FEDERAL WORKFORCE

Data Reveal Minor Demographic Changes 2011-2021

November 2023

Accessible Version

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Why GAO Did This Study

For years, federal leaders have highlighted the importance of fostering an inclusive workforce that reflects the diversity of the United States. Federal law prohibits discrimination against federal employees and in federal programs on the basis of race, religion, color, national origin, sex, disability, and age. Federal agencies operate equal employment opportunity programs to help ensure a fair workplace and proactively prevent employment discrimination. Issued in June 2021, Executive Order 14035 required agencies to issue new plans for diversity, equity, inclusion, and accessibility and to hire and promote a workforce that reflects the diversity of the American public.

GAO was asked to analyze demographic trends in the last decade across the federal workforce. This report describes the changes to the demographics of the federal workforce during fiscal years 2011 through 2021 in terms of race, ethnicity, age, gender, and disability.

To address this objective, GAO analyzed federal workforce data from the Office of Personnel Management's Enterprise Human Resources Integration database for fiscal years 2011 through 2021—the most recent data available at the time of the analysis. GAO used this data to identify the racial and ethnic composition of the federal workforce over the time period and used demographic data from the Census Bureau to draw comparisons with the broader national civilian labor force.

View GAO-24-105924. For more information, contact Dawn G. Locke 202-512-6806, locked@gao.gov.

What GAO Found

From fiscal years (FY) 2011 through 2021 there have been minor increases in representation in the federal workforce of people who are Black or African American, Asian, Native Hawaiian or other Pacific Islander, American Indian or Alaska Native, and persons of more than one race. (See figure.) Overall, in FY 2021, representation for historically disadvantaged racial groups in the federal workforce was higher than in the 2021 civilian labor force.

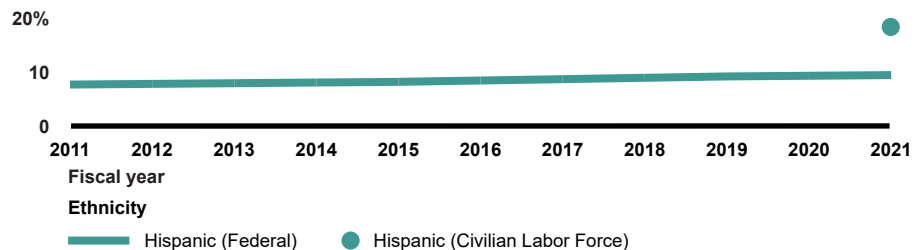**Participation in the Federal Workforce by Race**
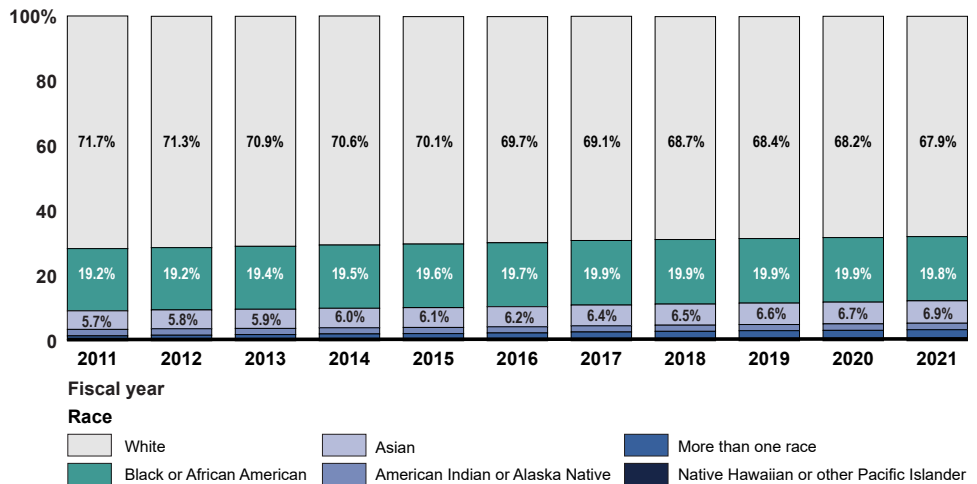
Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Note: Native Hawaiian or other Pacific Islander increased from 0.4 percent to 0.6 percent, American Indian or Alaska Native stayed at 2 percent, and people of more than one race increased from 1.1 percent to 2.8 percent.

The percentage of Hispanic employees in the federal workforce increased by 1.4 percent from FY 2011 to 2021. However, in FY 2021 federal representation of Hispanic employees was below the civilian labor force.

Hispanic Participation in the Federal Workforce Compared to Civilian Labor Force
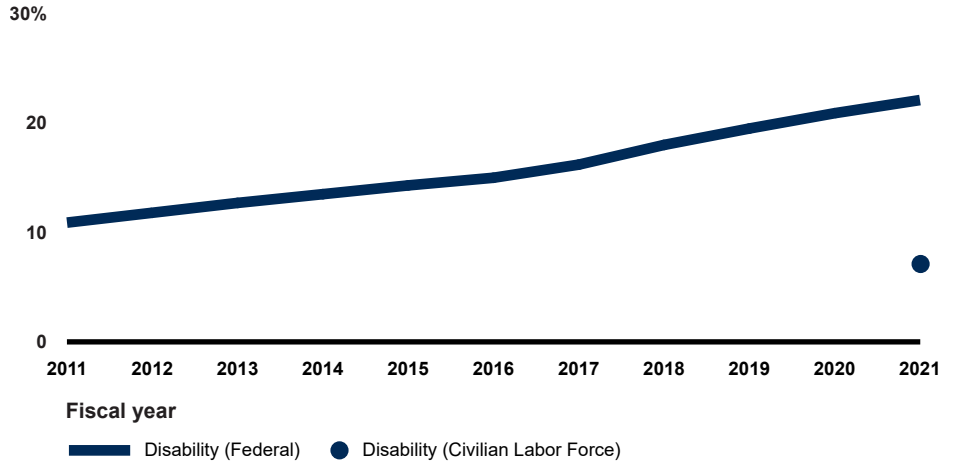

Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

United States Government Accountability Office

Also during FY 2011 to 2021, the proportion of women in the federal workforce remained relatively stable, but in FY 2021 their representation was less than the civilian labor force.

During FY 2011 to 2021, the representation of persons with disabilities in the federal workforce doubled and was about three times that of the representation in the FY 2021 civilian labor force.

Participation of People with Disabilities in the Federal Workforce Compared to the Civilian Labor Force

Percentage of employees

Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

Additionally, men and women in each historically disadvantaged racial group and White women made positive gains in Senior Executive Service positions from FYs 2011 to 2021 (with the exception of the Native Hawaiian or other Pacific Islander group). Historically disadvantaged groups were generally hired, promoted, and separated at higher rates in FY 2021 than in FY 2011.

United States Government Accountability Office

Contents

Abbreviations List

ACS–American Community Survey
DEIA–Diversity, Equity, Inclusion, and Accessibility
EEOC–Equal Employment Opportunity Commission
EHRI–Enterprise Human Resources Integration
FY–Fiscal Year
GS–General Schedule
MD–Management Directive
OPM–Office of Personnel Management
SES–Senior Executive Service

November 17, 2023

The Honorable Jamie Raskin
Ranking Member
Committee on Oversight and Accountability
House of Representatives

The Honorable Gerry E. Connolly
Ranking Member
Subcommittee on Cybersecurity, Information Technology
and Government Innovation
Committee on Oversight and Accountability
House of Representatives

For years, federal leaders have highlighted the importance of fostering an inclusive workforce that reflects the diversity of the United States. Federal law prohibits discrimination against federal employees and in federal programs based on race, religion, color, national origin, sex, disability, and age.[1] Federal agencies operate equal employment opportunity programs to help ensure a fair workplace and proactively prevent unlawful employment discrimination. In June 2021, the White House issued Executive Order 14035 requiring agencies to issue new plans for diversity, equity, inclusion, and accessibility (DEIA), and to hire and promote a workforce that reflects the diversity of the American public.[2]

Our prior work on agencies' efforts to build a more diverse workforce found that some federal agencies have struggled with equal opportunity in hiring and promotion.[3] Addressing these challenges is important because research has found that a diverse workforce can help managers better understand and address the needs of a demographically diverse customer base. Also, diversity can be beneficial in solving complex problems and lead to better performance.[4]

You asked us to analyze demographic trends in the last decade across the federal workforce. This report describes the changes to the demographics of the federal workforce during fiscal years (FY) 2011 through 2021 in terms of race, ethnicity, age, gender, and disability.

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1 See 42 U.S.C. § 2000e-16; 29 U.S.C. §§ 633a, 791, 794.

2 See Executive Order 14035, Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce, 86 Fed. Reg. 34593 (2021).

3 See, for example, GAO, *USAID: Mixed Progress in Increasing Diversity, and Actions Needed to Consistently Meet EEO Requirements*, GAO-20-477 (Washington, D.C.: June 23, 2020); and *State Department Additional Steps Are Needed to Identify Potential Barriers to Diversity,* GAO-20-237 (Washington, D.C.: Jan. 27, 2020).

4 For example, see GAO, *Financial Services Industry: Overview of Representation of Minorities and Women and Practices to Promote Diversity*, GAO-23-106427 (Washington, D.C.: Dec. 6, 2022).

To address this objective, we analyzed federal workforce data from the Office of Personnel Management's (OPM) Enterprise Human Resources Integration (EHRI) database for FY 2011 through 2021. These data were the most recent available at the time of our analysis.[5] We used the EHRI data to identify the racial and ethnic composition of the federal workforce over the time period. We also compared the demographics of the federal workforce with the civilian labor force using the annual American Community Survey (ACS) Public Use Microdata Sample from the Census Bureau. We analyzed ACS's 1-year Sample data from 2021, the most recent data available.[6] We assessed the reliability of the ACS data by (1) reviewing relevant Census Bureau documentation, and (2) conducting electronic testing of the data. We determined that the data were sufficiently reliable for our purposes. When citing these data in the report, we present the point estimate of analysis.[7] We used the civilian labor force data as a benchmark because the Equal Employment Opportunity Commission (EEOC) reports that they are a useful comparison for measuring how well the federal workforce represents the diversity of the nation as a whole.[8]

We reviewed our related past reports, including those on workforce diversity at federal agencies. We also conducted descriptive analyses of federal workforce data, calculating averages to compare actual promotion, hiring, and separation rates by race, ethnicity, and gender in the federal workforce. While our descriptive analyses provide helpful context on promotions, hires, and separations, they do not account for the variety of factors besides race, gender, and ethnicity that may affect outcomes. We assessed the OPM EHRI data sets and data elements we used through documentation review, interviews with knowledgeable officials, and other examination of the data. We determined these data were sufficiently reliable for our purposes of describing changes in the federal workforce and analyzing differences in employment outcomes.

We conducted this performance audit from March 2022 to November 2023 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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5   The data identify race and ethnicity based on the following OPM categories: Black or African American, Hispanic or Latino, Asian, American Indian or Alaska Native, Native Hawaiian or Other Pacific Islander, White, and two or more races. The Equal Employment Opportunity Commission defines Hispanic employees as all persons of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race.

6   For our analysis of ACS data, we included individuals identified as civilian employed and excluded individuals in the Armed Forces and those identified as unemployed or not in the labor force.

7   Generally, the 95 percent confidence intervals fall within plus or minus 3 percentage points, unless otherwise noted.

8   The federal government is composed of approximately 2.1 million employees according to OPM, while the civilian labor force (all individuals in the U.S. with civilian jobs) is composed of approximately 167.8 million employees according to the Bureau of Labor Statistics.

Background

Requirements and Guidance Related to Equal Employment Opportunity and Federal Workforce Diversity

Federal law not only prohibits discrimination in employment but also requires agencies to take steps to ensure equal employment opportunity and promote diversity.[9] For example, Title VII of the Civil Rights Act of 1964 directs that federal personnel decisions be made free of discrimination on the basis of race, color, religion, sex (including pregnancy, gender identity, and sexual orientation), or national origin. It also requires that agencies establish a program of equal employment opportunity for all federal employees and applicants.[10] The Pregnant Workers Fairness Act of 2022 requires that a covered entity provide a reasonable accommodation to a qualified worker's known limitation related to pregnancy, childbirth, or related medical conditions, absent undue hardship. Similarly, the Rehabilitation Act and its implementing regulations prohibit disability-based discrimination in federal employment, and require agencies to take specific steps to increase the employment of individuals with disabilities or targeted disabilities until the agency meets established goals related to disability representation in its workforce.[11] Prohibitions against discrimination are also included among prohibited personnel practices under Title 5, which include discrimination against any employee or applicant on the basis of race, color, religion, sex, national origin, age, disability, marital status, or political affiliation.[12] Lastly, under merit system principles, recruitment policies should endeavor to achieve a workforce that reflects all segments of society, and selection and advancement should assure that all receive equal opportunity.[13]

More recently, executive orders have charged agencies with advancing diversity in the federal workforce, among other things.[14] Executive Order 13583, issued in August 2011, directs all executive departments and agencies to develop and implement a more comprehensive, integrated, and strategic focus on diversity and inclusion as key components of their human resource strategies. Executive Order 14035, issued in June 2021, expands on Executive Order 13583 and related directives to require federal agencies to advance diversity, equity, inclusion, and accessibility in the federal workforce. The order directs agencies to develop related strategic plans, provide resources to implement these plans, and report annually on progress, among other things.

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9 Equal employment opportunity ensures that employment, promotion, training, and other personnel actions are taken without regard to race, color, religion, sex, age, national origin, and physical or mental disability. According to OPM, diversity is the practice of including the many communities, identities, races, ethnicities, backgrounds, abilities, cultures, and beliefs of the American people, including underserved communities.

10 See 42 U.S.C. §§ 2000e-16(a)- (b), 2000e(k); Bostock v. Clayton County, Georgia, 140 S. Ct. 1731, 1741 (2020).

11 See 29 U.S.C. §§ 791, 794; 29 C.F.R. § 1614.203(d).

12 See 5 U.S.C. § 2302(b)(1).

13 See 5 U.S.C. §§ 2301(b)(1).

14 Exec. Order No. 13583, 76 Fed. Reg. 52847 (2011); Exec. Order No. 14035, 86 Fed. Reg. 34593 (2021). References to the federal workforce in these executive orders, as in our report, pertain to the federal civilian workforce (i.e., excluding military service members and individual contracted employees).

Federal Oversight

OPM and EEOC are responsible for human resources and diversity for the federal workforce, with EEOC having additional oversight responsibility for equal employment opportunity policies and processes in the federal sector.[15] While the two agencies have different missions, each has a key role in promoting diversity in the federal workforce and providing oversight of federal agencies' efforts.

- OPM's mission is to lead and serve the federal government in human resource management, including providing policies and services to achieve a trusted and effective federal workforce. OPM also leads federal diversity, equity, inclusion, and accessibility efforts and issued government-wide diversity strategic plans in 2011 and 2016.[16] According to OPM, its Office of Diversity, Equity, Inclusion, and Accessibility is the leading DEIA office within the federal government. This office provides agencies concrete strategies and best practices to recruit, hire, include, develop, retain, engage, and motivate a diverse, results-oriented, high-performing workforce. As the focal point for collecting government-wide workforce data and providing statistical information about the federal workforce, OPM also reports on diversity-related analysis and employment trends. For example, OPM is responsible for annual reports to Congress on progress under the Federal Equal Opportunity Recruitment Program, and on Hispanic employment in the federal government.[17]

- EEOC's mission is to prevent and remedy unlawful employment discrimination and advance equal opportunity for all in the workplace, both for federal civilian employees and most other workers in the United States. For federal civilian employees, EEOC is responsible for enforcement, coordination, and oversight of federal agencies' compliance with equal employment laws and regulations that make it illegal to discriminate against a job applicant or an employee because of the person's race, color, religion, sex (including pregnancy, childbirth, and related medical conditions; gender identity; and sexual orientation), national origin, age (40 or older), disability, or genetic information.[18] EEOC reviews, monitors, and evaluates federal agencies' affirmative employment programs and all aspects of the federal government's equal employment opportunity program. EEOC Management Directive (MD) 715 requires federal agencies to identify and eliminate any barriers in their recruitment, hiring, and promotion practices that limit the ability of individuals to compete in the workplace because of race, national origin, sex, or disability. EEOC provides routine technical assistance to help federal agencies comply with MD-715. EEOC takes steps to identify and address barriers to employment and advancement for all populations.

Data Reveal Minor Demographic Changes from FY 2011-2021

The following figures highlight changes in the federal workforce by race, gender, ethnicity, and generations overall, and in the following areas: General Schedule-Grade Levels; Senior Executive Service (SES) positions; and New Hires, Promotions, and Separations.

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15 While OPM is charged with human resource and DEIA policies and processes, OPM is not the sole agency charged with such. See Executive Order 14035, 86 Fed. Reg. 34593, 34594 (June 30, 2021), which provides "Government-Wide Diversity, Equity, Inclusion, and Accessibility Initiative and Strategic Plan. The Director of the Office of Personnel Management (OPM) and the Deputy Director for Management of the Office of Management and Budget (OMB)—in coordination with the Chair of the Equal Employment Opportunity Commission (EEOC) and in consultation with the Secretary of Labor, the Director of the Office of Science and Technology Policy, the Assistant to the President for National Security Affairs, the Assistant to the President for Domestic Policy (APDP), the Director of the National Economic Council, and the Co-Chairs of the Gender Policy Council— shall: (a) reestablish a coordinated Government-wide initiative to promote diversity and inclusion in the Federal workforce…"

16 Office of Personnel Management, *Government-Wide Diversity and Inclusion Strategic Plan (2011) and Government-wide Inclusive Diversity Strategic Plan* (July 2016).

17 See 5 U.S.C. § 7201; 5 C.F.R. § 720.207; Exec. Order No. 13171, *Hispanic Employment in the Federal Government*, 65 Fed. Reg. 61251 (2000).

18 Exec. Order No. 12067, 43 Fed. Reg. 28967 (1978); 29 C.F.R. § 1614.102(c)-(f); See 42 USC 2000gg-2.
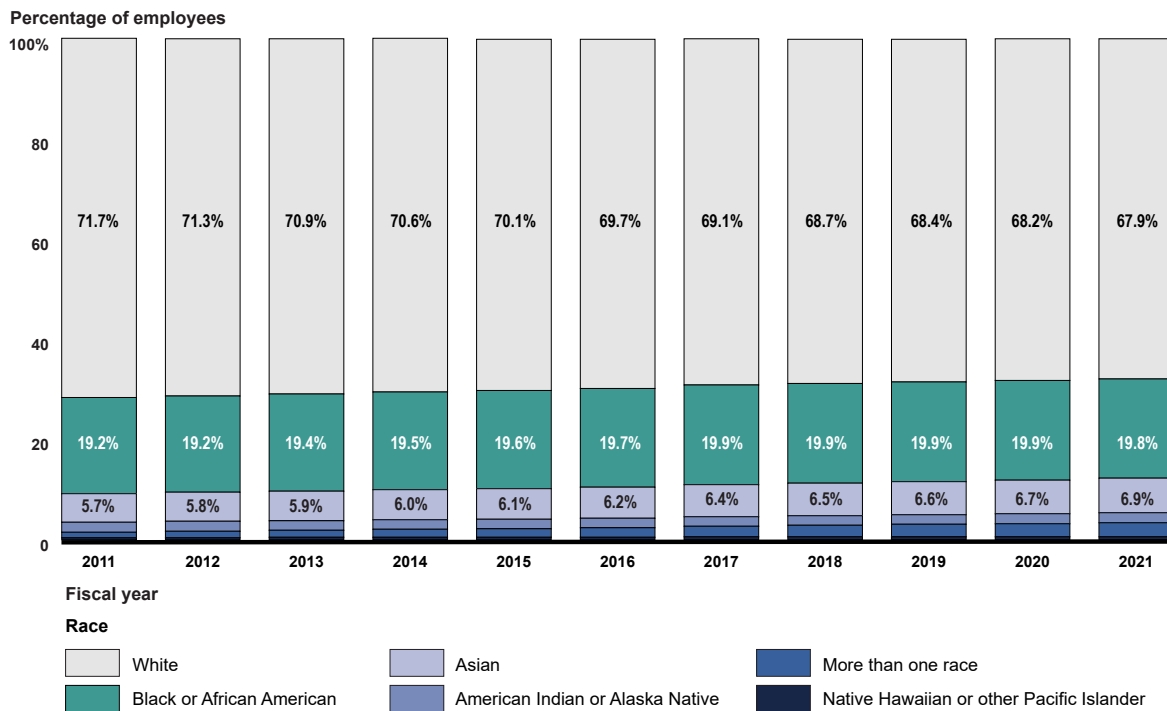
Federal Workforce Demographics

From fiscal year 2011 through 2021, there were minor changes in the percentages of the total federal workforce profile's race, gender, and ethnic categories, as well as minor changes in the representation of these groups at higher grade levels and in SES positions.

Source: GAO image using Smart Future/stock.adobe.com

Representation in the federal workforce by race over time. The representation of historically disadvantaged racial groups increased slightly in the federal workforce from fiscal years (FY) 2011 through 2021.[19]

Figure 1: Federal Workforce — Race

Percentage of employees

Fiscal year	White	Black or African American	Asian
2011	71.7%	19.2%	5.7%
2012	71.3%	19.2%	5.8%
2013	70.9%	19.4%	5.9%
2014	70.6%	19.5%	6.0%
2015	70.1%	19.6%	6.1%
2016	69.7%	19.7%	6.2%
2017	69.1%	19.9%	6.4%
2018	68.7%	19.9%	6.5%
2019	68.4%	19.9%	6.6%
2020	68.2%	19.9%	6.7%
2021	67.9%	19.8%	6.9%

Race

White · Asian · More than one race · Black or African American · American Indian or Alaska Native · Native Hawaiian or other Pacific Islander

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Note: Over the time period, Native Hawaiian or other Pacific Islander rose from 0.4 percent to 0.6 percent, American Indian or Alaska Native stayed at 2 percent, and people of more than one race increased from 1.1 percent to 2.8 percent.

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19 In this report, historically disadvantaged racial or ethnic groups include the following OPM categories: African American or Black; American Indian or Alaska Native; Asian; Hispanic; Native Hawaiian or Other Pacific Islander; and two or more races.

Representation of historically disadvantaged groups in the federal workforce compared to the civilian labor force. In FY 2021, representation of historically disadvantaged racial groups was higher in the federal workforce than in the civilian labor force.

Figure 2: Federal Workforce and Civilian Labor Force‒Race and Gender
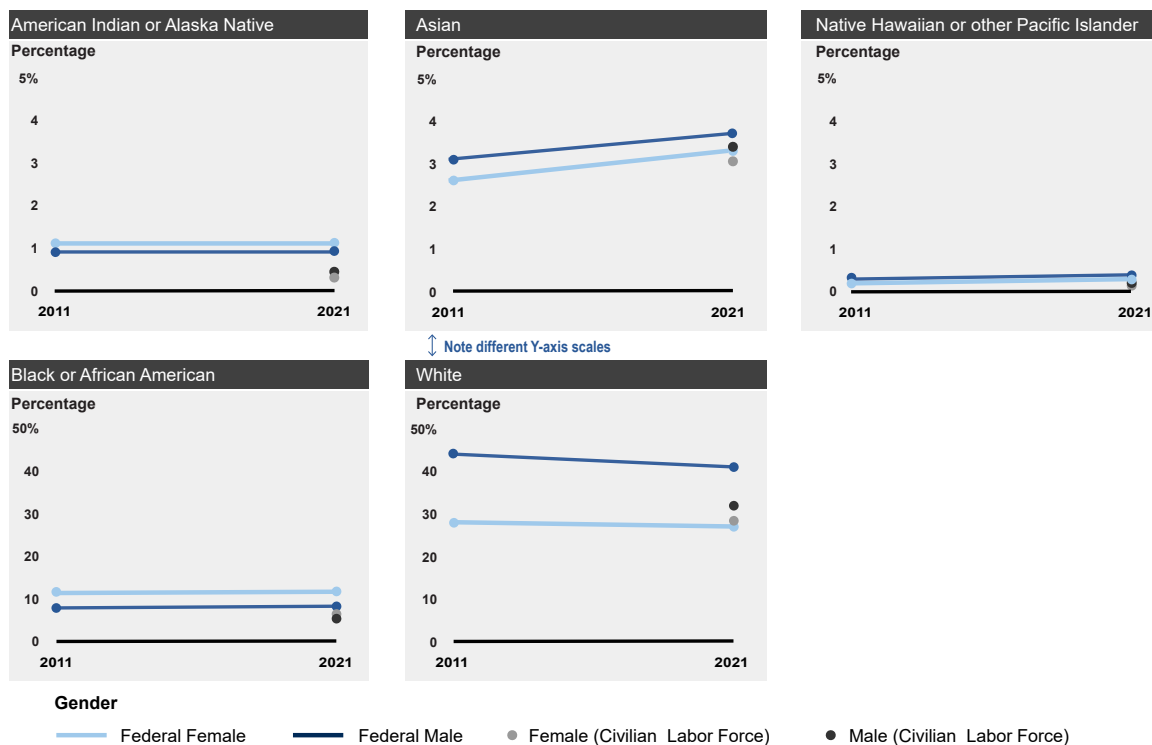
Gender

Federal Female   Federal Male   Female (Civilian Labor Force)   Male (Civilian Labor Force)

Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

Hispanic representation in the federal workforce over time and compared to the civilian labor force. The percentage of Hispanic employees in the federal workforce increased by 1.4 percent from FY 2011 through 2021. However, in FY 2021, the representation of Hispanics in the federal workforce was about 50 percent less than their representation in the civilian labor force.

Figure 3: Federal Workforce and Civilian Labor Force‒Hispanic
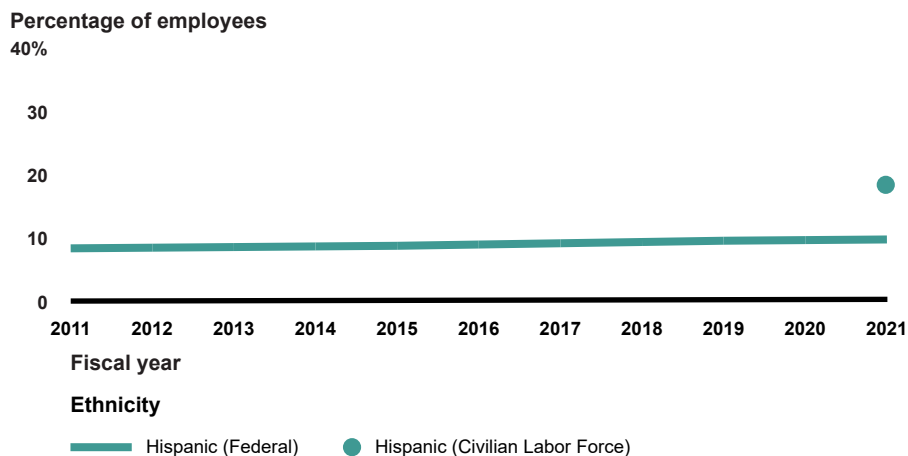
Percentage of employees

Fiscal year

Ethnicity

Hispanic (Federal)   Hispanic (Civilian Labor Force)

Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

Representation in the federal workforce by gender over time and compared to the civilian labor force. The proportion of males and females in the federal workforce remained relatively stable from FY 2011 through 2021. However, the percentage of females in the federal workforce in FY 2021 was lower than the percentage of females in the FY 2021 civilian labor force.

Figure 4: Federal Workforce and Civilian Labor Force – Gender

Percentage of employees
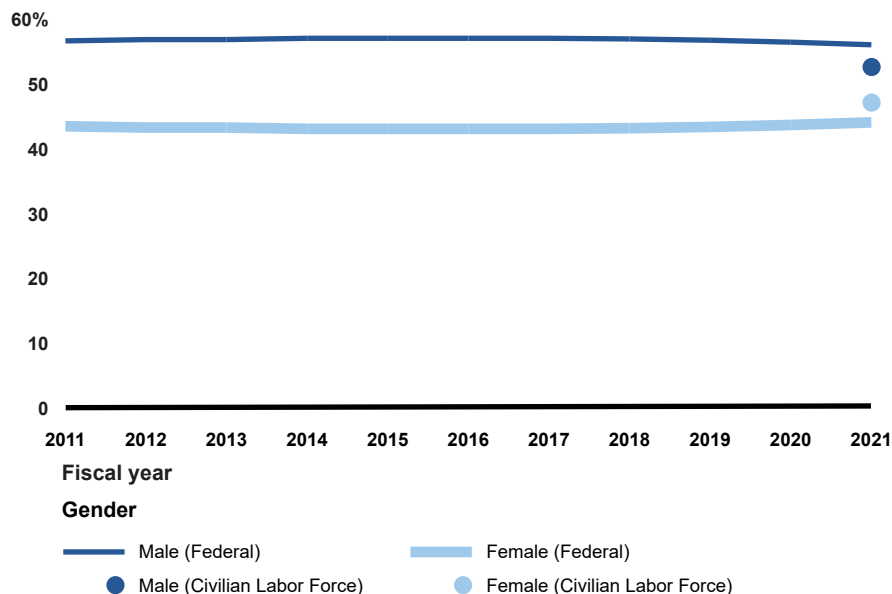
Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

Generational representation in the federal workforce. Generation X was the largest represented generation in the federal workforce in FY 2021. "Baby Boomers" represented the majority of the federal workforce in FY 2011 but by FY 2021 had fallen from 51.3 percent to 23 percent. Generation Y had the largest increase, almost 20 percent, over the 10-year period.

Figure 5: Federal Workforce – Generations

Percentage of employees

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Representation of persons with disabilities in the federal workforce. The representation of persons with disabilities in the federal workforce doubled from FY 2011 through 2021. The FY 2021 federal workforce representation was about three times that of the representation in the FY 2021 civilian labor force.

Figure 6: Federal Workforce and Civilian Labor Force – Disabilities

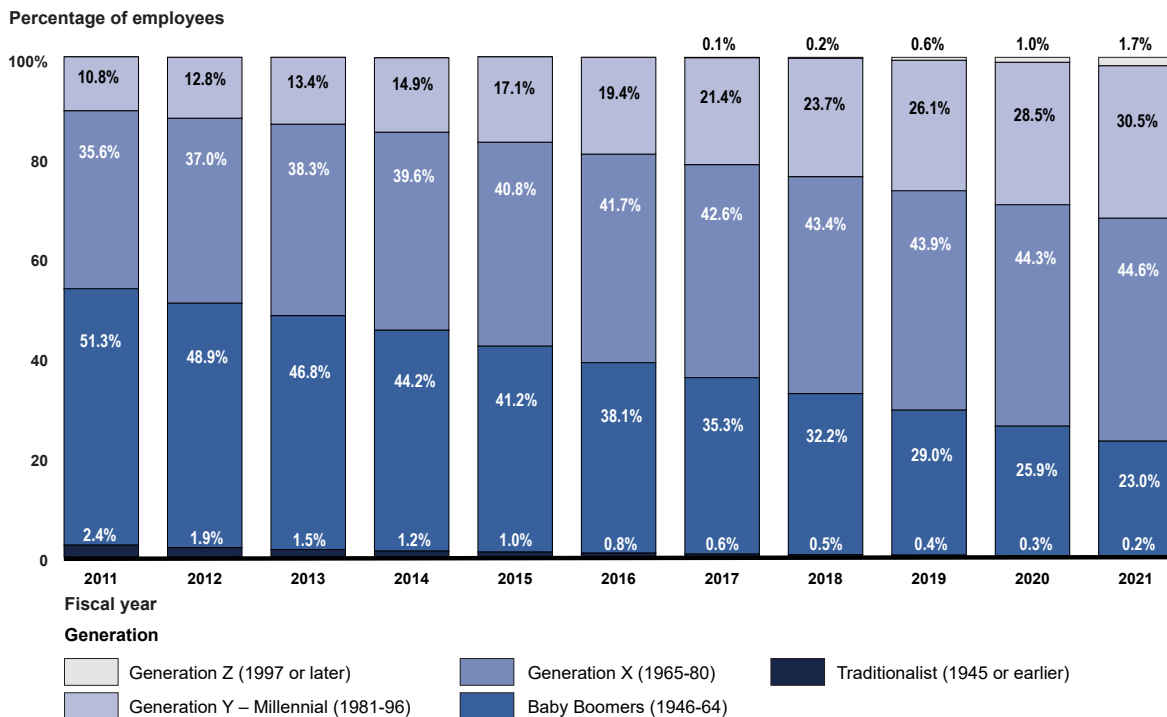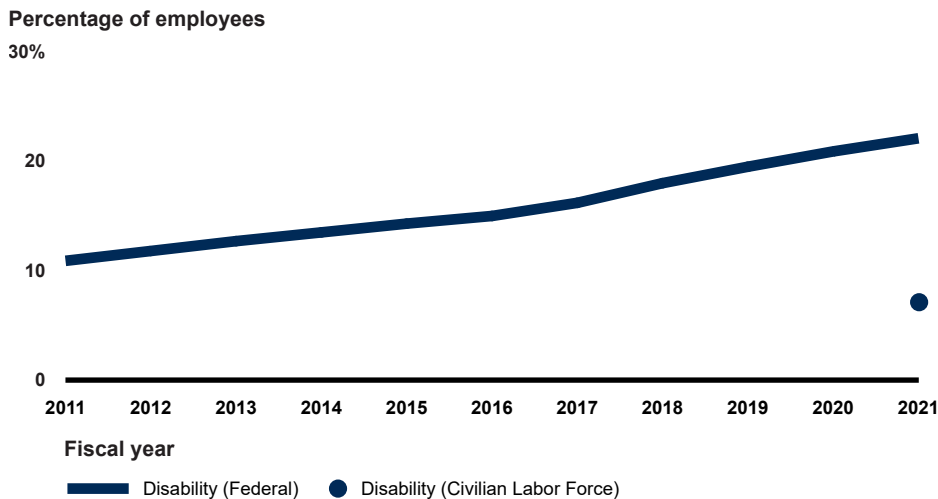Percentage of employees

Source: GAO analysis of Enterprise Human Resources Integration data and American Community Survey data. | GAO-24-105924

Representation at senior grade levels by race and gender. In the general schedule (GS) pay system, most historically disadvantaged groups have higher representation rates in lower pay grades.[20] The primary exceptions to this were Asian males and females. Asians also had increases in their GS Grade representation rates across all levels between FY 2011 and 2021.

Black or African American males and females experienced their greatest increases in representation rates from FY 2011 through 2021 at the GS Grades 13 through 15 levels. White females had their highest representation in GS Grades 1 through 9, while their lowest representation was in the GS Grades 13 through 15.

Figure 7: GS Grade Levels – Race and Gender

	Entry level		Mid level		Senior level	
	2011 GS 1-9	**2021 GS 1-9**	2011 GS 10-12	**2021 GS 10-12**	2011 GS 13-15	**2021 GS 13-15**
Race and Gender (percentage)						
American Indian or Alaska Native – Female	2.4	**2.3**	0.9	**1.0**	0.9	**0.5**
American Indian or Alaska Native – Male	1.0	**1.0**	0.8	**0.9**	0.6	**0.5**
Asian – Female	2.7	**3.3**	3.3	**3.5**	2.5	**3.7**
Asian – Male	1.8	**2.1**	3.0	**3.2**	3.6	**4.3**
Black or African American – Female	18.3	**18.7**	10.9	**11.0**	8.8	**10.1**
Black or African American – Male	8.6	**9.0**	9.2	**9.0**	5.7	**9.0**
More Than One Race – Female	0.7	**1.6**	0.5	**1.3**	0.3	**1.0**
More Than One Race – Male	0.5	**1.2**	0.7	**1.6**	0.5	**1.2**
Native Hawaiian or other Pacific Islander – Female	0.3	**0.4**	0.1	**0.2**	0.1	**0.1**
Native Hawaiian or other Pacific Islander – Male	0.2	**0.3**	0.2	**0.3**	0.1	**0.2**
White – Female	34.5	**32.0**	29.4	**30.7**	26.2	**26.0**
White – Male	29.0	**28.0**	43.5	**41.4**	50.7	**45.2**

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

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20 GS has 15 grades, starting with the lowest at GS-1 and progressing to the highest at GS-15. Agencies establish the grade of each job based on the level of difficulty, responsibility, and qualifications required, according to OPM. For example, a high school diploma and no additional experience typically qualifies for a GS-2 position, while a master's degree typically qualifies for GS-9.

Representation in Senior Executive Service (SES) positions by race and gender, and ethnicity. With the exception of the Native Hawaiian or other Pacific Islander group, males and females in each historically disadvantaged group and White females made positive gains in SES positions from FY 2011 through 2021. There were no Native Hawaiian or other Pacific Islander employees in SES positions in either FY 2011 or 2021. Hispanics slightly increased their number and percent (1 percent) of SES positions over the 10-year period. While the percentage of White males in SES decreased, they continue to be the most represented group in SES, occupying more than half of all SES positions.

Figure 8: SES Positions – Race and Gender

	Fiscal Year 2011		Fiscal Year 2021	
	Number of Employees	Percentage of Employees	Number of Employees	Percentage of Employees
Race and Gender				
American Indian or Alaska Native – Female	34	1	44	1
American Indian or Alaska Native – Male	55	1	57	1
Asian – Female	98	1	170	2
Asian – Male	140	2	208	3
Black or African American – Female	344	5	495	6
Black or African American – Male	429	6	460	6
More Than One Race – Female	12	0	60	1
More Than One Race – Male	28	0	68	1
Native Hawaiian or other Pacific Islander – Female	0	0	0	0
Native Hawaiian or other Pacific Islander – Male	0	0	0	0
White – Female	1,937	26	2,181	28
White – Male	4,431	59	4,053	52

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Figure 9: SES Positions – Ethnicity

	Fiscal Year 2011		Fiscal Year 2021	
	Number of Employees	Percentage of Employees	Number of Employees	Percentage of Employees
Ethnicity				
Hispanic	314	4	410	5
Non-Hispanic	7,456	96	7,617	95

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Government-wide New Hires, Promotions, and Separations [21]

Historically disadvantaged groups were generally hired, promoted, and separated at higher rates in FY 2021 than in FY 2011.

Source: GAO image using bearsky23/stock.adobe.com

Figure 10: New Hires — Race and Ethnicity

Race and Ethnicity (percentage)	Fiscal Year	
	2011	2021
Race		
American Indian or Alaska Native	1.8	2.3
Asian	5.1	7.2
Black or African American	17.1	19.5
More Than One Race	2.5	3.9
Native Hawaiian or other Pacific Islander	0.6	0.8
White	72.8	66.4
Ethnicity		
Hispanic	6.6	8.5
Non-Hispanic	93.4	91.5

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Figure 11: New Hires — Race and Gender

Race and Gender (percentage)	Fiscal Year	
	2011	2021
American Indian or Alaska Native — Female	1.0	1.2
American Indian or Alaska Native — Male	0.8	1.0
Asian — Female	2.1	3.5
Asian — Male	3.0	3.7
Black or African American — Female	8.3	11.5
Black or African American — Male	8.8	8.0
More Than One Race — Female	1.0	1.8
More Than One Race — Male	1.5	2.1
Native Hawaiian or other Pacific Islander — Female	0.2	0.3
Native Hawaiian or other Pacific Islander — Male	0.4	0.4
White — Female	26.3	29.8
White — Male	46.6	36.6

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

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21 Separations are actions that end employment with the federal government. These actions include retirements, resignations, terminations, separations due to reduction in force, and deaths.

Figure 12: Promotions – Race and Ethnicity

Race (percentage)	Percentage of All FY11 Promotions	Percentage of All FY21 Promotions
American Indian or Alaska Native	1.8	2.1
Asian	4.6	5.3
Black or African American	21.2	20.7
More than one race	1.1	3.0
Native Hawaiian or other Pacific Islander	0.5	0.8
White	70.8	68.2
Ethnicity (percentage)		
Hispanic	8.0	9.4
Non-Hispanic	92.0	90.6

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Figure 13: Promotions – Race and Gender

Race and Gender (percentage)	Fiscal Year 2011	2021
American Indian or Alaska Native – Female	1.0	1.1
American Indian or Alaska Native – Male	0.8	0.9
Asian – Female	2.3	2.5
Asian – Male	2.3	2.8
Black or African American – Female	13.1	12.4
Black or African American – Male	8.0	8.3
More Than One Race – Female	0.5	1.4
More Than One Race – Male	0.6	1.6
Native Hawaiian or other Pacific Islander – Female	0.2	0.3
Native Hawaiian or other Pacific Islander – Male	0.2	0.5
White – Female	30.0	28.0
White – Male	40.8	40.2

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Figure 14: Separations–Race and Ethnicity

	Fiscal Year	
Race and Ethnicity (percentage)	**2011**	**2021**
Race		
American Indian or Alaska Native	2.4	2.3
Asian	4.2	5.2
Black or African American	17.5	21.1
More Than One Race	1.2	2.6
Native Hawaiian or other Pacific Islander	0.3	0.7
White	74.4	68.1
Ethnicity		
Hispanic	6.5	8.7
Non-Hispanic	93.5	91.3

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Figure 15: Separations–Race and Gender

	Fiscal Year	
Race and Gender (percentage)	**2011**	**2021**
American Indian or Alaska Native–Female	1.3	1.2
American Indian or Alaska Native–Male	1.1	1.1
Asian–Female	1.8	2.4
Asian–Male	2.4	2.8
Black or African American–Female	9.8	12.0
Black or African American–Male	7.7	9.1
More Than One Race–Female	0.6	1.2
More Than One Race–Male	0.6	1.4
Native Hawaiian or other Pacific Islander–Female	0.2	0.3
Native Hawaiian or other Pacific Islander–Male	0.2	0.4
White–Female	30.8	27.3
White–Male	43.6	40.7

Source: GAO analysis of Enterprise Human Resources Integration data. | GAO-24-105924

Agency Comments

We provided a draft of this report to OPM and EEOC for review and comment. OPM had no comments, and EEOC provided technical comments that we incorporated where appropriate.

We are sending copies of this report to the appropriate congressional committees, the Directors of EEOC and OPM, and other interested parties. In addition, the report is available at no charge on the GAO website at http://www.gao.gov.

If you or your staff have any questions about this report, please contact me at (202) 512-6806 or locked@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are listed in appendix I.

Dawn G. Locke
Director, Strategic Issues

Appendix I: GAO Contact and Staff Acknowledgments

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Staff Acknowledgments   In addition to the individual named above, the following staff made key contributions to this report: Cliff Douglas (Assistant Director), Timothy Wexler (Analyst-in-Charge), Peter Beck, Carole Cimitile, Robert Gebhart, Latoya Hogg, Meredith Moles, Steven Putansu, and Alicia White.

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