

Diversity Review of City Employment Applications, Hires, and Separations: July 1, 2018 through January 31, 2021

Report# 2020/21-20 | June 2021



City of
SACRAMENTO

Office of the City Auditor

Research and Analysis Division

Jorge Oseguera, City Auditor
Farishta Ahrary, Principal Fiscal Policy Analyst



The City of Sacramento's Office of the City Auditor can be contacted by phone at 916-808-7270
or at the address below:

915 I Street
MC09100
Historic City Hall, Floor 2
Sacramento, CA 95814

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Office of the City Auditor
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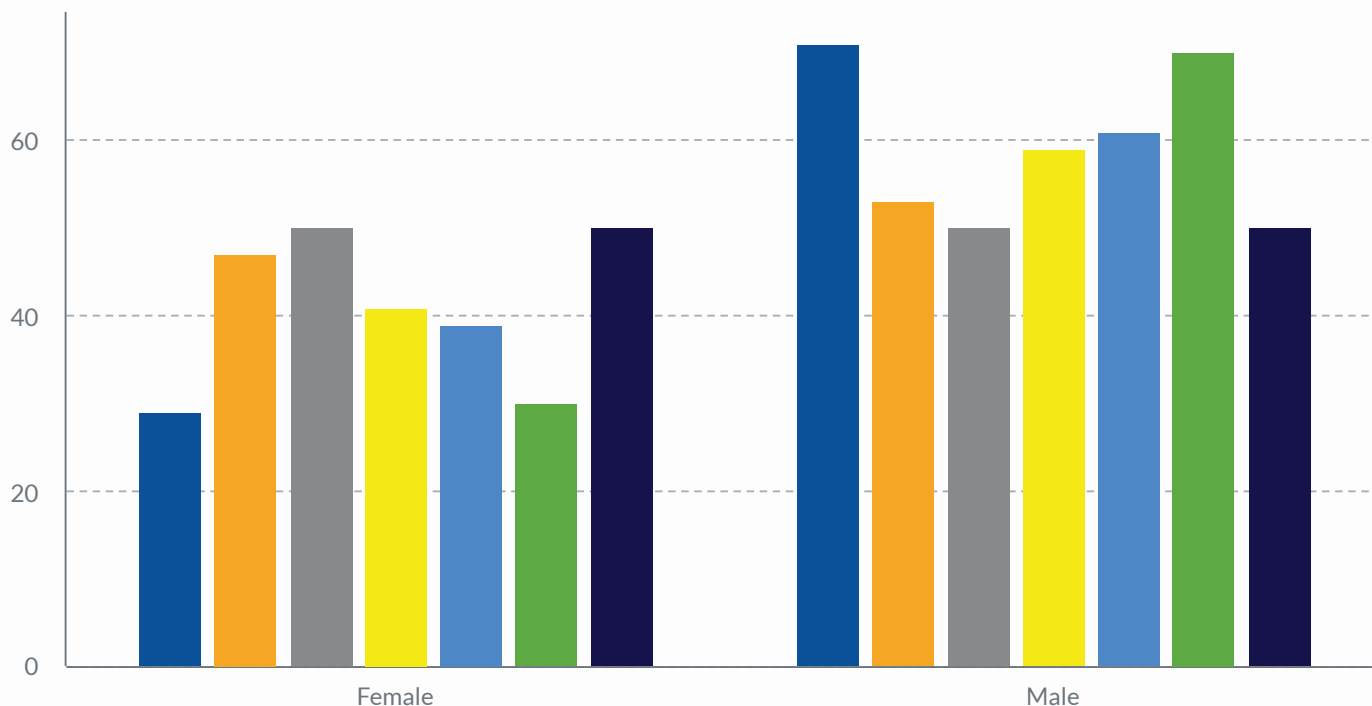
REPORT HIGHLIGHTS

- Chapter 1: Diversity Goals
- Chapter 2: Diversity Review of City Employment Applications
- Chapter 3: Diversity Review of Newly Hired Employees
- Chapter 4: Diversity Review of Employee Separations
- Chapter 5: Summarized Diversity Review of City Employees, Applications, New Hires, and Separations
- Chapter 6: Sustainable Workforce Equity Strategies

- 79,253 total applications received
- 36,852 eligible applications received
- Total of 2,133 employees hired
 - 766 regular, full-time positions
 - 266 sworn police and fire positions
 - 37 regular, full-time management positions
- Total of 2,561 employee separations
 - 757 regular, full-time positions
 - 188 sworn police and fire positions
 - 49 regular, full-time management positions

ANALYSIS - GENDER

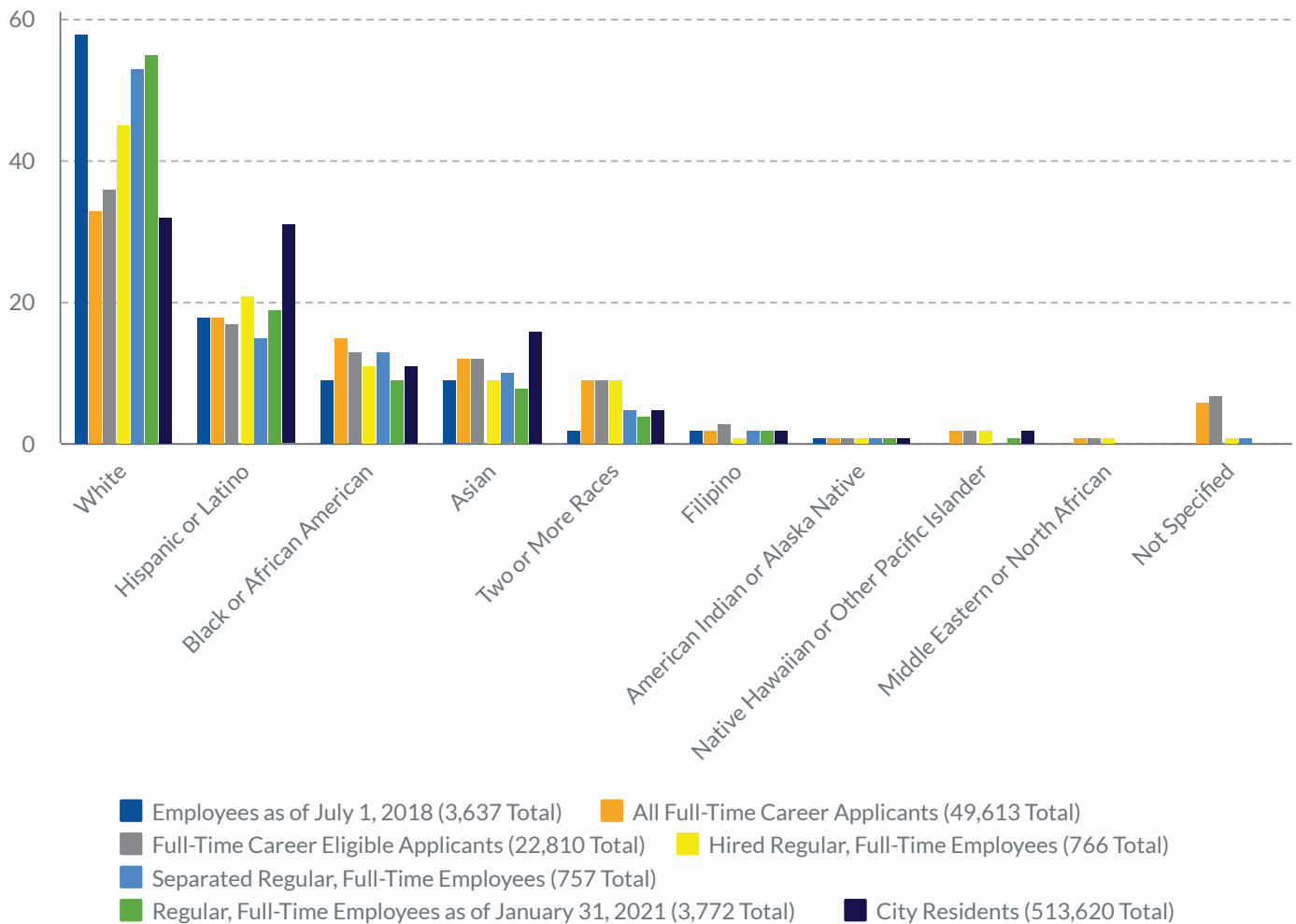
Summarized Gender Composition of Regular, Full-Time City Positions Compared to City Residents



- Regular, Full-Time Employees as of July 1, 2018 (3,637 Total)
- All Full-Time Career Applicants (49,613 Total)
- Full-Time Career Eligible Applicants (22,810 Total)
- Hired Regular, Full-Time Employees (766 Total)
- Separated Regular, Full-Time Employees (757 Total)
- Regular, Full-Time Employees as of January 31, 2021 (3,772 Total)
- City Residents (513,620 Total)

ANALYSIS - ETHNICITY / RACE

Summarized Ethnic/Racial Composition of Regular, Full-Time City Positions Compared to City Residents



FINDING

Inconsistencies in How Hired Applicants are Captured in Both NeoGov and eCAPS Creates an Analytical Limitation



New Hires in eCAPS:
2,133
Hired Applicants in NeoGov:
1,471

RECOMMENDATIONS

We recommend the Human Resources Department:



Establish controls that would require City departments to utilize NeoGov for all vacancies and recruitments so NeoGov contains complete recruitment, applicant, and hire information.

We recommend the Human Resources Department:



Establish processes to add a common unique identifier, such as the eCAPS employee ID of hired applicants, in NeoGov so that the hired applicants in NeoGov can easily be traced into the City's eCAPS.

Introduction

In accordance with the Sacramento City Council's request on January 12, 2021, we have completed the *Diversity Review of Employment Applications, Hires, and Separations: July 1, 2018 through January 31, 2021*. We believe this report meets our objective of providing an informative overview of the City of Sacramento employees and applicants, in accordance with Generally Accepted Government Auditing Standards Section 8.128. We did not test internal controls, such as those related to the City's hiring, development, management, and retention of City employees.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

The City Auditor's Office would like to thank the City Manager's Office, Human Resources Department, and City Attorney's Office for their cooperation during the audit process.

Background

During the City Auditor's presentation of the *City Auditor's 2020 Audit of City Employees' Workforce Diversity and Salary Trends* on January 12, 2021, the Sacramento City Council directed the City Auditor to conduct an analysis of the gender and ethnic diversity of City applicants, hired applicants (new employees and promotions), and separated employees and compare the results to the demographics of the City of Sacramento residents. The City Council also inquired whether opportunities to establish benchmarks could be explored while complying with state and federal laws regarding affirmative action. In addition, the City Council requested the City Manager's Office identify at least five recommended actions and strategies that support the operationalization of the Race and Gender Equity Action Plan and diversity recruitment, selection, and retention.

Process for Collecting Ethnicity/Race and Gender Information

When completing an employment application for the City of Sacramento, prospective employees are asked to disclose their ethnicity/race and gender. In most cases, the City of Sacramento uses a software program called NeoGov to recruit for positions and intake job applications. Executive recruitments are typically done by third-party recruiting firms and applications are not contained in NeoGov. There are also some other positions in the City, such as Youth Aides in the Youth, Parks, and Community Enrichment Department, that are recruited for outside of NeoGov. In addition, until the 2021 fiscal year, the Fire Department recruitment process for fire recruits and firefighters was not done in NeoGov and applications were received in paper form by the Fire Department. The most recent recruitment for fire recruits during fiscal year 2021 was done in the NeoGov system. Therefore, some City job applications, especially for fire recruit and youth aide positions, are missing from the NeoGov data and are not included in our analysis in this report.

Once hired, the Human Resources Department inputs the new employee's information, including gender and ethnicity/race, into the City's Electronic Citywide Accounting and Personnel System (eCAPS). Since the disclosure of gender or ethnicity/race on the application is voluntary, some applicants may choose not to provide this information on the application. The following ethnicity/race categories are available to choose from in the City's NeoGov and eCAPS programs:

- **American Indian or Alaska Native** – A person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment.
- **Asian** – A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian Subcontinent, including for example, Cambodia, China, Japan, Korea, Malaysia, Pakistan, Thailand, and Vietnam.
- **Black or African American** – A person having origins in any of the Black racial groups of Africa.
- **Filipino** – All persons having origins from the Philippine Islands.
- **Hispanic or Latino** – A person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race.

- **Middle Eastern or North African** – All persons having origins in any of the original peoples of the Middle East or North Africa.
- **Native Hawaiian or Other Pacific Islander** – A person having origins in any of the peoples of Hawaii, Guam, Samoa, or other Pacific Islands.
- **White** – All persons having origins in any of the original peoples of Europe.
- **Two or More Races** – Persons who identify with two or more ethnic/racial categories named above.
- **Not Specified** – Applicant or Employee declined to provide their ethnicity/race.

The NeoGov system that collects City employment applications has male, female, non-binary, and not specified as gender options. However, the City’s eCAPS does not have non-binary as an option. Therefore, applicants that selected non-binary in NeoGov, and are subsequently hired, are combined with those that selected not specified in eCAPS.

Management Classifications

In 2020, the City’s Human Resources Department classified management positions into the following categories:

- **Mid-Level** – Responsible for one or more program(s) or section(s) of varied complexity; makes decisions that impact daily operations; typically reports directly or indirectly to a division manager and typically manages clerical, maintenance, technical and/or professional employees.
- **Senior** – Responsible for a division; directs the development and implementation of division goals and strategic plans; oversees the operation of division activities and functions; monitors organizational structure, staff assignments, service levels, and administrative systems; typically reports directly to a department head and typically manages mid-level managers.
- **Executive** – Responsible for a department or multiple departments; directs the development and implementation of department goals and strategic plans; oversees the operation of department activities and functions; establishes organizational structure, staff assignments, service levels, and administrative systems; makes critical decisions with Citywide impact; typically reports directly to the City Manager or Mayor and Council, typically manages senior managers; and retains final hiring authority.

A complete list of management classifications can be found in Appendix 2 of our report [City Auditor’s 2020 Audit of City Employees’ Workforce Diversity and Salary Trends](#). For the purposes of this analysis, we have combined Mid-Level, Senior, and Executive into one ‘management’ category.

Sworn Classifications

The Human Resources Department provided a list of sworn positions in the City’s Police (SPD) and Fire (SFD) departments. Sworn SPD and SFD employees are required to take an oath to serve and protect the community. Some positions may require certifications, educational requirements, City training programs or completion of an academy. These employees have roles in emergency medical services, fire, police, and emergency management. In some of our analysis in this report, we reviewed the gender and

ethnicity/race of only sworn SPD and SFD positions to assess how they may differ from the City’s workforce as a whole. The following positions are classified as sworn positions by the Human Resources Department:

Figure 1: Sworn Positions in the City’s Police and Fire Departments

Sworn Classes - Sacramento Fire Department & Sacramento Police Department		
Deputy Fire Chief	Fire Investigator I	Police Chief
Deputy Police Chief	Fire Investigator II	Police Lieutenant
Fire Assistant Chief	Fire Marshal	Police Officer
Fire Battalion Chief	Fire Prevention Officer I	Police Sergeant
Fire Battalion Chief (Admin)	Fire Prevention Officer II	Reserve Police Officer I
Fire Captain	Firefighter	Reserve Police Officer II
Fire Captain (Admin)	Firefighter (Admin)	Reserve Police Officer III
Fire Chief	Firefighter (Paramedic-Admin)	Reserve Police Sergeant
Fire Engineer	Police Captain	Senior Fire Prevention Officer
Fire Engineer (Admin)		

Source: Auditor generated from data provided by the City’s Human Resources Department

Police officers and firefighters in the City are originally hired as recruits and are promoted to police officers and firefighters after they graduate from their respective academy. Recruits are not considered sworn positions. However, in this report, positions listed above in addition to the police officer recruit and fire recruit positions have been classified as ‘sworn’ positions.

Reasons for Separation

Employees may leave City employment for many reasons. When an employee separates from City employment, eCAPS is updated to reflect that the individual is no longer an active City employee. The reason for separation is also added in eCAPS. This information is included in a Personnel Action Request (PAR) that is completed by the former employee’s department and submitted to the Citywide Separation Team. Figure 2 below identifies the reasons for separation that were selected for employees that separated from City employment between July 1, 2018 and January 31, 2021 and provides a short description of the situation in which each reason would be selected.

Figure 2: Reasons for Employee Separation and Description

Reason for Separation	Description
Death	Employee passed away
Did not begin work	Employee did not begin work on their first day
Disability Retirement	Employee retired due to a disability
Employer's End Probation Time	City decided not to keep employee after the end of the employee's probation period
End of Council Term	Elected employee's term on City Council ended
End Temporary Employment	Employee's temporary employment was completed
Failure to Return from Leave	Employee did not return to work after leave of absence ended

Indus. Disability Retirement	Employee retired due to industrial disability
Job Abandonment	Employee failed to report to work
Labor Contract Agreement	Employee's term in labor contract agreement completed
Layoff	Employee was laid off
Misconduct	Employee was released due to misconduct
No Reasonable Accommodation	Employee released when no reasonable accommodation was available for the employee
Release	Employee was released from probation
Resignation	Employee resigned from City service
Service Retirement	Employee retired from City service
Termination	Employee terminated from City employment

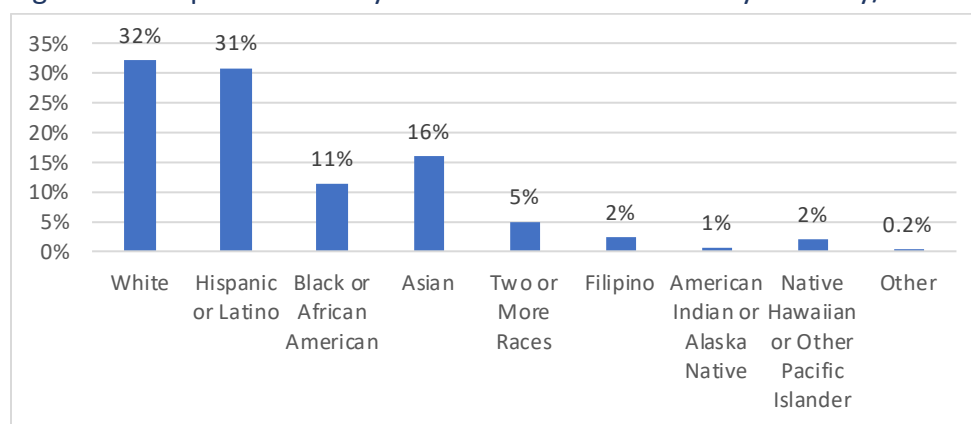
Source: Auditor generated from eCAPS data and information provided by the City's Human Resources Department

We grouped the "Indus. Disability Retirement" and "Disability Retirement" categories listed in the table above into "Service Retirement" as they are all forms of service retirement from the City.

Demographics of City of Sacramento Residents

The City of Sacramento prides itself on being one of the most diverse cities in the country. In 2002, Sacramento was named America's most integrated city in research conducted by the Civil Rights Project at Harvard University for TIME magazine. In addition, it has been identified as one of the most diverse cities in the United States for many years. We relied on data from the U.S. Census Bureau's American Community Survey for the most recent year, 2019, to identify the gender and ethnic/racial composition of the City's residents. The total population of the City of Sacramento is estimated to be 513,620 residents. Figure 3 below shows the ethnic/racial composition of the City of Sacramento's residents.

Figure 3: Composition of City of Sacramento Residents by Ethnicity/Race

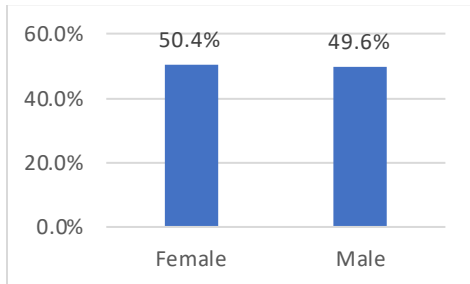


Source: Auditor generated from 2019 American Community Survey data for the City of Sacramento.

Although the City's eCAPS tracks the ethnic/racial group Middle Eastern or North African separately, the U.S Census Bureau's American Community Survey does not track it separately and groups those identifying as Middle Eastern or North African in the White category.

The gender composition of City of Sacramento is split nearly evenly between male and female residents. Figure 4 below identifies the gender composition of the City’s residents.

Figure 4: Composition of City of Sacramento Residents by Gender



Source: Auditor generated from 2019 American Community Survey data for the City of Sacramento.

In the subsequent chapters of this report, we compare the gender and ethnic/racial composition of applicants, new employees, and former employees to the demographics of Sacramento residents.

Objective, Scope, and Methodology

The objective of this audit was to assess the diversity of City job applicants, newly hired employees, and recently separated employees as it compares to the diversity of City of Sacramento residents. Our analysis of job applicants focused on all eligible job applications received through the City’s NeoGov database from July 1, 2018 through January 31, 2021. Our analysis of newly hired employees focused on regular, full-time employees that were identified in the City’s eCAPS database with a hire date between July 1, 2018 through January 31, 2021. Our analysis of separated employees focused on regular, full-time employees that were identified in the City’s eCAPS database with a separation date between July 1, 2018 through January 31, 2021. As previously stated, the U.S. Census Bureau’s 2019 American Community Survey was used to identify the gender and ethnic/racial composition of City of Sacramento residents. To conduct this assessment, we primarily analyzed applicant information from NeoGov and employee personnel information from eCAPS.

Finding 1: Inconsistencies in How Hired Applicants are Captured in Both NeoGov and eCAPS Creates an Analytical Limitation

The Sacramento City Council has long expressed a desire to ensure the gender and ethnic/racial composition of the City's workforce is reflective of the composition of the City's residents. Based on our previous gender and ethnic diversity reports, as of June 2020, the gender and ethnic diversity of the City's workforce could better reflect the ethnic and gender diversity of the City's residents. One of the factors to review in determining whether the City's workforce is becoming more reflective of the City's residents is to review the gender and ethnic diversity of newly hired employees. However, we found that hired applicant data was not complete in either NeoGov or eCAPS which created an analytical limitation. As a result, we chose to primarily rely on the City's eCAPS data to conduct our analysis of applicants that were hired during the City's recent recruitments as it appeared to be the more complete dataset.

We compared the list of applicants that were identified as 'hired' in NeoGov with the employees that were entered into the City's eCAPS system as hired between July 1, 2018 through January 31, 2021, and found that there were more individuals identified as newly hired employees in eCAPS than those in NeoGov. NeoGov had identified 1,471 applicants that were hired for positions in which they applied. During the same time period, eCAPS identified 2,133 employees that were hired. The discrepancy is expected to be even greater since the eCAPS data we used does not include promotions or rehires and only includes an employee in their most recent position while NeoGov might include the same person more than once if they were hired and subsequently received a promotion or were hired to fill temporary positions multiple times during the reporting period. We attempted to reconcile the NeoGov and eCAPS data but found it to be too resource intensive as there were no unique identifiers in the two lists to easily reconcile and identify where discrepancies occurred. We conducted a high-level manual comparison of the names on the NeoGov list of hired employees with the names on the eCAPS list of hired employees and found only about 700 of the individuals were on both lists.



The City's Human Resources Department is aware of these issues and informed us that the data on applicants that were hired in NeoGov were incomplete during our reporting period. The Human Resources Department explained that this is because not all recruitments are conducted in NeoGov and prior to August 2019, some City departments did not complete the recruitment cycle in NeoGov by going back into the system and identifying the applicant(s) that was hired during an open recruitment. The Human Resources Department informed us that in August 2019, they implemented procedures that require departments to identify the applicant(s) that are eventually hired in each recruitment. If no one is hired in a recruitment, departments are instructed to cancel the requisition in NeoGov.

Without complete and accurate data in NeoGov, it is difficult to analyze potential variances and issues regarding the gender and ethnicity/race of applicants and new employees in the recruitment and

hiring/promotion process. Therefore, we utilized the City's eCAPS data to conduct our analysis of hired employees in this report. If the City desires to analyze the gender and ethnic/racial diversity of the City's applicant pool and those who are eventually hired in NeoGov, we recommend the City utilize NeoGov for all City recruitments. In addition, the Human Resources Department should continue to enforce their new procedures that require departments to identify the applicant(s) that are eventually hired in each recruitment. We also recommend that when a hire is made, a common unique identifier, such as the eCAPS employee ID of the hired applicant, be updated in NeoGov so that the hired applicants in NeoGov can easily be traced into the City's eCAPS. This will allow us to identify the source of discrepancies between NeoGov and eCAPS more easily.

RECOMMENDATIONS

We recommend the Human Resources Department:

1. Establish controls that would require City departments to utilize NeoGov for all vacancies and recruitments so NeoGov contains complete recruitment, applicant, and hire information.
2. Establish processes to add a common unique identifier, such as the eCAPS employee ID of hired applicants, in NeoGov so that the hired applicants in NeoGov can easily be traced into the City's eCAPS.

Chapter 1: Diversity Goals

Setting goals in an organization provides a clear way to measure the success of the organization, ensures everyone understands what they are working towards, and helps develop a deeper understanding of the effects of tactical decisions and how they play against the strategic goals.¹ However, setting goals regarding hiring individuals based on gender or ethnicity/race could violate Article I, Section 31 of the California Constitution (Section 31) which states “The State [including any city within the State] shall not discriminate against, or grant preferential treatment to, any individual or group on the basis of race, sex, color, ethnicity, or national origin in the operation of public employment, public education, or public contracting.” We worked with the City Attorney’s Office to answer three basic questions posed by the Sacramento City Council:

1. Can the City engage in recruitment and hiring efforts with an intent to recruit and/or hire specific percentages of gender and racially designated candidates in their search?

According to the City Attorney’s Office, designating percentage goals of candidates based on gender or ethnicity/race in employment searches violates Section 31. Any numerical requirement or goal based on race or gender, among other characteristics described in that section, is impermissible for employment purposes.

2. Are proposed, as opposed to mandatory, benchmarks and goals based on gender or racial diversity permissible?

Benchmarks and goals based on race or gender or other factors protected by Section 31 are not permissible for recruitment or hiring. Required outreach based on these factors provides preferential treatment for employment by providing enhanced employment opportunities for these individuals. Recruitment and hiring must be premised upon the individual, and not the individual’s membership in a specific group.

3. Are benchmarks and goals permissible when non-protected indicators are also used to help reflect diversity?

If benchmarks and goals are not mandatory, and the measures taken to achieve those goals are not based directly on race, gender, or other protected factors, then it may be possible to use other demographic indicators of diversity to achieve them. When using these indicators, the recruitment/hiring must remain open to all individuals and cannot be exclusive to protected groups. The City of Sacramento may implement policies which promote diversity in a variety of ways, including ongoing data collection, education about City employment opportunities, and outreach to disadvantaged communities where that outreach is not based on protected factors such as race.

¹ OLGUIN, M. (2021). 4 Reasons You Need to Set Business Goals. Retrieved 13 April 2021, from <https://www.inc.com/michael-olguin/4-reasons-you-need-to-set-business-goals.html>

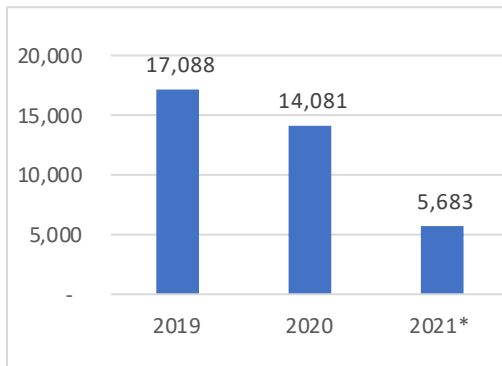
According to the City Attorney's Office, the City of Sacramento cannot use a designated numerical standard for employment recruiting based on race, gender, or other factors protected by the California Constitution. Even when viewed as "guidelines" or "benchmarks," these types of designations are akin to illegal quotas and are impermissible. However, an aspirational goal of having a workforce that is more reflective of the City's residents is acceptable. Recruitment and hiring practices such as ongoing data collection and analysis to determine where diversity metrics stand, and programs which educate under-served neighborhoods about the benefits and opportunity of City employment are permissible.

Chapter 2: Diversity Review of City Employment Applications: July 1, 2018 Through January 31, 2021

A total of 79,253 applications were received in NeoGov from July 1, 2018 through January 31, 2021. These include applications received for all types of recruitments including regular and temporary positions and full-time and part-time positions. Because some applicants applied to positions for which they did not meet minimum qualifications, did not provide the required supporting documents such as transcripts, or did not successfully pass accompanying exams, these applicants were deemed ineligible for the positions they applied. We compared the gender and ethnic diversity of all applicants with those classified as eligible applicants and found there was not a significant deviation between all applicants and eligible applicants. Therefore, we focused our analysis on the diversity of the 36,852 applicants that have been classified as 'eligible' for the positions in which they applied in the City's NeoGov system between July 1, 2018 and January 31, 2021. We found the gender and ethnic diversity of all eligible applicants in NeoGov more closely reflects the gender and ethnic diversity of City residents when compared to sworn, management, or full-time career applicants.

Figure 5 below identifies the number of eligible applicants by fiscal year. Note that fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Figure 5: Number of All Eligible Applications by Fiscal Year (36,852 Total)



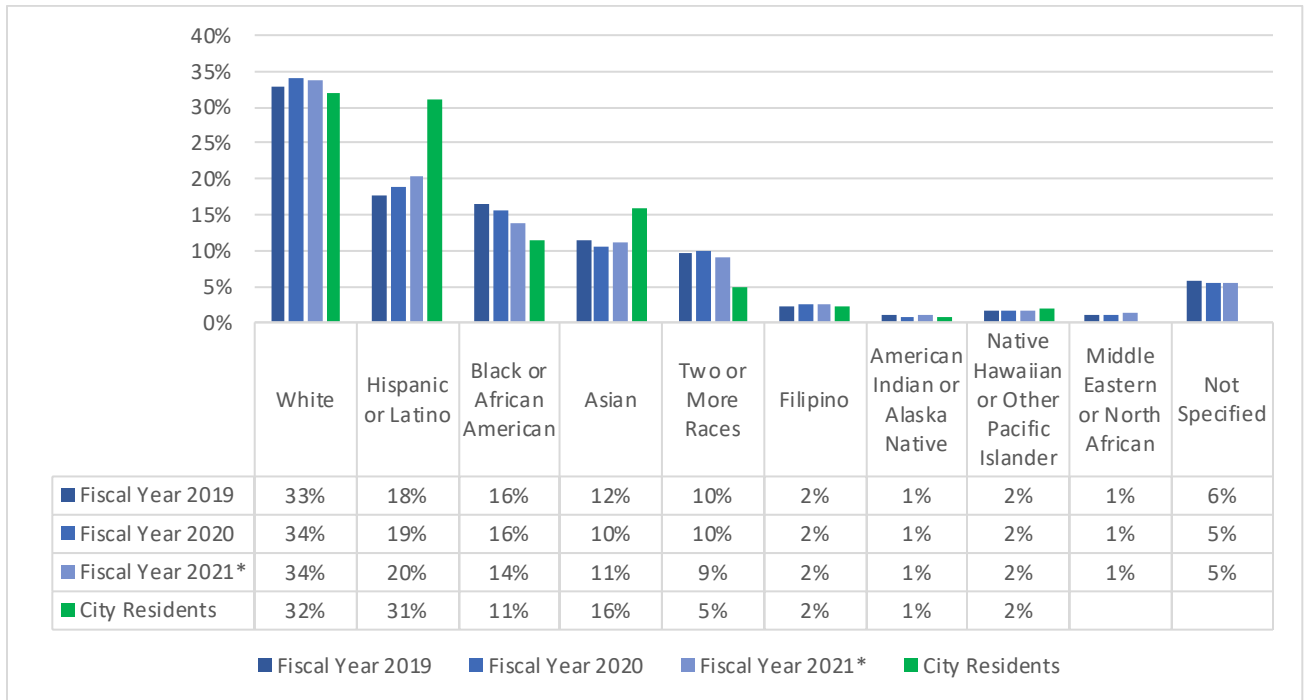
*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

The reduction in the number of applications received during fiscal year 2020 and so far in fiscal year 2021 are likely due to the hiring freeze that was implemented on most City recruitments when the COVID-19 pandemic began in March 2020.

Figure 6 below analyzes the ethnicity/race of eligible applications by fiscal year and compares it to the ethnic/racial composition of City residents. As shown in the figure below, about 34 percent of the annual eligible applications were submitted by individuals identifying as White while 32 percent of the City's residents are White. About 19 percent of the annual eligible applications were submitted by individuals identifying as Hispanic or Latino and 11 percent were submitted by Asian applicants while 31 percent of the City's residents are Hispanic or Latino and 16 percent are Asian.

Figure 6: Ethnic/Racial Composition of All Eligible Applicants by Fiscal Year Compared to the Composition of City Residents (36,852 Total)

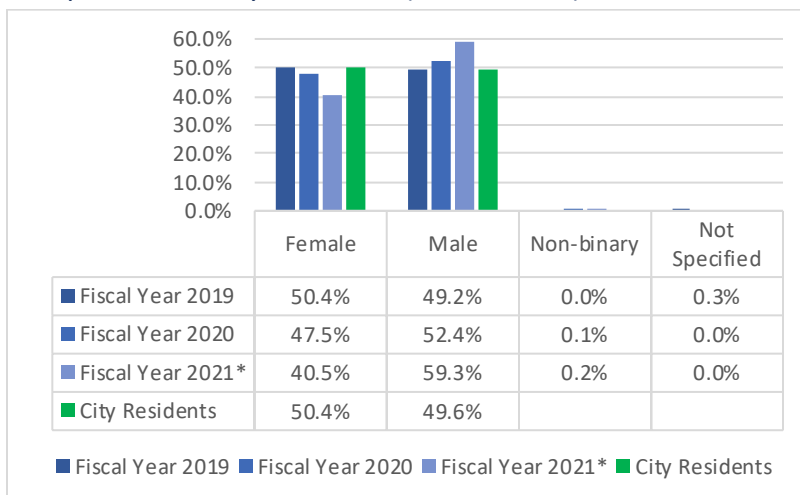


*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

Figure 7 below analyzes the gender of eligible applicants by fiscal year and compares it to the gender composition of City residents. As shown in the figure below, female applicants have been making up a smaller percentage of the total applications each year since fiscal year 2019.

Figure 7: Gender Composition of All Eligible Applicants by Fiscal Year Compared to the Composition of City Residents (36,852 Total)



*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

Figure 8 below identifies the number and percent of eligible applicants by ethnicity/race and gender.

Figure 8: Number and Percent of All Eligible Applicants by Ethnicity/Race and Gender from July 1, 2018 through January 31, 2021

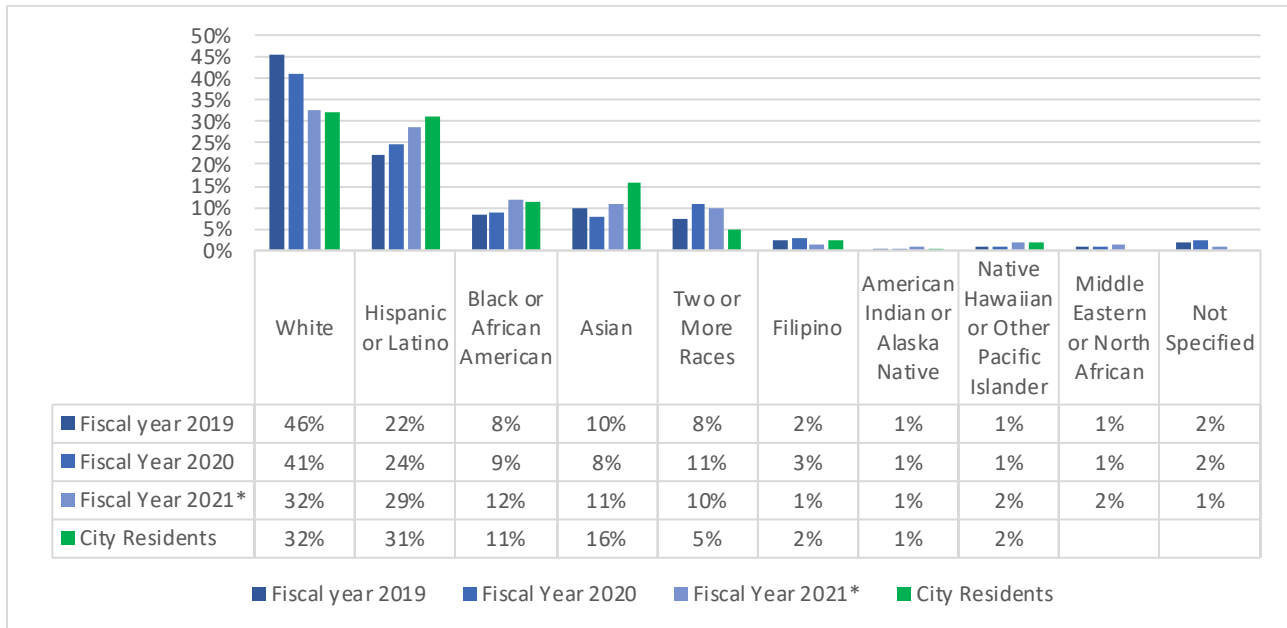
Ethnicity/Race	Female	Male	Non-binary	Female	Male	Non-binary	Grand Total
White	5,709	6,633	5	46%	54%	0.0%	12,347
Hispanic or Latino	3,095	3,728	3	45%	55%	0.0%	6,826
Black or African American	3,081	2,704	8	53%	47%	0.1%	5,793
Asian	1,817	2,259	2	45%	55%	0.0%	4,078
Two or More Races	1,877	1,703	1	52%	48%	0.0%	3,581
Filipino	413	439	0	48%	52%	0.0%	852
American Indian or Alaska Native	157	201	0	44%	56%	0.0%	358
Native Hawaiian or Other Pacific Islander	266	330	0	45%	55%	0.0%	596
Middle Eastern or North African	136	230	1	37%	63%	0.3%	367
Not Specified	1,057	936	3	51%	46%	0.1%	2,054*
Grand Total	17,608	19,163	23	48%	52%	0.1%	36,852

*Total includes 58 applications that did not have the gender or ethnicity/race of applicants specified.

Source: Auditor generated from City of Sacramento NeoGov data.

We reviewed the gender and ethnic/racial diversity of applications for sworn positions in the Police Department. We found female applicants only composed 17 percent of the eligible applications submitted for sworn positions in the Police Department. Figure 9 below analyzes the ethnic/racial composition of the eligible applications received for all sworn positions (including regular, temporary, full-time, and part-time positions) in the Police Department by fiscal year. As indicated in the figure below, Hispanic or Latino and Black or African American applicants have been making up a larger percentage of the applications received each fiscal year since 2019.

Figure 9: Ethnic/Racial Composition of Eligible Applicants for All Sworn Police Department Positions by Fiscal Year (3,408 Total)



*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

We attempted to review the ethnic/racial composition of eligible applicants for sworn positions in the Fire Department by fiscal year. However, we found that prior to the most recent recruitment in fiscal year 2021, NeoGov was not used to submit applications for the department’s fire recruit positions. Prior to fiscal year 2021, fire recruit applications were submitted directly to the Fire Department in paper form. Due to limited time and auditor resources, we did not review all the paper applications received by the department between July 1, 2018 and January 31, 2021 to determine which applicants were eligible. Because the data for the Fire Department’s sworn and recruit positions did not contain complete information, we did not include an analysis of the department in this report. However, according to Fire Department staff, to be considered for fire recruit and firefighter positions, applicants must be on the Firefighter Candidate Testing Center (FCTC) statewide eligibility list. To get a sense of what the candidate pool could be composed of, we reviewed the gender and ethnic composition of individuals on the FCTC in figure 10 below.

Figure 10: Gender and Ethnic Composition of California’s Firefighter Candidate Testing Center Eligibility List as of January 12, 2021

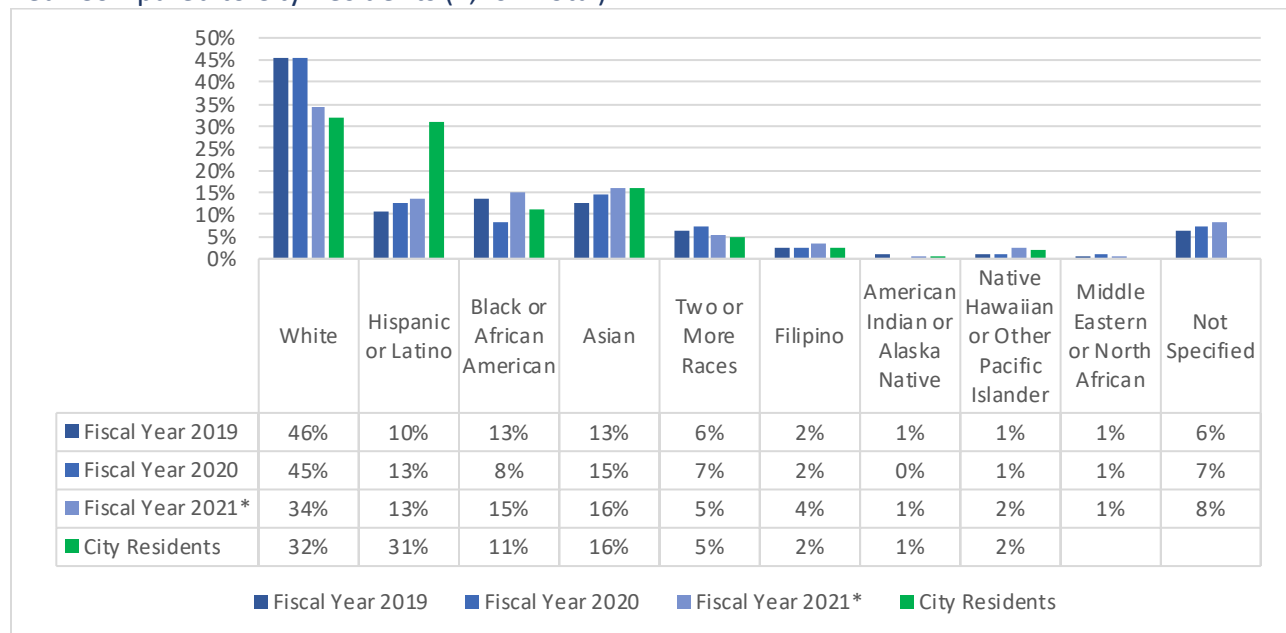
Ethnicity/Race	Female	Male	Decline to State	Total
White	2.5%	51.2%	0.0%	1,568
Hispanic or Latino	0.9%	27.6%	0.0%	832
Black or African American	0.2%	4.2%	0.0%	128
Asian	0.2%	4.2%	0.0%	127
Filipino	0.1%	2.9%	0.0%	88
American Indian or Alaska Native	0.1%	1.0%	0.0%	30
Native Hawaiian or Other Pacific Islander	0.1%	0.8%	0.0%	26
Not Specified	0.2%	3.2%	0.7%	119
Total	4.3%	95.0%	0.7%	2,918

Source: Auditor generated from Firefighter Candidate Testing Center eligibility list as of January 12, 2021.

As shown in the figure above, less than five percent of the candidates on the FCTC eligibility list are female. In addition, more than half of the candidates are White.

We also reviewed the gender and ethnic diversity of applicants applying for management positions in the City. Female applicants consisted of 42 percent of the 2,104 eligible applications received for management positions between July 1, 2018 and January 31, 2021. As shown in the figure below, White applicants have been making up a smaller proportion of the eligible applicants for management positions each year since fiscal year 2019.

Figure 11: Ethnic/Racial Composition of Eligible Applicants for Management Positions by Fiscal Year Compared to City Residents (2,104 Total)

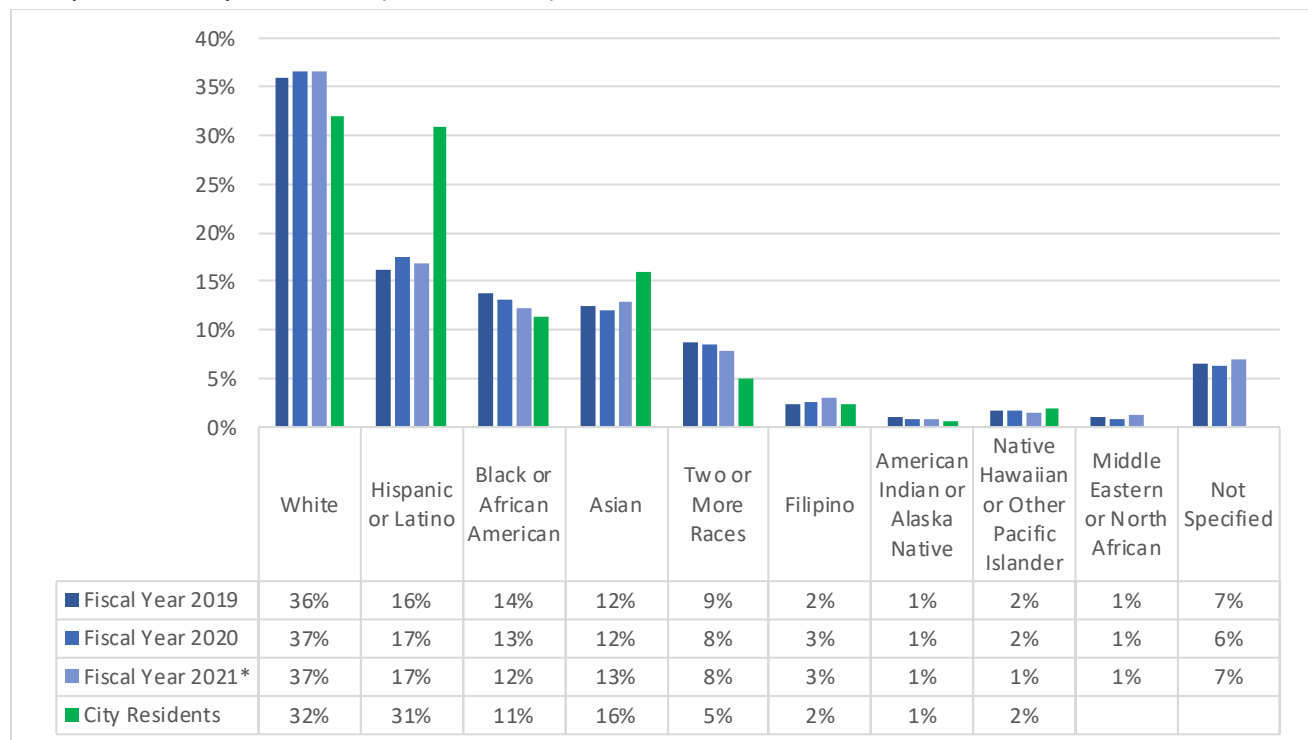


*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

We also reviewed the gender and ethnic composition of applicants that applied to only full-time career positions in the City. Full-time career positions are those which typically work forty-hour weeks and are permanent positions in the City. These positions are similar to the full-time, regular positions we analyze for newly hired employees and employee separations in the next two chapters. Of the almost 37,000 eligible applications the City received between July 1, 2018 and January 31, 2021, nearly 23,000 of them were for full-time career positions. We found that the gender of the eligible full-time career applicants was evenly split at 50 percent male and 50 percent female applicants. Figure 12 below analyzes the ethnic/racial composition of the eligible full-time career applications received each fiscal year and compares it to the composition of the City’s residents. As shown in the figure below, more than one-third of the eligible applicants were White and about 17 percent were Hispanic or Latino. Hispanic or Latino and Asian applicants made up a lower percentage of the City’s eligible applicants than the composition of the City’s residents.

Figure 12: Ethnic/Racial Composition of Eligible Full-Time Career Applicants by Fiscal Year Compared to City Residents (22,810 Total)



*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento NeoGov data.

Chapter 3: Diversity Review of Newly Hired Employees: July 1, 2018 Through January 31, 2021

From the nearly 37,000 eligible applicants, NeoGov identified 1,471 applicants as being hired with the City of Sacramento from July 1, 2018 through January 31, 2021. However, as noted in Finding 1 of this report, the data on the hired applicants is not accurate as all recruitments did not identify the applicants that were eventually hired and all recruitments did not go through NeoGov. Therefore, we used the information in eCAPS to conduct the analysis in this chapter as it was more accurate than the information in NeoGov. However, as noted earlier in the report, the eCAPS data only identifies newly hired employees and does not include internal promotions, transfers, or re-hire of former employees.

We analyzed the newly hired employees from July 1, 2018 through January 31, 2021 and found that most of the newly hired employees were temporary and part-time employees. Figure 13 below identifies the number of all newly hired employees from July 1, 2018 through January 31, 2021 by temporary/regular and full-time/part-time status.

Figure 13: All Newly Hired Employees Between July 1, 2018 and January 31, 2021 by Temporary/Regular and Full-Time/Part-Time Status

Regular/Temporary	Full-Time	Part-Time	Grand Total
Regular	766	11	777
Temporary	198	1,158	1,356
Grand Total	964	1,169	2,133

Source: Auditor generated from City of Sacramento eCAPS data.

As shown in the figure above, more than half of the newly hired employees were hired for temporary and part-time positions. Temporary positions are filled on a temporary basis lasting less than twelve months and part-time positions are those where the work schedule calls for less than the normal eight hours per day. We focused our analysis in this chapter on the 766 regular, full-time employees hired between July 1, 2018 and January 31, 2021. Employees hired to fill part-time or temporary positions have been removed from this analysis. Employees that promoted or transferred to new positions within the City or former employees that were re-hired are not included in this analysis as the data only captures employees that were newly hired to City employment.

Figure 14 below identifies the gender and ethnicity/race of the regular, full-time newly hired employees by fiscal year.

Figure 14: Gender and Ethnic/Racial Composition of Newly Hired Regular, Full-Time Employees by Fiscal Year

Ethnicity/Race	FY 2019 (387 Total)		FY 2020 * (309 Total)		FY 2021 ** (70 Total)		Grand Total (766 Total)	
	Female (155)	Male (232)	Female (119)	Male (189)	Female (39)	Male (31)	Female (313)	Male (452)
White	17%	31%	17%	25%	21%	16%	17%	27%
Hispanic or Latino	8%	12%	6%	16%	9%	9%	7%	13%
Black or African American	5%	6%	5%	5%	7%	7%	5%	6%
Asian	3%	3%	4%	6%	9%	7%	4%	5%
Two or More Races	5%	4%	4%	5%	6%	4%	5%	4%
Filipino	1%	1%	1%	0%	3%	0%	1%	1%
American Indian or Alaska Native	0%	0%	0%	2%	0%	0%	0%	1%
Native Hawaiian or Other Pacific Islander	1%	2%	1%	0%	1%	0%	1%	1%
Middle Eastern or North African	0%	1%	0%	0%	0%	1%	0%	1%
Not Specified	0%	0%	0%	1%	0%	0%	0%	1%
Grand Total	40%	60%	39%	61%	56%	44%	41%	59%

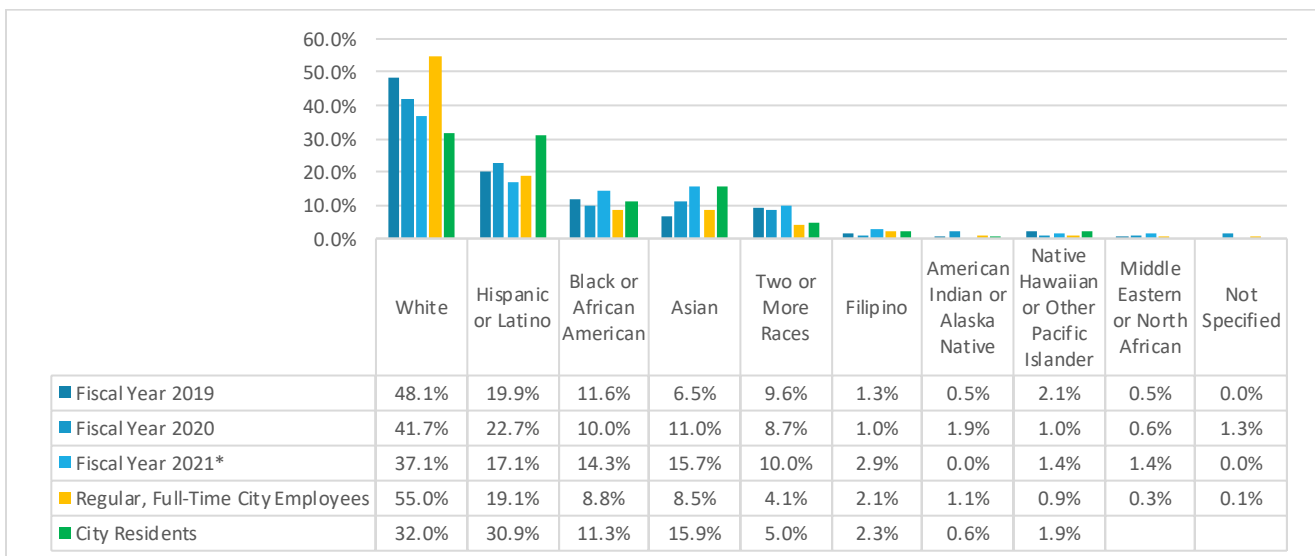
*The gender of one employee was not specified in fiscal year 2020.

** Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 15 below analyzes the City’s newly hired regular, full-time employees’ ethnic/racial composition by fiscal year and compares it to the ethnic/racial composition of City employees and City residents. Based on the figure below, it appears Asian employees compose a larger percent of newly hired regular, full-time employees each year since fiscal year 2019.

Figure 15: Ethnic/Racial Composition of Newly Hired Regular, Full-Time Employees by Fiscal Year Compared to City Employees and City Residents (766 Total)

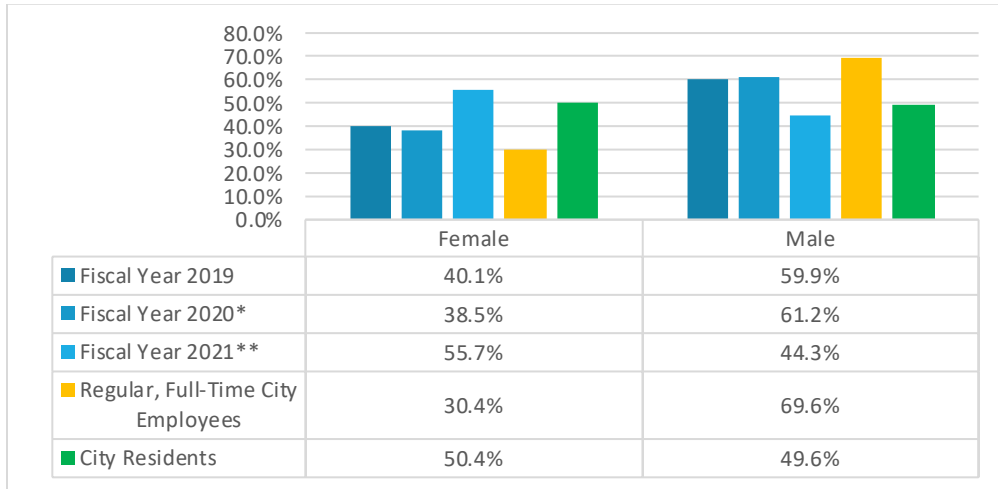


*Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 16 below analyzes the City’s newly hired regular, full-time employees’ gender composition by fiscal year hired and compares it to the gender composition of the City Employees and City residents. As shown in the figure below, female employees are hired at a greater percentage each fiscal year than the current gender composition of the City’s regular, full-time employees (blue bars for females in the chart below are greater than the orange bar).

Figure 16: Gender Composition of Hired Regular, Full-Time Employees by Fiscal Year Compared to City Employees and City Residents (766 Total)



*The gender of one employee was not specified in fiscal year 2020.

** Fiscal year 2021 is a partial year and includes applications received from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 17 below analyzes the ethnic/racial composition of regular, full-time employees hired between July 1, 2018 and January 31, 2021 by department.

Figure 17: Ethnic/Racial Composition of Regular, Full-Time Employees Hired Between July 1, 2018 and January 31, 2021 by Department

Department Name	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified	Total
City Attorney	41.7%	25.0%	16.7%	8.3%	0.0%	8.3%	0.0%	0.0%	0.0%	0.0%	12
City Auditor	33.3%	33.3%	0.0%	33.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3
City Clerk	66.7%	0.0%	22.2%	0.0%	11.1%	0.0%	0.0%	0.0%	0.0%	0.0%	9
City Manager	39.1%	13.0%	13.0%	4.3%	30.4%	0.0%	0.0%	0.0%	0.0%	0.0%	23
City Treasurer	66.7%	33.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3
Community Development	45.2%	23.3%	12.3%	8.2%	6.8%	1.4%	0.0%	0.0%	2.7%	0.0%	73
Convention & Cultural Services	88.9%	0.0%	0.0%	11.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	9
Finance	40.0%	12.0%	28.0%	8.0%	8.0%	4.0%	0.0%	0.0%	0.0%	0.0%	25
Fire	59.2%	16.5%	5.8%	3.9%	8.7%	1.0%	1.0%	1.9%	1.9%	0.0%	103
Human Resources	48.3%	6.9%	10.3%	17.2%	10.3%	0.0%	0.0%	6.9%	0.0%	0.0%	29
Information Technology	30.4%	21.7%	19.6%	17.4%	6.5%	4.3%	0.0%	0.0%	0.0%	0.0%	46
Mayor/Council	30.0%	40.0%	20.0%	5.0%	0.0%	0.0%	5.0%	0.0%	0.0%	0.0%	20
Police	53.4%	18.6%	5.0%	8.7%	11.2%	1.9%	0.6%	0.6%	0.0%	0.0%	161
Public Works	29.2%	28.1%	18.8%	10.4%	8.3%	1.0%	1.0%	3.1%	0.0%	0.0%	96
Utilities	42.0%	22.0%	8.0%	9.0%	10.0%	0.0%	2.0%	2.0%	1.0%	4.0%	100
Youth, Parks, and Community Enrichment	29.6%	27.8%	13.0%	13.0%	9.3%	0.0%	3.7%	3.7%	0.0%	0.0%	54
Total	44.5%	20.8%	11.2%	9.1%	9.3%	1.3%	1.0%	1.6%	0.7%	0.5%	766

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 18 below analyzes the gender composition of regular, full-time newly hired employees between July 1, 2018 and January 31, 2021 by department.

Figure 18: Gender Composition of Regular, Full-Time Employees Hired between July 1, 2018 and January 31, 2021 by Department

Department Name	Female	Male	Total
City Attorney	83%	17%	12
City Auditor	33%	67%	3
City Clerk	100%	0%	9
City Manager	70%	30%	23
City Treasurer	33%	67%	3
Community Development	53%	47%	73
Convention & Cultural Services	44%	56%	9
Finance	52%	48%	25
Fire	21%	79%	103
Human Resources	72%	28%	29
Information Technology	52%	48%	46
Mayor/Council	85%	15%	20
Police	42%	58%	161
Public Works	19%	81%	96
Utilities*	30%	69%	100
Youth, Parks, and Community Enrichment	39%	61%	54
Total	41%	59%	766

*The gender of one employee in the department of Utilities was not specified.

Source: Auditor generated from City of Sacramento eCAPS data.

We analyzed the gender and ethnicity/race of the management employees that were hired during this time. Figure 19 below identifies the gender and ethnic/racial composition of the 37 regular, full-time management employees that were hired between July 1, 2018 and January 31, 2021. Percentages in the Female and Male columns in the table are a percent of the row total while the last column calculates the percent of the grand total. For example, as shown in the figure below, 60 percent of the 15 White employees hired were female while 59 percent of all the regular, full-time management employees hired during this time were female. Additionally, 41 percent of the 37 newly hired regular, full-time management employees were White.

Figure 19: Gender and Ethnic/Racial Composition of Regular, Full-Time Management Employees Hired between July 1, 2018 and January 31, 2021

Ethnicity/Race	Female	Male	Total	Percent of Grand Total
White	60%	40%	15	41%
Hispanic or Latino	40%	60%	10	27%
Black or African American	75%	25%	4	11%
Asian	100%	0%	3	8%
Two or More Races	75%	25%	4	11%
Middle Eastern or North African	0%	100%	1	3%
Grand Total	59%	41%	37	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 20 below analyzes the gender and ethnic/racial composition of all Police and Fire Department sworn employees hired between July 1, 2018 and January 31, 2021. We included part-time and temporary employees in the analysis of sworn employees as police officer recruit and fire recruit positions are temporary but once these employees graduate the academy, they become regular, full-time employees.

Figure 20: Gender and Ethnic/Racial Composition of All Police and Fire Department Sworn Employees Hired between July 1, 2018 and January 31, 2021

Ethnicity/Race	Police Department			Fire Department			Grand Total	Percent of Grand Total
	Female	Male	Police Total	Female	Male	Fire Total		
White	17%	83%	75	9%	91%	77	152	57%
Hispanic or Latino	22%	78%	32	6%	94%	17	49	18%
Black or African American	0%	100%	4	14%	86%	7	11	4%
Asian	0%	100%	11	50%	50%	6	17	6%
Two or More Races	27%	73%	15	22%	78%	9	24	9%
Filipino	0%	100%	2	0%	100%	4	6	2%
American Indian or Alaska Native	-	-	-	0%	100%	1	1	0%
Native Hawaiian or Other Pacific Islander	0%	100%	1	0%	100%	1	2	1%
Middle Eastern or North African	-	-	-	0%	100%	2	2	1%
Not Specified	-	-	-	0%	100%	2	2	1%
Grand Total	17%	83%	140	11%	89%	126	266	100%

Source: Auditor generated from City of Sacramento eCAPS data.

As show in the figure above, 17 percent of the newly hired sworn employees in the Police Department were female while 11 percent of the newly hired sworn employees in the Fire Department were female. In addition, 57 percent of all newly hired sworn employees in the Police and Fire Departments were White.

Chapter 4: Diversity Review of Employee Separations: July 1, 2018 Through January 31, 2021

We analyzed the diversity of employees that separated from City employment between July 1, 2018 and January 31, 2021 and found that most of the separated employees were temporary and part-time employees. Figure 21 below identifies the number of all employees that left City employment between July 1, 2018 and January 31, 2021 by temporary/regular and full-time/part-time status.

Figure 21: All Separated Employees Between July 1, 2018 and January 31, 2021 by Regular/Temporary and Full-Time/Part-Time Status

Regular/Temporary	Full-Time	Part-Time	Grand Total
Regular	757	30	787
Temporary	162	1,612	1,774
Grand Total	919	1,642	2,561

Source: Auditor generated from City of Sacramento eCAPS data.

As shown in the figure above, more than half of the employees that left City employment were in temporary and part-time positions. Temporary positions are filled on a temporary basis lasting less than twelve months and part-time positions are those where the work schedule calls for less than the normal eight hours per day. Because separations for temporary and part-time positions are expected due to the nature of the positions, we focused our analysis in this chapter on the 757 regular, full-time employees that left City employment between July 1, 2018 and January 31, 2021 to identify any potential areas of concern.

Figure 22 identifies the number of regular, full-time employee separations by fiscal year and reason for separation. Note that we relied on the reason for separation identified in the City's eCAPS system. Although we conducted testing to ensure the information in the Personnel Action Requests (PAR) submitted by departments were correctly input into eCAPS, we did not conduct testing to ensure the accuracy of the reason for separations in the PARs. For example, a former employee may have taken an offer to resign prior to being terminated and therefore the data in the PAR and eCAPS would identify the separation as 'Resignation' instead of 'Termination.'

Figure 22: Separation of All Regular, Full-Time Employees by Fiscal Year and Reason for Separation

Reason for Separation	Fiscal Year 2019		Fiscal Year 2020		Fiscal Year 2021*		Grand Total
	Separations	Percent of FY Total	Separations	Percent of FY Total	Separations	Percent of FY Total	
Resignation	136	46.7%	133	47.0%	73	39.9%	342
Service Retirement	114	39.2%	111	39.2%	85	46.4%	310
Release	26	8.9%	25	8.8%	11	6.0%	62
Death	5	1.7%	2	0.7%	2	1.1%	9
Did not begin work	1	0.3%	5	1.8%	1	0.5%	7
Layoff	0	0.0%	0	0.0%	7	3.8%	7
Labor Contract Agreement	0	0.0%	5	1.8%	1	0.5%	6
End Temporary Employment	2	0.7%	0	0.0%	3	1.6%	5
Termination	4	1.4%	0	0.0%	0	0.0%	4
No Reasonable Accommodation	1	0.3%	1	0.4%	0	0.0%	2
Misconduct	2	0.7%	0	0.0%	0	0.0%	2
Failure to Return from Leave	0	0.0%	1	0.4%	0	0.0%	1
Grand Total	291	100.0%	283	100.0%	183	100.0%	757

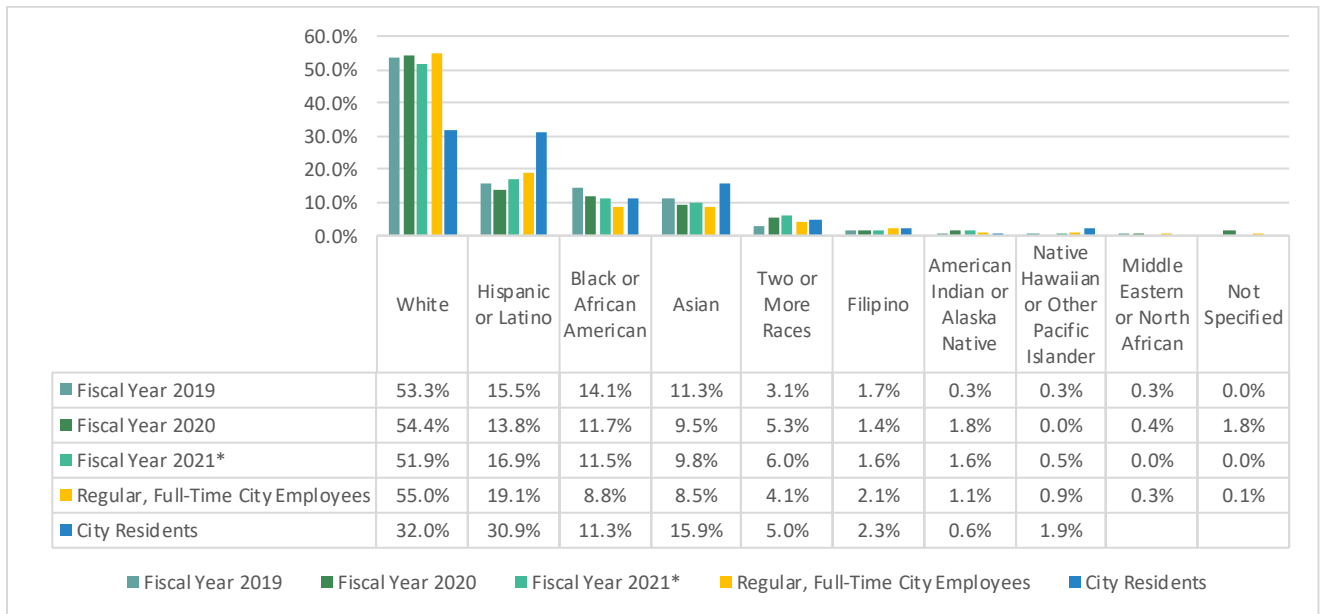
*Fiscal Year 2021 is a partial year and includes employee separations from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

As shown in the figure above, the top two reasons for separation each fiscal year were resignations and service retirements.

Figure 23 below identifies the regular, full-time employee separations by fiscal year and ethnicity/race and compares it to regular, full-time City employees and City residents.

Figure 23: Ethnic/Racial Composition of Regular, Full-Time Employee Separations from July 1, 2018 Through January 31, 2021 by Fiscal Year Compared to Regular, Full-Time City Employees and City Residents (757 Total)



*Fiscal year 2021 is a partial year and includes regular, full-time separations from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

As shown in the figure above, Black or African American and Asian employees separated from City employment at a slightly higher rate than the composition of the City’s regular, full-time employees.

Figure 24 identifies the ethnicity and reason for separation of all regular, full-time employee separations between July 1, 2018 and January 31, 2021.

Figure 24: Number of All Regular, Full-Time Employee Separations by Ethnicity/Race and Reason for Separation

Reason for Separation	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified	Grand Total
Resignation	162	61	42	44	21	3	4	1	2	2	342
Service Retirement	204	34	30	25	5	7	5	0	0	0	310
Release	19	9	18	6	7	2	0	0	0	1	62
Death	5	2	1	1	0	0	0	0	0	0	9
Did not begin work	2	2	0	0	0	0	0	1	0	2	7
Layoff	3	1	2	1	0	0	0	0	0	0	7
Labor Contract Agreement	4	1	0	1	0	0	0	0	0	0	6
End Temporary Employment	1	1	1	0	2	0	0	0	0	0	5
Termination	2	2	0	0	0	0	0	0	0	0	4
No Reasonable Accommodation	2	0	0	0	0	0	0	0	0	0	2
Misconduct	0	2	0	0	0	0	0	0	0	0	2
Failure to Return from Leave	0	0	1	0	0	0	0	0	0	0	1
Grand Total	404	115	95	78	35	12	9	2	2	5	757

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 25 below analyzes the ethnic/racial composition of all regular, full-time employee separations by reason for separation. As shown in the figure below, 45 percent of the separations were due to employee resignation and 41 percent were due to employee retirement. Of the employees that retired from City service, 66 percent of them were White. In addition, 29 percent of the employees that were released from City employment were Black or African American and nearly 29 percent of the employees that were laid off were also Black or African American. More than 53 percent of the regular, full-time employees that separated from City employment between July 1, 2018 and January 31, 2021 were White.

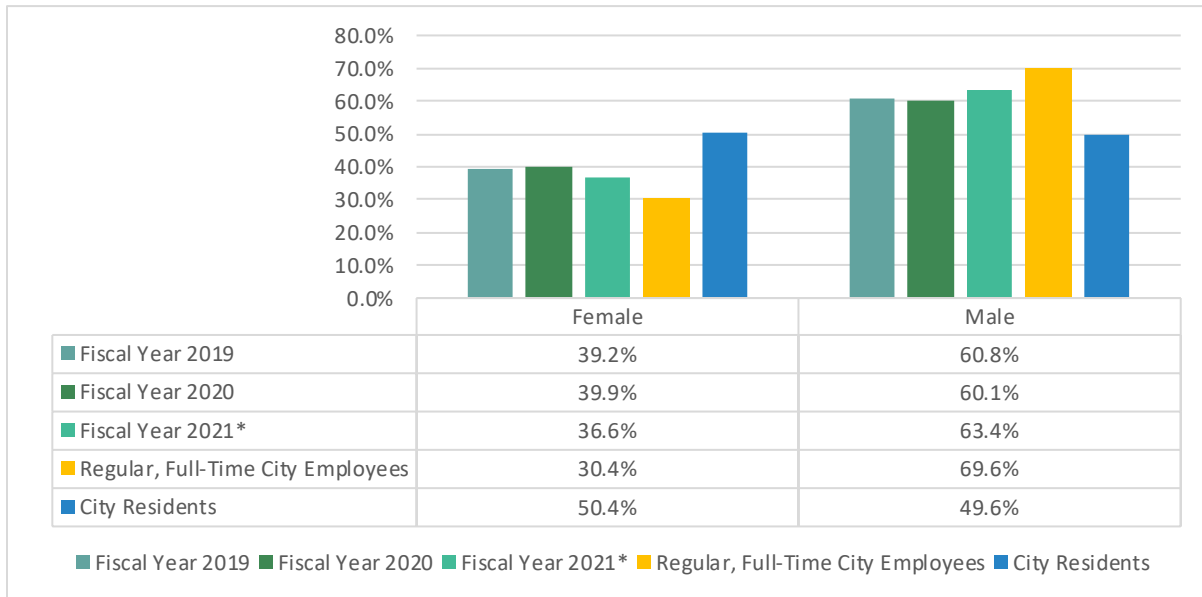
Figure 25: Ethnic/Racial Composition of All Regular, Full-Time Employee Separations by Reason for Separation (757 Total)

Reason for Separation	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified	Grand Total
Resignation	47.4%	17.8%	12.3%	12.9%	6.1%	0.9%	1.2%	0.3%	0.6%	0.6%	45.2%
Service Retirement	65.8%	11.0%	9.7%	8.1%	1.6%	2.3%	1.6%	0.0%	0.0%	0.0%	41.0%
Release	30.6%	14.5%	29.0%	9.7%	11.3%	3.2%	0.0%	0.0%	0.0%	1.6%	8.2%
Death	55.6%	22.2%	11.1%	11.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.2%
Layoff	42.9%	14.3%	28.6%	14.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.9%
Did not begin work	28.6%	28.6%	0.0%	0.0%	0.0%	0.0%	0.0%	14.3%	0.0%	28.6%	0.9%
Labor Contract Agreement	66.7%	16.7%	0.0%	16.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.8%
End Temporary Employment	20.0%	20.0%	20.0%	0.0%	40.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%
Termination	50.0%	50.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%
No Reasonable Accommodation	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%
Misconduct	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%
Failure to Return from Leave	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
Grand Total	53.4%	15.2%	12.5%	10.3%	4.6%	1.6%	1.2%	0.3%	0.3%	0.7%	100.0%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 26 analyzes all regular, full-time employee separations by fiscal year and gender and compares it to regular, full-time City employees and City residents. As shown in the figure below, a higher percent of the employees leaving City employment each fiscal year are female than the current gender composition of the City's employees.

Figure 26: Gender Composition of All Regular, Full-Time Employee Separations from July 1, 2018 Through January 31, 2021 by Fiscal Year Compared to Regular, Full-Time City Employees and City Residents (757 Total)



* Fiscal year 2021 is a partial year and includes regular, full-time separations from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 27 below identifies the gender and reason for separation of all regular, full-time employee separations.

Figure 27: Reason for Separation of All Regular, Full-Time Employee Separations by Gender

Reason for Separation	Female		Male		Grand Total
	Separations	Percent of FY Total	Separations	Percent of FY Total	
Resignation	144	49.0%	198	42.8%	342
Service Retirement	103	35.0%	207	44.7%	310
Release	29	9.9%	33	7.1%	62
Death	4	1.4%	5	1.1%	9
Did not begin work	1	0.3%	6	1.3%	7
Layoff	3	1.0%	4	0.9%	7
Labor Contract Agreement	3	1.0%	3	0.6%	6
End Temporary Employment	4	1.4%	1	0.2%	5
Termination	1	0.3%	3	0.6%	4
No Reasonable Accommodation	1	0.3%	1	0.2%	2
Misconduct	0	0.0%	2	0.4%	2
Failure to Return from Leave	1	0.3%	0	0.0%	1
Grand Total	294	100.0%	463	100.0%	757

Source: Auditor generated from City of Sacramento eCAPS data.

As shown in the figure above, male employees retired from City service at a higher rate (44.7 percent) than female employees (35 percent).

Figure 28 identifies the gender and ethnic/racial composition of all regular, full-time employee separations by fiscal year.

Figure 28: Gender and Ethnic/Racial Composition of All Regular, Full-Time Employee Separations by Fiscal Year (757 Total)

Ethnicity/Race	FY 2019 (291 Total)		FY 2020 (283 Total)		FY 2021* (183 Total)		Grand Total (757 Total)	
	Female (114)	Male (177)	Female (113)	Male (170)	Female (67)	Male (116)	Female (294)	Male (463)
White	20%	34%	19%	35%	21%	31%	20%	34%
Hispanic or Latino	5%	11%	5%	9%	5%	12%	5%	10%
Black or African American	7%	7%	8%	4%	5%	7%	7%	6%
Asian	4%	7%	4%	6%	2%	8%	4%	7%
Two or More Races	2%	1%	3%	2%	3%	3%	2%	2%
Filipino	1%	0%	1%	1%	1%	1%	1%	1%
American Indian or Alaska Native	0%	0%	0%	1%	0%	2%	0%	1%
Native Hawaiian or Other Pacific Islander	0%	0%	-	-	1%	0%	0%	0%
Middle Eastern or North African	0%	0%	0%	0%	-	-	0%	0%
Not Specified	-	-	0%	2%	-	-	0%	1%
Total	39%	61%	40%	60%	37%	63%	39%	61%

* Fiscal year 2021 is a partial year and includes regular, full-time separations from July 1, 2020 through January 31, 2021.

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 29 below identifies the ethnic/racial composition of regular, full-time employee separations by department.

Figure 29: Ethnic/Racial Composition of Regular, Full-Time Employee Separations by Department

Department	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified	Grand Total
City Attorney	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4
City Auditor	0%	0%	0%	100%	0%	0%	0%	0%	0%	0%	1
City Clerk	60%	10%	20%	0%	10%	0%	0%	0%	0%	0%	10
City Manager	50%	13%	6%	19%	13%	0%	0%	0%	0%	0%	16
City Treasurer	50%	0%	25%	25%	0%	0%	0%	0%	0%	0%	4
Community Development	64%	11%	13%	8%	2%	2%	0%	0%	0%	0%	61
Convention & Cultural Services	53%	20%	20%	0%	7%	0%	0%	0%	0%	0%	15
Finance	45%	14%	18%	5%	18%	0%	0%	0%	0%	0%	22
Fire	62%	11%	11%	11%	2%	1%	1%	0%	1%	0%	91
Human Resources	48%	14%	21%	7%	7%	0%	3%	0%	0%	0%	29
Information Technology	37%	11%	11%	31%	3%	3%	0%	0%	0%	3%	35
Mayor/Council	35%	17%	26%	9%	4%	4%	4%	0%	0%	0%	23
Police	65%	10%	7%	10%	2%	4%	2%	0%	0%	0%	124
Public Works	44%	19%	14%	12%	6%	1%	1%	1%	1%	0%	145
Utilities	53%	23%	7%	6%	7%	1%	1%	0%	0%	4%	106
Youth, Parks, and Community Enrichment	49%	18%	20%	8%	3%	0%	1%	0%	0%	0%	71
Grand Total	53%	15%	13%	10%	5%	2%	1%	0%	0%	1%	757

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 30 analyzes the gender composition of all regular, full-time employee separations by department.

Figure 30: Gender Composition of Regular, Full-Time Employee Separations by Department

Department	Female	Male	Total
City Attorney	100%	0%	4
City Auditor	100%	0%	1
City Clerk	100%	0%	10
City Manager	56%	44%	16
City Treasurer	50%	50%	4
Community Development	41%	59%	61
Convention & Cultural Services	33%	67%	15
Finance	59%	41%	22
Fire	22%	78%	91
Human Resources	76%	24%	29
Information Technology	46%	54%	35
Mayor/Council	61%	39%	23
Police	43%	57%	124
Public Works	24%	76%	145
Utilities	30%	70%	106
Youth, Parks, and Community Enrichment	46%	54%	71
Grand Total	39%	61%	757

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 31 below analyzes the reason for separation of regular, full-time employee separations by department.

Figure 31: Reason for Separation of Regular, Full-Time Employee Separations by Department

Department	Resignation	Service Retirement	Release	Death	Did not begin work	Layoff	Labor Contract Agreement	End Temporary Employment	Termination	No Reasonable Accommodation	Misconduct	Failure to Return from Leave	Grand Total
City Attorney	25%	25%	25%	25%	0%	0%	0%	0%	0%	0%	0%	0%	4
City Auditor	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1
City Clerk	50%	0%	40%	0%	0%	0%	0%	10%	0%	0%	0%	0%	10
City Manager	63%	19%	6%	0%	0%	0%	0%	0%	13%	0%	0%	0%	16
City Treasurer	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4
Community Development	43%	41%	15%	2%	0%	0%	0%	0%	0%	0%	0%	0%	61
Convention & Cultural Services	47%	40%	0%	0%	0%	0%	0%	0%	0%	7%	7%	0%	15
Finance	50%	45%	5%	0%	0%	0%	0%	0%	0%	0%	0%	0%	22
Fire	29%	64%	5%	2%	0%	0%	0%	0%	0%	0%	0%	0%	91
Human Resources	59%	31%	7%	0%	3%	0%	0%	0%	0%	0%	0%	0%	29
Information Technology	49%	29%	23%	0%	0%	0%	0%	0%	0%	0%	0%	0%	35
Mayor/Council	57%	4%	4%	0%	0%	26%	0%	4%	4%	0%	0%	0%	23
Police	45%	44%	10%	1%	0%	0%	0%	0%	1%	0%	0%	0%	124
Public Works	43%	45%	8%	1%	1%	0%	2%	0%	0%	0%	1%	0%	145
Utilities	45%	42%	6%	0%	3%	0%	2%	2%	0%	0%	0%	0%	106
Youth, Parks, and Community Enrichment	54%	32%	1%	3%	3%	1%	1%	1%	0%	1%	0%	1%	71
Grand Total	45%	41%	8%	1%	1%	1%	1%	1%	1%	0%	0%	0%	757

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 32 analyzes the age composition for all regular, full-time employee separations by reason for separation. As shown in the figure below most of the employees that retired from City service were more than 50 years old and most of the employees that resigned were less than 51 years old.

Figure 32: Age Composition of All Regular, Full-Time Employee Separations by Reason for Separation

Reason for Separation	21-30 Years Old	31-40 Years Old	41-50 Years Old	51-60 Years Old	60+ Years Old	Total	Percent of Grand Total
Resignation	29%	37%	24%	10%	0%	342	45%
Service Retirement	0%	2%	10%	48%	39%	310	41%
Release	31%	40%	15%	11%	3%	62	8%
Death	11%	0%	22%	44%	22%	9	1%
Did not begin work	29%	29%	14%	14%	14%	7	1%
Layoff	43%	29%	14%	0%	14%	7	1%
Labor Contract Agreement	0%	0%	0%	83%	17%	6	1%
End Temporary Employment	20%	40%	40%	0%	0%	5	1%
Termination	0%	50%	50%	0%	0%	4	1%
No Reasonable Accommodation	0%	0%	50%	0%	50%	2	0%
Misconduct	0%	0%	50%	50%	0%	2	0%
Failure to Return from Leave	0%	0%	100%	0%	0%	1	0%
Grand Total	17%	22%	18%	26%	17%	757	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 33 identifies the tenure composition of all regular, full-time employee separations by reason for separation. As shown in the figure below, 70 percent of the 342 employees that resigned worked at the City five years or less prior to resigning.

Figure 33: Tenure Composition of All Regular, Full-Time Employees by Reason for Separation

Reason for Separation	0-5 Years	6-10 years	11-15 years	16-20 years	21-25 years	26-30 years	31-35 years	35+ years	Total	Percent of Grand Total
Resignation	70%	9%	12%	6%	2%	1%	0%	0%	342	45%
Service Retirement	2%	3%	14%	19%	19%	25%	11%	6%	310	41%
Release	84%	11%	3%	0%	0%	0%	2%	0%	62	8%
Death	22%	0%	22%	22%	0%	11%	22%	0%	9	1%
Did not begin work	100%	0%	0%	0%	0%	0%	0%	0%	7	1%
Layoff	71%	14%	0%	14%	0%	0%	0%	0%	7	1%
Labor Contract Agreement	0%	0%	0%	33%	17%	17%	17%	17%	6	1%
End Temporary Employment	100%	0%	0%	0%	0%	0%	0%	0%	5	1%
Termination	25%	25%	25%	25%	0%	0%	0%	0%	4	1%
No Reasonable Accommodation	50%	0%	0%	0%	0%	50%	0%	0%	2	0%
Misconduct	0%	50%	50%	0%	0%	0%	0%	0%	2	0%
Failure to Return from Leave	100%	0%	0%	0%	0%	0%	0%	0%	1	0%
Grand Total	42%	6%	12%	11%	9%	11%	5%	3%	757	100%

Source: Auditor generated from City of Sacramento eCAPS data.

We analyzed the gender and ethnicity/race of all sworn employees that separated from City employment during the same time period. Figure 34 below identifies the gender and ethnic/racial composition of all Police and Fire Department sworn employee separations between July 1, 2018 and January 31, 2021. We included part-time and temporary employees in the analysis of sworn employees as police officer recruit and fire recruit positions are temporary but once these employees graduate the academy, they become regular, full-time employees.

Figure 34: Gender Composition of All Police and Fire Department Sworn Employee Separations by Ethnicity/Race

Ethnicity/Race	Police Department			Fire Department			Grand Total	Percent of Grand Total
	Female	Male	Police Total	Female	Male	Fire Total		
White	17%	83%	83	17%	83%	42	125	66%
Hispanic or Latino	8%	92%	12	11%	89%	9	21	11%
Black or African American	17%	83%	6	43%	57%	7	13	7%
Asian	13%	88%	8	13%	88%	8	16	9%
Two or More Races	100%	0%	1	100%	0%	1	2	1%
Filipino	33%	67%	3	0%	100%	3	6	3%
American Indian or Alaska Native	0%	100%	2	0%	100%	1	3	2%
Not Specified	-	-	-	0%	100%	2	2	1%
Grand Total	17%	83%	115	18%	82%	73	188	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 35 below analyzes the gender composition of all sworn employee separations by reason for separation. As shown in the figure below, 17-18 percent of the sworn employee separations in the Police and Fire Departments were female. In addition, 40 percent of the sworn employee separations were for employees that retired from City service.

Figure 35: Gender Composition of All Police and Fire Department Sworn Employee Separations by Reason for Separation

Ethnicity/Race	Police Department			Fire Department			Grand Total	Percent of Grand Total
	Female	Male	Police Total	Female	Male	Fire Total		
Resignation	15%	85%	66	17%	83%	23	89	47%
Service Retirement	14%	86%	37	13%	87%	39	76	40%
Release	33%	67%	9	40%	60%	5	14	7%
Death	100%	0%	1	50%	50%	2	3	2%
No Reasonable Accommodation	-	-	-	33%	67%	3	3	2%
Did not begin work	0%	100%	1	0%	100%	1	2	1%
Termination	0%	100%	1	-	-	-	1	1%
Grand Total	17%	83%	115	18%	82%	73	188	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 36 below identifies the ethnic/racial composition of all sworn employee separations by reason for separation.

Figure 36: Ethnic/Racial Composition of All Sworn Employee Separations by Reason for Separation

Reason for Separation	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Not Specified	Total	Percent of Grand Total
Resignation	70%	11%	7%	6%	2%	2%	0%	2%	89	47%
Service Retirement	71%	4%	8%	9%	0%	4%	4%	0%	76	40%
Release	43%	21%	7%	21%	0%	7%	0%	0%	14	7%
Death	67%	0%	0%	33%	0%	0%	0%	0%	3	2%
No Reasonable Accommodation	33%	67%	0%	0%	0%	0%	0%	0%	3	2%
Did not begin work	0%	100%	0%	0%	0%	0%	0%	0%	2	1%
Termination	0%	100%	0%	0%	0%	0%	0%	0%	1	1%
Grand Total	66%	11%	7%	9%	1%	3%	2%	1%	188	100%

Source: Auditor generated from City of Sacramento eCAPS data.

We also analyzed the gender and ethnicity/race of the regular, full-time management employees that separated from City employment during the same period. Figure 37 below identifies the gender and ethnic/racial composition of the 49 regular, full-time management employee separations between July 1, 2018 and January 31, 2021.

Figure 37: Gender Composition of Regular, Full-Time Management Employee Separations by Ethnicity/Race (49 Total)

Ethnicity/Race	Female	Male	Total	Percent of Grand Total
White	32%	68%	31	63%
Hispanic or Latino	0%	100%	2	4%
Black or African American	20%	80%	5	10%
Asian	100%	0%	3	6%
Two or More Races	50%	50%	6	12%
Filipino	100%	0%	1	2%
American Indian or Alaska Native	0%	100%	1	2%
Grand Total	37%	63%	49	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 38 below identifies the ethnic/racial composition of regular, full-time management employee separations by reason for separation. As shown in the figure below, 47 percent of the regular, full-time management employees separated from City employment by retiring and 63 percent of the regular, full-time management employees that separated were White.

Figure 38: Ethnic/Racial Composition of Regular, Full-Time Management Employee Separations by Reason for Separation (49 Total)

Reason for Separation	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Total	Percent of Grand Total
Resignation	57%	0%	9%	9%	17%	4%	4%	23	47%
Service Retirement	65%	9%	13%	4%	9%	0%	0%	23	47%
Termination	100%	0%	0%	0%	0%	0%	0%	2	4%
Layoff	100%	0%	0%	0%	0%	0%	0%	1	2%
Grand Total	63%	4%	10%	6%	12%	2%	2%	49	100%

Source: Auditor generated from City of Sacramento eCAPS data.

Figure 39 below identifies the gender composition of regular, full-time management employee separations by reason for separation. As shown in the figure below, 70 percent of the regular, full-time management employees that retired from City service were male and 30 percent of them were female. However, female employees composed 48 percent of the regular, full-time management employees that resigned from City employment.

Figure 39: Gender Composition of Regular, Full-Time Management Employee Separations by Reason for Separation (49 Total)

Ethnicity/Race	Female	Male	Total	Percent of Grand Total
Resignation	48%	52%	23	47%
Service Retirement	30%	70%	23	47%
Termination	0%	100%	2	4%
Layoff	0%	100%	1	2%
Grand Total	37%	63%	49	100%

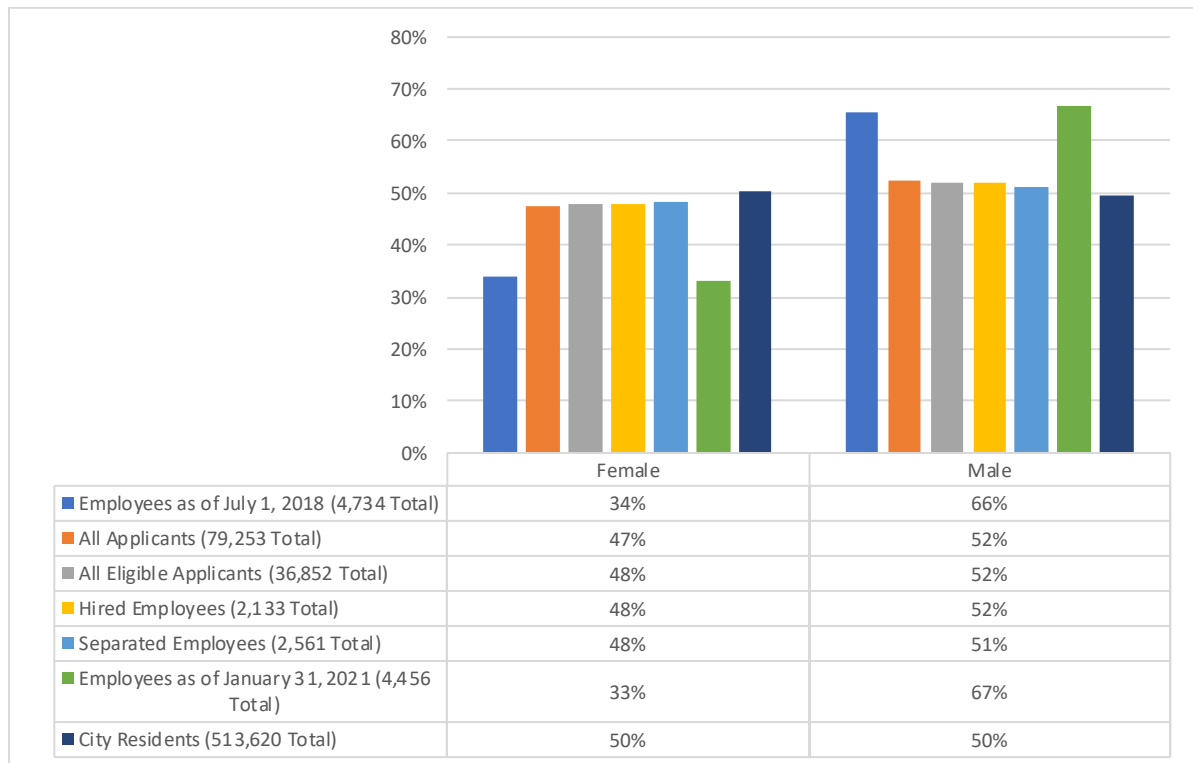
Source: Auditor generated from City of Sacramento eCAPS data.

Chapter 5: Summarized Diversity Review of City Employees, Applications, New Hires, and Separations

This chapter summarizes the gender and ethnic/racial diversity analysis conducted in the previous chapters of this report.

Figure 40 below analyzes the gender composition of all City employees as of July 1, 2018; all applications received in NeoGov between July 1, 2018 through January 31, 2021; all eligible applications received in NeoGov during that timeframe; all employees hired during that timeframe; all employee separations during that timeframe; all City employees as of January 31, 2021; and City residents.

Figure 40: Summarized Gender Composition of All City Positions Compared to City Residents

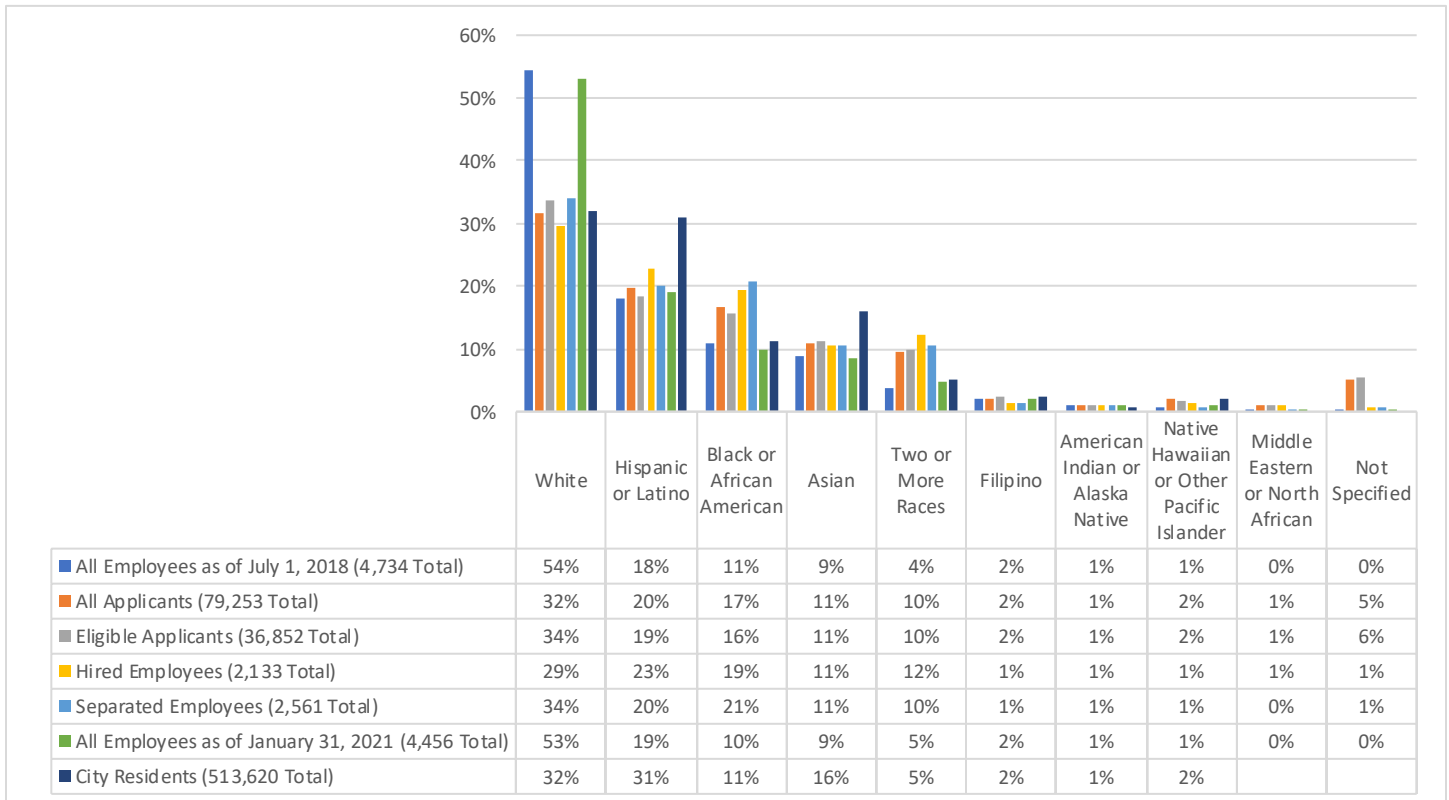


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, although the City hired female applicants at the same rate as the eligible applications received for City positions, females also separated from the City at the same rate and therefore the gender composition of the City’s workforce changed only slightly between July 1, 2018 and January 31, 2021.

Figure 41 below analyzes the ethnic/racial composition of all City employees as of July 1, 2018; all applications received in NeoGov between July 1, 2018 through January 31, 2021; all eligible applications received in NeoGov during that timeframe; all employees hired during that timeframe; all employee separations during that timeframe; all City employees as of January 31, 2021; and City residents.

Figure 41: Summarized Ethnic/Racial Composition of All City Positions Compared to City Residents

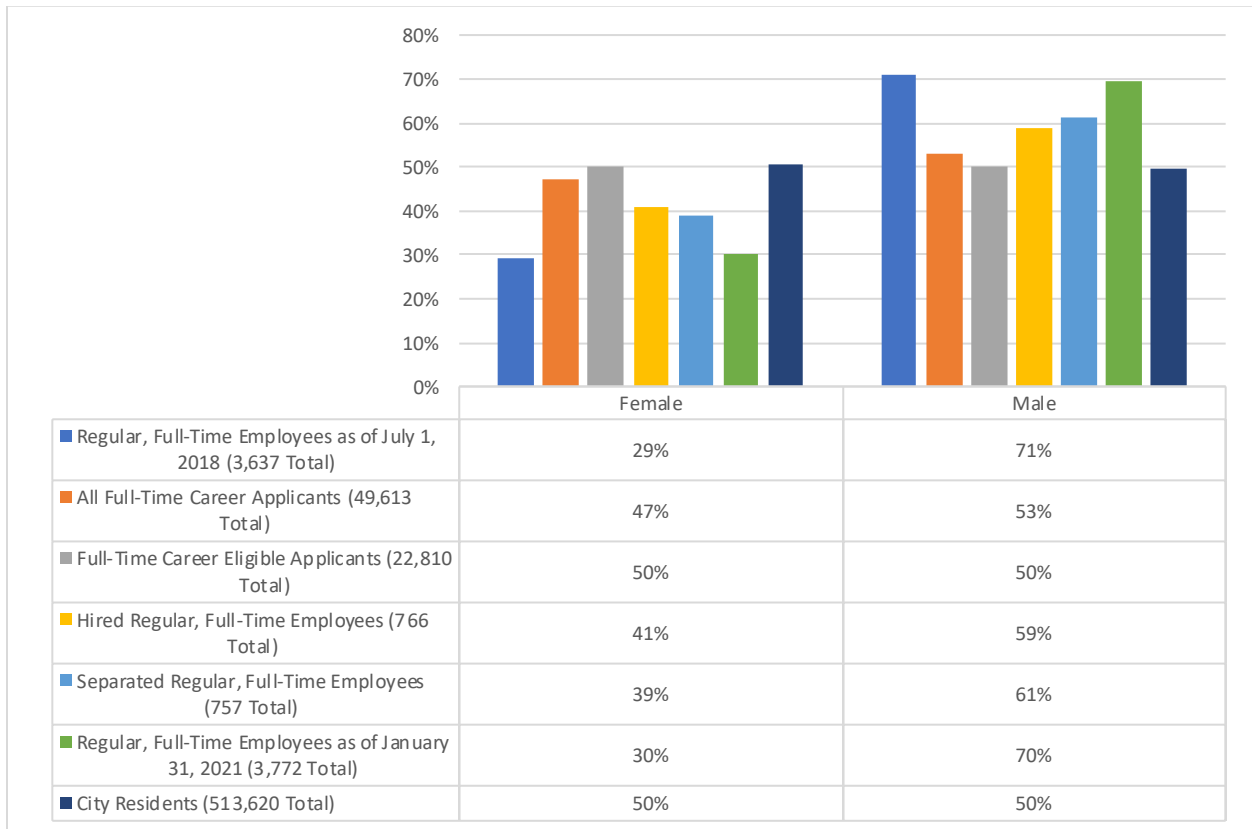


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, the City appears to hire many ethnic/racial applicant groups at a similar or greater rate when compared to the ethnic/racial composition of the eligible applicants. However, the ethnic/racial composition of the eligible applicants are not consistent with the ethnic/racial composition of City employees as of January 31, 2021, for some ethnic/racial categories. We also note that Black or African American employees made up 11 percent of the City’s workforce on July 1, 2018 but Black or African American employees made up 21 percent of those that separated from City employment between July 1, 2018 and January 31, 2021. Therefore, although they made up 19 percent of the hired employees during the same time, the composition of Black or African American employees in the workforce decreased to 10 percent by January 31, 2021.

Figure 42 below analyzes the gender composition of regular, full-time City employees as of July 1, 2018; full-time career applications received in NeoGov between July 1, 2018 through January 31, 2021; full-time career eligible applications in NeoGov received during that timeframe; regular, full-time employees hired during that timeframe; regular, full-time employee separations during that timeframe; regular, full-time City employees as of January 31, 2021; and City residents.

Figure 42: Summarized Gender Composition of Regular, Full-Time Positions Compared to City Residents

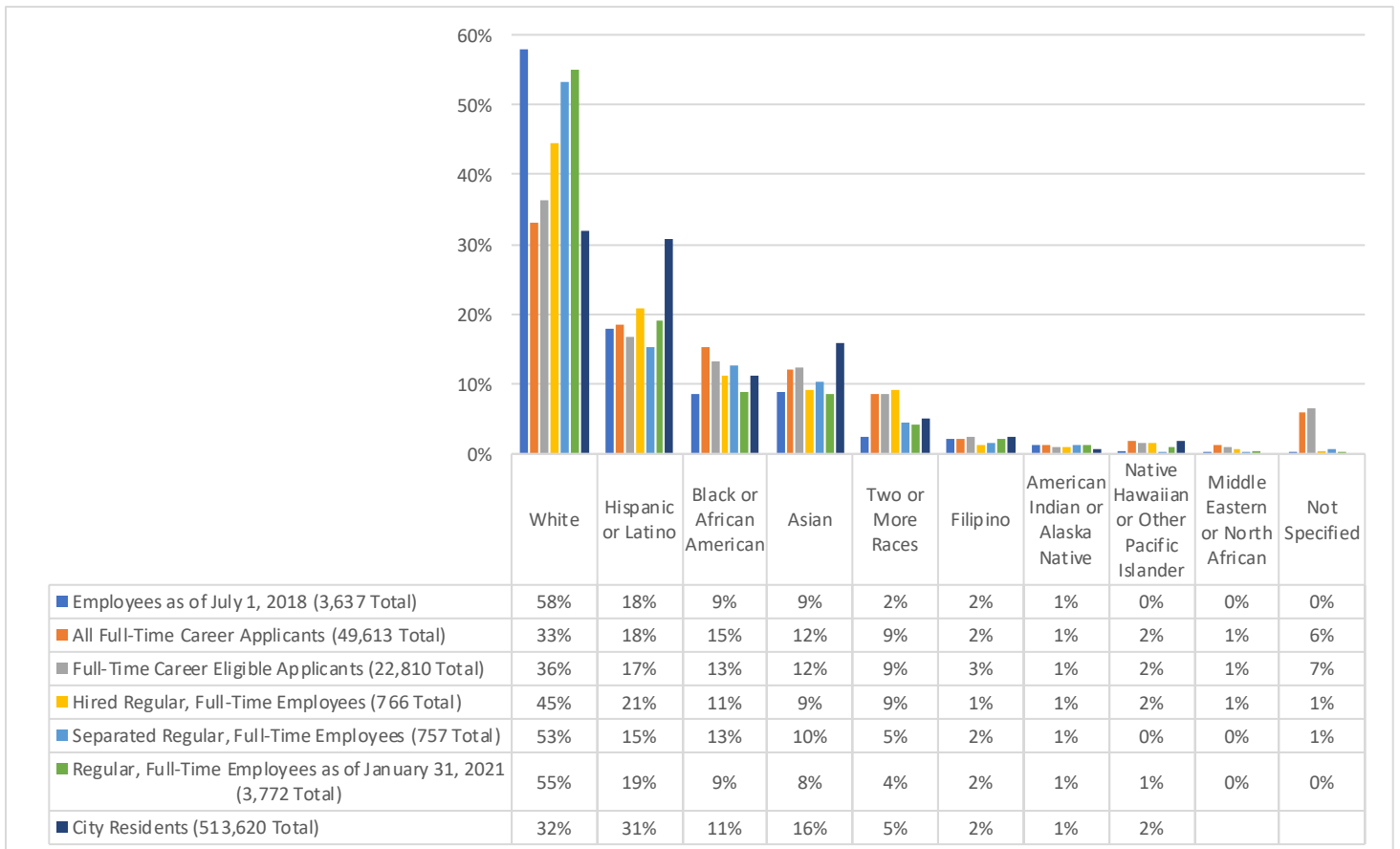


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in Figure 42 above, female applicants made up 50 percent of the eligible applicants for full-time career positions, but they made up only 41 percent of the hired regular, full-time employees.

Figure 43 below analyzes the ethnic/racial composition of regular, full-time City employees as of July 1, 2018; full-time career applications received in NeoGov between July 1, 2018 through January 31, 2021; full-time career eligible applications received in NeoGov during that timeframe; regular, full-time employees hired during that timeframe; regular, full-time employee separations during that timeframe; regular, full-time City employees as of January 31, 2021; and City residents.

Figure 43: Summarized Ethnic/Racial Composition of Regular, Full-Time Positions Compared to City Residents

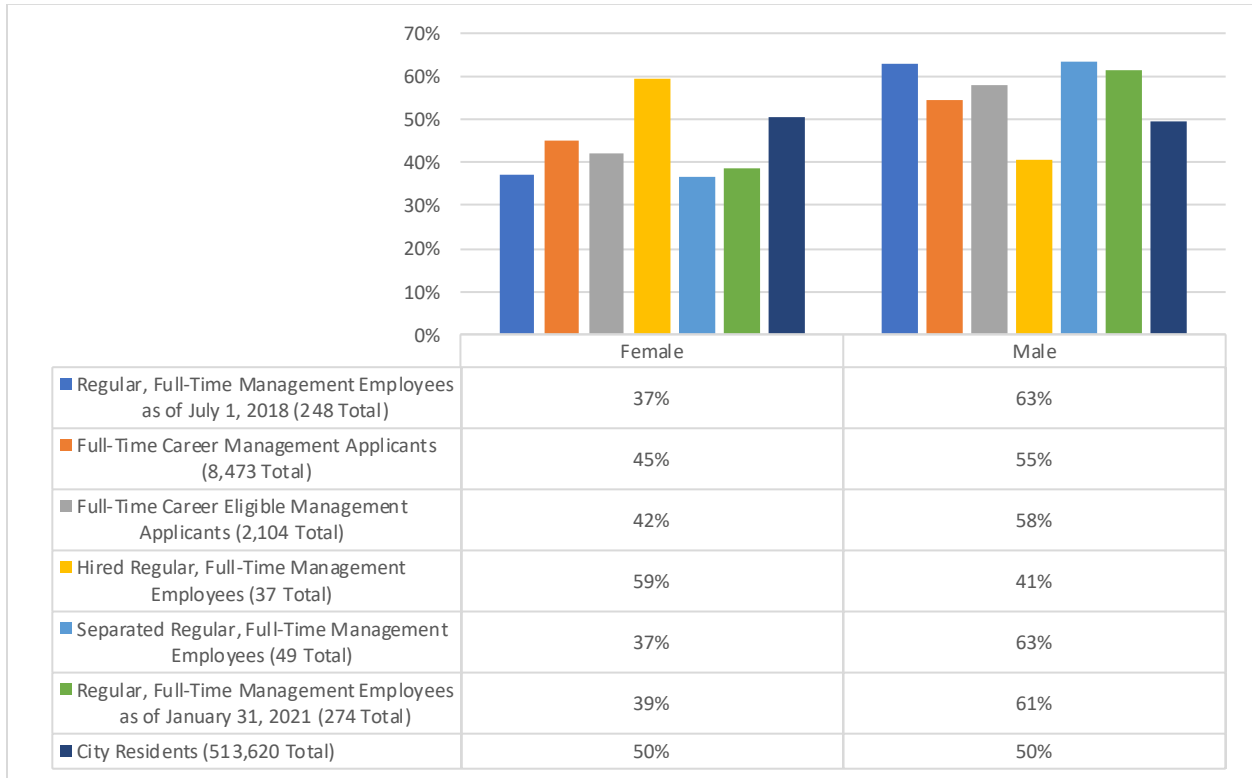


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, White applicants only made up 36 percent of the eligible applicants for full-time career positions but they composed 45 percent of the employees hired to fill regular, full-time positions. Similarly, Hispanic or Latino applicants composed 17 percent of the eligible applicants for regular, full-time career positions but made up 21 percent of the hired employees. The opposite occurred for Black or African American and Asian applicants where they composed 13 percent and 12 percent of eligible applications but composed 11 percent and 9 percent of the hired regular, full-time employees, respectively.

Figure 44 below analyzes the gender composition of regular, full-time management City employees as of July 1, 2018; full-time career management applications received in NeoGov between July 1, 2018 through January 31, 2021; full-time career management eligible applications received in NeoGov during that timeframe; regular, full-time management employees hired during that timeframe; regular, full-time management employee separations during that timeframe; regular, full-time City management employees as of January 31, 2021; and City residents.

Figure 44: Summarized Gender Composition of Regular, Full-Time Management Positions Compared to City Residents

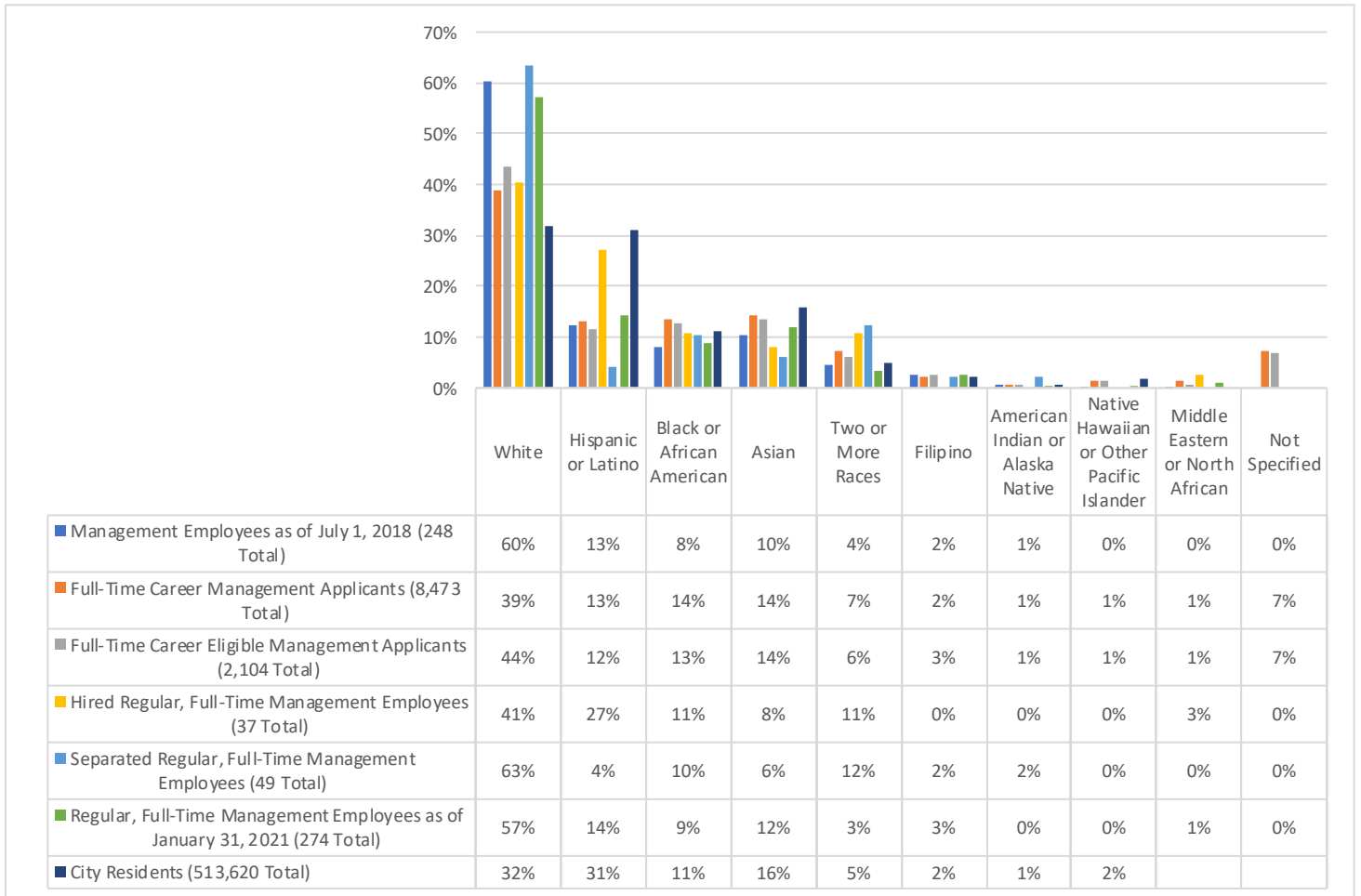


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, when analyzing full-time career management recruitments, female applicants composed 42 percent of the eligible applicants, but 59 percent of the hired regular, full-time management employees were female. This increase in female hires along with a lower percent of separated regular, full-time management employees being female helped increase the overall makeup of females in these positions from 37 percent on July 1, 2018 to 39 percent on January 31, 2021.

Figure 45 below analyzes the ethnic/racial composition of regular, full-time management City employees as of July 1, 2018; full-time career management applications received in NeoGov between July 1, 2018 through January 31, 2021; full-time career eligible management applications received in NeoGov during that timeframe; regular, full-time management employees hired during that timeframe; regular, full-time management employee separations during that timeframe; regular, full-time City management employees as of January 31, 2021; and City residents.

Figure 45: Summarized Ethnic/Racial Composition of Regular, Full-Time Management Positions Compared to City Residents

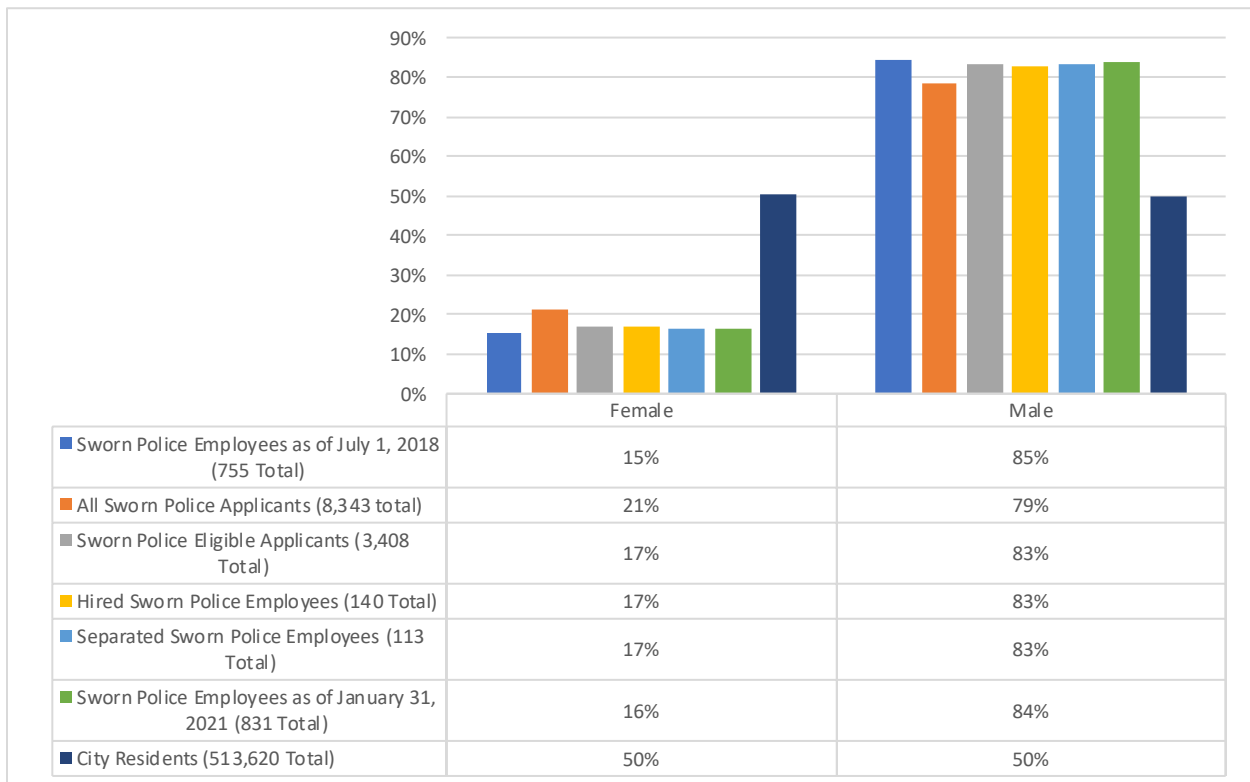


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, Hispanic or Latino applicants composed at least 12 percent of the full-time career eligible management applicants (7 percent were not specified) but composed 27 percent of the hired regular, full-time management employees. The ethnic/racial diversity of regular, full-time management employees improved slightly from July 1, 2018 to January 31, 2021 as it more closely aligned with the City’s resident population.

Figure 46 below analyzes the gender composition of sworn Police Department employees as of July 1, 2018; all sworn Police Department applications received in NeoGov between July 1, 2018 through January 31, 2021; all eligible sworn Police Department applications received in NeoGov during that timeframe; all sworn Police Department employees hired during that timeframe; all sworn Police Department employee separations during that timeframe; all sworn Police Department employees as of January 31, 2021; and City residents.

Figure 46: Summarized Gender Composition of Sworn Police Department Positions Compared to City Residents



Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in figure 46 above, female applicants composed 17 percent of the sworn police department eligible applicants and were hired at a similar rate. Therefore, it appears that if the City would like to reflect the gender diversity of the City in sworn positions in the Police Department, efforts should be made to increase the gender diversity of eligible applicants.

City staff informed us that police departments in general are mostly composed of White, male employees. As shown in Figure 47 below, we conducted benchmarking with other cities in California to compare the gender composition of the City of Sacramento’s sworn Police Department employees with other cities. Our benchmarking found that police departments in our benchmarked cities were mostly composed of male employees.

Figure 47: Gender Composition of City of Sacramento Sworn Police Department Employees Compared with Other Cities

Sworn Police Department Employees	Female	Male
City of Sacramento (831 Total)	16%	84%
City of Fresno (782 Total)	12%	88%
City of Bakersfield (431 Total)	11%	89%
City/County of San Francisco (2,222 Total)	15%	85%
Sacramento County Sheriff (1,532 Total)	16%	84%
City of San Jose (1,148 Total)	12%	88%
City of Roseville (135 Total)	8%	92%

Source: Auditor generated with data from City of Sacramento eCAPS and data received from cities listed in table above.

We also conducted benchmarking with the cities listed above to compare the ethnic/racial composition of the City of Sacramento’s sworn Police Department employees with other cities. The various cities in our benchmark had different categories of ethnicity/race and we attempted the recategorize some ethnicities/races to be similar to the City of Sacramento’s ethnicity/race categories. Some cities only had a few ethnicity/race categories available and therefore, the composition of ethnicity/race in figure 48 below may not be exactly comparable but gives us a sense of the composition of other cities’ sworn police departments.

Figure 48: Ethnic/Racial Composition of City of Sacramento Sworn Police Department Employees Compared with Other Cities

Sworn Police Department Employees	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Other	Not Specified
City of Sacramento (831 Total)	68%	13%	5%	8%	4%	2%	0%	1%	0%	0%	0%
City of Fresno (782 Total)	48%	39%	6%	7%	0%	0%	0%	0%	0%	0%	0%
City of Bakersfield (431 Total)	61%	32%	4%	0%	0%	0%	0%	0%	0%	3%	0%
City/County of San Francisco (2,222 Total)	47%	18%	10%	17%	0%	6%	0%	0%	0%	2%	0%
Sacramento County Sheriff (1,532 Total)	67%	17%	5%	8%	1%	0%	1%	0%	0%	0%	0%
City of San Jose (1,148 Total)	42%	24%	3%	11%	0%	3%	1%	0%	0%	0%	16%
City of Roseville (135 Total)	80%	10%	3%	5%	1%	0%	1%	1%	0%	0%	0%

Source: Auditor generated with data from City of Sacramento eCAPS and data received from cities listed in table above.

As shown in the figure above, some of the benchmarked cities have similar or higher percentage of White employees when compared to the City of Sacramento. In addition, except for the City of Roseville, all of the cities have a higher percentage of Hispanic or Latino employees compared to the City of Sacramento. However, the ethnic/racial composition of the benchmarked cities may not be similar to the composition of the City of Sacramento’s residents. Therefore, reviewed the ethnic/racial composition of each benchmarked city in Figure 49 below.

Figure 49: Ethnic/Racial Composition of Each Benchmarked City

City/County	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Other
City of Sacramento	32.0%	30.9%	11.3%	15.9%	5.0%	2.3%	0.6%	1.9%	0.2%
City of Fresno	26.7%	49.9%	6.6%	11.9%	2.5%	1.4%	0.5%	0.1%	0.4%
City of Bakersfield	32.5%	50.2%	7.2%	5.1%	2.1%	2.2%	0.3%	0.2%	0.2%
City/County of San Francisco	40.5%	15.2%	5.0%	29.8%	4.2%	4.3%	0.2%	0.3%	0.4%
Sacramento County Sheriff	44.7%	23.2%	9.5%	12.3%	5.4%	3.1%	0.4%	1.1%	0.3%
City of San Jose	25.7%	31.6%	2.8%	30.2%	3.2%	5.5%	0.2%	0.4%	0.3%
City of Roseville	68.2%	14.5%	2.8%	7.0%	3.9%	3.1%	0.3%	0.1%	0.0%

Source: Auditor generated with data from the U.S. Census 2019 American Community Survey for the benchmarked cities.

We then compared the ethnic/racial composition of the sworn police employees in the benchmarked cities with the ethnic/racial composition of the residents of these cities. Figure 50 below details the percentage point difference of the ethnicities/races of sworn police employees in each city in relation to the ethnicities/races of each city’s residents. For example, the percentage of White employees in the City of Sacramento’s sworn Police Department was 68 percent while 32 percent of the City of Sacramento’s residents were White. Therefore, the number reflected in the table below for the White employees in the City of Sacramento is 36 percentage points more than the City’s residents (68 percent – 32 percent = 36 percent).

Figure 50: Difference between Ethnic/Racial Composition of Benchmarked Cities’ Residents and Sworn Police Department Employees

City/County	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Other
City of Sacramento	36%	-18%	-6%	-8%	-1%	-1%	0%	-1%	0%
City of Fresno	21%	-11%	-1%	-5%	-3%	-1%	0%	0%	0%
City of Bakersfield	29%	-18%	-3%	-5%	-2%	-2%	0%	0%	3%
City/County of San Francisco	7%	3%	5%	-13%	-4%	2%	0%	0%	1%
Sacramento County Sheriff	22%	-6%	-5%	-4%	-4%	-3%	1%	-1%	0%
City of San Jose	16%	-8%	1%	-19%	-3%	-2%	0%	0%	0%
City of Roseville	12%	-5%	0%	-2%	-3%	-3%	0%	1%	0%

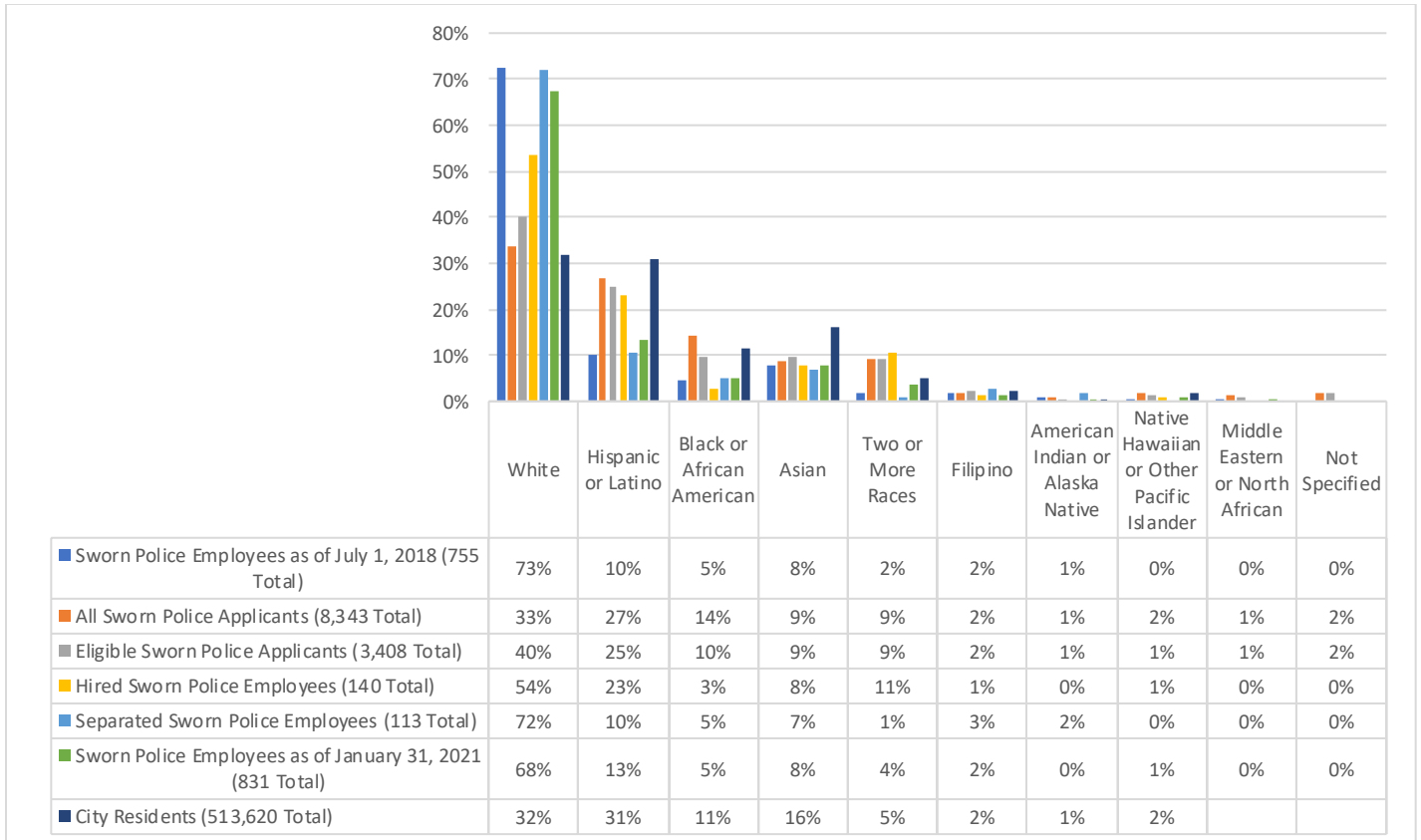
Scale	-15% or less	-10%	-5%	Departure from City Composition	5%	10%	15% or more
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Source: Auditor generated with data from City of Sacramento eCAPS, and the U.S. Census 2019 American Community Survey data for the benchmarked cities, and data received from cities listed in table above.

As shown in the figure above, the composition of White sworn police department staff was greater than the residents’ composition in each of the benchmarked cities. In addition, in most cases, the other ethnicities/races were underrepresented in the sworn police department staff of each benchmarked city.

Figure 51 below analyzes the ethnic/racial composition of sworn Police Department employees as of July 1, 2018; all sworn Police Department applications received in NeoGov between July 1, 2018 through January 31, 2021; all eligible sworn Police Department applications received in NeoGov during that timeframe; all sworn Police Department employees hired during that timeframe; all sworn Police Department employee separations during that timeframe; all sworn Police Department employees as of January 31, 2021; and the ethnic/racial composition of City residents.

Figure 51: Summarized Ethnic/Racial Composition of Sworn Police Department Positions Compared to City Residents

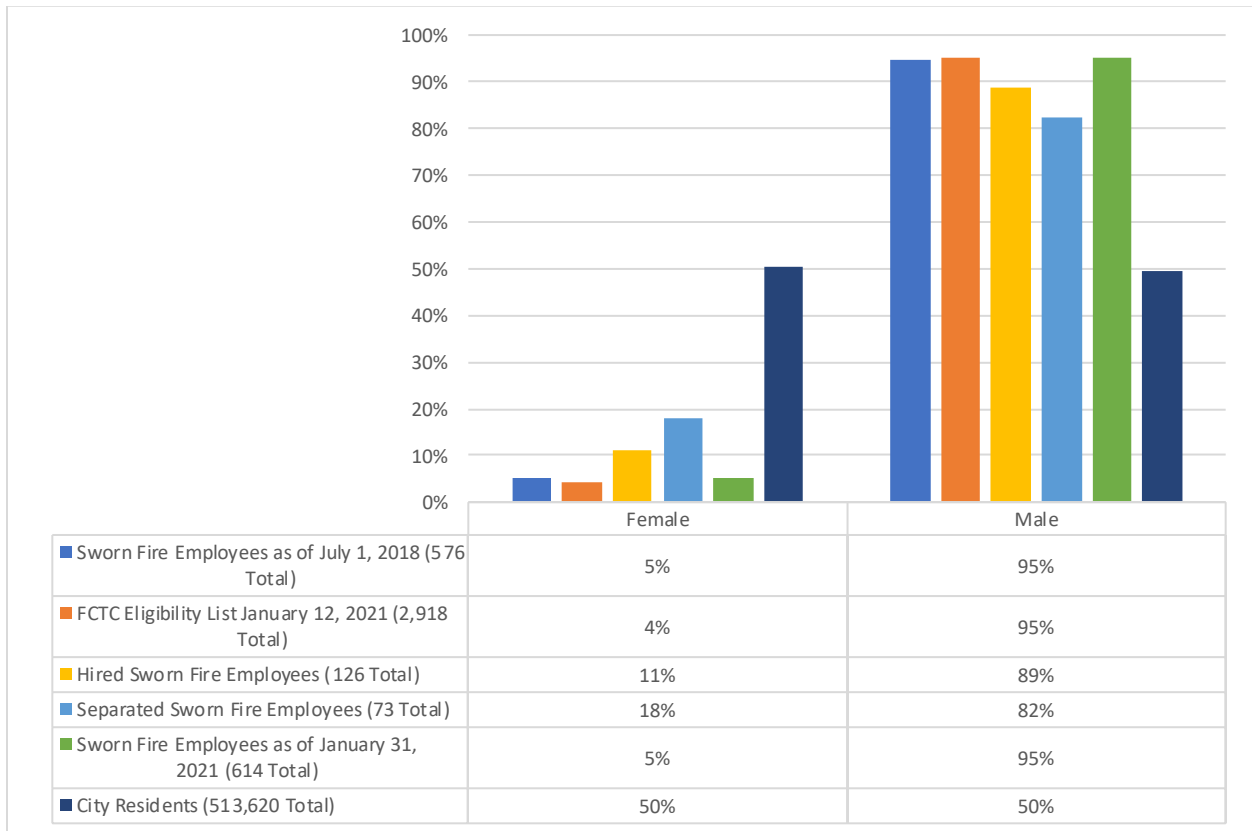


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, Black or African American applicants composed 10 percent of the eligible sworn Police Department applicants but only made up 3 percent of the hired sworn police department employees between July 1, 2018 and January 31, 2021.

Figure 52 below analyzes the gender composition of sworn Fire Department employees as of July 1, 2018; those on the California FCTC eligibility list as of January 12, 2021; all sworn Fire Department employees hired between July 1, 2018 and January 31, 2021; all sworn Fire Department employee separations during that timeframe; all sworn Fire Department employees as of January 31, 2021; and City residents.

Figure 52: Summarized Gender Composition of Sworn Fire Department Positions Compared to City Residents

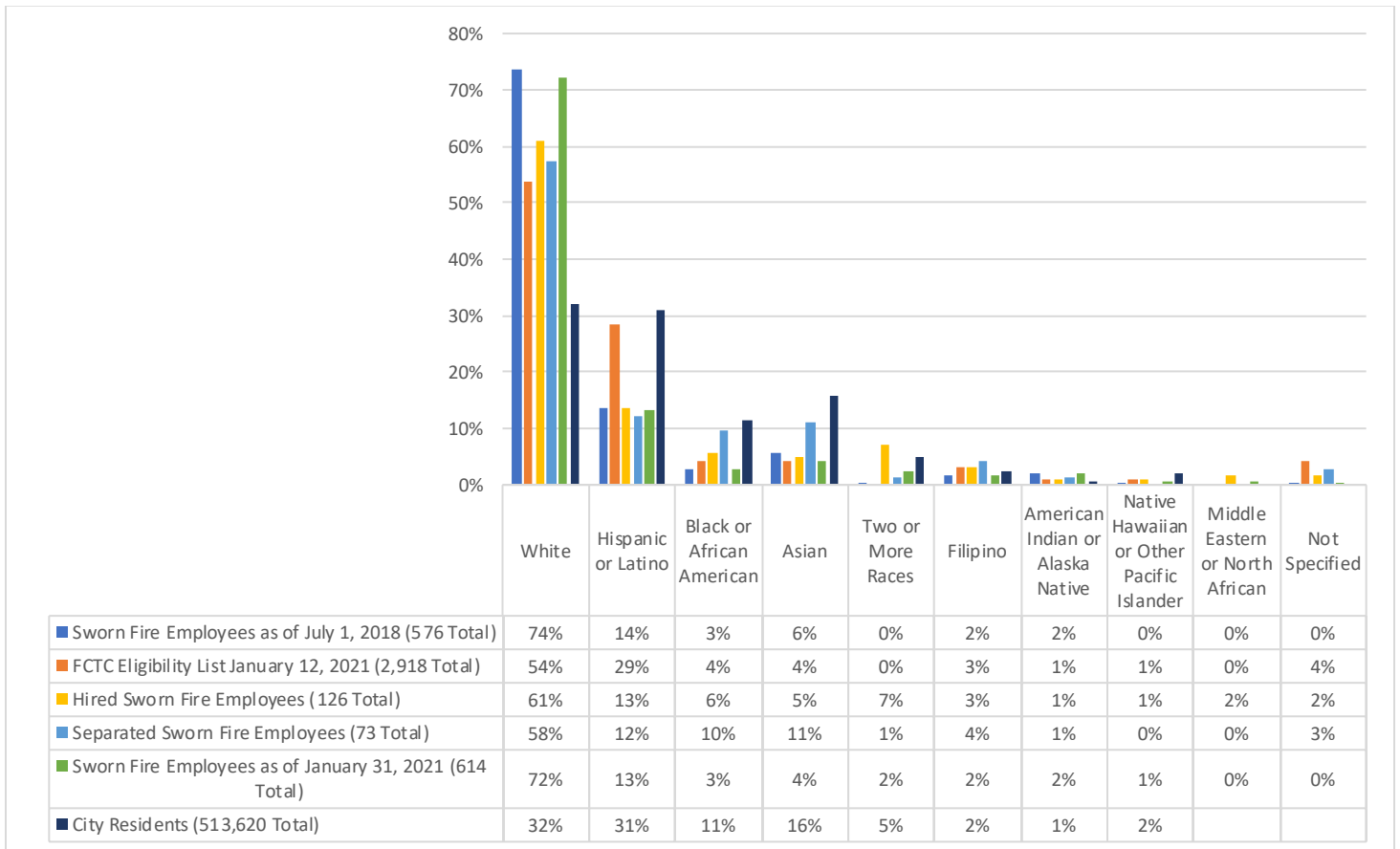


Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, although only 4 percent of those on the California FCTC eligibility list were female, 11 percent of the hired sworn employees in the Fire Department were female. However, during the same time, females made up 18 percent of the sworn Fire Department employees that separated from City employment.

Figure 53 below analyzes the ethnic/racial composition of sworn Fire Department employees as of July 1, 2018; those on the California FCTC eligibility list; all sworn Fire Department employees hired between July 1, 2018 and January 31, 2021; all sworn Fire Department employee separations during that timeframe; all sworn Fire Department employees as of January 31, 2021; and the ethnic/racial composition of City residents.

Figure 53: Summarized Ethnic/Racial Composition of Sworn Fire Department Positions Compared to City Residents



Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

As shown in the figure above, the racial/ethnic composition of White, Hispanic or Latino, and Asian sworn employees in the Fire Department decreased slightly between July 1, 2018 and January 31, 2021.

Figure 54 below summarizes the gender composition of eligible applications received in NeoGov between July 1, 2018 and January 31, 2021 and compares them to City Residents. It appears the gender composition of full-time career eligible applicants most closely resembles the composition of City residents.

Figure 54: Gender Composition of Eligible Applicants Compared to City Residents

Eligible Applicants	Female	Male	Unknown	Non-Binary
All Eligible Applicants (36,852 Total)	47.8%	52.0%	0.2%	0.1%
Full-Time Career Eligible Applicants (22,810 Total)	50.1%	49.9%	0.0%	0.0%
Full-Time Career Eligible Management Applicants (2,104 Total)	42.1%	57.8%	0.0%	0.0%
Sworn Police Eligible Applicants (3,408 Total)	16.8%	83.2%	0.0%	0.0%
FCTC Eligibility List January 12, 2021 (2,918 Total)	4.3%	95.0%	0.7%	0.0%
City Residents (513,620 Total)	50.4%	49.6%	0.0%	0.0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Figure 55 below summarizes the ethnic/racial composition of eligible applications received in NeoGov between July 1, 2018 and January 31, 2021 and compares them to City Residents. It appears Hispanic or Latino eligible applicants are most underrepresented when compared to City residents.

Figure 55: Ethnic/Racial Composition of Eligible Applicants Compared to City Residents

Eligible Applicants	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified
Eligible Applicants (36,852 Total)	34%	19%	16%	11%	10%	2%	1%	2%	1%	6%
Full-Time Career Eligible Applicants (22,810 Total)	36%	17%	13%	12%	9%	3%	1%	2%	1%	7%
Full-Time Career Eligible Management Applicants (2,104 Total)	44%	12%	13%	14%	6%	3%	1%	1%	1%	7%
Eligible Sworn Police Applicants (3,408 Total)	40%	25%	10%	9%	9%	2%	1%	1%	1%	2%
FCTC Eligibility List January 12, 2021 (2,918 Total)	54%	29%	4%	4%	0%	3%	1%	1%	0%	4%
City Residents (513,620 Total)	32%	31%	11%	16%	5%	2%	1%	2%	0%	0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Figure 56 below summarizes the gender composition of newly hired employees between July 1, 2018 and January 31, 2021 and compares them to City Residents. It appears females were hired at a higher rate for management positions.

Figure 56: Gender Composition of Newly Hired Employees Compared to City Residents

Hired Employees	Female	Male	Unknown
Hired Employees (2,133 Total)	48.0%	51.8%	0.2%
Hired Regular, Full-Time Employees (766 Total)	40.9%	59.0%	0.1%
Hired Regular, Full-Time Management Employees (37 Total)	59.5%	40.5%	0.0%
Hired Sworn Police Employees (140 Total)	17.1%	82.9%	0.0%
Hired Sworn Fire Employees (126 Total)	11.1%	88.9%	0.0%
City Residents (513,620 Total)	50.4%	49.6%	0.0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Figure 57 below summarizes the ethnic/racial composition of newly hired employees between July 1, 2018 and January 31, 2021 and compares them to City Residents.

Figure 57: Ethnic/Racial Composition of Newly Hired Employees Compared to City Residents

Hired Employees	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified
Hired Employees (2,133 Total)	29%	23%	19%	11%	12%	1%	1%	1%	1%	1%
Hired Regular, Full-Time Employees (766 Total)	45%	21%	11%	9%	9%	1%	1%	2%	1%	1%
Hired Regular, Full-Time Management Employees (37 Total)	41%	27%	11%	8%	11%	0%	0%	0%	3%	0%
Hired Sworn Police Employees (140 Total)	54%	23%	3%	8%	11%	1%	0%	1%	0%	0%
Hired Sworn Fire Employees (126 Total)	61%	13%	6%	5%	7%	3%	1%	1%	2%	2%
City Residents (513,620 Total)	32%	31%	11%	16%	5%	2%	1%	2%	0%	0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Figure 58 below summarizes the gender composition of separated employees between July 1, 2018 and January 31, 2021 and compares them to City Residents.

Figure 58: Gender Composition of Separated Employees Compared to City Residents

Separated Employees	Female	Male	Unknown
Separated Employees (2,561 Total)	48.2%	51.2%	0.7%
Separated Regular, Full-Time Employees (757 Total)	38.8%	61.2%	0.0%
Separated Regular, Full-Time Management Employees (49 Total)	36.7%	63.3%	0.0%
Separated Sworn Police Employees (113 Total)	16.5%	83.5%	0.0%
Separated Sworn Fire Employees (73 Total)	17.8%	82.2%	0.0%
City Residents (513,620 Total)	50.4%	49.6%	0.0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Figure 59 below summarizes the ethnic/racial composition of separated employees between July 1, 2018 and January 31, 2021 and compares them to City Residents. White employees composed a higher percentage of separated employees in each category but as shown in the charts above, they also composed a higher percentage of hired employees and the City’s current employee composition.

Figure 59: Ethnic/Racial Composition of Separated Employees Compared to City Residents

Separated Employees	White	Hispanic or Latino	Black or African American	Asian	Two or More Races	Filipino	American Indian or Alaska Native	Native Hawaiian or Other Pacific Islander	Middle Eastern or North African	Not Specified
Separated Employees (2,561 Total)	34%	20%	21%	11%	10%	1%	1%	1%	0%	1%
Separated Regular, Full-Time Employees (757 Total)	53%	15%	13%	10%	5%	2%	1%	0%	0%	1%
Separated Regular, Full-Time Management Employees (49 Total)	63%	4%	10%	6%	12%	2%	2%	0%	0%	0%
Separated Sworn Police Employees (113 Total)	72%	10%	5%	7%	1%	3%	2%	0%	0%	0%
Separated Sworn Fire Employees (73 Total)	58%	12%	10%	11%	1%	4%	1%	0%	0%	3%
City Residents (513,620 Total)	32%	31%	11%	16%	5%	2%	1%	2%	0%	0%

Source: Auditor generated with data from City of Sacramento eCAPS, City of Sacramento NeoGov, and the U.S. Census 2019 American Community Survey data for the City of Sacramento.

Chapter 6 Sustainable Workforce Equity Strategies

In response to the City Council's request to identify at least five recommended actions and strategies that support the operationalization of the Race and Gender Equity Action Plan, the City Manager's Office provided the following information.

Introduction

Diversity management², organizational processes designed to create greater inclusion of employees from various backgrounds through deliberate policies and programs, represents one of the fundamental changes in modern society, propelled by public policies and programs. Given its roots in the civil rights movement and legal mandates such as the Equal Employment Opportunity law³, diversity management has been propelled by the notions of justice, legal compliance, and conscious choice.⁴ The most cited three rationales for diversity include strategic significance ("diversity makes good business sense"), moral and ethical reasoning ("it is the right thing to do"), and the fast increase of women and members of minority groups in the workplace ("diversity is destiny"). All these theories share a common assumption of long-term vision for an ideal future and individuals acting accordingly.

However, the overemphasis on workforce attainment (hiring) obscures the capacity of individual decision makers, workplace inclusion, and structural character of the problem that must be addressed: equity in the workforce continuum. All workers are not starting from the same position as income and wealth inequity continues to rise. The reality is that even after considering protective factors such as increased education and training levels, wealth remains unevenly distributed as structural biases reinforce institutional barriers to employment. As argued by Race Forward, the overemphasis on work attainment "fail[s] to recognize the historical and inter-generational way in which multiple systems, including not only workforce, but also education, housing, criminal justice, and others, have created an inherent set of disadvantages for people of color."⁵

To be a driving force of economic opportunity and development in our communities as a public sector employer, the following three objectives provides a path for sustainable initiatives for workforce equity: workforce diversity, workforce inclusion, and sustainability.

Workforce Diversity – Recruiting from a diverse, qualified group of potential applicants to secure a high-performing workforce drawn from all segments of the Sacramento region.

² *Diversity management refers to organizational processes designed to create greater inclusion of employees from various backgrounds through deliberate policies and programs.* Ivancevich & Gilbert, (2000). Diversity Management: Time for A New Approach. (Vol. 29, no. 1).

³ EEO is the law passed under Title VII of the Civil Rights Act of 1964 that protects applicants and employees from discrimination in hiring, promotion, discharge, pay, fringe benefits, etc. on the basis of age, race, color, religion, sex, national origin, genetics and/or disability. <https://www.eeoc.gov/statutes/laws-enforced-eeoc>

⁴ M. Humphries, and S. Grice, 'Equal employment opportunity and the management of diversity: a global discourse of assimilation?' Journal of Organizational Change Management (Vol. 8, no. 5, 1995).

⁵ <https://www.americanprogress.org/issues/economy/rreports/2019/10/16/475875/design-workforce-equity/>

Workplace Inclusion – Cultivate a culture that encourages collaboration, flexibility, belonging, and fairness to enable individuals to contribute to their full potential and further career development and retention.

Sustainability – Develop structures and strategies to equip leaders with the ability to manage diversity, be accountable, measure results, refine approaches based on such data, and institutionalize a culture of inclusion.

Whether someone has been unemployed for a long time; is a veteran, a woman, a person of color, or an older worker; did not finish high school; has a disability; has a first language that is not English; or had past involvement with the criminal justice system, upskilling initiatives will be inconsequential without reorienting the workforce system. The adage “one size fits all” has never been less true in workforce equity. Furthermore, workforce equity cannot be concerned only with hiring (work attainment) and retention, seen in isolation. To improve workforce continuum elements of pipeline, outreach, hiring, mentoring, promotion, and retention they must be seen comprehensively and intersecting. This will provide the necessary vantage that goes beyond the changes impacting only the margins to:

- replace the norms that currently govern workforce planning with a corresponding set of equity-focused policy and performance indicators;
- embed an employee-centric approach that focuses efforts on what is relevant to the unique employee base;
- promote employee ownership; and
- align workforce equity to and owned by the City broadly.

To address the needs of today’s worker, a citywide, comprehensive, and sustained approach is required, not just for closing a data gap but also for combating systemic barriers and moving the City toward achieving workforce equity.

Serving the Sacramento region, City employment policies and practices constitute a powerful context for advancing workforce diversity, equity, and inclusion. Beginning in 2018, the City began practical efforts on workforce equity through the national initiative and best practice of Government Alliance on Race and Equity (GARE) and the framework of the Global Diversity, Equity, & Inclusion Benchmark Model (GDEIB) that focused on capacity building, assessment, change management, and strategic planning to direct organizational and systemic change. The Race & Gender Equity Action Plan (RGEAP) is a multi-year, sustained, transparent and accountable action plan to advance workforce equity for the City. The following definition serves as the foundation of the RGEAP:

Workforce equity is inclusive of people of color and other marginalized or underrepresented groups at a rate representative of the {greater Sacramento} area at all levels of City employment; where institutional and structural barriers impacting employee attraction, selection, participation, and retention have been eliminated, enabling opportunity for employment success and career growth. It is both aspirational and operational, describing an environment of full representation and inclusion in the workplace, combined with a call for removing structural and institutional barriers (real or perceived) that impede this vision.

While the RGEAP is further detailed below, the full Race & Gender Equity Action Plan as well of an overview of the RGEAP can be found at the following links:

Race & Gender Equity Action Plan: <http://www.cityofsacramento.org/-/media/Corporate/Files/CMO/City-of-Sacramento-RGEAP-v810012020.pdf?la=en>

RGEAP Overview: <http://www.cityofsacramento.org/-/media/Corporate/Files/CMO/RGEAP-20202025-Overview-v710012020.pdf?la=en>.

While the City continues to advance a citywide vision, strategic plan, and coordinated efforts along with past and ongoing improvements to our systems; much work is yet to be accomplished. The City Manager's Office acknowledges that institutional change is challenging and will take ongoing accountability, which the entire Executive Team is committed to. As such, the City Manager's Office is committed to champion short-and-long term strategic actions that create, sustain, and retain a thriving, and diverse workforce.

Linking Diversity & Equity to Strategic Planning - Race & Gender Equity Action Plan (RGEAP)

From 2018-2019, the City's GARE Learning Cohort championed the application of the racial equity analysis tool⁶ to the City's current workforce equity efforts. As a result of applying the six-step racial equity analysis, the RGEAP 2020-2025⁷ was developed in January 2020. The RGEAP is a living road map of 14 diversity and equity focused strategic outcome actions that include a range of different policies, programs, actions, and strategies related to targeted workforce equity and workforce pipelines. This is beneficial for two important reasons.

First, centering these 14 actions in a centralized and transparent plan facilitates analysis, discussion, and capacity building that considers these range of outcome actions in relation to and the intersection with each other on a citywide basis. Second, this requires that the City approach diversity and equity as an integral part of strategic planning and necessitates citywide change management efforts to ensure the application of these efforts are aligned to and owned by the City broadly.

To effectuate this broad alignment of the Equity, Diversity and Inclusion (EDI)⁸/Racial Equity initiatives an employee driven phase-by-phase process of ongoing capacity building and assessments are linked to strategic planning. In linking to strategic planning, the City is in a better position to leverage and sustain a range of intersecting efforts, which include, but are not limited to:

- Citywide Classification and Compensation Study
- City Recruitment, Selection, & Hiring Manual

⁶ https://www.racialequityalliance.org/wp-content/uploads/2015/10/GARE-Racial_Equity_Toolkit.pdf

⁷ <http://www.cityofsacramento.org/-/media/Corporate/Files/CMO/City-of-Sacramento-RGEAP-v810012020.pdf?la=en>

⁸ EDI=Equity, Diversity, and Inclusion

- Development of Citywide Staff Mentorship Program
- Equity & Inclusion Leadership Series⁹ (5 Approaches to EDI, D&Ilogues, 21-Day Racial Equity Habit Building Challenge¹⁰, Gender Bias Training, etc.)
- Support of current and emerging Employee Resource Groups

And a range of equity-oriented directives are further engaged:

- Addressing deficits in organizational diversity and inclusion in a deliberate; intentional manner, not in a one-size-fits-all solution.
- To move beyond implicit bias to explain disparities as a solution. Implicit bias is difficult to change, and trainings do not yield more diversity in organizations.
- Recast diversity trainings considering what staff can do: educate and raise awareness about bias, inequity, and strategies for change.
- Include majority group members to embrace learning, discussing, and addressing individual bias/racism, and systemic inequity/racism, so workplace inclusion is normalized.
- To support staff in fulfilling their responsibility in building their awareness of how inequity is deeply embedded in the structures of the city and society, and to effectively engage in structural interventions that comprehensively address diversity challenges beyond focusing on individual attitudes.
- To ensure that levels of City management have responsibility for diversity, equity, and inclusion goals; are offered opportunities for high-quality intergroup contact including affinity groups for underrepresented people; are offered welcoming and inclusive messaging; and processes that bypass interpersonal bias.

Race & Gender Equity Action Plan (RGEAP)

As stated earlier, the RGEAP is a multi-year, sustained, transparent and accountable action plan to advance workforce equity for the City. Normalizing, organizing, and operationalizing¹¹ the 14 specified outcomes and actions requires different levels of effort and timespans. Some recommended goals may be accomplished by relatively simple administrative changes. However, most outcomes will require all departments to identify capacity gaps, learn equity-centered practices, leverage resources and engage in change management processes to achieve systemic change.

⁹ <https://nexus.cityofsacramento.org/Departments/HR/Plugged-In/Equity-and-Inclusion>

¹⁰ <https://nexus.cityofsacramento.org/Departments/HR/Plugged-In/Equity-and-Inclusion/21-Day-Racial-Equity-Habit-Challenge>

¹¹ <https://livingcities.org/blog/1304-what-does-racial-equity-inclusion-look-like-for-the-public-sector>

Our Race & Gender Equity Action Plan focused on workforce equity is the living road map resulting from the racial equity analysis tool process..



..the goal is systemic change through our collective decision making, data systems, policies, practices, and procedures.



Implement Organizational Structures to Address Diversity, Equity, and Inclusion

“No one-size-fits-all solution addresses organizational diversity. Although implicit bias trainings can help address diversity, equity, and inclusion, they are not sufficient. Organizations must also change structures and improve climate.”

The challenges to EDI are not simply perpetrated by individuals; inequalities are deeply embedded in the structures of organizations and society. There are two important aspects of transformational change for sustained and systemic improvement. They are capacity building at the individual decision-making level and the other is to assess and measure the effect and impact of protocols, procedures, and policies at the systemic level. Given this, structural interventions—examining and changing institutional policies and practices that (inadvertently) undermine EDI—may be required to comprehensively address diversity challenges in ways that focusing only on individual attitudes cannot. Training one person to think more positively about minorities or women cannot transform an organization if there are institutional policies that still produce disparate outcomes and normalize exclusion.

The RGEAP outlines key outcome actions to ensure staff are equipped with tools, resources, and knowledge to integrate racial and gender equity into their work and departments as a whole. It is a working living document, and as such, it will be continually enhanced and improved upon through department teams, staff, research, ongoing assessment, and community input.

The RGEAP supports ongoing learning, assessment, and internal transformational change to ensure a continued high level of service to our evolving diverse community. The action plan is organized to achieve the goal to **attract, hire, and retain a workforce that reflects the diversity of the community across the breadth and depth of the City** through the following 14 outcome action strategies:

1. Review and modify job specifications/announcements through a class study to identify and remove unintentional and artificial barriers.

2. Sacramento youth of color and young women have a basic knowledge of careers preparation in government service and receive opportunities for preparing for those careers.
3. Develop a citywide pipeline framework that removes barriers to access to career pathways for people of color and women to move from high school to college to entry level positions with City of Sacramento.
4. The applicant pool for all positions reflects the racial and gender diversity of the City of Sacramento.
5. Department leadership and employees understand and are committed to achieving racial and gender equity and understand how the concepts connect to identify racially diverse applicants.
6. Department leadership and employees understand and are committed to achieving racial and gender equity and understand how the concepts connect to City Employment Examinations of the Hiring Process.
7. All employees are trained on interview practices that eliminate barriers, including addressing implicit bias, and support the hiring and promotion of a diverse workforce.
8. The selection process is designed to support the hiring and promotion of underrepresented racial and gender populations.
9. The onboarding process is designed to support all staff to advance racial and gender equity in all City of Sacramento processes and workplaces.
10. Fosters employee career development while developing and supporting racial and gender equity.
11. City of Sacramento demonstrates commitment to investing in professional development by utilizing performance review processes to collaboratively identify opportunities, resources, and pathways towards individual employee goals.
12. City of Sacramento demonstrates a commitment to build leadership capacity and equity competencies of all managers and supervisors in mentoring and coaching practices.
13. City of Sacramento demonstrates a commitment to investing in professional development, capacity building, and training to advance racial and gender equity among the City workforce.
14. City of Sacramento hires and supports retention efforts to support a racially and gender diverse workforce.

UPDATE: RGEAP Rollout Process Update

2021 marked our first-year phase of learning and benchmark implementation of the RGEAP. The RGEAP rollout process was designed as a six-step rollout process which began with the Executive Team and Charter Offices in October 2020 after being delayed due to a prioritized response to the COVID-19 pandemic. As of May 1, 2021, 10 City Departments and all five Charter Offices have established equity core teams with co-leads. Equity Core Teams are supported and guided to complete a 43-equity-point department assessment by June 1, 2021.

Subsequently, each equity core team will utilize their completed assessment to identify areas to improve and best practices to elevate. These areas of improvement will inform which of the 14 outcome and actions of the RGEAP the department will work on for the first year. The final step in the rollout process

will culminate with each equity core team participating in racial equity training in 2021 based on the GARE curriculum on Racial Equity and The Role of Government.

Recommended Action Items as Requested by Council

As requested by Council, the following recommended actions and strategies are designed to impact the racial and gender makeup of the City's workforce. These aspirational goals provide a shared direction, encourage commitment, and creates broad alignment such that the City can continue to approach their workplace diversity and inclusion efforts in a coordinated, collaborative, and integrated manner.

Considerations in developing the recommended actions and strategies are:

- Alignment with the implementation year of the RGEAP.
- Facilitate analysis and leverage current data collection efforts.
- Intersection and relationship to other actions, policies, and programs.
- The successful growth of equity, diversity, and inclusion as well as other characteristics of strategic plans, leadership, accountability, measurement, and training.

1. Take action to formalize the Citywide Manual on Recruitment, Selection & Hiring as a citywide procedure for all City departments and managers and supervisors

RGEAP Outcome and Action #:

#6. Department leadership and employees understand and are committed to achieving racial and gender equity and understand how the concepts connect to City Employment Examinations of the Hiring Process.

#7. All employees are trained on interview practices that eliminate barriers, including addressing implicit bias, and support the hiring and promotion of a diverse workforce.

Recommended steps include:

- Develop a policy statement on the need and value of citywide hiring procedures.
- Present a draft policy statement for consideration to the Law and Legislation Committee.
- Seek approval of the City Hiring Manual as an official citywide procedure.

Rationale: To promote and ensure compliance to the manual, thereby promoting transparent and consistent practices across the City. To ensure that all City staff are trained and operationalize the citywide hiring manual as official procedure when recruiting, selecting, and onboarding new hires. This structural intervention provides increased accountability in institutional policies and practices that ensure that diversity, equity, and inclusion is the responsibility of every City staff person, particularly hiring managers.

2. Consider authorization of 1.0 FTE Limited-Term Employment Outreach Specialist (Classification: Personnel Analyst), to work within the Human Resources Department and in close collaboration with the Office of Diversity & Equity

RGEAP Outcome and Action #:

#2. Sacramento youth of color and young women have a basic knowledge of careers in government service and receive opportunities for preparing for those careers.

#4. The applicant pool for all positions reflects the racial and gender diversity of the City of Sacramento.

#8. City of Sacramento selection process is designed to support the hiring and promotion of underrepresented racial and gender populations.

#14. City of Sacramento hires and supports retention efforts to support a racially and gender diverse workforce.

Recommended steps include:

- Develop Job Description and funding strategy.
- Prepare request for consideration in next budget cycle.
- Initiate outreach, recruitment and hiring strategies.

Rationale: A focus on hiring, particularly at the entry level, provides a unique opportunity to not just impact today's diversity numbers, but also to sow seeds for a future workforce that represents the full diversity of the Sacramento Region. The large quantity of available talent from underrepresented backgrounds also means that a homogeneous entry-level workforce can be an indicator for workplace culture and bias issues, and so information about an entry-level workforce is particularly useful data to track. In addition, focused and intentional outreach efforts will help continue to brand City of Sacramento as a good place to work that values diversity, equity, and inclusion. This outreach specialist will design and perform strategic outreach and recruitment to reach all segments of society that include:

- Conducting deliberate outreach.
- Coordinate outreach and recruitment strategies to maximize ability to recruit from a diverse, broad spectrum of potential applicants, including a variety of geographic regions, academic sources, and professional disciplines.
- Ensure that outreach and recruitment strategies designed to draw from all segments of society, including those who are underrepresented, are employed when using staffing flexibilities and alternative hiring authorities.
- Develop strategic partnerships with a diverse range of colleges and universities, trade schools, apprentice programs, and affinity organizations from across the country.
- Involve managers and supervisors in recruitment activities and take appropriate action to ensure that outreach efforts are effective in addressing barriers.
- Conducting education and outreach to youth of color and young women to promote careers in government and with the City of Sacramento.
- Tracking, analyzing, and reporting diversity outreach and hiring outcomes.
- Identifying barriers in the recruitment and selection process and to implement solutions to eliminate barriers.
- Conducting related training.
- Review and ensure that student internship and fellowship programs have diverse pipelines to draw candidates from all segments of society.

- Establish partnerships with other public employers and agencies that specialize in recruitment, training, and placement of people of color and women.

3. Mayor/Council capacity building training and continued training support for internal workforce equity and citywide racial equity initiatives.

RGEAP Outcome and Action #:

13. City of Sacramento demonstrates a commitment to investing in professional development, capacity building, and training to advancing racial and gender equity among the workforce

Recommended steps include the following:

- Training and decision-making education should contain content that creates a shared understanding of equity, diversity, and inclusion (EDI)/racial equity.
- Application of racial equity principles in the decision-making process of the Council and systems of the City.
- Increasing the ability to recognize, respond and remove barriers to EDI/racial inequity that exist within systems, policies, and decision-making.¹²
- Increasing the ability to serve, work, and engage with people of different races, genders, and backgrounds.

Additional recommended trainings could include:

- Cross-cultural training, courageous conversations, and truth and reconciliation process.
- Uncovering unconscious bias.
- Communicating about race and racism.
- Bringing an individual and systemic lens to race, racial equity, and structural racism.
- Exploring the intersection of race and other identities.
- Local racial history learning.

Training should include metrics and evaluations of participating Council and staff in surveys or other evaluation methods, including bi-annual and/or annual trainings.

Rationale: Discussing racial equity can be challenging when people have their own unique experiences relating to race and equity. Training will help to facilitate productive conversations by fostering a shared understanding of terms, concepts, and roles. This endeavor will normalize the discussions of racial and gender equity as an integral part of decision-making throughout the city government as a change management strategy and imperative. To support implementation of the RGEAP and potential citywide racial equity initiative, Council along with staff participate in trainings on the role of government in advancing racial equity and racial equity analysis process and tool.

¹² Drawing from the [New Living Cities Municipal Action Guide Advancing Racial Equity in Your City](#), before making local policy decisions, ask the following questions: Who will be better/worse off through this policy or directive? Who is deciding the goals, parameters or features of this policy? What historical structures or social norms drive this policy? Which systems will implement the policy? Who has access, both physically and socially to that system? What do data analysis say about where inequities have manifested due to previous policy changes?

4. Charter Offices and City Departments provide support for citywide mentorship for City employees

RGEAP Outcome and Action #:

#10. Fosters employee career development while developing and supporting racial and gender equity.

#12. City of Sacramento demonstrates a commitment to build leadership capacity and equity competencies of all managers and supervisors in mentoring and coaching practices.

Recommended steps include:

- Time and commitment by City leadership to act as mentors to City employees through the development and upcoming Citywide Mentoring Program Initiative.
- Support request from the City Manager's Office on the development of Citywide Mentoring Program Initiative.

Rationale: The Organization Development Division of Human Resources (HR/OD) held fifteen listening sessions with staff from January 2021 through April 2021. In consultation with Office of Diversity & Equity, HR/OD designed the listening sessions to support participation from a diversity of racial, ethnic, gender and positional backgrounds. The purpose of the listening sessions was to learn directly from staff what are important for them as a mentee and as a mentor. An overview of findings and recommendations will be presented by HR/OD by August 2021. This report will inform the work plan moving forward in developing a Citywide Mentoring Program intended to cultivate a workplace culture that encourages collaboration, flexibility, and fairness to enable all staff to contribute to their full potential, support career development and advancement, and further retention at all levels. The objectives include supporting our employees to:

- Integrate into the organizational culture.
- Introduce them to new and more challenging aspects of the organization.
- Evaluate the skills gained for promotions, rotational assignments, and succession planning.

5. Mayor and City Council support for review and determination of all potential barriers in minimum qualifications from the Citywide Classification and Compensation Study

RGEAP Outcome and Action #:

#1 Comprehensive Citywide classification study on all job positions for removal of barriers.

Recommended steps include:

Ensure Council support for thorough review and determination of all potential unintentional or artificial barriers in minimum qualifications.

Rationale: To ensure thorough review of Classification and Compensation Study objectives pertaining to classifications. Recommendations from the Classification and Compensation Study may include recommendations on the following:

- Minimum Qualification (MQ) requirements and other requirements:

- May be unnecessary (including degrees, certifications, professional licenses, driver's licenses, etc.).
- May favor dominant identities by emphasizing need for formal education or previous government experience – systemic barriers.
- Reviewing MQs are relevant to essential functions such key tasks and competencies required.
- Removing unintentional or artificial barriers in minimum qualifications.
- Ability to capitalize on previous experience (paid or unpaid).
- Ability to consider on-the-job training to supplement formal skill development.

Often diversity is assumed to be a recruitment issue, yet when retention and advancement data are examined, it becomes clear that people from different backgrounds are staying on and moving up at different rates within an organization. This may indicate a culture that could evolve to be more inclusive, by addressing policies and practices that inadvertently favor one subgroup over another, or other issues. The workforce itself may be a valuable source of insights into patterns. While recruitment can initially appear to be more high impact as a focus area when attempting to impact diversity, those efforts will be wasted if individuals cannot be effectively retained and advanced.

6. Mayor and Council encourage City Employee Resource Groups

RGEAP Outcome and Action #:

#10. Fosters employee career development while developing and supporting racial and gender equity.

#12. City of Sacramento demonstrates a commitment to build leadership capacity and equity competencies of all managers and supervisors in mentoring and coaching practices.

Recommended steps include:

- Creating concrete engagement points for senior leaders.
- Creating accountability mechanisms.
- Embedding diversity in the strategy.

Rationale: There are many philosophies on who should “own” diversity within an organization. It is everyone’s responsibility to own and advance regardless of who owns the tactics and execution, visible and deliberate leadership engagement is necessary to provide any efforts the best chance of success. With leadership engagement, diversity becomes more than a secondary “nice to have” to becoming a priority for the City. Leadership engagement sends a strong message to potential candidates and current staff. Further, there are ways that only key leadership can amplify an initiative and motivate a team or workforce that are valuable when change management is required, as it often is with this work.

Policies or programs intending to serve disadvantaged communities are more effective when they recognize the specific needs of the communities and plan to address those needs, especially in culturally conscious ways. As a key component to employee retention of women and racial minority staff often face exhaustion, isolation, and marginalization, which affect performance and hinder retention. When staff point to the role of discrimination in negative outcomes, they are more likely to be seen as

“complainers.” This sort of response makes it difficult to address workplace issues and decreases the likelihood that underrepresented people will remain in organizations. To retain underrepresented members, organizations should provide dedicated space and resources that will facilitate underrepresented people’s success. Reducing the social isolation of women and racial minority workers through networking and mentoring programs can improve their representation at the managerial level.¹³ Further, networking programs allow marginalized employees to support each other when outside factors affect them. For instance, when deeply painful issues surrounding Black Americans come into national consciousness (e.g., police brutality), they impact Black employees at work.¹⁴ Organizational factors such as leader compassion, inclusion climate, and high diversity increase empowerment for minority employees.¹⁵

Additional Reference(s):

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¹³ Alegría, M., Fukuda, M., Lapatin Markle, S., & NeMoyer, A. (2019). Mentoring future researchers: Advice and considerations. *The American journal of orthopsychiatry*, 89(3), 329–336.

¹⁴ Calling in Black: A dynamic model of racially traumatic events, resourcing, and safety McCluney, C. L. *International Journal*, 36(8), 767-786.

¹⁵ **# BlackEmployeesMatter: Mega-Threats, Identity Fusion, and Enacting Positive Deviance in Organizations.**
A Leigh, S Melwani - *Academy of Management Review*, 2019

	City Staff Recommendations	RGEAP Outcome and Action #	Action Step	Purpose
1	Take action to formalize the Citywide Manual on Recruitment, Selection & Hiring as a policy requirement for all City departments and managers and supervisors.	#6. Department leadership and employees understand and are committed to achieving racial and gender equity and understand how the concepts connect to city employment Examinations of the Hiring Process. #7. All employees are trained on interview practices that eliminate barriers, including addressing implicit bias, and support the hiring and promotion of a diverse workforce	Develop Policy Statement on Citywide Hiring Procedure: Prepare policy draft statement for Law & Leg to review and approve the Citywide Hiring Manual as official citywide procedure	To promote and ensure compliance to the manual, thereby promoting transparent and consistent practices across the City. To ensure that all city staff managers are trained and operationalize the citywide hiring manual as official procedure when recruiting, selecting, onboarding new hires
2	Approve 1.0 FTE Limited-Term Employment Outreach Specialist (Classification: Personnel Analysts), to work within the Human Resources Department and in close collaboration with the Office of Diversity & Equity. Note: Open to contracting with a service provider as well.	#2. Sacramento youth of color and young women have a basic knowledge of careers in government service and receive opportunities for preparing for those careers. #4. The applicant pool for all positions reflects the racial and gender diversity of the City. #8. City selection process is designed to support the hiring and promotion of underrepresented racial and gender populations. #14. City hires and supports retention efforts to support a racially and gender diverse workforce.		To primarily focus on: Leveraging Council offices and community groups to establish outreach program. Branding efforts, language inclusivity, and outreach to diverse communities regarding City employment opportunities; Conducting education and outreach to youth of color and young women to promote careers in government and with the City. Tracking, analyzing, and reporting diversity outreach and hiring outcomes. Identifying barriers in the recruitment and selection process and to implement solutions to eliminate barriers. Conducting related training.
3	Mayor/Council capacity building training and continued training support for internal workforce equity and citywide racial equity initiatives.	13. City of Sacramento demonstrates a commitment to investing in professional development, capacity building, and training to advancing racial and gender equity among the workforce. Support broad alignment and system integration of the GDEIB Model and Theory of Change (Normalize, Organize, and Operationalize)	Training should include metrics and evaluations of participating Council and staff in surveys or other evaluations methods, including bi-annual and/or annual trainings	Facilitate productive conversations by fostering a shared understanding of terms, concepts, and roles. Normalize the discussions of racial and gender equity as integral part of decision-making throughout the city government as a
4	Mayor and City Council and Charter Offices Provide support for mentorship to City employees	#10. Fosters employee career development while developing and supporting racial and gender equity. #12. City of Sacramento demonstrates a commitment to build leadership capacity and equity competencies of all managers and supervisors in mentoring and coaching practices	Time and commitment by Mayor, Council and Charter Offices to act as mentors to City employees through the upcoming Citywide Mentoring Program initiative.	To reflect measurable support and commitment from the top.
5	City Council support for review and determination of all potential barriers in minimum qualifications from the Citywide Classification and Compensation Study	#1 Comprehensive Citywide classification study on all job positions for removal barriers	Ensure Council support for thorough review and determination of all potential unintentional or artificial barriers in minimum qualifications	To ensure thorough review of Compensation and Class Study objectives pertaining to classifications i. Minimum Qualification (MQ) requirements and other requirements. ii. may be unnecessary (including degrees, certifications, professional licenses, driver's licenses, etc.). iii. may favor dominant identities by emphasizing need for formal education previous gov't experience – systemic barriers. iv. Review MQ are relevant to essential functions such key tasks and competencies required v. Remove unintentional or artificial barriers in minimum qualifications. vi. capitalize on previous experience (paid or unpaid). vii. consider on-the-job trainings supplementing skill set.
6	Mayor and Council encourage City Employee Resource Groups	#10. Fosters employee career development while developing and supporting racial and gender equity. #12. City of Sacramento demonstrates a commitment to build leadership capacity and equity competencies of all managers and supervisors in mentoring and coaching practices.	Creating concrete engagement points for senior leaders. Creating accountability mechanisms. Embedding diversity in the strategy.	There are many philosophies on who should "own" diversity within an organization. It is everyone's responsibility to own and advance regardless of who owns the tactics and execution, visible and deliberate leadership engagement is necessary to provide any efforts the best chance of success. With leadership engagement, diversity becomes more than a secondary "nice to have" to becoming a priority for the City. Leadership engagement sends a strong message to potential candidates and current staff. Further, there are ways that only key leadership can amplify an initiative and motivate a team or workforce that are valuable when change management is required, as it often is with this work.

MEMORANDUM

DATE: May 27, 2021
TO: Mayor and Council Members
FROM: Shelley Banks-Robinson, Human Resources Director
SUBJECT: Auditor's 2021 Audit of City Employees' Workforce Diversity Trends

The Human Resources (HR) Department strives for continuous improvement and will continue to partner with the City Auditor's Office in pursuit of this goal. We have reviewed the recommendations in this report and will take the necessary steps to implement the recommendations. While there is always room to improve, we believe it is equally important to recognize and celebrate our accomplishments. Within the last three years, the HR Department has taken significant steps to improve processes and procedures which promote consistency, compliance, and advance diversity, equity, and inclusion. This includes, but is not limited:

- Development and implementation of a citywide manual on recruitment, selection, and hiring which provides departments with written requirements for navigating the City's recruitment, interview/hiring, and selection processes. The manual establishes standards for the City of Sacramento in these topic areas. Input and feedback were provided by delegates from each department, which consisted of a citywide workgroup; internal and external stakeholder groups; and the executive team.
- Implementation of blind applications to minimize bias in the selection process.
- Development and implementation of salary justification standards, process, and procedures.
- Implementation of innovative solutions to administering civil service examinations which increased applicant participation and inclusion, and reduced waste.
- Development and/or refinement of internal procedures, protocols, and policies.

Additionally, the HR Department is currently leading a citywide classification and compensation study to review and update the City's classification specifications to eliminate artificial barriers to employment and to update job language. As part of this study, we will also review compensation to evaluate our competitiveness with other defined markets and to identify pay equity concerns.

HR continues to play a key role in partnering with and supporting the Office of Diversity & Equity in creating, communicating, and implementing the City of Sacramento's [Race & Gender Equity Action Plan](#). Additionally, HR leadership are co-trainers in an upcoming training series for City employees focused on race equity.

We would like to thank the City Auditor's Office for their partnership in developing this report and appreciate the opportunity to provide input.