

# City of Toledo Gender Equity Analysis

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Source: City of Toledo.

## **Presented by:**

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**KEEN  
INDEPENDENT  
RESEARCH**

# Presentation overview



- Overview of study
- Employment results
- Workplace culture results
- Gender equity and fairness results
- Recommendations
- Questions

# Introduction to the study team



## Keen Independent Research

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- National 23-person economic consulting firm
- Diverse staff combine strong quantitative and qualitative skills
- Substantial experience performing equity studies, and designing programs (200+ studies)
- Expert witness experience

## Subconsultant

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**Rita Singh**

S&A Consulting Group LLP, Co-Founder & COO  
Listening sessions

# Overview of study — Guiding framework

## Convention of the Elimination of all Forms of Discrimination Against Women (CEDAW)

- Treaty adopted by the United Nations in 1979
- Provides a practical framework to assess how policies and practices advance gender equity
- Focuses on access to equal opportunity, fair compensation, representation in decision-making and supportive work structures
- In 2022, City of Toledo enacted Chapter 184, the Local CEDAW Ordinance, to address discrimination against women



# Overview of study — Research approach

- Comparative analysis of other cities
- Analysis of City's policies and procedures
- Pay equity analysis
- Examination of City workforce hiring, promotions and separations
- Interviews with City leadership and staff
- Review of prior reports and recommendations
- Climate survey with City employees

# Overview of study — Methodology

- Comparative analysis
  - Cincinnati, Ohio
  - Kansas City, Missouri
  - Pittsburgh, Pennsylvania
- Climate survey
  - Outreach
  - Participation
- Interviews



# Employment results



- Examination of demographic characteristics of City employees
- Examination of City workforce hiring, promotions and separations
- Interviews with City leadership and staff
- Survey of employee perceptions
- Review of employment policies and procedures

# Employment results — City workforce

Workforce in City's workforce (all EEO-4 job categories), 2021-2024

	(a)	(b)	(c)	(d)
All EEO groups	Employees	Percent of employees	Availability	Disparity index (b/c)
<b>Race/ethnicity</b>				
African American	1,933	20.2 %	5.2 %	389
Asian American	81	0.8	1.2	73
Hispanic American	618	6.5	5.4	119
American Indian	110	1.2	2.8	41
<b>Total people of color</b>	<b>2,742</b>	<b>28.7 %</b>	<b>14.6 %</b>	<b>197</b>
Non-Hispanic white	6,819	71.3	85.4	83
<b>Total</b>	<b>9,561</b>	<b>100.0 %</b>	<b>100.0 %</b>	
<b>Gender</b>				
<b>Women</b>	<b>2,254</b>	<b>23.6 %</b>	<b>30.7 %</b>	<b>77</b>
Minority female	754	7.9	5.9	133
White female	1,500	15.7	24.7	64
<b>Men</b>	<b>7,307</b>	<b>76.4 %</b>	<b>69.3</b>	<b>110</b>
Minority male	1,988	20.8	8.6	241
White male	5,319	55.6	60.7	92

## Disparity index

$$\frac{\% \text{ utilization} \times 100}{\% \text{ availability}}$$

Disparity indices below 80 considered “substantial”



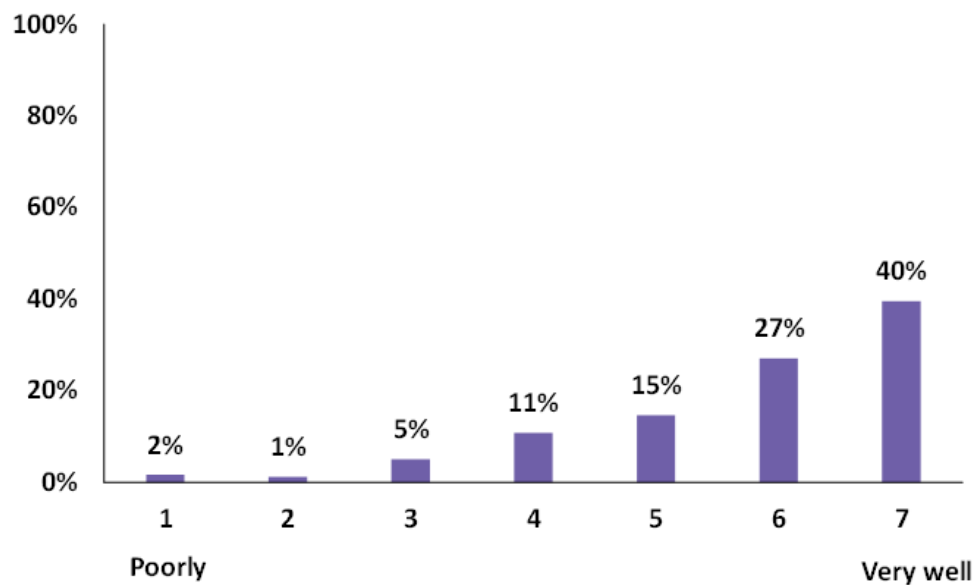
# Employment results — Hiring

## City hiring of workers, 2021-2024

	(a)	(b)	(c)	(d)
All EEO groups	Hires	Percent of hires	Availability	Disparity index (b/c)
<b>Race/ethnicity</b>				
African American	320	27.3 %	5.7 %	480
Asian American	18	1.5	1.1	136
Hispanic American	98	8.4	5.6	148
American Indian	13	1.1	3.1	36
<b>Total people of color</b>	<b>449</b>	<b>38.3 %</b>	<b>15.5 %</b>	<b>247</b>
Non-Hispanic white	724	61.7	84.5	73
<b>Total</b>	<b>1,173</b>	<b>100.0 %</b>	<b>100.0 %</b>	
<b>Gender</b>				
Women	311	26.5 %	27.1 %	98
Minority female	120	10.2	5.8	178
White female	191	16.3	21.4	76
Men	862	73.5 %	72.9 %	101
Minority male	329	28.0	9.8	287
White male	533	45.4	63.1	72

# Employment results — Employee hiring perceptions

Climate survey participants' opinion of how well the City is doing at eliminating gender discrimination in hiring



*I can't say I see any gender bias in the selection process across the divisions of the City.*

*White male employee*

*I have not seen any discrimination.*

*African American female employee*

*Gender is not a factor. Who you are friends with is what matters here.*

*African American male employee*

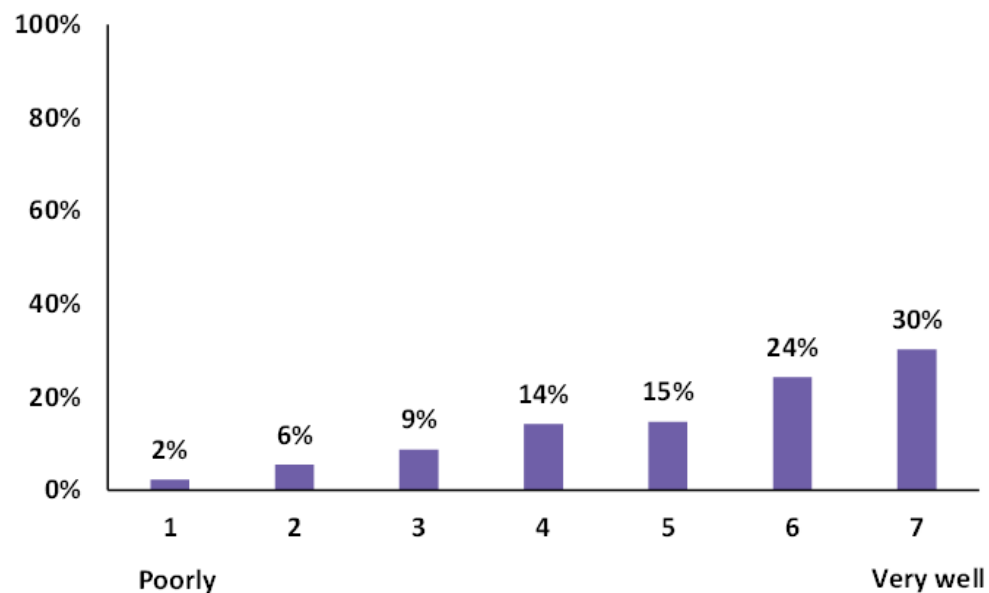
# Employment results — Promotions

Promotions for City workers in all EEO-4 jobs, 2021-2024

	(a)	(b)	(c)	(d)	(e)
All EEO groups	Promotions	Average number of employees	Promotions per employee (a/b)	Benchmark	Disparity index (c/d)
<b>Race/ethnicity</b>					
African American	69	483	0.143	0.141	101
Asian American	2	20	0.099	0.142	70
Hispanic American	18	155	0.117	0.141	83
American Indian	3	28	0.109	0.140	78
<b>Total people of color</b>	<b>92</b>	<b>686</b>	<b>0.134</b>	<b>0.141</b>	<b>95</b>
Non-Hispanic white	244	1705	0.143	0.140	102
<b>Total</b>	<b>336</b>	<b>2390</b>	<b>0.141</b>		
<b>Gender</b>					
<b>Women</b>	<b>84</b>	<b>564</b>	<b>0.149</b>	<b>0.141</b>	<b>106</b>
Minority female	28	189	0.149	0.141	105
White female	56	375	0.149	0.141	106
<b>Men</b>	<b>252</b>	<b>1827</b>	<b>0.138</b>	<b>0.141</b>	<b>98</b>
Minority male	64	497	0.129	0.141	91
White male	188	1330	0.141	0.140	101

# Employment results — Employee promotion perceptions

Participants' opinion of the City's efforts in eliminating gender discrimination in promotions



*We don't do performance evaluations .... Because we don't give that feedback, it is a barrier. Some employees [feel held back].*

*Leadership*

*I've seen people not get promoted, just reclassified into management positions, not having any of the merit that another person has been asked to have .... There's no consistency insofar as anything that goes on promotionally within the City of Toledo.*

*Staff*

# Employment results — Separations

## Separations for City workers in all EEO-4 jobs, 2021-2024

	(a)	(b)	(c)	(d)	(e)
All EEO groups	Separations	Average number of employees	Separations per employee (a/b)	Benchmark	Disparity index (c/d)
<b>Race/ethnicity</b>					
African American	73	483	0.151	0.125	121
Asian American	0	20	0.000	0.120	0
Hispanic American	15	155	0.097	0.123	79
American Indian	4	28	0.145	0.123	119
<b>Total people of color</b>	<b>92</b>	<b>686</b>	<b>0.134</b>	<b>0.124</b>	<b>108</b>
Non-Hispanic white	201	1705	0.118	0.122	97
<b>Total</b>	<b>293</b>	<b>2390</b>	<b>0.123</b>		
<b>Gender</b>					
<b>Women</b>	<b>81</b>	<b>564</b>	<b>0.144</b>	<b>0.123</b>	<b>117</b>
Minority female	25	189	0.133	0.123	108
White female	56	375	0.149	0.122	122
<b>Men</b>	<b>212</b>	<b>1827</b>	<b>0.116</b>	<b>0.123</b>	<b>95</b>
Minority male	67	497	0.135	0.125	108
White male	145	1330	0.109	0.122	90

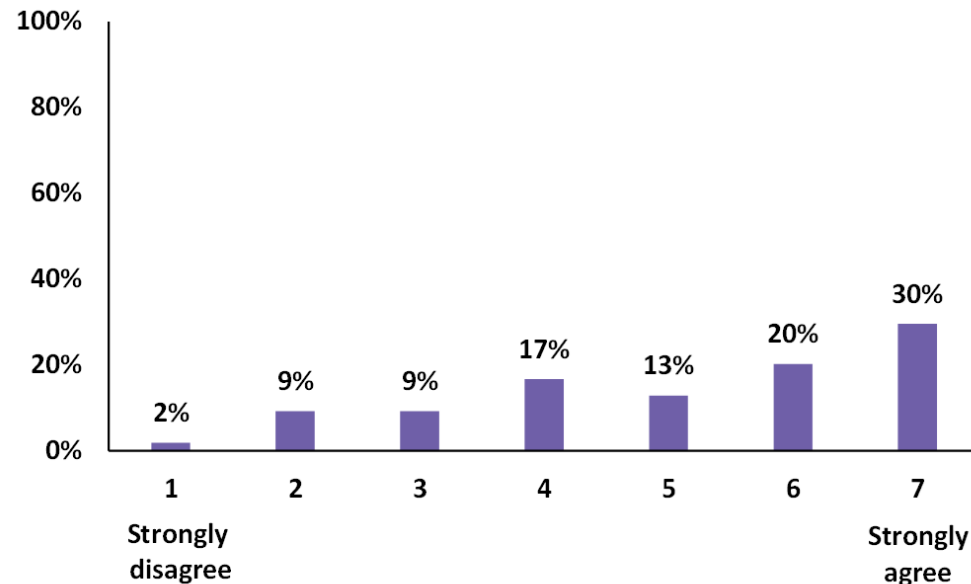
## Disparity index

$$\frac{\% \text{ utilization} \times 100}{\% \text{ availability}}$$

Disparity indices of 120 or above considered “substantial”

# Employment results — Policies and procedures

Participants' opinion of whether the City's policies support fair pay



*There is room for improvement. Even though workplace policies are established, a Director can send an email and change what's allowed on some policies .... Therefore, departments have different rules under the same policy.*

*African American female employee*

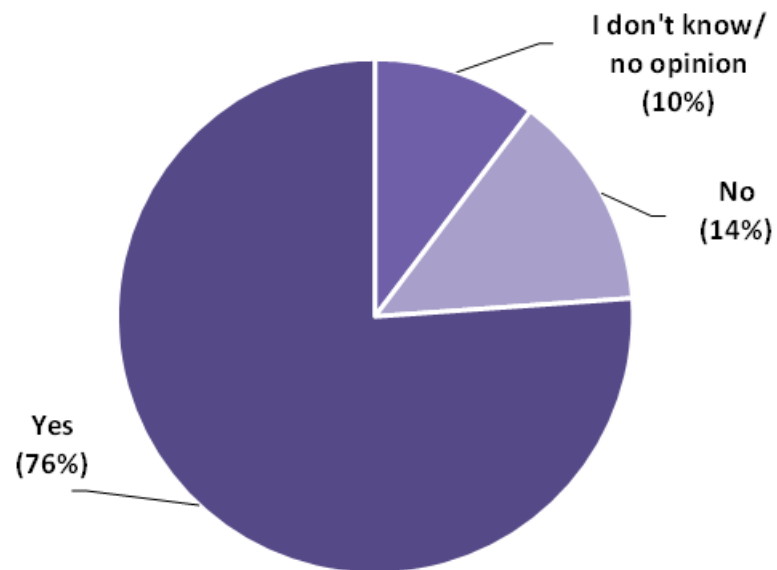
*Perhaps if the policies were enforced the same on everyone, sure they support fair treatment then. In reality, that is not what happens.*

*White female employee*



# Workplace culture results — Perceptions of safety

Participants' responses to whether they feel safe in the workplace



*I work in a secure area. I attended the training last fall in which we were offered good information about keeping safe should there be a safety breach.*

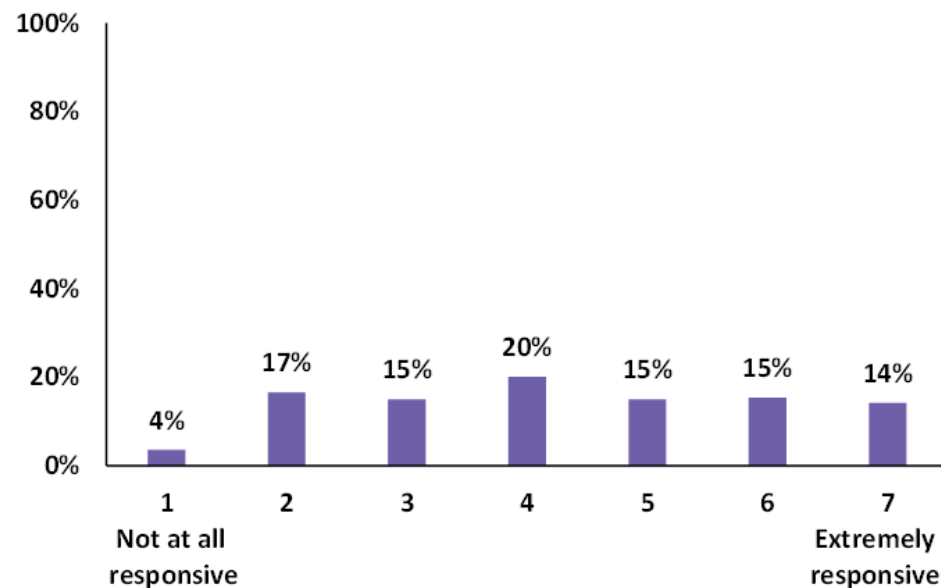
*White female employee*

*Safety needs to be a higher priority. It is not taken seriously. Management needs to grasp safety better and implement stronger standards and procedures.*

*Male employee*

# Workplace culture results — Responsiveness to complaints

Participants' responses to how responsive the City is to complaints

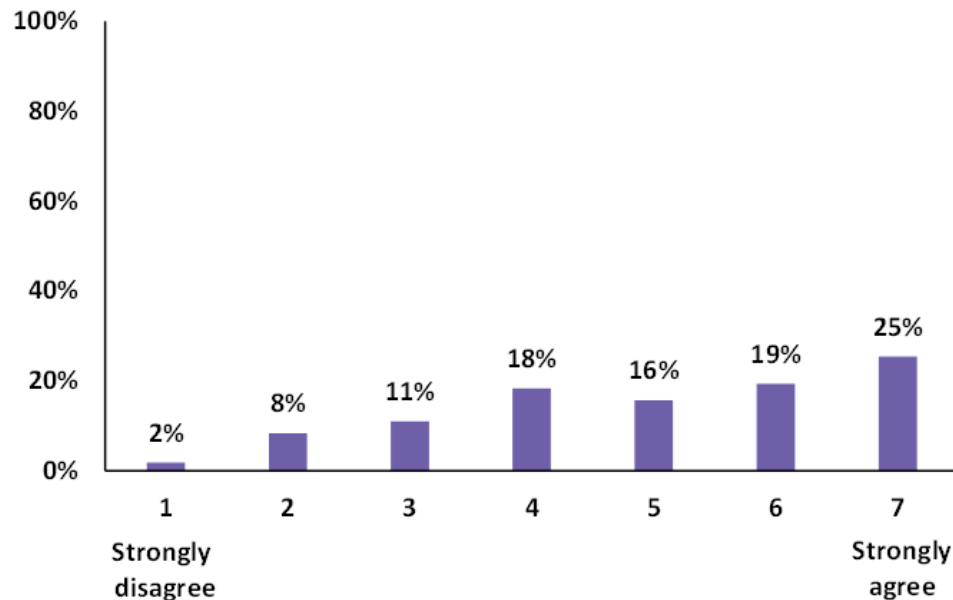


Employee suggestions:

- Education and training
- Fear of retaliation is a barrier to sharing
- Unbiased and timely investigations
- Accountability of leadership
- Improvement of reporting practices

# Workplace culture results — Support and resources

Participants' perceptions that they receive needed support to succeed in their current job



Reasons for not feeling supported:

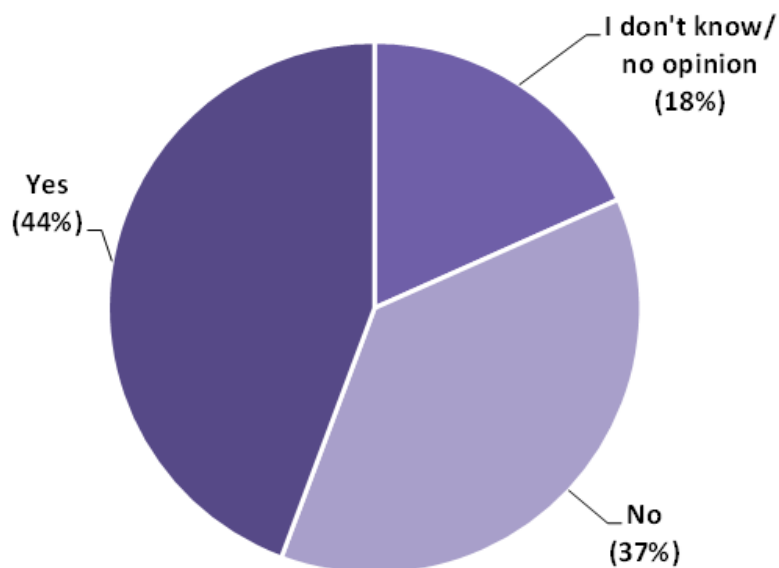
- Outdated resources and equipment
- Lack of sufficient training
- Need for more support from managers
- Increased workload without adequate compensation

# Gender equity and fairness results — Gender discrimination

- Two-thirds of employees (66%) reported that the City is achieving its goal of working to eliminate gender discrimination in the workplace
- Large portion of employees (85%) indicated that their direct supervisor is supportive of the City's goal of eliminating gender discrimination
- Employee suggestions for supervisors included:
  - Increased fairness and equity in hiring and promotion practices
  - Leadership and people skills training
  - Increased support from senior leaders to supervisors

# Gender equity and fairness results — Nondiscrimination training

Participants' responses whether they attended nondiscrimination training with the City



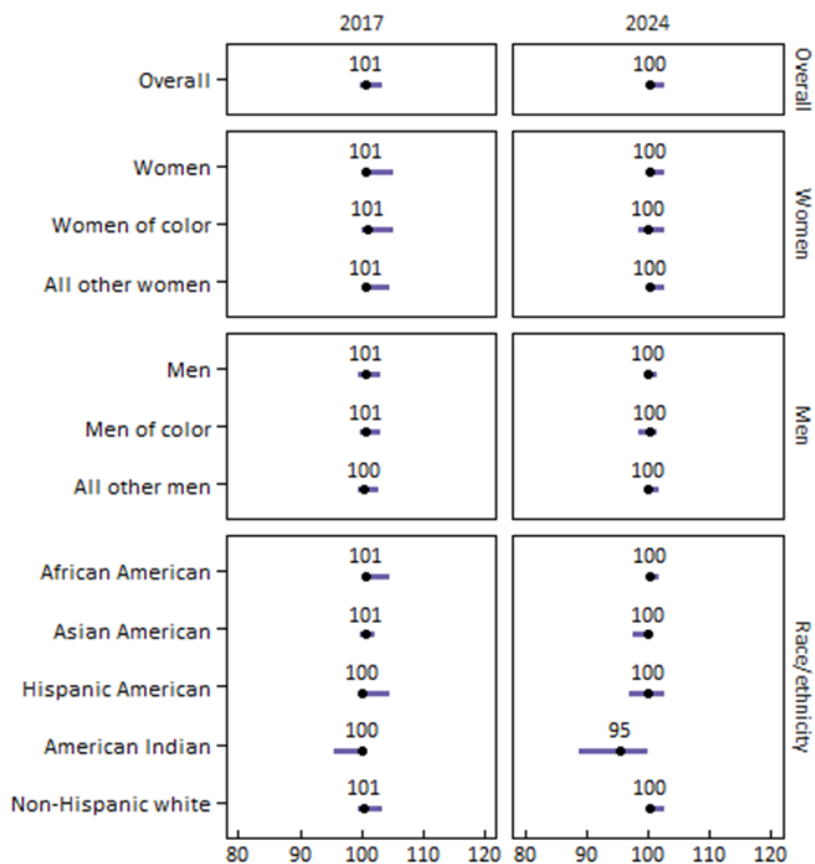
Employees' feedback about City trainings:

- Some employees reported no changes following the City's trainings
- Some indicated that they hope the City continues trainings

*Useful info but not upheld by all higher administrators.*

*White male employee*

# Gender equity and fairness results — Pay disparity analysis



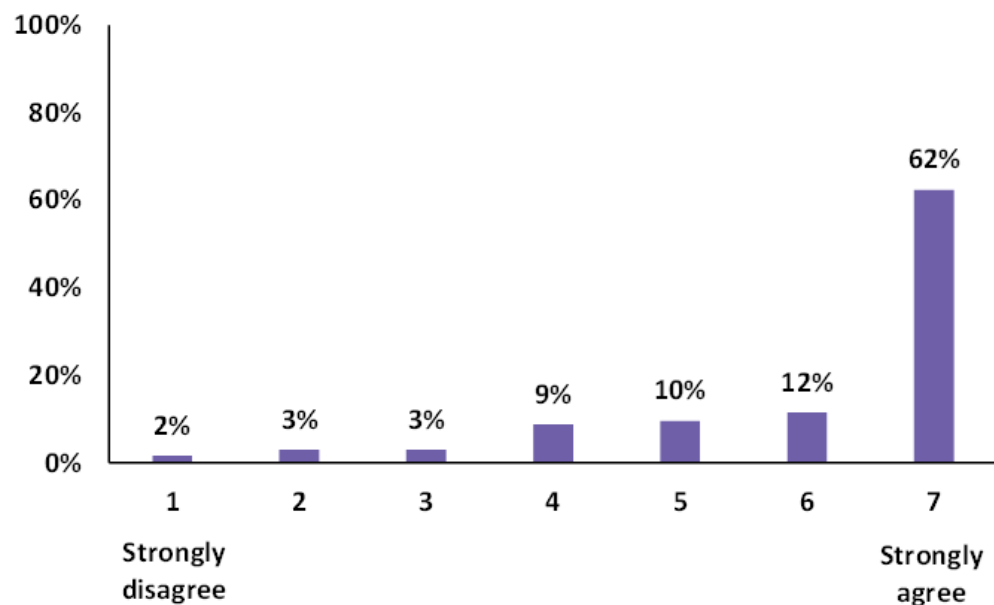
## Analysis overview:

- Examined differences in hourly wages by job title and occupation code
- Score of 100 indicates that a City employee made the same as white men did (on average) in the same job title in the same year
- No pattern of disparities in pay between women and men
- Lower than anticipated median wages for American Indian employees



# Gender equity and fairness results — Perceptions of pay

Participants' belief that the City pays employees equally for the same job title and description



- About 84 percent of employees indicated that they do believe the City provides fair compensation
- Female employees (12%) were four times more likely than male employees (3%) to report that they disagreed that City employees received equal pay for the same job and title

# Gender equity and fairness results — Perceptions of wage equity

- About 79 percent of survey respondents indicated that the City was doing well or very well in efforts to eliminate gender discrimination in pay
- About 10 percent of respondents believed their pay was impacted by their gender (about 15% for female employees compared with 4% for males)

*I know that there are men who make more than me in the same role and I've been here longer and have a larger role than them.*

*African American female employee*

*I believe that if I was a male, my previous boss would have reclassified me a long time ago.*

*White female employee*

# Recommendation 1: Equity in employment practices

## **1-1. Develop and maintain clear and accessible policy language**

- Review and revise policies to ensure clarity and accessibility

## **1-2. Standardize performance criteria and promotion procedures**

- Develop and standardize performance evaluation templates
- Develop and standardize promotion guidelines

# Recommendation 1: Equity in employment practices

## **1-3. Clearly communicate career advancement pathways**

- Create materials outlining career pathways and progression opportunities
- Establish regular communication and engagement around career growth

## **1-4. Establish and implement structured onboarding and offboarding procedures**

- Formalize offboarding procedures, including equity-focused interviews
- Formalize onboarding procedures, including review of employment policies and procedures

## Recommendation 2: Decision-making and communications

### **2-1. Increase transparency by leadership in all decision-making processes**

- Communicate existing and upcoming revisions to all policies
- Communicate updates on equity initiatives and strategic goals

### **2-2. Create feedback loops to inform decision-making**

- Formalize mechanisms for collecting, tracking and reviewing employee feedback
- Communicate feedback outcomes and integrate input into decision-making

# Recommendation 3: Data systems

## **3-1. Strengthen and maintain more comprehensive HR data systems and employee data tracking**

- Implement HR data system improvements
- Train staff to use data systems

## **3-2. Use employee data to support equity initiatives**

- Integrate equity metrics into workforce planning and decision-making
- Apply data findings to inform equity-related policies, procedures and programs



Questions?