

**Gender Study of City of Cincinnati Government  
Final Report  
for  
Phase One (2017-2018) and Two (2018-2019)**

**Research Conducted and Report Completed by  
University of Cincinnati (UC) Gender Equity Research Team**

**Submitted to City of Cincinnati Gender Equality Task Force**

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# **University of Cincinnati (UC) Gender Equity Research Team**

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## **Funders for the UC Gender Equity Research Team Gender Study of Cincinnati City Government**

### *City of Cincinnati*

Multiple University of Cincinnati units  
*Office of the Provost*  
*College of Arts & Sciences*  
*Dept. of Political Science*  
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*Taft Research Center*  
*Taft Global Studies Research Group*  
*Taft Human Rights Research Group*  
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### Community Organizations

*Zonta International*  
*Tri-State Free Thinkers*  
*Woman's City Club*  
*League of Women Voters*  
*Women's Fund of the Greater Cincinnati Foundation*

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*Survey Respondents in the Departments of Police, Health, City Planning, and Community and Economic Development, City of Cincinnati*  
*Interview Respondents in the Department of City Planning, City of Cincinnati*  
*Interview Respondents in the Department of Community and Economic Development, City of Cincinnati*  
*Focus Group Participants in the Department of Health, City of Cincinnati*  
*Interview Respondents in the Police Department and the Prosecutor's Office of the City of Cincinnati, and Women Helping Women, Cincinnati*  
*City of Cincinnati Gender Equality Task Force*  
*City of Cincinnati City Council*

## HISTORY AND PROCESS

Successive studies since 2005 by the PULSE reports of the Women's Fund of the Greater Cincinnati Foundation and since 2018 by the recently created Hamilton County Commission on Women and Girls have found that women in the Cincinnati region

- live in greater poverty than men,
- experience greater health and wage disparities,
- are underrepresented in corporate and leadership positions, including City of Cincinnati boards and commissions, and
- are reporting high incidents of gender violence perpetrated against them

Such evidence of serious levels of gender inequalities and violence, particularly impacting poor women and women of color, requires the City of Cincinnati to take the lead in promoting gender equality and gender violence abatement, but to do so it also necessary for the City to model gender equality (and inter-related equalities) within its own structures and practices to live up to Section 914 of the Municipal Code, which bars discrimination on the basis of "race, gender, age, color, religion, disability status, marital status, sexual orientation or transgender status, or ethnic, national or Appalachian regional origin."

In recognition of its responsibility to model gender equality for all public and private regional actors, in May 2017, the City of Cincinnati became the seventh municipal government to become a CEDAW City (joining such cities as San Francisco, Louisville, and Pittsburgh) by the unanimous passage of two ordinances sponsored by then-Vice Mayor David Mann which

- 1) created the mayoral-appointed Gender Equality Task Force and
- 2) authorized a two-year gender study of the Cincinnati City Government, both in the spirit of the 1979 UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), one of the most ratified human rights treaties worldwide.

These ordinances arose from a resolution passed in 2015 sponsored by Council member Chris Seelbach and the work of the Cincinnati CEDAW community coalition inspired by the work of the national Cities for CEDAW ([citiesforcedaw.org](http://citiesforcedaw.org)) campaign to gain the support of 100 US cities to observe the principles of CEDAW in their equity and inclusion policies and practices—a campaign brought to the attention of community organizers by student organizers in a University of Cincinnati Planning course taught by Dr. Jan Fritz. The 12-member Gender Equality Task Force was appointed in November 2017 and the interdisciplinary, 16-member University of Cincinnati Gender Equity Research Team, which proposed the outline of the study at the time of authorization, began its research in Fall 2017, reporting to the Task Force and through it City Council on their progress since.

The study consisted of two phases, the first more quantitative and the second more qualitative. Year One (2017-2018) entailed an overall quantitative analysis of City employee demographics and salaries by gender and race; a more intensive quantitative analysis of employees by gender and race in Fire, Police (CPD), Health (CHD), City Planning, and Community and Economic Development (DCED) Departments; and an online survey of employees in these departments to gather their perceptions of the presence and handling of gender and race inequities within their departments and in terms of their service provision and/or public-facing work. These departments were chosen as a result of

- 1) their relationship to the major CEDAW themes of women's safety from violence, reproductive health, and economic well-being and
- 2) their gender composition

Fire and CPD are predominantly male, CHD is predominantly female, and City Planning and DCED are more gender-balanced. Fire and CPD also represented the lion's share of the City budget at 66% and they as well as CHD, at 4% of the City budget, were large enough for gaining meaningful survey results. City Planning and DCED, as very small departments supported by just 3% of the City budget between them, were studied and surveyed in the hopes of gaining meaningful survey data if all responded. The preliminary findings of this phase of the study, outlined in the Executive Summary, were reported to the Task Force and its public forum held on November 14, 2018 and to the Cincinnati City Council Equity, Inclusion, Youth, and the Arts Committee in January 2019.

The second phase of the study in Year Two (2018-2019), following initial meetings in Year One with administrators in four of the five departments surveyed to gain insight into their programs and budgets to determine who best to interview and/or what documents and practices to look at, entailed a mixture of qualitative methods, depending upon the size and relevant responsibilities of each department. The CPD was chosen by the researchers in consultation with the Gender Equality Task Force over the Fire Department for further study as the CPD is most responsible for addressing gender violence. In-person and/or telephone interviews were conducted with leaders (directors and/or commissioners) and a number of staff members of City Planning and DCED and such documents as commission information packets and annual reports were subjected to textual analysis in terms of the absence and presence of gender and gender-related terms and nature and depth of any focus on gender on its own, in relation to other inequities, or within equity and inclusion frameworks. In-person focus groups were conducted with leaders of gender and reproductive health programs within the CHD on the clinical side and online documents from those programs were also subjected to similar textual analysis. In the case of the CPD, a more in-depth analysis of survey responses and textual analysis of a range of policy and practice documents with respect to employee equity and domestic violence in relation to best practices in the literature and among gender violence experts was performed. Interviews were also held with domestic violence investigators and representatives of the Prosecutor's Office and Women Helping Women. Some City-wide documents, such as select union contracts and human resources policies were also subjected to textual analysis to determine mentions of gender or gender-related terms.

The results of both phases of the study are first summarized and then reported in detail in the following.

## **Gender Study Summary**

Overall, this study has found that the City of Cincinnati has a number of strongly-stated commitments, policies, and practices for equity and inclusion and there are little to no wage disparities on the basis of gender or race within job titles when controlling for such variables as education, seniority, and full- and part-time employment. However, in practice and as detailed in the Phase One report in the next section, women and people of color predominate in lower-paying positions, a slight majority of departments remain predominantly male (and some most associated with technical or physical capabilities, like Fire, are excessively so), and departments most associated with the caring professions are predominantly female, yet even in the latter women are found less in higher paying positions. Thus, structural gender divisions of labor and of wages on a vertical axis linger. Across the departments surveyed, it was also found that women and men of color perceive the greatest sense of a lack of equity and inclusion as employees and in terms of their department's service to diverse constituents. In addition, being a woman and/or a caretaker generally is perceived as negatively affecting the employment experience in Health and/or Fire in particular. Women constitute over half of City residents, and people of color (African American and others) constitute at least half of the City's residents. However, City employee demographics, including in many departments, boards, and commissions, do not reflect this overall demographic composition in terms of representation. Nor does the City budget or departmental budgets reflect reporting on funding for or advances in equity and inclusion as this is not a strategic priority of the

City, and there is much disparity in the City budget with what is spent on (male-dominated) public safety departments vs. (majority female or gender-balanced) health and economic well-being departments (which are more dependent on – or mostly administer – state and federal dollars), the latter being more reactive and the former more proactive in terms of creating the conditions for gender and other forms of equity and inclusion.

The findings of the qualitative research performed in the second phase of the study, also detailed in the Phase Two report that follows the Phase One report below, reveal that attention to gender, including normative and non-normative gender and sexuality, and gender equality is a relatively low priority compared to race and class in approaches to equity and inclusion, thereby weakening responses to how gender disparities are inter-related with race and class disparities. This lack of emphasis placed on gender combined with a lack of intersectional analysis weakens the City's ability to ensure that some of the most marginalized groups of citizens, including women of color, poor women, immigrant women, and sexual and gender minorities, do not fall through the cracks. In addition, given that women are often targeted primarily or exclusively as mothers and/or family caretakers while relatively little attention is paid to men in this capacity, and given that gender equality is often not treated as a right in City practices, as enshrined in CEDAW, overall women are less likely to be fostered and protected by the City and its departments. Significant shortfalls were also detected in gender (and particularly gender and sexual minority)-centered equity and inclusion training in all departments studied and in domestic violence response training for the Police Department and the Prosecutor's Office, both of which also have significant shortfalls in their policies and practices with respect to responding to and abating domestic violence. Police Department human resources policies also mitigate against gender equity and women's advancement, while certain departmental and City-wide hiring, exit interviews, and other human resources practices mitigate against improving equity, inclusion, and innovation in these areas. Enlightened leadership of some programs and departments does significantly contribute to fostering better cultures of equity and inclusion, but more standardized, institutionalized approaches would better ensure that such cultures are not lost with changes in leadership.

# Phase One of Gender Study of City of Cincinnati Government Report

Principal Researcher: Dr. Jack Mewhirter

Collaborators: Dr. Kim Conger, Dr. Anne Sisson Runyan, Danielle McLaughlin, Anwar Mhajne

## Introduction: Previous Gender Studies and Actions

According to Cities for CEDAW ([www.citiesforcedaw.org](http://www.citiesforcedaw.org)), gender studies have been conducted for and on such US cities as San Francisco, Louisville, and Salt Lake City as well as such US counties as Miami-Dade, FL and Durham County, NC. Beginning with San Francisco in 1998, city studies have tended to focus on gender equity practices within city government through the study of select departments. This study, too, confines itself to city government. It focuses on gender in combination with race equity with respect to wages gleaned from human resources data and subjected to factorial analysis. In addition, it addresses perceptions of gender and race equity in hiring, advancement, and employment conditions as determined through a survey of employees in select departments. This survey is supplemented by an identification and review of gender-related city-wide policies, select department budgets, and a textual analysis of select department-specific documents (such as missions, strategic plans, job announcements, descriptions of special programs, and the like) which may provide some sense of gender and race awareness or not with respect to meeting the needs of diverse employees and diverse publics served by the department. Our survey also elicits perceptions of employees about their departments' consideration of gender and race in the public services they provide. Our survey approach is unique among other Cities for CEDAW-inspired studies.

Consistent with this, our study focuses on city government. Data analysis typically has focused on factorial analysis. In contrast, the Gender Study of Cincinnati City Government includes a survey conducted to analyze perceptions of gender and race equity in hiring, advancement, and employment conditions in select departments. The survey has been supplemented by an identification and review of gender-related city-wide policies, select department budgets, and a textual analysis of select department-specific documents (such as missions, strategic plans, job announcements, descriptions of special programs, and the like) which may provide some sense of gender and race awareness or not with respect to meeting the needs of diverse employees and diverse publics served by the department. This type of survey also elicits perceptions of employees about their departments' consideration of gender and race equities in the public services they provide. In this regard, our survey is unique amongst the US-based Cities for CEDAW-inspired studies.

Since 2005, studies on the status of women in Greater Cincinnati have also been conducted through the PULSE reports of the Women's Fund of the Greater Cincinnati Foundation ("Women's Fund"). The PULSE reports conducted between 2005 and 2017 (see <https://www.gcfndn.org/Investing-in-Greater-Cincinnati/The-Womens-Fund/Our-Work-at-The-Womens-Fund/Research-The-Pulse-Study>) have largely focused on the economic status of women. Among others, they reveal that in a region (and city) in which there are more women than men (and in a city in which African Americans in combination with people of mixed race and other people of color constitute half the population), women, and particularly women of color who head households, live in greater poverty than men (either those employed or unemployed) despite that fact that women's employment is above the national average. Partly contributing to this (and the health disparities experienced especially by women in poverty) is that women in the region make less than men with the same educational attainment, and the wage gap widens between more educated women and men (white or of color). Women in the city are clustered in low wage jobs, often insufficient to produce a living wage, while they remain highly underrepresented in corporate and other leadership positions.

Formed in 2017, the Hamilton County Commission on Women and Girls released its first report and recommendations on October 11, 2018. Citing research from the PULSE reports and drawing from interviews conducted by Commission members with a cross-section of community members, the report focused on achieving pay equity and employment opportunity across genders, promoting women into leadership positions, increasing women's and girls' safety, and providing community support to empower women's and girls' voices and lives. Recommendations to the Board of County Commissioners included a County website dedicated to the Commission on Women and Girls, economic incentives for private sector employers which engage in practices to reduce pay disparities, and increasing the representation of women on County Boards and Commissions.

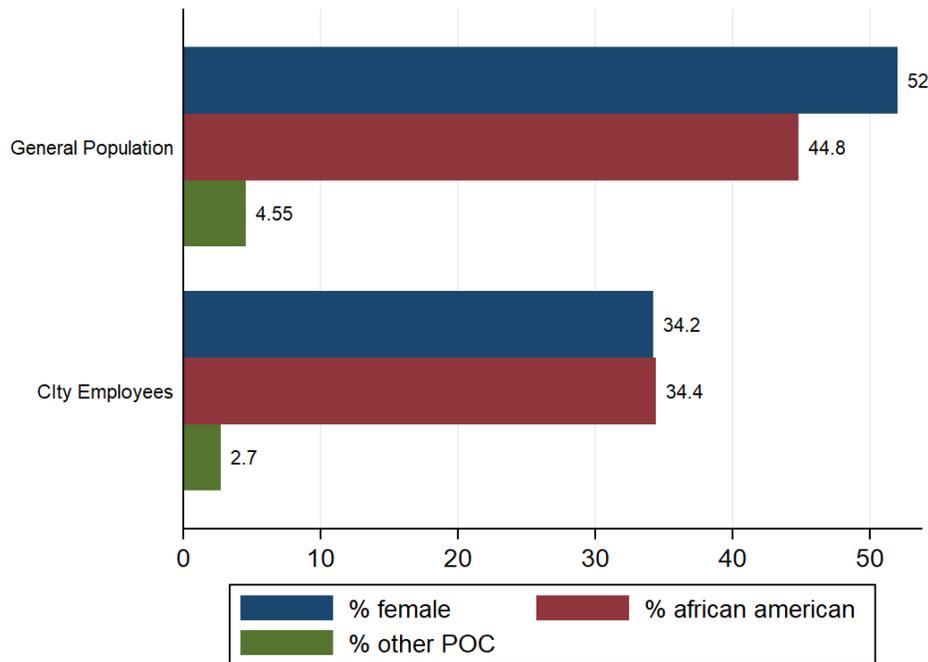
With respect to the latter recommendation, the Women's Fund completed a 2018 study examining the representation of women on civic boards and commissions. In response the City of Cincinnati conducted a study of its boards and commissions, which number about 60, according to Cincinnati City Council. Cincinnati City Council conducted a 2017 survey of board and commission members to which 100 out of 200 appointed members responded. The report states that women make up only 33% of board and commission membership, and the respondents to the City Council survey were majority white, male, wealthy, and suburban. Instructive here is the experience of San Francisco. In 2008, a San Francisco City Charter Amendment was passed requiring that membership on boards and commissions be representative of the demographics of the city. A 2017 study conducted by the San Francisco Department on the Status of Women found that this is being largely observed as the percentages of women, racial minorities, and sexual minorities on boards and commissions closely matches their percentages in the city population. In response to the Hamilton County Commission on Women and Girls report in the same meeting in which it was presented, the Board of the County Commissioners passed a resolution to follow this practice for all of its future board and commission appointments. It also passed resolutions to disallow asking job applicants their previous salaries to avoid low-balling salaries of new employees, and to create a dedicated county website for the Commission. A gender study of pay inequity based on county HR data, perhaps similar to and/or drawing upon the methodology of our Gender Study, which is also based on City HR data, will be released soon.

In terms of internal gender studies by the City of Cincinnati, we were informed of one completed by Human Resources in 2015 at the direction of City Council. Its focus was to determine the relative effects of gender and seniority on management wage disparities. It was found that seniority accounted for such disparities with the exception of a couple of cases in which the gender wage disparity was found and rectified.

Other relatively recent gender-related actions by the City of Cincinnati include the institution of paid parental leave in 2015 for municipal employees, in addition to longer standing policies on affirmative action, equal employment opportunity complaints, sexual harassment, non-discrimination against pregnant employees, and domestic violence assistance. The federal Consent Decree in the wake of the police killing of an unarmed Black teenager in 2001 mandated the greater hiring of underrepresented groups in the Police Department, including not only racial minorities but also women; the striking down by voters in 2004 of the City's discriminatory LGBTQ legislation that led to an amendment to the City's human rights ordinance to extend protections and rights to LGBTQ people in 2006, and recent mayoral initiatives to make Cincinnati an immigrant-welcoming city. These measures have helped improve the climate in the city and in City government for diverse groups of women (and men), both as employees and residents. These advances are largely represented in Section 914 of the Municipal Code which currently bars discrimination on the basis of "race, gender, age, color, religion, disability status, marital status, sexual orientation or transgender status, or ethnic, national or Appalachian regional origin." Most recently (2018), Queen City Certified, a first-in-the-nation gender equity certification process for businesses, was founded in the City and Cincinnati was rated one of the most LGBTQ-friendly cities in Ohio in the Human Rights Campaign Municipal Equality Index.

## Determining Employee Demographics, Wage Gaps, and Deep Dive Departments

### Demographics of City Residents and Employees



After gaining access to City Human Resource data on employee demographics and wages from 2013-2017, we determined City employee demographics in relation to City demographics by gender and race percentages (see above chart showing gaps in representation) and we performed a “rough cut” analysis, evaluating variation in pay between men and women as well as between whites and nonwhites. Compared to the gender and race demographics of the city’s total population, which is comprised of 52% female and about 51% non-white, we found that between 2013 and 2017 city employees are 65.8% male, 34.2% female, 63.0% white, 34.4% African American, 1.1% Asian, 0.6% American Indian, 0.6% Hispanic and 0.3% other races. We also found that during this time period, female employees, on average, made \$2.83 less per hour than male employees. Similarly, non-whites made, on average, \$4.10 less per hour than white employees. After controlling for a host of intervening factors, including, for example, job title, education, seniority, and full-time or part-time employment, these wage differences diminished considerably: female employees made \$0.09 less per hour than males; non-whites made \$0.13 cents less per hour based on a limited number of variables (which we expanded in our deep dive analysis).

To determine which departments would be good candidates for a deeper dive analysis, we established the percentage of male and female employees in each department, average pay differences between males and females within each department, and the average pay differences between males and females when accounting for intervening factors. We found that 11 out of 21 departments were predominately male (>60%) and 6 were predominately female (>60%) with the rest about even. Men make more money on average in 16 departments, but accounting for intervening variables, this was reduced to 6 departments. Thus, men are overrepresented in City Government, and even though pay

differentials lessen when accounting for intervening variables, women appear to be underrepresented in the higher-paying positions.

This analysis helped us determine which departments to study more in-depth. We wanted to compare departments that are male majority, female majority, and gender neutral in composition, and that involved portfolios that would impact in some way on women's health, safety, and economic well-being. In addition, they needed to be departments which were large enough to gain meaningful survey data. This led us to selecting Fire (most male majority), Police (more minimally male-majority but the most engaged in public safety with respect to gender violence), Health (female majority), and City Planning and Community and Economic Development (both gender neutral and combined representing more than 75 employees).

Male majority Police and Fire constitute the lion's share of the City budget (at 37.8 % and 28.1% respectively), while female majority Health stands at 4.3% with gender neutral Community and Economic Development and City Planning accounting for very little of the budget (at 2.2% and 0.08% respectively). Employees in all of these departments were surveyed online in Summer 2018 (between June 18, 2018 and July 27, 2018). This process required sending out several reminders to complete the survey and extending the deadline three times to gain as good a response rate as possible.

### ***Survey Results***

The surveys were distributed to all employees per department with email addresses known by the City. The surveys were identical with the exception of the one for the Police that had a few additional questions designed to better parse out attitudes, as shown in Appendix A of this report, which contains the general survey instrument. Respondents were not asked to provide their names. Each survey was attached to an identifier that only our survey administrator can access.

The following is the response rate per department:

Health: 212 responses (40.3%)  
Police: 490 responses (37.8%)  
Fire: 333 responses (35.7%)  
City Planning: 10 responses (83.3%)  
Development: 43 responses (55.8%)

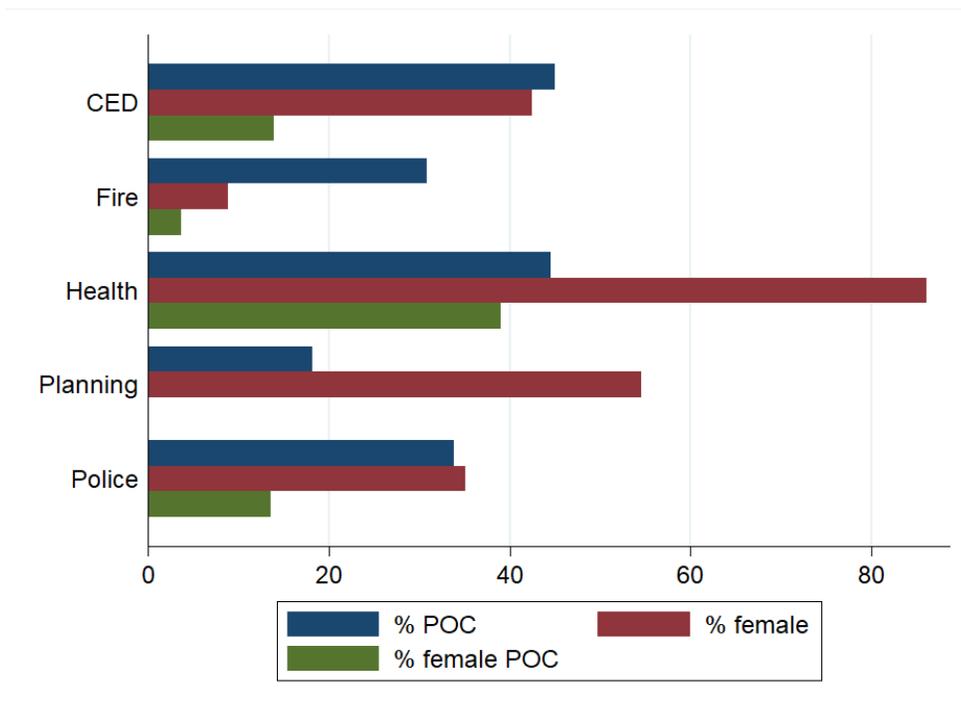
We note that although these are good response rates in general for surveys, they were insufficient for a full network analysis. Also, we did not get enough responses from both City Planning and Community and Economic Development to determine statistical significance with respect to their responses, so our findings largely relate to the three largest departments.

### ***Demographics of Respondents by Department***

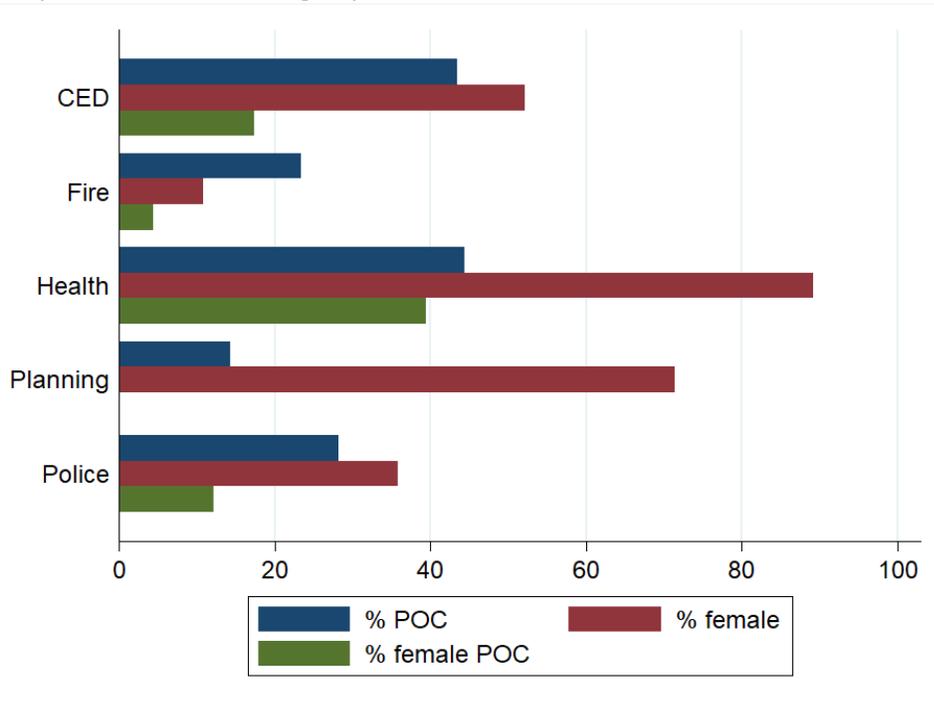
Of those who completed the survey, 70.1% were white, 27.9% were African American, 0.5% were Asian, 0.1% were American Indian, 1.4% were Hispanic, and 38.5 % were female. Of those that chose to answer the question regarding their sexual orientation (20% skipped the question entirely), 85.3% were heterosexual, 2.3% were homosexual, 1.2% were bisexual, .7% were none of these, and 10.5% preferred not to answer. Given that in 2017, 32.8% of employees in these departments were female, 63.8% were white, 32.8% were African American, 0.9% were Asian, 0.3% were American Indian, and 0.7% were Hispanic, women, whites and Hispanics were overrepresented in our sample, whereas African Americans, Asians, American Indians and males were underrepresented. Similar response trends were present across departments.

- Police Department
  - Respondents = 71.9% white; 25.2% African American; 0.2% Asian; 0.2% American Indian; 2.5% Hispanic; 35.6% female
  - Actual workforce = 66.2% white; 32.0% African American; 0.6% Asian; 0.2% American Indian; 1.0% Hispanic; 34.9% female
- Fire Department
  - Respondents = 76.6% white; 22.7% African American; 0.3% Asian; 0% American Indian; 0.3% Hispanic; 10.8% female
  - Actual workforce = 69.2% white; 29.7% African American; 0.6% Asian; 0.2% American Indian; 0.3% Hispanic; 9.0% female
- Health Department
  - Respondents = 55.7% white; 42.2% African American; 1.1% Asian; 1.1% Hispanic; 0% American Indian; 89.5% female
  - Actual workforce = 55.4% white; 86.09% female; 40.1% African American; 1.8% Asian; 1.8% Hispanic; 0% American Indian; 86.1% female
- Community & Economic Development
  - Respondents = 56.5% white; 39.1% African American; 4% Asian; 0% American Indian; 0% Hispanic; 52.2% female
  - Actual Workforce = 57.5% white; 40% African American; 2.5% Asian; 0% American Indian; 0% Hispanic; 42.5% female
- City Planning
  - Respondents = 85.7% white; 14.3% African American; 0% Asian; 0% American Indian; 0% Hispanic; 71.4% female
  - Actual Workforce = 81.8% white; 18.2% African American; 0% Asian; 0% American Indian; 0% Hispanic; 55.5% female

## Department Demographics



## Respondent Demographics



### *Gender, Race, and Employment Opportunities: Results*

To estimate whether employment opportunities/room for advancement is impacted by one's gender or race, we estimated a series of regression models utilizing both survey and HR data.

To begin with, we estimated the expected hourly pay differential between men v. women and whites v. non-whites, adjusting our estimates for an array of intervening variables, including: age, time spent in current position, union status, the number of children that they have, marital status, education level, veteran status, number of times taken parental leave, and whether or not they act as a primary caregiver. In model 1 we do not adjust our estimates for job title; we adjust for this in model 2. Our estimates reveal the following:

- When we do not adjust for job title, on average, women make less than men across departments
- When we do not adjust for job title, on average, non-whites make less than whites in the Health Department
- When we adjust for job title, women make the same as men across all departments
- When we adjust for job title, non-whites make a small amount less than whites in the Fire Department.

These findings reveal that while on average, women and non-whites tend to make less than men and whites, within the same position, pay is roughly equal. Such findings support the notion that no blatant pay discrimination is occurring: People who have the same job make the same amount. That said, the large aggregate pay discrepancy could be caused by unequal career advancement opportunities. In other words, men and whites might be disproportionately represented in the highest paying jobs whereas women and non-whites are disproportionately represented in low paying jobs. To test whether

this is occurring, we ran a series of models (adjusting our estimates for all intervening variables listed previously) testing whether race and gender impacts i) the number of promotions that an individual receives, ii) the likelihood that an individual is in one of the lowest-paying positions, and iii) the likelihood that an individual is in one of the highest-paying positions.<sup>1</sup> Our estimates reveal the following:

- Being a man increases the likelihood that you are in a high-paying position across all departments
- Being a woman increases the likelihood that you are in a low-paying position in the Police Department and Health Department.
- Being a non-white increases the likelihood that you are in a low-paying position in the Health Department and Fire Department.
- Race does not appear to impact promotions or the probability of being in a high-paying position.
- Being a man is positively associated with the number of expected promotions in the Fire Department.

Finally, we consider how race and gender might impact one's workplace experience. Using a series of regression models (and again, holding the aforementioned intervening variables constant) and adjusting for job title, we test whether race and gender impact the following: i) happiness in current department; ii) belief that there is room for advancement in their current department; iii) beliefs that their colleagues are professional and respectful; iv) comfort reporting workplace violations and/or misconduct; v) comfort reporting workplace harassment vi) belief that their department is respectful and inclusive of gender, race, and sexual differences among its employees; vii) belief that their department is responsive to the different interests and needs of diverse public stakeholders (including women, racial and sexual minorities, and the economically disadvantaged) in its planning, programs, and services. Our estimates reveal the following:

- Police Department
  - Being a woman does not impact any of these measures
  - Being non-white is negatively associated with perceptions of respect, beliefs about department inclusiveness, and beliefs that the department is responsive to the needs of diverse stakeholders
- Health Department
  - Being a woman does not impact any of these measures
  - Being non-white is negatively associated with happiness, perceptions of respect, beliefs about department inclusiveness, and beliefs that the department is responsive to the needs of diverse stakeholders
- Fire Department
  - Being a woman is negatively associated with all measures
  - Being non-white is negatively associated with perceptions of respect, beliefs about department inclusiveness, beliefs that the department is responsive to the needs of diverse stakeholders
  - Being white is negatively associated with comfort reporting harassment as well as perceptions regarding opportunity for advancement

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<sup>1</sup> We determined what constituted "high paying" and "low paying" positions by looking for natural breaks in distribution of hourly wages across department. Here, we identified where there were clear breaks separating low paying and high paying clusters from the middle paying clusters. Low pay is defined as less than \$31 per hour in the Police Department (20.56% of respondents), \$28 per hour in the Health Department (37% of respondents) and \$26 per hour in the Fire Department (17.40% of respondents). High pay is defined as greater than \$37 per hour in the Police Department (32.86% of respondents), \$36 per hour in the Health Department (35.29% of respondents), \$31 per hour in the Fire Department (25.07% of respondents).

Such findings reveal that within the Police and Health Department, gender does not appear to play a significant role regarding one's overall workplace experience. In the Fire Department, being a woman is negatively associated with all variables, indicating women feel consistently less positive about their work/department. In all departments, non-whites were less positive about their experiences, especially with regard to the respect of their colleagues, the inclusiveness of their department and their belief that their department is responsive to the need of diverse stakeholders. Coefficient plots showing the results of all regression models are included in Appendix B.

### *Other Significant Quantitative Results*

We also evaluated the impact that other factors of particular relevance to women had on their work experience. We evaluated whether taking parental leave, acting as a parent, and/or acting as a caretaker impacted one's i) hourly pay, ii) the number of promotions that an individual receives, iii) the likelihood that an individual is in one of the lowest-paying positions iii) the likelihood that an individual is in one of the highest-paying positions iv) happiness in current department; v) belief that there is room for advancement in their current department; vi) beliefs that their colleagues are professional and respectful. Findings revealed that, overall, these factors do not play a large role in one's workplace experience. That said, acting as a caretaker was negatively associated with respect and happiness in the Health Department and negatively associated with perceived opportunities in the Fire Department.

While our analyses look to quantify how race and gender impacts pay, opportunities, and workplace satisfaction (holding an array of intervening variables constant), some basic descriptive statistics highlight a large divide between non-whites and whites as well as between men and women regarding the effect of race and gender on discrimination/opportunity in the United States. For instance, 45.5% of white respondents agreed with the statement that in the US, non-whites are afforded more advantages than whites: a statement that 8.8% of non-whites agreed with. Similarly, 31.7% of white respondents indicated that they believe that there is a great deal of discrimination against whites in the US, as compared to 3.7% of non-whites. With regard to gender, 31.1% of men agreed that women are afforded more advantages than men: only 4.3% of women agreed with this statement.

### ***Phase One Conclusions***

The composition of City employees is not representative of the composition of the city residents by gender and race. The composition of City Boards and Commissions are not representative of the composition of the city residents by gender and race. Despite significant findings from previous studies about economic and health disparities for women in Cincinnati, very little comparatively of the city budget is devoted to health and economic development.

Public safety (largely Police and Fire) constitutes 66% of the city budget; how much of this budget is devoted to women's safety is unclear. The Police budget, for example, does not break out figures on money spent on stemming domestic violence.

The composition of deep dive departments follow traditional gender divisions of labor, with Fire and Police either starkly or somewhat majority male and male led and Health majority female, but male led. While City Planning and Community and Economic Development are more gender neutral in composition and are female led, they are comparatively tiny departments. All departments are predominantly white, especially City Planning, followed by Fire and Police. The latter two, however, are led by African American men. Health is led by an African American woman Health Commissioner and a Board of Health Commissioners who are predominately men of color.

While gender and race wage disparities are minimal to nil within job titles covered by civil service and union contracts and when adjusting for intervening variables overall and in deep dive departments,

women are particularly clustered in lower paying positions and men are clustered in the highest paying positions. While gender did not appear to play a role in one's work experience in the Police Department and Health Department, being a woman was negatively correlated with all quality of work experience indicators. With regard to race, being non-white is negatively associated with the beliefs that i) their colleagues are professional and respectful, ii) their department is respectful and inclusive of gender, race, and sexual differences among its employees and iii) their department is responsive to the different interests and needs of diverse public stakeholders in its planning, programs, and services. This finding is consistent across departments.

Acting as a caretaker does not appear to make a difference in how employees with such a responsibility perceive their workplace experience, except in the cases of Health and Fire where this role is perceived to have negative consequences on some measures.

There are, however, wide disparities in the perceptions of whites and men vs. the perceptions of non-whites and women with respect to race and gender discrimination in the US, with significant numbers of the former seeing non-whites and women having advantages over whites and men in the workforce, and almost none of the latter perceiving this as the case.

### **Preliminary Recommendations made from Phase One Data**

First, given the underrepresentation of women (and racial minorities) on City boards and commissions, City Council should pass a resolution making appointments to boards and commissions representative of the City's population. Second, the City should ensure that its hiring policies include not asking about previous salary history of applicants so as to prevent lower starting salaries for women. Third, given that the Gender Equality Task Force has now been in existence for a year and a preliminary report is available, we suggest that the City dedicate a website to the Gender Equality Task Force. Finally, our Phase One findings suggest that City employees' perceptions of inequity and discrimination are significant. Given this, we recommend identification of and increased use of sources for equity and inclusion training within City departments.

The first three of these recommendations have been acted upon by the City and steps are being taken towards the last one since submission of the Phase One report in Fall 2018.

# Phase Two of Gender Study of City of Cincinnati Government Report

## Introduction

In the first year and quantitative phase of this study, five City departments were identified for deeper dive research on the basis of 1) their gender composition, and 2) their relationship to major themes of CEDAW (relevant passages from which are included in this report) and critical dimensions of women's rights more generally—safety from violence, economic well-being, and reproductive health. While the Fire Department was included in the Summer 2018 employee survey, given that it is the largest City department with the most gender imbalance in employee composition<sup>2</sup> and generally serves an important role in bodily safety, further qualitative research was conducted in the second year of the study on the four departments determined to be most related to CEDAW themes and more representative of the gender composition continuum. The Police Department (CPD), as predominantly male, is most engaged with the issue of gender violence; the Health Department (CHD), as predominantly female, is most engaged with the issue of reproductive health; and the City Planning Department as well as the Community and Economic and Development Department, (DCED), which are both gender balanced but so small in size that we needed to include both in the survey and in this qualitative study, are most engaged with the issue of economic well-being. These four departments also relate more directly to the top three of five strategic priorities of the City of Cincinnati—Safer Streets, Thriving and Healthy Neighborhoods, and A Growing Economy (followed by Innovative Government and Fiscal Sustainability and Strategic Investment).

We note at the outset that Equity and Inclusion is not named as a strategic priority of the City. As a result, departments are not required to report on how they contribute to this in the City's budget nor are there any other standard and sustained mechanism at the City level for such departmental reporting. Thus, our qualitative study had to rely on a range of methods to identify and determine how the select departments viewed and made visible their contributions to gender and race equity and inclusion with respect to their employees and their programs directed at either economic well-being, reproductive health, or gender violence.

## Findings and Recommendations Summary

The specific approaches, findings, and recommendations are detailed in the qualitative study reports on each department below. The findings are summarized as follows:

Overall, this study finds that the City has a number of strong stated commitments, policies, and practices for equity and inclusion. However, findings reveal that across departments attention to gender, including normative and non-normative gender and sexuality, and gender equality is a relatively low priority compared to race and class in approaches to equity and inclusion, thereby weakening responses to how gender disparities are inter-related with race and class disparities to ensure women of color, poor women, immigrant women, and sexual and gender minorities, particularly within these categories, do not fall through the cracks, often reducing engagement of and services to (cis or gender normative)<sup>3</sup> women only as family caretakers (and little attention to men in this capacity or with respect to violent masculinities), and often not treating gender equality as a right, as enshrined in CEDAW, to be fostered and protected by the City and its departments. Significant shortfalls were also detected in gender (and particularly gender and sexual minority)-centered equity and inclusion training in all departments studied

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<sup>2</sup> Women constitute only 9% of the Fire Department workforce.

<sup>3</sup> "Cisgender" women are women whose sense of personal identity and gender corresponds with their assigned birth sex. In contrast, "transgender" women are women whose sense of personal identity and gender do not correspond with their assigned birth sex.

and in domestic violence response training for the CPD and the Prosecutor's Office, both of which also have significant shortfalls in their policies and practices with respect to responding to and abating domestic violence. CPD human resources policies also mitigate against gender equity and women's advancement, while certain departmental and City-wide hiring, exit interview, and other human resources practices mitigate against improving equity, inclusion, and innovation in these areas. Enlightened leadership of some programs and departments does significantly contribute to fostering better cultures of equity and inclusion (and sometimes gender and gender diversity within these), but more standard approaches would better ensure that such cultures are not lost with changes in leadership. More detailed findings and recommendations appear within each department report.

## **Department of City Planning**

Principal Researcher: Dr. Kimberly H. Conger

Collaborator: Ariel N. Barat

### **Introduction**

The City Planning Department is responsible for a wide range of land-use and community utilization plans throughout Cincinnati and its neighborhoods. It operates as staff assistance to the City Planning Commission, a board whose members are nominated by the Mayor of Cincinnati and approved by City Council. The City Planning department sits at the nexus of a group of interrelated departments in the city: the City Planning commission, the Zoning Appeals Board, Department of Buildings and Inspections, and the Historical Commission. City Planning is a small department (13 employees), but the department plays a key role in community engagement regarding land use policies and programs and with the diverse departments and programs that address development, zoning, and land use in the city.

The mission of the City Planning Department is "[t]o utilize creative planning principles, to guide land use while ensuring excellent customer service and fostering safe and sustainable building development." While the department's mission does not explicitly address gender or race/ethnic equity or equality, many of its processes and policies impact and are impacted by the gender identities of its employees and clients. The function and processes of the City Planning Department fit into the guidelines listed in Article 7 of the CEDAW Convention:

"State parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right: (a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies; (b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government; (c) To participate in non-governmental organizations and associations concerned with the public and political life of the country."

### **Research Methodology**

This gender audit was conducted using employment data from the City of Cincinnati Human Resources Department, a survey sent to five departments (including City Planning, Community and Economic Development, Health, Police, and Fire), individual interviews with 10 City Planning staff and commissioners, and content analysis of commission information packets for decision-making in 2018 commission meetings, and neighborhood and development plans produced between 2015-2018. Content analysis of these two sets of documents included analysis both of language about gender and racial equity issues as well as intent and extent of this language. This audit examines the City Planning

Department's budget, employee engagement, and services and programs. It concludes with a brief set of recommendations.

## **Findings**

### *Examples of Gender-Sensitivity*

#### Employment Policies

The Department of City Planning is small, with little turnover. Employees have been in the department for an average of 10 years. It is fairly balanced in terms of gender with 46% women and 54% men and includes several employees of color in terms of racial demographics. Several employees identified themselves as sexual minorities in the survey as well. The department Director is a woman who has served in the role for less than 2 years but has been in the department for 18 years. She is one of the few female head of departments, and several employees mentioned the importance of having a woman in leadership for attention to women's issues in department decision-making.

A majority of the City Planning staff hold undergraduate or graduate degrees in urban planning (per interviews). This is an important issue for gender and racial equity for two reasons. First, the field of urban planning overall is a male-dominated profession. In 2018, 76.87% of certified planners were male (AICP data); this can skew the pool of candidates for hiring towards males, but also demonstrates that Cincinnati's City Planning Department has worked toward employee gender balance and has largely achieved it. Second, urban planning is a professional career and its education and best practices are governed by a national professional association (American Institute of Certified Planners) that both certifies planners and issues a code of ethics. One of the public responsibilities of AICP planners is:

We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.

An additional AICP professional responsibility is:

We shall increase the opportunities for members of underrepresented groups to become professional planners and help them advance in the profession.

In staff member interviews, these sections of the code were regularly referenced by multiple staff members as foundational to their approach to planning, whether in regard to their colleagues, the City Planning Commission they serve, or the citizens whose views they are tasked to solicit and take into considerations in their recommendations.

New employees are hired through the city's HR process. The Human Resources Department, not the Department of City Planning, is responsible for writing job advertisements and initially screening candidates. City Planning staff report that they feel the hiring process is fair to women and people of color both from their experiences being hired and in participating in the hiring of other employees. A number of City Planning staff specifically mentioned the role of the AICP Code of Ethics in prompting their attention to issues of diversity and inclusion in the hiring process.

Promotion and Advancement is perceived as fair by staff as well. Of the nine staff members who completed the survey, eight believed gender did not impact their career track nor those of their colleagues; the ninth respondent was unsure. In terms of race, five reported no impact on their career or the careers of others, while four were unsure. One of the unsure respondents commented in response to the career/advancement question, "Not advancement per se but plum projects are assigned to birds which flock together. Skin color/national origin plays some part I thought." Again, several

members of the City Planning staff pointed to the role of the AICP Code of Ethics in promoting diversity and inclusion values in the evaluation process for review, promotion and advancement.

Employees receive no formal department training on issues specific to women for their roles in city planning. Like all city employees, they do receive inclusivity and sexual-harassment training. City Planning Commissioners receive periodic training for their role in city planning, some of which has covered economic and racial equity and inclusion, but that training is not comprehensive or consistent (per interviews).

### *Areas for Improvement*

#### Budget

The Department of City Planning has a very small budget, and very little control over the budget. Its budget is less than 1% of the city's entire yearly budget and that money is largely staff salary. While the Department of City Planning serves as a nexus for public engagement in many city processes, the cost of these services is born by the neighborhoods or other departments in the city. When asked about the adequacy of budget and resources for the department, 8 of the Department's 13 employees responded to the survey positively, rating their agreement with the statement (6.88/10 average). Because the Department of City Planning has so little direct control over money spent, it may make more sense in the future to analyze all the departments with control over land use and development together (Zoning, Buildings and Inspections, etc.) Because the impacts of budget and decisions of these departments on the equity and equality of women and minorities may go far beyond the city's budget, perhaps a broader financial impact assessment of Department of City Planning and City Planning Commission decision-making would be more useful for gender analysis.

#### Services and Programs

The Department of City Planning provides staff assistance to the City Planning Commission. In this role, they provide background research and recommendations for all of the issues that come before the City Planning Commission. These include all forms of land use: the selling of city land, development and redevelopment plans for new and existing structures, parking, zoning changes, environmental impact, subdivision plans, and overall development plans for the city and neighborhoods. The "packets" that are distributed to the commissioners before each meeting are publicly available on the department's website. These packets include planning applications, staff recommendations, and previous commission meeting minutes. Upon review of these packets, and the meeting minutes they contain, it is clear that very few cases include specific considerations of gender or racial equity and inclusion made as part of the broader discussions. When these issues are included, it is in the context of community input and testimony to the City Planning Commission. In fact, in the packets we analyzed, the single mention of any inclusion issues was made outside of public comments at the meetings; rather, it was part of the application for historical designation for a green-book listed hotel in Walnut Hills, historically an African-American section of Cincinnati.

Another important role the Department of City Planning plays is in facilitating the creation of neighborhood plans, which guide future development including housing, job creation, infrastructure, and cultural climate. Through a series of public meetings, leadership within each neighborhood - including neighborhood councils and other stakeholders - work with the planning staff to develop a long-term plan that is finalized by approval by the City Planning Commission. In the neighborhood plans we analyzed, reference to women's issues or gender or racial inclusion were incidental, and largely linked to economic development, fair housing, or health outcomes. In none of the plans we analyzed were there mentions of specific steps to increase equity and inclusion for women.

In our interviews, both staff and commission members emphasized the role of community engagement in the recommendations the City Planning staff makes and the subsequent decisions the City Planning Commission makes, including neighborhood and city-wide plans. In fact, most questions about the role of equity and inclusion for issues of gender or race/ethnicity were answered in the context of this community engagement. An important part of the City Planning staff's mandate is to engage communities in the planning processes of development, housing, and zoning. They regularly interact with Cincinnati's 50 neighborhood councils and facilitate public comment on nearly every project on which they work. There is no specific mechanism to foster either gender or racially-balanced comment groups; the planning staff rely on advertising and the neighborhood councils to convene interested citizens. One interviewee suggested that perhaps a more formal system of considering gender and racial equity and inclusion should be implemented in the same way that women and minority-owned businesses are encouraged to compete for public contracts and land development.

One of the challenges of this gender audit is the lack of specific data on issues of gender and racial equity within the City of Cincinnati's planning process. The City Planning staff is clearly guided by a professional ethic of such considerations, but the lack of specific data on differential impact of staff and commission decisions for men and women and a focus on public engagement generally hamper our ability to assess a benchmark of equity and inclusion based on the CEDAW standards. Importantly, it will also hamper future evaluations of progress if not remedied. Given the data collected through the employee survey and the large proportion of City Planning staff interviewed, we expect such benchmarks to show that the department is both sensitive to and effective in its approach to "women's equality in political and public life with a focus on equality in voting participation in government, and participation in "non-governmental organizations and associations concerned with the public and political life of the country," part of Article 7 of CEDAW.

## **Recommendations**

Overall, the Department of City Planning well serves the needs of the City Planning Commission and especially the communities they are tasked with engaging. City Planning staff as a whole are sensitive to gender and intersectional equity issues and seek to balance the needs of all stakeholders in the planning process. We have several suggestions to make this commitment more concrete and institutionalized, including:

- More specific data collection by Department of City Planning staff and City Planning Commission members on women's participation in decision-making, and the differential impact of policies and decisions on women and minority communities. This should probably extend to the interconnected departments of Building and Inspections, Zoning, and Historical Preservation.
- Equity training for the City Planning Commission and neighborhood councils, as a way to extend the reach of the AICP's ethical guidelines to those groups involved in planning and policy decisions.
- Changes in planning and zoning application forms to reflect the need to consider gender and racial equity in the application stage of development projects and city/neighborhood plans.

## Department of Community and Economic Development

Principal Researchers: Dr. Rina Williams and Dr. Laura Jenkins  
Collaborator: Ayesha Anwar

### Introduction

The Department of Community and Economic Development (DCED) works with and helps to coordinate local communities, businesses, and related city departments and uses federal funds, city funds, and private investments, often in partnerships, to generate and support a range of economic and community infrastructural projects in Cincinnati neighborhoods. Thus it is ideally suited to further the goals of CEDAW, particularly Article 3: “Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.”

The relevant passages of CEDAW are articles 3, 7 (particularly 7b and 7c) and 11(2c). The full text of these articles is given below.

Article 3:

States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.

Article 7:

States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right: ...

- b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;
- c) To participate in non-governmental organizations and associations concerned with the public and political life of the country.

Article 11 (2):

2. In order to prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work, States Parties shall take appropriate measures: ...

- (c) To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child-care facilities.

### Research Methodology

Our report relies on three categories of analysis: textual analysis, interviews with DCED staff, and budgetary analysis. We conducted qualitative textual analysis of three categories of documents: the DCED websites, coverage about DCED in the popular press, and DCED Annual Reports. Additionally, we used NVivo to carry out quantitative content analysis (QCA) on CAPERs (Consolidated Annual Performance and Evaluation Reports), which DCED sends to the federal Department of Housing and Urban Development (HUD), and on the Department’s Annual Reports, which are published each year for public and internal (City) audiences (see Appendix C). For all materials, we focused on the years 2015 through 2017, inclusive.

Interviews were conducted in person and by telephone by all three members of the research team. An in-person interview with Ms. Morgan Sutter, Associate Director of DCED and our primary contact for the

assessment, was held on May 1, 2019. Follow-up telephone interviews with additional DCED personnel, regarding specific DCED programs (based on the recommendations of Ms. Sutter) were held subsequently. The team interviewed Mr. Gerald Fortson by telephone on May 23, 2019 regarding the “Cincy PopShop” program; and Ms. Ethel Cogen on May 29, 2019 regarding the Neighborhood Enhancement Program (NEP). For all interviews, the research team members took written notes; in addition, the extended interview with Ms. Sutter was recorded (with her permission) by two team members and the recording was transcribed by rev.com.

DCED has two websites, one which is linked to the City of Cincinnati website, and one that is separate—choosecincy.com. This second website was created separately to market to entrepreneurs and contractors, so they could more easily access DCED’s resources and submit applications or proposals for projects (Sutter interview). We constructed maps of the websites showing which pages were linked to which. Through the city-affiliated website, DCED puts out its own press releases and news articles. We read through each of these from 2015 to 2017 in order to assess mentions of gender and race.

In our analysis of popular press coverage of the Department, we ran a Google News search for the terms “Cincinnati ‘department of community and economic development’” with a time restriction for results only published between January 1, 2015 and December 31, 2017. This resulted in four pages of search results, with about half being centered on analogous departments in other cities with only a tangential reference to Cincinnati’s DCED.

For the analysis of the CAPERs, we used the QCA program NVivo to facilitate analysis of several lengthy documents (400+ pages per year) with numerous attachments. We ran three queries on the CAPERs and on the Annual Reports. The first query was focused on gender, with the following search terms: “gender women female.” The second query was focused on race, with the search terms “race ethnic minority.” Finally, the last query was focused on language related to diversity—and had the search terms “diversity inclusion equity.”<sup>4</sup> The query results also generated a series of word maps, which showed which words occurred next to or near our search terms. This was helpful in establishing the context in which various terms were used.

## Findings

Our findings show that gender was rarely an explicit consideration for many of the projects funded by the DCED. When gender was mentioned, it occurred in one of two ways—either in reference to the city residents served by a particular project, or the entrepreneurs involved in or served by a particular initiative. Even in these cases, though, sex/gender were rarely if ever explicitly part of the up-front, initial, or “before the fact” planning for a given program. It was, however, an important consideration that entered into programs targeted at racial equity, which were more common; thereby suggesting some intersectional understanding of the differences between women and men of color

The DCED was chosen for this study, after the larger quantitative study of the city government, in part due to its gender balance among employees. As a very small department, the environment for gender equity within DCED was difficult to gauge with high levels of precision. Gerald Fortson and Morgan Sutter both affirmed their sense that the department is diverse. In our interview with Ms. Sutter, she expressed her belief (based on her personal experience and in conversations with others in the department) was that it had improved over time based on the individuals within and the leadership of the department. Indeed, her own leadership role helps fulfill a goal of CEDAW: Article 7b calls for women

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<sup>4</sup> NVivo search queries include stemmed versions of words, such that a search for “women” for example, would also find instances of “woman.”

“To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government.” Their assertions were backed up by the demographic data we found—as of 2017, 40 employees worked at the DCED. 42.5% of DCED employees identified as female; 57.5% as white; 40% African-American; 2.5% Asian; 0% American Indian; and 0% Hispanic.

The DCED promotes Cincinnati as a strategically-located city along the Ohio River which is home to nine 500 Fortune companies and features a business sector specializing in manufacturing, financial services, and healthcare. Most critically, almost 60% of Americans live within 500 miles of Cincinnati, making it an ideal location for business opportunities. DCED was allocated 0.8% of the City’s budget according to the Fiscal 2019 Approved All Funds Budget, which totaled \$9.1 million. The Housing Division, which includes the Neighborhood Enhancement Program, has a budget of \$898,000, or 9.87% of the overall DCED budget. Mayor John Cranley’s Hand Up Initiative was given \$250,000 for both the years 2017 and 2018, about 5.5% of the 2019 budget. United Way allocations to the DCED included the City Human Services Fund of \$3.8 million and the Violence Prevention Program of \$187,000, both in the Fiscal 2019 Approved All Funds Budget, or about 44% of the DCED’s budget.

### *Examples of Gender-Sensitivity*

Certain programs do well with respect to gender, such as the Cincy PopShop. This small business incubator program, funded by HUD’s community development block grant to the city, offers two months of retail space and \$1000 of funding to local entrepreneurs. While the call for proposals did not specifically invite or encourage women or minority entrepreneurs to apply (as taken from the news article DCED put up on their website, at <https://www.cincinnati-oh.gov/community-development/news/cincy-pop-shop-now-accepting-applications/>, Accessed June 24, 2019), the selection committee was very intentional in matching the applications to the areas in which the PopShop would be located, so that the business and the community in which it would be located would be a good fit (Fortson interview). Of the eight applications that were selected in 2016, for example, six were women-owned businesses and seven were minority-owned businesses. Mr. Fortson informed us that the selection committee itself was a fairly diverse group. This project came out of the Major Projects Division and moved to the Small Businesses Division of the department, and over the course of this shift, there was a corresponding shift in the program, which went from being based in downtown locations to being in other neighborhoods in need of economic development. This change led to a shift in the selection committee’s decision-making as well—they deliberately match the business with the neighborhood in which it is located, so each PopShop is different from that in another neighborhood (Fortson interview). This priority on neighborhood matching seemed to contribute to the selection of women, including minority women, into this program. Another factor that seemed to contribute to the large percentage of women benefitting from this program is that women may be more likely than men to start home-based income generating projects, and this particular program was meant to take existing entrepreneurs without a dedicated business space to the next level.

Other programs also did not include an explicit consideration of gender but did benefit women. One of these was the Neighborhood Enhancement Program (NEP). The NEP conducts various projects, sometimes partnering with the Cincinnati Police Department’s Place-based Investigation of Violent Offender Territories (PIVOT) initiative. PIVOT identified twenty-three microcells (specific geographic areas) where a disproportionate amount of violent crime occurred. For example, in 2015, 1% of City land was the site of 42% of the violence. PIVOT’s criteria are centered on violent crimes. However, these criteria do not include gender-based or domestic violence incidences and are instead focused on gunshots. It is important to recognize that PIVOT is run out of the Police Department, while NEP is a project of the office of the City Manager coordinated by DCED. DCED personnel coordinate the relevant city departments, neighborhood community leadership, and any private involvement, such as

businesses or grants. NEP operates to enhance neighborhoods independently as well and participates in projects in areas where PIVOT was not previously operating. The NEP criteria to choose a neighborhood of focus are based on quantitative criteria such as blight, areas of illegal dumping, and crime rates, as well as more qualitative assessment of the level of community engagement and active local leadership and of private economic investment in the area. The NEP works with community stakeholders and various City actors, depending on the goals of the community (Cogen interview). The gender makeup of the stakeholder group—drawn from community council, places of worship, local nonprofits, etc.—tends to be racially diverse and include women. Even if the local council does not include women, DCED brings in these other types of groups and leaders and thus more diversity (Cogen interview). There was little explicit consideration of gender that we found in talking to Ms. Cogen, though she did mention the issue of prostitution, and the involvement of Social Services or nonprofits such as Off the Streets in trying to reduce or eliminate prostitution in some of the target areas. Once the NEP site and objectives are determined, there is a ninety-day blitz during which the projects, developed in consultation with community leaders to elicit local priorities or a “wish list,” are accomplished. After the ninety days, there are regular follow-ups from DCED. In reference to gender, Ms. Cogen suggested that the general feeling of safety that is derived from this sort of neighborhood improvement may be more important to women than to men, but that any gender-specific benefits are indirect or incidental, rather than being intentional (Cogen interview). For instance, some NEP programs prioritized, by community request, safe spaces to take walks or improvements to a park that was previously a “place of fear” (Cogen interview). Such improvements can particularly impact the safety and wellbeing of local women and girls.

There are also initiatives that explicitly serve to further the involvement of women- and minority-business owners. One such initiative is Advancing Diversity in Development, which seeks to help businesses owned by women and members of minority groups get City contracts. DCED often suggests such subcontractors to the contractors involved in city projects and seeks to build relationships between women- and minority-owned businesses and contractors, so they can collaborate more in the future (Sutter interview). Advancing Diversity in Development was inaugurated in 2015 and has continued with events each year, such as financial seminars. The Department of Economic Inclusion (DEI) was also founded in the past few years, and its mission is to further advance women and minority-owned businesses. DCED and DEI collaborate on different programs, often through specific relationships between people who have moved from one department to the other, joint quarterly meetings, and a shared events calendar.

There were also two projects that DCED helped fund that specifically aimed to help women during the three-year period we examined. The first was the Anna Louise Inn, which provides dormitory-style housing for single women participating in the “Off the Streets” program and efficiency apartments for low income women. The second was the Esther Marie Hatton Center for Women (also called the Drop Inn Center Women’s Shelter), which similarly sought to help women achieve transitional and eventually permanent housing and was estimated to serve about six hundred women each year.

DCED works closely with the Department of Economic Inclusion (DEI), which works to make sure that women- and minority-owned businesses are given opportunities to better learn how to run a business and navigate finances, with the ultimate goal of having them considered for City contracts. Over 2017-2018, the City of Cincinnati certified 76 Minority Business Enterprise (MBE) and/or Women Business Enterprise (WBE) firms. The City’s goal is to increase the amount of city contract dollars flowing to minority- and women-owned firms to 10% for MBE and 2% for WBE for CY18, which will be accomplished by establishing M/WBE participation goals on contracts with a value of \$50,000 or more. The Department of Inclusion (DEI) set a more ambitious goal for 2019, aiming to increase city contracts worth \$50,000+ to MBEs and WBEs, at 12% and 4% respectively.

## Areas for Improvement

In the CAPERs documents, we found that mentions of gender were minimal, comprising 0.01% to 0.03% of the words in the in the CAPERs and Consolidated Plan in the years we examined (2015-2017). Queries based on race comprised 0.02% to 0.07% of the words in the documents. We also ran a query on diversity-related terms. Here we saw a notable difference between the CAPERs, designed for a federal government audience, and the Annual Reports, designed for a local/public audience. The diversity search terms comprised between 0.05% to 0.16% of the Annual Reports, but only 0.02% to 0.03% of the words in the CAPERs reports. NVivo word maps showed which terms occurred in close proximity to our search terms. The term “gender” was frequently mentioned along with “trans,” and occasionally with “male-to-female” or “female-to-male” as well as “non-conforming”. The word “women” is most frequently used in reference to specific projects, such as the Esther Marie Hatton Center for Women. Sometimes it is mentioned along with terms such as “victims of domestic violence” or “engaged in prostitution.” The term “race” is most frequently mentioned with the demographics of who is aided by specific programs.

Because DCED personnel are few in number, often hired under individual contracts, and not represented by a union, DCED employees lack institutionalized power to address potential equity issues and also lack the job security of many other city employees. Because they often develop skills and networks that are valuable in the private sector, where they can earn more, keeping experienced people can be a challenge. The high rates of turnover can mean a positive gender climate could change if not institutionalized.

## Recommendations

- Increase focus on gender in project development and better market existing programs for women: Overall, the DCED does good work, based on the needs of the communities they aim to serve. In general, however, we suggest a more explicit approach to gender. Several initiatives with DCED involvement would be particularly helpful to women. One example is Mayor John Cranley’s Hand Up Initiative for job readiness, which provides transportation and childcare. The same holds true for Scholar House, a development project that seeks to provide housing for degree-seeking single parents. This is a project that would help women and mothers in exactly the ways CEDAW promotes—CEDAW Article 11 (2c) encourages “the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life”—and yet it has been under-publicized in the documents we examined; the Annual Reports, the DCED website, and popular press coverage. We would thus recommend that the gender facets of such programs be explicitly emphasized in announcements, so that those who could benefit from the program would be made aware that it is a viable option for them.
- Further advertise DCED opportunities for programs that elevate women- and minority-owned businesses: According to the DCED employees we spoke to, DCED has done an admirable job ensuring that the department is itself diverse, which makes a difference in the accomplishment of projects that seek to help different communities (Fortson interview; Sutter interview). But it is worth pausing at the formative stage of each project, whether explicitly meant to help women or not, and asking: Does this help women? Is there a way we could make this project work better for women or racial minorities? For programs that already exist and already do great work to help elevate women business owners or serve women in the community, we would recommend that DCED advertise that, so women become aware of the programs that could help them achieve greater success.
- Track and assess diversity within community stakeholder groups: For programs like the NEP, more formally tracking and assessing the diversity within the community stakeholder groups

would help to ensure that the diversity achieved so far continues or even improves. This would further CEDAW Article 7c and its call to “ensure to women, on equal terms with men, the right...To participate in non-governmental organizations and associations concerned with the public and political life of the country.”

- Be intentional in addressing the diverse range of gender-based needs: Indeed, more explicit and nuanced attention to gender (via record keeping, reflection on these records, and regularized questions about program impacts on women) can enhance gender diversity by attending to intersectionality: are women of color, immigrant women, transgender women, etc. also benefitting? Transgender is a term that appeared in our NVivo mapping; this attention to demographic diversity could develop into more focused efforts by the department to include transgender women in community stakeholder groups or economic development networking opportunities, for instance. Because United Way up to this point is responsible for some budgetary disbursements, we recommend that DCED advise them (or whatever agency may replace them in future for such funding disbursements) to be more similarly intentional about the programs to which they’re donating and who benefits from those programs, with a particular focus on race and gender.
- Institutionalize mechanisms to continue fostering gender equity in the Department: With respect to the climate for gender equity within the department, we suggest taking measures, to the extent possible, to try to institutionalize the good environment established by current leaders, so that it can be maintained or sustained even as different leaders and personnel rotate in and out of this dynamic department over time.

## Department of Health

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### Introduction

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) promotes women's equality in all spheres of life, including health. Article 12 addresses health specifically through two provisions:

Article 12 (1) seeks "to eliminate discrimination against women in the field of health care" to ensure gender equality, and specifically mentions access to family planning. Article 12 (2) states women's right to a full range of reproductive services, including "appropriate services in connection with pregnancy, confinement and the post-natal period, granting free services where necessary, as well as adequate nutrition during pregnancy and lactation." Article 16 (e) further outlines women's right to decide for themselves when and how many children to have, and provides the right to information on, and access to, family planning. Likewise, Article 11 (1) (f) includes "the right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction."

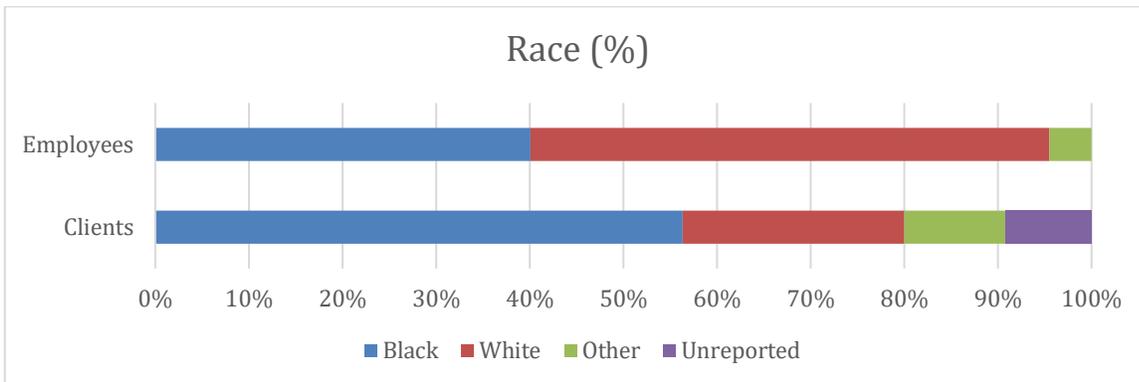
The mission of the City of Cincinnati Health Department (CHD) is "to work for the health and wellness of Cincinnati citizens, employing methods that include surveillance, assessment, disease prevention, health education and assuring access to public health services. The health department is committed to providing programs and services, facilitating partnerships, promoting wellness and advocating prudent, ethical and effective public health policies."

Of the 446 employees at the CHD, 86% are identified as female and 14% are identified as male. 55.4% of CHD employees identified as white; 40.1% as African American; 1.8% Asian; 1.8% Hispanic; 0% American Indian. Thus, the CHD has a high discrepancy between male and female employees in its workforce. Moreover, it was found in the quantitative analysis that being a man and being white increases the likelihood that you are in a high-paying position in the CHD and being a woman and being non-white increases the likelihood that you are in a low-paying position.

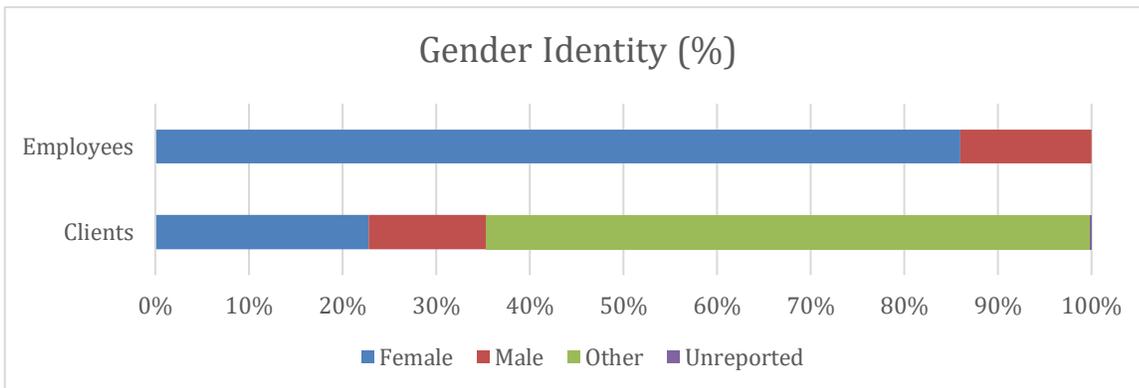
Although the CHD is among the City's larger departments, it is allocated only 4.9% of the City's budget according to the FY 2019 Approved All Funds Budget Update. Of the overall CHD budget of \$54.3 million, only \$6.9 million is devoted to gender and reproductive health programs through the category of Maternal and Infant Health. This includes the CHD's Community Nursing Program, Women, Infants and Children (WIC) and Reproductive Health grant. This represents 12.7% of the CHD's budget. Half of this comes from the Ohio Health Department, which goes to WIC. However, in comparison to another similar CEDAW City, Pittsburgh, PA, the CHD has a budget. Pennsylvania's entirely state-driven system means that Pittsburgh cannot make the kind of impact that the CHD can in terms of supporting local health needs.

Given a main vision of the City of Cincinnati is to become the "healthiest city in the nation" and that the CHD seeks to primarily fulfill the strategic goal of Healthy Communities, among the five strategic goals of the City, attention to gender and race are critical to ensure health equity in service and outcomes. Indeed, as of 2017, intake statistics collected by the CHD indicate women and African Americans constituted the vast majority of CHD clients (25,222 Blacks vs. 10,645 whites and 10,233 women vs. 5612 males), the majority of whom are below the poverty line. Given the demographics of the city (parity in Blacks and Whites with relatively small numbers of other races and ethnicities comparatively, and

slightly more women than men), it is not surprising that far fewer Hispanics, Asians, American Indians, and Hawaiian Natives, Pacific Islanders, and mixed race people were served.



Statistics then also indicated that most clients were categorized as straight, but some self-identified as lesbian and gay, although very few self-identified or were recorded as trans. What is quite concerning is that 4,129 did not report or declined to disclose their race, over 34,000 did not know or disclose their sexuality, and almost 29,000 reported that they were other than male, female, or trans or declined to disclose their gender.



While employee and client demographics suggest that there is some match between service providers and the majority of those they serve in terms of gender and race, the lack of or insufficient data on employee sexuality and gender identity does not allow for determining the relationship between employees and clients along these indices. The 212 respondents (40.3% of the department) to the CHD employee survey conducted in Summer 2018 during the first phase of this gender study focused on quantitative data identified in the following ways: 55.7% were white; 42.2% were African American; 1.1% were Asian; 1.1% were Hispanic; 0% were American Indian; and 89.5% were female. Among these survey respondents, people of color and caretakers rated the CHD lower in terms of their perceptions of their own workplace happiness and respect and of the department’s responsiveness to diverse public stakeholders.

This report focuses on the findings from a multi-method qualitative exploration of the CHD conducted from Fall 2017 through Summer 2019 to better identify strengths and weaknesses in equity and inclusion with respect to employees and clients and to make recommendations for improvement.

## Research Methodology

To gain more insight into employee perceptions of gender and race equity in terms of employee training and sensitivity, and to better understand how the CHD addresses equity and inclusion in its gender and reproductive health programs, qualitative research was undertaken in several ways, including:

- 1) Review of Summer 2018 survey results, including Health Department employees' open-ended comments, to identify mentions of and/or specific concerns about gender and race equity with respect to employee and client services. These results informed questions for two focus groups that were completed subsequently.
- 2) Two two-hour focus groups (audio-taped and transcribed) conducted in May 2019 at the Health Department. These focus groups were conducted with the following gender and reproductive health program leaders:

May 16, 2019

Jennifer Mooney, Family Health Division Director  
Betsy Buchanan, Women, Infants (WIC) Director; and  
Martha Walter and Anthony Nixon, Reproductive Health Directors

May 28, 2019\*

Eric Washington, Men's Health Program Director  
Tamiaka Gray, Infant Mortality Reduction Efforts Director  
\*Jill Byrd, Community Health Worker Program Director, was invited but unable to participate.

- The seven open-ended questions we asked in the focus groups are included in Appendix D.
- 3) In May-June 2019, a textual analysis using key word searches was conducted through the content analysis software program NVivo. Sources analyzed included:
    - a) The Health Department's website, including reports, *Health Matters* newsletters, *Fresh from the Body Shop* newsletters, and the Department's Vimeo Channel.
    - b) City of Cincinnati Facebook page.
    - c) City of Cincinnati Human Resources webpage, including the Labor Relations page and relevant Health Department labor contracts (e.g., Agreement Between The American Federation of State, County, and Municipal Employees and The City of Cincinnati Municipal Workers Local 250, August 14, 2016 - August 10, 2019; Collective Bargaining Agreement By and Between the City of Cincinnati and Cincinnati Organized and Dedicated Employees, Inc. Effective: March 27, 2016 Expires: March 23, 2019.
    - d) The Harassment, Discrimination, and Retaliation Investigation Practices audit report. The analysis looked for mentions of gender; race; inclusion/inclusivity; trans; reproductive (justice/health); birth control; family planning; contraception/contraceptive; maternity/mother/mom; father/fatherhood; parent/parental; women; men; sexual assault; rape; gender-based violence. Such terms were selected in part from the data collected during the May 2019 focus groups.
  - 4) Directed student research projects completed in the advanced undergraduate and graduate Feminist Methods course in Fall 2017 and Fall 2018. Students were directed to analyze available online materials including the CHD's Strategic Plan and Department programs directed specifically at women. These programs included the Reproductive Health and Wellness Program (RHWP) or the Body Shop, the Rise to 1 Program, and the Women, Infants, and Children (WIC) Program. The purpose of the analysis was to determine sensitivity to gender (including non-binary gender identity), sexuality, and race difference in language used and in programs described.

Below we summarize the key findings as determined through these multiple qualitative methods.

## Findings from Focus Groups

### *Examples of Gender-Sensitivity*

As this qualitative study reveals, there are several commendable aspects of the Health Department workplace and programmatic policies, including its gender and reproductive health programs, but improvements are also needed. Successes include:

- The CHD's Health in all Policies (HiAP) framework represents a model advance that seeks to mainstream health considerations across all policymaking and programming by the City, with special attention to how health risks and disparities could arise and be mitigated by any undertakings. This also effectively puts health on the plane of a human right which must be taken into account at all levels and across all endeavors and ideally requires that a health lens be used in developing and assessing all policies, programs, and activities.
- The CHD explicitly seeks to serve the most vulnerable populations in the City; employs primarily women, including women of color, as direct service providers for its client population of primarily women and people of color; has several programs directed at women's reproductive health which are largely consonant with CEDAW best practices; and recently established a men's health initiative.
- Partly as a result of three factors--(1) federal and state mandates, (2) collaborations with progressive organizations and practitioners, and (3) bottom-up efforts by employees, the Health Department has recently instituted better data collection on clients. Data collection now includes sexual orientations and gender identities and the Department has enlisted some episodic training by community experts to sensitize intake workers and service providers to the need to identify and serve sexual and gender minorities.
- The Reproductive Health and Wellness Program (RHWP) within the Health Department is particularly consistent with CEDAW's women's rights-based approach in its ethos and services.
- The leaders of gender and reproductive health divisions and programs within the Health Department are highly committed to equity and inclusion, and seek whenever possible seek innovative and empowering ways to advance employees and clients in the workplace and field.

### *Areas for Improvement*

#### Cultural Competency, Implicit Bias, and the HiAP Initiative

The foremost model effort of the Health Department identified by respondents is its Health in All Policies (HiAP) initiative launched in 2011 as part of a Centers for Disease Control and Prevention Strategy to make health and well-being a priority by national to local-level governments. The HiAP framework, supported by a 2016 City Council resolution, is meant to integrate physical, mental, and emotional health as well as health equity into all policy undertakings in Cincinnati, including construction, housing, transportation, and education, and is addressed in the CHD Strategic Plan (SP) 2016-2021. The Five Key Elements of the HiAP framework through which health should be mainstreamed across City undertakings include promoting health, equity, and sustainability; supporting intersectional collaboration; benefitting multiple partners; engaging stakeholders; and creating structural or procedural change.

According to respondents, the HiAP Committee has some focus on employee cultural competency and implicit bias and has created a checklist to consider the unintended consequences of City policies in terms of citizen health. However, while there is some attention to the race and class make-up of neighborhoods in which health might be compromised by City policies, there is no real attention to gender effects. Employee respondents felt that this is in part a consequence of Ohio Department of

Health and Cincinnati Department of Health leadership. That is, according to respondents, state and city health leaders have not considered gender as much as race and ethnicity as key to understanding cultural competency and departmental implicit bias.

The patchwork of funding (federal, state, and/or local) and divisions between clinical and public health programs also contribute to a lack of standards for cultural competency, diversity, and implicit bias training. For example, the Health and Human Services Minority Health division began requiring and assisting with annual state-mandated cultural and linguistically-appropriate services plans five years ago, but these are implemented at the programmatic level as opposed to across the department. More recently, annual internal City-wide implicit bias training and non-violence and anti-bullying training has been mandated by the City and its HR Department. However, there is a sense that these in-person trainings have had mixed results, as they combine employees across departments and city geographies and can sometimes reinforce still prevailing divisions between the east-side and west-side in terms of class and race bias. The most recent sexual orientation and gender identity sensitivity training was more of an effect of outside grant and organizational influence as well as bottom-up initiatives. On the clinical side, the City Electronic Health Record questionnaire began including a range of sexuality and gender identity monikers, so the Reproductive Health and Wellness Program initiated training for clinical employees to understand these monikers and why they are important for health treatment. At the same time, the federal funding source for City Health Centers, Health Resources and Services Administration (HRSA), has become more focused on gender identity, urging the Department to include more gender options on registry forms and in its non-discrimination policies, and encouraging the use of preferred pronouns in documents requiring a signature. On the clinical side, bottom-up and outside efforts by progressive organizations and clinicians have also yielded positive results such as the increased use of gender-neutral language when referring to clients. For example, the Cribs for Kids Program asks its clinicians to specifically refer to “caretakers” rather than “moms” as a way to ensure the inclusion of cis men, trans men, trans women, and non-biological parents. All of these types of caretakers are generally eligible for the Cribs for Kids Program, which works to create safe sleep environments for infants. The Family Health Division has also instituted breastfeeding policies, including providing a breastfeeding accommodation area for employees and clients as well as an accommodation area for children of visiting clients to Health Department clinics. On a broader policy level, there is a desire to see a change in how the City and Department implicitly and explicitly define “vulnerable population” so as not to refer only to poor people of color but also to gender and sexual minorities, particularly within already-disadvantaged populations

#### The Difficulties in Reaching a Broader Set of Caretakers

Beyond the HiAP model mainstreaming effort and some of the other changes instituted within programs indicated above, the Men’s Health program, which was established in 2012, has been key to recognizing men’s roles and responsibilities in reproductive health. The shift to thinking about men as caretakers – and not just “moms” – within such programs as Cribs for Kids and the WIC<sup>5</sup> program has led to such activities as men’s focus groups on breastfeeding, mental health programming for men, and implicit bias training for African American men over 30, but it was acknowledged that (actual and potential) male clients rarely know what services are available, and are very reluctant to take advantage of them. This is likely a function of the disassociation of masculinity with vulnerability and care work. Cis men, and particularly reproductive-age African American cis men, have been the primary focus of this program thus far, but it was acknowledged that as hard as it is to reach this population, the mission should be more inclusive of trans men as well as cis and trans men of more ages and races.

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<sup>5</sup> While the word “women” is still prominent in the “Special Supplemental Nutrition Program for Women, Infants, and Children” program title, WIC leaders acknowledged that they would like to change this language to something more gender-neutral.

While men generally are particularly hard to reach and serve, respondents pointed out that African American mothers, too, remain difficult to serve through the Infant Mortality program, due in part to cultural and generational norms and to poverty, two factors that mitigate against taking advantage of prenatal care. But infrastructure issues also affect this, such as lack of transportation to take advantage of this service (with the exception of a few managed care organizations that provide it unevenly). It is precisely these kinds of structural problems that the HiAP could and should ideally remedy; for example, by integrating transportation policies and provision with health policies and programs. Also, there have been challenges in receiving buy-in from internal and external stakeholders to recognize gender diversity. It was argued that OB-GYN providers tend to be very biological-sex oriented, so Reproductive Health on the clinical side has enlisted the help of gender identity-sensitive OB-GYN practitioners to provide materials on client-centered care which entails non-directive counselling, approaching patients as equals, and focusing on non-binary gender and race equity. They have also been successful in getting pharmacies to carry all forms of contraceptives and gender-affirming drugs with Title X coverage. Still, the concept of “reproductive justice,” which understands access to reproductive health as enmeshed in structural oppressions, is only slowly being taken up on the clinical side and even more slowly on the public health side. Moreover, women’s health is typically reduced to “mothers-only” health with little regard for (for example) aging women and single fathers; healthcare has yet to be well-integrated with transportation, housing, and other services; and the City continues to be reliant on local non-profit organizations (e.g., Su Casa) to provide translation services for community health workers rather than taking more responsibility for this.

#### The Need for Better, Broader Equity and Inclusion Trainings

Respondents were unanimous in their call for more and better cultural competency and implicit bias training, preferably facilitated by outside experts. This includes more time spent on training beyond the approximately eight hours provided specifically for Health Department employees, and in addition to the limited gender equity training provided to OB-GYNs who are home visitors. To address this, additional space for discussions about equity and inclusion should be included in a variety of settings, including staff meetings, to better ensure that gender and race equity is mainstreamed in practice and planning. More documents and materials on focused on equity and inclusion should be made available to and easily accessed by employees. More outside speakers from stakeholder organizations with the requisite knowledge to provide the full range of training, and required assessment of and reporting on its effectiveness. For example, Public Allies and Americorps interns have developed training programs that address gender and sexual identity equity as well as race and class equity. With respect to the latter, respondents agreed that client complaint forms are often a source of information on gender and race inequity and should be analyzed to provide evidence of such patterns to inform, educate, and make improvements in training and service.

It was noted that Health Department employees tend to be older, and come from similar backgrounds and “cliques,” and thus tend to be less aware of and more resistant to changing definitions of families, gender, and sexuality. Newer and younger employees tend to be more aware and more supportive of such changing definitions, but in both cases it is crucial to prioritize a culture of equity and inclusiveness in the onboarding process and continue this emphasis in future trainings.

#### Hiring and Career Advancement

Open-ended responses in the Health Department employee survey indicated some concern with (1) the automatic assumption that caring work is a female responsibility, (2) the greater numbers of men in senior positions, (3) the mismatch between employee capabilities and the job itself, (4) “nepotism” in hiring, (5) maternity leave as a career advancement barrier, and (6) less hiring and advancement of white employees as a result of the client base being more heavily African American.

Focus group respondents acknowledged that the hiring mismatch between skills and jobs is largely a function of pre-sorted job titles and standard job descriptions that make it hard for prospective employees to identify the right jobs for them. And even when a subtitle for a generic job can be added (with permission) this still does not offer a level of specificity that could highlight health equity qualifications and innovations the candidate could potentially bring. In effect, this has led to the tendency towards the inter-generational and internal hiring of people who perform work in the same way as their predecessors, mitigates against new ideas and innovations in service provision, and contributes to reinforcing silos within the Department and beyond. Relatively little turnover also helps maintain the status quo. For those employees who have left their positions at the Department, respondents believed that the most common reason for their departure is that their talents were being underutilized as a result of generic and calcified job titles and descriptions. However, they noted that exit interviews are only voluntary and often completed with direct supervisors present, so, in the view of respondents, to really understand what motivates an employee to leave (including any experiences of discrimination and exclusion), exit interviews should be mandatory and anonymous to determine any patterns of bias or job dissatisfaction.

At the same time, respondents pointed out that discrimination and equal opportunity policies introduced at the time of onboarding should be revisited frequently by and for employees, as a way to provide transparent guidelines on employee rights, including how and to whom employees can report discrimination without dismissiveness or reprisal (at the department level and within HR and unions), and what actions should be taken by whom. While the City recently terminated the practice of requiring job candidates to provide salary histories, which historically has led to women and minorities receiving lower starting salaries, an additional suggestion includes removing candidate names and dates of graduation from City job applications, to further prevent age, race, and gender bias.

In order to cultivate a workplace culture of valuing difference and innovation with respect to equity and inclusion, respondents also highlighted the need for continuous and improved training. For example, respondents reported that they could not list their preferred pronouns in their email signatures to increase gender identity-sensitivity. We subsequently learned that this is allowed by the City, but reminders were sent out from the City Manager's Office to City Departments to ensure that employees were aware that they could do this.. New, innovative conversations should take place as a way to increase (both cis and trans) male employees' participation on the frontlines of Health as a caring profession. In this way, marginalized groups of employees within the Health Department might be able to better organize into Employee Resource Groups through HR. Two additional resources for gender and race equity and inclusion training are available locally, which could provide support and/or guidance: Queen City Certified and the Racial Equity Institute.

### Equity and Inclusion in Strategic Plans and Budgeting

Although the HiAP framework is a feature of the Health Department's Strategic Plan, realizing health equity and intersectional understandings of this are not currently features of the Department's budget nor are they reflected in the City's Five Strategic Goals, which some respondents felt tend to be so abstract as to be meaningless in day-to-day operations. However, were equity and inclusion to become a sixth strategic goal of the City, around which strategic plans and budgets could be organized, a more "intentional culture" of equity and inclusion would be visible, trackable, and rewarded.

### **Findings from Textual Analysis**

The following findings from the textual analysis of select web-based documents and sites largely confirmed several of the concerns raised in focus groups. Specifically, there is (1) a tendency to reduce

women's health to their role as mothers, (2) focus only on ciswomen of reproductive age with children, and (3) conflate biological sex with gender, with little to no attention to non-conforming gender identities, sexual orientations, and alternative family formations, or to men as reproductive actors and caretakers, or to caretakers with different needs. Where more inclusive concepts and matters of reproductive justice did appear, the internal publication in which this was featured has been discontinued. Moreover, non-discrimination procedures for City employees generally were found to be opaque online.

- The language used by the CHD is binary with little to no language on gender non-conforming and queer individuals, it confuses sex and gender, and it mainly uses the terms mom or mother for caretakers.
  - Maternal & Infant Health (MIH), which includes the federal program Special Supplemental Nutrition Program for Women, Infants, and Children (commonly known as WIC), exclusively uses the term woman/women, mother and mom, with no mention of transwomen. The focus is consistently on the health babies rather than women.
  - In the monthly Health Matters newsletter, gender does not come up in every issue. When it is mentioned, it arises in the context of women's health week, which happens around Mother's Day, and celebrates women as caregivers, as well as mentions cervical and breast cancer awareness, WIC and women in terms of pregnancy.
  - Reproductive health and justice was a major focus of the now defunct Fresh from the Body Shop newsletters, with access to birth control the most recurrent theme. The focus was on women but included discussions of men in two issues.
- Some of the CHD's reports include some disaggregated data by sex and race and a focus on areas in which sex and race are implicated.
  - The "2016-2017 Annual Report" and "2019 Health Needs Assessment" includes some sex/race breakdowns of health data for Cincinnati.
  - Much of the special focus on sex and gender in these reports is on women's roles as mothers. In the "Opioid Epidemic and the Impact on the Queen City" report, women are mentioned in the context of healthy babies. There is also considerable promotion of urging women to breastfeed.
  - Access to reproductive health is not a top priority of the overall CHD, as evidenced in the report "Improving Health in Greater Cincinnati-Northern Kentucky: The Journey to Date," which makes no mention of reproductive health.
- Employee policies, programs and benefits are not available online or are buried in the Human Resources website and labor contracts, making it difficult for employees to address discrimination.
  - Agreement Between The American Federation of State, County, and Municipal Employees and The City of Cincinnati Municipal Workers Local 250, August 14, 2016 - August 10, 2019 does not include clear instructions for an employee who believes they have been discriminated against, on how to file a grievance, except that a supervisor must be notified, as indicated in Articles 3 and 12. It does not explicitly guarantee in Article 7 nondiscrimination in pay in terms of gender, gender identity, sexual orientation status or in any other context of employment.
  - Collective Bargaining Agreement By and Between the City of Cincinnati and Cincinnati Organized and Dedicated Employees, Inc. Effective: March 27, 2016 Expires: March 23, 2019 provides a confusing grievance process for an employee who believes they were discriminated against, which includes reporting to a supervisor in Article 8.2. Rights for sick leave, maternity leave, adoption leave and parental leave are outlined in Article 13. The words discrimination, inclusiveness, gender, gender identity (including cis and trans), and sexual orientation are not used in the contract.
  - The City's Human Resource page outlines the parental leave policy for City employees. This includes what employees are entitled to in terms of parental leave, but there is no language on what to do if an employee is denied their full parental leave policy rights.

- The CHD’s Vimeo channel and CHD’s Facebook page include nothing to meet employees’ needs and nothing for employees in terms of anti-discrimination or equity and inclusivity.
- The “Harassment, Discrimination, and Retaliation Investigation Practices Audit” report offers recommendations on how the City can improve investigating issues of discrimination but says nothing about how employees can better learn to report issues of harassment, discrimination, or retaliation.

*Findings from Online Materials on Select Health Department Documents and Programs*

The following findings from a few “deeper dives” into select online Health Department documents and descriptions of programs that mostly target women reveal both commendable approaches and insufficient attention to or problematic systems with respect to addressing the full range of gender- and race-based health disparities.

Health Department Strategic Plan 2016-2021

The Health Department Strategic Plan (SP) defines “health equity” as the uniform distribution of services, opportunities, and access across groups and places according to population group. Equity in health implies that, ideally, everyone could attain their full health potential and that no one should be disadvantaged from achieving this potential because of their social position or other socially-determined circumstance. The SP acknowledges that certain population groups may experience health disparities based on their multiple identities, including identities based on “race, ethnicity, age, gender, socioeconomic position, immigrant status, sexual minority status, language, disability, homelessness, mental illness, and geographical area of residence.” However, several lacunae were identified in actually addressing these (often interconnected) health disparities, including:

- Only two references are made to “gender” in the entire document, conflating it with biological, binary sex, and no reference is made to diverse gender identities.
- There is no discussion of how particular identities and social locations, or combinations thereof, may result in particularly-egregious health risks that would require a prioritization of interventions.
- Programs assumed to directly address the needs of reproductive-age women and girls, such as prenatal, delivery, and post-natal care, and nutrition provision during pregnancy and lactation, do not address whether or not there are appropriate and effective services being provided in this regard.
- There is no data on the racial, sexual, and gender identities of Health Department leadership and their relationship to the Department’s goal of ensuring full health equity and inclusion.
- There is no reference to health as a human right, nor is there any indication that it is dependent upon women’s, LGBTQIA, racial/ethnic minority, and labor rights, both of which would make the SP more consistent with a CEDAW-based approach.

Reproductive Health and Wellness Program (RHWP) or The Body Shop

This five-year program, funded under the federal Title X program through the Ohio Department of Health since 2018, provides a wide variety of services and resources related to reproductive health and family planning, including “sexually transmitted infection testing and treatment, contraceptive methods, counseling and education, vaccinations, pregnancy testing, and referrals for specialized services” at all seven of the Primary Care Health Centers in the City. In addition to Body Shop services, the RHWP

engages in outreach “to cultivate a culture of responsibility, well-being, and empowerment in regard to sexuality and reproductive health.” With a focus on preventing unintended pregnancies through a range of contraceptives, including condoms, the Body Shop emphasizes giving women the tools to preserve “the locus of control” over their reproductive lives, including addressing such factors as sexual coercion that threaten their control. This women’s rights-based approach is commendable and consistent with CEDAW. However, the RPWH does not specifically address certain populations of women at particularly high risk of sexual coercion, and/or who including who lack access to reproductive health care or might also require additional, simultaneous services such as substance abuse treatment. This includes, for example, incarcerated and previously-incarcerated women, statistics on which could not be found on City websites, as well as women with mental health problems. According to a 2013 survey conducted by a group of hospitals in Greater Cincinnati, mental health constituted the second highest health concern (after obesity) among women, and women suffer most from depression, anxiety, and sleep disorders while often also serving as the primary caretakers of children with mental health problems, which is on a steep rise according to a 2013 Cincinnati Community Health Needs Assessment.

### Rise to 1 and WIC

As already noted, much of the Health Department’s focus on women’s health revolves around their roles as mothers; the Rise to 1 and WIC programs are emblematic of this. Rise to 1, which seeks to help babies reach their first birthdays, with a particular geographic focus on the Western Hills area, does take a more HiAP approach in that it seeks to make a connection between the availability of housing, education, economic well-being, vocational training, and transportation, and women’s ability to raise healthy babies. While this takes the form of workshops for women to build social capital and financial stability, it does not appear to extend to a formal coordination of policies and services that the HiAP approach implies. WIC, which provides nutritional education, consultation, and resource support for pregnant, breastfeeding, and postpartum women as well as women with children under the age of 5 living in poverty at all City Health Centers (also largely consistent with CEDAW priorities), is seeking, as noted earlier, to take a more gender-neutral approach on some of these scores to include men and multiple gender identities as caretakers in its nutritional service provision.

### **Recommendations**

- While the HiAP framework mainstreams health, gender mainstreaming (including gender identity and sexual orientation) could be included more systematically within the framework. This includes adopting an intersectional approach that takes into account gender- and sexuality-based health concerns that are assessed alongside and in relation to race/ethnicity-based and class-based concerns, including within the framework itself and in the implementation of HiAP policies and programs.
- Both (cis)women and racial minorities, and in particular African American women, constitute the majority of CHD clients and direct service providers. While this increases the likelihood of sensitivity to health barriers and disparities for ciswomen in general and African American women more specifically, it is possible that men, people of color, sexual minorities, and/or gender non-conforming individuals may be less understood and underserved. Evidence suggests that some current employees, both at the top and the bottom, are resistant to identifying gender and sexual minorities and understanding their health needs, which might partially account for such large gaps in client statistics regarding gender and sexual orientation identifications. This might also partially account for the slowness to implement more expansive understandings of who does and can do care work, both with respect to healthcare provision and in client families in their various forms. Specifically, the Health Department should:
  - Provide additional training using a more inclusive cultural competency and implicit bias framework. This training should be provided and paid for by the City.

- Present more inclusive representation of the diversity of clients by gender identity and sexual orientation (that does not conflate gender with sex) as well as race/ethnicity, socioeconomic class, and age in public-facing materials of the Health Department.
- Revisit program names and targets so as not reproduce the idea that only (cis/hetero)women are caretakers and in need of reproductive health.
- Initiate conversations about how to increase employee diversity by gender, sexuality race, and age from top to bottom..
- The Department's Reproductive Women's Health Program's explicit human and women's rights-based approach to health and its reproductive justice ethos – which are in alignment with CEDAW best practices – should be a model for not only gender and reproductive health services, but for all clinical and public health efforts in the Health Department. Among others, this approach should be explicitly built into the HiAP framework and the next strategic plan.
- Equity, inclusion, and innovation in the area of gender and other forms of equity and inclusion are being stymied in part by the inability to expand on job descriptions and specify qualifications that can better match prospective employees with evolving (or what should be evolving) responsibilities. To the degree that such expansions can be accommodated under standard civil service categories, this should be done to attract and retain the best and most diverse personnel.
- In addition, it would be beneficial to consider de-identifying applicants by name and graduation dates to reduce bias and let credentials speak for themselves. Onboarding processes must emphasize an expectation to contribute to an “intentional culture” of equity, inclusion, and non-discrimination, and clear non-discrimination and grievance policies and procedures should not only be provided at the time of onboarding, but also annually and be made available online in non-opaque, non-hidden, and meaningful ways. There should also be ways to circumvent direct supervisors if they are the problem. Exit interviews should be both mandatory and anonymous in order to learn from them, identify any patterns of exclusion, disrespect, and discrimination, and improve the experiences of all employees.
- Equity and inclusion in all its dimensions should be a part of the Health Department's mission statement.

## Police Department

Principal Researchers: Dr. Rebecca Sanders and Julie Marzec

### Introduction

The Cincinnati Police Department (CPD) consumes over 36% of the City's budget, the most of any department.<sup>6</sup> CPD's mission is to "develop personnel and manage resources to promote effective partnerships with the community to improve the quality of life through the delivery of fair and impartial police services while maintaining an atmosphere of respect for human dignity."<sup>7</sup> Police work addresses critical challenges related to women's physical safety in their homes and in the community. In particular, effective and equitable policing helps governments live up to the aspirations of CEDAW to ensure all people enjoy equality, dignity, and opportunity.

In the following, we review two sides of the CPD. First, we examine the department's internal human resources policies and practices as they relate to gender equality. Next, we examine the department's public facing policies and procedures as they relate to policing gender-based violence in Cincinnati. In particular, we examine CPD's domestic violence (DV) response, generating several recommendations to maintain and improve best practices in this area.

### Human Resources Research Methodology

Below, we seek to evaluate CPD's policies and procedures as they relate to recruitment and promotion, requirements for equitable conduct by employees, and employee accommodations to create an equitable workplace. Ensuring an equitable and inclusive working environment for all employees is important for further diversifying CPD and meeting the requirements of CEDAW (Article 11), which calls on authorities, to "take all appropriate measures to eliminate discrimination against women in the field of employment" and "prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work."<sup>8</sup>

In order to evaluate performance in these areas, we examined CPD demographics, particularly those of sworn officers, surveyed CPD employees, and read policy documents, manuals, and labor contracts.

#### CPD Recruitment and Promotions

Demographically, the population of the City of Cincinnati is approximately 48% male and 52% female and 48% white, 43% African American, 4% Hispanic or Latino, 2% Asian, and 3% mixed race.<sup>9</sup> Among the 1034 sworn employees of CPD as of August 2019, approximately 77.5% are men, including 53% white males, 22% black males, and 2.4% other males and 22.5% are women, including 15% white females, 7% black females, and less than 1% other females. In aggregate racial terms, the force is approximately 68% white and 30% black (Appendix F). CPD therefore does not demographically reflect the population that it serves. Moreover, 2019 statistics suggest the pool of sworn officers has not diversified since 1980, when the Police Recruit List was 34% black and 23% female (Appendix G). While efforts are underway to improve representation, as well as improve the relationship between CPD and minority communities through innovative arrangements such as the Collaborative Agreement

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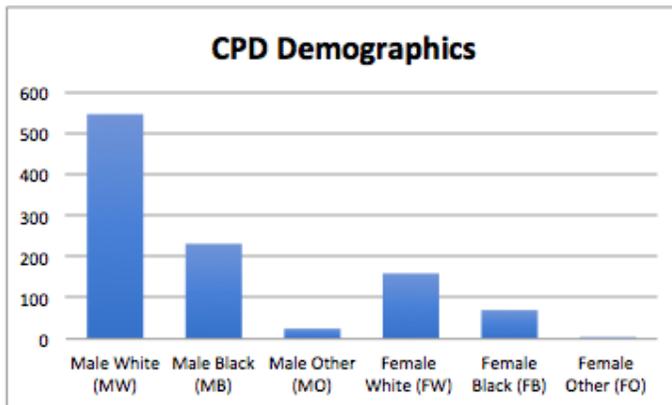
<sup>6</sup> [https://www.cincinnati-oh.gov/finance/assets/File/\\_City\\_of\\_Cincinnati\\_Budget\\_Book\\_Update\\_Approved\\_-\\_v7\\_-\\_8\\_15\\_2018.pdf](https://www.cincinnati-oh.gov/finance/assets/File/_City_of_Cincinnati_Budget_Book_Update_Approved_-_v7_-_8_15_2018.pdf)

<sup>7</sup> <https://www.cincinnati-oh.gov/police/about-police/>

<sup>8</sup> <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>

<sup>9</sup> <https://www.census.gov/quickfacts/cincinnati-city-ohio>

Refresh,<sup>10</sup> further effort to recruit officers who understand and are sensitive to the needs of underrepresented groups is warranted.



In this regard, we examined CPD’s public recruitment materials, which positively emphasize the value of “Community Problem Oriented Policing & Evidenced-Based Policing” and promote Cincinnati as a place where “we meet across bridges, cultures and backgrounds to create a community” and is “routinely recognized for being family-friendly, pet-friendly, LGBTQ-friendly and welcoming to all.”<sup>11</sup> In order to ensure police recruits are well-suited to the job, candidates are required to complete a Personal History Questionnaire (PHQ).<sup>12</sup> The PHQ asks numerous detailed questions about employment and financial history, past drug use, sexual behavior, and criminal acts. However, the PHQ does not explicitly ask whether recruits have ever committed an act of domestic violence or intimate partner violence that did not result in an arrest. Doing so could help weed out inappropriate recruits.

Promotions within the Cincinnati Police Department continue to be governed by the 1981 Consent Decree between the United States Department of Justice, and Queen City Lodge No. 69, Fraternal Order of Police and the City of Cincinnati in *United States v. Cincinnati*, Civ. No. C-1-80-369 (Aug. 13, 1981) (Appendix G). The Consent Decree was a response to discrimination in the department against women and African Americans. Its goal was to affirmatively ensure equitable recruitment and promotion practices. It mandated that at least 25% of the promotional ranks of Police Specialists and Sergeants should be held by qualified female or black candidates, approximating the percentage of these groups eligible for promotion in the pool of candidates. Today, CPD policy continues to require that one out of four promotional slots be filled by a member of a minority group including women, African Americans, or members of other racial groups. Often, the Consent Decree does not in fact need to be invoked to ensure this outcome as there is sufficient diversity on promotional lists (generated by three components: a written test; a computer-based writing exercise; and the Assessment Center, which uses written/oral exams and scenarios).

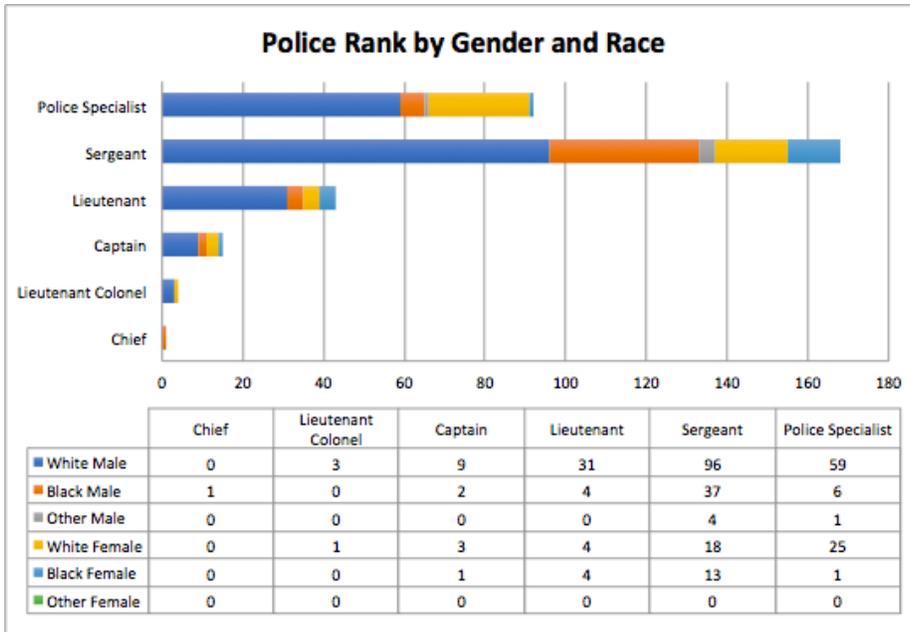
Our analysis of August 2019 departmental data (Appendix F) suggests that while the distribution of women and African Americans across various sworn ranks is somewhat reflective of both the demographics of the department as a whole and of those holding the lowest rank of Police Officer (although not of the Cincinnati community at large), white males continue to be overrepresented relative to their numbers in the department at every promotional rank except for Chief, of which there is only one. In contrast, black men are underrepresented at every promotional rank except for Chief. In addition to the position of Chief, men overall are overrepresented in the ranks of Lieutenant and Sergeant and underrepresented at the Lieutenant Colonel, Captain, and Police Specialist ranks while the reverse is

<sup>10</sup> <https://www.cincinnati-oh.gov/police/collaborative-agreement-refresh/>

<sup>11</sup> <https://www.cincinnati-oh.gov/police/recruiting/>

<sup>12</sup> <https://www.cincinnati-oh.gov/police/assets/File/Data/PHQ.pdf>

true for women overall, who are underrepresented at the Lieutenant and Sergeant ranks. However, the numbers of Lieutenant Colonels (4) and Captains (15) are so small that the loss of one woman would lead to women's underrepresentation.



**Demographics of Sworn Officers by Rank - August 2019**

	ALL	CHF	LTC	CPT	LT	SGT	PS	PO								
<b>DEPARTMENT TOTAL</b>	1034	1	4	15	43	168	92	711								
	%Total	%Total	%Total	%Total	%Total	%Total	%Total	%Total								
Male White (MW)	546	52.8	0	3	75	9	60	31	72.1	96	57	59	64.1	348	49	
Male Black (MB)	231	22.3	1	100	0	2	13.3	4	9.3	37	22	6	6.5	181	25.5	
Male Other (MO)	25	2.4	0	0	0	0	0	0	0	4	2.4	1	1.1	20	2.8	
<b>MALE TOTAL</b>	<b>802</b>	<b>77.5</b>	<b>1</b>	<b>100</b>	<b>3</b>	<b>75</b>	<b>11</b>	<b>73.3</b>	<b>35</b>	<b>81.4</b>	<b>137</b>	<b>81.4</b>	<b>66</b>	<b>71.7</b>	<b>549</b>	<b>77.3</b>
Female White (FW)	159	15.4	0	0	1	25	3	20	4	9.3	18	10.7	25	27.2	108	15.2
Female Black (FB)	70	6.8	0	0	0	0	1	6.7	4	9.3	13	7.7	1	1.1	51	7.2
Female Other (FO)	3	0.3	0	0	0	0	0	0	0	0	0	0	0	0	3	0.4
<b>FEMALE TOTAL</b>	<b>232</b>	<b>22.5</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>25</b>	<b>4</b>	<b>26.7</b>	<b>8</b>	<b>18.6</b>	<b>31</b>	<b>18.4</b>	<b>26</b>	<b>28.3</b>	<b>162</b>	<b>22.8</b>

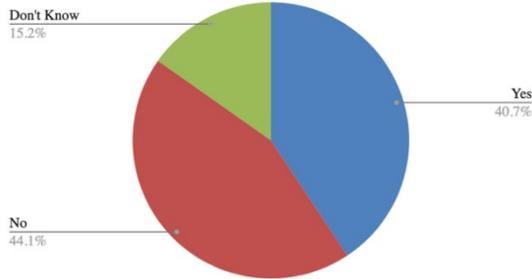
Employee Perceptions

As documented in our October 2018 preliminary report for Phase One, during summer 2018 (June 18, 2018 - July 27, 2018), we surveyed perceptions of gender and racial equality among City employees (Appendix A). Employees of CPD as well as the Fire Department expressed significant concerns in this regard. 490 CPD employees answered the survey, a 37.8% response rate. Respondents were 71.9% white, 25.2% African American, 0.2% Asian, 0.2% American Indian, 2.5% Hispanic, and 35.6% female.

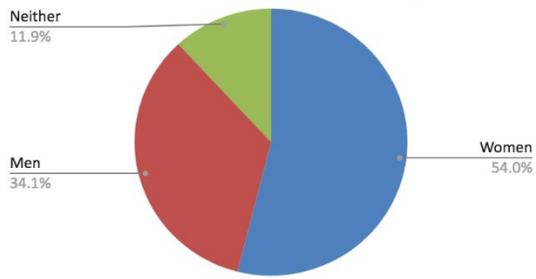
When asked “In general, do you believe that gender affects career advancement in your department?,” 194 (44%) said no, 179 (41%) said yes, and 67 (15%) said they did not know. When asked the question “If you would like, please explain why you do or do not think gender affects career advancement opportunities in your department,” less than half of respondents elaborated, with mixed results. 37% of responses mentioned that women receive preferential treatment, 14% of responses mentioned that men

receive preferential treatment, 8% of responses stated that there is no bias, and 8% of responses stated that there was a bias, but that it was not gender or race based (e.g. civilian vs. sworn officer or nepotism). Several other responses were unclear.

Does Gender Impact Opportunities for Advancement?

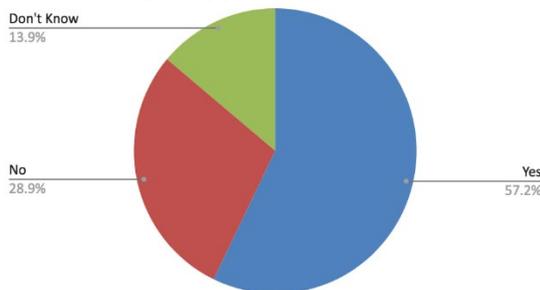


Which Gender Receives an Advantage?

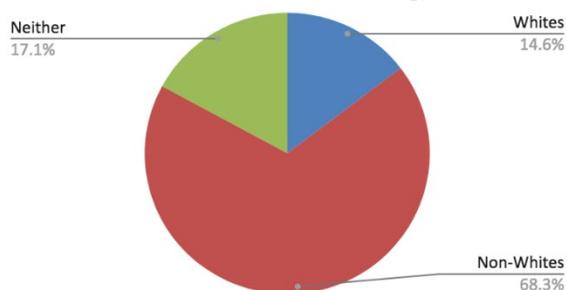


When asked “In general, do you believe that race affects career advancement in your department?,” 251 (57%) said yes, 127 (29%) said no, and 61 (14%) said they did not know. When asked, “If you would like, please explain why you do or do not think race affects career advancement opportunities in your department,” less than half of respondents elaborated. 46% of responses explicitly stated that racial minorities get preferential treatment, 10% stated that white people get preferential treatment, 11% stated that there is no racial bias, and 8% stated that there is an unspecified bias or bias that is unrelated to gender/race. Several other responses were unclear.

Does Race Impact Opportunities for Advancement?



Which Race Receives an Advantage?



Among those who elaborated, several responses expressed the view that women and African Americans are promoted primarily or only because of their gender and/or race and that white heterosexual males are the victims of unfair reverse-discrimination. Fewer respondents suggested women and racial minorities continue to face barriers, and are subject to implicit bias, noting that mentorship opportunities are rare for women and racial minorities, that women work in subordinate roles, that women do not have adequate representation in authority positions, and that minority employees feel overlooked and undervalued. Moreover, some respondents noted that advancement was limited for employees whose scheduling flexibility was restricted by caregiving obligations. The survey further found that there are wide disparities in the perceptions of whites and men vs. the perceptions of non-whites and women with respect to gender and racial discrimination in the US more broadly, with significant numbers of the former seeing non-whites and women as having advantages over whites and men in the workforce, and almost none of the latter perceiving this as the case.

As the CPD personnel demographics cited above objectively clarify (Appendix F), white males are overrepresented at every promotional rank except Chief. Women are underrepresented in several categories and black men are underrepresented in every promotional rank except Chief. Therefore, our

study did not find evidence that white males are underrepresented or denied promotional opportunities in the CPD.

The perception of bias against white males expressed by some survey respondents has several possible implications for diversity, equity, and inclusion in the CPD. First, women and racial minorities may face assumptions from some of their peers that their positions are undeserved, undermining their authority and potentially creating a challenging work environment. Second, these perceptions may distract attention from the fact that the demographics of CPD remain unrepresentative of the community it serves and that white males are overrepresented across promotional ranks relative to their numbers in the department. Third, as discussed in the latter part of this report, there is evidence of correlation between perceptions of reverse-discrimination and CPD employees' beliefs about how best to do their jobs and interact with the public.

Additional findings about workplace culture were highlighted in our Phase One preliminary report, which considered how race and gender might impact employee experience. Using a series of regression models, we tested whether gender and race impact employee perceptions of the following: (1) happiness in current department; (2) belief that there is room for advancement in their current department; (3) beliefs that their colleagues are professional and respectful; (4) comfort reporting workplace violations and/or misconduct; (5) comfort reporting workplace harassment; (6) belief that their department is respectful and inclusive of gender, race, and sexual differences among its employees; and (7) belief that their department is responsive to the different interests and needs of diverse public stakeholders (including women, racial and sexual minorities, and the economically disadvantaged) in its planning, programs, and services. While being a woman in CPD does not on average impact any of these measures according to our estimates (holding all else constant—including pay and position), being non-white is negatively on average associated with perceptions of respect, beliefs about department inclusiveness, and beliefs that the department is responsive to the needs of diverse stakeholders.

### CPD Policies and Procedures for Equitable Conduct

CPD requires equitable conduct by employees in relation to each other and the public at large. Specifically, the Cincinnati Police Department Procedure Manual,<sup>13</sup> contains multiple relevant policies and procedures:

Policy 15.101: Bias Free Policing. Services and enforcement will be provided fairly and without discrimination toward any individual or group of people. Sworn personnel will receive training on bias free policing, or the reliance on factors such as race, gender identity, ethnicity, national origin, religion, economic status, age, cultural group, or disability as a factor in deciding whether to take law enforcement action or to provide service.

Policy: 15.015 - Equal Employment Opportunity (EEO) Complaint Process. Any form of discrimination is against the law and is a prohibited personnel practice. Discrimination includes but is not limited to offensive or derogatory remarks, hostility or aversion toward an individual because of his or her race, color, religion, gender, sexual orientation, national origin, age, disability, marital status, HIV status, or Appalachian regional ancestry, or that of his or her relatives, friends, or associates. Employees who violate this policy are subject to the disciplinary process.

Policy: 15.106 Sexual Harassment. Sexual harassment is a form of employee misconduct which includes unwelcome sexual advances, requests for sexual favors, and/or other verbal or physical conduct of a sexual nature. Complaints of sexual harassment shall be examined impartially and resolved promptly. The Internal Investigations Section will investigate all reports of sexual

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<sup>13</sup> <https://www.cincinnati-oh.gov/police/departments-references/police-department-procedure-manual/>

harassment. If it is deemed that an employee violated this policy, they will be subject to the disciplinary process.

In addition, Section 1.06 of the Manual of Rules and Regulations and Disciplinary Process for the Cincinnati Police Department<sup>14</sup> requires that “Members of the Department shall not express any prejudice concerning race, sex, religion, national origin, life-style, or similar personal characteristics” and that “Members shall not engage in unwarranted or unwelcome conversations of a sexual nature with other Department members, City employees, or members of the public.”

While the inclusion of these policies in CPD manuals is important for workplace equity, the scope of our study did not allow us to systematically investigate the degree to which they are respected and enforced.

### CPD Policies and Procedures for Equitable Accommodations

In addition to prohibiting overt bias and harassment in the department, an additional consideration for creating an equitable workplace is ensuring accommodations for employee pregnancy, childbirth, and childcare. Approximately half of CPD employees who answered our summer 2018 survey indicated they were the primary caregiver to a child under the age of 18 or an elder. This suggests that policies that accommodate pregnancy, childbirth, child rearing, and care work are important for meeting the needs of CPD employees. Addressing such matters, the following relevant policies are included in the Cincinnati Police Department Procedure Manual:

Policy: 19.107 Family Medical Leave Act (FMLA). Eligible employees have access to up to 12 weeks of paid and/or unpaid time off for military service, serious illness, injury, or pregnancy in a calendar year. It can also be used by custodial parents for bonding after birth or adoption.

Employees may be required to use vacation or compensatory time in lieu of unpaid FMLA leave.

Policy: 19.130 Limited Duty and Extended Sick Personnel. The Department will grant temporary assignment transfers to limited duty employees who are temporarily unable to perform duties required due to an on-duty illness or injury. If an employee becomes temporarily incapacitated due to an off-duty injury, illness, or pregnancy, the Department may grant a temporary reassignment, as recommended by the treating physician’s documentation.

Policy: 19.131 Employee Pregnancies. Pregnant employees will remain on unrestricted duty until the employee requests to be placed on a limited duty status, their ability to perform their required duties, their ability to perform their required duties is impaired as determined by the employee’s immediate supervisor, or they are unable to wear proper uniform attire.

CPD labor contracts further specify relevant provisions related to accommodations. The 2016-2019 Labor Agreement by and Between Queen City Lodge No. 69 Fraternal Order of Police and the City of Cincinnati for both Supervisors<sup>15</sup> and Non-Supervisors<sup>16</sup> provides in Section 18 that an employee may use sick leave when “physically unable to work due to pregnancy, childbirth, miscarriage, a related medical procedure or recovery, therefrom” on a duration to be determined by the employee and her physician.

The broader terms of maternity/parental leave policies are contained in the City of Cincinnati’s across the board Parental Leave Policy,<sup>17</sup> which allows full time employees to take six weeks of paid leave. The first two weeks constitute a “waiting period” in which the employee can use her/his accrued paid sick leave, vacation leave, or borrow against future leave. The remaining four weeks, the Supplemental

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<sup>14</sup> <https://www.cincinnati-oh.gov/police/linkservid/71B10956-57E1-4D65-B203A105424A1022/showMeta/0/>

<sup>15</sup> <https://serb.ohio.gov/static/PDF/Contracts/2016/16-MED-03-0263.pdf>

<sup>16</sup> <https://serb.ohio.gov/static/PDF/Contracts/2016/16-MED-03-0264.pdf>

<sup>17</sup> [https://www.cincinnati-oh.gov/hr/assets/File/Parental\\_Leave\\_Policy.pdf](https://www.cincinnati-oh.gov/hr/assets/File/Parental_Leave_Policy.pdf)

Leave Period, are paid at 70% of the employee's salary, which can be supplemented with accumulated paid leave.

## **Human Resources Recommendations**

### Equitable Recruitment, Promotions, and Perceptions

CPD has a long-term challenge in this regard. In order to improve and maintain diversity in the department, we recommend:

- CPD should expand efforts to recruit diverse candidates to the force who reflect the demographics of the community served. Particular efforts are required to further recruit women, and especially African American women.
- CPD should include a question about domestic violence and intimate partner violence on the PHQ in order to further weed out inappropriate candidates.
- CPD should ensure it is providing mentorship and opportunities that improve the representation of minorities at all ranks where they are underrepresented, particularly women at the rank of Sergeant and Lieutenant.
- CPD should strategize to address perceptions among some officers that women and African Americans are disproportionately and/or unfairly promoted, limiting advancement opportunities for white men. The resentments generated by these perceptions are potentially detrimental to an equitable workplace culture and risk spilling over into officers' attitudes towards women and minorities in the community.

### Equitable Conduct

On paper, CPD's policies and procedures as they relate to equitable conduct appear adequate. Our limited resources have not permitted us to analyze whether policies on paper are systematically followed in practice. For example, we are unable to say whether policies against sexual harassment are routinely followed.

- We recommend ongoing study to determine rates of compliance and ensure existing policies are enforced in practice.

### Equitable Accommodation

CPD's equitable accommodation policies could be improved. Paid maternity/parental leave in the United States significantly lags behind other countries as zero paid maternity/parental leave is mandated nationally. While the City surpasses this non-existent benchmark, employers concerned with gender equality have been lengthening periods of paid maternity/parental leave. In order to enhance equity we recommend:

- CPD should engage in ongoing dialogue with employees to ensure policies and procedures accommodate employee care giving responsibilities to the greatest extent possible.
- The City should expand its paid maternity/parental leave program (e.g. increase length of time and raise percentage of pay) to ensure that women who give birth have adequate time to physically and psychologically recover and that new parents have adequate time to care for their children and still pay their bills.
- The City should eliminate the two week "waiting period" for paid parental leave.
- Employees should not be required to use sick leave or FMLA leave to cover pregnancy, childbirth, or miscarriage related absences. Doing so means that pregnant employees have less sick/FMLA time available to them than non-pregnant employees, even though people who experience pregnancy are just as likely to suffer from non-pregnancy related illnesses (e.g. influenza or cancer) as those who do not. This discrepancy creates a form of gender-based discrimination against women.

## Gender-Based Violence Policies and Procedures Research Methodology

Women and girls in Cincinnati are subjected to numerous forms of gender-based violence such as domestic violence (DV), including intimate partner violence (IPV), sexual assault, human trafficking and forced prostitution, and various forms of sexual harassment and stalking. As stated by the CEDAW Committee, “The definition of discrimination includes gender-based violence, that is, violence that is directed against a woman because she is a woman or that affects women disproportionately.” Gender-based violence “seriously inhibits women’s ability to enjoy rights and freedoms on a basis of equality with men.” Moreover, governments are obliged “to take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise.”<sup>18</sup>

CPD has numerous policies and procedures that address gender-based violence. We performed an in-depth analysis of CPD’s DV response, utilizing public records data, qualitative interviews, and survey data. In terms of evaluating the City’s resource dedication, while policing consumes over one third of the City’s budget, how much of this is devoted to women’s safety is unclear as the CPD budget does not break out figures on money spent on stemming domestic violence. We make several recommendations about how best to address DV in Cincinnati. We note that some of our findings overlap with the findings of the Hamilton County Commission on Women and Girls and recommend multiple offices and levels of government collaborate to improve the status of women and girls in the community.

### Domestic Violence in Cincinnati

As noted by the CEDAW Committee, “Family violence is one of the most insidious forms of violence against women. It is prevalent in all societies. Within family relationships women of all ages are subjected to violence of all kinds, including battering, rape, other forms of sexual assault, mental and other forms of violence, which are perpetuated by traditional attitudes. Lack of economic independence forces many women to stay in violent relationships...These forms of violence put women’s health at risk and impair their ability to participate in family life and public life on a basis of equality.”<sup>19</sup> Domestic violence is deadly. Almost half of the 4,484 killings of women in 47 major U.S. cities during the past decade were committed by intimate partners (Zeizima et al, 2018). In addition to the direct harm to victims, domestic violence that involves a weapon is extremely dangerous for responding officers, representing the leading cause of police fatalities nationally (Schreyer, 2018). Moreover, it has increasingly been noted that crimes of paramount public concern such as mass shootings involve histories of DV (Keneally, 2019).

Domestic and intimate partner violence is a significant issue in the City of Cincinnati. Based on CPD statistics accessed through the Cincinnati Open Data Portal,<sup>20</sup> there were 16,113 reports of domestic violence and 3,100 cases of rape within the city from June 1, 2009 to May 24, 2019. DV represents approximately 4.5% of reported crimes, making it the seventh most common crime after theft, criminal damaging, assault, burglary, aggravated robbery, and breaking and entering. Eighty-one percent of DV victims and 91% of rape victims were identified as women and 74% of DV victims and 57% of rape victims identified as black. Despite the fact that the population of City of Cincinnati is only 43% black, almost three-quarters of DV victims are black. Low-income black majority neighborhoods have the highest rates of DV and rape, with areas with government-subsidized housing having some of the highest rates of crime in the city proportional to their small size. Conversely, mostly white neighborhoods, such as Hyde Park and Oakley, with high per capita income had very low rates of such crime.

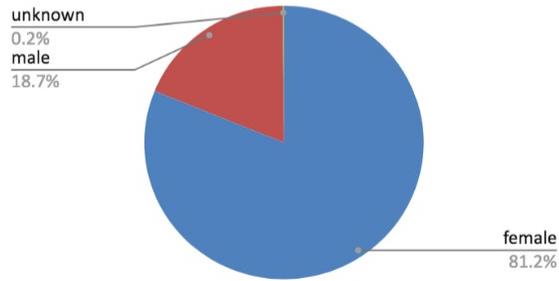
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<sup>18</sup> [https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1\\_Global/INT\\_CEDAW\\_GEC\\_3731\\_E.pdf](https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/INT_CEDAW_GEC_3731_E.pdf)

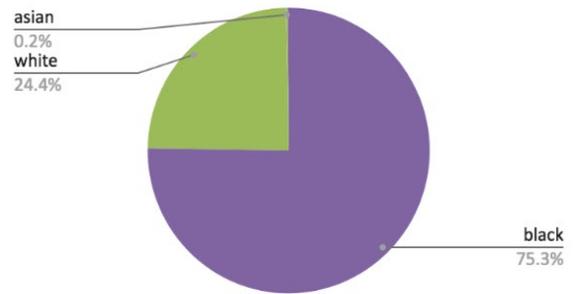
<sup>19</sup> [https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1\\_Global/INT\\_CEDAW\\_GEC\\_3731\\_E.pdf](https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/INT_CEDAW_GEC_3731_E.pdf)

<sup>20</sup> <https://data.cincinnati-oh.gov/Safer-Streets/PDI-Police-Data-Initiative-Police-Calls-for-Service/gexm-h6bt>

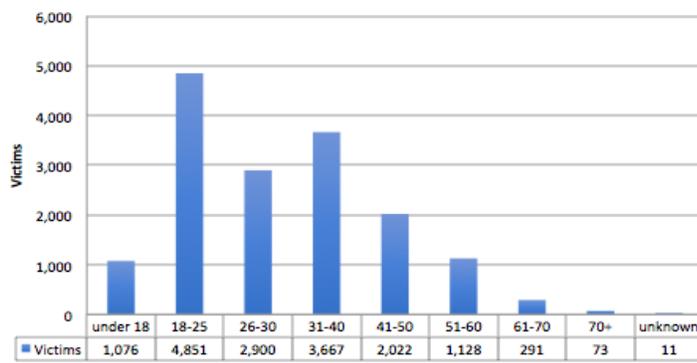
### Victim Gender



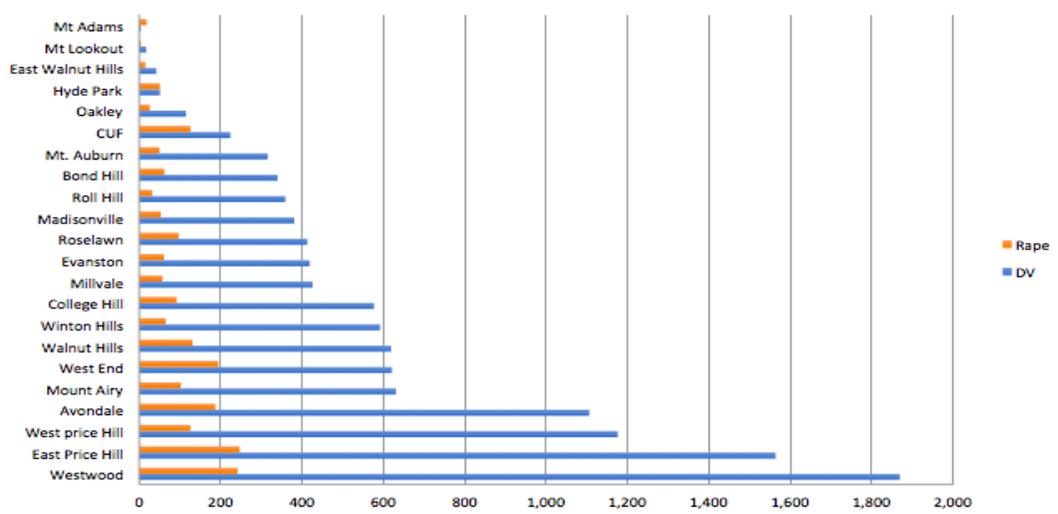
### Victim Race



### Victims by Age

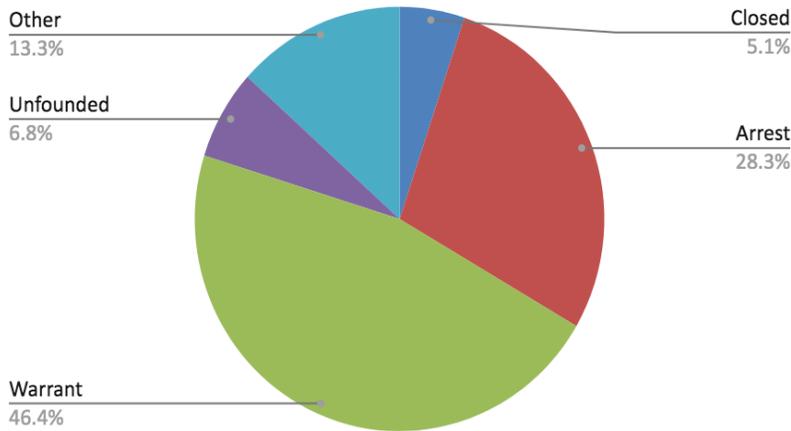


### Runs by Neighborhood



CPD's DV response largely occurs at the district level. All police officers are involved in responding to DV calls for service. Officers must follow fixed protocols, including the performance of a brief lethality assessment to determine the degree of risk for homicide (e.g. perpetrators who choke victims are more likely to later kill them). If present at the scene, the perpetrator is arrested. If not, a warrant is issued. Sometimes police actively look for perpetrators who have fled the scene, but often they do not. According to CPD data, 46% of all DV runs end in a warrant. Thus, almost half of all DV offenders are left on the street after a violent incident, demonstrating the importance of locating fugitive DV offenders to ensure that victims are not at increased risk.

### Outcome on Scene (DV Cases)



At DV scenes, officers collect evidence including witness statements and photographs of injuries. Body cameras should be turned on. Each district has a designated DV investigator who receives all DV reports and further investigates cases. The investigator then forwards all DV reports to the social service agency Women Helping Women for follow up with the victims.

### *Domestic Violence Policies and Procedures Findings*

#### CPD DV Training

CPD officers receive training related to domestic violence at the Police Academy. Officers may periodically elect to pursue additional DV training throughout their career. However, there is no mandatory ongoing training to help officers update and refine their knowledge of DV procedure or best practices. DV scenarios can be complex and involve ambiguities over who to charge, what to charge, how to collect evidence, and how to assist victims. For example, our interviews highlighted that it is not always clear when officers should pursue “cross charges” or “dual arrests” of both partners when they both claim to be victims of assault. Unfounded cross charges may result in DV victims being charged with a crime with serious consequences for their families, such as loss of custody of children.

Furthermore, officers may struggle to understand certain frustrating aspects of DV cases, such as the frequency with which victims reunite with or decline to testify against perpetrators, resulting in repeated calls to the same violent address. The lack of ongoing mandatory training may limit officers’ opportunity to better understand these patterns and thus engage in a trauma informed response to victims. DV training from an outside agency focusing on gender-based violence is critical. We understand that Women Helping Women, which has already successfully partnered with the City to offer DVERT, is willing and able to provide such training.

## The DVERT Program

The Domestic Violence Enhanced Response Team, known as DVERT, is an innovative new collaboration between Women Helping Women (WHW) and CPD that became operational in 2018. It was modeled on a similar initiative in Southern California and was adopted after a spike in domestic homicides in the Cincinnati. DVERT is currently funded through federal grants and receives no financial support from the City of Cincinnati or the Cincinnati Police Department.

DVERT responds 24 hours per day, 365 days per year to scenes involving intimate partner violence (IPV)<sup>21</sup> within the jurisdiction of CPD. The purpose of DVERT is to provide an advocate on-scene with Cincinnati Police at all DV runs involving IPV. DVERT advocates provide emotional and logistical support to victims on scene and follow up with victims regarding next steps. Advocates are not directly involved in officers' decisions on scene, do not personally provide transportation for victims, do not provide legal advice, and only stay on scene as long as officers are present.

Prior to requesting a DVERT advocate, the police officer on scene determines 1. whether the victim and suspect have/had an intimate relationship; 2. if there have been repeated calls for service; and 3. if the perpetrator used any weapons (including guns, fists, and strangulation). If the answer is yes to number one and yes to either number two and/or number three, the officer will request a DVERT advocate via dispatch once the scene is determined to be safe. Dispatch then contacts WHW through their 24-hour hotline and the hotline dispatches a DVERT advocate who then communicates their estimated time of arrival via radio (25 minutes or less within the city of Cincinnati limits).

Once on scene, DVERT advocates provide support including but not limited to safety planning, securing shelter, and providing information relating to the criminal justice process and civil protection orders, as well as addressing other concerns. Advocates also communicate with police officers on scene to gain information regarding the current situation. WHW advocates follow up with victims the next business day to further discuss WHW programs and services and create a long-term safety plan.

Our interviews with both WHW and CPD officers suggest DVERT is working. We conducted five interviews with professionals working to combat DV in Cincinnati including a WHW director, a high-ranking official at the City Prosecutor's Office, and three CPD officials, two of whom are former or current DV investigators.<sup>22</sup> All individuals interviewed expressed support for the DVERT program. One reason for this support is that DVERT fills a gap between victims calling the police and receiving supportive services. By responding directly to the scene, DVERT advocates are able to lift some of the burden from the victim by coming to their exact location, most often their home. DVERT may also take some responsibility off of the officer in terms of victim support. DVERT advocates are specially trained to speak with victims and provide complex information regarding the legal system in a way that is comprehensible to victims during a crisis. This allows CPD officers to focus on their law enforcement

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<sup>21</sup> Intimate partner violence is a social term that refers to emotional, economic, sexual, and physical violence between two individuals that are or have been engaged in an intimate relationship together. Domestic violence is a legal term that refers to physical violence or the threat of physical violence between two individuals that are cohabitating, married, blood related, or have a child in common. Domestic violence and intimate partner violence often overlap, but not all forms of IPV can be prosecuted (e.g. name calling, controlling behaviors, implicit threats, etc.) Moreover, an offender can only be charged with domestic violence if the offender and the victim live together, are married, are blood related, or have a child in common. If the offender and victim do not fit the criteria (e.g. they are engaged in an intimate relationship but not cohabitating), the offender will be charged with another crime.

<sup>22</sup> We are grateful to Hope Carver (Women Helping Women, Vice President of Programming), Natalia Harris (City Prosecutor), Sgt. Stefanie Torlop (CPD Planning and Research), Sgt. Linda Sellers (District 2 and DV expert), and Officer David Weidle (District 5 DV Investigator) for sharing their insights with us in Summer 2019. We also had the opportunity to speak with several WHW DV advocates, who shared their experiences responding to DV scenes.

duties such as collecting evidence, completing paperwork, and interviewing potential witnesses. Furthermore, several interviews highlighted that DVERT creates a sense of accountability for responding officers. CPD officers are now required to call DVERT for any case that meets the criteria and thus are more likely to follow protocols such as executing arrests or warrants. Our research shows that since the inception of DVERT, cases not ending in arrest or warrant decreased by 0.7% each month. This indicates that CPD officers are more likely to execute an arrest or warrant when DVERT responds on scene.

Statistics highlight both the demand for DVERT and its initial impact. DVERT was implemented in part due to a sudden increase in the need for victims' services in Cincinnati. In the past two years, Women Helping Women has provided over 25,000 services to 7,565 survivors of gender-based violence, an increase of 29% (McCauley, 2019). The Women Helping Women 24-hour crisis line receives over 110 crisis calls per day, but in the months before DVERT was established, sexual assault crisis calls to Women Helping Women spiked 38% and a support group doubled in size (Thompson, 2017; McCauley, 2019). Another startling reason for the inception of DVERT is the large number of IPV homicides in Cincinnati. From July 1, 2016 to June 30, 2016, there were 166 domestic violence fatalities in Ohio. In 2016, a quarter of all homicides were perpetrated by an offender actively engaged in or with a history of domestic violence or sexual assault (Brookbank, 2017).

The DVERT program was launched on February 15, 2018. During DVERT's first year of operation (February 15, 2018 through February 28, 2019), advocates responded to 999 victims of DV with a total of 1,214 children. This accounts for 72% of all DV runs during this period. Although implementing the program initially proved challenging, DVERT was dispatched in over 90% of runs in the second half of the year. DVERT is a critical access point for victims to receive services. Due to the complex nature of domestic violence, victims are often isolated with limited access to supportive services. Despite the fact that Women Helping Women provided 21,000 services in 2018 alone, 88% of victims served by DVERT reported having no previous interaction with the agency, demonstrating the high level of need in the city.

Victims working with DVERT advocates were overwhelmingly female (83%), low income (57% reported less than \$10,000 annual income), young (40% were between the ages of 20 to 33 years old), and black (48%). Thirty-two percent of victims reported the use or threat of a weapon and 42% of victims reported that the perpetrator threatened to kill them. In sum, young, low income, black women are disproportionately impacted by domestic violence in Cincinnati.

Collaboration between public and private organizations is an increasingly effective strategy to address the complex challenges presented by domestic violence. This process is most effective when diverse actors work collectively to share expertise, engage in authentic dialog, and coordinate efforts to solve complex issues. Such collaborations have the potential to lead to innovative solutions to common problems in traditionally disparate, complicated systems. Although mandating such collaboration may initially prove challenging, it also imposes a formalized structure and framework to increase communication and augment coordination. Thus, commitment to the collaboration and buy-in from program participants (e.g. police officers and advocates) is key to successful implementation. Contemporary research indicates that such collaboration will lead to more effective, respectful, and unbiased investigations and treatment of DV victims and will ultimately lead to less repeat calls for the same victim (Casey et al, 2007; Goodman-Delahunty & Crehan, 2016).

Despite the initial success of the DVERT program, and positive assessments of its impact by our interview subjects, the results of our summer 2018 survey, discussed above in relation to internal human resources matters, suggests that all officers do not have a uniform appreciation of DVERT. The survey results highlight several areas of concern when implementing enhanced responses to DV. The first is that female officers perceive the DVERT program as more beneficial than male officers. This may be because the previously outlined perceptions of reverse-sexism within CPD adversely impact some male

officers' assessment of DVERT as they may feel that women, who are overwhelmingly more likely to be victims of DV, are afforded more advantages in society. Moreover, the survey suggests that officers who believe that they lack the resources to properly do their job see DVERT as a further drain of such resources. Finally, our research suggests that officers accused of unlawfully using force against citizens are more likely to perceive the DVERT program as negative, possibly because they share characteristics with perpetrators.

### CPD Arrest and Investigation Policies and Procedures

The Cincinnati Police Department Procedure Manual guides how officers should respond to DV and related gender-based violence as well as crime more generally. We highlight some of these policies and procedures below. However, our research suggests these requirements are not always followed:

**Policy 12.260 Warrants for Adults: Service and Recording.** An open warrant and capias list is to be distributed on a daily basis to all district/section/unit personnel. Units will attempt to serve a warrant within a 30 day period. If the suspect reportedly does not live at the listed address, personnel should attempt to obtain another address by contacting the dwelling manager, by checking the City Directory, Clerk of Courts, Regional Crime Information Center, or the local post office, or by canvassing the neighborhood for information on the wanted individual.

*Practice and implementation:* According to our research, there is concern that this policy is not always followed. This allows warrants to remain open for weeks, months, or years at a time, placing victims of violent crime at increased risk for future violence.

**Policy 12.315 Investigation of Rape and Other Sexual Assault Offenses:** This policy establishes responsibility for preliminary and follow-up investigations of rape and other sexual assaults. Adult victims of sexually based offenses will be transported to the University of Cincinnati Hospital and minor victims to Cincinnati Children's Hospital for a physical/rape examination unless a victim insists on a private physician or another hospital. Only Personal Crimes investigators will pick up and process evidence from University Hospital and Children's Hospital. District personnel are responsible for the preliminary investigation of rape and other sexual assault offenses.

*Practice and implementation:* We did not have the opportunity to sufficiently examine the implementation of these requirements within the course of this study and thus suggest further research and investigation.

**Policy 12.372 Chronic Nuisance Premises.** The policy is aimed at assisting victims of crime and penalizing those who commit crimes or those who permit conditions to exist that give rise to crime or excessive calls for service to police. If a multi-family premise is deemed to be a chronic nuisance under Cincinnati Municipal Code (CMC) Chapter 761, the premises owner may be billed for the cost of enforcement services and cited civilly or criminally.

*Practice and implementation:* According to our research, there is concern that this policy as written and practiced may adversely impact victims of IPV. In order to avoid civil or criminal citations or fines, landlords may make increased efforts to evict tenants if the police respond to their home for nuisance activities. Although DV calls for service are not considered nuisance activities, IPV related crimes are considered nuisance activities. Such crimes include but are not limited to menacing offenses, assault offenses, kidnapping, and discharging firearms. Thus, this puts victims at risk of being evicted and, unless they are living in federally subsidized housing, they have very limited protections from eviction under the law.

Policy 12.403 Crime Victim/Witness Notification and Assistance. This policy directs CPD personnel on the procedures of providing proper notification to victims of crime as outlined in the ORC 2930 Victims' Rights section. Furthermore, it establishes the Victims Assistance Liaison Unit (VALU) which "supports the needs of victims of violent crime and surviving victims and family members of homicides, suicides, and other death investigations" as well as Cincinnati Citizens Respect Our Witnesses (CCROW), part of the Victims Assistance Liaison Unit whose focus is to support the needs of witnesses to violent crime. This unit is mandated to provide "Your Rights and Responsibilities as a Crime Victim" booklet distributed by the Attorney General of the State of Ohio. VALU/CCROW shall maintain contact with the victim/witness, provide accompaniment to court, and sit with victim/witness/family during the court proceedings, among other supportive services.

*Practice and implementation:* Although it was confirmed during our research that VALU is indeed supporting surviving family members of murder victims, we were unable to confirm the operational status of the CCROW. This unit and their support services would be beneficial to victims of violent DV and sexually based offenses.

Policy 12.412 Domestic Violence. This policy outlines the course of action taken by CPD during and after a response to a scene of domestic violence. Arrest is the "preferred course of action" when an officer has reasonable cause to believe someone has committed the offense of domestic violence or violated a civil or criminal protection order. Officers are ordered to complete a Motion for Temporary Protection Order (TPO). TPOs may be issued in addition to any charges filed alleging domestic violence, felonious, aggravated or simple assault, menacing by stalking, or trespassing which involves a family or household member as defined in the ORC. If a domestic relationship cannot be definitively established, the case should be charged as an assault and a domestic violence simultaneously. Upon arrival, responding officers will separate the involved parties and officers will make every attempt to identify the primary physical aggressor in the incident. If probable cause exists and the offender is on scene, they will be arrested and any weapons will be seized. If the offender is not on scene, officers must file a warrant. If the incident resulted in serious physical harm, it must be charged as a felonious or aggravated assault. All reports will be referred to the follow-up investigator who will contact the victim. When probable cause exists, immediately sign a warrant or arrest defendants in violation of a TPO or CPO.

*Practice and implementation:* According to our research, there is concern that this policy is not always followed. There is preliminary evidence that DVERT response has increased the number of arrests and warrants issued at the scene for DV. But our research also shows that charges for violation of protection orders are often not issued. This may be due to a lack of willingness on behalf of the officer or understanding of the threshold of probable cause to file charges. Furthermore, our research shows that while TPOs are being routinely issued in cases of DV, they are rarely issued in cases of assault, menacing, or trespassing as per protocol. An offender can only be charged with domestic violence if the offender and the victim live together, are married, are blood related, or have a child in common. If the offender and victim do not fit the criteria (e.g. they are engaged in an intimate relationship but not cohabitating), the offender will be charged with another crime and CPD officers will not automatically request a TPO. This leaves victims vulnerable to further acts of violence. Our research also indicated that police officers may not separate the victim from the suspect during the initial on-scene investigation per protocol. Additionally, although dual arrests are not the preferred course of action, they are still regularly occurring.

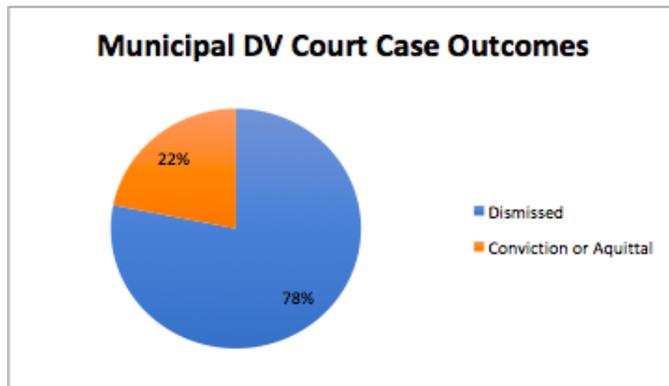
Policy 12.417 Hate Crimes: Response to Racial, Religious, Ethnic/National Origin, or Sexual Orientation Bias Incidents. This policy describes the circumstances under which crimes

committed against persons of a protected class should be considered hate crimes. Under the Cincinnati Municipal Code, crimes against persons for their actual or perceived race, color, religion, national origin, gender, physical or mental disability, sexual orientation or age qualify as hate crimes. Furthermore, reports should be reviewed for patterns of incidents occurring at either the same location or directed at a particular individual or group.

*Practice and implementation:* We did not have the opportunity to sufficiently examine the implementation of these requirements within the course of this study and thus suggest further research and investigation.

### City Prosecutions and Convictions

The conviction rates for domestic violence in the city of Cincinnati are very low. In 2018, of the 983 cases of DV adjudicated in the City of Cincinnati, 78% were dismissed. While cases can be dismissed for numerous reasons, the most common reason is for want of prosecution when a victim fails to appear in court. Cases are often dismissed at the first court setting without a continuance, which is likely before a city prosecutor has had any contact with the prosecuting victim, informing them of their duties and legal options.



One way to avoid dismissals when a victim fails to appear in court is to utilize evidence-based prosecution, or the presentation of evidence by the prosecution without the alleged victim's testimony during the trial. Our research indicates that the city of Cincinnati is not consistently utilizing evidence-based prosecution. Thus, if a victim does not appear in court, the case is dismissed, and the perpetrator is released from all forms of community control. While some interview participants stated that a victim's failure to appear in court indicates that the victim does not want justice, research indicates that there are various reasons that a victim will not appear in court. Barriers may be economic (victims are unable to afford transportation, parking, or childcare or are concerned about their economic prospects if the perpetrator is incarcerated), physical (perpetrators may threaten the victim), or emotional (victims may not want their loved one incarcerated). Our interviews revealed that prosecutors rarely have knowledge of the barriers each victim faces when they do not appear in court.

Of the DV cases that are resolved with a conviction, only 10% are ultimately convicted of domestic violence. Defendants may plead guilty to a lesser charge such as assault, attempt, or disorderly conduct in order to avoid the consequences of a DV conviction. A DV conviction may impede a person's ability to own guns, live in government-subsidized housing, work certain jobs (such as working with children or the elderly), and may lead to deportation. Furthermore, DV is considered an enhanceable offense, thus any subsequent charges after an initial DV conviction will result in felony DV charges, which carry more serious sentences, including prison time.

### City Education and Prevention

Adult IPV victims and perpetrators often had previous exposures to family violence as children. Controlling and violent relationships can also occur between very young people. It is therefore imperative that children and adolescents learn healthy relationship behaviors early. There have been local efforts to offer educational programs aimed at achieving this goal. In 2017, Women Helping Women served over 4,000 students in 25+ middle schools, high schools, and youth groups through their evidence-based prevention program, Prevent & Empower (Appendix H). Such education could be further scaled out so as to become a mandatory and consistent part of the curriculum in Cincinnati Public Schools.

## **Gender-Based Violence Recommendations**

In light of our analysis, we make several specific recommendations for improving the CPD and the City's DV response. As previously noted, our findings overlap with the Hamilton County Commission on Women and Girls report, A Seat at the Table, particularly the findings of the Subcommittee on the Safety of Women and Girls' recommendations: a) "Stricter consequences for abusers," "stop releasing children to violent parents," and "honoring restraining orders"; b) Educating judges and law enforcement about intimate partner violence; c) Providing more jail space for offenders; d) Expanding the DVERT program; e) Ensuring we maintain sufficient rape kit testing resources.<sup>23</sup>

### Police

The Cincinnati Police Department is the main source of critical assistance for victims of DV, including IPV, sexual assault, and stalking in the City of Cincinnati. As such, they have an important role in combating gender-based violence practically and symbolically. The attitudes of individual police officers impact their interactions with victims and send a message to victims and society at large regarding the severity and gravity of these crimes. As such, it is crucial that CPD supports officers and victims in an effort to eliminate domestic violence in our community. In this regard, we recommend the following:

1. Continued support and expansion of the DVERT program.
  - Our research determined that the DVERT program has made a positive impact on efforts to combat DV within the city of Cincinnati. Contemporary research indicates that advocate intervention services are beneficial for victims and that personal rapport increases the likelihood that victims will appear in court and/or seek out further supportive services. Advocate intervention across the country appears to lower recidivism rates as measured by repeat calls to the police and fosters a greater sense of trust and respect between police and civilians (Casey et al 2007; Bell, Perez, Goodman, Dutton, 2011; Goodman-Delahunty & Crehan, 2016).
2. Mandated annual in-service domestic violence training in collaboration with local non-governmental advocacy program.
  - Research indicates that regular, mandatory DV training with an emphasis on the sensitivities of working with victims has positive impacts on police interactions with victims including longer periods spent on scene, increased evidence collection, more respectful encounters, and more success in court (Garcia, Garcia, & Lila, 2011; Macerolle, Hennett, David, Sargeant, & Manning, 2013). Our research indicated that CPD officers may have a flawed understanding of certain aspects of DV such as the barriers

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victims face and the rate of false reporting. For example, one DV Investigator estimated that up to 15% of DV reports are false, while national statistics show that figure to be just 3% (National Coalition Against Domestic Violence, 2016). Furthermore, almost all of our interview participants indicated that they believed that further mandated DV training for CPD would be beneficial. CPD officers currently receive DV training at the academy but receive very little, if any, continued training. Instead, the majority of police officers often learn solely from their experiences on the street on how to address DV after graduating from the academy. This may prove problematic as younger and less experienced police officers may be learning incorrect or disrespectful ways of handling DV cases. Instituting mandatory annual training in collaboration with a victims' services agency would ensure that the trainings are up-to-date, accurate, and emphasize victims' rights. Victims' rights advocates are well-equipped to educate community partners on the nuances of IPV and barriers victims may face. In addition, when police officers are introduced to victims' advocates during training, they may be more likely to increase collaboration on the ground when working directly with DV victims.

We have several recommendations for further in-service DV training for CPD:

- a) Creation of a centralized DV training manual and training materials in coordination with a local victims' services agency such as Women Helping Women.
  - b) Increased focus on determining primary aggressor in order to decrease cross-filing of DV charges.
  - c) Increased focus on the signs of compassion-fatigue and ways to combat it, particularly when working with repeat offenders and/or victims.
  - d) Specialized training on working with marginalized populations such as non-English speakers, immigrants, racial minorities, people with disabilities, and LGBTQ victims.
3. Institution of a policy to systematically file a motion for a temporary protection order (TPO) for crimes of domestic violence, assault, criminal damaging, and menacing by stalking when the victim and offender are intimate partners.
    - Our research indicated that while CPD is currently filing for TPOs for cases of domestic violence, they are not always filing for other crimes related to intimate partner violence (e.g. assault between intimate partners who are unmarried, do not live together, and do not have a child together), thus leaving victims at increased risk. From June 1, 2019 to May 24, 2019 alone, there were 3,554 crimes (other than DV) perpetrated by an intimate partner. These crimes include but are not limited to misdemeanor and felonious assault, criminal damaging, aggravated menacing, theft, aggravated burglary, robbery, and telephone communications harassment. Under the current practice, CPD officers sometimes do not file for a TPO for victims of such crimes, leaving them vulnerable to continued communication, harassment, and intimidation.
  4. A uniform policy and procedure on collecting evidence in cases of DV, as well as an oversight mechanism to ensure quality control of reports taken by CPD.
    - Our research suggests that CPD is not consistently collecting photographs, video, and other forms of evidence on-scene during a DV investigation. This may hinder the prosecution process, particularly in cases of evidence-based prosecution.
  5. Implement a firearms surrender program to remove guns from domestic violence offenders who have temporary or civil protection orders issued against them.
    - Our research suggests that CPD faces challenges to confiscating firearms from DV offenders if the firearm is not readily visible upon arrest. Due to the large proportion of victims reporting the use or threat of a weapon (32%), it is critical that these weapons are removed once charges are filed or a civil protection order is issued. The presence of a

gun in the home increases the risk of intimate partner homicide by 500% to 2,000% (National Coalition Against Domestic Violence, 2016).

6. Increased resources for executing arrest warrants.
  - Victims are at increased risk when a perpetrator is a fugitive. Our research indicates that CPD procedures are not consistent with their arrest warrant execution policy. It is recommended that CPD provide adequate funding and training for officers to make every effort to execute arrest warrants by visiting the offender's address and when that is unsuccessful, attempting to obtain another address by contacting the dwelling manager, by checking the City Directory, Clerk of Courts, Regional Crime Information Center, or the local post office, or by canvassing the neighborhood for information on the wanted individual, as mandated by the Cincinnati Police Department Procedure Manual. In the occasion that an arrest warrant cannot be executed, it is recommended that CPD officers file further charges for any additional crimes committed while the offender is a fugitive, regardless of whether the new charges are of the same class as the previous charges.

### Prosecutor's Office

1. Ensure adequate and consistent staffing at the City Prosecutor's Office.
  - Our research indicates that the City of Cincinnati Prosecutor's Office is currently understaffed, leading to extremely high daily caseloads of 50 to 100 cases per prosecutor. While few of these are DV cases, the high case load prohibits prosecutors from spending the necessary time with victims to prepare their case. Victims typically do not make contact with a prosecutor until the day they appear in court where they briefly speak before appearing in front of the judge.
2. Establish at least one special prosecutor for cases of domestic violence.
  - In order to ensure that cases of DV are handled with sufficient care and attention, it is recommended that the City of Cincinnati support the Prosecutor's Office's efforts to secure funding for a special prosecutor for DV. Research suggests that jurisdictions with specialized adjudication policies for DV result in increased follow through by victims and satisfaction with the case outcome (Grover, Brank, & MacDonald, 2007).
3. Institute a "one case, one prosecutor" policy.
  - City prosecutors are currently assigned to a specific courtroom for a period of three months where they handle all cases assigned to that specific judge. The City Prosecutor's Office reportedly instituted a policy that allows prosecutors to remain on any cases they would like in order to provide better continuity in services. It is our recommendation that this policy become standard practice for cases of DV in order to build rapport between prosecutors and victims in an effort to mitigate revictimization and reduce dismissals for want of prosecution. Research suggests that the way in which court personnel treat DV victims is a key factor in their degree of satisfaction with the court process. If prosecutors are able to spend more time with each DV victim and validate their concerns, the victim is more likely to be satisfied with the case outcome (Bell et al, 2011). Prosecutors should take the time to build rapport with their victims in order to rebuild their confidence and better understand their desired outcome and ensure the victim understands the prosecutor's role. As mentioned above, prosecutors must have adequate financial and personnel resources to allow them to engage with victims in a meaningful way.
4. Implement evidence-based prosecution.

- Although arrest rates for DV are high, almost 80% of DV offenders in Cincinnati are released back into the public without a conviction. These statistics are partially a consequence of the city's current approach to cases of DV, which is to almost always only prosecute those cases in which the victim appears in court. This approach has been ineffective in combating DV. An alternative approach known as evidence-based prosecution was first implemented in the 1980s and is utilized in communities across the country including Nashville, TN and Los Angeles, CA. The basis of this approach is that DV cases which can be proven should be prosecuted irrespective of whether the victim participates in the case (National District Attorney Association, 2017). Evidence shows that perpetrators whose cases resulted in dismissal were more likely to reoffend than those whose cases ended in a conviction. Those who have evaded conviction multiple times were more likely to continue to offend (Ventura & Davis, 2005). Evidence-based prosecution relies on evidence collected by police, such as photographs, police officers' reports and testimony, body cam footage, and witness testimony. This approach is particularly useful in cases in which victims fear reprisal if they participate in the legal process.
5. Mandated yearly in-service training on DV and IPV for prosecutors.
    - Prosecutors are not currently mandated to participate in in-service training aimed at enhancing their knowledge of the dynamics of IPV or policies and procedures for handling DV cases. The dynamics around DV make it particularly challenging and the role of the prosecutor is critical in obtaining a conviction in these cases. Training should focus on the prosecutor's role in DV cases, how to avoid revictimization, rapport building with victims, and understanding and reducing the barriers DV victims face. It is recommended that this training is conducted in coordination with a non-governmental victims' service agency such as Women Helping Women.
  6. Data collection on outcome of case.
    - There are very few statistics regarding court outcomes for cases of DV. Gathering this information is critical to combating IPV in Cincinnati as it leads to greater transparency, higher accountability, and provides insight into possible solutions. It is recommended that the Prosecutor's Office create and maintain a central open-access database of DV cases including charges filed and case outcome (e.g. conviction, amended plea, or dismissal). It is further recommended that the Prosecutor's Office track the reason for each dismissal and the setting at which each case was dismissed to avoid prematurely dismissing DV cases.

### Education

1. Collaborations between CPD and Cincinnati Public Schools (CPS) to ensure that every student in CPS engages in a healthy relationships course to prevent IPV. Women Helping Women's Prevent & Empower program is well-positioned to assist with this goal.

In addition to the aforementioned recommendations, we further suggest that CPD and the City of Cincinnati contract for further research and engage in ongoing self-study in relation to other forms of gender-based violence that we were unable to systematically analyze in this study. Specifically, more research is required on policies and procedures regarding sexual assault, human trafficking, various forms of sex work, and emergent challenges related to cyber harassment, stalking, and revenge porn. Moreover, CPD and local policymakers must continue to engage in local, statewide, and national conversations over gun control, background checks, and red flag laws to limit access to weapons by perpetrators of gender-based violence.

# City of Cincinnati Government Gender Study Phase One and Two Appendices

## *Appendix A: Phase One: Quantitative Survey Instrument*

*Note: Questions with a \*\*\*\* indicate that the question was only asked to members of the Police Department. All other questions were asked to all respondents.*

# Survey Template

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Start of Block: Default Question Block

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Page Break

**Section 1 of 5: Work & Family**

**Below, we ask several questions related to your work and family life. As a reminder, all survey responses are completely confidential.**

---

Which best describes your veteran status?

- Not a veteran (1)
  - Air Force veteran (enlisted) (2)
  - Air Force veteran (officer) (3)
  - Army veteran (enlisted) (4)
  - Army veteran (officer) (5)
  - Coast Guard veteran (enlisted) (6)
  - Coast Guard veteran (officer) (7)
  - Marine Corps veteran (enlisted) (8)
  - Marine Corps veteran (officer) (9)
  - Navy veteran (enlisted) (10)
  - Navy veteran (officer) (11)
-

Using the space below, please list all of the neighborhoods that you have worked in (as part of your formal duties) over the last year. You can list anywhere from 1-10 neighborhoods.

- Neighborhood 1 (1) \_\_\_\_\_
  - Neighborhood 2 (2) \_\_\_\_\_
  - Neighborhood 3 (3) \_\_\_\_\_
  - Neighborhood 4 (4) \_\_\_\_\_
  - Neighborhood 5 (5) \_\_\_\_\_
  - Neighborhood 6 (6) \_\_\_\_\_
  - Neighborhood 7 (7) \_\_\_\_\_
  - Neighborhood 8 (8) \_\_\_\_\_
  - Neighborhood 9 (9) \_\_\_\_\_
  - Neighborhood 10 (10) \_\_\_\_\_
- 

Were you born in the Cincinnati metropolitan area?

- No (5)
  - Yes (6)
- 

In total, how many years have you lived in the Cincinnati metropolitan area? If you have never lived in the Cincinnati metropolitan area, please enter "0" in the provided space.

\_\_\_\_\_

---

What is your marital status?

- Single, never married (1)
- Married or domestic partnership (2)
- Widowed (3)
- Divorced (4)
- Separated (5)
- Other (6)

---

Page Break

Please list the zip code of your current residence.

---

What year did you join your current department?

---

When you first became a member of your current department, what was your total gross pay (roughly)?

---

Which of the following best describes your union status (related to your employment)?

- Represented (1)
- Not represented (2)
- Code (3)
- Not Code (4)

How many children (if any) do you currently have? Please indicate your choice by moving the circle to the desired position below.

0 1 2 3 4 5 6 8 9 10 11 12 13 14 15

1 ( )	
-------	--

*Skip To: Q19 If How many children (if any) do you currently have? Please indicate your choice by moving the circ... = 1*

Since joining your current department, how many times have you taken parental leave? Please indicate your choice by moving the circle to the desired position below.

0 1 2 3 4 5 6 7 8 9 10

1 ( )	
-------	--

How many years did you work for the City of Cincinnati BEFORE joining your current department?

- 0 (1)
  - 1-3 (2)
  - 4-6 (3)
  - 7-9 (4)
  - 10-12 (5)
  - 13-15 (6)
  - More than 15 years (7)
- 

Are you currently a primary caregiver for a child under 18, a disabled person, and/or an elder?

- Yes (1)
- No (2)

*Skip To: Q22 If Are you currently a primary caregiver for a child under 18, a disabled person, and/or an elder? = No*

Who helps provide care for the person(s) referred to in the previous question when you are at work?  
Select all that apply.

- An unpaid family member (1)
  - Public school or other public service (2)
  - Paid caregiver (3)
  - Other (4)
- 

Page Break

**Section 2 of 5: Employment Opportunities**

**Below, we ask several questions related to career advancement and job satisfaction.**

How many times have you been promoted since joining your current department?  
Please indicate your choice by moving the circle to the desired position below.

0 1 2 3 4 5 6 7 8 9 10

1 ( )	
-------	--

Using the sliding scales below, please respond to each of the following statements. A score of 0 means that you "completely disagree" with the statement: a score of 10 means that you "completely agree" with the statement.

Completely disagree      Completely agree  
0 1 2 3 4 5 6 7 8 9 10

In general, I am happy working in my current department ( )	
In general, I believe that there is room for career advancement for me in my current department. ( )	
In general, my colleagues and co-workers are professional and respectful. ( )	
In general, I would feel comfortable reporting workplace violations or employee misconduct. ( )	

In general, do you believe that gender affects career advancement in your department?

- Yes (1)
- No (2)
- Not sure (3)

If you would like, please explain why you do or do not think gender affects career advancement opportunities in your department.

---

In general, do you believe that race affects career advancement in your department?

- Yes (1)
- No (2)
- Not sure (3)

If you would like, please explain why you do or do not think race affects career advancement opportunities in your department.

---

Page Break

**Q29 Section 3 of 5: Personal Networks**

**In this section, we ask you to identify other individuals within and outside of your department with whom you interact.**

---

Q48 Thinking of others in your department, please list the names of individuals that you would:

- Consider a friend
- Go to for job-related advice
- Consider a mentor

After listing each individual, please check the box that indicates the appropriate role (or roles) that this individual plays. Select as many boxes as appropriate. You can name anywhere from 0 to 20 individuals.

		Click to write Column 2		
	Full Name of Individuals (1)	Friend (1)	Adviser (2)	Mentor (3)
1 (1)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2 (2)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
...20(20)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q51 Thinking of other city employees that **do NOT work in your** department, please list the names of individuals that you would:

- Consider a friend
- Go to for job-related advice
- Consider a mentor

After listing each individual, please check the box that indicates the appropriate role (or roles) that this individual plays. Select as many boxes as appropriate. You can name anywhere from 0 to 20 individuals.

	Click to write Column 1	Click to write Column 2		
	Full Name of Individuals (1)	Friend (1)	Adviser (2)	Mentor (3)
1 (1)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2 (2)		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
.....20		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

---

Page Break

**Section 4 of 5: Department Effectiveness**

In this section, we ask you several questions about issues (if any) that make it more difficult for you to complete your work. We also ask for your expert opinion regarding the effectiveness of several current or proposed policies specific to the Cincinnati Police Department.

Using the scales below, please respond to the following statements. A score of 0 means that you "completely disagree" with the statement: a score of 10 means that you "completely agree" with the statement.

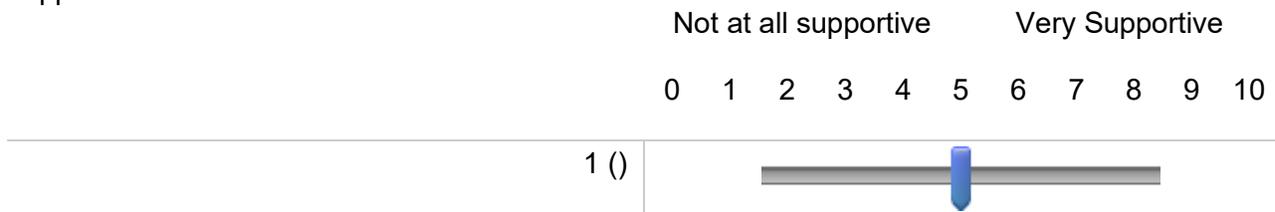
	Completely Disagree	Completely Agree
	0 1 2 3 4 5	6 7 8 9 10
In general, the work I do is important. ( )		
In general, I have enough information to do my job well. ( )		
In general, my workload is reasonable. ( )		
In general, I have sufficient resources (people, materials, budget, etc.) to get my job done. ( )		
In general, I feel encouraged to come up with new and better ways of doing things. ( )		
In general, physical conditions (furniture, lighting, etc.) allow me to perform my job well. ( )		
In general, my training needs are met. ( )		
In general, collaborating with Cincinnati residents (not City employees) increases my ability to perform my job well. ( )		
In general, I feel physically safe while performing my work-related duties. ( )		



\*\*\*\*The 1033 Program is a federal program that makes a wide range of surplus military equipment available to state and local law enforcement agencies at little or no cost. In your opinion, which of the following should Cincinnati PD be requesting through this program? Please select all that apply.

- Nothing (1)
- Office supplies (printers, computers, office furniture, etc.) (2)
- Weapons (3)
- Ammunition (4)
- Military vehicles (for example: Mine-Resistant Ambush Protected Vehicles) (5)
- Surveillance equipment (binoculars, night-vision goggles, camouflage clothing, etc.) (6)
- Non-military automobiles and related equipment (trucks, fork-lifts, automobile-parts, etc.) (7)

\*\*\*\*Using the sliding scale below, please respond to the following statement: how supportive are you of the Cincinnati Police Department accessing surplus military equipment through the 1033 program? A score of 0 indicates that you are "not at all supportive." A score of 10 indicates that you are "very supportive."



\*\*\*\*Since January 2018, Cincinnati Police are required to dispatch a victim's advocate from the "Domestic Violence Emergency Response Team" (DVERT--- composed of victim's advocates) to accompany first responders on domestic violence and sexual assault calls.

\*\*\*\*Before taking this survey, were you aware of the DVERT program?

Yes (4)

No (5)

*Skip To: Q37 If Since January 2018, Cincinnati Police are required to dispatch a victim's advocate from the "Dome... = No*

\*\*\*\*In general, how effective have you found the DVERT program? A score of 0 indicates that you find the program to be "very ineffective." A score of 10 indicates that you find the program to be "very effective."



\*\*\*\*Please estimate the number of times that you worked with/alongside a victim's advocate **before** January 2018?

\_\_\_\_\_

\*\*\*\*Please estimate the number of times that you worked with/alongside a victim's advocate **since** January 2018?

\_\_\_\_\_

Page Break

End of Block: Default Question Block

---

Start of Block: Block 1

Section 5 of 5: Miscellaneous

Below, we provide 4 statements that sometimes make people angry or upset. After reading 4 statements, please indicate HOW MANY of them upset you. Note that we do not need to know which ones, just HOW MANY.

- The federal government increasing the tax on gasoline
- Tobacco companies marketing their products
- Large corporations polluting the environment
- Women receiving paid maternity leave

None of the statements upset me (1)

1 of the statements upset me (2)

2 of the statements upset me (3)

3 of the statements upset me (4)

4 of the statements upset me (5)

End of Block: Block 1

---

Start of Block: Block 4

Section 5 of 5: Miscellaneous

Below, we provide 3 statements that sometimes make people angry or upset. After reading all 3, please indicate HOW MANY of them upset you. Note that we do not need to know which ones, just HOW MANY.

- The federal government increasing the tax on gasoline
- Tobacco companies marketing their products
- Large corporations polluting the environment

None of the statements upset me (1)

1 of the statements upset me (2)

2 of the statements upset me (3)

3 of the statements upset me (4)

End of Block: Block 4

Section 5 of 5: Miscellaneous

Below, we provide 4 statements that sometimes make people angry or upset. After reading all 4, please indicate HOW MANY of them upset you. Note that we do not need to know which ones, just HOW MANY.

- The federal government increasing the tax on gasoline
- Tobacco companies marketing their products
- Large corporations polluting the environment
- Non-whites moving in to historically white communities.

- None of the statements upset me (1)
- 1 of the statements upset me (2)
- 2 of the statements upset me (3)
- 3 of the statements upset me (4)
- 4 of the statements upset me (5)

End of Block: Block 5

Start of Block: Block 6

Using the sliding scales below, please respond to each of the following statements. A score of 0 means that you "completely disagree" with the statement. A score of 10 means that you "completely agree" with the statement.

	Completely disagree	Completely agree
	0 1 2 3 4 5	6 7 8 9 10
On average, non-whites are often given more advantages than white people. ()		
On average, women are often given more advantages than men. ()		

Using the sliding scales below, please respond to each of the following statements. A score of 0 means that you "completely disagree" with the statement. A score of 10 means that you "completely agree" with the statement.

Completely disagree	Completely agree
0 1 2 3 4 5	6 7 8 9 10

I am fully aware of the anti-discrimination and anti-harassment policies and procedures in my workplace. ( )	
If I am subject to discrimination or harassment in my workplace, I would report it and trust the appropriate authorities to rectify it. ( )	

Using the sliding scales below, please respond to each of the following statements. A score of 0 means that you "completely disagree" with the statement. A score of 10 means that you "completely agree" with the statement.

Completely disagree                      Completely agree  
0   1   2   3   4   5   6   7   8   9   10

In general, my department is respectful and inclusive of gender, race, and sexual differences among its members and what diverse members contribute to it. ( )	
In general, my department takes into account the different interests and needs of diverse public stakeholders (including women, racial and sexual minorities, and the economically disadvantaged) in its planning, programs, and services. ( )	
In general, my department is responsive to the different interests and needs of diverse public stakeholders (including women, racial and sexual minorities, and the economically disadvantaged) in its planning, programs, and services. ( )	

Using the sliding scales below, please respond to each of the following questions. A score of 0 means "None." A score of 10 means "A great deal."

None    A great deal  
0   1   2   3   4   5   6   7   8   9   10

How much discrimination against non-whites do you feel there is in the United States today, limiting their chances to get ahead? ( )	
How much discrimination against women do you feel there is in the United States today, limiting their chances to get ahead? ( )	
How much discrimination against white people do you feel there is in the United States today, limiting their chances to get ahead? ( )	

---

Which of the following best describes your sexual orientation?

- Heterosexual (1)
- Homosexual (2)
- Bisexual (3)
- Other (4)
- Prefer not to answer (5)

---

Which best describes your gender?

- Man (1)
  - Woman (2)
  - Trans-man (3)
  - Trans-woman (4)
  - Non-binary (5)
  - Different (6)
  - Prefer not to answer (7)
-

Which of the following best describes you? Please check all that apply.

White, non-Hispanic (1)

Hispanic (2)

African-American/Black (3)

American Indian/Native American (4)

Asian/Pacific Islander (5)

Other (6)

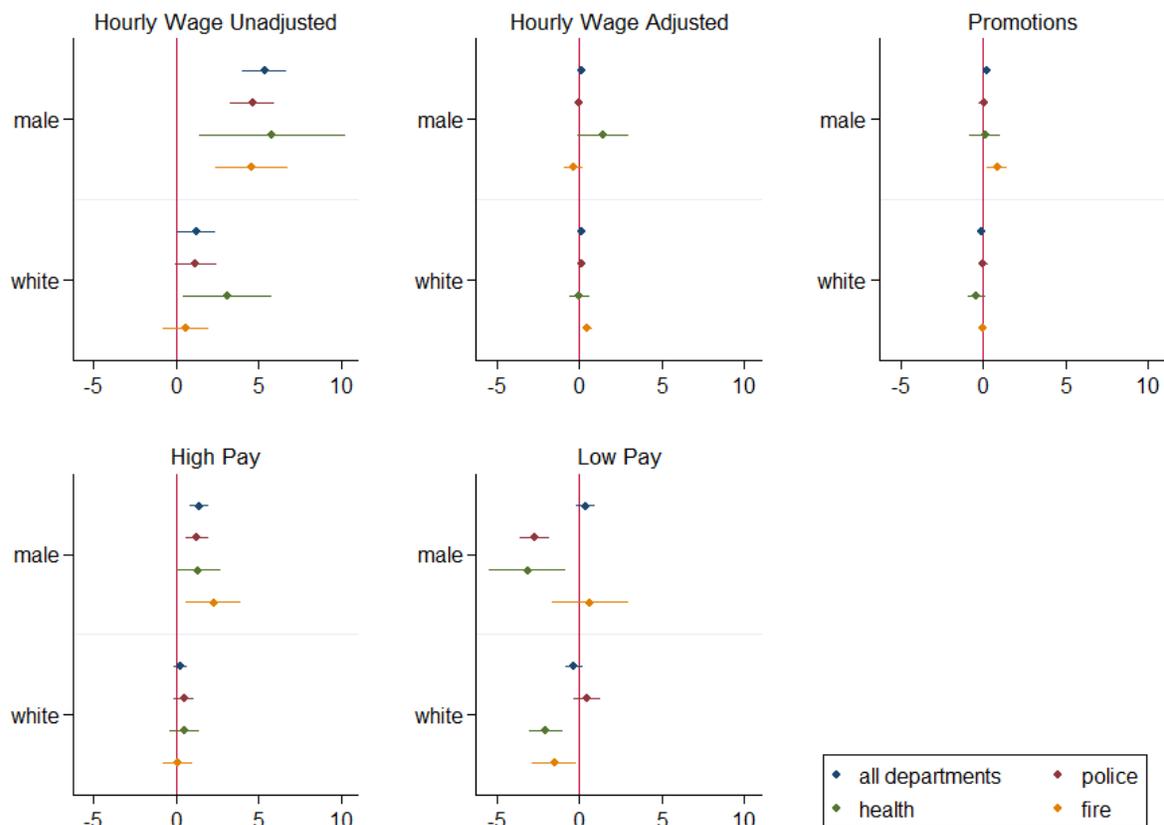
End of Block: Block 6

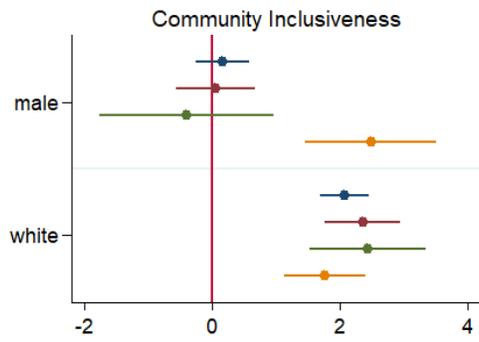
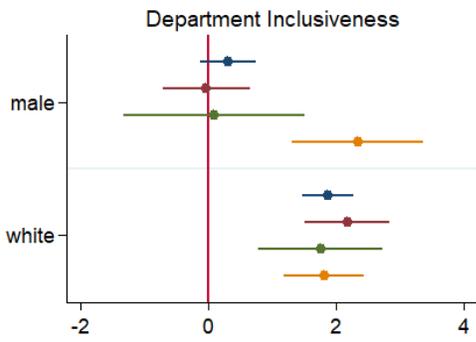
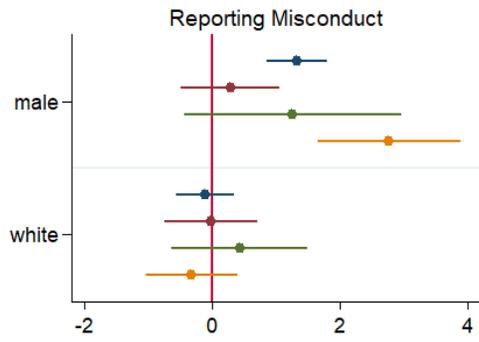
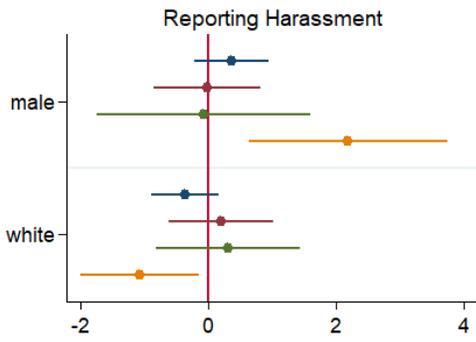
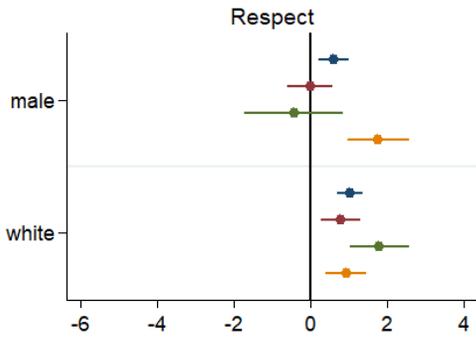
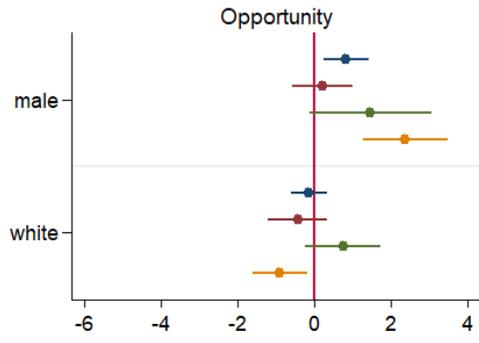
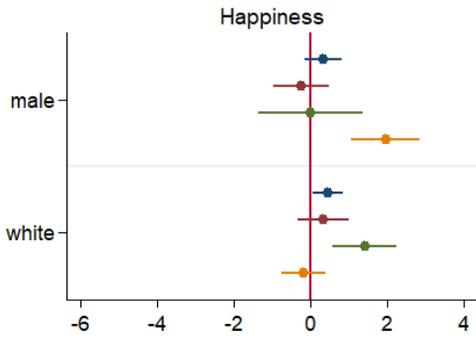
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## Appendix B: Phase One: Coefficient Plots

The coefficient plots, below, show the effect that race and gender have on each of the indicators discussed in the “Gender, Race, and Employment Opportunities: Results” section of the final report. The title of each plot shows the indicator being evaluated. When the colored-horizontal lines are to the right of the red vertical line, it means that being a woman or non-white was positively associated with the indicator. When the horizontal lines are to the right of the red vertical line, it means that man and white was positively associated with the indicator. When the horizontal line crosses the red vertical line, it means that there is no statistically significant relationship between gender or race and the relevant indicator. For example, the coefficient plot for “Hourly Wages Unadjusted” shows that males (holding all else constant) have greater hourly pay relative to women in all departments, and whites have higher hourly wages in the Health Department. The coefficient plot for promotions shows that, males tend to receive more promotions in the Fire Department, holding all else equal.

Please note that the coefficient plots are meant to show statistical differences between subjects and the magnitude of the effects (large effects vs. small) are not directly comparable across variables (for example: expected differences in expected pay due to race cannot be directly compared to changes in the expected number of promotions).





**Appendix C: Department of Community & Economic Development Content Analysis**

Table 1: Annual Reports

Year	#Econ Dev Projects	#Comm Dev Projects	Mention Gender?	Candidate for Modification	% projects that mention gender
2015	7	13	5	2	25%
2016	10	9	3	4	15.79%
2017	12	27	2	7	7.41%

Comparing the projects mentioned in the Annual Reports 2015-17. Economic projects, which typically do not mention gender, are counted separately from community development projects, in order to properly contextualize the percentage in the right-most column of the table.

Table 2: DCED News Stories

Year	Stories about Gender	Modification Candidates	Total Stories	% of Stories about Gender
2015	2	2	9	22.22%
2016	0	3	11	0%
2017	1	5	17	5.88%

News stories put out by DCED that mentioned gender, along with those that could be modified to include gender considerations.

**Nvivo Query Search Results (CAPERs and Annual Reports)**

**A. Gender**

**CAPERS**

DCED 2015 CAPER	70	0.02%
DCED 2015-19 Consolidated Plan	24	0.01%
DCED 2016 CAPER	56	0.02%
DCED 2017 CAPER	60	0.02%

**Annual Reports**

DCED 2015 Annual Report	6	0.03%
DCED 2017 Annual Report	2	0.01%

Note: There were no references to any of our search terms (gender, women, female) in the 2016 Annual Report

**B. Race**

**CAPERS**

DCED 2015 CAPER	89	0.02%
DCED 2015-19 Consolidated Plan	45	0.03%
DCED 2016 CAPER	124	0.04%
DCED 2017 CAPER	162	0.07%

### Annual Reports

DCED 2015 Annual Report	8	0.04%
DCED 2016 Annual Report	7	0.03%
DCED 2017 Annual Report	8	0.04%

### C. Diversity

#### CAPERs

DCED 2015 CAPER	55	0.02%
DCED 2015-19 Consolidated Plan	39	0.03%
DCED 2016 CAPER	45	0.02%
DCED 2017 CAPER	55	0.03%

### Annual Reports

DCED 2015 Annual Report	23	0.16%
DCED 2016 Annual Report	20	0.13%
DCED 2017 Annual Report	10	0.05%

## ***Appendix D: Health Department Focus Group Questions***

### Questions Posed to Focus Groups

What policies have you instituted and/or modified to enhance equity and inclusion in terms of gender and race for employees, boards and commissions working with you, and service provision in the last five years?

What approaches are working best in your department in terms of enhancing gender and race equity and inclusion in internal and external programs? Which programs do you think are model in this regard? Do you know of any programs used in other cities that are model programs in this regard?

What kinds of gender and race equity and inclusion training do you offer to your department's employees and any boards and commissions or non-profit organizations working with you?

How do you integrate gender and race equity and inclusion considerations in your hiring and career advancement decisions?

Are you aware of employees who have left or programs that have failed as a result of inadequate attention to gender and race equity and inclusion?

Do your strategic plan and department budget adequately reflect your efforts toward and/or programs directed at gender and race equity and inclusion? Are they sufficient for realizing these goals in terms of serving employees and the public?

What further city-wide legislation and/or entities do you think may be needed to improve gender and race equity and inclusion? What issues would you like to see the city's Gender Equality Task Force work on in future?

## **Appendix E: Police Department Report References**

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**Appendix F: Police Department: PDR August 2019**

	CHF	LTC	CPT	LT	SGT	PS	PO	RECR	SWN	CIV	SUM	SWORN ONLY						
												MW	MB	FB	FW	MO	FO	
<b>OFFICE OF THE POLICE CHIEF</b>	1			1	2	1			5	2	7	1	4					
Special Projects Unit									0	1	1							
Finance Management Section									0	12	12							
Internal Investigations Section			1	1	6	1	1		10	1	11	4	2		4			
Public Information Office				1	1		1		3	1	4	2					1	
<b>TOTAL</b>	1	0	1	3	9	2	2	0	18	17	35							
<b>PATROL BUREAU</b>		1			1				2	0	2	2						
Night Chief			1						1	0	1	1						
District 1			1	4	20	5	73		103	1	104	59	22	9	10	3		
District 2			1	4	18	3	85		111	1	112	61	26	3	18	3		
District 3			1	5	21	20	129		176	3	179	101	33	6	29	7		
District 4			1	4	20	3	118		146	2	148	67	42	14	22		1	
District 5			1	4	16	9	99		129	2	131	68	37	9	13	2		
Central Business Section			1	2	7	7	22		39	0	39	20	9	2	6	1	1	
Special Events Unit				1	3		2		6	0	6	4	1		1			
Special Services Section			1			1			2	0	2	1			1			
SWAT and Tactical Support Unit				1	1	1			3	0	3	3						
Canine Detection Squad					1	2	15		18	0	18	15	1		2			
Traffic Unit				1	3	8	10		22	0	22	15	6			1		
Gang Unit				1	2	1	13		17	0	17	14	2		1			
PIVOT Unit				1	1		3		5	3	8	4			1			
Mountain Bike Squad					2		11		13	0	13	8	3		2			
Youth Services Unit				1	2		14		17	2	19	1	11	3	2			
<b>PATROL TOTAL</b>	0	1	8	29	118	60	594	0	810	14	824							
<b>INVESTIGATIONS BUREAU</b>		1							1	1	2	1						
Criminal Investigations Section			1		1		4		6	2	8	1	1		4			
Homicide Unit				1	4	4	25		34	3	37	18	4	1	9	2		
Major Offenders Unit				1	6	7	25		39	4	43	14	7	9	9			
Special Investigations Section			1		1	1			3	0	3	2			1			
Narcotics Unit				1	1	5	13		20	1	21	13	4		2	1		
Vice Squad					1	1	7		9	0	9	5		2	2			
Intelligence Unit				1					1	1	2	1						
Investigative Support Squad					1	3	2		6	0	6	1	2		3			
Organized Crime Investigative Squad					1	5			6	0	6	4	1			1		
Homeland Security Squad					1	2	2		5	0	5	3	2					
Real Time Crime Center					1	2	4		7	1	8	2		1	4			
<b>INVESTIGATIONS TOTAL</b>	0	1	2	4	18	25	87	0	137	13	150							
<b>SUPPORT BUREAU</b>		1			3				4	0	4	2	1		1			
Police Training Section			1	1	5	2	7		16	8	24	8	2	1	3	2		
Police Records Section			1			1	4		6	34	40			2	4			
Logistics Section									0	1	1							
Personnel Management		1			1	2	4		8	6	14	8						
Recruitment and Background Squad					1		4		5	1	6	1	2	1	1			
Evidence and Property Mgmt Unit				1					1	0	1				1			
Court Property							1		1	6	7				1			
Police Impound				1	1		2		4	8	12	1	1	2				
Police Supply									0	4	4							
Fleet Management									0	2	2							
<b>SUPPORT TOTAL</b>	0	2	2	3	11	5	22	0	45	70	115							
<b>ADMINISTRATION BUREAU</b>									0	1	1							
Collaborative Agreement Compliance				1	1				2	0	2	1		1				
Community Relations Unit				1	1		5		7	1	8		3	2	1		1	
Planning Section			1	1	4		1		7	0	7	4		1	2			
Inspections Section			1	1	2				4	2	6	1	2	1				
Court Control Squad					1				1	1	2	1						
Detail Coordination Squad					2				2	3	5	2						
Information Technology Mgmt&Systems					1				1	14	15	1						
<b>ADMINISTRATION TOTAL</b>	0	0	2	4	12	0	6	0	24	22	46							
<b>DEPARTMENT TOTAL</b>	1	4	15	43	168	92	711	0	1034	136	1170	546	231	70	159	25	3	
Male White (MW)		3	9	31	96	59	348		546									
Male Black (MB)	1		2	4	37	6	181		231									
Female Black (FB)			1	4	13	1	51		70									
Female White (FW)		1	3	4	18	25	108		159									
Male Other (MO)					4	1	20		25									
Female Other (FO)							3		3									

THIS REPORT DOES NOT REFLECT "DETAILED" PERSONNEL

Appendix G: Police Department: Consent Decree 1981

# Consent Decree

IN THE UNITED STATES DISTRICT COURT  
FOR THE SOUTHERN DISTRICT OF OHIO  
WESTERN DIVISION

FILED  
JOHN D. LYTER, CLERK  
AUG 13 3 29 PM '81  
U.S. DISTRICT COURT  
SOUTHERN DIST. OHIO  
WEST DIV. CINCINNATI

UNITED STATES OF AMERICA, )  
 )  
Plaintiff, )  
 )  
v. )  
 )  
CITY OF CINCINNATI, OHIO, )  
et al. )  
 )  
Defendants. )

J. RUBIN

CIVIL ACTION NO.  
C-1-80-369

Indexed	<input checked="" type="checkbox"/>
Docketed	<input checked="" type="checkbox"/>
Journal	<input checked="" type="checkbox"/>
Motion	<input checked="" type="checkbox"/>
Issue	<input checked="" type="checkbox"/>
Card	<input checked="" type="checkbox"/>

CONSENT DECREE

The Plaintiff United States of America filed its Complaint in this action against the City of Cincinnati, the Cincinnati Police Division, and the members of the Cincinnati Civil Service Commission [hereinafter collectively referred to as the City defendants], alleging that the City defendants are engaged in a pattern or practice of discrimination in employment on the basis of race and sex, in violation of Title VII of the Civil Rights Act of 1964, as amended, 42 U.S.C. Section 2000e et seq., the nondiscrimination provisions of the State and Local Fiscal Assistance Act of 1972, as amended, 31 U.S.C. Section 1242, and the nondiscrimination provisions of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, 42 U.S.C. Section 3789d(c)(3).

On August 26, 1980, Queen City Lodge No. 69, Fraternal Order of Police [hereinafter sometimes referred to as the FOP] was granted leave to intervene as a party defendant in this action.

The United States and the defendants, being desirous of settling this action by appropriate decree, agree to the jurisdiction of this Court over the respective parties and subject matter of this action and hereby waive the entry of

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findings of fact and conclusions of law. The parties, sharing the goal of insuring equal employment opportunity within the Cincinnati Police Division and desiring to avoid protracted and unnecessary litigation, accept this Decree as final and binding among the parties signatory hereto as to the issues resolved herein, as well as on all persons who consent to the relief hereinafter provided. This Decree, being entered with the consent of the defendants, shall not constitute an admission, adjudication or finding on the merits of the case, and the defendants deny that any unlawful discrimination has occurred.

IT IS THEREFORE ORDERED, ADJUDGED, AND DECREED AS FOLLOWS:

1. The City defendants, their officials, agents, employees and successors, and all persons in active concert or participation with them in the performance of police functions covered by the Complaint filed in this action are permanently enjoined from engaging in any act or practice which has the purpose or effect of discriminating against any black or female employee of, or any black or female applicant or potential applicant for, employment with the Cincinnati Police Division [hereinafter sometimes referred to as the CPD] because of such individual's race or sex. Specifically, the City defendants shall not discriminate against any individual in hiring, promotion, assignment, upgrading, training, compensation, discipline or discharge in whole or in part because of such individual's race or sex.

Further, the City defendants shall not retaliate against or in any respect adversely affect any person because that person has opposed discriminatory policies or practices or because of that person's participation or cooperation with the initiation, investigation, litigation or administration of this Decree. Remedial actions and practices required by the terms of this Decree or permitted

to effectuate and carry out programs under this Decree shall not constitute unlawful discrimination within the meaning of 42 U.S.C. Section 2000e-2(a).

For purposes of this Decree, it is understood that the defendant Fraternal Order of Police does not recognize the validity or constitutionality of Section 124.90 of the Ohio Revised Code.

2. It is the purpose and intent of this Decree to insure that blacks and women are not disadvantaged by the hiring, promotion, assignment and other employment policies and practices of the CPD and that any disadvantage to blacks and women which may have resulted from past discrimination is remedied so that equal employment opportunity is provided to all. The City defendants have agreed that in determining whether this purpose has been achieved, an appropriate standard of comparison is the proportion of qualified blacks and women in the labor force of the City of Cincinnati and the City defendants have agreed to undertake as the long term goal of this Decree, subject to the availability of qualified applicants, approximating that proportion of blacks and women in all the sworn ranks of the CPD.

In meeting this long term goal, the City defendants adopt the interim goals set out below, on an annual basis, in filling vacancies within the sworn ranks of the CPD:

A. It is recognized that the CPD has recently made substantial efforts to increase the representation of blacks and women in the sworn entry rank of police officer, which are reflected in the thirty-four (34) percent black and twenty-three (23) percent female composition of the 1980 Police Recruit List. The City defendants agree to continue such recruitment efforts and to adopt, as an interim measure, the goal of

hiring qualified black and female officers in at least the percentages which they are represented on the 1980 Police Recruit List. For purposes of determining compliance with this interim goal, persons who fail to complete probation shall not be counted as having been appointed, and a black female may be counted as both black and female.

B. For the sworn promotional rank of police specialist and the sworn promotional rank of police sergeant, the interim goal shall be to fill vacancies in an affirmative manner so that at the termination of this Decree, blacks and women will hold a percentage of those ranks equal to the percentage of the blacks and women in the pool of candidates eligible for promotion to such positions. It is the parties' expectation that during the two year period subsequent to the entry of this decree, approximately twenty five (25) percent of the vacancies for the police specialist position and approximately twenty five (25) percent of the vacancies for the police sergeant position are filled with qualified black and female candidates. The City defendants shall appoint qualified blacks and women within this goal in a manner which reflects their proportionate representation in the ranks eligible for these positions in relation to each other, e.g., if twice as many blacks as female candidates are eligible for those positions, it is expected that qualified blacks will be selected to fill approximately twice the number of vacancies as qualified women. Two (2) years from the entry of this Decree, or at an earlier time if justice so requires, the parties shall meet to determine whether adjustment of this interim goal is necessary for achievement of the long term goals of this Decree.

However, nothing herein shall be interpreted as requiring the City defendants to hire unnecessary personnel, or to hire, transfer or promote a person who is less qualified over a person who is more qualified on the basis of properly validated employment selection devices within the meaning of the Uniform Guidelines on Employee Selection Procedures (1978), 43 Fed. Reg. 38290 (Friday, August 25, 1978) [hereinafter Uniform Guidelines].

3A. In order to establish a list of qualified applicants for entry level sworn positions in the Cincinnati Police Division, the City may administer a written examination as well as a physical agility test on a pass/fail basis. Neither the written or physical examinations will constitute a sufficient defense for failure to meet the goals set out in paragraph 2, above, unless parties agree or the court finds that these selection procedures have been properly validated in accordance with the Uniform Guidelines, supra.

3B. For the purpose of establishing a list of qualified candidates for promotion to the grade of police specialist the following procedures shall be followed:

1. A promotional examination for the grade of police specialist shall be administered on September 15, 1981, and thereafter, in accordance with the provisions of Chapter 124, Ohio Revised Code, the Charter of the City of Cincinnati and the Ohio Constitution.
2. It is agreed that as of the date of the entry of this Decree there are 152 authorized and funded positions in the grade of police specialist in the CPD, that 27 vacancies exist in the grade and that all current vacancies shall be filled upon release of the promotion eligible list by the

Civil Service Commission. During the term of this Decree, after the grading of each required promotional examination for the grade of police specialist, rank order promotion eligible lists shall be established by the Civil Service Commission, pursuant to state civil service law, and each resulting promotion eligible list shall be valid for one (1) year or until the list is exhausted, whichever shall first occur.

3. Subsequent to the release of the first promotion eligible list for the grade of police specialist in accordance with the terms of this Decree, the required complement of police specialists shall be determined by the City defendants and a "Notice of Complement" shall be prepared and posted on all bulletin boards in all police locations, no later than one hundred twenty (120) days prior to the expiration of the existing promotion eligible list. Said "Notice of Complement" shall set the authorized number of police specialists effective the day after the expiration of the current eligible list, provided that if the City defendants and the FOP have an enforceable agreement establishing the complement of police specialists, such complement shall not be reduced in number during the term of that agreement.
4. In the event that the results of the grading of any promotional examination for the grade of police specialist results in the release of a promotion eligible list which fails to assure promotions of blacks and women in accordance with the terms of this Decree, then the City defendants

shall establish and fund such required additional police specialist positions and promote such additional blacks and females in rank order from the existing promotion eligible list as are required to fulfill the terms of this Decree.

Any position established and funded pursuant to the provisions of this Decree in addition to those in the established complement shall be considered double fill complement positions in existence at the time of the release of the "Notice of Complement" by the City defendants; provided, however, that after the expiration of any existing eligibility list, a vacancy for promotion purposes shall not exist in the complement until such time as the total number of persons holding the grade of specialist falls below the complement established by the "Notice of Complement."

3C. For the purpose of establishing a list of qualified candidates for promotion to the rank of police sergeant the following procedures shall be followed:

1. A promotional examination for the rank of police sergeant shall be administered on September 1, 1981 and September 11, 1981 and thereafter, in accordance with the provisions of Chapter 124, Ohio Revised Code, the Charter of the City of Cincinnati and the Ohio Constitution.
2. It is agreed that as of the date of the entry of this Decree there are 127 authorized and funded positions in the rank of police sergeant in the CPD, that 21 vacancies exist in the rank and that all current vacancies shall be filled upon release of the promotion eligible list by the Civil Service Commission. During the term of this Decree, after the grading of each required promo-

tional examination for the rank of police sergeant, rank order promotion eligible lists shall be established by the Civil Service Commission pursuant to state civil service law, and each resulting promotion eligible list shall be valid for one (1) year or until the list is exhausted, whichever shall first occur.

3. Subsequent to the release of the first promotion eligible list for the rank of police sergeant in accordance with the terms of this Decree, the required complement of police sergeants shall be determined by the City defendants and a "Notice of Complement" shall be prepared and posted on all bulletin boards in all police locations, no later than one hundred twenty (120) days prior to the expiration of the existing promotion eligible list. Said "Notice of Complement" shall set the authorized number of police sergeants effective the day after the expiration of the current eligible list.

4. In the event that the results of the grading of any promotional examination for the rank of police sergeant results in the release of promotion eligible list which fails to assure promotions of blacks and women in accordance with the terms of this Decree, the City defendants shall establish and fund such required additional police sergeant positions and promote such additional blacks and females in rank order from the existing promotion eligible list as required to fulfill the terms of this Decree.

Any position established and funded pursuant to the provisions of this Decree in addition to those in the established complement shall be considered double fill complement positions in existence at the time of the release of the "Notice of Complement" by the City defendants; provided, however, that after the expiration of any existing eligibility list, a vacancy for promotion purposes shall not exist in the complement until such time as the total number of persons holding the rank of sergeant falls below the complement established by the "Notice of Complement."

4. The City defendants shall provide to plaintiff within thirty (30) days of entry of this Decree a list of all disqualifying factors for employment as a police officer and a list of those factors which are not automatically disqualifying, but which are considered in evaluating an applicant's character or suitability for employment. These lists may be amended and supplemented from time to time as necessary to correct oversights, to make adjustments required by changing circumstances, or to prevent injustice. Plaintiff shall review these factors and notify the CPD of its position as to the validity of these considerations. Approval or acquiescence of plaintiff in the use of factors which are not automatically disqualifying shall not be deemed to be approval of the manner in which the factor may be utilized with respect to any particular individual.

5. No additional appointments shall be made from existing eligibility lists for positions covered by this Decree and said lists shall be deemed to have expired for all purposes with the entry of this Decree, unless the City defendants can show that continued use of the list will allow compliance with the interim goals established in this Decree.

Before establishing any eligibility list for the position of police officer, police specialist or police sergeant, the City defendants shall determine whether, based on estimated hiring during the life of the list and the race and sex composition of the list, the CPD will be able to meet its interim hiring goals from that list. Should compliance not be reasonably expected given the composition of the list, the City Defendant's shall immediately notify the plaintiff in writing of the matter, specifying all relevant details, including a copy of the list, with candidates identified by race and sex, and the number of anticipated appointments over the life of the list. The affected parties shall then meet within a reasonable period to discuss alternative methods by which the CPD can meet its goals.

6. The City defendants shall make all good faith efforts, consistent with the needs of the CPD, to place black and female officers in specialized job assignments where they have not previously been represented.

7. The City defendants shall retain for a period of five (5) years all records relating to the recruitment, selection, appointment, promotion, training, assignment and discipline of persons covered by this Decree, including applications, identified by race and sex, as set forth in Section 4 of the Uniform Guidelines, supra; all medical and background investigation files, training evaluations, evaluations of applicants and employees, eligibility lists and appointments, with persons identified by race and sex; and all records relating to discipline and discharge. Plaintiff shall have the right to inspect any and all such documents upon reasonable notice to the City defendants without fur-

ther order of this Court. In addition, the City defendants shall make available such information or records as plaintiff requests in writing, provided such requests shall not be unduly burdensome.

8. For purposes of this Decree, a reporting period shall run from July 1 through December 31 and from January 1 through June 30 for each year. Thirty (30) days after the close of each reporting period the City defendants shall provide to plaintiff:

(a) The number of persons by race and sex applying for sworn positions in the CPD during the reporting period and the number by race and sex who passed and failed each step of the selection process thereafter, previous to appointment.

(b) The number of persons by race and sex, appointed or promoted to each sworn position in the CPD during the reporting period.

(c) Copies of each eligibility list established for sworn positions during the reporting period, with persons identified by race and sex.

(d) The name, address, telephone number, race and sex of each person terminated or who resigned from a sworn position during the reporting period, and a statement of the reasons for termination or resignation.

(e) The total number of persons in each job classification in the CPD by race and sex as of the close of the reporting period.

(f) An estimate of the number of appointments to sworn positions anticipated by the CPD in each sworn job classification during the next reporting period.

The City defendants shall also provide to plaintiff, within forty-five (45) days of the entry of this Decree, a report showing the number of persons by race and sex, in each sworn rank of the CPD as of August 1, 1981.

9. At any time after five years from the date of this Decree, the City defendants may notify plaintiff with sixty (60) days notice, of their desire to terminate this Decree; and upon showing of achievement of the goals of this Decree, it shall be terminated. Absent such a showing, this Decree shall be extended and if necessary amended, to serve the purposes of justice and achievement of the goals of this decree. *The Court expressly declines a retention of jurisdiction in this matter*  
Entered this \_\_\_\_\_ day of \_\_\_\_\_, 1981.

  
UNITED STATES DISTRICT JUDGE

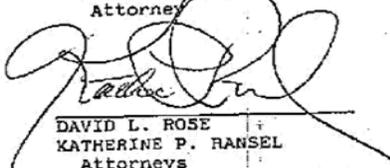
Agreed:

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NICHOLAS J. PANTEL  
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Co-counsel

## Appendix H: Police Department: Women Helping Women Prevent & Empower Program



### Prevent & Empower Dating Violence Prevention Program

WOMEN  
HELPING  
WOMEN

Women Helping Women (WHW) is a regional nonprofit organization that has been serving survivors of dating violence, domestic violence, sexual assault and stalking since 1973. WHW currently operates in four counties (Hamilton, Butler, Brown and Adams), and serves approximately 12,000 clients a year. WHW's mission is to prevent gender-based violence and to empower all survivors. In 2017, **WHW served over 4,000 students in 25+ middle schools, high schools, and youth groups through our evidence-based prevention program, Prevent & Empower.** Below is information on our best-practice prevention components:

#### Overview

Prevent and Empower is a comprehensive and culturally inclusive dating and sexual violence prevention program that utilizes classroom-based programming, technical assistance on school policies, national programs such as Coaching Boys into Men and Athletes as Leaders, as well as social media engagement and a high school volunteer program. Prevent and Empower meets the requirements of Ohio Revised Code (ORC) 3313.60 as well as multiple Ohio Department of Education Standards.

#### What We Offer

##### Technical Assistance

ORC 3313.60 requires schools to amend their harassment, intimidation, and bullying policies to incorporate dating violence. WHW is happy to provide technical assistance to schools regarding these policies.

##### Classroom-Based Programming

We use an evidence-based curriculum (Safe Dates) to teach young people about the differences between healthy and abusive relationships, how to stop violence when we witness it, and how to help a friend who may have experienced dating violence or sexual assault. Safe Dates is the only curriculum rigorously and scientifically proven to reduce and prevent physical dating violence and sexual violence.

##### Teacher/Administration Training

WHW realizes that teachers and administrators are on the front lines of high school relationships and are often aware of unhealthy behaviors. We also realize that some teachers might not feel comfortable talking about the issues of dating violence and sexual assault. WHW can provide training to teachers/administration on topics such as, but not limited to: teen dating violence, bystander intervention, trauma-informed survivor support and Title IX requirements.

##### Parent/Guardian Training

WHW recognizes that parents want to know more about what is going on in their children's lives and how they can be supportive if their child is experiencing violence. WHW can provide training to parents on topics such as, but not limited to: teen dating violence, trauma-informed survivor support, community resources, and student rights under Title IX.

##### Coaching Boys into Men & Athletes as Leaders

WHW Prevention Specialists have been trained to deliver the national, evidence-based programs Coaching Boys into Men and Athletes as Leaders. These are violence prevention programs led by athletic coaches; designed to positively influence how young men think and behave on and off the field, and how to empower young women to take an active role in promoting healthy relationships and ending sexual violence. Athletes are encouraged to be leaders in changing social norms at the school to a culture of safety and respect. Over the course of a season,

coaches lead their players through brief (15min) weekly activities that address themes such as personal responsibility, respectful behavior, and relationship abuse. WHW Prevention staff will provide the necessary training on the curriculum as well as offer technical assistance throughout the season.

### **Dating Violence Prevention Requirements under Ohio Law:**

Ohio Substitute House Bill 19 (HB 19) became effective March 29, 2010 and was incorporated into Ohio Revised code (ORC) 3313.60 (read full code here: <http://codes.ohio.gov/orc/3313.60v1>). The bill requires public schools to do the following:

1. Amend their policies regarding harassment, intimidation and bullying to incorporate acts of violence within a dating relationship.
2. Include personal safety and assault prevention education in the health curriculum to grades K-6, and dating violence prevention education in the health curriculum for grades 7 through 12.
3. Board of Education must provide a program of in-service training in the prevention of dating violence for each person employed by any school district or service center to work in a middle or high school as a nurse, teacher, counselor, school psychologist, or administrator.

### **Prevent & Empower meets the following Ohio Department of Education Standards:**

**Health Education (K - 6<sup>th</sup> Grades)** - Instruction in personal safety and assault prevention.

**Health Education (7<sup>th</sup> - 12<sup>th</sup> grades)** - Age-appropriate instruction in dating violence prevention education, which shall include instruction in recognizing dating violence warning signs and characteristics of healthy relationships.

**English Language Arts (6<sup>th</sup> - 12<sup>th</sup> grades)** – Speaking and Listening Standards: Engage effectively in a range of collaborative discussions with diverse partners on topics, texts, and issues, building on others’ ideas and expressing their own clearly. Interpret information presented in diverse media and formats and explain how it contributes to a topic, text, or issue under study.

**English Language Arts (6<sup>th</sup> - 12<sup>th</sup> grades)** – Reading Standards for Literacy in History/Social Studies: Identify, Compare, and Evaluate authors’ differing points of view or purpose on the same topic, event, or issue by assessing the authors’ language, which details they include or emphasize, and their claims, reasoning, and evidence.

**Social Studies Topics (K - 12<sup>th</sup> grades)** – Civic Involvement, Civic Participation and Skills, Civil and Human Rights, Rules and Laws

For more info, or to schedule contact the WHW Prevention Team at [Prevention@WomenHelpingWomen.org](mailto:Prevention@WomenHelpingWomen.org)