

Preliminary Audit of the City's Diversity

Report # 2016-02 | June, 2016



City of
SACRAMENTO
Office of the City Auditor

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Audit Fact Sheet

This report contains 3 chapters. The first chapter focuses on the demographics of the City of Sacramento residents. The second chapter focuses on the demographics of the City of Sacramento employees. The last chapter focuses on the demographics of the Sacramento Police Department. One of the objectives in gathering this information is to compare the race/ethnic diversity of the residents to the City employees. The following table summarizes the ethnic comparison detailed in this report.

Figure 1: Race/Ethnic Diversity of the City of Sacramento Residents and City Of Sacramento Employees

Group	White	Hispanic	Black	Asian	American Indian or Alaskan Native	Hawaiian/Pacific Islander	Filipino	Multi Race	Not Specified	Other
City of Sacramento Residents	35%	27%	13%	18%	0%	2%	NA	5%	NA	0%
City of Sacramento Employees	55%	16%	11%	8%	1%	0%	2%	NA	7%	NA
City of Sacramento Management	65%	7%	9%	12%	0%	0%	2%	NA	5%	NA
City of Sacramento Police Department	71%	12%	5%	8%	1%	0%	1%	NA	2%	NA
City of Sacramento Sworn Police Officers	76%	10%	3%	7%	1%	0%	2%	NA	1%	NA

Source: City-Data.com and City of Sacramento eCAPS data

Introduction

In accordance with the City Auditor's 2015/16 Audit Plan, we have completed the Preliminary Audit of the City's Diversity. 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, the Human Resources Department, and the Police Department for their cooperation during the audit process. We would like to offer a special thanks to the Independent Budget Office for their assistance on this audit.

Background

On May 10, 2016, the City Council directed the City Auditor, with assistance from the Independent Budget Analyst, to conduct an assessment of the diversity of City of Sacramento employees and compare the results to the demographics of the City of Sacramento residents. This assessment was to be completed in approximately 60 days. The assessment was to include the City's employee demographics related to age, ethnicity, and gender, as well as a breakout of the demographics as they relate to different employee classifications. Subsequently, on May 17, 2016, the City Council further directed the City Auditor to report to the Budget and Audit Committee on June 9, 2016 on the preliminary results of the assessment and to include an analysis of the Sacramento Police Department's employee diversity.

Diversity Reporting Requirements

The Human Resources Department of the City of Sacramento is required by federal law to maintain employee demographic information and report it biennially to the United States Equal Employment Opportunity Commission (EEOC). Title VII of the Civil Rights Act of 1964, as amended by the Equal Employment Opportunity Act of 1972, requires all state and local governments that have 15 or more employees to keep records that prove compliance with the act, and to make reports to the EEOC required by federal regulations. An employer may acquire the race/ethnic information necessary to comply with the federal reporting requirements by visual surveys of the work force, or from post-employment records. Because visual surveys are permitted, the absence of race/ethnic identifications on agency records does not excuse the employer from reporting the requested information. Since the City currently allows the ethnic designation of "not specified", the City may not be fully complying with federal reporting requirements. The EEOC requires that race/ethnicities are reported using the following:

- a. **White (not of Hispanic origin):** All persons having origins in any of the original peoples of Europe, North Africa, or the Middle East.
- b. **Black (not of Hispanic origin):** All persons having origins in any of the Black racial groups of Africa.
- c. **Hispanic:** All persons of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race.
- d. **Asian or Pacific Islander:** All persons having origins in any of the original peoples of the Far East, Southeast Asia, the Indian Subcontinent, or the Pacific Islands. This area includes, for example, China, India, Japan, Korea, the Philippine Islands, and Samoa.
- e. **American Indian or Alaskan Native:** All persons having origins in any of the original peoples of North America, and who maintain cultural identification through tribal affiliation or community recognition.

For reporting purposes, the following positions are exempted from federal reporting:

- State and local elected officials;
- Immediate secretary, administrative, legislative or other immediate or first-line aide of state and local elected officials;
- Legal advisor of state and local elected officials; and
- Appointed cabinet officials in the case of a Governor, or heads of executive departments in the case of a mayor or county council.

To fulfill the EEOC reporting requirement, the City’s Human Resources Department generate reports from the electronic Citywide Accounting and Personnel System (eCAPS) that pull the information necessary to comply with federal reporting requirements. Once the eCAPS reports are generated, the Human Resources Department manually enters the information into the federal form. We should note that the City’s current eCAPS system does not fully conform to the most recent federal standards. In 2015, the EEOC allowed the information to be submitted using the race/ethnic categories listed above. However, future reports are required to incorporate the category of “two or more races” in addition to the categories listed above. As such, consideration should be given to adding this ability during the upgrade of the eCAPS system to maintain compliance with federal law.

Process for Collecting Ethnicity Information

When completing an employment application for the City of Sacramento, a prospective employee is asked to disclose their race/ethnicity. Once hired, the Human Resources Department inputs the employee’s race/ethnic information into the electronic eCAPS to comply with federal reporting requirements. Since the selection of a race/ethnic category on the application is voluntary, there are instances where the Human Resources Department has to make a decision as to what race/ethnic category to input for some individuals. As discussed below in further detail, each employee must receive a race/ethnic designation, as federal law does not allow exclusion of this information except for elected officials and their staff. The City of Sacramento uses the following race/ethnic categories in the eCAPS system:

- a. **AMINDIAN:** Abbreviation for 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.
- b. **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, the Philippine Islands, Thailand, and Vietnam.
- c. **BLACK:** A person having origins in any of the Black racial groups of Africa.
- d. **FILIPINO:** A person having origins in any of the original peoples of the Philippine Islands.
- e. **HAWPACIF:** Abbreviation for Native Hawaiian or other Pacific Islander - A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands.
- f. **HISPANIC:** A person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race.
- g. **NOTSPEC:** Abbreviation for Not Specified.
- h. **WHITE:** A person having origins in any of the original peoples of Europe, the Middle East, or North Africa.

Objective, Scope, and Methodology

The objective of this audit was to assess the diversity of City employees as it compares to the diversity of City of Sacramento residents. The City Council directed the City Auditor to report the preliminary results of the assessment to the Budget and Audit committee on June 9, 2016 and to include an analysis of the Sacramento Police Department's employee diversity. For this audit, we focused on full-time, part-time, and employees on leave employed as of May 16, 2016. To conduct this assessment, we primarily analyzed employee personnel information through eCAPS. The eCAPS data included information such as employee identification numbers, names, base salary, job codes, birth dates, gender and race/ethnicity. We also interviewed key members of the Human Resources Department and the Police Department.

During our data collection process, the Human Resources Department informed us about their recent discovery that some of the ethnicity information in the eCAPS system was inaccurate. Specifically, they discovered that some employees' ethnic designations in the eCAPS system did not agree with the individual's employment application. Upon further review, it appears that the inaccurate data resulted from a Human Resources employee assigning ethnicities that did not agree with the employee's application. According to the Human Resources Department, they believe about 193 employees were given an incorrect ethnicity. Of these 193, approximately 32 are in the Sacramento Police Department. Although it is clear that some of the ethnicity information may not be accurate, in our opinion, this issue is not likely to result in a significant shift in the overall data. As such, we relied on the eCAPS data as it was the best available information.

To determine the demographics for City of Sacramento residents, we used projections from City-Data.com and the Environmental Systems Research Institute's (ESRI) Geographic Information System (GIS) software. Both City-Data.com and ESRI GIS used the 2010 United States Census for base figures. However, City-Data and ESRI GIS incorporated different growth factors for estimating data beyond 2010. In this report, City-Data.com was used for population and income statistics and ESRI GIS was used for age demographics only.

Chapter 1: The City of Sacramento Resident Demographics

For this chapter, it was necessary to use projections from both City-Data.com and ESRI GIS to acquire the data related to the City of Sacramento's residents. Each database utilized the 2010 United States Census for base figures but incorporated its own growth factors for estimating data beyond 2010. City-Data.com projected to 2013. ESRI GIS projected to 2015. Additionally, the informational categories related to Sacramento from each database were not consistent with each other. For example, City-Data.com did not provide a detailed break down of City resident's by age. As such, ESRI GIS was used to capture this information as seen in Figure 3 below. Lastly, ESRI GIS was not used for the remaining figures as the system lacked detailed income information and included the Hispanic ethnic/race category within other race/ethnic categories making a like comparison to City employee demographics unfeasible.

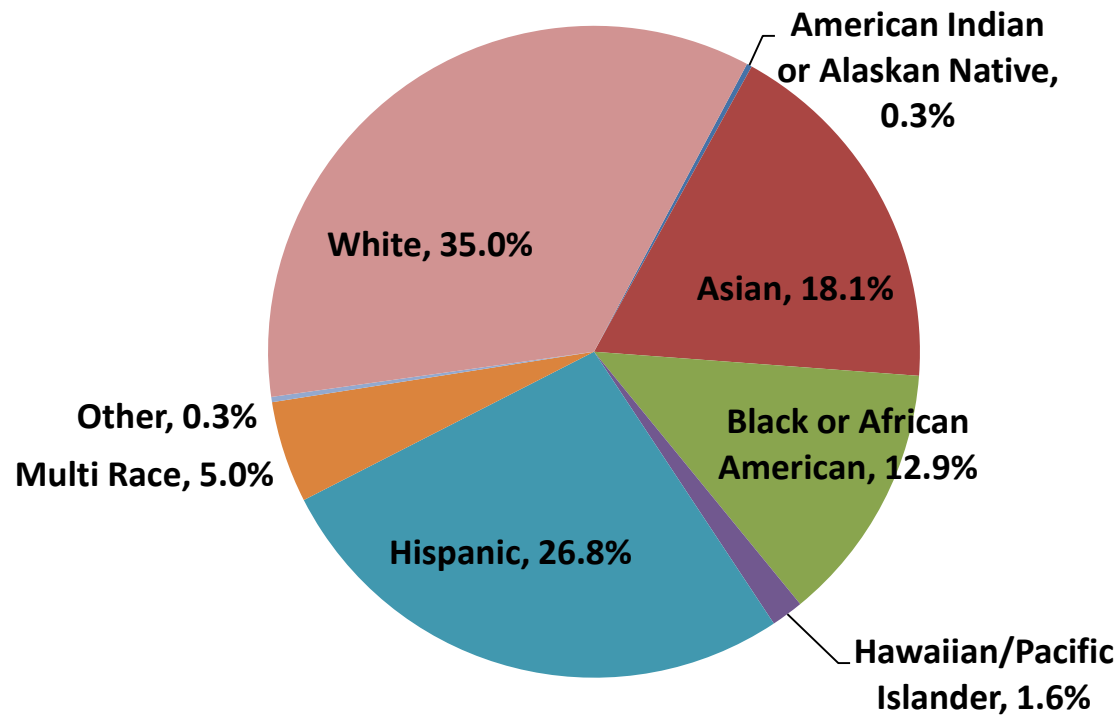
As of the most recent United States census completed in 2010, the City of Sacramento had a population of 466,488. According to City-Data.com, Sacramento was projected to have 479,671 residents in 2013. The following are some key projected statistics related to the City for 2013:

- The top three most populous ethnic groups in the City of Sacramento are White (35 percent), Hispanic (27 percent), and Asian (18 percent);
- The projected median household income is estimated at \$48,034;
- The median age is 34.

The remaining sections of Chapter 1 provide various age, income, population and demographics data related to City of Sacramento residents that can be used to compare to the employee demographics in Chapters 2 and 3.

Figure 2 displays Sacramento’s population by ethnicity based on 2013 projections. White represents the largest race/ethnic category within the City at approximately 35 percent of the City’s residents. The next largest category is Hispanic with about 27 percent of the City’s residents.

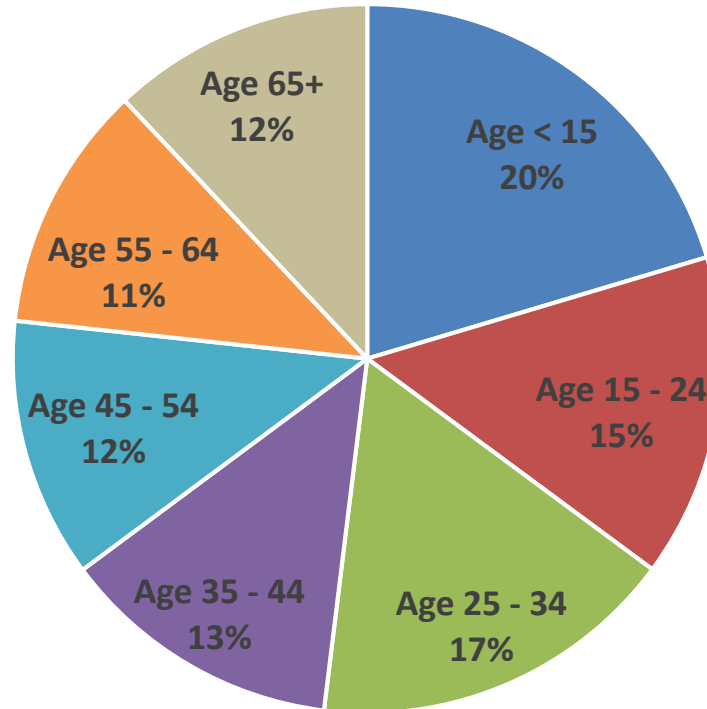
Figure 2: Projected 2013 Population of Sacramento City Residents by Ethnicity



Source: City-Data.com

Figure 3 displays the break down of Sacramento residents by age groups. As seen in the chart below, the largest population group for the City is represented by 20 to 34 year-olds.

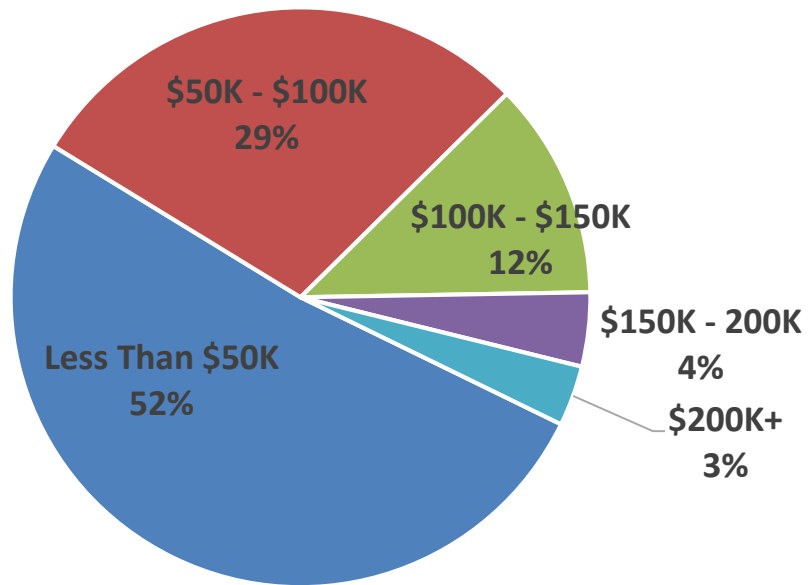
Figure 3: Projected 2015 Population of City Residents by Age



Source: Environmental Systems Research Institute's Geographic Information System (ESRI GIS)

Figure 4 represents the percentage of City of Sacramento residents by income range irrespective of ethnic category. As shown below, the majority of the City of Sacramento households have an income of less than \$50,000 per year.

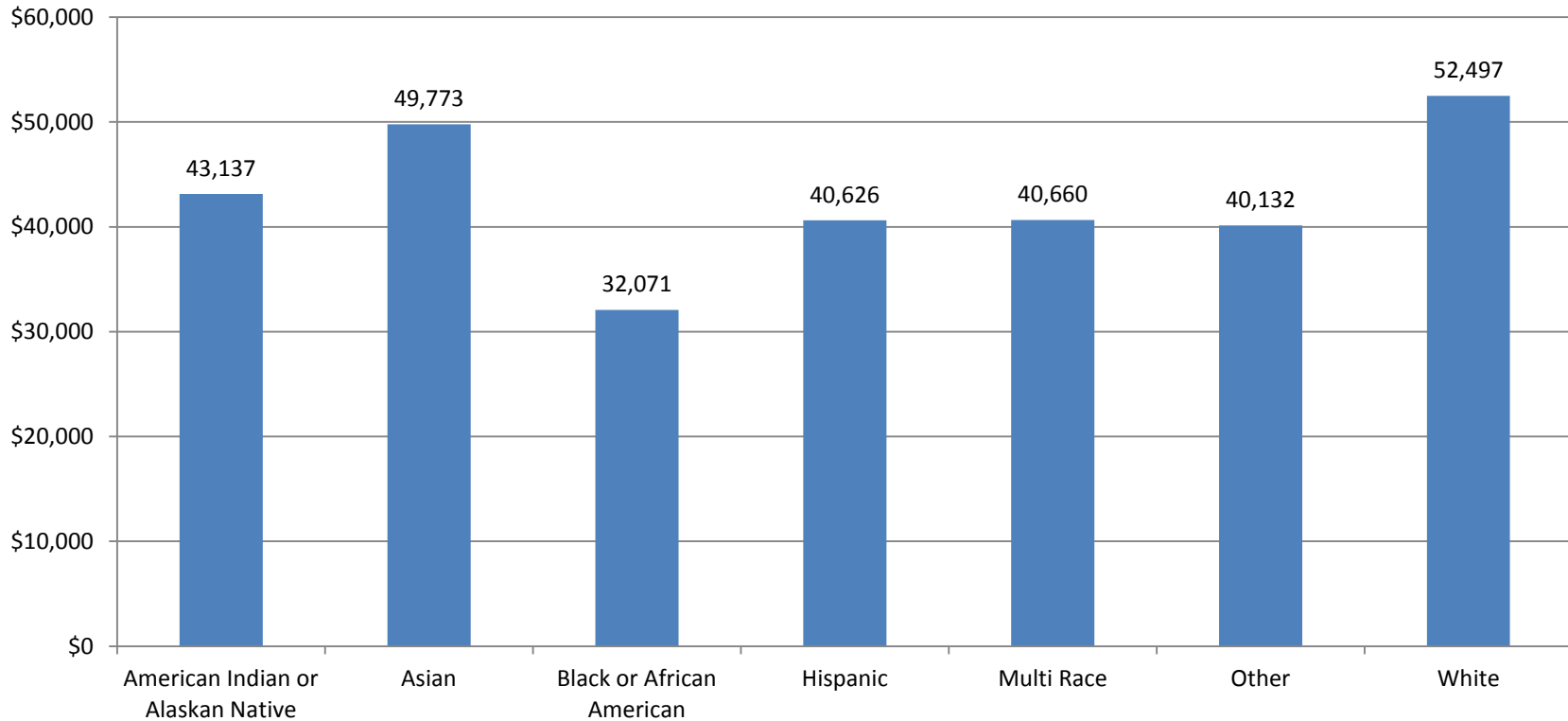
Figure 4: Projected 2013 Percentage of City Of Sacramento Households by Income Range



Source: City-Data.com

Figure 5 displays the projected 2013 median household income by ethnicity for the City of Sacramento residents. White represent the highest median income at nearly \$53,000. Black or African American represent the lowest at about \$32,000.

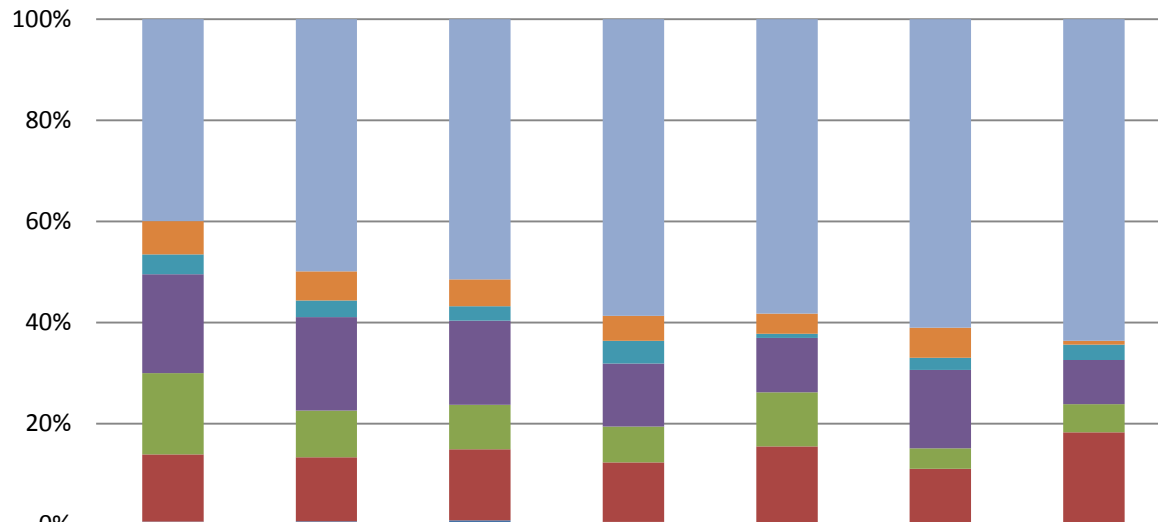
Figure 5: Projected 2013 Median Household Income in the City of Sacramento by Ethnicity



Source: City-Data.com

Figure 6 provides the break down of various salary ranges by ethnicity for City of Sacramento households. The figures provided were based on City of Sacramento household income data forecasted for 2013.

Figure 6: Projected 2013 Income Ranges of City of Sacramento Households by Ethnicity



	\$0-\$30K	\$30K-\$60K	\$60K-\$100K	\$100K-\$125K	\$125K-\$150K	\$150K-\$200K	\$200K+
White	40.0%	49.9%	51.5%	58.7%	58.3%	61.1%	63.6%
Other	6.5%	5.7%	5.3%	4.9%	4.0%	5.9%	0.8%
Multi Race	4.0%	3.3%	2.9%	4.5%	0.9%	2.4%	3.1%
Hispanic	19.5%	18.5%	16.6%	12.5%	10.7%	15.5%	8.7%
Black or African American	16.1%	9.2%	8.8%	7.1%	10.7%	4.1%	5.6%
Asian	13.3%	12.7%	14.0%	11.7%	15.1%	11.0%	18.1%
American Indian/Alaskan Native	0.6%	0.7%	0.9%	0.6%	0.3%	0.0%	0.2%

Source: City-Data.com

Chapter 2: The City of Sacramento Employee Demographics

Founded in 1849, the City of Sacramento is the oldest incorporated City in California. In 1920, Sacramento City voters adopted a City Charter (municipal constitution) and a City Council form of government, which is still being used today. The City of Sacramento government provides a wide range of services to the residents of Sacramento that include, Police Services, Fire Services, Parks and Recreation, and water related utilities. The proposed total budget for FY 2016/17 is approximately \$961.1 million. In order to assess how well the Sacramento City government reflects the composition of the City of Sacramento residents, government must gather, analyze and track such information. In this Chapter, we will provide some of the baseline demographic information regarding the ethnic, gender, income and age distribution of the City's employees.

Figure 7 lists all City Departments and details the percent of employees within their respective ethnic groups. Based on this information, the three largest ethnic groups among City employees are White (55 percent), Hispanic (16 percent), and Black (11 percent).

Figure 7: City of Sacramento Employee Ethnicity Break Down by Department

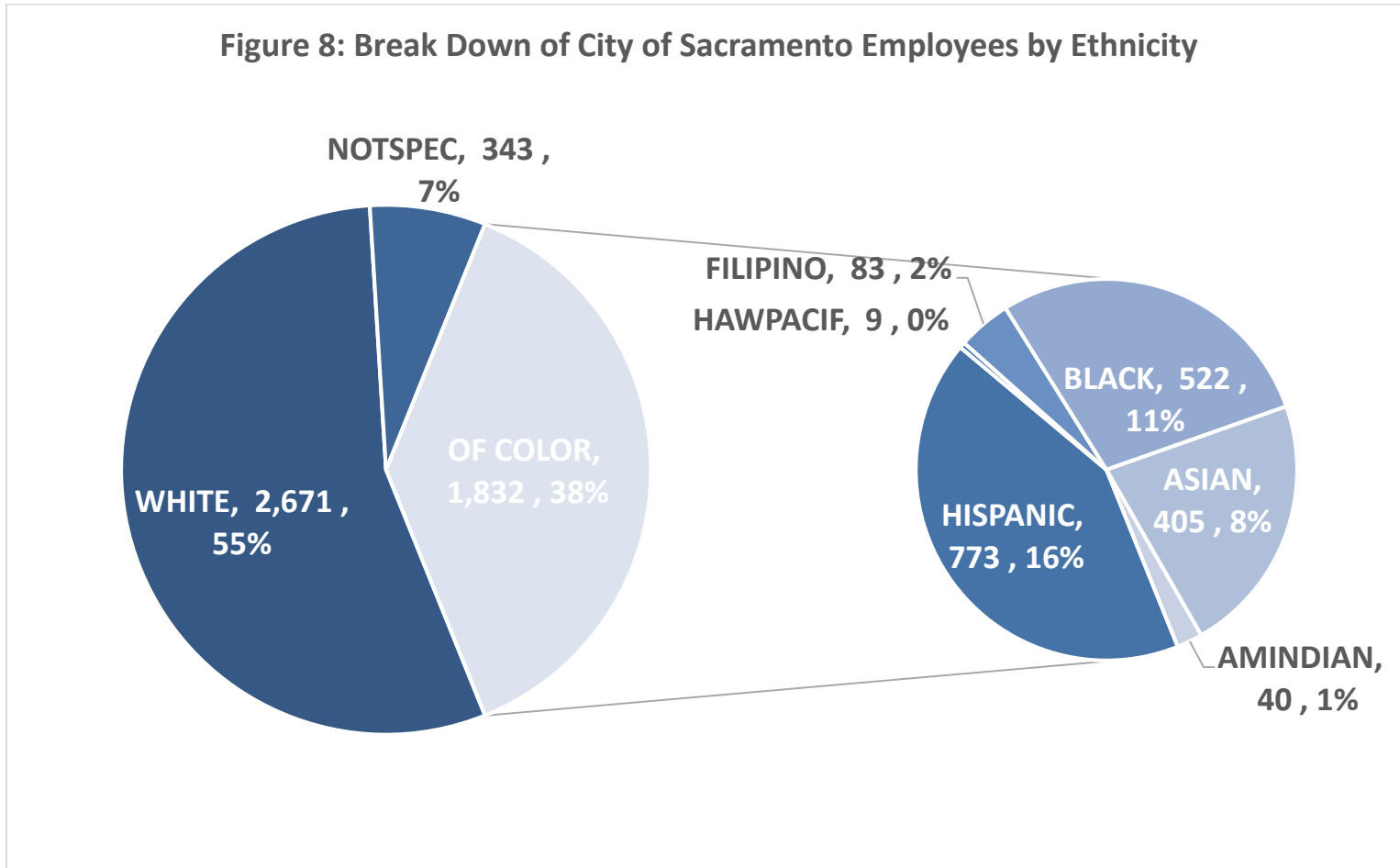
Department Name	WHITE	HISPANIC	BLACK	ASIAN	NOTSPEC	FILIPINO	AMINDIAN	HAWPACIF	Total
City Attorney	70%	4%	7%	7%	11%	2%	0%	0%	46
City Clerk	63%	6%	13%	6%	6%	6%	0%	0%	16
City Manager ¹	56%	6%	13%	25%	0%	0%	0%	0%	16
City Treasurer	38%	0%	15%	31%	0%	15%	0%	0%	13
Community Development Dept.	64%	12%	10%	8%	6%	1%	0%	0%	222
Convention & Cultural Services	64%	11%	12%	8%	3%	0%	0%	1%	232
Department Of Utilities	63%	17%	6%	8%	3%	2%	1%	0%	500
Economic Development Dept.	55%	27%	9%	0%	9%	0%	0%	0%	11
Finance	58%	11%	14%	6%	8%	1%	3%	0%	80
Fire	74%	10%	4%	5%	3%	2%	2%	0%	587
Citywide & Community Support ²	75%	25%	0%	0%	0%	0%	0%	0%	4
Human Resources	61%	6%	18%	9%	4%	1%	0%	0%	67
Information Technology	49%	18%	10%	13%	6%	4%	0%	0%	82
Mayor/Council ³	35%	17%	22%	7%	18%	2%	0%	0%	60
Parks & Recreation Department	27%	19%	21%	10%	19%	2%	1%	0%	1,129
Police	71%	12%	4%	8%	2%	1%	1%	0%	1,126
Public Works Department	48%	26%	12%	9%	2%	2%	1%	0%	655
Total	55%	16%	11%	8%	7%	2%	1%	0%	4,846

¹ Three employees listed as City Manager employees actually work in the Mayor’s office.

² Citywide & Community Support employees work for the Local Area Formation Commission and the City County Office of Metropolitan Water Planning.

³ Mayor/Council includes the Office of the City Auditor and the Office of the Independent Budget Analyst.

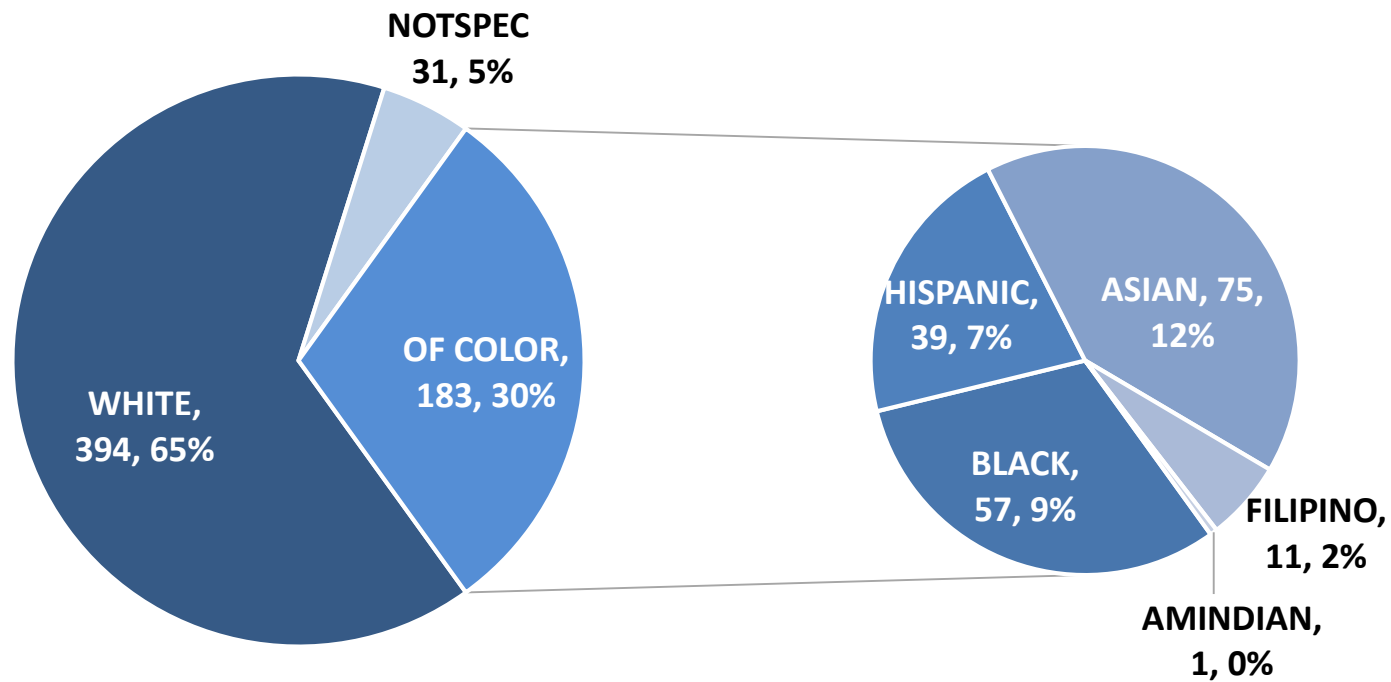
Figure 8 identifies the number of City employees in each race/ethnic group. As shown in the left pie chart, approximately 55 percent of City employees are White, 38 percent are Of Color, and 7 percent did not specify an ethnicity. The pie chart on the right provides the break down of the City's employees Of Color.



Source: City of Sacramento eCAPS data

Figure 9 lists the 608 management employees by ethnicity and salary. Management employees were identified in the eCAPS data as those that are designated as Executive Management, Management Employees, Management Support, Mayor Council, and Mayor Council Support. Some of the employees captured in these groups may not be management. Likewise, some of the City's management employees may be in a group not captured by this analysis.

Figure 9: City of Sacramento Management Employees by Ethnicity



Source: City of Sacramento eCAPS data

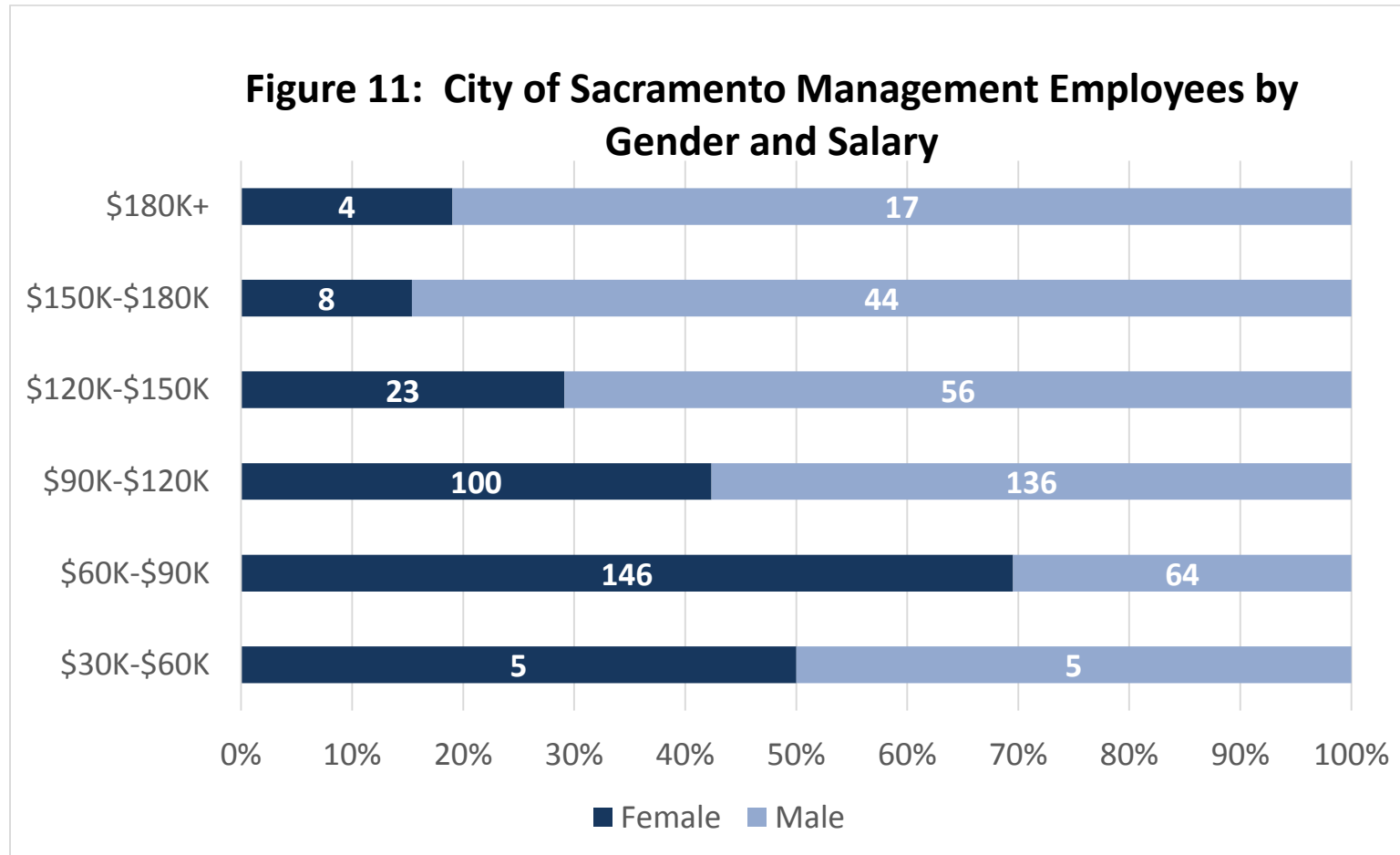
Figure 10 lists the 608 management employees by ethnicity and salary. Management employees were identified in the eCAPS data as those that are designated as Executive Management, Management Employees, Management Support, Mayor Council, and Mayor Council Support. Some of the employees captured in these groups may not be management. Likewise, some of the City’s management employees may be in a group not captured by this analysis.

Figure 10: City of Sacramento Management Employees by Ethnicity and Salary



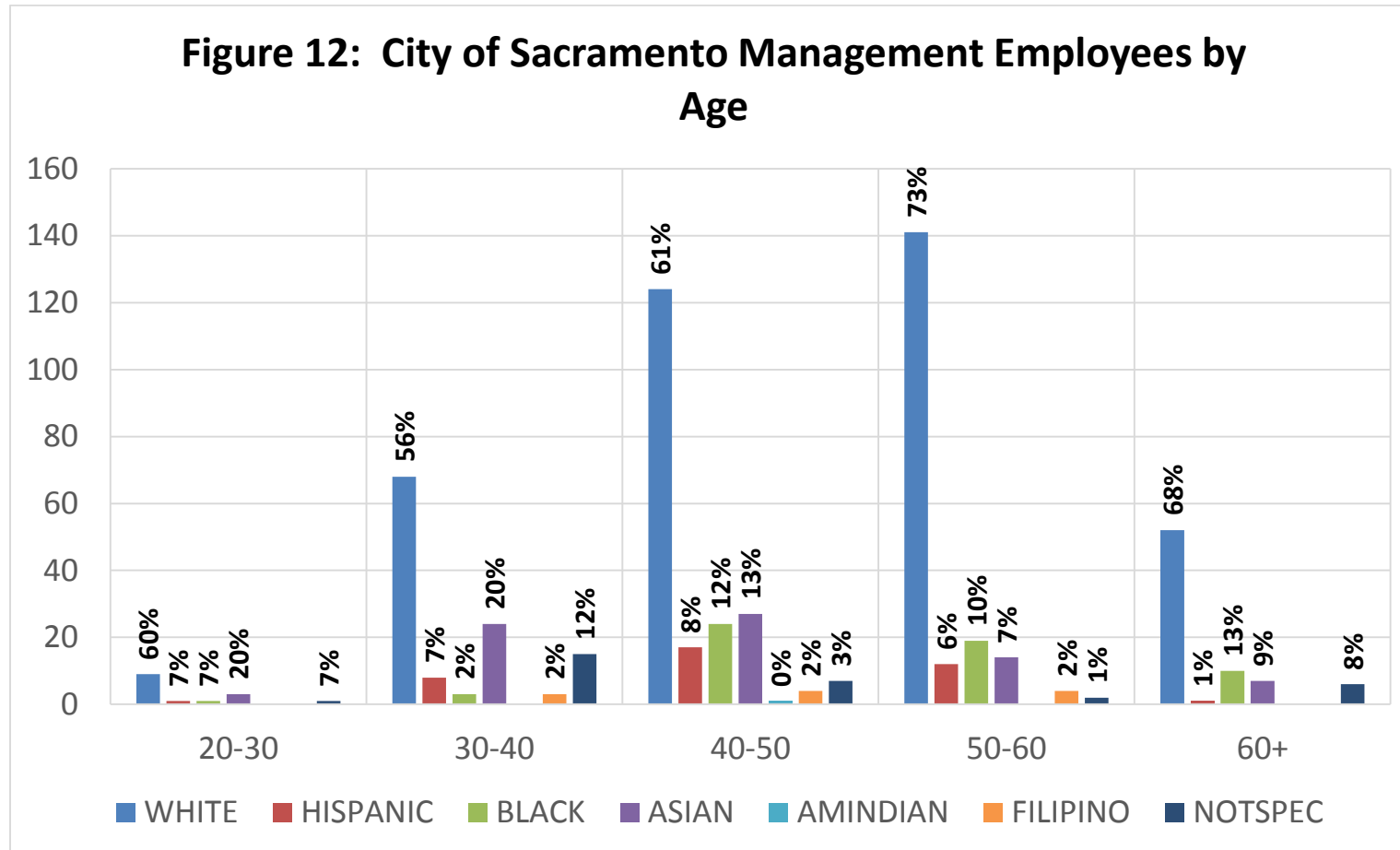
Source: City of Sacramento eCAPS data

Figure 11 shows the 608 City management employees by gender and salary. Management employees were identified in the eCAPS data as those that are designated as Executive Management, Management Employees, Management Support, Mayor Council, and Mayor Council Support. Some of the employees captured in these groups may not be management. Likewise, some of the City’s management employees may be in a group not captured by this analysis.



Source: City of Sacramento eCAPS data

Figure 12 shows the 608 City management employees by age. Management employees were identified in the eCAPS data as those that are designated as Executive Management, Management Employees, Management Support, Mayor Council, and Mayor Council Support. Some of the employees captured in these groups may not be management. Likewise, some of the City’s management employees may be in a group not captured by this analysis.



Source: City of Sacramento eCAPS data

Chapter 3: The City of Sacramento Police Department Demographics

This chapter focuses on the demographics of the employees of the Sacramento Police Department (SPD). Given the City Council's expressed desire to have the SPD better reflect the ethnic composition of the community it serves, both the City Council and the SPD have made efforts to promote a more diverse workforce.

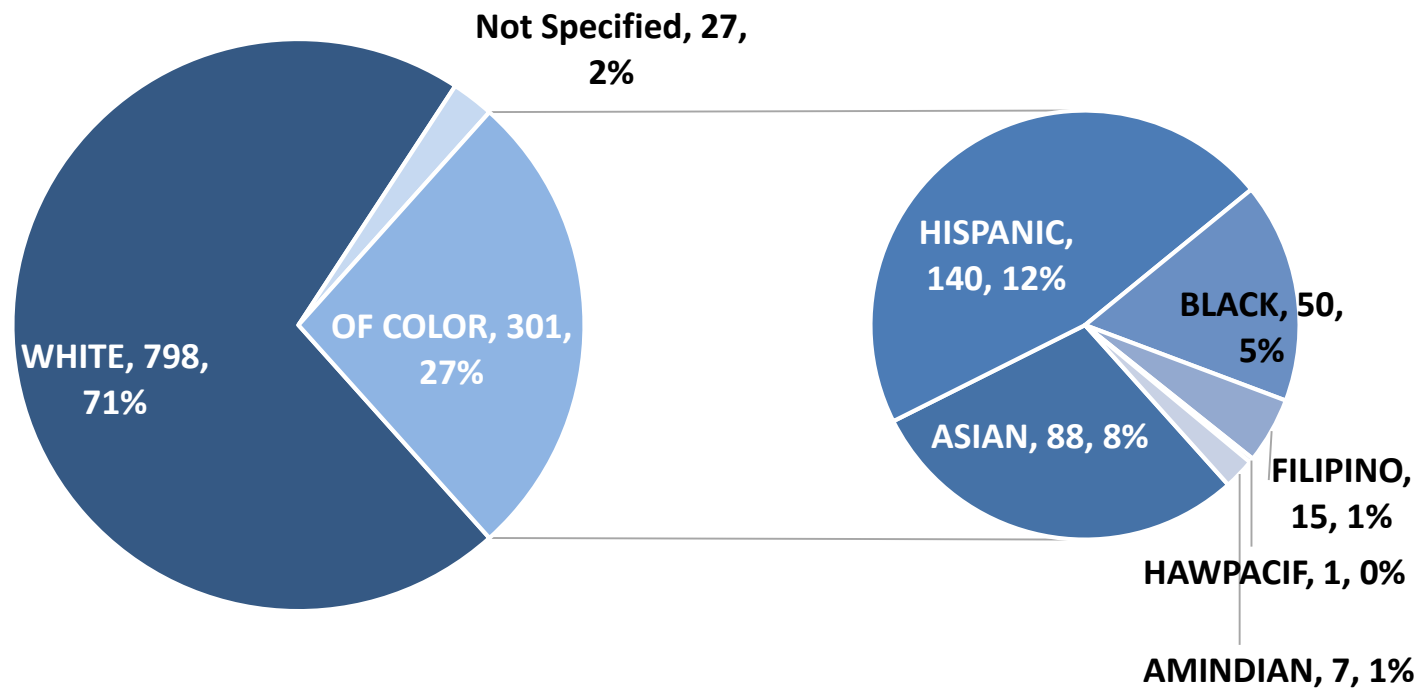
For example, in the 2015/16 Budget, the City Council approved part-time positions for young adults to help them transition into law enforcement. By funding these positions, the City Council hoped to increase public safety services and aid in increasing the department's diversity. Also included in the 2015/16 Budget was \$1 million for the Hiring Pipeline Program. This program consists of 22.5 FTE part-time positions – 9.5 Student Trainees, 8.0 Limited Term Community Service Officers, and 5.0 Reserve Community Service Officers. The goal of this program is to help transition young adults from, the Criminal Justice Magnet Academy (high school), Cadet Program (ages 14 to 20), local junior colleges and local universities into careers in law enforcement.

According to the SPD, they also implement various activities and programs aimed to further assist the department's diversification efforts. The activities and programs related to diversity efforts implemented by SPD include, but are not limited to, the following:

- Links to Law Enforcement
- Magnet Schools/Police Cadet Academy
- Two Full-Time Recruiter Positions
- Run with the Recruiter
- Targeted Recruitment at Historically Black Colleges
- Cops and Clergy
- California State University Scholar's Program
- Hiring Workshops and Travelling Testing Opportunities
- Reserved Community Officer Positions
- Student Trainee Positions
- Advertising in Observer and Radio Interviews

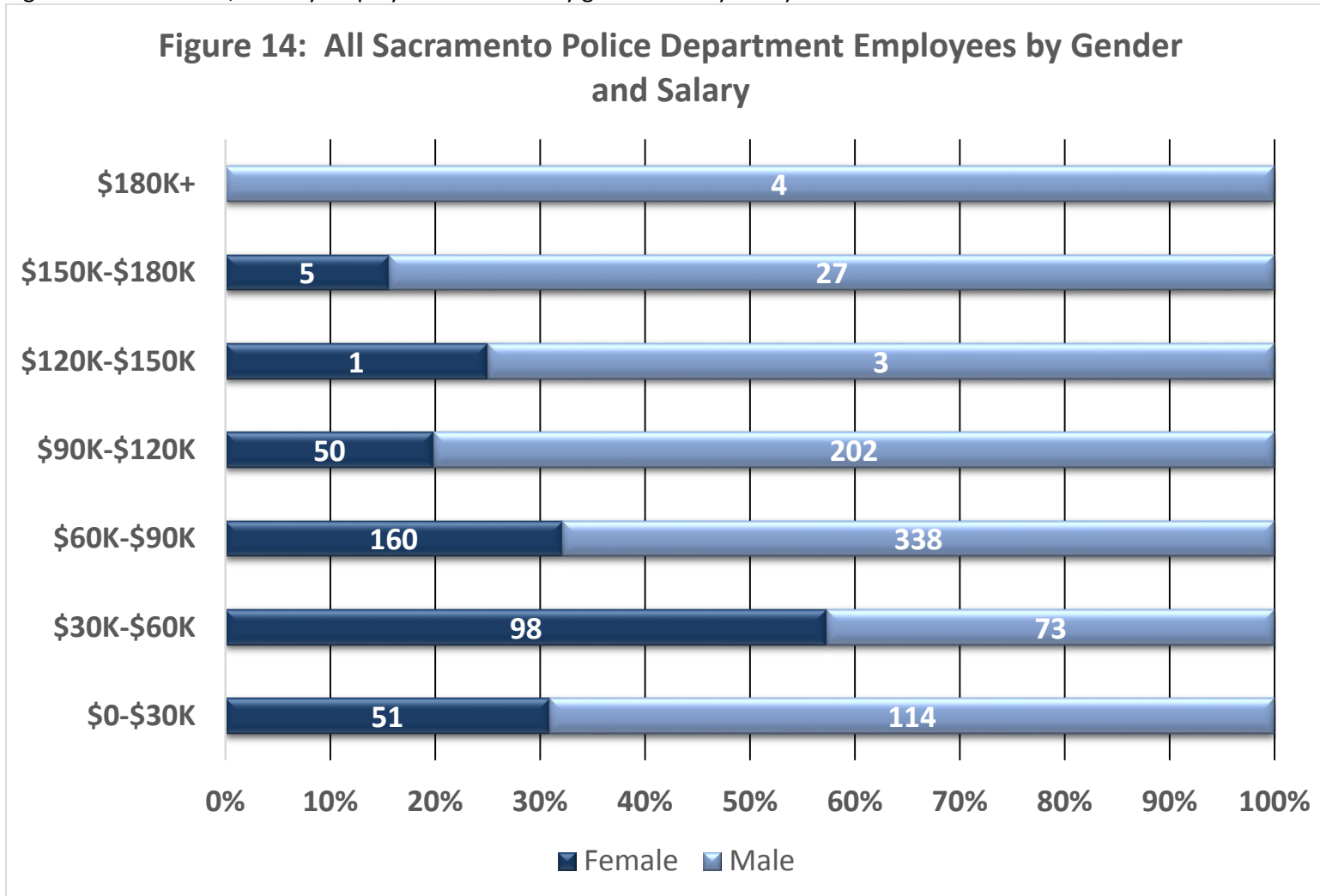
Figure 13 shows the ethnic composition of the 1,126 City employees in the SPD. This includes all full-time, part-time, and employees on leave. As shown in the pie chart below, approximately 71 percent of SPD employees are White, 27 percent are Of Color, and 2 percent did not specify an ethnicity.

Figure 13: All Sacramento Police Department Employees by Ethnicity



Source: City of Sacramento eCAPS data

Figure 14 shows the 1,126 City employees in the SPD by gender and by salary.



Source: City of Sacramento eCAPS data

Figure 15 details the ethnic composition of the 734 sworn officers in the SPD. This includes all active employees including employees that are working part-time.

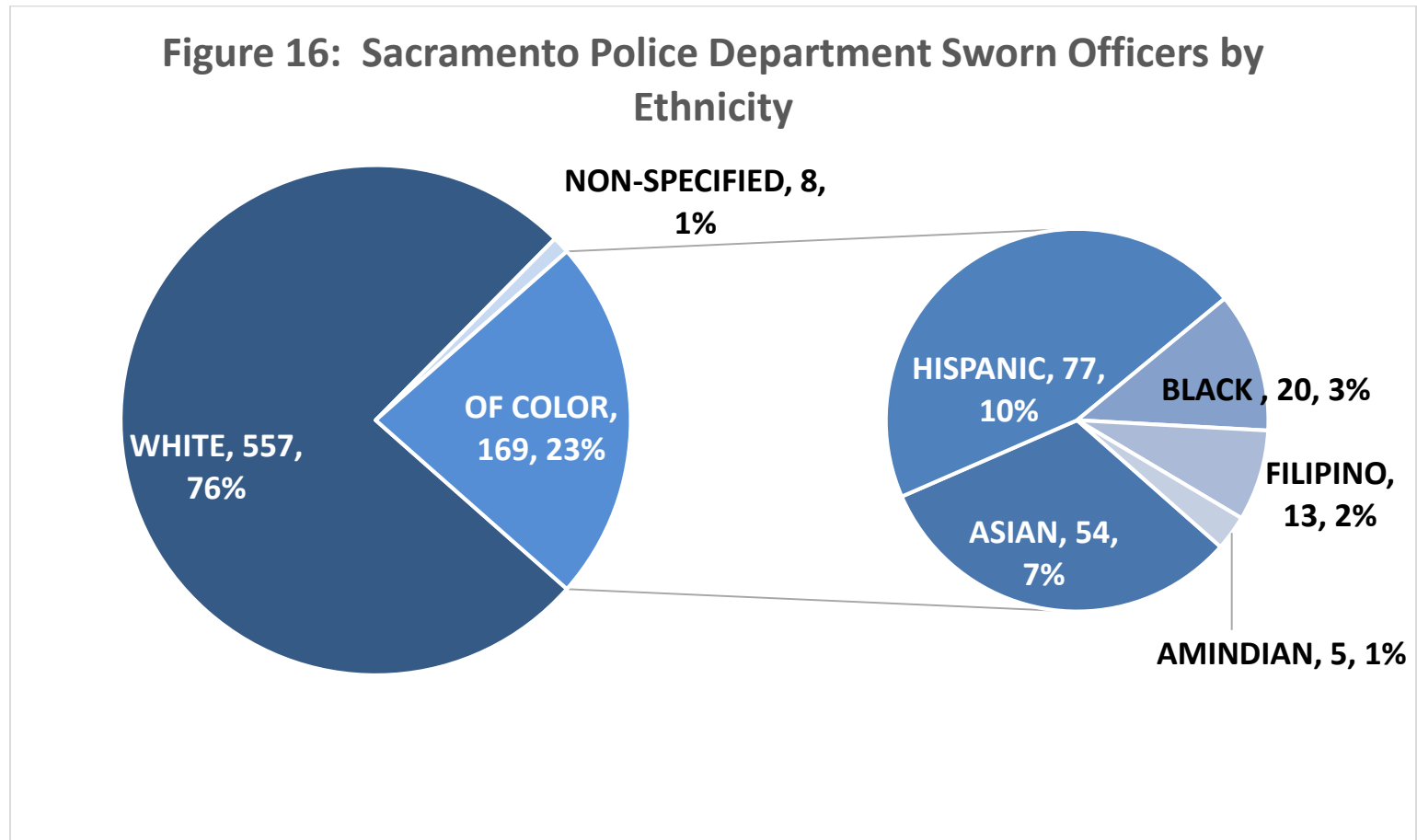
Figure 15: Sacramento Police Department Sworn Officer Ethnic Composition

OFFICER RANK	AMINDIAN	ASIAN	BLACK	FILIPINO	HISPANIC	NOTSPEC	WHITE	TOTAL
Deputy Police Chief		1					2	3
Police Captain		1	1		1		9	12
Police Chief							1	1
Police Lieutenant	1	1	2	1	1		15	21
Police Sergeant/Reserve	1	4	3	3	5		74	90
Command Staff Subtotal	2	7	6	4	7	0	101	127
Police Officer/Reserve	3	47	14	9	70	8	456	607
Grand Total	5	54	20	13	77	8	557	734

OFFICER RANK	AMINDIAN	ASIAN	BLACK	FILIPINO	HISPANIC	NOTSPEC	WHITE	TOTAL
Deputy Police Chief		33%					67%	3
Police Captain		8%	8%		8%		75%	12
Police Chief							100%	1
Police Lieutenant	5%	5%	10%	5%	5%		71%	21
Police Sergeant/Reserve	1%	4%	3%	3%	6%		82%	90
Command Staff Subtotal	2%	6%	5%	3%	6%	0%	80%	127
Police Officer/Reserve	0%	8%	2%	1%	12%	1%	75%	607
Grand Total	1%	7%	3%	2%	10%	1%	76%	734

Source: City of Sacramento eCAPS data

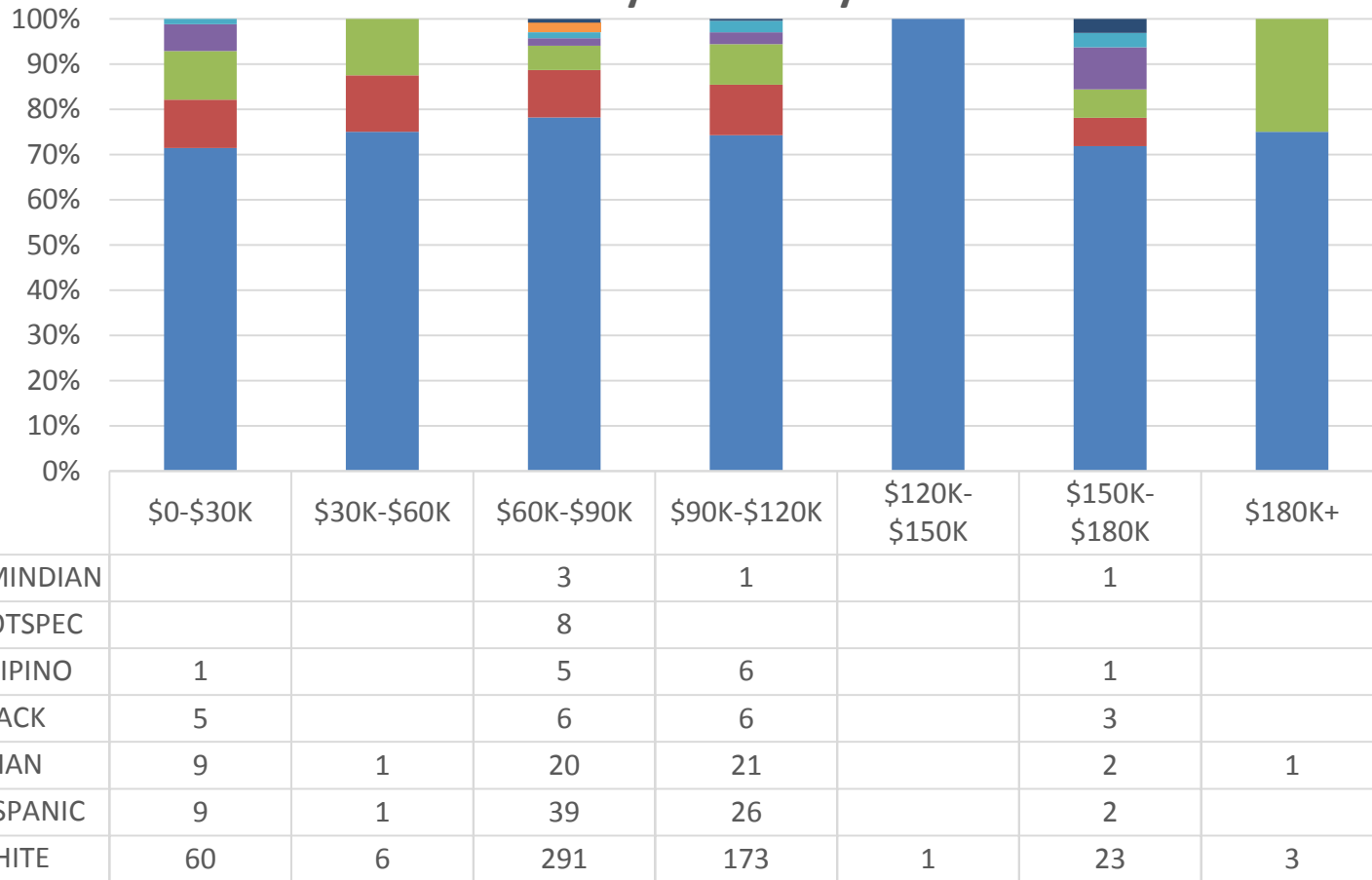
Figure 16 shows the ethnic composition of the 734 Sworn SPD Officers. Sworn Officers consist of the following: Deputy Police Chief, Police Captain, Police Chief, Police Lieutenant, Police Officer, Police Sergeant, Reserve Police Officer I, Reserve Police Officer II, Reserve Police Officer III, and Reserve Police Sergeant. As shown in the pie chart below, approximately 76 percent of Sworn SPD employees are White, 23 percent are Of Color, and 1 percent did not specify an ethnicity.



Source: City of Sacramento eCAPS data

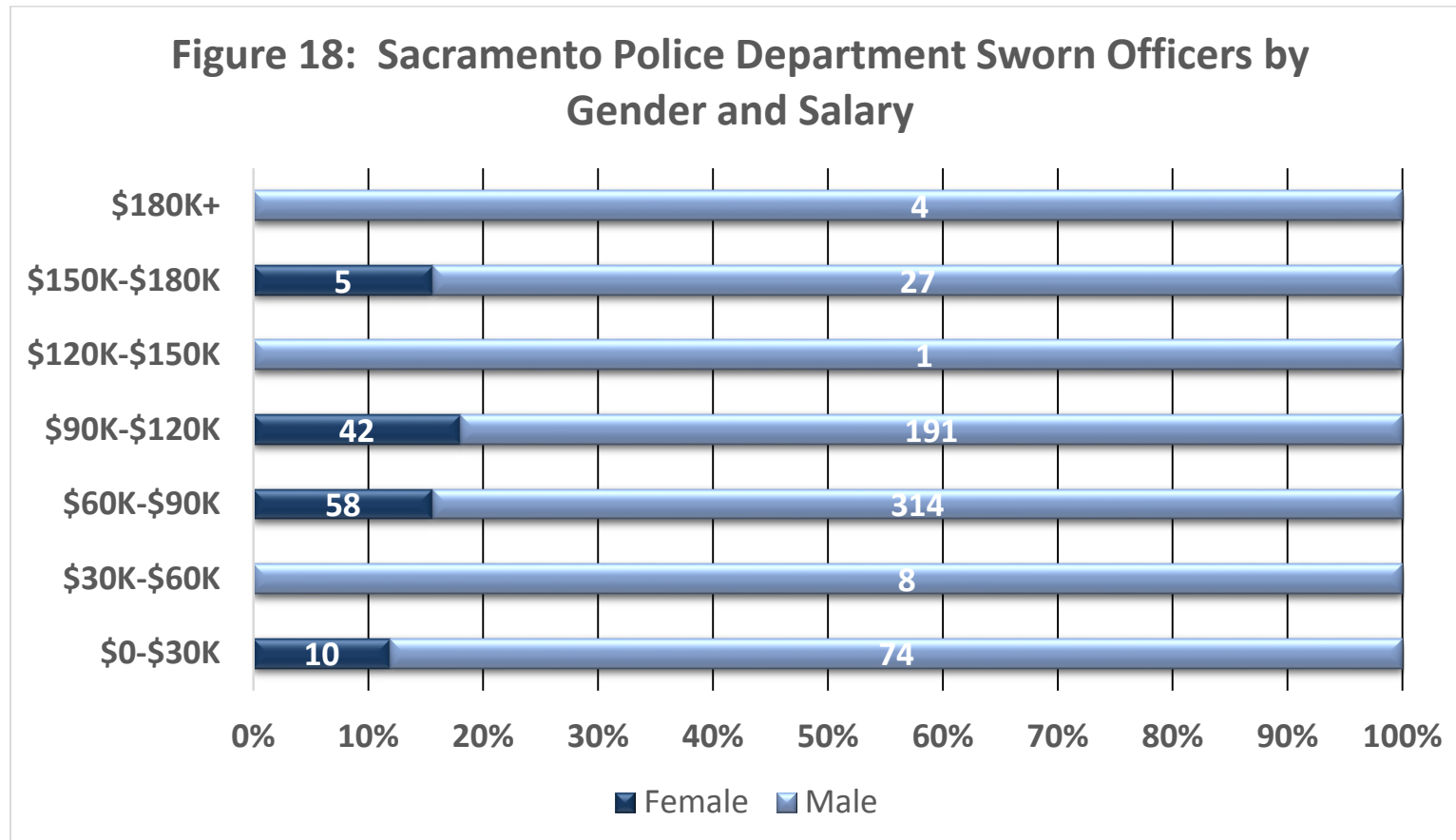
Figure 17 lists SPD Sworn Officers by ethnicity and salary. Sworn Officers consists of the following: Deputy Police Chief, Police Captain, Police Chief, Police Lieutenant, Police Officer, Police Sergeant, Reserve Police Officer I, Reserve Police Officer II, Reserve Police Officer III, and Reserve Police Sergeant.

Figure 17: Sacramento Police Department Sworn Officers by Ethnicity and Salary



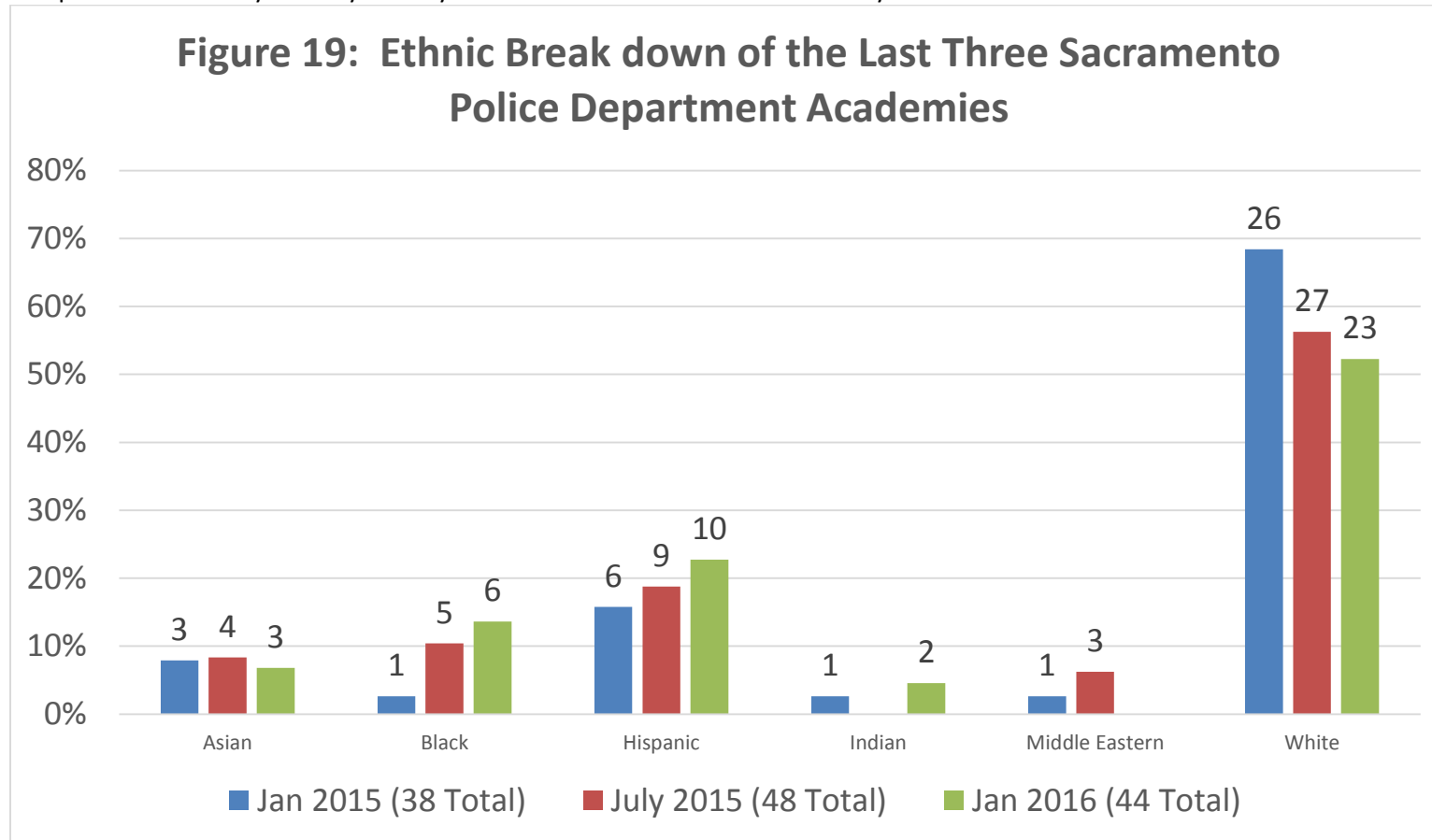
Source: City of Sacramento eCAPS data

Figure 18 shows SPD Sworn Officers by gender and salary. Sworn Officers consists of the following: Deputy Police Chief, Police Captain, Police Chief, Police Lieutenant, Police Officer, Police Sergeant, Reserve Police Officer I, Reserve Police Officer II, Reserve Police Officer III, and Reserve Police Sergeant.



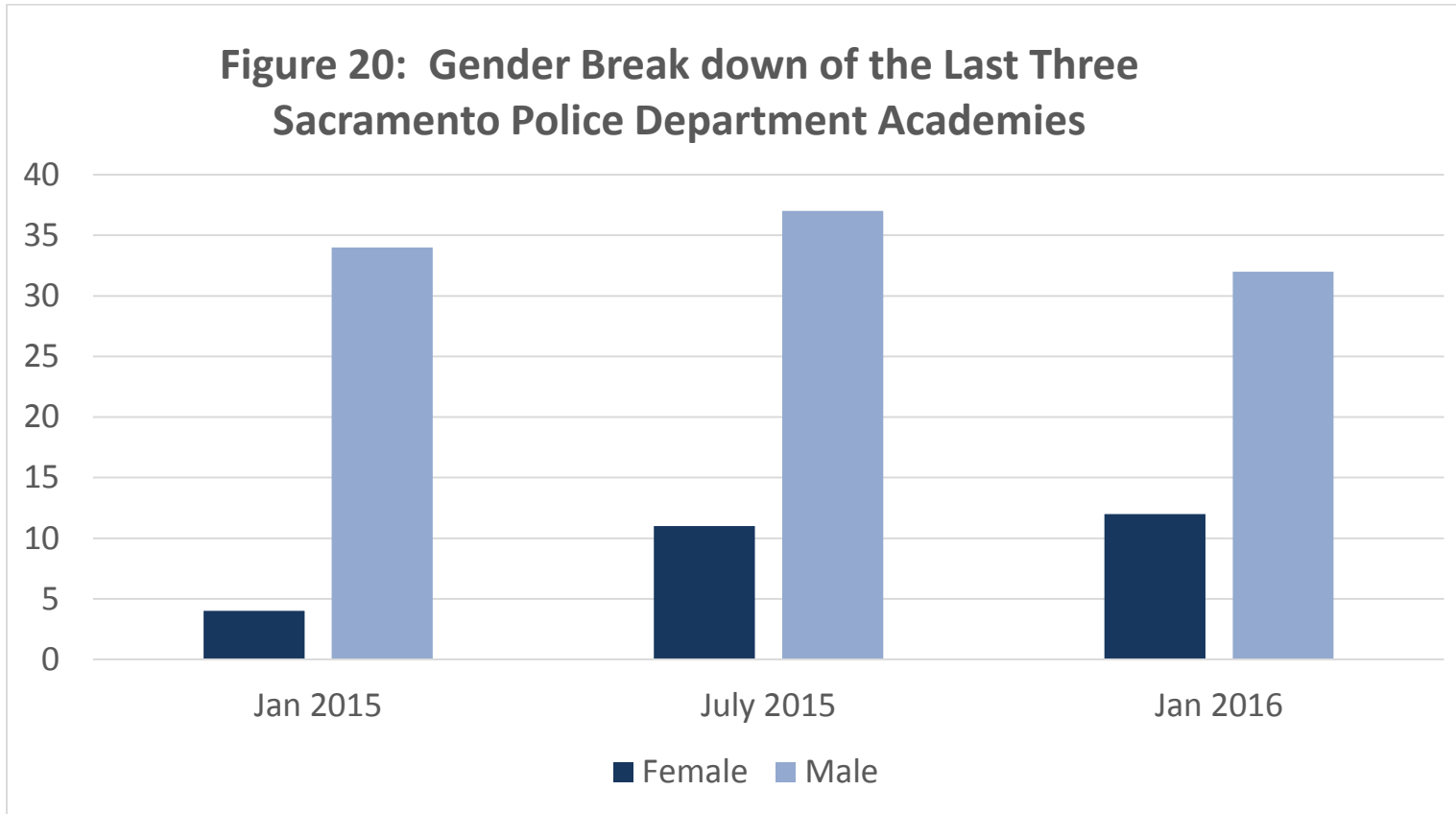
Source: City of Sacramento eCAPS data

Figure 19 depicts the ethnicities of the previous three SPD academies. This chart is based on a spreadsheet provided by the SPD. This is not a complete list of everyone that was admitted to the police academy, nor is it a reflection of all that completed the academy. Some of these individuals may not have completed the academy, or may have served as SPD employees but have since left the force. Individuals who did not complete the academy in one year may be counted in more than one academy.



Source: Sacramento Police Department Report

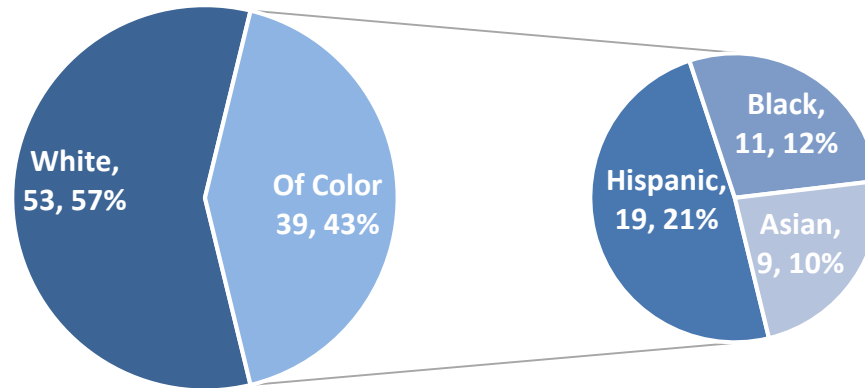
Figure 20 depicts the gender distribution of the previous three SPD Academy classes. The same limitations noted in figure 19 applies to this table.



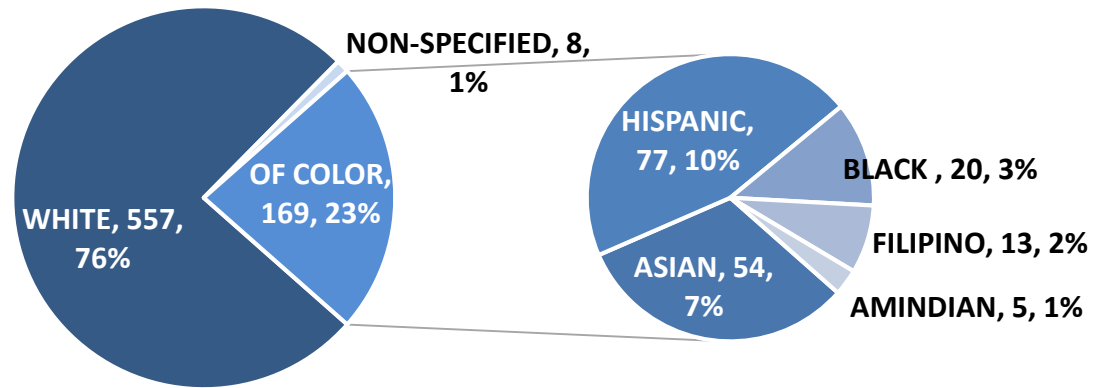
Source: Sacramento Police Department Report

Figure 21 compares the ethnicities of the police academies that were held after the Council provided funding in the FY 2015/16 Adopted Budget to aid in increasing the SPD's diversity.

Figure 21: July 2015 and January 2016 SPD Academies Ethnic Diversity



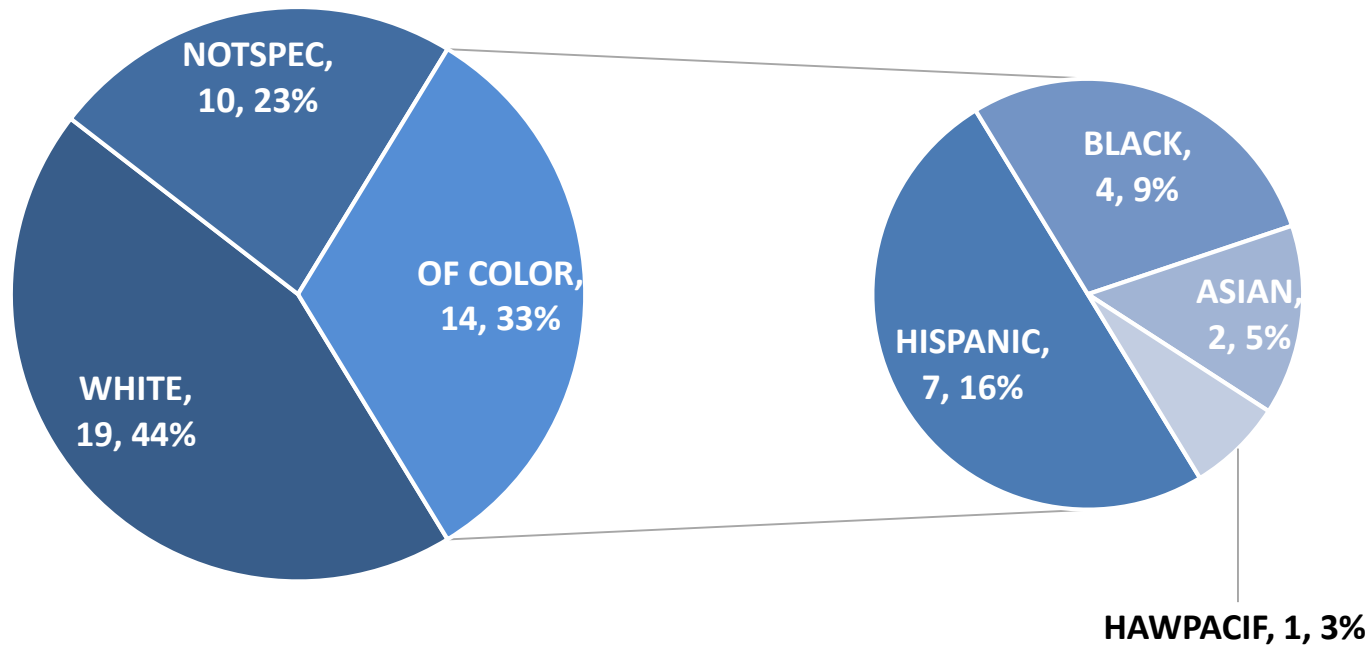
Sacramento Police Department Sworn Officers by Ethnicity



Sources: Both the Sacramento Police Department Report, City of Sacramento eCAPS data

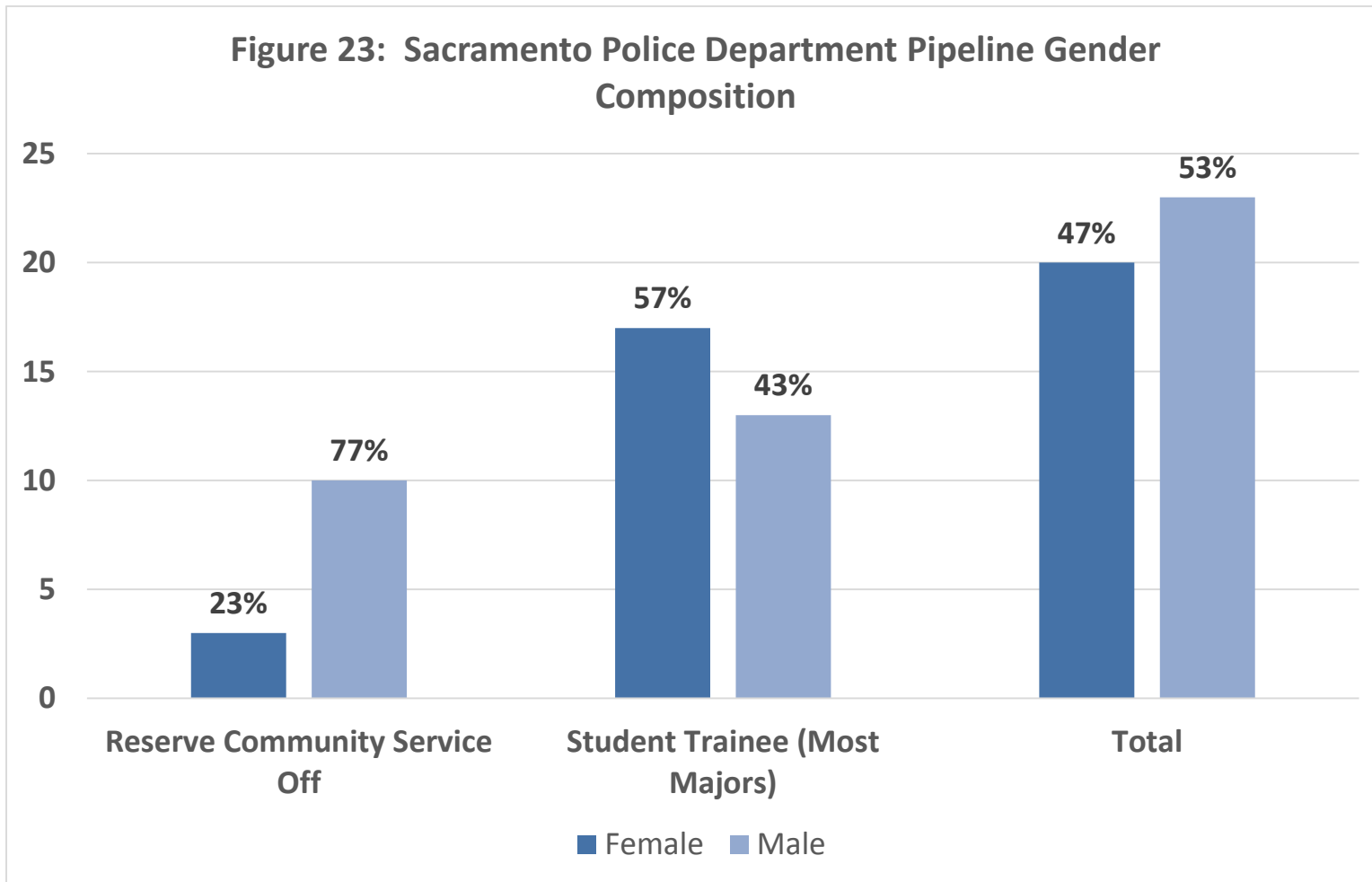
As previously noted, the SPD currently operates a “pipeline” program that is designed to provide entry level jobs to young adults wanting to get into public safety professions. Figure 22 shows the ethnic break down according to eCAPS of those in the SPD Pipeline Program.

Figure 22: Sacramento Police Department Pipeline Participants by Ethnicity



Source: Both the Sacramento Police Department Report and the City of Sacramento eCAPS data

Figure 23 shows the gender break down of those in the Police Department Pipeline Program.



Source: Both the Sacramento Police Department Report and the City of Sacramento eCAPS data

Department Response

INSERT DEPARTMENT RESPONSE HERE