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Equal Employment Opportunity or Enclave Employment? A Critique of the GAO Report on Hispanic Employment in Federal Agencies

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EXECUTIVE SUMMARY

The United States Government Accountability Office (GAO) recently released a report concluding that Hispanics are more likely to be federally employed than their equally qualified non-Hispanic counterparts.¹ If correct, the policy implications of this report are significant. Namely, that once Hispanic citizens achieve corresponding educational levels, representation in the federal workforce will follow. However, substantial methodological issues are present in the GAO report that raise basic questions about such conclusions. First, the GAO's analyses were based on a data source that is at variance with U.S. Office of Personnel Management (OPM) data. Second, the GAO report finds that once U.S. citizenship is accounted for, Hispanic representation in both the federal and civilian labor force is more comparable. Yet the GAO does not address the issue that a different data set with a correspondingly different sample size yields a greater discrepancy between Hispanic representation in the federal labor force and the civilian labor force. Third, the GAO does not fully address the existence of employment under-representation among Hispanic and non-Hispanic non-citizens. Finally, the GAO does not address the fact that concentration of Hispanic employment is distributed unequally across federal agencies. This critique recommends that GAO address the above issues before concluding that when controlling for U.S. citizenship and education, Hispanics are more likely than non-Hispanics to be employed in the federal workforce relative to the non-federal workforce.²

INTRODUCTION

This report by The Tomás Rivera Policy Institute (TRPI) is an analysis and critique of the GAO's report to congressional requesters, titled, *The Federal Workforce, Additional Insights Could Enhance Agency Efforts Related to Hispanic Representation*.³ The authors of the GAO report reach the conclusion that, "When we compared citizens with similar levels of education, Hispanics were more likely than non-Hispanics to be employed in the federal workforce relative to the non-federal workforce."⁴ However, TRPI finds that there are several problems with the GAO report, which prompt questions about the validity of its conclusions. The analysis done by TRPI finds the following critiques:

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¹ U.S. Government Accountability Office, Report to Congressional Requesters, *The Federal Workforce, Additional Insights Could Enhance Agency Efforts Related to Hispanic Representation*. For further information see www.gao.gov/cgi-bin/getrpt?GAO-06-832.

² Ibid.

³ Ibid.

⁴ Ibid.

- The data source the GAO uses to analyze Hispanic representation in the federal workforce varies largely from other data sources.
- The GAO fails to take into account different data sources when analyzing Hispanic representation in the federal labor force and civilian labor force. Thus, with a different data source, TRPI finds that the gap between Hispanic representation in the federal labor force and the civilian labor force is larger than the GAO has determined.
- The GAO fails to examine the non-citizen population. TRPI critiques this omission since non-citizen Hispanics make up a significant proportion of federally employed Hispanics.
- The GAO fails to examine Hispanic representation across agencies of the federal government. TRPI finds that Hispanics are not represented equally across agencies but are characterized by enclave employment in the federal government.

CENSUS PUMS DATA VERSUS OPM DATA

GAO authors admit a discrepancy between the data source they drew upon, the Census Public Use Microdata Sample (PUMS) 5-Percent File,⁵ and official data from the U.S. Office of Personnel Management (OPM).⁶ The GAO authors state:

Additionally, while assessing the reliability of the PUMS for our analysis, we found that the number of federal employees reflected in the PUMS was larger than the number reported in either OPM’s Central Personnel Data File (CPDF) as of September 2000 or OPM’s report *Employment and Trends* (March 2000). In the PUMS there were about 2,658,000 federal employees (excluding the Postal Service) compared to slightly less than 2 million [non-postal] federal employees reported by OPM (CPDF as of September 2004, *Employment and Trends*, March 2004) compared to about 2,757,0000 identified in the ACS [(American Community Survey)].⁷

The GAO report’s authors say they are “unable to fully account for these differences.”⁸ However, they say that the difference between the Census PUMS data and OPM data could possibly be due to the OPM data not including federal employees working in certain agencies, such as the Central Intelligence Agency, National Security Agency, National Geospatial-Intelligence Agency, the Commissioned Corps of the Public Health Service, and National Oceanic and Atmospheric Administration.⁹

While the authors of this report feel that the omission of some federal agencies by OPM might account for some discrepancy, we feel that a discrepancy of more than 1 million personnel is significant and deserves further scrutiny. For example, between the two data sets, OPM officially contains data on every person employed through the federal government, while Census PUMS estimates are based upon questionnaires drawn from one respondent per household; according to the latter estimate, respondents are responsible for providing accurate information for every worker in their household.

In other words, whereas OPM contains official information on federal employees, there is no reliable way of verifying which census respondents accurately identified the classification of industry for workers in their household. For example, a father who fills out the census form concerning questions regarding his son, a city employee, might mistakenly identify such employment for federal employment; however, there are no means of identifying such errors within the Census PUMS data set. It should be noted that in any data source there can be an expected amount of variance with other data sources. However, there is a possible discrepancy of 28 percent¹⁰ between the Census PUMS data used by the GAO and the data used by OPM, which is unacceptable for rigorous policy analysis. Although the GAO attempted to control for the effects of educational attainment, English proficiency, gender, race, veteran status, and state of residence, the observed effects of such factors might actually be revealing the influence of spurious correlations between persons who inaccurately respond to census questionnaires and federal/non-federal employment. Thus, our concern regarding the discrepancy between the Census data and the OPM data

⁵ U.S. Government Accountability Office, Report to Congressional Requesters, *The Federal Workforce, Additional Insights Could Enhance Agency Efforts Related to Hispanic Representation*, pages 35-38; pp. 48-52. For further information see: www.gao.gov/cgi-bin/getrpt?GAO-06-832. Also, original data source for the 2000 Decennial Census Public Use Microdata Sample (PUMS) 5-Percent File is available at www.census.gov/Press-Release/www/2003/PUMS5.html.

⁶ For further information on OPM estimates see *The Fact Book: 2000 Edition, Federal Civilian Workforce Statistics*, p. 16, www.opm.gov/feddata/00factbk.pdf.

⁷ For further information see the GAO report, pages 50-51. For further information on OPM estimates see *The Fact Book: 2000 Edition, Federal Civilian Workforce Statistics*, p. 16, www.opm.gov/feddata/00factbk.pdf.

⁸ Ibid.

⁹ The GAO also includes other agencies that the OPM data source did not, such as most personnel on federal installations paid from non-appropriated funds such as workers in military commissaries, and the Commissioned Corps of the Public Health Service. For a complete discussion see the GAO report, pp. 50-51.

¹⁰ This discrepancy is estimated by the following equation, which includes approximate employment figures from federal agencies not accounted for by OPM (see Table 1.4): $((2,658,015 - (1,755,689 + 163,720)) / 2,658,015) = 28\%$.

TABLE 1.1
U.S. CITIZENS AND NON-CITIZENS IN THE CIVILIAN LABOR FORCE, 2000

ETHNICITY	FEDERAL	NON-FEDERAL	TOTAL CIVILIAN LABOR FORCE	PERCENT CLF HISPANIC*
HISPANIC	219,893	15,228,215	15,448,108	11.4
NON-HISPANIC	2,438,122	117,921,113	120,359,235	
TOTAL	2,658,015	133,149,328	135,807,343	

*Total % Hispanic in Civilian Labor Force (CLF) = (Total # Hispanic in CLF / Total # Non-Hispanic + Total # Hispanic in CLF)

TABLE 1.2
U.S. CITIZENS IN THE CIVILIAN LABOR FORCE, 2000

ETHNICITY	FEDERAL	NON-FEDERAL	TOTAL CIVILIAN LABOR FORCE	PERCENT CLF HISPANIC*
HISPANIC	198,603	9,905,447	10,104,050	8.0
NON-HISPANIC	2,386,192	113,424,164	115,810,356	
TOTAL	2,584,795	123,329,611	125,914,406	

SOURCE (Tables 1.1 and 1.2): Census 2000 Public Use Microdata Sample (PUMS) 5-Percent File; based on GAO's analysis of the numbers from the PUMS Census data. For further information please see: U.S. Government Accountability Office, Report to Congressional Requesters, *The Federal Workforce, Additional Insights Could Enhance Agency Efforts Related to Hispanic Representation*, pages 43-44; <http://www.gao.gov/cgi-bin/getrpt?GAO-06-832>.

*Total % Hispanic Citizens in Civilian Labor Force (CLF) = (Total # Hispanic Citizens in CLF / Total # Non-Hispanic Citizens + Total # Hispanic Citizens in CLF)

is not the difference in the size of the sample, but whether this discrepancy reflects a difference in how the two data sets define federal workers and whether the census variable for federal worker is plagued by non-random measurement error that effects the results of the GAO's statistical models.

HISPANIC REPRESENTATION IN THE CIVILIAN VERSUS THE FEDERAL LABOR FORCE

As mentioned above, the authors of the GAO report found that when one takes U.S. citizenship into account, Hispanic representation in the federal workforce and the civilian labor force is more comparable.¹¹ Thus, the GAO concludes that U.S. citizenship is a major factor in accounting for Hispanic

under-representation in the federal workforce. The GAO used data from the Current Population Survey (CPS) for its calculations on the civilian labor force and OPM data for its calculations on the federal workforce. The authors of the GAO report list good reasons for using the CPS data — it has monthly data which can be used for annual calculations and it distinguishes between citizens and non-citizens.¹² However, the CPS has a smaller sample size in comparison to other data sources, such as the Census PUMS data. CPS is a monthly survey of about 50,000 households, which totals about 600,000 households annually.¹³ The Census PUMS 2000 5-Percent file has a much larger sample size of more than 14 million people and over 5 million housing units.¹⁴ Therefore, although the GAO used CPS data to

¹¹ The GAO report, pp. 15-16.

¹² Ibid, pp. 13-16.

¹³ *Current Population Survey (CPS), A Joint Effort between the Bureau of Labor Statistics and the Census Bureau*. For further information see www.census.gov/cps/.

¹⁴ For further information see *Public Use Microdata Sample 2000 Census of Population and Housing, Technical Documentation*, p. 2-2, www.census.gov/prod/cen2000/doc/pums.pdf.

TABLE 1.3

OPM FEDERAL DATA FOR HISPANICS IN THE FEDERAL LABOR FORCE, 2000

ETHNICITY	TOTAL FEDERAL LABOR FORCE*	PERCENT HISPANIC**
HISPANIC	115,247	6.6%
TOTAL (HISPANIC AND NON-HISPANIC) IN FEDERAL LABOR FORCE	1,755,689	

SOURCE U.S. Office of Personnel Management, Central Personnel Data File (CPDF) in the following report: *Federal Civilian Workforce Statistics: Demographic Profile of the Federal Workforce as of Sept. 30, 2000*. For further information please see: <http://www.opm.gov/feddata/demograp/2000/00demogr.pdf>.

*We recognize that the Census data reports more Hispanics in the federal government than OPM does. However, we felt that the Census data was the more accurate measure for the Civilian Labor Force while the OPM data was the more accurate measure for Hispanic representation in the federal labor force. Furthermore, on page 16 of the GAO report they use OPM data to measure Hispanics in the federal labor force. However, the discrepancy arises when one used different data (GAO uses 2000 CPS data, TRPI uses 2000 Decennial Census data to measure Hispanic representation in the civilian labor force).

**Total % Hispanic in Federal Labor Force = (Total # Hispanic in Federal Labor Force / Total Number of People in Federal Labor Force)

TABLE 1.4

NUMBER OF EMPLOYEES UNACCOUNTED FOR BY OPM, BY FEDERAL AGENCY

AGENCY	SIZE
CENTRAL INTELLIGENCE AGENCY ^a	20,000
NATIONAL SECURITY AGENCY ^b	—
NATIONAL GEOSPATIAL-INTELLIGENCE AGENCY ^c	9,000
DEFENSE INTELLIGENCE AGENCY ^d	7,500
COMMISSIONED CORPS OF THE PUBLIC HEALTH SERVICE ^e	5,944
NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION ^f	11,735
JUDICIAL BRANCH ^g	31,700
LEGISLATIVE BRANCH ^h	30,500
TENNESSEE VALLEY AUTHORITY ⁱ	47,341
TOTAL	163,720

^a SOURCE: <http://www.answers.com/topic/central-intelligence-agency>. Approximate 1991 figures, recent estimates classified.

^b This estimate is classified.

^c SOURCE: Wikipedia. http://en.wikipedia.org/wiki/National_Geospatial-Intelligence_Agency. Figures for 1998.

^d SOURCE: U.S. Defense Intelligence Agency (2006). <http://www.dia.mil/thisisdia/intro/index.htm>. Figures include military as well as civilian employees, although total is above 7,500.

^e SOURCE: Public Health Service Management Information System (2006). http://dcp.psc.gov/rpt_agency_by_corps.asp.

^f SOURCE: Personal correspondence with Ellen Clark, Office of Ocean and Coastal Resource Management (OCRM). Figures for 2006.

^g SOURCE: U.S. Office of Personnel Management. <http://www.opm.gov/feddata/01factbk.pdf>. Figures for 2000.

^h SOURCE: U.S. Office of Personnel Management. <http://www.opm.gov/feddata/01factbk.pdf>. Figures for 2000.

ⁱ SOURCE: Tennessee Valley Authority. http://www.tva.gov/pdf/perfplan_fy02.pdf. Figures for 2000.

NOTE: Two estimates of federal employment are not included in the above. The first is that of the National Security Agency. The second is that of some personnel on federal installations paid from non-appropriated funds, such as workers in military commissaries.

compute Hispanic representation in the civilian labor force over several years, the sample size of the CPS is smaller in relation to other data sources.

Thus, TRPI researchers wanted to examine whether the GAO's conclusion that Hispanic representation is similar in the federal and civilian workforce once citizenship is accounted for, is actually consistent across data sources. This examination brings about several questions:

- Is Hispanic representation in the federal and civilian labor force actually similar, or is this similarity a result of the sample size of the CPS data?
- Does the smaller sample size affect the GAO study's conclusions?
- Is the GAO study's major conclusion at variance with findings from other data sources?

To determine the answers to these questions, the authors of this report utilized the aforementioned Census PUMS data for estimations of Hispanics in the civilian labor force. For estimations of Hispanics in the federal labor force, we utilized official U.S. Office of Personnel Management records,

drawn from the Central Personnel Data File (CPDF).¹⁵ However, we drew upon the GAO's analysis of the (decennial) Census PUMS 2000 5-Percent File¹⁶ for estimation of the size of the civilian labor force. We referred to the GAO's analysis of Census PUMS 2000 5-Percent data because it contains a larger sample size than CPS data. Unfortunately, unlike the CPS, the Census PUMS data is not annual, thus our analysis is restricted to the year 2000.

The results from our analysis are presented in Tables 1.1 through 1.3. Our analysis does show that U.S. citizenship is a possible factor in contributing to differences in Hispanic representation between the federal labor force and civilian labor force (see Tables 1.1 and 1.2). However, while the GAO's report shows that when U.S. citizenship is accounted for Hispanic representation in the federal and civilian labor force is very similar, we find that even when citizenship is accounted for, there is still a significant disparity between Hispanic representation in the federal and civilian labor force. For example, for the year 2000, when citizenship is accounted for, GAO finds and TRPI critiques:

GAO FINDINGS

- GAO Finding #1: For the year 2000 when U.S. citizenship is accounted for, the GAO report finds that Hispanic representation in the federal and civilian labor force is very similar (only a gap of about **0.1-0.5 percent** between Hispanics in the civilian and federal workforce).
- GAO Finding #2: For the year 2000 when U.S. citizenship is accounted for, the GAO finds that Hispanic representation in the civilian labor force lies somewhere between **6.6-7.0 percent**.¹⁷
- GAO Finding #2A: The GAO shows in the year 2000 in graphical form percentages of their analysis of the CPS data; they do not report raw numbers of their analysis of the GAO data.
- GAO Finding #3: For the year 2000 when U.S. citizenship is accounted for, the GAO finds that Hispanic representation in the federal workforce is **6.5 percent**.¹⁸

TRPI FINDINGS

- TRPI Finding #1: For the year 2000 when U.S. citizenship is accounted for, TRPI analysis shows that there is still a gap of **1.4 percent** between Hispanics in the civilian and federal workforce.
- TRPI Finding #2: For the year 2000 when U.S. citizenship is accounted for, TRPI finds that Hispanic representation in the civilian labor force is **8.0 percent** (see Table 1.2).
- TRPI Finding #2A: The, 6.6-7.0 percent is TRPI's approximation of the information of the GAO's graphical analysis of the CPS data.¹⁹
- TRPI Finding #3: For the year 2000 when U.S. citizenship is accounted for, TRPI finds that Hispanic representation in the federal workforce is **6.6 percent** (see Table 1.3).²⁰

¹⁵ U.S. Office of Personnel Management, Central Personnel Data File (CPDF) *Federal Civilian Workforce Statistics: Demographic Profile of the Federal Workforce As of Sept. 30, 2000*. For further information see www.opm.gov/feddata/demograp/2000/00demogr.pdf.

¹⁶ For further information see <http://usa.ipums.org>.

¹⁷ The GAO used the CPS, 1994-2002 Annual Demographic File in order to analyze Hispanic representation in the civilian labor force. For more information see the GAO report, p. 16.

¹⁸ The GAO used the OPM's *Fifth Annual Report to the President on Hispanic Employment in the Federal Government for 1995-2004* (see GAO report Figure 2, p. 16). The data used by the GAO reported that in 2000 Hispanics comprised 6.5 percent of the federal workforce. This figure represents the number of Hispanics who comprise the executive departments in the federal government. The 6.6 percent figure represents the number of Hispanics who comprise the total executive branch in the federal government (including independent agencies). We used this number because it included the independent agencies as well. For more information see *Federal Civilian Workforce Statistics: Demographic Profile of the Federal Workforce As of Sept. 30, 2000*, pp. 27, www.opm.gov/feddata/demograp/2000/00demogr.pdf.

¹⁹ For how our analysis of the percentage of Hispanics represented in the federal workforce differs from that of the GAO's see Footnote 18.

²⁰ Ibid.

Thus, we find the GAO's conclusion that once U.S. citizenship is accounted for, Hispanic representation in the federal workforce and the civilian labor force is more comparable, is not consistent across data sources. Therefore, TRPI's analysis suggests that different civilian labor force estimates leads to different results regarding the size of the disparity of Hispanic representation in the civilian labor force and the federal workforce.

NON-CITIZEN FEDERAL EMPLOYMENT

Furthermore, the GAO report ignores the size of non-citizen federal employment, as well as the disparity between

Hispanic and non-Hispanics in this category. GAO states that U.S. citizenship is required for 99.7 percent of all federal executive-branch employment.²¹ However, such a figure masks the fact that not all federal occupations require U.S. citizenship. In fact, the GAO report excludes Census PUMS estimates revealing that 9.7 percent of federally employed Hispanics are actually non-citizens (see Table 3). Thus, an important point of inquiry is the differing rates of federal employment between non-citizens, Hispanic and non-Hispanic. Viewing the results from Table 2, we find that non-citizen Hispanics are severely under-represented in comparison to non-citizen non-Hispanics in federal

TABLE 2
ODDS RATIO OF NON-FEDERAL AND FEDERAL EMPLOYMENT BY ETHNICITY
NON-CITIZENS ONLY

ETHNICITY	EMPLOYMENT	POPULATION	FEDERAL EMPLOYMENT ODDS RATIO*	HISPANIC/ NON-HISPANIC ODDS RATIO**
HISPANIC	Federal*	21,290	0.004	0.35
	Non-Federal	5,322,768		
NON-HISPANIC	Federal*	51,930	0.012	
	Non-Federal	4,496,949		

SOURCE: GAO Analysis of Census 2000 Public Use Microdata Sample (PUMS) 5-Percent File.

*Federal Employment Odds Ratio = (# of federally employed / # of non-federally employed)

**Hispanic Odds Ratio = (Hispanic federal employment odds / non-Hispanic federal employment odds)

CHART 1
HISPANIC VS. NON-HISPANIC
IN THE FEDERAL WORKFORCE
NON-CITIZENS ONLY

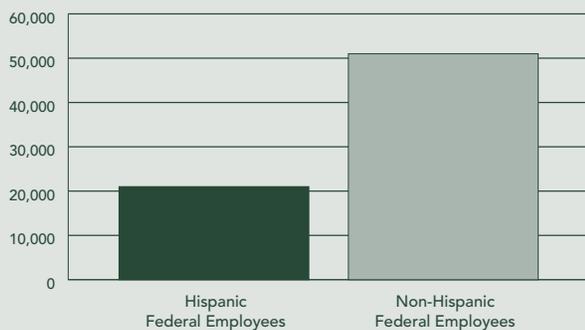


Chart based on numbers in Table 2.

CHART 2
HISPANIC VS. NON-HISPANIC
IN THE NON-FEDERAL WORKFORCE
NON-CITIZENS ONLY

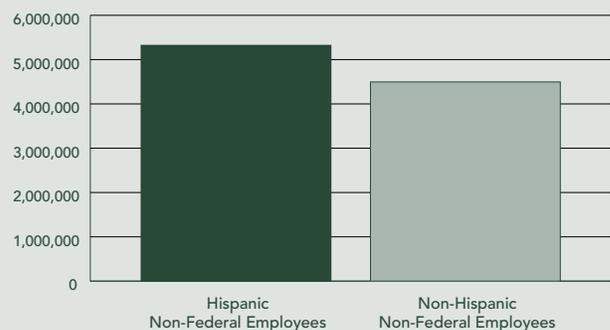


Chart based on numbers in Table 2.

²¹ The GAO report, pg. 3.

TABLE 3

FEDERAL EMPLOYMENT AMONG HISPANICS, BY CITIZENSHIP STATUS

CITIZENSHIP STATUS	NUMBER EMPLOYED	PERCENT EMPLOYED
NON-CITIZEN	21,290	9.7%
CITIZEN	198,603	90.3%
TOTAL	219,893	100.0%

SOURCE: GAO Analysis of Census 2000 Public Use Microdata Sample (PUMS) 5-Percent File

employment. Hispanic non-citizens are two-thirds less likely than their non-Hispanic non-citizen counterparts to be employed within the federal government. Although some of this may be explained by other factors, such as differing rates of average education between both groups, it is important to analyze such a disparity considering that non-citizen Hispanics are a significant proportion (9.7 percent) (see Table 3) of federally employed Hispanics.

AGENCY ENCLAVE EMPLOYMENT

Finally, Hispanics are under-represented in more than half of both executive and independent federal agencies. The OPM reports that Hispanic representation in the federal workforce met or exceeded Hispanic representation in comparable civilian labor force industries in only seven of 17 executive-branch departments, and in only six of 22 independent agencies.²²

In order to investigate the idea that Hispanics are disproportionately hired in some agencies more so than in others, we examined the representation of Hispanics across all departments and agencies in the executive branch of the federal government. In order for proportionate concentration to exist, Hispanics should be equally distributed across all federal departments and agencies as their non-Hispanic counterparts. We used OPM data to construct tables revealing the probability of concentration in one

federal department versus all others. The threshold for over-representation we used was based on Waldinger’s (1996) benchmark for occupational niches. Separating groups by ethnicity and sex, a group that concentrates at a rate 1.5 times greater (or 3:2) than their same-sex non-ethnic counterparts, in the context of the (larger) referent labor force is deemed to be a niche.²³ We applied this logic to employment in agencies, instead of occupations, and used total federal employment as the relevant referent labor force. In addition, we defined under-concentration as the mathematical inverse of over-concentration — a rate of 2:3 instead of 3:2.²⁴

Our results found that male Hispanics are disproportionately over-concentrated in the Department of Justice and under-concentrated in the Department of Health and Human Services, Department of Commerce, Department of State, Department of Interior, and Department of Energy. In addition, female Hispanics are over-concentrated in the Department of Justice and the Department of Treasury, and under-concentrated in the Department of Health and Human Services and the Department of State (see Tables 4.1 and 4.2 and Chart 3). Thus, applying standards from studies of ethnic occupational enclaves to Hispanic federal employment by agency suggests that over/under-concentration exists by agency.

²² “Annual Report to Congress Federal Equal Opportunity Recruitment Program (October 1, 1999-September 30, 2000): Hispanics Met or Exceeded Their RCLF Representation in 7 of 17 Executive Departments and Hispanics Met or Exceeded their RCLF Representation in 6 of 22 Independent Agencies”. For further information see www.opm.gov/feorp/CFW2.asp?name=HMOETRR17of17ED and www.opm.gov/feorp/CFW2.asp?name=HMOETRR1A6of22IA.

²³ Model, Suzanne. 2001. “Where New York’s West Indians Work”. Pp. 52-80 in N. Foner (ed.) *Islands in the City*. Berkeley: University of California Press, 2001. An earlier measurement excluding sex is to be found in Waldinger, Roger. 1996. “Still the Promised City? African-Americans and New Immigrants in Postindustrial New York”, Cambridge: Harvard University Press.

²⁴ A group could be greatly over- or under- represented in federal employment although distributed evenly across all agencies. We examine whether Hispanics are greatly concentrated in some agencies more than others in order to explore the idea that hiring and recruitment practices may influence Hispanic employment in the federal workforce.

SUMMARY AND POLICY RECOMMENDATION

GAO's report suggests that U.S. citizenship and education are two key variables affecting the representation of Hispanics

in federal employment. Furthermore, the GAO claims that Hispanics have exceeded parity with their non-Hispanic counterparts, implying to some that it is not necessary to analyze hiring and retention practices. However, such suggestions are unsubstantiated when they fail to take into

TABLE 4.1
MALE HISPANIC OVER- AND UNDER-CONCENTRATION BY FEDERAL AGENCY

AGENCY	DEPARTMENT TOTAL		ODDS OF EMPLOYMENT IN DEPARTMENT ^a		HISPANIC MALE ODDS ^b
	MALE NON-HISPANIC	MALE HISPANIC	MALE NON-HISPANIC	MALE HISPANIC	
AGRICULTURE ^c	57,580	3,812	0.08	0.07	0.89
COMMERCE	21,245	835	0.03	0.01	0.53
DEFENSE	390,880	25,033	0.90	0.70	0.78
EDUCATION	1,780	95	0.00	0.00	0.73
ENERGY	9,315	456	0.01	0.01	0.66
HEALTH & HUMAN SERVICES	24,568	884	0.03	0.01	0.48
HOUSING & URBAN	3,931	292	0.00	0.00	1.01
INTERIOR	43,078	2,038	0.06	0.03	0.63
JUSTICE	65,729	11,263	0.09	0.23	2.63
LABOR	7,537	541	0.01	0.01	0.98
STATE	9,592	412	0.01	0.01	0.58
TRANSPORTATION	43,648	2,263	0.06	0.04	0.69
TREASURY	58,298	5,716	0.08	0.10	1.37
VETERANS AFFAIRS	87,550	6,993	0.12	0.13	1.10
SUB-TOTAL	824,731	60,633			
EXECUTIVE OFFICE OF THE PRESIDENT	526	9			
INDEPENDENT AGENCIES	74,755	4,846			
TOTAL HISPANIC MALE FEDERAL EMPLOYMENT	900,032	65,488			

SOURCE: U.S. Office of Personnel Management (OPM), 2000 Demographic Profile of the Federal Workforce. For more information please see: <http://www.opm.gov/feddata/demograp/2000/table1mw.pdf>.

^a Federal Employment Odds Ratio = (# in department / # in all other departments)

^b Male Hispanic Odds Ratio = (Hispanic Male Odds / Non-Hispanic Male Odds)

^c For example, the odds ratios are performed this way for Agriculture:

Male Non-Hispanic Odds of employment in Department of Agriculture: $(57,580 / (824,731 - 57,580)) = 0.0751$

Male Hispanic Odds of employment in Department of Agriculture: $(3,812 / (60,633 - 3,812)) = 0.0671$

Hispanic Male Odds: $(.0671 / .0751) = .894$

NOTE: The numbers in the tables are rounded; the numbers in the above example show the numbers in their unrounded form to paint a clearer picture for the reader.

NOTE: Executive Office of the President was excluded, as these are appointed positions. Independent Agencies were also excluded, as these total 36 different agencies, each with its own recruitment and hiring practices.

account the existence of disparities between agencies. According to TRPI's analysis, controlling for citizenship one finds a greater disparity in Hispanic representation in the federal and civilian labor force than the GAO found. In addition, GAO's suggestions do not address the issue

that federal employment exists for non-citizens, and that Hispanics are under-represented in this category as well.

The issues discussed in this brief — agency concentration, and non-citizenship employment — cannot be framed

TABLE 4.2
FEMALE HISPANIC OVER- AND UNDER-CONCENTRATION BY FEDERAL AGENCY

AGENCY	DEPARTMENT TOTAL		ODDS OF EMPLOYMENT IN DEPARTMENT ^a		HISPANIC FEMALE ODDS ^b
	FEMALE NON-HISPANIC	FEMALE HISPANIC	FEMALE NON-HISPANIC	FEMALE HISPANIC	
AGRICULTURE ^c	42,916	2,400	0.07	0.06	0.85
COMMERCE	20,124	951	0.03	0.02	0.72
DEFENSE	238,513	15,016	0.58	0.55	0.95
EDUCATION	2,914	133	0.00	0.00	0.70
ENERGY	5,594	389	0.01	0.01	1.07
HEALTH & HUMAN SERVICES	36,369	1,078	0.06	0.03	0.44
HOUSING & URBAN	5,633	428	0.01	0.01	1.17
INTERIOR	28,145	1,456	0.05	0.04	0.79
JUSTICE	43,403	4,969	0.07	0.13	1.86
LABOR	7,421	569	0.01	0.01	1.18
STATE	9,011	375	0.01	0.01	0.64
TRANSPORTATION	16,793	873	0.03	0.02	0.80
TREASURY	73,897	6,785	0.13	0.19	1.49
VETERANS AFFAIRS	118,013	6,745	0.22	0.19	0.86
SUB-TOTAL	648,746	42,167			
EXECUTIVE OFFICE OF THE PRESIDENT	579	21			
INDEPENDENT AGENCIES	91,085	7,571			
TOTAL HISPANIC FEMALE FEDERAL EMPLOYMENT	740,410	49,759			

SOURCE: U.S. Office of Personnel Management (OPM), 2000 Demographic Profile of the Federal Workforce. For more information please see: <http://www.opm.gov/feddata/demograp/2000/table1mw.pdf>.

^a Federal Employment Odds Ratio = (# in department / # in all other departments)

^b Female Hispanic Odds Ratio = (Hispanic Female Odds / Non-Hispanic Male Odds)

^c For example, the odds ratios are performed this way for Agriculture:

Female Non-Hispanic Odds of employment in Department of Agriculture: $(42,916 / (648,746 - 42,916)) = 0.070838$

Female Hispanic Odds of employment in Department of Agriculture: $(2,400 / (42,167 - 2,400)) = 0.060352$

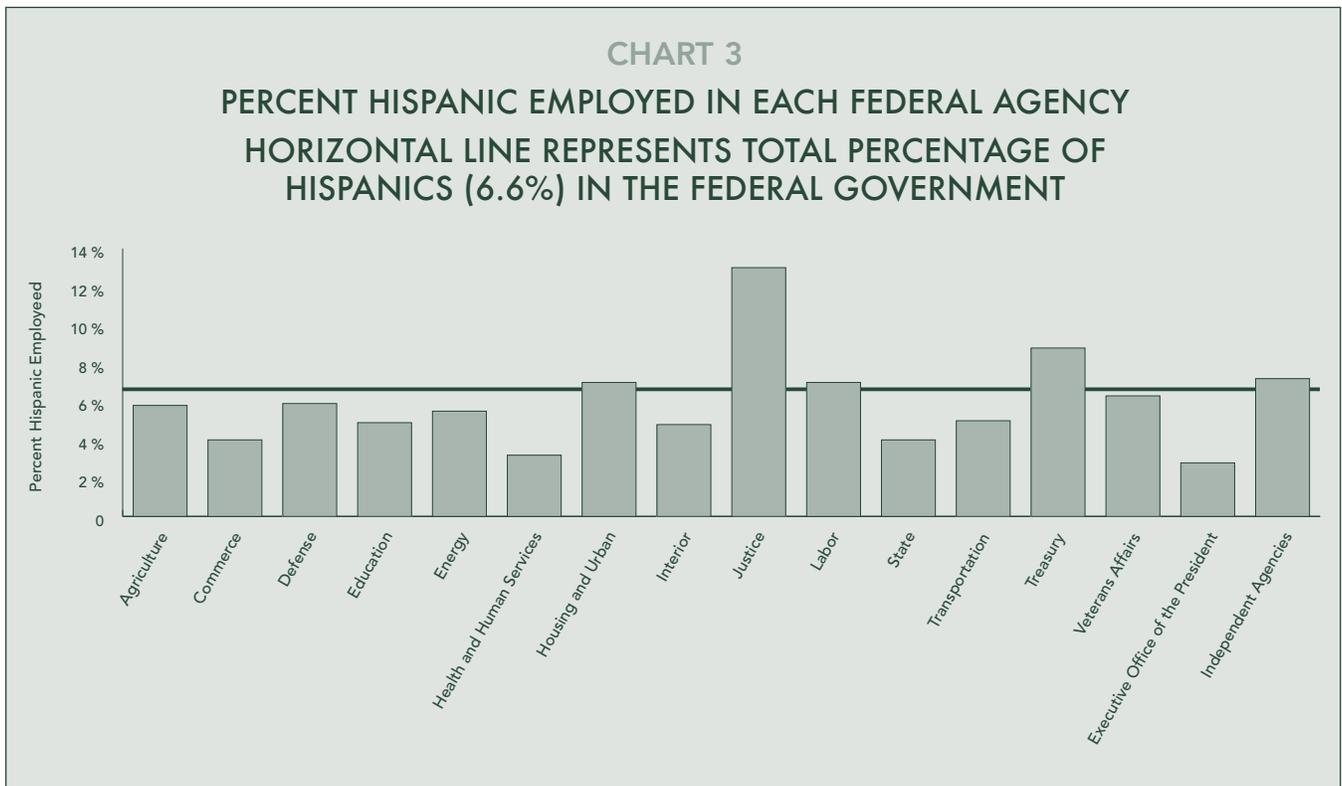
Hispanic Female Odds: $(.060352 / .070838) = .851961$

NOTE: The numbers in the tables are rounded; the numbers in the above example show the numbers in their unrounded form to paint a clearer picture for the reader.

NOTE: Executive Office of the President was excluded, as these are appointed positions. Independent Agencies were also excluded, as these total 36 different agencies, each with its own recruitment and hiring practices.

within analyses that use Census PUMS data. Census PUMS data lacks data concerning federal agency employment and contains federal employment data at an error rate substantially higher than what is acceptable for scientific rigor. Policy research concerning Hispanic representation

in the federal labor force should address the issues raised here by using federal employment data from a source more representative than Census PUMS data, and draw upon civilian labor force data from a source more accurate than CPS data.

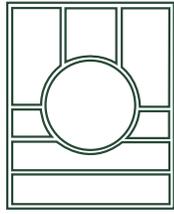


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The Tomás Rivera Policy Institute (TRPI) advances informed policy on key issues affecting Latino communities through objective and timely research contributing to the betterment of the nation.