	59	11	2	1	1
Difference		-117	37	8	2	1	1
NSF	1990	94	14	0	0	0	0
	1999	81	19	0	0	1	0
Difference		-13	5	0	0	1	0
NRC	1990	208	9	0	0	0	0
	1999	140	15	2	0	1	0
Difference		-68	6	2	0	1	0
OPM	1990	47	12	1	0	0	0
	1999	38	14	1	1	0	0
Difference		-9	2	0	1	0	0
SBA	1990	31	3	1	0	0	0
	1999	34	7	4	0	0	0
Difference		3	4	3	0	0	0
SSA	1990	45	4	4	1	1	0
	1999	104	17	10	4	3	0
Difference		59	13	6	3	2	0
State	1990	77[a]	8	1	0	0	0
	1999	107	27	0	0	0	0
Difference		30	19	-1	0	0	0
Transportation	1990	315	27	2	2	1	0
	1999	174	36	6	0	0	0
Difference		-141	9	4	-2	-1	0
Treasury	1990	459	39	3	0	0	0
	1999	509	102	11	1	1	1
Difference		50	63	8	1	1	1
Veterans Affairs	1990	253	17	1	1	0	0
	1999	248[b]	27	3	0	2	0
Difference		-5	10	2	-1	2	0
Governmentwide	1990	6609[a]	540	60	16	7	3
	1999	6205[c]	1093	169	38	32	20
Difference		-404	553	109	22	25	17

[a]Gender and race/ ethnicity information missing for one SES member.

[b]Gender and race/ethnicity information missing for three SES members.

[c]Gender and race/ethnicity information missing for five SES members.

Source: GAO's analysis of career SES composition data in OPM's CPDF.

Table III.3: Extent of Change in the Number of Minority Career SES Members in the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity

Agency	Year	Career SES as of September 30	African American	Hispanic	Asian American	Native American
AID	1990	23	2	1	0	0
	1999	26	3	1	0	1
Difference		3	1	0	0	1
Agriculture	1990	275	15	1	0	2
	1999	276	36	9	4	3
Difference		1	21	8	4	1
Commerce	1990	345	12	1	7	1
	1999	306	17	7	5	1
Difference		-39	5	6	-2	0
Defense	1990	1309	31	13	8	7
	1999	1109[a]	29	11	19	7
Difference		-200	-2	-2	11	0
Education	1990	60	7	3	1	1
	1999	57	8	3	2	1
Difference		-3	1	0	1	0
Energy	1990	433	13	6	6	1
	1999	381	16	9	9	1
Difference		-52	3	3	3	0
EPA	1990	233	9	1	1	0
	1999	249	21	6	5	0
Difference		16	12	5	4	0
FEMA	1990	24	0	0	1	0
	1999	29	1	0	0	0
Difference		5	1	0	-1	0
GSA	1990	90	5	0	1	0
	1999	86	11	0	1	0
Difference		-4	6	0	0	0
HHS	1990	380	20	1	3	11
	1999	417	44	10	9	18
Difference		37	24	9	6	7
HUD	1990	78	13	0	0	0
	1999	70	18	3	0	1
Difference		-8	5	3	0	1
Interior	1990	212	6	2	0	16
	1999	182	9	6	1	24
Difference		-30	3	4	1	8
Justice	1990	441	20	9	3	0
	1999	556[a]	44	23	5	1
Difference		115	24	14	2	1

Agency	Year	Career SES as of September 30	African American	Hispanic	Asian American	Native American
Labor	1990	123	12	3	0	0
	1999	126	18	6	0	1
Difference		3	6	3	0	1
NASA	1990	521	14	6	2	2
	1999	404	30	11	10	4
Difference		-117	16	5	8	2
NSF	1990	94	4	1	3	0
	1999	81	7	2	5	0
Difference		-13	3	1	2	0
NRC	1990	208	6	3	6	1
	1999	140	9	2	4	0
Difference		-68	3	-1	-2	-1
OPM	1990	47	3	3	0	0
	1999	38	3	4	0	0
Difference		-9	0	1	0	0
SBA	1990	31	4	1	0	0
	1999	34	9	3	0	0
Difference		3	5	2	0	0
SSA	1990	45	8	4	1	0
	1999	104	22	9	3	0
Difference		59	14	5	2	0
State	1990	77[a]	4	0	1	0
	1999	107	1	4	0	0
Difference		30	-3	4	-1	0
Transportation	1990	315	21	4	4	0
	1999	174	19	0	5	0
Difference		-141	-2	-4	1	0
Treasury	1990	459	25	5	1	2
	1999	509	48	6	5	4
Difference		50	23	1	4	2
Veterans Affairs	1990	253	17	6	0	0
	1999	248[b]	16	2	3	2
Difference		-5	-1	-4	3	2
Governmentwide	1990	6609[a]	306	85	51	45
	1999	6205[c]	487	151	100	69
Difference		-404	181	66	49	24

[a]Gender and race/ethnicity information missing for one SES member.

[b]Gender and race/ethnicity information missing for three SES members.

[c]Gender and race/ethnicity information missing for five SES members.

Source: GAO's analysis of career SES composition data in OPM's CPDF.

Appendix IV: Appointments to the Career SES During Fiscal Years 1990 Through 1999, By Gender, Race, and Ethnicity

The following tables provide data on the appointments of women and minorities to the career SES at each of the 24 CFO agencies[1] and governmentwide. Table IV.1 shows the total number of appointments to the career SES each year over the 1990 through 1999 period at each of the 24 CFO agencies and how many of the career SES members appointed were women and minorities. Tables IV.2 shows, by race and ethnicity, the number of minority group members appointed from 1990 through 1999 at each of the 24 CFO agencies.

Table IV.1: Number of Women and Minorities Appointed to the Career SES at the 24 CFO Agencies and Governmentwide During Fiscal Years 1990 Through 1999

Agency	Year	Career SES appointments	Women	Minorities
AID	1990	1	1	0
	1991	3	2	0
	1992	4[a]	1	0
	1993	2	1	0
	1994	0	0	0
	1995	7[a]	3	0
	1996	1	1	0
	1997	2[a]	0	0
	1998	2	0	0
	1999	0	0	0
	Total	**22**[b]	**9**	**0**
Agriculture	1990	18	4	1
	1991	20	6	2
	1992	36	9	3
	1993	21	3	5
	1994	37	13	10
	1995	28	10	2
	1996	30	9	7
	1997	27	11	11
	1998	24	4	10
	1999	24	7	7
	Total	**265**	**76**	**58**

[1]SES appointments in the Federal Bureau of Investigation (FBI), an agency within the Department of Justice, are not included because the FBI does not submit appointment and other personnel action data to the CPDF.

Agency	Year	Career SES appointments	Women	Minorities
Commerce	1990	32	5	2
	1991	19	3	2
	1992	22	1	1
	1993	18	2	1
	1994	17	7	3
	1995	28	10	3
	1996	28	8	7
	1997	21	5	2
	1998	27	4	5
	1999	28	12	4
	Total	**240**	**57**	**30**
Defense	1990	104[a]	13	6
	1991	56	8	6
	1992	50	7	2
	1993	41	9	4
	1994	67	14	3
	1995	114	27	9
	1996	135	28	10
	1997	97	14	9
	1998	100[a]	17	5
	1999	104	19	6
	Total	**868**[c]	**156**	**60**
Education	1990	10	3	1
	1991	1	0	0
	1992	5	3	1
	1993	2	2	0
	1994	1	0	0
	1995	7	4	4
	1996	6	2	0
	1997	6	2	2
	1998	7	2	1
	1999	4	1	1
	Total	**49**	**19**	**10**

Agency	Year	Career SES appointments	Women	Minorities
Energy	1990	44	6	2
	1991	43	3	1
	1992	51	3	4
	1993	12	2	2
	1994	16	4	4
	1995	44	15	4
	1996	16	7	1
	1997	31	5	1
	1998	21	4	2
	1999	43	15	3
	Total	**321**	**64**	**24**
Environmental Protection Agency	1990	15	2	2
	1991	32	11	0
	1992	21	5	3
	1993	6	5	1
	1994	11	5	1
	1995	13	5	3
	1996	8	2	4
	1997	8	6	2
	1998	15	6	7
	1999	29	8	5
	Total	**158**	**55**	**28**
FEMA	1990	1	0	0
	1991	5	0	0
	1992	8	1	0
	1993	0	0	0
	1994	2	0	0
	1995	4	0	0
	1996	2	1	0
	1997	2	1	1
	1998	0	0	0
	1999	4	1	0
	Total	**28**	**4**	**1**
GSA	1990	5	0	0
	1991	5	1	0
	1992	2	1	0
	1993	1	0	0
	1994	4	3	2
	1995	22	7	4
	1996	0	0	0
	1997	8	2	2
	1998	6	2	1
	1999	7	1	0
	Total	**60**	**17**	**9**

Agency	Year	Career SES appointments	Women	Minorities
HHS	1990	52	11	8
	1991	39	12	5
	1992	39	9	9
	1993	28	8	6
	1994	34	13	7
	1995	33	16	13
	1996	43	19	7
	1997	39	18	6
	1998	48	16	8
	1999	46	21	10
	Total	**401**	**143**	**79**
HUD	1990	10	1	1
	1991	10	2	1
	1992	14	5	8
	1993	0	0	0
	1994	6	4	2
	1995	7	2	3
	1996	6	4	2
	1997	7	4	5
	1998	6	3	3
	1999	9	4	4
	Total	**75**	**29**	**29**
Interior	1990	21	3	7
	1991	8	1	4
	1992	13	4	3
	1993	17	4	4
	1994	20	7	3
	1995	36	16	4
	1996	10	4	4
	1997	18	6	9
	1998	21	2	7
	1999	18	11	4
	Total	**182**	**58**	**49**

Agency	Year	Career SES appointments	Women	Minorities
Justice	1990	35	6	3
	1991	31	6	3
	1992	32	8	5
	1993	16	2	0
	1994	30	5	5
	1995	58	11	15
	1996	59	17	11
	1997	29	5	5
	1998	49	8	6
	1999	44	10	6
	Total	**383**	**78**	**59**
Labor	1990	9	5	1
	1991	8	2	1
	1992	4	1	1
	1993	0	0	0
	1994	6	3	3
	1995	17	3	8
	1996	9	3	2
	1997	14	5	3
	1998	4	0	1
	1999	17	5	2
	Total	**88**	**27**	**22**
NASA	1990	45	5	5
	1991	60	4	4
	1992	24	2	1
	1993	25	3	6
	1994	38	11	14
	1995	43	10	6
	1996	19	2	4
	1997	29	8	3
	1998	60	15	7
	1999	51	10	6
	Total	**394**	**70**	**56**

Agency	Year	Career SES appointments	Women	Minorities
NSF	1990	15	4	2
	1991	9	0	3
	1992	7	1	1
	1993	1	1	0
	1994	8	5	0
	1995	9	2	0
	1996	2	0	0
	1997	2	1	0
	1998	1	1	1
	1999	5	2	0
	Total	**59**	**17**	**7**
NRC	1990	16	0	1
	1991	12	2	1
	1992	3	0	0
	1993	4	1	0
	1994	4	1	0
	1995	7	1	1
	1996	4	0	0
	1997	14	4	1
	1998	10	3	2
	1999	2	0	1
	Total	**76**	**12**	**7**
OPM	1990	1	0	1
	1991	4	1	0
	1992	1	1	0
	1993	1	0	0
	1994	1	0	0
	1995	3	3	0
	1996	7	3	1
	1997	3	1	0
	1998	4	2	0
	1999	7	3	3
	Total	**32**	**14**	**5**

Agency	Year	Career SES appointments	Women	Minorities
SBA	1990	5	1	1
	1991	7	2	4
	1992	9	3	2
	1993	1	1	1
	1994	6	1	6
	1995	6	1	1
	1996	3	1	0
	1997	0	0	0
	1998	2	0	1
	1999	3	1	3
	Total	**42**	**11**	**19**
SSA	1990	5	1	2
	1991	7	4	3
	1992	2	1	2
	1993	5	2	2
	1994	2	1	1
	1995	3	1	0
	1996	8	4	2
	1997	10	4	3
	1998	15	6	4
	1999	18	8	6
	Total	**75**	**32**	**25**
State	1990	18	4	1
	1991	9	1	1
	1992	9	4	0
	1993	3	0	1
	1994	3	2	0
	1995	4	0	0
	1996	4	3	0
	1997	5	2	0
	1998	9	4	1
	1999	7	3	0
	Total	**71**	**23**	**4**

Agency	Year	Career SES appointments	Women	Minorities
Transportation	1990	30	2	4
	1991	57	13	5
	1992	26	4	5
	1993	16	4	0
	1994	15	5	1
	1995	40	8	12
	1996	28	10	5
	1997	17	2	3
	1998	12	5	3
	1999	12	3	1
	Total	**253**	**56**	**39**
Treasury	1990	49	9	2
	1991	83	11	7
	1992	49	11	5
	1993	28	7	3
	1994	54	10	9
	1995	44	13	8
	1996	49	19	9
	1997	72	17	9
	1998	54	7	11
	1999	62	16	12
	Total	**544**	**120**	**75**
Veterans Affairs	1990	18	2	1
	1991	34[a]	1	2
	1992	10	3	0
	1993	16	2	0
	1994	34	8	5
	1995	20[a]	0	2
	1996	10[a]	5	2
	1997	14	4	0
	1998	22	5	6
	1999	13	1	1
	Total	**191**[b]	**31**	**19**

Agency	Year	Career SES appointments	Women	Minorities
Governmentwide	1990	608[a]	104	58
	1991	602[c]	104	62
	1992	475[a]	93	57
	1993	293	68	40
	1994	461	137	84
	1995	641[c]	181	106
	1996	533[a]	170	85
	1997	514[a]	133	83
	1998	569[b]	132	99
	1999	598[c]	176	89
	Total	**5294[d]**	**1298**	**763**

[a]Gender and race/ethnicity information missing for one appointee.

[b]Gender and race/ethnicity information missing for three appointees.

[c]Gender and race/ethnicity information missing for two appointees.

[d]Gender and race/ethnicity information missing for thirteen appointees.

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Table IV.2: Number of Career SES Appointments at the 24 CFO Agencies and Governmentwide From Fiscal Years 1990 Through 1999, by Race and Ethnicity

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
AID	1990	1	1	0	0	0	0
	1991	3	3	0	0	0	0
	1992	4[a]	3	0	0	0	0
	1993	2	2	0	0	0	0
	1994	0	0	0	0	0	0
	1995	7[a]	6	0	0	0	0
	1996	1	1	0	0	0	0
	1997	2[a]	1	0	0	0	0
	1998	2	2	0	0	0	0
	1999	0	0	0	0	0	0
	Total	**22[b]**	**19**	**0**	**0**	**0**	**0**
Agriculture	1990	18	17	1	0	0	0
	1991	20	18	1	1	0	0
	1992	36	33	2	0	1	0
	1993	21	16	5	0	0	0
	1994	37	27	8	2	0	0
	1995	28	26	2	0	0	0
	1996	30	23	5	2	0	0
	1997	27	16	6	2	3	0
	1998	24	14	8	0	1	1
	1999	24	17	4	2	0	1
	Total	**265**	**207**	**42**	**9**	**5**	**2**
Commerce	1990	32	30	1	0	1	0
	1991	19	17	1	1	0	0
	1992	22	21	1	0	0	0
	1993	18	17	1	0	0	0
	1994	17	14	2	0	1	0
	1995	28	25	0	1	2	0
	1996	28	21	4	3	0	0
	1997	21	19	0	2	0	0
	1998	27	22	5	0	0	0
	1999	28	24	3	1	0	0
	Total	**240**	**210**	**18**	**8**	**4**	**0**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
Defense	1990	104[a]	97	6	0	0	0
	1991	56	50	2	1	2	1
	1992	50	48	1	0	1	0
	1993	41	37	3	1	0	0
	1994	67	64	1	1	0	1
	1995	114	105	6	1	2	0
	1996	135	125	6	0	4	0
	1997	97	88	2	4	2	1
	1998	100[a]	94	4	0	1	0
	1999	104	98	2	1	3	0
	Total	**868**[c]	**806**	**33**	**9**	**15**	**3**
Education	1990	10	9	1	0	0	0
	1991	1	1	0	0	0	0
	1992	5	4	0	0	1	0
	1993	2	2	0	0	0	0
	1994	1	1	0	0	0	0
	1995	7	3	3	0	0	1
	1996	6	6	0	0	0	0
	1997	6	4	1	0	0	1
	1998	7[a]	5	1	0	0	0
	1999	4	3	1	0	0	0
	Total	**49**[a]	**38**	**7**	**0**	**1**	**2**
Energy	1990	44	42	1	0	1	0
	1991	43	42	0	1	0	0
	1992	51	47	2	1	1	0
	1993	12	10	1	1	0	0
	1994	16	12	2	0	2	0
	1995	44	40	3	1	0	0
	1996	16	15	0	1	0	0
	1997	31	30	0	0	1	0
	1998	21	19	1	1	0	0
	1999	43[a]	39	1	1	0	1
	Total	**321**[a]	**296**	**11**	**7**	**5**	**1**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
EPA	1990	15	13	1	1	0	0
	1991	32	32	0	0	0	0
	1992	21	18	3	0	0	0
	1993	6	5	1	0	0	0
	1994	11	10	0	1	0	0
	1995	13	10	3	0	0	0
	1996	8	4	4	0	0	0
	1997	8	6	0	0	2	0
	1998	15	8	5	0	2	0
	1999	29	24	3	2	0	0
	Total	**158**	**130**	**20**	**4**	**4**	**0**
FEMA	1990	1	1	0	0	0	0
	1991	5	5	0	0	0	0
	1992	8	8	0	0	0	0
	1993	0	0	0	0	0	0
	1994	2	2	0	0	0	0
	1995	4	4	0	0	0	0
	1996	2	2	0	0	0	0
	1997	2	1	1	0	0	0
	1998	0	0	0	0	0	0
	1999	4	4	0	0	0	0
	Total	**28**	**27**	**1**	**0**	**0**	**0**
GSA	1990	5	5	0	0	0	0
	1991	5	5	0	0	0	0
	1992	2	2	0	0	0	0
	1993	1	1	0	0	0	0
	1994	4	2	2	0	0	0
	1995	22	18	4	0	0	0
	1996	0	0	0	0	0	0
	1997	8	6	2	0	0	0
	1998	6	5	1	0	0	0
	1999	7	7	0	0	0	0
	Total	**60**	**51**	**9**	**0**	**0**	**0**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
HHS	1990	52	44	6	0	1	1
	1991	39	33	3	1	1	0
	1992	39	30	3	3	2	1
	1993	28	22	3	1	0	2
	1994	34	27	4	1	1	1
	1995	33	20	10	3	0	0
	1996	43	36	2	2	0	3
	1997	39	33	4	1	0	1
	1998	48	40	1	1	2	4
	1999	46	36	5	2	3	0
	Total	**401**	**321**	**41**	**15**	**10**	**13**
HUD	1990	10	9	1	0	0	0
	1991	10	9	0	1	0	0
	1992	14	6	6	2	0	0
	1993	0	0	0	0	0	0
	1994	6	4	2	0	0	0
	1995	7	4	3	0	0	0
	1996	6	4	2	0	0	0
	1997	7	2	5	0	0	0
	1998	6	3	1	1	0	1
	1999	9	5	3	0	0	1
	Total	**75**	**46**	**23**	**4**	**0**	**2**
Interior	1990	21	14	1	0	0	6
	1991	8	4	2	0	0	2
	1992	13	10	1	0	0	2
	1993	17	13	2	0	1	1
	1994	20	17	1	0	0	2
	1995	36	32	2	0	0	2
	1996	10	6	0	0	0	4
	1997	18	9	3	2	0	4
	1998	21	14	1	1	0	5
	1999	18	13	0	1	0	3
	Total	**182**	**132**	**13**	**4**	**1**	**31**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
Justice	1990	35	32	2	1	0	0
	1991	31	28	2	1	0	0
	1992	32	27	2	3	0	0
	1993	16	16	0	0	0	0
	1994	30	25	3	2	0	0
	1995	58	43	10	5	0	0
	1996	59	48	8	1	2	0
	1997	29	24	3	2	0	0
	1998	49	42	2	4	0	0
	1999	44	38	4	1	1	0
	Total	**383**	**323**	**36**	**20**	**3**	**0**
Labor	1990	9	8	1	0	0	0
	1991	8	7	1	0	0	0
	1992	4	3	1	0	0	0
	1993	0	0	0	0	0	0
	1994	6	3	1	1	0	1
	1995	17	9	6	2	0	0
	1996	9	7	2	0	0	0
	1997	14	11	2	1	0	0
	1998	4	3	0	1	0	0
	1999	17	15	2	0	0	0
	Total	**88**	**66**	**16**	**5**	**0**	**1**
NASA	1990	45	40	4	1	0	0
	1991	60	56	3	0	1	0
	1992	24	23	1	0	0	0
	1993	25	19	4	0	1	1
	1994	38	24	8	2	4	0
	1995	43	37	4	0	2	0
	1996	19	15	1	3	0	0
	1997	29	26	1	1	1	0
	1998	60	53	4	1	2	0
	1999	51	45	3	1	1	1
	Total	**394**	**338**	**33**	**9**	**12**	**2**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
NSF	1990	15	13	2	0	0	0
	1991	9	6	2	0	1	0
	1992	7	6	0	1	0	0
	1993	1	1	0	0	0	0
	1994	8	8	0	0	0	0
	1995	9	9	0	0	0	0
	1996	2	2	0	0	0	0
	1997	2	2	0	0	0	0
	1998	1	0	0	0	1	0
	1999	5	5	0	0	0	0
	Total	**59**	**52**	**4**	**1**	**2**	**0**
NRC	1990	16	15	1	0	0	0
	1991	12	11	1	0	0	0
	1992	3	3	0	0	0	0
	1993	4	4	0	0	0	0
	1994	4	4	0	0	0	0
	1995	7	6	0	0	1	0
	1996	4	4	0	0	0	0
	1997	14	13	1	0	0	0
	1998	10	8	1	0	1	0
	1999	2	1	1	0	0	0
	Total	**76**	**69**	**5**	**0**	**2**	**0**
OPM	1990	1	0	1	0	0	0
	1991	4	4	0	0	0	0
	1992	1	1	0	0	0	0
	1993	1	1	0	0	0	0
	1994	1	1	0	0	0	0
	1995	3	3	0	0	0	0
	1996	7	6	1	0	0	0
	1997	3	3	0	0	0	0
	1998	4	4	0	0	0	0
	1999	7	4	0	3	0	0
	Total	**32**	**27**	**2**	**3**	**0**	**0**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
SBA	1990	5	4	0	1	0	0
	1991	7	3	4	0	0	0
	1992	9	7	1	0	1	0
	1993	1	0	1	0	0	0
	1994	6	0	3	2	1	0
	1995	6	5	0	1	0	0
	1996	3	3	0	0	0	0
	1997	0	0	0	0	0	0
	1998	2	1	1	0	0	0
	1999	3	0	2	1	0	0
	Total	**42**	**23**	**12**	**5**	**2**	**0**
SSA	1990	5	3	2	0	0	0
	1991	7	4	2	1	0	0
	1992	2	0	2	0	0	0
	1993	5	3	1	0	1	0
	1994	2	1	0	1	0	0
	1995	3	3	0	0	0	0
	1996	8	6	1	1	0	0
	1997	10	7	2	1	0	0
	1998	15	11	2	2	0	0
	1999	18	12	5	0	1	0
	Total	**75**	**50**	**17**	**6**	**2**	**0**
State	1990	18	17	1	0	0	0
	1991	9	8	0	1	0	0
	1992	9	9	0	0	0	0
	1993	3	2	0	1	0	0
	1994	3	3	0	0	0	0
	1995	4	4	0	0	0	0
	1996	4	4	0	0	0	0
	1997	5	5	0	0	0	0
	1998	9	8	0	1	0	0
	1999	7	7	0	0	0	0
	Total	**71**	**67**	**1**	**3**	**0**	**0**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
Transportation	1990	30	26	3	1	0	0
	1991	57	52	3	2	0	0
	1992	26	21	3	1	1	0
	1993	16	16	0	0	0	0
	1994	15	14	0	1	0	0
	1995	40	28	6	2	3	1
	1996	28	23	4	0	1	0
	1997	17	14	3	0	0	0
	1998	12	9	3	0	0	0
	1999	12	11	1	0	0	0
	Total	**253**	**214**	**26**	**7**	**5**	**1**
Treasury	1990	49	47	2	0	0	0
	1991	83	76	4	0	2	1
	1992	49	44	4	1	0	0
	1993	28	25	3	0	0	0
	1994	54	45	8	0	1	0
	1995	44	36	6	2	0	0
	1996	49	40	5	1	2	1
	1997	72	63	5	3	1	0
	1998	54	43	8	1	1	1
	1999	62	50	10	1	1	0
	Total	**544**	**469**	**55**	**9**	**8**	**3**
Veterans Affairs	1990	18	17	1	0	0	0
	1991	34[a]	31	2	0	0	0
	1992	10	10	0	0	0	0
	1993	16	16	0	0	0	0
	1994	34	29	4	0	1	0
	1995	20[a]	17	2	0	0	0
	1996	10[a]	7	2	0	0	0
	1997	14	14	0	0	0	0
	1998	22	16	5	0	1	0
	1999	13	12	1	0	0	0
	Total	**191**[b]	**169**	**17**	**0**	**2**	**0**

Agency	Year	Total appointments	Whites	African Americans	Hispanics	Asian Americans	Native Americans
Governmentwide	1990	608[a]	549	41	6	4	7
	1991	602[c]	538	39	12	7	4
	1992	475[a]	417	34	12	8	3
	1993	293	253	28	5	3	4
	1994	461	377	52	15	12	5
	1995	641[c]	533	73	18	11	4
	1996	533[a]	447	51	17	9	8
	1997	514[a]	430	45	20	11	7
	1998	569[b]	467	59	15	13	12
	1999	598[c]	507	53	18	11	7
	Total	**5294[d]**	**4518**	**475**	**138**	**89**	**61**

[a]Gender and race/ethnicity information missing for one appointee.

[b]Gender and race/ethnicity information missing for three appointees.

[c]Gender and race/ethnicity information missing for two appointees.

[d]Gender and race/ethnicity information missing for thirteen appointees.

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Appendix V: 24 CFO Agencies' Career SES Workforce Compared With Selected Labor Forces

In tables V.1 through V.6, we compare, by gender, minority group, race, and ethnicity, the percentage of employees in the career SES at each of the 24 CFO agencies as of September 30, 1999, to the percentage of employees in the following labor forces to determine the extent of parity:

- the national CLF (see table V.1);
- our agency-specific RCLFs—the proportion of employees in the overall CLF who were in occupations and had incomes equivalent to that of the career SES at each of the 24 CFO agencies (see table V.2);
- each agency's total workforce (see table V.3);
- each agency's workforce in professional and administrative occupations (see table V.4);
- each agency's GS-15 workforce (see table V.5); and
- the U.S. Postal Service career executive corps (see table V.6).

We used shading to illustrate the extent of parity between the career SES employee group percentages and the percentages for the same employee group in the comparative labor forces. To measure the extent of parity, we calculated a representation index by dividing the career SES percentage for each employee group by the percentage for the same employee group in each of the comparative labor forces and multiplying by 100. The results of our comparisons are statistically significant unless otherwise noted. Appendix II describes the tests we performed to determine whether proportional differences between the SES and the comparative labor forces were statistically significant.

Table V.1: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the National CLF

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans[a]	Native Americans[a]	Whites
AID	■		▒	▒	▒	▒	▒	▒
Agriculture	■		■	▒	■	▒	▒	
Commerce	■		■	■	■	▒	▒	
Defense	■		■	■	■	■	▒	
Education	■		▒	▒	▒	▒	▒	▒
Energy	■		■	■	■	▒	▒	
EPA	■		■	▒	■	▒	▒	
FEMA	■		■	▒	▒	▒	▒	
GSA	■		■	▒	■	▒	▒	
HHS	■		■	▒	■	▒		
HUD	■				▒	▒	▒	▒
Interior	■		▒	■	■	■		▒
Justice	■		■	■	■	■	▒	
Labor	■		▒	▒	■	▒	▒	▒
NASA	■		■	■	■	▒	▒	
NSF	■		▒	▒	■	▒	▒	▒
NRC	■		■	▒	■	▒	▒	
OPM	▒	▒	▒	▒	▒	▒	▒	▒
SBA	▒	▒	▒		▒	▒	▒	▒
SSA	■		▒		▒	▒	▒	▒
State	■		■	■	■	▒	▒	
Transportation	■		■	▒	■	▒	▒	
Treasury	■		■	▒	■	■	▒	
Veterans Affairs	■		■	■	■	▒	▒	

□ SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

▒ SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

■ SES employee group percentage was below the percentage for the same employee group in the selected labor force.

[a]CLF data obtained from the 1999 CPS for Asian Americans and Native Americans were not statistically reliable because the CPS does not cover enough households to provide statistically sound projections for these two groups. However, our comparisons for Asian Americans and Native Americans using CLF data derived from the 1999 CPS and from the 1990 Census indicated similar results. Therefore, we believe that the comparisons using CLF data from the 1999 CPS are not misleading.

Sources: GAO's analysis of workforce data in OPM's CPDF and of CLF data obtained from the March 1999 CPS and the 1990 Census.

Table V.2: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Our Agency-Specific RCLFs

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans[a]	Native Americans[a]	Whites
AID								
Agriculture								
Commerce								
Defense								
Education								
Energy								
EPA								
FEMA								
GSA								
HHS								
HUD								
Interior								
Justice								
Labor								
NASA								
NSF								
NRC								
OPM								
SBA								
SSA								
State								
Transportation								
Treasury								
Veterans Affairs								

SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

SES employee group percentage was below the percentage for the same employee group in the selected labor force.

Note: Our RCLF is the CLF that corresponds to the career SES workforce as closely as possible in terms of occupations and salary levels but not necessarily in terms of the level of responsibilities. For more details on how we constructed agency-specific RCLFs and identified occupations in the CLF that were comparable to the SES occupations, see appendix II.

[a]CLF data obtained from the 1999 CPS for Asian Americans and Native Americans were not statistically reliable because the CPS does not cover enough households to provide statistically sound projections for these two groups. However, our comparisons for Asian Americans and Native Americans using CLF data derived from the 1999 CPS and from the 1990 Census indicated similar results. Therefore, we believe that the comparisons using CLF data from the 1999 CPS are not misleading.

Sources: GAO's analysis of workforce data in OPM's CPDF and of CLF data obtained from the March 1999 CPS and the 1990 Census.

Table V.3: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Each Agency's Total Workforce

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans	Native Americans	Whites
AID								
Agriculture								
Commerce								
Defense								
Education								
Energy								
EPA								
FEMA								
GSA								
HHS								
HUD								
Interior								
Justice								
Labor								
NASA								
NSF								
NRC								
OPM								
SBA								
SSA								
State								
Transportation								
Treasury								
Veterans Affairs								

SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

SES employee group percentage was below the percentage for the same employee group in the selected labor force.

Source: GAO's analysis of workforce data in OPM's CPDF.

Table V.4: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in Professional and Administrative Occupations at Each Agency

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans	Native Americans	Whites
AID								
Agriculture								
Commerce								
Defense								
Education								
Energy								
EPA								
FEMA								
GSA								
HHS								
HUD								
Interior								
Justice								
Labor								
NASA								
NSF								
NRC								
OPM								
SBA								
SSA								
State								
Transportation								
Treasury								
Veterans Affairs								

SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

SES employee group percentage was below the percentage for the same employee group in the selected labor force.

Source: GAO's analysis of workforce data in OPM's CPDF.

Table V.5: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the Agencies' GS-15 Workforces

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans	Native Americans	Whites
AID								
Agriculture								
Commerce								
Defense								
Education								
Energy								
EPA								
FEMA								
GSA								
HHS								
HUD								
Interior								
Justice								
Labor								
NASA								
NSF								
NRC								
OPM								
SBA								
SSA								
State								
Transportation								
Treasury								
Veterans Affairs								

SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

SES employee group percentage was below the percentage for the same employee group in the selected labor force.

Source: GAO's analysis of workforce data in OPM's CPDF.

Table V.6: Comparison of Career SES Employee Groups in the 24 CFO Agencies as of September 30, 1999, to the Same Employee Groups in the U.S. Postal Service

	Selected SES employee groups							
Agency	Women	Men	Minorities	African Americans	Hispanics	Asian Americans	Native Americans	Whites
AID								
Agriculture								
Commerce								
Defense								
Education								
Energy								
EPA								
FEMA								
GSA								
HHS								
HUD								
Interior								
Justice								
Labor								
NASA								
NSF								
NRC								
OPM								
SBA								
SSA								
State								
Transportation								
Treasury								
Veterans Affairs								

SES employee group percentage met or exceeded the percentage for the same employee group in the selected labor force.

SES employee group percentage was either above, below, or the same as the percentage for the same employee group in the selected labor force, but the difference between the percentages was not statistically significant.

SES employee group percentage was below the percentage for the same employee group in the selected labor force.

Sources: GAO's analysis of workforce data in OPM's CPDF and of Postal Service workforce data.

Appendix VI: Composition of the Noncareer SES During Fiscal Years 1990 Through 1999

The following tables provide data on the composition of the noncareer SES governmentwide and at each of the 24 CFO agencies. Table VI.1 shows for each year over the 1990 through 1999 period the overall size of the noncareer SES as well as the number of women, men, minorities, and whites. Table VI.2 shows the number of women and minorities for each year from 1990 through 1999 at each of the 24 agencies.

Table VI.1: Size of the Noncareer SES—Fiscal Year End 1990-1999

Year	Total[a]	Women	Men	Minorities	Whites
1990	688	181	507	75	610
1991	727	190	537	87	637
1992	711	201	510	81	628
1993	364	134	230	62	302
1994	713	277	436	159	554
1995	753	293	460	169	584
1996	674	265	409	152	522
1997	657	254	403	144	512
1998	658	262	396	153	505
1999	666	269	397	154	510

[a]The totals for fiscal years 1990, 1991, 1992, 1997 and 1999 do not add up to the remaining columns because gender and race/ethnicity information was missing for some noncareer SES members during these years.

Source: OPM's CPDF.

Table VI.2: Number of Women and Minorities in the Noncareer SES at the 24 CFO Agencies as of the End of Fiscal Years 1990 Through 1999

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
AID	1990	6	1	0
	1991	11	3	0
	1992	12	3	0
	1993	3	1	0
	1994	8	2	4
	1995	9	2	4
	1996	7	3	2
	1997	8	3	2
	1998	7	2	3
	1999	7	3	3

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Agriculture	1990	46	13	3
	1991	51	15	5
	1992	52	17	4
	1993	13	6	7
	1994	46	18	11
	1995	54	20	12
	1996	50	18	14
	1997	45	16	14
	1998	47	18	18
	1999	49	19	15
Commerce	1990	59	12	9
	1991	54	11	9
	1992	52	14	8
	1993	30	13	9
	1994	64	24	19
	1995	66	27	24
	1996	61	24	19
	1997	52	21	15
	1998	48	18	12
	1999	49	18	12
Defense	1990	67	12	4
	1991	76	13	4
	1992	72	12	6
	1993	45	15	6
	1994	84	31	10
	1995	86	29	10
	1996	81	23	12
	1997	72	20	10
	1998	70	19	9
	1999	75[a]	17	13
Education	1990	21	8	4
	1991	20	9	2
	1992	19	9	1
	1993	10	4	3
	1994	20	8	7
	1995	20	9	8
	1996	14	5	5
	1997	18	9	6
	1998	18	10	6
	1999	15	8	4

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Energy	1990	39	10	2
	1991	37	10	1
	1992	40	10	3
	1993	18	7	1
	1994	38	13	5
	1995	43	14	10
	1996	35	12	6
	1997	35	10	6
	1998	37	16	8
	1999	42	13	6
Environmental Protection Agency	1990	15	1	0
	1991	18	3	0
	1992	19	5	0
	1993	6	5	0
	1994	21	10	2
	1995	19	9	3
	1996	17	9	1
	1997	18	6	2
	1998	19	6	2
	1999	19	6	2
Federal Emergency Management Agency	1990	10	2	1
	1991	14	2	1
	1992	14	2	1
	1993	6	1	0
	1994	12	4	3
	1995	13	4	2
	1996	15	5	3
	1997	15	5	3
	1998	15	6	3
	1999	16	5	3
General Services Administration	1990	20	5	2
	1991	21	3	3
	1992	23	3	3
	1993	5	2	1
	1994	16	8	5
	1995	16	6	5
	1996	14	5	5
	1997	17	6	6
	1998	17	6	6
	1999	20	7	6

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Health and Human Services	1990	54	23	12
	1991	62	25	15
	1992	59	24	13
	1993	29	13	3
	1994	66	34	11
	1995	58	31	7
	1996	58	34	14
	1997	55[b]	33	13
	1998	58	40	11
	1999	54	36	15
Housing and Urban Development	1990	25	5	5
	1991	27	5	7
	1992	11	2	1
	1993	5	2	2
	1994	17	8	6
	1995	20	9	7
	1996	15	7	7
	1997	20	9	8
	1998	18	6	5
	1999	17	8	5
Interior	1990	32	7	3
	1991	39	10	6
	1992	49	12	9
	1993	28	11	2
	1994	38	17	6
	1995	40	21	6
	1996	37	19	5
	1997	36	17	5
	1998	35	15	9
	1999	39	18	6
Justice	1990	59	7	3
	1991	59	6	5
	1992	54	6	6
	1993	20	4	2
	1994	52	18	9
	1995	59	18	11
	1996	55	15	9
	1997	49	16	7
	1998	48	15	11
	1999	45	12	10

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Labor	1990	21	10	5
	1991	17	9	4
	1992	19	12	2
	1993	9	2	0
	1994	28	9	10
	1995	29	12	9
	1996	27	11	6
	1997	29	10	7
	1998	24	9	7
	1999	26	12	7
National Aeronautics and Space Administration	1990	3	1	0
	1991	3	1	0
	1992	4	1	0
	1993	2	0	0
	1994	3	1	0
	1995	6	2	1
	1996	4	2	1
	1997	4	2	1
	1998	3	2	1
	1999	3	3	1
National Science Foundation	1990	0	0	0
	1991	0	0	0
	1992	0	0	0
	1993	0	0	0
	1994	0	0	0
	1995	0	0	0
	1996	0	0	0
	1997	0	0	0
	1998	0	0	0
	1999	0	0	0
Nuclear Regulatory Commission	1990	0	0	0
	1991	0	0	0
	1992	0	0	0
	1993	0	0	0
	1994	0	0	0
	1995	0	0	0
	1996	0	0	0
	1997	0	0	0
	1998	0	0	0
	1999	0	0	0

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Office of Personnel Management	1990	9	4	1
	1991	8	4	3
	1992	7	4	2
	1993	9	6	2
	1994	8	5	1
	1995	6	3	0
	1996	6	5	1
	1997	5	3	2
	1998	5	3	1
	1999	7	3	1
Small Business Administration	1990	18	7	3
	1991	15	5	2
	1992	16	7	2
	1993	7	3	2
	1994	10	4	4
	1995	7	3	3
	1996	7	3	3
	1997	8	2	2
	1998	7	2	2
	1999	10	5	3
Social Security Administration	1990	4	3	0
	1991	4	3	0
	1992	4	3	0
	1993	0	0	0
	1994	4	4	3
	1995	8	5	4
	1996	8	5	4
	1997	8	5	4
	1998	12	7	6
	1999	13	9	6
State	1990	28[c]	6	2
	1991	32[c]	8	3
	1992	30[a]	6	4
	1993	12	2	0
	1994	29	9	7
	1995	34	13	9
	1996	32	13	9
	1997	29	13	7
	1998	31	13	5
	1999	26	10	4

Agency	Year	Noncareer SES as of September 30	Number of: Women	Number of: Minorities
Transportation	1990	38	10	5
	1991	39	10	5
	1992	31	10	3
	1993	18	8	4
	1994	37	15	12
	1995	38	17	10
	1996	24	11	6
	1997	23	8	6
	1998	22	6	9
	1999	27	11	12
Treasury	1990	21	6	2
	1991	22	6	2
	1992	26	6	3
	1993	24	9	8
	1994	31	8	9
	1995	30	8	8
	1996	27	6	6
	1997	26	6	2
	1998	28	8	5
	1999	26	11	5
Veterans Affairs	1990	5	2	2
	1991	6	1	1
	1992	3	1	1
	1993	7	2	2
	1994	7	1	3
	1995	6	2	3
	1996	6	2	2
	1997	6	2	2
	1998	6	2	2
	1999	8	4	3

[a]Gender and race/ethnicity information missing for two persons.

[b]Gender and race/ethnicity information missing for one person.

[c]Gender and race/ethnicity information missing for three persons.

Source: GAO's analysis of noncareer SES composition data in OPM's CPDF.

Appendix VII: Noncareer SES Appointments, 1990-1999

The following tables provide data on the composition of the noncareer SES governmentwide and at each of the 24 CFO agencies. Table VII.1 shows for each year over the 1990 through 1999 period the total number of noncareer SES appointments as well as the number of women, men, minorities, and whites. Table VII.2 shows the total number of appointments to the noncareer SES each year over the 1990 through 1999 period at each of the 24 agencies and how many of the noncareer SES members appointed were women and minorities. Tables VII.3 shows the number of minority group members, by race and ethnicity, appointed from 1990 through 1999 at each of the 24 agencies.

Table VII.1: Noncareer SES Appointments—Fiscal Year End 1990-1999

Year	Total[a]	Women	Men	Minorities	Whites
1990	336	88	245	42	291
1991	184	47	135	18	164
1992	175	56	117	19	154
1993	367	144	221	56	309
1994	430	166	260	101	325
1995	193	71	121	47	145
1996	129	56	73	28	101
1997	152	60	92	27	125
1998	182	78	103	46	135
1999	183	73	109	40	142

[a]The totals for fiscal years 1990 through 1995, 1998, and 1999 do not add up to the remaining columns because gender and race/ethnicity information was missing for some noncareer SES members during these years.

Source: OPM's CPDF.

Table VII.2: Number of Women and Minorities Appointed to the Noncareer SES at the 24 CFO Agencies During Fiscal Years 1990 Through 1999

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
AID	1990	1	1	0
	1991	4[a]	2	0
	1992	4[a]	0	0
	1993	2	1	0
	1994	7	2	4
	1995	2	1	1
	1996	2	1	1
	1997	2	0	0
	1998	0	0	0
	1999	1	1	0
	Total	**25**[b]	**9**	**6**
Agriculture	1990	22	9	2
	1991	15	5	3
	1992	16	6	1
	1993	20	9	8
	1994	33	12	5
	1995	16	6	3
	1996	7	4	4
	1997	8	2	2
	1998	17	7	8
	1999	10	3	2
	Total	**164**	**63**	**38**
Commerce	1990	26	5	4
	1991	12	3	1
	1992	15	7	1
	1993	39	16	8
	1994	34	12	13
	1995	13	6	8
	1996	14	7	3
	1997	8	5	2
	1998	13	5	4
	1999	10	5	4
	Total	**184**	**71**	**48**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Defense	1990	40	9	5
	1991	18	2	0
	1992	8	0	2
	1993	37	14	5
	1994	55	21	5
	1995	17	4	3
	1996	12	2	3
	1997	11	1	0
	1998	17[a]	5	2
	1999	15[a]	1	3
	Total	**230**[b]	**59**	**28**
Education	1990	13	4	2
	1991	5	2	0
	1992	11	6	0
	1993	14	6	4
	1994	11	4	2
	1995	2	2	1
	1996	2	1	1
	1997	7	5	3
	1998	3	2	0
	1999	1	1	0
	Total	**69**	**33**	**13**
Energy	1990	20	2	1
	1991	5	0	0
	1992	13	4	3
	1993	17	5	1
	1994	21	7	4
	1995	12	2	5
	1996	5	2	0
	1997	9	3	1
	1998	11	7	3
	1999	18	3	4
	Total	**131**	**35**	**22**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Environmental Protection Agency	1990	7	2	0
	1991	2	1	0
	1992	5	2	0
	1993	7[a]	5	0
	1994	15[c]	4	2
	1995	2[a]	0	0
	1996	1	0	0
	1997	7	0	1
	1998	1	0	0
	1999	3	1	0
	Total	**50[d]**	**15**	**3**
Federal Emergency Management Agency	1990	5	0	1
	1991	3	1	0
	1992	0	0	0
	1993	4	1	0
	1994	8	3	3
	1995	4	1	0
	1996	2	1	1
	1997	4	1	0
	1998	1	1	0
	1999	2	0	0
	Total	**33**	**9**	**5**
General Services Administration	1990	4	3	0
	1991	4	0	1
	1992	1	0	0
	1993	6	2	1
	1994	11	5	4
	1995	1	0	0
	1996	2	2	1
	1997	3	1	0
	1998	0	0	0
	1999	4	2	1
	Total	**36**	**15**	**8**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Health and Human Services	1990	31[a]	12	6
	1991	18	8	2
	1992	13	4	4
	1993	29[a]	13	3
	1994	37[a]	21	7
	1995	9	5	1
	1996	10	7	3
	1997	7	4	0
	1998	17	13	1
	1999	12	5	6
	Total	**183**[c]	**92**	**33**
Housing and Urban Development	1990	11	1	3
	1991	7	2	2
	1992	3	0	0
	1993	6	3	2
	1994	14	8	5
	1995	4	1	3
	1996	4	3	1
	1997	8	5	2
	1998	6	1	1
	1999	3	2	1
	Total	**66**	**26**	**20**
Interior	1990	9	1	2
	1991	14	3	4
	1992	11	2	2
	1993	32	12	1
	1994	14	8	3
	1995	13	9	2
	1996	5	3	0
	1997	9	5	2
	1998	6	1	2
	1999	11	7	2
	Total	**124**	**51**	**20**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Justice	1990	40	4	2
	1991	22	1	2
	1992	13	1	0
	1993	25	7	2
	1994	42	14	8
	1995	18	5	3
	1996	13	4	1
	1997	8	3	0
	1998	16	6	8
	1999	15	3	2
	Total	**212**	**48**	**28**
Labor	1990	13	4	3
	1991	6	1	0
	1992	12	5	2
	1993	9	2	0
	1994	26	7	7
	1995	17	9	4
	1996	11	2	1
	1997	9	4	2
	1998	5	3	1
	1999	12	7	3
	Total	**120**	**44**	**23**
National Aeronautics and Space Administration	1990	2	1	0
	1991	0	0	0
	1992	1	0	0
	1993	3	0	0
	1994	1	1	0
	1995	4	1	1
	1996	1	0	0
	1997	1	1	0
	1998	2	0	0
	1999	1	1	0
	Total	**16**	**5**	**1**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
National Science Foundation	1990	0	0	0
	1991	0	0	0
	1992	0	0	0
	1993	0	0	0
	1994	0	0	0
	1995	0	0	0
	1996	0	0	0
	1997	0	0	0
	1998	0	0	0
	1999	0	0	0
	Total	**0**	**0**	**0**
Nuclear Regulatory Commission	1990	0	0	0
	1991	0	0	0
	1992	1	1	0
	1993	0	0	0
	1994	1	1	0
	1995	0	0	0
	1996	0	0	0
	1997	0	0	0
	1998	0	0	0
	1999	0	0	0
	Total	**2**	**2**	**0**
Office of Personnel Management	1990	2	1	1
	1991	5	1	2
	1992	2	1	1
	1993	9	5	3
	1994	0	0	0
	1995	0	0	0
	1996	2	2	0
	1997	2	0	1
	1998	2	0	0
	1999	3	1	0
	Total	**27**	**11**	**8**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Small Business Administration	1990	5	1	2
	1991	3	1	0
	1992	4	2	0
	1993	7	3	2
	1994	4	2	2
	1995	2	1	1
	1996	3	0	2
	1997	3	0	0
	1998	2	1	0
	1999	11	7	4
	Total	**44**	**18**	**13**
Social Security Administration	1990	3	2	0
	1991	0	0	0
	1992	0	0	0
	1993	0	0	0
	1994	4	4	3
	1995	2	0	1
	1996	0	0	0
	1997	0	0	0
	1998	4	2	2
	1999	2	2	1
	Total	**15**	**10**	**7**
State	1990	11[a]	1	1
	1991	6[a]	3	0
	1992	8[a]	1	1
	1993	10	2	0
	1994	23	8	7
	1995	10	5	3
	1996	5	2	2
	1997	9	5	1
	1998	7	4	0
	1999	13	4	1
	Total	**102**[c]	**35**	**16**

Agency	Year	Noncareer SES Appointments	Number of: Women	Number of: Minorities
Transportation	1990	16	3	1
	1991	10	2	0
	1992	5	3	0
	1993	21	11	3
	1994	23	9	9
	1995	5	2	0
	1996	11	5	3
	1997	7	3	3
	1998	10	3	6
	1999	14	7	3
	Total	**122**	**48**	**28**
Treasury	1990	5	2	0
	1991	8	2	0
	1992	10	2	1
	1993	33	11	8
	1994	10	0	2
	1995	16	3	3
	1996	6	2	0
	1997	9	1	0
	1998	17	6	5
	1999	7	4	1
	Total	**121**	**33**	**20**
Veterans Affairs	1990	3[a]	2	1
	1991	2	1	0
	1992	0	0	0
	1993	8	2	3
	1994	2	0	1
	1995	3	1	1
	1996	0	0	0
	1997	0	0	0
	1998	0	0	0
	1999	3	1	1
	Total	**21**[a]	**7**	**7**

[a]Gender and race/ethnicity information missing for one appointee.

[b]Gender and race/ethnicity information missing for two appointees.

[c]Gender and race/ethnicity information missing for three appointees.

[d]Gender and race/ethnicity information missing for five appointees.

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Table VII.3: Number of Noncareer SES Appointments at the 24 CFO Agencies From Fiscal Years 1990 Through 1999, by Race and Ethnicity

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
AID	1990	1	1	0	0	0	0
	1991	4[a]	3	0	0	0	0
	1992	4[a]	3	0	0	0	0
	1993	2	2	0	0	0	0
	1994	7	3	2	2	0	0
	1995	2	1	0	1	0	0
	1996	2	1	1	0	0	0
	1997	2	2	0	0	0	0
	1998	0	0	0	0	0	0
	1999	1	1	0	0	0	0
	Total	**25**[b]	**17**	**3**	**3**	**0**	**0**
Agriculture	1990	22	20	1	0	1	0
	1991	15	12	1	1	1	0
	1992	16	15	1	0	0	0
	1993	20	12	8	0	0	0
	1994	33	28	3	1	1	0
	1995	16	13	2	1	0	0
	1996	7	3	3	0	0	1
	1997	8	6	0	1	1	0
	1998	17	9	4	3	1	0
	1999	10	8	1	0	0	1
	Total	**164**	**126**	**24**	**7**	**5**	**2**
Commerce	1990	26	22	2	1	1	0
	1991	12	11	1	0	0	0
	1992	15	14	0	1	0	0
	1993	39	31	7	1	0	0
	1994	34	22	5	5	3	0
	1995	13	5	4	3	1	0
	1996	14	11	3	0	0	0
	1997	8	6	1	0	1	0
	1998	13	9	2	2	0	0
	1999	10	6	3	0	1	0
	Total	**184**	**137**	**28**	**13**	**7**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
Defense	1990	40	35	1	4	0	0
	1991	18	18	0	0	0	0
	1992	8	6	1	1	0	0
	1993	37	32	3	1	1	0
	1994	55	50	3	1	0	1
	1995	17	14	3	0	0	0
	1996	12	9	2	1	0	0
	1997	11	11	0	0	0	0
	1998	17[a]	14	0	2	0	0
	1999	15[a]	11	2	1	0	0
	Total	**230[b]**	**200**	**15**	**11**	**1**	**1**
Education	1990	13	11	0	2	0	0
	1991	5	5	0	0	0	0
	1992	11	11	0	0	0	0
	1993	14	10	2	1	1	0
	1994	11	9	2	0	0	0
	1995	2	1	0	1	0	0
	1996	2	1	0	1	0	0
	1997	7	4	3	0	0	0
	1998	3	3	0	0	0	0
	1999	1	1	0	0	0	0
	Total	**69**	**56**	**7**	**5**	**1**	**0**
Energy	1990	20	19	0	1	0	0
	1991	5	5	0	0	0	0
	1992	13	10	2	0	1	0
	1993	17	16	1	0	0	0
	1994	21	17	3	0	1	0
	1995	12	7	2	2	1	0
	1996	5	5	0	0	0	0
	1997	9	8	0	1	0	0
	1998	11	8	0	1	2	0
	1999	18	14	1	3	0	0
	Total	**131**	**109**	**9**	**8**	**5**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
EPA	1990	7	7	0	0	0	0
	1991	2	2	0	0	0	0
	1992	5	5	0	0	0	0
	1993	7[a]	6	0	0	0	0
	1994	15[c]	10	1	0	0	1
	1995	2[a]	1	0	0	0	0
	1996	1	1	0	0	0	0
	1997	7	6	0	0	0	1
	1998	1	1	0	0	0	0
	1999	3	3	0	0	0	0
	Total	**50[d]**	**42**	**1**	**0**	**0**	**2**
FEMA	1990	5	4	0	0	0	1
	1991	3	3	0	0	0	0
	1992	0	0	0	0	0	0
	1993	4	4	0	0	0	0
	1994	8	5	1	1	1	0
	1995	4	4	0	0	0	0
	1996	2	1	1	0	0	0
	1997	4	4	0	0	0	0
	1998	1	1	0	0	0	0
	1999	2	2	0	0	0	0
	Total	**33**	**28**	**2**	**1**	**1**	**1**
GSA	1990	4	4	0	0	0	0
	1991	4	3	1	0	0	0
	1992	1	1	0	0	0	0
	1993	6	5	1	0	0	0
	1994	11	7	3	1	0	0
	1995	1	1	0	0	0	0
	1996	2	1	1	0	0	0
	1997	3	3	0	0	0	0
	1998	0	0	0	0	0	0
	1999	4	3	1	0	0	0
	Total	**36**	**28**	**7**	**1**	**0**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
HHS	1990	31[a]	24	5	0	1	0
	1991	18	16	1	0	1	0
	1992	13	9	2	0	2	0
	1993	29[a]	25	2	0	0	1
	1994	37[a]	29	4	2	1	0
	1995	9	8	0	1	0	0
	1996	10	7	2	0	1	0
	1997	7	7	0	0	0	0
	1998	17	16	0	1	0	0
	1999	12	6	5	1	0	0
	Total	**183**[c]	**147**	**21**	**5**	**6**	**1**
HUD	1990	11	8	3	0	0	0
	1991	7	5	1	1	0	0
	1992	3	3	0	0	0	0
	1993	6	4	0	2	0	0
	1994	14	9	4	1	0	0
	1995	4	1	1	1	1	0
	1996	4	3	0	1	0	0
	1997	8	6	1	1	0	0
	1998	6	5	0	1	0	0
	1999	3	2	1	0	0	0
	Total	**66**	**46**	**11**	**8**	**1**	**0**
Interior	1990	9	7	0	0	0	2
	1991	14	10	1	1	0	2
	1992	11	9	0	0	0	2
	1993	32	31	1	0	0	0
	1994	14	11	2	0	0	1
	1995	13	11	1	0	0	1
	1996	5	5	0	0	0	0
	1997	9	7	0	0	1	1
	1998	6	4	0	0	0	2
	1999	11	9	0	0	2	0
	Total	**124**	**104**	**5**	**1**	**3**	**11**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
Justice	1990	40	38	1	1	0	0
	1991	22	20	1	1	0	0
	1992	13	13	0	0	0	0
	1993	25	23	0	2	0	0
	1994	42	34	4	2	2	0
	1995	18	15	3	0	0	0
	1996	13	12	0	0	1	0
	1997	8	8	0	0	0	0
	1998	16	8	2	3	3	0
	1999	15	13	0	2	0	0
	Total	**212**	**184**	**11**	**11**	**6**	**0**
Labor	1990	13	10	1	1	0	1
	1991	6	6	0	0	0	0
	1992	12	10	0	2	0	0
	1993	9	9	0	0	0	0
	1994	26	19	0	7	0	0
	1995	17	13	1	3	0	0
	1996	11	10	0	1	0	0
	1997	9	7	2	0	0	0
	1998	5	4	1	0	0	0
	1999	12	9	2	1	0	0
	Total	**120**	**97**	**7**	**15**	**0**	**1**
NASA	1990	2	2	0	0	0	0
	1991	0	0	0	0	0	0
	1992	1	1	0	0	0	0
	1993	3	3	0	0	0	0
	1994	1	1	0	0	0	0
	1995	4	3	1	0	0	0
	1996	1	1	0	0	0	0
	1997	1	1	0	0	0	0
	1998	2	2	0	0	0	0
	1999	1	1	0	0	0	0
	Total	**16**	**15**	**1**	**0**	**0**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
NSF	1990	0	0	0	0	0	0
	1991	0	0	0	0	0	0
	1992	0	0	0	0	0	0
	1993	0	0	0	0	0	0
	1994	0	0	0	0	0	0
	1995	0	0	0	0	0	0
	1996	0	0	0	0	0	0
	1997	0	0	0	0	0	0
	1998	0	0	0	0	0	0
	1999	0	0	0	0	0	0
	Total	**0**	**0**	**0**	**0**	**0**	**0**
NRC	1990	0	0	0	0	0	0
	1991	0	0	0	0	0	0
	1992	1	1	0	0	0	0
	1993	0	0	0	0	0	0
	1994	1	1	0	0	0	0
	1995	0	0	0	0	0	0
	1996	0	0	0	0	0	0
	1997	0	0	0	0	0	0
	1998	0	0	0	0	0	0
	1999	0	0	0	0	0	0
	Total	**2**	**2**	**0**	**0**	**0**	**0**
OPM	1990	2	1	0	1	0	0
	1991	5	3	1	0	1	0
	1992	2	1	0	1	0	0
	1993	9	6	1	1	1	0
	1994	0	0	0	0	0	0
	1995	0	0	0	0	0	0
	1996	2	2	0	0	0	0
	1997	2	1	1	0	0	0
	1998	2	2	0	0	0	0
	1999	3	3	0	0	0	0
	Total	**27**	**19**	**3**	**3**	**2**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
SBA	1990	5	3	2	0	0	0
	1991	3	3	0	0	0	0
	1992	4	4	0	0	0	0
	1993	7	5	1	1	0	0
	1994	4	2	2	0	0	0
	1995	2	1	1	0	0	0
	1996	3	1	2	0	0	0
	1997	3	3	0	0	0	0
	1998	2	2	0	0	0	0
	1999	11	7	1	2	1	0
	Total	**44**	**31**	**9**	**3**	**1**	**0**
SSA	1990	3	3	0	0	0	0
	1991	0	0	0	0	0	0
	1992	0	0	0	0	0	0
	1993	0	0	0	0	0	0
	1994	4	1	2	0	0	1
	1995	2	1	0	1	0	0
	1996	0	0	0	0	0	0
	1997	0	0	0	0	0	0
	1998	4	2	2	0	0	0
	1999	2	1	1	0	0	0
	Total	**15**	**8**	**5**	**1**	**0**	**1**
State	1990	11[a]	9	1	0	0	0
	1991	6[a]	5	0	0	0	0
	1992	8[a]	6	0	0	1	0
	1993	10	10	0	0	0	0
	1994	23	16	5	1	1	0
	1995	10	7	3	0	0	0
	1996	5	3	1	1	0	0
	1997	9	8	0	1	0	0
	1998	7	7	0	0	0	0
	1999	13	12	0	1	0	0
	Total	**102**[c]	**83**	**10**	**4**	**2**	**0**

			Number of noncareer SES appointees who were:				
Agency	Year	Appointments	White	African American	Hispanic	Asian American	Native American
Transportation	1990	16	15	0	1	0	0
	1991	10	10	0	0	0	0
	1992	5	5	0	0	0	0
	1993	21	18	1	2	0	0
	1994	23	14	3	4	2	0
	1995	5	5	0	0	0	0
	1996	11	8	2	1	0	0
	1997	7	4	0	3	0	0
	1998	10	4	5	0	1	0
	1999	14	11	2	0	1	0
	Total	**122**	**94**	**13**	**11**	**4**	**0**
Treasury	1990	5	5	0	0	0	0
	1991	8	8	0	0	0	0
	1992	10	9	0	0	1	0
	1993	33	25	4	4	0	0
	1994	10	8	0	1	1	0
	1995	16	13	2	1	0	0
	1996	6	6	0	0	0	0
	1997	9	9	0	0	0	0
	1998	17	12	3	2	0	0
	1999	7	6	1	0	0	0
	Total	**121**	**101**	**10**	**8**	**2**	**0**
Veterans Affairs	1990	3[a]	1	0	1	0	0
	1991	2	2	0	0	0	0
	1992	0	0	0	0	0	0
	1993	8	5	1	0	2	0
	1994	2	1	0	1	0	0
	1995	3	2	1	0	0	0
	1996	0	0	0	0	0	0
	1997	0	0	0	0	0	0
	1998	0	0	0	0	0	0
	1999	3	2	1	0	0	0
	Total	**21[a]**	**13**	**3**	**2**	**2**	**0**

[a]Gender and race/ethnicity information missing for one appointee.

[b]Gender and race/ethnicity information missing for two appointees.

[c]Gender and race/ethnicity information missing for three appointees.

[d]Gender and race/ethnicity information missing for five appointees.

Source: GAO's analysis of career SES appointment data in OPM's CPDF.

Appendix VIII: Comments From OPM

UNITED STATES
OFFICE OF PERSONNEL MANAGEMENT
WASHINGTON, DC 20415-0001

OFFICE OF THE DIRECTOR

FEB 28 2001

Ms. Carlotta C. Joyner
Director, Strategic Issues
U.S. General Accounting Office
Washington, DC 20548

Dear Ms. Joyner:

Thank you for the opportunity to review and comment on the draft report, "Senior Executive Service: Diversity Improved in the Past Decade." Your assessment of the race/ethnicity and gender composition of the career SES indicates that OPM and agency initiatives in this area have been fruitful.

While the report reflects that the numbers are moving in the right direction, we are convinced that continued improvement will require a continual commitment to reviewing and revising employment practices that foster diversity. To that end, OPM will continue to provide governmentwide leadership and policy direction in the selection, development and management of diverse, highly-qualified Federal executives.

Over the past few years, OPM has implemented several initiatives to promote diversity in the selection, development and recognition of senior executives. Specifically, OPM published final regulations in May 2000 that require agencies to consider the Executive Core Qualifications (ECQs) as the major selection criteria in the merit staffing process. Managing diversity is one of the competencies which underpins the ECQ, "Leading People."

This past summer, we convened a panel of public and private sector experts to ensure that this competency reflects state-of-the-art thinking. The panel recommended that the competency title and definition be strengthened to stress executives' accountability for building, managing and maintaining a diverse work force. The new competency, "Leveraging Diversity," was approved by former OPM Director Janice Lachance on January 18, 2001.

We have conducted workshops on the ECQs for various special emphasis groups and professional organizations to ensure information is disseminated to underrepresented groups. At conferences and meetings where we encounter large numbers of minority and women senior executives, we distribute information regarding their voluntary participation on OPM-administered Qualifications Review Boards (QRBs). We encourage agencies to ensure that members of the Executive Resources Boards are diverse as well. We developed a one-day leadership workshop for mid-level employees that addresses managing diversity as a leadership competency and a one-week comprehensive governmentwide diversity training course for managers.

The selection criteria for the Presidential Rank Award, the highest level of recognition a career member of the SES can receive, uses the ECQs to recognize executives who have demonstrated success in building and maintaining a workforce that is diverse, well trained, highly motivated and productive.

Finally, OPM collaborates with the Human Resources Management Council (HRMC) to identify and address emerging human resources management issues and to foster policies and actions to achieve a diverse Federal workforce. The HRMC is an organization composed of the top human resource executives in the Departments and Agencies. The Council advises the Director of OPM on human resource management.

We believe a diverse executive corps will contribute to a more responsive and productive government. We are pleased to see that our initiatives have made a difference and will continue to work with our agency partners to foster further improvements.

Sincerely,

Steven R. Cohen
Acting Director

2

Appendix IX: Comments From EEOC

Note: GAO comments supplementing those in the report text appear at the end of this appendix.

U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
Washington, DC 20507

March 6, 2001

Office of the Chairwoman

The Honorable David M. Walker
Comptroller General of the United States
United States General Accounting Office
Washington, D.C. 20548

Dear Mr. Walker:

Thank you for the opportunity to review and comment on the draft GAO report, *Senior Executive Service: Diversity Improved in the Past Decade.* We also appreciate the opportunity to meet with your staff to discuss our concerns about the report.

As you know, the United States Equal Employment Opportunity Commission (EEOC) has oversight responsibility for the equal employment opportunity programs of federal agencies. Improvements in the representation of minorities, women and people with disabilities in the federal workforce have, in large part, resulted from extensive efforts made by federal agencies over the years. These actions taken to open opportunities have also worked to improve the quality of the workforce and the functioning of the government.

For decades, EEOC has been mandated to provide guidance to agencies in fulfilling their obligation to take lawful proactive steps to promote equal employment opportunity, and to diagnose and respond to potential problems of exclusion before those problems develop into discrimination as a legal matter. Agencies are directed to develop a program of systematically reviewing the participation of minorities, women and people with disabilities in their workforce. Guided by the results of these workforce analyses, agencies are well advised to continuously review relevant policies and practices to assess whether they operate to arbitrarily limit employment opportunities for any workforce group. Agencies must then take appropriate and effective action to eliminate or modify any artificial barriers that they find.

The report that you have put forth in analyzing the Senior Executive Service (SES) ranks ignores and rejects much of the traditional analysis that EEOC has used for years to assist agencies in their equal employment opportunity efforts. This difference is critical because the goal of the federal equal employment program is to identify and react to potential problems of exclusion before they rise to the level which would support a legal finding of discrimination. By contrast, the type of analysis that GAO has undertaken in this report is more appropriate for defensive litigation, designed to limit liability. Instead, the report should focus on producing a full

assessment of the extent to which women and minorities have equal access to participation in the SES ranks.

For example, one of the flaws of GAO's report is that it examines the SES ranks in a vacuum independent of a complete examination of the potential barriers which may prevent individuals in the pipeline or pool of persons who have the requisite qualifications and experience from moving into that labor force. Consistent with EEOC's advice to agencies, it is more appropriate to use both the GS-14 and GS-15 labor forces when evaluating the representation of women and any particular minority group in their SES workforces. We recommend this approach because these are the feeder groups which eventually lead to the SES and they form the pool of eligible candidates within the government for appointment to these SES positions. We recognize that this is an imperfect comparison because there are "glass ceiling" factors which may have prevented full access to these and lower grades by women and members of minority groups. Agencies must also address the representation of women and minorities at these levels in order to sustain increased participation in the SES.

Of the six comparison labor forces put forth in your report, EEOC finds your construction and use of the Relevant Civilian Labor Force (RCLF) particularly problematic. It is our understanding that GAO constructed its RCLF by selecting certain segments of the private sector workforce as a comparison group. The construction of an RCLF for the SES involves many decisions as to precisely which occupations (and perhaps what percentages of particular occupations) should be included. Different experts might make different decisions that would result in different configurations of an RCLF for the SES. Moreover, EEOC is concerned by the appearance that you restricted your RCLF to particular occupations in the private sector when the nature of the SES requires more broad-based leadership skills rather than expertise in any one particular occupational area. Perhaps this accounts for the significant differences in Table 1 in your report between the availability figures in your RCLF and the other five comparator groups you studied. For example, your RCLF has an estimated availability figure of 15% for women while your figures for female federal executives indicates 44% representation.

We note that in recent years a number of major private sector employers have been found by United States courts to have engaged in massive and wide spread discrimination. Yet, there is no consideration or discussion of possible artificial barriers and discriminatory factors which may operate to limit access of minorities and women to your RCLF and hence limit its diversity. To the extent that discriminatory factors limit access to your RCLF, using the RCLF as a model for measuring the government's diversity in its top management would be to carry into the federal sector the impact of these discriminatory barriers which prevent the private sector from achieving greater diversity at the top levels. Therefore, your report's suggestion that the federal government has reached a point where women and most minority groups may be overrepresented in its highest management ranks would not be justified.

EEOC also opposes the use of representation indexes discussed in your appendices. Representation indexes magnify the impact of any imperfections and flaws in the benchmark

-2-

used. The conclusions implied by the representative indexes are misleading and, we believe, inappropriate.

Finally, EEOC is concerned that GAO's use of aggregate data from 24 federal agencies may be statistically inappropriate, therefore resulting in misleading conclusions. We note that Appendix III of your report indicates that many of these agencies have had problems in achieving diversity in their SES. The inclusion of these agencies in the aggregate may result in masking significant pockets of underrepresentation in particular segments of the federal government. For example, 60% of the American Indian senior executives in the federal government are concentrated in two federal agencies. Supporting this conclusion is Attachment 1 to this letter, which we developed and which provides a breakdown by minority groups.

See comment.

The data in these attachments shows that the SES ranks are currently 77% male and 86% white. See Attachment 2 to this letter. Any comparison which leaves the reader of your report with the impression, based on your analysis, that whites and males are underrepresented in the SES and that "women and minorities as a whole" are overrepresented is to defy conventional logic. We ask that our two attachments be included in your final report with this letter.

Again, thank you for the opportunity to review and comment on your draft report.

Sincerely,

Ida L. Castro
Chairwoman

Attachments

-3-

ATTACHMENT 1

EMPLOYMENT OF MINORITIES AND WOMEN - CAREER SENIOR EXECUTIVE SERVICE

24 CFO AGENCIES

AGENCY	TOTAL	MEN		WOMEN		WHITE		BLACK		HISPANIC		ASIAN AMERICAN / PACIFIC ISLANDER		AMERICAN INDIAN / ALASKAN NATIVE	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%
USDA	279	207	74.19	72	25.81	226	81.00	37	13.26	9	3.23	6	2.15	3	1.08
AID	26	20	76.92	6	23.08	21	80.77	3	11.54	1	3.85	0	0.00	1	3.85
COMMERCE	304	242	79.61	62	20.39	274	90.13	17	5.59	7	2.30	5	1.64	1	0.33
DOD	1,125	962	85.51	163	14.49	1,059	94.13	29	2.58	11	0.98	19	1.69	7	0.62
JUSTICE	555	460	82.88	95	17.12	482	86.85	44	7.93	23	4.14	5	0.90	1	0.18
LABOR	126	91	72.22	35	27.78	101	80.16	18	14.29	6	4.76	0	0.00	1	0.79
ENERGY	381	311	81.63	70	18.37	346	90.81	16	4.20	9	2.36	9	2.36	1	0.26
EDUCATION	57	41	71.93	16	28.07	43	75.44	8	14.04	3	5.26	2	3.51	1	1.75
FEMA	29	25	86.21	4	13.79	28	96.55	1	3.45	0	0.00	0	0.00	0	0.00
EPA	249	176	70.68	73	29.32	217	87.15	21	8.43	6	2.41	5	2.01	0	0.00
GSA	87	66	75.86	21	24.14	75	86.21	11	12.64	0	0.00	1	1.15	0	0.00
HHS	417	274	65.71	143	34.29	336	80.58	44	10.55	10	2.40	9	2.16	18	4.32
HUD	71	51	71.83	20	28.17	48	67.61	18	25.35	3	4.23	0	0.00	2	2.82
INTERIOR	182	129	70.88	53	29.12	142	78.02	9	4.95	6	3.30	1	0.55	24	13.19
NSF	78	59	75.64	19	24.36	64	82.05	7	8.97	2	2.56	5	6.41	0	0.00
NASA	404	330	81.68	74	18.32	349	86.39	30	7.43	11	2.72	10	2.48	4	0.99
NRC	141	123	87.23	18	12.77	126	89.36	9	6.38	2	1.42	4	2.84	0	0.00
OPM	38	22	57.89	16	42.11	31	81.58	3	7.89	4	10.53	0	0.00	0	0.00
SBA	34	23	67.65	11	32.35	22	64.71	9	26.47	3	8.82	0	0.00	0	0.00
STATE	107	80	74.77	27	25.23	102	95.33	1	0.93	4	3.74	0	0.00	0	0.00
SSA	104	70	67.31	34	32.69	70	67.31	22	21.15	9	8.65	3	2.88	0	0.00
DOT	174	132	75.86	42	24.14	150	86.21	19	10.92	0	0.00	5	2.87	0	0.00
TREASURY	509	393	77.21	116	22.79	446	87.62	48	9.43	6	1.18	5	0.98	4	0.79
VA	248	215	86.69	33	13.31	225	90.73	16	6.45	2	0.81	3	1.21	2	0.81
TOTAL	5,725	4,502	78.64	1,223	21.36	4,983	87.04	440	7.69	137	2.39	97	1.69	70	1.22

SOURCE: Office of Personnel Management's Central Personnel Data File - SEPTEMBER 30, 1999

ATTACHMENT 2

GOVERNMENT WIDE

EMPLOYMENT OF MINORITIES AND WOMEN - CAREER SENIOR EXECUTIVE SERVICE

YEAR	TOTAL	MEN		WOMEN		WHITE		BLACK		HISPANIC		ASIAN AMERICAN / PACIFIC ISLANDER		AMERICAN INDIAN / ALASKAN NATIVE	
		#	%	#	%	#	%	#	%	#	%	#	%	#	%
1995	6,655	5,586	81.54	1,069	18.46	5,950	89.29	447	6.12	123	2.46	85	1.55	50	0.58
1996	6,402	5,260	80.07	1,142	19.93	5,694	88.88	450	6.33	122	2.42	85	1.68	51	0.69
1997	6,259	5,065	79.11	1,194	20.89	5,428	88.38	463	6.49	128	2.63	88	1.85	52	0.65
1998	6,190	4,944	78.24	1,246	21.76	5,421	87.86	475	6.55	138	2.82	96	2.05	60	0.72
1999	6,213	4,860	78.22	1,353	21.78	5,404	86.98	488	7.85	151	2.43	100	1.61	70	1.13
2000	6,285	4,833	76.90	1,452	23.10	5,413	86.13	527	8.39	166	2.64	103	1.64	76	1.21

REPRESENTATION OF MINORITIES AND WOMEN IN WHITE COLLAR GRADES 14 & 15

GS & RELATED GRADES	YEAR	TOTAL	MEN		WOMEN		WHITE		BLACK		HISPANIC		ASIAN AMERICAN / PACIFIC ISLANDER		AMERICAN INDIAN / ALASKAN NATIVE	
		#	#	%	#	%	#	%	#	%	#	%	#	%	#	%
14	1995	88,992	69,287	77.86	19,705	22.14	76,906	86.42	5,986	6.73	2,608	2.93	2,690	3.02	802	0.90
	1996	88,908	68,472	77.01	20,436	22.99	76,389	85.92	6,174	6.94	2,742	3.08	2,822	3.17	781	0.88
	1997	89,016	67,669	76.02	21,347	23.98	76,048	85.43	6,284	7.06	2,890	3.25	2,956	3.32	838	0.94
	1998	90,340	67,567	74.79	22,773	25.21	76,545	84.73	6,738	7.46	3,081	3.41	3,095	3.43	881	0.98
	1999	83,589	59,885	71.64	23,704	28.36	69,446	83.08	7,040	8.42	3,038	3.63	3,198	3.83	867	1.04
	2000	85,347	59,914	70.20	25,433	29.80	70,201	82.25	7,642	8.95	3,128	3.67	3,500	4.10	876	1.03
15	1995	50,864	41,329	81.25	9,535	18.75	44,071	86.64	2,566	5.04	1,372	2.70	2,505	4.92	350	0.69
	1996	50,869	40,774	80.15	10,095	19.85	43,818	86.14	2,676	5.26	1,420	2.79	2,593	5.10	362	0.71
	1997	50,596	39,937	78.93	10,659	21.07	43,339	85.66	2,802	5.54	1,478	2.92	2,602	5.14	375	0.74
	1998	51,513	40,124	77.89	11,389	22.11	43,896	85.21	2,974	5.77	1,567	3.04	2,703	5.25	373	0.72
	1999	51,484	39,374	76.48	12,110	23.52	43,603	84.69	3,150	6.12	1,580	3.07	2,793	5.42	358	0.70
	2000	52,322	39,267	75.05	13,055	24.95	44,080	84.25	3,257	6.22	1,698	3.25	2,907	5.56	380	0.73
TOTAL	1995	139,856	110,616	79.09	29,240	20.91	120,977	86.50	8,552	6.11	3,980	2.85	5,195	3.71	1,152	0.82
	1996	139,777	109,246	78.16	30,531	21.84	120,207	86.00	8,850	6.33	4,162	2.98	5,415	3.87	1,143	0.82
	1997	139,612	107,606	77.08	32,006	22.92	119,387	85.51	9,086	6.51	4,368	3.13	5,558	3.98	1,213	0.87
	1998	141,853	107,691	75.92	34,162	24.08	120,441	84.91	9,712	6.85	4,648	3.28	5,798	4.09	1,254	0.88
	1999	135,073	99,259	73.49	35,814	26.51	113,049	83.69	10,190	7.54	4,618	3.42	5,991	4.44	1,225	0.91
	2000	137,669	99,181	72.04	38,488	27.96	114,281	83.01	10,899	7.92	4,826	3.51	6,407	4.65	1,256	0.91

Source: Office of Personnel Management's Central Personnel Data File - Does not include AAFES, TVA, USPS or intelligence gathering agencies.

GAO Comment

The following is GAO's comment on EEOC's attachments to its letter dated March 6, 2001.

The data presented in EEOC's two attachments are virtually identical to the data we present in our report, except for its data on the GS-14 and GS-15 white collar workforces. In our report, we have explained that we excluded GS-14s a feeder group for our comparison to the SES, because GS-14s constituted only 1 percent of appointments to the SES as of the end of fiscal year 1999.

Appendix X: GAO Contact and Staff Acknowledgements

GAO Contact

Carlotta C. Joyner (202) 512-6806

Acknowledgements

In addition to the individual named above, Richard W. Caradine, Mary Y. Martin, Gregory H. Wilmoth, Steven J. Berke, Ellen T. Grady, William Trancucci, Michael R. Volpe, Sylvia L. Shanks, Thomas G. Dowdal, Katharine M. Raheb, and Jena Y. Sinkfield made key contributions to this report.

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