

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 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

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

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.¹ (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 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.)

City Workforce by Male and Female Representation 2018-2020

	# 2018	% 2018	# 2019	% 2019	# 2020	% 2020
Female	1,020	44%	1,045	43%	1,304	47%
Male	1,320	56%	1,374	57%	1471	53%
Total	2,340		2,419		2,775	

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 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.

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	

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

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

	Fo	emale	Ma	le	Total
DHSP	166	77.21%	49	22.79%	215
Labor Services Depts. ²	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 Cambr	idge 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

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.

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

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)
Total Employees	2,775	1,544	8,885	1,315	3,701
% Men	53%	66.3%	64.9%	58.6%	68.3%
% Women	47%	33.7%	35.1%	41.4%	31.7%
% White	57.4%	67.4%	51.9%	39.8%	80.4%
% POC	36.8%	28.4%	46.3%	60.2%	15.3%
% American Indian	0.6%	0.3%	0.1%	0.5%	0.7%
% AAPI	5%	3.9%	6.1%	15.8%	2.3%
% Black	23.9%	17%	27.1%	22%	7.5%
% Latinx	7.4%	7.2%	13%	17.8%	3.1%
% Two or More Races or Other	_	_	_	4.1%	1.7%
% Declined to Self-Iden- tify Race	5.8%	4.1%	1.8%	_	4.3%
% Gap in POC Workforce Representation Compared to City Population	-2.4%	-10.8%	-9.1%	+14%	-10.8%

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 t	han 5 years ago	Hired less tha	an 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
Total	1,095	100%	449	100%	1,544

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

	Hired more th	an 5 years ago	Hired less tha	nn 5 years ago	Total
Male	321	29.32%	200	44.54%	521
Female	774	70.68%	249	55.46%	1,023
Total	1,095		449		1,544

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

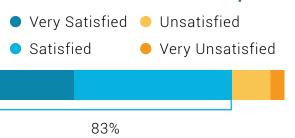
City employees report high levels of job and career satisfaction and rate culture positively. Of the employees who responded to our survey, more than 4 out of 5 full-time employees were satisfied in their current position, and almost 4 out of 5 part-time employees said the same.

- 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

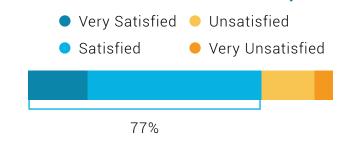
opportunities.

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

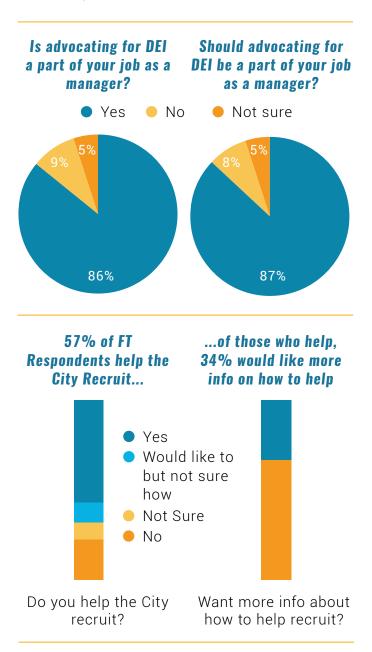
Current Position Satisfaction for Full-Time Respondents



Current Position Satisfaction for Part-Time Respondents



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.



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

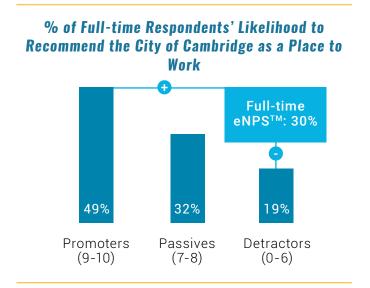
Survey results show that 57% of full-time respondents help the City recruit and many want more information on how to help.

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



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 & Te	mporary Positions	Regular Full	-Time Positions	T	otal
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%

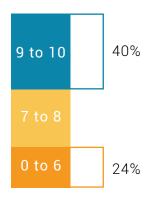
opportunities for promotion each year. Although the trends are positive, the impact is small, so existing patterns of hiring and promotion are not currently leading to large changes in overall workforce diversity.

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

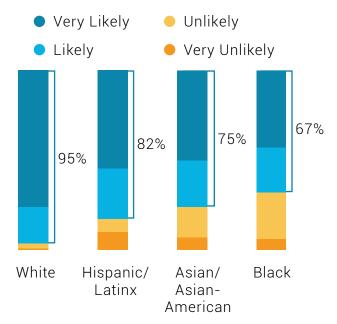


information and support. And while a lack of openings was the most frequently identified obstacle, some survey respondents identified perceived preferential treatment, access to information, and lack of incentives as barriers to applying for better jobs. One in four full-time survey respondents believe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

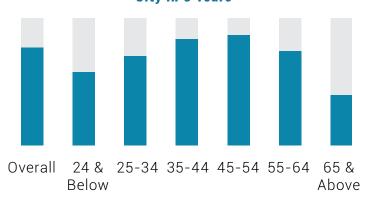
Existing good practices that advance DEI should be more widely known and more consistently applied across departments.

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 5 Years



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

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.)³ 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.

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.

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 jobrelated 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 preemployment 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 Though 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 fulltime 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.

Visit cambridgema.gov to read the full report released by the City of Cambridge.

