

TESTIMONY BEFORE THE
SUBCOMMITTEE ON FEDERAL WORKFORCE POSTAL SERVICE AND THE
DISTRICT OF COLUMBIA
COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM
BY
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Tuesday, November 13, 2007, 2:00 P.M.

Good afternoon Chairman Davis, Ranking Member Marchant, and Committee Members. My name is Sharon Blackmon-Malloy. I am a recently retired Lieutenant from the United States Capitol Police Force and the President of the United States Capitol Black Police Association. I am here today to speak about the serious underrepresentation of African Americans in the U.S. Capitol Police Force in the upper-level ranks of Captain and above. I would like to provide some suggestions about correcting this problem and increasing diversity in the legislative branch agencies. I thank you for the opportunity to speak about these issues. I have previously provided the full text of my testimony to this Subcommittee.

The U.S. Capitol Police, where I worked for 25 years, is entrusted with the responsibility of securing and protecting the U.S. Capitol, the House and Senate buildings, adjacent grounds, Members of Congress, their staffs, and the multitude of visitors to the Capitol area. The U.S. Capitol Black Police Association was formed by me and other African American Capitol Police Officers in early 1990. Our mission was to increase diversity in our police force and remedy discrimination practices in the areas of hiring, job assignments, training, and promotions.

Between 1990 and 1993, members of the U.S. Capitol Black Police Association testified in Congress several times about diversity and related topics. In 1993, 29% of the U.S. Capitol Police Force was African American, as compared to 29% in September 2006. (See attached data.) Thus, there has been no change in African American representation within the U.S. Capitol Police over this 13-year period. Significantly, there has been no progress made in the upper ranks of Captain and above, where an African American woman has never served. In fact, it took 176 years for a woman to be promoted to the rank of Lieutenant, which first occurred in November 2004.

I hope that it will not take another 176 years for an African American woman to achieve the rank of Captain in the U.S. Capitol Police Force. I also hope that our recommendations for greater diversity and less discrimination will not fall on deaf ears this time, and 15 years from now, we will achieve greater diversity in the U.S. Capitol Police Force at all levels. As my Association did approximately 15 years ago, I will speak today about how to increase diversity, especially regarding the African American Officers who protect and serve the public and stakeholders against all threats on a daily basis. You can make changes if you have the will and commitment.

To start changing the culture of minute African American representation in upper management, senior managers must have a serious commitment to diversity and be held accountable for non-compliance. For instance, there could be a series of penalties for violations of the agency's diversity policy or discrimination by managers. You could start with salary decreases, and then proceed to demotion and even removal for a non-compliant manager.

We need a serious commitment from Congress on diversity principles, and the legislative branch agencies are a natural place to start. We do not need the last plantation operating on the doorstep of Congress. Legislative agencies like the U.S. Capitol Police and the federal government in general should be a national and world leader in the promulgation of equity among people, which starts with real enforcement of measures prohibiting discrimination and the endorsement of diversity as a societal virtue.

The following is data from the Office of Personnel Management, regarding creating and retaining a diverse work force, with valuable recommendations for federal government agencies:

A. Building a High-Quality Workforce

To build a diverse workforce, agencies should incorporate tailored approaches to recruit and hire these individuals into their overall strategies. The first step is to find the candidates.

Recruitment

The purpose of effective recruiting is to attract strong candidates who are prepared both to meet the agency's strategic goals and priorities and to work in the agency's environment. Suggestions for effective recruitment techniques include:

- Ensure that recruiters and selection officials work closely with human resources and EEO/civil rights/special emphasis staff during the recruiting process. Maintaining close relationships with the experts will facilitate a smooth and easy recruiting process.
- Know the competition and their recruiting needs. Issuing one vacancy announcement is no longer an effective method of finding candidates. Learn where the candidates go to find jobs and information about finding jobs -- make sure the agency's message can be found. Consider using a variety of common job search locations, such as:
 - college placement centers,
 - minority student associations,
 - college organizations of students with disabilities,
 - high schools,
 - Internet websites,

- newspapers and magazines,
- community newsletters,
- radio announcements,
- community centers,
- professional organizations,
- minority organizations,
- libraries, and
- grocery stores.

In addition, employees can provide recommendations regarding good sources of diverse candidates (their alma maters, professional organizations, etc.).

- Candidates must feel there is a match between their personal goals and the agency's goals. To create and foster a positive image, state the agency's mission and goals clearly and include an inspiring vision. Develop a theme for the recruiting message and craft it to fit each audience.
- When developing a recruitment plan, consider campus visits, job fairs, brochures, displays, and website use.
- Design a long-term recruitment plan with input from managers, supervisors, and employees, as well as from specialists in the areas of human resources management and EEO/civil rights/special emphasis. Be creative.
- Develop and maintain long-term partnerships with academia and professional associations for the purpose of recruiting high-quality candidates. The goal of partnering is to start the recruitment process ahead of the actual recruitment schedule. Relationships with these sources, which are often best formalized through memoranda of understanding or formal agreements, can afford both sides opportunities for increased awareness and opportunities.

Examples of partnering activities include:

- making regular presentations to faculty, students, and the community about issues of interest to both the agency and the school or community
- making visits to high schools, using video tapes and CD-ROMs to describe the agency's work
- hosting field trips to the agency
- sponsoring agency employee volunteer activities such as mentoring and tutoring
- offering presentations at meetings and conferences of professional associations
- Ensure that senior managers are directly involved in planning and conducting recruitment activities. As leaders who are familiar with their agency's cultures and needs, as managers who understand skills needs, and as selecting officials, they are an important part of the agency's recruitment activities.

Hiring

After finding high-quality candidates, the agency must now hire them. When implementing a diversity program, several aspects of hiring are important to consider:

- Review internal human resources policies, processes, and operations. Often, if agencies are unable to make quick job offers, good candidates are lost to competitors who are able to move quickly. Many flexibilities are available to agencies and reviewing internal staffing procedures may identify new ways to streamline hiring.

Take full advantage of customizing the competitive process by using the many staffing flexibilities and hiring authorities available. Take full advantage of technology by using [USAJOBS](#) and accepting online applications.

Retention

Achieving a diverse, high-quality workforce by successfully attracting and hiring the desired employee mix is only the first step. Having made investments to recruit and hire high-quality employees, the agency risks wasting those efforts absent a strong retention strategy. The agency's next objective is to ensure that their valuable employees stay with the agency. That goal is the focus of the second major set of elements to be included in the design and implementation of the agency's diversity program.

These elements can be described as part of a broad model of rewards, which sustain employee commitment. These rewards include support for:

- a flexible and supportive work environment, including the quality of the supervision and leadership employees receive
- an emphasis on learning and development
- effective rewards and recognition systems

These aspects of work and working conditions are clearly becoming at least as important to employees' decisions to stay with an organization as their direct pay and benefits levels. An agency that commits to cultivating these broader rewards will be far better positioned to retain the diverse workforce it builds.

A Supportive Work Environment

A supportive work environment is one that provides employees with the direction and tools they need to perform the work of the organization to the very best of their ability. As an employer, the Federal Government offers many government-wide programs to support employees; other aspects of a supportive work environment are in the hands of individual agencies. Actions to support employees include:

- Ensure that supervisors and managers are provided leadership and diversity training. Their understanding of the benefits and rewards of a diverse workforce

helps create a supportive work environment that enhances the potential of all employees.

- Emphasize existing quality of worklife initiatives as effective policies that advance the interests of a diverse workforce.

Learning and Development

Professional development and training opportunities are important reasons why valued employees choose to stay with an organization. Agencies can use a variety of approaches to establish a climate that supports continuous learning and development, including:

- Establish clear paths for acquiring the skills, knowledge, and experience that employees need for their continual learning and career development.
- Use a variety of ways to provide training and development experiences for employees, such as:
 - developing formal and informal mentoring programs,
 - using CD-ROMs and other interactive and online training technology,
 - using internal and external training courses, and
 - establishing individual learning accounts (ILAs).
- Provide training opportunities for all employees. Through investments in training, agencies reflect the value they place on employees and support employees in their own interest in keeping their skills updated in order to remain competitive.
- Encourage employees to become mentors. In particular, senior managers should be strongly encouraged to mentor individuals from different cultural, racial, or academic backgrounds.
- Use tuition reimbursement programs. Agencies have the authority to pay all or part of the necessary expenses for training and formal education.
- Widely publicize developmental opportunities for employees, such as detail assignments and leadership training, to give everyone interested a chance to participate in assignments that prepare them for higher-level positions.

Rewards and Recognition

The systems that reward and engage employees are key to maintaining a diverse, high-quality workforce. All people desire to see their efforts acknowledged. Agencies should continually monitor their use of awards, incentives, and recognition to ensure that individuals and groups all receive their fair share based on transparent criteria and well-understood processes for nominating and granting awards.

Monitor Results

Agencies should develop systems of measures to continually monitor the effectiveness of their diversity initiatives and make adjustments as needed. The results should be shared and discussed with senior managers and supervisors.

- Regularly monitor the agency workforce profile. Periodic analysis of the resulting data will help determine progress and successes. In turn, the data may be used to adjust recruiting strategies and other workforce planning initiatives as needed.
- Monitor existing career development systems and programs (e.g., who is being chosen for non-routine assignments, special projects, rotational opportunities, training, and conference participation) to ensure that cultural bias is not a factor in participation rates. Evaluate and re-engineer career development systems and programs to better achieve the agency's diversity goals.
- Work with EEO/civil rights office to monitor agency-wide numbers and trends regarding formal EEO complaints.
- Monitor the number and diversity of applicants and participants in developmental opportunities and assess the effectiveness of the publicity efforts.

Accountability

To succeed in developing and sustaining strong diversity initiatives, agency heads should hold their executives, managers, and supervisors accountable for achieving results. OPM also assesses agencies' effectiveness in implementing diversity initiatives.

- Build accountability for hiring, retaining, and developing a diverse, high-quality workforce into the performance management systems for managers and supervisors.
- Ensure that candidates for the Senior Executive Service have certain leadership competencies which include "Cultural Awareness." Selecting officials are accountable for ensuring that the candidates provide examples which evidence possession of such competencies.

B. Recommendations

Commitment is the foundation of a successful effort to build and maintain a diverse, high-quality workforce. This commitment should be clearly stated and communicated from the top leadership to employees at all levels. In addition, agencies need to take action to assure that resources and staff are available for each stage of the program. Commitment can be demonstrated through such actions as:

- Encourage a leadership that creates an environment of inclusion and values differences.
- Clearly assign adequate resources to their diversity activities. An agency could choose to clearly identify resources in its budget to diversity initiatives.
- Ensure that senior managers are directly involved in planning and conducting diversity activities.
- Ensure that employees are an integral part of the agency's efforts to plan and conduct diversity activities.
- Consider training employees in intercultural communication to address differences in communication across cultures.

- Establish Special Emphasis Programs (SEPs) and appoint SEP Managers as management advisors on how to obtain and manage a diverse workforce. SEP Managers can be critical to help agencies establish an effective diversity management program.

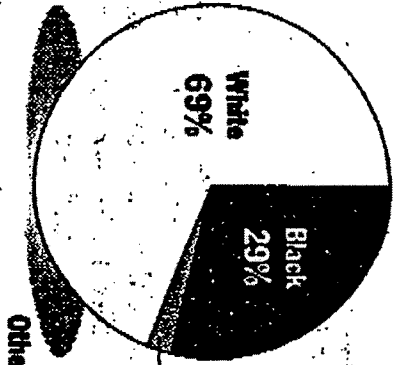
U.S. CAPITOL POLICE SWORN RANK DISTRIBUTION BY RACE/ETHNICITY
 @ September 30, 2006

Rank	White	Native American	Asian/ Pacific Islander	African American	Hispanic	Total
Chief of Police	0	0	0	0	0	0
Assistant Chief of Police	1	0	0	0	0	1
Deputy Chief of Police	3	0	0	1	0	4
Inspector	7	0	0	1	0	8
Captain	15	0	0	2	1	18
Lieutenant	35	1	1	9	1	47
Sergeant	116	1	1	53	4	175
Detective	15	0	1	3	0	19
Plainclothesman	1	0	0	0	0	1
Technician K-9	38	0	0	2	2	42
Technician	7	0	0	0	0	7
Private First Class	631	4	15	347	49	1046
Private With Training	111	0	4	39	13	167
Private	41	0	4	14	9	69
Total	1021	7	26	471	79	1604

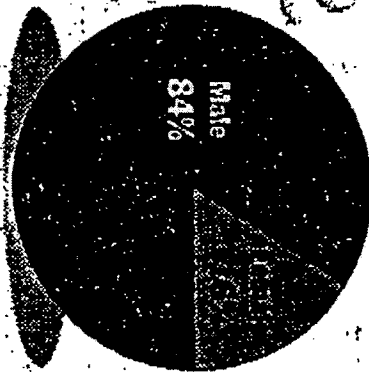
Federal Law Enforcement
 Statistical Information

COMPOSITION OF THE U.S. CAPITOL POLICE

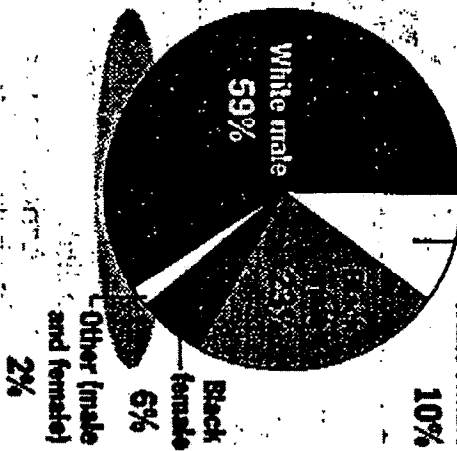
RACE



SEX



OVERALL



NOTE: Figures current as of March 1993. Numbers are rounded.
 SOURCE: National Black Police Association, U.S. Capitol Police chapter