



UNITED STATES HOUSE OF REPRESENTATIVES
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM
SUBCOMMITTEE ON FEDERAL WORKFORCE, POSTAL SERVICE, AND THE DISTRICT OF COLUMBIA
MAJORITY STAFF
NOVEMBER 2007

**SENIOR EXECUTIVE SERVICE: WOMEN
AND MINORITIES ARE UNDERREPRESENTED
IN MOST LEGISLATIVE BRANCH AGENCIES**

PREPARED FOR
CHAIRMAN DANNY K. DAVIS

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
I. METHODOLOGY	1
II. DIVERSITY IN THE LEGISLATIVE BRANCH SES	2
A. <u>Differences in Diversity by Agency</u>	
B. <u>SES Diversity Compared to Workforce Diversity</u>	
C. <u>Diversity in Legislative and Executive Branch SES</u>	
D. <u>Trends in Legislative Branch Diversity</u>	
E. <u>SES Diversity Compared to GS-15 "Successor Pools"</u>	
III. MINORITIES, WOMEN, AND TOTAL COMPENSATION IN THE LEGISLATIVE BRANCH SES	10
IV. CONCLUSION.....	12

EXECUTIVE SUMMARY

Senior Executive Service (SES) officials are the most experienced segment of the federal government's career workforce. Racial and gender diversity in federal agencies' SES ranks can bring a variety of perspectives and approaches to policy development and implementation. This report, for the first time, analyzes the racial and gender diversity of the SES corps in six legislative branch agencies: the Government Accountability Office (GAO), the Library of Congress (LOC), the Congressional Budget Office (CBO), the Government Printing Office (GPO), the Capitol Police, and the Architect of the Capitol (AOC). The report finds:

- **In fiscal year (FY) 2007, 16.8% of the SES in the legislative branch agencies were minorities and 35.8% were women. In some agencies, the representation of minorities and women in the SES was much lower.** For example, minorities comprised less than 8% of the SES at CBO, and women represented less than 19% of the agency's SES corps. Four agencies (CBO, GPO, AOC, and the Capitol Police) had no Asian SES officials.
- **The SES at each agency was less diverse in terms of minorities than its workforce as a whole in FY 2007 and was less diverse in terms of women in four of the six agencies (see figures 3 and 4 in the report).** For example, GPO's workforce was almost 60% minorities and more than 42% women, but minorities and women each represented less than 12% of its SES.
- **The representation of minorities in the legislative branch SES has stagnated and the representation of women improved only slightly between FY 2002 and FY 2007.** The percentage of minorities decreased by nearly 1 percentage point in the legislative branch SES between FY 2002 and FY 2007. The slow increase in the percentage of women in the legislative branch SES (4 percentage points in 5 years) indicates that at this pace it could take another 17 years for women to reach 50% of the SES.
- **Some agencies' GS-15 "successor pools" were less diverse than their SES corps.** LOC, CBO, the Capitol Police, and AOC had a smaller percentage of minorities at the GS-15 level and LOC and AOC had smaller percentages of women. If these agencies hire future members of the SES in proportion to these pools, the diversity of SES will diminish at each of these agencies.
- **In some agencies, average total compensation for minorities and women in FY 2007 was less than their non-minority and male counterparts.** Three agencies' average total compensation for minority SES officials was less than that for non-minorities (GAO, LOC, CBO), and three agencies' average total compensation for women SES officials was less than that for men (CBO, GPO, and Capitol Police). The largest differences were found at CBO, where minority SES officials received an average of \$6,000 less than non-minorities, and women SES officials received an average of nearly \$10,000 less than men.

I. METHODOLOGY

The Subcommittee analyzed information that the six agencies provided about the race, gender, and compensation of their SES or SES-equivalent officials (hereafter referred to collectively as the “SES”) who were on board at any time during the six fiscal years 2002 through 2007.¹ The Subcommittee did not independently verify the information that the agencies provided. Data on diversity in the executive branch was drawn primarily from the Office of Personnel Management’s FedScope database.² Because of the relatively small size of the agencies’ SES corps, a small increase or decrease in the number of minorities or women in the SES can substantially affect resulting percentages.

The research questions addressed in this report are as follows:

1. How diverse in terms of race and gender were the SES in the major legislative branch agencies from FY 2002 through FY 2007? Specifically:
 - Do the legislative branch agencies differ in the diversity of their SES corps?
 - How does the diversity of the SES in the legislative branch agencies compare to the diversity in the agencies’ workforce as a whole, and to the executive branch career SES?
 - Has the diversity of the SES in the legislative branch agencies changed in recent years?
 - How diverse are the legislative branch agencies’ GS-15 “successor pools” in comparison to their SES?
2. Have minority and women senior executives in the legislative branch agencies received, on average, equivalent total compensation (i.e. pay, bonuses, and awards) compared with their non-minority and male counterparts?

By minorities, this report refers to people in the following racial and ethnic groups: African American, American Indian/Alaska Native, Asian/Pacific Islander, and Hispanic.

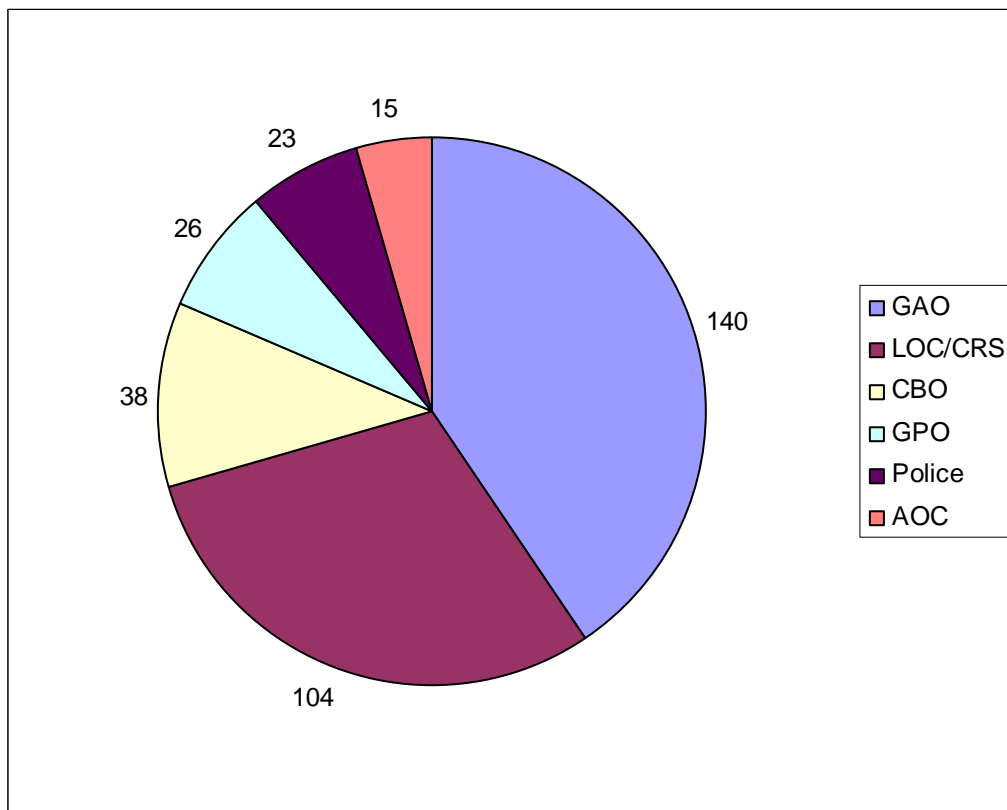
¹ This report focuses on permanent career SES and does not include politically-appointed or temporary officials.

² The FedScope database is drawn from the Office of Personnel Management’s Central Personnel Data File (online at <http://www.fedscope.opm.gov>). This report used information as of June 2007, the most recent information available from the site on November 8, 2007.

II. DIVERSITY IN THE LEGISLATIVE BRANCH SES

In FY 2007, appropriations for the six legislative branch agencies totaled more than \$1.8 billion dollars, and they employed a total of 13,332 staff, of which 346 were SES officials. As shown in Figure 1, GAO had the largest number of SES officials (140) and the LOC had the next largest number (104).³ Combined, GAO and the LOC employed 70.5% of the senior executives in the six legislative branch agencies. The remaining four agencies each employed a relatively small number of senior executives, ranging from 38% at CBO to 15% at AOC.

Figure 1: GAO and LOC Had the Largest Number of SES in FY 2007



Source: Legislative branch agencies' data.

³ The Congressional Research Service comprised 43 of the 104 LOC SES positions in FY 2007.

A. Differences in Diversity by Agency

In FY 2007, minorities held 58 of the 346 SES positions in these legislative branch agencies (16.8%) and women held 124 of the positions (35.8%). As Table 1 and Figure 2 indicate, the agencies differed substantially in the percentages of their SES corps that were minorities and women. For example, minorities were only 7.9% of the SES at CBO, 11.5% at GPO, and 13% of the Capitol Police. As Figure 2 shows, four agencies (CBO, GPO, AOC, and the Capitol Police) had no Asian SES officials. Less than 12% of GPO's SES were women, and women comprised less than 19% of the SES at CBO.

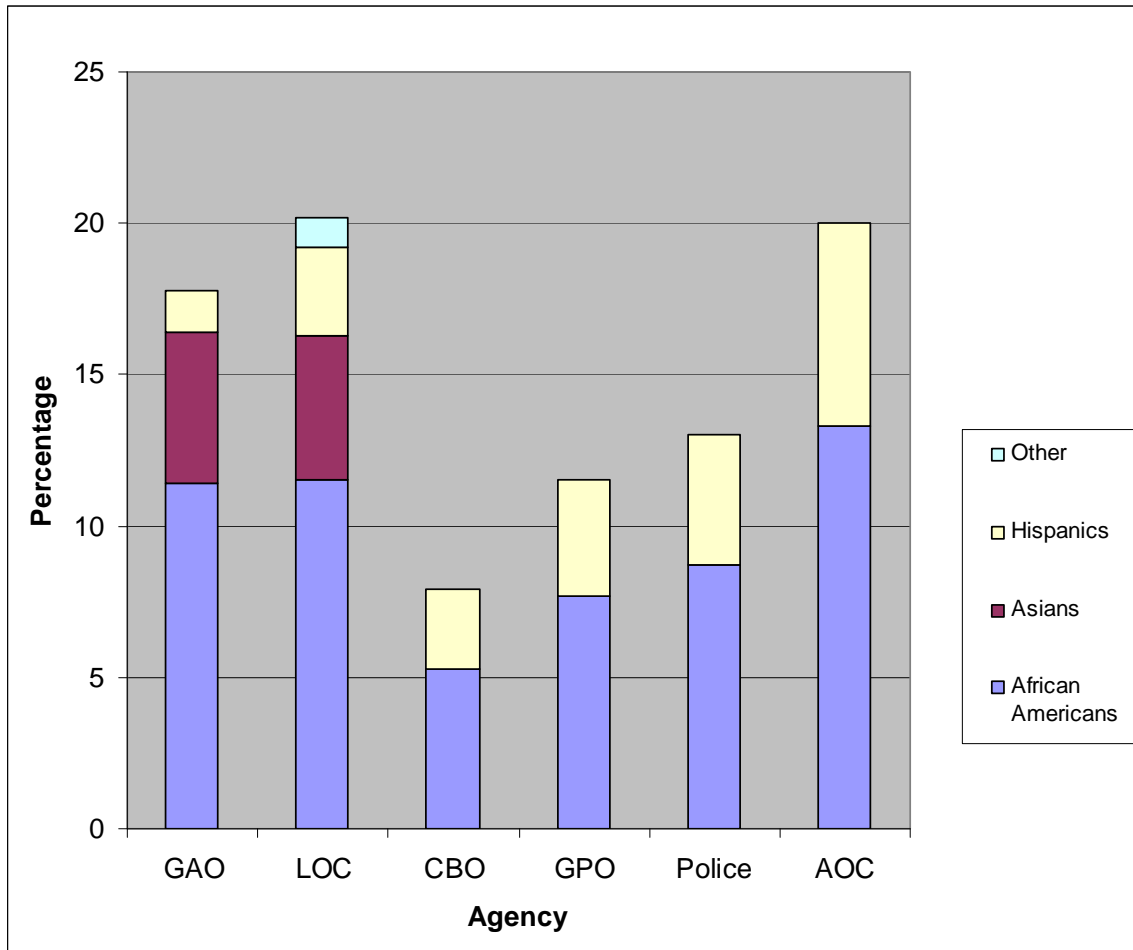
Table 1: The Legislative Branch Agencies Differed Substantially in the Representation of Minorities and Women in Their SES Corps in FY 2007

Agency	Minorities in the SES		Women in the SES	
	Number	Percent	Number	Percent
GAO	25	17.9	57	40.7
LOC	21	20.2	46	44.2
CBO	3	7.9	7	18.4
GPO	3	11.5	3	11.5
Capitol Police	3	13.0	6	26.1
AOC	3	20.0	5	33.3

Source: Analysis of legislative branch agencies' data.

The Congressional Research Service (CRS), a component of the LOC, employed 43 SES officials in FY 2007, or 41.3% of the SES at the LOC. Within CRS, 8 (18.6%) of the SES officials were minorities, and 16 (37.2%) were women.

Figure 2: The Legislative Branch Agencies Differed Substantially in the Percentage of Their SES That Was Minorities in FY 2007



Source: Analysis of legislative branch agencies' data.

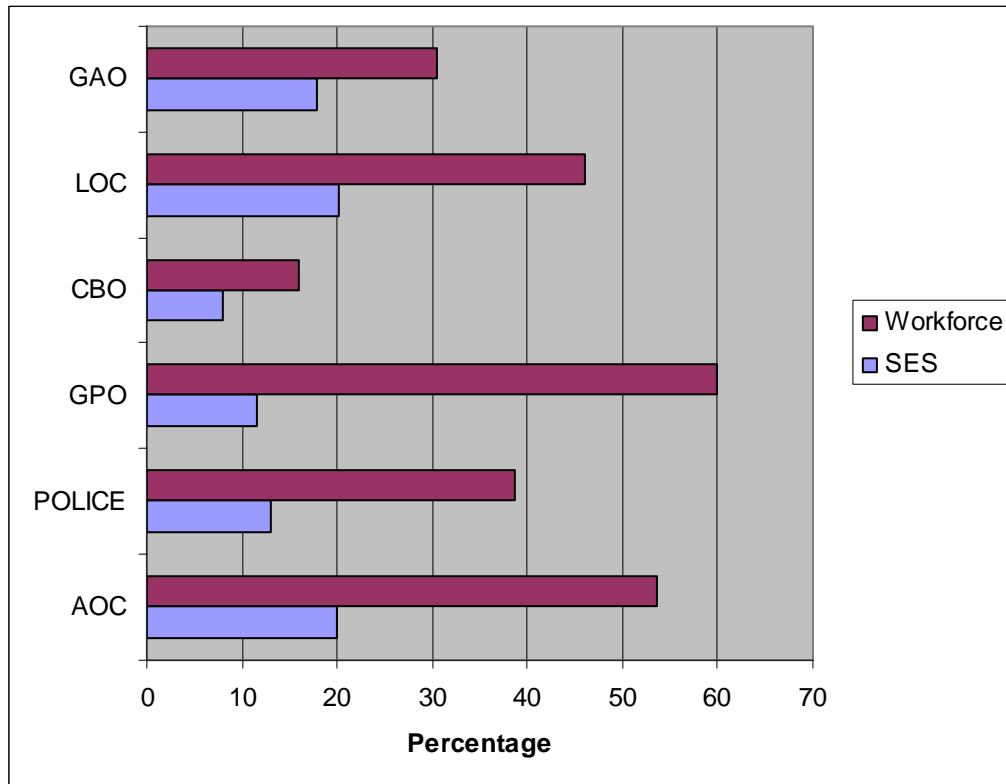
B. SES Diversity Compared to Workforce Diversity

Another way to put the SES diversity data into context is to compare the representation of minorities and women in the agencies' SES corps to their representation in the agencies' workforces as a whole. As of FY 2007, the number of staff in each of the six agencies was as follows:

- 3,114 at GAO
- 3,688 at LOC
- 227 at CBO
- 2,291 at GPO
- 2,001 at Capitol Police
- 2,011 at AOC

As shown in Figure 3, in FY 2007, the SES in all six of the agencies was less diverse in terms of the number of minorities compared their workforces as a whole.

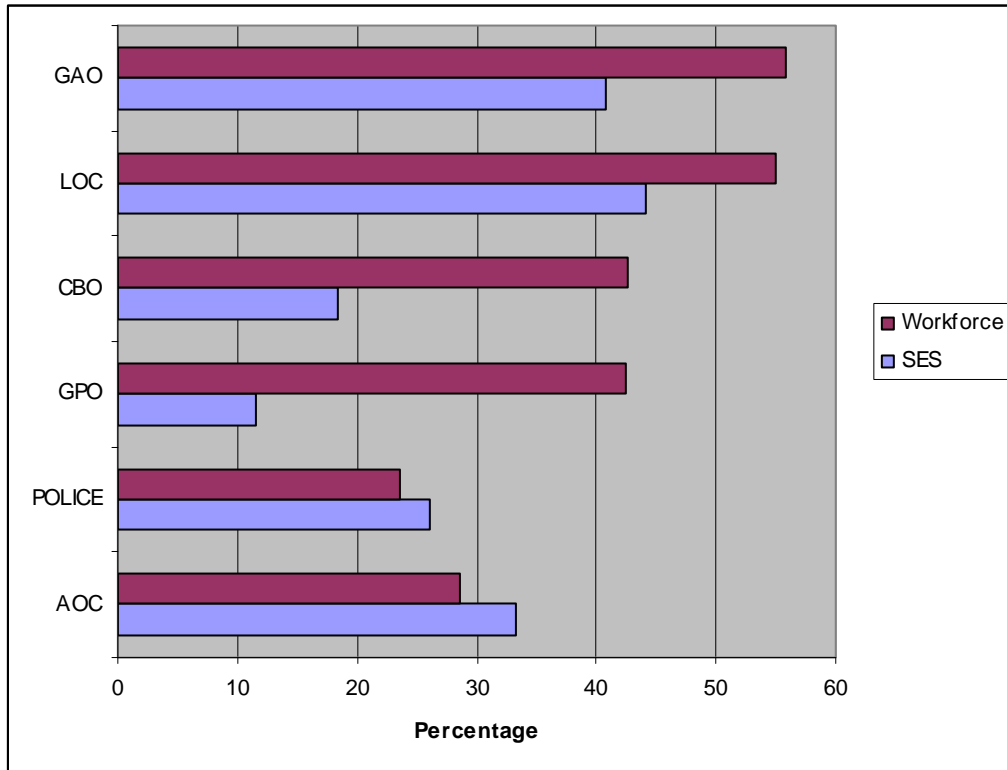
Figure 3: All of the Legislative Branch Agencies' SES Corps Were Less Diverse in Terms of Minorities than Their Workforces as a Whole, FY 2007



Source: Analysis of legislative branch agencies' data.

As shown in Figure 4, in FY 2007, the SES was also less diverse in terms of the number of women in four of the six agencies.

Figure 4: Four of the Six Legislative Branch Agencies' SES Corps Were Less Diverse in Terms of Women than their Workforces as a Whole, FY 2007



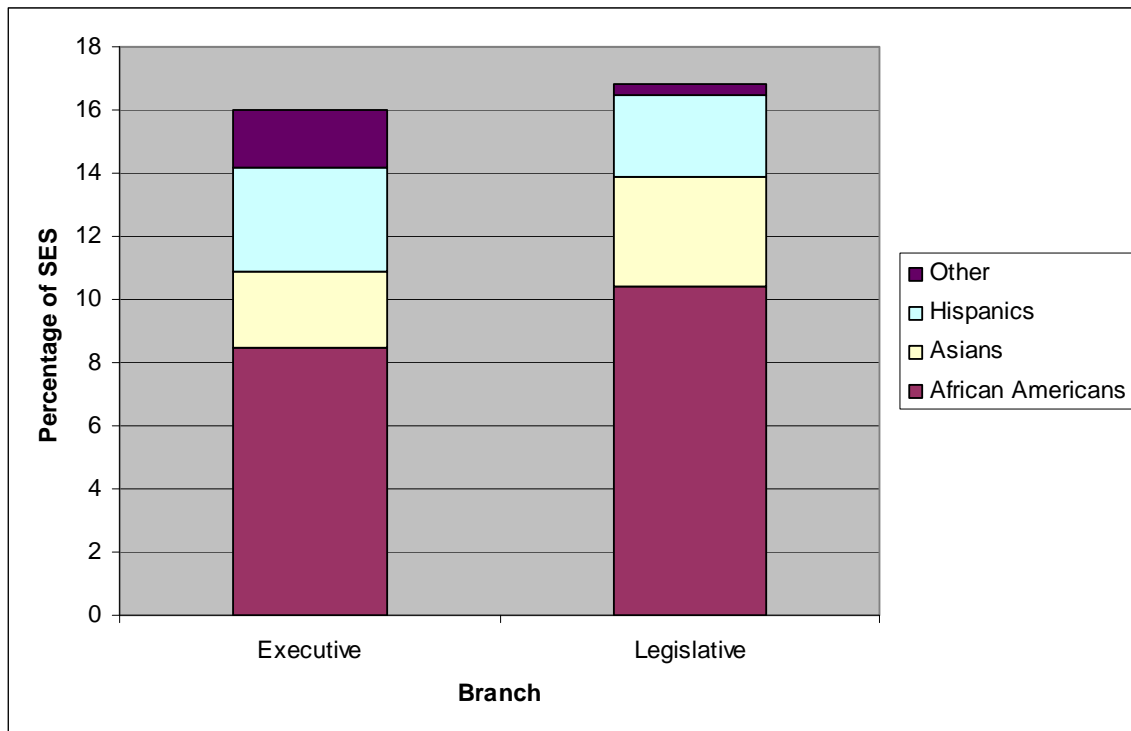
Source: Analysis of legislative branch agencies' data.

In some cases, these differences were substantial. For example, GPO's workforce was almost 60% minorities and about 42% women, but its SES was only 11.5% minorities and only 11.5 % women. The difference in the percentages for minorities at CBO were relatively small, but only because minorities comprised such a small percentage of its total workforce (less than 16%).

C. Diversity in Legislative and Executive Branch SES

As Figure 5 shows, there was little difference in the percentages of minorities in the executive branch and legislative branch SES in 2007 (16% and 16.8 % respectively). In 2007, minorities comprised 44% of the legislative branch workforce as a whole and 32.5% of the executive branch’s workforce. Therefore, one might have expected the percentage of minorities in the legislative branch SES to have been much higher than in the executive branch — not about the same. The percentage of particular minority groups represented varied slightly between the branches.

Figure 5: Little Difference Existed in the Percentage of Minorities in the Legislative Branch SES and in the Executive Branch SES in 2007



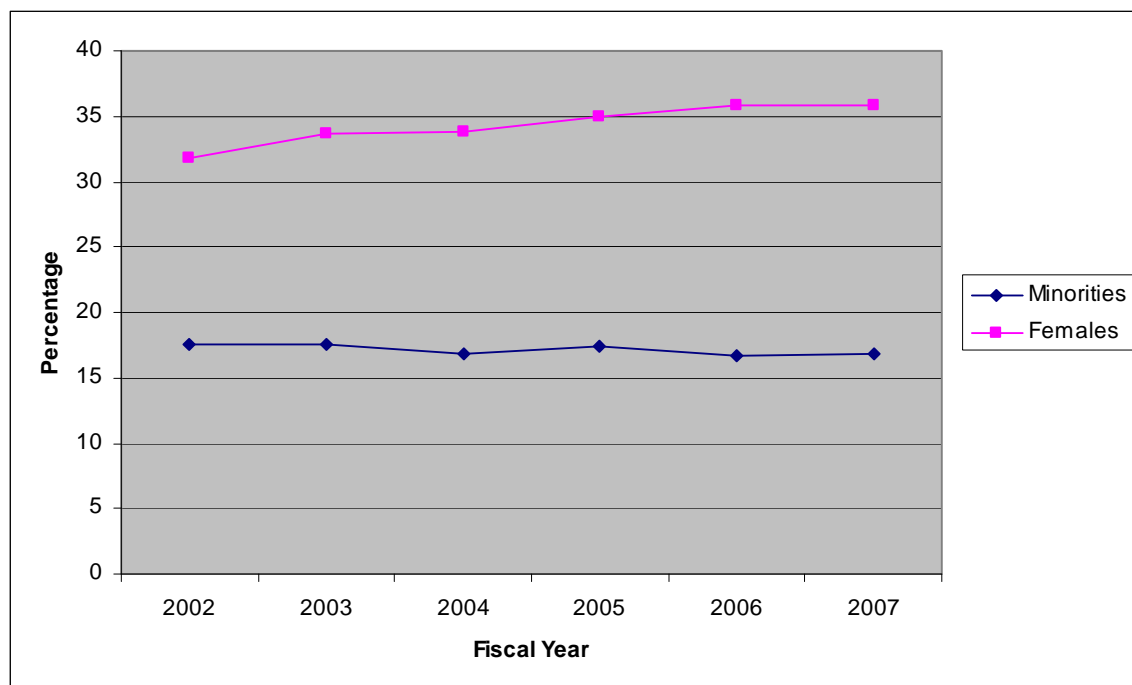
Source: Executive branch data obtained through the Office of Personnel Management’s Fedscope website and legislative branch data provided by the legislative branch agencies.

The percentage of the legislative branch SES that was women (35.8%) was only somewhat higher than in the executive branch career SES (28.9%).

D. Trends in Legislative Branch SES Diversity

As shown in Figure 6, the percentage of the legislative branch SES that was minorities has declined slightly in recent years — from 17.5% in FY 2002 to 16.8% in FY 2007. This drop in minority diversity in the SES is particularly troubling because, as GAO reported to the Subcommittee earlier this year, the percentage of minorities in the executive branch career SES increased by about two percentage points from 2000 to 2006. Therefore, if recent trends continue, the legislative branch SES appears in danger of becoming even less diverse in terms of minorities than the executive branch SES.

Figure 6: The Percentage of the Legislative Branch SES That Was Women Increased Somewhat Between FY 2002 and FY 2007, But the Percentage That Was Minorities Declined Slightly



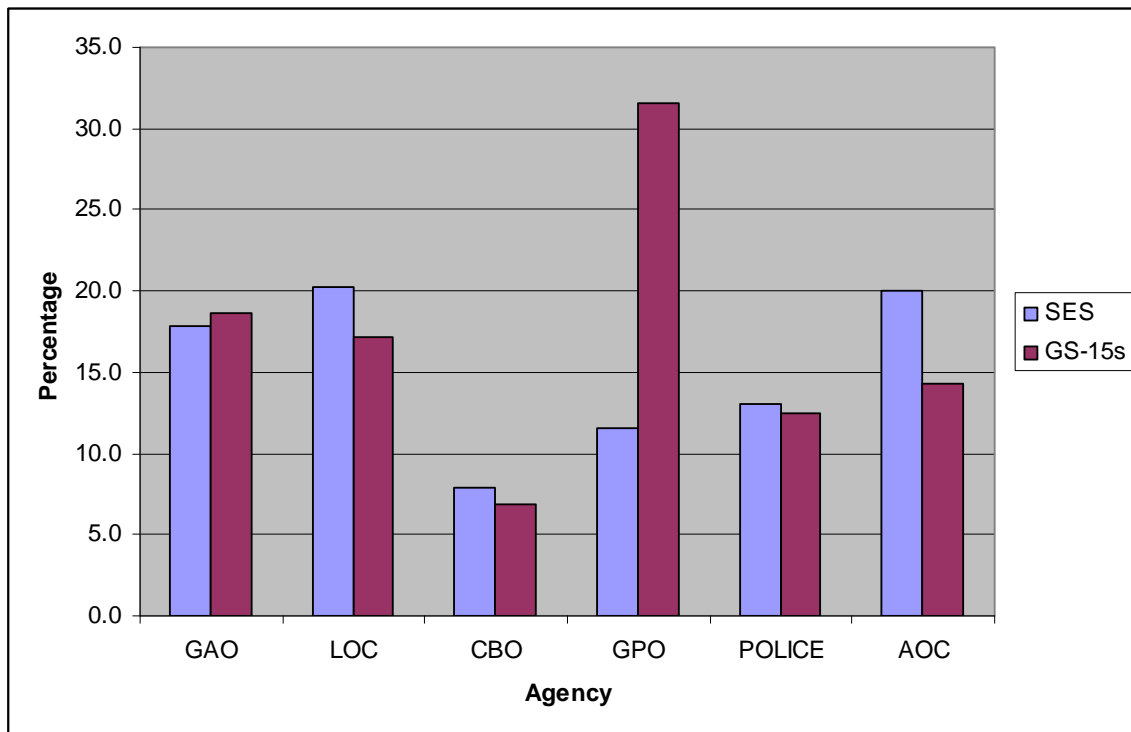
Source: Analysis of legislative branch agencies' data.

Figure 6 also shows that the percentage of the legislative branch SES that was women increased by about 4 percentage points between FY 2002 and FY 2007, from 31.6 % to 35.8%. If this modest rate of increase were to continue into the future, the percentage of women in the legislative branch SES would not reach 50% for nearly 17 years.

E. SES Diversity Compared to GS-15 “Successor Pools”

Many SES personnel are drawn from agencies’ GS-15 and equivalent ranks, so the diversity of these “successor pools” can provide an indication of how diverse the SES could become in the future. As shown in Figure 7, the LOC, CBO, Capitol Police, and AOC each had lower percentages of GS-15 minorities than in their SES corps. GAO had a slightly larger percentage of minority GS-15s than in its SES corps, but GPO had a much larger percentage of minorities in its GS-15 ranks when compared with its SES (31.6% versus 11.5%).

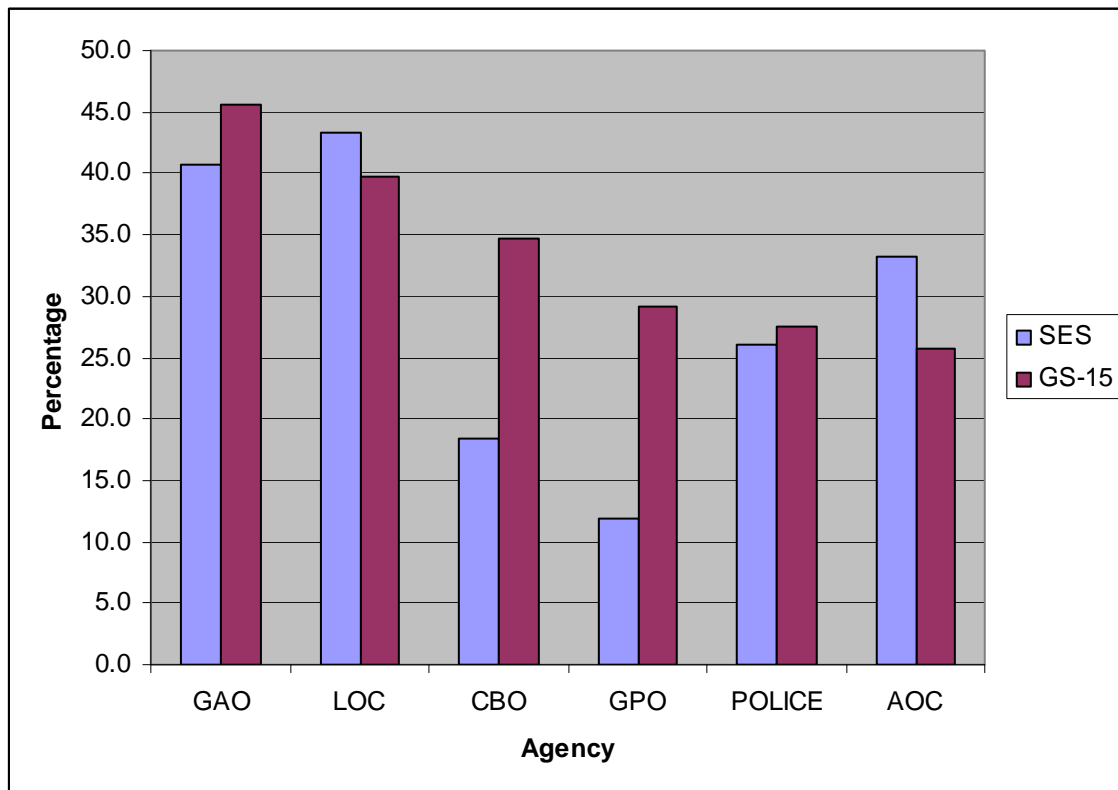
Figure 7: Minority Representation in GS-15 “Successor Pools” Was Less Than in the SES in Four of the Six Legislative Branch Agencies in FY 2007



Source: Analysis of legislative branch agencies’ data.

As Figure 8 shows, two of the six legislative branch agencies (LOC and AOC) also had a lower percentage of women at the GS-15 level than in their SES corps. Similar to the case with regard to minorities, women comprised a much higher percentage of the GPO GS-15 level than in the agency’s SES corps (29.1% versus 11.9%). Also notable was CBO; whereas its GS-15 level was less diverse than SES in terms of minorities, the agency was much more diverse at the GS-15 level in its representation of women (34.7% women at the GS-15 level versus 18.4% in the SES).

Figure 8: Female Representation in GS-15 “Successor Pools” Was Less Than in the SES in Two of the Six Legislative Branch Agencies in FY 2007



Source: Analysis of legislative branch agencies’ data.

III. MINORITIES, WOMEN, AND TOTAL COMPENSATION

Once minorities and women have reached the level of SES, a separate question is whether they have received comparable salaries, bonuses, and awards (hereafter referred to as “total compensation”) as their non-minority and male counterparts.⁴ As shown in Table 2, in FY 2007, the average amount of total compensation for minorities and non-minorities in the legislative branch SES was very similar — a difference of only \$94 (0.06%). Also, the average total compensation for female members of the SES in these agencies somewhat exceeded that of their male counterparts — a difference of \$1,325 (0.8%).

Table 2: Substantial Differences in Average Total Compensation Existed in Certain Agencies Between Minorities and Non-Minorities, and Between Women and Men, in FY 2007

<u>Agency</u>	<u>Minorities</u>	<u>Non-Minorities</u>	<u>Women</u>	<u>Men</u>
GAO	\$155,988	\$156,742	\$157,156	\$156,228
LOC	\$159,366	\$161,065	\$161,388	\$157,367
CBO	\$148,597	\$154,640	\$146,129	\$155,977
GPO	\$156,268	\$155,091	\$151,925	\$155,657
POLICE	\$157,769	\$155,664	\$153,531	\$156,788
AOC	\$154,526	\$152,250	\$153,036	\$152,572
Weighted Average	\$156,847	\$156,753	\$157,635	\$156,310

Source: Analysis of legislative branch agencies’ data.

Table 2 also shows that the average total compensation for minorities at the three agencies with the largest SES corps (GAO, LOC, and CBO), was less than that for non-minorities, with the largest difference at CBO (\$6,043, or 4.1%). On the other hand, average total compensation for minority SES officials at the three other agencies (GPO, Capitol Police, and AOC) exceeded that of their non-minority counterparts, with the largest difference at AOC (\$2,276, or 1.5%).

Three agencies also provided lower average total compensation for women than for men. Average total compensation for women at CBO, GPO, and Capitol Police was lower than that for men, with the greatest difference at CBO (\$9,848, or 6.7%). Total compensation for women in the SES exceeded that of their male counterparts at the other three agencies (GAO, LOC, and AOC), with the greatest difference at LOC (\$4,021, or 2.6%).

⁴ Total compensation is affected by a variety of factors, such as experience and expertise, which were not included in the Subcommittee’s analysis.

CBO's average total compensation for minorities and women in the SES in FY 2007 was substantially less than in the other five legislative branch agencies. CBO was also the lowest-paying employer in each of the other five fiscal years (FY 2002 through FY 2006) for minorities, and in all but two of the years for women (when CBO provided the second-lowest total compensation).

IV. CONCLUSION

Although GAO and others have examined executive branch SES diversity on numerous occasions, this report represents the first analysis of diversity in the senior ranks of six legislative branch agencies. The results indicate that the SES in some agencies (e.g., CBO, GPO, and the Capitol Police) was less diverse in terms of race and/or gender than in other agencies. Four of the six agencies had no Asians in their SES. The SES in every agency was less diverse in terms of minorities than its workforce as a whole (sometimes by a wide margin), and was less diverse in terms of women in four of the six agencies. The minority composition of the legislative branch SES as a whole went down slightly between FY 2002 and FY 2007, and the slow rate of increase in women's representation suggests that it could take nearly 17 years for women to reach 50% of the SES corps. Also, the successor pools at the GS-15 level were less diverse in terms of minorities than the SES in four of the six agencies, and were less diverse in terms of women in two of the agencies. Therefore, if each of these agencies hired its SES in proportion to the make-up of its GS-15 successor pool, the agencies would actually become less diverse in the future. Finally, there were some notable differences in average total compensation between minorities and non-minorities in some of the agencies, particularly at CBO. There, minorities and women fared substantially worse in terms of average total compensation both in relation to their non-minority and male counterparts in the agency and in relation to their minority and female counterparts in other legislative branch agencies.

Each of the legislative branch agencies faces unique challenges and opportunities to improve their SES diversity. If agencies keep on the same course they have in the period this report examined, it appears they will have little or no impact on the representation of minorities in the legislative branch SES as a whole, and only a modest impact on the representation of women. Therefore, in succession planning, agencies could improve the diversity of their SES by enhancing the diversity of their successor pools, looking beyond the successor pools for future SES talent, or both.