



Committee on Homeland Security
Report Prepared by the Majority Staff:

**The Department of Homeland Security:
*Minority and Gender Diversity in the
Workforce and Career Senior Executive Service***



U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON HOMELAND SECURITY
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Executive Summary

As the newest Federal Department, the Department of Homeland Security (DHS) has a dynamic and critical mission, and in FY 2007, gross budget authority of nearly \$34.8 billion and more than 160,000 employees. The diversity of the senior career leadership of the Department of Homeland Security is of special concern because members of the Federal career Senior Executive Service (SES) serve just below Presidential appointees. Involved in most activities of Federal agencies, SES employees are one of the keys to the stability and continuity of the Federal government. The diversity of the modern career SES is an important asset for successful governance in a modern democratic state. But DHS has not done well with the diversity of this vital government leadership cadre. For example, as of March 2007:

- African Americans were 8.5 percent of the Executive Branch career SES but only 6.5 percent of the career DHS SES.
- Asians were 2.3 percent of the Executive Branch career SES but only 1.7 percent of the career DHS SES.
- All other racial groups were together 1.7 percent in the Executive Branch career SES but only 0.7 percent of the career DHS SES.
- Women were 28.9 percent in the Executive Branch career SES but only 25.3 percent of the career DHS SES.

Indeed, there are major DHS organizational components that have little or no representation of diversity in their career SES.

To realize its potential, become the agency Congress intended, and fulfill the expectations of the American people, DHS must actively seek to bring to bear divergent perspectives on every aspect of its operations. Failure to develop a culture that incorporates, recognizes, and promotes diversity as an organizational strength is not only counterproductive to the organizational goals but a disservice to the American taxpayer.



Minority and Gender Diversity in the Department of Homeland Security Workforce and Career Senior Executive Service¹

Members of the Federal career Senior Executive Service (SES)² serve just below Presidential appointees. Involved in most activities of Federal agencies, career SES employees are one of the keys to the stability and continuity of the Federal government. As the Office of Personnel Management notes, SES employees "...are the major link between political appointees and the rest of the Federal work force. They operate and oversee nearly every government activity in approximately 75 Federal agencies."³ Concerns about the composition of the career SES corps are not inconsequential. As the top non-political positions within the Executive branch, members of the career SES not only assure continuity, but also define and promote strategies to address on-going institutional challenges. Their institutional knowledge and executive experience can provide a rich reserve of information and resources for successive administrations.

The diversity of the modern career SES is an important asset for successful governance in a modern democratic country. As the U.S. Government Accountability Office noted⁴

"...having a diverse SES corps can be an organizational strength that contributes to the achievement of results by bringing a wider variety of perspectives and approaches to bear on policy development and implementation, strategic planning, problem solving and decision making."

As the newest Federal Department, the Department of Homeland Security (DHS) has a dynamic and critical mission, and in FY 2007, gross budget authority of nearly \$34.8 billion and more than 160,000 employees.⁵ To realize its potential, become the agency Congress intended, and fulfill the expectations of the American people, DHS must actively seek to bring divergent perspectives to bear on every aspect of its operations. Failure to develop a culture that incorporates, recognizes, and promotes diversity as an organizational strength is not only counterproductive to the organizational goals, but is a disservice to the American taxpayer.

¹ For information on data sources in this report, see Appendix A.

² For abbreviations used in this report, see Appendix B.

³ Office of Personnel Management website, <http://www.opm.gov/ses/>, accessed January 9, 2008.

⁴ Government Accountability Office, *Human Capital: Diversity in the Federal SES and the Senior Levels of the U.S. Postal Service*, GAO-07-838T, second unnumbered page at the beginning of the document.

⁵ For DHS budget, see the Office of Management and Budget website, <http://www.whitehouse.gov/omb/budget/fy2009/homeland.html>, accessed March 5, 2008. For the number of employees, see the Office of Personnel Management, FedScope database, <http://www.fedscope.opm.gov/>, accessed March 5, 2008.



Total Diversity: DHS and the Federal Government

To properly frame diversity issues within the Department of Homeland Security Senior Executive Service, it is necessary to consider the entire DHS workforce, as well as the entire Federal workforce. It is also necessary to consider the overall diversity of the DHS component organizations.

Total DHS Workforce

In March 2007 although the Department workforce was less diverse than the Executive Branch workforce as a whole in race and gender, a greater portion of its workforce was Hispanic than in the overall Executive Branch (Figure 1 and Table 1).⁶ DHS had 168,868 employees in March 2007. Of these employees:

DHS	GOV'T	RACE
14.5%	17.4%	African American
4.2%	5.1%	Asian
1.6%	2.7%	Other races including Native Americans, Pacific Islanders, and persons of several racial backgrounds

DHS	GOV'T	ETHNICITY
16.5%	7.3%	Hispanic

DHS	GOV'T	GENDER
33.7%	44.6%	Women

⁶ Hispanics can be of any race, so they are treated as an ethnic group in this report, not as a racial group. As noted in Appendix A, the March 2007 data were used in this report because they were the most complete data available at the time it was written.



DHS Component Organizations

The component organizations of the Department of Homeland Security varied considerably in total workforce composition by race, Hispanic ethnicity, and gender.

RACE	
African Americans	Ranged from a high of 21.5% in the Transportation Security Administration to a low of 5.5% in the Directorate for Science and Technology
Asians	Ranged from a high of 10.1% in U.S. Citizenship and Immigration Services to a low of 1.0% in the Federal Law Enforcement Training Center.
Other racial groups	Ranged from a high of 2.3% in Customs and Border Protection to a low of 0.0% in US-VISIT and the Directorate for Science and Technology.
... SEE FIGURE 2 and TABLE 2	

ETHNICITY	
Hispanics	Ranged from a high of 30.7% in U.S. Customs and Border Protection to a low of 2.7% in the Domestic Nuclear Detection Office.

GENDER	
Females	Ranged from a high of 60% in U.S. Citizenship and Immigration Services to a low of 24% in Customs and Border Protection.
... SEE FIGURE 3 and TABLE 3	



The DHS Career Senior Executive Service

The diversity of the modern career Federal SES can be an important asset for successful governance. A brief overview of this vital leadership element in the Department of Homeland Security – compared and contrasted with diversity throughout the ranks of DHS and other Federal agencies – follows.

In March 2007, the Department’s SES corps was less diverse in terms of race and gender than the Executive Branch SES.

... SEE FIGURE 4 and TABLE 4

DHS CAREER SES	EXEC BRANCH SES	RACE
6.5%	8.5%	African American
1.8%	2.3%	Asian
0.7%	1.7%	Other races including Native Americans, Pacific Islanders, and persons of several racial backgrounds

DHS CAREER SES	EXEC BRANCH SES	ETHNICITY
5.4%	3.4%	Hispanic

DHS CAREER SES	EXEC BRANCH SES	GENDER
25.3%	28.9%	Women



DHS Diversity: Workforce and Career SES

The leadership of large organizations should generally reflect the diversity of their workforce, and members of that workforce should have a merit-based opportunity to rise into leadership positions. Upward mobility opportunities within an organization will not only positively affect morale, but may well aid in the retention of staff as well as recruitment from external entities. For this reason, it is important to compare the diversity of the overall DHS workforce with that of the DHS career SES.

The Department of Homeland Security had lower proportions of racial minorities, Hispanics, and women in its overall workforce than there are in the overall Executive Branch workforce. But the DHS career SES was even less diverse than the overall DHS workforce, suggesting that relatively few members of minority groups and women rise into the DHS career SES leadership ranks.

... SEE FIGURE 5 and TABLE 5

DHS CAREER SES	DHS WORK-FORCE	RACE
6.5%	14.5%	African American
1.8%	4.2%	Asian
0.7%	1.6%	Other races including Native Americans, Pacific Islanders, and persons of several racial backgrounds

		ETHNICITY
5.4%	16.4%	Hispanic*

* Representation in the DHS career SES was higher than in the overall Federal career SES.

		GENDER
25.3%	33.7%	Females



Diversity of the Career SES in DHS Components

Race and Ethnicity

Four of the DHS organizational components had no career SES employees who were members of racial minority groups or Hispanics: the Office of Inspector General, US-VISIT, the Domestic Nuclear Detection Office, and the Directorate of Science and Technology (Figure 6 and Table 6). Notably, the Department's Headquarters staff was one of the least racially and ethnically diverse components, with only one African American and one Hispanic among its 46 members of the career Senior Executive Service. DHS components with higher proportions of their SES cadres that were members of racial and Hispanic minority groups were the Bureau of Immigration and Customs Enforcement and Transportation Security Administration.

Gender

Similarly, some DHS organizational elements had few women in their career SES cadres, while others were above the Executive Branch average (Figure 7 and Table 7). Among those with the smallest percentages of SES women were the U.S. Secret Service and the Office of Inspector General. Those with higher percentages of female career SES employees were U.S. Customs and Immigration Services, the Federal Emergency Management Agency, the Federal Law Enforcement Training Center, and the U.S. Coast Guard.



Conclusion

The Department of Homeland Security has not been doing well in the diversity of its career Senior Executive Service appointments. In March 2007, while the DHS workforce was less diverse in terms of race and gender than the Executive Branch workforce as a whole, the Department's SES workforce was even less diverse. DHS is the newest major Federal Government organization, an amalgam of 22 pre-existing agencies, and some observers would argue that this pattern was inherited from these precursor organizations, but that does not negate the fact that DHS leaders have not been adequately concerned with top career leadership diversity.

The Department of Homeland Security has a dynamic and critical mission, and in FY 2007, gross budget authority of nearly \$34.8 billion and more than 160,000 employees.⁷ To realize its potential, become the agency Congress intended, and fulfill the expectations of the American people, DHS must actively seek to bring divergent perspectives to bear on every aspect of its operations. Failure to develop a culture that incorporates, recognizes, and promotes diversity as an organizational strength is not only counterproductive to the organizational goals, but is a disservice to the American taxpayer.

⁷ For DHS budget, see the Office of Management and Budget website, <http://www.whitehouse.gov/omb/budget/fy2009/homeland.html>, accessed March 5, 2008. For the number of employees, see the Office of Personnel Management, FedScope database, <http://www.fedscope.opm.gov/>, accessed March 5, 2008.



Acknowledgements

The Committee recognizes the research assistance provided by the Congressional Research Service during the preparation of this report.



Appendix A – Data Sources

Office of Personnel Management

The data in this report are primarily from the Office of Personnel Management’s (OPM) FedScope database, which is compiled from OPM’s Central Personnel Data File (CPDF).⁸ As with all agencies, the CPDF data for the Department of Homeland Security (DHS) are based on reports from the Department.

Government Accountability Office

FedScope does not present data in units of less than four employees, or (for certain subgroups like the Senior Executive Service) from pay systems outside of the General Schedule (GS). Therefore, the Committee obtained CPDF data summaries from the Government Accountability Office (GAO) when numerical values were too small for FedScope; and for the Transportation Security Administration (TSA), which is not under the GS pay system.

TSA inherited the Federal Aviation Administration’s executive personnel system, and its “SW” pay plan for TSA executives is used in this report as the equivalent of the career SES. TSA employees in grades K and L of pay plan “SV” were considered equivalent to GS-15 employees.

Although FedScope provided CPDF data as of June 2007 at the time this report was prepared, the Committee used the March 2007 data because that was the most current data available from GAO.

In addition to the career SES, DHS had 55 non-career SES staff in March 2007.

Racial and Ethnic Groupings

In FedScope, the racial and ethnic groups considered “Other” minorities in this report include Native Americans, Pacific Islanders, and combinations of ethnicities and races (e.g., Hispanic and African American).

Hispanics may be of any racial group and are therefore considered separately from the racial groupings. The Hispanic fractions are typically listed next to the African American grouping because on a national basis it is the second largest of these racial and ethnic groups.

⁸ The FedScope website is at <http://www.fedscope.opm.gov>.



Appendix B – Abbreviations

Abbreviation	DHS or Other Organization
CBP	United States Customs and Border Protection
DHS	Department of Homeland Security
DHS/ HQ	Department of Homeland Security, Headquarters
DNDO	Domestic Nuclear Detection Office
Exec Br	Executive Branch (of the Federal Government)
FEMA	Federal Emergency Management Agency
FLETC	Federal Law Enforcement Training Center
ICE	United States Immigration and Customs Enforcement
Not specified	Department of Homeland Security employees whose organizational location is not specified [not an abbreviation]
Not spec	Department of Homeland Security employees whose organizational location is not specified
OIG	Office of Inspector General
OPM	Office of Personnel Management (not a DHS agency)
SES	Senior Executive Service
S&T	Science and Technology Directorate
TSA	Transportation Security Administration
USCG	U.S. Coast Guard
USCIS	United States Citizenship and Immigration Services
USSS	United States Secret Service
US-VISIT	United States Visitor and Immigrant Status Indicator Technology



Reference Attachments

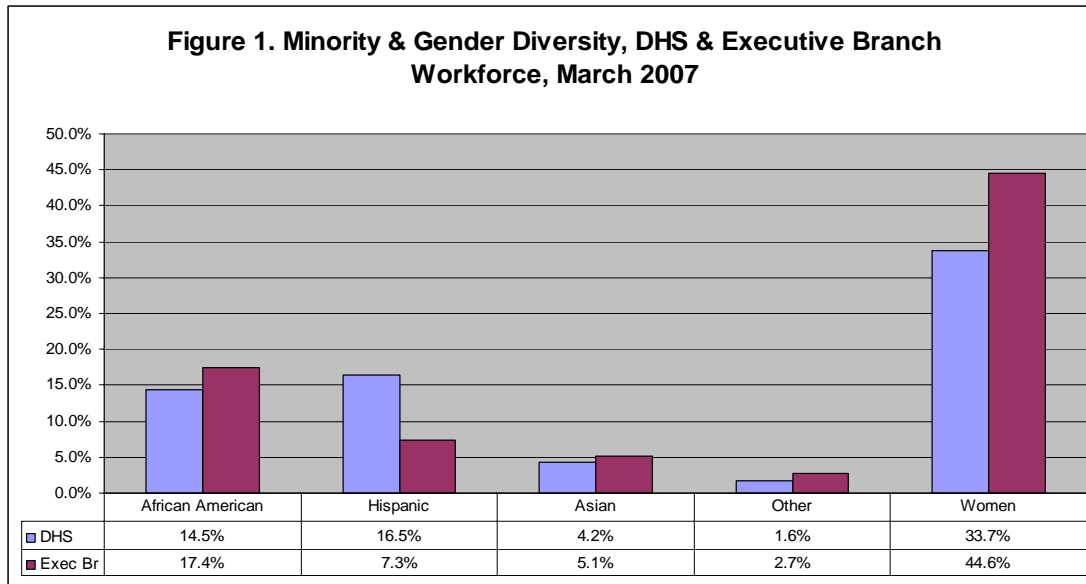


Table 1. Minority & Gender Diversity, DHS & Executive Branch Workforce, March 2007

Population Fraction	DHS Workforce		Executive Branch Workforce	
	Number	Percent	Number	Percent
African American	24,424	14.5%	321,707	17.4%
Hispanic	27,785	16.5%	134,686	7.3%
Asian	7,109	4.2%	93,756	5.1%
Other	2,769	1.6%	50,676	2.7%
Women	56,959	33.7%	822,803	44.6%
Total	168,868	100.0%	1,844,970	100.0%

Source: Office of Personnel Management, FedScope database.

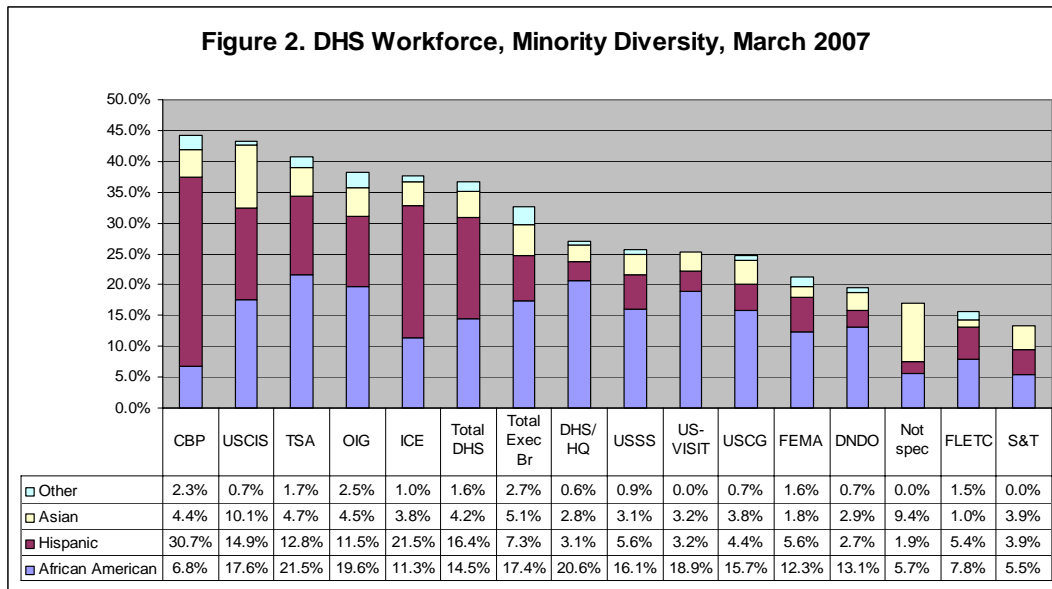


Table 2. DHS Workforce, Minority Diversity, March 2007

Component	Total	African American		Hispanic		Asian		Other	
	No.	No.	%	No.	%	No.	%	No.	%
DHS/ HQ	1,330	274	20.6%	41	3.1%	37	2.8%	8	0.6%
USCIS	8,378	1,474	17.6%	1,245	14.9%	849	10.1%	55	0.7%
USCG	7,514	1,183	15.7%	331	4.4%	283	3.8%	55	0.7%
USSS	6,554	1,056	16.1%	365	5.6%	205	3.1%	58	0.9%
OIG	555	109	19.6%	64	11.5%	25	4.5%	14	2.5%
US-VISIT	95	18	18.9%	3	3.2%	3	3.2%	0	0.0%
ICE	15,959	1,806	11.3%	3,428	21.5%	613	3.8%	152	1.0%
TSA	56,409	12,146	21.5%	7,234	12.8%	2,662	4.7%	951	1.7%
CBP	44,197	2,996	6.8%	13,555	30.7%	1,933	4.4%	1,019	2.3%
FLETC	1,176	92	7.8%	63	5.4%	12	1.0%	18	1.5%
FEMA	25,552	3,143	12.3%	1,422	5.6%	448	1.8%	410	1.6%
DNDO	840	110	13.1%	23	2.7%	24	2.9%	6	0.7%
S&T	256	14	5.5%	10	3.9%	10	3.9%	0	0.0%
Not specified	53	3	5.7%	1	1.9%	5	9.4%	0	0.0%
Total DHS	168,868	24,424	14.5%	27,765	16.4%	7,109	4.2%	2,769	1.6%
Total Executive Branch	1,844,970	321,707	17.4%	134,686	7.3%	93,756	5.1%	50,676	2.7%

Source: Office of Personnel Management, FedScope database.

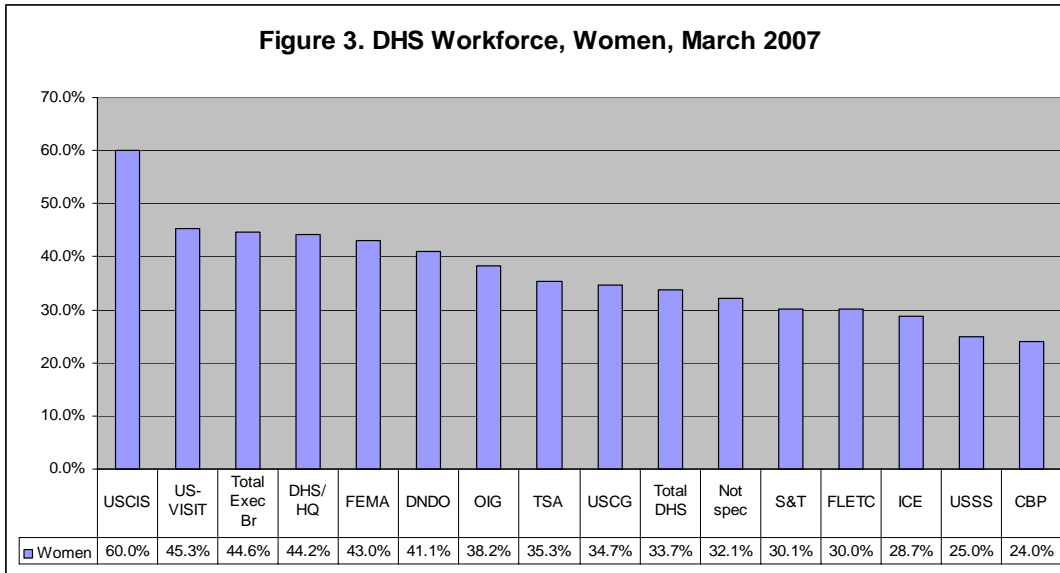


Table 3. DHS Workforce, Women, March 2007

Component	Total	Women	
		Number	Percent
DHS/HQ	1,330	588	44.2%
USCIS	8,378	5,027	60.0%
USCG	7,514	2,609	34.7%
USSS	6,554	1,640	25.0%
OIG	555	212	38.2%
US-VISIT	95	43	45.3%
ICE	15,959	4,574	28.7%
TSA	56,409	19,886	35.3%
CBP	44,197	10,588	24.0%
FLETC	1,176	353	30.0%
FEMA	25,552	11,000	43.0%
DNDO	840	345	41.1%
S&T	256	77	30.1%
Not specified	53	17	32.1%
Total DHS	168,868	56,959	33.7%
Total Executive Branch	1,844,970	822,803	44.6%

Source: Office of Personnel Management, FedScope database.

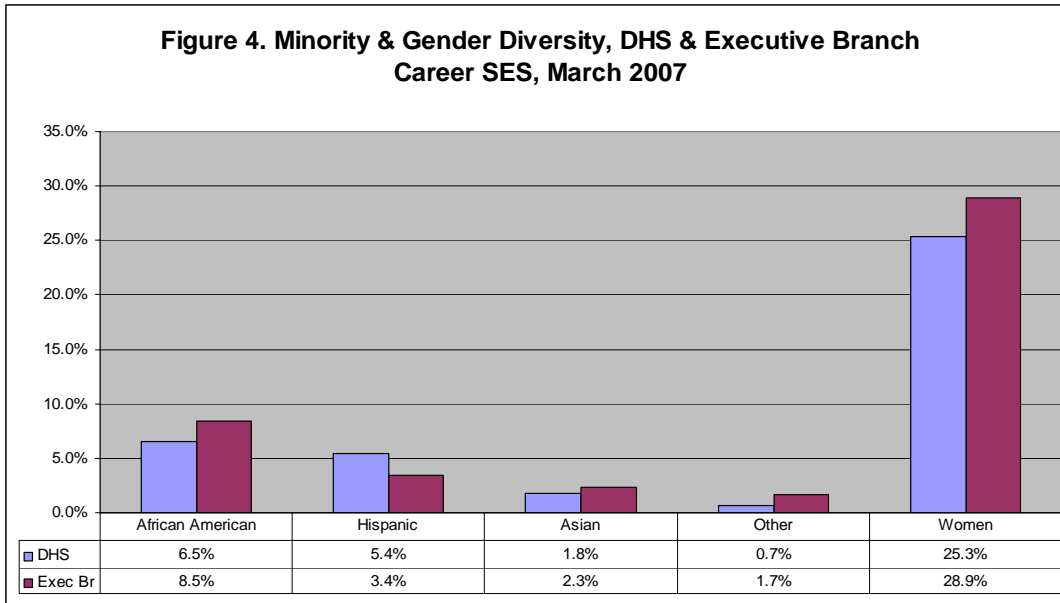


Table 4. Minority & Gender Diversity, DHS & Executive Branch Career SES, March 2007

Population Fraction	DHS Career SES		Executive Branch Career SES	
	No.	%	No.	%
African American	29	6.5%	544	8.5%
Hispanic	24	5.4%	217	3.4%
Asian	8	1.8%	149	2.3%
Other	3	0.7%	109	1.7%
Women	113	25.3%	1,858	28.9%
Total	446	100.0%	6,421	100.0%

Source: Office of Personnel Management, FedScope database; and the Government Accountability Office.

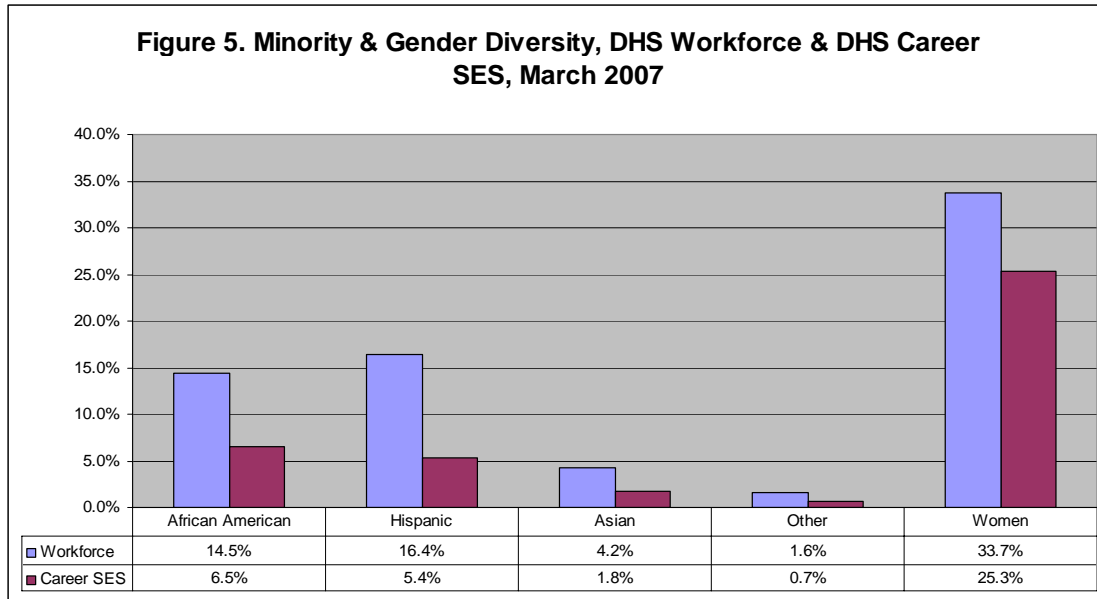


Table 5. Minority & Gender Diversity, DHS Workforce & DHS Career SES, March 2007

Population Fraction	DHS Workforce		DHS Career SES	
	No.	%	No.	%
African American	24,424	14.5%	29	6.5%
Hispanic	27,765	16.4%	24	5.4%
Asian	7,109	4.2%	8	1.8%
Other	2,769	1.6%	3	0.7%
Women	56,959	33.7%	113	25.3%
Total	168,868	100.0%	446	100.0%

Source: Office of Personnel Management, FedScope database; and the Government Accountability Office.

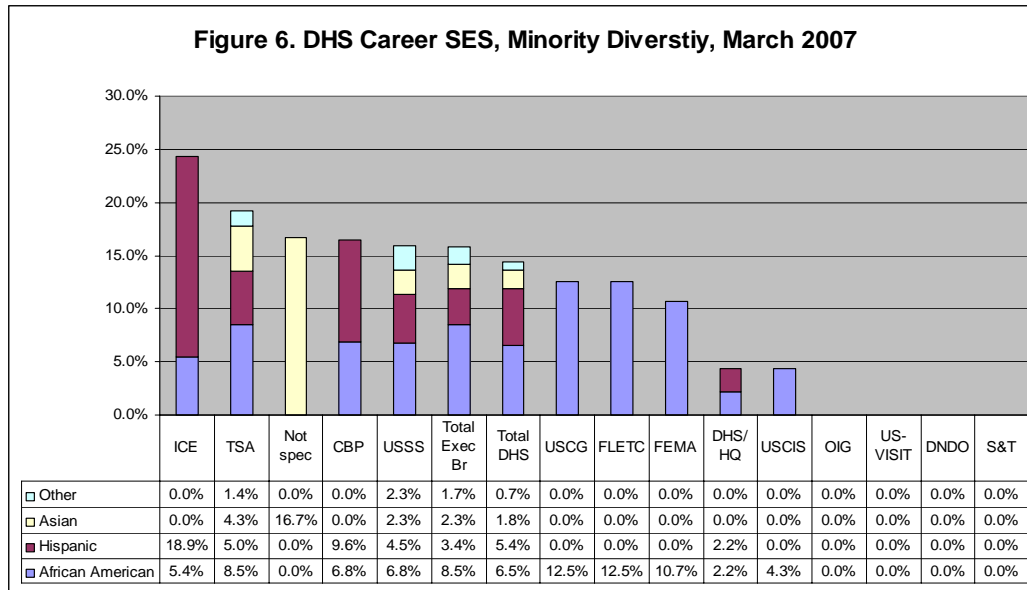


Table 6. DHS Career SES, Minority Diversity, March 2007

Component	Total	African American		Hispanic		Asian		Other	
	No.	No.	%	No.	%	No.	%	No.	%
DHS/ HQ	46	1	2.2%	1	2.2%	0	0.0%	0	0.0%
USCIS	23	1	4.3%	0	0.0%	0	0.0%	0	0.0%
USCG	8	1	12.5%	0	0.0%	0	0.0%	0	0.0%
USSS	44	3	6.8%	2	4.5%	1	2.3%	1	2.3%
OIG	8	0	0.0%	0	0.0%	0	0.0%	0	0.0%
US-VISIT	2	0	0.0%	0	0.0%	0	0.0%	0	0.0%
ICE	37	2	5.4%	7	18.9%	0	0.0%	0	0.0%
TSA	141	12	8.5%	7	5.0%	6	4.3%	2	1.4%
CBP	73	5	6.8%	7	9.6%	0	0.0%	0	0.0%
FLETC	8	1	12.5%	0	0.0%	0	0.0%	0	0.0%
FEMA	28	3	10.7%	0	0.0%	0	0.0%	0	0.0%
DNDO	16	0	0.0%	0	0.0%	0	0.0%	0	0.0%
S&T	6	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Not specified	6	0	0.0%	0	0.0%	1	16.7%	0	0.0%
Total DHS	446	29	6.5%	24	5.4%	8	1.8%	3	0.7%
Total Executive Branch	6,421	544	8.5%	217	3.4%	149	2.3%	109	1.7%

Source: Office of Personnel Management, FedScope database.

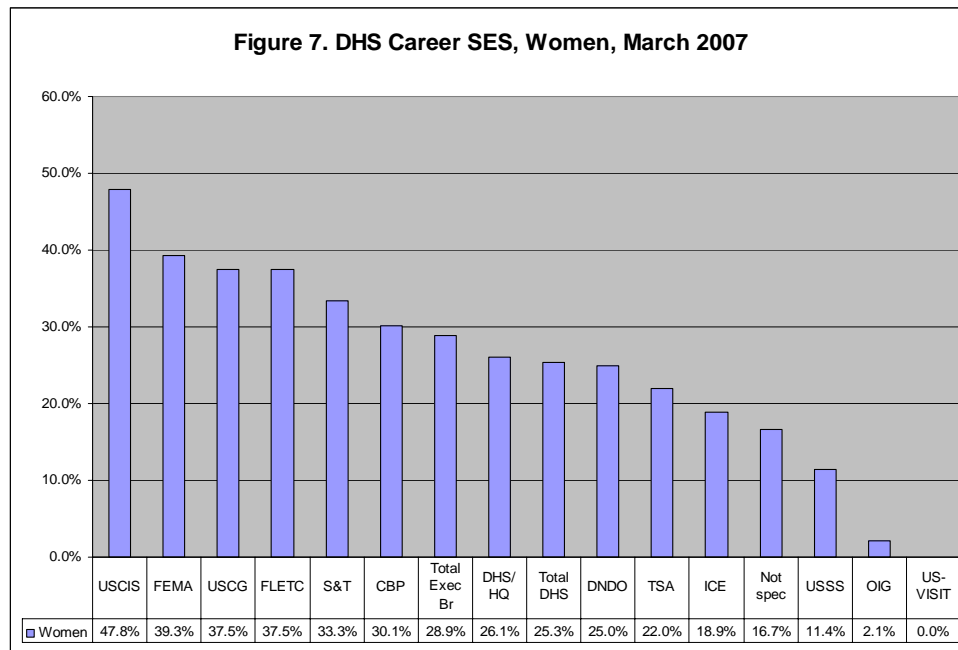


Table 7. DHS Career SES, Women, March 2007

Component	Total	Women	
		No.	%
DHS/HQ	46	12	26.1%
USCIS	23	11	47.8%
USCG	8	3	37.5%
USSS	44	5	11.4%
OIG	48	1	2.1%
US-VISIT	2	0	0.0%
ICE	37	7	18.9%
TSA	141	31	22.0%
CBP	73	22	30.1%
FLETC	8	3	37.5%
FEMA	28	11	39.3%
DND	16	4	25.0%
S&T	6	2	33.3%
Not specified	6	1	16.7%
Total DHS	446	113	25.3%
Total Executive Branch	6,421	1,858	28.9%

Source: Office of Personnel Management, FedScope database.



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