



City of Providence

Equal Employment Opportunity Report Fiscal Year 2020

August 2019

Equal Employment Opportunity Plan - Fiscal Year 2020

Table of Contents

Intent to Diversify Workforce	Page 1
Background on Equal Employment Opportunity Initiatives	Page 2
Employee Data and Metrics	Page 3
Goals for Fiscal Year 2020	Page 16
Closing	Page 17

Intent to Diversify the City's Workforce

The City of Providence is committed to recruiting, developing, and retaining administrative, professional, paraprofessional, clerical and skilled labor talent that reflects the makeup, diversity, and populations we serve.

The City of Providence additionally commits to use its resources to create parity in City hiring, promotion, and compensation practices as they relate to the employment process.

The City intends to solidify its commitment to inclusion by implementing new recruitment, hiring, and retention practices aimed at diversifying our workforce strategically so those providing services and making decisions can more closely reflect the composition of our customers, residents, and local labor force.

Finally, the Department of Human Resources commits to establishing practices in which Equal Employment Opportunity Office will review employment data regularly with the intent to inform policy improvements and evaluate recruitment, hiring, and compensation practices.

In order to achieve these objectives, the Department of Human Resources will deploy the City's first Equity and Inclusion plan, which will codify the City's intentions, initiatives, and goals related to the diversification of its workforce, and will be released by June 30, 2020.

The following pages contain background on our existing Equal Employment Opportunity practices that currently promote diversity and equity in our workforce, as well as information on new initiatives coming from the Department of Human Resources Equal Employment Opportunity Office. They also contain information on our existing labor force, goals and targets for Fiscal Year 2020, and strategies to improve and implement practices across all departments to make the City a more welcoming, inclusive, and customer-oriented working environment.

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Background on Equal Employment Opportunity Initiatives

The Equal Employment Opportunity Office is responsible for dealing with allegations of civil rights violations and accepts and investigates all allegations of unlawful employment discrimination and harassment based on race, gender, age over 40, color, religion, national origin, sexual orientation, gender identity, genetic information, or disability.

The Equal Employment Opportunity Office provides training and development to ensure the City is compliant with all federal and state protections afforded to employees, regardless of any category noted above, and this calendar year has trained over 150 employees on discrimination, sexual harassment, diversity and sensitivity, and hostile work environment topics. Over the last year, the Department of Human Resources through the Equal Employment Opportunity office has:

- Increased the Diversity of our Public Safety Department recruits, ensuring our most recent Fire Department graduating class contained graduates that speak eight languages.
- Supported the recruitment of the Providence Police Department Academy's most diverse graduating class in the City's history.
- Investigated, mediated, and resolved over 30 complaints regarding discrimination, harassment, and/or hostile work environments.
- Appointed a Deputy Director of Human Resources to manage and develop Equity, Inclusion, and Equal Employment Opportunity initiatives.

Within the current fiscal year, the Department of Human Resources plans to revamp the City's policies regarding inclusion and diversity in the workplace by making explicit invitations to underrepresented groups to apply for positions in City government and ensure employees and applicants are comfortable self-identifying. Some initiatives meant to promote a welcoming environment for any talent at every level include:

- Codifying commitments to improving the diversification of our workforce, including formal invitations to apply targeted at the following communities:
 - Women
 - Persons of Color
 - Members of the LGBTQIA+ Community
 - Military Veterans
 - Individuals with Disabilities
- Establish a recruitment and retention process to diversify applicant pools.

Employee Data and Metrics

Methodology

Upon entry into City employment, the Department of Human Resources records information, which includes binary gender (male/female) and race/ethnicity. We do not currently maintain information on whether an employee identifies as transgender or does not identify with a particular or binary gender. The City's Human Resources Information System, or HRIS, is not formatted to maintain gender categories other than male or female. The City has, however, updated the self-disclosure form to include other gender options and specific ethnic options that are not presently available in the HRIS. Although the forms include other options, information entered into the City's HRIS must conform to its current options. City of Providence employee data referenced and included in this report comes from this source.

This report includes information from employees in all departments and agencies except those employed within the Providence Public School Department. The Providence Public School Department has their own Affirmative Action plan in place, which is led by the district's Office of Human Capital, their equivalent of the City Human Resources Department. Data from the Police and Fire Departments is included in this report although each agency has their own Affirmative Action plan.

The Department of Human Resources ran reports from the City's employee information system and cleaned the data to ensure no duplicates were used in these calculations. The scope of the report includes active, full time, permanent city employees. The report does not include City elected officials, members of boards and commissions, part time appointed staff, temporary employees, interns, or fellows. The data used in this report includes information used in the City's employee information system on August 12, 2019. The analysis herein was assembled using data from 1,963 employees. Some tables and numbers will not add up to 1,963, as not all employees have disclosed information pertinent to that specific analysis.

Race and Ethnicity Category Definitions

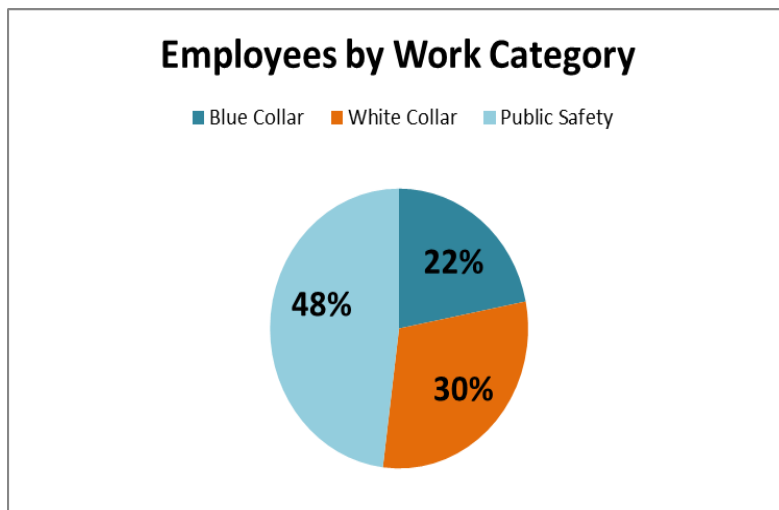
1. White: White or Caucasian (not Hispanic or Latinx) refers to all persons having origins in any of the original people of Europe, North Africa, and the Middle East.
2. Black: Black/African American (not Hispanic or Latinx) refers to all persons having origins in any of the Black racial groups in Africa.
3. Hispanic or Latinx: All persons of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish-speaking culture or origin, regardless of race.

4. Asian: Asian or Pacific Islander refers to all persons having origins in any of the original peoples of the Far East, Southeast Asia, the Indian Sub-continental area, or the pacific islands. The area includes, for example; China, Japan, Korea, the Philippine Islands and Samoa.
5. American Indian or Alaskan Native: All persons having origins in any of the original peoples of North America, and who maintain cultural identification through tribal affiliation or community recognition.
6. Two or More Races: All persons having origins in and identifying with two or more racial groups.

Workforce Overview

The City is responsible for public safety, public infrastructure maintenance and development, recreation, financial, professional, and administrative functions, requiring its workforce to be stationed throughout several locations to be able to ensure City government can operate effectively and respond to the needs of the public.

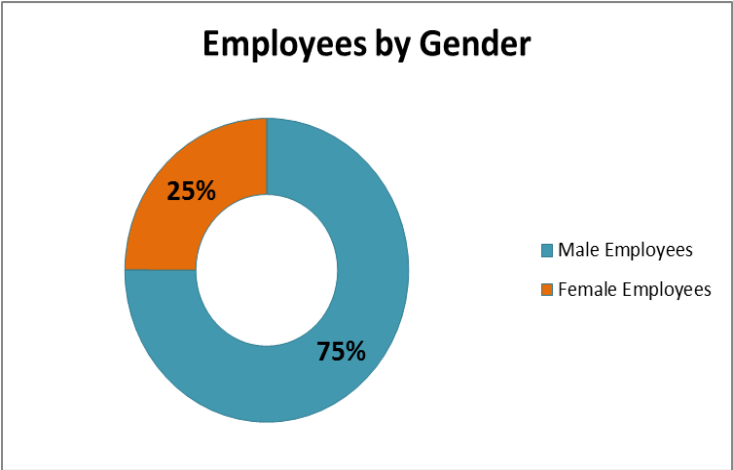
The City categorizes employees in three different categories in this report: Blue Collar positions refer to those that require skilled and unskilled labor and manual work; White Collar refers to those in an office or professional environment and are management, administrative, or professional in nature; and Public Safety Sworn positions are those that include Police persons, firefighters, and other emergency response or law enforcement personnel which are uniformed.



As this graph shows, the plurality of positions are in the Sworn Public Safety employee group, and skilled or manual labor positions make up the smallest category.

Gender Diversity

As indicated above, the City has historically limited its Equal Employment Opportunity (EEO) self-disclosure form and process to only include the options of 'male' and 'female' for gender disclosure. Please see the section titled *Goals for Fiscal Year 2020* (page 16) for more information on changes to that process. There is the option to not disclose a gender, so numbers in this section may not add up to the same totals depending on the graphic.



Gender diversity is a historical challenge for the City of Providence, specifically in the Public Safety Sworn Duty employee category despite recent successes in diversity. While 1,963 employees are part of this analysis, only 490 of them have identified as female.

In the last four years, the City's workforce has become more diverse and more women and persons of color have entered public service in Providence at all levels. Due to the high number of positions in the Public Safety -Sworn Duty category, the graph below excludes these positions.

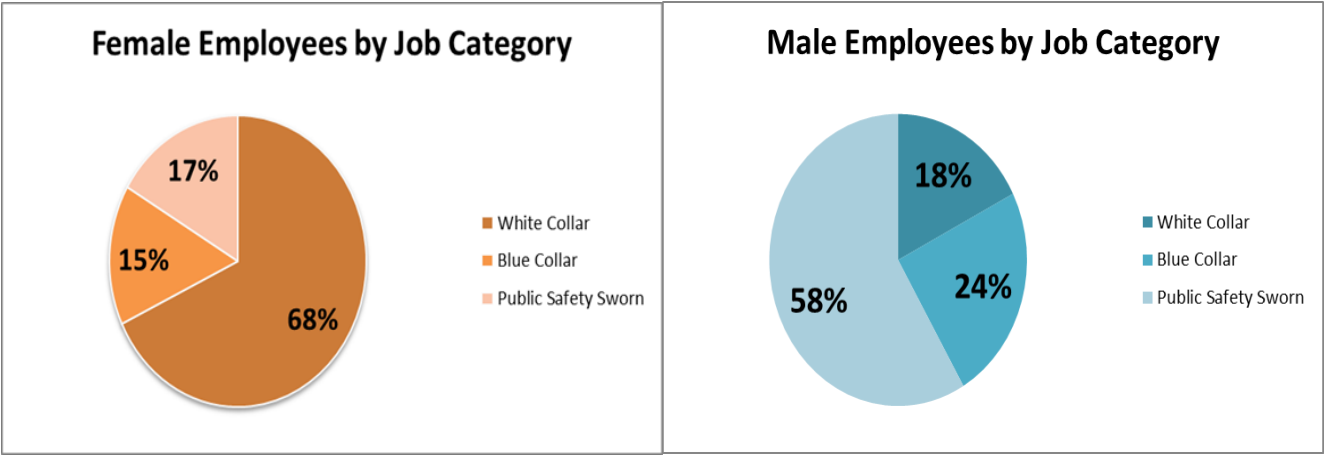
In the last four years, the City's workforce has become more



While women make up 25% of all positions in City operations, they make up approximately 40% of employees outside of Sworn Public Safety officers, an improvement of 6 percentage points since 2017.

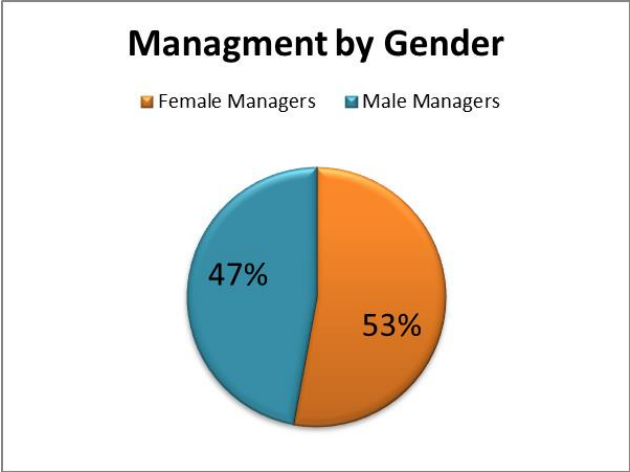
Most female employees working for the City of Providence are in white-collar positions, and are least often found occupying blue-collar positions, whereas male employees are least frequently in white-collar positions and most frequently in

Public Safety roles. Female employees outnumber male employees in only one sector, white-collar, where the City has 333 female employees and 258 male employees respectively.



Throughout all categories, one area where female employees outperform their representation in the workforce is in Management. Women make up 52.47% of managers and directors, despite making up 25% of the overall workforce.

The City is trending in a positive direction regarding gender diversity among new hires. This is however, incremental positive change. While 68% of new hires, including Police and Fire recruits, were male in Fiscal Year 2019 (the fiscal year begins on July 1 and ends June 30 of each year), 32% were female, which is 7 percentage points higher than the participation of women in the City’s workforce.



Management is the second area where female employees outperform their labor force participation. The amount of women in leadership roles has more than doubled since 2015, and reaches all levels of leadership; including the Chief of Staff to the Mayor.

Despite gains in recent years and increasing rates of participation in the management ranks, the City’s overall recruitment of women remains low

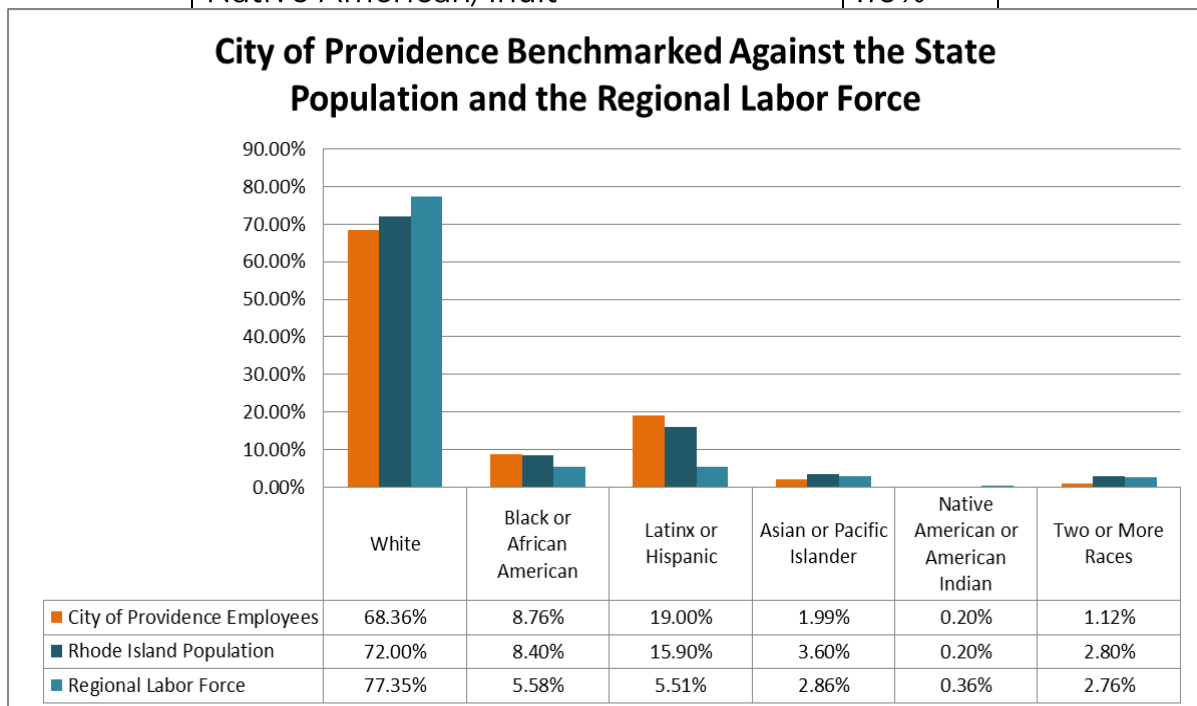
and concerning. The City’s HRIS does not have an applicant tracking component to it. Therefore, it is at this point, impossible to note whether female applicants are not being selected and why, or if female job seekers are not applying for City of Providence positions. The City intends on securing the software necessary to conduct this level of analysis and understand the root causes for low overall participation rates in the City’s workforce.

City of Providence Benchmarks

The City of Providence aims to be representative of the people its government is designed to serve. The City benchmarks its hiring to two different measures, the population of the state, and the makeup and composition of the regional labor force. The City of Providence elected to utilize the regional labor force, an area with a 45-mile radius from the center of Providence. The area includes most of Rhode Island and southern Massachusetts and is used to ensure analyses are based on the representative ethnic and gender demographics of the actual area from which over 95% of City of Providence employees are hired.¹

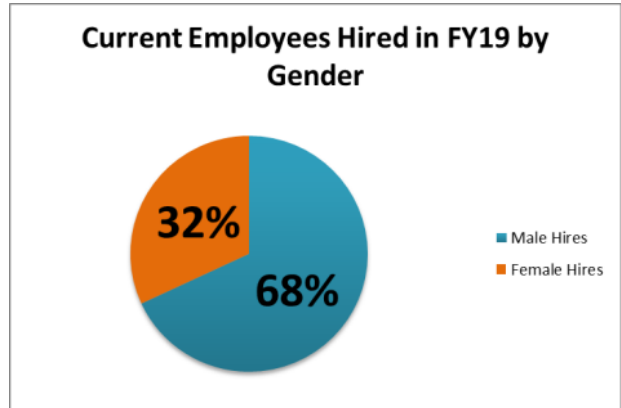
The predominant population served by this City's government is the geographic city of Providence. Providence is a majority-minority city, where the population is broken down as follows:

Providence Population Racial Breakdown	Percent
White, non-Hispanic	34.8%
Black	7.7%
Asian	6.4%
Hispanic or Latinx	41%
Native Hawaiian/Pac. Islander	0%
Native American/Inuit	.10%



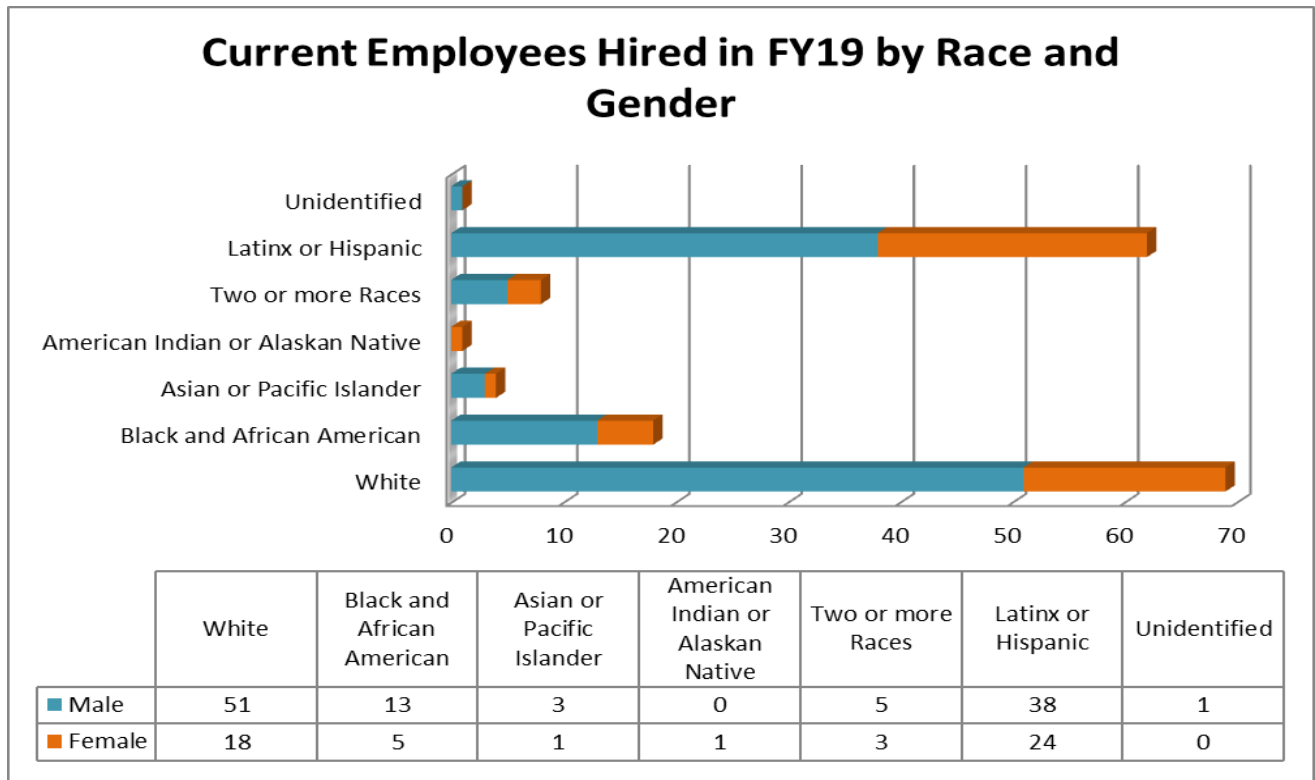
¹ <https://www.census.gov/data.html> and <http://www.dlt.ri.gov/lmi/census/wf/aa1.htm> contain the information reference in the surrounding labor force breakdown

The data shows employees who identify as White or Caucasian make up the vast majority of the workforce in the City of Providence. The next largest group, which is significantly smaller than the labor force majority, is made up of employees identifying as Latinx or Hispanic.



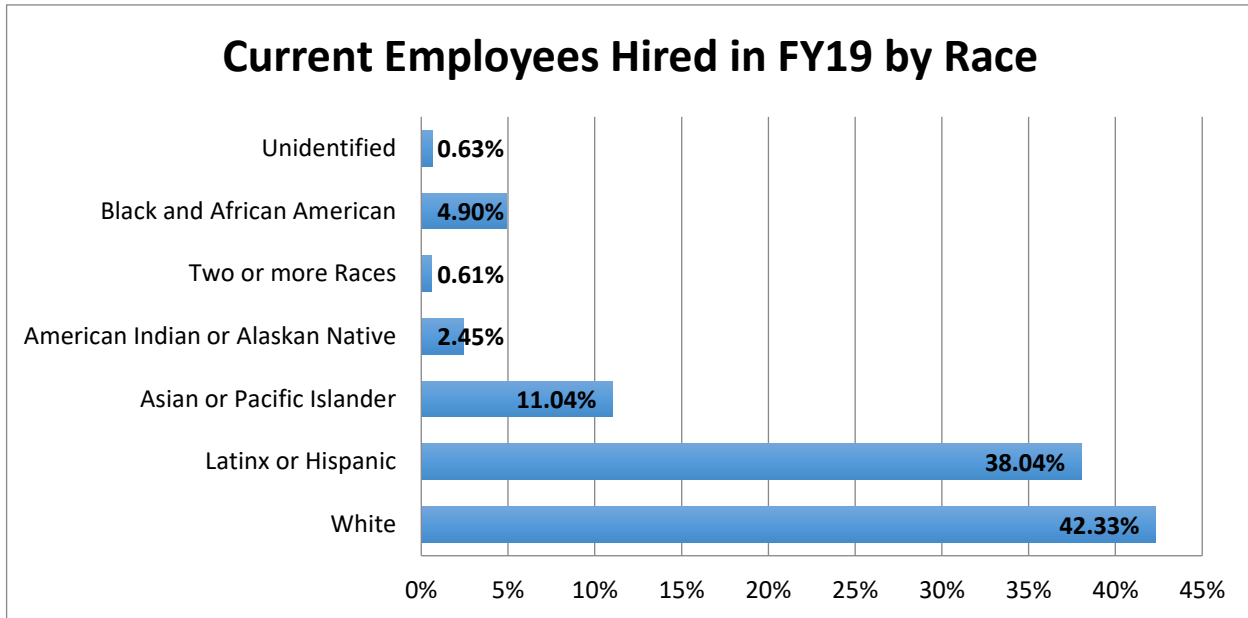
The City exceeds the diversity of the regional labor force used for this comparison. It exceeds the benchmarked statistic on Latinx and Black/African American employees significantly. Employees who identify as biracial are underrepresented, as are Asian or Pacific Islanders and Native Americans, but these statistics show promise of improvement. Two years ago, Latinx employees made up 16.44% of the City’s labor force and Asian/Pacific Islanders accounted for 1.72% of City employees.

Fiscal Year 2019 Hires



City of Providence employees hired in Fiscal Year 2019, which begins on July 1 and ends on June 30, also abbreviated as FY, were diverse and more representative of the City’s population than the benchmarks used for statistical analysis. White employees, while still making up the plurality of hires, totaled 42.33%, with Latinx employees trailing by less than five percentage points.

The chart below highlights that the City’s hiring is becoming more diverse in its practice, although the root cause of this is unknown. The City’s HRIS does not have an applicant-tracking component to it, therefore it is at this point, impossible to note whether applicants have become more diverse, hires have become more diverse despite no change in applicant composition, or if another reason lies behind the change.

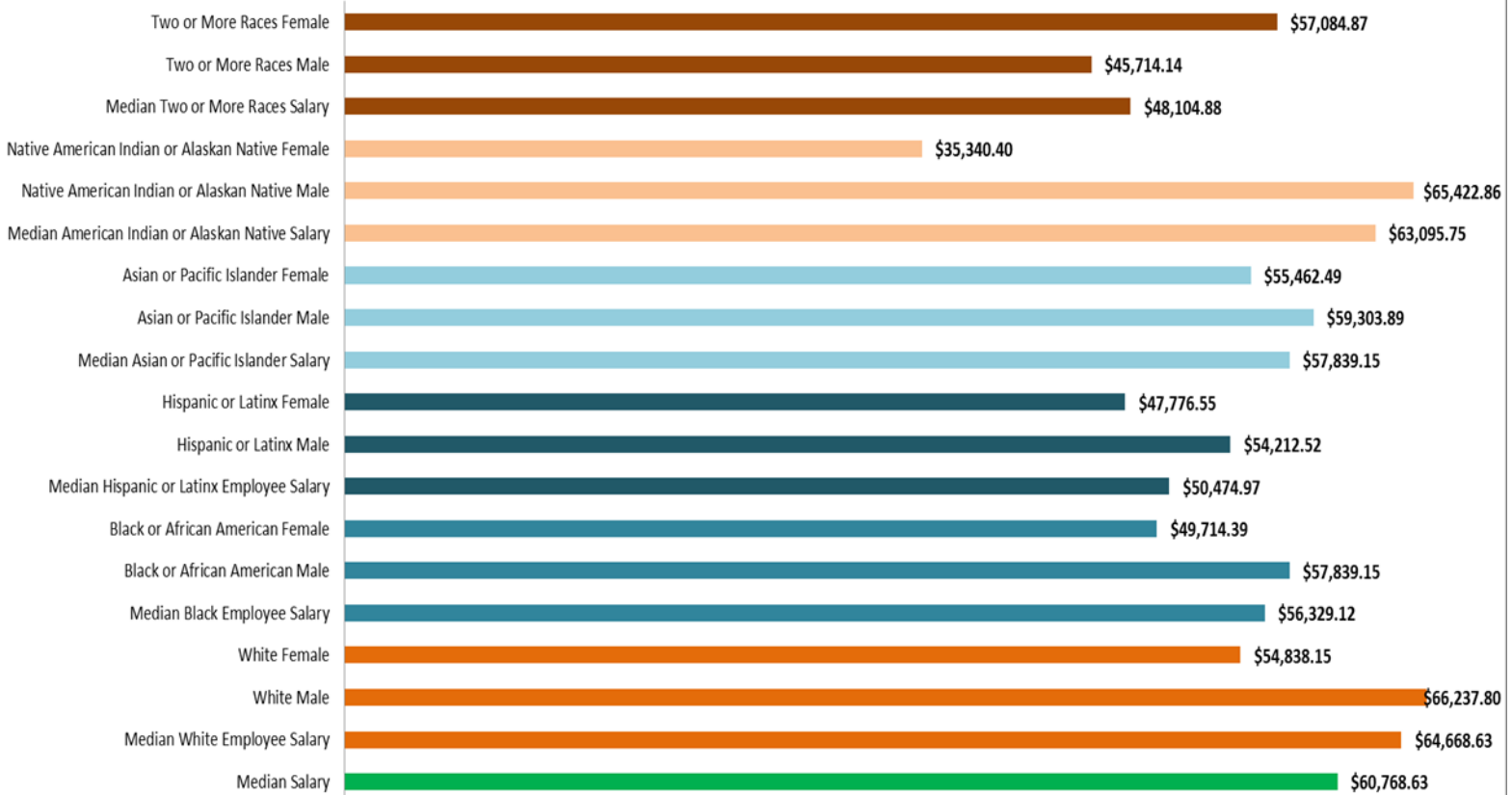


As the City explores securing an applicant tracking system to provide a more in depth analysis on correlations, interest sources, and other indicators of performance and effectiveness, it is clear that the employee makeup is becoming more diverse. This is one area where the City is generally exceeding benchmarks and expectations; however, these have been exceeded absent of any codified and strategic recruitment plan. The absence of which, creates a risk that any positive trends would not be sustainable without proper supports to evaluate effectiveness and allocate resources as necessary and appropriate.

Pay Analysis: Race and Gender

The City of Providence’s Equal Pay Taskforce was established within the Human Relations Commission by ordinance in 2017, and aims to study best practices, collecting relevant data and making policy recommendations to departments, and both Executive and Legislative branches of City government to advance pay equity citywide. For the purposes of this report, the following graphs document why regular review of data pertaining to pay equity is necessary for policy makers to gain understanding on how pay disparities affect different populations, and understand some of its roots.

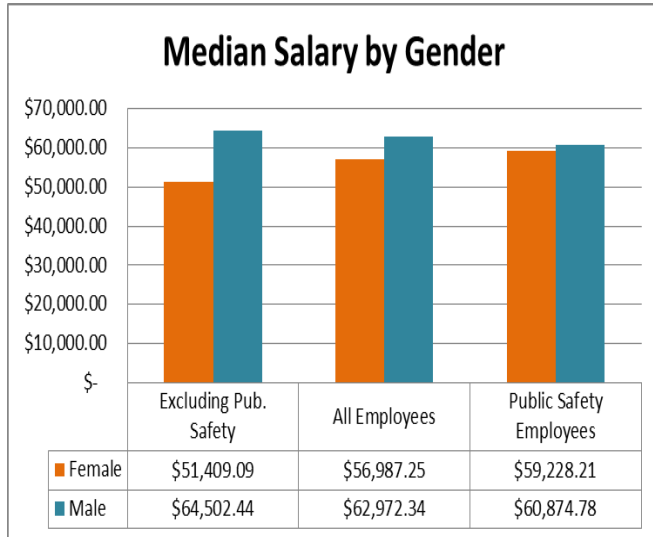
Median Employee Salaries by Race and Gender



The median salary for all employees used as part of this report is \$60,768.63 per annum, or per year. This is not to be confused with average, which can be skewed by outlying large or small numbers. Median was used for the graph above because it shows what an individual in the 50th percentile of each category is paid per annum, where half of the employees in each category are paid more and half are paid less than the rates above. The highest median salary belongs to a White, male employee, where the lowest median belongs to a Native American or Alaskan Native female employee.

The graph above does not indicate distribution, but it is worth cross-referencing this table with the one on the bottom of page seven (7). Underrepresented groups such as Asian/Pacific Islander, More than One Race, and Native American/Alaskan Native groups do not have enough participation in order to establish meaningful trends. Despite this, the median salary for all White employees is higher than the median salary for every other median by race that includes both male and female employees. A contributing factor to this pay inequity among races is seniority, as White employees have the highest average and median seniority at 13.2 years of public service, compared with an average of 10.9 years for Black and African American employees and an

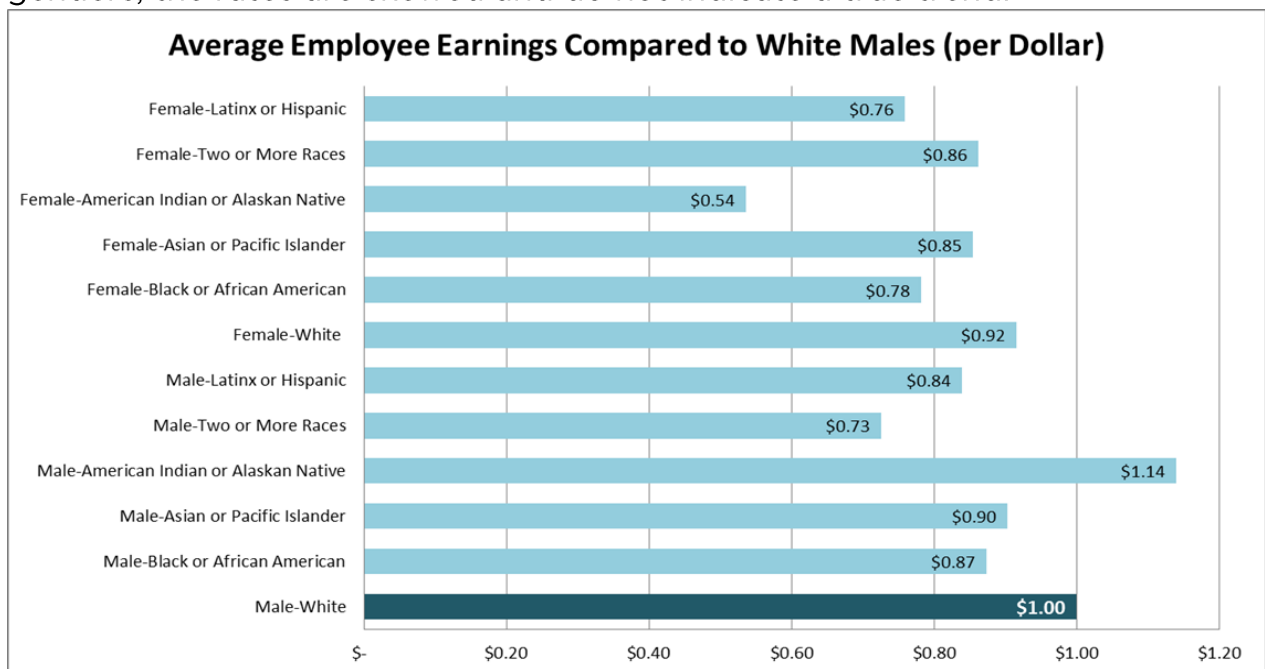
average of 6.8 years for Latinx employees. This is significant because over 85% of the labor force in the City of Providence occupies positions covered by collective bargaining agreements, under which, seniority is the most common method to obtain pay raises and promotions.



According to Job and Salary sites, such as Payscale.com, the national average pay gap between men and women is 21% or 21 cents on the male dollar. This means, for every dollar a male employee earns, a female employee earns \$.79. The City has pay inequities between the two genders but on a lesser scale.

The median salary for a male employee is \$62,972.34. The median salary of a female employee, which is \$56,987.25 results in female employees making \$.91 for every full dollar a male employee makes. It is notable in the chart on page 10 that in every category but those where employees identify as being Two or More Races, male employees earn more than female employees.

The chart below presents a slightly different perspective on pay gaps. Due to the low participation rates for Native American/Alaskan Natives of both genders, the rates are skewed and do not indicate a true trend.



Analysis on Management and Executives

City Directors and Executives and non-bargaining supervisors or managers are considered to be in the 'Management' class. The pay gap between male and female managers is higher than the gap that exists between male and female employees as a whole.

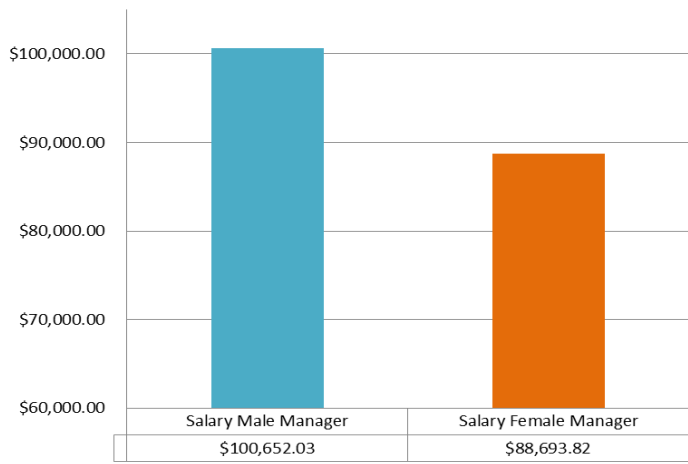
The pay gap between Male and Female employees is trending in a positive direction, it was .15 per dollar last year. Recent efforts to grade positions and standardize raises for non-union employees have contributed in part to that change. As more women gain seniority in the City's labor force, those in collective bargaining positions will also decrease the pay gap.

Whereas the City as a whole outperforms the surrounding region's labor force, there is less diversity among the City's management class. The City's management team should be reflective of its labor force. Achieving this requires the City, through the Equal Employment Opportunity Office to develop strategies to recruit and retain talent from diverse backgrounds.

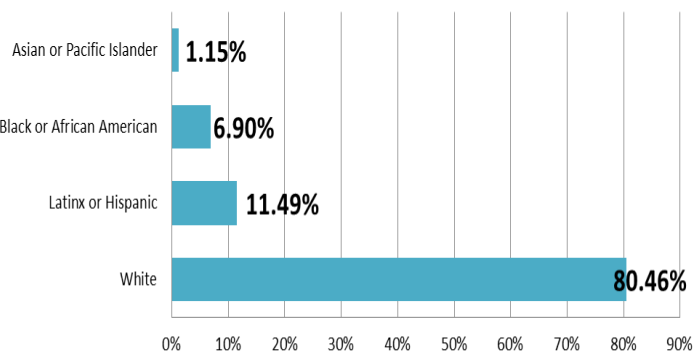
Average management salaries by race, as shown below, present both positive trends for managers who are Latinx and concerning ones for Black and African American managers.

The average Latinx manager is the next highest earning and is paid \$.89 for every \$1.00 a white manager is paid. These results may be skewed by low participation rates of Latinx and Hispanic employees in the City's management class. The highest gap is \$.16 per dollar, between White and

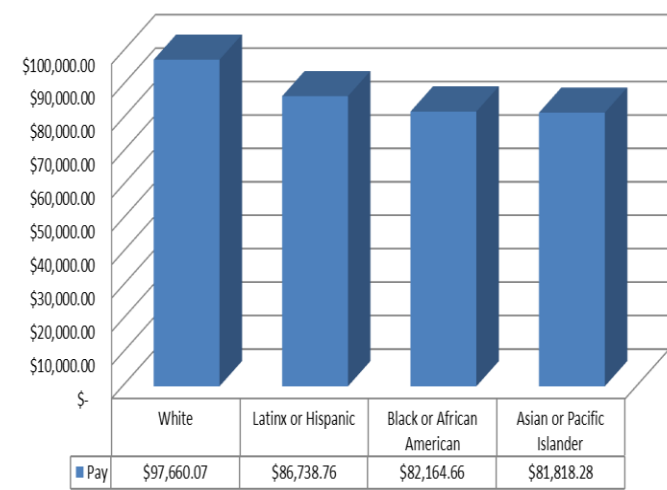
Average Management Salary by Gender



Management by Race



Management Salary by Race



management class. The highest gap is \$.16 per dollar, between White and Asian/Pacific Islander managers.

Department or Division	Female	Male
Archives	2	2
Arts, Culture & Tourism	3	2
Board of Canvassers	5	2
Building Administration	8	2
Building Insp Struct Zoning	5	11
Bureau of Licenses	8	0
City Assessor	10	7
City Clerk	8	1
City Collector	11	4
City Controller	5	0
City Controller School Dept	4	4
City Council Administration	7	5
City Sergeant	0	1
Commissioner Administration	5	3
Communications	22	45
DPW Administration	4	4
DPW Engineering	2	6
DPW Environmental Services	1	6
DPW Garage Maintenance	0	6
DPW Highway	0	46
DPW Parking Administration	1	3
DPW Sewer Construction	0	8
Electrical Installation	0	3
Emergency Management	3	2
Finance Administration	3	4
Fire	35	443
Forestry	1	12
Greenhouse	1	4
Housing Court	2	1
Human Services	6	1
IFR Engineering	0	7
Information Technology	4	11
Internal Audit Office	1	1
Law Department	17	11
Mayor Staff	20	14
Municipal Court	9	2
Museum of Natural History	5	12
Neighborhood Park Services	2	42
North Burial Ground	2	6
Office of Economic Opportunity	5	1
PERA	0	1
Personnel Administration	14	4
Planning & Development	22	20
Plumbing Drainage & Gas	0	4
Police	110	465
Probate Court	3	1
Providence/Cranston Workforce	10	6
Public Property Administration	8	21
Recorder of Deeds	4	1
Recreation Administration	5	13
Retirement	4	0
Superintendent	8	3
Traffic Engineering	1	7
Treasury	1	4
Vital Statistics	3	0
WSB Chief Engineer	8	4
WSB Customer Service Dept.	11	23
WSB Finance	8	4
WSB Information Technology	0	7
WSB Planning & Engineering	7	23
WSB Support Services	7	17
WSB T & D	1	42
WSB Water Supply	6	49
Zoological Services	22	8
Grand Total	490	1472

Additional Data Table 1: Breakdown of Department/Division by Gender

The table to the left contains employee counts used for this analysis and by gender for each department or division that was included in this report.

The Department or Division labels are consistent with the labels used in the City's HRIS.

There are nine departments or divisions that do not employ any persons identifying as female, and there are four departments or divisions that do not employ any persons who identify as male.

The table on the following page breaks down all departments and divisions by Race.

Additional Data Table 2: Breakdown of Department/Division by Race

Department of Division	Asian or Pacific Islander	Black or African American	Two or More Races	Latinx or Hispanic	Native American or American Indian	White	Total
Archives	0	0	0	0	0	4	4
Arts, Culture & Tourism	0	0	2	0	0	3	5
Board of Canvassers	0	1	0	3	0	3	7
Building Administration	1	0	0	5	0	4	10
Building Insp Structures Zoning	0	1	0	7	0	8	16
Bureau of Licenses	0	2	0	4	0	2	8
City Assessor	0	2	0	5	1	9	17
City Clerk	0	1	0	1	0	7	9
City Collector	1	0	1	7	0	6	15
City Controller	1	0	0	0	0	4	5
City Controller School Dept.	1	0	0	3	0	4	8
City Council Administration	0	1	1	6	0	4	12
City Sergeant	0	0	0	0	0	1	1
Commissioner Administration	0	0	0	1	0	7	8
Communications	0	3	0	10	0	53	66
DPW Administration	0	0	0	0	0	8	8
DPW Engineering	0	0	0	1	0	7	8
DPW Environmental Services	0	1	0	3	0	3	7
DPW Garage Maintenance	0	0	0	1	0	5	6
DPW Highway	0	3	1	21	0	20	45
DPW Parking Administration	0	0	0	1	0	3	4
DPW Sewer Construction	0	0	0	3	0	5	8
Electrical Installation	0	0	0	1	0	2	3
Emergency Management	0	1	0	0	0	4	5
Finance Administration	0	0	0	1	0	6	7
Fire	11	43	5	66	2	351	478
Forestry	0	0	0	0	0	13	13
Greenhouse	0	0	0	3	0	2	5
Housing Court	0	1	0	0	0	2	3
Human Services	0	0	0	4	0	3	7
IFR Engineering	0	0	0	0	0	7	7
Information Technology	2	1	0	2	0	10	15
Internal Audit Office	0	0	0	0	0	2	2

Department of Division	Asian or Pacific Islander	Black or African American	Two or More Races	Latinx or Hispanic	Native American/ American Indian	White	Total
Law Department	0	1	0	5	0	21	27
Mayor Staff	0	4	2	12	0	16	34
Municipal Court	1	0	0	2	0	8	11
Museum of Natural History	0	1	0	2	0	14	17
Neighborhood Park Services	0	1	0	20	0	23	44
North Burial Ground	0	1	0	0	0	7	8
Office of Economic Opportunity	0	2	0	3	0	1	6
PERA	0	0	0	1	0		1
Personnel Administration	1	2	0	3	0	12	18
Planning & Development	2	1	1	6	0	32	42
Plumbing Drainage & Gas	0	0	0	0	0	4	4
Police	17	68	6	98	1	380	570
Probate Court	0	0	0	1	0	3	4
Providence/Cranston Workforce	0	3	0	1	0	11	15
Public Property Administration	0	1	0	16	0	12	29
Recorder of Deeds	0	0	0	2	0	2	4
Recreation Administration	0	11	0	3	0	4	18
Retirement	0	0	0	1	0	3	4
Superintendent	0	0	0	3	0	8	11
Traffic Engineering	1	0	0	1	0	6	8
Treasury	0	0	0	0	0	5	5
Vital Statistics	0	0	0	2	0	1	3
WSB Chief Engineer	0	0	1	3	0	8	12
WSB Customer Service Dept.	0	3	0	10	0	21	34
WSB Finance	0	1	0	1	0	10	12
WSB Information Technology	0	0	0	2	0	5	7
WSB Planning & Engineering	0	0	0	2	0	28	30
WSB Support Services	0	2	0	4	0	18	24
WSB T & D	0	7	2	1	0	33	43
WSB Water Supply	0	1	0	9	0	45	55
Zoological Services	0	1	0	0	0	28	29
Grand Total	39	172	22	373	4	1341	1951

Fiscal Year 2020 Goals and Objectives

The Department of Human Resources is the entity responsible to conduct analyses and evaluations on job posting, recruitment, hiring, talent development, and promotion practices. During Fiscal Year 2020, the Department of Human Resources will lead the development and launch a new plan to diversify the workforce and promote equity and inclusion not just in Human Resource practices, but also throughout all departmental functions. The City's Equity and Inclusion plan will focus on building a labor force that is representative of the composition and background of Providence as a whole, while ensuring well-qualified quality talent is recruited to provide and administer city services.

Specific goals the Department of Human Resources would like to report successful outcomes in the next year are:

- Matching the goals of other entities such as the State of Rhode Island, the City of Providence makes public its intent to ensure at least 35% of its new hires in FY 2020 are persons of color.
- In an effort to further diversify the workforce and ensure City government is representative of the customers it serves, the City makes public its intent to ensure at least 50% of its new hires in FY 2020 are individuals who identify as female, non-binary, or any gender other than "male".
- Secure (as the City's financial resources allow) a new tool or system to use as an applicant-tracking program to be able to analyze the composition of applicants in addition to existing employees, which will improve the quality and effectiveness of subsequent plans or practices.
- Develop a talent recruitment plan that supports the unique needs of every department, and builds connections to community organizations, Providence Schools, local colleges and universities, as well as trade schools and program. This will allow the City of Providence to acquire premium talent and build pipelines that will strengthen equal employment opportunity practices and give equitable access to economic opportunities to diverse populations.
- Develop and implement strategies to standardize compensation practices.
- Develop pay equity practices undoing practices that while fashioned as fiscally responsible, have created adverse impacts on employees who are female or persons of color, such as paying below ordinance rates. Additionally, develop a strategy to grade ungraded positions as appropriate.
- Enhance the capacity of the City's Equal Employment Opportunity Office within the Department of Human Resources to provide training and professional development to employees and increase training offerings in topics ranging from sexual harassment, hostile work environments, discrimination, and diversity and sensitivity.

- Amplifying data collection practices to ensure information gathered by the City’s Department of Human Resources on employees is inclusive of individuals who identify as genders other than “male” and “female”, and include more specific ethnic categories. Additionally, the City would like to create formal standards that let employees know how their gender and race data is used to inform policies and diversification goals.
- The City will refine and implement Gender Transition Protocols that were developed as a pilot in 2018, releasing them to all employees and ensuring our management staff is prepared to support employees through transitions with competence and sensitivity.

Closing

In conclusion, many opportunities exist for the City to increase both racial and gender diversity and pay equity within its workforce. Through implementation of the goals and objectives outlined in this plan, it is the intention of the City, under the guidance of its Human Resource Department, to further expand the scope and diversity of its workforce, to the benefit of all City constituents.