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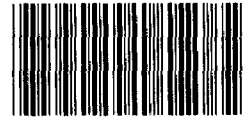
United States
General Accounting Office
Washington, D.C. 20548

General Government Division

B-254002

July 15, 1993

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



149643

Dear Mr. Chairman:

At your request, we have been examining the representation of women and minorities at the Department of Justice's Immigration and Naturalization Service (INS). On May 17, 1993, we sent you a letter with information about the number, occupations, and grades of black employees at INS.¹ You also requested information on the appointment, promotion, and separation of women and minority employees at INS for those occupations that included employees at grade 11 or higher.

APPROACH

We examined data on 59 white-collar occupations at INS. The data came from the Office of Personnel Management's Central Personnel Data File (CPDF). Agencies submit the data that are on file. We did not verify the accuracy of the data. The appointment, promotion, and separation data were for fiscal years 1984, 1986, 1988, 1990, and 1992. Employment data were as of the last month (September) of each of those years.

At least one employee in each of the 59 occupations was at grade 11 or higher. This status was as of September in at least 1 of the 5 years examined. Most occupations (45 of the 59) had employees at grade 11 or higher in all 5 years.

We analyzed CPDF data on employees and on the personnel events--appointments, promotions, and separations--associated with employees in the 59 occupations. The

Information on Black Employment at INS (GAO/GGD-93-44R, May 17, 1993).

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employees were full-time permanent employees in grades 1 through 15. About 89 percent of INS' full-time permanent employees were in the 59 occupations in September 1992.

To analyze the data, we compared the number of women and minority employees with the number of white men similarly employed. We use the term "relative number" to refer to the number of women or minorities there were among a particular category of employees per 1,000 white men in that same category. We selected white men as the benchmark because they historically have predominated in the management levels of the white-collar workforce and because it seemed reasonable to consider how the numbers of women and minorities had changed over time relative to white men. In enclosure V, we provide more information about the analytical technique we used.

To examine data by race and national origin, we combined two categories--Asian American/Pacific Islander and American Indian/Alaskan Native--in order to have large enough numbers to statistically analyze. We refer to the combined category as "other." The equal employment opportunity (EEO) groups which we reviewed were white men and women, black men and women, Hispanic men and women, and other men and women.

In enclosure I, we provide more information about the scope of our work and list the 59 occupations we reviewed. In enclosure VII, we provide the "raw" numbers we used in our analyses.

RESULTS

INS grew considerably in size between 1984 and 1992. The number of employees in the 59 occupations at grades 1 through 15 nearly doubled from September 1984 through September 1992, going from 7,454 employees to 14,340 employees.

The numbers of employees in all EEO groups increased as well from 1984 through 1992. But proportionately speaking, some groups grew more than others. (See enc. II.)

In relative terms, the number of white men grew less than the number in any of the other EEO groups, and as a result, the proportion of white men in the workforce diminished from 59 percent in 1984 to 46 percent in 1992. The percentage of black men in the workforce remained unchanged at 3.5 percent, and the percentage of black women changed very little, going from 5.3 percent to 6.1 percent. White women, Hispanic men and women, and other men and women all experienced more positive changes. (See table V.1.)

When compared to white men, the EEO groups that grew the most between 1984 and 1992 were other men and women. They were followed by Hispanic women, white women, Hispanic men, black women, and lastly, black men. All of these groups increased relative to white men. Although the number of black men and women employed at INS increased relative to white men, they decreased in number relative to white women, Hispanic men and women, and other men and women. (See enc. II.)

To examine data by grade, we grouped the data into three categories of grades: 1-10, 11-12, and 13-15. Relative to white men, all women and Hispanic men made substantial increases at grades 11-12 and 13-15. Black men, however, showed far less of an increase in relative numbers at grades 11-12. Black men and other men showed little progress at grades 13-15. Other men actually decreased in relative number at grades 13-15 between 1984 and 1992. (See enc. III.)

We examined entries and separations over the 5 years and found that Hispanic men entered the workforce in higher relative numbers than those at which they were employed and separated in lower relative numbers. Patterns of entering and separating that might be unduly harmful or especially helpful were not clearly identifiable for white, Hispanic, and other women. Other men separated from the workforce in 4 of the 5 years in higher relative numbers than those at which they were employed, but in 3 of those 4 years they entered the workforce in higher relative numbers than those at which they separated. (See enc. IV.)

In 4 of the 5 years for which we had data, black women entered the workforce at low relative numbers, and in all of the 5 years we considered they separated in low relative numbers as well. Black men, on the other hand, entered the workforce at INS in 4 of the 5 years in high relative numbers, but they also separated in high relative numbers. This suggests that recruitment may have hindered the progress of black women, while retention may have been an impediment to the progress of black men. These findings for black women and men may help explain why their relative proportions in the workforce changed little or not at all between 1984 and 1992, although without data for the odd-numbered years in the period we considered, no firm conclusions can be reached. (See enc. IV.)

CPDF data identifies various types of separations. We found that the percentage of black men that resigned over the 5 years for which we had data was about double the percentage of black men in the INS workforce. We also found that the percentage of black men removed for disciplinary reasons was three times as large as the percentage of black men in the workforce. The percentage of black men discharged during a probation period was about 1-1/2

times higher than the percentage of black men in the workforce. The percentage of black men that transferred to other agencies was roughly the same as the percentage of black men in the workforce. On the other hand, the percentage of black women separating from INS for these reasons was less than the percentage of black women in the 59 occupations we reviewed at INS. More information about separations by EEO group is presented in enclosure VI.

Overall, when compared to white men, white women and minority men and women were promoted in most of the 5 years we considered in relative numbers that were equal to or exceeded the relative numbers at which they were employed. This suggests that gains were made or at least that no ground was lost. However, in some years, all groups except black women and Hispanic women were promoted to grades 13-15 in lower relative numbers than those at which they were employed. The patterns at grades 13-15 were far from clear and consistent, however; and in the absence of additional information, it would be impossible to say whether they represented anything other than chance fluctuations. (See enc. IV.)

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

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

Sincerely yours,

Henry R. Wray
Henry R. Wray
Director, Administration
of Justice Issues

THE SCOPE OF OUR REVIEW

This enclosure explains how we arrived at the 59 occupations we reviewed, defines the data we analyzed, and lists the 59 occupations.

HOW WE SELECTED THE 59 OCCUPATIONS

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

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

To identify occupations, we listed, for each year, all white-collar occupations with one or more full-time permanent employees, and for each occupation, we listed the highest grade at which an employee was present. A total of 64 occupations appeared with employees at grade 11 or higher. The data were as of September of each fiscal year.

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

Nearly all of the occupations we reviewed (57 of 59 occupations) had employees at grade 11 or higher in more than 1 year. Most (45 occupations) had employees at grade 11 or higher in all 5 years. We list the 59 occupations at the end of this enclosure.

DATA DEFINED

We analyzed CPDF data on employees and on the personnel events--appointments, promotions, and separations--associated with employees in the 59 occupations. We combined data for the 59 occupations. The employees were full-time permanent employees in grades 1 through 15. Because of their small number, we excluded

INS' Senior Executive Service employees from our analyses.²

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

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

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

OCCUPATIONS LISTED

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

<u>Series</u>	<u>Title</u>
0018	Safety and occupational health management
0072	Fingerprint identification
0080	Security administration
0132	Intelligence
0201	Personnel management
0212	Personnel staffing
0221	Position-classification
0230	Employee relations

²As of September in the 5 fiscal years, the number of senior executives fluctuated from 24 to 36. The vast majority were white men; their percentage ranged from 88 percent in September 1988 to 69 percent in September 1992. None of these executives were black men or women, Asian women, or Native American men or women.

ENCLOSURE I

ENCLOSURE I

0233	Labor relations
0235	Employee development
0260	Equal employment opportunity
0301	Miscellaneous administration and program
0303	Miscellaneous clerk and assistant
0334	Computer specialist
0340	Program management
0341	Administrative officer
0342	Support services administration
0343	Management and program analysis
0345	Program analysis
0391	Telecommunications
0393	Communication specialist
0501	Financial administration and program
0505	Financial management
0510	Accounting
0560	Budget analysis
0802	Engineering technician
0808	Architecture
0830	Mechanical engineering
0850	Electrical engineering
0855	Electronics engineering
0856	Electronics technician
0905	General attorney
0930	Hearings and appeals
0950	Paralegal specialist
0962	Contact representative
0986	Legal clerical and assistance
1035	Public affairs
1040	Language specialist
1060	Photography
1084	Visual information
1101	General business and industry
1102	Contracting
1170	Realty
1397	Document analysis
1515	Operations research
1530	Statistician
1640	Facility management
1654	Printing management
1667	Steward
1710	Education and vocational training
1712	Training instruction
1801	General inspection, investigation, and compliance
1802	Compliance inspection and support
1811	Criminal investigating
1816	Immigration inspection
1896	Border patrol agent
1910	Quality assurance
2010	Inventory management
2181	Aircraft operation

ENCLOSURE I

ENCLOSURE I

Nine of the 59 occupations we reviewed accounted for about 92 percent of the employees in our review. These nine were border patrol agent; immigration inspection; criminal investigating; compliance inspection and support; miscellaneous clerk and assistant; general inspection, investigation, and compliance; contact representative; general attorney; and miscellaneous administration and program. The border patrol and immigration inspection occupations accounted for 55 percent of the employees in our review.

RELATIVE NUMBERS OF WOMEN AND MINORITIES
IN 59 OCCUPATIONS AT INS FROM FISCAL YEAR 1984 THROUGH 1992

In this enclosure, we show how the relative numbers of white women and minority men and women changed in 59 occupations at INS from fiscal year 1984 through 1992.³ Our purpose was not to discern whether these groups were underrepresented in those occupations at INS compared to their representation in the civilian workforce, but rather to see whether their relative numbers were increasing or decreasing and whether the relative progress made by some groups was greater than that made by others.⁴ We focused on full-time, permanent employees in grades 1 through 15, which covers most INS employees.

INS grew considerably in size between 1984 and 1992. The number of employees at grades 1-15 in the 59 occupations we considered nearly doubled, from 7,454 in 1984 to 14,340 in 1992. The numbers of employees in all of the eight EEO groups we looked at increased, but some of those groups, proportionately speaking, grew more than others.

Because white men have historically predominated in the workforce at INS, we considered how the numbers in the other seven groups changed relative to them. We first calculated how many white women and how many employees in the different categories of minority men and women there were for every 1,000 white men at INS. These relative numbers are given in table II.1. To assess how these relative numbers changed over time, we computed ratios of those numbers by dividing the relative number in 1992 by the relative number in 1984. These ratios are given in table II.1. We also plotted these relative numbers in figure II.1 to provide an aid in understanding the relative magnitude of the changes that occurred over time across the even-numbered years for which we had data.

³As we noted in enclosure I, we selected those occupations that appeared to us to have potential for advancement to supervisory and management levels. All of these positions had at least one employee at grade 11 or higher.

⁴In GGD-93-44R, we compared black employment at INS with black employment in the nation's civilian workforce. Also, in testimony we gave in October 1992 before the Subcommittee on Investigations of the House Committee on Post and Civil Service, we compared women and minority representation in several INS occupations with their representation in similar civilian workforce occupations. See Federal Affirmative Employment: Status of Women and Minority Representation in Federal Law Enforcement Occupations (GAO/T-GGD-93-2, Oct. 1, 1992).

Table II.1: Numbers of White Women and Minority Men and Women per 1,000 White Men in 59 Occupations at INS From Fiscal Year 1984 Through 1992

Fiscal year ^a	EEO group						
	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	176	59	90	290	61	16	8
1986	191	57	94	384	76	20	11
1988	245	62	120	405	92	26	15
1990	279	69	122	447	107	36	21
1992	322	76	134	463	122	42	36
Ratio 1992:1984 ^b	1.83	1.30	1.49	1.60	2.02	2.66	4.55

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

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

Source: CPDF data.

Figure II.1: Numbers of White Women and Minority Men and Women per 1,000 White Men in 59 Occupations at INS From Fiscal Year 1984 Through 1992

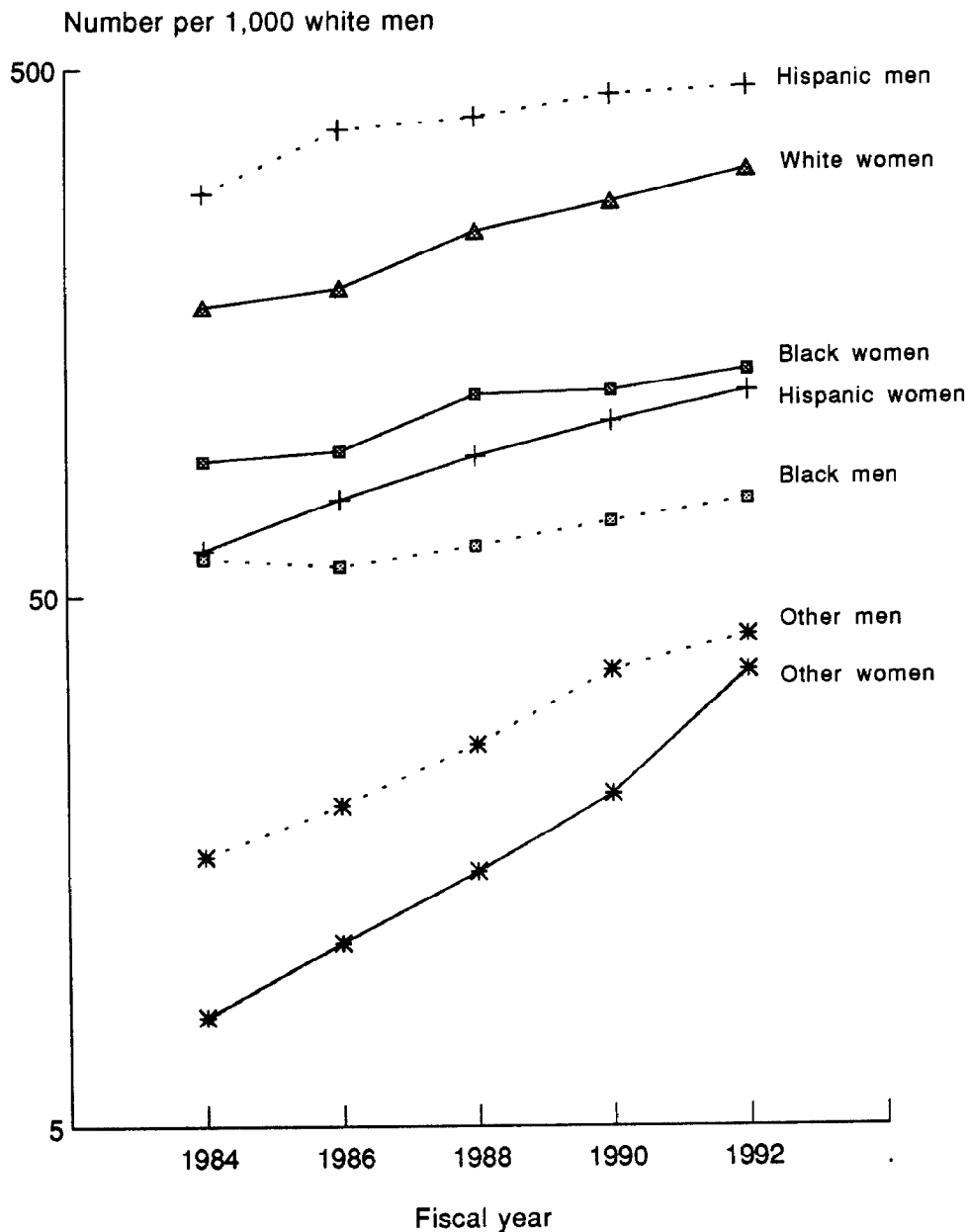


Table II.1 and figure II.1 indicate that the numbers of white women and minority men and women at grades 1 to 15 at INS, relative to the numbers of white men, increased from 1984 through 1992.⁵ The relative number of white women (i.e., the number of white women relative to white men) increased by a factor of 1.83, or by 83 percent, from 176 per 1,000 white men to 322 per 1,000 white men.⁶ Among the various groups of minority men and women, other men and women (i.e., Asian American/Pacific Islander and American Indian/Alaskan Native men and women) showed the most sizable increases in relative number, while black men and women increased the least in their relative number. The relative numbers of other men and women increased by factors of 2.66 and 4.55, respectively. The relative numbers of Hispanic men and women increased by factors of 1.60 and 2.02, respectively, and the relative numbers of black men and women increased by factors of 1.30 and 1.49, respectively.

The larger increases in these relative numbers for some groups implies that while all EEO groups were employed in increasing numbers relative to white men, some groups were decreasing in number relative to others. Within the various minority categories, women increased in number relative to men. The fact that the gain in the number of black men relative to white men was less than the gain for all other EEO groups implies that black men decreased in number relative to each of the other groups. That is, while the number of black men per 1,000 white men increased by a factor of 1.30, the number of black men relative to black women decreased by a factor of $1.30/1.49 = .87$. The number of black men relative to Hispanic and other men decreased by factors of $1.30/1.60 = .81$ and $1.30/2.66 = .49$, respectively.

⁵Graphically, results from loglinear analyses are depicted using a multiplicative scale. On a multiplicative scale, distances between two sets of points are equal when their ratios are equal. Thus, a change from 10 per 1,000 to 20 per 1,000 will appear similar in size to a change from 100 per 1,000 to 200 per 1,000. Both involve a doubling, or an increase in magnitude, by a factor of two.

⁶The change over time in relative numbers is obtained by dividing the relative number for 1992 by the relative number for 1984. From table II.1, the change in relative numbers of white women is calculated as $322/176 = 1.83$, which is interpreted to be an 83-percent change. Changes in the relative numbers of the various groups of minority men and women were similarly computed. We provide additional details on how we calculated relative numbers and our rationale for using them in enclosure V.

The reason, then, that black men remained at 3.5 percent of the INS workforce (see tab. V.1) in grades 1 through 15 in these 59 occupations from 1984 through 1992 was that, while they increased in number relative to white men, they decreased in number relative to white women and to all other groups of minority men and women. Similarly, the slight increase in the proportion of black women in the workforce at INS (from 5.3 percent of the workforce to 6.1 percent of the workforce), occurred not because they didn't increase in number relative to white men, but because they decreased in number relative to every other group except for black men. The number of black women for every 1,000 white men increased from 90 to 134 over this period (a gain of 49 percent), but the number of black women relative to white women and to other minority men and women declined.

RELATIVE NUMBERS OF WOMEN AND MINORITIES BY GRADE
IN 59 OCCUPATIONS AT INS FROM FISCAL YEAR 1984 THROUGH 1992

OVERVIEW

In addition to looking at changes in the relative numbers of white women and minority men and women in these 59 occupations at INS as a whole, we also considered how these EEO groups were distributed across various grade levels in those occupations and whether increases in relative numbers occurred at higher grades as well as lower grades.

The tables and figures in this enclosure show that progress was made by most groups at all grade levels, with the exception that the very small number of other men at grades 13-15 fluctuated up and down from fiscal year 1984 through 1992 and that their relative number at those grades actually diminished. Apart from them, only black men failed to make substantial progress in increasing their representation at the higher grade levels.

White Women

Table III.1 and figure III.1 show that in 1984 the relative number of white women was greater at grades 1-10 (233 per 1,000 white men) than it was at grades 11-12 (139 per 1,000); it was also greater at grades 11-12 than at grades 13-15 (101 per 1,000). The increase in the relative number of white women over this 8-year period was greater at grades 13-15 than at the other two grade levels. At grades 13-15, their relative number increased by a factor of 2.37, from 101 per 1,000 white men in 1984 to 239 per 1,000 white men in 1992. At the other two grade levels, their relative number increased by a factor of roughly 1.8, or 80 percent.

As figure III.1 shows clearly, by 1992 there was little difference in the relative numbers of white women at grades 11-12 (256 per 1,000) and grades 13-15 (239 per 1,000). But white women remained less well represented in 1992 at those grade levels than at grades 1-10, where 423 white women were employed for every 1,000 white men.

Table III.1: Numbers of White Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992

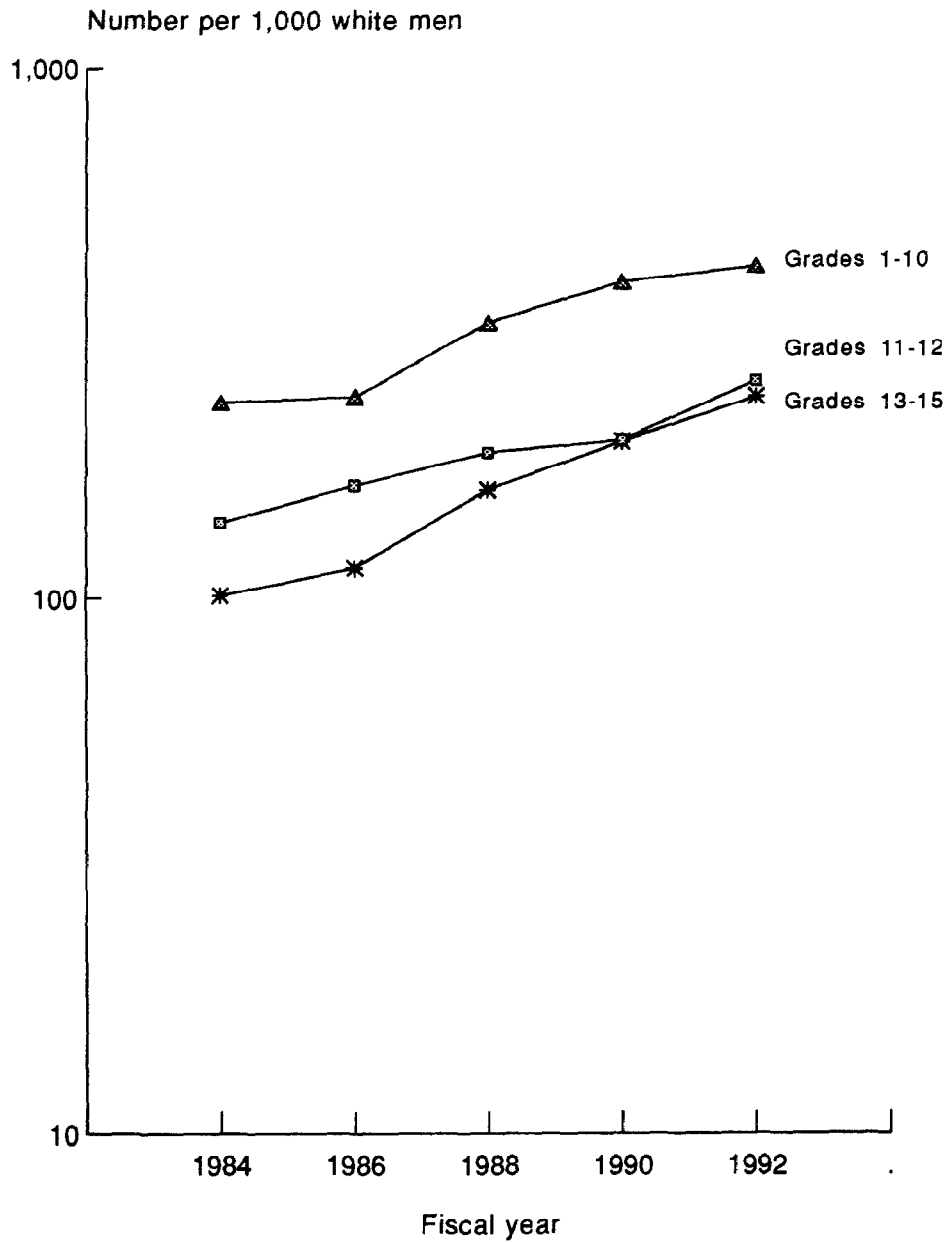
Fiscal year ^a	Grades 1-10	Grades 11-12	Grades 13-15
1984	233	139	101
1986	239	163	114
1988	330	188	160
1990	394	198	197
1992	423	256	239
Ratio: 1992:1984 ^b	1.81	1.84	2.37

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

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

Source: CPDF data.

Figure III.1: Numbers of White Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992



Black Men and Women

Table III.2 and figure III.2 show changes in the relative numbers of black men and women over this period at these three grade levels (i.e., grades 1-10, 11-13, and 13-15). At grades 1-10, in which black women substantially outnumbered black men, both black men and women increased slightly in relative number over the 8-year period (by factors of 1.25 and 1.38, respectively), in spite of both groups having actually declined somewhat in number relative to white men between 1984 and 1986.

Table III.2: Numbers of Black Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992

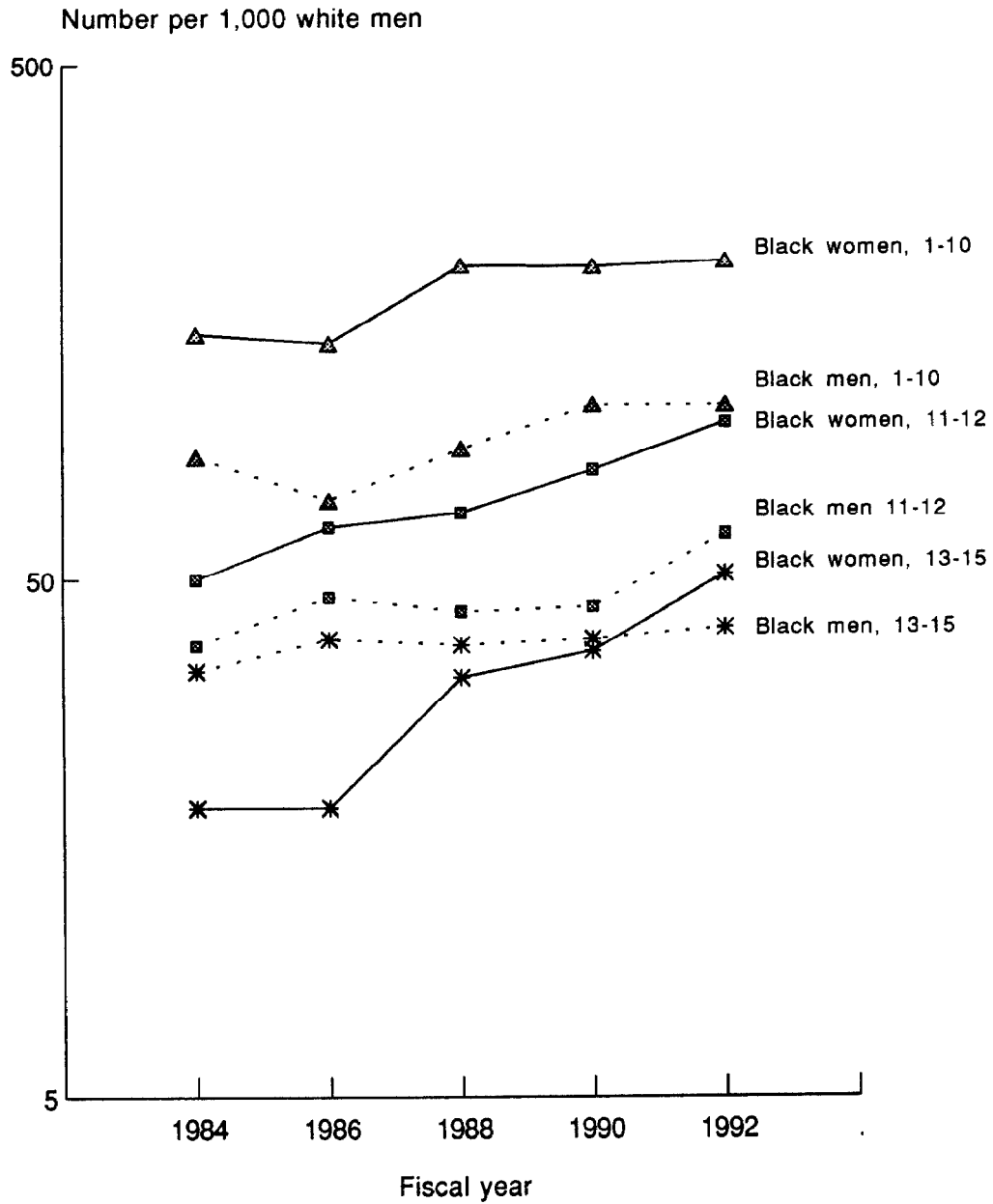
Fiscal year ^a	Black men			Black women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	86	37	33	149	50	18
1986	71	46	38	143	63	18
1988	89	43	37	202	67	32
1990	108	44	38	201	81	36
1992	108	61	40	206	100	51
Ratio: 1992:1984	1.25	1.65	1.23	1.38	2.02	2.86

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

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

Source: CPDF data.

Figure III.2: Numbers of Black Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992



At grades 11-12, both black men and women showed greater increases in relative numbers than at grades 1-10. At these grades, too, black women outnumber black men, and that disparity in numbers increased as a result of the greater increase in relative number experienced by black women over the period. Between 1984 and 1992, the relative number of black men at grades 11-12 increased by 65 percent (from 37 per 1,000 white men to 61 per 1,000), and the relative number of black women doubled (from 50 to 100 per 1,000 white men). While the relative number of black women at those two grades rose steadily over the period, virtually all of the increase in the relative number of black men occurred between 1990 and 1992.

At grades 13-15, the relative number of black men increased only slightly, while the relative number of black women nearly tripled. While the relative number of black men at grades 13-15 was considerably greater than the relative number of black women in 1984 (33 per 1,000 white men compared with 18 per 1,000 white men), the greater increase in relative number for black women compared to black men resulted in the former outnumbering the latter in 1992, when there were 51 black women, but 40 black men, for every 1,000 white men at those grades.

The relative numbers given in table III.2 and plotted in figure III.2 also indicate that in spite of the marked increase in the relative numbers of black women at the two upper grade levels and the lesser progress made by black men, both groups remained in 1992 less well-represented at upper grades than at lower grades. In 1992 there were 108 black men and 206 black women per 1,000 white men at grades 1-10, 61 black men and 100 black women per 1,000 white men at grades 11-12, and 40 black men and 51 black women per 1,000 white men at grades 13-15.

Hispanic Men and Women

Table III.3 and figure III.3 indicate that the relative number of Hispanic women increased steadily over this period at all grade levels, as did the relative numbers of Hispanic men, except at grades 1-10.

Table III.3: Numbers of Hispanic Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992

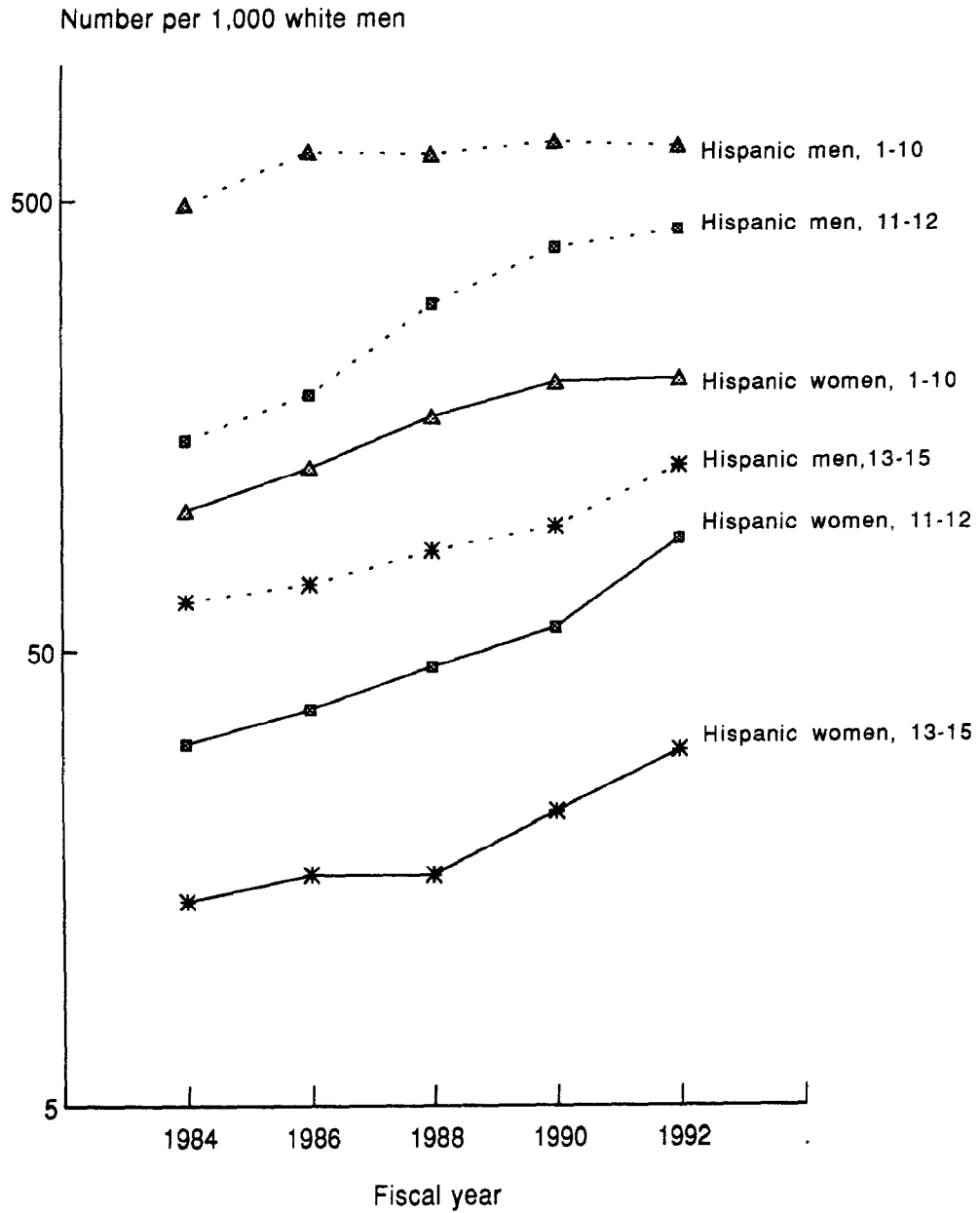
Fiscal year ^a	Hispanic men			Hispanic women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	488	146	64	102	31	14
1986	641	184	70	127	37	16
1988	634	294	83	164	46	16
1990	674	391	94	196	56	22
1992	658	428	128	199	88	30
Ratio: 1992:1984 ^b	1.35	2.93	2.01	1.95	2.86	2.17

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

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

Source: CPDF data.

Figure III.3: Numbers of Hispanic Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992



At grades 1-10, Hispanic men increased in relative number only slightly (i.e., by a factor of 1.35) between 1984 and 1992, and most of that increase occurred between 1984 and 1986. Hispanic women nearly doubled in relative number between 1984 and 1990 but have shown little change since.

At grades 11-12, the relative numbers of Hispanic men and women nearly tripled over the 8-year period, with both groups increasing in relative size fairly steadily. At grades 13-15, both groups roughly doubled in relative number between 1984 and 1990.

In spite of these increases in relative numbers being somewhat greater at higher grade levels than at grades 1-10, both Hispanic men and women remained, in 1992 as in 1984, represented in far greater numbers at lower grades than at higher grades. Moreover, in all of the years we considered, Hispanic men made up a more sizable segment of the INS workforce than did Hispanic women.

Other Men and Women

Table III.4 and figure III.4 show that at grades 1-10 and at grades 11-12, other men and women increased substantially in number relative to white men (i.e., by factors ranging from 2.5 to 5.5).

Table III.4: Numbers of Other Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992

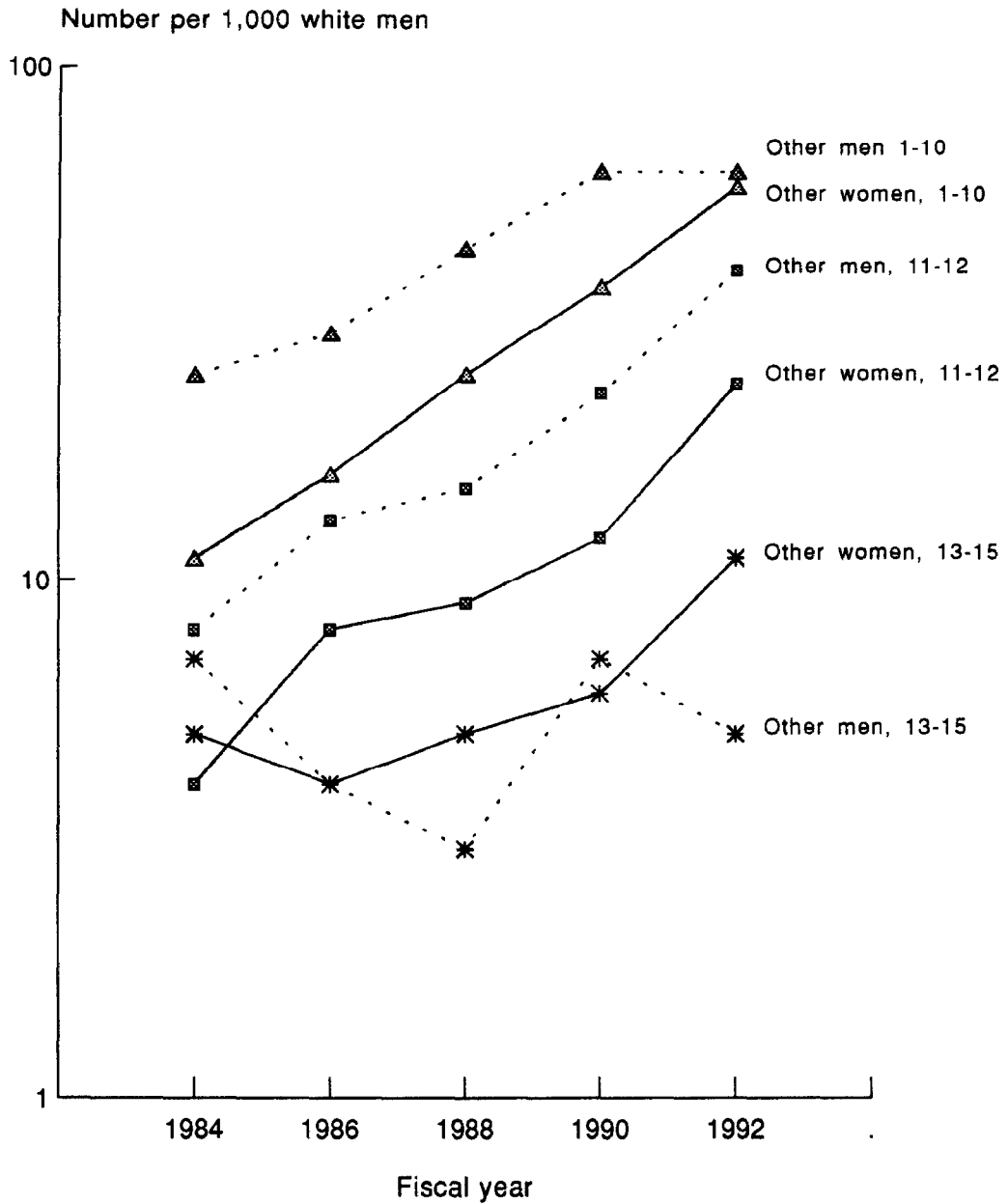
Fiscal year ^a	Other men			Other women		
	Grades 1-10	Grades 11-12	Grades 13-15	Grades 1-10	Grades 11-12	Grades 13-15
1984	25	8	7	11	4	5
1986	30	13	4	16	8	4
1988	44	15	3	25	9	5
1990	62	23	7	37	12	6
1992	62	40	5	58	24	11
Ratio: 1992:1984 ^b	2.46	4.94	.66	5.09	5.53	2.09

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

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

Source: CPDF data.

Figure III.4: Numbers of Other Men and Women per 1,000 White Men at Various Grade Levels in 59 Occupations at INS From Fiscal Year 1984 Through 1992



The relative number of other women at grades 13-15 also doubled over this 8-year period, while the relative number of other men at grades 13-15 diminished between 1984 and 1988, increased between 1988 and 1990, and then decreased again from 1990 to 1992. This erratic pattern in the relative number of other men at grade 13-15 is produced by changes in very small numbers of other men at those grades over these years. There were five other men at grades 13-15 in 1984, three in 1986 and 1988, nine in 1990, and six in 1992.

In all of the years for which we had data, other men and women were represented in much higher relative numbers at grades 1-10 than at upper grade levels. Moreover, although the relative numbers of other men and women at grades 11-12 did not differ appreciably from the relative numbers at grades 13-15 in 1984, by 1992 a considerable difference arose, with both groups being represented in much smaller numbers at grades 13-15.

RELATIVE NUMBERS OF WOMEN AND MINORITIES ENTERING
SEPARATING, AND BEING PROMOTED IN 59 OCCUPATIONS AT INS
FROM FISCAL YEAR 1984 THROUGH 1992

We also considered the involvement of these different EEO groups in certain critical personnel events that affect the composition of the workforce and the distribution of these groups across the various grades of the workforce. We looked at the relative numbers of each group that entered the INS workforce between 1984 and 1992, at the relative numbers that separated from that workforce in the same years, and at the relative numbers that were promoted.⁷ Employees entering the workforce at INS included those who were appointed and those who were converted. Separations included both voluntary and involuntary separations. Promotions included both competitive and noncompetitive promotions.

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

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

⁷In enclosure I, we explained how we defined entries, promotions, and separations for the purposes of this study.

ENTRIES AND SEPARATIONS

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

Table IV.1: Numbers of White Women and Minority Men and Women per 1,000 White Men that Entered, Were Employed in, and Separated From 59 Occupations INS From Fiscal Year 1984 Through 1992

EEO Group	Fiscal year	Entered	Employed	Separated
White women	1984	177	176	179
	1986	147	191	174
	1988	202	245	250
	1990	476	279	342
	1992	338	322	289
Black men	1984	107	59	67
	1986	87	57	69
	1988	92	62	139
	1990	176	69	101
	1992	62	76	65
Black women	1984	77	90	53
	1986	39	94	57
	1988	56	120	111
	1990	122	122	98
	1992	44	134	82
Hispanic men	1984	676	290	233
	1986	524	384	298
	1988	440	405	283
	1990	447	447	261
	1992	489	463	361
Hispanic women	1984	99	61	50
	1986	50	76	57
	1988	49	92	124
	1990	128	107	78
	1992	48	122	102
Other men	1984	28	16	22
	1986	20	20	12
	1988	40	26	30
	1990	104	36	64
	1992	36	42	54
Other women	1984	15	8	8
	1986	7	11	14
	1988	16	15	18
	1990	56	21	20
	1992	34	36	31

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

Source: CPDF data.

The employment numbers show, as we noted when we discussed table II.1 and figure II.1, that the relative numbers in each of these EEO groups employed at INS have steadily increased over time, for some groups more than others. There appears to be no similar pattern with respect to the relative numbers in these different EEO groups entering or separating from INS. The relative number of Hispanic men entering the workforce was highest in 1984, when 676 Hispanic men entered the workforce at INS for every 1,000 white men who entered, while the relative numbers of all other EEO groups entering the workforce were highest in 1990. The relative numbers separating have in general gone up over time, although this finding is hardly surprising because, as relative numbers employed increase, we would expect relative numbers separating to increase with them.

Shaded areas in table IV.1 indicate where the relative numbers entering the workforce at INS were less than the relative numbers employed or where the relative numbers separating from the workforce at INS were greater than the relative numbers employed. They highlight instances in which positive changes in the representation levels could not be discerned. Many of the differences in relative numbers are slight and probably not deleterious (e.g., there were 176 white women employed at INS for every 1,000 white men in 1984, while there were 179 separating from INS for every 1,000 white men separating), but the following findings seem noteworthy.

White Women

White women entered the INS workforce in 3 of the 5 years we examined in lower relative numbers than they were employed, although only in 1986 was the former markedly lower than the latter. They also separated from that workforce in greater relative numbers than they were employed in 3 of the 5 years, although only in 1990 did the relative number separating substantially exceed the relative number employed. In that year, the relative number entering the workforce greatly exceeded the relative number separating.

Black Men and Women

Black men and black women, who we mentioned earlier showed less of an increase in representation levels than the other groups, differed from one another in terms of their rates of entering and exiting the workforce at INS. Black men entered the workforce at INS in greater relative numbers than those at which they were employed in 4 out of 5 years, but they also separated from that workforce in higher relative numbers than those at which they were employed in 4 of the 5 years. Black women, by contrast, separated in all years in lower relative numbers than those at

which they were employed, but they also entered the workforce in 4 of the 5 years in lower relative numbers than those at which they were employed.

Hispanic Men and Women

Hispanic men in every year entered INS in higher relative numbers than those at which they were employed and separated in lower relative numbers. Hispanic women, by contrast, entered in higher relative numbers than those at which they were employed in 2 years, in lower relative numbers than those at which they were employed in 2 other years, and in 1 year in roughly the same relative number as the number at which they were employed. Only in 1 year did Hispanic women separate in higher relative numbers than those at which they were employed.

Other Men and Women

Few sizable differences of the sort that would be harmful to their representation levels existed between the relative numbers of other women entering and separating from INS and the relative number employed in the 5 different years. Other men separated from the workforce in 4 of the 5 years in higher relative numbers than those at which they were employed, but in 3 of those 4 years they entered the workforce in higher relative numbers than those at which they separated.

PROMOTIONS

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

Table IV.2 shows that when all grades are considered together, only in 1988 is there evidence that any of these groups were promoted in lower relative numbers than those at which they were employed, and two of the four lower relative promotion numbers are only slightly lower.

Tables IV.2: Numbers of White Women and Minority Men and Women per 1,000 White Men Employed in and Promoted in 59 Occupations at INS From Fiscal Year 1984 Through 1992 Across All Grades and at Various Grade Levels

EEO group	Year	All grades		Grades 1-10		Grades 11-12		Grades 13-15	
		Employed	Promoted	Employed	Promoted	Employed	Promoted	Employed	Promoted
White women	1984	176	317	233	452	139	263	101	93
	1986	191	263	239	282	163	252	114	159
	1988	245	218	330	465	188	28	160	146
	1990	279	401	394	402	198	395	197	407
	1992	322	602	423	740	256	452	239	532
Black men	1984	59	82	86	114	37	69	33	31
	1986	57	90	71	101	46	72	38	49
	1988	62	57	89	118	43	28	37	32
	1990	69	114	108	131	44	91	38	60
	1992	76	123	108	167	61	93	40	24
Black women	1984	90	149	149	256	50	73	18	31
	1986	94	162	143	185	63	158	18	24
	1988	120	103	202	266	67	44	32	35
	1990	122	178	201	201	81	148	36	93
	1992	134	231	206	320	100	163	51	65
Hispanic men	1984	290	403	488	711	146	183	64	62
	1986	384	758	641	1004	184	245	70	61
	1988	405	457	634	734	294	391	83	114
	1990	447	569	674	707	391	358	94	153
	1992	463	503	658	531	428	532	129	242
Hispanic women	1984	61	111	102	202	31	42	14	19
	1986	76	149	127	185	37	65	16	61
	1988	92	89	164	210	46	27	16	22
	1990	107	164	196	202	56	114	22	27
	1992	122	211	199	263	88	187	30	48
Other men	1984	16	25	25	39	8	17	7	6
	1986	20	36	30	46	13	22	4	0
	1988	26	30	44	60	15	20	3	7
	1990	36	63	62	71	23	60	7	20
	1992	42	89	62	118	40	75	5	0
Other women	1984	8	29	11	41	4	21	5	12
	1986	11	11	16	13	8	7	4	0
	1988	15	17	25	48	9	2	5	3
	1990	21	36	37	35	12	51	6	0
	1992	36	63	58	95	24	30	11	40

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

Source: CPDF data.

It is not entirely clear to us why we find, when we consider all grades together, evidence in 1988 but in none of the other years that a number of the groups we considered were underrepresented among employees that were promoted. We did learn, however, from an INS EEO report and an INS official that in fiscal year 1988 the criminal investigating occupation was reclassified, upgrading the journeyman level from grade 11 to grade 12. As a result, grade 11 employees at that time were automatically promoted to grade 12. There was also a ripple effect upward; for example, supervisors at grade 12 were promoted to grade 13.

In the absence of additional information we do not know whether, or to what extent, this reclassification was responsible for the low relative numbers of some of these EEO groups that were promoted overall in 1988. When we looked further at promotions by grade level, our findings were as follows:

- At grades 1-10, only Hispanic men in 1992 were promoted in relative numbers that were considerably lower than those at which they were employed.
- The relative numbers promoted to grades 11-12 in 1988 were lower, and often considerably lower, than the relative numbers employed in those grades, for all groups except Hispanic and other men. In all of the other years for which we had data, the relative numbers promoted to those grades were roughly equal to or greater than the relative number employed at those grades.
- At grades 13-15, only black and Hispanic women were promoted in every year in relative numbers that were as high or higher than the relative numbers at which they were employed. White women and Hispanic men were promoted to grades 13-15 in lower relative numbers than those at which they were employed in 2 of the 5 years, and black men and other men and women were promoted to grades 13-15 in lower relative numbers than those at which they were employed in 3 of the 5.

COMPUTING REPRESENTATION LEVELS USING RELATIVE NUMBERS:
THE RATIONALE FOR USING RATIOS RATHER THAN PERCENTAGES

The purpose of this enclosure is to provide an understanding of our rationale for using ratio-based techniques to analyze the INS workforce data.⁸ Results from these techniques, which rely on ratios to indicate the relative number of employees in various EEO groups, are interpreted differently from results based on percentage differences. The following discussion illustrates the differences between the two techniques and describes the advantages provided by ratio-based methods to discerning change or difference when groups vary greatly in size.

The conventional method for determining the relative representation of EEO groups in an agency's workforce would involve dividing the number of employees in a particular EEO group by the total number of employees in the workforce. The result would indicate the percentage that each group represented of the total workforce. Table V.1 shows the percentages of the INS workforce in the various EEO groups we considered in the even-numbered years from fiscal year 1984 through 1992. The table shows that the percentage of white men at INS declined between 1984 and 1992 from roughly 59 percent of key job employees to 45.5 percent. The percentages of white women and Hispanic men, who are the most sizable EEO groups at INS other than white men, both increased by roughly 4 percent, while the percentages of Hispanic women and other men and women increased by 2 percent and 1 percent, respectively. The percentage of black women at INS changed slightly less than 1 percent, while the percentage of black men over this 8-year period showed no change at all.

⁸We introduced this approach in a previous report, Affirmative Employment: Assessing Progress of EEO Groups in Key Federal Jobs Can Be Improved (GAO/GGD-93-65, Mar. 8, 1993). This appendix reiterates the essential points made in appendix IV of that report, using data from INS rather than the full federal key job workforce, which we focused on in that report.

Table V.1: Percentages of the Workforce in 59 Occupations at INS in Various EEO Groups From Fiscal Year 1984 Through 1992

Fiscal year ^a	EEO Group							
	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	58.8	10.4	3.5	5.3	17.1	3.6	0.9	0.5
1986	54.6	10.4	3.1	5.1	20.9	4.2	1.1	0.6
1988	50.9	12.5	3.2	6.1	20.6	4.7	1.3	0.8
1990	48.0	13.4	3.3	5.8	21.5	5.2	1.8	1.0
1992	45.5	14.7	3.5	6.1	21.1	5.6	1.9	1.6
Change 1984-1992	-13.3	+4.3	0.0	+0.8	+4.0	+2.0	+1.0	+1.1

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

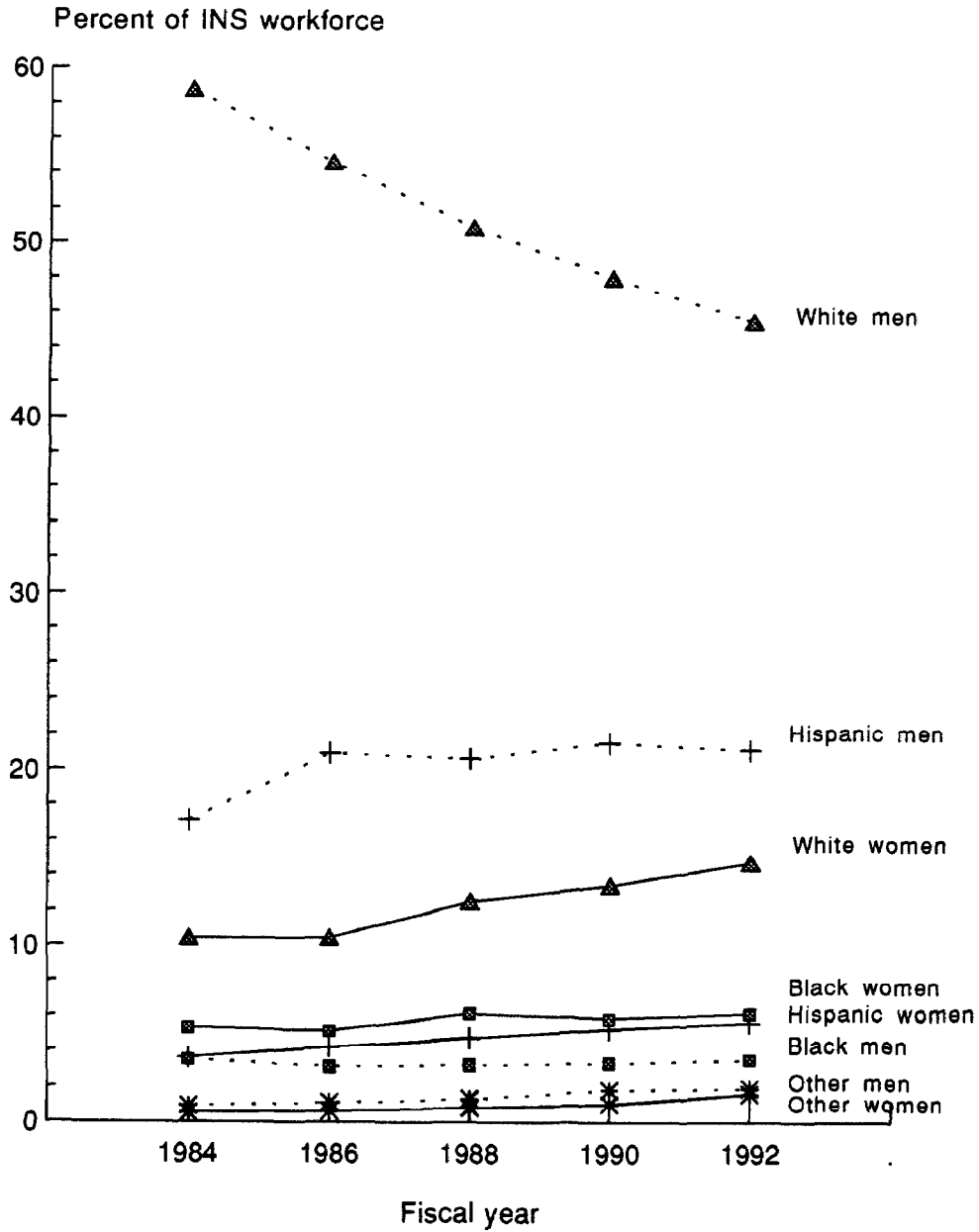
Source: CPDF data.

Although there is nothing technically erroneous in these results, this type of presentation has two disadvantages. First, the modest increases in the percentages of white women and Hispanic men and the slighter increases in the percentages in the other EEO groups do not convey directly how little or how much these groups have gained relative to white men, whose percentage in the workforce declined over time. Second, the absolute differences in these percentages, which reflect change over time, are constrained in the following two ways: (1) the percentages are bounded in that they cannot be smaller than 0 or greater than 100 and (2) changes that are proportionately the same will appear different in large groups as opposed to small ones. Groups that comprise a small percentage of the population will appear to change less over time than groups that undergo a similar change but comprise a larger percentage of the population.⁹

Figure V.1, which graphically depicts the data in table V.1, illustrates the situation when group sizes are very different.

⁹Statisticians refer to the general problem involved in using such percentage differences to convey the magnitude of the change over time as "marginal dependence."

Figure V.1: Percentages of the Workforce at INS in Various EEO Groups From Fiscal Year 1984 Through 1992



On the basis of figure V.1, we would conclude that the 1984 to 1992 increase in the percentages of white women and Hispanic men at INS, while small, nonetheless exceeded the even smaller increases in the percentages of minority men and women. Such a conclusion, which considers only a single EEO group's change over time, is technically correct. However, the ratio-based approach enables us to not only compare change over time but concomitantly to assess change in one group relative to change in another group. With this approach, our conclusion concerning which group made the greatest gains between 1984 and 1992 would be quite different.

To use a ratio-based approach, the following steps were carried out. Using the data in table VII.1, we divided the total numbers of white women and minority men and women employed at INS in each year by the number of white men similarly employed in each year. In 1984, the ratio of white women to white men was $773/4,386 = .176$, while in 1986, 1988, 1990, and 1992 the corresponding ratios of white women to white men were $885/4,623 = .191$, $1,271/5,186 = .245$, $1,632/5,843 = .279$, and $2,105/6,530 = .322$, respectively.¹⁰ The ratios of the other EEO groups to white men were similarly calculated, and then we divided the 1992 ratios by the 1984 ratios to determine the relative magnitude of change for each group over the period we considered. Thus, the change in the relative number of white women was $.322/.176 = 1.83$; in the relative number of black men and women it was $.076/.059 = 1.30$ and $.134/.090 = 1.49$, respectively; in the relative number of Hispanic men and women it was $.463/.290 = 1.60$ and $.122/.061 = 2.02$, respectively; and in the relative number of other men and women it was $.042/.016 = 2.66$ and $.036/.008 = 4.55$, respectively.¹¹ These calculations enabled us to examine change over time relative to white men.

As opposed to the conclusion based on percentages that the

¹⁰Multiplying these numbers by 1,000 enabled us to make the following interpretation: In 1984, 176 white women were employed at INS for every 1,000 white men employed, in 1986 191 white women per 1,000 white were men employed at INS, and so on. We think these relative numbers are somewhat easier to understand than the ratios which give rise to them. It should be recognized, however, that these relative numbers do not imply that there were at least 1,000 white men, or more than 1,000 white men, in all of the categories of employees we consider.

¹¹We calculated these ratios without having rounded the relative numbers. As a result, slight discrepancies might exist between the ratios we report in the table and text and those that could be calculated from the rounded numbers.

representation level of white women and Hispanic men increased more than that of the other categories of minority men and women, the conclusion from the ratio-based calculations is that relative to white men, the representation levels of Hispanic women and other men and women increased more than that of white women and Hispanic men. The greater the difference between the sizes of groups being compared (for example, Hispanic men and women), the greater the difference between estimates of change derived from percentage differences as opposed to ratios.

In figure II.1, we presented, on a multiplicative scale, the findings we obtained when ratios or relative numbers are calculated from the data.¹² Figure II.1 depicts visually the same pattern we described mathematically above.

Adopting a ratio-based approach for making comparisons does not require altogether abandoning the use of percentages, with which most analysts are more familiar. The same results we report using relative numbers and their ratios can be obtained by computing the ratios of percentages rather than computing the percentage differences. Calculating the ratio of percentages using the data in table III.1, for example, reveals increases in the percentages of white women and Hispanic men and women by factors of 1.41 (i.e., $14.7/10.4$), 1.23 (i.e., $21.1/17.1$), and 1.56 (i.e., $5.6/3.6$), respectively and a decrease in the percentage of white men by a factor of 0.77 (i.e., $45.5/58.8$). Taking the ratios of white women and minority men and women to that of white men, we find, as we did in our earlier calculation, that relative to white men, the percentages of white women and minority men and women increased by factors of 1.83 (i.e., $1.41/0.77$), 1.60 (i.e., $1.23/0.77$), and 2.03 (i.e., $1.56/0.77$), respectively.

Because the results we achieved by using percentages differ from those using relative numbers only as a result of rounding error,

¹²There are two primary differences between the additive scale in figure V.1 and the multiplicative scale in figure II.1. First, while the additive scale has a fixed zero point at its base, the multiplicative scale does not. The second primary difference is that while distances between two pairs of points on the additive scale are equal when the additive differences between them are equal (e.g., $80 - 60 = 40 - 20 = 20$), the distances between two sets of points on the multiplicative scale are equal when the multiplicative differences or ratios between them are equal (e.g., $400/200 = 200/100 = 2$). On a multiplicative scale, a change from 10 per 1,000 to 20 per 1,000 will appear similar in size to a change from 100 per 1,000 to 200 per 1,000. Both involve a doubling, or an increase in magnitude by a factor of 2.

it makes little difference, mathematically speaking, whether we take one approach or the other. Taking ratios of relative numbers is somewhat more efficient, however, because raw numbers need not be converted to percentages before they are compared. Moreover, the plotting of relative numbers to convey changes graphically does, it seems to us, provide a clearer understanding of how the representation levels of certain groups have changed in relation to other groups.

Finally, we also note that it makes little difference from a mathematical standpoint whether we choose white men, as opposed to some other group, as the benchmark against which other groups are compared. Statistically speaking that choice is completely arbitrary, and as such the group that is chosen as the benchmark should be based on substantive rather than statistical considerations. We chose white men as the benchmark because they have historically predominated in the 59-occupation workforce at INS.

SEPARATIONS FROM EMPLOYMENT IN 59 OCCUPATIONS
AT INS FROM FISCAL YEAR 1984 THROUGH 1992

As noted earlier, we analyzed data on CPDF codes relating to employees who separated from INS. At the time they left INS, these employees were in 1 of the 59 occupations we reviewed. This enclosure provides racial, national origin, and gender information about those employees. It also provides the same information about employees who received suspensions, which may cause some to later separate from INS.

For each separation code, we added all separations that occurred during fiscal years 1984, 1986, 1988, 1990, and 1992.¹³ We then counted how many separations occurred by EEO group and computed each group's percentage. For example, 660 employees retired voluntarily over the 5 years and 450, or 68.2 percent, were white men. We computed EEO group percentages for separation codes with more than 100 separations. Table VI.1 shows those codes by title and provides the percentages for each EEO group. It also shows, as a point of comparison, each EEO group's percentage of the 59-occupation workforce over the 5 years. All of these percentages are not relative to white men as they are in other parts of this correspondence.

¹³When adding up the separations, we did not count 33 of them. We did not use these separations either because (1) the race/national origin/gender of the persons separating were not identified; (2) the separating employees were Senior Executive Service members, who were not part of this review; or for one separation, (3) the grade of the separating employee was missing from the data.

Table VI.1: Separations from Employment in 59 Occupations at INS From Fiscal Year 1984 Through 1992

Separation	Number of separations	Percentage of -							
		White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
Retirement - voluntary	660	68.18%	12.88%	2.27%	3.64%	8.48%	2.58%	1.21%	0.75%
Resignation	1,511	51.42	14.43	6.02	5.16	13.90	5.56	2.38	1.13
Removal	119	40.34	5.88	10.08	5.04	34.45	4.20	0	0
Termination appointment in agency	562	45.73	18.33	3.56	4.45	20.46	4.80	1.96	0.71
Discharge during probation/trial period	249	53.97	4.60	5.44	1.67	27.20	3.77	2.51	0.84
Group's percent of 59-occupation workforce*		50.49	12.67	3.31	5.78	20.49	4.80	1.47	0.99

*We used data from table VII.1 to compute the workforce percentages. We added the number of employees in each EEO group during the 5 fiscal years and then divided by the sum of all employees over those years.

Source: CPDF data.

Voluntary Retirement

As table VI.1 shows, the percentages of white men and women among employees who retired on a voluntary basis were higher or slightly higher than the percentages of white men and women in the workforce. This was not the case for black, Hispanic, and other employees. We do not know what percentage of each EEO group was eligible to retire; it may have been that more white men and women were eligible to retire than black, Hispanic, and other employees.

Resignation

The Federal Personnel Manual defines resignation as a separation action initiated by the employee to leave an agency. As table VI.1 shows, the percentages of black women and Hispanic men among employees who resigned were lower than the percentages of black women and Hispanic men in the workforce. The percentages of employees who resigned who were white men and women, black men, Hispanic women, and other men and women were higher than the percentages of those EEO groups in the workforce. The percentage of employees who resigned who were black men was nearly twice (1.8 times) the percentage of black men in the workforce. The percentage of other men among those who resigned was 1.6 times as large as the percentage of other men in the workforce.

Removal

The Federal Personnel Manual defines removal as a disciplinary separation action, other than for inefficiency or unacceptable performance, initiated by the agency, OPM, or the Merit Systems Protection Board when the employee is at fault. As table VI.1 shows, the percentages of black and Hispanic men among employees who were removed were greater than the percentages of black and Hispanic men in the workforce. About 10 percent of the employees who were removed were black men, which was about 3 times the percentage of black men employed. About 34 percent of the employees who were removed were Hispanic men, which was about 1.7 times the percentage of Hispanic men in the workforce.

Termination-Appointment in Agency

The Federal Personnel Manual defines termination of an agency appointment as a separation action to move an employee from one agency to another. The manual says a termination action is initiated by the agency when the employee is not at fault.

Table VI.1 shows that the percentages of employees who transferred to other agencies who were white women and black and other men were larger than the percentages of those EEO groups in the workforce. The percentage of white women among employees who transferred was about 1.5 times higher than the percentage of white women among employees in the workforce; the percentage of other men was about 1.3 times higher; and the percentage of black men was about 1.1 times higher.

Discharge During Probation/Trial Period

The Federal Personnel Manual defines a discharge during probation or trial period as an agency-initiated action to take an employee off its rolls when the employee is serving an initial appointment probation or is serving on a trial period required by civil service or agency regulations. The discharge, the manual says, can be for preappointment conditions or for postappointment work performance and/or misconduct or delinquency.

We do not know the number of employees in the various EEO groups who were in the probation or trial periods during the 5 years for which we had data. However, we can make certain observations about the race/gender/national origin of those who were discharged in comparison to their presence in the workforce as a whole. As table VI.1 shows, the percentages of employees who were discharged who were white, black, Hispanic, and other women were lower than the percentages of those EEO groups in the workforce. The opposite was true for men. Other men made up about 2.5 percent of the discharged employees, which was about

1.7 times larger than their percentage in the workforce. The percentage of black men among discharged employees was about 1.6 times larger than the percentage of black men among all employees. The percentage of Hispanic men among those discharged was about 1.3 times larger than the percentage of Hispanic men in the workforce. The percentage of white men among those discharged was slightly larger (1.1 times) than the percentage of white men in the workforce.

INFORMATION ABOUT SUSPENSIONS

Following the same procedure as we did for separations, we determined the race/national origin/gender of employees who received suspensions during fiscal years 1984, 1986, 1988, 1990, and 1992. The employees were in 1 of the 59 occupations when the suspensions occurred. A suspension does not mean an employee was separated from INS. However, we thought it reasonable to examine suspensions because of the impact they may have on employees' decisions to stay with INS.

The Federal Personnel Manual defines a suspension as the placement of an employee in a temporary nonpay status and nonduty status (or absence from duty) for disciplinary reasons or other reasons pending an inquiry. The CPDF provides data on the following types of suspensions: "Suspension Not to Exceed (date)" and "Suspension-Indefinite." For the five year period, there were 573 suspensions in the first category and 52 in the second category.¹⁴ For purposes of this analysis, we added them together.

Employees from all EEO groups received suspensions. However, the percentages of employees who received suspensions who were black, Hispanic, and other men were higher than the percentages of black, Hispanic and other men in the workforce. This was not the case for white men and white, black, Hispanic, and other women. Black men accounted for about 8.6 percent of the suspended employees, which was about 2.6 times higher than the percentage of black men in the workforce. For Hispanic and other men, the percentages suspended were about 1.5 times larger than the percentages in the workforce.

¹⁴When adding up the suspensions, we did not count 3 of them because the race/national origin/gender of the persons suspended were not identified.

DATA TABLES

Table VII.1: Numbers of White and Minority Men and Women in 59 Occupations at INS From Fiscal Year 1984 Through 1992 Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	1-10	2,024	472	174	302	987	206	51	23
	11-12	1,628	227	60	81	238	50	13	7
	13-15	734	74	24	13	47	10	5	4
	Total	4,386	773	258	396	1,272	266	69	34
1986	1-10	2,207	528	157	316	1,414	280	66	36
	11-12	1,672	272	76	105	307	61	21	13
	13-15	744	85	28	13	52	12	3	3
	Total	4,623	885	261	434	1,773	353	90	52
1988	1-10	3,274	751	202	460	1,441	373	99	57
	11-12	1,972	370	84	133	580	91	30	17
	13-15	940	150	35	30	78	15	3	5
	Total	5,186	1,271	321	623	2,099	479	132	79
1990	1-10	2,436	960	262	489	1,642	477	151	91
	11-12	2,187	432	96	177	855	123	50	27
	13-15	1,220	240	46	44	115	27	9	7
	Total	5,843	1,632	404	710	2,612	627	210	125
1992	1-10	2,736	1,153	294	561	1,794	542	169	158
	11-12	2,481	636	151	249	1,062	218	98	59
	13-15	1,323	316	53	67	170	39	6	15
	Total	6,530	2,105	498	877	3,026	799	273	232

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

Source: CPDF data.

Table VII.2: Numbers of White and Minority Men and Women Entering the Workforce in 59 Occupations at INS From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	327	58	35	25	221	32	9	5
1986	460	54	40	18	241	23	9	3
1988	1,576	308	140	86	672	135	61	24
1990	376	179	66	46	168	48	39	21
1992	769	329	48	34	376	68	28	26

Source: CPDF data.

Table VII.3: Numbers of White and Minority Men and Women Separating from 59 Occupations at INS From Fiscal Year 1984 Through 1992

Fiscal year	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	357	64	24	19	93	18	8	3
1986	416	76	30	25	130	25	5	5
1988	396	99	55	44	112	49	12	7
1990	357	112	36	35	93	28	23	7
1992	294	95	19	24	106	30	16	9

Source: CPDF data.

Table VII.4: Numbers of White and Minority Men and Women Promoted in 59 Occupations at INS From Fiscal Year 1984 Through 1992 Across All Grades and at Various Grade Levels

Fiscal year	Grade	White men	White women	Black men	Black women	Hispanic men	Hispanic women	Other men	Other women
1984	1-10	387	175	44	99	275	78	15	16
	11-12	289	76	20	21	53	12	5	6
	13-15	162	15	5	5	10	3	1	2
	Total	838	266	69	125	338	93	21	24
1986	1-10	524	148	53	97	526	97	24	7
	11-12	139	35	10	22	34	9	3	1
	13-15	92	13	4	2	5	5	0	0
	Total	745	196	67	121	565	111	27	8
1988	1-10	851	396	100	226	625	179	51	41
	11-12	1,472	140	41	41	575	55	29	3
	13-15	404	59	13	14	46	9	3	1
	Total	2,727	595	154	281	1,246	243	83	45
1990	1-10	988	397	129	199	698	200	70	35
	11-12	352	139	32	52	126	40	21	18
	13-15	150	61	9	14	23	4	3	0
	Total	1,490	597	170	265	847	244	94	53
1992	1-10	612	453	102	196	325	161	72	58
	11-12	504	228	47	82	268	94	38	15
	13-15	124	66	3	8	30	6	0	5
	Total	1,240	747	152	286	624	261	110	78

Source: CPDF data.

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