

**GAO**

Report to the Ranking Minority  
Member, Subcommittee on the Postal  
Service, Committee on Government  
Reform, House of Representatives

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June 2000

# U.S. POSTAL SERVICE

## Diversity in District Management-Level Positions



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**G A O**

Accountability \* Integrity \* Reliability

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

**General Government Division**

B-284782

June 30, 2000

The Honorable Chaka Fattah  
Ranking Minority Member  
Subcommittee on the Postal Service  
Committee on Government Reform  
House of Representatives

Dear Mr. Fattah:

This report supplements our previous report<sup>1</sup> to you in response to your request for information on the representation of women and minorities in the Executive and Administrative Schedule (EAS) management-level positions in the U.S. Postal Service (Service). The EAS workforce consists primarily of employees in EAS levels 11 through 26 positions. EAS management-level positions generally start at EAS 16 and include such positions as postmaster, manager of customer services, and manager of postal operations. This report focuses on EAS levels 16 through 26.

Based on discussions with your office, our objectives were to (1) provide statistical information on the representation of women and minorities in EAS levels 16 through 26 in the Service nationwide for fiscal year 1999<sup>2</sup> and (2) describe for the Chicago, IL, and Akron, OH, postal districts (a) the representation of women and minorities in EAS levels 16 through 26, (b) initiatives implemented to promote diversity, and (c) lessons identified by district officials that relate to increasing diversity. As requested, we are also providing information on alleged equal employment opportunity (EEO) concerns at the Youngstown, OH, postal site.<sup>3</sup> The Chicago and Akron postal districts were selected because you were interested in knowing why the Chicago district office has reportedly achieved a high level of success in the representation of women and minorities and why the Akron district office has reportedly not been as successful.

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<sup>1</sup> See U.S. Postal Service: Diversity in the Postal Career Executive Service (GAO/GGD-00-76, Mar. 30, 2000).

<sup>2</sup> The dates that Service fiscal years end vary by year and conform to the Service's 13-period accounting year. Its fiscal year 1999 ended on September 10, 1999. Our use of the term "fiscal year" in this report refers to the appropriate Service fiscal year.

<sup>3</sup> The Youngstown postal site includes the processing and distribution center, post offices, and customer service centers.

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When considering the information presented in this report, it is important to recognize that certain conditions or challenges exist in each district that may have an impact on that district's diversity representation and may not be reflected in the information presented. For example, these conditions or challenges may include the diversity (e.g., race, ethnic origin, or sex) of the local civilian labor force (CLF),<sup>4</sup> the pool from which the district generally draws its employees. The CLF may be more diverse in a metropolitan area than in a rural area. In addition, cultural considerations may prevent certain minorities who are present in large numbers in the surrounding population from seeking Service employment. Also, the Service does not establish quotas that must be met to increase its representation of women and minorities, and hiring is to be based on merit.

In addition, according to the U.S. Equal Employment Opportunity Commission (EEOC) standard, the comparison of the percentage rate at which an EEO group is represented in an agency's workforce to the percentage rate at which the group is represented in the CLF, as identified in the most recent census,<sup>5</sup> determines whether underrepresentation exists for an EEO group in that workforce. The Service also defines underrepresentation of EEO groups in its workforce in the same manner.

We do not believe that it is appropriate to compare the representation of women and minorities or EEO group representation in EAS levels 16 through 26, which are generally management-level positions, in the Service with the CLF because CLF data are not broken down into an appropriate pool of employees for such comparisons. We compared the representation of women and minorities in EAS levels 16 through 26 in the Chicago and Akron district offices with the overall postal district workforce (excluding 16 through 26). However, because the Service states that one of its diversity goals is to have its districts achieve parity with the CLF, we also compared the district workforce (including EAS levels 16 through 26) with the CLF in Chicago and Akron. Further, to provide additional context for the case studies of Chicago and Akron, we provided similar information on

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<sup>4</sup> The CLF includes persons aged 16 or older, excluding those in the armed forces, who are employed or seeking employment.

<sup>5</sup> The census data used in this report are from the 1990 Decennial Census. The 2000 Census data, which may change the diversity picture, were not yet available.

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the representation of women and minorities for 83 of the Service's 85 postal districts.<sup>6</sup>

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## Results in Brief

At the end of fiscal year 1999, women and minorities in the Service's districts represented a district average of about 49 percent of the EAS 16 through 26 workforce compared with their average representation of about 56 percent across all district workforces (excluding EAS levels 16 through 26).<sup>7</sup> The representation of women and minorities in EAS levels 16 through 26 in the Service's 83 districts ranged from a low of about 22 percent in the Middlesex-Central district office to a high of 95 percent in the Los Angeles district office. Additionally, the representation of women and minorities was higher than the CLF in over one-third of the Service's 83 district offices and lower than the CLF in the remaining two-thirds of the Service's district offices.

Concerning the representation of women and minorities in the Chicago and Akron district offices, we found that, at the end of fiscal year 1999, the representation of women and minorities in EAS levels 16 through 26 in the Chicago district office was the second highest among the Service's 83 district offices. In Chicago, women and minorities represented about 93 percent of the EAS 16 through 26 workforce compared with their overall workforce representation of 92 percent. In addition, from fiscal years 1995 through 1999, Chicago's women and minority representation at EAS levels 16 through 26 increased by about 1 percentage point. In Akron, the representation of women and minorities in the district's EAS 16 through 26 workforce was about 41 percent compared with their overall workforce representation of about 46 percent at the end of fiscal year 1999—a difference of about 5 percentage points. The representation of women and minorities at EAS levels 16 through 26 is relatively close to their representation in the Akron district's workforce, the pool from which EAS 16 through 26 employees are generally selected. In addition, from fiscal years 1995 through 1999, Akron's women and minority representation at EAS levels 16 through 26 increased by about 2 percentage points.

Among EEO groups, representation in EAS levels 16 through 26 varied in both Chicago and Akron. In Chicago, black men and women represented about 84 percent of the EAS 16 through 26 workforce in fiscal year 1999;

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<sup>6</sup> The Service has 85 postal districts. However, we are not including two district offices—San Juan and Honolulu—in our report because they were missing significant amounts of data on sex and/or race/ethnic origin.

<sup>7</sup> We recognize that women and minorities may serve in lower level EAS management positions. However, as previously stated, this report focuses on women and minorities in high-level management positions at EAS levels 16 through 26.

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white, Hispanic, Asian, and Native American men and women represented about 16 percent. In Akron, white men and women represented about 81 percent of the EAS 16 through 26 workforce in fiscal year 1999; black, Hispanic, Asian, and Native American men and women represented about 19 percent.

Although Chicago has had greater management stability in recent years than has Akron, and began some of its diversity-related initiatives sooner than did Akron, both districts have implemented several diversity-related initiatives. For example, both the Chicago and Akron district offices are using various training programs, including national programs such as the Associate Supervisor Program (ASP), to increase the representation of women and minorities in EAS levels 16 through 26. According to Chicago and Akron district officials, ASP, which had started in both districts by fiscal year 1998, has provided opportunities for a diverse group of employees from lower grade levels (e.g., mail handlers or carriers) to be trained and eventually promoted into first-level supervisory positions. From the fourth quarter of fiscal year 1998 through the second quarter of fiscal year 2000, women and minorities accounted for about 91 percent of the 85 ASP graduates in Chicago and about 68 percent of the 72 ASP graduates in Akron. In addition, to improve other aspects of diversity, such as workplace communications, both districts are using a national alternative dispute resolution program referred to as REDRESS (Resolve Employment Disputes, Reach Equitable Solutions Swiftly) to facilitate discussion between managers and employees on individual EEO complaint issues. Locally, Chicago and Akron have also developed their own individual initiatives to improve communications among all employees or to promote appreciation for cultural differences, which are considered integral aspects of diversity.

Officials in both the Chicago and Akron districts identified several lessons that are related to increasing diversity in their EAS 16 through 26 workforce. According to district officials in Chicago and Akron, (1) management must demonstrate its commitment to diversity; (2) training and career development programs must be made available to provide opportunities for women and minorities to ascend to supervisory and management-level positions; and (3) an environment that encourages communications and cultural appreciation between management and employees must be established.

Finally, regarding the alleged EEO concerns at the Youngstown postal site, although the number of EEO complaints increased between fiscal years 1997 and 1999, it is not clear whether the complaints stemmed from

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alleged discrimination, lack of communications, or labor/management problems. District records show that the number of EEO complaints in Youngstown increased from 16 in fiscal year 1997 to 23 in fiscal year 1999, and that race and sex discrimination were most often cited as the bases for the complaints. The issues surrounding the EEO complaints included assignment of duties, harassment, and terminations.<sup>8</sup> However, as of May 2000, 51 of the 57 complaints filed were closed. Of these, one resulted in a finding of discrimination. Management, union representatives, and employees had different opinions about the source of the problem. In June 1998, in response to concerns about EEO complaints in Youngstown, the Allegheny Area Office surveyed about 50 Youngstown processing and distribution center (P&DC) employees. It found that there was a perception among some of those employees that diversity problems existed, particularly in the areas of race and, to a lesser degree, sex.

In contrast, according to some district and union officials, EEO complaints in Youngstown were based little, if at all, on discrimination, but rather on poor communications among managers, supervisors, and employees or poor labor/management relations. Additionally, although some union representatives have expressed reservations about the REDRESS program, managers in Youngstown and Akron believed that the program has fostered better communications and has been effective in addressing and resolving EEO complaints.

We are recommending in this report that the Service reassess the EEO situation in Youngstown to determine what the issues are with respect to the workplace environment, such as discrimination, communications, or labor/management relations; and what additional actions, if any, are warranted to address any concerns identified.

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## Background

The Service had 796,535 career employees at the end of fiscal year 1999. Service employees include craft employees, the largest group, which include letter carriers and mail handlers; EAS employees; the Postal Career Executive Service; and others, such as inspectors for the Postal Inspection Service. The EAS workforce consists primarily of employees in EAS levels 11 through 26. EAS management-level positions generally begin at EAS level 16 and include such positions as postmaster, manager of customer services, and manager of postal operations. For purposes of this review, we focused on the EAS 16 through 26 workforce.

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<sup>8</sup> See the Background section of this report for a discussion of bases and issues.

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Currently, the Service has 11 postal areas located throughout the United States. The 11 areas include 85 performance clusters. Each of the performance clusters includes a district office and a large P&DC. Generally, each district office oversees the work performed by employees in post offices, stations, and branches. The Chicago district office, which is part of the Great Lakes Area and is located in a large metropolitan area, had about 12,000 employees at the end of fiscal year 1999. Also, the Chicago district office includes two main postal facilities—the district office (including a P&DC) located in the Chicago metropolitan area as well as another P&DC located outside of the city. The Akron district office, which is part of the Allegheny Area, is more geographically dispersed and includes both urban and rural communities. The Akron district includes 5 postal facilities—Canton, Mansfield, Toledo, Youngstown, and Akron—and has over 455 post offices. This district employed about 8,000 people at the end of fiscal year 1999. The Youngstown postal facility includes a P&DC, post offices, and customer service centers.

The Service defines diversity as a mixture of differences and similarities of its employees, customers, and suppliers. According to the Service, its organizational mission for diversity is “to create an inclusive organization by promoting change and growth so that the diverse needs of our employees, customers, and suppliers are integrated into how we do business.” To achieve this mission, the Service is to focus on “recruitment, retention, and selection of employees—developing succession plans and providing promotional opportunities that strongly support diversity; thereby creating an even playing field for all employees.”

According to the Service, one of its corporate goals is a commitment to employees, which includes an effort to provide equal employment opportunities to all employees, take advantage of its diverse workforce, and compete effectively in the communications marketplace. To that end, the Service created its Diversity Development Department in headquarters in 1992, to foster an all-inclusive business environment. The Vice President of Diversity reports to the Vice President of Human Resources. The Department is responsible for, among other things, actively supporting the recruitment, retention, and upward mobility of women and minorities. In addition, the Service’s 2000 Annual Performance Plan includes achieving a diverse workforce as one of its goals.<sup>9</sup> The Service has also developed preliminary indicators for two diversity-related subgoals for fiscal year 2001; that is, ensure an inclusive and fair environment with opportunities for all employees and ensure that all employees are given the knowledge,

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<sup>9</sup> USPS Annual Performance Plan, fiscal year 2000.



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tools, training, and encouragement to successfully meet the expectations for their positions.<sup>10</sup>

Under a variety of statutes, federal employees, including postal workers, can file a complaint alleging unlawful employment discrimination. Each discrimination complaint contains two key elements that provide information about the nature of the conflict. The first is the “basis” of the allegation under antidiscrimination law. An employee can allege discrimination on any of eight bases: race, color, national origin, sex, religion, age, disability, and retaliation. An employee may, under some circumstances, claim more than one basis when filing an EEO complaint.<sup>11</sup> The second element is the “issue,” which refers to the specific condition or event that is the subject of the complaint. Issues that employees can file complaints about include nonsexual and sexual harassment; nonselection for promotion; duties that are assigned to them; and disciplinary actions, such as reprimand or suspension.

We performed our work from January to May, 2000, in accordance with generally accepted government auditing standards. We requested comments on a draft of this report from the Postmaster General. The Service’s comments are discussed near the end of this letter and reprinted in appendix V. For further information on our objectives, scope, and methodology, see appendix I.

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## Overall Representation of Women and Minorities in the Service

Among the Service’s 83 districts, at the end of fiscal year 1999, the representation of women and minorities at EAS levels 16 through 26 varied, ranging from a low of about 22 percent in Middlesex-Central to a high of 95 percent in Los Angeles, with an average representation of about 49 percent across all districts, as shown in appendix II.

The overall average district representation of women and minorities among the 83 districts’ EAS 16 through 26 workforces was about 49 percent compared with a district average of about 56 percent across the district workforces (excluding EAS levels 16 through 26). In the Chicago district, women and minorities represented about 93 percent of Chicago’s EAS 16 through 26 workforce and about 92 percent of the district

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<sup>10</sup> U.S. Postal Service 1999 Comprehensive Statement on Postal Operations, Preliminary 2001 Annual Performance Plan, p. 92.

<sup>11</sup> For example, an employee complaining about nonselection for a promotion can allege (1) race discrimination if the person selected was of a different race, (2) sex discrimination if the person selected was of the opposite sex, (3) age discrimination if the person selected was under 40 years old while the complainant was 40 years of age or older, and (4) disability discrimination if the person selected was not disabled but the complainant was.

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workforce. In the Akron district, women and minorities represented about 41 percent of Akron's EAS 16 through 26 workforce and about 46 percent of the district workforce.

In additional analyses, as shown in appendix II, we computed two representation indexes. The first index indicates the extent to which women and minorities are represented in EAS levels 16 through 26 compared to their representation in the district's workforce (excluding EAS levels 16 through 26). The second index indicates the extent to which women and minorities are represented in the district workforce (including EAS levels 16 through 26) as compared with their representation in the local CLF. The Service states that one of its diversity goals is to have its districts achieve parity with the CLF. With respect to the first index, 1.00 indicates a representation equal to the district's workforce; greater than 1.00 indicates a representation that is greater than the district's workforce; and less than 1.00 indicates a representation that is less than the district's workforce. The second index operates similarly when comparing women and minority representation in the district workforce (including EAS levels 16 through 26) with the local CLF.

For the first index, of the 83 districts, 1 district's representation of women and minorities at EAS levels 16 through 26 workforce equaled the district workforce; 4 districts' EAS 16 through 26 representation of women and minorities was greater than their district workforces; and 78 districts' EAS 16 through 26 representation of women and minorities was less than their district workforces. Using this index, scores ranged from 1.14 to 0.66. With respect to the Chicago and Akron districts, Chicago's score was 1.01 and Akron's was 0.90.

For the second index, of the 83 districts, 2 districts' representation of women and minorities in its workforce equaled its representation in the local CLF; 29 districts' representation of women and minorities was greater than the local CLF representation; and 52 districts' representation of women and minorities was less than the local CLF representation. Using this index, scores ranged from 1.39 to 0.57. With respect to the Chicago and Akron districts, Chicago's score was 1.39 and Akron's was 0.94.

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Appendix II provides information, for fiscal year 1999, on

- the representation of women and minorities in EAS levels 16 through 26 in 83 of the Service's 85 postal districts compared with the district workforce (excluding EAS levels 16 through 26) and
- the overall district workforce (including EAS levels 16 through 26) compared with the local CLF.

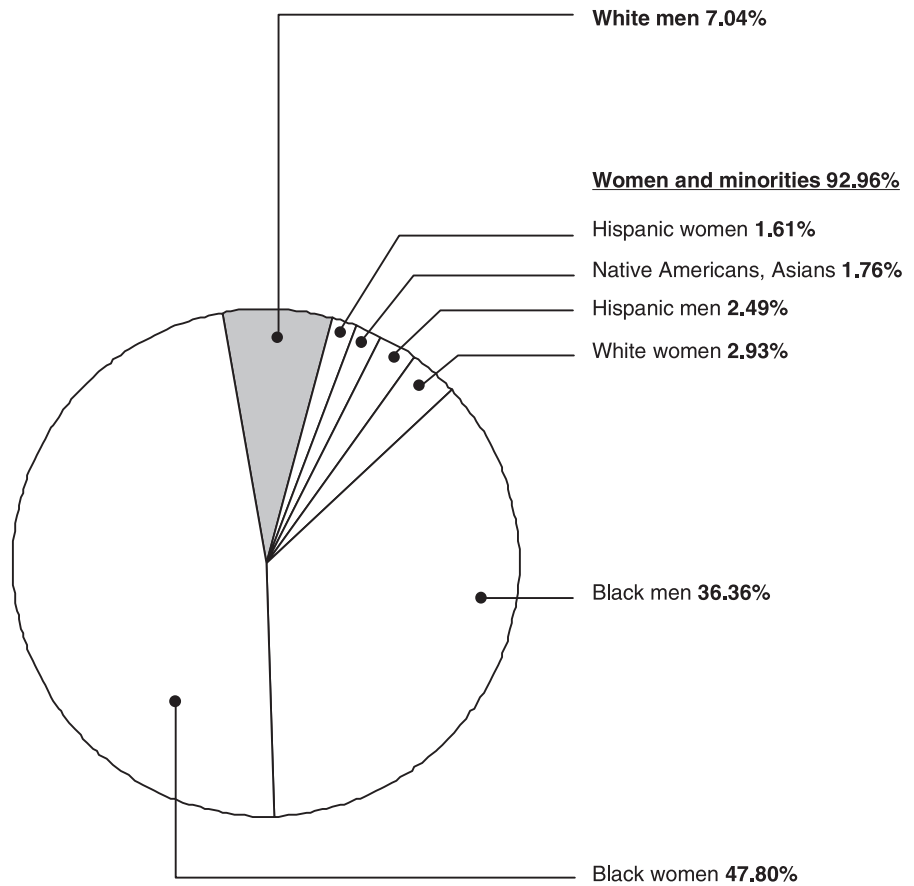
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### Representation of Women and Minorities in EAS Levels 16 Through 26 in the Chicago District

The representation of women and minorities in EAS levels 16 through 26 in Chicago was higher than the district average representation of 49 percent. Specifically, in the Chicago district, women and minorities represented about 93 percent, or 634 of the district's 682 EAS 16 through 26 positions, and white men represented about 7 percent, as shown in figure 1.

As shown in figure 1, the representation of specific EEO groups at EAS levels 16 through 26 varied. For example, of the 682 EAS 16 through 26 positions, black women represented about 48 percent; black men, about 36 percent; white women about 3 percent; Hispanic men, about 2 percent; and Hispanic women, about 2 percent. The remaining groups—Asian and Native American men and women—collectively represented about 2 percent. Certain EEO groups were not fully represented when comparing their representation in EAS levels 16 through 26 with their representation in the Chicago district workforce. For example, as shown in table III.1 in appendix III, Hispanic men represented 4.21 percent of the district workforce and 2.49 percent of EAS levels 16 through 26.

**Figure 1: Women and Minorities Represented About 93 Percent of the 682 EAS 16 Through 26 Positions in the Chicago District at the End of Fiscal Year 1999**



Note: Percentages may not add to 100 due to rounding.

Source: Service workforce data, fiscal year 1999.

During fiscal years 1995 through 1999, women and minority representation among EAS levels 16 through 26 increased about 1 percentage point in the Chicago district. The number of employees and the percentage of representation of the different EEO groups in each fiscal year are provided in appendix III.

We believe that a comparison of the representation of women and minorities in the Chicago district's overall workforce with the local CLF provides an additional context in which to consider the results of our analysis. In fiscal year 1999, the representation of women and minorities in the Chicago workforce was higher than that in the local CLF, as shown in appendix III. Women and minorities represented about 93 percent of the EAS 16 through 26 workforce, about 92 percent of Chicago's overall

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workforce (including EAS levels 16 through 26), and about 66 percent of the local CLF. We also found that when comparing the representation of specific EEO groups in the district's overall workforce with that in the local CLF, as of the end of fiscal year 1999, as shown in appendix III, the representation of black men and women was higher than that in the local CLF, and white men and women's representation was lower.

According to Chicago's district manager, one of the goals of diversity is to have the district workforce achieve parity with the CLF. However, certain challenges and limitations may have an effect on a district's efforts to improve its diversity representation. For example, according to one district official, in Chicago it was difficult to recruit Hispanics because postal requirements that new postal employees often must work on the evening workshift conflicted with Hispanic culture that the family should be together in the evening. The official added that white women are also sometimes difficult to recruit because they are reluctant to work on an evening shift.

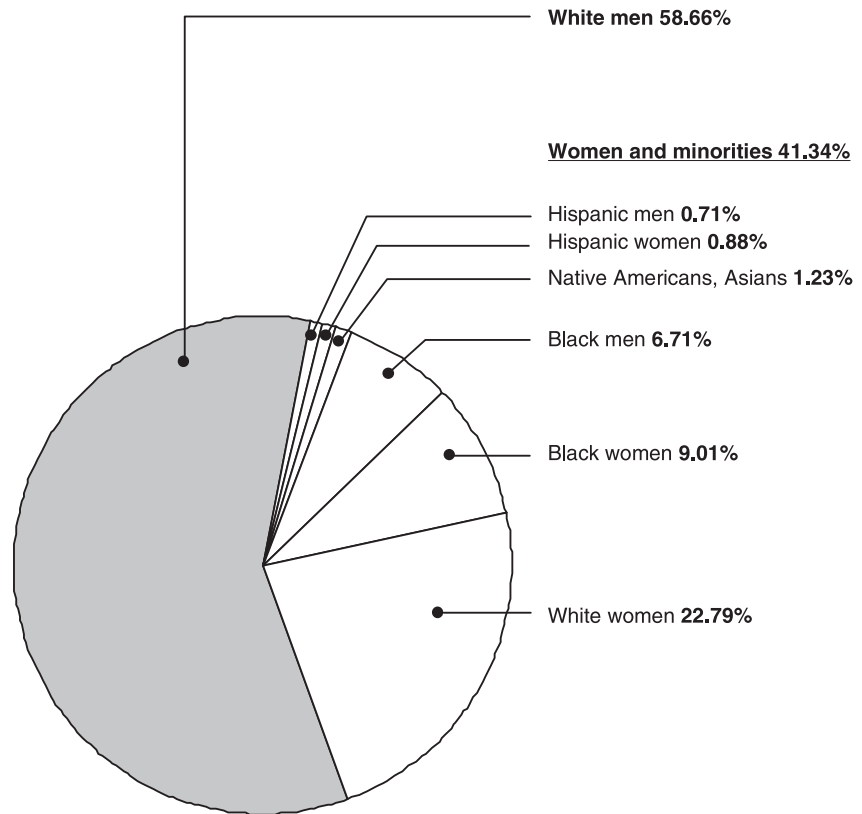
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### Representation of Women and Minorities in EAS Levels 16 Through 26 in the Akron District

In Akron, women and minorities represented about 41 percent of the district's EAS 16 through 26 workforce compared with their overall workforce representation (excluding EAS levels 16 through 26) of about 46 percent at the end of fiscal year 1999—a difference of about 5 percentage points. The representation of women and minorities at EAS levels 16 through 26 is relatively close to their representation in the Akron district's overall workforce, the pool from which EAS levels 16 through 26 employees are generally selected.

As shown in figure 2, the representation of specific EEO groups at EAS levels 16 through 26 varied. For example, of the 566 EAS level 16 through 26 positions, white women represented about 23 percent, black women represented about 9 percent, and black men represented about 7 percent. The remaining groups—Hispanic, Asian, and Native American men and women—represented about 3 percent. In addition, white men represented about 59 percent. Certain EEO groups were not fully represented when comparing their representation in EAS levels 16 through 26 with their representation in the district workforce. For example, white women represented 34.76 percent in the district workforce and 22.79 percent in EAS levels 16 through 26.

**Figure 2: Women and Minorities Represented About 41 Percent of the 566 EAS 16 Through 26 Positions in the Akron District at the End of Fiscal Year 1999**



Note: Percentages may not add to 100 due to rounding.  
Source: Service workforce data, fiscal year 1999.

We found that during fiscal years 1995 through 1999, women and minority representation among EAS levels 16 through 26 increased by about 2 percentage points in the Akron district. The number of employees and the percentage of representation of the different EEO groups in each fiscal year are provided in appendix IV.

We believe that a comparison of the representation of women and minorities in the Akron district's overall workforce with that in the local CLF provides an additional context in which to consider the results of our analysis. In fiscal year 1999, the representation of women and minorities in the Akron workforce was lower than their representation in the local CLF, as shown in appendix IV. Women and minorities represented about 41 percent of Akron's EAS 16 through 26 workforce, 46 percent of Akron's overall workforce, and 49 percent of the local CLF.

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Finally, as shown in appendix IV, when comparing the representation of specific EEO groups in the district's overall workforce at the end of fiscal year 1999 with their representation in the local CLF, the representation of white men, black men and women, Hispanic women, and Native American men and women was higher; while that of white women and Asian men and women was lower.

With respect to Youngstown, women and minorities represented about 37 percent of the site's EAS 16 through 26 workforce compared with the site's overall workforce representation (excluding EAS levels 16 through 26) of about 40 percent at the end of fiscal year 1999. In addition, to provide further context, in Youngstown, women and minorities represented about 39 percent of the site's overall workforce (including EAS levels 16 through 26) compared with their representation of about 64 percent in the local CLF at the end of fiscal year 1999.

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## Chicago and Akron Have Implemented Various Initiatives to Differing Degrees to Promote Diversity

Although Chicago has had greater management stability in recent years than has Akron and began some of its diversity-related initiatives sooner than did Akron, both districts have implemented several diversity-related initiatives. For example, both the Chicago and Akron district offices are using various training programs to increase the representation of women and minorities in EAS 16 through 26 positions. These included national training programs, such as ASP; district-initiated programs; and an alternative dispute resolution program to improve district communications. In addition, to establish accountability for diversity and diversity-related activities among its executives, including those at the district level, the Service now requires all executives to set indicators in their performance evaluations for the activities they undertake to promote diversity. Achievement of diversity goals, along with other goals, are factors that are to be considered collectively when a determination is made concerning executives' overall performance and whether they are to be awarded salary increases.

Also, to create a greater diversity focus in the selection process for promotions to EAS positions, the Service now requires (1) mandatory use of review committees in the selection of candidates for EAS positions when there are five or more applicants and (2) training in personnel selection methods for committee members. According to the Service, both district managers have set such diversity-related indicators; and according to district officials, review committees are being used as required.

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## Chicago's Efforts to Promote and Improve Diversity

The Chicago district has actively used three key national training programs—ASP, the Career Management Program (CMP), and the Advanced Leadership Program (ALP)—to train, promote, and prepare its employees for EAS levels 16 through 26 and higher level positions. It is also using other methods, such as detail assignments (e.g., employees assigned to positions for specific periods to gain experience), to prepare its employees for higher levels of responsibility as well as an alternative dispute resolution process, called REDRESS, to improve district communications.

One of the key national training programs is ASP, which was implemented in Chicago in fiscal year 1998. From the fourth quarter of fiscal year 1998 through the second quarter of fiscal year 2000, 85 employees had graduated from ASP, of which 77, or 91 percent, were women and minorities. ASP is a 16-week training program, which targets employees, such as mail handlers and carriers, for first-line supervisory positions. According to Chicago officials, ASP has provided opportunities for qualified diverse employees from lower levels in the Service, as well as applicants from outside the Service,<sup>12</sup> to be trained and promoted into first-line supervisory positions using an objective application process that is available to all EEO groups.

The Chicago district office also uses CMP and ALP to foster diversity in EAS 16 through 26 positions by providing training opportunities for eligible employees in all EEO groups. CMP was started in the Chicago district in 1999 and targets EAS levels 15 through 22 employees and provides training in areas identified as critical for successful supervisor and manager performance, such as supervisory and managerial skills training. Similarly, ALP was started in Chicago at the beginning of 1999 and seeks to develop a highly competent managerial base from which future organizational leaders will emerge, according to the Service. As of October 22, 1999, 21 employees had participated in CMP, and as of November 5, 1999, 12 employees had participated in ALP training.

Chicago has also developed its own individual initiatives that are designed to promote diversity. For example, Chicago district officials stated that in 1997, they started a local training program referred to as “Roadmaps,” which established a multiyear, structured training plan designed to improve the overall effectiveness of every EAS employee in the district.

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<sup>12</sup> According to a Service official, the Chicago district has recently recruited externally for ASP candidates in an effort to address certain underrepresented groups in the district; 118 of 228 applicants passed the examination and are awaiting interviews.



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The training plan, or Roadmap, was intended to include courses, in consultation with the employee's manager, that are necessary to make the employee a better employee. In addition, in conjunction with Roadmaps, the Chicago district offers a tuition reimbursement program that is available to all EAS employees in the district. As part of the tuition reimbursement program, when an employee registers for nonpostal training at an accredited college or university that would benefit both the employee and the Service from a career development standpoint, the employee can apply for reimbursement provided the employee receives a grade of B or higher.

According to Chicago district officials, other initiatives under way include developmental assignments, such as detail assignments, which involve employees being assigned to positions for specific periods to gain experience, and officer-in-charge assignments, which train employees for some of the district's executive positions and contribute toward district succession planning.

To encourage communications between management and employees, the Chicago district has implemented certain programs, one of which is called "Speak Out." According to a district official in Chicago, Speak Out was started in fiscal year 1998 and is a process that allows all employees the opportunity to voice their concerns (using a toll-free telephone number) directly to higher level managers who review the employees' concerns and offer suggestions for resolving the concerns. The district also implemented "Roundtable" in 1994, which according to the district, is a forum by which selected employees are given an opportunity to discuss issues of concern with top management staff who can provide solutions to those issues. In addition, the district manager has addressed communications issues related to employees who have hearing challenges by sending four employees to school to become state-certified as interpreters. Also, the district has provided sign language training since 1997, which, according to the district diversity specialist, has facilitated communications by eliminating a lot of writing between hearing and deaf employees and managers, thereby creating a more efficient, inclusive operation.<sup>13</sup>

The district also has held numerous cultural appreciation programs, including Black History Month, Asian-American New Year, Cinco de Mayo, and an International Fair, to improve the workplace environment. The

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<sup>13</sup> According to this official, since 1997, the district has had 2 supervisors (1 deaf and 1 hearing impaired) who have taught employees basic and advanced sign language, and 122 employees have been trained to date.

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district also has a full-time diversity specialist who, along with other duties, takes part in and coordinates diversity training<sup>14</sup> and cultural celebrations at the district. The diversity specialist is also a mandatory participant on all promotion review committees at the district to address diversity issues, while the district's Hispanic program specialist participates on all ASP boards.

Finally, to improve workplace communications, the Chicago district is using REDRESS, a national alternative dispute resolution program of the Service, to facilitate discussion between managers and employees regarding issues related to EEO complaints. REDRESS was started in the Chicago district at the end of fiscal year 1998. According to the Service, REDRESS is a Service mediation program that provides an informal and speedy alternative to the traditional EEO complaint process; employees have the option of mediation instead of counseling, as is the case under the traditional EEO complaint process. Under REDRESS, the employee and his or her supervisor meet face-to-face to discuss the dispute, and the employee is allowed to bring a representative of his or her choice to the mediation. If a settlement is reached, it is to be binding on the parties, and the EEO complaint will be withdrawn. If no settlement is reached, the employee has the option of continuing with the EEO complaint process (i.e., filing a formal complaint). According to district officials and employees, this process is improving communications at the district because it allows open discussions between the employee and manager and is resolving some disputes so that they do not become formal EEO complaints.

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## Akron's Efforts to Promote and Improve Diversity

Similar to Chicago, Akron has also recently implemented various initiatives related to improving diversity. However, unlike Chicago, the Akron district, over the last 1-½ years, has experienced turnover in the positions of district manager, diversity development specialist, and manager of human resources. Nevertheless, the Akron district office has implemented several programs, including ASP, developmental details, and the REDRESS program, to improve diversity, particularly in areas of training, advancement, and communications.

In fiscal year 1997, the Akron district started using ASP to train, promote, and prepare its employees for first-line supervisory positions. From the fourth quarter of fiscal year 1998 through the second quarter of fiscal year

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<sup>14</sup> One program, called the Community Partnership Program, involved the diversity specialist and managers working with, for example, the visually challenged as well as abused women and children, for 5 weeks through the United Way Agencies, which made these officials more sensitive to these issues, according to a Chicago district official.

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2000, 72 employees had graduated from ASP, of which 49, or about 68 percent, were women and minorities. As previously stated, ASP is a 16-week training program, which targets employees, such as mail handlers and carriers, for first-line supervisory positions. According to Akron officials, ASP has provided opportunities for a qualified, diverse group of employees from lower levels in the Service to be trained and promoted into first-line supervisory positions using an objective application process that is available to all employees.

In addition, to improve diversity, the Akron district also uses developmental assignments, such as details and officer-in-charge assignments. According to an Akron diversity official, developmental details provide important training opportunities for employees. According to this official, officer-in-charge assignments are used significantly in the district and provide opportunities for postal employees to temporarily substitute for postmasters who are on temporary assignments.

The Akron district also implemented a Networking Conference in fiscal year 2000, which is to be held quarterly and allow district employees to meet the district leadership team and ask questions concerning the different functional areas. During this time, employees may discuss their career goals and how they can achieve them. Also included are opportunities for employees to participate in mock interviews and workshops on the ASP program, prepare an application for promotion (Form 991), and obtain information on training and developmental programs. According to Akron's district manager, the Networking Program will allow both management and employees to better appreciate the capabilities of each other.

In addition, the district manager plans to introduce a districtwide succession-planning program in the future, which he described as a tailored version of the Service's succession-planning program. Under the succession-planning program, employees in EAS levels 22 through 26 positions from each postal facility are to be identified by different management groups as ready or trainable for promotion. Once identified, each employee is to be monitored by the management group that identified him or her. The district manager said that the essence of the succession planning is to ensure that employees selected for succession planning will have the necessary skills for management positions as such positions become available. The district also has various other initiatives, such as its "Plan-5 Talks," in which the supervisor and employees meet daily for 5 minutes to discuss the unit's accomplishments, challenges, and other issues related to the Service.

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Similar to Chicago, Akron has also held cultural appreciation programs, such as Black History Month and Hispanic Heritage Month, with the latter being celebrated for the first time in the Akron district this year. The district also plans to hold multicultural fairs for its employees, which are to be held on Sundays in the Youngstown, Akron, and Toledo areas. In addition, since February 1999, the district has had a full-time diversity specialist who is devoted solely to the Akron district office and who reports to the district manager. Previously, an acting diversity specialist had worked in the district for about 4 months, and before that the district had a diversity specialist who had been responsible for both the Akron and Cleveland districts. The district's current diversity specialist works with various groups who provide her with information on district diversity representation and diversity needs within the district. Among other duties, she takes part in and coordinates employee recruitment, training, new programs, and cultural celebrations at the district.

Finally, to improve workplace communications, the Akron district is also using REDRESS to facilitate discussion between managers and employees of issues related to EEO complaints. According to a district EEO official, REDRESS was started in the Akron district in June 1999, and the participation rate is steadily rising. Employees are told of the availability of REDRESS as soon as they contact an EEO counselor for precomplaint counseling. According to this official, the EEO environment at the district has improved over the last year in that formal complaints are decreasing.

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### Chicago and Akron Officials Identified Several Lessons Related to Increasing Diversity

Officials in both the Chicago and Akron districts identified several lessons that are related to increasing diversity in their EAS 16 through 26 workforce. The lessons identified by Chicago and Akron district managers can be grouped into three major themes. One, management must be committed to diversity. Two, training and career development programs must be made available to provide opportunities for women and minorities to ascend to supervisory and management-level positions. Three, an environment that encourages communications and cultural appreciation between management and employees must be established.

Chicago's district manager commented that achieving a diverse workforce takes a personal commitment from the leadership and that managers should be held accountable for achieving diversity. In the area of training and career development, Chicago's district manager pointed to a number of initiatives that he believed were key to improving diversity. As part of its ASP, Chicago established an approach referred to as "Callback," whereby program administrators provide feedback and coaching to employees who were unsuccessful in completing one or more parts of the requirements for

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ASP. The district manager in Chicago also pointed out the importance of programs such as “Roundtable,” which gives all employees the opportunity to discuss workplace concerns directly with the district’s managers at a general meeting held quarterly. He believes that these types of programs are helpful in improving communications between management and employees.

Similarly, Akron’s district manager commented that the initiatives described above, coupled with management’s commitment to diversity, are important tools in achieving diversity. For example, he pointed out that when he became district manager in December 1999, he changed the format of his weekly manager’s meetings so that the diversity specialist could provide an update of diversity at the beginning of the meeting rather than at the end of the meeting. He believes that this approach helps managers to understand that diversity is an important part of the district’s operations and should not be taken for granted. In addition, he believes that it is equally important to create a workplace environment that encourages communications and cultural appreciation between management and employees. Akron’s district manager said that he attends and encourages his managers to attend the various cultural appreciation programs, such as Black History Month and Hispanic Heritage Month.

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## Unclear Whether EEO Concerns at the Youngstown Facility Represented Alleged Discrimination, Communications, or Labor/Management Problems

Although the number of EEO complaints in Youngstown increased from fiscal year 1997 to fiscal year 1999, it is not clear whether alleged sex, race, and disability discrimination; lack of communications; or labor/management relations were the problem. We believe that the lack of clarity exists because of the inconclusive resolution of many of the EEO complaints and the differing views of employees and their managers and union representatives in Youngstown.<sup>15</sup> In addition, it is unclear why the number of EEO complaints increased.

Concerning the disposition of the 57 EEO complaint cases that were filed during fiscal years 1997 through 1999, in 34, or about 60 percent, the complaints either were dismissed or decided on the merits, with no discrimination being found. In the remaining 40 percent of the cases, discrimination was found in 1 complaint, 16 were settled or withdrawn, and 6 were at EEOC pending a hearing (see table 2).

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<sup>15</sup> We did not attempt to verify information supporting the views of any management or union official or employee that we interviewed or that were surveyed.

**EEO Complaints in Youngstown Increased Between Fiscal Years 1997 and 1999**

District records indicated that the number of EEO complaints in Youngstown increased from 16 in fiscal year 1997 to 23 in fiscal year 1999. As noted in the Background section of this report, the nature of EEO complaints involves two elements—bases and issues. As shown in table 1, sex and race were cited most often as the bases for EEO complaints filed in Youngstown.

Over the 3-year period, sex was the basis most often cited—in 10 of 16 complaints in 1997, in 10 of 18 complaints in 1998, and in 16 of 23 complaints in 1999. Race was cited as the basis in 5 complaints in 1997, 7 complaints in 1998, and 10 complaints in 1999. Assignment of duties was the most frequently cited issue in 1997, harassment (nonsexual) in 1998, and termination and assignment of duties in 1999.

**Table 1: Number and Nature of EEO Complaints Filed in Youngstown, Fiscal Years 1997 Through 1999**

<b>Fiscal year</b>	<b>Number of complainants</b>	<b>Number of formal complaints</b>	<b>Most frequently cited bases: (times cited) basis<sup>a</sup></b>	<b>Most frequently cited issues: (times cited) issue</b>
<b>1997</b>	<b>16</b>	<b>16</b>	(10) Sex (5) Race (5) Physical disability	(4) Assignments (3) Suspension (2) Harassment (2) Reprimand
<b>1998</b>	<b>15</b>	<b>18</b>	(10) Sex (7) Race (7) Age	(6) Harassment (3) Promotion (2) Detail (2) Working conditions
<b>1999</b>	<b>19</b>	<b>23</b>	(16) Sex (10) Race (7) Retaliation	(6) Terminations (6) Assignments (4) Reassignments
<b>Total</b>	<b>50<sup>b</sup></b>	<b>57</b>		

<sup>a</sup>In filing a complaint at the Service, an employee may cite more than one of eight bases.

<sup>b</sup>Adding the number of complainants for the 3 years results in a total of 50; however, the actual total number of employees filing complaints over the 3 years is less than 50 because at least 1 employee filed 1 or more complaints in more than 1 of the 3 years from 1997 through 1999.

Source: Data compiled from district EEO database by Service EEO official, fiscal years 1997-99.

According to the Service’s data, with respect to the disposition of the 57 EEO complaint cases that were filed during fiscal years 1997 through 1999, in 34, or about 60 percent, the complaints either were dismissed or decided on the merits, with no discrimination being found. As shown in table 2, when 19 complaints were dismissed, such complaints had not reached the point where any determination of discrimination could be made. When these 19 complaints are combined with the 15 in which no discrimination

was found on the merits of the complaints, the 34 complaints represent about 60 percent of the total number of complaints filed. In the other 40 percent of the EEO complaints, 1 resulted in a finding of discrimination, 14 were settled, 2 were withdrawn, and 6 were at the EEOC pending a hearing.

**Table 2: Disposition of EEO Complaints Filed in Youngstown, Fiscal Years 1997 Through 1999**

Fiscal year	Number of formal complaints	Disposition of complaints				
		Complaints dismissed <sup>a</sup>	No discrimination found <sup>b</sup>	Discrimination found <sup>b</sup>	Settled/Withdrawn <sup>c</sup>	At EEOC pending hearing <sup>d</sup>
1997	16	4	7	1	4	0
1998	18	7	4	0	6	1
1999	23	8	4	0	6	5
<b>Total</b>	<b>57</b>	<b>19</b>	<b>15</b>	<b>1</b>	<b>16</b>	<b>6</b>

<sup>a</sup>These complaints are part of the procedural final agency decisions. In these decisions, the complaint had been through the informal, precomplaint stage of the process, and the complainant had filed a formal EEO complaint of discrimination. In accordance with 29 C.F.R. 1614.107, the Service dismissed the complaint for various reasons, such as the complaint was untimely, or it failed to state a claim.

<sup>b</sup>These complaints represent the results of merit final agency decisions. In such decisions, when the complaint had been through the investigative stage of the complaint process, the employee could request a hearing before an EEOC administrative judge, who would issue a recommended decision that the employee’s agency could accept, reject, or modify.

<sup>c</sup>According to a Service official, “settled” means any agreement between the parties (e.g., removal of disciplinary action) and “withdrawn” means the complainant withdrew the complaint and processing ceased. Of the 16 complaints, 2 were withdrawn—1 in 1997 and 1 in 1998.

<sup>d</sup>“At EEOC pending hearing” refers to cases that have gone through the investigative stage of the complaint process and the complainant requested an oral hearing before an EEOC administrative judge, and the case was still pending as of May 2000.

Source: Data compiled from district EEO database by Service EEO official, fiscal years 1997-99.

In filing an EEO complaint at the Service, an employee may cite one or more of eight bases—race, color, sex, religion, national origin, age, disability, or retaliation—because the employee may believe that more than one basis of discrimination led to an action that the employee believed to be discriminatory to him or her.

Moreover, the number of complaints raised in a year is not necessarily indicative of the number of people who complained within that year because any one employee may have raised several complaints in that time. Several complaints by one employee can generate the appearance, but perhaps not the reality, that an increase in the number of complaints is indicative of more widespread workplace conflict. For example, table 1 shows that in fiscal years 1998 and 1999, the number of complaints exceeded the number of complainants, meaning that one or more

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employees each filed more than one complaint in those years. Multiple filings by any employee could help account for some of the rise in the number of complaints.

The November 1998 public forum and the class complaint filed by some Youngstown employees and others in August 1999 raised concerns that a considerable amount of discrimination existed, particularly with respect to race, sex, and disability at the Youngstown site. Some Akron district employees and members of groups outside the postal district, such as the Urban League, the local chapter of the National Association for the Advancement of Colored People, a congressional staff member, and others organized the public forum, held in Youngstown to discuss EEO-related issues. At the public forum, several current and former employees discussed issues raised in EEO complaints that they had previously filed. Management officials also attended the forum from the Akron district to try to answer questions that might be raised. After the Youngstown forum, the previous district manager, along with several other Akron managers, held several meetings with a group called the Citizen's Action Committee, which was organized pursuant to the forum to represent employees in the Akron district.

The class complaint was filed in August of 1999 by two Akron district employees who had previously filed EEO complaints alleging discrimination against Youngstown postal managers. The class complaint alleged discriminatory hiring practices and included temporary employees and people outside the Service who had taken the postal entrance exam and aspired to be postal employees. Currently, the complaint is at the EEOC for a decision as to whether those in the class complaint should be certified as a single class.

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## Results of Employee Climate Survey

In June 1998, the Allegheny Area Office conducted on-site personal interviews with 50 employees at the Youngstown P&DC.<sup>16</sup> The employees were randomly selected to include management and craft employees in all functional areas. Of the 50 employees, 8 were from the EAS level and 42 were from the craft level. According to Service officials, the purpose of the survey was to get an overall sense of the employees' perceptions about working in the Center. In the survey, employees were asked to comment on issues, such as diversity, management, and communications.

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<sup>16</sup> We did not determine whether the results from the number of employees surveyed were projectable to all of the employees at the P&DC.



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The results of the climate survey showed that the employees identified several issues; however, the extent to which these issues were perceived as significant varied among the employees. For example, according to the rating scale used in the survey, a “highly significant issue” was one in which 75 percent or more of the employees indicated that a concern was an issue; a “very significant issue” was one in which 50 to 74 percent of the employees indicated a concern was an issue; and a “significant issue” was one in which 25 to 49 percent of the employees indicated a concern was an issue. The issue of tools and resources, specifically staffing and forced overtime, was identified as very significant. The issues of management, communications, and diversity each received enough employee comments to be considered a significant issue.

Concerning diversity, 18 of the 50 employees made comments concerning their perceptions of race and sex discrimination. More specifically, 12 of the 18 employees made comments about racial discrimination as the reason for diversity problems, and 6 employees made comments about sex discrimination as a reason for diversity problems. For example, with respect to racial discrimination, five employees felt that black employees were treated unfairly while four other employees felt that white employees were treated unfairly.

To address problems related to diversity at the Youngstown P&DC, Allegheny Area officials recommended that to remain fair and consistent with all employees, regardless of their differences, managers and supervisors communicate performance expectations to all employees in terms of productivity, attendance, and work habits as well as consequences for nonperformance. The acting vice president for Allegheny area operations also required Youngstown officials to provide him with a copy of their plan of action to address the areas of concern they believed to be the most significant and provide quarterly progress reports thereafter. We obtained and reviewed copies of the plan and follow-up status reports of actions taken on the plan, including those in the area of diversity, to see whether district officials were taking action on the plan, which, according to the status reports, they were.

Although the climate survey showed that employees had concerns about racial and gender discrimination, the survey report had no analysis that connected these concerns to communications problems or the recommendation that managers better communicate performance expectations.

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**Some Officials Believed That the Lack of Communications or Labor-Management Relations, Not Discrimination, Were the Problem in Youngstown**

Some management and union officials in Youngstown and Akron believed that the lack of communications among managers, supervisors, and employees or labor management relations were the problem in Youngstown. These officials did not believe that race, sex, or disability discrimination was a problem in Youngstown.

One Akron manager believed that the Youngstown situation, in which employees complained about managers not dealing with their EEO complaints in a way that satisfied them, was an illustration of poor communications between managers and employees. A Youngstown manager said that he believed that the level of EEO complaints was not high and that such complaints were based less on discrimination than on labor/management relations in general. Another district official said that she had worked in another postal district where the number of EEO complaints was much higher than in Youngstown or Akron. In addition, another manager commented that she did not think that the Youngstown or the Akron district had more EEO problems than did other postal districts. She believed that that the news coverage of the public forums and the class complaint caused the EEO concerns in Youngstown to be viewed as more than what they were, that is, workplace environment issues. According to this manager, the previous Akron district manager at the time of the public forums attempted to address the EEO concerns raised in the public forums by holding periodic meetings with a committee representing the employees. However, the district manager and his representatives could not readily determine if the past EEO complaints discussed at the forum involved discrimination because many of the complaints occurred in the 1980s, and the records were no longer available.

Similarly, one union official in Youngstown commented that while he thought that management treated employees badly, he thought that the bad treatment was directed toward all employees and was not based on discrimination. Another union official in Youngstown generally agreed with this, but noted that two pregnant women in separate instances may have experienced sex or disability discrimination while attempting to work light duty.

EEOC, which is responsible for reviewing EEO complaints, also has shared the view that communications issues could be at the heart of many EEO complaints.<sup>17</sup> According to fiscal year 1998 EEOC data, about 50

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<sup>17</sup> Under EEO regulations in effect during fiscal years 1997 through 1999, after an employee's EEO complaint was investigated, the employee could request a hearing before an EEOC administrative judge, who would issue a recommended decision that the employee's agency could accept, reject, or

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percent of the cases it reviewed were from the Service. In 1996, EEOC said that a sizable number of complaints governmentwide might not have involved discrimination issues but instead reflected basic communications problems in the workplace. According to EEOC, of all the complaints decided by EEOC administrative judges in 1997 and 1998, less than 10 percent resulted in a finding of discrimination.

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## REDRESS Appears to Help Reduce the Number of EEO Complaints

According to EEO data on Youngstown, since the implementation of REDRESS toward the end of fiscal year 1999, the rate at which EEO complaints are filed in Youngstown has dropped by about 50 percent. For example, the number of complaints in Youngstown in fiscal year 1999 totaled 23, a rate of about 2 complaints per month. In the first 6 months of fiscal year 2000, complaints were being filed at the rate of 1 complaint per month; if sustained throughout the year, this would result in 12 complaints, or about one-half of the total filed in fiscal year 1999.

Under REDRESS, employees have the option of using mediation to resolve their EEO complaints before a formal complaint process is implemented. REDRESS handles only EEO cases—not labor complaints. The process allows a neutral mediator from outside the Service to facilitate discussion between the disputing parties during the precomplaint phase.

During the precomplaint phase, an employee discusses his or her issues with an EEO counselor who advises the prospective complainant about what options are available. At this point, REDRESS is offered to the employee, before he or she elects to file a formal complaint. If the employee elects REDRESS and the employee's issues are resolved in REDRESS, no formal complaint can be filed. If the issue is not resolved, the employee may elect to file a formal complaint, and begin the EEO complaint process.

Management officials in Youngstown and Akron were proponents of the REDRESS process because they believed it fostered better communications among employees, supervisors, and managers and has been effective in addressing and resolving EEO complaints. For example, one manager in Youngstown said that an employee who had an EEO complaint discussed his issue in the REDRESS process with his supervisor. Although the employee did not get what he wanted, the communications with his supervisor allowed him to understand his

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modify. After November 1999, regulations provided that administrative judges would issue decisions on all complaints referred to them for hearings.

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supervisor's situation and, as a result, he decided not to file a formal EEO complaint or grievance.

Alternatively, union officials believed that there were some limitations in the REDRESS process and were not as enthusiastic about it. One union official commented that in REDRESS, issues of compensation cannot be addressed and that representatives of management who come to REDRESS sessions often do not have the authority to settle the issues involved without later checking with higher management. However, another union official commented that REDRESS probably produces better results than does the EEO complaint process and thought that the Service tries very hard to obtain resolution about the issues addressed in REDRESS to avoid union involvement in them.<sup>18</sup>

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## Conclusions

In fiscal year 1999, the overall representation of women and minorities in EAS levels 16 through 26 in the Service varied among the Service's 83 districts; it averaged about 49 percent compared with the average representation of about 56 percent in the Service's overall workforce (excluding EAS levels 16 through 26).

With respect to the Chicago district office, it appears that a number of factors may have contributed to its high representation—about 93 percent—of women and minorities in EAS levels 16 through 26. First, women and minorities represented a high percentage—about 92 percent—of the Chicago district's overall workforce, thereby providing a large pool of women and minorities to draw from. Second, Chicago's management team has been in position for several years, allowing for a more stable managerial environment and an opportunity to focus on implementing some of its diversity-related initiatives earlier than has Akron.

In contrast, Akron's management team that deals with diversity issues has been in position for less than 1-½ years and is in the process of implementing new programs related to diversity, such as REDRESS and its Networking program. Nevertheless, the Akron district has made some progress. From fiscal years 1995 through 1999, women and minority representation at EAS levels 16 through 26 increased by about 2 percentage points. More specifically, at the end of fiscal year 1999, women and minorities represented about 41 percent of the EAS 16 through 26 workforce compared with their overall district workforce representation of about 46 percent—a difference of about 5 percentage points.

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<sup>18</sup> Postal workers can simultaneously file an EEO complaint under the administrative process for federal employees and an EEO grievance under their collective bargaining agreement.

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Although the number of EEO complaints in Youngstown increased from 16 in fiscal year 1997 to 23 in fiscal year 1999, it is not clear to us whether the EEO complaints stemmed from discrimination, lack of communications, or labor/management problems because of the inconclusive resolution of many of those complaints, and the conflicting views of employees and their managers and union representatives. On the one hand, of the 57 EEO complaints filed during this 3-year period, 34, or about 60 percent, of the complaints either were dismissed or decided on the merits, with no discrimination being found. On the other hand, of the remaining 40 percent of the cases, discrimination was found in 1 case, 2 complaints were withdrawn, 14 were settled, and 6 were not resolved, as of May 2000.

Moreover, the conflicting views of employees and their managers and union representatives make it difficult to determine the causes of the EEO complaints and the perceptions of Youngstown employees who had expressed concerns about discrimination in the climate survey and in the public forum held in November 1998. In contrast, the survey report's recommendation indicated and postal managers and union representatives we interviewed believed that poor communications or labor/management problems in general were the primary causes of the employee concerns rather than discrimination.

Several changes have taken place recently in the Akron district that could have an effect on employees' perceptions about diversity and workplace conflict. These changes included the appointment of a new district manager and a full-time diversity specialist as well as the implementation of several diversity-related initiatives within the last year, such as REDRESS and the Networking program. We believe that, based on the recent changes in management and the implementation of initiatives within the Akron district office, a follow-up review could provide additional information on the causes of employee concerns at the Youngstown postal site and is warranted. We also believe that it would be beneficial to conduct such a follow-up review within the next 6 to 12 months, to allow time for the new management team's efforts and the district's diversity initiatives to have an impact on the workplace environment and employees' perceptions of that environment.

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## Recommendations

We recommend that the Vice President of Operations for the Allegheny Area Office (1) reassess whether EEO concerns are a problem in Youngstown by conducting a follow-up review of Youngstown P&DC employees within the next 6 to 12 months to determine what the employees believe the issues are with respect to the workplace environment, such as discrimination, communications, or

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labor/management relations; and (2) based on the results of the review, determine what actions are needed to address any issues identified.

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## Agency Comments

On June 13, 2000, the Postal Service provided us with written comments on a draft of this report. The Service's Senior Vice President of Human Resources commented that the report reflected the commitment of the Service to foster diversity at all levels of the organization as well as the progress being made and efforts to identify and address diversity issues. He also noted that the Service had recently been recognized for the success of its diversity efforts by its having received the National Partnership for Reinventing Government Hammer Award. However, he said that the Service recognized that it could continue to make progress in the representation of women and minorities among its first-level supervisors and mid-level managers, and that there remained much to achieve in the area of diversity.

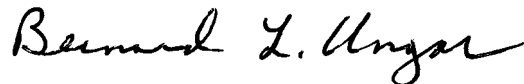
On June 15, 2000, the Allegheny Area Offices' Managing Counsel told us that the Area Office concurred with our recommendations and intended to implement them. We also received oral technical comments on a draft of this report from various Postal program officials, which we have incorporated, as appropriate.

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We are sending copies of this report to Representative John McHugh, Chairman, Subcommittee on the Postal Service, House Committee on Government Reform; Mr. William J. Henderson, Postmaster General; and other interested parties. Copies will also be made available to others on request.

If you have any questions about this report, please contact me on (202) 512-8387. Key contributors to this assignment were Tammy Conquest, Gary Lawson, Hazel Bailey, and William Chatlos.

Sincerely yours,



Bernard L. Ungar  
Director, Government Business  
Operations Issues



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## Abbreviations

ALP	Advanced Leadership Program
ASP	Associate Supervisor Program
CLF	civilian labor force
CMP	Career Management Program
EAS	Executive and Administrative Schedule
EEO	equal employment opportunity
EEOC	Equal Employment Opportunity Commission
P&DC	processing and distribution center
REDRESS	Resolve Employment Disputes, Reach Equitable Solutions Swiftly

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# Objectives, Scope, and Methodology

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This report supplements our previous work on diversity in the Postal Service's high-level management positions in the Postal Career Executive Service.<sup>1</sup> We were asked to (1) provide statistical information on the representation of women and minorities in Executive and Administrative Schedule (EAS) levels 16 through 26 across all district offices nationwide for fiscal year 1999 and (2) describe for the Chicago, IL, and Akron, OH, postal districts (a) the representation of women and minorities in EAS levels 16 through 26; (b) initiatives implemented to promote diversity; and (c) lessons identified by district officials that relate to increasing diversity. We also were asked to provide information on alleged EEO concerns in the Youngstown, OH, postal site.

With respect to our first objective, we provided statistical information on the overall representation of women and minorities at EAS levels 16 through 26 in the Service's district offices for fiscal year 1999. We obtained personnel and accounting data from the Service's Diversity Reporting System and the Personnel Master Files from the Diversity Development Department and the Minneapolis data center to show the representation of women and minorities at EAS levels 16 through 26 at 83 of the 85 postal districts. This information was as of the last pay period of each fiscal year between 1995 and 1999. Two districts—San Juan and Honolulu—were not included because data on race/ethnic origin were missing or coded differently. We did not verify these data. However, in 1996, Aguirre International, as a part of a contracted study of diversity of the Service, estimated a 97-percent accuracy rate on minority codes in the Diversity Reporting System.

We analyzed and presented these data on the basis of the percentage of women and minorities in the district workforce, EAS 16 through 26 and the civilian labor force (CLF). We also computed two ratios to compare (1) the representation of women and minorities at EAS levels 16 through 26 with the district's workforce (excluding EAS levels 16 through 26) and (2) the representation of women and minorities in the overall district workforce (including EAS levels 16 through 26) with the CLF.

Our second objective was to describe, for the Chicago and Akron districts (a) the representation of women and minorities at EAS levels 16 through 26, (b) initiatives implemented to promote diversity, and (c) lessons identified by district officials that relate to increasing diversity. Accordingly, we obtained information from the Diversity Development Department and the Minneapolis data center to show the representation of

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<sup>1</sup> U.S. Postal Service: *Diversity in the Postal Career Executive Service* (GAO/GGD-00-76, Mar. 30, 2000).

women and minorities in specific equal employment opportunity (EEO) groups at the Akron and Chicago districts as of the last pay period from fiscal years 1995 through 1999. We analyzed data on employees' positions at EAS levels 16 through 26 and on 10 EEO groups identified on the basis of gender and race/ethnic origin. We did this to show trends in the representation of the 10 EEO groups in the Akron and Chicago districts over a 5-year period, from fiscal years 1995 through 1999. The 10 EEO groups include white men and women, black men and women, Hispanic men and women, Asian men and women, and Native American men and women. We also compared the representation of those in EAS levels 16 through 26 with the Service workforce (excluding EAS 16 through 26) for each district, and compared representation in the overall Service workforce with the CLF. We did not compare the different EEO groups' representation in positions at EAS levels 16 through 26 in the Service, which are generally management positions, with the overall CLF. Because CLF data are not broken down into an appropriate pool for comparison (i.e., similar positions or levels of individuals with relevant qualifications), we believe such a comparison would not be appropriate.

To obtain information on the diversity-related initiatives being used in the Akron and Chicago districts and lessons learned concerning efforts designed to increase diversity, we interviewed management officials at Service headquarters, area offices, and the Akron and Chicago districts who have participated in diversity-related efforts. We also held focus groups with employees who were chosen on the basis of different geographical locations in the districts and considerations of diversity, such as race and gender. We also met with union officials to obtain their views on efforts to improve diversity in Chicago and Akron. In addition, we obtained and reviewed Service documents that related to diversity in the Akron and Chicago districts.

To address our third objective, to provide information on alleged EEO concerns at the Youngstown postal site, we obtained data from Service headquarters and from the Akron district on the number and nature of EEO complaints filed between fiscal years 1997 and 1999 at the Youngstown site and the representation of women and minorities in fiscal year 1999. Additionally, we obtained and reviewed the results of a 1998 Allegheny Area Office employee climate survey at the Youngstown site to determine whether employees believed that sex, race, and disability discrimination existed at the Youngstown facility. We also interviewed district officials, including managers and union officials, about EEO concerns in Youngstown, specifically in the Akron district. These officials included for Akron, the district manager; the diversity specialist; the

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**Appendix I**  
**Objectives, Scope, and Methodology**

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human resource manager; the EEO complaints manager; and the labor relations manager. In Youngstown and Canton, OH, we interviewed plant managers and postmasters as well as union officials representing the American Postal Workers Union and the National Association of Letter Carriers. We also interviewed two Allegheny Area diversity specialists, one of whom helped conduct the Youngstown employee climate survey.

We performed our work from January through May, 2000, in accordance with generally accepted government auditing standards.

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# Representation of Women and Minorities in the Service's Postal Districts

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The following table shows for each of 83 of the Service's 85 postal districts a comparison of the representation of women and minorities at EAS levels 16 through 26 with their representation in the overall district workforce (excluding EAS levels 16 through 26) during fiscal year 1999. Information on the representation of women and minorities in each district's total workforce (including EAS levels 16 through 26) and its local CLF are also included for additional context.

Several points need to be considered in connection with the information presented. First, when considering a district's women and minority representation, it is important to recognize that conditions or challenges that exist in each district may have an impact on that district's diversity representation that may not be reflected in the information presented. For example, the makeup of a district's local population, or the CLF, the pool from which it generally draws its employees, could have an impact on the extent to which diversity is achieved within that district. Moreover, certain cultural considerations could prevent some minorities from seeking Service work even though they may be present in relatively large numbers in the district's surrounding population.

Other factors such as competition from surrounding industries for potential Service employees, the local unemployment rate, and the general education level of the surrounding population could also have an impact on the district's diversity representation. Also, when looking at diversity representation as a whole for each district, differences in the representation of individual EEO groups may not be apparent. For example, a district with a large representation of women and minorities in its overall workforce, the pool for EAS 16 through 26 positions, could have a large percentage of one or more EEO groups with a lesser percentage of the remaining groups, relative to these groups' representation in that district's CLF.

Finally, the Service's policy regarding the recruitment and movement of women and minorities has certain limitations, some of which are required by law. For example, only the best-qualified applicants are to be selected for positions, and although certain EEO groups could be targeted for such things as training and development, the Service does not establish quotas that must be met to increase its representation of women and minorities.

**Appendix II  
Representation of Women and Minorities in the Service's Postal Districts**

**Table II.1: Women and Minorities at EAS Levels 16 Through 26 in 83 Districts Compared With Their Representation in the Overall District Workforce (Including EAS 16 through 26) and the CLF, Fiscal Year 1999**

District	District workforce				EAS 16 through 26 workforce				Ratio: EAS 16 through 26 to district (Excluding EAS 16 through 26)
	Percentage of women/ minorities 1990 CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	Ratio: Overall district workforce <sup>a</sup> to the CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	
<b>Akron</b>	<b>48.56%</b>	<b>7,907</b>	<b>54.45%</b>	<b>45.55%</b>	<b>0.94</b>	<b>566</b>	<b>58.66%</b>	<b>41.34%</b>	<b>0.90</b>
Alabama	56.92	8,771	39.49	60.51	1.06	661	49.77	50.23	0.82
Albany	48.96	8,186	62.94	37.06	0.76	589	72.16	27.84	0.74
Albuquerque	70.10	4,061	28.37	71.63	1.02	267	38.20	61.80	0.85
Anchorage	55.34	2,007	40.96	59.04	1.07	170	48.24	51.76	0.87
Appalachian	48.59	6,656	59.83	40.17	0.83	478	69.46	30.54	0.75
Arkansas	53.35	5,555	52.58	47.42	0.89	392	58.67	41.33	0.86
Atlanta	58.84	12,516	27.21	72.79	1.24	785	35.03	64.97	0.89
Baltimore	61.81	9,651	34.61	65.39	1.06	588	42.01	57.99	0.88
Billings	48.54	2,407	55.34	44.66	0.92	172	69.19	30.81	0.67
Boston	53.35	8,823	69.72	30.28	0.57	528	74.81	25.19	0.82
Capital	66.77	12,404	16.25	83.75	1.25	786	23.41	76.59	0.91
Central Florida*	55.98	9,426	50.36	49.60	0.89	651	52.38	47.62	0.96
Central Illinois	59.68	13,198	40.93	59.07	0.99	767	47.72	52.28	0.88
Central Plains	49.81	10,125	56.61	43.39	0.87	626	60.22	39.78	0.91
<b>Chicago</b>	<b>66.39</b>	<b>11,574</b>	<b>8.04</b>	<b>91.96</b>	<b>1.39</b>	<b>682</b>	<b>7.04</b>	<b>92.96</b>	<b>1.01</b>
Cincinnati*	50.05	10,478	56.27	43.72	0.87	665	59.70	40.15	0.91
Cleveland	48.03	7,757	41.21	58.79	1.22	444	33.33	66.67	1.14
Cntrl New Jersey*	54.84	10,099	52.80	47.19	0.86	666	68.02	31.98	0.66
Columbia	60.79	6,417	38.16	61.84	1.02	484	42.56	57.44	0.92
Columbus	49.08	6,362	53.79	46.21	0.94	399	52.38	47.62	1.03
Connecticut	53.15	11,837	55.31	44.69	0.84	773	64.17	35.83	0.79
Dakotas	48.16	4,346	59.73	40.27	0.84	260	65.77	34.23	0.84
Dallas	59.13	12,351	34.38	65.62	1.11	732	42.35	57.65	0.87
Denver	54.26	14,161	44.91	55.09	1.02	815	51.78	48.22	0.87
Detroit	55.94	10,359	23.53	76.47	1.37	567	29.81	70.19	0.91
Erie	47.21	3,954	64.26	35.74	0.76	278	68.71	31.29	0.87
Fort Worth*	59.45	8,393	45.55	54.44	0.92	548	55.29	44.71	0.81
Gateway	51.45	12,968	45.17	54.83	1.07	774	47.42	52.58	0.96
Greater Indiana	50.48	13,198	45.89	54.11	1.07	804	48.76	51.24	0.94
Greater Michigan	50.09	9,280	52.23	47.77	0.95	580	60.17	39.83	0.82
Greensboro*	58.78	8,789	42.12	57.87	0.98	630	49.05	50.95	0.87
Harrisburg	47.81	7,662	64.24	35.76	0.75	548	71.35	28.65	0.79
Hawkeye	48.00	8,772	60.72	39.28	0.82	550	65.64	34.36	0.87
Houston	63.72	14,225	18.94	81.06	1.27	827	21.52	78.48	0.97
Kentucky*	48.77	8,904	55.99	44.01	0.90	614	62.70	37.30	0.84
Lancaster*	49.08	6,387	58.99	40.99	0.84	445	65.39	34.61	0.83
Las Vegas*	54.14	4,742	44.88	55.10	1.02	315	46.67	53.33	0.97
Long Beach	71.34	8,502	17.07	82.93	1.16	532	27.44	72.56	0.87



**Appendix II  
Representation of Women and Minorities in the Service's Postal Districts**

District	District workforce				EAS 16 through 26 workforce				Ratio: EAS 16 through 26 to district (Excluding EAS 16 through 26)
	Percentage of women/ minorities 1990 CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	Ratio: Overall district workforce <sup>a</sup> to the CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	
Long Island	52.76	9,638	60.01	39.99	0.76	641	68.64	31.36	0.77
Los Angeles	74.86	10,193	4.99	95.01	1.27	617	4.86	95.14	1.00
Maine	47.28	3,874	63.27	36.73	0.78	268	72.76	27.24	0.73
Mid Carolinas*	57.49	8,208	44.35	55.64	0.97	599	47.25	52.75	0.94
Mid-America	50.12	10,991	52.49	47.51	0.95	730	62.05	37.95	0.79
Middlesex-Central	51.02	7,010	69.26	30.74	0.60	484	77.89	22.11	0.70
Milwaukee	49.57	12,765	56.76	43.24	0.87	760	61.97	38.03	0.87
Mississippi	61.91	4,750	44.40	55.60	0.90	384	57.81	42.19	0.74
New Hampshire	47.84	3,489	62.68	37.32	0.78	263	68.82	31.18	0.82
New Orleans	59.88	10,182	32.15	67.85	1.13	668	42.51	57.49	0.84
New York	69.68	16,805	19.05	80.95	1.16	990	28.08	71.92	0.88
North Florida	55.68	8,112	46.13	53.87	0.97	590	47.63	52.37	0.97
North Illinois	61.35	12,541	40.12	59.88	0.98	721	53.81	46.19	0.76
Northern NJ	60.62	13,641	39.65	60.35	1.00	907	57.66	42.34	0.69
Northern Virginia	57.43	7,413	34.52	65.48	1.14	485	41.24	58.76	0.89
Northland	48.57	15,852	63.34	36.66	0.75	980	68.47	31.53	0.85
Oakland	64.24	9,891	14.55	85.45	1.33	563	17.05	82.95	0.97
Oklahoma	54.08	7,897	52.21	47.79	0.88	515	54.17	45.83	0.96
Philadelphia	57.67	11,805	44.85	55.15	0.96	729	51.17	48.83	0.88
Phoenix	58.81	11,390	44.20	55.80	0.95	632	47.78	52.22	0.93
Pittsburgh	48.06	8,415	66.50	33.50	0.70	577	70.54	29.46	0.87
Portland	49.49	8,998	56.39	43.61	0.88	552	66.12	33.88	0.77
Providence	52.34	8,022	67.20	32.80	0.63	572	75.35	24.65	0.74
Richmond	60.11	8,883	31.33	68.67	1.14	580	34.48	65.52	0.95
Royal Oak	55.91	7,950	38.38	61.62	1.10	430	46.98	53.02	0.85
Sacramento*	60.76	8,605	40.46	59.52	0.98	534	49.81	50.19	0.83
Salt Lake City	48.82	4,198	59.70	40.30	0.83	308	71.43	28.57	0.69
San Antonio *	71.51	13,110	30.37	69.63	0.97	828	28.26	71.74	1.03
San Diego	70.75	11,202	31.57	68.43	0.97	699	38.34	61.66	0.90
San Francisco*	63.36	11,959	19.01	80.99	1.28	675	21.63	78.37	0.97
San Jose *	70.45	7,888	26.32	73.67	1.05	522	33.72	66.28	0.89
Santa Ana	69.47	10,365	27.35	72.65	1.05	615	35.45	64.55	0.88
Seattle *	51.89	11,002	42.86	57.12	1.10	737	52.37	47.63	0.82
South Florida	70.28	10,980	25.07	74.93	1.07	627	27.59	72.41	0.96
South Georgia	62.96	5,432	41.22	58.78	0.93	405	50.62	49.38	0.83
South Jersey	55.05	7,025	51.06	48.94	0.89	491	59.88	40.12	0.81
Spokane	50.07	4,559	58.06	41.94	0.84	334	67.66	32.34	0.76
Springfield	49.94	6,314	63.94	36.06	0.72	450	74.67	25.33	0.69
Suncoast	54.56	11,949	53.19	46.81	0.86	793	57.12	42.88	0.91
Tennessee*	53.20	12,506	48.76	51.23	0.96	889	56.36	43.64	0.84
Tri-Boro*	71.20	12,470	34.82	65.17	0.92	766	45.04	54.96	0.83
Van Nuys	71.35	9,464	28.85	71.15	1.00	547	38.57	61.43	0.86

**Appendix II  
Representation of Women and Minorities in the Service's Postal Districts**

District	District workforce				EAS 16 through 26 workforce				Ratio: EAS 16 through 26 to district (Excluding EAS 16 through 26)
	Percentage of women/ minorities 1990 CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	Ratio: Overall district workforce <sup>a</sup> to the CLF	Number of employees	Percentage of white males	Percentage of women/ minorities	
Westchester	63.30	7,258	47.64	52.36	0.83	490	59.18	40.82	0.77
Western NY	50.90	8,546	61.81	38.19	0.75	561	71.12	28.88	0.74

Note 1: Of the 85 districts, 2—San Juan and Honolulu—were excluded due to large percentages of missing gender and/or race/ethnic origin data.

Note 2: Ratios (comparison group percentage divided by base group percentage) as used in this table show the relative percentage of each district's women and minority representation as a group (1) in EAS levels 16 through 26 compared with their percentage of representation in the district's workforce (minus EAS levels 22 through 26, but including the small number of executives) and (2) compared with their percentage of representation in the local CLF. For example, a ratio of 1.00 would indicate that the group's representation in the district's EAS level 16 through 26 workforce equaled their representation in the district's overall workforce (excluding EAS levels 16 through 26). A ratio of 1.01 or higher would indicate that women and minority representation was greater at EAS levels 16 through 26 than was their representation in the district's workforce (minus EAS levels 16 through 26), whereas a ratio of 0.99 or lower would indicate that the group's EAS 16 through 26 representation was lower.

<sup>a</sup>Includes EAS levels 16 through 26.

\*District had anywhere from one to four employees with unknown gender and ethnic origin data. These employees are included in the total number of employees and in the computation of percentages. In these cases, percentages may not add to 100 due to rounding

Source: Service workforce data, fiscal year 1999.

# Representation of Women and Minorities in the Chicago District Office

For the Chicago district office, tables III.1 and III.2 show various comparisons for fiscal years 1995 through 1999. Specifically,

- table III.1 shows comparisons of the representation of women and minorities at EAS levels 16 through 26 with their representation in the district workforce (excluding EAS levels 16 through 26) and
- table III.2 shows comparisons of the representation of women and minorities in the district workforce (including EAS levels 16 through 26) and the CLF.

**Table III.1: Chicago District Women and Minority Representation at EAS Levels 16 Through 26 Compared With Their Representation in the District Workforce (Excluding EAS Levels 16 Through 26), Fiscal Years 1995 Through 1999**

Workforce Fiscal years 1995-99	EEO group										Total percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	Native American male	Native American women	
<b>1999</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	7.04%	2.93%	36.36%	47.80%	2.49	1.61%	1.17%	0.44%	0.15%	0.00%	92.96%
<b>Number</b>	48	20	248	326	17	11	8	3	1	0	634
<b>(N=682)</b>											
District workforce (excl. EAS 16-26)											
<b>Percentage</b>	8.10	2.09	36.60	44.57	4.21	1.74	1.81	0.72	0.12	0.05	91.90%
<b>Number</b>	882	228	3,986	4,855	459	189	197	78	13	5	10,010
<b>(N=10,892)</b>											
<b>1998</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	6.37%	3.47%	36.47%	48.48%	2.03%	1.59%	1.01%	0.43%	0.14%	0.00%	93.63%
<b>Number</b>	44	24	252	335	14	11	7	3	1	0	647
<b>(N=691)</b>											
District workforce (excl. EAS 16-26)											
<b>Percentage</b>	8.30	2.12	36.74	44.62	4.02	1.64	1.69	0.71	0.12	0.04	91.70%
<b>Number</b>	936	239	4,143	5,031	453	185	191	80	13	5	10,340
<b>(N=11,276)</b>											
<b>1997</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	7.09%	3.00%	36.83%	47.48%	2.59%	1.36%	0.95%	0.55%	0.14%	0.00%	92.91%
<b>Number</b>	52	22	270	348	19	10	7	4	1	0	681
<b>(N=733)</b>											

**Appendix III  
Representation of Women and Minorities in the Chicago District Office**

**EEO group**

Workforce Fiscal years 1995-99	EEO group										Total Native Native percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	American male	American women	
District workforce (excl. EAS 16-26)											
Percentage	8.80	2.19	37.63	43.59	3.90	1.38	1.71	0.66	0.11	0.04	91.20%
Number (N=11,138)	980	244	4,191	4,855	434	154	190	73	12	5	10,158
<b>1996</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	<b>7.23%</b>	<b>2.68%</b>	<b>37.22%</b>	<b>47.39%</b>	<b>2.41%</b>	<b>1.34%</b>	<b>0.94%</b>	<b>0.54%</b>	<b>0.27%</b>	<b>0.00%</b>	<b>92.77%</b>
<b>Number (N=747)</b>	<b>54</b>	<b>20</b>	<b>278</b>	<b>354</b>	<b>18</b>	<b>10</b>	<b>7</b>	<b>4</b>	<b>2</b>	<b>0</b>	<b>693</b>
District workforce (excl. EAS 16-26)											
Percentage	8.84	2.21	37.55	43.65	3.81	1.44	1.69	0.69	0.09	0.03	91.16%
Number (N=11,607)	1,026	257	4,358	5,066	442	167	196	80	11	4	10,581
<b>1995</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	<b>8.11%</b>	<b>2.83%</b>	<b>37.32%</b>	<b>47.10%</b>	<b>2.19%</b>	<b>0.90%</b>	<b>0.90%</b>	<b>0.51%</b>	<b>0.13%</b>	<b>0.00%</b>	<b>91.89%</b>
<b>Number (N=777)</b>	<b>63</b>	<b>22</b>	<b>290</b>	<b>366</b>	<b>17</b>	<b>7</b>	<b>7</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>714</b>
District workforce (excl. EAS 16-26)											
Percentage	9.07	2.14	38.02	43.44	3.62	1.33	1.62	0.65	0.09	0.03	90.93%
Number (N=11,724)	1,063	251	4,457	5,093	424	156	190	76	10	4	10,661

Note: Percentages may not add to 100 due to rounding.

Source: Service fiscal year 1995 through 1999 workforce data.

**Appendix III  
Representation of Women and Minorities in the Chicago District Office**

**Table III.2: Chicago District Women and Minority Representation in the District Workforce (Including EAS Levels 16 Through 26) Compared With Their Representation in the CLF, Fiscal Years 1995 Through 1999**

Workforce Fiscal years 1995-1999	EEO group										Total percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	Native American male	Native American women	
<b>1999</b>											
District workforce Percentage Number (N=11,574)	8.04% 930	2.14% 248	36.58% 4,234	44.76% 5,181	4.11% 476	1.73% 200	1.77% 205	0.70% 81	0.12% 14	0.04% 5	91.96% 10,644
District CLF	33.53	28.30	10.28	11.45	7.74	4.71	2.04	1.70	0.09	0.08	66.39%
<b>1998</b>											
District workforce Percentage Number (N=11,967)	8.19% 980	2.20% 263	36.73% 4,395	44.84% 5,366	3.90% 467	1.64% 196	1.65% 198	0.69% 83	0.12% 14	0.04% 5	91.81% 10,987
District CLF	33.53	28.30	10.28	11.45	7.74	4.71	2.04	1.70	0.09	0.08	66.39%
<b>1997</b>											
District workforce Percentage Number (N=11,871)	8.69% 1,032	2.24% 266	37.58% 4,461	43.83% 5,203	3.82% 453	1.38% 164	1.66% 197	0.65% 77	0.11% 13	0.04% 5	91.31% 10,839
District CLF	33.53	28.30	10.28	11.45	7.74	4.71	2.04	1.70	0.09	0.08	66.39%
<b>1996</b>											
District workforce Percentage Number (N=12,354)	8.74% 1,080	2.24% 277	37.53% 4,636	43.87% 5,420	3.72% 460	1.43% 177	1.64% 203	0.68% 84	0.11% 13	0.03% 4	91.26% 11,274
District CLF	33.53	28.30	10.28	11.45	7.74	4.71	2.04	1.70	0.09	0.08	66.39%
<b>1995</b>											
District workforce Percentage Number (N=12,501)	9.01% 1,126	2.18% 273	37.97% 4,747	43.67% 5,459	3.53% 441	1.30% 163	1.58% 197	0.64% 80	0.09% 11	0.03% 4	90.99% 11,375
District CLF	33.53	28.30	10.28	11.45	7.74	4.71	2.04	1.70	0.09	0.08	66.39%

Note: Percentages may not add to 100 due to rounding.

Source: Service fiscal year 1995 through 1999 workforce data.

# Representation of Women and Minorities in the Akron District Office

For the Akron district office, tables IV.1 and IV.2 show various comparisons for fiscal years 1995 through 1999. Specifically,

- table IV.1 shows comparisons of the representation of women and minorities at EAS levels 16 through 26 with their representation in the district workforce (excluding EAS levels 16 through 26) and
- table IV.2 shows comparisons of the representation of women and minorities in the district workforce (including EAS levels 16 through 26) and the CLF.

**Table IV.1: Akron District Women and Minority Representation at EAS Levels 16 Through 26 Compared With Their Representation in the District Workforce (Excluding EAS 16 Through 26), Fiscal Years 1995 Through 1999**

Workforce Fiscal Years 1995-99	EEO group										Total percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	Native American men	Native American women	
<b>1999</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	<b>58.66%</b>	<b>22.79%</b>	<b>6.71%</b>	<b>9.01%</b>	<b>0.71%</b>	<b>0.88%</b>	<b>0.18%</b>	<b>0.35%</b>	<b>0.35%</b>	<b>0.35%</b>	<b>41.34%</b>
<b>Number</b>	<b>332</b>	<b>129</b>	<b>38</b>	<b>51</b>	<b>4</b>	<b>5</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>234</b>
<b>(N=566)</b>											
District workforce (excl. EAS 16-26)											
Percentage	54.12	34.76	4.93	4.13	0.82	0.75	0.12	0.18	0.11	0.08	45.88%
Number	3,973	2,552	362	303	60	55	9	13	8	6	3,368
<b>(N=7,341)</b>											
<b>1998</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	<b>59.58%</b>	<b>21.97%</b>	<b>7.03%</b>	<b>9.14%</b>	<b>0.70%</b>	<b>0.70%</b>	<b>0.18%</b>	<b>0.18%</b>	<b>0.35%</b>	<b>0.18%</b>	<b>40.42%</b>
<b>Number</b>	<b>339</b>	<b>125</b>	<b>40</b>	<b>52</b>	<b>4</b>	<b>4</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>230</b>
<b>(N=569)</b>											
District workforce (excl. EAS 16-26)											
Percentage	54.47	34.51	4.95	3.98	0.82	0.77	0.11	0.19	0.11	0.10	45.53%
Number	3,981	2,522	362	291	60	56	8	14	8	7	3,328
<b>(N=7,309)</b>											
<b>1997</b>											
<b>EAS 16-26</b>											
<b>Percentage</b>	<b>60.36%</b>	<b>21.44%</b>	<b>7.21%</b>	<b>8.29%</b>	<b>0.72%</b>	<b>0.72%</b>	<b>0.36%</b>	<b>0.18%</b>	<b>0.36%</b>	<b>0.36%</b>	<b>40.00%</b>
<b>Number</b>	<b>335</b>	<b>119</b>	<b>40</b>	<b>46</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>220</b>
<b>(N=555)</b>											
District workforce (excl. EAS 16-26)											
Percentage	55.41	33.73	4.90	3.96	0.80	0.74	0.10	0.18	0.10	0.08	44.59%
Number	3,958	2,409	350	283	57	53	7	13	7	6	3,185
<b>(N=7,143)</b>											

**Appendix IV  
Representation of Women and Minorities in the Akron District Office**

Workforce Fiscal Years 1995-99	EEO group										Total percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	Native American men	Native American women	
<b>1996</b>											
<b>EAS 16-26</b>											
Percentage	60.37%	20.55%	7.52%	8.81%	0.73%	0.73%	0.37%	0.18%	0.37%	0.37%	39.63%
Number (N=545)	329	112	41	48	4	4	2	1	2	2	216
District workforce (excl. EAS 16-26)											
Percentage	55.64	33.62	4.86	3.97	0.75	0.72	0.10	0.15	0.10	0.08	44.36%
Number (N=7,177)	3,993	2,413	349	285	54	52	7	11	7	6	3,184
<b>1995</b>											
<b>EAS 16-26</b>											
Percentage	60.73%	19.82%	8.36%	8.55%	0.73%	0.73%	0.36%	0.18%	0.18%	0.36%	39.27%
Number (N= 550)	334	109	46	47	4	4	2	1	1	2	216
District workforce (excl. EAS 16-26)											
Percentage	55.81	33.50	4.78	4.07	0.71	0.69	0.10	0.14	0.10	0.10	44.19%
Number (N= 7,217)	4,028	2,418	345	294	51	50	7	10	7	7	3,189

Note: Percentage may not add to 100 due to rounding.

Source: Service fiscal years 1995 through 1999 workforce data.

**Appendix IV  
Representation of Women and Minorities in the Akron District Office**

**Table IV.2: Akron District Women and Minority Representation in the District Workforce (Including EAS Levels 16 Through 26) Compared With Their Representation in the CLF, Fiscal Years 1995 Through 1999**

Workforce Fiscal Years	EEO group										Total percentage of women/ minorities
	White male	White women	Black male	Black women	Hispanic male	Hispanic women	Asian male	Asian women	Native American men	Native American women	
<b>1999</b>											
District workforce Percentage	54.45%	33.91%	5.06%	4.48%	0.81%	0.76%	0.13%	0.19%	0.13%	0.10%	45.55%
Number (N=7,907)	4,305	2,681	400	354	64	60	10	15	10	8	3,602
District CLF	51.41	41.06	2.58	2.78	0.82	0.60	0.28	0.24	0.12	0.08	48.56%
<b>1998</b>											
District workforce Percentage	54.83	33.60	5.10	4.35	0.81	0.76	0.11	0.19	0.13	0.10	45.16%
Number (N=7,878)	4,320	2,647	402	343	64	60	9	15	10	8	3,558
District CLF	51.41	41.06	2.58	2.78	0.82	0.60	0.28	0.24	0.12	0.08	48.56%
<b>1997</b>											
District workforce Percentage	55.77	32.84	5.07	4.27	0.79	0.74	0.12	0.18	0.12	0.10	44.23%
Number (N=7,698)	4,293	2,528	390	329	61	57	9	14	9	8	3,405
District CLF	51.41	41.06	2.58	2.78	0.82	0.60	0.28	0.24	0.12	0.08	48.56%
<b>1996</b>											
District workforce Percentage	55.97	32.70	5.05	4.31	0.75	0.73	0.12	0.16	0.12	0.10	44.03%
Number (N=7,722)	4,322	2,525	390	333	58	56	9	12	9	8	3,400
District CLF	51.41	41.06	2.58	2.78	0.82	0.60	0.28	0.24	0.12	0.08	48.56%
<b>1995</b>											
District workforce Percentage	56.16	32.54	5.03	4.39	0.71	0.70	0.12	0.14	0.10	0.12	43.84%
Number (N=7,767)	4,362	2,527	391	341	55	54	9	11	8	9	3,405
District CLF	51.41	41.06	2.58	2.78	0.82	0.60	0.28	0.24	0.12	0.08	48.56%

Note: Percentages may not add to 100 due to rounding.

Source: Service fiscal years 1995 through 1999 workforce data.



# Comments From the U.S. Postal Service

PATRICK R. DONAHOE  
SENIOR VICE PRESIDENT  
HUMAN RESOURCES



June 13, 2000

Mr. Bernard L. Ungar  
Director, Government Business  
Operations Issues  
United States General Accounting Office  
Washington, D.C. 10548-0001

Dear Mr. Ungar:

Thank you for providing the Postal Service with an opportunity to review the research findings prepared by your staff for the General Accounting Office (GAO) report entitled U.S. Postal Service: Diversity in District Management-Level Positions.

In addition to reaffirming the comments of our vice president, Diversity Development, concerning the report's findings, I also would like to express my personal commitment to supporting diversity among our district-level management employees, and indeed, throughout the entire Postal Service. The report accurately reflects the commitment of the Postal Service to foster diversity at all levels of the organization. We appreciate the report's acknowledgement of the progress being made and our continuous efforts to identify and address diversity issues. We are also aware that we can, and will, make continuing progress in the representation of women and minorities among our first-level supervisors and mid-level managers.

The Postal Service has been recognized for the success of its diversity initiatives by having recently been awarded Vice President Gore's National Partnership for Reinventing Government Hammer Award. This most prestigious award salutes the Service's team effort and dedication toward promoting diversity in our workplace. At the same time, we realize that there remains much to achieve in the area of diversity and that continuing progress is required.

Sincerely,

A handwritten signature in black ink, appearing to read "P. Donahoe", written over a printed name.

Patrick R. Donahoe

475 L'ENFANT PLAZA SW  
WASHINGTON DC 20260-4000  
202-268-7500  
FAX: 202-268-7509

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