

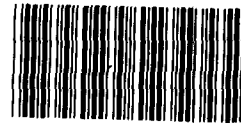
GAO

Fact Sheet for the Honorable
Timothy E. Wirth, U.S. Senate

December 1992

HEALTH AND HUMAN SERVICES

Update on Hispanic Representation in HHS Region VIII



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

General Government Division

B-241294

December 30, 1992

The Honorable Timothy E. Wirth
United States Senate

Dear Senator Wirth:

In your December 17, 1990, letter you asked that we update the data in our November 1990 report using 1990 census data when available. In that report, Health and Human Services: Hispanic Representation and Equal Employment Practices in Region VIII (GAO/HRD-91-6, Nov. 20, 1990), we found that the representation of Hispanic employees in the Department of Health and Human Services (HHS) region VIII workforce exceeded the overall Hispanic representation in the Rocky Mountain civilian labor force (CLF). This fact sheet presents the information on Hispanic representation in HHS region VIII based on the 1990 census.

RESULTS

The overall representation of Hispanic employees in the HHS region VIII workforce, excluding Indian Health Service (IHS) employees, continued to exceed the Hispanic representation in the regional CLF in 1991.¹ As of September 30, 1991, region VIII's representation of Hispanics was 11.5 percent with IHS staff excluded, which exceeded the regional 1990 CLF rate of 6.5 percent. In our previous report, we showed that as of September 30, 1989, Hispanic representation of 10.3 percent exceeded the 1980 CLF of 5.5 percent. The only Hispanic underrepresentation noted in 1990 was in Hispanic women in professional positions in grades 13-15 where region VIII was short by one. In 1991, one Hispanic woman was hired within that grade range.

In HHS region VIII, Hispanic representation, in overall numbers of employees, increased from 170 at the end of fiscal year 1989 to 212 at the end of fiscal year 1991, a

¹IHS, a Public Health Service component comprising 1,931 employees, or 52 percent of the region VIII workforce, is required by law to give hiring preference to American Indians. As of September 30, 1991, 1,413, or 73 percent, of IHS employees were American Indians.

25-percent increase during this 2-year period. Excluding IHS, the regional workforce increased by 166 employees, or 10.5 percent, while the number of Hispanic employees increased by 37, or 22.7 percent. When IHS is included, region VIII's workforce increased overall by approximately 831 employees, or 29 percent, for the same period. However, about 80 percent of this increase occurred in the Indian Health Service, which employs mostly American Indians.

BACKGROUND

The Civil Rights Act of 1964 requires federal agencies to develop and implement affirmative action programs to eliminate the historic underrepresentation of minorities and women in the workforce. The Equal Employment Opportunity Commission (EEOC) is the agency responsible for providing agencies with guidance on their affirmative employment programs and approving agency affirmative employment plans for these programs. The EEOC guidance requires each federal agency to analyze its workforce comparing the representation of minorities and women in its workforce with the representation of the same groups in the appropriate CLF. EEOC requires HHS to use Rocky Mountain CLF data, which covers the same states included in region VIII, to do its workforce analysis.

EEOC guidance specifies that it will annually provide HHS and other federal agencies with CLF and agency-specific workforce information from the Office of Personnel Management's (OPM) Central Personnel Data File (CPDF) for job categories (professional, administrative, technical, clerical, other, and blue collar) and grade groupings. Each minority group's rate of employment in the job categories, grade level, and major occupational series categories is compared with its rate of availability in the civilian labor force.

HHS has 10 regional offices. HHS' region VIII encompasses six states: Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming. Region VIII's four operating divisions are the Public Health Service (PHS), the Health Care Financing Administration (HCFA), the Social Security Administration (SSA), and the Administration for Children and Families (ACF).² Support services to the operating divisions are provided by the Office of the Regional Director (ORD). HHS region VIII employed about 3,682 employees as of September 30, 1991. Sixty-one percent, or

²Effective August 25, 1991, two operating divisions (the Family Support Administration and the Office of Human Development Services) were combined to form the Administration for Children and Families.

2,228 of the employees, worked in PHS. Thirty-one percent, or 1,146 of the employees, worked in SSA. The remaining 8 percent, or 308 employees, worked in HCFA, ACF, and ORD.

APPROACH

We obtained HHS workforce profile data from OPM's CPDF.³ Departments and agencies provide the data for the CPDF, and they are encouraged by EEOC to work with OPM to develop the most accurate data possible. Even so, agencies' internal records may differ from the CPDF. We did not verify the accuracy of OPM's data or the HHS-reported number of employees in the region VIII workforce for 1990 and 1991. For 1990 and 1991, we compared information on Hispanic representation with the appropriate CLF data to determine whether Hispanics were underrepresented in region VIII.

To identify the representation levels of Hispanics in HHS region VIII's workforce, we compared workforce data for fiscal years 1990 and 1991 with Rocky Mountain region CLF data based on the 1990 census.⁴ Because EEOC, at the time of our review, had not published and provided to federal agencies the CLF data based on the 1990 census, we used a computer data file produced by the Bureau of the Census that contained 1990 census occupational data.⁵ On the basis of guidance from EEOC, we developed job

³OPM's CPDF is a personnel management information system that maintains workforce information (i.e., number of employees, pay grades or levels, and pay plans) on most federal agencies. Annually, EEOC is supposed to provide this information to federal agencies for evaluation of their workforce.

⁴CLF data include information on persons 16 years of age and over, excluding those in the Armed Forces, who are employed or seeking employment. These data are developed through the nation's census, which is conducted every 10 years.

⁵The last EEOC-published data were contained in Management Directive 707B, which shows 1980 national, regional, and state civilian labor force data by job category. To provide federal agencies with CLF data that are useful for analyzing the representation of minorities and women in their workforce, EEOC develops the CLF data into job categories for occupations that correspond to federal occupations. Since EEOC has not published new guidelines for federal agencies to use in preparing affirmative employment plans, updates, and accomplishment reports, our findings, based on our independent computations, should not be used by HHS region VIII as the source of information for preparing its accomplishment reports.

categories (professional, administrative, technical, clerical, and other) for the census data using the same method EEOC used for the 1980 census data. Although EEOC weighted the 1980 census data to reflect the job mix of the federal government, we did not weight the 1990 census data. We tested the data to determine the impact of weighting and found that it had a minimal effect on the HHS region VIII workforce data. According to an EEOC official, EEOC is not sure whether it will develop 1990 census data by job category or whether it will weight the data.

Our workforce analysis included employees in HHS region VIII's white-collar positions at grades 1 through 15. We excluded staff in the Commissioned Corps and Senior Executive Service because HHS headquarters officials make these appointments. We obtained our workforce data directly from OPM's CPDF and were unable to exclude temporary and stay-in-school student employees as we did in our 1990 report.⁶ According to an HHS official, there currently are approximately 300 temporaries and stay-in-school students employed in HHS region VIII. Almost all of those employees work in IHS.

We did our work from September 1992 to December 1992 in accordance with generally accepted government auditing standards. For more detailed information on the above topics, see appendix I.

AGENCY COMMENTS

We not did obtain written comments on this fact sheet. We did, however, discuss its contents with HHS headquarters personnel and region VIII officials. HHS indicated that it agreed with the facts presented.

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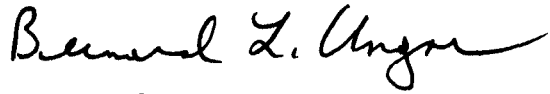
Copies of this fact sheet are being sent to interested congressional committees and subcommittees; the Secretary of HHS; the Regional Director of HHS; and other interested parties. Copies will also be made available to others upon request.

⁶EEOC instructions specify that agencies should exclude temporary and stay-in-school student employees from their workforce and minority representation calculations.

B-241294

The major contributors to this fact sheet are listed in appendix II. Please call me on (202) 275-5074 if you have any questions about this information.

Sincerely yours,



Bernard L. Ungar
Director, Federal Human Resource
Management Issues

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ABBREVIATIONS

ACF	Administration for Children and Families
CLF	Civilian Labor Force
CPDF	Central Personnel Data File
EEOC	Equal Employment Opportunity Commission
HCFA	Health Care Financing Administration
HHS	Department of Health and Human Services
IHS	Indian Health Service
OPM	Office of Personnel Management
ORD	Office of the Regional Director
PHS	Public Health Service
SSA	Social Security Administration

REPRESENTATION OF HISPANIC EMPLOYEES IN HHS REGION VIIITOTAL HISPANIC REPRESENTATION IN HHS REGION VIII

As shown in table I.1, Hispanic representation in total and by gender in HHS region VIII's workforce in 1990 and 1991 exceeded the Hispanic representation in the 1990 regional CLF, without IHS being included.

Table I.1: Hispanic Representation in HHS Region VIII and the CLF, Excluding IHS, 1990-1991

Fiscal year	Percent of Hispanic Women	Percent of Hispanic Men	Total
HHS region VIII			
1990	6.7	4.6	11.3
1991	6.6	4.9	11.5
CLF			
1990	2.9	3.6	6.5

In our previous report, Hispanic representation in HHS region VIII in total and by gender in 1989, excluding IHS, was also higher than that in the 1980 CLF.

As shown in table I.2, when IHS employees are included, the Hispanic representation in region VIII is slightly lower for men and women combined than in the CLF. Hispanic male representation was lower for both years than that in the CLF.

Table I.2: Hispanic Representation in HHS Region VIII and the CLF, Including IHS, 1990-1991

Fiscal year	Percent of Hispanic Women	Percent of Hispanic Men	Total
HHS region VIII			
1990	3.4	2.5	5.9
1991	3.2	2.5	5.7
CLF			
1990	2.9	3.6	6.5

In comparison, Hispanic representation in region VIII in 1989 was slightly higher for men and women combined than that in the 1980 CLF. However, Hispanic male representation in 1989 was slightly lower than that in the 1980 CLF.

Between fiscal years 1989 and 1991, the number of Hispanic employees in region VIII increased from 170 to 212--or 24.7 percent. During that period, the region's total workforce increased from 2,851 to 3,682--or 29 percent. About 80 percent of the increase occurred in IHS. Changes in the region's number of Hispanic and total employees for fiscal years 1989, 1990, and 1991, including IHS, are shown in table I.3.

Table I.3: Changes in Region VIII's Workforce, Including IHS, 1989-1991

Fiscal year	Total number of employees	Percent change	Number of Hispanic employees	Percent change
1989	2,851		170	
1990	3,350	+17.5	197	+15.9
1991	3,682	+9.9	212	+7.6
Net change	+831	+29.1	+42	+24.7

When IHS was excluded, the regional workforce increased by 166 employees, or 10.5 percent, and the number of Hispanic employees increased by 37, or 22.7 percent. Table I.4 shows changes in the region's number of Hispanic and total employees for fiscal years 1989, 1990, and 1991, when IHS is excluded.

Table I.4: Changes in Region VIII's Workforce, Excluding IHS, 1989-1991

Fiscal year	Total number of employees	Percent change	Number of Hispanic employees	Percent change
1989	1,585		163	
1990	1,661	+4.8	188	+15.34
1991	1,751	+5.4	200	+6.4
Net change	+166	+10.5	+37	+22.7

HISPANIC REPRESENTATION BY JOB CATEGORY

When broken out by job category, as shown in table I.5, region VIII's Hispanic representation exceeded that in the CLF, excluding IHS in fiscal years 1990 and 1991.

Table I.5: Hispanic Representation in Region VIII Workforce and Regional CLF by Job Category, Excluding IHS, 1990-1991

Job category	1990 CLF	Percent of Hispanics in Region VIII workforce	
		1990	1991
Professional	3.3	9.5	8.2
Administrative	3.9	9.5	10.0
Technical	5.9	9.1	10.5
Clerical	6.0	20.3	19.8
Other	4.7	^a	17.6
Overall	6.5	11.3	11.4

^aIn this year, the total number of employees in this job category was insufficient to provide meaningful statistics.

As shown in our previous report, Hispanic representation by job category in fiscal year 1989 also exceeded the 1980 CLF.

HISPANIC REPRESENTATION AT UPPER GRADE LEVELS

As we did in our 1990 report, because of concerns expressed over the representation of Hispanics in higher grades, we analyzed the workforce data to determine Hispanic representation at grades 13 through 15, excluding IHS. We examined workforce data at grades 13 through 15 as of September 30, 1990, and 1991. We compared the region VIII data with the expected number of Hispanics in the professional and administrative category in the Rocky Mountain CLF. The number shown in the CLF was derived by multiplying the regional CLF availability rate for the professional and administrative job categories by the total number of men and women employees in each job category (e.g., 1.8 percent, the percentage of Hispanic professional men in the Rocky Mountain region's workforce, x 87, the number of professional men employed in HHS region VIII = 1.6 or, rounded upward, 2).

Overall, at grades 13 through 15 the number of Hispanics in HHS region VIII exceeded the number of Hispanics available for these positions in the regional CLF. However, in the professional job category, no Hispanic women were employed at these grade levels in 1990. The 1990 regional CLF data called for 1 Hispanic woman to fill grade band 13 through 15 positions in 1990 and 1991. Table I.6 shows, for fiscal year 1990 and 1991, the numbers of region VIII Hispanic men and women at grades 13 through 15 in the professional and administrative job categories, compared with the estimated numbers of Hispanics available in the regional CLF.

Table I.6: Region VIII Total Employees and Hispanics in Grades 13-15 Compared With Regional CLF Availability of Hispanics, Excluding IHS, 1990-1991

Job category	Total Employees		Hispanic Employees		Expected based on 1990 CLF ^a
	1990	1991	1990	1991	
Professional					
Men	91	77	12	12	2
Women	20	25	0	1	1
Subtotal	111	102	12	13	3
Administrative					
Men	83	86	13	13	2
Women	42	43	2	3	1
Subtotal	125	129	15	16	3
Total	236	231	27	29	6

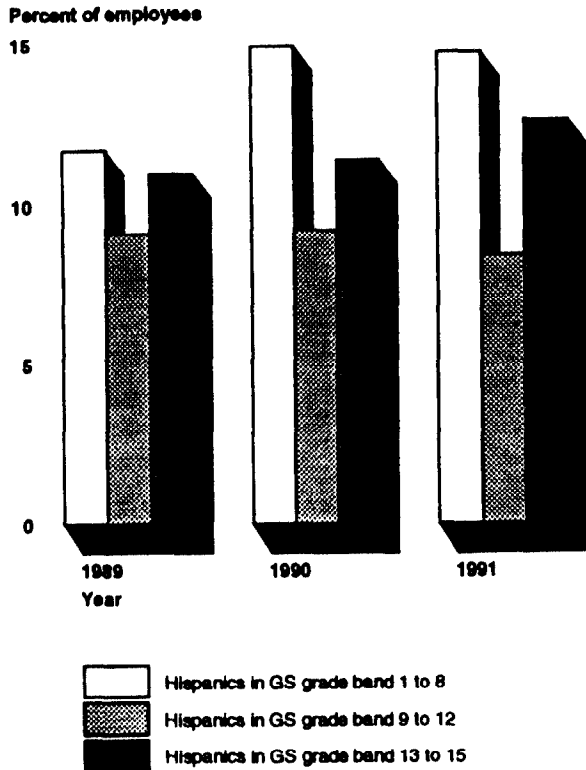
^aThese numbers are rounded up to the next whole number when the computed amount is slightly more than one half.

For fiscal year 1989, as shown in our 1990 report, the number of Hispanics overall in region VIII at grades 13 through 15 exceeded the number of Hispanics available for these positions in the regional CLF. However, in the professional job category, no Hispanic women were employed at these grades, and the regional 1980 CLF data called for two Hispanic women to fill grade band 13 through 15 professional positions.

As in our 1990 report, we analyzed Hispanic representation, excluding IHS, across three grade bands for 1990 and 1991. We examined workforce data in grade bands 1 through 8, 9 through 12, and 13 through 15. As a percentage of total employees in each grade band, the highest Hispanic representation was in grade band 1 through 8 during 1990 and 1991. The percentage of Hispanics in grade bands 1 through 8 and 13 through 15 increased from 1989 to 1991. Hispanic representation in grade band 9 through 12 did not

change significantly from 1989 to 1991. Figure I.1 shows the region's Hispanic representation by grade band for fiscal years 1989, 1990, 1991.

Figure I.1: Region VIII Hispanic Representation by Grade Band, 1989-1991



Note: Data for all 3 years exclude IHS employees.

Source: OPM CPDF Data

MAJOR CONTRIBUTORS TO THIS FACT SHEET

GENERAL GOVERNMENT DIVISION, WASHINGTON, D.C.

Steven J. Wozny, Assistant Director
Clifton G. Douglas Jr., Assignment Manager

DENVER REGIONAL OFFICE

Donald C. Hahn, Regional Management Representative
Maria A. Durant, Evaluator-in-Charge
Cynthia Schilling, Reports Analyst

(966551)

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