An aerial photograph of a historic building with a prominent clock tower, likely a city hall or university building in Cambridge, Massachusetts. The building features Gothic-style architecture with arched windows and a stone facade. The surrounding area includes a street with crosswalks, some trees, and other buildings in the background. The entire image is overlaid with a blue tint.

*Trend Analysis Report and  
Recommendations for  
Written Workplan*

***Diversity, Equity,  
and Inclusion:  
A Workforce Plan for  
Recruitment, Hiring, and  
Promotion (RHP) Project***

*Cambridge, Massachusetts  
April 2021*

**WORKING  
IDEAL**

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# Executive Summary

In January of 2019, the City of Cambridge selected Working IDEAL to conduct an independent and external multi-method assessment of recruitment, hiring and promotion in the City of Cambridge through a diversity, equity and inclusion (DEI) lens. This report on our assessment is one of the major deliverables that represents many months of work. We are working with the City to take this trend analysis report – and particularly our recommendations – to develop a written workplan for strengthening DEI efforts across the City workforce. That workplan will provide a timetable, sequence, and implementation plan.

The City's goal through the assessment report and workplan is to identify and implement innovative ideas on recruiting, hiring, developing, and promoting a diverse workforce – one that mirrors the people who live and do business in the City of Cambridge.

The project, **Diversity, Equity, and Inclusion: A Workforce Plan for Recruitment, Hiring, and Promotion (RHP) Project**, is one of several DEI initiatives that the City is undertaking. According to the City's Equity and Inclusion program, all Cambridge DEI initiatives are intended to “support the growth, skill-building and development of all City employees, to cultivate an environment which reflects the values

of equity and inclusion.” These various initiatives also support the City Council goal that aims to eliminate bias in the City workplace.

## **Project Background and Context**

Working IDEAL collected qualitative and quantitative data on the background and experience of employees at the City of Cambridge as well as the City's practices regarding recruitment, hiring and promotion – and measures of culture and climate as they impact recruitment, hiring and promotion. The Working IDEAL team gathered data through an anonymous voluntary online survey open to all current employees, interviews with the head of each City Department, additional focused conversations with City employees on personnel practices, a review of documents on City policies, and analysis of workforce data.

We used that information to evaluate the City of Cambridge's structure, practices, policies, and culture as they relate to recruitment, hiring and promotion – and to make recommendations on where the City has opportunities for improvement.

Working IDEAL began the RHP Project in a very different environment, and we recognize the challenge

inherent in releasing our findings and recommendations now, in the context of the current COVID-19 health crisis. The City and the residents of Cambridge are experiencing unprecedented economic and personal challenges in keeping the community and all of its residents safe.

Yet, during a time where so many have lost jobs or are worried about economic security, ensuring that opportunities to work at the City are available to all is more important than ever.

The employment impacts of COVID-19, like the health impacts, fall most heavily on people of color, older workers, and people with disabilities, many of whom are women. Particularly in the context of the pandemic response, we urge the City to move as quickly as possible to implement our recommendations in a sequence and framework that is responsive to the community's needs.

This urgency is magnified by the rising calls for greater racial justice in the City and across the nation, and the need to address systemic biases and barriers in the workplace and the community. Our report identifies ways the City is already engaged in this work and the further work to be done. We hope this can serve as a model to other local governments in this critical time.

## ***Summary of Findings***

**The City of Cambridge has made a clear commitment to support DEI goals and principles and this project is the next phase of this work.** Even before launching this project, the City has made a serious commitment to diversity, equity, and inclusion, most recently through the Cambridge Antiracism Equity and Inclusion Initiative. Citywide work in this area includes expanding the role of the City's Office of Affirmative Action, first established in the 1980's, by establishing a Department of Equity and Inclusion. It also includes extensively training over 60 leaders across the City in identity awareness, structural racism and skill development, developing Leadership Expectations for Equity and Inclusion, and creating an Equity and Inclusion Steering Committee. The citywide Cambridge Antiracism Equity and Inclusion Initiative (CAEII) aims to "support the growth, skill-building and development of all City employees to cultivate an environment that reflects the values of equity and inclusion."

At the department level, notable initiatives include deep work on racial equity by the Department of Human Services Programs, and innovations in the Police Department – including the establishment of a Procedural Justice Unit and a Cadet program. This RHP project is another major step in



### City Workforce by Race and Ethnicity 2018-2020

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<i>American Indian/Alaska Native</i>	8	0.3%	10	0.4%	16	0.6%
<i>AAPI</i>	103	4.4%	118	4.9%	138	5%
<i>Black</i>	488	20.9%	520	21.5%	662	23.9%
<i>Latinx</i>	188	8%	184	7.6%	204	7.4%
<i>White</i>	1,445	61.8%	1,452	60%	1,593	57.4%
<i>Declined to Self-Identify</i>	108	4.6%	135	5.6%	162	5.8%
<b>Total</b>	2,340		2,419		2,775	

strengthening DEI, and an opportunity for the City to develop models for other local governments and organizations to follow.

**There is untapped potential to increase diversity in the City workforce.** Based on City employment data, the workforce identifies as 0.6% American Indian/Alaska Native, 5% Asian American and Pacific Islander (AAPI), 23.9% Black, 7.4% Latinx and 57.4% White, and 5.8% of employees declined to identify their race or ethnicity. Between 2018 and 2020, the proportion of American Indian/Alaska Native, AAPI and Black employees has increased, and the proportion of Latinx and White employees has decreased.<sup>1</sup> (In 2018, those percentages were 0.3% American Indian, 4.4% AAPI, 20.9% Black, 8% Latinx and 61.8% White.)

This data also shows that the City workforce is currently 47% female and 53% male, closer to female-male parity than in 2018, when it was 44% female

### City Workforce by Male and Female Representation 2018-2020

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<i>Female</i>	1,020	44%	1,045	43%	1,304	47%
<i>Male</i>	1,320	56%	1,374	57%	1,471	53%
<b>Total</b>	2,340		2,419		2,775	

and 56% male. (The City data is based on employee self-identification, which currently is limited to male or female only and does not permit individuals to identify as non-binary or other than male or female.)

We report some survey data from individuals with disabilities but did not have data to conduct hiring and other analysis based on disability or sexual orientation because the City does not currently collect or maintain such data.

**There is untapped potential in the current workforce.** Gender and racial diversity within the current City workforce varies widely across departments, and between the full-time and part-time workforce. The regular

### Regular Full-Time City Workforce ONLY

	# 2020	% 2020
American Indian/AK Native	5	0.3%
AAPI	60	3.9%
Black	263	17%
Latinx	111	7.2%
White	1,041	67.4%
Not Stated	64	4.2%
Total	1,544	

### Regular Full-Time City Workforce ONLY

	# 2020	% 2020
Female	521	34%
Male	1,023	66%
Total	1,544	

full-time workforce has a much higher proportion of White employees and a lower proportion of American Indian/ Alaska Native, AAPI, Black and Latinx employees than the workforce as a whole.

Representation of women in some departments is less than 10%, in others, women are a majority of all employees, but men make up 2/3 of regular full-time employees. Public Safety Departments have a much higher representation of White employees than all other departments and lower female representation than many. Departments with lower

### City Workforce by Gender and Functional Department Cluster Regular Full-Time Employees Only 2020

	Female		Male		Total
DHSP	166	77.21%	49	22.79%	215
Labor Services Depts. <sup>2</sup>	74	20.5%	287	79.5%	361
Prof. & Admin. Depts.	198	61.3%	125	38.7%	323
Public Safety Depts.	83	12.87%	562	87.13%	645
Total	521	36%	1,023	63%	1,544

### City Workforce by Race/Ethnicity and Functional Department Cluster Reg Full-Time Employees Only 2020

	Amer Ind/AK Native	AAPI	Black	Latinx	White	Declined to Self-Identify	Total
DHSP #	1	13	61	25	111	4	215
DHSP %	0.47%	6.05%	28.37%	11.63%	51.63%	1.86%	100%
Labor Svc #	4	8	68	27	237	17	361
Labor Svc %	1.11%	2.22%	18.83%	7.48%	65.65%	4.71%	100%
Prof Admin #	0	22	50	14	206	31	323
Prof Admin %	0%	6.81%	15.48%	4.33%	63.78%	9.6%	100%
Public Safety #	0	17	84	45	487	12	645
Public Safety %	0%	2.64%	13.02%	6.98%	75.5%	1.86%	100%
Total	5	60	263	111	1,041	64	1,544

### City Workforce Cambridge Residents by Race and Ethnicity All Employees 2018-2020

	Not Cambridge Resident		Cambridge Resident		Total
American Indian/Alaska Native	6	.31%	12	0.84%	18
AAPI	79	4.1%	99	6.9%	178
Black	327	16.95%	499	34.8%	826
Latinx	142	7.36%	121	8.44%	263
White	1,252	64.9%	611	42.61%	1,863
Declined to Self-Identify	123	6.38%	92	6.42%	215
Total	1,929	100%	1,434	100%	3,363

representation than the available workforce should be areas of focus for implementing recommendations; those that are exceeding are opportunities for leadership.

**There is untapped potential in the Cambridge community.** There are gaps in representation of women and people of color within the City workforce as compared to their representation among Cambridge residents and other city-level benchmarks – particularly for AAPI and Latinx representation. A higher proportion of individuals listing a Cambridge address identified as AAPI, Black or Latinx than those not listing a Cambridge address – both in the workforce as a whole and in the regular full-time workforce.

Women are underrepresented in the City of Cambridge's workforce compared to the City's gender demographics. This suggests an opportunity to recruit from City residents and increase diversity.

**There is untapped potential compared with benchmark cities.** Comparing demographics of the City workforce in Cambridge with other comparison cities and national benchmarks shows areas where Cambridge is leading and areas where there is room for improvement. For example, the City of Cambridge compares favorably to the City of Boston in terms of representation of People of Color (POC) in their respective workforces. Comparisons between the City of Cambridge and the City of Berkeley's workforce diversity suggest that there is still room for improvement at the City of Cambridge. Despite generally similar racial and ethnic demographics, the City of Berkeley's workforce has significantly greater representation of AAPI and Latinx employees. Identifying resources and strategies in these other jurisdictions could help Cambridge boost representation, although potential differences in laws and structures must still be accounted for.

## Workforce Demographics for the City of Cambridge and Benchmark Cities

	Cambridge All Employees (2020)	Cambridge Full-Time Employees (2020)	Boston, MA Proximal Benchmark (2020)	Berkeley, CA Peer Benchmark (2019)	Madison, WI University City Benchmark (2015)
<b>Total Employees</b>	2,775	1,544	8,885	1,315	3,701
<b>% Men</b>	53%	66.3%	64.9%	58.6%	68.3%
<b>% Women</b>	47%	33.7%	35.1%	41.4%	31.7%
<b>% White</b>	57.4%	67.4%	51.9%	39.8%	80.4%
<b>% POC</b>	36.8%	28.4%	46.3%	60.2%	15.3%
<b>% American Indian</b>	0.6%	0.3%	0.1%	0.5%	0.7%
<b>% AAPI</b>	5%	3.9%	6.1%	15.8%	2.3%
<b>% Black</b>	23.9%	17%	27.1%	22%	7.5%
<b>% Latinx</b>	7.4%	7.2%	13%	17.8%	3.1%
<b>% Two or More Races or Other</b>	—	—	—	4.1%	1.7%
<b>% Declined to Self-Identify Race</b>	5.8%	4.1%	1.8%	—	4.3%
<b>% Gap in POC Workforce Representation Compared to City Population</b>	-2.4%	-10.8%	-9.1%	+14%	-10.8%

Overall, the City compares favorably to Massachusetts and national-level benchmarks for ethnic and racial representation in its Police and Fire Departments but is below benchmark for gender representation among police officers and firefighters. POC representation among police officers is close to commensurate to Cambridge's overall population. Public safety employment practices are subject to significant restrictions due to Massachusetts state civil service laws.

### Existing trends are positive, but much more work remains to be done.

More recently hired employees are more racially and ethnically diverse

than longer-tenured employees and include a higher proportion of women. Those trends show the City is moving in the right direction, but Cambridge should expand its efforts and try new approaches.

Increasing outreach to people who live in and near the City of Cambridge, and finding ways to enable those who are already part of the City workforce to move to new positions, provides an available and accessible strategy to make those who work for the City more representative of the community they serve.



### City Workforce Race and Ethnicity of Recent Hires Regular Full-Time Employees 2020

	Hired more than 5 years ago		Hired less than 5 years ago		Total
American Indian/Alaska Native	0	0%	5	1.11%	5
AAPI	36	3.29%	24	5.35%	60
Black	178	16.26%	85	18.93%	263
Latinx	81	7.4%	30	6.68%	111
White	790	72.15%	251	55.9%	1,041
Declined to Self-Identify	10	0.91%	54	12.03%	64
<b>Total</b>	<b>1,095</b>	<b>100%</b>	<b>449</b>	<b>100%</b>	<b>1,544</b>

### City Workforce Gender of Recent Hires Regular Full-Time Employees 2020

	Hired more than 5 years ago		Hired less than 5 years ago		Total
Male	321	29.32%	200	44.54%	521
Female	774	70.68%	249	55.46%	1,023
<b>Total</b>	<b>1,095</b>		<b>449</b>		<b>1,544</b>

Based on our assessment, the City of Cambridge approaches this process with a number of strengths.

**City employees report high levels of job and career satisfaction and rate culture positively.** Of the employees who responded to our survey, more than 4 out of 5 full-time employees were satisfied in their current position, and almost 4 out of 5 part-time employees said the same.

- ▶ Two-thirds of full-time respondents are satisfied with opportunities to advance their careers.
- ▶ Seventy-seven percent of full-time respondents say they are likely to stay with the City for the next five years.
- ▶ Nearly four in five full-time survey respondents are satisfied with training

opportunities.

- ▶ Respondents gave culture and climate items highly positive ratings - between 84% and 94%.

#### Current Position Satisfaction for Full-Time Respondents

- Very Satisfied
- Satisfied
- Unsatisfied
- Very Unsatisfied



83%

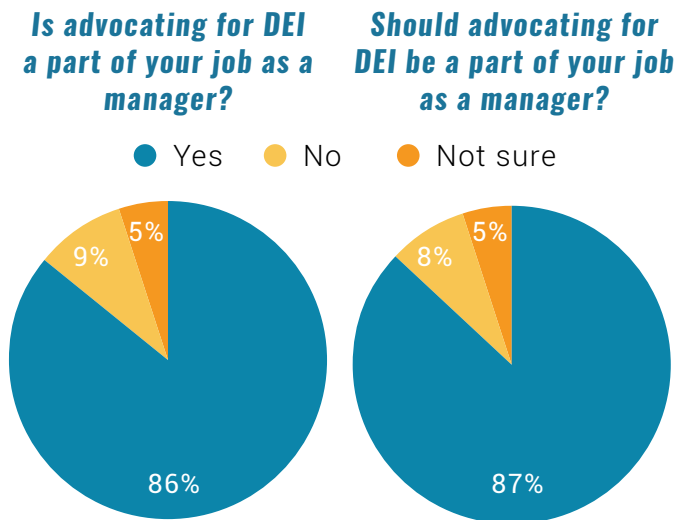
#### Current Position Satisfaction for Part-Time Respondents

- Very Satisfied
- Satisfied
- Unsatisfied
- Very Unsatisfied



77%

**Managers and supervisors are strongly committed to DEI**—over 85% of full-time management survey respondents believe that DEI is and should be a part of their job.



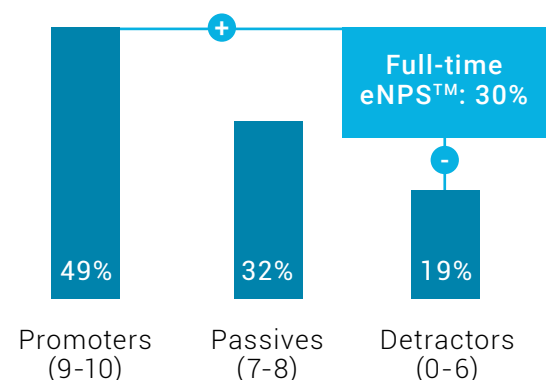
Additionally, 70% of full-time managers (including 75% of managers who are people of color), help the City recruit. Many managers also want more information on how to help.

**City employees overall are likely to recommend the City of Cambridge as a place to work.**

- ▶ General perceptions and sense of loyalty to the workplace are measured through an Employee Net-Promoter Score (eNPS™). The eNPS™ is an 11-point Likert-scale question that asks, "How likely are you to recommend the City as a place to work?"
- ▶ eNPS™ is calculated by subtracting the percent of detractors (respondents who select 0 to 6) from promoters (respondents who select 9 or 10).

The eNPS™ for FT survey respondents

**% of Full-time Respondents' Likelihood to Recommend the City of Cambridge as a Place to Work**



**City employees and managers are ready and able to help the City recruit.**

Survey results show that 57% of full-time respondents help the City recruit and many want more information on how to help.



is 30%, which compares favorably to the instrument's general benchmark of 30% for a strong rating.

This is particularly important given that personal networks and referrals are the second most frequently cited recruitment source in our survey.

**Cambridge already utilizes some key best practices related to recruitment, hiring and promotion.** Some City departments and leaders are already seeking to develop diverse candidate pools, use diverse interview panels and think creatively about recruiting and hiring, such as the Police Department's Cadet program. Others are developing career path approaches to advancement and working to move women and people of color into leadership roles. For example, the Department of Human Service Programs serves as a model to other departments for its intentional efforts to address racial justice and equity issues via ongoing discussions with

current employees about department culture, and actions like making efforts to modify job descriptions to include the ability to engage in meaningful racial justice work as a job qualification. These examples of key departments adopting effective strategies are promising steps that over the long term can help the City promote underrepresented groups into leadership positions and recruit diverse applicant pools for new positions.

### Our assessment also identified potential barriers to be overcome.

**There are a limited number of hiring and promotion opportunities available given overall workforce stability.** The City full-time workforce is relatively stable, with few employees departing and only about 100 new hires between January 2019 and January 2020.

Promotions are difficult to measure, but data, interviews and survey responses suggest a relatively small number of

### Hires into Part-Time and Temporary and Regular Full-Time Positions 2019-2020 by Race and Ethnicity

	Part-Time & Temporary Positions		Regular Full-Time Positions		Total	
Amer. Indian/AK Native	6	1.08%	1	0.99%	7	1.07%
AAPI	39	7.03%	4	3.96%	43	6.55%
Black	215	38.74%	20	19.8%	235	35.82%
Latinx	35	6.31%	12	11.88%	47	7.16%
White	214	38.56%	56	55.45%	270	41.16%
Not Stated	46	8.29%	8	7.92%	54	8.23%
Total	555	100%	101	100%	656	100%

### Hires into Part-Time and Temporary and Regular Full-Time Positions 2019-2020 by Gender

	Part-Time & Temporary Positions		Regular Full-Time Positions		Total	
Female	375	67.57%	42	41.58%	417	63.57%
Male	180	32.43%	59	58.42%	239	36.43%
Total	555	100%	101	100%	656	100%

opportunities for promotion each year. Although the trends are positive, the impact is small, so existing patterns of hiring and promotion are not currently leading to large changes in overall workforce diversity.

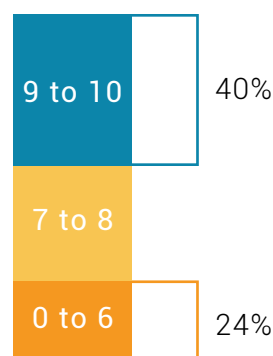
#### City recruitment, hiring and promotion practices lack consistency and support for DEI across and within departments.

We have applied what we term a "horizontal" and a "vertical" lens to our assessment and recommendations. Our "horizontal" evaluation considers trends, themes and opportunities across departments, while the "vertical" evaluation considers potential differences between specific departments.

The horizontal analysis identifies what is needed citywide and from key functions including Personnel and Equity & Inclusion. The vertical analysis identifies important differences by department and type of position, which can complicate citywide efforts.

Overall, we found that clearer guidance is needed, as well as a deep desire by many department heads for more

### Quality of the Feedback Received from Manager

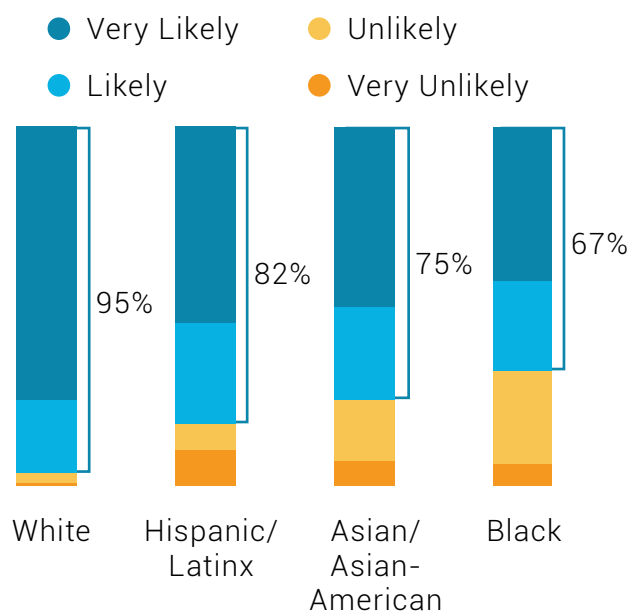


information and support. And while a lack of openings was the most frequently identified obstacle, some survey respondents identified perceived preferential treatment, access to information, and lack of incentives as barriers to applying for better jobs. One in four full-time survey respondents believe that the quality of feedback from their managers could be significantly improved.

Existing good practices that advance DEI should be more widely known and more consistently applied across departments.

**Some key measures of culture and climate that can affect recruitment, hiring and promotion show differences by demographics.** The experiences of current employees affect whether

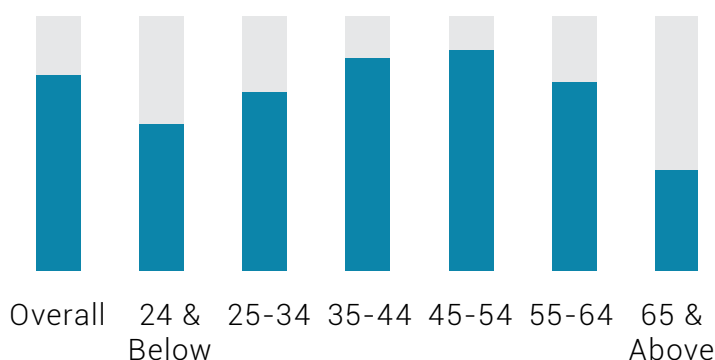
### % of Full-Time Respondents Likely to Stay at the City in the Next 5 Years



easier time attracting and retaining a diverse workforce. Among our survey respondents, likelihood of retention varied significantly by race/ethnicity (Black full-time employees were less likely to stay than White counterparts and there were also differences for AAPI and Latinx employees.)<sup>3</sup> Retention also varied to a lesser extent by age cohort.

Women, Black employees and part-time workers were less likely to recommend the City as a place to work. Black full-time employees were satisfied overall in their current jobs but less satisfied than White employees.

### % of Full-Time Respondents Likely to Stay at the City in 5 Years



### Selection criteria and job competencies may be a significant hindrance to greater equity in hiring and promotion.

In many cases, City jobs are subject to state mandates such as civil service laws, collective bargaining requirements, and other legal and policy requirements that prescribe criteria, tests, procedures, and selection preferences. In other cases, including in Civil Service positions filled through Labor Service license requirements, prior experience and degree requirements may be out of date and may unnecessarily limit the potential applicant pool – especially where alternative qualifications and on the job training are appropriate modifications.

and how they encourage others to apply, whether they believe applying for advancement is worthwhile or desirable, and how long they decide to stay in the workplace. Workplaces where women and people of color, individuals with disabilities, and workers of all ages feel included – and believe they have fair opportunities – are workplaces that will have an



## ***Summary of Recommendations***

**There are meaningful ways the City can reduce barriers and increase opportunities through best and promising practices.**

### **1 Leverage Existing Internal Resources and a Diversity, Equity, and Inclusion (DEI) Lens to Build Stronger and More Standardized Recruitment, Hiring and Promotion Policies and Practices Applicable Across the City.**

- 1.1** Clarify and commit to consistent, structured selection processes based on DEI best practices, such as the existing “Employment Process for Professional and Management Positions” policy.
- 1.2** Emphasize the importance of consistent, structured recruitment and hiring processes – and engage the strong existing commitments to DEI – through training and tools that reinforce the City’s expectations.
- 1.3** Formally engage developing leaders from existing DEI professional development and committee work, and City subject matter experts, in the operational aspects of recruiting, hiring and promotion.
- 1.4** Build on existing DEI principles that apply to some City screening procedures to ensure diverse

selection and interview panels when filling positions internally or externally.

### **2 Attract and Cultivate a More Representative Workforce Through Updated Selection Criteria and Procedures.**

- 2.1** Ensure that position descriptions, prior experience and degree requirements, job competencies, and hiring criteria screen for job-related skills and abilities, appeal to diverse candidates, and do not create unnecessary barriers to the pursuit of talented diverse internal or external candidate pools.
- 2.2** Where feasible, consider modifying prior experience requirements that may limit the applicant pool and invest in on-the-job training and pre-employment training programs.
- 2.3** Ensure that job announcements describe positions and criteria in ways that maximize the ability to attract qualified diverse internal and external applicants.
- 2.4** Incorporate DEI skills into required job competencies and hiring criteria.
- 2.5** Institute a “diverse slate” policy with clear expectations of what a “diverse slate” means and what is expected.
- 2.6** Analyze each step of the recruitment and selection processes to enable

Cambridge to move quickly to avoid losing candidates, while also ensuring diversity in the pool and interview slate.

- 2.7 Ensure that applicant screening and selection are based on fair assessment of job competencies.
- 2.8 Work with departments to develop options for ways to balance requirements relating to veteran preference, city residence, civil service laws, and collective bargaining agreements with the City's ability to develop candidate pools to increase racial, ethnic, national origin, and gender diversity of the workforce.
- 2.9 Ensure the application process is more accessible and consider more flexible hiring for people with disabilities.
- 2.10 Engage department leadership to develop models based on how other cities and communities have successfully increased representation of women and people of color.

### **3 Expand the City's Ability to Promote Opportunities and Connect with a Broader Pool of Talent.**

- 3.1 Create job-specific recruiting strategies to intentionally generate diverse, qualified pools of candidates.
- 3.2 Build more long-term relationships with pipeline programs and affinity groups that can assist in attracting diverse, qualified candidates for open positions.
- 3.3 Strengthen tools and resources to ensure that recruiting is a proactive, regular activity.
- 3.4 Leverage opportunities to recruit diverse applicant pools from the current City workforce, the City of Cambridge and the Greater Boston area.
- 3.5 Better utilize technology across the City to increase outreach and support recruitment, hiring and promotion.



## **4 Reimagine Opportunities for Advancement and Development.**

- 4.1** Make every opportunity for advancement count, by ensuring the proactive processes for strengthening DEI and reducing bias in hiring also apply to openings for competitive promotion.
- 4.2** Consider when career ladders and other noncompetitive promotions and rotational assignments are an appropriate way to support retention and development of a diverse workforce.
- 4.3** Provide more opportunities for employee-focused talent and skills development through training, mentoring, and effective feedback.

## **5 Use Metrics and Reporting on Recruitment, Hiring and Promotion to Support Implementation of these Recommendations and Ensure Ongoing Accountability Through Greater Transparency.**

- 5.1** Update tools and protocols to collect the data needed to monitor implementation of recruitment, hiring and promotion practices, including with respect to race, ethnicity, gender, gender identity, sexual orientation, disability and veterans' status.
- 5.2** Align Affirmative Action, Inclusion &

Equity, and DEI goals and measures to support ongoing oversight.

- 5.3** Continue and expand the City's Data Dashboard.

## **6 Expand the Commitment to DEI Across City Roles and Responsibilities.**

- 6.1** Ensure leadership frequently expresses the value of diversity and inclusion as strengths for enhancing service to the Cambridge community.
- 6.2** Reinforce that the commitment to diversity, equity, and inclusion is everyone's responsibility, and a key element of each job in the City.
- 6.3** Map diversity and inclusion efforts to expressly align with Cambridge's culture of customer service and to build market trust and societal trust.

## **7 Strengthen City Infrastructure that Supports Recruitment, Hiring and Promotion to Better Implement These Recommendations for the Written DEI Workplan.**

- 7.1** Enhance the Mission, Vision and Goals for the Personnel Department.
- 7.2** Establish a "Talent Officer" role through a new or existing position to lead internal and external talent development programs, building

and growing the workforce from all communities.

**7.3** Ensure there is a full-time analyst position dedicated to the work of the Office of Equity & Inclusion, to support the data collection and reporting necessary to provide accountability.

**7.4** Ensure there are up to two full-time employees to focus on recruitment plans, the hiring process, and promotion, to better support hiring teams.

**7.5** IT and Personnel should continue to work together to implement a Talent Management System across all departments.

**7.6** In conjunction with the new IT system, improve capability for tracking of candidates' interest, hiring processes, and promotion across departments to support recruiting and hiring of diverse workforce.

**7.7** Evaluate the options for getting help with problems at work, based on recommended best and promising practices for harassment prevention.

## **8 Engage City and Department Leadership in a Plan to Implement These Recommendations.**





## Part 1:

# Project Background & Methodology

## 1.1 Project Scope

We have been asked to conduct an independent, external evaluation of the City of Cambridge's structure, practices, policies and culture as they relate to recruitment, hiring and promotion – and to make recommendations on where the City can improve. The evaluation does not include the City of Cambridge School Department.

In response to the City's October 2018 Request for Proposals **RFP for File no. 8148A: Diversity, Equity and Inclusion: A Workforce Plan for Recruitment, Hiring and Promotion**, we were selected to conduct a comprehensive, multi-method approach to evaluating recruitment, hiring and promotion practices for the City of Cambridge, including (1) staff interviews from all departments (except the School Department) using a cross-diagonal approach and an information gathering phase, and (2) a policies/process review. We proposed to use that information, in partnership with City leaders and staff, to develop a customized, accountable and sustainable program for workplace

equity and inclusion grounded in research and experience with what works.

This report provides the required trend analysis report on our assessment findings, and our recommendations for addressing challenges to diversity, equity and inclusion in the City's recruitment, hiring and promotion processes and programs. We will use those recommendations, along with an implementation timetable, a mapping of roles and responsibilities, and an accountability framework, to create the final project deliverable – a written DEI workplan that provides a roadmap for all City recruitment, hiring and promotion efforts.

The City of Cambridge has made clear its “commitment to recruiting, hiring, developing and promoting a diverse workforce that mirrors the people who live and do business in the City of Cambridge.”<sup>4</sup> The City's intent to formally evaluate its current recruitment, hiring and promotion practices, and create a strategic plan to carry out its commitment to a diverse workforce, is one of the most effective ways to increase diversity, equity and inclusion (DEI) in the workplace.



We used the City's definitions of Diversity, Equity and Inclusion for this project, as provided by Betsy Allen, Director of Equity & Inclusion:

- ▶ **Diversity** is the mosaic of people who bring a variety of backgrounds, perspectives, values and beliefs as assets to groups and organizations in which they interact.
- ▶ **Equity** is the presence of impartial access to opportunities, resources and supports and the absence of disparities, biases and barriers that are systematically associated with social and historical advantage and disadvantage.
- ▶ **Inclusion** is the act of creating environments in which any individual or group can be and feel welcomed, respected, supported, and have unobstructed access to participation. An inclusive and welcoming climate embraces differences and values all people in words and in actions.

The City used a competitive bidding process to hire experienced outside experts to lead this process in partnership with City officials. Working IDEAL and its partners in this project specialize in diversity, inclusion, and equity assessments and advising on recruitment, hiring and promotion. We bring a deep understanding of the law, data analysis, workplace practices, and applied social science literature, as well

as public engagement, training, and development. A full description of the team and our background is included as Appendix 1.

## **1.2 Data Sources and Methods**

Working IDEAL collected qualitative and quantitative data on the background and experience of full-time and part-time employees at the City of Cambridge as well as the City's practices regarding recruitment, hiring and promotion – and measures of culture and climate as they impact the pipeline for recruitment, hiring and promotion.

Specifically, the Working IDEAL team gathered from three sources:

1. Interviews with the head of each City Department, and additional focused conversations on personnel practices;
2. An anonymous voluntary online survey, open to all current employees; and
3. Current and archived City policies and workforce data held by the City of Cambridge.

In analyzing this data, we applied a broad framework, grounded in the applicable research literature, and social science research methods and data analysis best practices.

We sought to understand how the City's organizational culture, process, structures and practices relate to outcomes and experiences for different groups in the workplace as they relate to recruitment, hiring and promotion. Specifically, we looked for major patterns, clusters, and trends across the data, paying particular attention to experiences, issues and concerns that were shared by five or more respondents through the survey data, and the experiences of members of historically underrepresented racial and ethnic groups.<sup>5</sup> We also considered identity characteristics that have been shown to be markers of inequality in the workplace.<sup>6</sup>

We did have data limitations that impacted our ability to understand identity as broadly as we wished. For example, the Cambridge workforce data is limited to binary self-identification of gender as female/male, and we could not always conduct a fully disaggregated analysis of race and ethnicity, or a meaningful intersectional analysis.<sup>7</sup> We report some survey data from individuals with disabilities but did not have data to conduct hiring and other analysis based on disability or sexual orientation because the City does not currently collect or maintain such data.

We then aligned insights from our analysis to identify key themes, and craft tailored recommendations for the

City to realize its goals for an inclusive workplace. Ultimately, we were able to obtain sufficient information to reach the conclusions set forth in the findings section of this report, and to support the recommendations that follow.

Our process is affected by who chose to participate, so our findings have certain gaps and limitations that affect how strongly we can draw conclusions about the City workforce as a whole. We focused on themes and trends across the information we gathered. We considered what voices were absent and other possible sources of non-response bias. We have included notations in any place where we were less certain about our conclusions, or where we believe further review is needed.

This project was not a process to report individual complaints and the Working IDEAL team did not conduct any investigations of particular complaints or individual issues. Any individual experiences and comments gathered through interviews or the survey have not been shared with the City and remain confidential.<sup>8</sup> Instead, key takeaways from these anecdotal accounts informed the findings and recommendations.

### **1.3 Department-Level Interviews and Written Questionnaires**

Our team conducted approximately 35 in-person interviews with the heads of City departments between February and June of 2019.<sup>9</sup> The conversations covered a set of standard topics, including:

- ▶ Leadership and organizational structure;
- ▶ Summary of the employees and positions, and diversity of the department workforce, including strengths and areas for improvement;
- ▶ How personnel practices are implemented at the department level;
- ▶ Any past successful experiences in implementing DEI initiatives;
- ▶ Recruitment practices and sources, including any programs to recruit individuals from diverse backgrounds and experiences;
- ▶ Hiring practices, including applicable policies and City resources, requirements applicable to and support for hiring managers, and any standard interview practices;
- ▶ Professional development opportunities for employees in the department;
- ▶ Promotion practices, including how promotions are advertised, selection practices, opportunities for competitive

or non-competitive advancement;

- ▶ Any specific practices based on labor service, civil service and/or public safety requirements;
- ▶ Any aspect of recruitment, hiring and promotion that is a particular challenge for the department;
- ▶ Recordkeeping practices with respect to recruitment, hiring and promotion;
- ▶ DEI practices, including training, affinity groups, development and implementation of the affirmative action plan; and
- ▶ Any identified barriers or challenges to recruiting, hiring, and promoting a diverse workforce.

We also provided an opportunity for departments to provide additional information via written questionnaires. Four departments provided additional information in writing.

### **1.4 Online Survey**

We conducted a voluntary, anonymous online survey from October 22 to November 22, 2019. We invited all current City employees to participate, by sending multiple emails to anyone with a City of Cambridge email address, and by distributing postcards and flyers promoting the survey throughout the workplace. We also conducted onsite visits during which we did a

walk-through of all City buildings to further publicize the survey and answer questions, and we arranged selected drop-in sessions where we provided devices to take the survey. Departments also conducted their own outreach to promote the survey, and the City provided a number of computer workstations for individuals to use. Individuals could take the survey on a computer, phone or tablet, at work or at home, and in English or in Spanish.

The survey included seven sections covering the following topics:

- ▶ About You (respondent's job and demographic information)
- ▶ Recruitment and Hiring
- ▶ Advancement and Promotion
- ▶ Retention and Development
- ▶ Management Staff Perceptions
- ▶ Culture and Climate and Impact on the Pipeline
- ▶ Getting Help at Work

**Survey response rates compared favorably to federal benchmarks**

In all, 1,049 individuals attempted the survey and 896 respondents completed the core demographic and background information required to derive insights from their later responses. A total of 824 respondents completed the survey in its entirety. We sent invitations to a

total universe of 1,593 individuals with a City email address, and we conducted outreach to a total of 2,247 employees. The 896 useable responses represent 56% of the 1,593 invited participants, and these responses accounted for 40% of total City employees (indicated by the yellow highlighted cells in Table 1). These response rates compare favorably to the Federal Employee Viewpoint Survey, a well-developed annual government workplace survey that reported a response rate of 42.6% in 2018.<sup>10</sup>

**Table 1. Total Responses**

	Number	% of Employees with Email	% of Total Employees
Total Attempted	1049	63%	47%
Total Usable	896	56%	40%
Total Completed	824	52%	37%

Federal Employee Viewpoint Survey: 42.6%

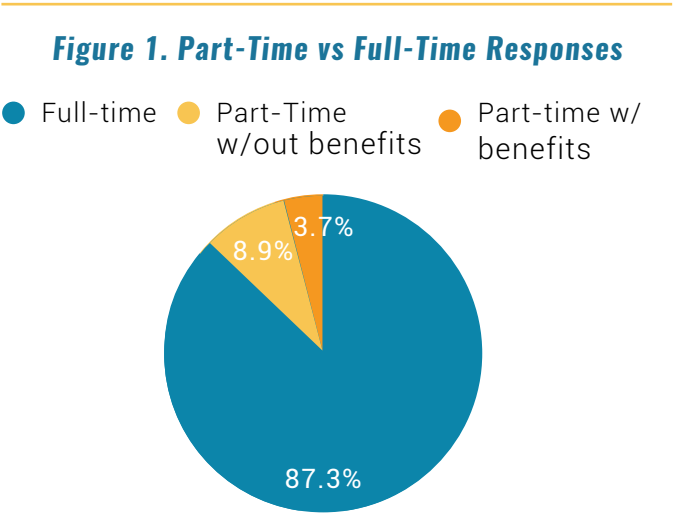
**Response Rates by Characteristics**

We identified differences in response rates by characteristics. Table 2 shows response rates by respondents' employment characteristics (e.g., supervisory role, employment status) and demographics (e.g., race, gender). Forty-four percent of the total respondents were managers. Eighty-seven percent were full-time employees, who were overrepresented in the survey compared to the proportion of full-time employees in City's workforce (67%), and 13% of

respondents were part-time employees, who were underrepresented in the survey, accounting for 33% of the workforce (see Figure 1 for response rates by full- and part-time status). We conducted survey analysis separately for the part-time and full-time workforce.

Demographically, 60% of total respondents identified as White, and 14% identified as Black. Latinx and AAPI respondents accounted for 6% of survey respondents each, and American Indian/Alaska Native and

Middle Eastern/N. African accounted for 1% of total respondents each.



**Table 2. Response Rates by Characteristics**

	# of Survey Responses	% of Workforce	% of Total Survey Responses	Survey Response Rate
<b>Managers</b>	391	N/A	44%	N/A
<b>Full-Time</b>	781	67%	87%	56%
<b>Park-Time</b>	115	33%	13%	13%
<b>Part-Time No Benefits*</b>	78		9%	
<b>White</b>	538	60%	60%	37%
<b>Latinx</b>	52	7.6%	6%	28%
<b>Black</b>	129	21.5%	14%	25%
<b>AAPI</b>	49	5%	5%	42%
<b>Amer. Indian/Alaska Native</b>	6	<1%	1%	N/A
<b>Middle East/N. African</b>	6	N/A	1%	N/A
<b>Other</b>	9	N/A	1%	N/A
<b>Declined to Self-Identify</b>	108	N/A	12%	N/A
<b>Female</b>	429	43%	48%	41%
<b>Male</b>	381	57%	43%	20%
<b>Other</b>	12	N/A	1%	N/A
<b>Declined to Self-Identify</b>	69	N/A	8%	N/A

\*Subset of all part-time answers



Respondents who identified as Black and Latinx were underrepresented in survey responses compared to the demographic composition of the City's workforce. (In 2019, 21.5% of the City's workforce identified as Black, and 7.6% identified as Latinx). However, it is important to note that 12% of total respondents chose to not identify as any race. We believe that the perspectives of some Black, Latinx, and other employees of color may be captured in the surveys of respondents who did not identify by race.

Forty-eight percent of total respondents identified as female, and 43% as male. An additional 9% of respondents chose not to identify as male or female or indicated a non-binary gender identity. The response rate for males (20%) was lower than the response rate for females (40%).

## Department-Level Survey Responses

Table 3 lists the number of responses by each of the City's departments. Departments with less than five employees are listed under "Groupings less than five." Most respondents chose to identify the department in which they work — only 50 respondents chose to not indicate their department. The column titled "% of Total" shows the percentage of total responses that came from each department. The departments with the fewest employees (Arts Council, Human Rights, Historical Commission, and Law) generally had the highest response rates. Five departments had response rates below 37% (Fire, Human Services, Police, Public Works, and Traffic, Parking & Transportation).



**Table 3. Responses by Department**

	<b>Total Employees</b>	<b># on Email List</b>	<b>Total Surveys Received</b>	<b>% of Email List</b>	<b>% of Total</b>
<b>Groupings less than five</b>	50	43	30	70%	60%
<b>Arts Council</b>	9	9	9	100%	100%
<b>Assessing</b>	16	16	13	81%	81%
<b>Executive Department</b>	19	19	13	68%	68%
<b>City Council</b>	2	18	7	39%	*
<b>Community Development</b>	81	74	55	74%	68%
<b>Electrical</b>	13	13	5	38%	38%
<b>Emergency Communications</b>	44	57	35	61%	80%
<b>Finance</b>	24	39	16	41%	67%
<b>Fire Department</b>	281	287	72	25%	26%
<b>Historical Commission</b>	8	9	7	78%	88%
<b>Human Rights</b>	5	5	5	100%	100%
<b>Human Services</b>	650	318	183	58%	28%
<b>Information Technology</b>	52	38	19	50%	37%
<b>Inspectional Services</b>	30	29	13	45%	43%
<b>Law</b>	14	13	12	92%	86%
<b>Library</b>	125	118	88	75%	70%
<b>License Commission</b>	11	10	9	90%	82%
<b>Mayor's Office</b>	6	8	5	63%	83%
<b>Personnel</b>	13	10	8	57%	62%
<b>Police Department</b>	370	313	106	34%	29%
<b>Public Works</b>	247	238	77	32%	31%
<b>Purchasing</b>	9	10	6	60%	67%
<b>Traffic, Parking &amp; Transp.</b>	86	47	26	55%	30%
<b>Water</b>	64	41	27	66%	42%
<b>No answer/Not listed</b>	—	—	50	—	—
<b>Total</b>	2,244	1,669	896	54%	37%

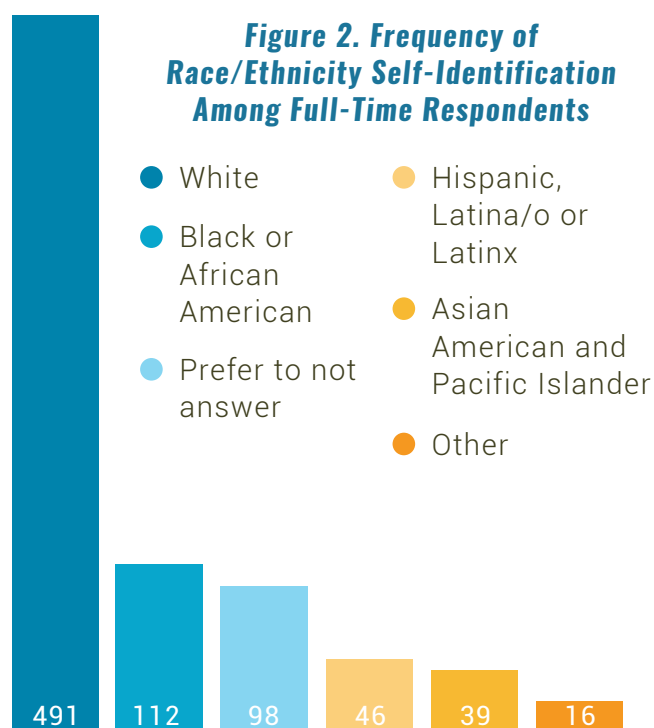
## Additional Detail on Full-Time and Part-Time Respondents

This section separately analyzes data collected from full-time respondents and from part-time respondents. For each question, respondents were given categories to choose from, a write-in option to write their own response, and an option to decline to self-identify.

- ▶ Sixty-one percent of full-time respondents identified as White compared with 46% of part-time respondents.
- ▶ Full-time findings in this report that disaggregate based on race and ethnicity are based on small numbers for Latinx (6%, n=46) and AAPI (5%, n=39).
- ▶ Thirteen percent of full-time respondents and 9% of part-time respondents declined to indicate their ethnic or racial identity.
- ▶ Women were over-represented among both full-time and part-time respondents.
- ▶ City of Cambridge residents were a slightly smaller proportion of full-time and part-time survey respondents than their representation in the employee workforce data.

## Full-Time Respondents by Ethnicity and Race

We asked full-time respondents to identify their race. Of full-time respondents, 491 identified as White, 470 of whom did not select any other race. The remaining 21 respondents selected one or more races in addition to White. One hundred twelve respondents identified as Black or African-American, 46 identified as Hispanic, Latina, Latino, or Latinx, and 37 identified as Asian or Asian-American. Sixteen respondents identified as American Indian or Alaska Native, Middle Eastern or North African, and Native Hawaiian or Pacific Islander. Ninety-eight respondents declined to identify their race. For the survey, we listed race and ethnicity categories using the broadest possible terminology



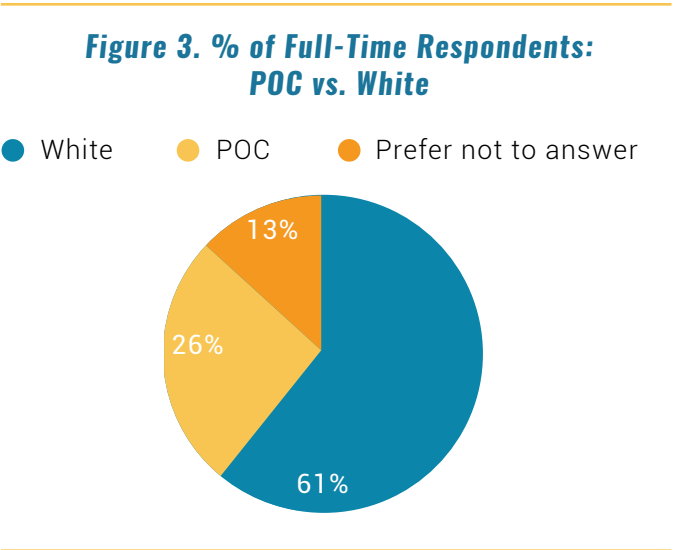
to ensure accurate self-identification. For purposes of this report, we report data under the categories of American Indian/Alaska Native, AAPI, Black, Latinx, White and Declined to Self-Identify.<sup>11</sup>

**People of Color (POC) Full-Time Respondents and White Full-Time Respondents**

Using the data above, we examined the survey respondents in terms of White full-time employees and full-time employees who identified as people of color (POC). Respondents who identified as more than one race were categorized as POC. Respondents who identified only as White made up 61% of total full-time respondents. People of color comprised 26% of total full-time respondents and 13% of full-time respondents chose to not identify.

**Part-Time Respondents by Ethnicity and Race**

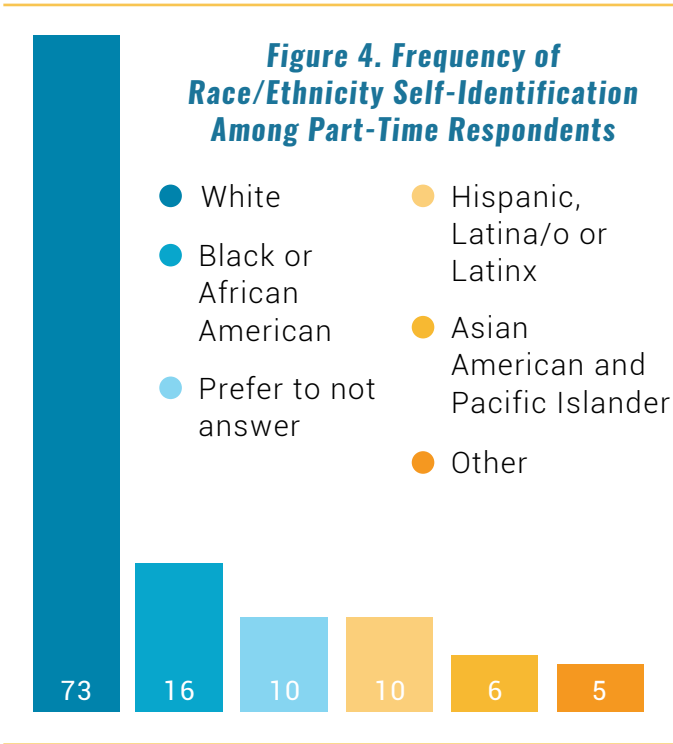
We asked part-time respondents to



identify their race. Seventy-three respondents identified as White, 68 of which did not select any another race. The remaining five respondents selected one or more races in addition to White. Sixteen respondents identified as Black or African American, 10 identified as Asian or Asian-American, and 6 identified as Hispanic, Latina, Latino, or Latinx. Five respondents identified as American Indian or Alaska Native, Middle Eastern or North African, and Native Hawaiian or Pacific Islander. Ten respondents declined to identify a race.

**People of Color (POC) Part-Time Respondents and White Part-Time Respondents**

We examined part-time survey data by comparing the responses of part-time employees who identified as people of



color (POC) with those who identified as White. Respondents who identified as more than one race were categorized as POC. Respondents who identified as White comprised 61% of total part-time respondents. POC comprised 30% of total part-time respondents. Nine percent of total part-time respondents chose to not identify their ethnic or racial identity.

Figure 5. % of Part-Time Respondents: POC vs. White

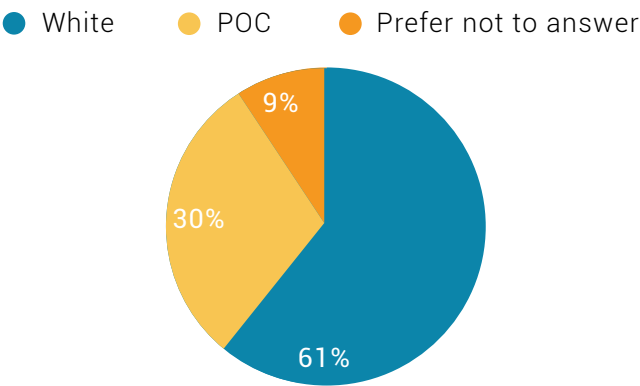
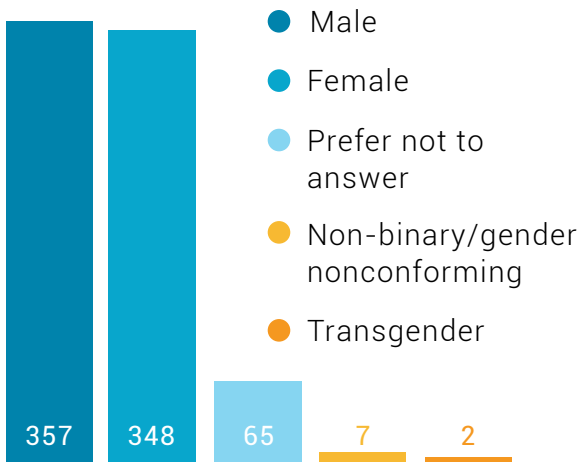


Figure 6. Frequency of Gender Self-Identification Among Full-Time Respondents



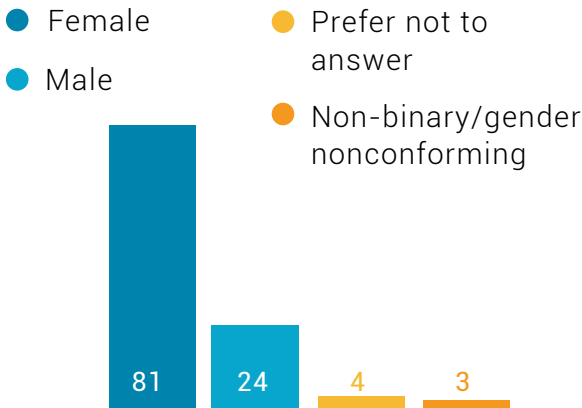
Full-Time Respondents by Gender

Figure 6 shows the frequency of gender self-identification among full-time employees. About equal numbers of respondents identified as male (357) and female (348), however, because the full-time workforce is two-thirds male (66%), females are overrepresented in the survey responses, while males are underrepresented. Seven respondents that identified as more than one gender, or no gender, were categorized as non-binary and gender nonconforming. Two respondents identified as transgender and 65 respondents chose not to identify their gender.

Part-Time Respondents by Gender

The following chart shows frequency of gender self-identity among part-time employees. Eighty-one part-time respondents identified as female, 24 identified as male, and 3 identified as non-binary/gender nonconforming.

Figure 7. Frequency of Gender Self-Identification Among Part-Time Respondents





Four respondents declined to identify a gender. In contrast to the full-time workforce that is predominantly male at 66%, the part-time workforce is only 38% male, but response rates for the part-time workforce were still proportionally higher for women.

**Full-Time Respondents by City Residence and Background**

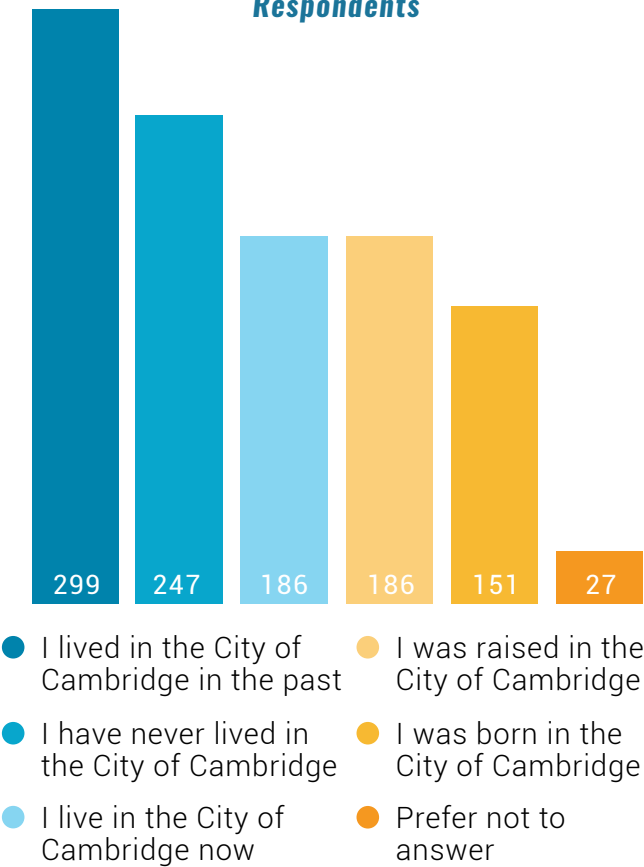
Respondents were asked if they currently, or ever, have lived in the City of Cambridge. Respondents were able to select more than one option. Two-hundred ninety-nine respondents reported living in the City of Cambridge

in the past, 186 reported living in the City now, 186 reported they had been raised in the City, and 151 reported being born in the City. Two-hundred forty-seven respondents reported they had never lived in the City of Cambridge and 27 declined to answer. Overall, two-thirds of respondents have a connection to Cambridge, one-third have never lived in Cambridge, and 24% of respondents are current residents.

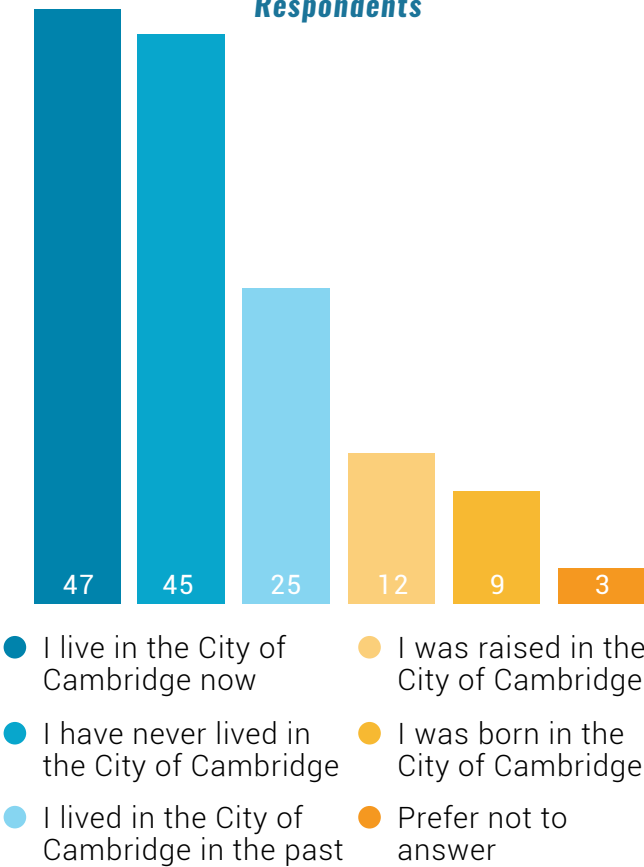
**Part-Time Respondents by City Residence and Background**

Respondents were asked if they had ever lived in the City of Cambridge

*Figure 8. Frequency of Responses for City of Cambridge Residence Among Full-Time Respondents*



*Figure 9. Frequency of Responses for City of Cambridge Residence Among Part-Time Respondents*



and were given the option to select more than one response. Forty-seven respondents reported living in the City of Cambridge now, 45 reported never living in the City, 25 reported living in the City in the past, 12 reported being raised in the City, and 9 reported being born in the City. While 24% of full-time respondents currently live in the City, almost double (42%) of part-time respondents are current Cambridge residents.

As shown in the following section, Background on the City Workforce, about 43% employees show an address in the City of Cambridge on the City database, and about 38% of regular full-time employees show an address in the City of Cambridge on the City database, higher percentages than our survey respondents.

## 1.5 Workforce Data Analysis

To conduct the Workforce Data Analysis, we obtained three snapshots of the City workforce, one as of January 1, 2018, one as of January 1, 2019 and one as of January 1, 2020. The workforce data included data on each employee related to their position (job code, title, department, and EEO-4 category), hire, rehire and service dates, demographics including race or ethnicity and gender, scheduled hours, hourly rate, and whether they are regular or temporary.

Working IDEAL consolidated the three snapshots to create a single data file, and applied the following rules in coding the data:

- 1. Full-time regular employees.** Anyone reported as working 35 or more hours a week was coded as a full-time employee. Full-time regular employees are anyone reported as working 35 or more hours a week and who was also coded as Regular and not Temporary in that year.
- 2. Hires.** Any individuals who appear in the 2019 snapshot and not the 2018 snapshot are coded as 2019 hires. Any individuals who appear in the 2020 snapshot and not the 2019 snapshot are coded as 2020 hires.
- 3. Promotions.** Any individuals with a change of job code and a pay increase of at least 5% between 2018 and 2019 are coded as 2019 promotions. Any individuals with a change of job code and a pay increase of at least 5% between 2019 and 2020 are coded as 2020 promotions.
- 4. Attrition (separations or terminations).** This includes separation or termination of employment for any reason, including resignations. Any individuals who appear in the 2018 snapshot and not the 2019

snapshot are coded as 2019 separations. Any individuals who appear in the 2019 snapshot and not the 2020 snapshot are coded as 2020 separations.

5. **Tenure.** Tenure was calculated based on service date.

6. **Department and function aggregation.** In conducting department-level analysis, we combined employees of any departments with 10 or fewer employees into a single “Small Department” grouping, and any employees of Commissions into a single “Commission” grouping.<sup>12</sup> We also created functional clusters:

- ▶ Public Safety includes Emergency Communications, Fire and Police

- ▶ Labor Service includes Electrical, Public Works, Traffic, and Water
- ▶ Human Services Programs is not combined with other departments
- ▶ Professional and Administrative includes all other departments that are not included in Public Safety, Labor Service or Human Services Programs

In the analyses below, we report the demographics of the workforce in each year (2018, 2019, and 2020), and a description of the workforce demographics by department, by employee tenure and by Cambridge residence. We also analyze hiring, promotion and attrition data, analyzed by demographics, tenure, and aggregated functional clusters.



## Part 2:

# Background on Cambridge Workforce and Personnel Practices

## 2.1 Demographics of the City Workforce

### Full-time and Part-time, Regular and Temporary Employees

The City of Cambridge has both regular and temporary, and full-time and part-time employees. Part-time employees include “benefits-eligible” employees, and a larger number of non-benefits eligible part-time employees, who are classified as “temporary” in the data.

Based on the records in the City’s Human Resources Information Systems (HRIS) database, the City workforce has increased between 2018 and 2020, but much of the increase has occurred in the temporary part-time workforce. The temporary part-time workforce includes a number of individuals hired in the Elections and Human Services Program Department. We also understand

from the Personnel Department that a number of the records of employees in part-time positions, particularly those in non-benefits eligible part-time positions, may not accurately reflect the total number of employees.

### Workforce by Gender

Based on the HRIS data, the City workforce is currently 47% female and 53% male, closer to female-male parity than in 2018 when it was 44% female and 56% male. The HRIS data is based on employee self-identification, which currently is limited to male or female only and does not permit individuals to identify as non-binary or other than male or female.

However, the representation of women changes substantially when looking only at the regular full-time workforce. Among regular full-time employees,

**Table 4. City Workforce by Full-Time and Part-Time, Regular and Temporary Status 2018-2020**

	Regular 2018	Temp 2018	Total 2018	Regular 2019	Temp 2019	Total 2019	Regular 2020	Temp 2020	Total 2020
<b>Full time</b>	1,489	95	1,584	1,518	93	1,611	1,544	118	1,662
<b>Part time</b>	203	553	756	212	596	808	233	880	1,113
<b>Total</b>	1,692	648	2,340	1,730	689	2,419	1,777	998	2,775

**Table 5. City Workforce by Male and Female Representation 2018-2020**

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<b>Female</b>	1,020	44%	1,045	43%	1,304	47%
<b>Male</b>	1,320	56%	1,374	57%	1,471	53%
<b>Total</b>	2,340		2,419		2,775	

**Table 6. Regular Full-Time City Workforce by Gender 2018-2020**

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<b>Female</b>	494	33%	505	33%	521	34%
<b>Male</b>	995	67%	1,013	67%	1,023	66%
<b>Total</b>	1,489		1,518		1,544	

only one-third are women, and the proportion is fairly stable between 2018 and 2020.

## Workforce by Race and Ethnicity

Based on the HRIS data, the 2020 City workforce identifies as 0.6% American Indian, 5% AAPI, 23.9% Black, 7.4% Latinx and 57% White, and 5.8% of employees declined to identify their race or ethnicity. Between 2018 and 2020, the

proportion of American Indian/Alaska Native, AAPI and Black employees has increased, and the proportion of Latinx and White employees has decreased.

The HRIS data is based on employee self-identification, which includes a set of standard race and ethnicity categories based on those used for the federal EEO-4 Reports. The EEO-4 reports are collected by the U.S. Equal Employment Opportunity Commission from states and localities.<sup>13</sup> For purposes of our report and analysis, we have aligned the categories with the ones used in the survey analysis.

The demographics of the total employee population are different than the regular full-time workforce. The regular full-time workforce has a much higher proportion of White employees and a lower proportion of American Indian/Alaska Native, AAPI, Black and Latinx employees than the workforce as a whole.

**Table 7. City Workforce by Race and Ethnicity 2018-2020**

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<b>American Indian/Alaska Native</b>	8	0.3%	10	0.4%	16	0.6%
<b>AAPI</b>	103	4.4%	118	4.9%	138	5%
<b>Black</b>	488	20.9%	520	21.5%	662	23.9%
<b>Latinx</b>	188	8%	184	7.6%	204	7.4%
<b>White</b>	1,445	61.8%	1,452	60%	1,593	57.4%
<b>Declined to Self-Identify</b>	108	4.6%	135	5.6%	162	5.8%
<b>Total</b>	2,340		2,419		2,775	



**Table 8. Regular Full-Time City Workforce by Race and Ethnicity 2018-2020**

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
<i>American Indian/Alaska Native</i>	3	0.2%	4	0.3%	5	0.3%
<i>AAPI</i>	50	3.4%	57	3.8%	60	3.9%
<i>Black</i>	242	16.3%	255	16.9%	263	17%
<i>Latinx</i>	102	6.9%	104	6.9%	111	7.2%
<i>White</i>	1,050	70.5%	1,042	68.6%	1041	67.4%
<i>Declined to Self-Identify</i>	42	2.8%	56	3.7%	64	4%
<b>Total</b>	1,489		1,518		1,544	

## Representation of City Workforce Compared to City Population and Benchmark Municipalities

To analyze the demographic composition of the City's workforce, we conducted two analyses. First, we compared the City of Cambridge's workforce to the population of the City of Cambridge. Second, we compared the City of Cambridge's workforce to three municipalities: Boston, MA; Berkeley, CA; and Madison, WI.

### The City of Cambridge's Workforce Compared to Cambridge's Population

Compared to the City of Cambridge's population as a whole, AAPI and Latinx employees are underrepresented in the City's workforce, while black employees have a greater representation in the City's workforce. The proportion of white employees in the City of Cambridge's overall workforce is similar to the proportion of white residents of Cambridge, and the

proportion of white employees in the full-time City of Cambridge workforce is greater than the proportion of white residents of Cambridge. Women are underrepresented in the City of Cambridge's workforce compared to the City's gender demographics. (See Table 9 and Table 10).

### Benchmark Municipality Rationale

Cambridge has several unique attributes, including being the home to two world-class research universities while also being part of a larger metropolitan area, which create a challenge to find fully appropriate benchmark municipalities. With these two attributes in mind, however, we identified three benchmark municipalities against which the City's workforce demographics could be compared.

First, although Boston is nearly six times larger than Cambridge by population, it is a natural comparison city for Cambridge given their proximity. Organizations in Cambridge and



Boston both draw from the greater Boston metropolitan labor pool.<sup>14</sup> Accordingly, we identified Boston as a proximal benchmark.

Second, we identified Berkeley, CA as a peer benchmark. Among all of the cities in the United States, Berkeley is perhaps the most appropriate comparison city to Cambridge for several reasons. First, based on a variety of socioeconomic factors, the Federal Reserve Bank of Chicago's Peer City Identification Tool places Cambridge and Berkeley in the same peer group.<sup>15</sup> Second, Cambridge and Berkeley have similar population estimates for 2020, with roughly similar proportions of people of color (POC) in the overall population.<sup>16</sup> Third, both Cambridge and Berkeley are part of larger metropolitan areas, with close proximity to a major US City (Boston for Cambridge, and San Francisco for Berkeley). Lastly, both Berkeley and Cambridge are home to at least one major research university. All of these factors are particularly relevant in considering the available labor market.

Despite these similarities, however, there are key historical differences between Cambridge and Berkeley as they relate to diversity, equity and inclusion. Most notably, as recently as 1970, Cambridge's population was more than 90% white. By contrast, Berkeley's population has included at least 25% POC since 1950, with the city's population being comprised of nearly 33% POC by the

1970 census;<sup>17</sup> the City of Cambridge did not cross this threshold until the 2010 census.<sup>18</sup> Thus, the racial and ethnic demographic changes that have occurred across the United States in the late 20th and early 21st centuries were experienced by Berkeley several decades prior to Cambridge. Additionally, Berkeley is home to the University of California at Berkeley, a key location for the countercultural protests of the 1960s that included calls for racial equality,<sup>19</sup> and one of the birthplaces of ethnic studies.<sup>20</sup> Accordingly, given these different historical contexts, we treat Berkeley as an aspirational example for what is possible for diverse representation in the City's workforce over time.

Finally, Madison, WI is an appropriate university city benchmark, as it is home to the University of Wisconsin at Madison. Although, Madison has a smaller percentage of POC in its population, because it is a larger city—more than twice the size of Cambridge—the City of Madison has a larger number of POC from which they can recruit, allowing for an additional external comparison for the extent to which the City has successfully achieved racial and ethnic representation in its workforce.

### **Benchmark City Analysis**

The City of Cambridge compares favorably to the City of Boston in terms of representation of POC in their

respective workforces. Despite POC comprising 16 percentage points less as a proportion of the City's population, the City of Cambridge's workforce has a smaller gap in POC representation than the City of Boston's workforce. The percentage point gap of -2.4% between POC representation in the City of Cambridge's workforce and the demographic composition of the City of Cambridge compares quite favorably to the City of Boston's gap, which is -9.1%. See Table 10 for demographics of the City's workforce, as well as benchmark cities.

Comparisons between the City of Cambridge and the City of Berkeley's workforce diversity suggest that there is also room for improvement at the City of Cambridge. Despite generally similar racial and ethnic demographics, the City of Berkeley's workforce has significantly

greater representation of AAPI and Latinx employees. Overall, the gap between POC representation in the City of Cambridge's workforce and the demographic composition of the City of Cambridge is -2.4%, whereas it is +14.0% for Berkeley.

Lastly, the City of Cambridge compares favorably to Madison, WI, which has a -10.8% gap between its workforce and their overall city population, compared to a gap of only -2.4% for Cambridge. Additionally, 36.8% of the City of Cambridge's 2020 workforce are POC, while as of 2015 only 15.3% of Madison's were POC.

While these comparisons provide a benchmark by which the City can gauge its DEI results, more importantly, they show the possibilities that exist for the City in terms of achieving a workforce that is even more representative of its

**Table 9. Racial and Ethnic Demographics for Cambridge and Benchmark Cities**

	<b>Cambridge, MA</b>	<b>Boston, MA (Proximal Benchmark)</b>	<b>Berkeley, CA (Peer Benchmark)</b>	<b>Madison, WI (University City Benchmark)</b>
<b>Total Population</b>	121,783	710,195	122,667	264,030
<b>% Men</b>	49.4%	48.1%	49.2%	49.5%
<b>% Women</b>	50.6%	51.9%	50.8%	50.5%
<b>% White</b>	60.8%	44.6%	53.8%	73.9%
<b>% POC</b>	39.2%	55.4%	46.2%	26.1%
<b>% American Indian</b>	0.1%	0.2%	0.3%	0.4%
<b>% AAPI</b>	16%	9.6%	20.5%	9%
<b>% Black</b>	10.2%	22.7%	7.9%	6.7%
<b>% Latinx</b>	9.2%	19.7%	11.4%	6.9%
<b>% Two or more races or other</b>	3.7%	3.2%	6.1%	3.1%

**Table 10. Workforce Demographics for the City of Cambridge and Benchmark Cities**

	<b>Cambridge All Employees</b>	<b>Cambridge Full-Time Employees</b>	<b>Boston, MA (Proximal Benchmark)<sup>21</sup></b>	<b>Berkeley, CA (Peer Benchmark)<sup>22</sup></b>	<b>Madison, WI (University City Benchmark)<sup>23</sup></b>
<b>Total Employees</b>	2,775	1,544	8,885	1,315	3,701
<b>% Men</b>	53%	66.3%	64.9%	58.6%	68.3%
<b>% Women</b>	47%	33.7%	35.1%	41.4%	31.7%
<b>% White</b>	57.4%	67.4%	51.9%	39.8%	80.4%
<b>% POC</b>	36.8%	28.4%	46.3%	60.2%	15.3%
<b>% American Indian</b>	0.6%	0.3%	0.1%	0.5%	0.7%
<b>% AAPI</b>	5%	3.9%	6.1%	15.8%	2.3%
<b>% Black</b>	23.9%	17%	27.1%	22%	7.5%
<b>% Latinx</b>	7.4%	7.2%	13%	17.8%	3.1%
<b>% Two or More Races or Other</b>	—	—	—	4.1%	1.7%
<b>% Declined to Self-Identify Race</b>	5.8%	4.1%	1.8%	—	4.3%
<b>% Gap in POC Workforce Representation Compared to City Population</b>	-2.4%	-10.8%	-9.1%	+14%	-10.8%

**Table 11. City Workforce Tenure by  
Race and Ethnicity and Gender**

	<b>Average Tenure (All)</b>	<b>Average Tenure (FT)</b>
<b>AAPI</b>	5.78 years	5.72 years
<b>Black</b>	7.05 years	7.25 years
<b>Latinx</b>	8.71 years	9.82 years
<b>White</b>	11.86 years	12.52 years
<b>Female</b>	7.35 years	7.27 years
<b>Male</b>	11.47 years	12.35 years
<b>Overall</b>	9.5 years	10.9 years

population. As the City continues to develop and implement its DEI strategy, we recommend that the City reach out to its peer cities to exchange ideas and best practices around DEI work.

## Demographics and Tenure

Tenure varies based on demographics, although that is slightly impacted by the demographic differences between the regular full-time workforce and the part-time and temporary workforce.

More recently hired employees are more racially and ethnically diverse than longer-tenured employees, and include a higher proportion of women.

**Table 12. City Workforce Race and Ethnicity of Recent Hires Regular Full-Time Employees 2020**

	<i>Hired more than 5 years ago</i>		<i>Hired less than 5 years ago</i>		<i>Total</i>
<i>American Indian/Alaska Native</i>	0	0%	5	1.11%	5
<i>AAPI</i>	36	3.29%	24	5.35%	60
<i>Black</i>	178	16.26%	85	18.93%	263
<i>Latinx</i>	81	7.4%	30	6.68%	111
<i>White</i>	790	72.15%	251	55.9%	1,041
<i>Declined to Self-Identify</i>	10	0.91%	54	12.03%	64
<b>Total</b>	1,095	100%	449	100%	1,544

**Table 13. City Workforce Gender of Recent Hires Regular Full-Time Employees 2020**

	<i>Hired more than 5 years ago</i>		<i>Hired less than 5 years ago</i>		<i>Total</i>
<i>Male</i>	321	29.32%	200	44.54%	521
<i>Female</i>	774	70.68%	249	55.46%	1,023
<b>Total</b>	1,095		449		1,544

## Cambridge Residents

Based on the address listed in the HRIS database, about 43% of individuals employed between 2018 and 2020 were residents of the City of Cambridge.<sup>24</sup> About 38% of regular full-time employees were residents of the City of Cambridge.

The demographics of the employees who listed a Cambridge address are different than those not listing a Cambridge address. A higher proportion of the Cambridge residents in the City workforce identify as AAPI, Black or Latinx and a lower proportion identified as White compared with those not listing a Cambridge address – both in the workforce as a whole and in the regular full-time workforce.

**Table 14. City Workforce Cambridge Residents All Employees 2018-2020**

	<i>#</i>	<i>%</i>
<i>Not Cambridge Resident</i>	1,929	57.36%
<i>Cambridge Resident</i>	1,434	42.64%
<b>Total</b>	3,363	100%

**Table 15. City Workforce Cambridge Residents Full-Time Employees 2018-2020**

	<i>#</i>	<i>%</i>
<i>Not Cambridge Resident</i>	1,580	61.77%
<i>Cambridge Resident</i>	978	38.23%
<b>Total</b>	2,558	100%

**Table 16. City Workforce Cambridge Residents by Race and Ethnicity All Employees 2018-2020**

	<b>Not Cambridge Resident</b>		<b>Cambridge Resident</b>		<b>Total</b>
<b>American Indian/Alaska Native</b>	6	.31%	12	0.84%	18
<b>AAPI</b>	79	4.1%	99	6.9%	178
<b>Black</b>	327	16.95%	499	34.8%	826
<b>Latinx</b>	142	7.36%	121	8.44%	263
<b>White</b>	1,252	64.9%	611	42.61%	1,863
<b>Declined to Self-Identify</b>	123	6.38%	92	6.42%	215
<b>Total</b>	1,929	100%	1,434	100%	3,363

**Table 17. City Workforce Cambridge Residents by Race and Ethnicity Regular Full-Time Employees Only 2018-2020**

	<b>Not Cambridge Resident</b>		<b>Cambridge Resident</b>		<b>Total</b>
<b>American Indian/Alaska Native</b>	4	.25%	10	1.02%	14
<b>AAPI</b>	59	3.73%	68	6.95%	127
<b>Black</b>	262	16.58%	333	34.05%	595
<b>Latinx</b>	104	6.58%	76	7.77%	180
<b>White</b>	1,054	66.71%	435	44.48%	1,489
<b>Declined to Self-Identify</b>	97	6.14%	56	5.73%	153
<b>Total</b>	1,580	100%	978	100%	2,558

## Department-Level Breakdown

Representation by race or ethnicity and gender varies significantly across departments and can be seen most clearly looking at the functional clusters of departments. Public Safety and Labor Services Departments have a particularly low representation of women compared with other Departments, and Public Safety Departments have a much higher representation of White employees than all other departments. As a reminder, the analyses in this report do not include the School Department.

Looking at the City departments, listing those departments with at least ten employees separately, and Small Departments and Commissions as aggregated groupings, shows a wide variation in the race/ethnicity and gender representation of departments. This is likely related to differences in the occupational mix in certain departments, but it may also be relevant in thinking about where the City could focus recruitment resources going forward.



**Table 18. City Workforce Cambridge by Gender and Functional Department Cluster Regular Full-Time Employees Only 2020**

	<i>Female</i>		<i>Male</i>		<i>Total</i>
<b>DHSP</b>	166	77.21%	49	22.79%	215
<b>Labor Services Depts.<sup>25</sup></b>	74	20.5%	287	79.5%	361
<b>Prof. &amp; Admin. Depts.</b>	198	61.3%	125	38.7%	323
<b>Public Safety Depts.</b>	83	12.87%	562	87.13%	645
<b>Total</b>	521	36%	1,023	63%	1,544

**Table 19. City Workforce by Race/Ethnicity and Functional Department Cluster Reg Full-Time Employees Only 2020**

	<i>Amer Ind/AK Native</i>	<i>AAPI</i>	<i>Black</i>	<i>Latinx</i>	<i>White</i>	<i>Declined to Self-Identify</i>	<i>Total</i>
<b>DHSP #</b>	1	13	61	25	111	4	215
<b>DHSP %</b>	0.47%	6.05%	28.37%	11.63%	51.63%	1.86%	100%
<b>Labor Svc #</b>	4	8	68	27	237	17	361
<b>Labor Svc %</b>	1.11%	2.22%	18.83%	7.48%	65.65%	4.71%	100%
<b>Prof Admin #</b>	0	22	50	14	206	31	323
<b>Prof Admin %</b>	0%	6.81%	15.48%	4.33%	63.78%	9.6%	100%
<b>Public Safety #</b>	0	17	84	45	487	12	645
<b>Public Safety %</b>	0%	2.64%	13.02%	6.98%	75.5%	1.86%	100%
<b>Total</b>	5	60	263	111	1,041	64	1,544



**Table 20. City Workforce by Demographics and Aggregated Department All Employees 2020<sup>26</sup>**

	<b>POC</b>	<b>% POC</b>	<b>White</b>	<b>% White</b>	<b>Female</b>	<b>% Female</b>	<b>Male</b>	<b>% Male</b>	<b>Total</b>
<b>Assessors</b>	6	37.5%	9	56.25%	9	56.25%	7	43.75%	16
<b>City Clerk</b>	5	45.45%	6	54.55%	9	81.82%	2	18.18%	11
<b>Comm Dev</b>	23	26.14%	49	55.68%	56	63.64%	32	36.36%	88
<b>Commission</b>	5	29.41%	11	64.71%	14	82.35%	3	17.65%	17
<b>DHSP</b>	483	51.33%	411	43.68%	620	65.89%	321	34.11%	941
<b>DPW</b>	91	37.92%	144	60%	45	18.75%	195	81.25%	240
<b>Election</b>	122	49%	111	44.58%	196	78.71%	53	21.29%	249
<b>Electrical</b>	1	7.69%	12	92.31%	1	7.69%	12	92.31%	13
<b>Emergency Comms</b>	12	20.69%	38	65.52%	26	44.83%	32	55.17%	58
<b>Executive</b>	2	9.52%	18	85.71%	13	61.9%	8	38.10%	21
<b>Finance</b>	13	46.43%	13	46.43%	16	57.14%	12	42.86%	28
<b>Fire</b>	56	19.31%	233	80.34%	12	4.14%	278	95.86%	290
<b>IT</b>	11	27.5%	17	42.5%	11	27.5%	29	72.5%	40
<b>Inspect Svc</b>	4	12.12%	25	75.76%	11	33.33%	22	66.67%	33
<b>Law</b>	3	23.08%	8	61.54%	7	53.85%	6	46.15%	13
<b>Library</b>	28	22.76%	92	74.80%	83	67.48%	40	32.52%	123
<b>License</b>	4	36.36%	6	54.55%	7	63.64%	4	36.36%	11
<b>Personnel</b>	5	41.67%	7	58.33%	10	83.33%	2	16.67%	12
<b>Police</b>	101	26.86%	258	68.62%	78	20.74%	298	79.26%	376
<b>Small Dept</b>	16	32%	28	56%	33	66%	17	34%	50
<b>Traffic</b>	21	26.25%	51	63.75%	30	37.5%	50	62.5%	80
<b>Water</b>	8	12.31%	46	70.77%	17	26.15%	48	73.85%	65
<b>Total</b>	1020	36.76%	1,593	57.41%	1,304	46.99%	1,471	53.01%	2,775

## Demographic Representation by Occupational Categories

An analysis of gender representation by Equal Employment Opportunity (EEO) 4 job categories shows that the City of Cambridge compares similarly or favorably to Berkeley, CA and Madison, WI in several categories. However, there is room for improvement at the City of Cambridge

in terms of gender representation in Service and Maintenance, Skilled Crafts, and Technicians categories.

While POC representation in some EEO-4 categories is proportional to the representation of POC in the City's population, there is room for improvement in the Officials and Managers, Professionals, Skilled Crafts and Technicians categories.

**Table 21. City Workforce by Demographics and Aggregated Department Regular Full-Time Employees 2020<sup>27</sup>**

	<b>POC</b>	<b>% POC</b>	<b>White</b>	<b>% White</b>	<b>Female</b>	<b>% Female</b>	<b>Male</b>	<b>% Male</b>	<b>Total</b>
<b>Assessors</b>	4	30.77%	8	61.54%	6	46.15%	7	53.85%	13
<b>City Clerk</b>	5	50%	5	50%	8	80%	2	20%	10
<b>Comm Dev</b>	12	21.05%	39	98.42%	37	64.91%	20	35.09%	57
<b>Commission</b>	4	30.77%	9	69.23%	10	76.92%	3	23.08%	13
<b>DHSP</b>	100	46.51%	111	51.63%	166	77.21%	49	22.79%	215
<b>DPW</b>	79	36.24%	134	61.47%	38	17.43%	180	82.57%	218
<b>Election</b>	2	40%	3	60%	4	80%	1	20%	5
<b>Electrical</b>	1	7.69%	12	92.31%	1	7.69%	12	92.31%	13
<b>Emergency Comms</b>	11	20%	37	67.27%	25	45.45%	30	54.55%	55
<b>Executive</b>	2	16.67%	9	75%	9	75%	3	25%	12
<b>Finance</b>	10	58.82%	6	35.29%	12	70.59%	5	29.41%	17
<b>Fire</b>	53	18.6%	231	81.05%	11	3.86%	274	96.14%	285
<b>IT</b>	6	18.75%	15	46.88%	9	28.13%	23	71.88%	32
<b>Inspect Svc</b>	4	16%	19	76%	9	36%	16	64%	25
<b>Law</b>	3	25%	7	58.33%	6	50%	6	50%	12
<b>Library</b>	14	19.72%	55	77.46%	49	69.01%	22	30.99%	71
<b>License</b>	4	40%	5	50%	6	60%	4	40%	10
<b>Personnel</b>	4	40%	6	60%	9	90%	1	10%	10
<b>Police</b>	82	26.89%	219	71.8%	47	15.41%	258	84.59%	305
<b>Small Dept</b>	12	33.33%	20	55.56%	24	66.67%	12	33.33%	36
<b>Traffic</b>	21	27.27%	49	63.64%	27	35.06%	50	64.94%	77
<b>Water</b>	6	11.32%	42	79.25%	8	15.09%	45	84.91%	53
<b>Total</b>	439	28.43%	1,041	67.42%	521	33.74%	1,023	66.26%	1,544

The strong representation of POC across all EEO-4 categories in the City of Berkeley's workforce suggest that improvement across the board is possible given the two cities' similar demographics. The City, however, has much better POC representation across job categories compared to the data available for Madison, WI, even when accounting for differences

in POC composition in the respective city populations.

**Table 22. City Workforce Gender Demographics by EEO-4 Category Compared to Benchmark Cities**

	Cambridge All Employees		Cambridge Full-Time Employees		Berkeley, CA All Employees <sup>28</sup>		Madison, WI All Employees <sup>29</sup>	
	% Men	% Women	% Men	% Women	% Men	% Women	% Men	% Women
<b>Admin. Support</b>	29.2%	70.8%	20.9%	79.1%	23.6%	76.4%	30%	70%
<b>Officials/Mngrs.</b>	49.5%	50.5%	48.4%	51.6%	52.7%	47.3%	73.1%	26.9%
<b>Para-Prof</b>	31.4%	68.6%	26.9%	73.1%	—	—	26.1%	73.9%
<b>Professionals</b>	44.8%	55.2%	44%	56%	39.1%	60.9%	56.5%	43.5%
<b>Services/Maint.</b>	87.3%	12.7%	89.6%	10.4%	87.5%	12.5%	77.6%	22.4%
<b>Skilled Crafts</b>	97.2%	2.8%	97.2%	2.8%	84.7%	15.3%	89.3%	10.7%
<b>Technicians</b>	72.4%	27.6%	84.5%	15.5%	61.8%	38.2%	83.9%	16.1%

**Table 23. City Workforce Racial and Ethnic Demographics by EEO-4 Category Compared to Benchmark Cities**

	Cambridge All Employees			Cambridge Full-Time Employees			Berkeley, CA All Employees			Madison, WI All Employees		
	% White	% POC	% Not Specified	% White	% POC	% Not Specified	% White	% POC	% Not Specified	% White	% POC	% Not Specified
<b>Admin. Support</b>	50.6%	40.4%	9%	52.2%	40.3%	7.5%	21.4%	78.6%	—	82.9%	17.1%	—
<b>Officials/Mngrs.</b>	72.6%	23.2%	4.2%	73.6%	22%	4.4%	44.6%	55.4%	—	95.5%	4.5%	—
<b>Para-Prof</b>	42.6%	49.4%	8%	61.2%	34.3%	4.5%	—	—	—	86.4%	13.6%	—
<b>Professionals</b>	66.5%	26.6%	6.9%	65.6%	27.2%	7.1%	43.9%	56.1%	—	89.1%	10.9%	—
<b>Services/Maint.</b>	47.1%	52%	1%	47.8%	52.2%	0%	15.1%	84.9%	—	78.3%	21.7%	—
<b>Skilled Crafts</b>	66.7%	31.9%	1.4%	66.9%	31.7%	1.4%	40%	60%	—	90.1%	9.9%	—
<b>Technicians</b>	73.2%	21.9%	4.8%	80.4%	14.9%	4.8%	45.5%	54.5%	—	90.6%	9.4%	—

## Representation of Protective Services Employees Compared to Benchmark Cities in Massachusetts and Nationally

In examining the workforce composition of the City's protective services departments (fire and police departments), we conducted two analyses. First, we compared the overall workforce compositions of the fire and police departments to two Massachusetts benchmark cities: Boston and Worcester. This analysis includes all police and fire department

employees, be they sworn officers or otherwise, and shows that Cambridge compares similarly to Boston, and favorably to Worcester.

Second, we compared the demographic composition of sworn officers in the City's fire and police departments to national-level data, and two national benchmarks: Madison, WI and Berkeley, CA. While the City's recruiting efforts for protective services positions are constrained by civil service requirements for sworn officer

positions, the fact that the City's police department has successfully recruited a racially and ethnically diverse group of sworn officers suggests that achieving greater diversity in the fire department is also possible.

### Massachusetts Benchmark Comparison for Overall Fire and Police Department Demographics

The City of Cambridge has a

similar small percentage of women represented in its fire department as Boston and Worcester. The percentage point gap between POC representation in the City of Cambridge's fire department, and the ethnic and racial composition of the City of Cambridge is -19.6, which compares similarly to Boston (-18.2) and favorably to Worcester (-34.4). Although Cambridge meets or exceeds these Massachusetts

**Table 24. Fire Department Demographics Compared to Benchmark Cities in Massachusetts**

	<b>Cambridge, MA<sup>30</sup></b>	<b>Boston, MA<sup>31</sup></b>	<b>Worcester, MA<sup>32</sup></b>
<b>% White in Pop.</b>	60.8%	53.8%	56.2%
<b>% POC in Pop.</b>	39.2%	46.2%	43.8%
<b>Total Fire Employees</b>	290	1,649	405
<b>% Men</b>	95.9%	94.2%	96.5%
<b>% Women</b>	4.1%	5.8%	3.5%
<b>% White</b>	80.3%	72%	91.6%
<b>% POC</b>	19.6%	28%	9.4%
<b>% Race not Specified</b>	.1%	—	—
<b>Percentage Point Gap in POC Representation in Fire Dept. Compared with Pop.</b>	-19.6%	-18.2%	-34.4%

**Table 25. Police Department Demographics Compared to Benchmark Cities in Massachusetts**

	<b>Cambridge, MA<sup>33</sup></b>	<b>Boston, MA<sup>34</sup></b>	<b>Worcester, MA<sup>35</sup></b>
<b>% White in Pop.</b>	60.8%	53.8%	56.2%
<b>% POC in Pop.</b>	39.2%	46.2%	43.8%
<b>Total Police Employees</b>	376	2,754	511
<b>% Men</b>	79.3%	76.4%	86.3%
<b>% Women</b>	20.7%	23.6%	13.7%
<b>% White</b>	68.6%	64.4%	80.6%
<b>% POC</b>	26.9%	35.6%	19.4%
<b>% Race not Specified</b>	4.5%	—	—
<b>Percentage Point Gap in POC Representation in Police Dept. Compared with Pop.</b>	-12.3%	-10.6%	-24.4%

benchmarks, all of these measures reflect work to be done to increase gender and racial diversity in the Fire Department.

The City compares similarly to Boston in representation of women in the police department, and favorably to Worcester. The percentage point gap between POC representation in Cambridge’s police department and the demographic composition of the City of Cambridge is -12.3, which compares similarly to Boston (-10.6), and quite favorably to Worcester (-24.4).

**National Benchmark Comparison for Sworn Officer Fire and Police Department Demographics**

Nationally, women and POC are significantly underrepresented in fire departments, with only 4% of firefighters identifying as women, and 18% identifying as POC.<sup>36</sup> Cambridge,

like the benchmark cities—Berkeley, CA and Madison, WI—has very low representation of women in their fire departments compared to the population.<sup>37</sup> Berkeley has a larger proportion of women firefighters, at 9.1%, compared with only 3.1% for Cambridge.<sup>38</sup> This suggests the potential for increasing gender representation despite the low national benchmark. And given the existing low level of representation in Cambridge, addressing that gap should be a particular priority.

The gap between POC representation among the City of Cambridge’s firefighters, and the ethnic and racial composition of the City of Cambridge is -17.0%, which is slightly better than the national average (-21.8%), and comparable to Berkeley (-15.9%). Regardless, the fact that Cambridge still has a 17-percentage-point gap between the ethnic and racial

**Table 26. Sworn Firefighter Demographics Compared to National Benchmarks**

	National	Cambridge, MA (2020 Data)	Berkeley, CA (2019 Data) (Peer Benchmark)
% White in Pop.	60.2%	60.8%	53.8%
% POC in Pop.	39.8%	39.2%	46.2%
Total Firefighters	~345K	194	132
% Men	96%	96.9%	90.9%
% Women	4%	3.1%	9.1%
% White	82%	77.8%	69.7%
% POC	18%	22.2%	30.3%
Percentage Point Gap in POC Representation in Fire Dept. Compared with Pop.	-21.8%	-17%	-15.9%

composition of its firefighters and its population points to the need for continued work on diversity in recruitment and hiring.

Women and POC are similarly underrepresented in police departments nationally, with 12.6% of police officers identifying as women and 28.5% identifying as POC.<sup>39</sup>

Like with the fire department, the City of Cambridge and the two comparison cities have low representation of women in their police departments. Cambridge, with only 10.7% women among its police officers, is below Berkeley at 15.8% and well below Madison at 29%.

By contrast, the gap between POC representation among Cambridge police officers and the demographic composition of the City of Cambridge is -5.7%, which compares quite favorably

to the national average (-11.3%), and Madison (-7.5%), and is near parity with Berkeley (-4.1%).

Overall, the City compares favorably to the national-level benchmarks for gender, and ethnic and racial representation in its Police and Fire Departments. The City's Police Department compares particularly favorably to national-level and benchmark municipalities for racial and ethnic diversity, with POC representation among sworn officers approaching the City of Cambridge's overall populations. Efforts that Police Department has undertaken to diversify its ranks, discussed in the next section of this report, should be examined and potentially implemented more broadly by the City.

**Table 27. Sworn Police Officer Demographics Compared to National Average**

	<i>National</i>	<i>Cambridge, MA<sup>40</sup> (2020 Data)</i>	<i>Berkeley, CA<sup>41</sup> (2019 Data) (Aspirational Benchmark)</i>	<i>Madison, WI<sup>42</sup> (2019 Data) (University City Benchmark)</i>
<b>% White in Pop.</b>	60.2%	60.8%	53.8%	73.9%
<b>% POC in Pop.</b>	39.8%	39.2%	46.2%	26.1%
<b>Total Police Employees</b>	~685K	206	152	538
<b>% Men</b>	87.4%	78%	90.9%	70.8%
<b>% Women</b>	12.6%	10.7%	9.1%	29.2%
<b>% White</b>	71.5%	66.5%	69.7%	81.4%
<b>% POC</b>	28.5%	33.5%	42.1%	18.6%
<b>Percentage Point Gap in POC Representation in Police Dept. Compared with Pop.</b>	-11.3%	-5.7%	-4.1%	-7.5%



## Workforce and Union Representation

Many City workers are members of bargaining units, and 44% of all employees and 64% of full-time employees are represented by unions. About half of union members are police officers and firefighters. When police and fire are excluded, 27% of all employees and 45% of full-time employees are represented by unions.

**Table 28. Workforce by Bargaining Unit (2020)**

	<b>Total</b>	<b>Full Time Only</b>
<b>Area Trade Council</b>	17	16
<b>Cambridge Police Patrol Officer Assoc</b>	200	200
<b>Cambridge Police Superior Officer Assoc</b>	56	56
<b>Cambridge Public Library Assoc</b>	85	48
<b>Childcare/UAW</b>	44	37
<b>ECD Supervisors/Teamsters Loc 25</b>	7	7
<b>Fire Mechanics/IAFF Loc 30</b>	2	2
<b>IAFF Local 30</b>	275	275
<b>International Water Workers Assoc</b>	23	23
<b>Non Union</b>	605	531
<b>Non Union Grant Funded</b>	124	36
<b>Non Union Non Positioned</b>	990	0
<b>Public Works Supervisors/Teamsters Loc 25</b>	11	11
<b>Teamster Loc 25</b>	305	301
<b>Traffic Supervisor/AFSCME</b>	31	0
<b>Grand Total</b>	2,775	1,544

## 2.2 Overview of Personnel Practices Related to Recruitment, Hiring and Promotion

City recruitment, hiring and promotion practices vary based on the type of position and whether they are covered by the Massachusetts state law that governs civil service.<sup>43</sup> There are specific civil service rules and regulations for the Police and Fire Departments that include an exam and other requirements, and result in qualified applicants being placed on a rank-ordered list for consideration for hiring. A separate civil service process governs the labor service positions found in departments such as DPW, in which candidates register and are placed on a list without examination. There are other jobs that are Official Service and subject to civil service rules historically, but no examinations are currently offered by the State for hiring or promotional purposes in this category. Outside of Public Safety and Labor Service job titles, many current City jobs do not fall under civil service mandates, and individuals may be hired based on selection practices determined by the City and the requirements of any relevant collective bargaining agreements.

In general, personnel matters for the City are handled by individual departments in coordination with the central Personnel Department,

and personnel transactions typically require formal approval from the City Manager's Office.

The Personnel Department, which is also referred to as Human Resources or HR, is responsible for overseeing the hiring of new employees and other functions for current employees and retirees. It has 12 employees, of which ten are full time. Personnel posts job vacancies, and oversees the civil service and labor service processes, handles workers' compensation issues, time and attendance, labor relations issues, training and staff development, and benefits. The Personnel Department is also responsible for the HR Information System (HRIS) (a database that tracks employee records and information) and other recordkeeping, including receiving resumes submitted in response to job postings and tracking (very limited) applicant data.

The current HRIS, originally implemented in 1999, uses the Peoplesoft platform. The City mainly uses it to track personnel and benefits, with some limited ability to track training. There is no systematic process or tool to track applicants, and many of those records are resumes submitted through a City email inbox or, in the case of applicants for labor services positions, paper records. Paper records are also part of the hiring process for the fire and police departments. The

City is in the process of developing a talent management system (TMS) but at the time of this report, that process is still at an early phase.

Personnel shares HR information with other departments through emails, on the intranet, or at in-person meetings. Personnel notes that some of the larger departments have staff members who act as departmental liaisons to Personnel, while other smaller departments do not have a designated HR liaison. There are anywhere from 10 to 15 HR liaisons. According to Personnel, currently there are no regular meetings for HR liaisons to share best practices, or an organizational chart or contact directory for HR liaisons across the City. Some departments report having strong, consistent communications with Personnel, but Personnel also notes that it does not coordinate with some departments for weeks or months at a time.

The Cambridge City Manager is responsible for providing leadership to and administration of all City departments and services, recommending policies and programs to the City Council, and implementing Council legislation. The Executive Department includes the City Manager's administrative team, the Public Information Office, the Domestic and Gender-Based Violence Prevention Initiative, the Housing Liaison, and the

Office of Equity and Inclusion.

The City Manager has the authority to make the final decision on all hiring for City positions, except for a few that are the responsibility of the City Council. Departments must submit finalists or recommended hires to the City Manager for approval. In our interviews, department heads stated that they typically received selections or approvals without further consultation. Departments also report that the City Manager's Office is tasked with coordinating citywide trainings on ethics, open meetings, and other mandatory topics.

In addition to Personnel, the Department of Equity and Inclusion also has a role in recruitment, hiring and promotion. The mission of the Department of Equity & Inclusion is to uphold the City's commitment to equal employment opportunity and assist in creating and maintaining an inclusive workforce that is free from discrimination, harassment, and retaliation. It assists department heads in setting and achieving equity and inclusion goals specifically in recruiting, hiring, promoting, and retaining qualified employees. In compliance with federal law, the Office prepares and submits workforce reports on a biennial basis to the Equal Employment Opportunity Commission (EEOC).

The City of Cambridge has a dashboard

display of its EEO-4 workforce data publicly available to City residents, providing a notable level of transparency.<sup>44</sup>

A significant portion of the Cambridge workforce is unionized, and many terms of their employment are governed by collective bargaining agreements. Twelve separate collective bargaining agreements (CBAs) cover units ranging in size from two incumbents to slightly over 300 incumbents in 2020. The City provided CBAs for: certain positions in the Water Department, specific childcare positions in the Department of Human Services, traffic supervisors, various non-professional positions in multiple departments, Public Works Supervisors, Police Superiors (sergeants, lieutenants, and captains), Police Patrol, certain Library Department positions, Fire Mechanics, Fire, Emergency Communications Supervisors, and inspectors.

In many cases, the agreements set out provisions relating to grievance procedures, compensation, training, performance evaluations, hours of work, overtime, consideration in seniority in hiring and assigning shifts, etc. The CBA provisions regarding vacancies, hiring, and promotion and changes to job descriptions vary greatly. Several CBAs do not directly address hiring or promotion or simply refer to the state civil service rules, but other CBAs provide specific details

regarding job posting, length of the posting period, selection preferences, and affirmative action principles. Changes to CBA provisions would be subject to bargaining.

The unique rules in each agreement may pose challenges to the City as it endeavors to develop more uniform diversity, equity, and inclusion practices. For example, several CBAs that cover about 730 Cambridge jobs articulate rules regarding the method of job posting, the amount of time a job must be posted, and/or a deadline for filling open positions in the bargaining unit.<sup>45</sup> Other CBAs set forth preferences that the City must follow when filling vacancies. Two CBAs that cover almost 120 positions – the DHSP childcare teachers' agreement and the agreement for certain library positions – favor internal candidates.<sup>46</sup> Similarly, three CBAs that cover units with Civil Service positions expressly require the City to select the most senior qualified candidate to fill vacancies; these include CBAs relating to: traffic supervisors, non-professional positions in multiple departments, and certain Fire Department vacancies.

One agreement, the traffic supervisor CBA, contains a provision that may advance diversity, equity, and inclusion. The CBA requires Cambridge to address underutilization of people of color, women, older workers, and people with disabilities in positions in the

bargaining unit. Underutilization is not defined in the CBA, but it typically refers to a workforce that does not reflect the racial, ethnic, gender, age, or disability diversity in the available labor market. Under the CBA, if there is proof of underutilization, then Cambridge must take "affirmative action" to "redress the effects" and to "insure genuine equality of opportunity for all under-utilized groups." Affirmative action measures include those related to hiring and promotion.<sup>47</sup>

## **2.3 City Department Structure**

Cambridge commissions, offices, and departments include: 22-CityView, Animal Commission, Arts Council, Assessing, Auditing, Budget, City Clerk's Office, City Council, City Manager's Office, Commission for Persons with Disabilities, Commission on Immigrant Rights and Citizenship, Community Development, Community Preservation Act, Consumers' Council, Domestic and Gender-Based Violence Prevention Initiative, Election Commission, Electrical, Emergency Communications, Equity & Inclusion, Finance, Fire, Historical Commission, Human Rights Commission, Human Service Programs, Information Technology, Inspectional Services, Law, LGBTQ+ Commission, License Commission, Library, Peace Commission, Personnel, Police, Police Review & Advisory Board, Public Information Office, Public Works,



Purchasing, Traffic, Parking, and Transportation, Veterans Services, Water Department, and Women's Commission.<sup>48</sup>

Departments report going to the Personnel Department when unusual or novel personnel issues arise, including issues affecting collective bargaining and union relations. Department leadership report regularly using Personnel as a resource to seek and obtain advice and receive responses to requests for clarifications about policies and guidance, and staff can reach out to Personnel directly about certain benefits matters.

Most departments expressed a desire to receive, or willingness to consider, additional guidance from the Personnel Department, especially on matters of DEI, which some reported as being outside their department's capacity and expertise. Some noted it would be helpful to have more data-driven and data-supported personnel processes, and to have more standardized best practices for DEI. There was also a desire to receive more fundamental support for onboarding, orientation, training, and resources for new employees.

Meetings of all City department heads occur only a couple of times a year, and these meetings generally take the form of presentations provided to the 50 or so participants. The City Manager has weekly meetings with the Department Heads of most of the large departments. Interagency cooperation among departments on issues affecting personnel or DEI does occur, but some departments expressed a desire to increase interagency resource sharing and increase communication between department heads. For example, the Domestic and Gender-Based Violence Prevention Initiative, the Women's Commission, the Disability Rights Commission, and the Office of Equity and Inclusion were all mentioned as having technical expertise that could benefit other departments. Some departments noted having only "limited" and informal conversations with the Office of Equity and Inclusion, when requested, and working with them mainly in response to specific incidents of complaints and problems. The Women's Commission noted that it sees a role for itself in supporting other departments, but that communication and other practices can feel siloed.



# Recruitment and Hiring

## 3.1 Key Policies and Practices

The degree to which departments rely on formal hiring structures and processes varies widely among different departments, and it can depend on whether the City is filling positions in Public Safety and Labor Service covered by collective bargaining or union agreements or more general administrative and professional positions.

### Professional, Administrative and Management Positions

In general, the City posts job announcements on its website for administrative, professional and management positions that are not filled via civil or labor service processes.<sup>49</sup> Applicants submit resumes to a dedicated email address managed by the Personnel Office. Personnel provides the resumes to the departments for screening and review. Additionally, certain jobs that are covered by collective bargaining agreements are posted in accordance with the terms of those agreements, some of which require jobs to be posted on physical bulletin boards and require the City to consider internal candidates first.

During our review, we received a copy of a document originally created in 2000, which indicated that it was last updated in May 2009, entitled, "City of Cambridge Employment Process for Professional and Management Positions."<sup>50</sup> This document states that it applies to hires that are not governed by civil service or collective bargaining requirements. It describes the following steps in the hiring process:





This protocol calls for developing hiring plans, using screening and hiring committees, conducting outreach, including outreach to increase the diversity of the applicant pool, and other best practices. We found during our interviews that department heads and others responsible for hiring were not aware of this document or of these recommended practices, and that departments varied significantly in whether or how they followed the practices identified in the Employment Process document.

The Personnel Office does not have staff solely dedicated to a recruitment function, and practices for external outreach and recruitment vary substantially. We spoke with department heads, the Personnel Office and the Department of Equity and Inclusion about their affirmative outreach focused on DEI, and we also identified areas that need to be strengthened. While Personnel does post all positions on a national platform for sourcing diverse applicants, and Equity and Inclusion reviews and signs off on recruitment plans, hiring managers could be more directly engaged in this process and better aware of what the City is already doing. As our survey data shows, managers are looking for tools and resources so they can better help the City recruit a diverse applicant pool. There could also be a more consistent or systematic

practice Citywide for cultivation of local partnerships and DEI-focused recruitment networks, and criteria for determining outreach priorities.

As explained below, limited and outdated technology also hampers recruitment. Without demographic data on applicants, there is no way to evaluate whether the outreach is yielding a diverse applicant pool. There is some use of social media platforms, including LinkedIn, Facebook and Twitter to promote openings, but no dedicated effort to encourage and support individual sharing and amplifying social media postings. Indeed, some employees perceive that existing social media policies limit their ability to share job postings on personal pages and platforms.<sup>51</sup>

The City Manager's Office typically provides final approval for hires based on a department's recommendation, and all hires require a physical signature by the City Manager, as well as the department head, the Director of Equity & Inclusion, and the Personnel Director.

Departments generally work with the Personnel Office on hiring, but some departments reported being heavily involved and invested in that process, while other departments appear to defer more to Personnel. Some departments have a standing selection committee for hires, while

other departments, like Emergency Communications and the Library, report creating interview committees for a particular hire. The City Manager may also appoint certain people to hiring or interview committees and “track” the process, particularly for senior-level hires. One person suggested that these committee appointments would be more effective if they were brought into the preparation process earlier and given a clearer definition of their role in the decision-making process.

Most departments reported having prepared standardized questions for interviews, but some would like more support in terms of sample questions, and guidance on what not to ask. Some reported benefitting from new ideas from Personnel, such as asking behaviorally-based questions in interviews.

Departments also vary on how integrated diversity, equity, and inclusion principles are within their hiring processes, and whether it is an identified priority for the department. For example, the Cambridge Library reported diversity, equity, and inclusion hiring goals in its strategic plan and as an important department goal. The Library also reported efforts to coordinate with the Office of Equity and Inclusion in making a leadership hire, although that ultimately did not occur. In contrast, other departments did not

provide any information about how diversity, equity, and inclusion fit into their hiring efforts at all, or any efforts at coordination with other relevant departments.

We heard differing accounts of the extent to which City policy or practice requires or encourages racial and gender diversity on hiring committees and little sense that the other principles of the 2009 protocol, such as ensuring diversity in the applicant pool, are meaningful aspects of the process.

The frequency with which departments hire may account for some of this variation. The Library reports hiring between 20 and 30 people a year, while some departments, like the Human Rights Commission, may only make one hire per year.

Another challenge is that some postings must remain open for a lengthy period of time and attract limited numbers of applicants, especially for more specialized positions.

Departments generally agree that overall, the hiring process takes too long (and strong candidates are lost), that it has logistical challenges, and that they need more guidance about how to make diversity, equity, and inclusion a meaningful part of the process.

## Department of Human Services Programs

Human Services Programs is the largest City department, with unique elements due to its size, significant part-time workforce, and dispersed work locations. Additionally, certain administrative support and childcare teacher positions are covered by collective bargaining agreements. It has no positions that come under civil service rules and regulations.

Generally, hiring managers within the department develop a request to post a position and get approval from the department director. In recent years, leaders in the department have endeavored to improve job descriptions when jobs are posted to more accurately reflect the vibrant organizational culture and to include the ability to engage in racial equity work as a requirement of the job.

DHSP maintains its own list of resources for recruitment, particularly with regard to building diverse pools of candidates. The department also recruits through employees' own professional networks, by word of mouth, through a partnership with schools, and with an annual job fair for youth and part-time staff. The department has had some success in recruiting through direct personal networking with people of color and through forging partnerships with

targeted industries.

Applications come to DHSP through Personnel, and sometimes by the time that candidates are selected for interviews, they are no longer available. Sometimes the department struggles to recruit a qualified pool of candidates, particularly for the number of part-time positions that are needed for youth programs every summer. In some instances, the department will have a small number of applicants, even for full-time positions with benefits, and the candidate pools may not be diverse.

DHSP utilizes several best practices in interviewing, such as diverse hiring panels and standardized interview questions for all candidates, though individuals we spoke with think some questions could be better tailored to the job requirements. They also thought it would be helpful to have a place to review good sample interview questions.

The department has had a practice of reflecting about the representation of candidates who were considered after first round of interviews and after the hire.

According to current leaders' estimates, about half of the DHSP full-time staff began as part-time staff. Recently, DHSP has made efforts to enhance internal communications about career pathways and career

development opportunities and, in particular, to ensure that people of color are provided mentoring and support regarding advancement.

DHSP's recruitment, hiring, and promotion efforts are enhanced by its racial equity and justice initiative or "learning community" to discuss organizational culture and better understand societal racism, which is described further under the workplace culture and climate section. As part of the learning community, the department has developed leadership expectations through a racial equity lens.

### **Police and Fire Departments**

The Police and Fire Departments face particularly challenging dynamics in advancing diversity and inclusion efforts due to civil service requirements and mandated preferences that have historically resulted in more white men being hired. There are civil service exam and state civil service law requirements that restrict the process and criteria for hiring and promotion into positions in the Police and Fire Departments.<sup>52</sup> At the same time, a key imperative for the City is to have a diverse work force to build trust, legitimacy and credibility in the community. Despite these challenges, the Police Department has made notable progress in the racial and ethnic diversity of police officers, while the Fire Department has more

work do to, and both departments need to address the relatively small numbers of women in police officer and firefighter positions.

Hiring for positions in police and fire happens only through the civil service exam process, administered at set times by the State of Massachusetts.

There is a multistep process for police force hiring. First, interested persons must successfully pass a written civil service exam, which is administered by the state every two years.<sup>53</sup> Police force candidates must have a high school diploma, a GED certification, or three years of military service with an honorable discharge. While candidates may take the test at age 19, they cannot be considered until they are 21.<sup>54</sup> Candidates that pass the examination requirements are referred to Cambridge by the State when Cambridge requests a candidate list. Candidates that are considered by Cambridge must complete a background check, a drug test, and an interview. At this point, Cambridge may give conditional offers. To complete the process, candidates then must undergo medical and psychological examinations and a physical fitness test. These requirements are set forth on a dedicated Cambridge website called, *Become A Cambridge Police Officer*.<sup>55</sup> The page also links to the new Police Cadet Program, discussed below.

To be eligible for consideration by the Fire Department, interested persons also must successfully pass the civil service examination<sup>56</sup> and a physical fitness test.<sup>57</sup> Information is provided on a dedicated Cambridge website called Becoming a Firefighter.<sup>58</sup>

While other states have some form of a veteran preference, the State of Massachusetts has an absolute preference for veterans in hiring.<sup>59</sup> For all official service positions, the civil service law requires that, after examination, qualified disabled veterans are placed first on the list of certified candidates followed by veterans, then the spouse or single parent of veterans who were killed in action or died for a service connected disability incurred in wartime service, followed by all others.<sup>60</sup>

The civil service law grants an absolute preference in police and fire jobs to children of firefighters or police officers who are killed in the line of duty. If the child passes the written and physical examinations, they are placed first on the eligibility list for police and fire positions. Children of firefighters or police officers whose parent is retired, but not deceased, due to disability caused by the performance of their duties, also receive preference if they pass the written and physical examinations, but they are placed on the eligibility list immediately after disabled veterans.<sup>61</sup>

The civil service rules establish a preference for Cambridge residents for police and fire positions. Under current practice, eligible persons on the list who have resided in Cambridge for one year immediately prior to the date of examination are placed on the list above any person who did not reside in Cambridge for one year prior to the exam date, if they otherwise have the same standing.

Among the challenges are (1) identifying potential diverse candidates that meet the eligibility requirements to enter the process; (2) getting the word out to participate and prepare for the selection process among diverse communities; and (3) overcoming the absolute preference for veterans and preference for legacy hires when those preferences consume most if not all the available slots for the police force. The residence preference for candidates who live in Cambridge can also present an issue, as Cambridge is not very affordable compared to other local areas. The cost of the exam was also raised as a barrier for recruiting firefighters.

The Cambridge Police Department has a pioneering Police Cadet Program, allowed under State law, to bring diverse candidates into the Police Department for interim positions that, in the long run, can be converted into permanent positions that increase diversity within the police force. The

program seeks Cambridge residents age 18-23 for special training and a pathway to hiring. As the web page for the program explains:

*Under the direction of a Supervisor in the Department's Training and Certification Unit, Cambridge Police Cadets will be provided with extensive classroom training and cooperative education in addition to specific on-the-job training opportunities.*<sup>62</sup>

As more attention focuses on racial justice and city police departments, the Cambridge Police Commissioner has identified strengths of the City's program designed to address bias and the concern about adequate community resources. According to Cambridge Police Commissioner Branville G. Bard, the CPD has a potentially unique approach by providing historical injustice training and training aimed at understanding the police's role in systemic racism.

Other examples include:

- ▶ The Cambridge Police Department provides a "procedural justice" training and anti-bias training for the department and the community, critical incident training, and training on responses to individuals with developmental disabilities, psychological conditions, and veterans.
- ▶ In the 2020 budget, \$60,000 is

allocated to diversity recruitment and \$73,000 to community outreach working with different faith, immigrant, and minority communities.

- ▶ There is a family and social justice center, which includes youth outreach officers and community programs including one focused on girls.
- ▶ Staff time is allocated for meeting with community groups and with commissions working with different communities, like the LGBTQ+ community.
- ▶ Cambridge has a Police Review and Advisory Board, created by Ordinance in 1984.

Finally, CPD is establishing an office of procedural justice to measure disparate impact, and directly confront concerns about racism and transparency with policing. Ultimately, the office will establish an interactive dashboard available to the public.<sup>63</sup>

As noted above, Cambridge has made notable progress in increasing racial diversity on the police force compared to national benchmarks and other comparable jurisdictions, but still has opportunity to grow its racial and ethnic diversity. Increasing gender diversity should also be a strong area of focus.

Ensuring that the CPD reflects the Cambridge community and its values



and that it addresses potential barriers to increasing racial and gender equity in the selection process remains an important goal.

The Fire Department has more of an uphill battle to achieve a diverse workforce. Under the current system, despite the best hopes and good faith efforts of the Fire Chief and staff, there is no prospect of a diverse fire fighter workforce in the most generous foreseeable future absent action by the Massachusetts Legislature to amend long-standing civil service laws. Fortunately, there are available reforms for consideration in our recommendations, and we understand the Fire Department is also considering what would be needed to establish a Cadet program which, unlike the Police Cadet program, is currently not available under State law.

### **Labor Services Departments**

Certain City Departments have positions that fall under the Labor Services Program, including Public Works and the Water Department. Under the Massachusetts Labor Service program,<sup>64</sup> applicants must come in person to sign up on a standing list or may apply by mail.<sup>65</sup> When positions come open, the department must interview individuals in list order, with minimal flexibility to skip or deviate from the list. A separate registration list is maintained for entry

level labor service jobs for applicants who meet qualifications of "Section 47A" certification for disadvantaged persons.<sup>66</sup>

DPW hires from the labor service list. It interviews the top candidates. Candidates must pass a Criminal Offender Record Information (CORI) background check, and DPW selects from the top three candidates. The civil service lists have few women.

Personnel describes a state-mandated veteran's preference<sup>67</sup> and a formal list for these positions and describes that for certain skilled crafts titles they must get prior employer verification of skills – and that it can be difficult to secure responses. Many Labor Service titles have state mandated minimum criteria and entry level qualifications that are cumbersome and out of date.

State labor service rules also govern promotional opportunities for labor service positions and require posting of a promotional bulletin as well as written notice to employees who are on sick or military leave, vacation, or off the payroll during the entire posting period.<sup>68</sup>

### **Impact of Requirements and Criteria**

In many cases, City jobs are subject to state mandates, collective bargaining agreements, and other legal and policy requirements that prescribe criteria, tests, procedures

and selection preferences. In other cases, prior experience and degree requirements may be out of date and may unnecessarily limit the potential applicant pool – especially where alternative qualifications and on the job training are appropriate modifications. Selection criteria and job competencies may be a significant hindrance to greater equity in hiring and promotion.

As described above, a state-wide mandate requires a veterans' preference for certain aspects of municipal hiring, which may limit a department's discretion in efforts to advance other priorities like diversity, equity, and inclusion. In addition to Police and Fire, several departments, such as the Emergency Communications and Law Departments, reported using a preference for Cambridge residents.

Departments varied regarding whether other tests, checks, or minimum qualifications affect a candidate's ability to secure a position. For example, the Emergency Communications Department requires a typing test, a "Criticall" computer-based assessment, and a personality test before even being eligible for an interview and subsequent background check. Securing a position with the Public Works Department requires being on the labor civil service list as well as completing a pre-employment

physical and medical examination. The Electrical Department relies mostly on licensure. Several departments mention that Personnel conducts a criminal background check, but the Human Rights Commission noted that it does not use credit or criminal background checks.

Some jobs as posted require specific technical expertise, certifications or prior specialized experience, which can make it difficult to fill positions, and department heads perceived the available applicant pools for these positions as not very diverse.

### **Opportunities to Strengthen Recruitment and Hiring**

Based on department surveys and interviews, many departments expressed a desire and interest in recruiting diverse candidates, but they may not have adequate internal expertise or resources to effectively meet that objective.

Some departments, especially those with smaller staff, identified a lack of technical HR support as one significant barrier to effective recruitment. Areas in which departments specifically identified the desire for additional guidance included setting salaries and writing effective position descriptions that encourage and support a diverse applicant pool, best practices for developing a strong hiring committee

and process, and how to ask interview questions or otherwise assess an applicant's commitment to diversity and inclusion. Several departments identified the need for an applicant tracking system as a way to conserve staff resources, streamline the recruiting process, reduce bias in evaluation, and analyze data about applicant flow. Departments had varying experiences with receiving HR support from the Personnel Department – some departments felt they received little support, while other departments described a strong, effective working relationship with Personnel.

The resource needs identified by the Personnel Department largely aligned with the resource requests made by other departments. The Personnel Department could benefit from deploying dedicated staff to focus on recruiting and job postings, and to increase their capacity to utilize paid job posting services and platforms. They agreed that an applicant tracking system would increase efficiency in the recruitment and onboarding processes across departments. The Personnel Department noted that departments could improve their recruiting success if they took a more forward-looking and proactive approach to their workforce, rather than reacting to immediate needs. They also noted that utilizing a resume bank could increase recruiting success across departments.

Many departments cited a lack of diversity within the applicant pool at large, particularly those positions that required prior experience, an advanced or specialized degree or licensure. Departments described taking efforts to focus on developing a diverse applicant pipeline. Some departments noted that they faced difficulty in recruiting because of competition from the private sector, and felt that the City could be more competitive in recruitment if they offered a more efficient onboarding process, improved their brand and image among job seekers, and, in some cases, offered more competitive compensation. Many departments noted that some posted positions received very few applicants, with little or no diversity. Several departments noted that the applicant pools for part-time positions were even smaller.

Departments did identify strategies in which they had experienced success or felt were promising. Those included increasing recruitment through community engagement, using internship programs that can transition to permanent employment, using email lists that target qualified applicants of diverse backgrounds, and forming partnerships with relevant industries.

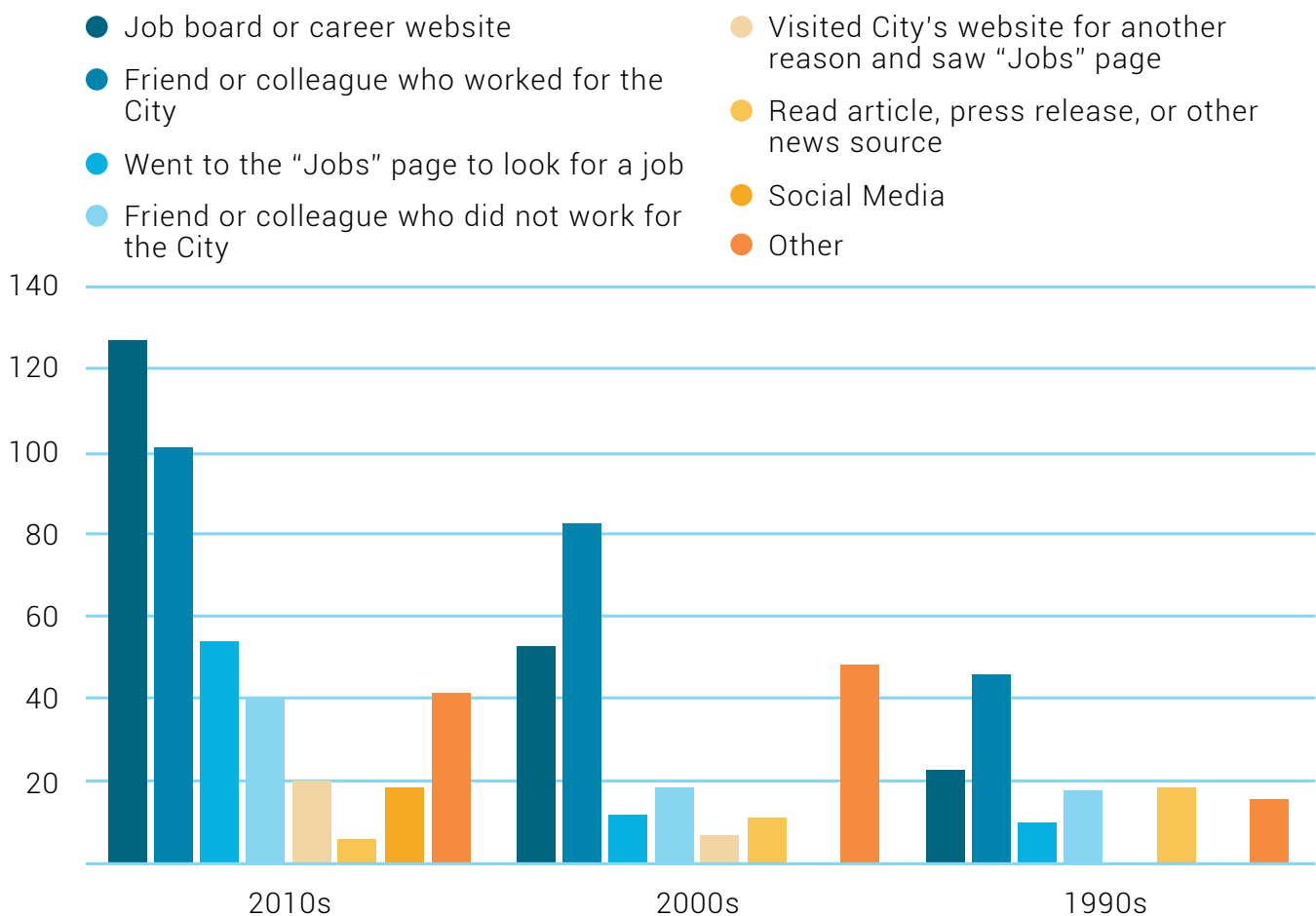
### 3.2 Survey Results

The survey results complement and shed further light on the recruitment and hiring practices identified through the interviews. Particularly among the full-time workforce, encouraging and supporting existing employees to help recruit a diverse applicant pool could assist Departments that are looking for new ways to reach out and expand City jobseekers.

The results for the full-time workforce identify public posting as the most

common reported recruitment source for current full-time workers, but also highlight the importance of personal networks. Many current full-time workers report that they learned of their positions through friends or colleagues working for the City, and current employees also report helping the City recruit. Respondents also are seeking more help to support recruitment, and the survey shows that People of Color are slightly more likely to seek help with recruitment. Our recommendations include ways to leverage the current workforce to increase recruitment of

**Figure 10. Frequency of Full-Time Recruitment Source by Decade Hired**



diverse talent.

Sources of Full-Time Recruitment

Figure 10, above, shows the frequency of full-time recruitment sources by the decade the employees were hired. Respondents reported that job boards and recommendations from friends who work at the City are currently the primary sources of full-time recruitment. In the 1990's and 2000's, most full-time respondents reported being recruited by a friend or colleague who worked for the City. In the 2010's, 127 respondents reported being recruited by a job board or career website and 101 reported friend or colleague who worked for the City. The third most reported source of recruitment was through the "jobs" page while looking for a job (54). These data show that while using job boards and career websites are the most common reported sources of recruitment for new employees, friends and colleagues are still a strong reported source of recruitment.

Supporting the City with Recruitment: Non-Managers

Respondents were asked if they help the City recruit new employees. Fifty-seven percent of full-time respondents reported helping the City recruit. Of those 57%, 34% requested more information and support on how to best help the City with recruitment efforts.

Figure 11.

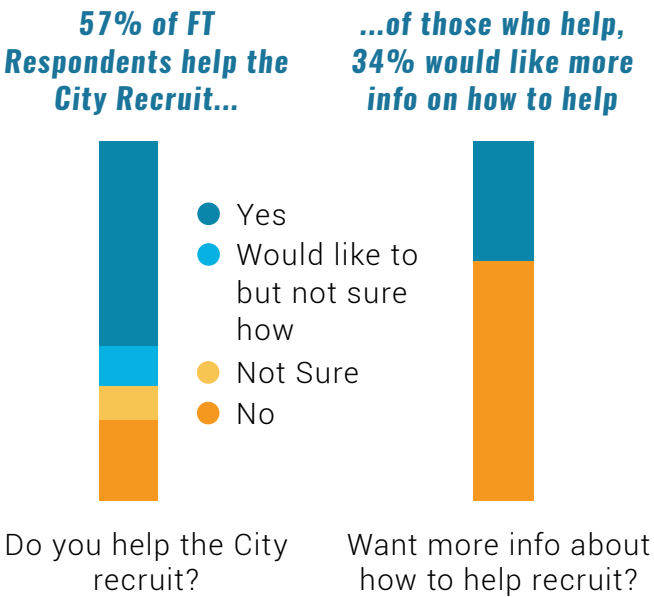
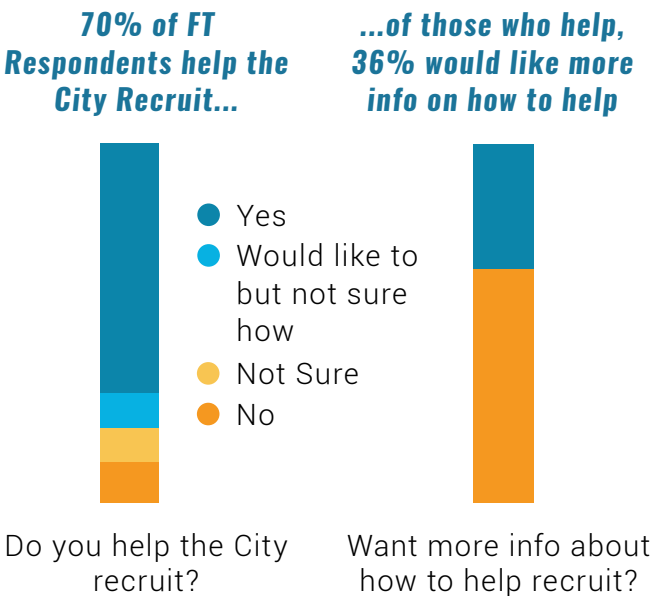


Figure 12.



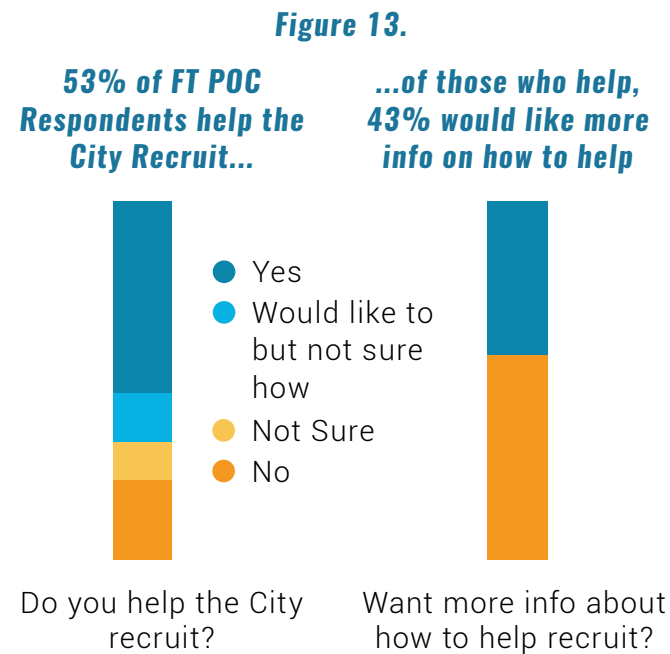
Supporting the City with Recruitment: Managers

Seventy percent of full-time supervisor respondents reported helping the City recruit new employees. Of the 70% who help recruit, 36% requested more

information and support on how to best help the City with recruitment efforts.

Supporting the City with Recruitment:  
POC, Non-managers

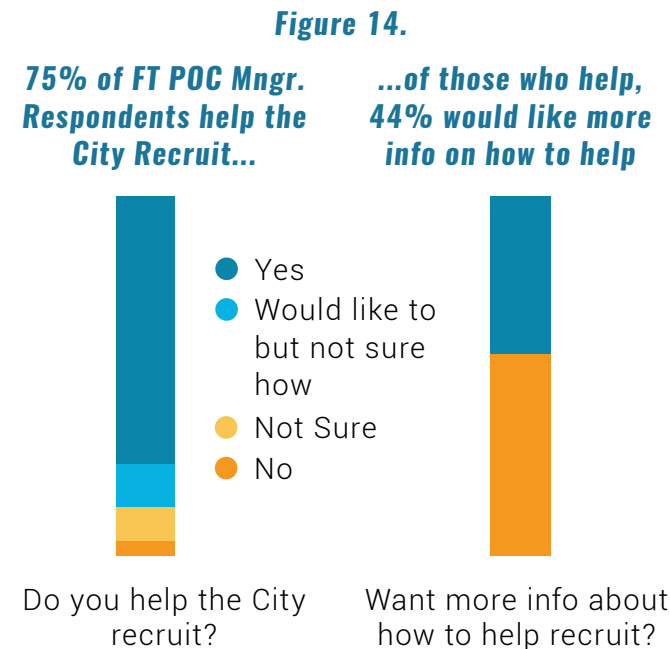
Fifty-three percent of full-time POC respondents reported helping the City recruit new employees. Of the 53% who help recruit, 43% requested more information and support on how to best help the City with recruitment efforts.



Supporting the City with Recruitment:  
POC Managers

Seventy-five percent of full-time POC manager respondents reported helping the City recruit new employees. Of the 75% who help recruit, 44% requested more information and support on how to best help the City with recruitment efforts.

In summary, most respondents,



regardless of supervisory position or race, help the City recruit. It is important to note that employees who identified as POC, whether managers (75%) or regular full-time employees (70%), reported actively recruiting for the City. Both groups also requested additional support in recruitment efforts.

Qualitative Responses to Recruiting and Hiring

Respondents described what they do to recruit and what would help them do more. Many respondents reported helping guide potential applicants find the jobs page, help navigate the application process, and explain technicalities like the civil service exam process.



*"...I have made flyers and hung them, attended job fairs, rewrote my postings, connected with people on LinkedIn, used my social media through work as well as personal, created my own Indeed account (which currently is the only place I do get resumes when I get them). I do not receive resumes from the city posting."*

### 3.3 Workforce Analysis

Analysis of individuals hired by the City in 2019 and 2020 shows that new hires are slowly increasing the diversity of

the City workforce, both in terms of race/ethnicity and gender. However, there are substantial functional differences that show areas where more work is still needed.

**Table 29. Hires into Part-Time and Temporary and Regular Full-Time Positions 2019-2020 by Race and Ethnicity**

	Part-Time & Temporary Positions		Regular Full-Time Positions		Total	
<b>Amer. Indian/AK Native</b>	6	1.08%	1	0.99%	7	1.07%
<b>AAPI</b>	39	7.03%	4	3.96%	43	6.55%
<b>Black</b>	215	38.74%	20	19.8%	235	35.82%
<b>Latinx</b>	35	6.31%	12	11.88%	47	7.16%
<b>White</b>	214	38.56%	56	55.45%	270	41.16%
<b>Not Stated</b>	46	8.29%	8	7.92%	54	8.23%
<b>Total</b>	555	100%	101	100%	656	100%

**Table 30. Hires into Part-Time and Temporary and Regular Full-Time Positions 2019-2020 by Gender**

	Part-Time & Temporary Positions		Regular Full-Time Positions		Total	
<b>Female</b>	375	67.57%	42	41.58%	417	63.57%
<b>Male</b>	180	32.43%	59	58.42%	239	36.43%
<b>Total</b>	555	100%	101	100%	656	100%

# **Advancement & Promotion**

## **4.1 Key Policies and Practices**

Most departments describe the promotion process as transparent, with posting requirements, email alerts, and a competitive process, including an interview, similar to a new hire. However, in many departments there are few opportunities for promotion and there may be a variety of structural barriers and organizational limitations that impact opportunities for advancement. A few departments described substantial and intentional efforts to provide career development and promotion opportunities for their employees. However, a number of departments described promotions as occurring generally only when vacancies became available as a result of resignations or retirements – and the survey data, workforce analysis and discussions with City officials reinforced that the limited number of promotional openings is a significant challenge.

And in some cases, positions in other parts of the City or across Departments may be limited by other factors, including a similar impact of criteria and requirements as in hiring. Personnel provided the example of a

parking control officer who wanted to move into a traffic maintenance job, but the parking control officer could not be promoted without going through the labor service list process. Library custodians face the same barrier; they do the same work as building operations in the Department of Public Works, but they cannot transfer or be promoted into the labor service.

Seniority may be another factor, based on our review of the collective bargaining agreements and our conversations. For example, the Electrical Department reported that when a vacancy occurs, typically the most senior person is promoted. The Department of Human Services Programs noted concerns about the ability of Black employees to get promoted into leadership position because of the tendency to rely on seniority. The Human Rights Commission noted that promotion opportunities are very limited because of the small size of the department. Civil service rules also set out policies for promotions. For example, in Public Works, seniority is considered when making promotions, and selections are made among the top three most qualified candidates.

Collective bargaining agreements

in several departments require that promotion opportunities be posted internally for a set period of time. Most positions are on a regular set schedule for raises (non-competitive), though there are opportunities to request and secure a competitive raise based on evolution and expansion of job duties, or comparable position analysis, in which the process varies by department.

The Library and Emergency Communications described their development and career advancement efforts in some detail. The Library utilizes a mentorship program to offer opportunities for staff reflective of the community to be hired into paraprofessional positions, who are then eligible for a tuition reimbursement and loan scholarship program that allows them to earn their bachelor's or master's degree in library science to become a professional librarian. The loan program is offered to 4 or 5 participants each year.

The Emergency Communications Department described their succession planning as looking to recruit and attract employees looking to take on leadership roles, those with diverse backgrounds and skills, and those wanting to build leadership skills. It offers leadership opportunities to lead through programs, and committees internally and externally, and offers several training

programs and conferences.

Other departments, such as the Electrical Department, noted that the City provides development programs, but it can be difficult to make time to participate in them given the typical job duties in an understaffed department. Some departments, like the Human Rights Commission and the Water Department, describe only "informal" succession planning by their departments. In describing the process to fill a management vacancy, the Water Department explains that it advertises the position, considers internal candidates along with external candidates, and utilizes an interview committee and a diverse selection panel.

Emergency Communications recently created a career ladder opportunity by introducing a new role between entry dispatcher and supervisor, Emergency Telecommunications Dispatcher II, which provides a leadership role in training new hires and cross-training. This is helpful for a department with low management turnover in which supervisors tend to retire, rather than resign, from the department. Similarly, Human Services created a career ladder for employees to transition from a position in a youth center, to a childcare position with benefits, to a director position in a youth center.

## 4.2 Survey Results

Respondents were asked questions around advancement and promotion that included satisfaction in current position, opportunities for advancement, interest in potential jobs, and their experience applying for jobs within their department and outside departments. These results reinforce the challenges around limited opportunities for advancement.

**Figure 15. % of Full-Time Respondents Satisfied with Opportunities to Advance Their Careers**

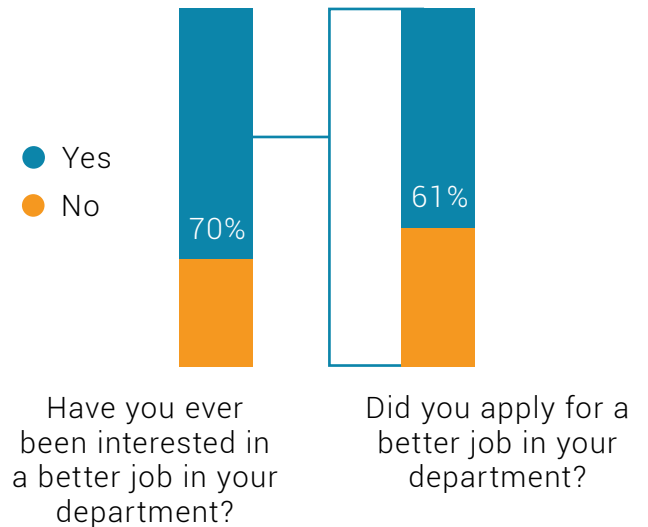


### Satisfaction with Opportunities for Advancement

Respondents were asked how satisfied they are with the opportunities they have to advance their career at the City. Two-thirds (66%) of full-time respondents were satisfied with opportunities to advance their career.

**Figure 16.**

**% of FT Respondents Interested in a Better Job in their Dept.**      **% of FT Respondents Who Applied for a Better Job in their Department**



### Interest in Better Jobs in Current Department

Respondents were asked if they have ever been interested in a better job in their current department. Seventy percent of full-time respondents reported being interested in a better job in their current department, but only 61% of those interested in a better job reported applying for the job they were interested in.<sup>69</sup>

### Obstacles to Applying for a Better Job

Respondents were asked why they

*"Where I work, we have very little hierarchy and almost all employees get paid the same. I am in favor of the system."*

did not apply for a better job in their department. Some respondents cited perceived preferential treatment, access to information, and limited incentives as barriers to applying for better jobs. A lack of available positions is the largest reported obstacle to applying for a better job (91). "I did not think I would get the job" (40) and "I was not ready for the better job at the time" (26) were the second and third most selected options.

Respondents also cited other barriers to applying for better jobs including positions not being available, perceived preferential treatment, nepotism and favoritism, incentives not being enticing enough, being too new, and not being sure they could apply. Other reasons included currently enjoying their position, that the job description was unclear, and they needed more information before applying.

### 4.3 Workforce Analysis

Analysis of promotions was difficult given the available data, but it was consistent with limited numbers of available promotions. The distribution of who was promoted among the regular full-time workforce was consistent with the representation within the organization.

**Table 31. Promotions Regular FT Positions 2019-2020 by Race and Ethnicity**

	#	%
<i>AAP</i>	7	3.83%
<i>Black</i>	38	20.77%
<i>Latinx</i>	14	7.65%
<i>White</i>	107	58.47%
<i>Not Stated</i>	17	9.29%
<b>Total</b>	183	

**Table 32. Promotions Regular FT Positions 2019-2020 by Gender**

	#	%
<i>Female</i>	68	37.16%
<i>Male</i>	115	62.84%
<b>Total</b>	183	

**Figure 17. Frequency of Reasons Why Full-Time Respondents Interested in a Better Job Did Not Apply**





## Part 5:

# Retention & Development

## 5.1 Key Policies and Practices

Retention is an important potential indicator related to recruitment, hiring and promotion. Failing to retain diverse talent can offset or even reduce progress in hiring and promotion. Developing the workforce through continuing education, training and feedback helps retain employees and increase the available talent pool for leadership.

Most departments did not identify retention as a particular challenge. Some departments specifically noted that staff tends to stay a long time. Information about whether retention and exit rates for City departments may differ based on race, gender, or other characteristics was not generally known by Department heads. The Emergency Communications Department noted that retaining new hires can be a challenge, and that 50% of participants don't complete the initial training program.

Most departments reported providing continuing education benefits and opportunities, such as coursework, conferences, or trainings, some of which are provided directly by the City or Department. The Electrical Department noted that it covers staff licensure fees.

## 5.2 Survey Results

Respondents were asked about training, professional development, and if and how they receive feedback. The results show that employees generally intend to stay but also potential differences particularly with respect to race and ethnicity.

### Likelihood to Stay at the City for the Next Five Years

Respondents were asked the likelihood of staying at the City of Cambridge for the next year and the next five years. 93% of respondents said they were "likely" or "very likely" to stay at the City for the next year, and 77% of respondents said they were "likely" or "very likely" to stay working for the City in the next five years.

**Figure 18.**

**% of FT Respondents Likely to Stay at the City in the Next Year**      **% of FT Respondents Likely to Stay at the City in the Next Five Years**

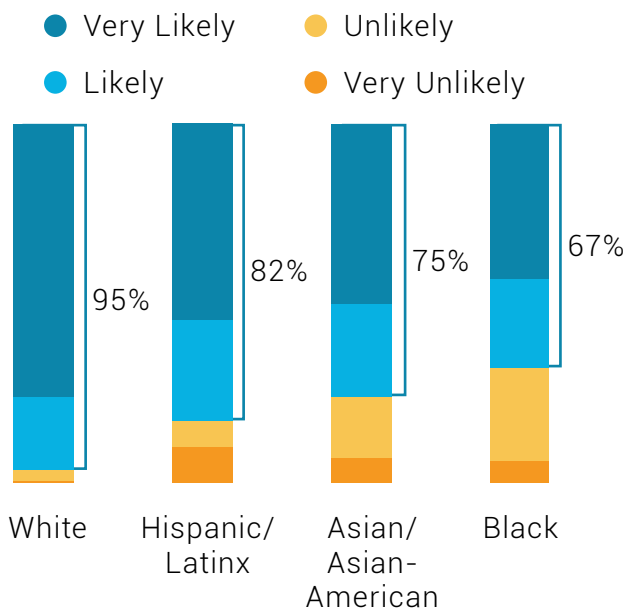




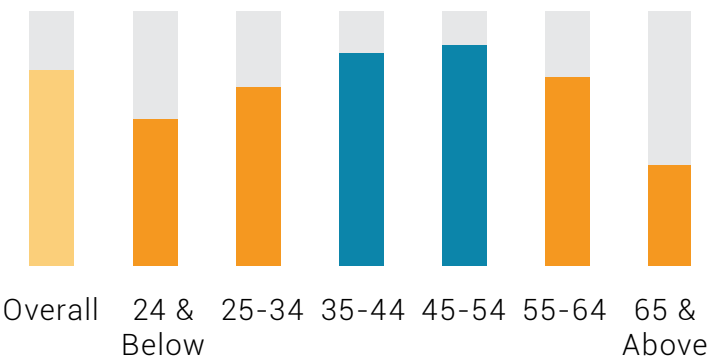
### Likelihood to Stay at the City for the Next Five Years by Race and Ethnicity

Responses for the likelihood to stay at the City in the next 5 years varied significantly by race and ethnicity. Ninety-five percent of White respondents are “likely” or “very likely” to stay, 95% of Hispanic/Latinx respondents are “likely” or “very likely” to stay, and 75% of Asian or Asian-American respondents are “likely” or “very likely” to stay. Black respondents reported the lowest likelihood to stay at 67%. Please note we have less confidence in this breakdown given lower response rates for Black, Latinx and AAPI respondents overall (See Table 2).

**Figure 19. % of Full-Time Respondents Likely to Stay at the City in the Next 5 Years by Race and Ethnicity**



**Figure 20. % of Full-Time Respondents Likely to Stay at the City in 5 Years by Age**



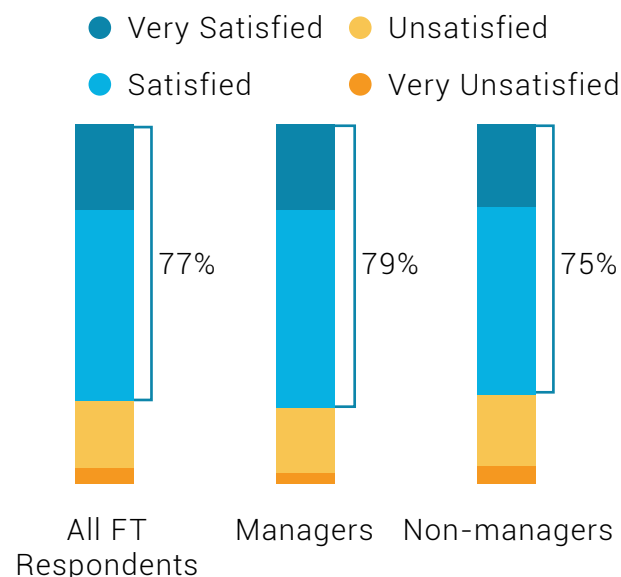
### Likelihood to Stay at the City for the Next Five Years by Age Groups

Respondents aged 34 and below, and 55 and above (orange bars) reported they are least likely to stay at the City in the next 5 years. Respondents aged 35 to 54 reported the highest likelihood of staying in the next 5 years (blue bars).

### Satisfaction with Workplace Training Opportunities

Respondents were asked about satisfaction with workplace training opportunities. Nearly 4 of 5 full-time respondents (77%) are satisfied with workplace training opportunities. Seventy-nine percent of managers and 75% of non-managers reported “satisfied” or “very satisfied” with workplace training opportunities.

**Figure 21. % of Full-Time Respondents Satisfied with Workplace Training Opportunities**



the most selected option by full-time respondents (347 times). "More time in my work schedule to participate in training" (233), "more frequent training opportunities" (224), "more opportunities to develop management skills" (218), and "better information on training opportunities" (214) reflected current obstacles to access trainings.

### Quality of the Feedback Received from Managers

Respondents were asked to rate the quality of the feedback they receive from their manager on a scale of 0 to 10. Forty percent of full-time respondents reported high-quality feedback from their managers. One respondent said, "I know how my manager feels about my job performance and am confident my manager would communicate if they saw a change in my performance."

### Suggestions to Improve Workplace Training Opportunities

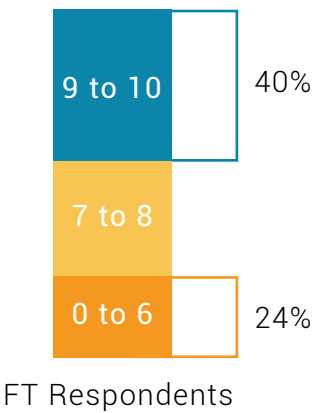
Figure 22, below, shows frequency of suggestions to improve workplace training opportunities among full-time respondents. Overall, "more kinds of training opportunities" was

**Figure 22. Frequency of Suggestions to Improve Workplace Training Opportunities Among Full-Time Respondents**



Twenty-four percent of full-time respondents believe feedback can be significantly improved. “Clear feedback and evaluation of work would be helpful” said another respondent.

Figure 23. Quality of the Feedback Received from Manager



5.3 Workforce Analysis

The patterns of attrition between January 1, 2018 and January 1, 2020 for full-time employees shows a slightly higher proportion of White employees were separated from employment than their share of the regular full-time employee population, and a slightly lower proportion of Black employees, but that overall attrition patterns do

not show much difference by race and ethnicity over the expected proportions.

With respect to gender, the differences are more striking. Women made up 46% of regular full-time employees who separated from employment over this period, but only 34% of regular full-time employees. It may be important to understand this pattern more thoroughly.

Table 33. Attrition Regular FT Positions 2019-2020 by Race and Ethnicity

	#	%
Amer Indian/ AK Native	1	0.59%
AAPI	3	1.78%
Black	31	18.34%
Latinx	11	6.51%
White	113	66.86%
Not Stated	10	5.92%
Total	169	

Table 34. Attrition Regular FT Positions 2019-2020 by Gender

	#	%
Female	77	46%
Male	92	54%
Total	169	



Part 6:

# Additional Survey Findings on Managers' Perceptions

Respondents who identified as full-time managers were asked a set of questions around recruiting and hiring, development and retention, diversity, equity, and inclusion efforts, and any help or support needed to aid diversity, equity and inclusion efforts.<sup>70</sup>

## 6.1 Managers' Perceptions on Key Employment Practices

### Managers' Perceptions on Recruiting and Hiring Employees

Full-time manager respondents were asked how well the City supports them in recruiting and hiring employees, on a scale of 0 to 10. 49% of full-time manager respondents say they could use significantly more

support in recruiting and hiring. One respondent asked that the City, "allow work experience to be a consideration for promotions, don't write jobs to exclude bidding, or to suit one certain candidate." Another suggested "a support person to talk to for guidance about developing the skills that are needed to apply and get a promotion or a better position."

### Development and Retention of Employees

Full-time manager respondents were asked how well the City supports them in developing and retaining employees, on a scale of 0 to 10. Forty-seven percent of full-time managers want significantly more support for development and retention.

Figure 24. Recruiting and Hiring Support

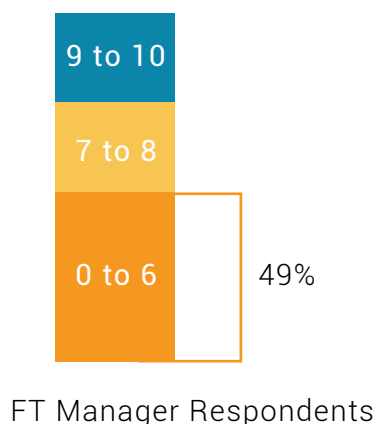
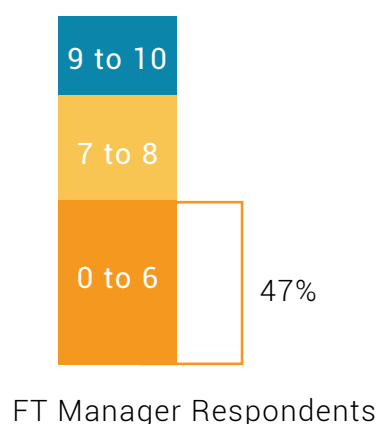


Figure 25 Development and Retention Support



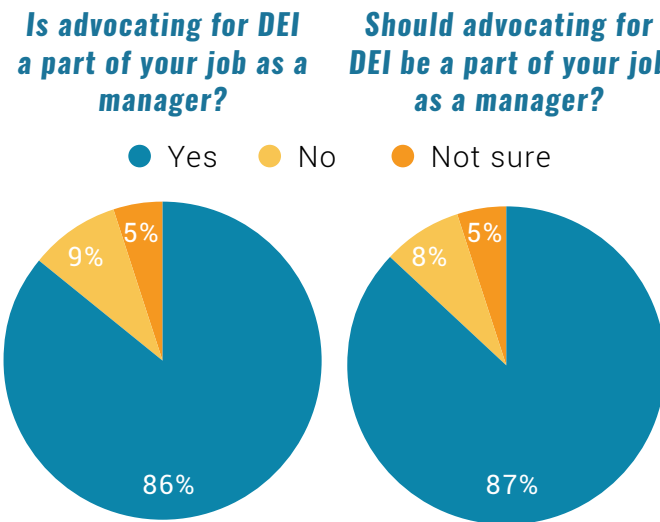
Respondents asked for “more support from top level management” and “more communication from administration and encouraging, empowering and expecting supervisors to do their jobs.” Finally, “more time to involve part-time staff in learning and training opportunities” would also be beneficial for managers supervising part-time employees.

6.2 Managers’ Perceptions on their Role in Advocating for DEI

Advocating for Diversity, Equity, and Inclusion

Full-time manager respondents were asked if advocating for diversity, equity and inclusion (DEI) was a part of their jobs as managers. Eighty-six percent of managers generally believe that advocating for DEI is a part of their

Figure 26. Advocating for Diversity, Equity, and Inclusion as Managers

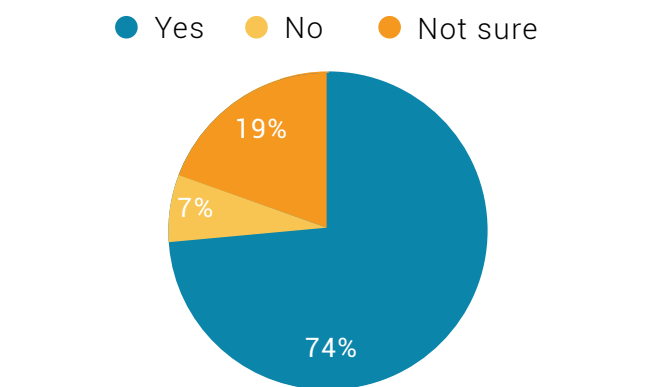


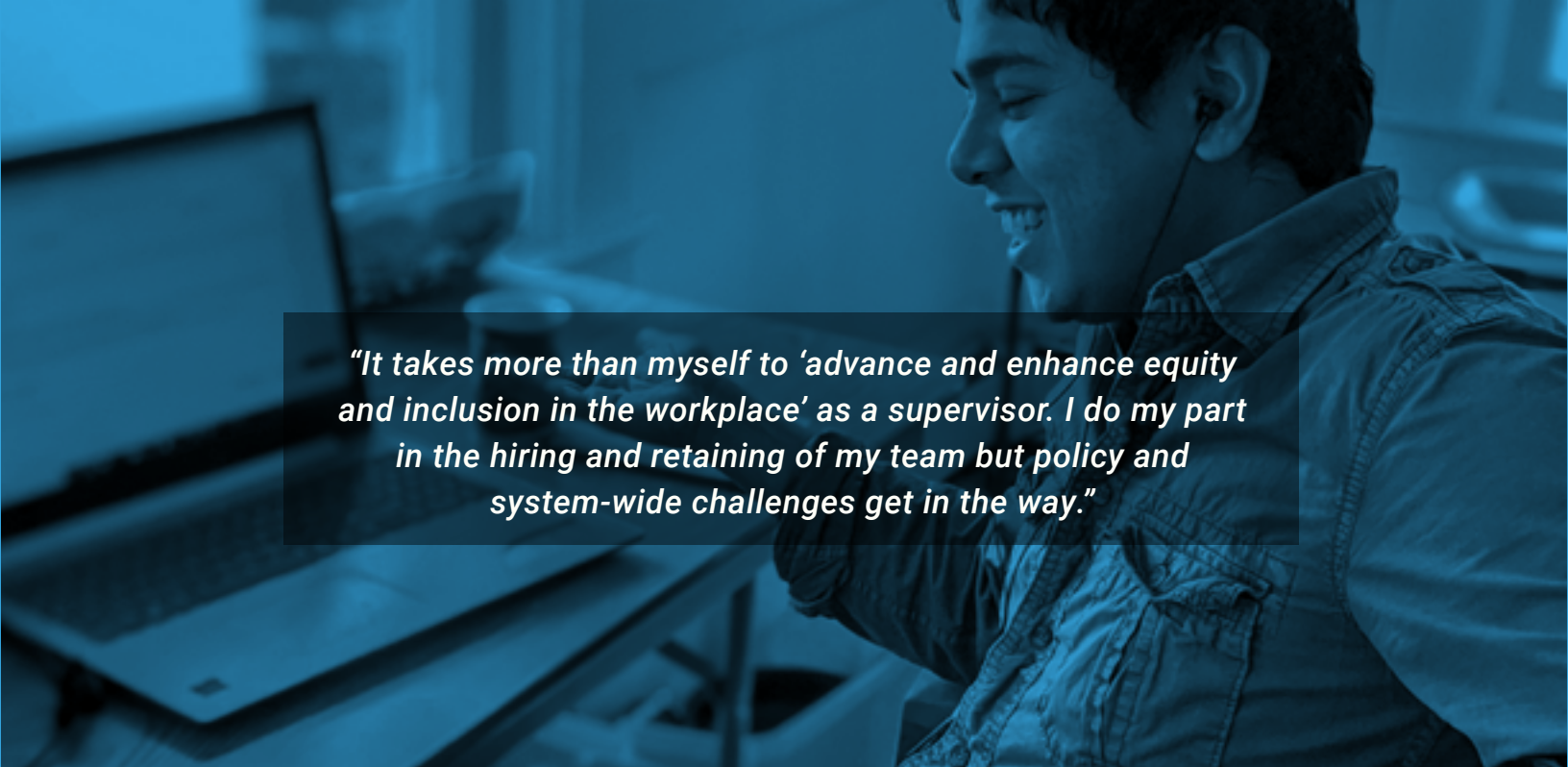
job. When asked if advocating for DEI should be a part of their job as a manager, 87% of managers said yes.

Understanding Diversity, Equity and Inclusion Advocacy

Full-time manager respondents were asked if they understand how to advocate for DEI. Most managers generally believe they know how to advocate for DEI (74%) with one manager saying, “I have enjoyed some of the recent race and equity trainings.” But there are indications that more support is needed. One manager said, “I have a base-level understanding but believe in order to manage effectively, I need more,” while another manager said “there is a lot of good will, and effort, but we have a long way to go.”

Figure 27. Do you understand how to advocate for DEI? Full-Time Manager Responses





*"It takes more than myself to 'advance and enhance equity and inclusion in the workplace' as a supervisor. I do my part in the hiring and retaining of my team but policy and system-wide challenges get in the way."*

### Qualitative Responses on Managers' Perceptions

Qualitative responses from managers on their perceptions of DEI revealed that some managers perceive a tension between diversity and employee quality. Some full-time manager respondents questioned whether hiring diverse employees means hiring qualified ones, as illustrated by these examples:

- ▶ "Don't think about [DEI] as I treat 'EVERYONE' equal"
- ▶ "Everyone is treated the same do not to advocate for anyone person or group in particular"
- ▶ "The best qualified candidate should be hired"

Manager respondents also suggested there is a need to clarify whose responsibility it is to recruit and retain

diverse staff. Some examples of this theme are included below:

- ▶ "I don't believe that the expectations are clear"
- ▶ "[DEI] needs to be balanced with getting the most value for the tax dollars that fund my position. My job is as I understand it is to return the most value to Cambridge taxpayers"

These responses suggest a need for additional training to help managers better understand what diversity, equity, and inclusion is and how these values align with their roles as managers. Additionally, clarity around ownership and responsibilities in DEI efforts and advocacy should be communicated top down from the City.



## Part 7:

# ***Culture and Climate and the Effect on the Talent Pool***

We also evaluated the workplace culture and climate, specifically for a potential impact on the pool of individuals who could be hired or promoted. Current employees' experiences of workplace culture have significant implications for improving Cambridge's recruitment, hiring and promotion strategies. For example, if employees feel less included within their department, they may be disinclined to encourage others to apply for jobs with the City. As such, culture and climate could impact whether individuals seek positions and whether current employees help recruit for positions.

In the academic literature on organizations, inclusion is often operationalized as person-environment fit, or the extent to which individuals feel that their values align with the values of their workplace. Researchers operationalize environment at multiple levels; for the purpose of our engagement, the organization and group (or department) levels are most relevant.

Studies show that person-organization fit is associated with organizational commitment and likelihood to stay

at the organization. Person-group fit is associated with co-worker satisfaction, an intermediate variable that also is associated with likelihood to stay at the organization.<sup>71</sup>

For this assessment, we defined **Culture** as the spoken and unspoken values, norms and systems; the nature of the relationships; and the collective behavior of the people in the organization. We define **Climate** as the state of the atmosphere of the workplace which is influenced by individuals and their experiences at the workplace.

## ***7.1 Perspective from Citywide and Department Interviews***

In 2018, Cambridge launched a citywide program, the Cambridge Equity and Inclusion Initiative (CEII), led by the Deputy City Manager, and guided by an eight-member steering committee.

This leadership development initiative aims to "support the growth, skill-building and development of all City employees to cultivate an environment that reflects the values of equity and inclusion."

As part of this work, the City offers leadership trainings to equip a group of sixty City leaders, including the City Manager, department heads, and management staff, with cultural competency and tools to disrupt bias in all of its forms. Bi-monthly learning sessions have gone on for over a year, on topics ranging from Identity Awareness, to Race and Structural Racism, Conflict Resolution, and Giving and Receiving Feedback.

Further, these leaders and the City Council attended a full day workshop relating to microaggressions, which the attendees chose to refer to as “Acts of Aggression.” The City plans to expand and ultimately deploy this workshop for all staff.<sup>72</sup>

Departments reported wide variance in their efforts to cultivate a culture and climate that values diversity, equity and inclusion. Many departments did not provide any information in response to inquiries about diversity, equity, and inclusion initiatives. Some noted gender disparities in their workforce that drive the climate. Electrical noted that their department is almost exclusively men, and Public Works noted that only one in 25 supervisors is a woman, and that women may face challenges in how they are perceived to fit in the role. The Police Department shared a perception that men’s voices are elevated above women’s, even within the same rank, and that female officers have admitted

being uncomfortable discussing certain topics in front of other (male) officers. A Finance Department representative noted that the culture at City Hall is dependent on the office suite where you work.

One City official observed that the current Police Commissioner has a good approach to diversity and inclusion, and that he has been working to change the culture. The Police Department works closely with the Domestic and Gender-Based Violence Initiative to receive training on various topics, including trauma-informed law enforcement practices. In the Emergency Communications Department, required training for new hires includes in-service training programs on implicit bias, customer service, victims of violence, call processing for victims of sexual assault, among other topics.

A few departments have made significant efforts to develop a positive culture centered on diversity, equity, and inclusion. Some of these efforts are focused on staff, while others are focused on customer and client services. For example, the Department of Human Service Programs launched a Race and Equity Initiative including hiring a consultant to help create guiding principles to eliminate racism in the department, establish policies and practices that enhance diversity and inclusion, and help staff recognize internal biases and the way that race impacts its work. DHSP has also sought

to support workplace-focused diversity efforts including required training and multicultural events. DHSP has a steering committee that continues to meet with the consultant, continues training for leaders and mid-managers, and convenes monthly activities focusing on questions and dialogue on racial equity.

Another example is the Library, which has made cultivating diverse and equitable practices and policies for both employees and the public a priority, including making it part of the department's strategic plan. Staff members often attend professional development sessions on DEI related topics at library workshops and conferences, and host regular group webinar viewings about DEI related topics for library staff to participate in and discuss.

Another interviewee recommended that steps be taken to ensure there is an inclusive and respectful culture in male dominated departments.

## 7.2 Survey Results

### Workplace Satisfaction Assessment Measures

Workplace satisfaction was assessed in three ways: the general perceptions and sense of loyalty to the workplace, a respondent's feelings of belonging and well-being in the workplace, and an employee's level of satisfaction in their current position. These measures are important to understanding how likely current employees are to help recruit individuals for open positions, to seek out opportunities for promotion,

Workplace Satisfaction Assessment Measures			
	Employee Net-Promoter Score (eNPS™)	Culture Assessment	Position Satisfaction
Focus	General perceptions and sense of loyalty to the workplace	Feelings of belonging and well-being in the workplace	Level of satisfaction in respondents' current positions
How it is Assessed	<p>Based on an 11-point Likert-scale question: "How likely are you to recommend the City as a place to work?"</p> <p>eNPSTM is calculated by subtracting the percent of respondents who select 0 to 6 (detractors) from the percent of respondents who select 9 or 10 (promoters)</p>	<p>Based on the extent to which respondents agree with seven statements:</p> <ul style="list-style-type: none"><li>▶ I feel valued as an individual</li><li>▶ I am treated with respect</li><li>▶ I feel included and welcomed</li><li>▶ I have the same opportunities to perform up to my full potential as everyone else</li><li>▶ I am judged by the same standards as everyone else</li><li>▶ My opinions and views are valued</li><li>▶ I feel pride in my job</li></ul>	<p>Based on the extent to which respondents agree with the statement "I am satisfied with my current position."</p>

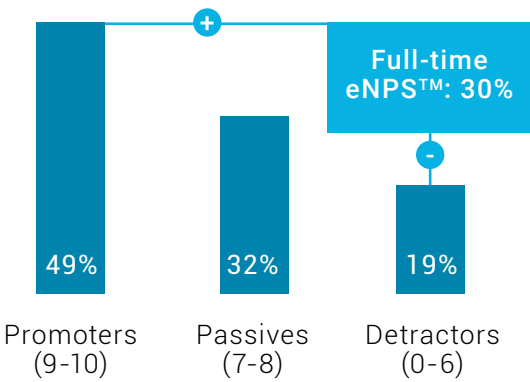
and to continue working at the City of Cambridge. In addition, the extent to which identity-based characteristics such as race, gender, or age are related to any differences in workplace satisfaction could impact the diversity of those who are encouraged to seek jobs with or remain with the City.

Employee Net-Promoter Score (eNPS™)

General perceptions and sense of loyalty to the workplace are measured through an Employee Net-Promoter Score (eNPS™). The eNPS™ is an 11-point Likert-scale question that asks, “How likely are you to recommend the City as a place to work?” The eNPS™ is calculated by subtracting the percent of respondents who select 0 to 6 (detractors) from the percent of respondents who select 9 or 10 (promoters). A strong eNPS™ benchmark score is 30%.<sup>73</sup>

Full-time respondents were asked how likely they are to recommend the

Figure 29. % of Full-time Respondents’ Likelihood to Recommend the City of Cambridge as a Place to Work



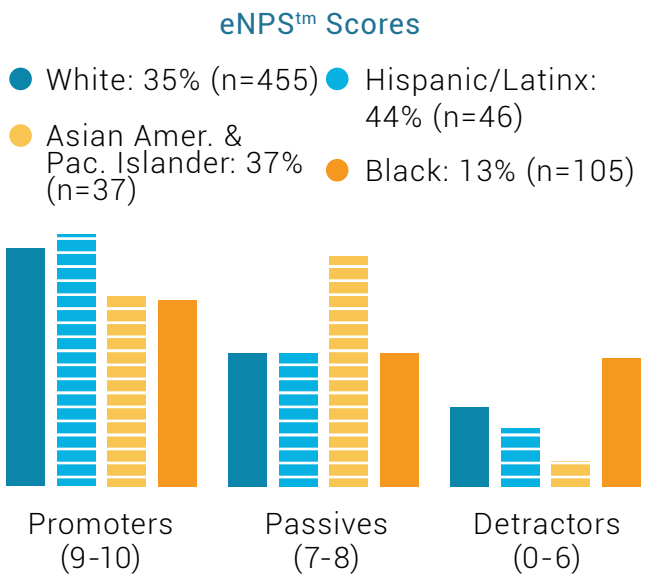
City as a place to work. Based on the answers, 49% of full-time respondents were “promoters,” 32% were “passives,” and 19% were “detractors,” resulting in an overall eNPS™ of 30%.

Respondents’ overall eNPS™ of 30% is in line with the metric’s benchmark for a strong rating.

eNPS™ by Race and Ethnicity

The chart below shows that full-time respondents’ eNPS™ by race and ethnicity varied significantly. White respondents eNPS™ was 35% out of a total of 455 responses. Black respondents had the lowest eNPS™ at 13%. Latinx respondents had an eNPS™ of 44% and Asian Americans and Pacific Islanders had an eNPS™ of 37%, but both

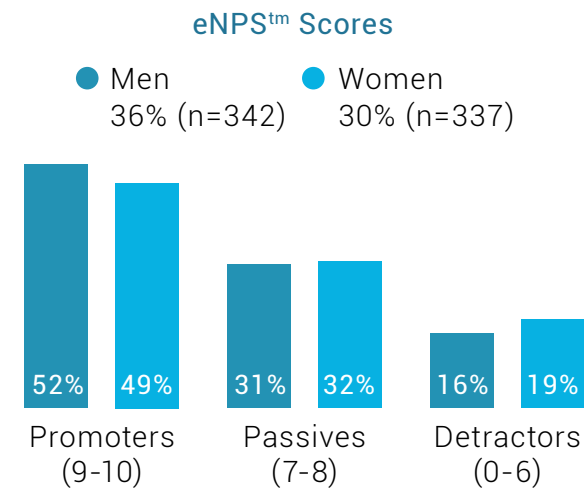
Figure 30. % of Full-time Respondents’ Likelihood to Recommend the City of Cambridge as a Place to Work by Race and Ethnicity



Note: Stripes indicate a small “n” and less inferential power for the ethnic/racial category

had a significantly smaller number of responses of 46 and 37 respectively. The relatively small proportion of Latinx and Asian American respondents is indicated by horizontal stripes in Figure 30, above, to show that we have less confidence in drawing broader inferences and conclusions from these groups' eNPS™.

**Figure 31. % of Full-time Respondents' Likelihood to Recommend the City as a Place to Work by Gender**



Note: 61 respondents who answered the eNPS™ question declined to identify their gender

eNPS™ by Gender

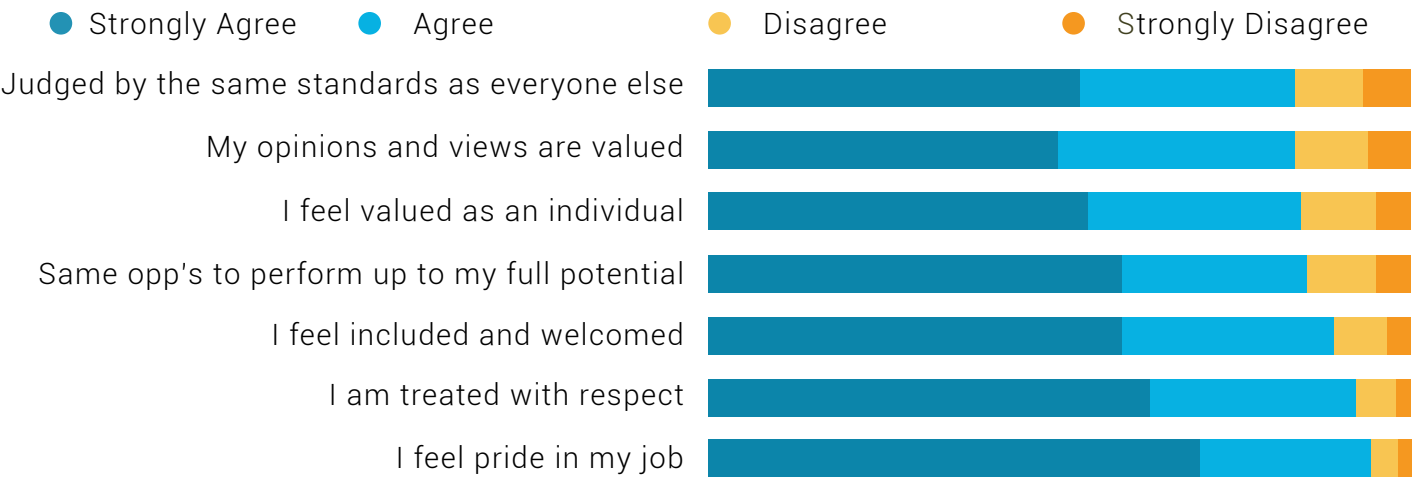
The chart below shows full-time respondents' eNPS™ by gender varied, but by a smaller amount than the results by race and ethnicity. Men's eNPS scores were slightly higher than women's (36% to 30%).

Culture Assessment

Feelings of belonging and well-being in the workplace are assessed by the extent to which respondents agree with seven statements:

- ▶ I feel valued as an individual
- ▶ I am treated with respect
- ▶ I feel included and welcomed
- ▶ I have the same opportunities to perform up to my full potential as everyone else
- ▶ I am judged by the same standards as everyone else

**Figure 32. Culture Assessment for Full-Time Respondents**



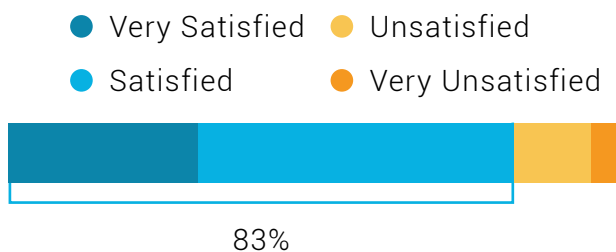
- ▶ My opinions and views are valued
- ▶ I feel pride in my job

Between 84% and 94% of full-time respondents answered culture and climate items favorably. This means, overall, that the City of Cambridge is fostering a sense of belonging and well-being in the workplace for full-time respondents.

### Position Satisfaction

We measured the level of satisfaction in respondents' current position based on the extent to which respondents agree with the statement: "I am satisfied in my current position". We found that more than 4 of 5 full-time respondents are satisfied in their current position.

**Figure 33. Current Position Satisfaction for Full-Time Respondents**

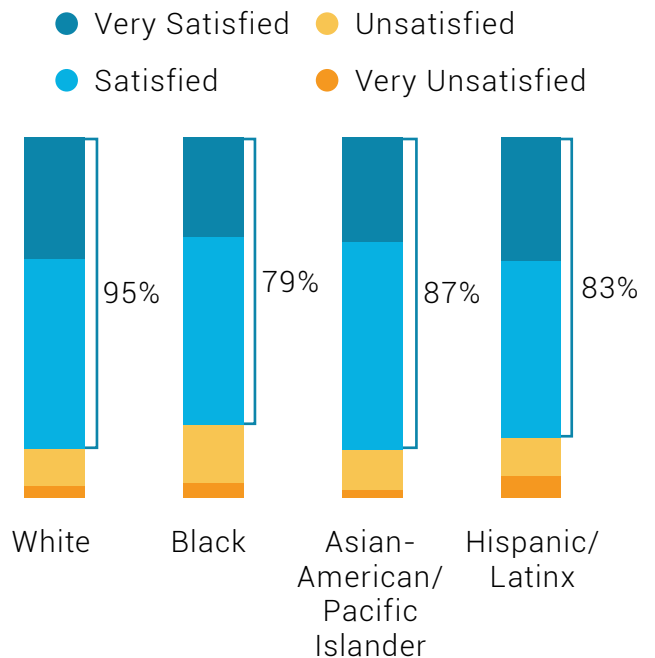


### Additional Analysis of Workplace Satisfaction Measures by Identity

#### Position Satisfaction by Race and Ethnicity and Gender

Full-time White respondents reported an 86% satisfaction in their current position, Asian American respondents

**Figure 34. % of Full-Time Respondents' Satisfaction by Race and Ethnicity**

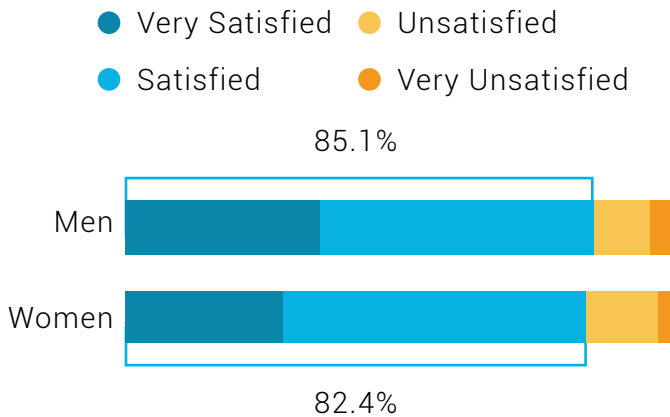


reported an 87% rate of satisfaction, and Hispanic/Latinx respondents reported an 83% of satisfaction in their current positions. Black respondents reported a 79% satisfaction in their current positions. While we have less confidence in making inferences from satisfaction rates by race and ethnicity given the lower response rates for Latinx and AAPI respondents, it is important to note that full-time Black respondents are satisfied overall, but less satisfied in their current positions than White respondents.

Men and women's satisfaction levels in their current positions are similar among full-time respondents.



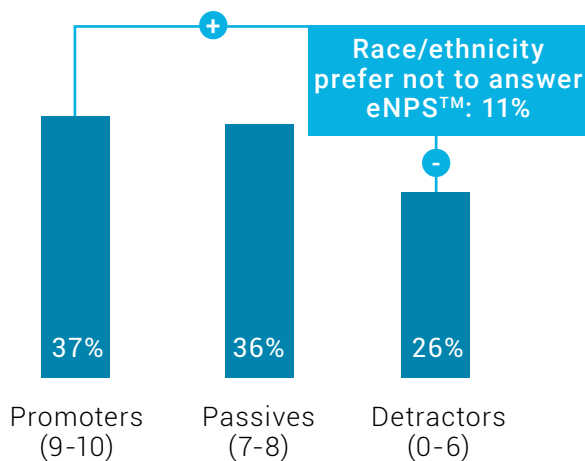
**Figure 35. % of Full-Time Respondents Satisfaction in Current Position by Gender**



### eNPS™ for Full-time Respondents without a Race/Ethnicity

There is evidence that people of color may not select race/ethnicity in surveys because of concerns about confidentiality.<sup>74</sup> Full-time respondents who preferred not to identify a race or ethnicity had an eNPS™ of 11%, which indicates there is room for improvement compared to the instrument's general benchmark of 30%

**Figure 36. % of Full-time Respondents who Preferred Not to Answer Race/Ethnicity**

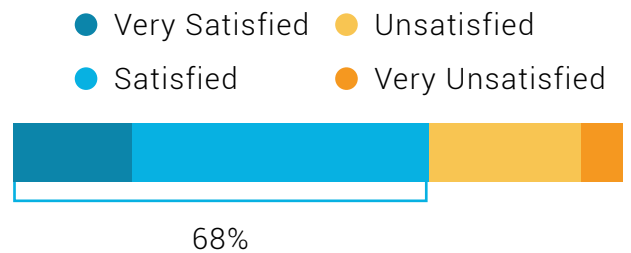


for a strong rating.<sup>75</sup>

### Position Satisfaction by Full-time Respondents without a Race/Ethnicity

For full-time respondents who declined to identify a race or ethnicity, overall satisfaction in current position was 68%.

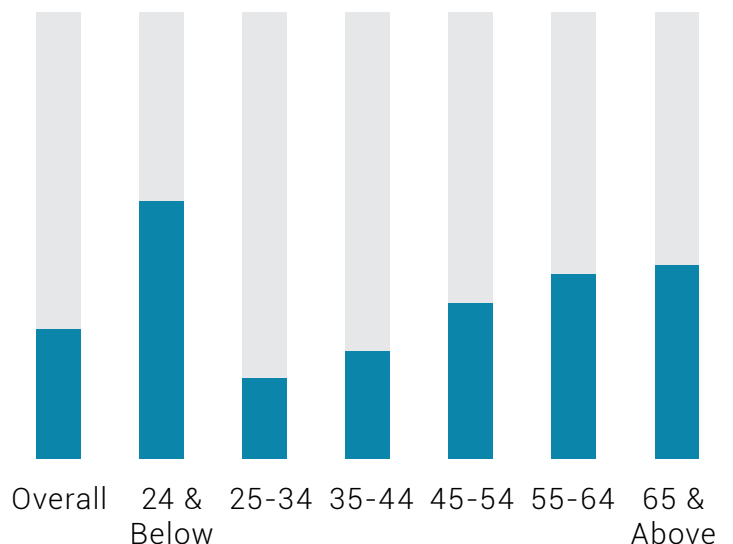
**Figure 37. % of Full-Time Respondents Who Preferred Not to Answer Race/Ethnicity**



### eNPS™ for by Age Cohort and Race

While the overall eNPS™ for full-time respondents was 30%, eNPS™ varied by age cohort. Respondents aged 24 and below had the highest eNPS™ of

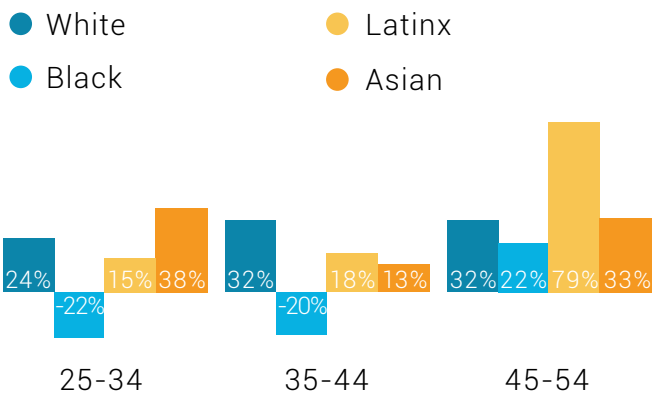
**Figure 38. Full-Time Respondents' Average eNPS™ Scores by Age Group**



58%, respondents aged 65 and above had the second highest score at 43%. Respondents aged 25 to 34 and 35 to 44 have the lowest eNPS™ scores by age group, 18% and 24% respectively.

Cross-tabulating age cohort and race revealed further variance in eNPS™. Black respondents stood out in particular as Black respondents aged 25 to 44 had significantly lower eNPS™ than other cohorts (see Figure 39).

Figure 39. Full-time Respondents eNPS™ Scores by Age Cohort and Race



Position Satisfaction by Age Cohort and Race

83% of respondents said they were satisfied in their current position. When looking at position satisfaction by age group, full-time respondents aged 24 and below reported the highest levels of satisfaction at 95%. Full-time respondents aged 35 to 44 are less satisfied in their current positions at 80%. When segmenting satisfaction in current position by age cohort and

race, Black respondents were less likely to be very satisfied or satisfied across age cohorts (see Figure 41).

Figure 40. Full-Time Respondents' Satisfied in their Current Position

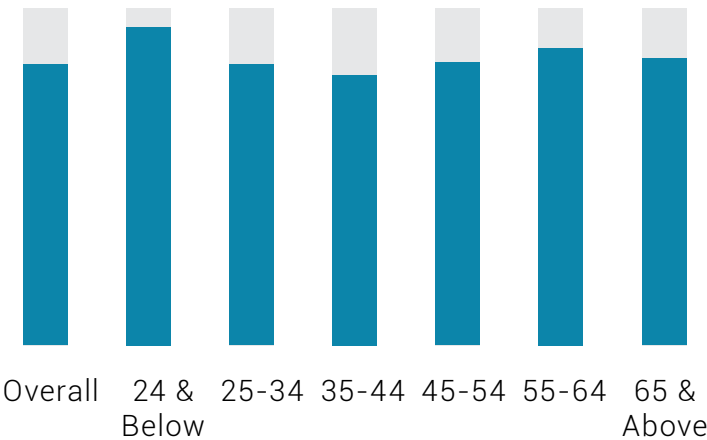
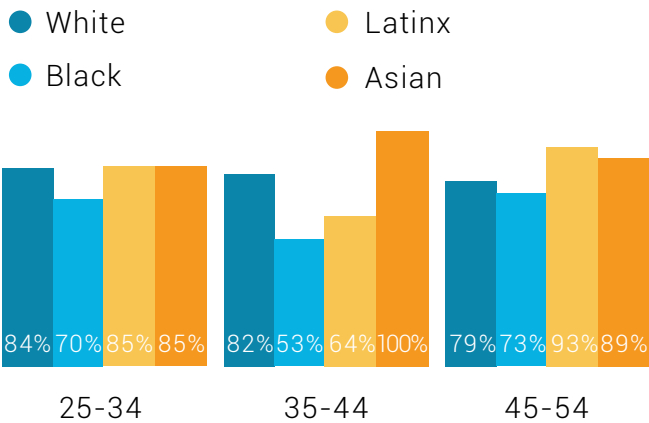


Figure 41. Full-time Respondents Who Are Satisfied in their Current Positions by Age Cohort and Race



Additional Survey Findings About People with Disabilities


We reviewed additional qualitative data on individuals who identified as people with disabilities or reported using or needing accommodations. For respondents who self-identified as disabled or having a

disability we found the following:

- ▶ Four in five respondents who identified as disabled or having a disability (PWD) are full-time employees.
- ▶ Three-fourths of PWD who responded are not a member of a union
- ▶ Half of PWD who responded to the survey are managers or supervisors.
- ▶ About 2/3 of PWD who responded are female.
- ▶ Over 1/3 of PWD who responded identify as people of color.

Qualitative responses in the survey found that respondents were not comfortable identifying as disabled or living with a disability. Respondents

with disabilities mentioned not requesting accommodations for various reasons, including not wanting to take resources from their departments, being unsure of where to go, and worries around “coming out” as being disabled or not being “legally disabled”. Finally, while one respondent volunteered to help the City recruit PWD, most of this relatively small group of respondents reported not recommending the City as a place to work. One respondent commented, they were “one of few who are open about my disability. People can mostly wrap their brains around having constituents with disabilities, but colleagues are a little harder for them. Accommodations are not always provided consistently at meetings, etc.”



*“...The city/my department was flexible and helpful with things I needed to balance being a mother and being a full-time employee. This includes: the amount of maternity time I was able to use, the understanding of when I need to use sick time...as well as getting a lock on my door promptly so I could pump successfully.”*

## Part 8:

# Getting Help at Work

Employees' experience of being the subject of bias or microaggressions in organizational settings are well-documented in the academic literature with respect to gender,<sup>76</sup> race,<sup>77</sup> sexual orientation,<sup>78</sup> ability,<sup>79</sup> and veterans' status,<sup>80</sup> among other identities. Accordingly, evaluating the ability of employees to get help when they have problems at work also illuminates the extent to which employees experience microaggressions and bias in the workplace based on their identity. Moreover, because microaggressions and bias are often "invisible," we are seeking to understand the extent to which employees at the City are aware of and able to use the support and resources available to them.

These experiences can reflect specific barriers to opportunity that impact whether recruitment, hiring and promotion practices are effective for all. Harassment and bias are linked to lower retention of women and people of color in the workplace and less opportunity for mentoring, development and advancement.<sup>81</sup> Harassment and bias could negatively impact recruitment within key networks for marginalized communities. Concerns about disrespectful conduct and bullying can also discourage employees from recommending their employer as

a place to work.<sup>82</sup>

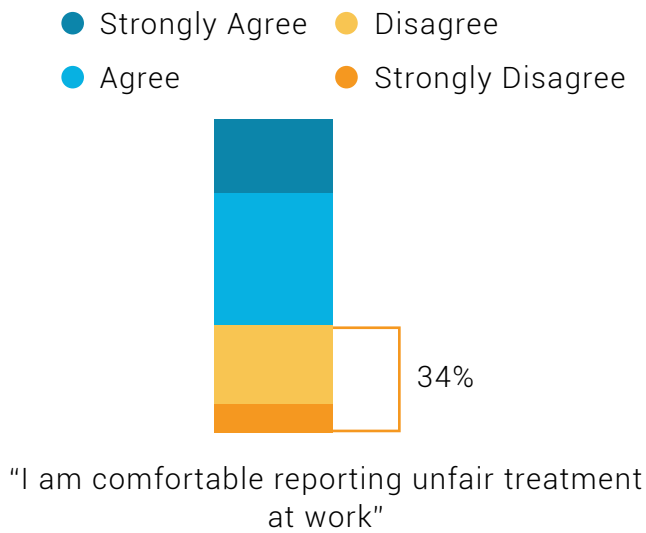
Although our assessment did not include a formal review of complaint procedures, we did learn through our interviews that there are opportunities for creating greater clarity about available channels, and that employees can and do avail themselves of different channels, making the process somewhat fragmented and options unclear. While a majority agreed they felt comfortable reporting unfair treatment at work, a significant minority reported not feeling comfortable, with specific concerns about efficacy and being treated differently if they reported.

## Reporting Unfair Treatment

### Comfort Reporting Unfair Treatment

Respondents were asked how much they agreed with the statement: "I am comfortable reporting unfair treatment at work". We found that the majority of full-time respondents are comfortable reporting unfair treatment, but 1 in 3 are not (34%). One respondent said, "It's easy to say that there will be no retaliation, but it's... one of the reasons employees don't report concerns. It can change the work environment." Notably, 84% of the full-time respondents who answered this question did say they knew where to go to get help.

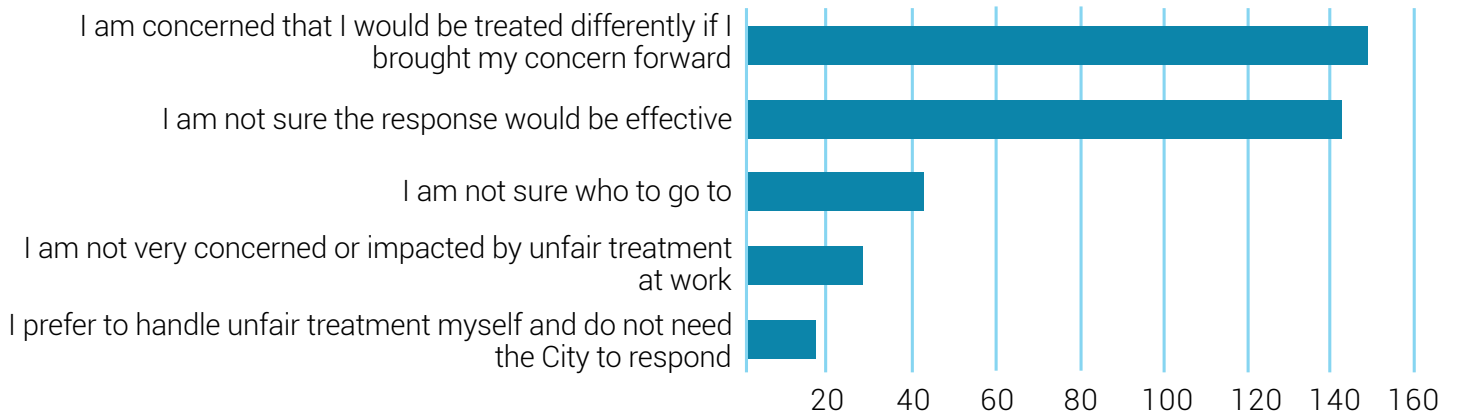
**Figure 42. Comfort Reporting Unfair Treatment at Work**



## Barriers to Reporting Unfair Treatment

Those who disagreed with the statement about feeling comfortable reporting unfair treatment at work were asked why they felt uncomfortable. The 34% percent of respondents who "disagreed" or "strongly disagreed" with feeling comfortable reporting unfair treatment at work reported feeling concerned about the efficacy and integrity of the reporting process. "I am concerned that I would be treated differently if I brought my concern forward" was selected 149 times as a reason why respondents didn't feel comfortable and "I am not sure the response would be effective" was selected 143 times.

**Figure 43. Frequency of Reasons Why Full-Time Respondents are Uncomfortable Reporting Unfair Treatment**





## Part 9:

# Additional Survey Findings on Part-Time Workers

We did obtain additional information from part-time workers on some of our survey questions. Below we report some additional findings that are noteworthy in relation to the full-time results.

## Who took the Survey

- ▶ Part-time respondents are more female and more white than the part-time workforce as a whole.
- ▶ Part-time respondents' overall eNPS™ of 11% indicates room for improvement compared with full-time respondents.
- ▶ Nearly 4 of 5 part-time respondents are satisfied in their current position, similar to full-time respondents.
- ▶ Many part-time respondents have interest in a better job in their department but indicate none are available.
- ▶ The majority of part-time respondents are comfortable reporting unfair treatment, but more than 1 in 3 are not, slightly higher than full-time.
- ▶ Part-time respondents who are uncomfortable reporting unfair treatment are concerned about the efficacy and integrity of the reporting process, similar to full-time respondents.

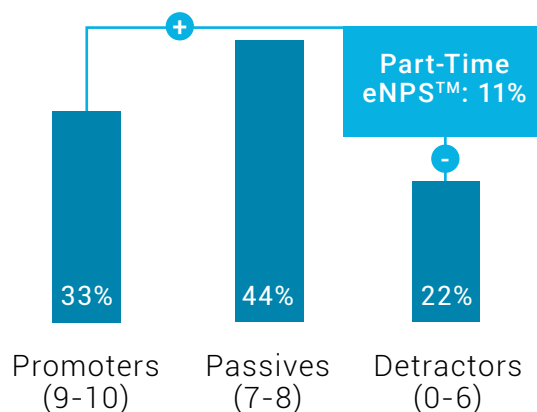
## Workplace Satisfaction Assessment

Workplace satisfaction was assessed in three ways: (1) the general perceptions and sense of loyalty to the workplace, (2) respondent's feelings of belonging and well-being in the workplace, and (3) employee's level of satisfaction in respondents' current positions.

## Employee Net-Promoter Score (eNPS™) Part-Time Workforce

Part-time respondents were asked how like they are to recommend the City as a place to work. eNPS™ is calculated by subtracting the percent of respondents who select 0 to 6 (detractors) from the percent of respondents who select 9 or 10 (promoters). 33% of respondents

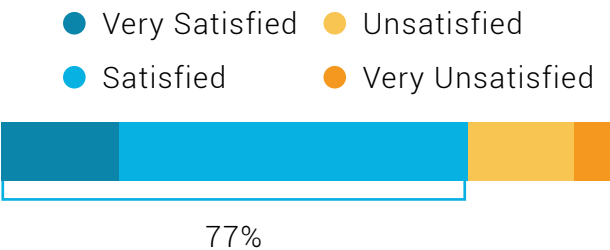
**Figure 40. Part-Time Respondents' Likelihood to Recommend the City of Cambridge as a Place to Work**





were promoters, 44% of respondents were passives, and 22% of respondents were detractors. Part-time respondents' overall eNPS™ is 11% which indicates room for improvement compared to full-time respondents' overall eNPS™ of 30%.

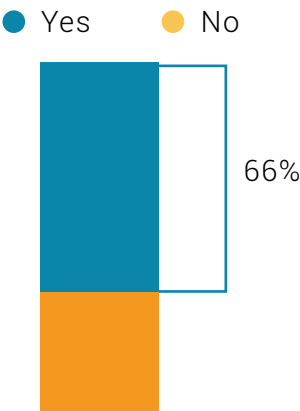
Figure 41. Current Position Satisfaction for Part-Time Respondents



Position Satisfaction

We measured the level of satisfaction in respondents' current position based on the extent to which respondents agree with the statement: "I am satisfied in my current position". Nearly 4 of 5 part-time respondents are satisfied in their current position, which is in alignment with full-time respondents.

Figure 42. Part-Time Respondents Interested in Better Jobs in their Department



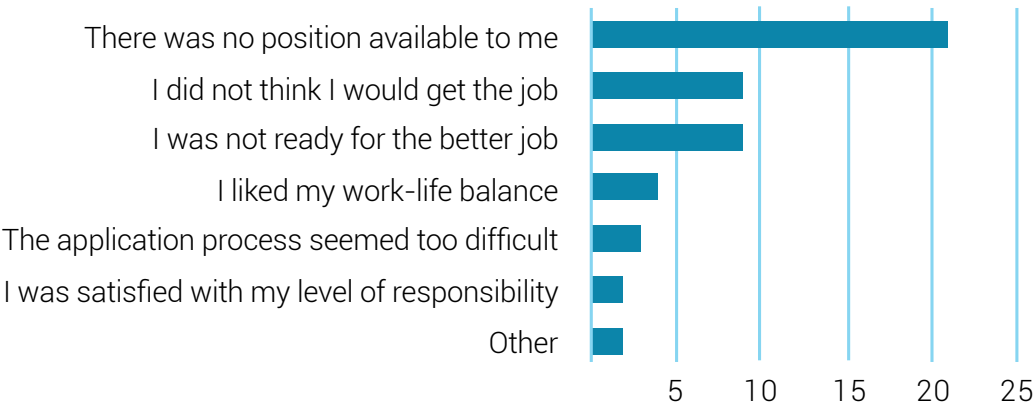
Have you ever been interested in a better job in your department?

Interest in Better Jobs in Current Department

Respondents were asked if they had been interested in a better job in their current department. 66% of part-time respondents reported being interested in a better job in their department but indicated none are available.

Obstacles to Applying for a Better Job

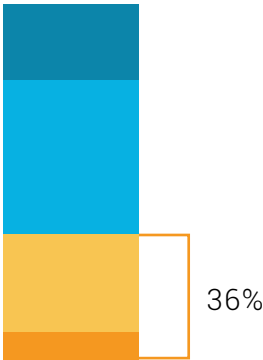
Figure 43. Frequency of Reasons Why Part-Time Respondents Interested in a Better Job Did Not Apply



Respondents were asked why they did not apply for a better job in their department. Like the full-time respondents, part-time respondents reported a lack of available positions as the biggest obstacle to applying for a better job (21). "I did not think I would get the job" (9) and "I was not ready for the better job at the time" (9) were the second and third most selected options.

**Figure 44. Part-Time Respondents' Comfort Reporting Unfair Treatment at Work**

- Strongly Agree
- Agree
- Disagree
- Strongly Disagree



"I am comfortable reporting unfair treatment at work."

Getting Help at Work

Comfort Reporting Unfair Treatment

Respondents were asked how much they agreed with the statement: "I am comfortable reporting unfair treatment at work". We found that the majority of part-time respondents are comfortable reporting unfair treatment, but 1 in 3 are not (36%).

Barriers to Reporting Unfair Treatment

The 36% of part-time respondents who "disagreed" or "strongly disagreed" with feeling comfortable reporting unfair treatment at work were asked why they felt uncomfortable. Part-time respondents who are uncomfortable reporting unfair treatment are concerned about efficacy and integrity of the reporting process. "I am not sure the response would be effective" was selected 22 times, "I am concerned that I would be treated differently if I brought my concern forward" was selected 15 times, and "I am not sure who to go to" was selected 9 times.

**Figure 45. Frequency of Reasons Why Part-Time Respondents are Uncomfortable Reporting Unfair Treatment**



## Part 10:

# Recommendations

Based on our findings, we have developed a number of recommendations. They are focused primarily on the “horizontal” analysis of ways to support the City and its departments overall, but in some cases, as indicated, elements will need to be tailored or adapted to departments and to address other requirements.

As part of the written DEI workplan we will work with the City on a process to ensure all of the “vertical” analysis is incorporated into an implementation plan for the departments. That workplan will also include a proposed sequencing timetable, roles and responsibilities for carrying out the recommendations, and potential interim steps for recommendations that may be more complex to implement. The workplan will also include recommendations for ways the City can measure its progress implementing the plan.

### **1. Leverage Existing Internal Resources and a Diversity, Equity, and Inclusion (DEI) Lens to Build Stronger and More Standardized Recruitment, Hiring and Promotion Policies and Practices Applicable Across the City.**

#### **1.1 Clarify and commit to consistent, structured selection processes based on DEI best practices, such**

**as the existing “Employment Process for Professional and Management Positions” policy.**

The City should clarify its expectation that all departments use consistent, structured personnel policies for recruitment, hiring and promotion that incorporate DEI best practices – many of which already exist in the hiring policy for professional and management positions (implemented May 1, 2000 and updated May 2009). This task may need to be completed in phases.

The existing policy provides a strong foundation for advancing diverse representation in the workforce. It incorporates many best practices for recruitment and selection, such as objective definition of job positions, engagement of the Equity & Inclusion Director<sup>83</sup> throughout the process, consideration and analysis of underrepresentation in the job when developing a recruitment strategy for certain jobs, diverse interview panels, and standardized screening tools.<sup>84</sup> While the document includes specific references to hiring, it also refers to internal and external posting and selection, and its framework for selection practices is also appropriate for competitive promotions.

We strongly recommend that key leaders from Personnel, Equity & Inclusion, and the City Manager's departments audit the existing policy and determine how to revise it for the 2020 workforce consistent with the recommendations in the report, as part of the department-level work we recommend be part of implementation. This includes identifying aspects of the policy that may need to be customized to be more effective in recruitment and hiring across different components of the workforce and departmental needs and contexts, including labor service, part-time and technical roles.

This policy also expressly applies to positions that are not subject to civil service requirements and/or collective bargaining agreements, which limits its potential impact. The City should expand the use of key aspects of this policy to civil service and collective bargaining positions to the extent permitted by applicable law, rules and regulations and should engage the unions in the implementation of these recommendations to effectuate change.

**1.2 Emphasize the importance of consistent, structured recruitment and hiring processes – and engage the strong existing manager commitments to DEI – through training and tools that reinforce the City's expectations.**

Our investigation found that some hiring managers were unaware that the City had a policy that defined steps in the recruitment and hiring process. Those who were aware of the policy did not know how to satisfy all of the steps in the process. Further, it was not clear or understood that internal selections (promotions) should also follow these policies. To set the tone moving forward, we recommend more communication from leadership about the recruitment and hiring policy and enhanced training regarding the policy.

We recommend that senior leaders, such as the City Manager, Deputy City Manager, and Department Heads consistently and regularly convey the expectation that all management staff follow recruitment, hiring and promotion policies and the benefits of implementing these best practices. This message should be shared during regular in-person meetings with leaders and in electronic communications.

We also found a strong managerial commitment to DEI, a desire to help the City with recruitment, and an interest in more tools and support for management staff, so this message is likely to be received and implemented especially if accompanied by support.

We recommend that the Personnel Department in consultation with the Department of Equity & Inclusion develop an electronic recruitment

and selection toolkit based on the hiring policy for professional and management positions that should contain the policy itself and resources for implementing the policy for new hires and competitive promotions. The toolkit should also contain a guide for hiring and selection panels, including an explanation of implicit bias and reminders of how best to interrupt biases in the hiring process as well as sample recruitment plans.<sup>85</sup>

Additionally, the Personnel Department should provide hiring managers and human resources representatives from each department with in-person or live training about how to carry out these processes. In the first year of implementation, we recommend an initial in-person or live training followed by quarterly follow-up sessions. In subsequent years, we recommend annual in-person or live refresher training along with quarterly electronic messages.

We also recommend additional training to help managers better understand what diversity, equity, and inclusion is, and how these values align with their roles as supervisors.

### **1.3 Formally engage developing leaders from existing DEI professional development and committee work, and City subject matter experts, in the operational aspects of recruiting hiring and promotion.**

The City has engaged in several professional development efforts focused on diversity, equity and inclusion skillsets, including training a managerial cohort focused on racial equity, developing an equity and inclusion steering committee, and deep work on racial equity in the Department of Human Services Programs. In addition, Cambridge has existing subject matter experts on staff, including staff to its Boards and Commissions. We recommend Cambridge offer these emerging leaders and in-house experts the opportunity to engage in recruitment, hiring and promotion efforts throughout the City. This will enable them to put their diversity and inclusion skillsets into practice and to bring their expertise into other departments. Further, practices that assign organizational responsibility for change are most effective at reducing bias and eliminating inequality in attainment at work.<sup>86</sup>

For example, an emerging leader from the Department of Human Service Programs who participated in one of these professional development programs might be tapped to assist with completing the recruitment and hiring process for an open position in the Water Department. Together the emerging leader, the hiring manager, and Personnel can ensure that the job description is inclusive, determine the internal and external recruitment strategy, build a diverse candidate pool,

and participate in the interview process. While this may require up-front time to develop, it is likely to make the hiring process faster and more effective by increasing the likelihood that the strategy will yield stronger applicants and hires. Alternatively, the City could start with a set of key positions and use that experience to roll out the approach more broadly. Full-time hires happen less frequently and are important opportunities to increase the diversity of the applicant pool.

#### **1.4 Build on existing DEI principles that apply to some City screening procedures to ensure diverse selection and interview panels when filling positions internally or externally.**

Cambridge's current hiring process requires diverse screening panels for all management and professional positions and asserts that "a range of viewpoints in applicant screening and selection decisions improves the hiring process."<sup>87</sup> Building on this policy, we recommend strengthening and expanding this to all positions where there is a candidate screening process and to all steps in that internal or external selection process from recruitment plan to initial resume or application review to final interview phase. There is significant evidence that diverse groups can improve innovation, problem solving

and decision-making.<sup>88</sup> Increased application of that principle to the critical decision of who works for the City could yield tremendous benefits both in the quality of the selection process, and the strength and diversity of the candidates selected.

Engaging emerging leaders in the recruitment and hiring process will also help ensure that all selection panels reflect racial, ethnic, and gender diversity and will minimize the tendency of some departments to over rely on the Department of Equity & Inclusion to provide such diversity in interview panels.

## ***2. Attract and Cultivate a More Representative Workforce Through Updated Selection Criteria and Procedures.***

### **2.1 Ensure that position descriptions, prior experience and degree requirements, job competencies, and hiring criteria screen for job-related skills and abilities, appeal to diverse candidates, and do not create barriers to the pursuit of talented diverse internal or external candidate pools.**

Applying a DEI lens to recruitment, hiring and promotion begins with carefully analyzing job competencies and selection criteria as well as the recruiting and hiring process. We recommend the City ensure that the



identified criteria and competencies for its existing jobs and for any new roles are job-related, and that they do not present unnecessary barriers to attracting and selecting qualified diverse internal and external applicants.

When writing or updating position descriptions, it is important to make sure that any specific education or experience criteria are necessary for successful job performance – in some cases interdisciplinary or alternative backgrounds might be not only equivalent but even add significant value. Applying an “asset-based” approach over a “credentials” approach evaluates lived experience and capacity. For example, if you want to be certain that an individual is able to write or analyze, the best practice is to hire for those skills rather than a specific degree.<sup>89</sup> Departments should consider how applicants from underrepresented backgrounds can augment performance by providing approaches and perspectives that can better serve residents of all neighborhoods.

The City should also ensure that job criteria and qualifications do not create barriers to individuals with disabilities, and that applicants receive appropriate accommodations for any tests or requirements.

This review also has the potential to ensure there are no inappropriate pay disparities by confirming that jobs with

substantially similar responsibilities and required skill sets are paid substantially similarly.<sup>90</sup>

## **2.2 Where feasible, consider modifying prior experience requirements that may limit the applicant pool and invest in on-the-job training and pre-employment training programs.**

Because many positions may have been classified some time ago, knowledge, skills and activities may not reflect what is currently needed to do the job. Reviewing and updating classifications and descriptions should also be done with an eye to expanding the selection criteria and reducing barriers – such as not requiring prior experience with a specific technical skill when on the job training could enable a broader group of individuals to be considered. This could not only increase the diversity and quality of the applicants and the individuals selected, it could make it easier and quicker to fill some positions. It could also create developmental opportunities for existing staff to coach, mentor and train new hires – and gain skills that might make it easier to compete for higher level jobs. Any modifications need to take into consideration limitations related to applicable collective bargaining agreements or legal requirements, but we encourage the City to think creatively

about opportunities to review and update job requirements.

### **2.3 Ensure that job announcements describe positions and criteria in ways that maximize the ability to attract qualified diverse internal and external applicants.**

We also recommend the City evaluate how those criteria are translated into descriptions of what the job is, and who is qualified to perform it, consistent with applicable civil service and collective bargaining requirements. Content and word choice in job announcements signal an organization's values and send subtle messages to potential applicants. Research shows that job announcements may unintentionally contain language that has masculine or feminine connotations that inadvertently perpetuate gender disparities in the workforce.<sup>91</sup> Job announcements may also contain cues that may signal a more or less welcoming work environment for people of color, people with disabilities, people who are LGBTQ, and people who are immigrants. For example, research shows that small changes to job recruiting materials can significantly increase the number of people of color and women who apply.<sup>92</sup> Further, sometimes job announcements contain extraneous or unnecessary job qualifications that limit the ability to attract a diverse candidate pool. Best

and promising practices recognize that the “laundry list” of qualifications approach and language and framing in job postings can deter women and people of color and other under-represented groups from applying.<sup>93</sup>

We recommend that Cambridge policy require a review of each job announcement to maximize inclusivity. The review should utilize online tools such as Gender Decoder to review announcements for gender bias, carefully assess potential racial bias, consider whether the job must include all requirements that are listed and remove those that are unnecessary. Additionally, it may be helpful to have someone from outside the department who is unfamiliar with the position be part of this process to help the hiring manager challenge assumptions about the minimum qualifications, such as one of the emerging leaders referenced above.

While any process for updates to job postings and position descriptions will need to account for applicable collective bargaining agreements, civil service laws and other legal mandates, we recommend the City take action anywhere it has flexibility to adapt the language it uses to describe jobs and criteria to candidates in ways that maximize opportunities to increase diversity among applicants.

## 2.4 Incorporate DEI skills into required job competencies and hiring criteria.

The City's review of job competencies and criteria provides an opportunity to highlight that organizational responsibility for diversity and/or inclusion falls on the entire workforce. The Government Alliance on Race and Equity has identified some examples of incorporating these criteria into job descriptions and interviewing questions.<sup>94</sup> We recommend that the City consider how DEI skills are relevant job competencies and criteria, such as:

- ▶ demonstrated knowledge and ability to work effectively with individuals and groups with a variety of identities, cultures, backgrounds and ideologies;
- ▶ experience incorporating the perspectives of multiple communities, including communities of color, in considering impacts and outcomes of systems and policies;
- ▶ in-depth understanding of institutional racism and the impacts on urban planning; and
- ▶ demonstrated competence related to working with adults—including ethnically, racially, culturally diverse adults—in an academic advising capacity.

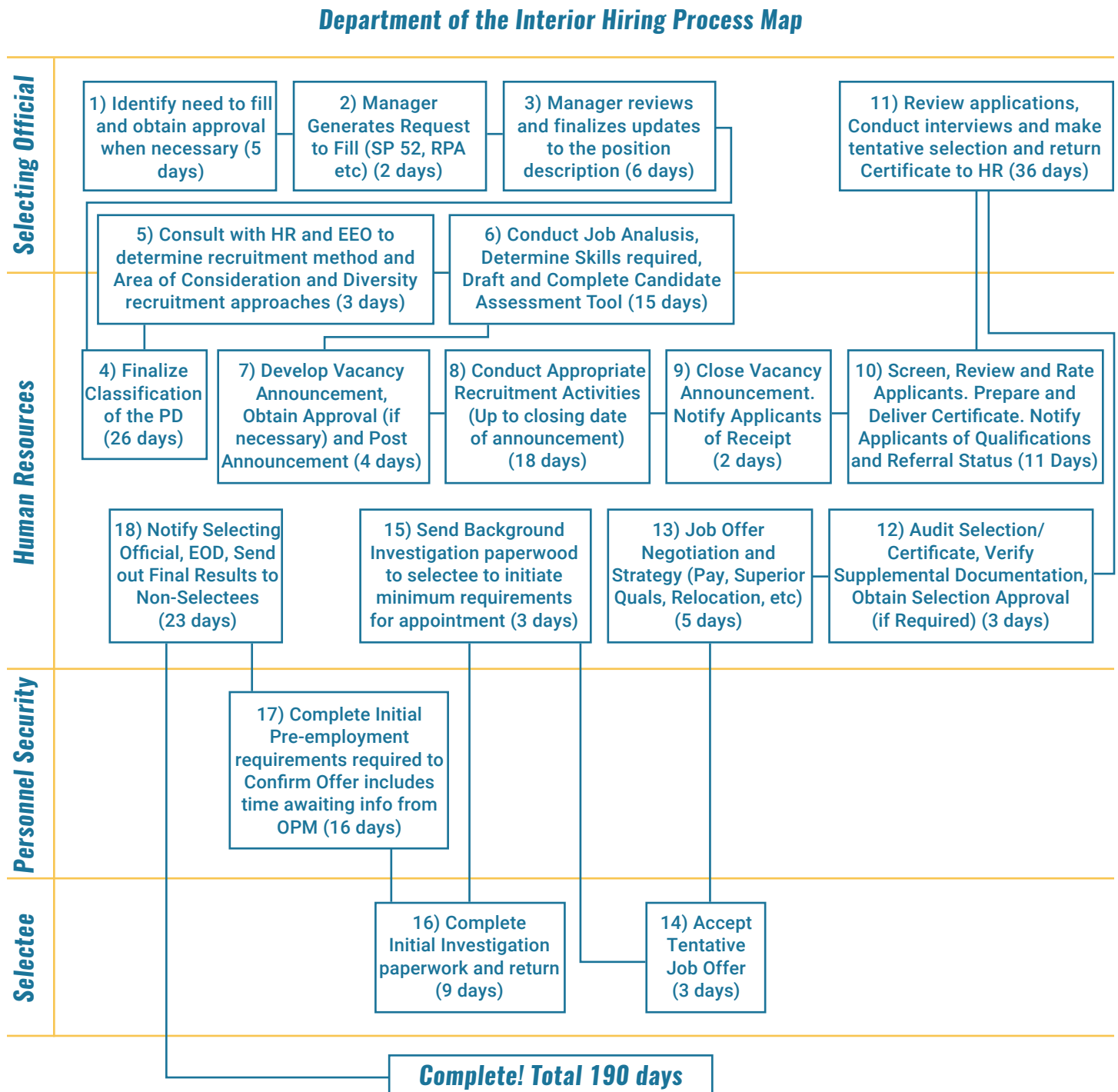
## 2.5 Institute a “diverse slate” policy with clear expectations of what a “diverse slate” means and what is expected.

We recommend that Cambridge institute a “diverse slate” policy requiring each recruitment effort to generate a diverse pool of applicants and requiring that each slate of candidates selected for interview be diverse.<sup>95</sup> The diversity that the City requires might differ by job-level or department depending upon what identities or characteristics have been underrepresented or underutilized at that level or in that department. The diversity of job applicants and interview candidates should be evaluated on the basis of race, ethnicity and gender. The evaluation could also be based on other dimensions of identity such as disability and LGBTQ status, among others, where an increase in any particular group's representation could strengthen the diversity of the City's workforce.

Generally, we recommend that the City formally require diversity in the interview pool and that it ensure even more diversity in the broader applicant pool before moving forward with selection. Research shows that women and people of color are more likely to be hired when there are at least two women and/or people of color in the final candidate pool.<sup>96</sup>

## 2.6 Analyze each step of the recruitment and selection processes to enable Cambridge to move quickly to avoid losing candidates while also ensuring diversity in the pool and interview slate.

To expedite the time from job announcement to recruitment, through interviewing and candidate selection and offer, clarity of process is a must for all personnel involved in the hiring process. One component of the Toolkit that we recommend above should be a



Selection Process flow chart, such as this hiring process map utilized by the U.S. Department of the Interior:<sup>97</sup>

In its process map and hiring policy, it may be beneficial for Cambridge to conceptually separate the recruitment process from the selection/hiring process to better refine each of the vital functions for building a workforce from all communities. In addition, this mapping will make clear all of the roles and responsibilities at each step in the process to ensure success and ensure that there are sufficient resources in terms of budget, people, technology and timing in order to ensure success.<sup>98</sup>

## **2.7 Ensure that applicant screening and selection are based on fair assessment of job competencies.**

Once the job competencies are defined in the position description, and communicated in the job announcement, it is best practice to set forth objective criteria drawn directly from the announcement and description for screening and evaluating candidates. All criteria should be clearly defined prior to the screening process. For example, if so-called “fit” is a criterion, it must be defined in advance so that all members of the interview panel understand what it means and can objectively evaluate it. Any criteria that are not agreed upon in advance must not be considered when evaluating candidates.

Cambridge should ensure that it uses fair and consistent procedures to screen and interview candidates for both internal and external hires. Current City policy for professional and management jobs calls for structured interviews, where interview questions should be the same for all candidates and should be asked in the same order. One good model used in many government settings is an objective scoring matrix.<sup>99</sup> Members of the diverse hiring panel would rate answers to each question after each question is answered and should not wait until the end of the interview to score all of the questions. The hiring panel considers candidates' knowledge, skills, and abilities as judged against the objective criteria in determining each candidate's score on each question.

Behaviorally-based interviewing models are a form of structured interview that focuses on connecting questions to job competencies and asking candidates to provide specific examples of their knowledge skills and abilities.<sup>100</sup> These kinds of skills-based questions enable interviewers to better understand each candidate's skill set and to reduce assumptions or biases about skills based on, for example, where a candidate went to school. For example, rather than ask “How comfortable are you with Excel?” say “Here's a data set. How would you find out X?” For more-complex skills, such as project management, pose a problem or a task

that candidates are likely to encounter on the job and ask them to describe in detail how they would handle it.<sup>101</sup>

## **2.8 Work with departments to develop options for ways to balance requirements related to veteran preference, city residence, civil service rules and collective bargaining agreements with the City's ability to develop candidate pools to increase racial, ethnic, national origin, and gender diversity of the workforce.**

As part of the overall review of job criteria, the City should work with departments to go back over certain job requirements and preferences, such as the veteran preference, City residence preference, civil service rules and collective bargaining requirements on recruitment, hiring, and promotion – and identify options and areas of flexibility. While some of these requirements are driven by state law, others are also matters of practice, City policy or current contracts and could be updated and adapted. In the meantime, such analyses will assist the City in counterbalancing the impact of the requirement. For example, if a veteran preference requirement is depressing national origin diversity in a particular job, then the City might decide to take steps to actively recruit and build pipeline programs to increase

national origin diversity while still satisfying veteran hiring preference requirements.<sup>102</sup> The City may also find areas where multiple criteria could be leveraged to increase diversity or where criteria intersect. Creating a pool of diverse candidates who are veterans is one way to embrace the current selection process to achieve more diversity. Incorporating DEI skills as additional hiring criteria and job competencies is another option. And given our finding about the gap between the City workforce and the available local workforce, increased utilization of Cambridge residency preference could be an opportunity to access a more racially, ethnically and gender diverse talent pool through targeted local outreach and community partnerships.

For positions that require exams, like police and fire positions, current City employees, with the leadership of the departments and the help of the proposed Talent Officer, could identify and encourage diverse candidates to enter the civil service exam process and keep them up to date on best practices to prepare for the exam and key deadlines in the process.

## **2.9 Ensure the application process is more accessible, and consider more flexible hiring for people with disabilities.**

The City's use of its website for



recruiting and posting makes it essential that the website and all job announcements are fully accessible for individuals with disabilities. The federal guidance on Section 508 compliance is an important resource for ensuring accessibility for digital platforms and materials and promoting universal design principles.<sup>103</sup>

The City should also review any other aspects of the recruitment and hiring process that may present barriers to the successful employment of people with disabilities, including convening a conversation with current employees with disabilities to source ideas and recommendations. This includes encouraging young people with disabilities to apply for early career opportunities like the Mayor's Summer Youth program.

We recommend the City increase its utilization of existing resources, including the Commission for Persons with Disabilities. The Commission has a newsletter that could be used for recruitment and has experience conducting accessibility surveys.

## **2.10 Engage department leadership to develop models based on how other cities and communities have successfully increased representation of women and people of color.**

While some aspects of the existing Cambridge procedures may seem daunting, especially those subject to state mandates, there are broader, structural solutions that could be considered. We recommend Cambridge department leaders look to their peers in other jurisdictions for models that could successfully increase the representation of women and people of color in departments where they are underrepresented. Studying municipalities in Massachusetts or jurisdictions with similar civil service laws, including any state legislative changes, would be particularly useful.

With respect to police and fire, other cities are able to employ a more diverse workforce, and there are approaches that could work if the City could achieve more flexibility from existing requirements.

And the Police Department's cadet program could be a model for the Fire Department to deploy, if appropriate legislative changes can be obtained.

Ideally with the help of key stakeholders, the City of Cambridge could consider approaches like an assessment center that could be used for selection not only for entry level positions but for advancement and promotion in the police and fire departments. The preference system through legislation could be modified to be a plus factor, not an absolute preference, and diversity could be added as a plus factor as well.

The City of Cambridge could explore whether it would be legally permissible to implement the absolute preferences by “banding” the civil service scores to achieve a more competitive, more job related and more inclusive process. With each band, the City could apply the absolute preference so that high scoring diverse candidates can compete for more open positions. Alternatively, or in addition, the City of Cambridge could seek to add a non-discriminatory psychological exam for those that pass a certain civil service score, before ranking the candidates and using the absolute preference system. A number of these recommendations could require legislative changes, but we encourage the City to take a leadership role in seeking innovative changes where possible.

### ***3. Expand the City’s Ability to Promote Opportunities and Connect with a Broader Pool of Talent.***

#### **3.1 Create job-specific recruiting strategies to intentionally generate diverse, qualified pools of candidates.**

The current Cambridge hiring process allows the Department of Equity & Inclusion to flag certain vacancies to indicate the need for “broad outreach in order to improve protected class representation within departments

or job groups.” It also requires Equity & Inclusion to determine or review hiring strategy and outreach and recruitment plans for all managerial and professional positions. For other positions, departments must check their Affirmative Action plans to determine if there is underrepresentation and if so, consult with Equity & Inclusion on a hiring strategy.

We recommend that Cambridge build on this process by developing a recruitment and hiring plan that seeks to develop a diverse candidate pool for every position it announces – including internal competitive promotions. The hiring manager, a strengthened City recruitment function described below, and the diverse selection panels could create a unique plan tailored to the specific job and any target populations based on underutilization or underrepresentation. Personnel and Equity & Inclusion could offer sample plans as part of its toolkit for carrying out the hiring policy.

Our recommendations about technology, data and metrics and increasing staff capacity are also important to being able to successfully develop these plans and carry out other recommendations.

#### **3.2 Build more long-term relationships with pipeline programs and affinity**

**groups that can assist in attracting diverse, qualified candidates for open positions.**

We recommend that the City build strong relationships with relevant community organizations, affinity groups, and professional organizations for employee recruitment, such as Year Up,<sup>104</sup> technical colleges, community colleges, and community groups. We also recommend that the City establish formal partnerships with learning institutions such as community colleges and post-secondary or continuing education programs that allow existing employees developmental opportunities.

As recommended below, one option would be to establish a Talent Officer role via an existing or new position to lead this work across the City and build upon existing relationships that departments and individuals have already created. For example, the Talent Officer might:

- ▶ Ask departments to submit contacts for organizations and community leaders that the department or agency routinely works with and those that they have episodic interactions with.
- ▶ Ask the workforce to submit names and organizations they are connected with or know that would be interested

in receiving job announcements. Recognize that all employees are possible resources for outreach and visibility of opportunities.

Cambridge should use multiple methods of communication channels for connecting with external community specific trusted sources, such as Facebook or other social media and a YouTube Channel.

**3.3 Strengthen tools and resources to ensure that recruiting is a proactive, regular activity.**

As we heard in our interviews, a number of City department heads and employees already recognize the benefits of treating recruitment as an ongoing activity, not just a quick response to a vacancy. Establishing a Talent Management System that includes a resume bank for potential candidates – and allowing current employees to also provide information about their skills and backgrounds – would make it easier for departments to reach out to candidates proactively.

Based on our survey, City employees are already working to promote job opportunities at the City of Cambridge, and many feel quite positive about their work and could be excellent ambassadors for recruitment. But they also are looking for more information about how they can help the City. Providing easier access to shared

postings through personal networks and on social media platforms would spread the word far beyond posting on the City website.<sup>105</sup>

And leveraging internal affinity groups and networks to ensure outreach to underrepresented communities will amplify the impact in terms of DEI.

### **3.4 Leverage opportunities to recruit diverse applicant pools from the current City workforce, the City of Cambridge and the Greater Boston area.**

As our findings demonstrate, the City of Cambridge can tap into existing diverse applicant pools within its own workforce, its community and the local labor market.

The Department of Human Services Programs has had success looking to its part-time workforce as a source of full-time positions. Because many of the City's part-time workers are women and people of color, identifying ways to build a career path to full-time employment, with appropriate training, would be an important way to access diverse talent. The City could also review whether any part-time positions could become full-time jobs.

The Police Department's Cadet Program already has shown significant success in tapping into Cambridge's diverse population. This program offers

another possible avenue to create a direct pipeline to a diverse applicant pool for full-time jobs in the City's Police Department.

In addition, both the City of Cambridge and the Greater Boston labor market have available pools of diverse applicants that the City could engage through local networks and partnerships.

### **3.5 Better utilize technology across the City to increase outreach and support recruitment, hiring and promotion**

Leveraging technology will also enable Cambridge to complete recruitment and hiring more quickly at less cost and with greater efficiency. As explained below, we recommend, for example, a Citywide unified database known as a Talent Management System (TMS) that provides an applicant tracking system and allows all departments to access resumes and applications based on data-field searching for qualification factors for positions.

The City could also increase use of technology for internal communications that are succinct, informational, and include instructions on taking action such as a link to offer feedback or a link to the application process. Recruiters can use texting to have preliminary contact with applicants as potential employees.

## **4. Reimagine Opportunities for Advancement and Development.**

### **4.1 Make every opportunity for advancement count, by ensuring the proactive processes for strengthening DEI and reducing bias in hiring also apply to openings for competitive promotion.**

If opportunities for promotion are limited, ensure that any time there is a chance for current employees to move up, the City maximizes its potential to serve DEI goals.

This includes clearly communicating opportunities within and across departments. It includes thinking about whether some job-related experience could be provided through training and development to enable cross-function mobility. And it includes proactive internal outreach to ensure diverse applicant pools and interview slates.

Many of the above recommendations for the recruitment and hiring process are aimed at interrupting implicit bias. Similar recommendations apply to the promotion process. We recommend setting forth clear, objective and job-related selection policies consistent with this report, clearly communicating the expectation that such policies be followed, and including guidance about when and how internal promotions

can follow a ladder or non-competitive model and when posting and open competition is required. This means educating and training managers and personnel liaisons about how to implement the policies and developing toolkits. There should be no perception of an inside track or a pre-selection that could discourage individuals from seeking promotions.

### **4.2 Consider when career ladders and other noncompetitive promotions and rotational assignments are an appropriate way to support retention and development of a diverse workforce.**

The City could also consider developing more career tracks and options for noncompetitive promotions based on an individual acquiring more skills and experience over time, in addition to competitive promotions for open positions, such as the example set by Emergency Communications. Ensuring individuals can grow their skills within their position and then apply that to provide leadership, train others and take on more complex work benefits the City and provides incentives to stay especially when vacancies may be infrequent. This is helpful for a department with low management turnover in which supervisors tend to retire, rather than resign, from the department.

Given that newer hires are more diverse, this will help the City retain its workforce by providing a career path, and also develop a future leadership cadre when current leaders retire.

Detail opportunities – short term rotational assignments to fill an interim need either within or across departments – also help current employees build skills and the ability to compete for other opportunities.

#### **4.3 Provide more opportunities for employee-focused talent and skills development through training, mentoring, and effective feedback**

We recommend that Cambridge build on its existing training program to provide additional opportunities for high-quality talent and skills development throughout the workforce. This is particularly important in departments and job-levels where promotion opportunities are scarce. Research shows that quality training that increases employees' skills and abilities is critical to job satisfaction.<sup>106</sup> And it can also lead to increased productivity and better service to the Cambridge community, as well as strengthen the pool of promotable individuals over time. Personnel and Equity & Inclusion should work together to plan and promote professional development opportunities and to

ensure diverse participation.

While survey respondents had very positive ratings of existing training, they also identified ways it could be even better, including a broader array of topics, access to more managerial training, more frequent and flexible scheduling and better communication of training opportunities.

Training and development also happen through mentorship and effective management. Some departments, including the Library, have existing examples of mentorship and development programs that could be shared as models across the City. In order to better feed talent development, we recommend a formal mentoring program with a DEI lens that includes a standardized mentor/mentee matching process. We also recommend ensuring the program is clearly advertised and made available and accessible across the workforce, providing mentor training and support, and ensuring this program reflects the communities and cultures which they serve.<sup>107</sup>

And although we heard generally positive ratings about manager feedback, we also identified areas for improvement. Feedback is a practice that enables managers to lead with credibility. Weekly manager and supervisory check-ins as well as weekly team check-ins encourage staff to ask for and receive help. Having



regular weekly one-on-one access to a manager allows staff to build trust, credibility, and accountability as well as an opportunity to address any issues before they become larger problems. Consider adding 360-degree feedback mechanisms so staff as well as managers can provide and receive feedback to build stronger and more authentic relationships.

Providing Individual Development Plans and a goal setting process – identifying specific professional development opportunities and commitments for each employee over the coming year – is another way the City could strengthen paths of internal opportunity.

We recommend the City also identify opportunities for peer coaching and mentoring among managers. We heard in our interviews about strong practices and innovations in particular teams or departments. Having opportunities to share those in regular management meetings and through structured peer-to-peer mentoring would allow more departments to benefit from those ideas.

## **5. Use Metrics and Reporting on Recruitment, Hiring and Promotion to Support Implementation of these Recommendations and Ensure Ongoing Accountability Through Greater Transparency.**

### **5.1 Update tools and protocols to**

**collect the data needed to monitor implementation of recruitment, hiring and promotion practices, including with respect to race, ethnicity, gender, gender identity, sexual orientation, disability and veterans' status.**

Measurement and accountability are important and effective ways to support inclusive workplace practices, and we recommend that the City create and use regular DEI reports to set goals and measure progress.<sup>108</sup> This first requires updating both the tools and protocols being used to collect data. It also involves setting appropriate goals and benchmarks, and identifying the best measures to evaluate progress against those goals, as well as time frames for reporting. This will yield a stronger strategic approach to monitor and evaluate implementation of these recommendations.

The City intends to begin tracking applicant information and demographics, but we also recommend reviewing current HRIS data collection and considering the following improvements:

- ▶ Provide more options for employees to self-identify on the basis of gender, including gender identity.
- ▶ Collect disability and veterans self-ID data for the full workforce and evaluate options for collecting data

on sexual orientation.

- ▶ Audit the HRIS system against payroll records to identify employees who are no longer working with the City and create a better mechanism to track part-time and temporary staff accurately.
- ▶ Reorganize the department data to reflect current structures and allow department-level reports to be generated more easily and quickly.
- ▶ Ensure the system can provide transactional reports on hires, attrition, promotions and pay changes easily.
- ▶ Determine how to classify promotions consistently to enable ongoing reporting.

The second step is ensuring decision makers can quickly access information about the talent pool, potential representation trends, and other data to create recruitment plans and evaluate diverse pools and slates. Our recommendations below about information technology are critical to support this process.

## **5.2 Align Affirmative Action, Inclusion & Equity and DEI goals and measures to support ongoing oversight.**

The City should develop and use standard DEI reports with appropriate

benchmarks to set goals and evaluate progress. Those reports should be shared with decision-makers and used to make adjustments in policies and practices based on identified trends. This includes tracking and reporting on key areas like applicant flow, interview slates and offers and acceptances – as well as regularly monitoring representation, promotions, attrition and other employment actions.

Generally, we recommend this work include metrics regarding employee representation, representation in leadership, recruiting processes, hiring outcomes, advancement, retention, compensation, and opportunities for professional development as well as engagement and culture. Our existing survey data can provide benchmarks to evaluate progress on a number of these areas as well.

Personnel and Equity & Inclusion should work together to regularly analyze recruitment, hiring and promotion data to determine if any disparities exist and to better understand how to address these disparities. For example, if a review reveals that employees with disabilities spend many more years in the City's workforce before they are promoted, as compared with employees who do not have disabilities, then Cambridge should examine what factors may have led to this result, provide training for leaders to address

any implicit or explicit biases, and consider whether to provide targeted professional development opportunities to address the disparity.

We also recommend that the City align metrics needed to support Affirmative Action programs and the Equity & Inclusion Department's work with those we recommend incorporating here.

Leadership reports may contain more detail, while employee level or external reports can be more high-level. Developing a reporting framework and actively using this data in dashboards and in static reports will ensure strong practices that support feedback and accountability.

### **5.3 Continue and expand the City's data dashboard.**

The City already provides detailed representation information to the public, and we recommend that this process continue but incorporate more measures of the key recruitment, hiring and promotion practices going forward. Some models and examples include:

- ▶ UCLA has a Data Hub including a dashboard, an app, and reports available on one page (<https://equity.ucla.edu/data-hub/>).
- ▶ Project Include has a series of recommendations about ways to measure DEI and create dashboards

([https://projectinclude.org/measuring\\_progress#use-inclusive-demographic-breakdowns](https://projectinclude.org/measuring_progress#use-inclusive-demographic-breakdowns)).

- ▶ The Open Diversity Data site identifies many private companies who have published different levels of their DEI data (<http://opendiversitydata.org/>).

## **6. Expand the Commitment to DEI Across City Roles and Responsibilities.**

### **6.1 Ensure leadership frequently expresses the value of diversity and inclusion as strengths for enhancing service to the Cambridge community.**

Research shows that diverse and inclusive organizations make better decisions, are more innovative, and are generally more effective.<sup>109</sup> Indeed, as the City states on its website, "an environment where all employees feel included and valued results in a stronger and more motivated workforce."<sup>110</sup> Furthermore, a more diverse City of Cambridge workforce will be better able to serve Cambridge citizens with different experiences, backgrounds, needs, and traditions.

Senior City leaders should regularly reinforce that diversity and inclusion are hallmarks of a strong workforce by consistently sharing this message in department meetings, with community

leaders, and business partners. They should also regularly send messages to the entire workforce articulating that leaders see diversity and inclusion as critical tools for better serving Cambridge and that, as discussed below, organizational responsibility for inclusion rests with everyone. These communications should include a reminder to treat everyone with dignity and respect. As senior leadership becomes more diverse itself, the City should proudly share news of the increase in representational diversity and continue to strive to make these leaders feel valued and included.<sup>111</sup>

Relatedly, we encourage Cambridge to consider developing a Code of Values or “Principles of Professional Ethics” and require review and signature annually by all employees, including contractors. Such principles can “serve public-facing and internally-focused purposes” to reflect the core values common to all parts of the City’s workforce.<sup>112</sup> Values may include respect, integrity, responsibility, stewardship, excellence, and diversity. The principles or code of values should also explicitly articulate expectations for the entire Cambridge workforce regardless of individual role or department.

## **6.2 Reinforce that the commitment to diversity, equity, and inclusion is everyone’s responsibility and a key element of each job in the City.**

Organizations that collectively assign responsibility for diversity, equity, and inclusion are most effective at reducing bias and eliminating inequality in attainment at work.<sup>113</sup> Thus, Cambridge should ensure that all members of the workforce understand both the importance of diversity and inclusion to driving Cambridge’s mission and that they each have individual responsibility to contribute to this mission. A code of values, referenced above, will reinforce the sense of shared responsibility.

We recommend that Cambridge ensure that our workplan and implementation of our recommendations provide a Citywide strategic approach, with department-level integration and tailoring.

Measures for leadership accountability should be included in the development of any proposed plan. Cambridge should hold senior leaders accountable for performance elements tied to the plan and as part of the work plan, we can assist the City in identifying metrics and available data.

As discussed above, when jobs become vacant and positions are open, we recommend taking this opportunity to expressly set forth diversity and inclusion components of the particular position.

## **6.3 Map diversity and inclusion efforts to expressly align with Cambridge’s culture of customer service and build market trust and**

## **societal trust.**

Public service is a public trust with all residents of the City of Cambridge. A more diverse Cambridge workforce will be better able to reflect the communities it serves and will in turn improve the City's reputation across neighborhoods regardless of demographics.

We recommend that Cambridge develop metrics to measure the impact of diversity and inclusion at each benchmarkable phase of encounters or engagement with the public. For example, the Federal Emergency Management Agency (FEMA) has been conducting mapping to assess risk from natural disasters and as part of this process is incorporating "Equity in Emergency Management" processes to better serve and connect with marginalized and diverse needs communities and cohorts.<sup>114</sup> Applying an equity approach "considers the demographic make-up of the community" when providing services.

Such mapping can be leveraged to not only provide relevant and meaningful services to all neighborhoods, but also to enhance recruitment efforts. If the City better serves diverse neighborhoods and market trust improves, it is likely that more people who live in these neighborhoods will be willing to consider employment with the City.

To further tie diversity and inclusion

values to customer service, Cambridge should consider developing aggressive local Sustainable Development Goals (SDG) marketing plans. These goals serve as the basis for a customer-centric approach to service delivery. Cambridge could require annual local or neighborhood SDG Marketing Plans with clear performance measures, quarterly progress reports, and end-of-year reports of performance against goals, with corrective action plans addressing under-performance for the next year.

## ***7. Strengthen City Infrastructure that Supports Recruitment, Hiring and Promotion to Better Implement these Recommendations for the DEI Workplan.***

### ***7.1 Enhance the Mission, Vision and Goals for the Personnel Department.***

We recommend that the Personnel Department engage in strategic planning to update its mission, vision, and goals to help carry out these recommendations. Currently, some leaders may mistake Personnel as a purely administrative function, but its reach and impact are broad and should be much broader. The Personnel Department should offer Cambridge leaders expertise in the tools to recruit, retain, manage, and train employees. Personnel can support and drive the City's goals and objectives through

employee engagement and data-informed decision-making.<sup>115</sup>

After Personnel further defines its mission, vision, and goals, it should consider launching a campaign that highlights its people- and culture-centered mission and strengthen its relationships with other departments. To that end, we also recommend that Personnel hold monthly or quarterly meetings with liaisons from each department.

## **7.2 Establish a “Talent Officer” role through a new or existing position to lead the City’s internal and external talent development programs, focused on building and growing the workforce from all communities.<sup>116</sup>**

We recommend that the City establish a Talent Officer role through a new or existing position as an internal resource for developing talent throughout the organization, from recruitment strategies, to pipeline programs, to professional development and advancement.<sup>117</sup>

This is an internal and external asset and strategy aimed at aligning the City values of diversity and inclusion with building and growing the workforce from all communities, as well as supporting departmental leadership in implementing inclusive practices with regard to recruitment, hiring, and promotion.

This role would maintain ongoing relationships with pipeline organizations, including community organizations and local, state-level, and national affinity groups for recruitment purposes. It would operate in coordination with Personnel, the Department of Equity & Inclusion, Communications, and affinity groups or employee resource groups. This role would also support the internal talent pool, including supporting implementation of our recommendations for stronger mentorship and development opportunities.

Finally, this role could be responsible for ensuring the City is able to fully implement its planned applicant tracking upgrades and, in partnership with the Equity & Inclusion Department, our recommendations for stronger recruitment, hiring and promotion metrics and reporting.

Naming a “Talent Officer” and aligning existing efforts into the umbrella structure would create efficiencies and drive effectiveness.

For the community, creation of this role would clarify and simplify how to interact with City government, particularly with regard to recruitment and hiring options, and should strengthen relationships.

## **7.3 Ensure there is a full-time analyst position dedicated to the work of the Office of Equity & Inclusion to support the data collection and**



### **reporting necessary to provide accountability.**

We recommend that Cambridge establish a full-time analyst position dedicated to the work of the Office of Equity & Inclusion to identify and continuously monitor key metrics to track and support progress in achieving diversity and inclusion goals as described above. An analyst would enable Cambridge to study the impact of various job criteria on the ability to attract and hire a diverse workforce as described below. The person in that position would work closely with staff in the Personnel Department.

#### **7.4 Ensure there are up to two full-time employees to focus on recruitment plans, the hiring process, and promotion, to better support hiring teams.**

Cambridge could use more dedicated staffing to assist departments with the recruitment and hiring process and to carry out the work necessary to increase the number of underrepresented groups in the Cambridge workforce that we recommend below. The City should ensure there are one to two full-time employee recruiters in the Personnel Department – by deploying, reallocating and/or hiring personnel. The City should consider making this/these position(s) joint appointments in the Personnel Department and the Department of

Equity & Inclusion, if practicable. These employees could also help institute best practices for diversity and inclusion in promotion and talent development. The new employees should have the ability to attract and welcome people with diverse backgrounds and identities into a new work environment and support their professional development.

#### **7.5 IT and Personnel should continue to work together to implement a Talent Management System across all departments.**

Cambridge has selected Taleo as a Talent Management System (TMS) to track recruitment, hiring, and promotion efforts. This would combine applicant tracking with broader talent management functions and reporting. We agree that a TMS will greatly improve the City's ability to recruit, hire, and promote a workforce that is more reflective of the diversity of Cambridge.

The TMS will enable to Cambridge to:

- ▶ Track applicants in the recruitment, hiring and promotion processes;
- ▶ Analyze applicants' demographic data to evaluate progress towards diversity and inclusion benchmarks;
- ▶ Implement recruitment and hiring process flows or maps to ensure compliance with Cambridge policies intended to address

underrepresentation of certain demographics;

- ▶ Reduce the time between job posting and hire while also developing diverse pools;
- ▶ Standardize processes for applicants;
- ▶ Create and share talent banks of diverse high-potential candidates in anticipation of future needs; and
- ▶ Integrate best practices across all departments.

It will be critical for the City to work very closely with its Taleo implementation contractor to leverage Taleo's pre-packaged processes and tailor them to the City's needs – consistent with the recommendations in this report.

Going forward we recommend that HRIS technology purchasing criteria incorporate diverse community input and that DEI competencies are part of the procurement review.

## **7.6 In conjunction with the new IT system, improve capability for tracking of candidates' interest, hiring processes, and promotion across departments to support recruiting and hiring of diverse workforce.**

We recommend that Cambridge gather online user data from its website and other sources, such as communications

regarding job openings, internships, and volunteer opportunities. In addition to utilizing a Talent Management System (TMS) like Taleo, Cambridge could build an online interest tracker, and applicant feedback portal that supports all of City of Cambridge departments. Such an effort will alleviate the current paper system that requires manual entry and will allow more departments to access potential applicants' information.

While development of such technology may be expensive and labor intensive, we recommend that Cambridge tap the talent in the local IT industries and universities to partner with the City to design technology infrastructure for the public good that builds on current applications and strategies for information capture.<sup>118</sup>

Cambridge should also consider partnering with online employment and career platforms that have community or cohort specific groups, networks, and events. One such example of an online employment training platform is the USDA's AgLearn, which partners with LinkedIn.<sup>119</sup> Partnering with jobs platforms and apps can increase visibility and can provide tools that help target outreach about job openings more effectively.

## **7.7 Evaluate the options for getting help with problems at work, based on recommended best and promising practices for harassment prevention.**

While we did not fully evaluate existing complaint procedures, we did identify some questions that the City should explore further to ensure that all employees understand and can access support for workplace harassment, obtaining reasonable accommodations and other types of assistance.

The U.S. EEOC has identified a number of best and promising practices for harassment prevention.<sup>120</sup> One key element of a strong reporting program is to provide multiple options to raise concerns and report complaints through clearly defined channels, as well as a range of methods and points of contact to support employees who experience problems.<sup>121</sup> Employees are more likely to come forward when they can choose the path or option they are most comfortable with or that is the most accessible.

We recommend that Cambridge further identify and frequently communicate reporting channels and options, and ensure they are trusted and easily accessible across the workforce.

We also recommend that Cambridge ensure that all reporting channels and options provide consistent disclosures and approaches. It is important to balance the employer's need to address potentially harmful conduct with an individual's desire to limit sharing of personal details about a complaint. Appropriate privacy protections can increase the willingness of individuals

to report, especially where they clearly explain what steps the organization can take to protect privacy – and when and how information about their complaint would be shared with others. Effective harassment prevention procedures also clarify the obligations of managers and leaders to handle concerns that are reported or known to them.

### ***8. Engage City and Department Leadership in a Plan to Implement These Recommendations.***

Our next step is to work with the City to develop a DEI workplan for implementing these recommendations. That should include consideration of both the "horizontal" and "vertical" aspects of implementation and it should engage City and Departmental leadership in understanding the timetable and sequence for reforms, as well as everyone's roles and responsibilities. This implementation plan should also provide for regular reporting on progress, ideally in a way that keeps employees and other stakeholders up to date.

One option to consider is an approach adopted following our campus climate review at John Jay College in New York. John Jay has created an online dashboard to track progress at implementing the recommendations, to provide transparency and accountability going forward.<sup>122</sup>

# End Notes

- 1 Underlying data sources, including our survey, the Cambridge workforce data, and other reports and documents vary in the terminology used to refer to race and ethnicity categories. This report and all tables and text use the categories American Indian/Alaska Native, AAPI, Black, Latinx, and White consistently throughout. Where no self-identification data is provided, we use “Declined to Self-Identify.”
- 2 DPW, Water, Traffic and Electrical Departments.
- 3 We have less confidence in this breakdown by race and ethnicity given lower response rates for Black, Latinx and AAPI respondents overall.
- 4 Cambridge Equity and Inclusion Diversity Dashboard, available at <https://www.cambridgema.gov/Departments/equityandinclusion/interactiveequityandinclusiondashboard>.
- 5 We included qualitative responses where a theme arose from five or more survey respondents during their answers to open-ended questions. This indicated information that went beyond a single individual's viewpoint and was important enough to be volunteered in a similar way by multiple respondents.
- 6 For example, Emilio Castilla, a Professor of Management at the MIT Sloan of Management, has shown that in organizations that promote meritocracy, counterintuitively, managers are more apt to show bias in favor of men over women. Emilio J. Castilla, Gender, Race, and Meritocracy in Organizational Careers, American Journal of Sociology vol. 113 (2008), available at <https://ideas.wharton.upenn.edu/wp-content/uploads/2018/07/Castilla-2008.pdf>.
- 7 The most current academic literature treats ethnicity, race, gender, disability and sexual orientation as intersecting identities that can combine to exacerbate inequality and stratification in organizational settings. For example, there is evidence that gender, class and ethno-racial identities intersect at the individual and organizational levels and can reinforce advantages and disadvantages with respect to individuals' career trajectories. Mayra Ruiz-Casto and Evangelina Holvino, Applying intersectionality in organizations: Inequality markers, cultural scripts and advancement practices in a professional service firm, Gender, Work and Organization Vol. 23 (2016), available at <https://eprints.kingston.ac.uk/34552/1/Ruiz-Castro-M-34552.pdf>.
- 8 The Working IDEAL team has not shared any interview notes or raw survey results with the City. The survey did not collect any names or contact information, and under our agreed protocol, any results provided to the City of Cambridge are based on groupings of at least five people.
- 9 In some cases, we conducted one interview with several smaller departments or commissions grouped together, and we had multiple conversations with the Personnel Department.
- 10 Federal Employee Viewpoint Survey, Governmentwide Management Report (2019), available at <https://www.opm.gov/fevs/reports/governmentwide-reports/governmentwide-management-report/governmentwide-report/2019/2019-governmentwide-management-report.pdf>. Other benchmarks we reviewed include Cambridge's previous Business Insight survey in 2015 (response rate of 59%).
- 11 Using standard categories for demographic information and limiting the ability to select more than one option is the most common approach in the employment context, often because of required government reports that dictate categories. But research in the health field suggests that providing individuals the opportunity to self-describe race, ethnicity and other categories increases the response rate. Romana Hasnain-Wynia and David W Baker, Data on Patient Race, Ethnicity, and Primary Language in Health Care Organizations: Current Challenges and Proposed Solutions, Health Serv Research Vol. 41 (2006), available at <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1797091/>. And given evolving understandings of gender, providing multiple options and

categories is critical.

The groupings of ten are to ensure sufficiently large subcategories for data analysis. The groupings of five for reporting survey data are for purposes of privacy.

More information on the EEO-4 can be found at <https://www.eeoc.gov/employers/eeo-data-collections>.

The United States Bureau of Labor Statistics categorizes Boston-Cambridge-Quincy as a single labor market.

Federal Reserve Bank of Chicago, Peer City Identification Tool, available at <https://www.chicagofed.org/region/community-development/data/pcit>.

Reported populations for Cambridge, MA; Boston, MA; Berkeley, CA; and Madison, WI are based on estimates from the World Population Review website, available at <https://worldpopulationreview.com/>, which are derived from 2018 Census data and are accurate as of August 2020.

Bay Area Census, data for Berkeley, California, 1970, available at <http://www.bayareacensus.ca.gov/cities/Berkeley70.htm>.

United States Census Bureau, Quick Facts About Cambridge, Massachusetts, available at [https://www.cambridgema.gov/~media/Files/CDD/FactsandMaps/PopulationData/Citywide/census\\_1980to2000\\_sf1\\_comp.pdf?la=en](https://www.cambridgema.gov/~media/Files/CDD/FactsandMaps/PopulationData/Citywide/census_1980to2000_sf1_comp.pdf?la=en).

Berkelyside.com, How a little-known Berkeley group sparked the 1960s student movement (2018), available at <https://www.berkeleyside.com/2018/12/12/how-a-little-known-berkeley-group-sparked-the-1960s-student-movement>.

The University of California, Berkeley, Department of Ethnic Studies About Page, available at <https://ethnicstudies.berkeley.edu/about/history/>.

The City of Boston's Employee Demographic Dashboard, available at <https://www.cityofboston.gov/diversity/>. Data from this dashboard are accurate as of August 2020 and include full-time employees and permanent part-time employees.

The City of Berkeley, FY 2019 Year-end Workforce Report, available at [https://www.cityofberkeley.info/uploadedFiles/Human\\_Resources/Level\\_3\\_-\\_General/EEOWorkforceReport.pdf](https://www.cityofberkeley.info/uploadedFiles/Human_Resources/Level_3_-_General/EEOWorkforceReport.pdf). Data reflect demographics for FY 2019 of permanent employees and are accurate as of August 2020.

City of Madison, Equitable Workforce Plan, 2016-2021, <https://www.cityofmadison.com/employeeen-net-civil-rights/documents/ewplan2016.pdf>. Data reflect employee demographics for FY 2015 and are accurate as of August 2020. We were unable to determine the extent to which Madison's data reflects full-time, part-time, permanent and temporary workers.

Individuals were counted as residents if the city field listed Cambridge. We did not verify that these addresses are current.

DPW, Water, Traffic and Electrical Departments.

POC and White percentages do not always add up to 100% because of individuals who declined to self-identify on the basis of race or ethnicity.

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The City of Berkeley, FY 2019 Year-end Workforce Report, available at [https://www.cityofberkeley.info/uploadedFiles/Human\\_Resources/Level\\_3\\_-\\_General/EEOWorkforceReport.pdf](https://www.cityofberkeley.info/uploadedFiles/Human_Resources/Level_3_-_General/EEOWorkforceReport.pdf). Data reflects employee demographics for FY 2019 and are accurate as of August 2020.

City of Madison, Equitable Workforce Plan, 2016-2021, available at <https://www.cityofmadison.com/employeeen-net-civil-rights/documents/ewplan2016.pdf>. Data reflects employee demographics for FY 2015 and are accurate as of August 2020.

Cambridge Fire Department employee demographic data are derived from the City's internal records for FY2020.

The City of Boston's Employee Demographic Dashboard, available at <https://www.cityofboston.gov/diversity/>.



- [gov/diversity/](#). Data from this dashboard are accurate as of August 2020.
- 32 City of Worcester, Massachusetts, Demographics Analytics – City of Worcester's Workforce, available at <http://www.worcesterma.gov/uploads/f4/5c/f45ce982bf53acb1a5e96a4512fb879f/full-time-demographic-analytics.pdf>. Data represented in this report reflect FY2019 and are accurate as of August 2020.
- 33 Cambridge Police Department employee demographic data are derived from the City's internal records for FY2020.
- 34 The City of Boston's Employee Demographic Dashboard, available at <https://www.cityofboston.gov/diversity/>. Data from this dashboard are accurate as of August 2020.
- 35 City of Worcester, Massachusetts, Demographics Analytics – City of Worcester's Workforce, available at <http://www.worcesterma.gov/uploads/f4/5c/f45ce982bf53acb1a5e96a4512fb879f/full-time-demographic-analytics.pdf>. Data represented in this report reflect FY2019 and are accurate as of August 2020.
- 36 National-level data on fire department demographics are derived from the National Association of Fire Prevention's (NFA) Ben Evarts and Gary P. Stein, U.S Fire Department Profile 2018 (2020), available at <https://www.nfpa.org/-/media/Files/News-and-Research/Fire-statistics-and-reports/Emergency-responders/osfdprofile.pdf>.
- 37 Data on the Cambridge, MA Fire and Police Departments are based on the City's FY 2020 EEO-4 data. As with data on the benchmark municipalities, only employees of the Fire and Police Departments whose job categories are indicated as "Protective Services" are included in this analysis. Boston, MA is not included as a comparison city in this analysis because data are only available for employees of their Fire and Police Departments in general, rather than data on the number of firefighters and sworn police officers that are in service. However, secondary sources report that the Boston Fire Department is not reflective of the City's racial demographics, and the Boston Police Department is roughly two-thirds white. Jason Frazer, Boston Police Department Struggles with Diversity, NBC Boston (March 28, 2017), available at <https://www.nbcboston.com/news/local/boston-police-department-struggles-with-diversity/41580/>.
- 38 Madison was not included as a firefighter benchmark because we were unable to distinguish between firefighters and paramedics in their data.
- 39 National-level data on police department demographics are derived from the Statista's "Gender distribution of full-time U.S. law enforcement employees 2018," and 2018 Bureau of Justice Statistics statistical brief, Full Time Employees in Law Enforcement Agencies 1997-2016, available at <https://www.bjs.gov/content/pub/pdf/ftelea9716.pdf>.
- 40 Cambridge police officer demographic data are derived from the City's internal records for FY2020.
- 41 Berkeley, CA police officer demographic data are derived from the City of Berkeley's FY 2019 Year-end Workforce Report. The City of Berkeley, FY 2019 Year-end Workforce Report, available at [https://www.cityofberkeley.info/uploadedFiles/Human\\_Resources/Level\\_3\\_-\\_General/EEOWorkforceReport.pdf](https://www.cityofberkeley.info/uploadedFiles/Human_Resources/Level_3_-_General/EEOWorkforceReport.pdf). Data reflect employee demographics for FY 2019 and are accurate as of August 2020.
- 42 City of Madison, Equitable Workforce Plan, 2016-2021, <https://www.cityofmadison.com/employee-net-civil-rights/documents/ewplan2016.pdf>. Data reflect employee demographics for FY 2015 and are accurate as of August 2020.
- 43 Massachusetts General Laws Ann. Chapter 31: Civil Service, available at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter31>. The Massachusetts Civil Service Law defines a "Civil Service Position" as "an office or position, appointment to which is subject to the requirements of the civil service law and rules." Id. at §1. Labor service rules are also established by the Civil Service law and labor service is defined as "the composite of all civil service positions whose duties are such that a suitable selection for such positions may be made based upon registration



pursuant to section twenty-eight, rather than by competitive examination.” Id. The law also uses the term “official service” to describe “the composite of all Civil Service positions not in the labor service.” Id. See also Section 48 stating that “Offices and positions in the service of cities and towns shall be subject to the Civil Service law and rules as provided by sections fifty-one, fifty-two, and fifty-three” except for those positions that are listed as exempt. <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter31/Section48>.

- 44 City of Cambridge, Massachusetts, Interactive Equity and Inclusion Dashboard, available at <https://www.cambridgema.gov/Departments/equityandinclusion/interactiveequityandinclusiondashboard>.
- 45 The traffic supervisor agreement requires a bidding process for vacancies that opens at the first union meeting after the position is posted and the position must be filled within 45 days of posting. The agreement for certain DHSP childcare teachers requires positions to be posted for 5 days in a prominent place in the Central Office with written notice to employees in the bargaining unit. The CBA covering non-professional positions in multiple departments requires positions to be filled in 10 business days. The CBA covering certain library positions requires vacancies to be posted internally for seven days in an all-staff email or newsletter and with notice to the union before a position is posted externally. The CBA covering most fire positions requires vacancies to be posted on a bulletin board in a conspicuous place or five working days and states that the Chief may award the position within five working days after the end of the posting period. The CBA covering Emergency Communication Supervisors also requires bulletin board posting.
- 46 Under the DHSP teachers’ agreement, internal and external applications may be accepted at the same time, but if candidates’ qualifications, ability, and performance are equal, as determined by management, then an internal candidate should be selected over an external candidate. Under the library agreement, all jobs except entry level jobs must be open to bidding from the bargaining unit for seven days and then the position may be posted externally. Bargaining unit members must be interviewed and considered before external employees.
- 47 The CBA states: “The CITY and the UNION agree that when there is proof of any employment practices, regardless of their intent, which result in the under-utilization of racial or ethnic minorities, women, older employees, or the handicapped, specific affirmative action measures must be implemented to redress the effects of discrimination and to insure genuine equality of opportunity for all under-utilized groups. Such affirmative action measures shall encompass (but are not limited to) the areas of recruitment, hiring, promotion, demotion, recruitment, layoff or termination, compensation, and training opportunities.”
- 48 Not every department or commission has staff, and some positions are shared across departments or commissions, so the tables with employee counts in this report may not include all entities, and in some cases the tables have been aggregated into larger groupings.
- 49 As discussed elsewhere in the report, terms of collective bargaining agreements may impact posting procedures.
- 50 A copy of this document is attached as Appendix 2.
- 51 City officials state that they encourage employees to share job postings to personnel networks and via personal social media accounts and that this is currently a practice for at least some employees. It would be helpful to clarify the policy when the City is implementing our recommendations about providing more tools for employees to support recruitment.
- 52 Massachusetts General Laws Ann. Chapter 31: Civil Service, available at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter31>.
- 53 Id. at § 59.
- 54 Id. at § 58.
- 55 City of Cambridge, Massachusetts, Become a Police Officer page, available at <https://www.cambridgema.gov/iwantto/becomeacambridgepoliceofficer>.

56 Massachusetts General Laws Ann. Chapter 31: Civil Service, available at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter31> § 59.

57 The state's authority to establish health and fitness standards as well as medical examinations is set forth in Massachusetts General Laws Ann. Chapter 31 § 61A.

58 City of Cambridge, Massachusetts, Becoming a Firefighter page, available at <https://www.cambridgema.gov/cfd/aboutus/firefighterinformation/becomingafirefighter>. The website needs updating as it indicates that the next written civil service examination will be March 24, 2018.

59 Massachusetts General Laws Ann. Chapter 31 § 26.

60 Id.

61 Id.

62 City of Cambridge, Massachusetts, Become a Police Cadet page, available at <https://www.cambridgema.gov/iwantto/becomeacambridgepolicecadet>.

63 The office of procedural justice sample dashboard can be viewed here: <https://spark.adobe.com/page/VAoWuR08wYjwV/>.

64 Massachusetts General Laws Ann. Chapter 31 § 28

65 The application is available at: <https://www.cambridgema.gov/-/media/Files/personneldepartment/laborSvsAppRevNov2010.pdf>.

66 Massachusetts General Laws Ann. Chapter 31 § 47A. The law defines disadvantage persons as: "a person whose annual family net income, in relation to size and location, does not exceed low-income guidelines established by the federal government, and who is a person lacking a high school education or its equivalent or belonging to a minority group, or under twenty-one years of age or who is forty-five years of age or older, or is handicapped." Id.

67 Massachusetts General Laws Ann. Chapter 31 § 28.

68 Massachusetts General Laws Ann. Chapter 31 § 29.

69 The survey question defined "better job" as follows: A "better job" means a job at a higher level, a job with higher pay, more responsibility, or better working conditions, and/or any job that is a better opportunity for you or could advance your career.

70 Researchers, including Frank Dobbin, a professor of sociology at Harvard University, have shown that diversity and inclusion initiatives are more successful to the extent that managers believe they have responsibility (both formal and informal) for the organizations' DEI structures, processes and outcomes. Alexandra Kalev, Frank Dobbin, and Erin Kelly. Best Practices or Best Guesses? Assessing the Efficacy of Corporate Affirmative Action and Diversity Policies. 71, no. 4 American Sociological Review 589 (2006) available at <https://doi.org/10.1177/000312240607100404>.

71 Amy L Kristof-Brown, Ryan D Zimmerman, Erin C Johnson Consequences of Individuals' Fit at Work: A Meta Analysis of Person–Job, Person–Organization, Person–Group, And Person–Supervisor Fit, 58 Personnel Psychology 281 (2005).

72 At the training and in at least one previous CEII meeting, some staff members took offense to calling these acts "microaggressions" given their potential to inflict grievous harm – psychological, emotional, financial, physical, etc. – on the targets of these acts.

73 Retently, What is a Good Net Promoter Score? (2019), available at <https://www.retently.com/blog/good-net-promoter-score/>; Rachel Bolsu, What is an eNPS Score, Namely Blog (2018), available at <https://blog.namely.com/blog/what-is-an-enps-score>.

74 Stacy Patton, Should You Check the 'Race Box'? Chronicle Vitae (2014), available at <https://community.chronicle.com/news/302-should-you-check-the-race-box>.

75 Bolsu, supra note 72.

76 Tessa E. Basford, Lynn R. Offermann, and Tara S. Behrend. Do You See What I See? Perceptions of Gender Microaggressions in the Workplace, Psychology of Women Quarterly Vol. 38 (2014), available at <https://doi.org/10.1177/0361684313511420>.

- 77 D.W. Sue, A.I. Lin & D.P. Rivera, Racial microaggressions in the workplace: Manifestation and impact. In J. L. Chin (Ed.), *Praeger perspectives: Race and ethnicity in psychology. Diversity in mind and in action*, Vol. 2. Disparities and competence, (2009), available at <https://psycnet.apa.org/record/2009-11472-010>.
- 78 M. Paz Galupo and Courtney A. Resnick, Experiences of LGBT Microaggressions in the Workplace: Implications for Policy, in *Sexual Orientation and Transgender Issues in Organizations*, 271 (2016), available at <https://www.researchgate.net/publication/301623779>.
- 79 Carolyn Zerbe Enns, *The Oxford Handbook of Feminist Counseling Psychology* (2013).
- 80 Shane Patrick Hammond, Complex perceptions of identity: the experiences of student combat veterans in community college, *Community College Journal of Research and Practice* Vol. 40 (2016), available at <https://www.tandfonline.com/doi/abs/10.1080/10668926.2015.1017891>.
- 81 Elyse Shaw, Ariane Hegewisch, and Cynthia Hess, *Sexual Harassment and Assault at Work: Understanding the Costs*, Institute for Women's Policy Research (2018), available at [https://iwpr.org/wp-content/uploads/2020/09/IWPR-sexual-harassment-brief\\_FINAL.pdf](https://iwpr.org/wp-content/uploads/2020/09/IWPR-sexual-harassment-brief_FINAL.pdf).
- 82 Chai Feldblum & Victoria Lipnic, U.S. Equal Employment Opportunity Commission Report of the Co-Chairs of the Select Task Force on Harassment in the Workplace (2016), available at <https://www.eeoc.gov/june-2016-report-co-chairs-select-task-force-study-harassment-workplace>.
- 83 We note that the current policy references the Affirmative Action Director, not the Equity & Inclusion Director. When the policy is updated, the City should ensure that it uses the most current departmental names and titles.
- 84 Iris Bohnet, How to Take the Bias Out of Interviews, *Harvard Business Review* (2016) (recommending structured interviews, requiring the panel to score answers in real time, comparison of candidate responses horizontally).
- 85 See, e.g., Pragma Agarwal, Here is How Bias Can Affect Recruitment in Your Organisation, *Forbes* (Oct. 19, 2018), <https://www.forbes.com/sites/pragyaagarwaleurope/2018/10/19/how-can-bias-during-interviews-affect-recruitment-in-your-organisation/#6feb20a11951>; Bias Interrupters, The Center for WorkLife Law University of California Hastings College of Law, Identifying Bias in Hiring Guide, <https://biasinterrupters.org/wp-content/uploads/Identifying-Bias-in-Hiring-Guide-no-citations.pdf>.
- 86 Kalev, Dobbin & Kelly, *supra* note 70.
- 87 In 2014, Intel instituted a requirement that interview panels for all new hires include at least two women and/or members of underrepresented communities. In two years, Intel increased new hires of women or people of color by 13 percent from 31.9 percent to 45.1 percent. <https://www.workingmother.com/diverse-interview-panels-may-be-key-to-workplace-diversity>. Intel also invested in diversity and inclusion committing \$300 million in 2015 to "reach full representation of women and underrepresented minorities in the U.S. workforce by 2020." It reached this goal in 2018. <https://newsroom.intel.com/news/intel-achieves-goal-full-us-workforce-representation-notes-just-beginning/#gs.yefqi3>.
- 88 See, e.g., Cristina Díaz-García, Angela González-Moreno, Francisco Jose Sáez-Martínez, Gender diversity within R&D teams: Its impact on radicalness of innovation. *Innovation: Management, Policy & Practice* (2012) (study of R&D teams found a relationship between increased gender diversity and a greater likelihood of "radical innovation"); Sylvia Ann Hewlett, Melinda Marshall and Laura Sherbin, How Diversity Can Drive Innovation, *Harvard Business Review* (Dec. 2013), available at <https://hbr.org/2013/12/how-diversity-can-drive-innovation>; Adam Galinsky, et al, Maximizing the Gains and Minimizing the Pains of Diversity: A Policy Perspective, *Perspectives on Psychological Science* (2015), available at <http://groups.psych.northwestern.edu/spcl/documents/PerspectivesonPsychologicalScience-2015-Galinsky-742-8.pdf> (summarizing research); Katherine W. Phillips, How Diversity Makes Us Smarter, *Scientific American* (2014), available at <http://www>.

[scientificamerican.com/article/how-diversity-makes-us-smarter/](https://scientificamerican.com/article/how-diversity-makes-us-smarter/) (same).

- 89 As Opportunity@Work has shown, Degree requirements that are not job-related or where alternative work background could be considered equivalent are “self-defeating barriers that widen the opportunity gap.” <https://mk0opportunitya146yq.kinstacdn.com/wp-content/uploads/2019/12/Opportunity-Gap.pdf>.
- 90 When designing and evaluating job classification or job evaluation systems, it is important to intentionally guard against unconsciously undervaluing jobs that have traditionally been performed by women and/or people of color. See, e.g., Deborah M. Figart, Equal Pay for Equal Work: The Role of Job Evaluation in an Evolving Social Norm, *Journal of Economic Issues*, Vol. 34 1-19 (2000)
- 91 Danielle Gaucher and Justin Friesen, Evidence that Gendered Wording in Job Advertisement Exists and Sustains Gender Inequality, *Journal of Personality and Social Psychology*, Vol 101, 109-128 (2011).
- 92 Elizabeth Linos, More Than Public Service: A Field Experiment on Job Advertisements and Diversity in the Police, *Journal of Public Administration Research and Theory*, Vol. 28 (Jan. 2018) 67-85; Elizabeth Linos, Simple Changes to Job Ads Can Help Recruit More Police Officers of Color, *Harvard Business Review*, Apr. 3, 2018, <https://hbr.org/2018/04/simple-changes-to-job-ads-can-help-recruit-more-police-officers-of-color>.
- 93 Bohnet, supra note 84, Rebecca Knight, 7 Practical Ways to Reduce Bias in Your Hiring Process, SHRM (2019), available at <https://www.shrm.org/resourcesandtools/hr-topics/talent-acquisition/pages/7-practical-ways-to-reduce-bias-in-your-hiring-process.aspx>.
- 94 Local and Regional Government Alliance on Race & Equity, Public Sector Jobs: Opportunities for Advancing Racial Equity, available at <https://racialequityalliance.org/wp-content/uploads/2015/02/Public-Sector-Jobs-Final1.pdf>.
- 95 Cambridge's current hiring process requires evaluation of recruitment efforts for each position to determine if the applicant pool is adequate. We recommend the use of a clear “diverse slate” policy because we believe directly communicating the expectation of diverse applicant pools and diverse interview pools is important to advancing diversity in hiring.
- 96 Stefanie K. Johnson, David R. Hekman, Elsa T. Chan, If There's Only One Woman in Your Candidate Pool, There's Statistically No Chance She'll be Hired, <https://hbr.org/2016/04/if-theres-only-one-woman-in-your-candidate-pool-theres-statistically-no-chance-shell-be-hired>.
- 97 The U.S. Office of Personnel management End-to-End Hiring Initiative provides additional ideas for streamlining hiring processes: End to End Hiring Roadmap, U.S. Office of Personnel Management, available at <https://www.opm.gov/policy-data-oversight/human-capital-management/hiring-reform/>.
- 98 A barrier analysis that members of the Working IDEAL team conducted for U.S. Secretary of the Interior found that focusing on each step of the recruitment and hiring processes enabled greater clarity for each of the different process owners to implement strategies to yield better outcomes within their span of control. We recommend the same here.
- 99 Iris Bohnet, How to Take the Bias Out of Interviews, *Harvard Business Review*, April 18, 2016 (recommending structured interviews, requiring the panel to score answers in real time, comparison of candidate responses horizontally).
- 100 Society for Human Resources Management, A Guide to Conducting Behavioral Interviews with Early Career Job Candidates (2016), available at <https://www.shrm.org/LearningAndCareer/learning/Documents/Behavioral%20Interviewing%20Guide%20for%20Early%20Career%20Candidates.pdf>.
- 101 Joan C. Williams and Sky Mihaylo, How the Best Bosses Interrupt Biases on Their Teams, *Harvard Business Review* (Nov.-Dec. 2019), <https://hbr.org/2019/11/how-the-best-bosses-interrupt-bias-on-their-teams>.

- 102 According to the Marshall Project, almost nine out of ten military veterans who live in Massachusetts are white. Some municipalities, such as Wellesley, have voted to take their police departments out of the state civil service system to improve diversity. Simone Weichselbaum and Beth Schwartzapfel with Tom Meagher, When Warriors Put on the Badge, The Marshall Project (March 3, 2017), <https://www.themarshallproject.org/2017/03/30/when-warriors-put-on-the-badge>.
- 103 GSA Government-wide IT Accessibility Program, <https://www.section508.gov/>.
- 104 Year Up, <https://www.yearup.org/about-us/>.
- 105 Here is an example: To recruit a more diverse workforce, go beyond the predictable job boards. Create a video or animation to show off your job opportunities and diverse workplace culture. Grab the attention of more people by sharing jobs through newer social media, like Instagram and Snapchat, or by braving live streaming video, <https://blog.neogov.com/tips-for-recruiting-a-diverse-workforce>.
- 106 See, e.g., Steven W. Schmidt, The Relationship Between Satisfaction with Workplace Training and Overall Job Satisfaction, Human Resource Development Quarterly, Volume 18 (2007)
- 107 This is modeled on an ODNI program that members of the Working IDEAL team have been engaged with.
- 108 Kalev, Dobbin & Kelly, *supra* note 70; Bohnet, *supra* note 84.
- 109 See, e.g., McKinsey & Co., Vivan Hunt et al., Diversity Matters (Feb. 2, 2015), <https://www.mckinsey.com/business-functions/organization/our-insights/why-diversity-matters>; Boston Consulting Group, Rocio Lorenzo, et al., How Diverse Leadership Boosts Innovation (Jan. 23, 2018) <https://www.bcg.com/en-us/publications/2018/how-diverse-leadership-teams-boost-innovation.aspx>.
- 110 City of Cambridge, MA Interactive Equity and Inclusion Dashboard, available at <https://www.cambridgema.gov/Departments/equityandinclusion/interactiveequityandinclusiondashboard>.
- 111 See Rebecca K. Lee, Core Diversity, 19 Temp. Pol. & Civ. Rts. L. Rev. 477, 508 (2010) (“the presence of diverse leadership may have a positive effect on the way other diverse groups are hired or evaluated, further opening the way for historically disadvantaged workers to be noticed and rewarded”).
- 112 See, for example, the Principles of Professional Ethics for the Intelligence Community developed by the Office of the Director of National Intelligence: <https://www.dni.gov/index.php/who-we-are/organizations/clpt/clpt-features/1789-principles-of-professional-ethics-for-the-intelligence-community>.
- 113 Kalev, Dobbin & Kelly, *supra* note 70.
- 114 Institute of Portland Metropolitan Studies, Portland State University, Metroscape page, available at <https://pdxscholar.library.pdx.edu/metroscape/140/>.
- 115 This might include changing the name of the Personnel Department. (We recognize that renaming the department may require an ordinance.) The term “personnel” may connote a department that is more functional, transactional, or administrative than a “human resources” department, which may be seen as a key player in helping drive organizational vision and goals. In the private sector, there is even a trend to abandon the title of “chief human resources officer” for “chief people officer” to elevate the role. See, e.g., Samantha Todd, Reinventing HR: 5 Ways Chief People Officers Must Evolve, Forbes (Jan. 19, 2020), <https://www.forbes.com/sites/samanthatodd/2020/01/19/reinventing-hr-5-ways-chief-people-officers-must-evolve/?sh=2d7182494d3d>.
- 116 This role could be implemented via an existing position, but we would recommend it include the additional staffing, resources and scope described here.
- 117 Christine Hayward, The Rise of the Chief Talent Officer, Forbes (2018), available at <https://www.forbes.com/sites/forbeshumanresourcescouncil/2018/05/16/the-rise-of-the-chief-talent-officer/?sh=411da46c5c37>.

- 118 For example, New York Governor Cuomo has enlisted Eric Schmidt, the former CEO of Google to  
re-imagine the state's efforts in telehealth, remote learning, and expanding broadband access.  
[https://www.marketwatch.com/story/new-york-gov-cuomo-enlists-ex-google-ceo-eric-schmidt-  
to-head-commission-to-reimagine-the-state-after-covid-19-2020-05-06](https://www.marketwatch.com/story/new-york-gov-cuomo-enlists-ex-google-ceo-eric-schmidt-to-head-commission-to-reimagine-the-state-after-covid-19-2020-05-06).
- 119 AgLearn, <https://aglearn.usda.gov/>.
- 120 Promising Practices for Preventing Harassment, U.S. EQUAL EMPLOYMENT OPPORTUNITY  
COMMISSION, <https://www.eeoc.gov/eeoc/publications/promising-practices.cfm>.
- 121 EEOC Report, supra at 5 (recommending that employers "offer reporting procedures that are  
multi-faceted, offering a range of methods, multiple points-of-contact, and geographic and  
organizational diversity where possible, for an employee to report harassment").
- 122 John Jay College of Criminal Justice Climate Review Page, [https://www.jjay.cuny.edu/climate-  
review](https://www.jjay.cuny.edu/climate-review).



# Appendix 1: About the Working IDEAL Team

**Working IDEAL** provides trusted, effective and innovative advice on inclusive workplaces, diverse talent and fair pay to organizations across the nation – large and small companies, government agencies, universities, non-profits, and unions. Learn more at [workingideal.com](http://workingideal.com).



**Pamela Coukos, JD, PhD**, is the CEO and co-founder of Working IDEAL. Pam is an expert on the use of data and statistical analysis in identifying workplace discrimination, and on research-driven best practices for building equitable and inclusive workplaces and addressing unconscious bias. She advises private companies, universities, government agencies, nonprofits and unions on gender equity, pay equity, diversity and inclusion, affirmative action and leadership development.



**Cyrus Mehri, Esq.**, is a co-founder of Working IDEAL and a founding partner of the law firm of Mehri & Skalet. Mr. Mehri has well over two decades of experience successfully implementing innovative reforms at major U.S. corporations and large and small employers across the private, public, nonprofit, labor and higher education sectors. Mr. Mehri is the originator of the “Rooney Rule” diverse candidate slate requirements that have become best practices.



**Jenny R. Yang, Esq.**, contributed to this report during her time as a strategic partner with Working IDEAL. Before joining Working IDEAL, she led the nation's enforcement and public policy response promoting equal opportunity as Chair of the U.S. Equal Employment Opportunity Commission. She has decades of experience championing and monitoring reforms to address systemic workplace discrimination – including widespread sexual harassment and sex discrimination. The views and conclusions are personal, and do not purport to represent the views of the United States Department of Labor, or the United States government.



**Rene Redwood, CEO of Redwood Enterprise**, has spent over 30 years working with public and private employers and nonprofits on transformation in the workplace. She has a special focus on building and restoring trust with internal and external customers, including training, assessment and monitoring and strategic guidance on racial justice, gender equity and unconscious bias (for example as a member of the court-appointed Coca-Cola Task Force, Director of the Presidential Glass Ceiling Commission, and as current chair of the Equality Task Force of the U.S. National Security Agency).



**Ellen Eardley, Esq.**, served as the first Title IX Coordinator and Assistant Vice Chancellor for Civil Rights and Title IX at the University of Missouri, where she founded the first institutional equity office. She practices anti-discrimination law at **Mehri & Skalet** and consults through Working IDEAL on fair employment practices and equal educational opportunity.



**Greg McCaffrey** has nearly 30 years of global professional services/products business experience. He has a strong history of assembling and leading high-performance professional advisory teams supporting public sector and commercial clients in 50 different countries in the area of transformation/process improvement. A graduate of the University of Massachusetts, the Air Force Institute of Technology, Harvard University, and the Air War College, he is a former United States Air Force (USAF) officer and senior contracting officer.



**Andrew Tarsy** is a principal at Cambridge-based **Emblem Strategic LLC**, where he advises employers on transformational DEI leadership that engages employees, investors, vendors and community partners. He has a long history of leading DEI work locally and regionally, including serving as President of the Edward M. Kennedy Institute for the United States Senate, Executive Director of the Anti-Defamation League of New England, and as President of the Alliance for Business Leadership. Andy was a Trial Attorney in the Civil Rights Division of the United States Department of Justice and in private practice.



**Doris Quintanilla** is on a mission to revolutionize the lived experiences of womxn of color through holistic community, facilitated institutional healing, and authentic partnerships as the co-founder and Executive Director of **The Melanin Collective**. Doris has led community health education programming in the United States and abroad focusing on the health and development of women and young people of color. She has over a decade of experience in empowering marginalized communities living at the many intersections of identity and oppression.



**Ahmmad Brown** is a diversity, equity, inclusion, and justice practitioner with a background in social sector consulting and higher education, and a Senior Advisor at Working IDEAL. As co-founder of **EBDI Consulting**, Ahmmad works with organizations across sectors to support them in developing and maintaining equitable and inclusive environments. He has also worked in social sector consulting, college admissions, and served in advisory capacities for postsecondary institutions on student recruitment, engagement, and success initiatives. Ahmmad is currently completing doctoral work in organizational behavior with research focusing on Black students' experiences in higher education and allyship in organizational settings.



**Sarah Crawford** has over two decades of experience as a litigator, advocate, and advisor in the field of equal employment opportunity. As the principal of **Crawford Consulting**, Sarah provides advice to ensure compliance, training customized to meet the needs of clients, and research to promote sound policies and practices that work. Sarah served as a senior attorney advisor to Chair Jenny R. Yang of the U.S. Equal Employment Opportunity Commission. She also directed the Workplace Fairness Program at the National Partnership for Women & Families.



**Peach Soltis, Esq.** contributed to this report during her time as a senior advisor at Working IDEAL. She has over a decade of civil rights and employment law experience in public policy and government. Previously, she has held positions at the U.S. Commission on Civil Rights, the U.S. Equal Employment Opportunity Commission, and in the White House Domestic Policy Council's Office of Urban Affairs, Justice, and Opportunity. Before that, she was senior counsel for labor and economic policy for U.S. Senator Al Franken. The views and conclusions are personal, and do not purport to represent the views of the United States Department of Labor, or the United States government.



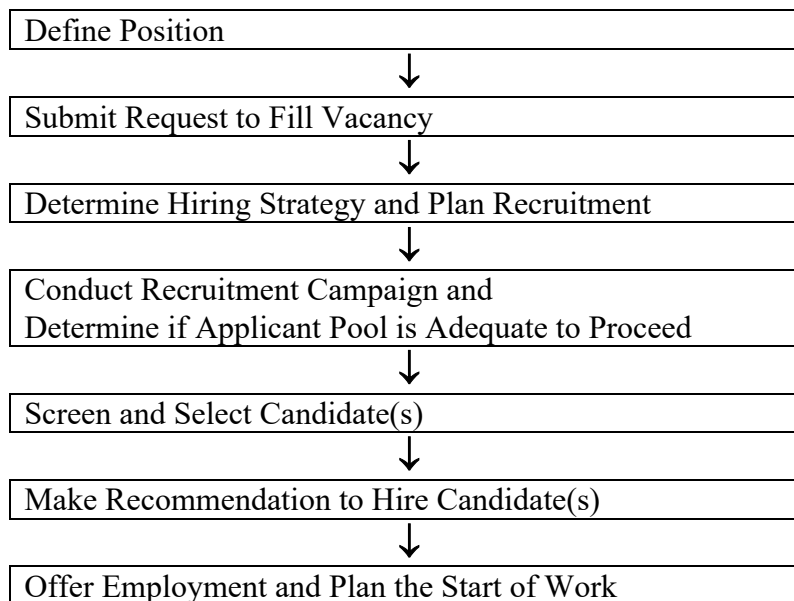
## CITY OF CAMBRIDGE EMPLOYMENT PROCESS FOR PROFESSIONAL AND MANAGEMENT POSITIONS\*

Implementation Date: May 1, 2000

Updated: May 2009

Cambridge is a city where people of diverse backgrounds and experiences live and work side by side. Our residents come from many cultures, include many races, and speak many languages. We are committed to the idea that City government services should be provided by representatives of all our people and we are building a workforce that reflects that commitment to diversity.

In order to achieve this goal, all department heads and managers involved in employment activity must share in the responsibility of following consistent employment practices. The employment process is detailed on the following pages, and consists of these steps:



\* Positions Not Subject to Civil Service and/or Collective Bargaining  
EEOC 01 (Officials and Administrators) and 02 (Professionals) positions

## GUIDE TO THE EMPLOYMENT PROCESS FOR PROFESSIONAL AND MANAGEMENT POSITIONS

ACTIVITY/ ACTION	RESPONSIBLE PERSON	SIGNATURES/ APPROVALS	NOTES ON STEPS/ SUPPORT AVAILABLE
Define Position	Department Head or designee	<ul style="list-style-type: none"> <li>• Personnel Director to review vacancies with particular attention to positions vacated by long-term incumbents</li> </ul>	<ul style="list-style-type: none"> <li>• For filling a position that has been vacated, determine whether the position is still needed and/or needs a different definition/focus.</li> <li>• Set minimum qualifications – knowledge, skills, &amp; abilities – that both meet work requirements and will ensure open competition for City jobs.</li> <li>• The following departments can offer support on job definition: <ul style="list-style-type: none"> <li>➤ Personnel Department</li> <li>➤ Office of Affirmative Action</li> <li>➤ Commission for Persons with Disabilities.</li> </ul> </li> <li>• Review "Cambridge Employment Policy."</li> </ul>



<b>ACTIVITY/ ACTION</b>	<b>RESPONSIBLE PERSON</b>	<b>SIGNATURES/ APPROVALS</b>	<b>NOTES ON STEPS/ SUPPORT AVAILABLE</b>
Submit Request to Fill Vacancy	Department Head	<ul style="list-style-type: none"> <li>• AA Director</li> <li>• Personnel Director</li> <li>• City Manager</li> </ul>	<ul style="list-style-type: none"> <li>• Where warranted, AA Director will flag the approved Vacancy Form indicating the need for broad outreach in order to improve protected class representation within departments or job groups.</li> </ul>
Determine Hiring Strategy and Plan Recruitment	Department Head and Personnel Director or designees, in consultation with AA Director	<ul style="list-style-type: none"> <li>• For all managerial and professional positions, AA Director works with hiring committee to determine strategy or reviews strategy determined by hiring committee.</li> <li>• For other positions, see departmental AA plan to determine if there is under-representation. If uncertain, consult with AA Director. When there is under-representation, consult with AA Director regarding hiring strategy.</li> </ul>	<p>Review and follow prescribed processes and rules. Both internal and external postings are required for management and professional positions. Upon approval from the AA Director, Personnel Director, and the City Manager, the posting may be waived in special or unique circumstances.</p> <p>Both internal and external applicants should be requested to submit letter of interest and résumé.</p> <ul style="list-style-type: none"> <li>• Determine what vehicles will be used to communicate and advertise position to potential candidates. Outline steps in the screening process.</li> </ul>

ACTIVITY/ ACTION	RESPONSIBLE PERSON	SIGNATURES/ APPROVALS	NOTES ON STEPS/ SUPPORT AVAILABLE
Determine Hiring Strategy and Plan Recruitment (continued)			<ul style="list-style-type: none"> <li>Determine who will be included in the process. Diverse screening panels must be used for all management and professional positions, and other positions as defined in the AA plan and/or by the AA Director. A range of viewpoints in applicant screening and selection decisions improves the hiring process.</li> </ul>
Conduct recruitment campaign and determine if applicant pool is adequate	Department, Personnel, Affirmative Action, and Search/Selection Committee		<ul style="list-style-type: none"> <li>Coordinate outreach efforts.</li> <li>Personnel (or designees within larger departments) enters candidate information into applicant tracking system. Both external and internal candidates are included in this process.</li> <li>At pre-defined date, determine if applicant pool is adequate or if additional extended recruitment is required.</li> </ul>

ACTIVITY/ ACTION	RESPONSIBLE PERSON	SIGNATURES/ APPROVALS	NOTES ON STEPS/ SUPPORT AVAILABLE
Screen and select candidates	Screening Committee		<ul style="list-style-type: none"> <li>• Develop screening protocol [Review and follow Pre-Employment Questions Fact Sheet].</li> <li>• Select applicants for interview based on predetermined skill requirements.</li> <li>• Ensure that all candidates interviewed complete an application form; submit form to Personnel (or designees).</li> <li>• Particular efforts should be made to find out where the candidates first found out about the position (which newspaper, city website, professional organization, etc). <b>This information should regularly be reported back to the Personnel Department.</b></li> <li>• Encourage all interviewed candidates to complete a voluntary self identification form</li> <li>• Report conclusions to Department Head.</li> </ul>

ACTIVITY/ ACTION	RESPONSIBLE PERSON	SIGNATURES/ APPROVALS	NOTES ON STEPS/ SUPPORT AVAILABLE
Submit a list of top candidates recommended for the position	Department Head	<ul style="list-style-type: none"> <li>• AA Director</li> <li>• Personnel Director</li> <li>• City Manager</li> </ul>	<ul style="list-style-type: none"> <li>• Whenever possible, the City Manager wishes to make his selection based on a choice of the top candidates, preferably three. NOTE: Submitting only one recommendation to the City Manager is generally insufficient.</li> <li>• <b>Submit summaries of, the screening, interview, and selection process, and information about recommended candidates.</b> (Optional tools include, "Employment Selection Process Form and "Employment Recommendation Form.")</li> </ul>

ACTIVITY/ ACTION	RESPONSIBLE PERSON	SIGNATURES/ APPROVALS	NOTES ON STEPS/ SUPPORT AVAILABLE
Communicate approval to appoint selected candidate	City Manager		<ul style="list-style-type: none"> <li>City Manager will review recommendations and make selection. The City Manager may choose to interview finalists, add additional steps to the process, review interview materials, etc.</li> </ul>
Communicate the City Manager's offer of employment and plan the start of work	Department Head		<ul style="list-style-type: none"> <li><b>City Manager <i>must</i> authorize all offers of employment. No offers are to be made without the City Manager's prior approval.</b></li> <li>Submit transaction form when start date is determined.</li> <li>Complete process by, at minimum, contacting all applicants who were interviewed, and, if needed, all applicants.</li> </ul>

EXEMPTION(S):

A departmental reorganization or job reclassification, reviewed and approved by the AA Director, Personnel Director and approved by the City Manager, does not result in a vacancy.

BASELINE EXTERNAL POSTING WILL INCLUDE:

<ol style="list-style-type: none"><li>1. Public bulletin boards in City buildings (including all Cambridge Public Libraries)</li><li>2. Posting to City web site</li></ol>	
Advertise as needed in selected print media and professional websites in order to reach diverse communities	<p>Job Listings (updated regularly) headline current outreach efforts; listing job titles/departments along with information on how to find more detailed information: external web page, public bulletin boards, etc.</p> <p>Where possible, the City will consolidate advertisements to ensure that the City’s outreach is more visible.</p>

ADDITIONAL EXTERNAL OUTREACH COULD INCLUDE SOME OR ALL OF THE FOLLOWING:

<p>Depending on the position, solicit candidates through outreach to targeted groups, including those protected by AA and under-represented in the City workforce:</p> <ul style="list-style-type: none"><li>• Professional groups and contacts</li><li>• Specialized print publications and websites</li><li>• Recruitment web sites and on-line job boards</li><li>• Local colleges and universities</li><li>• Community Mailings</li></ul>
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SELECTION PROCESS & EMPLOYMENT RECOMMENDATION FORM

When making a recommendation of top candidates for the City Manager, please include information on the screening, interviewing, and selection process, and recommended candidates’ names and pertinent information. You may use forms, such as the “Employment Selection Process” and the “Employment Recommendation Form for Professional/Managerial Positions” to facilitate this process. Prior approval from the AA Director and the Personnel Director is needed.