



Recruiting Hispanics – Why not?
A Dialogue on Federal Public Service

Presented by the
League of United Latin American Citizens

Washington, D.C.
June 2002

League of United Latin American Citizens (LULAC)

The Mission of the League of United Latin American Citizens is to advance the economic condition, educational attainment, political influence, health and civil rights of the Hispanic population of the United States.

LULAC seeks to increase the number of Hispanics serving in appointed and career positions within the Federal government at all levels.

Introduction

For too long, the Federal government has not pursued, nor promoted, the value of federal public service as a career choice. It has been particularly so for Hispanics. Now as the Nation faces large numbers of retirements and increased recruitment challenges, it becomes much more important to reaffirm the focus and ask: "Why is recruiting Hispanics seemingly so hard in federal public service?"

A lot is not working! The resources of the Federal government in achieving its merit principles and its policy of having a work force representative of our Nation are not achieving its goal when it applies to Hispanics. To be sure, Federal recruiting and hiring have met other worthy goals, and yet Hispanics remain the only under represented minority group since the 1964 Civil Rights Act. Why?

The U.S. Office of Personnel Management (OPM) reported that Hispanics, which comprise 12.5+% of the total U.S. workforce, are the only minority group named in the 1964 Civil Rights Act to remain underrepresented in the Federal workforce. Hispanics currently represent only 6.6% of the total Federal workforce and 2.5% of the Senior Executive Service based on the latest data published by OPM.

In its report, The Executive Networking Forum in January 2001 noted "...that this situation is more than an issue of attempting to achieve numerical parity. Our position is that in a democracy the Federal Government does not serve America well in the delivery of programs and services by excluding from public service—and, in particular, policy-making positions—a group of Americans whom demographers tell us will make a large impact on the country in this century.

A three-decades-long situation merits immediate attention, beginning with a comprehensive and independent review on the causes and why the capabilities of the Executive Branch have not achieved a representative Federal workforce."

Recruiting Hispanics - Why not? - A Dialogue on Federal Public Service was prepared to foster a dialogue with current and prospective leadership towards engendering renewed Hispanic confidence in government and increased participation as a career choice. Further, LULAC recognizes that solutions to this problem cannot rely on short, quick fixes, but will require a long-term commitment.

In beginning this dialogue, we've focused on two documents that we believe have merit. The first is Hispanics in Service to America – A Dialogue on Underrepresentation issued by the Executive Networking Forum, a collegial body of Hispanic career federal leaders who are members of the Senior Executive Service. The second is Executive Order 13171 - Hispanic Employment in the Federal Government.

The recommendations contained in these documents are presented for your consideration and support, and in advancing merit based civil service principles.

Hispanics in Service to America – A Dialogue on Under Representation

“Management commitment at all levels of government and continued monitoring are needed if the federal government is to achieve a diverse workforce. Agencies frequently do not set measurable affirmative employment goals. ...SES performance work plans do not specifically hold managers accountable for meeting affirmative employment objectives. Specificity is needed to truly gauge how successfully the executives are carrying out their affirmative employment responsibilities.”

Intensifying Efforts to Diversify the Federal Workforce
Transition Series – THE PUBLIC SERVICE
U.S. General Accounting Office
December 1992

The Executive Networking Forum (ENF) is presenting this paper for current and prospective leadership to begin a constructive dialogue to build public confidence in government and to make it an attractive career choice for everyone, particularly Hispanics.

The ENF is proposing public administration initiatives to help correct more than three decades of under representation of Hispanics in Federal public service. This under representation is symptomatic of a much larger problem—namely, longstanding and institutional neglect of a growing and sizable part of the American population which will constitute the largest minority group by 2005. The ENF proposes the following:

- Appointment of a Presidential Commission to determine why Hispanic under representation exists after more than 30 years;
- Issuance of a Presidential Memorandum that directs performance measurement by agencies in its recruiting and career development;
- Compilation of best practices in hiring and career development, and
- Orientation of new Administration leadership on the status of Federal Hispanic employment within their respective agencies.

Federal Policy

It is the policy of the U.S. Government to ensure equality of opportunity in recruiting a Federal workforce of qualified individuals from appropriate sources to achieve a workforce from all segments of society. Further, selection and advancement should be determined solely on the basis of relative ability, knowledge and skills, after fair and open competition that ensures that all receive equal opportunity.

In addition, Federal agencies are required to develop programs that ensure that the Federal workforce reflects the diversity of the Nation it serves. This policy is founded in statute and Executive Order, such as:

- The Civil Service Rules governing minority recruitment programs requiring the U.S. Office of Personnel Management (OPM) “by regulation, [to] implement a minority recruitment program which shall provide, to the maximum extent practicable, that each Executive agency conduct a continuing program for the recruitment of members of minorities in a manner designed to eliminate underrepresentation of minorities in the various categories of civil service employment within the Federal service....”
- Executive Order 13171 of October 12, 2000 on Hispanic Employment in the Federal Government requires that each agency provide a plan that creates a diverse workforce for the agency in the 21st century.

Background

- Hispanics are the only group named in the 1964 Civil Rights Act to remain underrepresented in the Federal workforce with respect to their presence in the total U.S. workforce—about 12.5%. Hispanics represent only 6.6% of the total Federal workforce and 2.5% of the Senior Executive Service (SES) as of September 2000.
- In 1970, the President issued a press release outlining 16 actions that agencies should take to attract more Hispanics into the Federal Government.
- Although OPM reports that there has been some modest progress in the overall representation of Hispanics, a closer examination of certain data reveals a more serious problem. In 1986, the Hispanic representation in the federal civilian workforce totaled 105,191. Fourteen years later in 2000, OPM reports that Hispanic employees totaled only 115,247. This represents a recruiting increase of a little more than 10,000 within a base of more than 2 million civilian employees in the Executive Branch. Stated differently, there has only been an average increase of about 800 Hispanics for each year between 1986 and 2000—a dismal performance when viewed in light of the Hispanics total population in this Nation of more than 35 million as of 2000.

- In 1992, GAO reported that the absence of strategic efforts to manage and invest in human capital poses a potential “risk” to the performance of the government. In its “Transition Series – The Public Service,” the GAO noted:

“Dramatic changes in the demographic composition of the nation’s workforce are presenting serious challenges to all organizations in their efforts to be effective and competitive employers.”

The changes in demographic composition refer, in part, to Hispanics becoming the Nation’s largest minority population within the next 5 years according to U.S. Census Bureau demographic projections. Hispanics also are the youngest population, with a median age of 26 years. By mid-century, it is estimated that one in four of this Nation’s population will be Hispanic.

- In 1997, the Merit Systems Protection Board in its report, “Achieving a Representative Federal Workforce: Addressing the Barriers to Hispanic Participation,” notes:

“Because Hispanics remain the only significantly underrepresented minority group in the Federal workforce and the obstacles to full Hispanic representation are particularly severe, agencies should devote a greater proportion of their recruitment resources to hiring well-qualified Hispanic men and women.”

- In 1998, the Secretary of Energy convened a summit of Hispanic Federal Executives to focus on the problem of continuing Hispanic under representation. Nowhere is this under representation more evident than in the Federal Government’s SES Corps, where in 2000, there are an estimated 150 career Hispanic executives in a corps of approximately 7,000, or 2.7%. Decades of marginally recruiting, developing and promoting Hispanics in the Federal workforce serve to validate GAO’s assessment in its December 1992 Transition Series report.

Conclusion

The ENF believes that the key to meeting this challenge is an Administration commitment at all levels of management, beginning with the agency head. Further, that commitment must have a succession planning strategy based on ENF core recommendations that ensures a sustained commitment and continuity of leadership even as individual leaders arrive and depart.

Hispanics in Service to America – A Dialogue on Underrepresentation

A presentation of recommendations for excellence in public service.

Executive Networking Forum Recommendation No. 1.

Presidential Commission on Hispanic Federal Employment

Establish a Presidential Commission on Hispanic Federal Employment to assess the causes and identify barriers to Hispanic participation in Federal public service. Such a Commission would be composed of a mix of private and public leaders in the fields of recruiting, career development and retention. The Commission would review existing Federal strategies for increasing the representation rate of Hispanics in the Federal workforce and report to the President on the effectiveness of such efforts, as well as provide recommendations on how to improve public service recruiting.

Executive Networking Forum Recommendation No. 2.

Presidential Memorandum

Issue a Presidential Memorandum directing departments and agencies to incorporate in their plans under provisions of the Government Performance and Results Act for employment recruiting, career development and succession strategies as measurable actions in eliminating the under representation of Hispanics at all levels of Federal public service and, in particular, the Senior Executive Service (SES). Further, that an appropriate Executive Branch agency be designated as the lead in assessing the results of the performance-based effort.

Best Practices in Hispanic Federal Recruiting and Career Development

Commission a compendium of documented best practices in the recruitment, development and retention of Hispanics in the Federal workforce that reflects a broad range of professionally accepted leadership methods, using available hiring and career development authorities. Such practices could include:

- Eliminating any systemic barriers to effective recruitment, with special attention to broadening the area of consideration to all sources and ensuring selection factors are appropriate in achieving the broadest consideration of applicants,
- Assessing bilingual and bicultural job requirements in the delivery of programs and services,
- Appointing Hispanics to rating, selection, performance review and executive resources panels and boards in achieving a standard of diversity reflective of our Nation,
- Increasing the number of Hispanics in the SES by building a larger selection pool from candidates, including former members of the military services in senior grades and faculty and administrators from Hispanic Serving Institutions in higher education,
- Increasing the number of internships, with emphasis on the Career and Presidential Management Internship programs and the Co-Op and Student Contract Programs,
- Fostering Hispanic career development within major professional occupation groups with established career paths for promotion, particularly for women, with emphasis on mentoring, developmental assignments, and technical and executive leadership training,
- Establishing appropriate advisory councils,
- Increasing and reaffirming appropriate partnerships with Hispanic organizations in developing comprehensive strategies in promoting Federal employment,
- Providing to Executive Schedule and Senior Executive leaders monthly performance management measures on the progress of actions in the recruitment, development, promotion and retention of Hispanics that holds officials accountable for achieving results within the broad range of hiring authorities,
- Ensuring that succession planning is ongoing,
- Ensuring that reduction-in-force and retention programs are implemented in a manner consistent with regulations, optimally ensuring mission accomplishment, while minimizing any adverse impact on diversity achievements.

Executive Networking Forum Recommendation No. 4

Executive Schedule and Non-Career Senior Executive Orientation

Ensure that in the orientation of Administration Leadership, a current status of Hispanic employment at all levels is presented, particularly in the Senior Executive Service, within their agencies. Such basic data might include the following:

I. Representation of Hispanics in the U.S. Civilian Labor Force _____(Percentage)

II. Representation of Hispanics in the Agency¹

	<u>Number</u>	<u>Percent of Total Employment</u>
A. <u>Overall</u>	_____	_____
B. <u>Grade Levels²:</u>		
GS 7-11	_____	_____
GS 12-13	_____	_____
GS 14-15	_____	_____
SES or Equivalent	_____	_____
C. <u>Management Positions (supervisors, managers, and senior executives)</u>		
Hispanic Managers	_____	_____
D. <u>Annual Hires</u>		
Hispanics	_____	_____
Non-Hispanics	_____	_____
E. <u>Annual Promotions</u>		
Hispanics	_____	_____
Non-Hispanics	_____	_____
F. <u>Incidents of Formal Supervisory, Managerial, and Executive Development/Training</u>		
Hispanics	_____	_____
GS 13	_____	_____
GS 14	_____	_____
GS 15	_____	_____
G. <u>Mainstream Occupations³ (List):</u>		
_____	_____	_____
_____	_____	_____
_____	_____	_____
H. <u>Average Grade:</u>		
Hispanics	_____	
Non-Hispanics	_____	

¹ Include permanent full-time and part-time employees only

² Provide separate career and non-career data

³ The most populous positions (usually professional or administrative) in the agency with career ladders that lead to a higher-grade level (i.e., GS-11 through GS-13).

Presidential Documents

Title 3—

Executive Order 13171 of October 12, 2000

The President

Hispanic Employment in the Federal Government

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to improve the representation of Hispanics in Federal employment, within merit system principles and consistent with the application of appropriate veterans' preference criteria, to achieve a Federal workforce drawn from all segments of society, it is hereby ordered as follows:

Section 1. Policy. It is the policy of the executive branch to recruit qualified individuals from appropriate sources in an effort to achieve a workforce drawn from all segments of society. Pursuant to this policy, this Administration notes that Hispanics remain underrepresented in the Federal workforce: they make up only 6.4 percent of the Federal civilian workforce, roughly half of their total representation in the civilian labor force. This Executive Order, therefore, affirms ongoing policies and recommends additional policies to eliminate the underrepresentation of Hispanics in the Federal workforce.

Sec. 2. Responsibilities of Executive Departments and Agencies. The head of each executive department and agency (agency) shall establish and maintain a program for the recruitment and career development of Hispanics in Federal employment. In its program, each agency shall:

- (a) provide a plan for recruiting Hispanics that creates a fully diverse workforce for the agency in the 21st century;
- (b) assess and eliminate any systemic barriers to the effective recruitment and consideration of Hispanics, including but not limited to:
 - (1) broadening the area of consideration to include applicants from all appropriate sources;
 - (2) ensuring that selection factors are appropriate and achieve the broadest consideration of applicants and do not impose barriers to selection based on nonmerit factors; and
 - (3) considering the appointment of Hispanic Federal executives to rating, selection, performance review, and executive resources panels and boards;
- (c) improve outreach efforts to include organizations outside the Federal Government in order to increase the number of Hispanic candidates in the selection pool for the Senior Executive Service;
- (d) promote participation of Hispanic employees in management, leadership, and career development programs;
- (e) ensure that performance plans for senior executives, managers, and supervisors include specific language related to significant accomplishments on diversity recruitment and career development and that accountability is predicated on those plans;
- (f) establish appropriate agency advisory councils that include Hispanic Employment Program Managers;
- (g) implement the goals of the Government-wide Hispanic Employment Initiatives issued by the Office of Personnel Management (OPM) in September 1997 (Nine-Point Plan), and the Report to the President's Management Council on Hispanic Employment in the Federal Government of March 1999;

(h) ensure that managers and supervisors receive periodic training in diversity management in order to carry out their responsibilities to maintain a diverse workforce; and

(i) reflect a continuing priority for eliminating Hispanic underrepresentation in the Federal workforce and incorporate actions under this order as strategies for achieving workforce diversity goals in the agency's Government Performance and Results Act (GPRA) Annual Performance Plan.

Sec. 3. Cooperation. All efforts taken by heads of agencies under sections 1 and 2 of this order shall, as appropriate, further partnerships and cooperation among Federal, public, and private sector employers, and appropriate Hispanic organizations whenever such partnerships and cooperation are possible and would promote the Federal employment of qualified individuals. In developing the long-term comprehensive strategies required by section 2 of this order, agencies shall, as appropriate, consult with and seek information and advice from experts in the areas of special targeted recruitment and diversity in employment.

Sec. 4. Responsibilities of the Office of Personnel Management. The Office of Personnel Management is required by law and regulations to undertake a Government-wide minority recruitment effort. Pursuant to that on-going effort and in implementation of this order, the Director of OPM shall:

(a) provide Federal human resources management policy guidance to address Hispanic underrepresentation where it occurs;

(b) take the lead in promoting diversity to executive agencies for such actions as deemed appropriate to promote equal employment opportunity;

(c) within 180 days from the date of this order, prescribe such regulations as may be necessary to carry out the purposes of this order;

(d) within 60 days from the date of this order, establish an Interagency Task Force, chaired by the Director and composed of agency officials at the Deputy Secretary level, or the equivalent. This Task Force shall meet semi-annually to:

- (1) review best practices in strategic human resources management planning, including alignment with agency GPRA plans;
- (2) assess overall executive branch progress in complying with the requirements of this order;
- (3) provide advice on ways to increase Hispanic community involvement; and
- (4) recommend any further actions, as appropriate, in eliminating the underrepresentation of Hispanics in the Federal workforce where it occurs; and

(e) issue an annual report with findings and recommendations to the President on the progress made by agencies on matters related to this order. The first annual report shall be issued no later than 1 year from the date of this order.

Sec. 5. Judicial Review. This order is intended only to improve the internal management of the executive branch. It does not create any right or benefit, substantive or procedural, enforceable in law or equity except as may be

identified in existing laws and regulations, by a party against the United States, its agencies, its officers or employees, or any other person.

William Clinton

THE WHITE HOUSE,
October 12, 2000.

FR Doc. 00-28716
Filed 10-13-00; 11:14 am
Billing code 3125-01-7

League of United Latin American Citizens

The League of United Latin American Citizens (LULAC) as a non-profit 501(c)3 organization has as its code of conduct, principles and goals the following:

LULAC Code

Respect your Citizenship and preserve it; honor your country, maintain its tradition in the spirit of its citizens and embody yourself into its culture and civilization.

Be proud of your origin and maintain it immaculate, respect your glorious past and help to defend the rights of all the people.

Learn how to discharge your duties before you learn how to assert your rights; educate and make yourself worthy, and stand high in the light of your own deed; you must always be loyal and courageous.

Filled with optimism, make yourself sociable, upright, judicious, and above all things be sober and collected in your habits, cautious in your actions and sparing in your speech.

Believe in God, love Humanity and rely upon the framework of human progress, slow and sound, unequivocal and firm.

Always be honorable and high-minded; learn how to be self-reliant upon your qualifications and resources.

In war serve your country, in peace your convictions; discern, investigate, meditate, think, study, and at all times be honest and generous. Let your firmest purpose be that of helping to see that each new generation shall be of a youth more efficient and capable and in this let your own children be included.

LULAC Philosophy

We believe in the democratic principle of individual political and religious freedom, the right of equality of social and economic opportunity, and in the cooperative endeavor toward the development of an American Society wherein the cultural resources, integrity and dignity of every individual and group constitute basic assets of the American way of Life.

We believe that as American Citizens we must assume our duties and responsibilities and assert our rights and privileges in pursuit of a fuller and richer civilization for our country.

LULAC Aims and Purposes

Based on the spirit of the philosophy of our League and having unequivocal faith in its righteousness, we propose:

1. To use all constitutional means at our disposal to implement with social action the principles set forth in our philosophy;
2. To foster the learning and fluent use of the English language that we may thereby equip ourselves and our families for the fullest enjoyment of our rights and privileges and the efficient discharge of our duties and responsibilities to our country, but at the same time, exerting equal effort to foster the fluent mastery of the Spanish language which is part of our heritage and a means of extending the cultural horizons of our nation;
3. To constitute the League into a service organization to actively promote and foster suitable measures for the attainment of the highest of our American society, and to establish cooperative relations with civic and governmental institutions and agencies in the field of public service;
4. To exert our united efforts to uphold the rights guaranteed to every individual by our state and national laws and to assure justice and equal treatment under these laws;
5. To combat with every means at our command all un- American tendencies and actions that deprive American citizens of their rights in educational institutions, in economic pursuits and in social, civic and political activities;
6. To maintain the League free of all involvement in partisan politics as an organization; however, we shall oppose any infringement upon the constitutional political rights of an individual to vote and/or be voted upon at local, state and national levels;
7. To oppose any violent demonstrations or other acts that defy constituted law and authority, desecrate the symbols of our nation, and threaten the physical and spiritual welfare of individuals or institutions;
8. To promote and encourage the education of youth and adults through scholarships, the constant vigilance of administrative and instructional practices in schools which deprive persons of educational opportunities, the sponsorship of classes in citizenship and other areas, and through the dissemination of information about available training opportunities;
9. To make use of every medium of communication at our disposal and to exert our combined efforts to promulgate and propagate the principles of the League, and augment its influence and numerical growth;
10. To undergird the efforts postulated in our Aims and Purposes with the overall objective of creating among our fellow citizens, through example and a mutual exchange of concepts, an understanding and recognition of and an appreciation for the dignity, worth and potential of the individual.



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