

GAO

Report to the Honorable
William L. Clay, House of
Representatives

April 1995

FEDERAL AFFIRMATIVE EMPLOYMENT

Progress of Women and Minority Criminal Investigators at Selected Agencies





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

General Government Division

B-260244

April 24, 1995

The Honorable William L. Clay
House of Representatives

Dear Mr. Clay:

In October 1992, at your request as the Chairman, House Committee on Post Office and Civil Service, we testified on the representation of women and minorities in federal law enforcement positions.¹ Although we found increasing numbers of women and minorities in these occupations between 1987 and 1991, they were mostly at the lower grade levels in the federal criminal investigator job series. This report responds to your subsequent request that we examine the career progression of women and minorities in the criminal investigator occupation, the most populous of the law enforcement positions.

As agreed with your staff, we limited our analysis to four federal law enforcement agencies: the Federal Bureau of Investigation (FBI); the Drug Enforcement Administration (DEA); the Bureau of Alcohol, Tobacco, and Firearms (ATF); and the Inspection Service of the United States Postal Service (USPS). Specifically, we agreed to determine (1) whether improvement had been made in the representation of women and minorities in the criminal investigator occupation since 1982, (2) whether the career progression of women and minority criminal investigators is similar to that of white male criminal investigators, and (3) if possible from available computerized workforce data, reasons for any different career progression patterns.

Results in Brief

Some progress was made in improving women and minority representation among criminal investigators at all four agencies we reviewed. Between 1982 and 1992, the percentage of female criminal investigators increased at each of the four agencies. The percentage of African-American criminal investigators increased at all of the agencies except USPS, the agency with the highest percentage in 1982. The percentages of Hispanic and "other minority"² criminal investigators increased at all of the agencies except DEA, the agency with the highest percentage of Hispanics in 1982. The percentages of women and minority

¹Federal Affirmative Employment: Status of Women and Minority Representation in Federal Law Enforcement Occupations (GAO/T-GGD-93-2, Oct. 1, 1992).

²Because of the relatively small numbers of Asian American/Pacific Islander and Native American/Alaskan Native criminal investigators in the four agencies reviewed, we combined these two equal employment opportunity groups into the category of "other minorities" for analysis purposes.

criminal investigators at all four agencies also increased at the highest grade levels from 1982 to 1992. Nonetheless, in 1992, women remained less well represented at upper grade levels (grades 13 to 15 and 24 to 26) than at lower grade levels at all four agencies. African-Americans remained less well represented at upper grade levels than at lower grade levels in two of the four agencies (FBI and ATF), and Hispanics were less well represented at upper grade levels in three of the four agencies (all but USPS).

Although representation levels have increased since 1982, women and/or minorities remain underrepresented in the criminal investigator occupation at all four agencies. In comparison with their representation in similar positions in the civilian labor force (CLF), women at DEA, FBI, and ATF; Hispanics at FBI and USPS; and African-Americans at all four agencies were underrepresented in 1992. Appendix I provides additional information on representation levels.

The career ladder (noncompetitive) progression of women and minority criminal investigators from 1982 to 1992 was similar to that of white male criminal investigators. Promotions to grade 12 at DEA and ATF, to grade 13 at FBI, and to grade 23 at USPS are noncompetitive. And there were no meaningful differences across gender or equal employment opportunity (EEO) groups in the time spent in one grade or likelihood of moving from one noncompetitive grade to another.

However, when we looked beyond the career ladder at competitive promotions from 1982 to 1992 (i.e., promotions to grades 13 through 15 at DEA and ATF, to grades 14 and 15 at FBI, and to grade 24 at USPS), we found that women were less likely than men to be competitively promoted. Additional analyses revealed that most of these differences occurred because women had spent less time in grade than men. Differences in competitive promotions among EEO groups typically favored minorities over whites.³ The only exception was at ATF, where Hispanics were less likely than whites to get promoted from grade 14 to grade 15. In this case too, we found that the difference occurred because, on average, Hispanics had spent less time at grade 14, where they would be eligible for promotion to grade 15. Appendix II provides more detailed information on career progression.

³According to DEA officials, a court order was levied against DEA in 1982, which required the agency to promote into grades 13 through 18 one African-American criminal investigator for every two white criminal investigators promoted into those grades. This continued until African-American agents represented 10 percent of the DEA criminal investigator workforce at each of the respective grades.

We identified two possible reasons for the lower representation levels of women and minorities at some agencies: varying separation rates and entry-level grades. Among the criminal investigators who entered the positions after 1982, women had higher separation rates than men at all four agencies, and African-Americans had higher separation rates than whites at three of the four agencies. Hispanics had higher separation rates than whites at DEA and USPS, and only at DEA did other minorities have higher separation rates than whites.

At FBI and USPS, we found that virtually all criminal investigators started at the same grade levels (grade 10 at FBI, and grade 17 at USPS). At DEA, some criminal investigators started at grade 7 and others at grade 9, and women were more likely than men to start at grade 7. (There were no appreciable differences among EEO groups at DEA.) At ATF, some criminal investigators started at grade 5 and others at grade 7, and African-Americans were more likely than whites, while Hispanics were less likely than whites, to start at grade 5. (There was no gender difference at ATF.) Further discussion of possible reasons for different career patterns is included in appendix III.

Background

Federal agencies are required by law to (1) implement affirmative employment program plans to eliminate underrepresentation of women and minorities in the workforce and (2) conduct affirmative recruitment for occupations and pay grades in which underrepresentation exists.⁴ Underrepresentation occurs when the percentage of an EEO group within a category of civil service employment is less than its equivalent percentage within the nation's CLF.

The Equal Employment Opportunity Commission (EEOC) is responsible for providing agencies with guidance on their affirmative employment programs and approving agency plans for those programs. The Commission's current instructions for preparing affirmative employment plans and reports, which are provided in the Commission's Management Directive 714, went into effect on October 1, 1987.⁵ The directive requires agencies to determine whether underrepresentation exists by comparing

⁴The Civil Rights Act of 1964, amended by the Equal Employment Opportunity Act of 1972, required federal agencies to develop and implement affirmative employment programs to eliminate the historic underrepresentation of women and minorities in the workforce. In February 1995, the administration announced plans to review all aspects of the government's affirmative action programs. The review is being done to identify and protect those programs that have been working well and to alter the ones that have not.

⁵EEOC has drafted a new directive to replace MD-714. As of March 1995, no effective date had been set for the directive.

the representation of women and minority groups in their workforces with each group's representation in the CLF.

Criminal investigators' entry levels and grade structures differ by agency. For example, unlike the other agencies, USPS has an Executive and Administrative Schedule pay plan rather than a General Schedule or General Management pay plan.

Criminal investigators go through a development period during which they must meet the agency's criteria to be promoted to the next grade but are not in competition with peers for promotion. In general terms, competition begins when they seek grades 12 to 15 positions or Executive and Administrative Schedule grade 24 positions.

Scope and Methodology

The data we analyzed for two of the four agencies came from the Office of Personnel Management's (OPM) Central Personnel Data File (CPDF), which provides information on the federal civilian workforce. Departments and agencies provide the data that go into the CPDF. The USPS and the FBI do not supply data to the CPDF, so we obtained workforce data directly from those agencies. We did not attempt to verify the accuracy of CPDF data or the agency-provided data except in cases of gender and race discrepancies.

We examined the gender and minority profiles of criminal investigators at all four agencies for fiscal years 1982 and 1992, as a whole and across various grade levels. We computed representation indexes to show the extent to which a particular EEO group was represented in the agency, as compared with that group's representation in the CLF. The representation index can range from 0 to 100+, with 100+ indicating full representation in numbers proportional to the group's numbers in CLF and lower numbers indicating underrepresentation.

EEOC, working with OPM, created a "crosswalk" that matches federal occupations with occupations in the CLF. For example, for the criminal investigator job series, the corresponding census occupation is "police and detectives, public service." We used this crosswalked census occupation for our analyses. Because most entry-level criminal investigators in the four agencies we reviewed have college degrees, we compared them with "police and detectives, public service with 16 years of school" (1980 census) and with "police and detectives, public service with bachelor degrees" (1990 census).

When we reviewed competitive promotions, we included criminal investigators who were hired before 1982 but who entered competitive grade levels during or after 1982. In addition to producing the descriptive tables and figures found in the appendices of this report, we also used loglinear techniques to identify the relative odds of persons being promoted to upper grade levels by race and gender, after controlling for time in grade.

In addition to having the necessary time in grade, criminal investigators at the four agencies must declare themselves available and apply for competitive promotions. Data on those who do so and specific requirements vary by agency. Our analysis of competitive promotions did not consider this self-selection process. Our analyses are based on the assumption that those with the necessary time in grade are eligible for competitive promotion.

We also examined the career histories of criminal investigators hired in fiscal year 1982 and each year thereafter through fiscal year 1992 to determine whether differences existed by race or gender in terms of starting grades, separations, or the timing or likelihood of moving from one grade to the next.

We discussed the contents of this report in February and March 1995 with EEO and personnel officials from the four agencies we reviewed.⁶ The agency officials generally agreed with the contents of this report but offered some suggested clarifications, which we made where appropriate. Our review was performed in accordance with generally accepted government auditing standards from March 1993 to March 1995.

As agreed with you, unless you publicly release its contents earlier, we plan no further distribution of this report until 10 days from its issue date. At that time, we will send copies to the Chairman and Ranking Minority Member, House Committee on Government Reform and Oversight, the Chairman of EEOC, the Director of OPM, the heads of the four law enforcement agencies, and other interested parties. Copies will also be made available to others on request.

⁶Included in the discussions were the Director, Office of Equal Opportunity (ATF); the Director, Equal Employment Opportunity (DEA); the Equal Employment Opportunity Officer (FBI); and the Manager, Diversity, Inspection Service (USPS).

Please contact me at (202) 512-5074 if you have any questions. Major contributors to this report are listed in appendix V.

Sincerely yours,

A handwritten signature in black ink that reads "Nancy R. Kingsbury". The signature is written in a cursive style with a large, prominent 'N' and 'K'.

Nancy R. Kingsbury
Director
Federal Human Resource Management
Issues

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Abbreviations

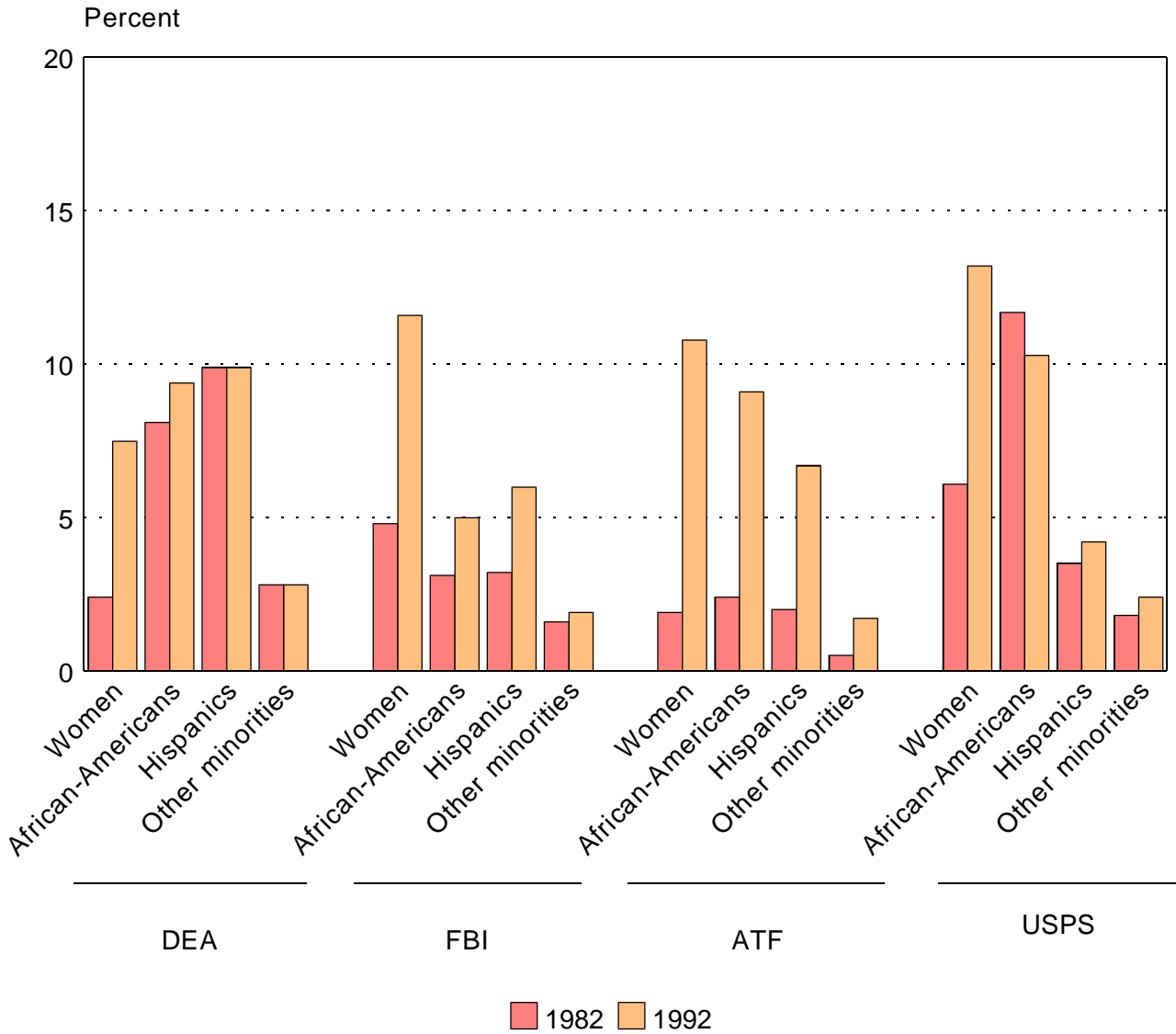
ATF	Bureau of Alcohol, Tobacco, and Firearms
CLF	Civilian Labor Force
CPDF	Central Personnel Data File
DEA	Drug Enforcement Administration
EEO	Equal Employment Opportunity
EEOC	Equal Employment Opportunity Commission
FBI	Federal Bureau of Investigation
OPM	Office of Personnel Management
USPS	United States Postal Service

Representation of Women and Minorities Among Criminal Investigators at Four Agencies

Figure I.1 shows how the percentages of women and minorities among criminal investigators changed at the four agencies between 1982 and 1992. The percentages of female criminal investigators either doubled or more than doubled at all four agencies. The percentage of African-American criminal investigators increased greatly at ATF and slightly at DEA and FBI but decreased slightly at USPS, where their representation was greater than in the other agencies in 1982. The percentage of Hispanics increased greatly at FBI and ATF and slightly at USPS but remained unchanged at DEA, where the percentage of Hispanics was higher than in the other agencies. The percentage of other minorities increased slightly in three of the four agencies. Although in 1992, other minorities still represented less than 3 percent of the criminal investigators at all four agencies.

Appendix I
Representation of Women and Minorities
Among Criminal Investigators at Four
Agencies

Figure I.1: Percentages of Women and Minority Criminal Investigators at Four Agencies for 1982 and 1992



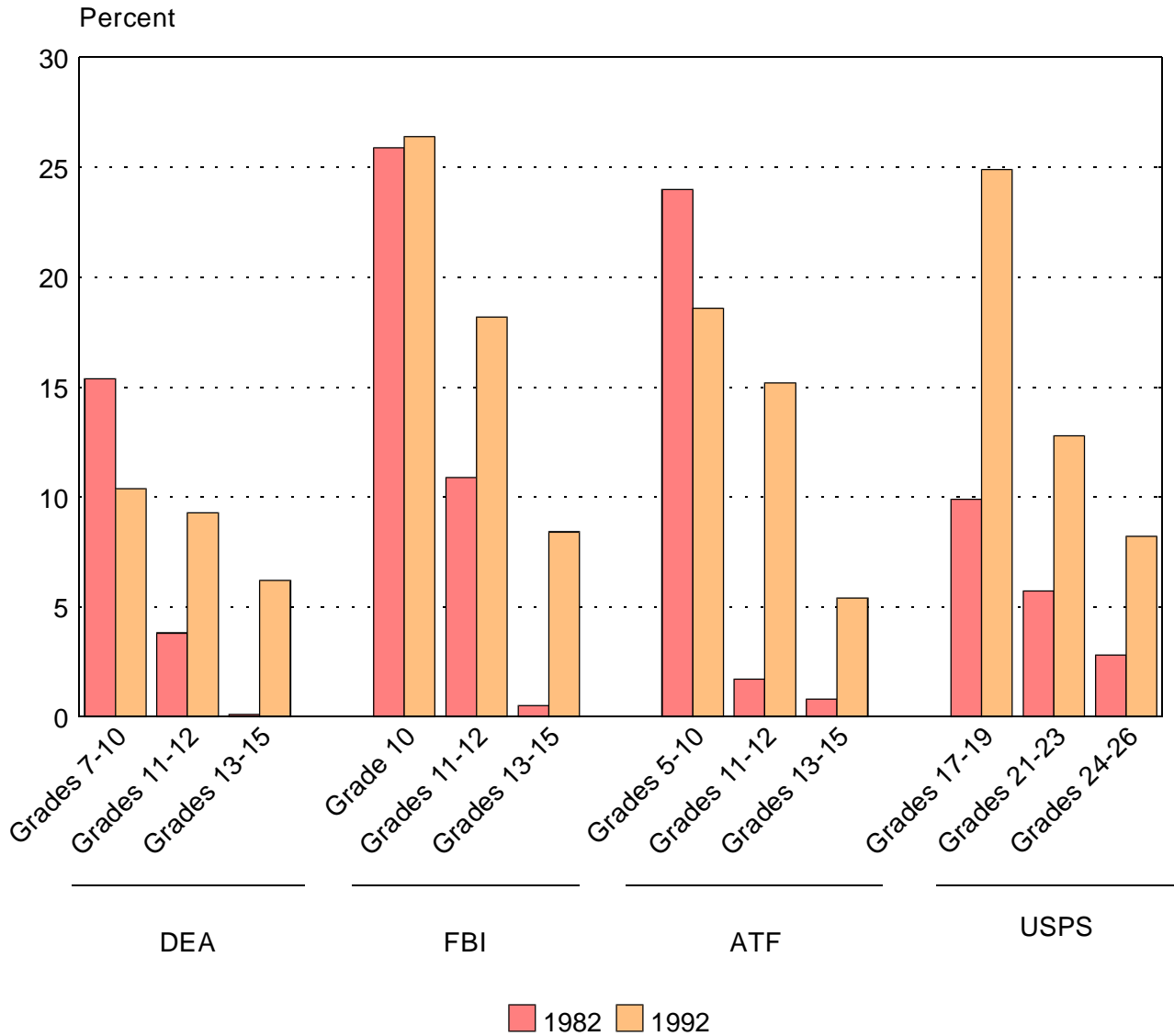
Source: CPDF, FBI, and USPS data.

**Appendix I
Representation of Women and Minorities
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Agencies**

Figure I.2 shows that the percentages of female criminal investigators in upper grade levels increased at all four agencies, although the percentages of women in entry-level grades at DEA and ATF were somewhat lower in 1992 than in 1982. In spite of the consistent and pronounced increases in the percentages of women in upper grade levels, in 1992, women remained better represented in lower grade levels than in upper grade levels at all four agencies.

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Agencies**

Figure I.2: Percentages of Women Criminal Investigators in Upper Grade Levels Increased at All Four Agencies Between 1982 and 1992



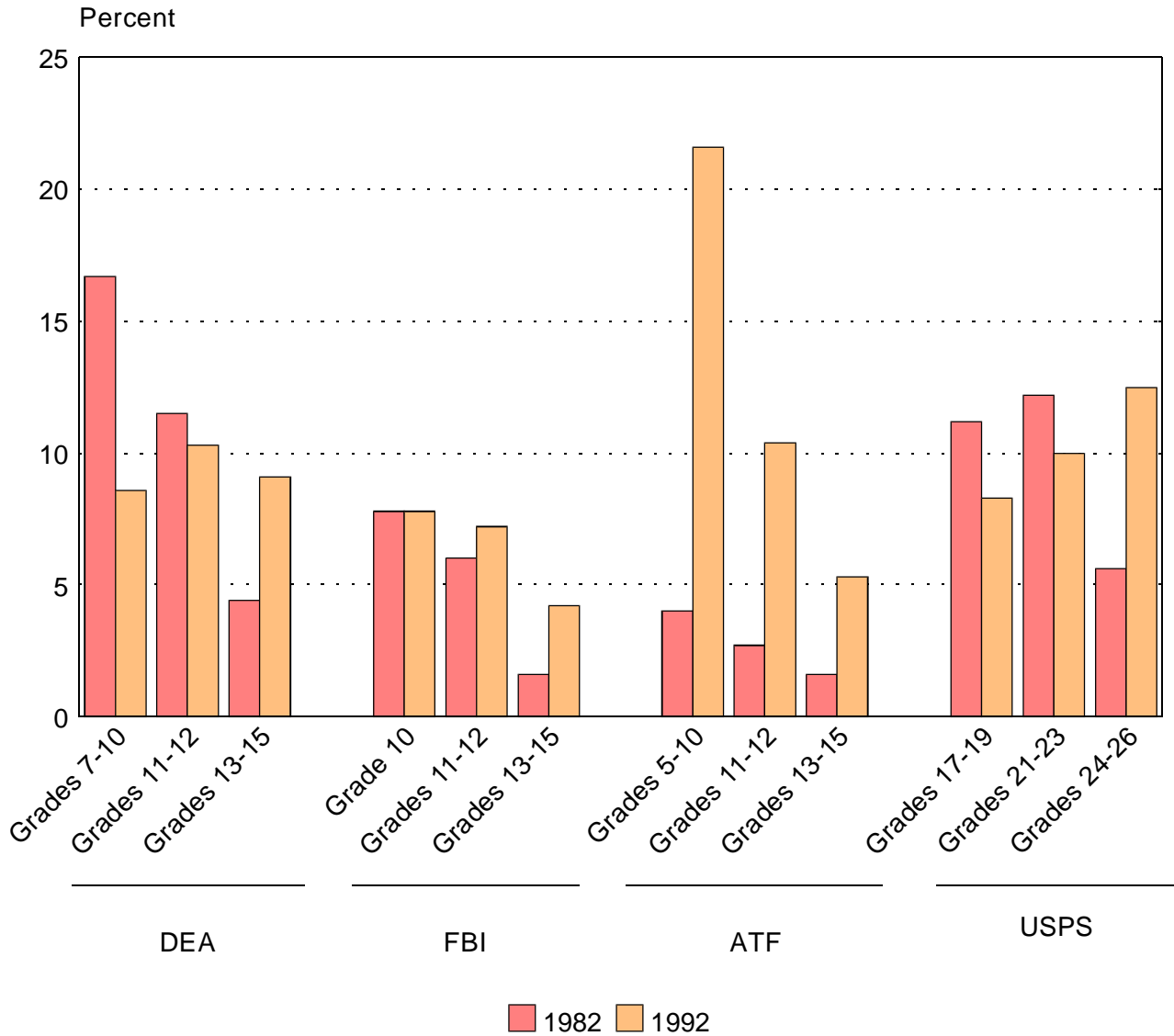
Source: CPDF, FBI, and USPS data.

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Agencies

As figure I.3 shows, the percentages of African-American criminal investigators in upper grade levels increased at all four agencies. At the middle grade levels, the percentages of African-Americans increased at two agencies (FBI and ATF) but decreased at the other two agencies. ATF was the only agency at which the percentage of African-Americans increased in the entry-level grades. At ATF and at FBI, African-Americans in 1992 were less well represented in upper grade levels than in lower grade levels. At DEA, African-Americans were represented similarly in the various grade levels in 1992, while at USPS in that year they were better represented in upper grade levels than in lower grade levels.

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Agencies**

Figure I.3: Percentages of African-American Criminal Investigators in Upper Grade Levels Increased at All Four Agencies Between 1982 and 1992



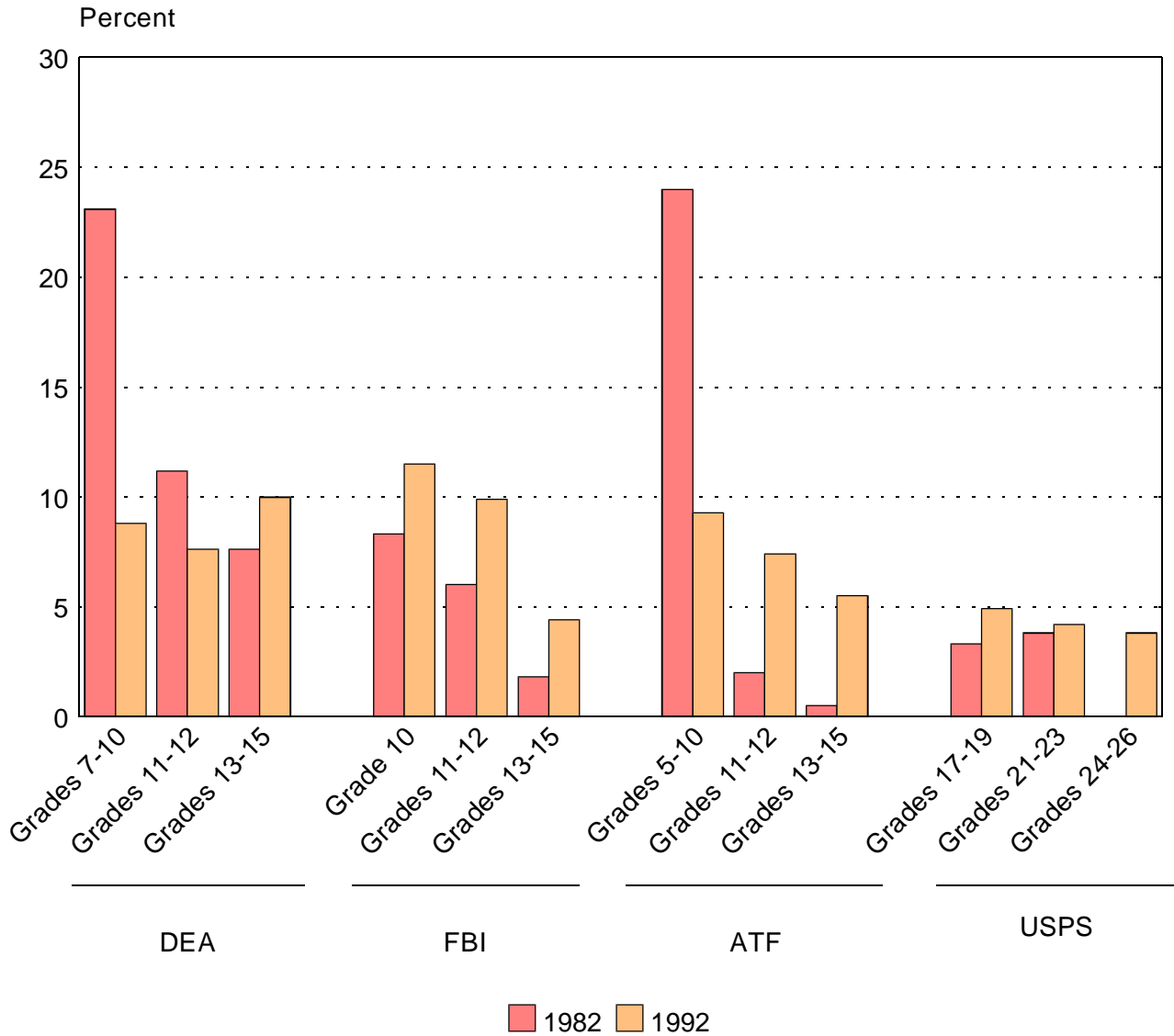
Source: CPDF, FBI, and USPS data.

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Agencies

Figure I.4 shows that the percentages of Hispanic criminal investigators in upper grade levels increased at all four agencies. The percentages of Hispanic criminal investigators in the middle grade level also increased at all agencies except DEA. The percentages of Hispanics in entry-level grades declined considerably at DEA and ATF. In 1992, Hispanics were as well represented in upper grade levels as in lower grade levels only at DEA. Differences in the representation of Hispanics across grade levels were not as pronounced in 1992 at USPS as at FBI and ATF; however, Hispanics were less represented in all grade levels at USPS than in the other agencies.

**Appendix I
Representation of Women and Minorities
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Agencies**

Figure I.4: Percentages of Hispanic Criminal Investigators in Higher Grade Levels Increased at Four Agencies Between 1982 and 1992



Note: There were no Hispanic criminal investigators at grade 24-26 in 1982.

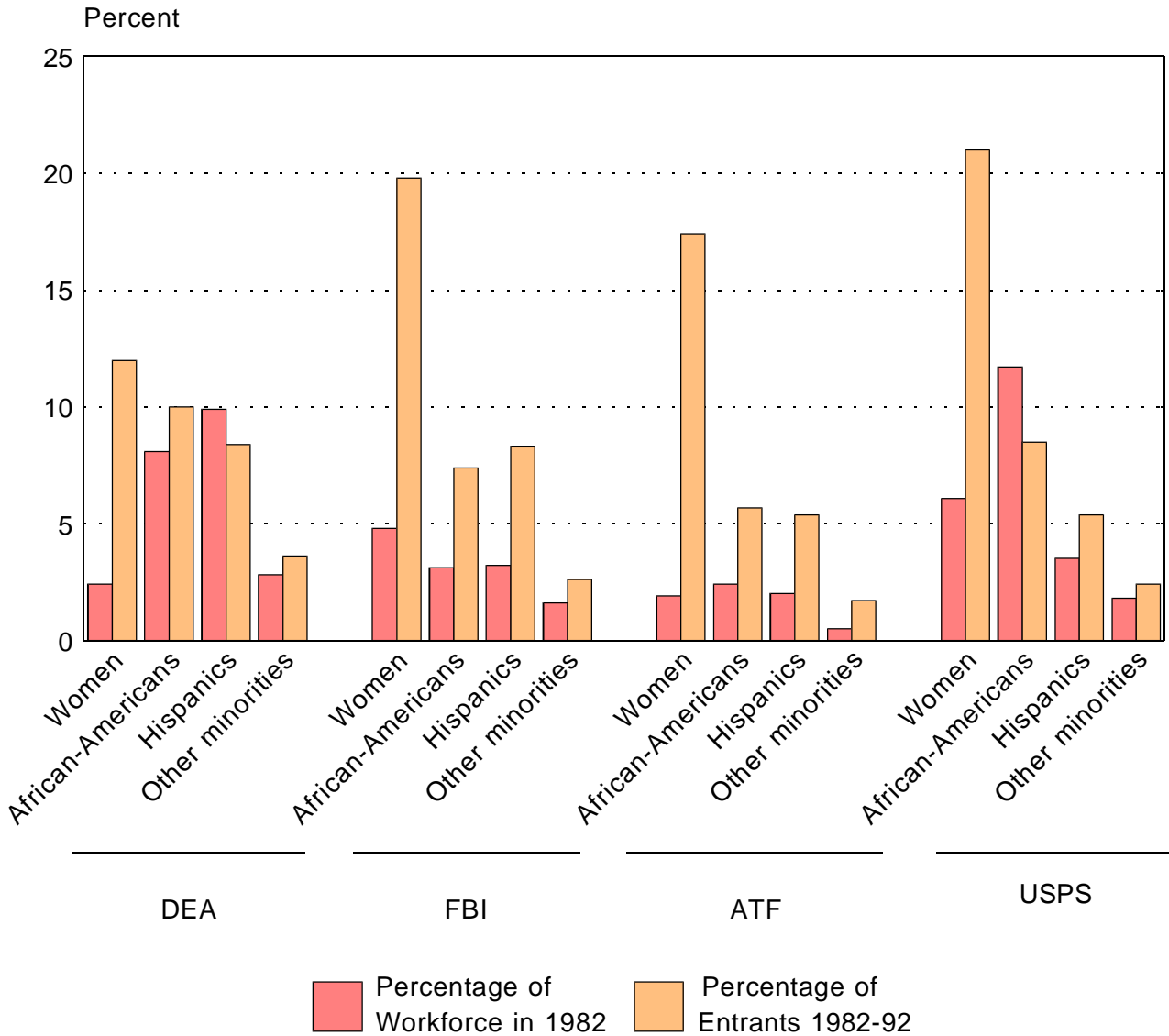
Source: CPDF, FBI, and USPS data.

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Agencies

Figure I.5 shows that the increases in the percentages of women and minorities at all four agencies between 1982 and 1992 were largely attributable to female and minority criminal investigators entering those agencies in considerably larger percentages than were previously employed in 1982. This was especially true for women, who comprised between 2 percent and 6 percent of the four agencies' criminal investigative workforces in 1982 but between 12 percent and 21 percent of the criminal investigators entering the agencies after 1982. Only Hispanics at DEA and African-Americans at USPS entered in smaller percentages between 1982 and 1992 than they were employed in 1982.

**Appendix I
Representation of Women and Minorities
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Agencies**

Figure I.5: Percentages of Women and Minority Criminal Investigators Who Entered All Four Agencies Between 1982 and 1992 Were Larger Than Employed in 1982



Source: CPDF, FBI, and USPS data.

Appendix I
Representation of Women and Minorities
Among Criminal Investigators at Four
Agencies

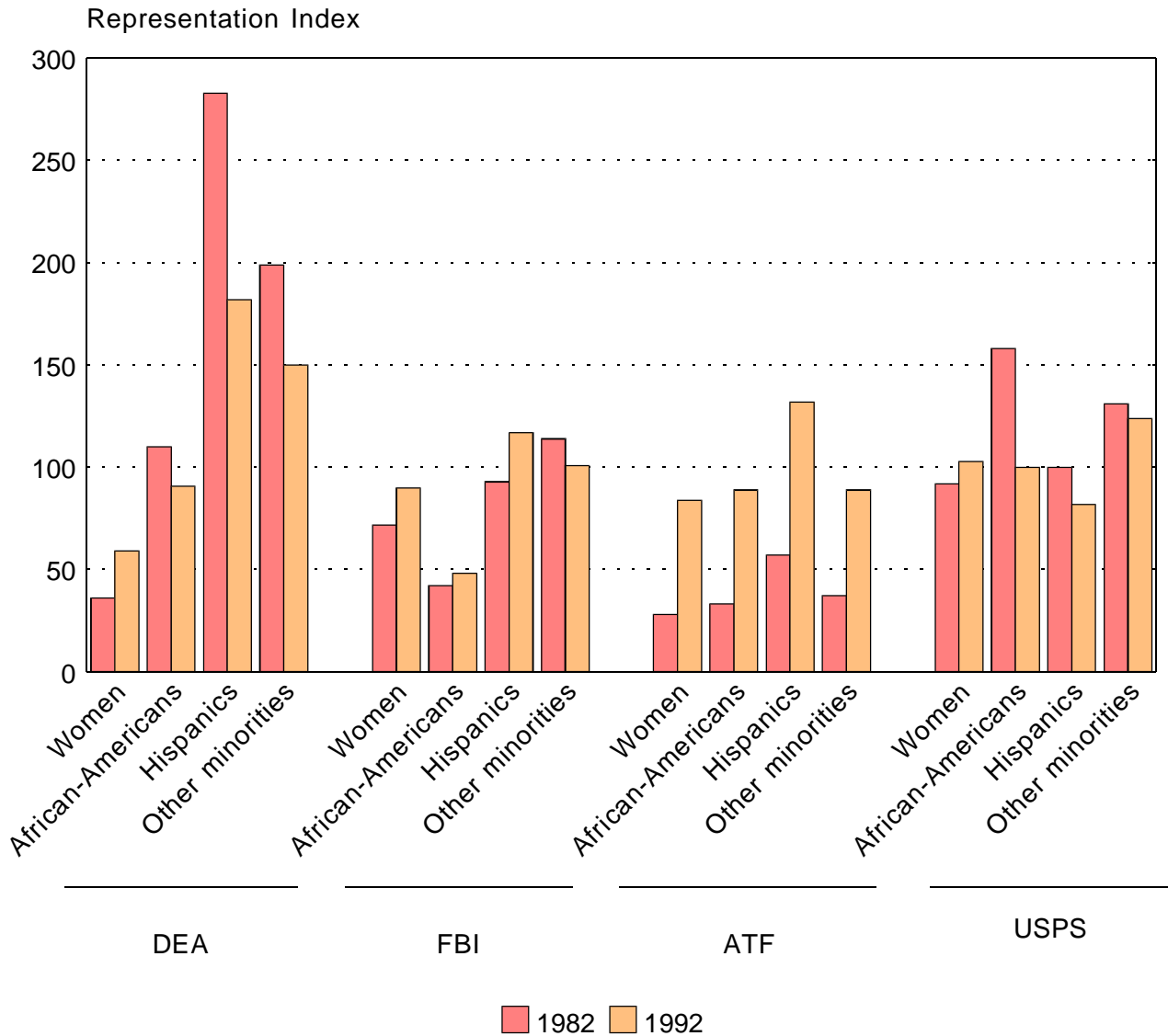
We computed representation indexes to show the extent to which women and minority criminal investigators were represented in the four agency workforces compared with their representation in the corresponding CLF.¹ Indexes can range from 0 to 100+, 100+ indicates full representation, and lower numbers indicate underrepresentation.

Figure I.6 shows how the representation indexes of women and minority criminal investigators changed at all four agencies from 1982 to 1992. The representation of female criminal investigators increased at all four agencies. The representation of African-American criminal investigators increased at ATF and FBI but decreased at USPS and DEA. The representation of Hispanics increased at ATF and FBI but decreased at USPS and DEA. Relative to the 1990 CLF, women in 1992 were underrepresented at DEA, FBI, and ATF. African-Americans were underrepresented at all four agencies, and Hispanics were underrepresented at FBI and USPS.

¹Representation indexes were computed by dividing the workforce percentage by the CLF percentage and multiplying the result by 100.

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Agencies**

Figure I.6: Representation Indexes of Women and Minority Criminal Investigators at All Four Agencies for 1982 and 1992



Note: Bars show agencies' criminal investigator workforces as percentages of the 1980 and 1990 national CLFs, respectively. This type of percentage index indicates the extent to which a particular EEO group was represented in a workforce as compared with the group's representation in the relevant CLF. These indexes can range from 0 to 100+ with 100+ indicating full representation and lower numbers indicating underrepresentation.

Source: CPDF, FBI, USPS, and CLF data.

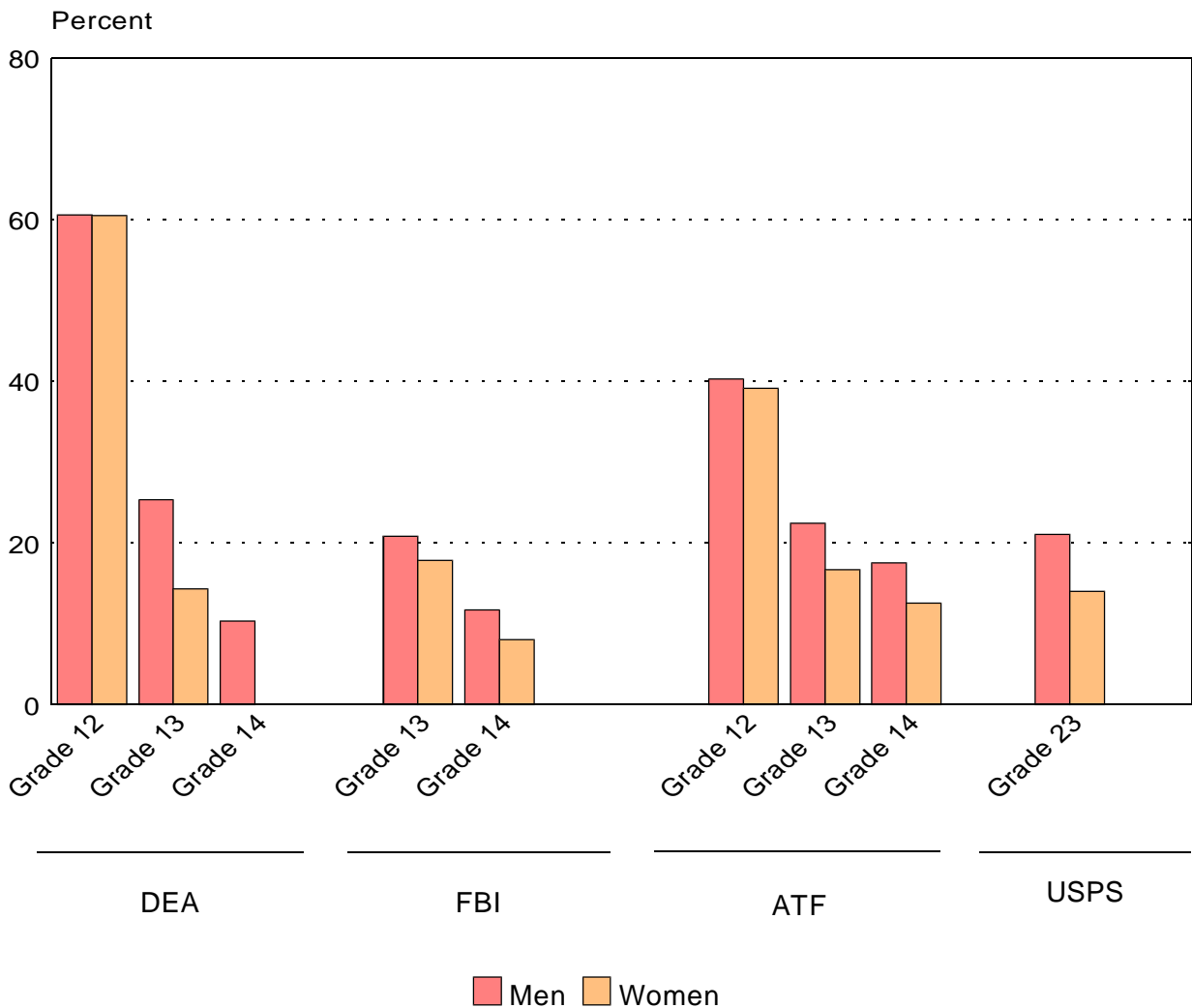
Career Progression of Women and Minority Criminal Investigators

We looked at differences across gender and EEO groups in the likelihood and timing of promotions from lower to higher grades. When we looked at criminal investigators who entered all four agencies between 1982 and 1992, we found no meaningful differences in noncompetitive (career ladder) promotions, which is to be expected since such promotions are primarily a function of time in grade.

We also looked beyond the career ladder at competitive promotions among criminal investigators who entered, between 1982 and 1992, grades where the next promotion was competitive. Figure II.1 shows that, while men and women had a similar likelihood of being promoted from grade 12 to grade 13 at DEA and ATF, women were consistently less likely than men to be promoted at higher grade levels at those agencies. They were, in similar fashion, less likely than men to be promoted above grade 13 at FBI and grade 23 at USPS. Additional analyses, using loglinear models (not shown), revealed that these gender differences in promotion likelihoods occurred because women were more likely than men to have spent shorter periods of time in grade.

**Appendix II
Career Progression of Women and Minority
Criminal Investigators**

Figure II.1: Women Criminal Investigators Were Less Likely Than Males to Be Promoted to Higher Competitive Grades at All Four Agencies



Note: Of the 16 women who made grade 13 between 1982 and 1992 at DEA, none were promoted to grade 14 before 1992.

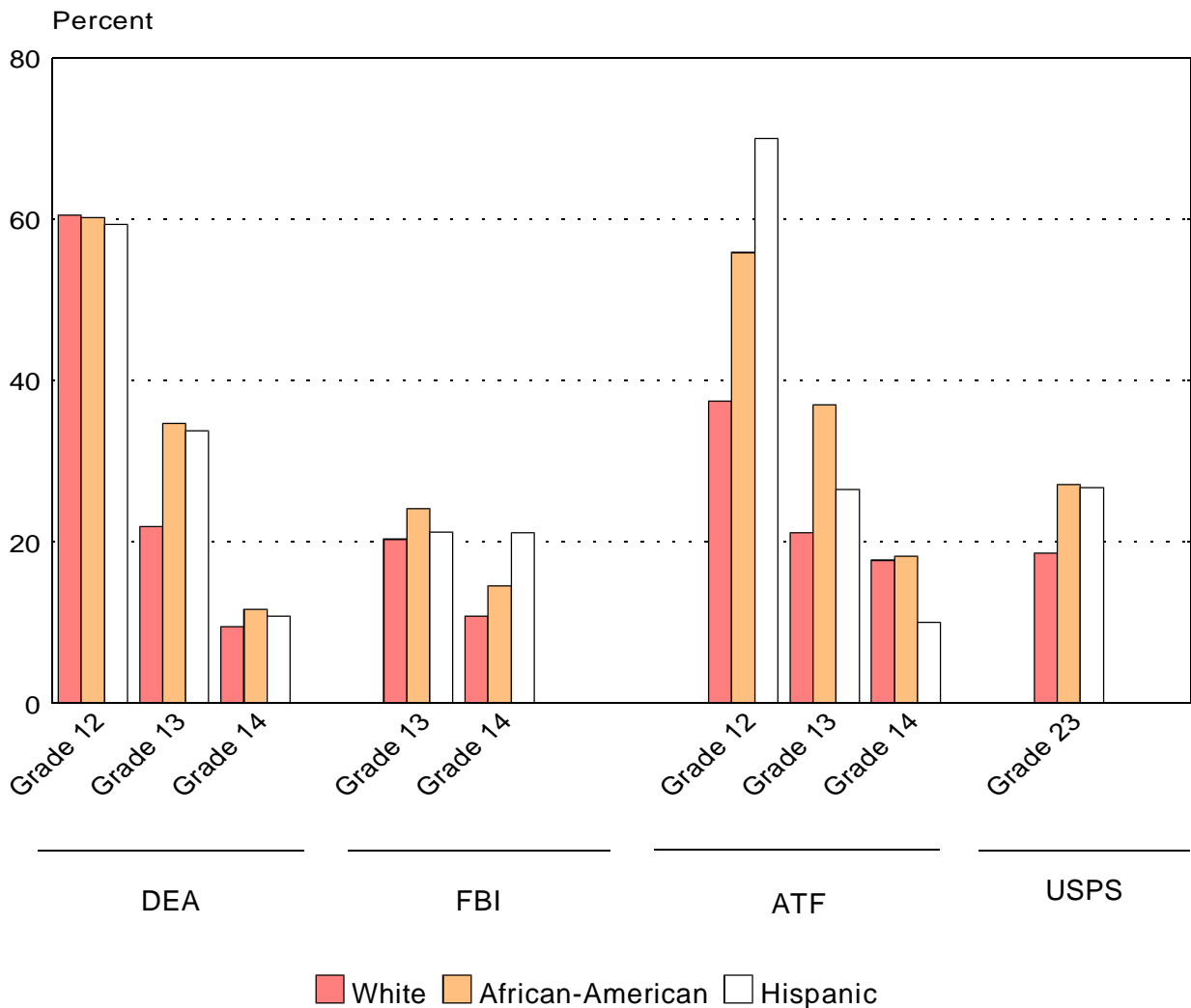
Source: CPDF, FBI, and USPS data.

Appendix II
Career Progression of Women and Minority
Criminal Investigators

Regarding differences in competitive promotions across EEO groups, figure II.2 shows slight differences that typically favored minorities over whites. Only at ATF, and only from grade 14 to grade 15, did we find that one minority group (i.e., Hispanics) was promoted at a lower percentage rate than whites. At other grade levels and at other agencies, the percentages of African-Americans and Hispanics promoted were similar to or greater than the percentages of whites promoted.

**Appendix II
Career Progression of Women and Minority
Criminal Investigators**

Figure II.2: African-American and Hispanic Criminal Investigators Had Similar or Higher Rates of Promotion to Various Competitive Grades Than Whites at All Four Agencies Between 1982 and 1992



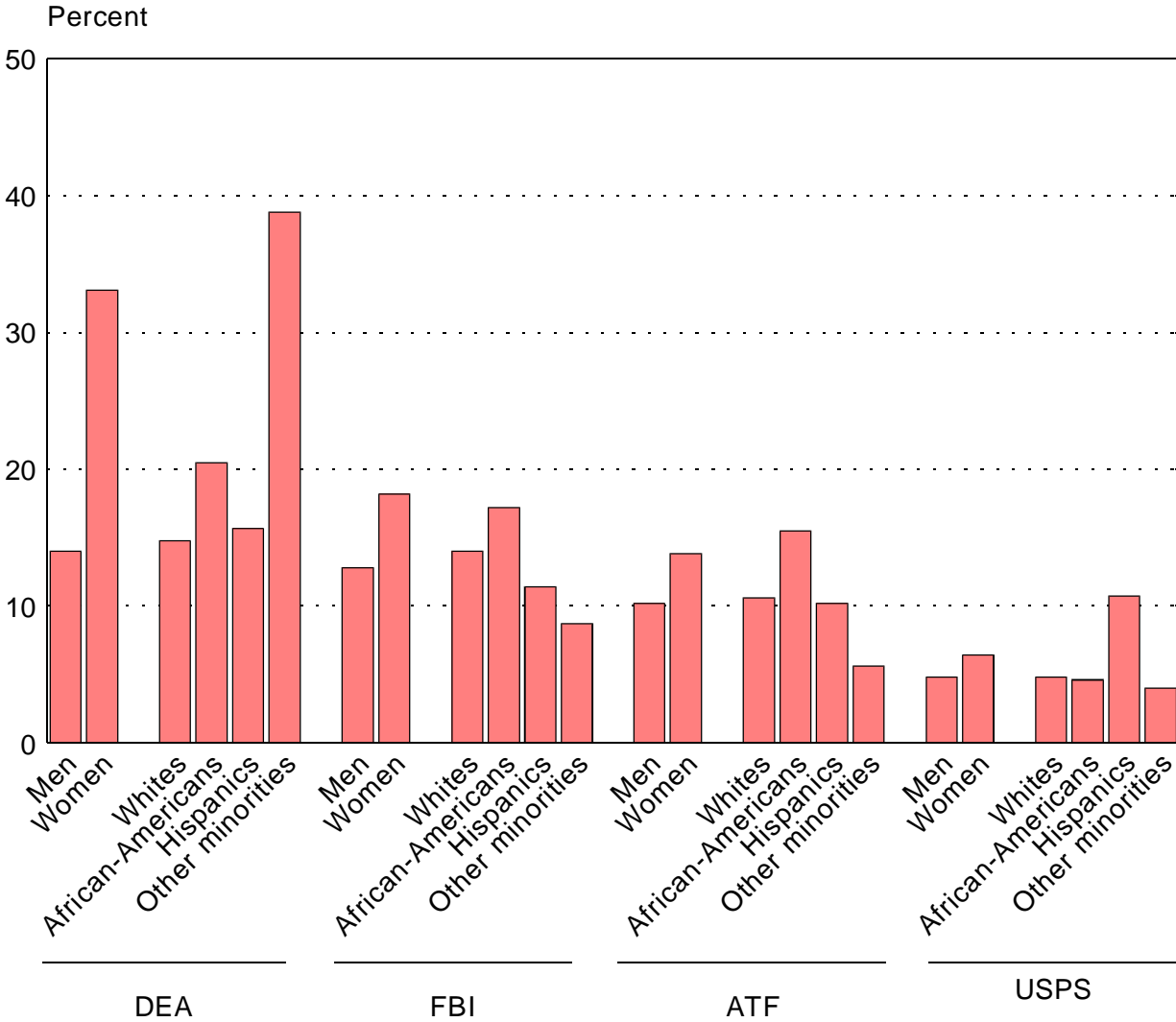
Source: CPDF, FBI, and USPS data.

Possible Reasons for Different Career Patterns

One factor that could have affected the representation levels of women and minorities was the rate at which they separated from occupations or agencies. Figure III.1 shows that among those who entered these positions between 1982 and 1992, women had higher separation rates than men at all four agencies. The difference between men and women was especially pronounced at DEA, where the percentage of women who separated from the agency was more than double that of men. African-Americans had slightly higher separation rates than whites at DEA, FBI, and ATF, while Hispanics had a higher separation rate than whites at DEA and USPS and other minorities had higher separation rates than whites at DEA.

**Appendix III
Possible Reasons for Different Career
Patterns**

Figure III.1: Women Had Higher Separation Rates Than Men at All Four Agencies Between 1982 and 1992



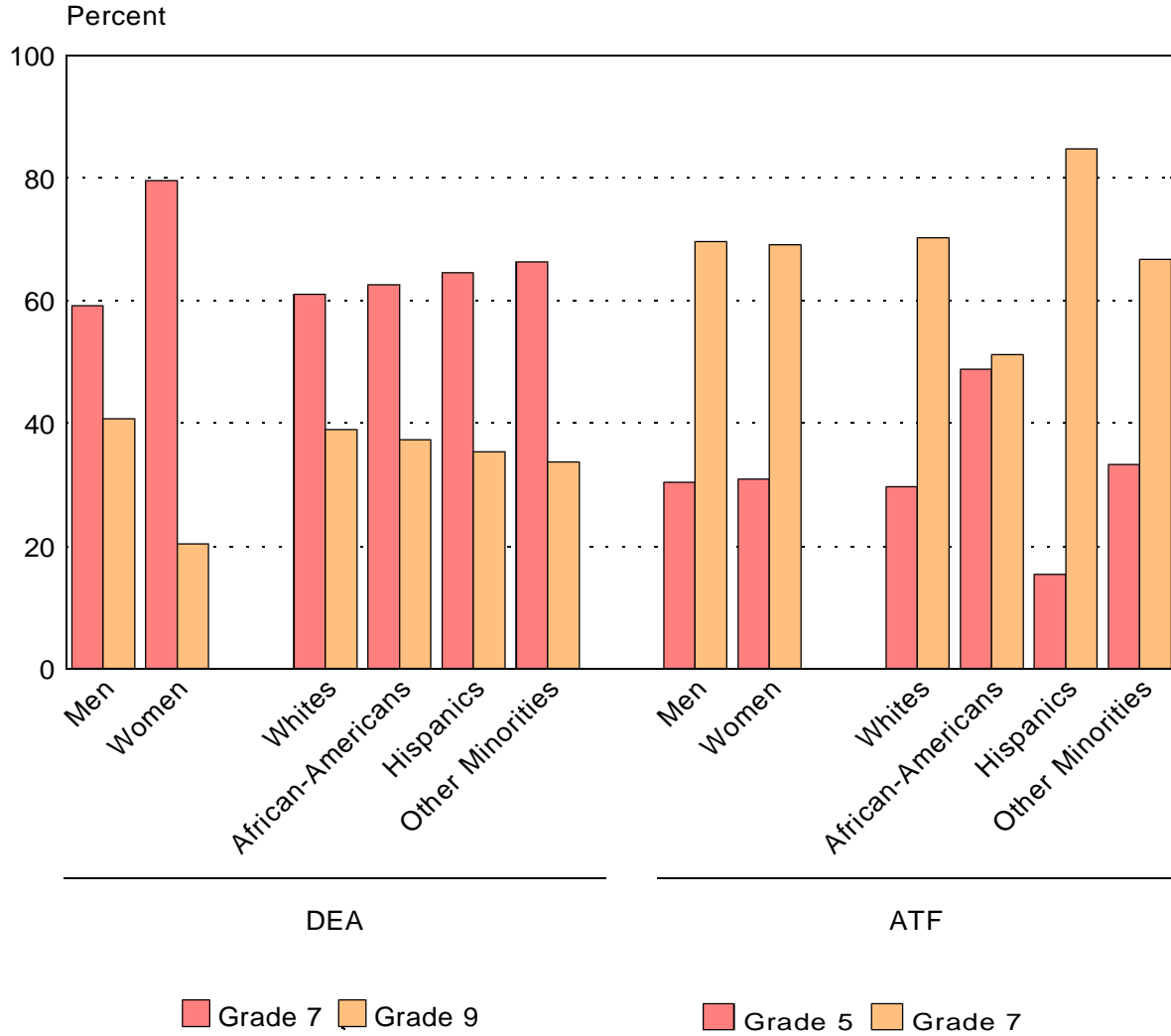
Source: CPDF, FBI, and USPS data.

Appendix III
Possible Reasons for Different Career
Patterns

At FBI and USPS, virtually all criminal investigators started at the same grade level. At DEA, however, some criminal investigators started at grade 7 and others at grade 9, and at ATF some started at grade 5 and others at grade 7. As figure III.2 shows, there were no meaningful differences in starting grade between whites, African-Americans, Hispanics and other minorities at DEA, nor between men and women at ATF. Women were, however, more likely than men to start at grade 7 at DEA, and African-Americans were more likely than whites to start at grade 5 at ATF.

**Appendix III
Possible Reasons for Different Career
Patterns**

Figure III.2: Women at DEA and African-Americans at ATF Were More Likely to Start at Lower Grades



Source: CPDF data.

Raw Data Supporting Analytical Tables

Table IV.1: Criminal Investigators by Gender and EEO Group in All Four Agencies and in the Civilian Labor Force

Category	CLF		DEA		FBI		ATF		USPS	
	1980	1990	1982	1992	1982	1992	1982	1992	1982	1992
Men	94.0	88.0	97.6	92.5	95.2	88.4	98.1	89.2	93.9	86.8
Women	6.0	12.0	2.4	7.5	4.8	11.6	1.9	10.8	6.1	13.2
White	86.1	80.2	79.2	78.5	92.0	87.1	95.0	82.5	83.0	83.2
African-American	8.6	11.4	8.1	9.4	3.1	5.0	2.4	9.1	11.7	10.3
Hispanic	3.9	6.5	9.9	9.3	3.2	6.0	2.0	6.7	3.5	4.2
Other	1.4	1.9	2.8	2.9	1.6	1.9	0.5	1.7	1.8	2.4

Source: CPDF, FBI, USPS, and CLF data.

Table IV.2: Criminal Investigators in All Four Agencies by Gender and EEO Group, for Fiscal Years 1982 and 1992

Category	DEA		FBI		ATF		USPS	
	1982	1992	1982	1992	1982	1992	1982	1992
Men	1,826 (97.6%)	3,431 (92.5%)	7,398 (95.2%)	9,257 (88.4%)	1,322 (98.1%)	1,848 (89.2%)	1,175 (93.9%)	1,624 (86.8%)
Women	45 (2.4%)	280 (7.5%)	371 (4.8%)	1,209 (11.6%)	25 (1.9%)	223 (10.8%)	76 (6.1%)	247 (13.2%)
Total	1,871 (100%)	3,711 (100%)	7,769 (100%)	10,466 (100%)	1,347 (100%)	2,071 (100%)	1,251 (100%)	1,871 (100%)
White	1,482 (79.2%)	2,912 (78.5%)	7,150 (92.0%)	9,121 (87.1%)	1,280 (95.0%)	1,708 (82.5%)	1,038 (83.0%)	1,556 (83.2%)
African-American	152 (8.1%)	349 (9.4%)	243 (3.1%)	522 (5.0%)	33 (2.4%)	189 (9.1%)	146 (11.7%)	193 (10.3%)
Hispanic	185 (9.9%)	344 (9.3%)	252 (3.2%)	623 (6.0%)	27 (2.0%)	139 (6.7%)	44 (3.5%)	78 (4.2%)
Other	52 (2.8%)	106 (2.9%)	124 (1.6%)	200 (1.9%)	7 (0.5%)	35 (1.7%)	23 (1.8%)	44 (2.4%)
Total	1,871 (100%)	3,711 (100%)	7,769 (100%)	10,466 (100%)	1,347 (100%)	2,071 (100%)	1,251 (100%)	1,871 (100%)

Source: CPDF, FBI, and USPS data.

**Appendix IV
Raw Data Supporting Analytical Tables**

Table IV.3: Criminal Investigators in Various Grade Levels, by Gender, for Fiscal Years 1982 and 1992

Grade level	Gender	DEA		FBI ^a		ATF		USPS	
		1982	1992	1982	1992	1982	1992	1982	1992
5-10	Men	66 (84.6%)	457 (89.6%)	401 (74.1%)	591 (73.6%)	19 (76.0%)	192 (81.4%)	137 (90.1%)	154 (75.1%)
	Women	12 (15.4%)	53 (10.4%)	140 (25.9%)	212 (26.4%)	6 (24.0%)	44 (18.6%)	15 (9.9%)	51 (24.9%)
	Total	78 (100%)	510 (100%)	541 (100%)	803 (100%)	25 (100%)	236 (100%)	152 (100%)	205 (100%)
11-12	Men	809 (96.2%)	940 (90.7%)	1,688 (89.1%)	1,641 (81.8%)	936 (98.3%)	696 (84.8%)	969 (94.3%)	1,132 (87.2%)
	Women	32 (3.8%)	96 (9.3%)	207 (10.9%)	366 (18.2%)	16 (1.7%)	125 (15.2%)	59 (5.7%)	166 (12.8%)
	Total	841 (100%)	1,036 (100%)	1,895 (100%)	2,007 (100%)	952 (100%)	821 (100%)	1,028 (100%)	1,298 (100%)
13-15	Men	931 (99.9%)	1,985 (93.8%)	5,172 (99.5%)	6,858 (91.6%)	362 (99.2%)	948 (94.6%)	69 (97.2%)	338 (91.8%)
	Women	1 (0.1%)	131 (6.2%)	24 (0.5%)	630 (8.4%)	3 (0.8%)	54 (5.4%)	2 (2.8%)	30 (8.2%)
	Total	932 (100%)	2,116 (100%)	5,196 (100%)	7,488 (100%)	365 (100%)	1,002 (100%)	71 (100%)	368 (100%)

^aIn addition, there are persons in grades 16-20 within the FBI. In 1982, 100 percent of the 136 persons in those grades were male. In 1992, 99.4 percent of the 168 persons were male and .6 percent female.

There are two exceptions to this grade breakout: (1) Within the FBI no one is below grade 10; (2) Within USPS, the three categories are 17-19, 21-23, and 24-26.

Source: CPDF, FBI, and USPS data.

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Table IV.4: Criminal Investigators in Various Grade Levels, by EEO Group, for Fiscal Years 1982 and 1992

Grade level	EEO group	DEA		FBI ^a		ATF		USPS	
		1982	1992	1982	1992	1982	1992	1982	1992
5-10	White	45 (57.7%)	408 (80.0%)	438 (81.0%)	617 (76.8%)	17 (68.0%)	150 (63.6%)	125 (82.2%)	172 (83.9%)
	African-American	13 (16.7%)	44 (8.6%)	42 (7.8%)	63 (7.8%)	1 (4.0%)	51 (21.6%)	17 (11.2%)	17 (8.3%)
	Hispanic	18 (23.1%)	45 (8.8%)	45 (8.3%)	92 (11.5%)	6 (24.0%)	22 (9.3%)	5 (3.3%)	10 (4.9%)
	Other	2 (2.6%)	13 (2.5%)	16 (3.0%)	31 (3.9%)	1 (4.0%)	13 (5.5%)	5 (3.3%)	6 (2.9%)
	Total	78 (100%)	510 (100%)	541 (100%)	803 (100%)	25 (100%)	236 (100%)	152 (100%)	205 (100%)
11-12	White	623 (74.1%)	819 (79.1%)	1,617 (85.3%)	1,624 (80.9%)	901 (94.6%)	663 (80.8%)	847 (82.4%)	1,086 (83.7%)
	African-American	97 (11.5%)	107 (10.3%)	114 (6.0%)	144 (7.2%)	26 (2.7%)	85 (10.4%)	125 (12.2%)	130 (10.0%)
	Hispanic	94 (11.2%)	79 (7.6%)	113 (6.0%)	198 (9.9%)	19 (2.0%)	61 (7.4%)	39 (3.8%)	54 (4.2%)
	Other	27 (3.2%)	31 (3.0%)	51 (2.7%)	41 (2.0%)	6 (0.6%)	12 (1.5%)	17 (1.7%)	28 (2.2%)
	Total	841 (100%)	1,036 (100%)	1,895 (100%)	2,007 (100%)	952 (100%)	821 (100%)	1,028 (100%)	1,298 (100%)
13-15	White	798 (85.6%)	1,650 (78.0%)	4,962 (95.5%)	6,718 (89.7%)	357 (97.8%)	884 (88.2%)	66 (93.0%)	298 (81.0%)
	African-American	41 (4.4%)	192 (9.1%)	84 (1.6%)	313 (4.2%)	6 (1.6%)	53 (5.3%)	4 (5.6%)	46 (12.5%)
	Hispanic	71 (7.6%)	212 (10.0%)	93 (1.8%)	329 (4.4%)	2 (0.5%)	55 (5.5%)	0 (0.0%)	14 (3.8%)
	Other	22 (2.4%)	62 (2.9%)	57 (1.1%)	128 (1.7%)	0 (0.0%)	10 (1.0%)	1 (1.4%)	10 (2.7%)
	Total	932 (100%)	2,116 (100%)	5,196 (100%)	7,488 (100%)	365 (100%)	1,002 (100%)	71 (100%)	368 (100%)

^aIn addition, there are persons in grades 16-20 within the FBI. In 1982, 97.1 percent of the 136 persons in those grades were White, 2.2 percent African-American, 0.7 percent Hispanic, and 0 percent Other. In 1992, 96.4 percent of the 168 persons were White, 1.2 percent African-American, 2.4 percent Hispanic, and 0 percent Other.

There are two exceptions to this grade breakout: (1) Within the FBI no one is below grade 10; (2) Within the Postal Service, the three categories are 17-19, 21-23, and 24-26.

Source: CPDF, FBI, and USPS data.

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Table IV.5: Numbers and Percentages of Criminal Investigators Promoted and Not Promoted at Different Grades From Fiscal Year 1982 to Fiscal Year 1992 at All Four Agencies, by Gender

Gender	Grade 12 to Grade 13			Grade 13 to Grade 14			Grade 14 to Grade 15		
	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total
DEA									
Men	861 (60.6%)	560 (39.4%)	1,421 (100%)	352 (25.3%)	1,040 (74.7%)	1,392 (100%)	61 (10.3%)	532 (89.7%)	593 (100%)
Women	101 (60.5%)	66 (39.5%)	167 (100%)	16 (14.3%)	96 (85.7%)	112 (100%)	0 (.0%)	16 (100%)	16 (100%)
Total	962 (60.6%)	626 (39.4%)	1,588 (100%)	368 (24.5%)	1,136 (75.5%)	1,504 (100%)	61 (10.0%)	548 (90.0%)	609 (100%)
FBI									
Men	2,928 (75.3%)	962 (24.7%)	3,890 (100%)	750 (20.8%)	2,851 (79.2%)	3,601 (100%)	146 (11.7%)	1,098 (88.3%)	1,244 (100%)
Women	607 (75.4%)	198 (24.6%)	805 (100%)	107 (17.8%)	493 (82.2%)	600 (100%)	9 (8.0%)	104 (92.0%)	113 (100%)
Total	3,535 (75.3%)	1,160 (24.7%)	4,695 (100%)	857 (20.4%)	3,344 (79.6%)	4,201 (100%)	155 (11.4%)	1,202 (88.6%)	1,357 (100%)
ATF									
Men	240 (40.3%)	355 (59.7%)	595 (100%)	135 (22.4%)	467 (77.6%)	602 (100%)	41 (17.5%)	193 (82.5%)	234 (100%)
Women	38 (39.2%)	59 (60.8%)	97 (100%)	7 (16.7%)	35 (83.3%)	42 (100%)	1 (12.5%)	7 (87.5%)	8 (100%)
Total	278 (40.2%)	414 (59.8%)	692 (100%)	142 (22.0%)	502 (78.0%)	644 (100%)	42 (17.4%)	200 (82.6%)	242 (100%)
USPS									
	Grade 23 to Grade 24								
Men	144 (21.0%)	543 (79.0%)	687 (100%)						
Women	16 (14.0%)	98 (86.0%)	114 (100%)						
Total	160 (20.0%)	641 (80.0%)	801 (100%)						

Source: CPDF, FBI, and USPS data.

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Table IV.6: Numbers and Percentages of Criminal Investigators Promoted and Not Promoted at Different Grades From Fiscal Year 1982 to Fiscal Year 1992 at All Four Agencies, by EEO Group

EEO Group	Grade 12 to Grade 13			Grade 13 to Grade 14			Grade 14 to Grade 15		
	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total
DEA									
White	734 (60.5%)	479 (39.5%)	11,213 (100%)	249 (21.9%)	888 (78.1%)	1,137 (100%)	42 (9.5%)	402 (90.5%)	444 (100%)
African-American	106 (60.2%)	70 (39.8%)	176 (100%)	58 (34.7%)	109 (65.3%)	167 (100%)	8 (11.6%)	61 (88.4%)	69 (100%)
Hispanic	95 (59.4%)	65 (40.6%)	160 (100%)	53 (33.8%)	104 (66.2%)	157 (100%)	9 (10.8%)	74 (89.2%)	83 (100%)
Other	27 (69.2%)	12 (30.8%)	39 (100%)	8 (18.6%)	35 (81.4%)	43 (100%)	2 (15.4%)	11 (84.6%)	13 (100%)
Total	962 (60.6%)	626 (39.4%)	1,588 (100%)	368 (24.5%)	1,136 (75.5%)	1,504 (100%)	61 (10.0%)	548 (90.0%)	609 (100%)
FBI									
White	2,963 (75.6%)	958 (24.4%)	3,921 (100%)	724 (20.3%)	2,847 (79.7%)	3,571 (100%)	128 (10.8%)	1,059 (89.2%)	1,187 (100%)
African-American	239 (75.6%)	77 (24.4%)	316 (100%)	63 (24.1%)	198 (75.9%)	261 (100%)	11 (14.5%)	65 (85.5%)	76 (100%)
Hispanic	233 (70.0%)	100 (30.0%)	333 (100%)	55 (21.2%)	205 (78.8%)	260 (100%)	16 (21.1%)	60 (78.9%)	76 (100%)
Other	100 (80.0%)	25 (20.0%)	125 (100%)	15 (13.8%)	94 (86.2%)	109 (100%)	0 (0.0%)	18 (100%)	18 (100%)
Total	3,535 (75.3%)	1,160 (24.7%)	4,695 (100%)	857 (20.4%)	3,344 (79.6%)	4,201 (100%)	155 (11.4%)	1,202 (88.6%)	1,357 (100%)
ATF									
White	234 (37.5%)	390 (62.5%)	624 (100%)	122 (21.1%)	455 (78.9%)	577 (100%)	39 (17.7%)	181 (82.3%)	220 (100%)
African-American	19 (55.9%)	15 (44.1%)	34 (100%)	10 (37.0%)	17 (63.0%)	27 (100%)	2 (18.2%)	9 (81.8%)	11 (100%)
Hispanic	21 (70.0%)	9 (30.0%)	30 (100%)	9 (26.5%)	25 (73.5%)	34 (100%)	1 (10.0%)	9 (90.0%)	10 (100%)
Other	4 (100%)	0 (0.0%)	4 (100%)	1 (16.7%)	5 (83.3%)	6 (100%)	0 (0.0%)	1 (100%)	1 (100%)
Total	278 (40.2%)	414 (59.8%)	692 (100%)	142 (22.0%)	502 (78.0%)	644 (100%)	42 (17.4%)	200 (82.6%)	242 (100%)
USPS									
	Grade 23 to Grade 24								
White	122 (18.6%)	533 (81.4%)	655 (100%)						
African-American	26 (27.1%)	70 (72.9%)	96 (100%)						

(continued)

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EEO Group	Grade 12 to Grade 13			Grade 13 to Grade 14			Grade 14 to Grade 15		
	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total	Promoted	Not Promoted	Total
Hispanic	8 (26.7%)	22 (73.3%)	30 (100%)						
Other	4 (20.0%)	16 (80.0%)	20 (100%)						
Total	160 (20.0%)	641 (80.0%)	801 (100%)						

Source: CPDF, FBI, and USPS data.

Table IV.7: Separation Status in Fiscal Year 1992 of Criminal Investigators Who Entered Between Fiscal Years 1982 and 1992

Category	DEA			FBI			ATF			USPS		
	Remained	Left	Total	Remained	Left	Total	Remained	Left	Total	Remained	Left	Total
Men	2,069 (86.0%)	338 (14.0%)	2,407 (100%)	4,019 (87.2%)	588 (12.8%)	4,607 (100%)	773 (89.8%)	88 (10.2%)	861 (100%)	779 (95.2%)	39 (4.8%)	818 (100%)
Women	220 (66.9%)	109 (33.1%)	329 (100%)	931 (81.8%)	207 (18.2%)	1,138 (100%)	156 (86.2%)	25 (13.8%)	181 (100%)	204 (93.6%)	14 (6.4%)	218 (100%)
Total	2,289 (83.7%)	447 (16.3%)	2,736 (100%)	4,950 (86.2%)	795 (13.8%)	5,745 (100%)	929 (89.2%)	113 (10.8%)	1,042 (100%)	983 (94.9%)	53 (5.1%)	1,036 (100%)
White	1,819 (85.2%)	317 (14.8%)	2,136 (100%)	4,040 (86.0%)	655 (14.0%)	4,695 (100%)	788 (89.4%)	93 (10.6%)	881 (100%)	825 (95.2%)	42 (4.8%)	867 (100%)
African-American	217 (79.5%)	56 (20.5%)	273 (100%)	352 (82.8%)	73 (17.2%)	425 (100%)	71 (84.5%)	13 (15.5%)	84 (100%)	84 (95.5%)	4 (4.5%)	88 (100%)
Hispanic	193 (84.3%)	36 (15.7%)	229 (100%)	421 (88.6%)	54 (11.4%)	475 (100%)	53 (89.8%)	6 (10.2%)	59 (100%)	50 (89.3%)	6 (10.7%)	56 (100%)
Other	60 (61.2%)	38 (38.8%)	98 (100%)	137 (91.3%)	13 (8.7%)	150 (100%)	17 (94.4%)	1 (5.6%)	18 (100%)	24 (96.0%)	1 (4.0%)	25 (100%)
Total	2,289 (83.7%)	447 (16.3%)	2,736 (100%)	4,950 (86.2%)	795 (13.8%)	5,745 (100%)	929 (89.2%)	113 (10.8%)	1,042 (100%)	983 (94.9%)	53 (5.1%)	1,036 (100%)

Source: CPDF, FBI, and USPS data.

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Table IV.8: Starting Grade of Criminal Investigators Who Entered Between Fiscal Years 1982 and 1992

Category	DEA			ATF		
	Grade 7	Grade 9	Total	Grade 5	Grade 7	Total
Men	1,425 (59.2%)	982 (40.8%)	2,407 (100%)	262 (30.4%)	599 (69.6%)	861 (100%)
Women	262 (79.6%)	67 (20.4%)	329 (100%)	56 (30.9%)	125 (69%)	181 (100%)
Total	1,687 (61.7%)	1,049 (38.3%)	2,736 (100%)	318 (30.5%)	724 (69.5%)	1,042 (100%)
White	1,303 (61.0%)	833 (39.0%)	2,136 (100%)	262 (29.7%)	619 (70.3%)	881 (100%)
African-American	171 (62.6%)	102 (37.4%)	273 (100%)	41 (48.8%)	43 (51.2%)	84 (100%)
Hispanic	148 (64.6%)	81 (35.4%)	229 (100%)	9 (15.3%)	50 (84.7%)	59 (100%)
Other	65 (66.3%)	33 (33.7%)	98 (100%)	6 (33.3%)	12 (66.7%)	18 (100%)
Total	1,687 (61.7%)	1,049 (38.3%)	2,736 (100%)	318 (30.5%)	724 (69.5%)	1,042 (100%)

Source: CPDF data.

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