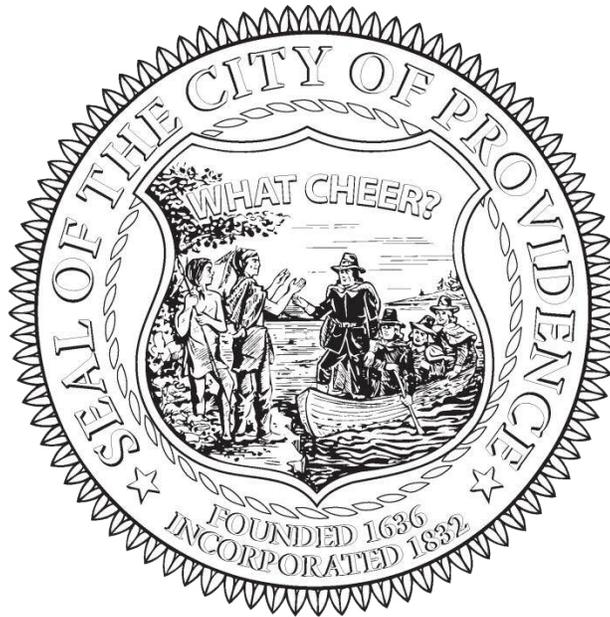


# PROVIDENCE CITY COUNCIL



## SPECIAL COMMISSION ON DIVERSITY AND EQUITY IN CITY GOVERNMENT

FINAL REPORT

SEPTEMBER 30, 2016

Table of Contents

Introduction and Executive Summary .....1

I. Commission’s Formation and Meetings .....3

II. Current Staffing Levels.....4

    A. The City’s Demographic Composition .....4

    B. Staffing Levels at Major City Departments .....6

        1. Fire .....6

        2. Police .....7

        3. School .....9

        4. Planning .....12

    C. Residency .....13

III. Current Efforts to Increase Diversity and Equity .....14

    A. Fire Department .....15

    B. Police Department.....16

    C. School and Planning Departments .....18

IV. Conclusions and Recommendations .....19

Appendix..... A-1

## Introduction and Executive Summary

During this past February’s Black History Month, the Providence Public Library hosted an exhibit of photographs entitled “Freedom Journey 1965”, chronicling the march on Selma for voting rights. The exhibit conveyed the optimism and hope that led the marchers through a turning point in the civil rights movement half a century ago. Even as this country has elected an African-American to its highest office, however, that sense of hope has largely been lost in recent years. In a July Washington Post/ABC poll, a clear majority of participants saw the country’s race relations as generally poor and getting worse, reflecting the highest levels of pessimism in more than twenty years.<sup>1</sup> The accompanying Washington Post article noted many recent events that have contributed to this climate, including the deaths at the hands of police of Michael Brown, Freddie Gray and others<sup>2</sup>, and the caustic political debate concerning immigration policy and criminal justice.<sup>3</sup> In Rhode Island last year, the General Assembly responded to some of those concerns by enacting the Comprehensive Community Police Relationship Act of 2015, which (among other things) requires the collection and analysis of traffic stop data to review and address racial disparities.<sup>4</sup> Meanwhile, in Providence, community groups are advocating for the Providence Community Safety Act, a proposed municipal ordinance that would regulate police practices at the local level beyond current state and national standards.

While the state of police-community relations is a major driver in the sour national mood, other events have contributed to a sense of loss since the high water mark of the civil rights era. Last year, the Providence Journal published its award-winning “Race in Rhode Island” series,<sup>5</sup> which documented the barriers that Rhode Island’s people of color face when pursuing their own personal American Dream. These issues are connected, as throughout the country, our police officers often do not resemble the people they are charged to protect, creating hurdles that, under the wrong conditions, can lead to misunderstandings and worse.

In some ways, the scope of equity and inclusion has expanded in the half century since the civil rights era. Over that time, we have become more aware of disparities based on gender, which also run against basic American values. Also, the past five decades have marked a

---

<sup>1</sup> See [https://www.washingtonpost.com/national/more-than-6-in-10-adults-say-us-race-relations-are-generally-bad-poll-indicates/2016/07/16/66548936-4aa8-11e6-90a8-fb84201e0645\\_story.html](https://www.washingtonpost.com/national/more-than-6-in-10-adults-say-us-race-relations-are-generally-bad-poll-indicates/2016/07/16/66548936-4aa8-11e6-90a8-fb84201e0645_story.html).

<sup>2</sup> E.g., Jordan Davis, Eric Garner, Walter Scott, Tamir Rice

<sup>3</sup> *Id.*

<sup>4</sup> In an August 27 article, the Providence Journal reported the release of the first year’s worth of data, which is now being analyzed.

<sup>5</sup> See <http://www.providencejournal.com/special-reports/race-in-rhode-island>.

dramatic transformation in the composition of the residents of the City of Providence, as its Latino community has grown in size from one of the City's smallest to the largest population in our public schools, and is on track to comprise the majority of all City residents in the years to come.

While equity and diversity in government are important values for their own sake, they also can support the City's economic development. Urban theorists such as Richard Florida note that diversity is critical to the nurturing of a "creative class," describing the linkage in this way:

Diversity is a powerful force in the value systems and choices of the new workforce, whose members want to work for companies and live in communities that reflect their openness and tolerance. The No. 1 factor in choosing a place to live and work, they say, is diversity.<sup>6</sup>

With that in mind, the Providence City Council decided this spring to review the City's workforce composition and employment practices, and measure them against the goals of diversity and equity. In a resolution approved in April, the City Council formed a Special Commission to Review Diversity and Equity in City Government. "to review the composition of the City's major departments from the standpoint of ethnic and gender diversity and equity" and to "prepare a report with findings and recommendations for further action."<sup>7</sup>

Other cities (such as Boston<sup>8</sup> and Seattle, through its Race and Social Justice Initiative<sup>9</sup>) prepare annual reports of this kind, which provide a foundation for strategic planning and the development of proactive policies that will assure a City government staffed with highly qualified civil servants from backgrounds that reflect the people they serve. This report represents a first step towards this goal, collecting and analyzing the data currently available, while noting existing gaps and areas for improvement. The report also makes preliminary recommendations for improvements in employment policy and practices to advance the goals of diversity and inclusion throughout City government. It also identifies significant further work the City should undertake to advance the goals which in some ways seemed closer to realization fifty years ago than they do today.

---

<sup>6</sup> Richard Florida, "Technology, Talent and Tolerance," printed in Information Week November 13, 2000, available online at <https://www.creativeclass.com/rfcgdb/articles/14%20Technology%20Talent%20and%20Tolerance.pdf>

<sup>7</sup> Resolution 2016-130, *see* Appendix, Exhibit 1.

<sup>8</sup> *See* [https://www.cityofboston.gov/images\\_documents/2015.04.14%20Final%20Draft-UPDATED\\_City%20of%20Boston%20Workforce%20Profile%20Report\\_tcm3-50873.pdf](https://www.cityofboston.gov/images_documents/2015.04.14%20Final%20Draft-UPDATED_City%20of%20Boston%20Workforce%20Profile%20Report_tcm3-50873.pdf)

<sup>9</sup> *See* <http://www.seattle.gov/rsji/>.

This Report is organized into four sections. Section One reviews the formation of the Commission, its charge from the City Council, and the schedule of meetings. Section Two reports the Commission’s findings concerning the demographic and gender composition of four major City departments (Fire, Police, School and Planning), based on the data currently available. Section Three describes current initiatives within City departments to increase equity and diversity in employment. Section Four presents the Commission’s recommendations for further actions to improve the City’s ability to advance these important goals.

## **I. Commission’s Formation and Meetings**

On April 7, 2016, the Providence City Council approved Resolution 2016-130, which the Mayor signed on April 15 (Appendix, Exhibit 1). The Resolution affirmed the City’s commitment to the goals of “providing City services to residents of the highest quality,” “establishing a municipal work force that reflects the backgrounds of the residents whom it serves” and “providing equal employment opportunities to all of its residents.” To that end, the City Council appointed a Special Commission to “to review hiring and staffing levels in major City departments and to prepare a report with findings and recommendations for further action to submit to the City Council on or before October 7, 2016. The Resolution appointed the following members of the City Council and the public to the Commission:

Council President Pro Tempore Sabina Matos, Chair

Councilman Samuel D. Zurier, Vice Chair

Councilman Mary Kay Harris

Councilman Wilbur Jennings

Anna Cano Morales, Director, Latino Policy Institute, Roger Williams University

Michael Van Leesten, Chief Executive Officer, OIC of Rhode Island

Sybil Bailey, Director (or her designee), Human Resources

The Commission held eight meetings, addressing the following topics:

April 18: Review the City’s demographic composition

May 9: Providence Police Department

May 23: Providence School Department

June 27: Providence Fire Department, Providence Planning Department

July 11: Providence Fire and Police Departments

July 18: Review Proposed Outline of Report

September 7: Review draft report

September 22: Review draft report and approve final report

Minutes of Commission meetings and audio recordings are available on the City's website by clicking on this link: <http://providenceri.qgm2.com/Citizens/Default.aspx>

## II. Current Staffing Levels

To measure the diversity and equity of the City's work force, the Commission collected demographic data of four City departments: fire, police, schools and planning. Because opportunities for advancement and leadership can be as important as gaining a "foot in the door," the Commission also reviewed the demographic composition of senior positions within each department as available. While these data provide an initial basis of comparison, there is more work to do, as the issue of qualifications is also important. As a result, progress towards greater diversity may be affected by the demographic composition of the qualified applicant pool, an issue the Report will return to in Part III below.

This section will begin with a description of the City's current demographic composition. It will then review staffing levels in the fire, police, school and planning departments, both overall and for senior positions. It will conclude with a discussion of residency.

### A. The City's Demographic Composition

The City's current demographic composition is the result of dramatic shifts over the past 66 years. The shifts are documented in the United States Census from 1950:<sup>10</sup>

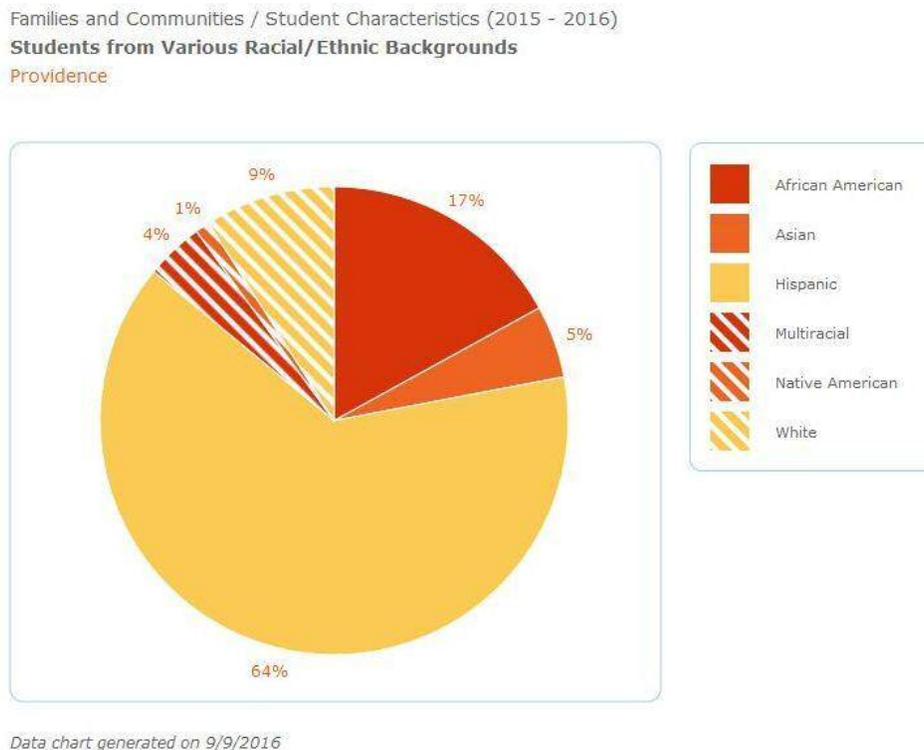
	1950		1970		1990		2010	
	Pop.	%	Pop.	%	Pop.	%	Pop.	%
White	239,970	96.50%	161,292	90.0%	112,349	69.9%	88,665	49.8%
Non-Hispanic White	n/a	n/a	160,396	89.5%	103,670	64.5%	66,944	37.6%
Black or African-American	8,206	3.30%	15,950	8.9%	23,788	14.8%	28,487	16.0%
Hispanic or Latino	n/a	n/a	1,434	0.8%	24,913	15.5%	49,496	27.8%
Asian	249	0.10%	896	0.5%	9,483	5.9%	11,395	6.4%

<sup>10</sup> In 2010, the Census Bureau began a practice of classifying the White population in two categories, "Hispanic" and "non-Hispanic." When the Commission collected data from City Departments, it did not ask for this specification. As a rule of thumb, the City Departments included white Hispanics in the Hispanic category; therefore, in this Report, future references to the "White" population will be to the White non-Hispanic population.

Over that period, Providence became more ethnically and racially diverse, as waves of African-Americans, Latinos and Asians moved in, and many Whites moved out to the suburbs. From 1970 to 1990 to 2010, the Hispanic population grew from 1,434 to 24,913 to 49,496, making it now the second-largest community in the City. From 1950 to 2010, the Providence African-American community grew from barely 8,000 to almost 25,000 and the Asian community's numbers increased from 249 to more than 11,000.

The growth of Providence's Latino community is part of a larger movement, as documented in a report from the Latino Policy Institute. The report notes that the Latino share of the State's labor force jumped from 8.4% in 2004 to 11.6% a decade later.<sup>11</sup> Unfortunately, this growing community has not gained an equitable share of quality jobs. In Rhode Island in 2014, the Latino unemployment rate (16.2%) significantly exceeded both New England's (11.4%) and the country's (7.4%), while Latino median household income (\$30,797) lagged the State's overall average (\$54,891). *Id* While City-specific data is not available, the City employment data presented below is consistent with the State-wide trends described in the Institute's report.

The age profiles of the City's demographic communities vary considerably. For example, the Rhode Island Department of Education (RIDE)'s InfoWorks! website (<http://infoworks.ride.ri.gov/>) displays the demographic composition of the Providence school district's enrollment in this pie chart:



<sup>11</sup> “The State of Working Rhode Island: The Latino Labor Force”, viewable online at [http://rwu.edu/sites/default/files/downloads/lpi/state\\_of\\_working\\_ri\\_latino\\_labor\\_force.pdf](http://rwu.edu/sites/default/files/downloads/lpi/state_of_working_ri_latino_labor_force.pdf)

In other words, the City’s Latino population is relatively young, comprising 64% of the school district’s current enrollment, but 27.8% of the City’s overall population in 2010, while the White<sup>12</sup> population is relatively old, comprising 9% of the school district’s current enrollment, but 49.8% of the City’s overall population in 2010.<sup>13</sup>

**B. Staffing Levels at Major City Departments**

The Commission’s study of four departments revealed information about their good faith efforts to maintain a qualified work force that keeps pace with the increasing diversity of the City’s overall population, but the existence of gaps that require further work.

**1. Fire Department**

The current demographic composition of the Fire Department’s corps of sworn officers is as follows:

**Officer Minority Composition (7/1/2016)**

	<b>Male</b>	<b>%</b>	<b>Female</b>	<b>%</b>	<b>Total</b>	<b>%</b>
<b>Black</b>	30	8.77%	1	0.29%	31	9.06%
<b>Hispanic</b>	35	10.23%	0	--	35	10.23%
<b>Asian/PI</b>	7	2.05%	0	--	7	2.05%
<b>Amer. Ind.</b>	2	0.58%	0	--	2	0.58%
<b>White</b>	256	74.85%	11	3.22%	267	78.07%
<b>Total</b>	330	96.49%	12	3.51%	342	100.00%

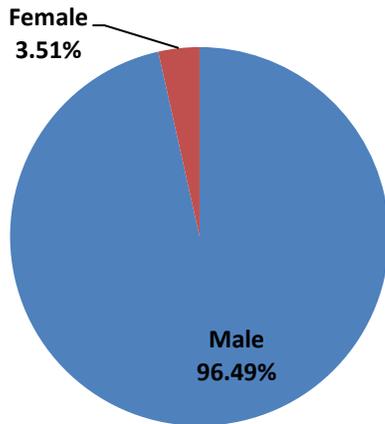
*Total Minority w/o Females: 74 (21.64%)*  
*Total non-Minority w/Females: 267 (78.07%)*

*Total Minority w/Females: 75 (21.93%)*  
*Total non-Minority w/o Females: 256 (74.85%)*

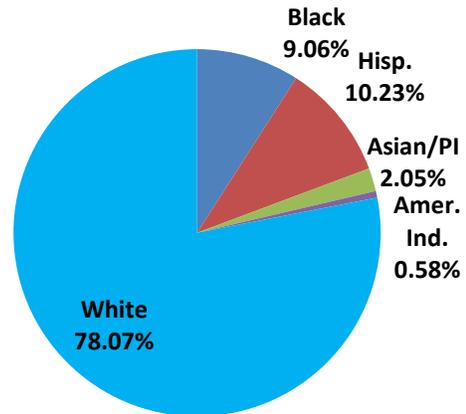
<sup>12</sup> As discussed at n.10 above, all references to the term “White” in this Report, going forward, are to the population of non-Hispanic Whites.

<sup>13</sup> These two data sets are not completely aligned, as they measure populations in two different years (2010 vs. 2016), and the Providence School District’s population does not include Providence children enrolled in charter schools or non-public schools. Also, the RIDE data has a separate category for mixed-race students, which the Census does not have. Adjusting for these differences likely would reduce the magnitude of the age gap between the City’s Latino and White populations, but a significant gap would remain.

Gender of Fire Dept. Officers



Race/Ethnicity of Fire Dept. Officers



See also Appendix, Exhibit 2. On its face, gender presents the largest disparity, as only 3.51% of officers are female. The City’s imbalance matches a national trend, as reflected in a 2012 study of the National Fire Protection Association, which found that 3.4% of firefighters nationwide were female. With regard to race and ethnicity, the largest gap is with the Hispanic population. While roughly two-fifths of Providence is comprised of Hispanic or Latino residents, only one in ten Providence firefighters is Hispanic or Latino.<sup>14</sup>

The Fire Department provided data for senior positions that revealed greater disparities. Of the 29 officers with the rank of Captain or higher, all are White and only one is female. Of the 75 officers who are not White, 59 (79%) have the rank of Firefighter, the lowest rank in the department. See Exhibit 2.

## 2. Police Department

As was true for the Fire Department, the Police Department’s employment data present, on their face, significant disparities when compared with the City’s residents:

---

<sup>14</sup> As noted at pp. 5-6, above, the City’s Latino population is relatively young, so the Commission recommends further work to consider the composition of the qualified work force when developing hiring goals.

Police Officer Minority Composition (5/3/16)

	Male	%	Female	%	Total	%
<b>Black</b>	34	8.35%	1	0.25%	35	8.60%
<b>Hispanic</b>	47	11.55%	3	0.74%	50	12.29%
<b>Asian/PI</b>	9	2.21%	1	0.25%	10	2.46%
<b>Amer. Ind.</b>	2	0.25%	0	--	1	0.25%
<b>White</b>	284	69.78%	27	6.63%	311	76.41%
<b>Total</b>	375	92.14%	32	7.86%	407	100.00%

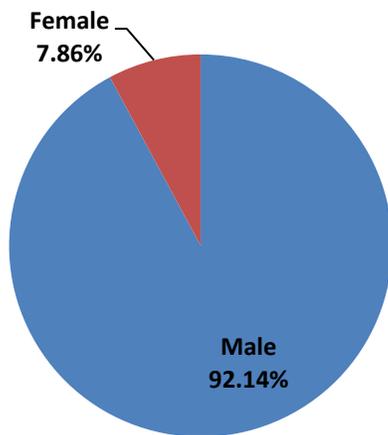
Total Minority w/o Females: 96 (23.59%)

Total Minority w/Females: 123 (30.22%)

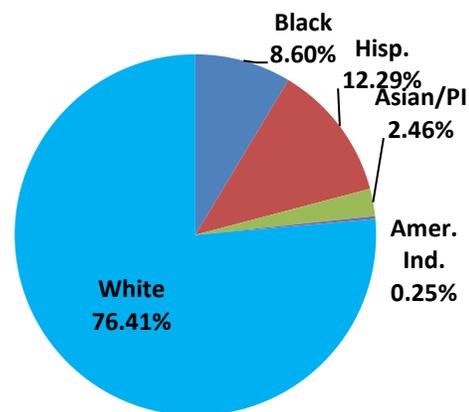
Total non-Minority w/o Females: 311 (76.41%)

Total non-Minority w/o Females: 284 (69.78%)

Gender of Police Dept. Officers



Race/Ethnicity of Police Dept. Officers



See Exhibit 3. Women comprise fewer than 8% of sworn officers. In contrast to the Fire Department, this gender gap is larger than national averages. According to the federal Bureau of Justice Statistics, as of 2007, an estimated 12% of local police officers are female. Also, Whites are over-represented and all minority populations significantly under-represented. The proportion of African-Americans is roughly half of what one would expect given the demographics of Providence, while Hispanics and Asians are three to four times less likely to be police officers than the demographics of the city would suggest.

The Police Department has made significant efforts to increase the diversity of the applicant pool, as noted at Section III(B) (pp. 16-18) below. Those efforts have generated important gains, but the rate of progress has not been sufficient. At the Commission’s hearings, Police Department representatives observed the impacts of stable or declining force size, which have delayed the Department’s ability to align its staffing levels with the shifts in the City’s population, leaving the Department “a generation behind.” A comparison of the 1990 Census data for Providence and the current demographics of Providence police officers lends some

credence to this view. For example, the figure for White sworn officers today (76%) is far closer to that community’s proportion of the City’s population in 1990 (69.9%) than it is to the 2010 estimates (49.8%). The Hispanic proportion of police officers today (12.29%) is similarly much closer to the Hispanic population of Providence in 1990 (15.5%) than it is to the same figures from 2010 (38.1%). However, there this “generation behind” theory does not seem to hold true for African-Americans or Asians, who are considerably under-represented in the Police Department compared to both 2010 and 1990 figures. As Commissioner Jennings noted, the Police Department needs more bilingual officers to serve the City’s population, providing an example of how greater diversity can support higher-quality City services.

From the standpoint of diversity, the Police Department has even more ground to cover with regard to the composition of its senior officers and leadership positions. As presented in Exhibit 3, there are 79 Police Department members who hold the rank of Sergeant or higher, and 62 of them are White males.<sup>15</sup> Of the 29 top officers (those above the rank of Sergeant), there are 21 White males, four women, four Latino men and no African-American men.

The Police Department also provided data concerning its civilian personnel. *See* Exhibit 4. As the table below indicates, the civilian personnel are more gender-diverse than the sworn officers, but have more work ahead in terms of increasing levels of African-American, Latino and Asian employees.

	Males	%	Females	%	Total	%
Black	3	3.63%	10	10.10%	13	13.13%
Hispanic	6	6.06%	10	10.10%	16	16.16%
Asian PI	0	0%	0	0%	0	0%
White	19	19.19%	51	51.52%	70	70.71%
Totals	28	28.28%	71	71.72%	99	100%

### 3. School Department

The Commission began its review of the School Department by examining the demographic composition of the student population it serves. Those students are predominantly from minority backgrounds. Today, nearly two-thirds of public school students in Providence are Hispanic, roughly one-fifth is African-American, and fewer than 10% are White overall. *See*

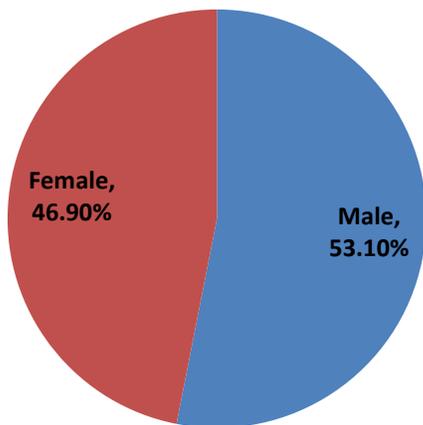
---

<sup>15</sup> The seventeen other police officers holding the rank of Sergeant or higher include five White women, three African-American men, eight Latino men and one Asian/Pacific Islands man.

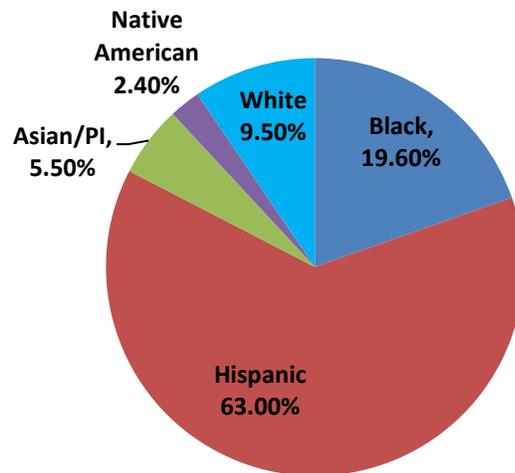
chart on p. 5.<sup>16</sup> In contrast to the City’s overall population, the Providence Public Schools enrollment has relatively few White students, and relatively more Latino and African-American students.<sup>17</sup>

As presented in the pie charts below, the data revealed a disproportionately large number of White employees, nearly 80%, compared to the overall population and significant under-representation of racial and ethnic minorities. These disparities grow even larger when compared to the student population of the schools. For example there are nearly as many White teachers as there are White students, yet there are roughly 83 Hispanic students for every Hispanic teacher. At the May 23 hearing, Joseph DiPina, the School Department’s Director of Administration noted the District’s efforts to keep up with a growing population of students who are English language learners (ELL). While diversity is not a direct proxy for dual language skills, there is the possibility that pursuing one of these workforce goals will help advance the other one.

Gender of PPS Students (2015-2016)



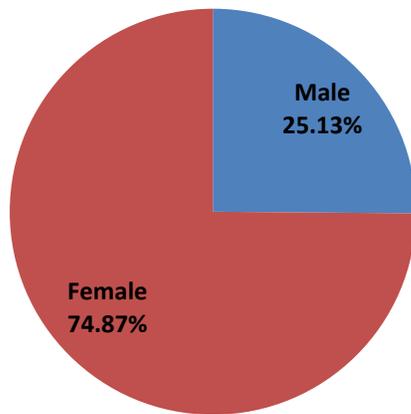
Race/Ethnicity of PPS Students (2015-2016)



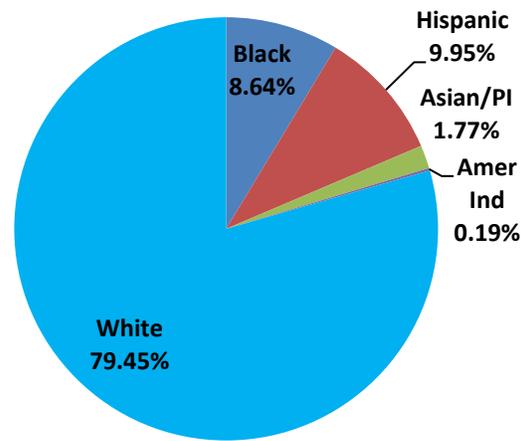
<sup>16</sup> The current data for student demographics contain a single category for all “Asian” students. This year, the General Assembly debated the All Students Count Act of 2016 (S-2090, H-7235), which would require that data concerning Asian students be disaggregated by country of origin. Commissioner Harris introduced a resolution to the City Council in support of the State legislation.

<sup>17</sup> As described at n. 12, above, the two comparison populations are not exactly congruent, but this general view like will still apply after making appropriate adjustments.

Gender of Faculty (2015-2016)



Race/Ethnicity of Faculty (2015-2016)



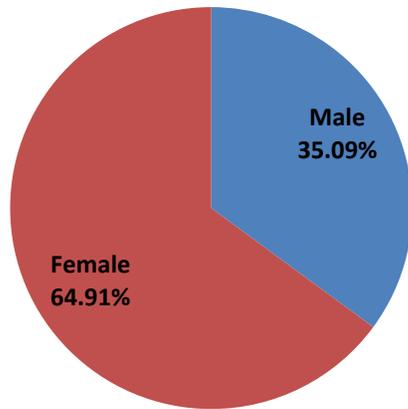
The success of Providence’s education program depends critically upon its ability to increase the diversity of its faculty. According to a report from the Latino Policy Institute at Roger Williams University, teacher diversity brings benefits that go far beyond a particular group of teachers or students. On the one hand, “[a] wide body of research suggests that effective teachers of color provide academic, social, and emotional benefits to students of color,” while on the other hand “[l]earning from a diversity of perspectives and experiences, including those provided by teachers of color, benefits students in all schools.”<sup>18</sup> The report also notes that diversity will expand the pool of teachers who can reach students in their native language, as Providence has a shortage of qualified teachers for bilingual education and/or instruction of children learning the English language. *Id.*

Looking at gender, it is worth noting that nearly three-quarters of all teachers are female, a considerable over-representation in the opposite direction from what was seen in the Police and Fire Departments. Moreover, when one looks beyond faculty to all School Department employees, the proportion of females actually increases slightly. This is driven by the 91% of administrative support positions held by women, but shows the strong representation of women in the Department on the whole. About 65% of manager/administrator positions are held by women and nearly 70% of all positions categorized as “professionals” are held by women, as well (*see Exhibit 5 for more information*).

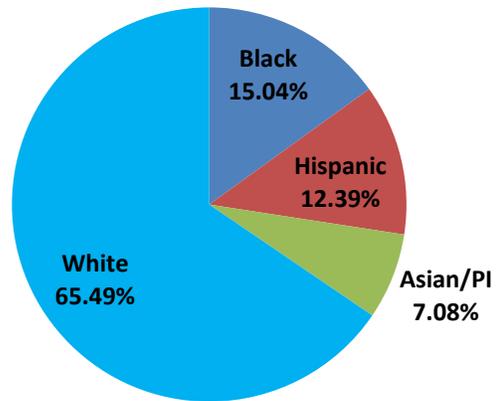
<sup>18</sup> “Teacher Diversity in Rhode Island”, viewable online at [http://rwu.edu/sites/default/files/downloads/lpi/f01lpi\\_tchrdvrstybfld.pdf](http://rwu.edu/sites/default/files/downloads/lpi/f01lpi_tchrdvrstybfld.pdf)

The data for administrators revealed diversity gaps, particularly with under-representation of Hispanics and over-representation of White administrators; however, these disparities were smaller than among faculty. Moreover, the numbers of both African-American and Asian administrators were roughly proportional to those of the overall population of Providence.

Gender of School Administrators (2015-16)



Race/Ethnicity of School Administrators (2015-16)



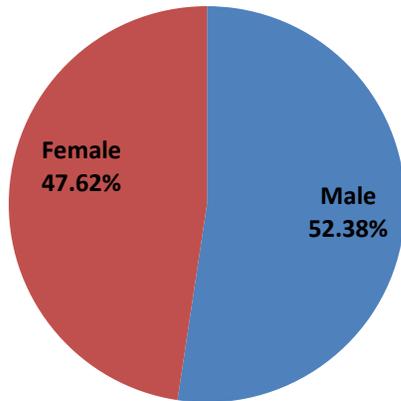
#### 4. Department of Planning and Development

The Commission also reviewed demographic data for the City’s Department of Planning and Development. Compared to the other departments analyzed, Planning is considerably smaller, with only 42 current employees. Moreover, as Planning is not required to track the same type of data as the Fire, Police, and School Departments are, less information was readily available. However, the Director of the Planning Department did provide valuable figures and information to the Commission.

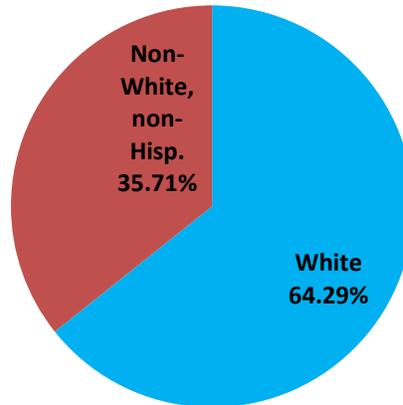
The Planning Department is more gender-balanced than the other departments analyzed in this report, with women holding nearly half of the department’s positions. However, like the other departments, Planning’s employees are disproportionately White compared to the city’s population. While specific data for each racial and ethnic minority group was not available, 15 out of the department’s 42 employees (35.71%) were identified as “non-White” by the Director. Additionally, the Director noted that women and minorities were “evenly distributed” throughout the salary range and are well represented among the leadership of the department.

The Planning Department’s history also provides an example of how the goals of diversity can be advanced through commitment and hard work. At the June 27 hearing, Commissioner Van Leesten related how, when he was Director of the Department of Planning, he took responsibility for building a quality workforce that was more diverse, increasing the number of minority employees in the 60-member department from 0% to 10%.

Gender of Planning Dept. Employees

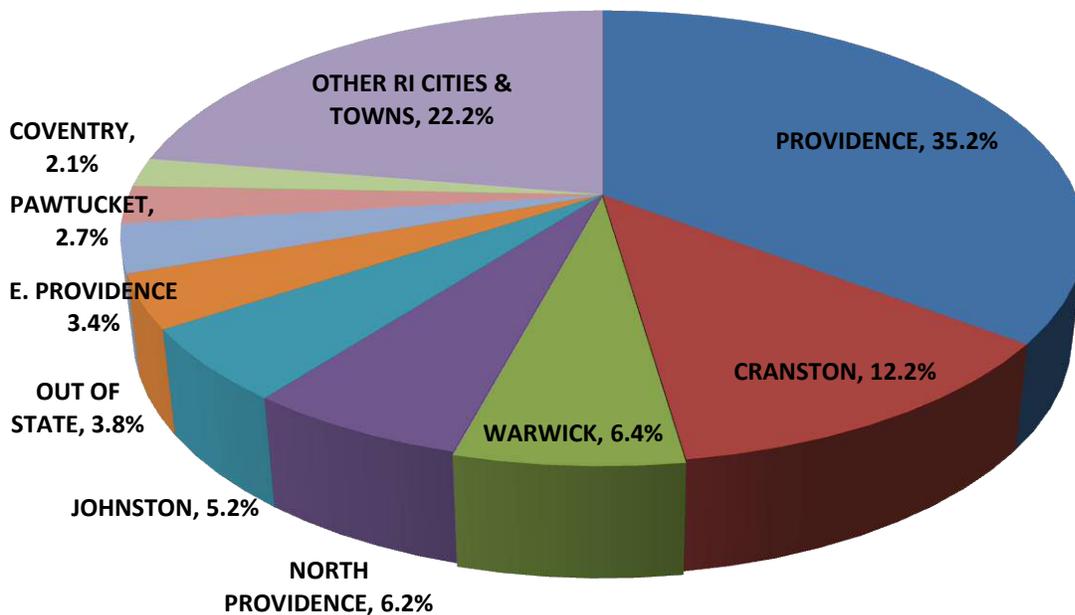


Race/Ethnicity of Planning Dept. Employees



C. Residency

While not part of the Commission’s formal charge, the issue of employee residence came up in discussions that noted the disparities in the makeup of City employees versus the City’s resident population. Utilizing payroll data, the Commission reviewed the residence of City employees (in the School Department and in all other City Departments). *See Exhibit 6.* The composition of the total workforce is displayed in this pie chart:



Nearly two-thirds (64.8%) of all City employees live outside of Providence, however, Providence houses a plurality of City employees, and more than 96% of City employees are Rhode Island residents. Besides Providence, the urban ring communities of Cranston, Warwick, North Providence, and Johnston house the largest numbers of Providence employees.

The residence of School Department employees is similar to those working in other departments, with 35.6% of School employees reside in Providence, compared to 34.5% of non-School employees, and 35.2% overall. Similarly, Cranston, Warwick, North Providence, and Johnston remained the most common locations for employees to reside outside of Providence (*see* Exhibit 6 for more information).

Providence used to have a residency requirement for City employees, but State law removed it. When the Providence adopted the Home Rule Charter of 1981, it required that all City employees hired after January 1<sup>st</sup>, 1983 to reside in Providence. In 1986, the Rhode Island Supreme Court upheld this residency requirement.<sup>19</sup> In 1990, residents voted to eliminate the requirement, but it was reinstated just two years later in 1992, over opposition from most of the City's labor unions. In 2000-04, the General Assembly overruled the City with general legislation ending local residency requirements State-wide.<sup>20</sup>

While State law prohibits residency requirements, it may permit residency preferences. At one Commission hearing, the Police Department representatives indicated that they have a residency preference during the recruitment process. Also, while he was a candidate, Mayor Elorza expressed interest in a residency incentive for police officers.<sup>21</sup>

### **III. Current Efforts to Increase Diversity and Equity**

During their presentations to the Commission, representatives of the City's major departments described various outreach, recruitment and other efforts to promote diversity and equity while maintaining a quality workforce. While each department employed different methods, the Commission observed common themes. Also, the presentations revealed several challenges and barriers to diversity and equity in City employment.

---

<sup>19</sup> See *Local No. 799, Intern. Ass'n of Firefighters AFL-CIO v. Napolitano*, 516 A.2d 1347 (R.I. 1986).

<sup>20</sup> See WPRI.com, "83% of Providence police employees don't live in the city", August 21, 2014, viewable at <http://wpri.com/2014/08/21/17-of-providence-police-employees-live-in-the-city/>.

<sup>21</sup> See n.20, above.

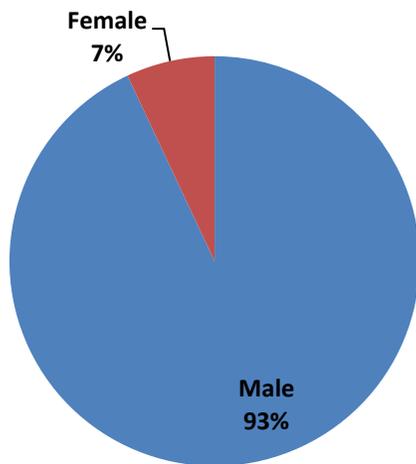
These departments targeted advertising in community-based publications, such as *Providence en Español* (which is no longer in print circulation but is available online), and *The Providence American*, which covers local news from the perspective of the African-American community. While the departments did not track the results of these efforts, they saw this type of advertising as an example of ways to reach out specifically to a diverse applicant pool.

Individual department recruitment efforts include the following:

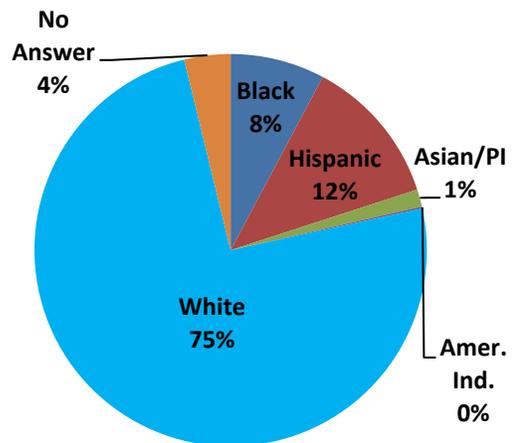
A. Fire Department

The Fire Department provided the Commission with demographic data on its most recent class of applicants to the fire academy. *See Exhibit 7.* The Department conducted extensive outreach; however, racial and ethnic minorities, as well as women, were underrepresented, with women making up 9% of applicants, and all racial and ethnic minorities combined representing approximately 23% of all applicants. It was also noted that 18% of applicants were Providence residents and only 10% of applicants were minorities who reside in Providence.

Gender of Fire Dept. Applicants



Race/Ethnicity of Fire Dept. Applicants



At the hearing, Commissioner Van Leesten asked Commissioner Pare about the Public Safety Department’s outreach efforts to Providence high school students interested in public safety careers. Commissioner Pare noted that other communities sponsor EMT training programs that eventually could lead to a public safety career, but Providence has not invested in such a “feeder program” to date. Commissioner Cano-Morales noted that Central Falls is supporting a similar program through the State’s Advanced Course Network, and that a larger State investment could benefit Providence and other cities and towns.

B. Police Department

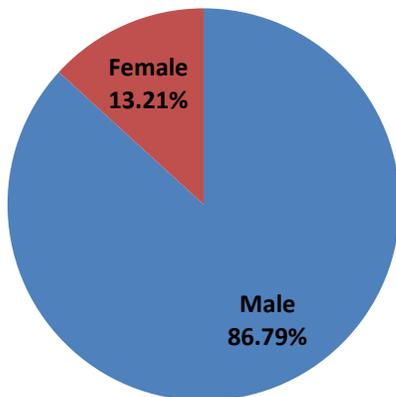
The Police Department has made significant investments in the recruitment of a diverse police force. The data of the recruiting classes (Exhibit 9) reflect an applicant pool that is much more representative of the City’s diversity than the composition of Police Department veterans.

This increasing diversity of the academy classes is the result of hard work by the Police Department. At the May 9 meeting, Sergeants Granata and Barros described a multi-pronged effort, including targeted advertising, involvement in community events, partnerships with community groups, involvement of current officers of color and personalized recruiting.

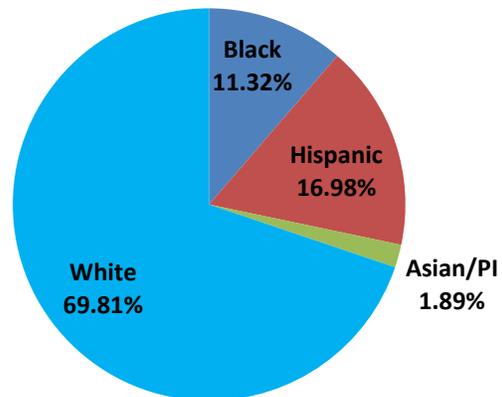
With this extensive effort, police applicants in 2013 and 2015 were considerably more diverse and somewhat more gender-balanced than the current employment of the Police Department, but there is more work to do. The largest disparity was among Hispanics, who represented only roughly one fifth of applicants in both 2013 and 2015, despite being roughly two fifths of the population of Providence.

The Commissioner of Public Safety supplied figures on those individuals selected for the 67<sup>th</sup> Police Recruit Academy (following the 2013 round of applications), *see* Exhibit 8, which again reflect a department that is steadily becoming more diverse but still under-represents racial and ethnic minorities compared to the population of city they serve. Nearly 70% of selected applicants were White, compared to less than half of the overall population and less than 60% of total applicants. Some progress was made in terms of gender balance, with seven women among the 53 selected recruits (13.21%), which brings the Providence Police closer to the national average. The Police Department also provided data concerning the composition of the applicant pool that passed the written examination in 2013 and 2015, indicating an increase in diversity. *See* Exhibit 10.

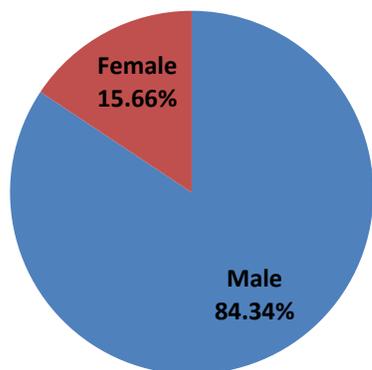
Gender of 2014 Selected Police Recruits



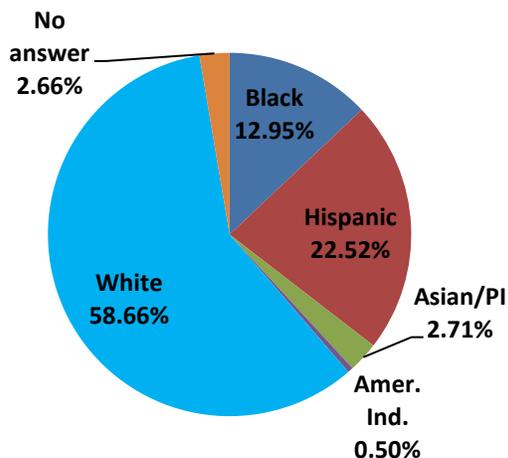
Race/Ethnicity of 2014 Selected Police Recruits



### Gender of 2015 Police Applicants



### Race/Ethnicity of 2015 Police Applicants



At the Commission hearing, the Police Department noted how its high school-based feeder program helps potential recruits understand the requirements of being a police officer and better prepares them for the rigors of the job. They found the program succeeded both in boosting minority recruitment and in improving the quality of the applicant pool. In a similar way, the State Police introduced a “diversity academy” program this summer, designed to help applicants from diverse backgrounds learn about police careers generally and the State Police Academy in particular. Recent state police academies had large proportions of recruits drop out because they struggled to meet the initial qualification standards. With this in mind, the State Police designed the diversity academy to prepare potential candidates, particularly minorities, for success at the academy and as troopers.

With regard to access to senior leadership positions, the Police Department’s promotion practices are regulated by specific processes set forth in Section 3 of the parties’ collective bargaining agreement (CBA). In addition to specifying minimum years of service, the CBA specifies the percentage weight assigned to the written examination (85% for sergeant, lieutenant and detective, 35% for captain), the minimum passing score, the amount of additional points awarded for education degrees and seniority, and the number of “service points” awarded in the chief’s discretion.

For example, the Police Department issued a March 15, 2015 Memorandum (*see* Exhibit 11) that describes the formation of a promotion list for the rank of Sergeant. Each candidate is given a score based on a written examination (100 points), formal education and seniority (up to 10 points) and up to 5 service points awarded in the Chief’s discretion. *Id.*

In prior years, minority candidates have complained that the written examination produces an unfair disparate impact. In response to a 2015 lawsuit, the City published tables comparing the Sergeant’s exam results for White, African-American and Latino candidates:

Exam Date	African-American Candidates			White Candidates		
	Candidates	Passers	Pass Rate	Candidates	Passers	Pass Rate
11/19/2005	5	0	0%	42	9	21.43%
5/24/2008	5	1	20%	8	30	26.67%
10/30/2010	6	1	16.67%	57	9	15.79%
6/23/2012	3	1	33.33%	50	8	16%

Exam Date	Hispanic/Latino Candidates			White Candidates		
	Candidates	Passers	Pass Rate	Candidates	Passers	Pass Rate
10/30/2010	10	0	0%	57	9	15.79%
6/23/2012	9	1	11.1%	50	8	16%

See Exhibit 12. While the lawsuit ultimately was dismissed, the tables indicate the limitations that the current written examination has in terms of producing a corps of senior officers that matches the composition of the police force as a whole, never mind the composition of the citizens they serve. Commissioner Pare acknowledged this limitation at the July 11 hearing.

There are different ways that the promotion process could be revised to encourage the development of a diverse, well-qualified force. For example, Central Falls enacted an ordinance (§22-20(g)(4)) for new hires that awards extra points for a year of City residence, military service and fluency in a second language spoken by at least 10% of the City’s residents. Also at the July 11 hearing, Commissioner Pare stated that other police departments have used “assessment centers” as an alternative procedure. Assessment centers can include oral examinations and role-playing exercises in which candidates are presented with situations and asked to respond to them. In order to be fair to all candidates (and to responsive to any challenges by unsuccessful ones), these alternative programs have to be rigorously developed and administered, which in turn requires a greater expense than a simple written examination.

C. School Department and Planning Department

The School and Planning Departments also mentioned less concrete, but still noteworthy, steps that they have taken to make their workforces more diverse and representative. Planning focused on its continued efforts to professionalize the department to meet the needs of residents, which includes such factors as ensuring that the staff speaks the many languages spoken in Providence. The School Department emphasized the willingness of PPSD leadership to look outside the standard education policy circles for employees with more diverse skills and backgrounds, especially among the main office staff.

Despite the many efforts of the various City departments, the Commission recognizes that many challenges and barriers remain. As previously noted, the pool of qualified applicants

may not resemble the City's population, which makes it more difficult to hire a sufficiently diverse workforce using equitable procedures.

#### **IV. Conclusions and Recommendations**

Having completed an initial review of equity and diversity in City government, the Commission has the following recommendations:

1. Within six (6) months, the administration should develop and begin to implement a plan to collect demographic data of City employees in a standard format.
2. Prior to entering into any future collective bargaining agreements, the administration should review their provisions concerning recruitment and promotion to develop a plan for increasing equity and diversity among each affected segment of the City's workforce.
3. Within twelve (12) months, the administration should prepare an enhanced baseline data study describing the City government's work force, by department, and measured against appropriate benchmarks, accompanied by an initial plan for increasing equity and diversity in City government.
4. After preparing the initial report described in Paragraph 3, the administration should prepare annual reports describing the City's implementation of its plan, and changes to the plan as appropriate.
5. The City Council should organize a facilitated retreat devoted to the issue of developing a sustainable culture of diversity and equity in City government.

The Commission's basis for these recommendations is as follows:

##### **A. Data Collection (Recommendation 1)**

The Commission appreciates the support and assistance it received from the City's departments in preparing this initial study. With that said, some departments currently lack the capability to collect data in sufficient detail. In those departments, new employees are not required to fill out surveys on their ethnicity or racial background, and there is no process in place by which employees can provide that information voluntarily. Unless and until the City creates a process for collecting that information, it is not possible to conduct the kind of citywide workforce analysis conducted in cities such as Boston or Seattle. The City's Affirmative Action Officer (*see* Section 906 of the Home Rule Charter) can take the lead in this effort.

In addition, the Commission recommends developing a uniform standard for how this information is collected or presentation by the different departments. For example, while the

Police and Fire Departments are able to disaggregate their data by rank, and the School Department by leadership positions, other departments weren't able to provide information at all. Moreover, it is unclear if the various demographic categories were explained to respondents the same way across each department or if those descriptions aligned with how the Census Bureau defines each category. Given the important and at times sensitive nature of these data, it is important to develop consistent and precise ways to describe and review them.

The City also can collect additional qualitative data to advance the goals of diversity and equity. In some cases, information concerning climate and culture within a department may help identify new opportunities to increase diversity and equity. Also, applicants may have useful information to help understand why some communities are represented in greater proportions than others within a given applicant pool for new City positions or promotions. Departments may benefit from exit interviews with departing employees learn more about workplace climate and culture, and its impact on diversity and equity.

B. Recruiting and Promotion (Recommendation 2)

The Commission recommends that City departments develop recruiting and promotion plans that include an analysis of the department's current level of equity and diversity, the levels of diversity in the qualified applicant pool, goals for improvement and action plans for achieving those goals.

For those departments with recruitment and/or promotional practices regulated by collective bargaining agreements, the Commission recommends the administration review the current provisions, consider amendments to improve equity and diversity, and propose those as part of negotiations.<sup>22</sup> Alternatively, the City Council has the authority to codify recruiting and promotional standards into ordinances that will apply on a prospective basis to all future collective bargaining agreements.

In two cases, the timing for this opportunity is propitious. The current collective bargaining agreements with the Fire and Police Departments are set to expire on June 30, 2017.

C. Planning and Oversight (Recommendations 3, 4, 5)

The Commission also recommends strategic planning and oversight to advance the goals of diversity and equity across all City departments. As noted above, larger cities have developed comprehensive baseline studies based upon rigorous data collection. Once completed, the baseline studies provide a foundation for setting ambitious goals, and developing strategic plans to attain those goals through concrete and realistic action steps. As noted above (*see* p.2, n.9,

---

<sup>22</sup> For example, Article X, §3 of the CBA between the City and Local 1033 (most City workers other than the School Department and sworn public safety officers) calls for seniority to be used as a tie-breaker for equally qualified candidates. If it is demonstrated that this tie-breaker is affecting diversity, perhaps an alternative can be negotiated.

above), Seattle has organized a Race and Social Justice Initiative to guide its planning and programs. The City of New Haven also has an ongoing planning process.<sup>23</sup> The plans also provide a basis for oversight to ensure they are successfully implemented. The Commission members hope that this initial report will provide a catalyst for this more extensive and important work.

As February's display at the Providence Public Library reminded us, our country has a long history of unequal opportunity, which we began to address during the civil rights era of fifty years ago. While the progress from those years still inspires, we have not sustained it in recent years at a national or local level. During the same half century, Providence has changed as a city with waves of new residents who are not adequately represented in our City's civil service. The Commission hopes this Report will provide some ideas to regain the momentum of the past and help the City advance towards a brighter future.

The members of the Commission thank the City Council for providing this opportunity to examine a set of issues that are critically important to the City's success, and look forward to being of further assistance in promoting and advancing equity and diversity in City government.

---

<sup>23</sup> New Haven has a written affirmative action plan it updates regularly. *See* <http://cityofnewhaven.com/HumanResources/pdfs/Affirmative%20Action%20Plan.pdf>

Appendix of Exhibits

	<u>Description</u>	<u>Page</u>
1	City Council Resolution 130	A-1
2	Fire Department Workforce Analysis/Officer Minority Breakdown	A-2
3	Police Department Analysis/Officer Minority Breakdown	A-3
4	Police Department Civilian Minority Breakdown	A-4
5	Providence Public Schools Job Group Analysis Summary	A-5
6	Where Providence Employees Live (3 pages)	A-6
7	Key Indicators of Fire Dept. Academy Applicants	A-9
8	Candidates Selected for 67 <sup>th</sup> Providence Police Academy	A-10
9	2015 Police Department Recruiting	A-11
	A. Recruitment Process	
	B. Background Phase	
	C. Providence Residents	
10	Comparison of 2013 and 2015 Police Recruitment Processes	A-13
11:	Police Department Memorandum, Series 2015, No. 4 regarding Sergeant eligibility list	A-15
12:	Pass rate data from Police Department Sergeant examinations: 2005-2012	A-19

# RESOLUTION OF THE CITY COUNCIL

No. 130

Approved April 15, 2016

WHEREAS, The City of Providence draws strength from a diverse population with ties to multiple communities and cultures; and

WHEREAS, The City of Providence appreciates and is committed to the goal of providing City services to residents of the highest quality; and

WHEREAS, The City of Providence also is committed to the goal of establishing a municipal work force that reflects the backgrounds of the residents whom it serves; and

WHEREAS, The City of Providence is also committed to the goal of providing equal employment opportunities to all of its residents.

NOW, THEREFORE, BE IT RESOLVED, That the Providence City Council hereby establishes a Special Commission to review the composition of the City's major departments from the standpoint of ethnic and gender diversity and equity, naming the following Commission members:

Council President Pro Tempore Sabina Matos, Chair

Councilman Samuel D. Zurier, Vice Chair

Councilman Mary Kay Harris

Councilman Wilbur Jennings

Anna Cano Morales, Director, Latino Policy Institute, Roger Williams University

Michael Van Leesten, Chief Executive Officer, OIC of Rhode Island

Sybil Bailey, or her designee

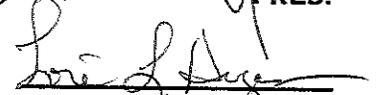
BE IT FURTHER RESOLVED, that the Commission is charged to review hiring and staffing levels in major City departments and to prepare a report with findings and recommendations for further action; and

BE IT FURTHER RESOLVED, that the Commission will submit its report to the City Council on or before October 7, 2016.

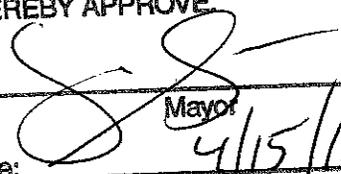
IN CITY COUNCIL

APR 07 2016

READ AND PASSED

  
\_\_\_\_\_  
PRES.  
  
\_\_\_\_\_  
CLERK

I HEREBY APPROVE

  
\_\_\_\_\_  
Mayor  
Date: 4/15/16

PROVIDENCE FIRE DEPARTMENT

OFFICER MINORITY BREAKDOWN

TOTAL OFFICERS: 342

	MALES	%	FEMALES	%	TOTAL	%				
Black	30	8.77%	1	0.29%	31	9.06%				
Hispanic	35	10.23%	0	0.00%	35	10.23%				
Asian Pl	7	2.05%	0	0.00%	7	2.05%				
Am. Ind	2	0.58%	0	0.00%	2	0.58%				
White	256	74.85%	11	3.22%	267	78.07%				
<b>TOTALS</b>	<b>330</b>	<b>96.49%</b>	<b>12</b>	<b>3.51%</b>	<b>342</b>	<b>100.00%</b>				

Total Minority w/o Females	74	21.64%	Total Minority w/Females:	75	21.93%
Total Non Minority w/Females	267	78.07%	Total Non Minority w/o Females:	256	74.85%

FIRE DEPARTMENT WORKFORCE ANALYSIS

BASED on RANK (342 - Actual)

Rank	W/M	W/F	B/M	B/F	H/M	H/F	API/M	API/F	AI/M	AI/F	Totals
Fire Chief											0
Asst. Chief of Operations											0
Asst. Fire Chief											0
Director of Training	1										1
Deputy Asst. Fire Chief	1										1
Fire Battalion Chief	3										3
Fire Captain	23										23
Captain Dispatcher		1									1
Fire Rescue Capt.	7										7
Fire Prevention Capt.	1										1
Person in Charge/Carpenter	1										1
Person in Charge/Supply	1										1
Person in Charge/Air	1										1
Fire Lieutenant	46		1		1				1		49
Fire Rescue Lt.	7	3	1	1	3						15
Fire Dispatch Lt.	4	1									5
Training Instructor	1										1
Fire Rescue Tech	17	1	3		4						25
Fire Fighter Car 79	2										2
Fire Fighter Car 56	4										4
Fire Fighter/Plan Reviewer	3				1						4
Fire Fighter	133	5	25		26		7		1		197
<b>Total</b>	<b>256</b>	<b>11</b>	<b>30</b>	<b>1</b>	<b>35</b>	<b>0</b>	<b>7</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>342</b>

**PERSONNEL REPORT**

**Minority Listing**

**May 3, 2016**

**OFFICER MINORITY BREAKDOWN**

**TOTAL OFFICERS: 407**

	MALES	%	FEMALES	%	TOTAL	%			
Black	34	8.35%	1	0.25%	35	8.60%			
Hispanic	47	11.55%	3	0.74%	50	12.29%			
Asian PI	9	2.21%	1	0.25%	10	2.46%			
Am. Ind	1	0.25%	0	0.00%	1	0.25%			
White	284	69.78%	27	6.63%	311	76.41%			
<b>TOTALS</b>	<b>375</b>	<b>92.14%</b>	<b>32</b>	<b>7.86%</b>	<b>407</b>	<b>100.00%</b>			

Total Min. w/o W/Females	96	23.59%	Total Min. w/ W/Females:	123	30.22%
Total Non-Min. w/ W/Females	311	76.41%	Total Non-Min. w/o W/Females:	284	69.78%

**POLICE DEPARTMENT WORKFORCE ANALYSIS**

**BASED on RANK (407 - Actual)**

Rank	W/M	W/F	B/M	B/F	H/M	H/F	API/M	API/F	AI/M	AI/F	Totals
Colonel	1										1
Commdr.	1										1
Major	2				1						3
Captain	6				1						7
Inspector	0										0
Lieuten.	11	4			2						17
Sergeant	41	1	3		4		1				50
Detective	33	5	5		2						45
Officer	189	17	26	1	37	3	8	1	1	0	283
<b>Total</b>	<b>284</b>	<b>27</b>	<b>34</b>	<b>1</b>	<b>47</b>	<b>3</b>	<b>9</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>407</b>

**CIVILIAN PERSONNEL REPORT**

**Minority Listing**

**May 3, 2016**

**CIVILIAN MINORITY BREAKDOWN**

**TOTAL CIVILIANS: 99**

	<b>MALES</b>	<b>%</b>	<b>FEMALES</b>	<b>%</b>		<b>TOTAL</b>	<b>%</b>
Black	3	3.03%	10	10.10%		13	13.13%
Hispanic	6	6.06%	10	10.10%		16	16.16%
Asian PI	0	0.00%	0	0.00%		0	0.00%
Am. Ind	0	0.00%	0	0.00%		0	0.00%
White	19	19.19%	51	51.52%		70	70.71%
<b>TOTALS</b>	<b>28</b>	<b>28.28%</b>	<b>71</b>	<b>71.72%</b>		<b>99</b>	<b>100.00%</b>

# JOB GROUP ANALYSIS SUMMARY

Agency: Providence Public Schools

DATE: 20-Apr-16

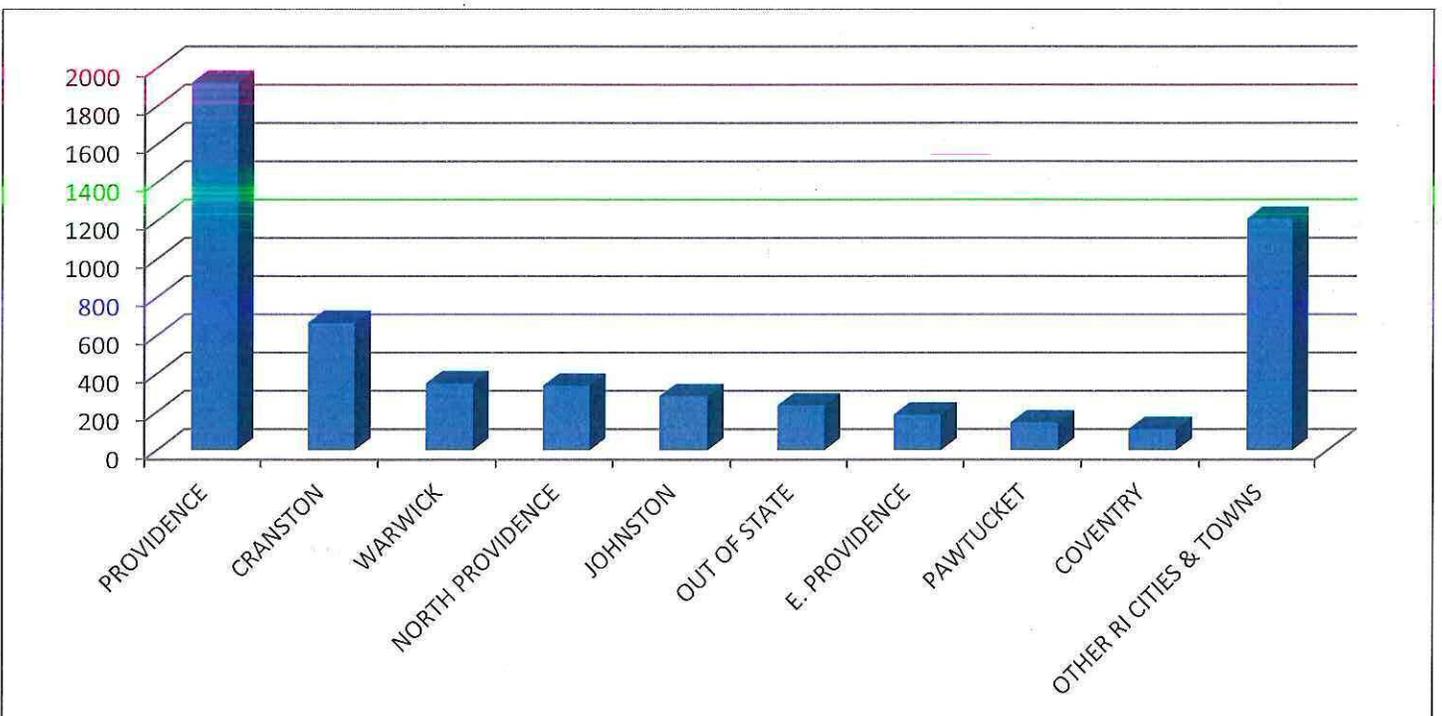
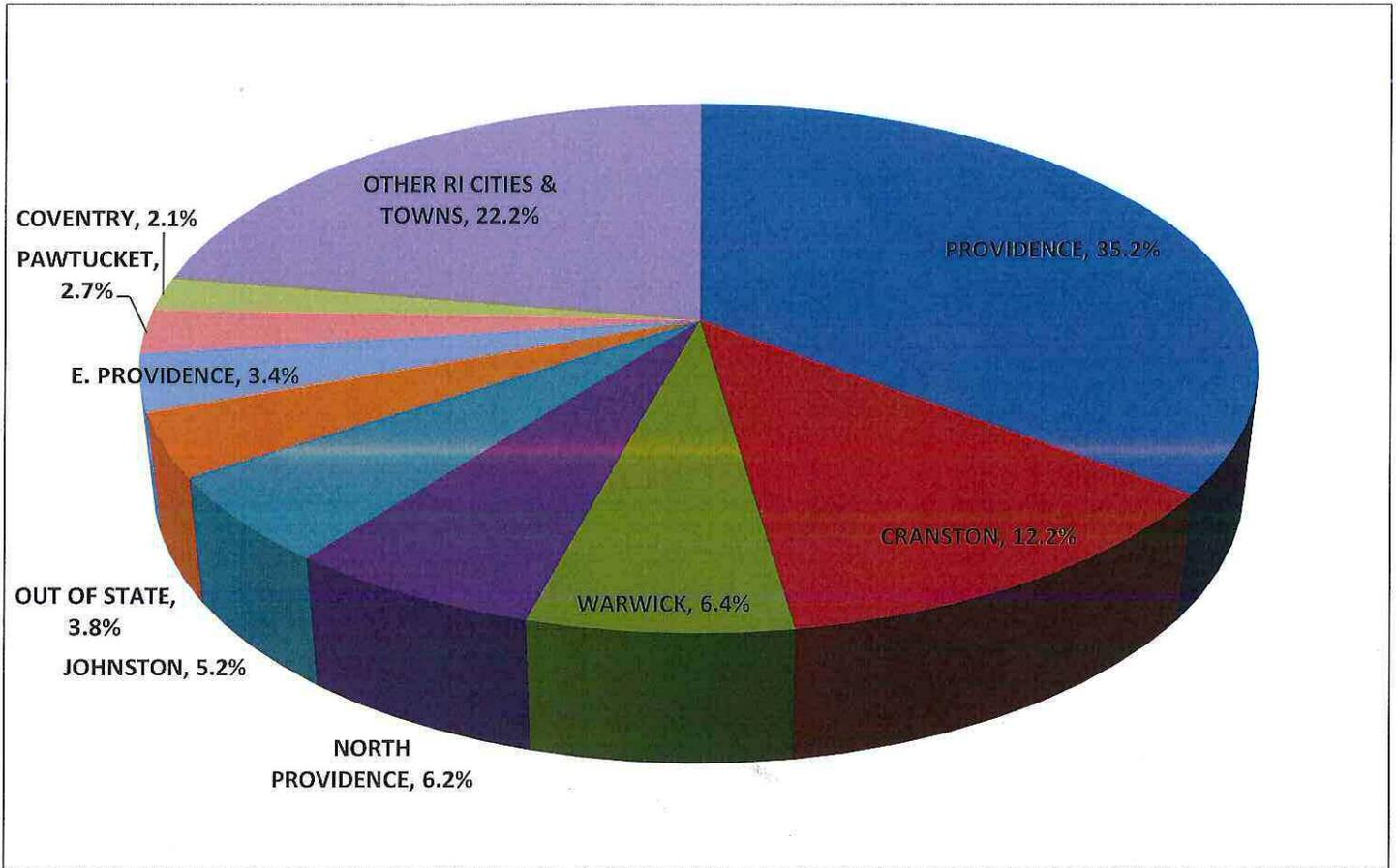
EEO Job Categories	Total Employees	Total Minorities	Total Disabled	Total Veterans	Male					Female						
					Total Males	White	Black	Hispanic	Asian/Pacific Islander	American Indian Alaskan	Total Females	White	Black	Hispanic	Asian/Pacific Islander	American Indian Alaskan
Officials/Managers/Administrators	113	39	0	0	40	28	4	6	2	0	74	46	13	8	6	0
Professionals	115	41	0	0	35	19	7	6	3	0	80	55	9	12	4	0
Faculty	2161	440	0	0	538	422	62	47	7	0	1603	1279	123	166	31	4
Technicians	2	1	0	0	1	0	1	0	0	0	1	1	0	0	0	0
Para-Professionals	531	298	0	0	70	31	19	17	3	0	461	202	94	146	14	5
Administrative Support	247	129	0	0	22	8	7	5	2	0	225	110	57	48	7	3
Service Maintenance	379	289	0	0	70	23	21	26	0	0	309	67	103	132	6	1
<b>GRAND TOTAL</b>	<b>3548</b>	<b>1237</b>	<b>0</b>	<b>0</b>	<b>776</b>	<b>581</b>	<b>121</b>	<b>107</b>	<b>17</b>	<b>0</b>	<b>2753</b>	<b>1760</b>	<b>389</b>	<b>512</b>	<b>68</b>	<b>13</b>

Percentages by Category:	34.86%	0.00%	21.87%	14.97%	3.41%	3.02%	0.48%	77.59%	49.61%	11.25%	14.43%	1.92%	0.37%
--------------------------	--------	-------	--------	--------	-------	-------	-------	--------	--------	--------	--------	-------	-------

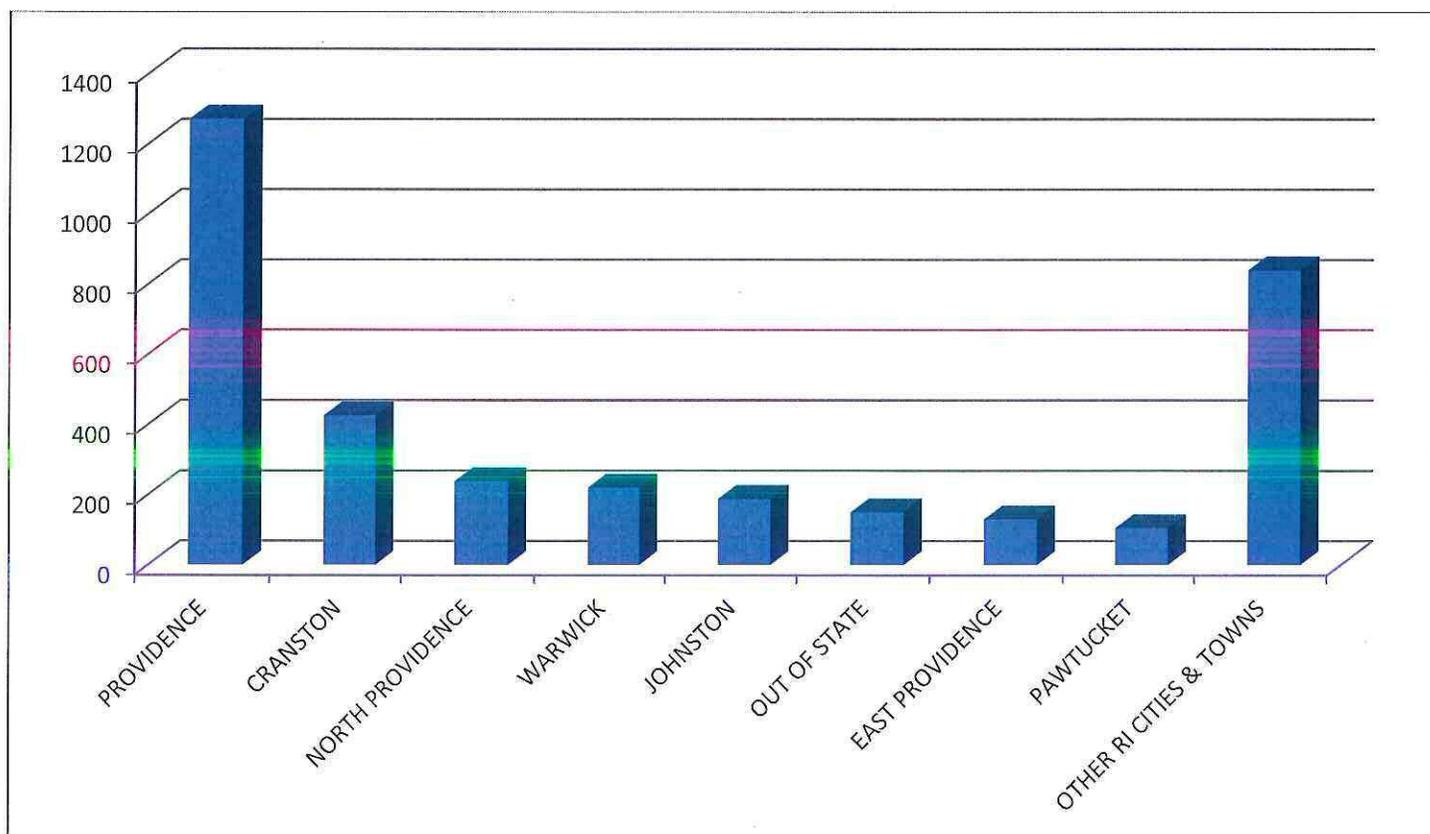
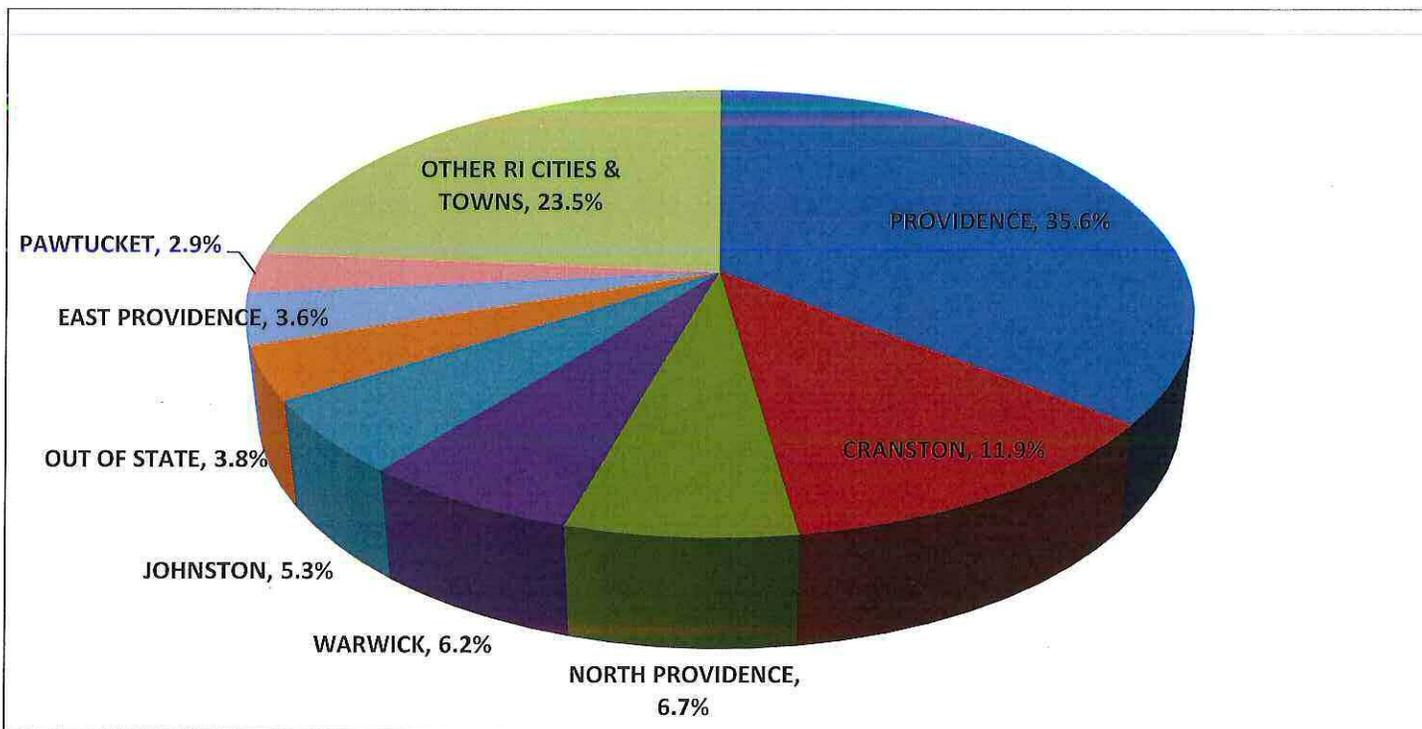
Black 14.66%  
 Hispanic 17.45%  
 American Indian 2.40%  
 Asian Pacific 0.37%

# Where City of Providence Employees Live

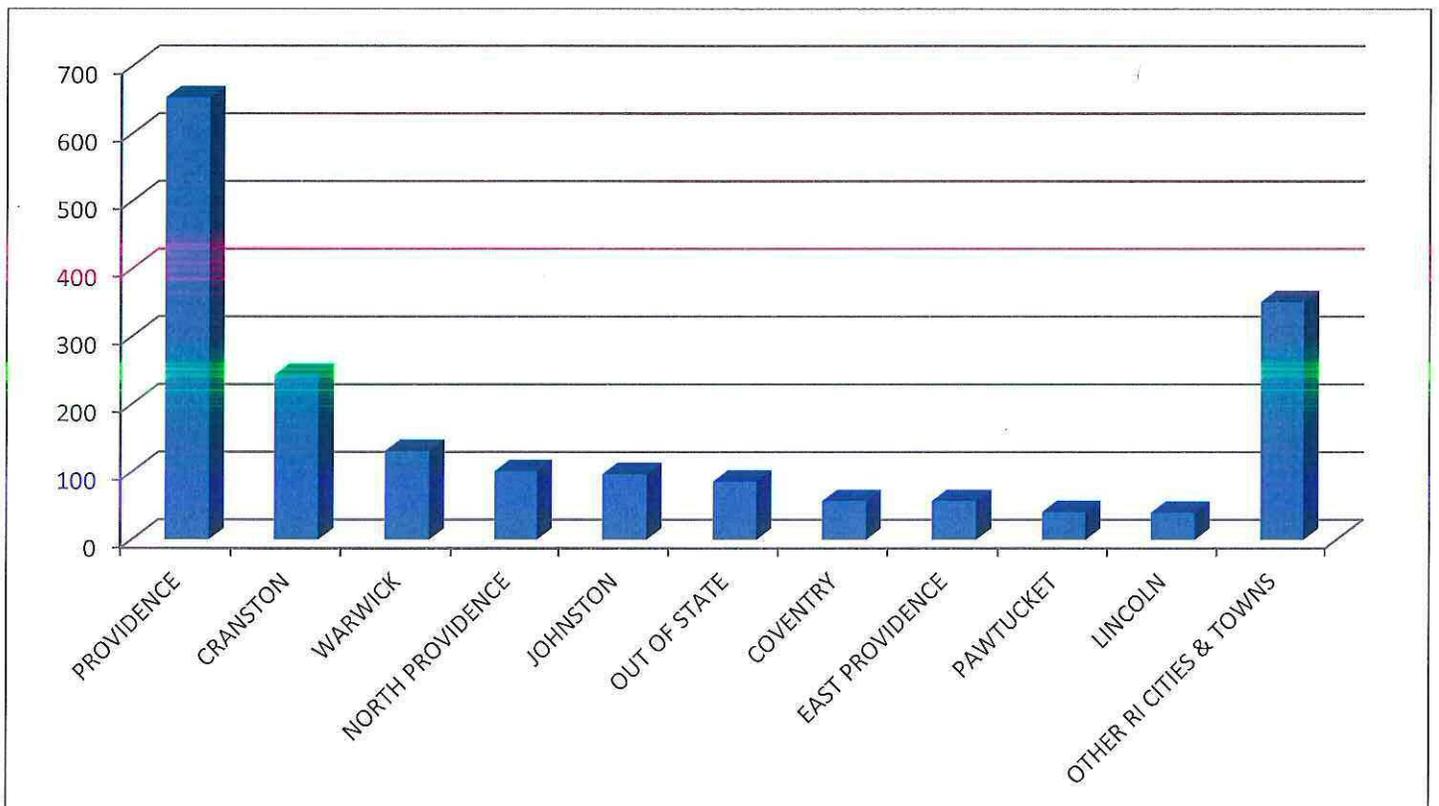
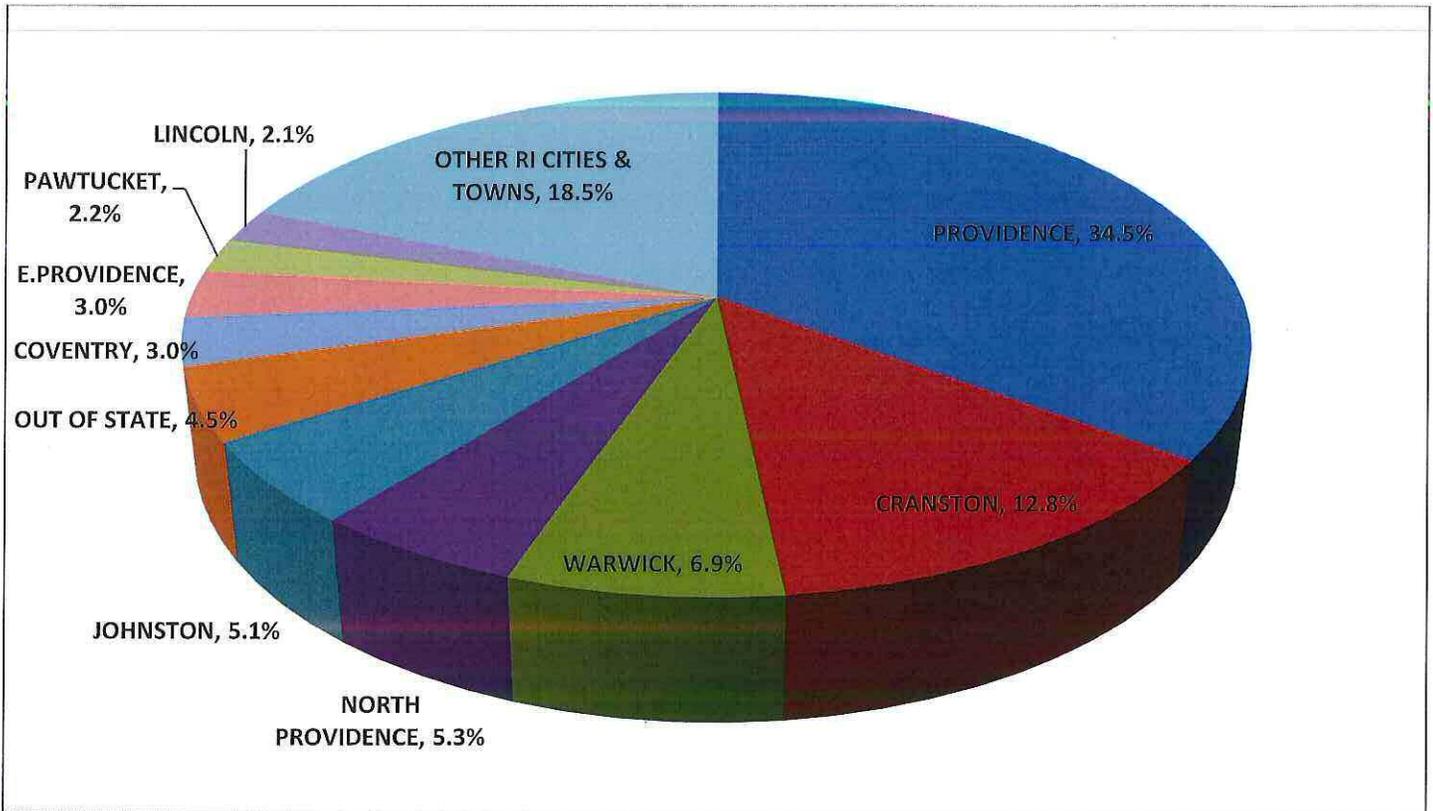
Total City Employees:



School Department Employees Only:



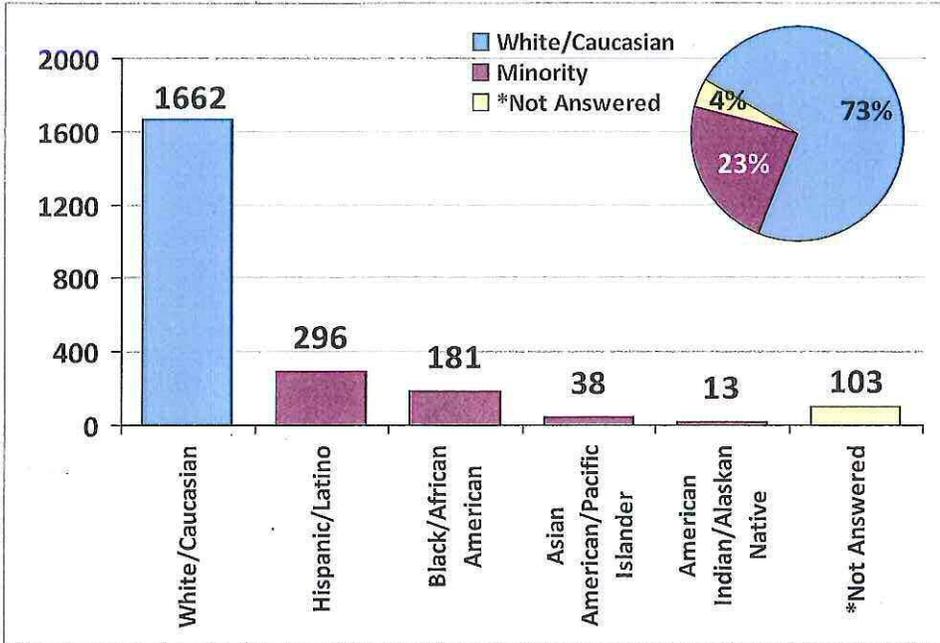
**City Employees, not including School Department:**



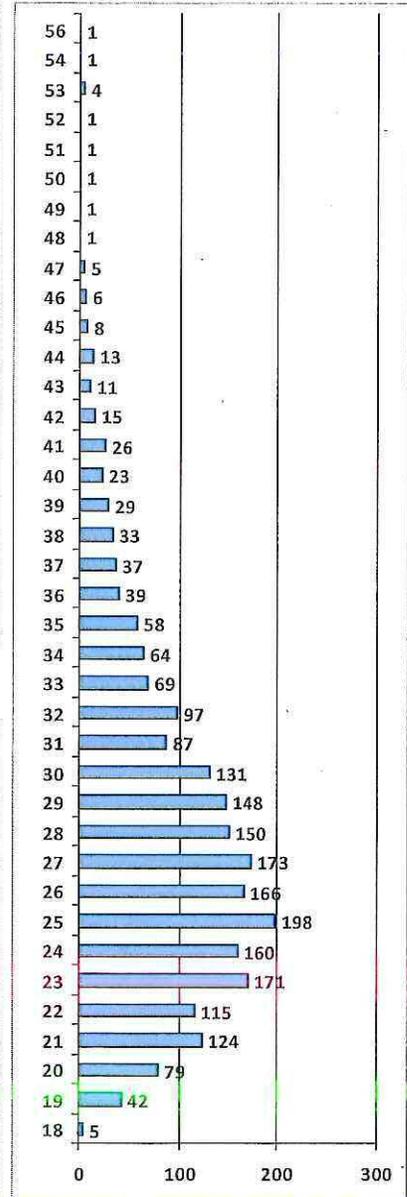
# Key Indicators of applicants applying to Providence Fire Dept.

2293 Applications Received between 2/26/2015 9:15:00 PM and 6/2/2016 11:17:00 AM

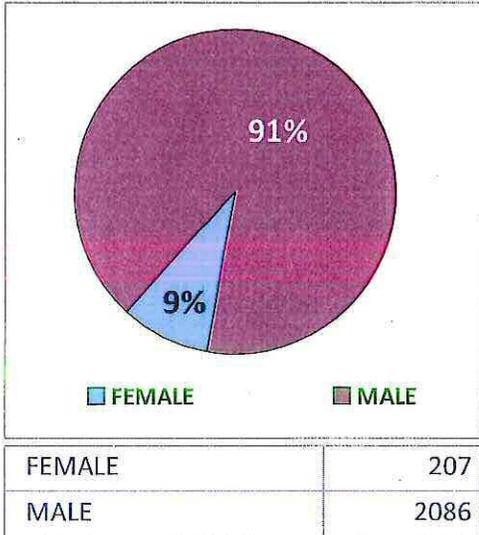
## Ethnicity of Applicants



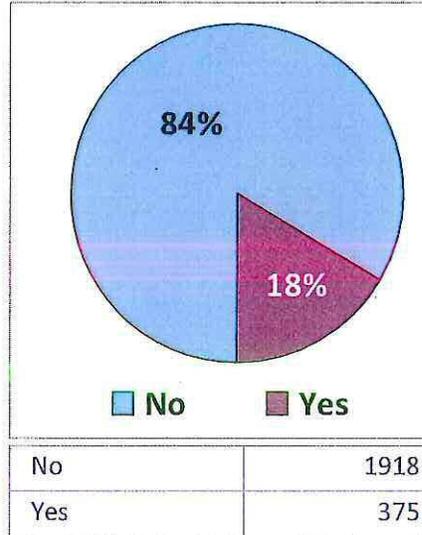
## Age of Applicant



## Gender of Applicants



## Providence Residents



Prov. Minority Applicants	239	10% of total applicants
Prov. Female Applicants	70	3% of total applicants
All RI Applicants	1599	70% of total applicants
RI Female Applicants	165	7% of total applicants

Thursday, June 09, 2016



PROVIDENCE POLICE DEPARTMENT - 2015 RECRUITMENT PROCESS - ALL APPLICATIONS							
Race	Sex	Total	Percentage	Minorities	Percentage		
American Indian/Alaskan Native	FEMALE	2	0.09%	1043	47.07%		
American Indian/Alaskan Native	MALE	9	0.41%				
Asian American/Pacific Islander	FEMALE	9	0.41%				
Asian American/Pacific Islander	MALE	51	2.30%				
Black/African American	FEMALE	48	2.17%				
Black/African American	MALE	239	10.79%	<b>TOTAL FEMALES:</b>			
Hispanic/Latino	FEMALE	102	4.60%	347	15.66%		
Hispanic/Latino	MALE	397	17.92%				
No Designation Specified	FEMALE	9	0.41%	<b>TOTAL MALES:</b>			
No Designation Specified	MALE	50	2.26%	1869	84.34%		
White/Caucasian	FEMALE	177	7.99%				
White/Caucasian	MALE	1123	50.68%	<b>TOTAL APPLICATIONS</b>			
<b>Total</b>	<b>Total</b>	<b>2216</b>		<b>2216</b>	<b>100%</b>		

PROVIDENCE POLICE DEPARTMENT - 2015 RECRUITMENT PROCESS - BACKGROUND PHASE							
Race	Sex	Total	Percentage	Minorities	Percentage		
American Indian/Alaskan Native	FEMALE	0	0.00%				
American Indian/Alaskan Native	MALE	0	0.00%	108	45.00%		
Asian American/Pacific Islander	FEMALE	2	0.83%				
Asian American/Pacific Islander	MALE	4	1.67%				
Black/African American	FEMALE	7	2.92%				
Black/African American	MALE	24	10.00%	<b>TOTAL FEMALES:</b>			
Hispanic/Latino	FEMALE	7	2.92%	33	13.75%		
Hispanic/Latino	MALE	47	19.58%				
No Designation Specified	FEMALE	1	0.41%	<b>TOTAL MALES:</b>			
No Designation Specified	MALE	2	0.83%	207	86.25%		
White/Caucasian	FEMALE	16	6.67%				
White/Caucasian	MALE	130	54.17%	<b>TOTAL BACKGROUNDS</b>			
<b>Total</b>	<b>Total</b>	<b>240</b>		<b>240</b>	<b>100%</b>		

<b>PROVIDENCE POLICE DEPARTMENT - 2015 RECRUITMENT PROCESS – BACKGROUND PHASE – PROVIDENCE RESIDENTS</b>					
<b>Race</b>	<b>Sex</b>	<b>Total</b>	<b>Percentage</b>		
American Indian/Alaskan Native	FEMALE	0	0.00%	<b>Minorities</b>	<b>Percentage</b>
American Indian/Alaskan Native	MALE	0	0.00%	37	77.08%
Asian American/Pacific Islander	FEMALE	1	2.08%		
Asian American/Pacific Islander	MALE	1	2.08%		
Black/African American	FEMALE	4	8.33%		
Black/African American	MALE	6	12.50%	<b>TOTAL RESIDENTS:</b>	
Hispanic/Latino	FEMALE	2	4.17%	48	20.00%
Hispanic/Latino	MALE	22	45.84%		
No Designation Specified	FEMALE	0	0.00%	<b>TOTAL NON- RESIDENTS:</b>	
No Designation Specified	MALE	1	2.08%	192	80.00%
White/Caucasian	FEMALE	1	2.08%		
White/Caucasian	MALE	10	20.84%	<b>TOTAL BACKGROUNDS</b>	
	<b>Total</b>	<b>48</b>		240	100%

PPD RECRUITMENT PROCESS BREAKDOWN  
 WRITTEN EXAM PASS - COMPARISON  
 2013 vs. 2015

PROVIDENCE POLICE DEPARTMENT - 2013 WRITTEN EXAMINATION - PASS				
Race	Gen	Total	Percent	Percent
American Indian / Alaskan Native	F	0	0%	
American Indian / Alaskan Native	M	3	0.68%	163 36.79%
Asian American/Pacific Islander	F	0	0%	
Asian American/Pacific Islander	M	5	1.13%	
Black/African American	F	7	1.58%	
Black/African American	M	34	7.67%	<b>TOTAL FEMALES:</b>
Hispanic/Latino	F	9	2.03%	47 10.61%
Hispanic/Latino	M	74	16.70%	
No Designation Specified	F	1	0.23%	<b>TOTAL MALES:</b>
No Designation Specified	M	8	1.81%	396 89.39%
White/Caucasian	F	30	6.77%	
White/Caucasian	M	272	61.40%	<b>TOTAL WRITTEN EXAM:</b>
<b>Totals</b>		<b>443</b>	<b>100%</b>	443 100%

PROVIDENCE POLICE DEPARTMENT - 2015 WRITTEN EXAMINATION - PASS				
Race	Gen	Total	Percent	Percent
American Indian / Alaskan Native	F	0	0%	
American Indian / Alaskan Native	M	0	0%	124 43.36%
Asian American/Pacific Islander	F	2	0.70%	
Asian American/Pacific Islander	M	4	1.40%	
Black/African American	F	9	3.15%	
Black/African American	M	25	8.74%	<b>TOTAL FEMALES:</b>
Hispanic/Latino	F	7	2.45%	36 12.59%
Hispanic/Latino	M	55	19.23%	
No Designation Specified	F	1	0.35%	<b>TOTAL MALES:</b>
No Designation Specified	M	4	1.40%	250 87.41%
White/Caucasian	F	17	5.94%	
White/Caucasian	M	162	56.64%	<b>TOTAL WRITTEN EXAM:</b>
<b>Totals</b>		<b>286</b>	<b>100%</b>	286 100%



# PROVIDENCE POLICE DEPARTMENT

HEADQUARTERS  
COLONEL HUGH B. CLEMENTS, JR.  
CHIEF OF POLICE



TYPE OF ORDER	NUMBER/SERIES	ISSUE DATE	EFFECTIVE DATE
Memorandum	#4 Series 2015	1/15/2015	1/15/2015
SUBJECT TITLE	PREVIOUSLY ISSUED DATES		
Sergeant Eligibility List	N/A		
REFERENCE	RE-EVALUATION DATE		
Eligibility Criteria and Study Materials	N/A		
SUBJECT AREA	DISTRIBUTION		
Testing for the rank of Sergeant	All Sworn Personnel		

The Providence Police Department wishes to establish an eligibility list consisting of ten (10) candidates for promotion to the rank of Sergeant.

### ELIGIBILITY CRITERIA

In accordance with Article IV, Section 2, of the 2007-2015 Collective Bargaining Agreement between the City of Providence, ("City"), and Providence Lodge No. 3 of the Fraternal Order of Police, ("FOP"), entitled "Vacancies - Officers' Ranks", all police officers who were appointed on or before July 14, 2008 shall be eligible to compete for promotion to the rank of Sergeant. Be advised that the cut-off date for educational and seniority points is July 14, 2013.

### CRITERIA FOR SELECTION

#### Written Police Knowledge Examination:

The written examination shall have a maximum attainable raw examination score of one hundred (100) points. The written examination shall consist of one hundred (100) multiple choice questions. Candidates shall not be asked to provide as an answer to any examination question:

- The amounts of any monetary fines that may be imposed for a violation of a specific statute.
- The lengths of any terms of imprisonment, incarceration, community service, license suspension, or the like, that may be imposed for a violation of a specific statute.

Each candidate's raw examination score shall be multiplied by .85, and the result shall be considered the candidate's final examination score. Candidates must receive a minimum raw written examination score of 70 points in order to be eligible for promotion.

**Educational and Seniority Points:**

Up to ten (10) points shall be awarded to each candidate based upon the candidate's education and seniority, as follows:

<u>Education</u>	<u>Points</u>	<u>Seniority</u>	<u>Points</u>
Bachelor's Degree	5	Over 15 years seniority	5
Associate's Degree	4	13 -15 years seniority	4
31 to 45 credits	3	10 -13 years seniority	3
16 to 30 credits	2	7 - 10 years seniority	2
Up to 15 credits	1	4 - 7 years seniority	1

With respect to educational points, a candidate must actually possess either a Bachelor's degree or an Associate's degree issued by the educational institution. So-called "equivalency degrees" shall not be acceptable as degrees for educational point purposes.

**Service Points**

Up to five (5) points shall be awarded to each candidate by the Chief of Police in his sole discretion. In awarding these points, the Chief may take into consideration the candidate's overall performance as a police officer; including, but not limited to, letters of commendation, letters of merit, unused sick time, etc.

Each candidate's final ranking on the eligibility list shall be determined by the summation of the candidate's final written examination score, educational points, seniority points, and service points. Candidates achieving identical summation scores shall be ranked according to their Department seniority.

The eligibility list shall remain in effect until all of the eligible candidates thereupon have been promoted or have had their name(s) removed therefrom for cause.

Application for the rank of Sergeant shall be made on the Department's official "PROMOTION APPLICATION" form. This form is available on the Department computer within the "Promotion Application" folder on the "shared (\lppd-ntsrv-1) (S:)" drive.

Applicants must complete the form electronically by navigating to the appropriate data fields within the form and selecting or editing them accordingly. The completed form must then be printed and signed by the candidate. Applications that are not completed electronically will not be accepted.

Each applicant must personally (except where illness or injury prevents a candidate from doing so; in which case the necessary documentation may be submitted by his/her

designee) deliver their completed and signed application form, AND either (1) an acceptable copy of their Bachelor's or Associate's Degree or (2) an acceptable transcript substantiating their educational points, to the Human Resources Bureau at the time of application. Applications will not be accepted under any circumstances without this complete set of documentation.

The deadline time and date for submitting promotion applications is 4:00 PM, Friday, January 30, 2015.

**COMMANDING OFFICERS SHALL BE RESPONSIBLE FOR THE NOTIFICATION OF THOSE INDIVIDUALS UNDER THEIR COMMAND WHO MAY BE ABSENT FROM DUTY FOR REASONS OF FURLOUGH, SICKNESS, INJURY, ETC., OF THE PROVISIONS OF THIS MEMORANDUM.**

In accordance with the contractual provisions previously cited in this Memorandum, the City has selected Booth Research Group, Inc., Dr. Walter S. Booth, 19029 East Plaza Drive, Suite 200, Parker, CO 80134 to develop and prepare the written examination. Community Services of the Community College of Rhode Island (CCRI) shall be responsible for administering the promotional examination.

Contacting Booth Research Group, Inc., including Dr. Walter S. Booth or any other company employees, in any manner (i.e., email, telephone, in writing, etc.), is strictly prohibited.

The examination will be administered on Saturday, February 28, 2015, at 2:00 PM, in Room #2510, a.k.a. the "Bobby Hackett Theater", at CCRI, Warwick Campus. All candidates should arrive by 1:45 PM so that all administrative matters can be completed before the 2:00 PM start time. Campus parking is available.

Substantial detailed knowledge of the material contained in the reference sources will directly affect a candidate's ability to answer the written examination questions correctly.

The following reference sources have been agreed to by the City and the FOP for the purpose of deriving questions for this examination:

1. Source #1, from which 25 questions are derived: Titles 3 and 31 of the Rhode Island General Laws.
2. Source #2, from which 25 questions are derived: Titles 11 and 12 of the Rhode Island General Laws.
3. Source #3, from which 25 questions are derived: Selected Rules and Regulations, General Orders, and Memoranda of the Providence Police Department, and City of Providence Ordinances.

4. **Source #4**, from which 25 questions are derived: **Effective Police Supervision, 7<sup>TH</sup> Edition**, by Harry W. More and Larry S. Miller; ISBN-10: 1455777609; ISBN-13: 978-1455777600; which is published by Routledge, Taylor & Francis Group. The book can be purchased from Amazon at: [http://www.amazon.com/Effective-Police-Supervision-Harry-More/dp/1455777609/ref=sr\\_1\\_1?ie=UTF8&qid=1420824264&sr=8-1&keywords=effective+police+supervision+7th+edition](http://www.amazon.com/Effective-Police-Supervision-Harry-More/dp/1455777609/ref=sr_1_1?ie=UTF8&qid=1420824264&sr=8-1&keywords=effective+police+supervision+7th+edition), or through Routledge, Taylor & Francis Group at: <http://www.routledge.com/books/details/9781455777600/>. The approximate cost of the book is \$58.00.

The following chapters within Source #4 have been excluded from the examination material:

1. Chapter 14 - Tactical Operations.
2. Chapter 15 - Labor Relations.
3. Chapter 16 - Homeland Security and Terrorism.

At the time of application, applicants are provided with an individually-numbered compact disk (CD) containing Sources #1, #2, #3, and a copy of this Memorandum. To ensure accessibility, Sources #1, #2, #3 are presented in two different formats:

1. Microsoft Word 97/2003 format (.DOC), which is fully compatible with Microsoft Word 97 and later versions.
2. Adobe Acrobat Portable Document Format (.PDF), which can be opened with the free Adobe Reader, downloadable at: <http://get.adobe.com/reader/>.

**REGARDING REFERENCE SOURCES #1, #2, AND #3: CANDIDATES ARE RESPONSIBLE ONLY FOR THE MATERIAL CONTAINED ON THE COMPACT DISK. THE EXAMINATION DEVELOPER, BOOTH RESEARCH GROUP, INC., HAS BEEN PROVIDED WITH THIS SAME CD FROM WHICH TO DERIVE EXAMINATION QUESTIONS.**

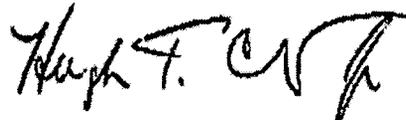
**ULTIMATELY, IT IS THE INDIVIDUAL RESPONSIBILITY OF EACH APPLICANT TO OBTAIN ALL REFERENCE SOURCE MATERIALS.**

APPROVED:



STEVEN M. PARÉ  
COMMISSIONER  
DEPARTMENT OF PUBLIC SAFETY

APPROVED:



HUGH T. CLEMENTS, JR.  
COLONEL  
CHIEF OF POLICE

that the selection of one different person would result in a change in the finding of adverse impact, that no adverse impact should be found.

On two of the four examinations in question, the pass rate for African-American candidates was higher than the pass rate for White candidates. On the other two examinations, if one additional African-American candidate had been selected, no impact would have existed against this group, and in fact African-American candidates would have promoted at a higher pass rate than White candidates. These figures are tabled below. In fact, there is no evidence at all of disparate impact against African-American candidates on any of the examinations.

	Number of Candidates	Number of Passers	Pass Rate	Change in One	New Pass Rate
<b>6-23-2012 Sergeant Exam</b>					
African-American candidates	3	1	33.33%	African-American pass rate is higher	N/A
White candidates	50	8	16.00%		
<b>10-30-2010 Sergeant Exam</b>					
African-American candidates	6	1	16.67%	African-American pass rate is higher	N/A
White candidates	57	9	15.79%		
<b>5-24-2008 Sergeant Exam</b>					
African-American candidates	5	1	20.00%	2	40.00%
White candidates	30	8	26.67%	7	23.33%
<b>11-19-2005 Sergeant Exam</b>					
African-American candidates	5	0	0%	1	20.00%
White candidates	42	9	21.43%	8	19.05%

A similar analysis was used to examine the effect of the selection system on Hispanic candidates for the two examinations which Mr. Garcia sat for. These figures are shown below.

	Number of Candidates	Number of Passers	Pass Rate	Change in One	New Pass Rate
<b>6-23-2012 Sergeant Exam</b>					
Hispanic/Latino	9	1	11.11%	2	22.22%
White	50	8	16.00%	7	14.00%
<b>10-30-2010 Sergeant Exam</b>					
Hispanic/Latino	10	0	0.00%	1	10.00%
White	57	9	15.79%	8	14.04%

These analyses show that in the 2012, no disparate impact exists against Hispanic/Latino candidates. If a single additional Hispanic candidate had been selected on the 2012 examination, the selection rate for Hispanic candidates would have been higher than the selection rate for White candidates. On the 10-30-2010 examination, addition of a single Hispanic candidate does not even the selection rates, but they are very close (10.00% versus 14.04%). Indeed, if an additional 1.4 Hispanic candidates had been selected, the pass rate for Hispanics would have been higher than the White pass rate.<sup>1</sup>

Using the 1978 Uniform Guidelines criteria, there is no disparate impact against African-American candidates for the four selection systems under consideration. For two of the four years, the African-American selection rate was higher than for White candidates. For the other two years, a change in status of a single candidate would have caused the African-American pass rate to have exceeded the White pass rate. For Hispanic candidates, a change in status of 1 to 1.4 candidates would have caused the Hispanic selection rate to exceed the White selection rate. Under the 1978 Uniform Guidelines on Employee Selection Procedures and the Questions and Answers to Clarify and Provide a Common Interpretation of the Uniform Guidelines on

<sup>1</sup> In that case, 1.4 Hispanic candidates would have been selected, for a selection rate of 1.4 out of 10 candidates or 14.00%. The White selection rate would have been 9 minus 1.4 or 7.6 candidates for a selection rate of 7.6/57 or 13.33%. Because the numbers are so small, even a fraction of a person can make a large difference in the selection rates that are obtained.