Equity, Access, and Opportunity Report Card:
The Walsh Administration’s Efforts and Results
Volunteers from the NAACP Boston Branch, along with external partner organizations, compiled this report for the benefit of the public.

Final release date: October 22, 2017

National Association for the Advancement of Colored People, Boston Branch
330 Martin Luther King Boulevard
Boston, MA 02119
617-427-9494
www.bostonnaacp.org

For more information about this report, please contact us at info@bostonnaacp.org

Cover photo: Museum of African American History Meeting Room
BOSTON IS A CITY OF PRESTIGIOUS ACADEMIC INSTITUTIONS AND HOME TO THE NATION’S LEADING HEALTH NETWORKS, HOSPITALS, AND NON-PROFIT ORGANIZATIONS. OUR “SHINING CITY ON A HILL” IS EXPANDING, EXPERIENCING A BUILDING BOOM THAT IS TRANSFORMING OUR DOWNTOWN AREA AND SURROUNDING NEIGHBORHOODS. THE BOOM IS CERTAIN TO SERVE AS AN ECONOMIC STIMULUS FOR BOSTON BUSINESSES, COMMUNITIES, AND WORKERS.

HOWEVER, EQUITY, ACCESS, AND OPPORTUNITY HAVE HISTORICALLY – AND PRESENTLY – REMAINED ELUSIVE FOR THE CITY’S PEOPLE OF COLOR. THE TAINT OF RACIAL INJUSTICE IN COMMUNITY DEVELOPMENT, EDUCATION, EMPLOYMENT, HEALTH, HOUSING, POLITICS, AND PUBLIC SAFETY HAS ENSURED THAT THIS RISING TIDE IS NOT LIFTING ALL BOATS.

FROM MATTAPAN TO ROXBURY; FROM DORCHESTER TO EAST BOSTON, THE UNEMPLOYMENT AMONG AND UNDERINVESTMENT IN PEOPLE OF COLOR HAS REMAINED AT THE EXTREME AND OPPOSITE ENDS OF THE SPECTRUM.

RATES OF MORTALITY AND MORBIDITY, ECONOMIC AND EDUCATIONAL DISPARITIES, ARREST AND INCARCERATION REVEAL A TALE OF TWO CITIES.

A MINORITY-MAJORITY CITY, BOSTON SUFFERS PROFOUND INEQUALITIES EMBEDDED IN OUR HISTORY, INFRASTRUCTURE, AND ROUTINE.

NOW IS THE TIME TO FACE THESE FACTS.

NOW IS THE TIME TO REJECT SYSTEMIC RACISM, AS IT IS THE ULTIMATE ROADBLOCK TO THE CITY’S SUCCESS.

TO OUR CITY’S GREAT POTENTIAL: THE PEOPLE.
Equity, Opportunity, and Access Report Card: The Walsh Administration

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The NAACP Boston Branch expresses its deepest gratitude to the volunteer researchers, topic experts and analysts, individual contributors, and organizational partners who made this report possible. We would like to thank The Inclusive Boston Alliance (TIBA), a collaboration of dedicated individuals and organizations who provided the initial impetus for this report after the 2013 Mayoral Debates in the City of Boston.

We extend our sincerest thanks to the more than eighty individuals and organization representatives who contributed information and perspectives throughout the research and writing phases of this report, through individual interviews and participation in topic forums on Economic Development, Education, Public Safety, and Staffing Diversity.

We’d also like to thank *the Bay State Banner, the Boston Globe, the Boston Herald*, and various other television, print, and online media sources for their thorough reporting on issues of concern in this report.

We thank the Walsh administration for their cooperation in providing data in many of our key areas of research.

This report was a massive undertaking that would not have been possible without the herculean efforts of dedicated volunteers. A collective total of almost 1,000 hours was spent in putting this report together. We would like to thank the following contributors for their commitment to putting together and completing this assessment for the betterment of our communities:

**Project Management, Research, and Contributor Team**

- Tanisha Sullivan, Esq.
  *President*
  *NAACP Boston Branch*

- Tavares Brewington, Esq.
  *Chair, Economic Development*
  *NAACP Boston Branch*

- Don Carlson
  *Lead Researcher*
  *NAACP Boston Branch*

- Michael Curry, Esq.
  *Immediate Past President*
  *NAACP Boston Branch*

- Ericka Florence
  *Vice Chair, Health Committee*
  *NAACP Boston Branch*

- Segun Idowu
  *3rd Vice President, Project manager*
  *NAACP Boston Branch*
Project Management, Research, and Contributor Team (cont’d)

Arthur Kaynor  
*Lead Researcher*  
*NAACP Boston Branch*

José Lopez, Esq.  
*Vice Chair, Education Committee*  
*NAACP Boston Branch*

Earnest Offley  
*Chair, Human Resources*  
*NAACP Boston Branch*

External Contributors

(Please note that the views, opinions, and information shared or expressed in this report do not necessarily reflect the political views, personal beliefs, or positions of the persons acknowledged below or their affiliated organizations, nor are they an endorsement or evaluation of any candidate.)

George Cox  
*Member*  
*BEAM*

Rahsaan Hall  
*Racial Justice Program, Director*  
*American Civil Liberties Union of MA*

Grace Holley  
*Community Planner*  
*Boston resident*

Georgianna Meléndez  
*Vice-Chancellor, Title IX Coordinator*  
*University of Massachusetts, Boston*

Armani White  
*Community Organizer*  
*Roxbury resident*

John Lloyd  
*Chair, Education Committee*  
*NAACP Boston Branch*

Denisha McDonald  
*Chair, Housing Committee*  
*NAACP Boston Branch*

Barbara Fields  
*Member*  
*BEAM*

Darrell Higginbottom  
*President*  
*Boston Society of Vulcans*

Johnny R. McInnis, II  
*Immediate Past President*  
*BEAM*

Matthew Segal  
*Legal Director*  
*American Civil Liberties Union of MA*
“The theory of democratic government is not that the will of the people is always right, but rather that normal human beings of average intelligence will, if given a chance, learn the right and best course by bitter experience.”

- W.E.B. Du Bois, The Negro (1915)

Communities of color around the nation have learned over the years, through “bitter experience,” that true democracy requires more than the vote and the monetary contribution: it requires, also, constant vigilance, sustained pressure, and a willingness to hold those with power accountable.

Each year, the NAACP Boston Branch (“the Branch”) continues its efforts to both register as many persons of color to vote, as well as increase voter participation. Now, we enter into a stage of our advocacy in assessing how those whom we elect fair in their positions, and whether or not they are meeting the promises and expectations they outline while campaigning in our homes, our churches, our community events, and throughout our city.

While this is a new initiative for the Branch, the issuance of Report Cards is standard practice for NAACP branches across the country, including the national organization. We follow in this tradition, and live up to our responsibility to hold our leaders accountable by producing our own version of this report card. Here, we go more in depth than providing just grades for the current administration, but do our best to acknowledge where progress has been made, while being direct in identifying those areas where progress is desperately needed.

City leadership in Boston has a history of domination by one individual for many years. Between 1913 and 2013, Boston had only 10 individual mayors, four of them serving 3 or more terms. Because of this trend, when former Mayor Thomas M. Menino announced that he would not seek re-election in the upcoming 2013 contest, it became critically important to this Branch, along with the members of The Inclusive Boston Alliance (TIBA), to use this rare occasion for new leadership in the city to begin new efforts to hold that leadership accountable to their constituents for commitments made during the election cycle. To that end, in 2015 the Branch agreed to take full ownership of the project and produce this report card of the Walsh administration.

TIBA held a series of forums with the final two mayoral candidates – Boston City Councilor John Connolly and State Representative Martin Walsh – in the final few weeks of the election cycle. Those forums addressed four critical issues impacting communities of color that now form the basis of this report card.

The first category covered in this report is economic development. This chapter assesses the
City on its efforts to ensure equitable access to employment opportunities; its response to affordable housing; its attempts to grow minority and women owned businesses and enterprises; and its expectations of corporate responsibility.

The second issue we tackle is public education in the Boston Public Schools. For this part of the report, we assess: funding for the school system and whether or not enough investment was made and if such investments were allocated appropriately; access to early childhood education for Boston’s youngest residents; the successes and failures of Boston to close racial achievement and opportunity gaps; how Boston is working to ensure that its faculty and administration reflect the racial and ethnic diversity of its students; whether Boston has successfully curbed racial disparities in suspension rates; and the high school redesign process, with a focus primarily on Madison Park High School.

The third issue that we found to be of great importance is public safety. Here, we review a snapshot of the City’s efforts to prevent violence via the new Office of Public Safety and the My Brother’s Keeper initiative; take an historical approach to understanding the recent body-worn camera debate and the City’s progress, or not, on implementing a full program; and we take a broad look at how the Boston Police Department defines “community policing,” as well as their efforts.

Finally, we take a closer look at the staffing diversity in the City’s workforce. After taking a bird’s eye view of the City’s workforce overall, we hone in on the largest departments in the city: Boston Public Schools, the Boston Police Department, and the Boston Fire Department. Success in diversifying these areas helps to ensure greater economic opportunities for all racial and ethnic communities in the City, while also increasing the efficacy of these critical departments through increased cultural proficiency.

It is important to note that the Walsh administration is new to city management, though not to governing or Boston’s political space. Mayor Walsh spent 16 years in our State Legislature as a State Representative for the Dorchester neighborhood, and he played integral roles in significant achievements on both the local and state level while there. However, we do recognize that what is presented in the following report are the aspirations of a new administration that sought to reimagine or build upon the work of the previous one. We take into account the record of the Menino administration so as to not unjustly lay fault or unduly give credit to the current administration for decisions or initiatives of the previous administration.
Our research process began with a comprehensive public records request of the Walsh administration, in which we sought quantitative and qualitative data on more than sixty-three topics across each of the four areas: Economic Development, Education, Public Safety, and Staffing Diversity. The NAACP Boston Branch (the “Branch”) developed the scope of this request in coordination with The Inclusive Boston Alliance (TIBA), following up on primary areas of focus during the 2013 Mayoral Debates. Receiving and analyzing responses to this public records request was an eighteen-month process, from January 2016 to June 2017.

We recruited topic experts and research consultants to assist in analyzing data, and to facilitate dialogue and follow-up on each topic. Numerous volunteers contributed throughout the process, including compiling and analyzing binders of research, newspaper clippings, and reports from other organizations.

We held informational interviews with more than eighty individuals and organizational representatives across industries and focus areas to inform perspectives and access additional data and context.

Finally, the Branch hosted a series of Topic Forums for small groups of stakeholders and experts to engage in frank discussions of the issues and contribute their perspectives through questionnaires on each topic.
Evaluation Rubric

While measurable results are most important, efforts by a new administration that might yield future results are also assessed; therefore we established a straightforward system that rates both efforts and results. The following scale informs the grades in each chapter of this report:

<table>
<thead>
<tr>
<th>Rating</th>
<th>Efforts</th>
<th>Rating</th>
<th>Results</th>
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<tbody>
<tr>
<td>A</td>
<td>Substantial increase</td>
<td>A</td>
<td>Substantial improvement</td>
</tr>
<tr>
<td>B</td>
<td>Modest increase</td>
<td>B</td>
<td>Modest improvement</td>
</tr>
<tr>
<td>C</td>
<td>Simply continues existing efforts</td>
<td>C</td>
<td>Some incremental improvement</td>
</tr>
<tr>
<td>D</td>
<td>Net reduction of efforts</td>
<td>D</td>
<td>No change in the current condition</td>
</tr>
<tr>
<td>F</td>
<td>Substantial reduction</td>
<td>F</td>
<td>Substantial decline</td>
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We should note that the following pages contain only a summary of what we outline in greater detail throughout this report. Recommendations for the highlighted challenges, as well as explanations on how to achieve them, can be found on pages 35, 77, 123, and 158.

We must also point out that these grades are based solely on the information provided in this report, and do not reflect the fullness of the work that is, or is not, being done in and for communities of color. In this report, we are evaluating campaign promises made in 2013 and the results of administration efforts to fulfill said promises. Had we included additional factors that arose during the Walsh administration’s tenure, the following grades may have been lower or higher. The following grades were determined based on the information we received from the City or found in City or news reports. To the extent that it was provided, it was taken into account. To the extent that it was not provided, we assumed it did not exist. Each chapter highlights the issue(s) it did not cover in the “Scope of the evaluation” section, and so our grades do not take into account those matters. It is our hope that future assessments will put forth a fuller picture of the City’s efforts and results on many more issues.
## Overall Economic Development Grade: D

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<th>ISSUE</th>
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<tr>
<td><strong>Employment</strong></td>
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<tr>
<td><strong>SUMMARY:</strong> The City funds a number of organizations and initiatives to help Bostonians develop useful job skills. However, it is not clear what impact these efforts are having on employment for people of color. According to 2014 data, unemployment among people of color remains high and more than double the unemployment rate of whites (4.9% for white people, 10.7% for Black people, and 10.9% for Hispanic people). Despite efforts to obtain current dis-aggregated unemployment data from the city, it was not provided; therefore, the assumption is that the rate of unemployment for people of color has not improved. As far as we know, the City does not track underemployment. Data shows compliance with construction employment goals exceeded 2016 targets for people of color, fell quite short for women fairly uniformly in recent years, and fell short in a declining trend for residents.</td>
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| **Affordable housing**                          | B       | D       |
| **SUMMARY:** From 2011 to 2016, only about 2.3% of the 19,238 units that the City has constructed or permitted were affordable, according to the City’s definition. The amount of affordable housing created is small compared to the total of new, high-end housing being created. The same is true for affordable senior housing, which is running at 63% of target. City-controlled resources for affordable housing have increased above its goal, and the Inclusionary Development Policy raised a record $23.7 million in 2016. On the issue of foreclosures, the number of bank-owned foreclosed properties dropped to 170. However, this is still far from the City’s goal of 20 foreclosures per year. Though the City has repeatedly reported that rents decreased citywide by 4% from 2015-2016, with a 9% decrease in Roxbury, this data is collected using RentalBeast and MLS data and is misleading to publish and promote without adding that the data behind them is not representative of the whole picture of what is happening to Boston residents on a regular basis. Although the housing plan includes some ideas to address the affordable housing need, it is lacking on clear, connected strategies that will fully address the problem. |

| **The City’s Minority Business Enterprises (MBE) Program** | B       | F       |
| **SUMMARY:** While the City has made efforts to be articulate goals relative to increased business with M/WBE’s, to be fair, it is too soon to know if the focus and scale of the City’s recent efforts to invest in M/WBE’s will make a significant difference. M/WBEs still receive only a small percentage of the City’s spending with outside vendors. Notably, recent spending with MBEs has declined from $6,287,066 in FY2013 and $10,722,308 in FY2014 to $2,385,530 in FY2015 and $2,823,389 in FY2016. |

| **Corporate accountability**                     | F       | D       |
| **SUMMARY:** It is important that all corporations, operating within the City are active contributors to the success and economic viability of the City’s residents. Given the stated goals and values of the city relative to diversity, we requested information detailing how the city communicates its expectations about hiring and supplier diversity to companies seeking to do business here. The administration does not currently communicate any such expectations to businesses seeking to do business here. There is no documentation to suggest that prior administrations have taken such steps either; however, the commitments to diversity cannot be borne solely by the city and as incentives are provided to companies, the city should look to identify ways to secure benefits for all residents while also advances its stated values. |
## Overall Education Grade: C

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<tr>
<td>Providing adequate funding for BPS</td>
<td>D</td>
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**SUMMARY:** The City has consistently underfunded the Boston Public Schools. “Structural inefficiencies” are usually cited as a cause, but this is not a sufficient enough reason to miss the mark on fully funding our children’s education.

| Expanding early childhood education | C | C |

**SUMMARY:** The administration has made an effort to expand access, but these efforts have created few additional seats, and the City remains far from its stated goal to make pre-K available to all. This can lead to greater racial disparities in access to early education.

| Eliminating opportunity and achievement gaps | C | D |

**SUMMARY:** We continue to see persistent racial opportunity and achievement gaps resulting in low performance outcomes. BPS must move from only theory and experimentation to the implementation of practices that nurture the whole child and accelerate learning for students of color.

| Recruitment & retention of diverse teachers | C | F |

**SUMMARY:** The district has experienced a significant decline in the retention of Black teachers over the past decade. Likewise, its efforts to increase the representation of Latino teachers has been met with negligible results with a 30-point gap in the student-to-teacher ratio. Recent reports have shown the positive impact that a diverse teaching force can have on the performance outcomes for students of color; therefore, the federal court order mandate for a minimum of 25% Black teachers and 10% Other [teachers of color] should now serve as a starting point for BPS.

| Decreasing student suspension rates | B | C |

**SUMMARY:** BPS must ensure effective training and implementation of Restorative Justice practices and other strategies consistently and uniformly across all schools, including in-district charters.

| High school redesign: Madison Park High School | B | C |

**SUMMARY:** While the per-pupil funding for vocational schools across the Commonwealth is significantly higher than for non-vocational schools, funding for Madison Park High, the City’s only vocational school, is only slightly higher than a regular BPS high school. As a direct pathway to meaningful career opportunities for Boston’s youth, the funding and academic support for the school must be prioritized to help eliminate the racial wealth gap in the City.
### Overall Public Safety Grade: D

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<tr>
<td>Violence prevention</td>
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<td>D</td>
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<tr>
<td><strong>SUMMARY:</strong> We appreciate the creation of the Office of Public Safety (OPS) and the City’s adoption of the My Brother’s Keeper (MBK) Initiative. In order to have a lasting effect, the OPS must develop a cohesive public safety strategy with community members and be given the ability to establish the goals of public safety programs and initiatives already in place under several different City departments and agencies. The work of MBK Boston must be codified so as to outlast any administration, and the City must leverage its corporate relationships to expand the reach of the mini-grant program. However, while these efforts are notable, there is no data to suggest that they have positively affected rates of violence in the City.</td>
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<tr>
<td>Implementation of a full body-worn camera program</td>
<td>D</td>
<td>F</td>
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<tr>
<td><strong>SUMMARY:</strong> The City begrudgingly moved forward with a pilot program, now ended, and has not committed to full adoption of a program that many Bostonians agree should exist. The City’s top leadership ought to carry out the wishes of the people and publicly support a full body-worn camera. The City should be sure to include all non-profit and community groups who worked on the issue in discussions with union leaders and other officials surrounding policy. The City’s leadership should also release a preliminary plan for what full implementation will look like, along with a potential budget for a longterm program. It has failed to do so thus far.</td>
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<tr>
<td>Community policing</td>
<td>C</td>
<td>C</td>
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<td><strong>SUMMARY:</strong> The city, via the Boston Police Department, has made gains in working more collaboratively with the community in the form of the Social Justice Task Force, and diversifying the force overall through the re-establishment of the Cadet Program. However, it has failed to strengthen the Community Ombudsman Oversight Panel, and has not done enough to increase funding for more summer or year-round jobs for young people. The scores of unsolved homicides and shootings reflect the fact that community policing efforts still have a long way to go in order to gain the full trust of the community public safety officials serve.</td>
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## Overall Staffing Diversity Grade: C

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<tr>
<td>Staffing diversity in the City workforce</td>
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**SUMMARY:** The appointment of a racially and ethnically diverse cabinet is commendable. However, when we look at the overall workforce, there is more work to be done. It is also commendable that the Mayor created an Office of Diversity and appointed a Chief Diversity Officer; however, it is unclear whether the efforts of the office: have targets or timelines; are substantially different from efforts of the prior administration; or are linked to specific outcomes or measurable progress toward the goal of reflective representation. Additionally, in this section we reviewed the efforts to diversify board and commission representation. Unfortunately, any of these efforts are unlikely to be effective because the City is only tracking and studying demographic data on a small fraction of board and commission membership. Overall, the City of Boston workforce has not made significant progress toward achieving reflective representation in its workforce, nor is there any documentation to suggest that there is a focus on changing the culture within City Hall through race awareness training, to help facilitate a more inclusive City Hall which may support diversity hiring efforts.

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<td>Staffing diversity in Boston Public Schools</td>
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**SUMMARY:** Comparing the overall 86% students of color in BPS with the 37% teachers and guidance counselors of color and the 46% school leaders of color highlights a stark lack of reflective representation. Certain groups are more underrepresented, proportionally, than others. These challenges are especially concerning as we approach a potential exodus of teachers and administrators of color who were hired in the wake of the Garrity decision and are now reaching retirement age.

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<tr>
<td>Staffing diversity in the Boston Fire Department</td>
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**SUMMARY:** We have seen little progress in addressing the persistent racial or ethnic underrepresentation across the BFD. While BFD suggests that the decline in minority representation is, in part, due to the overall number of firefighters declining since 2000, the overall decline in firefighters represents a 6% drop, whereas there has been a 28% decline in Black firefighters. Representation at all levels analyzed in this report is White by a large majority: District Fire Chiefs at roughly 90%, Fire Captains at roughly 92%, Fire Lieutenants at roughly 77%, and Firefighters at roughly 66%.

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<tr>
<td>Staffing diversity in the Boston Police Department</td>
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<td>C</td>
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**SUMMARY:** The Department has made strides in the area of diversity, most notably in its command staff. Other efforts include the reinstatement of its Cadet Program and a drive to increase community awareness and participation in the civil service exam. It is too soon to say whether these efforts will yield sustainable results towards more reflective representation in BPD. We express concern that these efforts are too gradual and under-scaled, especially in light of the fact that 95 of the 303 officers expected to reach retirement age from 2016 to 2026 identify as minority officers.
CHAPTER ONE:
ECONOMIC DEVELOPMENT

Team Leader: Don Carlson
Equity, Access, and Opportunity Report Card: Economic Development
The Walsh Administration’s Efforts and Results
What we mean by “economic development”

Communities of color in Boston deserve economic opportunity, economic empowerment, and economic justice. To achieve these aims, the NAACP Boston Branch (the “Branch”) focuses its economic development work on employment, earnings, housing, access to credit, business development, wealth generation, and the resultant social well being of communities of color. Our focus also aims to ensure that the processes by which economic resources are produced, acquired, and distributed in the public and private spheres include community involvement.

The City’s role

The City’s leaders can have a major impact on economic development in Boston’s communities of color, directly and indirectly, and particularly in the current building boom.

To foster the economic development of individuals and families in communities of color, the City can strengthen several of its core functions – providing a high quality education; preparing people for jobs, particularly jobs with a career; increasing jobs for people of color in City-funded contracts; reducing chronic unemployment; increasing the affordability of rental housing and property ownership, medical care, and transportation; and improving public safety.

To foster the growth of existing minority and women business enterprises (M/WBEs), the City can significantly increase the value of its goods and services contracts with the M/WBE community. The City also can support the inclusion and success of minority developers for City-funded projects. In giving tax breaks and other incentives to businesses to come to Boston or stay in Boston, the City can negotiate a high level of diversity in the business’s procurement and hiring.

Increasing business opportunities for M/WBEs can also stimulate new business formation. Beyond that, the City can grow and nurture innovation and entrepreneurship centers.

The administration acknowledges its vital role in the economic development of people of color. In a 2016 City of Boston report, “Economic Inclusion and Equity Agenda,” John Barros, Chief of Economic Development, states, “Boston is currently in the midst of one of the biggest building booms in the history of the city. Generations of inequity, however, have contributed to the fact that Boston’s growth primarily benefits those who are already advantaged and excludes our most underserved populations.”1 He concludes that, “economic equity is a defining challenge for the City of Boston...we view the four main themes of our work as income and employment,

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1 “Economic Inclusion and Equity Agenda.” Office of Economic Development, February 2016. 3.
https://www.cityofboston.gov/pdfs/economicequityinclusionagenda.pdf
wealth creation, business development, and economic mobility...”

In a February 2016 Executive Order, Mayor Walsh states, “It is a priority for the City to affirmatively expand its efforts to include M/WBE participation in City contracts and ensure that M/WBEs are afforded fair and equitable opportunities to compete for City contracts and do not face unfair barriers when seeking and performing on City contracts.”

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2 Ibid.
We are focusing this evaluation on the City’s efforts and results up until December 30, 2016 in four basic areas of importance in economic development.

1. Employment across the city
2. Affordable and workforce housing
3. The minority and women business enterprises program
4. Corporate accountability

Education, public safety, and staffing – which significantly affect economic development – are evaluated in other chapters of this report card.
The City is working across a broad range of economic development areas today. For this evaluation, we need to ask if they are focused on the most critical areas, and with enough power and urgency to make a real difference within a reasonable span of time. As a starting point, it is important to understand the economic state of the community today.

U.S. Black families in the Boston Metro area have a median wealth (net worth) close to zero ($8), while white families have a median wealth of $247,500, according to a 2015 Federal Reserve Bank of Boston study focused on analysis of U.S. born Blacks, Caribbean Blacks, Cape Verdeans, Puerto Ricans, and Dominicans in the Boston Metropolitan Statistical Area.  

Homeownership, a primary means of wealth creation, is low among people of color. Between 2009 and 2013, the homeownership rate for Black/African Americans in Boston was at just 28.7%. For Asian/Pacific Islanders, the rate was 25.6%, for Hispanics, 15.3%, and for Whites, 42.8%. The City observes in their 2016 report that, “Demographic disparities in income translate into disparities in homeownership.”

Median annual income for employed black residents in Boston is $29,000, for Hispanics it is $21,300, for Asians it is $36,000, compared with $51,000 for whites, as reported in a March 2016 City of Boston report, “Boston’s Workforce, an Assessment of Labor Market Outcomes and Opportunities.” As an income goal, the Boston Planning and Development Agency (BPDA) estimates that a two-parent, two-child family with one child in pre-school would need $70,554 to cover normal living expenses in 2014.

Median household income shows similar disparities. Data from the 2011-2015 American Community Survey (BPDA Research Division analysis) show household income for Non-Latino/Hispanic White households as $79,151, for Non-Latino/Hispanic Black/African-Americans as $39,184; for Latino/Hispanics as $29,321; and for Asian/Pacific Islanders as $38,202.

“A vicious cycle is perpetuated whereby low income restricts collateral and access to credit, which in turn limits the potential for income generation,” according to a 2013 paper on credit inequality prepared by the Federal Reserve Bank of Boston. The paper reports that families

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5 Economic Inclusion and Equity Agenda, 17.
6 16.
8 5.
living in low- and moderate-income (LMI) neighborhoods in Massachusetts are less likely to use traditional forms of credit and that the recession has hindered their use of credit.11 “As of 2012,” the report states, “54.5% of residents 18 years and older living in LMI neighborhoods had credit cards and 18.0% had mortgages” vs. 76.8% and 36.5%, respectively, in moderate- to high-income (MUI) neighborhoods.12 At the same time, credit scores are much lower in LMI neighborhoods. “As of 2Q2012, 30.3% of individuals with credit scores living in LMI areas had subprime and deep subprime risk scores, vs. 13.1% in MUI areas. Credit scores have direct impact on denial rates and on loan pricing and may limit access to jobs and rental housing options.”13

**Black and Hispanic unemployment rates are more than double those of whites.** Data for 2014 from the U.S. Bureau of Labor Statistics (BLS) for the Boston metro area show unemployment at 4.9% for white people, 10.7% for Black people and 10.9% for Hispanic people.14 According to a March 2014 BPDA report, “Unemployment in Boston,” citing 2012 data, **44% of Boston’s unemployed at the time lived in Dorchester, Roxbury and Mattapan.**15 Underemployment and concentrations in low-wage jobs are not tracked.

A primary factor underlying both low income and high unemployment among people of color is low levels of educational attainment (discussed further in the Education chapter of this report).

The proportion of Boston’s population living in poverty has been close to 20% each year since at least 1980, and is concentrated in communities of color.16 In 2013, the overall rate of poverty was 21.6%, with Roxbury (36.1%) and Dorchester (23.6%) exceeding the average and together having 35.3% of Boston’s impoverished, according to a BPDA report, “Boston Citywide Plan – Trends in Poverty and Inequality.”17 The report also notes poverty rates of 35.9% among Hispanics, 31.3% among Asians, and 21.5% among Black/African-Americans, compared with 13.7% among Whites.18

Data from the U.S. Department of Housing and Urban Development (HUD), as well as the City, shows that **55,490 households in Boston are severely cost-burdened, paying more than half of their income on housing.**

The City has 28,400 non-elderly, low-income renters paying an excessive share of their income in rent according to the 2010 American Community Survey, as reported in “Housing a

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11 4.
12 Ibid.
13 5.
3. https://www.bostonplans.org/getattachment/390b9ea9-61d7-467b-9a4c-f6e8588aa4b0
15 Ibid.
17 23.
18 30.
Changing City: Boston 2030.”

The City’s minority-owned businesses are fewer, smaller, and less successful than the average, and face a serious obstacle in access to capital, according to the City of Boston Small Business Plan. The City’s Plan highlights several important points, including:

- **Ownership of the city’s businesses (32% minority-owned) is less diverse than the city’s population (53% minority).**
- Detailed firm-level data on Boston’s M/WBEs are limited. The data that do exist in the Plan suggest that M/WBEs “have lower average rates of revenue and employment growth than the average small business in the city. Controlling for the industry composition of M/WBEs, 13% of M/WBE small businesses demonstrated employment growth in the last three-year period for which there are data (2009-2012), compared to 68% for all small businesses operating in the same industry segments.”
- **And Boston’s M/WBEs generally have poorer outcomes in terms of revenues and hiring than the average firm in Boston.** The Plan notes that, “Among firms with employees, the revenue-per-firm for M/WBEs is only 36% and 45% of the average revenue-per-firm, respectively. M/WBEs also have only approximately 60% and 70% of the average firm’s employee count.”
- **The lack of access to capital is among the most important obstacles to the success of businesses owned by people of color.** Research from the U.S. Department of Commerce shows that minority-owned businesses pay higher interest rates on loans, are more likely to be denied credit, are less likely to apply for loans because of a fear they will be denied, and have half the average amount of loans and equity investments when compared with non-minority firms.

**Minority business utilization remains low.** A look at the U.S. Small Business administration’s interactive HUBZone maps shows that every census tract in Mattapan, and many census tracts in Roxbury and Dorchester, are areas designated as Historically Underutilized Business (HUB) Zones, as of December 2015. The HUBZone is a program established in 1997 by the “Small Business Reauthorization Act of 1997” and is meant to “help small businesses in urban and...
rural communities gain preferential access to federal procurement opportunities.\textsuperscript{27} You can see on the map that those shaded areas are considered by the federal government to be HUBZones, while un-shaded areas are not viewed this way.

![Map of Boston's Communities of Color]

Conclusion

The economic situation of communities of color in Boston is bleak. Median wealth is close to zero. There are low levels of homeownership for building wealth, low incomes, high unemployment, high levels of poverty, and low levels of minority business development and success. Relative to white people, economic differences are stark and manifestly unfair. The City has the power and the opportunity to greatly improve the economic situation in its communities of color, which comprised 53\% of Boston’s population in 2010, a percentage that is rising.\textsuperscript{28}

The balance of this report outlines what the Walsh administration is doing and our recommendations for what the City needs to do better.

\textsuperscript{27} U.S. Small Business Administration. HUBZone Program. https://www.sba.gov/contracting/government-contracting-programs/hubzone-program

Stated Priorities of the Walsh Administration

In the 2013 mayoral election campaign – during two candidate debates focused on issues of importance to communities of color sponsored by this Branch and several other organizations – Martin Walsh, as a candidate, made certain commitments relevant to the economic development of people of color.

• On the wide disparity between Black and white rates of unemployment, Mr. Walsh termed the disparity “unacceptable” and demanded a collective action to fix the disparity, including an expansion of inclusive program models like “Building Pathways.”29
• On CORI as an obstacle to employment, Mr. Walsh pledged to support CORI reform.30
• On addressing the severe deleterious impact of the economic downturn on Black and Latino businesses, Mr. Walsh proposed several measures including smarter city planning and development, support for more sustainable businesses, creating more workforce housing, expanding affordable liquor licenses, and continuing Boston’s Main Streets programs.31

As mentioned earlier in this report, the Walsh administration, via the Mayor’s Office of Economic Development, acknowledged the vital role it can play in economic development of communities of color in their 2016 “Economic Inclusion + Equity Agenda” report. The strategic priorities of that office include, among others:

• Developing pathways to overcome income and wealth disparity and disproportionate opportunity
• Establishing a stronger connection between education and workforce development32

The Director of the Mayor’s Office of Workforce Development (OWD), Trinh Nguyen, wrote in a Boston’s Workforce report of March 2016, “Making sure that all Boston residents are well-positioned to benefit from and succeed in our recovering economy is one of our City’s top priorities.”33

And as mentioned above, in a February 2016 Executive Order, Mayor Walsh also identifies the expansion of M/WBE participation in city contracts as a priority for his administration.

30 Ibid.
31 16.
33 Boston’s Workforce, 2.
This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City, related to its attempts to diversify different sectors that it invests in such as construction or community organizations.

**Efforts: C**

**Workforce development**

The Mayor’s Office of Workforce Development (OWD) is the City’s largest workforce development funder, managing various federal, state, and city funds. The OWD funded over 150 community-based organizations during FY 2014-2015. None of these funding streams are required to set a baseline for the number of people of color to be served, yet the OWD believes the majority of those served are people of color. Several examples provided by the OWD showed participation by people of color ranging from 85% to 96%.

**Construction employment**

Since 1983, the Boston Residents Jobs Policy (BRJP) has stood as the City’s signature policy for ensuring employment for people of color, women, and residents on City-sponsored, privately funded, and federally mandated development projects within the City limits. Until early 2017, developers and contractors agreed to make best faith efforts to employ 50% residents, 25% people of color, and 10% women across all trades. The standards were increased in January 2017 significantly so for people of color, and the size of private development projects that the standards apply to was lowered from 100,000 sq. ft. to 50,000 sq. ft. The City also reports, “a greater emphasis on the enforcement of compliance efforts by contractors.”

To help ensure compliance, construction sites are monitored, corrective actions can be recommended, and hearings can be – and are – conducted by the Boston Employment

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34 The OWD manages Community Development Block Grant – Public Services, which, in FY2015, served 9,015 participants, 85% of whom were people of color; the OWD manages Adult Basic Education and English Speakers of Other Languages programs, which, in FY2015, served over 3500 students, 90% of whom were people of color; the OWD oversees the Workforce Innovation and Opportunity Act funds, which, in FY2015, served 278 participants, of whom 96% were youth of color.


Commission. In the end, however, employers only need to make “best faith” efforts. A Jobs Bank Coordinator was hired in November 2014 to support the effort.  

Unemployment

The Mayor’s Office of Diversity, established in December 2014, identifies vacancies within the City’s workforce and offers referrals to fill those vacancies. The Office also works with various networks within the community and with outside agencies to share information about available jobs. The Office assists applicants with applying for positions and works with the Human Resources Talent Acquisition Specialist to review all City positions that may be of interest of people of color.

The OWD, noted earlier in this report, oversees or manages workforce development programs that also focus on placement in jobs for both youth and adults in the construction trades, the hospitality industry, professional services, retail and other sectors. The Building Pathways program is one such program, and is explained in greater detail under the “Results” section of this chapter. Other examples of these programs include:

Youth Options Unlimited (YOU) – serves at-risk youth largely in core areas of Boston, serving over 300 youth annually. OWD reports that recent placements were 87% African-American.

Neighborhood Jobs Trust (NJT) – the goal of this program is to place people in jobs with demonstrated career paths. As of January 31, 2016, of the 335 participants, 91% were people of color.

Results: D

Workforce development

The City reports that, “Projected outcomes [of these efforts] include more than 900 Boston residents employed, 300 enrolled in postsecondary education/training, 600 seniors and persons with disabilities experiencing an increase in income and 185 obtaining high school diplomas.” But it is not clear what impact these efforts are having on employment for people of color. According to 2014 data noted in the previous section, unemployment among people of color remains high (4.9% for white people, 10.7% for Black people and 10.9% for Hispanic people) and still more than double the unemployment rate of whites.

40 NAACP Information Request, 1.
41 Economic Inclusion and Equity Agenda, 6. https://www.cityofboston.gov/pdfs/economicequityinclusionagenda.pdf
Construction employment

City data shows compliance with construction employment goals exceeded 2016 targets for people of color, fell quite short for women fairly uniformly in recent years, and have fallen quite short in a declining trend for residents. Some observers are skeptical, believing that even these numbers are overstated.

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Two smaller programs have shown some results. The Building Pathways program provides skills focused on employment in the building trades and placement in union apprenticeship programs.\(^{42}\) Of those enrolled, 94% were minority residents; 194 have graduated since 2011; and 72% of graduates have been placed in apprenticeship programs or jobs.\(^{43}\) Operation Exit, established by Mayor Walsh in 2014, equips ex-offenders for entry into apprenticeships in the building trades, and, since 2015, in the culinary arts and technology fields. The program served 54 participants in the 2014-2016 cycle, placing 44 graduates into building trades careers.\(^{44}\) While laudable, these are quite small programs given the 17,478 construction industry jobs reported for 2015 by the BPDA in its report, Boston’s Economy 2017.\(^{45}\)

Unemployment

During the 2013 mayoral campaign, then-candidate Walsh – commenting on the wide disparity between Black and white rates of unemployment – termed the disparity “unacceptable” and demanded a collective action to fix the disparity. Yet, it is not clear what the results of the administration’s efforts have been on overall unemployment for people of color. Nor is it clear what the impact on unemployment has been from workforce development and related efforts described earlier. Despite efforts to obtain more recent numbers, the City did not provide the requested data on current unemployment rates. But, as noted earlier, unemployment among people of color is high (4.9% for white people, 10.7% for Black people and 10.9% for Hispanic people) and more than double that of their whites counterparts. Without updated information, the assumption is that this has not improved or has declined. As far as we know, the City does not track underemployment.

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\(^{42}\) NAACP Information Request, 3.

\(^{43}\) Ibid.

\(^{44}\) Ibid.

Affordable Housing in the City of Boston

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City, related to its attempts to make and/or keep city rents and the ability to purchase an affordable home.

Many people associate the term “affordable housing” with restricted housing set aside for residents making low incomes who need assistance affording housing.

This is not how the City defines affordable housing.

Although the US Department of Housing and Urban Development (HUD) sets one definition of affordability, which is “housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities,” the City can choose how to calibrate its own definition. Currently, the City refers to affordable housing as housing for which the occupant (making up to $125,000/year) is spending up to 35% of his or her income on rent. The City gears its affordable housing toward middle- and low-income households and defines ‘middle-income’ as those making $50,000-$125,000 and low-income as those making $0 to $50,000.

The rents in the City’s affordable units are based on the area median income (AMI) of Greater Boston, which is the median income of the more than 100 cities and towns that make up Greater Boston, according to HUD. For an individual, the AMI in Greater Boston is $72,400; for a family of 4, the AMI in Greater Boston is $103,400/year.

As an example, the City may build 100 new one-bedroom units of affordable housing, with affordable rents in 30 units geared towards residents at 50% AMI (or individuals making $36,200/year) and 70 units for those at 120% AMI (or individuals making $86,900/year). The rents set by the City for these units would be up to 35% of the maximum income (e.g., for someone making $86,900/year, up to $2,534/month).

For our purposes in determining whether the City is truly making its housing stock affordable, we will define the term "affordable housing" based on an income level of $35,273/year. According to the City’s own research, this was the median wage for workers in 2014.

A snapshot of the current situation in communities of color includes that:

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47 According to HUD, this consists of Boston-Cambridge-Quincy, MA-NH HUD Metro Fair Market Rent (FMR) Area and includes incomes from over 100 cities and towns in "Greater Boston", from Everett to Weston to Lexington to Seabrook, NH. https://www.huduser.gov/portal/datasets/il/il2017/2017summary.odn
48 Boston’s Workforce, 5.
Most workers earn $35,000/year.\textsuperscript{49} Almost half of households (not individuals) of color fall into that category.\textsuperscript{50} Most households have, at most, one person who is working.\textsuperscript{51} The average renter household (not individual) in Boston earns less than $41,100/year.\textsuperscript{52} The median household income (of all household sizes) is about $55,000 a year.\textsuperscript{53} The median household income of Black households in Boston is $39,700.\textsuperscript{54} The median household income of Latino households in Boston is $32,100.\textsuperscript{55} A 2014 report produced by the City, “Housing a Changing City: Boston 2030,” lays out the goals for the Walsh administration in terms of housing through the year 2030. The City reports that a top priority for Mayor Walsh is to increase funding for affordable housing by $20 million/year.\textsuperscript{56} This is all part of a goal to build 53,000 new residential units by 2030.\textsuperscript{57} Comprising this 53,000 number are 8,000 low-income units, 22,500 middle-income units, and 22,500 market rate units.\textsuperscript{58} However, many of these middle-income units are market-rate built in working-class neighborhoods of color, making them unaffordable to current residents. Using our definition of affordability, only 1,700 (little more than 20%) of the 8000 low-income housing units in the City's plan are truly affordable (what the City calls "extremely low income").\textsuperscript{59} The additional 6,300 (almost 80%) of the 8,000 "low-income" units in the City's plan are affordable to households making $35,000-$100,000 per year, above our definition of affordability.\textsuperscript{60} In addition to the goals in the City's 2030 housing plan, the City has several programs focused on improving access to workforce housing and affordable home ownership. For example:

\begin{itemize}
  \item The BPDA’s Inclusionary Development Policy (IDP) requires the creation of income-restricted housing in developments with 10 or more units that require zoning relief or
\end{itemize}

\begin{flushleft}
\textsuperscript{49} Ibid.
\textsuperscript{52} Ian Whitney, 1.
\textsuperscript{53} Ibid.
\textsuperscript{54} Ibid.
\textsuperscript{55} Ibid.
\textsuperscript{56} Boston 2030, 117.
\textsuperscript{57} 4.
\textsuperscript{58} 5.
\textsuperscript{59} 7.
\textsuperscript{60} Ibid.
\end{flushleft}
on property owned by the City or the BPDA. Mayor Walsh later strengthened this policy, significantly increasing the amount of money required of developers to put into affordable housing.

- The Neighborhood Homes Initiative (NHI) of the Department of Neighborhood Development (DND) uses City-owned land to create affordable homeownership opportunities for a range of middle-class homebuyers. DND intends to sell approximately 250 parcels of City-owned land for these homes and will provide subsidies to developers to ensure that these homes are priced affordably.

- In 2016, the Walsh administration launched a program to help nonprofit housing developers buy properties that they could otherwise not compete for in this incredibly expensive market. The aim was to help these developers construct more affordable housing on these sites. In 2016, the program was funded with $7.5 million dollars and saw some success, but on a very small scale.

- In 2017, the Walsh administration launched a loan program to, “help nonprofit housing developers acquire vacant and underused properties that could be used as sites for affordable housing.” The program has $8.5 million in funding, including $2.5 million from the city.

- The Boston Home Center within the DND has significantly increased outreach through community organizations to help increase home ownership across the City. Additionally, the DND’s Foreclosure Prevention program seeks to prevent displacement of at-risk owner-occupants and their tenants by preventing mortgage foreclosures.

Mayor Walsh created the Office of Housing Stability with the goal of preventing displacement and providing support in personal housing crises. The Office was fully staffed and opened in 2016 and is a division of the city’s Department of Neighborhood Development (DND).

Mayor Walsh proposed an anti-displacement legislation package in 2016 consisting of five

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bills:

- An Act Relative to Zoning in the City of Boston – if passed, would protect the Inclusionary Development Policy as Boston is rezoned
- An Act to Promote Homelessness Prevention in Massachusetts – if passed, would make it a right for tenants to have legal representation in eviction proceedings
- The Jim Brooks Community Stabilization Act – if passed, would give tenants an extra layer of protection against displacement and would help the City better track evictions
- An Act Regarding the Right of First Refusal in the Event of Foreclosure and Short Sales – if passed, would give tenants and non-profits a right of first refusal to purchase property in the event of foreclosure or short sales
- An Act Regarding State Income Tax Credit for Renting Unsubsidized Properties at Below Market Rents – if passed, would give $1,500 tax credit to landlords who charge below market rent

Results:  

**Construction of Affordable Units: Overall**

Between January 2011 and December 2016, the City built or permitted about 450 affordable housing units deemed for what the City calls "extremely low income" households. Out of the 19,238 units that the City has constructed or permitted in that same timeframe, only about 2.3% of these units were affordable. An additional 9.4% – or 1,800 units – are affordable only to households making $35,000 – $60,000 per year. The City states that 40% of new housing is affordable according to its definition. However, this number includes several thousand more expensive housing units, many of which are market rate units (not deed-restricted), that are affordable for households making up to $125,000/year. We do note that the City has recently updated the numbers of units constructed or permitted since 2011, and we look forward to their making them publicly available.

While this limited amount of new, truly affordable housing is being built, current housing stock that used to be affordable is now becoming unaffordable for longtime residents as gentrification continues its cancerous growth and as new, high-end housing exacerbates the problem. As Boston's Draft 2017 Assessment of Fair Housing states, "Gentrification is another issue having a significant and disparate impact in several of Boston’s neighborhoods ... Market pressures are creating opportunities for landlords of unsubsidized low rent properties to sell their properties or empty out the buildings, renovate them and either rent them to a higher

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income group or convert the properties to condominiums.”  

The amount of affordable housing created is small compared to the total number of new, high-end housing being created. With most new housing geared toward the very wealthy, pressure is put on low- and moderate-income residents. When high-end housing enters an area, home values generally rise. This is not a negative effect – we encourage the sustained growth of housing values as this leads to increased wealth generation for a family, and thus, the community. However, these rising home values can have a negative impact on residents, causing a significant increase in rents. As a result, renters need structured protections to avoid being displaced. As of now, tenants do not have any protections against their rents being raised by any amount, and limited options when faced with eviction for failure to pay these drastically increased rents.

The City’s Housing Plan, mentioned above, specifically seems to leave many low-income Bostonians in a precarious situation. The Plan only includes 8,000 new housing units for households making less than $50,000 per year. Yet, the Plan also states that an additional 9,751 non-senior households, as well as 14,609 senior households making less than $50,000, will need affordable housing by 2030. About 58,500 households making less than $50,000 will find themselves in need of affordable housing, thereby exacerbating the housing crisis. Since communities of color disproportionately make up populations earning below $50,000, these communities will consequently be disproportionately burdened and displaced.

Construction of Affordable Units: Senior Housing

According to the City, “264 new units for low income seniors have been either permitted or completed…Production is running at 63 percent of target.” Construction of higher-rent senior housing for what the City calls "middle income" (making up to $125,000/year) and above (making more than $125,000/year) is also below target. "Private developers have permitted 101 new middle- and market-rate elderly units to date. This is 10 percent of the City’s target for this point in the Plan."
Economic Development in Boston’s Communities of Color: Efforts and Results

City Funding for Affordable Housing

The City reports that City-controlled resources for affordable housing have increased from $31 million to $52 million, above its goal of $51 million. This is an important step, but it is equally important that the City expand these resources, and quickly. Rather than be content with 2.3% of new units being truly affordable, the City must expand its resources to meet the true affordable housing need for its residents who find themselves in desperate need of it.

Inclusionary Development Policy

Mayor Walsh increased the off-site payout for downtown developers from $200,000 to $380,000 a unit, and increased the off-site percentage calculation from 13% to 18%. One tangible and measurable improvement by the City has been an increase in the money raised by the Inclusionary Development Policy (IDP) to build affordable housing, raising a record $23.7 million in 2016.

However, on-site requirements remained the same at 13% even though community groups like the Boston Tenant Coalition have advocated for IDP requirements of 25% or more. Additionally, the IDP's definitions of "affordability" remained unchanged at 70% AMI, even though community groups have advocated that the definition of affordability be based on the incomes in Boston proper, ranging from 30%-65% AMI. The policy took a step backward in Roxbury, Dorchester, and Mattapan, where the City agreed to consider developers' requests to build "affordable" units at high 100% AMI income levels.

Foreclosures

In 2016, 194 Foreclosures were prevented through actions taken by the City. The number of bank-owned foreclosed properties dropped to 170. However, this is still far from the City's goal of 20 foreclosures per year.

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77 Ibid.
81 Gehret, 66.
83 Year Two Snapshot, City of Boston website. Last updated April 25, 2017.
84 Ibid.
Rents

The City publicly claims that because of new construction, rents in older housing stock (housing built before 2011) have gone down by 4%. This claim does not accurately portray what is happening around the city and goes against people's experiences of rising rents. A certain sample of rents might be stable, but it is clear that landlords do not decrease rents.

The City collects data from Rental Beast & MLS (multiple listing service) listings, which only contain new market listings. These are listings being advertised by landlords online; they only include rents/units that are being advertised by landlords on the websites. Data does not reflect these very common instances faced by current renters:

- Occupants pay an increased rent, but the unit is not re-listed
- The occupant leaves after the rent is increased, where the previous rent was not listed but the new unit is
- The rent is increased, but the unit is only listed on Craigslist or other sites, or advertised by word of mouth

Using RentalBeast and MLS data, the City has repeatedly reported that rents decreased citywide by 4% from 2015-2016, with a 9% decrease in Roxbury. This data collection methodology is typical of any city, as there is not data more widely available. However, it is misleading to the public for the City to publish and promote these numbers without adding that the data behind them is not representative of the whole picture of what is happening to Boston residents on a regular basis.

The 2014 housing report acknowledges a high need for more affordable housing, and that “the City cannot build its way out of this problem.” The report goes on to say that “several practical strategies must be put in place that, taken together, will further meet the needs of Boston’s low-income households.” Although the plan includes ideas to address the affordable housing need, it is lacking on clear, connected strategies to fully address the problem.

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86 Ibid.
87 Ibid.
88 Ibid.
89 Ibid.
The Minority & Women Business Enterprises Program

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City, regarding its attempts to build up and sustain businesses started by people of color and women in the city.

Efforts: B

Triggered by a roundtable in 2014, the Department of Neighborhood Development (DND) provides notifications of real estate development opportunities to minority and women business enterprises (M/WBEs) via a wider range of platforms. The DND website has been improved, and community meetings have been held, to better spread the word about new Requests For Proposals (RFPs). Technical assistance is being provided to developers who plan to respond to RFPs.

The City has taken several actions to foster entrepreneurship. In December 2014, the City developed a partnership with SKYLAB, itself a startup, which convenes other startups and residents in the Roxbury community for educational and skills-building purposes. In May 2015, CityStart Boston started to operate across multiple communities as a civic startup accelerator, though this program seems to have been discontinued.

In the fall of 2015, a pilot program to create neighborhood “Innovation Districts” (modeled on the success of the development of the Seaport) was announced for the corridor between Dudley Square and Upham’s Corner to help grow local entrepreneurship. This initiative was designed to gather and synthesize neighborhood-based talent, ideas, and know-how to grow employment opportunities for local residents. In responding to our request for information, we were told that the Office of Economic Development is now finalizing phase one implementation planning. In the same period, the Roxbury Innovation Center was launched as a civic experiment that supports local economic development by encouraging innovation and entrepreneurship.

Starting in January 2016, MBE and WBE certification was streamlined by initiating cross-

90 “DND Housing Program Info for NAACP Request.” Department of Neighborhood Development, March 2016. 1.
certification for applicants seeking city and state-level certification. The City has also set a new certification process target of under 45 days.

In February 2016, Mayor Walsh signed an Executive Order establishing a priority for the City to affirmatively expand its efforts to include M/WBE participation in City contracts and ensure that minority and women entrepreneurs are afforded fair and equitable opportunities to compete for City contracts. The Order sets spending goals for minority- and women-owned businesses competing for contracts in construction, architecture and engineering and professional services:

- 15-20% MBE and 15-20% WBE utilization in architectural and engineering subcontracts
- 10-15% MBE utilization in construction prime contracts under $500,000
- 20-25% MBE utilization in architectural and engineering prime contracts under $500,000
- 15-20% WBE utilization in architectural and engineering prime contracts under $10,000
- 25-30% WBE utilization in professional services prime contracts under $500,000
- 10-15% MBE utilization in professional services prime contracts under $25,000

Additionally, the City provides training and assistance to minority and women owned enterprises to encourage successful bidding and performance on City contracts.

In August 2016, the City combined several offices – including the Small and Local Business Enterprise Office, the Boston Residency Jobs Policy Office, and the Office of Business Development – into a new Office of Small Business Development, focused on “procurement and construction jobs and contract monitoring.” This office has provided MBEs more access to direct support in pursuing and winning public contracts.

At the same time, the City reports that “Cabinet Chiefs and Department heads were presented with a WMBE contracting implementation plan” for “level-setting the demand side of the city’s contraction” while continuing to strengthen the “supply side” through outreach and training and expand access from the construction industry into other industries.

When asked what actions the City has taken to increase M/WBE access to capital, the City noted that “the Business Capital and Finance Unit will prioritize small business lending in historically underserved neighborhoods and demographics to support job creation in low-to-

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95 NAACP Information Request, 8.
96 As a useful data point, the city reports, as of April 12, 2017, having certified 211 MBEs, 190 WBEs and 61 M/WBEs. Of the 462 total, 276 (or 60%) have fewer than 10 employees, and 22 have over 100 employees.
98 NAACP Information Request, 7.
100 Ibid.
moderate income households and the revitalization of neighborhood commercial districts...The majority of the funds will be directed to those who historically have more hurdles to face when accessing capital, anticipating that these will be minority, immigrant and women owned businesses.\textsuperscript{101} Though we requested what, if any, results this action had produced, no such results were provided.

The City reported in January 2016 that it planned to conduct a new Disparity Study to analyze racial, ethnic, and gender bias in City procurement.\textsuperscript{102} It is believed that the study will lead to the further examination of policies and goals that encourage the use of minority and women owned businesses. At that point, contracting goals might be updated and RFP language might be improved to boost minority businesses. In that 2016 update, the City relayed that the Office of Economic Development expected to complete and release this study in early 2017.\textsuperscript{103}

We followed up on this in April 2017, beyond the intended date of release for the study. The City relayed that it was “working toward launching a Disparity Study [in 2017]” and that it is currently developing an official timeline, generating a list of partners, and finalizing resource details.\textsuperscript{104} The yearlong delay, the City suggested, was due to a “prioritiz[ation] of the development of internal reporting protocols to improve our ability to track and analyze spending among MWBEs. Based on the 2003 Disparity Study finding that the city’s data collection methods precluded a comprehensive assessment by the study’s authors, we have collaborated with [the Department of Information Technology] (DoIT), Auditing, Purchasing and the Law Department to create a new data-gathering standard that seeks to resolve this concern.” A new study could take as long as two years, and the Branch looks forward to its final publication for review and next steps. We voice concern that the February 2016 Executive Order is set to expire and there is no guarantee the outcome of the Disparity Study will lead to re-implementation of the City’s MBE program, or at least re-implementation in a timely fashion. Every year that passes further perpetuates the known disparities.

Results:  F

What are the results of these and other related efforts of the administration? It is too soon to know if the focus and scale of these recent efforts will make a significant difference. For example, while the new MBE and WBE spending goals are laudable, with the caps on the size of contracts covered by the Order the largest contracts are not covered. And it is not clear what percentage of the value of overall City contracts is covered. The data have not been provided.

The fact remains that in fiscal year (FY) 2015, only one-fifth of 1% of actual City expenditures with outside vendors went to City- certified MBEs ($2.1 Million out of $1.1 Billion). Another

\textsuperscript{101} Ibid.
\textsuperscript{102} “NAACP Jan 2016 Economic Development Information Request.” City of Boston, January 2016. 1.
\textsuperscript{103} “Response to Economic Development Question #14.” City of Boston, April 26, 2016. 1.
\textsuperscript{104} Economics NAACP, 6.
$1.5 Million was spent with state-certified MBEs, which would bring the overall MBE utilization number up to less than two-fifths of 1%.\textsuperscript{105}

For FY 2016, the city has reported the following spending on prime contracts with MBEs and WBEs, demonstrating that MBEs and WBEs still receive only a tiny share of city spending with outside vendors, 0.5% for MBEs and 0.8% for WBEs.

<table>
<thead>
<tr>
<th>Overall city spending*</th>
<th>MBE</th>
<th>%</th>
<th>WBE</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional services contracts</td>
<td>$452,006,740</td>
<td>$905,589</td>
<td>0.2</td>
<td>$1,314,334</td>
</tr>
<tr>
<td>Capital construction contracts</td>
<td>$151,784,620</td>
<td>$500,000</td>
<td>0.3</td>
<td>$2,259,928</td>
</tr>
<tr>
<td>Architecture and engineering contracts</td>
<td>$18,257,127</td>
<td>$1,417,800</td>
<td>7.8</td>
<td>$1,133,283</td>
</tr>
<tr>
<td>Total</td>
<td>$622,048,487</td>
<td>$2,823,389</td>
<td>0.5</td>
<td>$4,707,545</td>
</tr>
</tbody>
</table>

*Numbers provided by City in response to an NAACP Boston information request

Moreover, recent spending with MBEs has declined, to $2,823,389 in FY2016 and $2,385,530 in FY2015 compared with $10,722,308 in FY2014 and $6,287,066 in FY2013.

\textsuperscript{105} NAACP Information Request, 9.
Corporate Accountability

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City, to hold corporations and large institutions to certain standards of accountability related to how they invest and interact with Boston residents.

Efforts:  F

In our overall information request, we asked the administration, “What expectations regarding diversity hiring and MBE utilization are communicated to companies receiving tax breaks or other incentives from the City?”

Results:  D

We requested information from the City detailing how it sets and communicates its expectations for corporate citizenship to companies operating in the City. This grade reflects that the City does not set or communicate firm expectations to companies seeking to do business in the City for diversity hiring or M/WBE utilization.
### Economic Development in Boston’s Communities of Color: Efforts and Results

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**Economic Development Grade: D**

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>EFFORTS</th>
<th>RESULTS</th>
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<tbody>
<tr>
<td>Employment</td>
<td>C</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The City funds a number of organizations and initiatives to help Bostonians develop useful job skills. However, it is not clear what impact these efforts are having on employment for people of color. According to 2014 data, unemployment among people of color remains high and more than double the unemployment rate of whites (4.9% for white people, 10.7% for Black people, and 10.9% for Hispanic people). Despite efforts to obtain current dis-aggregated unemployment data from the city, it was not provided; therefore, the assumption is that the rate of unemployment for people of color has not improved. As far as we know, the City does not track underemployment. Data shows compliance with construction employment goals exceeded 2016 targets for people of color, fell quite short for women fairly uniformly in recent years, and fell short in a declining trend for residents.</td>
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<table>
<thead>
<tr>
<th>Affordable housing</th>
<th>B</th>
<th>D</th>
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</thead>
<tbody>
<tr>
<td><strong>SUMMARY:</strong> Between 2011 and 2016, only about 2.3% of the 19,238 units that the City has constructed or permitted were affordable, according to the City’s definition. The amount of affordable housing created is small compared to the total of new, high-end housing being created. The same is true for affordable senior housing, which is running at 63% of target. City-controlled resources for affordable housing have increased above its goal, and the Inclusionary Development Policy raised a record $23.7 million in 2016. On the issue of foreclosures, the number of bank-owned foreclosed properties dropped to 170. However, this is still far from the City’s goal of 20 foreclosures per year. Though the City has repeatedly reported that rents decreased citywide by 4% from 2015-2016, with a 9% decrease in Roxbury, this data is collected using RentalBeast and MLS data and is misleading to publish and promote without adding that the data behind them is not representative of the whole picture of what is happening to Boston residents on a regular basis. Although the housing plan includes some ideas to address the affordable housing need, it is lacking on clear, connected strategies that will fully address the problem.</td>
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<table>
<thead>
<tr>
<th>The City’s Minority Business Enterprises (MBE) Program</th>
<th>B</th>
<th>F</th>
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<tbody>
<tr>
<td><strong>SUMMARY:</strong> While the City has made efforts to be articulate goals relative to increased business with M/WBE’s, to be fair, it is too soon to know if the focus and scale of the City’s recent efforts to invest in M/WBE’s will make a significant difference. M/WBEs still receive only a small percentage of the City’s spending with outside vendors. Notably, recent spending with MBEs has declined from $6,287,066 in FY2013 and $10,722,308 in FY2014 to $2,385,530 in FY2015 and $2,823,389 in FY2016.</td>
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<table>
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<tr>
<th>Corporate accountability</th>
<th>F</th>
<th>D</th>
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<tbody>
<tr>
<td><strong>SUMMARY:</strong> It is important that all corporations, operating within the City are active contributors to the success and economic viability of the City’s residents. Given the stated goals and values of the city relative to diversity, we requested information detailing how the city communicates its expectations about hiring and supplier diversity to companies seeking to do business here. The administration does not currently communicate any such expectations to businesses seeking to do business here. There is no documentation to suggest that prior administrations have taken such steps either; however, the commitments to diversity cannot be borne solely by the city and as incentives are provided to companies, the city should look to identify ways to secure benefits for all residents while also advances its stated values.</td>
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Our vision of economic development

Our overall vision for economic development of people of color in Boston focuses on equality, empowerment, and commitment:

- Every person has an equal opportunity to achieve economic success, security, and sustainability
- Local communities are empowered with the necessary education, resources, and partnerships to develop sustainable economic models that advance diversity and equity
- Government and private industry are knowledgeable and committed to bridging racial inequality, particularly as it relates to employment, wealth, lending, and business ownership

Achieving the vision

In addressing economic development issues faced by communities of color, the Walsh administration has continued implementing programs from the prior administration and has initiated a number of new programs. While it is too soon to know the results of all these programs, it is not too soon to know that they will not be sufficient, in scope, scale, and focus to fully redress, in any reasonable period of time, the long legacy of racism that underlies the many economic problems faced by communities of color in Boston today.

Hence, we are making the following recommendations for refocusing and augmenting the City’s current efforts in these areas with the view of significantly accelerating the economic development of communities of color.

Recommendations for employment, unemployment, and workforce development

Among the stark economic realities in Boston are the persistent and wide gaps in net worth, income, and unemployment between white residents and residents of color. Many more jobs and better jobs are needed in communities of color.

The City reports that the Office of Workforce Development (OWD) oversees a wide range of workforce development programs with thousands of people served, yet we do not know the results of these programs in terms of employment. We also do not know if enough of these programs focus on preparing enough people for jobs beyond entry level: jobs with good pay and opportunities for advancement.
The City should acknowledge that workforce development is not an end in itself. Employment is the end goal. However, the City has few programs focused directly on employment or on directly reducing unemployment.

We recommend the City take these actions to increase employment in communities of color, whether for new graduates, people currently employed looking to move up, or the unemployed:

1. Develop and maintain an inventory of the types and numbers of jobs in demand, in the private and public sectors, at all income levels, and the trends in that demand by December 2018.

2. Develop and maintain a profile of residents of color seeking work, including their skills and experience, their aspirations, and their challenges in finding employment by December 2018.

3. Use the job inventory and workforce profile to reassess the focus and scale of existing workforce development programs overseen by the OWD, with the goal of refocusing those programs to close the gaps and set people on a pathway to meaningful employment.

4. Provide incentives to private employers to train people of color for specific jobs in their organizations.

5. As part of the City’s reimagining of the high school curriculum, provide basic skills to high school students to help them succeed, acknowledging that many will move directly into the work force following graduation.

Focusing specifically on reducing unemployment, we recommend the following actions:

1. Set a near-term goal of 50% for narrowing the unemployment gap between white people and people of color. We believe narrowing the current gap by 50% over the next six years is a reasonable goal.

2. Survey unemployed people of color and identify their skills and experience, their aspirations, and their barriers to finding employment.

3. Redesign and refocus support resources to prepare unemployed people of color for jobs that are available, or becoming available, and to reduce the barriers to employment.

Construction employment is a special category. The City has been following its Boston Residents Jobs Policy (BRJP) for the construction industry and has had success in meeting its standards for employment of people of color, but has fallen far short of meeting the standards
for women and residents. While the City strengthened the standards in January 2017, it should continue expanding the BRJP and strengthen compliance. We recommend that the City:

1. Establish measures to ensure compliance with the new standards and expand its monitoring by December 2018.

2. Where companies are not complying for legitimate reasons, understand the causes and resolve them though resident job banks, workforce training, increases in union membership, or other solutions that may be required.

**Recommendations for affordable and workforce housing**

In the “Imagine Boston 2030” surveys conducted by the Walsh administration over his term, housing consistently ranked as the top concern for Bostonians.\(^{106}\) Households of color are disproportionately in the categories below 30% and below 50% of the area median income (for a family of four, below $29,550 and below $49,250).

Boston is in a housing crisis. It is further exacerbated by the racial and economic inequality in our city. Those in key leadership positions across our city need to make racial and economic justice a top priority in order to ensure that communities of color are not displaced and that inequality is not increased exponentially in, and beyond, 2030.

Vulnerable renters need strong protections to avoid displacement, and communities of color need fair access to mortgages and affordable homes. Without powerful efforts to prioritize equality, Boston may lose large numbers of its non-white and low-income residents, pushing communities of color yet again further from equity, access, opportunity, safety and stability.

Instead of following the examples of other cities who have seen worsened inequality and displacement from neighborhoods (e.g. Harlem, San Francisco, Atlanta), Boston should learn from the mistakes of urban history, acknowledge its serious issue of inequality, and become a leader in creating a city that is truly a place for all.

We recommend the City take these actions to improve access to affordable housing for people of color in Boston:

1. Acknowledge that racial and economic inequalities exist, as well as how people of different racial and economic backgrounds are affected by the City’s developmental policies. One way to do so is by including sections relevant to racial equity in all future housing reports.

2. Develop a clear definition of affordable housing and ensure that all City reports, data collections, and official statements adhere to that definition by June 2018.

3. Increase transparency by providing a public list of all new units built being labeled by their new, clear definition of “affordable” by December 2018.

4. Deepen levels of affordability in the Inclusionary Development Policy and require that it be at a minimum 25% citywide, 50% in neighborhoods where people of color and working-class people are being displaced (a percentage that reflects the number that will be required to house people of all incomes in 2030) by December 2018. When determining AMI standards for affordability, use 60% or less of the AMI citywide, and in neighborhoods with people of color and working class people, use 30% AMI.

5. Consider using Boston Median Income, rather than Area Median Income, to determine income limits and rents in affordable units. Boston Median Income more accurately reflects the housing needs of those living in the city.

6. Build enough low-income housing units for the 38,000 non-senior households\textsuperscript{107} and 20,000 senior households\textsuperscript{108} who will need them by 2030.

7. Promote anti-displacement efforts such as the Jim Brooks Stabilization Act widely so that residents are aware of them, support is cultivated, and measures like it can pass.

8. Develop incentives to encourage large developers to create more affordable housing.

9. Commit to a rapid increase in funding for affordable housing beyond the $52 million the City controls now by June 2018. This includes taxing housing units that are vacant for more than 8 months out of the year, taxing investors who speculate on and flip property, and taxing transfers of luxury properties.

**Recommendations for minority business**

After a long period of limited attention to the minority business community, the Walsh administration announced wide-ranging plans designed to boost the development and success of minority-owned businesses. We strongly endorse these plans, in particular,

- The City’s Economic Inclusion + Equity Agenda, of February 2016
- The Mayor’s February 2016 Executive Order setting spending goals for minority- and women-owned businesses
- The 20 initiatives of the City’s Small Business Plan of March 2016

However, it is not clear if the scale of these efforts will have a significant impact in building a substantially more robust minority business community. In terms of City utilization of M/WBEs, as we noted earlier, only one-fifth of 1% of actual City expenditures with outside vendors in FY15 went to City-certified MBEs. Adding expenditures with state-certified MBEs brings that number up to a bit to less than two-fifths of 1%. Only half of 1% went to MBES in FY16.

Therefore, we recommend the following additional actions:

1. Establish a Boston Minority and Women Business Enterprise (M/WBE) Program that

\textsuperscript{107} Boston 2030, 6.
\textsuperscript{108} Boston 2030, 4 12, and 62.
Economic Development in Boston’s Communities of Color: Efforts and Results

oversees and coordinates the many disparate activities of the City that affect minority business by September 2018.

2. Establish a goal for the development of the minority business sector that can be tracked to measure the success of the City in helping to develop the sector by September 2019. We suggest a goal of 5% of City expenditures with outside vendors over the next four years. This would be a significant increase in current levels of spending with the sector, but still a minor fraction of City spending with White businesses. Do not wait for the Disparity Study that has yet to be launched.

3. Conduct a periodic census of minority- and women-owned businesses to identify their business sectors, their locations, their size and profitability, what they need to grow and succeed, and to track their development. This census can help efficiently focus and size the City’s efforts in providing technical assistance to existing firms and to start-ups. Focusing assistance to help M/WBEs participate in the growth sectors of the Boston economy should be a high priority. This should begin by December 2019.

4. Work with existing medium and larger M/WBE’s to help them scale up, since they have the greatest potential for significant growth, and for spreading benefits throughout communities of color.

5. Expand planned efforts to provide credit to M/WBEs with favorable rates and terms. Use the census to size the need. Assemble a consortium of banks and other lenders to meet the need. Focus technical assistance on strengthening key elements of loan applications.

6. Utilize City spending and city-owned real estate to boost MBE development. Substantially increase the value of the City’s contracts for goods and services with M/WBEs. Reclaim half of existing vacant lots for minority developers.

7. Encourage Boston-based private sector organizations to establish meaningful M/WBE utilization goals; take an active, creative and persistent approach to achieve this; track their performance.

8. When granting tax credits and other financial inducements to attract businesses to Boston (e.g., the recent deal to attract GE) or to retain businesses in Boston, establish a “Good Corporate Citizen Pledge” with minority business utilization and employee, management, and board diversity goals.

Recommendations for corporate accountability

In our request to the City for information that would allow us to prepare an objective assessment, one question was, “What expectations regarding diversity hiring and M/WBE utilization are communicated to companies receiving tax breaks or other incentives from the
City?” We asked specifically about General Electric (GE) as an example and Wynn’s $20 million expected investment in Boston-based vendors. Apparently, diversity hiring and M/WBE utilization are not discussed as these incentives are not discussed as incentive packages are prepared for corporate bids or during the negotiation process.

Since these negotiations do provide leverage for the City, we recommend that the City include in each of these kinds of deals a “Good Corporate Citizen Pledge” that urges the company to actively seek employees of color and to contract M/WBEs for their external purchases of goods and services. The pledge would include an annual public report of their success.
Conclusions

We are encouraged by the motivations and actions of the Walsh administration to improve the economic development of communities of color. However, the current economic situation of too many people in the community is so dire that much more substantive actions are needed. We strongly urge the adoption of these recommendations. We will be pleased to work with the administration to help make them actionable.
In completing this report card, we tried very hard to develop an objective and fair assessment. Accordingly, we asked the City for a range of data and other information on the topics we covered. Following are the requests made of the City between 2015 and 2017. Full information was provided for many of the requests, but many others were answered incompletely or not at all. Where we were provided the information, we used it in our assessment.

**December 2015**

<table>
<thead>
<tr>
<th>What We Asked</th>
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<tbody>
<tr>
<td>What efforts exist to restore the City’s MBE program, and what are the results to date? What progress has been made to complete the long-delayed economic development Disparity Study? Is there a research team, funding, target, or timeline?</td>
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<tr>
<td>What efforts exist to streamline M/W/DBE certification (state, purchasing council, and city)? What are the results to date?</td>
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<tr>
<td>What efforts exist to increase the City of Boston’s goods and services contracts with the MBE community? In particular, what RFP language has been inserted in all city procurement contracts involving goods, services, and real estate? What are the results to date?</td>
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<tr>
<td>What efforts exist to support minority developers for City-funded projects? What are the results to date?</td>
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<tr>
<td>What efforts exist to reclaim vacant lots for local minority developers? What are the results to date?</td>
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<tr>
<td>What efforts exist to include minority businesses in Boston’s economic boom, specifically in the health/medical, financial services, and innovation/technology sectors? What are the results to date?</td>
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<tr>
<td>What efforts exist to increase construction employment for Boston’s minorities? What are the results to date?</td>
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<tr>
<td>What efforts exist to grow and nurture innovation and entrepreneurship neighborhood centers? What are the results to date?</td>
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<tr>
<td>What efforts exist to improve access to workforce housing and affordable home ownership in Roxbury, Dorchester, and Mattapan, as well as other neighborhoods? In particular, what efforts exist to effectively utilize linkage dollars and other public resources in those neighborhoods? What are the results to date?</td>
<td></td>
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<tr>
<td>For each of the following boards, committees, and task forces, please provide information on the membership of each in January 2014 and the current membership, disaggregated by race or ethnicity and zip code of residence. Please provide information about existing efforts to achieve more diversity and the results to date.</td>
<td></td>
</tr>
<tr>
<td>(a) Boston Redevelopment Authority; (b) Zoning Board of Appeals; (c) EDIC; (d) Licensing Board; (e) Boston Employment Commission; (f) Department of Neighborhood Development; (g) Fair Housing Commission</td>
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</tr>
<tr>
<td>What efforts exist to address workforce development, particularly creating and enhancing pathways to living wage employment for people of color? Please specify funding, goals, and timelines for any such initiatives. To what extent have historic programs been augmented and/or new initiatives introduced? What are the results to date?</td>
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</table>
What efforts exist to connect the purchases of goods and services and realty development of the City-funded non-profit sector with businesses in Roxbury, Dorchester, and Mattapan? What are the results to date?

What efforts exist to address racial and ethnic disparities in unemployment rates in the City of Boston? What are the results to date?

**February 2016**

Given the 2-year timeline for conducting the Disparity Study, what acceptable MBE language will be used in the interim?

<table>
<thead>
<tr>
<th>(1) For each year, 2010 through 2015, number of MBE certification requests, and average and median length of time from submission to final approval; (2) Goal for approval timing under new streamlined process.</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Number and value of City spending contracts with MBEs each year from 2010 through 2015; (2) number and value of all City spending contracts each year from 2010 through 2015; (3) list of recipients each year, 2010 through 2015; (4) where RFP language has not yet been inserted, what is the plan for doing so?</td>
</tr>
<tr>
<td>(1) Number of minority developers signed up for DND’s new website in each year, 2014 and 2015; (2) number and value of RFPs being made available to minority developers, 2014 and 2015; (3) number of RFPs responded to by minority developers, 2014 and 2015; (4) number and value of RFPs responded to successfully by minority developers, each year, 2010 through 2015; (5) number and value of all RFPs available to all developers issued by the City, 2014 and 2015; (6) what actions are being taken intentionally and proactively to ensure MBEs are qualified?</td>
</tr>
<tr>
<td>(1) Size of vacant lots reclaimed for local minority developers, 2014 and 2015; (2) how is DND measuring progress?</td>
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</table>

Additional information requested: (1) What number and value of City contracts were provided to minority businesses in the three specified sectors, in 2014 and 2015; (2) what number and value of all City contracts were provided to all businesses in 2014 and 2015.

Additional information requested: (1) Under the 1983 Boston Residents Job Policy, what have been the percentages of residents, people of color and women (separately) employed on covered projects in each year, 2010 through 2015; (2) What training has been provided in the construction trades to what number of people of color, in each year, 2010 through 2015; (3) number of graduates of Building Pathways program and Operation Exit, each year, 2010 through 2015; (4) number of such graduates finding employment in the construction trades, each year, 2010 through 2015; (5) number of total employees in the construction trades in Boston, 2010 through 2015; (6) what is the current state of affairs of compliance and enforcement; (7) which organizations are not in compliance, and what is being done about it; (8) what are the mechanisms for enforcing compliance, or for encouraging compliance; (9) when was the OED Jobs Bank Coordinator hired?

Additional information requested: (1) number of such centers launched in 2014 and 2015; (2) level of funding for those centers; (3) number of minority clients served, 2014 and 2015; (4) number of businesses started by clients served, 2014 and 2015; (5) number of POC-owned businesses started by clients served, 2014 and 2015; (6) demographic breakdown (neighborhood and race) of CityStart Boston participants, 2014 and 2015; (7) plans for increasing funding for existing centers and for launching additional centers; (8) specifically, what efforts exist to support Skylab with adequate funding, visibility, and access?
Additional information requested: (1) How many units of workforce and affordable housing have been built in the City, in each year, 2010 through 2015, under each City program; (2) how many are planned in 2016 through 2020; (3) amount of linkage dollars directed to Roxbury, Dorchester, Mattapan, and other minority neighborhoods (show separately); (4) what is the rental/owner split of IDP units located in Roxbury, Dorchester and Mattapan; (5) What is the rental/owner split of units supported by the Inclusionary Development Fund located in Roxbury, Dorchester and Mattapan; (6) demographic breakdown of clients of the Boston Home Center by neighborhood, race and income; success rate; goals for the program; (7) how is DND measuring progress of the Neighborhood Housing Trust?

Additional information requested: (1) Please disaggregate the data provided in answer to requests 6 and 11 by year, 2010 through 2015, by neighborhood, race, and income.

Additional information requested: Dollar volume of purchases of goods and services from minority businesses by City-funded non-profit organizations, each year, 2010 through 2015

Additional information requested: (1) Separately from offering/filling City jobs, and separately from the many actions noted in your responses to several of the above information requests, what additional resources does the City devote to closing the unemployment gap between people of color and white people; (2) please provide available data on racial and ethnic disparities in unemployment rates in the City of Boston.

What expectations regarding diversity hiring and MBE utilization are communicated to companies receiving tax breaks or other incentives from the City?
(a) What efforts exist to ensure diversity hiring and MBE utilization by General Electric in their new headquarters move?
(b) What efforts exist to ensure Wynn’s $20 million investment in Boston-based vendors over ten years has an equitable impact on minority businesses?

March 2017

Please provide City-commissioned reports and/or papers – or links to said reports and/or papers – that deal with the current administration’s efforts and results in the areas of employment and income, affordable and workforce housing, minority business, and corporate accountability.

In a 2016 City of Boston report, “Economic Inclusion + Equity Agenda,” John Barros, Chief of Economic Development, spelled out four main themes of his work: income and employment, wealth creation, business development and economic mobility. In each of these areas, please tell us what specific goals have been established as targets for this work, what efforts have been made, and what results have been achieved.

Please provide the unemployment rate for Boston residents, 2013-2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet. Please specify actions taken by the City to reduce unemployment and underemployment as well as the results that have been achieved.

What programs are operated or funded by the City to develop workforce skills? Please provide data on the racial or ethnic breakdown of persons served by these programs as well as the outcomes of these programs in terms of skill attainment and employment between 2013-2016.

In what ways has the BRJP been strengthened or changed since 2013? Please explain how compliance with the Policy is monitored and enforced. Please tell us what specific goals were established as well as what results were achieved between 2013-2016. What other programs have been established by the City to foster employment in the building trades and what were with the specific goals and results of said programs?
What efforts have been taken and what results have been produced by the administration to reduce obstacles to employment (e.g., CORI reform)?

Please provide data on the median level of annual income for employed residents between 2013-2016 disaggregated by race or ethnicity, and gender in an Excel spreadsheet. What actions have the City taken to improve income for low-income residents, and what results, if any, have been achieved?

Please provide data on the poverty rate of residents of Boston, 2013-2016, disaggregated by race or ethnicity, and gender. What actions have the City taken to reduce the levels of poverty in communities of color, and what results, if any, have been achieved?

Please provide data on the rates of home ownership in Boston between 2013-2016 disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet. What actions have the City taken since 2013 to increase rates of homeownership and avoid the loss of BOSTON NAACP – March 13, 2017 *Please note that wherever we request disaggregated data, we are expecting it will be de-identified.

What programs have the City implemented since 2013 to increase the availability of affordable and workforce housing, and what were the goals of each program and their results as of December 2016? Please be sure to define the City’s meaning of “affordable,” “workforce,” “low income,” and “moderate income.” Please explain the trend of Boston’s affordable housing stock as a percentage of the total housing stock between 2013-2016.

What actions have the City taken since 2013 to limit the conversion of currently affordable housing units into market-rate housing, and what, if any, are the results of such actions?

Please provide the results of the BPDA’s Inclusionary Development Policy in creating new affordable housing units between 2013-2016.

What actions have the administration taken to make City-owned parcels of land available for affordable or workforce housing development, and what, if any, are the results of such actions?

Please provide an update of the City's plans to complete the long-delayed Disparity Study. Please also provide the anticipated completion date of the Disparity Study. Please identify the research team, funding, and timeline for the Disparity Study.

What are the goals, resources, actions, and results of the City’s MBE program, if one exists? Specifically:
(a) What actions have the City taken to prepare, support, or facilitate MBEs in obtaining City contracts, and what are the level of participation and results of such actions since 2013? (b) What actions have the City taken to ensure that MBEs have equal access to opportunities in Boston’s construction, healthcare, financial services, and technology industries, and what are the results, if any, of such actions since 2013? (c) What actions have the City taken to increase MBE access to capital, and what, if any, are the results of such actions since 2013? (d) What actions have the City taken to promote entrepreneurship in Boston’s communities of color, and what, if any, are the results of such actions since 2013? (e) Please explain the progress that has been made in streamlining the MBE certification process as well as the results of such actions since 2013.

What are the City’s expectations regarding diversity hiring and MBE utilization that have been communicated to companies receiving tax breaks or other incentives from the City to remain in or relocate to Boston (e.g., G.E.)?

Please provide the current census of Boston’s W/MBEs – number, size in terms of employees and revenues, percent of total businesses, employees and revenues in an Excel spreadsheet.
Please provide all data on progress toward meeting the metrics and other goals specified in the Feb. 2016 Executive Order to Expand Opportunities for Women and Minority Owned Business. Specifically, for each year from January 2013 to January 2017, please report: (a) MBE, WBE, and overall utilization in architectural and engineering subcontracts; (b) MBE utilization and overall utilization in construction prime contracts under $500,000; (c) MBE utilization and overall utilization in architectural and engineering prime contracts under $500,000; (d) WBE utilization and overall utilization in architectural and engineering prime contracts under $10,000; (e) WBE utilization and overall utilization in professional services prime contracts under $500,000; (f) MBE utilization and overall utilization in professional services prime contracts under $25,000.

It was reported to us that in fiscal year 2015, $2.094 million out of $1.043 billion of actual City expenditures with outside vendors went to City-certified MBEs and $1.516 million was spent with state-certified MBEs. Please provide: (a) the actual City expenditures with all outside vendors for fiscal years 2013, 2014, 2015 and 2016; (b) the actual City expenditures with City-certified MBEs for fiscal years 2013, 2014, 2015 and 2016; (c) the actual City expenditures with state-certified MBEs for fiscal years 2013, 2014, 2015 and 2016.
CHAPTER TWO: EDUCATION

Team Leader: Tanisha Sullivan, Esq.
Equity, Access, and Opportunity Report Card: Education
The Walsh Administration’s Efforts and Results
Now in its 370th year, the City of Boston has historically provided a first-rate education to children. Since the desegregation of Boston’s public schools, however, it has struggled to provide students of color with a quality, equitable and competitive education commensurate with the Commonwealth’s constitutional mandate. Administrations dating back generations have consistently failed to crack the code on delivering a top notch public education to all of the city’s K-12 students, creating discriminatory policies and practices that resulted in federal court challenges, consent decrees, and neglect.

As of School Year (SY) 16, the Boston Public Schools (BPS) serves 57,286 students who are 86% students of color, 30% English Language Learners, 20% students with disabilities, and 49% economically disadvantaged.¹ BPS still struggles to serve these historically marginalized students by failing to address widening achievement gaps, disparities in student discipline, inequities in advanced work classes and special education, hostile racial environments, declining building conditions, and failing schools. Recent reports by BPS, such as the 2014 Update on Eliminating the Achievement Gap,² underscore the persistence of these issues and demand an urgency and vision for addressing the problems.

Many of the other challenges the city faces with higher unemployment rates, poverty, youth violence, and a staggering wealth gap in communities of color, can be tied back to the failings of our city’s education system. A quality education is the key to social mobility and has the potential to unlock doors that have been closed to communities of color or of low socioeconomic status.

We are focusing this evaluation on the City’s efforts and results up until July 30, 2016 in six basic areas of importance in education:

1. Funding
2. Early childhood education
3. The racial opportunity and achievement gap
4. Recruitment and retention of teachers of color
5. Student suspension rates
6. Facility redesign

Staffing diversity for BPS overall, which significantly affects the types of policies that guide our education system, is evaluated in another chapter of this report card. Additionally, this Report Card does not cover special education or the Facilities Master Plan, which was published after the scope of this evaluation.
There have been a number of improvements in the Boston Public Schools since Mayor Martin Walsh took office in 2014. Graduation rates continue to improve each year, as dropout rates are declining.\(^3\) Since 2007, the 4-year graduation rate has steadily increased from 57.9% to 70.7% in 2015, the highest rate ever for the Boston Public Schools.\(^4\) Compared to 2014, the four-year graduation rate increased 4 percentage points, the largest increase that BPS has seen since 2006, when the four-year graduate rate cohorts were first introduced and measured. Dropout rates have declined to 11.9%, or 0.7 points lower than the 2014 cohort. The district also implemented a new Early Hiring System, under then-Superintendent John McDonough, which allows principals more autonomy in their teacher selection process.\(^5\)

Additionally, there have been a number of disappointments in the Boston Public Schools since Mayor Walsh took office. Due to changes in yellow bus transportation, middle school students in grades 7 and 8 are now forced to ride the MBTA. As of the writing of this report, there are 57 schools in Level 3 status, and 9 schools in Level 4 status, with the majority of these underperforming schools located in neighborhoods with high concentrations of poverty and high concentrations of students of color, including Roxbury, Dorchester, and Mattapan.\(^6\) Madison Park Vocational Technical High School, which is high on the Mayor’s list of stated priorities, fell to Level 4 status during his second year in office.

Academic indicators continue to show a 30 point gap in the performance of Black and Latino students compared with their White and Asian counterparts. Opportunity and achievement gaps also persist for English language learners, students with disabilities, and students with low socioeconomic status. (See appendix for Data on the Current State of BPS). There were also growing tensions around issues of race and racism in the Boston Public Schools, as exhibited in the events at Boston Latin School.

In his first year in office, Mayor Walsh appointed Dr. Tommy Chang as the new Superintendent for the Boston Public Schools, and appointed Turahn (“Rahn”) Dorsey as Chief of Education. Both Dr. Chang and Mr. Dorsey have brought new energy and perspectives to the Boston Public Schools and education in Boston, and have been willing to meet with advocates to discuss the challenges and opportunities facing the City of Boston.

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\(^6\) See Appendix
The Education Cabinet

Soon after taking the oath of office, Mayor Walsh announced the reorganization of the executive cabinet. He included a new cabinet level position for education. Though Mayor Menino made certain to dispatch a close Advisor to serve as his eyes and ears in BPS, he did not make an attempt to put a real structure around this role. We supported the appointment of Rahn Dorsey as Boston’s first “Chief of Education,” a new Cabinet-level official charged with cultivating relationships and advancing the impact of all schools in Boston including public, public charter, private, and parochial schools for kindergarten through college and career.

A New Superintendent

Mayor Walsh took a chance when he supported the candidacy of Dr. Tommy Chang to be the Superintendent of Boston Public Schools. A proven educator from the other side of the nation, Dr. Chang had little exposure to New England or Boston. The unique challenges facing the city’s education system, such as the complicated racial dynamics, caused further difficulties for any incoming superintendent.

Dr. Chang struggled when issues of racial discrimination arose at Boston Latin School in early 2016. Attempts by the NAACP Boston Branch (the “Branch”) and other community leaders to support him in deepening his understanding of racial issues in Boston seemed fruitless at first. However, we were encouraged by Dr. Chang’s evolving stance on these issues. He now professes that closing opportunity and achievement gaps is of primary concern for the district, and this is a position we plan on holding him to.

Dr. Chang has demonstrated renewed leadership in holding trainings and “courageous conversations” on race within his cabinet, school administrators, and teachers. He has also vowed to completely align the new 2016 Opportunity and Achievement Gaps Policy with his new Strategic Implementation Plan so that the two become one unified document driving the district forward. These are encouraging signs, and we remain cautiously optimistic.

In July 2016, Dr. Chang unveiled his Strategic Implementation Plan and the Boston School Committee approved the 2016 Opportunity and Achievement Gaps (OAG) Policy. Wherein for

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the time period this report covers, Dr. Tommy Chang has just completed his first full year in office, and so there is no data available yet to assess the direct impact of his efforts.

As this report will show, in the first two years of the Walsh administration, in addition to continued improvements in graduation rates, BPS has made some incremental progress in early childhood education, lowering suspension rates for students of color, and beginning the transformation of Madison Park Vocational Technical High School, even as it declined to Level 4 status.

One hallmark of Dr. Chang’s leadership in his first year is the creation of the new Office of Social Emotional Learning and Wellness to “ensure students can acquire and apply the knowledge, attitudes, and skills necessary to understand and manage emotions, set and achieve positive goals, feel and show empathy for others, establish and maintain positive relationships, and make responsible decisions.”

Another highlight of the Walsh administration was the launch of the Tuition-Free Community College Plan for BPS Students in June 2016, whereby it is proposed that students with a GPA of 2.0 or higher can attend Bunker Hill Community College or Roxbury Community College free of charge, as long as they are accepted. We look forward to the program’s implementation and results.

The Boston Public School Committee

Mayor Walsh also made a number of promising appointments to the Boston School Committee. Members, in order of appointment, include:

- **Michael Loconto**, attorney currently serving as College Counsel at Curry College, and a BPS parent. (Jan. 2014)
- **Regina Robinson**, Dean of Student Affairs at Cambridge College, a BPS parent, member of SPED-PAC and the Inclusion Task Force focused on students with disabilities. (Jan. 2015)
- **Jeri Robinson**, Vice President of Early Learning Initiatives at the Boston Children’s Museum, and an expert on early education program development. (Nov. 2014)
- **Dr. Miren Uriarte**, a researcher focused on issues faced by English language learners, founding director of the Mauricio Gastón Institute for Latino Community Development and Public Policy at UMass Boston. (Feb. 2015)
- **Alexandra Oliver-Dávila**, Executive Director of Sociedad Latina, Inc. and a longtime advocate for Latino youth. (Jan. 2016)

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12 “NAACP 2016 Education Information Request.” *Boston Public Schools*, February 2016. 3.
According to the 2014 Transition Report on Education developed when Mayor Walsh first took office, the Transition Team identified five Priority Areas intended to eliminate the opportunity and achievement gaps for students of color, while providing a high quality education for all. These Priority Areas included early childhood education, high school reform, special education, facilities planning, and charter schools.\(^\text{13}\)

In his 2015 State of the City address, Mayor Walsh re-affirmed his commitment to “expanding high-quality, full-day pre-kindergarten, with the goal of reaching every 4-year-old in the city; re-designing our high schools around pathways to college and career; and drafting a 10-year Facilities Plan.”\(^\text{14}\)

\(^{13}\) “Education Working Group Transition Team Report.” 4-11.
### Timeline of Key Education Events in the Walsh Administration

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 2014</td>
<td>Martin J. Walsh is sworn in as the 54th Mayor of Boston</td>
</tr>
<tr>
<td>February 2014</td>
<td>Boston School Committee appoints a Superintendent Search Committee to find the next Superintendent for the Boston Public Schools</td>
</tr>
<tr>
<td>March 2014</td>
<td>Boston School Committee approves SY15 Budget that puts middle school students in 7th and 8th grade onto the MBTA as opposed to yellow school buses. Walsh later amends the plan, amidst concern from parents and advocates, and only allows 8th graders on the MBTA for the first year, with 7th graders to be added a year later</td>
</tr>
<tr>
<td>April 2014</td>
<td>Mayor’s Transition Team on Education completes its report, focusing on five Priority Areas</td>
</tr>
<tr>
<td>May 2014</td>
<td>Walsh launches Universal Pre-Kindergarten Advisory Committee to develop a plan to double the number of 4-year-olds in high-quality, full-day pre-kindergarten programs by 2018</td>
</tr>
<tr>
<td>September 2014</td>
<td>Walsh appoints Rahn Dorsey as Boston’s first Chief of Education; a new Cabinet-level official charged with cultivating relationships with all schools in Boston including public, public charter, private, and parochial</td>
</tr>
<tr>
<td>March 2015</td>
<td>In March 2015, the Boston School Committee votes to appoint Dr. Tommy Chang as Superintendent of the Boston Public Schools effective July 1, 2015</td>
</tr>
<tr>
<td>July 2015</td>
<td>Dr. Tommy Chang takes office as BPS Superintendent and the Boston School Committee launches the Opportunity and Achievement Gaps Task Force, charged with revising the BPS 2006 Achievement Gap Policy</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>September 2015</td>
<td>Walsh Launches &quot;Build BPS: A 10-Year Educational and Facilities Master Plan&quot; and unveils proposed Unified Enrollment Plan to offer a consolidated enrollment system for BPS and charter schools. The plan is promoted by Chief Rahn Dorsey and the Boston Compact, but is met with great opposition by charter school opponents.</td>
</tr>
<tr>
<td>December 2015</td>
<td>Madison Park High slips to Level 4 status – the lowest designation by the Department of Education before state takeover. After a Freedom of Information Act request by parent group, Quality Education for Every Student (QUEST), Walsh releases controversial McKinsey Report that identifies options to “lower district costs and drive operational efficiency.” The Report suggests cost savings by closing or consolidating 30 to 50 of the district’s 125 schools. This independent audit, commissioned by Walsh at a cost of over $600k, was conducted between December 2014 and March 2015.</td>
</tr>
<tr>
<td>January 2016</td>
<td>Boston Latin School students Meggie Noel and Kylie Webster-Cazeau launch video on Martin Luther King Day to expose alleged racism at Boston Latin School. The video goes viral and spurs an investigation by BPS Office of Equity and the Civil Rights Unit of the US Attorney’s office.</td>
</tr>
<tr>
<td>February 2016</td>
<td>WBUR report reveals that UP Academy Holland, a BPS school in Dorchester, gave out 68 suspensions in its kindergarten classes, a rate three times higher than any other Massachusetts school. UP later changes its school suspension policy amidst public outrage.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Month</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>March 2016</td>
<td>Boston School Committee approves SY17 Budget, amidst considerable controversy. A massive protest ensues with over 3,000 students staging a walkout and holding a demonstration at Boston Common and Faneuil Hall.</td>
</tr>
<tr>
<td>April 2016</td>
<td>Testing shows lead contamination of water fountains in some BPS schools, leading BPS to create a new Water Policy</td>
</tr>
<tr>
<td>May 2016</td>
<td>Boston students stage a second walkout to oppose BPS budget cuts</td>
</tr>
<tr>
<td>June 2016</td>
<td>The Boston City Council rejects initial Walsh budget proposal. Walsh launches Tuition-Free Community College Plan for BPS Students</td>
</tr>
<tr>
<td></td>
<td>Amidst continued racial controversy, Headmaster Lynne Mooney Teta and Assistant Headmaster Malcolm Flynn resign from Boston Latin School.</td>
</tr>
<tr>
<td>July 2016</td>
<td>Boston School Committee approves the new 2016 Policy to Eliminate Opportunity and Achievement Gaps in BPS</td>
</tr>
<tr>
<td></td>
<td>Dr. Tommy Chang unveils his Strategic Implementation Plan, to guide the work of the district.</td>
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Providing Adequate Funding for BPS

BPS is the largest department in Boston, with an annual budget of over $1 billion. The budget process in any major city presents great challenges for a mayor dealing with competing priorities and uncertain revenue. Ultimately, the budget becomes a statement of a mayor’s values and proof of which constituencies have the greatest influence. It is through the annual budget process that the public can evaluate whether campaign promises materialize into funded programs and services. In this case, the budget proposal for the Boston Public Schools was an opportunity for Mayor Walsh to demonstrate leadership in the area of education.

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City or news organizations related to the funding of the Boston Public Schools (BPS).

Efforts: D

According to a statement on the BPS website, “[T]he $1.027 billion budget [for SY17] represents an increase of $13.5 million over the previous school year and is the largest school budget in Boston’s history. Since taking office, Mayor Martin J. Walsh has increased funding to the Boston Public Schools by a total of nearly $90 million over three years.” Still, it fell short of what was needed.

BPS faced a nearly $30 million structural deficit for School Year (SY) 2017, which the administration reported was “due in large part to rising fixed costs, including $21 million in salary and benefit increases.” The gap was said to increase to approximately $50 million when adjusted for unforeseen costs and anticipated investments in core operations, past commitments and strategic priorities. Individual schools also faced additional financial challenges due to proposed changes in the Weighted Student Funding formula (which was later restored), and shifts in school enrollment and programming.

Budget negotiations became contentious, resulting in two student walkouts and student demonstrations at City Hall. Ultimately, the Boston City Council voted to reject the city budget,
with many Councilors citing that the Mayor’s funding for BPS was inadequate. Mayor Walsh capitulated by adding $4.7 million to the BPS budget.

We do note that in January 2017, Mayor Walsh proposed using funds raised by the Convention Center Fund to finance his initiative for universal pre-K (discussed in the next section).\(^3\) While laudable, the effort has not made any significant progress in the State Legislature. Efforts should instead be applied toward having the City play a more prominent role in discussions surrounding statewide school finance reform. Increasing the overall Chapter 70 formula could allow Boston to gain millions per year in more state aid, relieving existing pressures on the City budget.

### Results: D

Every year, BPS faces a budget shortfall, but in 2016 the process became more contentious than was expected. While noting that many of these issues pre-date the administration – like already fixed costs, labor costs, issues with facilities – preventing these gaps is critical to ensuring that Boston’s students receive a quality education.

The Walsh administration claims that there were “structural inefficiencies” consistently driving up costs in BPS, and that the Facilities Master Plan (FMP) would play a major part in addressing these inefficiencies. This does not take into account that even when the FMP is complete, it will take a number of years to actually “right size the district” so that cost savings can be realized.

**Taking into account the City’s efforts to find other revenue sources, the administration should also push to capture it’s own growing revenue in places like booming high-end property development.** With this new development comes the need for greater, more quality services and the responsibility of these developers to ensure the availability of them.

We are giving the Walsh administration a “D” for providing inadequate funding for the Boston Public Schools, taking into account these predictable structural inefficiencies and efforts to find additional funding sources.

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Expanding Early Childhood Education

The Walsh administration’s education transition team reported that, “recent studies show the achievement gap is clearly evident for disadvantaged children as early as age 18 months. The key to closing in on this gap is to start with our youngest children. One way to do this is to close the experience, opportunity, and readiness gaps that lead to the achievement gap in the earliest years.” In his 2015 State of the City address, Mayor Walsh affirmed his commitment to “expanding high-quality, full-day pre-kindergarten, with the goal of reaching every 4-year-old in the city.”

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City or news organizations related to the City’s plans to fulfill this promise to expand early childhood education.

Efforts:

In 2015, this Branch applauded Mayor’s Walsh’s commitment to early childhood education as a path to closing Opportunity and Achievement Gaps. However, a display of true commitment must be realized through the full funding of this initiative with new dollars, not existing ones, or with strategic partnerships with philanthropic organizations and our business neighbors.

For the SY2017 BPS budget process, Mayor Walsh called for the creation of an additional 200 pre-K seats, which would cost BPS $4 million. Within that same budget, the Early Education Centers (EECs) lost critical funding needed for wraparound care. In the end, the Boston School Committee voted and approved a budget that created 200 new kindergarten seats, while disrupting existing EEC seats. After considerable controversy and revisions, the SY17 BPS budget spared cuts to high schools but continued with cuts to pre-school and programs for children with autism and severe special needs – with a net effect of “robbing Peter to pay Paul.” Fortunately, some of this funding was restored when Mayor Walsh committed to an additional $4.7M in funding.

A December 2015 Boston Globe article highlights the glaring disparity between Mayor Walsh’s progress in fully funding universal pre-K and Mayor Bill de Blasio’s related efforts in New York City. Both Mayors took office in January 2014 with universal pre-K as an education promise.

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41 Wraparound care can be defined as an intensive, individualized care planning and management process for those with complex needs. (National Wraparound Initiative. https://nwi.pdx.edu/wraparound-basics/)
42 Ibid.
cornerstone, but so far only Mayor de Blasio has delivered on that promise. Mayor de Blasio leveraged his political capital and garnered state funding of almost $300 million each year to make good on his campaign promise to the children and families of New York City. In just two years, New York City has boosted its preschool enrollment by nearly 50,000 children. The *Boston Globe* article reports that New York City “now educates 68,547 4-year-olds in city schools as well as private day-care centers that partnered with the city.”

Meanwhile here in Boston, BPS has made small but incremental progress. In SY2015, the district offered 1,725 K1 seats. A year later, in SY2015, an additional 138 seats were added, bringing the total K1 seats available to 1,863. As stated above, the goal in SY2017 was to add an additional 200 seats; however, the BPS response to our information request was that “the number of seats the district will be able to create will largely be dependent on facilities costs.”

<table>
<thead>
<tr>
<th># Seats Available for General Education Students</th>
<th>SY2015</th>
<th>SY2016</th>
<th>New Seats Added</th>
</tr>
</thead>
<tbody>
<tr>
<td>K0</td>
<td>138</td>
<td>138</td>
<td>0</td>
</tr>
<tr>
<td>K1</td>
<td>1725</td>
<td>1863</td>
<td>138</td>
</tr>
</tbody>
</table>

*Data above includes seats for General Education students, not including special seats for Students with Disabilities (SWD) and English Language Learners (ELL)*

**Results:**

The current system here in Boston, in which some schools start at K1 and others start at K2, is complex and places a burden on parents who try to navigate the system. This complication could lead to greater racial disparities in access to early education. Parents of low socioeconomic status rarely have the financial, relational, or human capital required to navigate a school district with limited early childhood opportunities when compared to their well-endowed neighbors. We need uniform access to early childhood education across the district. The Walsh administration can make universal pre-K a reality here in Boston. However, similar to Mayor de Blasio, delivering on this expansion will require Mayor Walsh to exert more political pressure to secure the necessary legislative and corporate support and funding.

Despite the administration’s best intentions, a net gain of just 138 seats for K1 in two years is not enough; a net gain of 0 seats for K0 is not acceptable. Although there has been incremental progress in providing more seats for 4-year olds, this Branch would like to see bolder steps taken to ensure well-funded, quality, universal pre-K for all children in Boston.

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43 Ibid.
44 The NAACP Boston Branch sent several requests for information to the city dating as far back as December 2015. Those questions, along with their status, can be found at the end of this section under the “What We Asked” portion.
46 Ibid.
47 Ibid.
Lastly, we applaud Mayor Walsh’s efforts in supporting the *Boston Basics Campaign*, an early childhood parenting initiative focused on enhancing effective parenting practices for parents and caregivers with children ages 0 to 3.48 This important initiative is supported by the Black Philanthropy Fund, Boston Children’s Hospital, Boston Children’s Museum, Boston Public Schools, Eastern Bank, Harvard’s Achievement Gap Initiative, NAACP Boston Branch, Partners Healthcare System, *WGBH* and about 40 other agencies and health centers. Through the Mayor’s office, Chief Rahn Dorsey is playing an active role in this initiative, and Boston Centers for Youth and Families (BCYF), represented by Chris Byner, has been a central hub for parent training sessions. This grassroots campaign has the potential for widespread dissemination of positive parenting practices and behaviors that will have more children arriving to the Boston Public Schools better prepared to learn, excel, and thrive.

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This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City or news organizations on initiatives to eliminate the opportunity and achievement gap experienced by Boston Public School students.

### Efforts: C

In Mayor Walsh’s first year in office, the Boston Public Schools released a provocative report, the 2014 Update on Eliminating the Achievement Gap, which analyzed the data points of key academic performance indicators from 2009-2014, thus illuminating the racial disparities in the Boston Public Schools. Historically, there has been a relatively consistent and persistent 30 percentage point gap in academic performance for Black and Latino students when compared with their White and Asian counterparts.

Unfortunately, the needle has not moved under the Walsh administration. Additional gaps exist in graduation rates, suspension rates, special education (SPED) placements, and virtually every success indicator in education. Although MCAS scores in reading and math have gradually increased for all students (see adjacent graph), the racial disparities among students remain, and in some cases have even widened.

**Furthermore, the number of schools in Levels 3 and 4 has increased**, and there is a disproportionate number of Level 3 and 4 schools in the predominately Black and Latino neighborhoods of Roxbury, Dorchester, and Mattapan.49

We submit that this is due to a lack of concentrated effort to invest in these schools and their leadership to ensure that students attending these schools have the opportunity to reach their fullest potential.

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49 See appendix
Opportunity and Achievement Gaps Task Force

In July 2015, the Boston School Committee launched the Opportunity and Achievement Gaps (OAG) Task Force. This 19-member Task Force was charged with “investigating and recommending to the Boston School Committee (BSC) and the Superintendent of Boston Public Schools system-wide policies, programs and practices designed to eliminate achievement and opportunity gaps for BPS students, including potential adjustments, improvements and additions to the existing 2006 BPS Achievement Gap Policy and Goals.”\(^{50}\)

OAG Task Force members represent diverse constituencies, including leaders from Black Educators Alliance of Massachusetts (BEAM), Boston Teacher’s Union, Boston University, Citywide Parent’s Council (CPC), the Coalition of Schools Educating Boys of Color, EdVestors, Harvard University, Inquilinos Boricuas en Acción (IBA), Massachusetts Advocates for Children (MAC), UMass Boston, Sociedad Latina, as well as two student representatives from the Boston Student Advisory Council (BSAC), and BPS teachers, principals, parents, and alumni (the Branch was also represented on the Task Force until September 2016, when the then-chair of the Education Committee voluntarily stepped down). The group is ethnically and racially diverse.

The Task Force worked for a full year, meeting with members of Dr. Chang’s cabinet, hearing from national experts on the achievement gap, reviewing recommendations from special BPS reports such as the Annenberg’s Promising Practices and Unfinished Business: Fostering Equity and Excellence for Black and Latino Males, and conducting an exhaustive review of the district’s existing 2006 Achievement Gap Policy. Dr. Colin Rose, the newly hired Assistant Superintendent for the Achievement Gap, played a lead role in these deliberations.

In July 2016, the Boston School Committee voted and approved the “2016 Policy of the Boston Public Schools to Eliminate Opportunity & Achievement Gaps for Students of Color, English Language Learners, Students with Disabilities, and Students of Low Socio-Economic Status.” Many of the goals in the original 2006 policy also appear in the 2016 policy with enhancements. The 2016 Preamble to the revised policy lays out the following Guiding Principles:

“Throughout the 6 Goals of the Revised Policy, the Task Force has attempted to enshrine principles we all regard as essential to the success of any Opportunity and Achievement Gaps Policy.

• We consider it imperative that the Revised Policy be implemented uniformly, creating a consciousness of equity (as well as of rigor) involving everyone – from the Superintendent and the School Committee, to every BPS department, every school building, every classroom, every cafeteria, and every school bus.

• We consider it imperative that the Assistant Superintendent for the Opportunity and Achievement Gap (or whoever succeeds him in this task) be provided the authority and resources (including adequate funding and staff) necessary to shepherd the district in the implementation of this policy.

• The Task Force will remain as a monitoring body, convening its constituency of teachers, parents, students, and academic and community leaders, to partner with the district to insure the faithful implementation of the policy over the course of time.

Accompanying these governing principles are measures the Task Force recommends in order to maximize the district’s capacity to give each child equal access to opportunity and achievement. These recommendations include: exploring and deepening opportunities to engage in Social and Emotional Learning across the district; examining the district’s hiring, training, and professional development practices, with the aim of attracting and retaining highly effective BPS staff who reflect the demographics of the district’s students and who are sensitive to the mosaic of cultures in each classroom; harnessing the power of student engagement and student voice; and, optimizing opportunities for each school across the district to engage, productively, the array of families and community partners within and around them.  

Another key feature of the 2016 Policy is the requirement for BPS to start providing Impact Statements, designed to create a heightened focus for the district on measures to close the gaps.

“All reports, policy recommendations, and budgets presented to the Boston School Committee shall be accompanied by an Achievement Gap Impact Statement that explicitly shows a comparison of the gaps for students of color, English Language Learners, students with disabilities, and students of low socio-economic status, disaggregated by ethnicity, to the extent possible. This Achievement Gap Impact Statement will give an explicit examination of how the proposed report, policy recommendation, and/or budget will help or hinder eliminating gaps and increase or decrease opportunities for students of color, English language learners, students with disabilities, and students of low socio-economic status.”

Results:  D

We continue to see persistent gaps, low performance, and no sustained investments for the Boston Public Schools, particularly for those schools most in need in low-income communities of color.

Mayor Walsh, Superintendent Chang, and the Boston Public Schools need to move with all deliberate speed with a focus on increasing rigor while also eliminating disparities. This will require a renewed sense of urgency, political will at the city and state level, increased

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51 2016 BPS Policy, 1-2.
52 6.
investments, the removal of systemic and structural barriers, a cohesive strategy, and a courageous focus on eliminating structural racism for Boston to lead the way on eliminating gaps. Cutting funding sends the wrong message to a district that is already struggling to get results.

Previous administrations have failed by focusing exclusively on increasing rigor. A focus on rigor alone will not eliminate the gaps. The intense focus on rigor is based on a faulty premise that a rising tide lifts all boats. **A rising tide does not lift all boats** – if you don’t have the right life jacket or the skills to swim, or if there’s a hole in your boat, you will drown. The only way to close the gaps is to accelerate the progress of the students this system has already failed by focusing on both increasing rigor while simultaneously focusing on decreasing gaps.

**Academic achievement gaps ultimately lead to income gaps, wealth gaps, unemployment gaps, and further institutionalizes the school-to-prison-pipeline.** It is the children of this city that we will one day rely on as our future workforce and leaders. The question we have for Mayor Walsh is: what are you preparing children of color to do? Boston is now a majority-minority city, so now more than ever our economic, political, and social futures depend on our ability to prepare ALL of our young people – including Black and Latino students – to operate and excel as equals. The future of our city and our nation depends on us getting it right.

It is important to note that on issues of the opportunity and achievement gaps, BPS began to revisit its work in response to the 2014 Annenberg report highlighting racial and ethnic disparities. It is critically important that while BPS has chosen to expand the reach of its opportunity and achievement gap work, it must focus on **racial and ethnic opportunity and achievement gaps** if BPS has any hope of fulfilling its promise to provide a high quality education to all children.

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Recruitment & Retention of Diverse Teachers

Diversity was at the core of Mayor Walsh’s commitment to the City when he ran for office. Outside of his cabinet, however, he has struggled to bring that same commitment to increasing diversity at all levels within the Boston Public Schools, particularly for teachers and school administrators of color.

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City or by news organizations regarding the hiring and retention of teachers of color in the school system. As noted earlier, this section deals with teacher diversity only and not staffing in BPS overall.

Efforts: C

As stated above, a critical part of the 2006 Achievement Gap Policy (which was in effect when Mayor Walsh first took office), as well as the new 2016 Policy, is that teachers will reflect the racial, ethnic, cultural, and linguistic diversity of students in the Boston Public Schools.\(^{54}\)

The BPS Office of Human Capital affirms that, “increasing our workforce diversity is both a shared value and a mandate for Boston Public Schools.”\(^{55}\) Sadly, the district has made little, if any, progress in improving teacher diversity by race, despite a federal court order to do so. In fact, the overall numbers of Black and Latino teachers have declined in recent years.\(^{56}\)

There have been three main initiatives launched by the BPS Office of Human Capital to increase diversity:

- **Diversity Pipeline Programs** for teachers and school leaders “that support members of the BPS and Boston community to navigate and overcome barriers of entry to the teaching profession.”\(^{57}\)

- **BPS Teaching Fellowships** are “a new BPS-operated alternative certification pathway that specifically aim to recruit candidates of color who have strong ties to the community into BPS classrooms.”\(^{58}\)

- **A new website, www.teachboston.org**, to emphasize the district’s commitment to diversity and inclusion and attract candidates of color to the profession.\(^{59}\)

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54 2016 BPS Policy, 3.
55 NAACP Information Request, 12.
56 Ibid.
57 13.
58 Ibid.
59 Ibid.
In addition, BPS has taken steps to provide greater support for teachers of color to boost its retention rates, including monthly information and networking gatherings sponsored by The BPS ALANA (African, Latino, Asian, and Native American) Educators Program, and the BPS Male Educators of Color Executive Coaching Program (MEOC).\(^60\)

These programs all have great potential, but as of the writing of this report, it is too early to interpret or assess any results. In order to have real impact, these Pipeline Programs and other efforts to increase teacher diversity, need to be significantly expanded and funding needs to be dramatically increased.

BPS continues to operate under a federal court order that sets the minimum requirement for African-American educators in the district. In the early 2000’s, BPS was in compliance with the federal court order. Back then, the level of Black teachers in BPS rose to 26% (The Garrity order\(^61\) mandates a minimum of 25% Black teachers and 10% Other). At that time, BPS took a number of key measures that were critical in achieving compliance, and the district needs to adopt some of those same measures again today.

Today, only 20% of the district’s educators are Black (compared to a 35% Black student population). The failure to comply with the 1976 federal order is not merely a knowing violation, but demonstrates a lack of good faith in the effort to take affirmative steps toward increasing racial diversity.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Teacher #</th>
<th>Teacher %</th>
<th>Student % (for comparison)</th>
</tr>
</thead>
<tbody>
<tr>
<td>ASIAN</td>
<td>289</td>
<td>6.2</td>
<td>9</td>
</tr>
<tr>
<td>BLACK</td>
<td>970</td>
<td>20.8</td>
<td>35</td>
</tr>
<tr>
<td>HISPANIC</td>
<td>470</td>
<td>10.1</td>
<td>41</td>
</tr>
<tr>
<td>WHITE</td>
<td>2871</td>
<td>61.4</td>
<td>14</td>
</tr>
<tr>
<td>OTHER</td>
<td>17</td>
<td>0.4</td>
<td>19</td>
</tr>
<tr>
<td>DECLINE</td>
<td>57</td>
<td>1.2</td>
<td>-</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>4674</strong></td>
<td><strong>100.00%</strong></td>
<td></td>
</tr>
</tbody>
</table>

*This table shows BPS’s current demographic breakdown of teachers and guidance counselors by ethnicity, as of SY2015.
**Student demographics are included for comparison.

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\(^60\) Ibid.

\(^61\) W.A. Garrity was a federal judge, appointed by President Lyndon B. Johnson in 1966. Garrity ordered Boston Public Schools in 1974 to desegregate and comply with laws passed by the state legislature years earlier. His mandate, and subsequent decisions by the U.S. Court of Appeals and the U.S. Supreme Court, led to the so-called “busing crisis” in 1970’s Boston.
Unfortunately, effective strategies and practices that worked for the district in years past have been discontinued or phased out, while new strategies have not yet yielded the positive results necessary to diversify BPS faculty. Effort with no positive outcome is not acceptable. If the district is truly committed to this effort, it should go back to what worked in the past while also increasing investments in new pipeline programs. These are outlined in the Recommendations section.

The sad reality is that today, while the district has more than 85% students of color, the teaching staff is 61% white. BPS teacher demographics are under-representative of all racial or ethnic groups of students in BPS except for white students. As noted in the chart above, for the Black student population, there is a 15-point gap in the student-to-teacher ratio (35% of BPS students vs. 20% of BPS teachers). For Hispanic students, the situation is much starker with an over 30% gap in representation (41% of BPS students vs. 10% of BPS teachers). Hence, the federal court order mandate for just a minimum of 25% Black teachers and 10% Other (teachers of color) should serve merely as a starting point for the district. We need the Office of Human Capital to do more than just say they want a teaching force “reflective of the racial, cultural and linguistic diversity of our students.” It’s time for BPS to show real results.

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62 See “Staffing Diversity in Boston Public Schools” on page 145 for more information on BPS diversity beyond teachers.

Another area of importance highlighted in a BPS 2014 report is the effort to reduce student suspensions. There is much evidence to show that school suspensions contribute to the school-to-prison-pipeline that destroys families and cripples Black and Latino communities.

This section summarizes the efforts and results of the Walsh administration as reported to us by administration officials or as found in documents published by the City, to stop the pervasive use of suspension as the go-to disciplinary tool for BPS students.

**Efforts: B**

Fortunately, over the past four to five years the district has made progress in working with partners to review, monitor, and revise the Code of Conduct. Much of this work can be attributed to external advocates, such as Massachusetts Advocates for Children, and senior administrators within the district. The new Code of Conduct has undergone several revisions and updates to ensure it is meeting the needs of students and was most recently approved by the School Committee in February 2016, with greater emphasis on reducing school exclusions.

According to BPS in their response to our information request, “in the school year 2014-2015, in alignment with the goal of decreasing out of school suspensions (per M.G.L. 222), increasing social emotional learning and ensuring student rights and responsibilities, the Boston Public Schools began exploring multiple ways to improve school climate, safety and culture, and to ensure exclusion is used as a last resort.”

The district provided the data in the chart below showing a decline in school suspension and expulsion rates for students of color. Despite progress, school discipline rates are still disproportionately higher for Black and Latino boys.

The district has gradually begun using approaches like the Massachusetts Tiered System of Support (MTSS), Positive Behavior Interventions & Supports (PBIS), and Restorative Justice,

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64 Helen Miranda, 5.
65 Information on how suspension rates contribute to the school-to-prison pipeline can be found via The Anti-Defamation League (https://www.adl.org/sites/default/files/documents/assets/pdf/education-outreach/what-is-the-school-to-prison-pipeline.pdf), the Justice Policy Institute (http://www.justicepolicy.org/news/8775), the National Education Association (http://neatoday.org/2015/01/05/school-prison-pipeline-time-shut/), and WBUR’s Learning Lab (http://learninglab.legacy.wbur.org/topics/massachusetts-school-to-prison-pipeline-explained/). A wealth of additional research also exists on the topic to support this claim.
66 NAACP Information Request, 3.
of all students, including students with disabilities. As a result of new practices and protocols, BPS reports referrals to the Counseling and Intervention Center (CIC) are down 50%, while the use of non-punitive and instructional practices has increased.

As a result of new practices and protocols, BPS reports referrals to the Counseling and Intervention Center (CIC) are down 50%, while the use of non-punitive and instructional practices has increased.

Despite the encouraging progress made by the traditional Boston Public Schools, we were alarmed and deeply concerned by the reports of kindergarten students being suspended at UP Academy, an in-district charter school that reportedly had the highest rate of suspensions in the Commonwealth of Massachusetts for 3- and 4-year-old students. We understand that this practice has been eliminated by the organization following massive public outcry against these unjust practices. It is unclear whether the change in policy represents a renewed understanding of best practices in disciplining young children, or a momentary response to public pressure.

Unlocking Potential, the controlling organization of UP Academy, holds two contracts with the Boston Public Schools. Mayor Walsh and Superintendent Chang both have a responsibility to ensure that effective disciplinary strategies are used both in district schools as well as in-district

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67 Ibid.
68 Ibid.
charter schools. We are encouraged by the fresh perspective on issues of discipline being brought to Unlocking Potential by its new leadership.

**Results: C**

Consistency in training and implementation is an issue. There is evidence of best practices in some schools, but BPS must now ensure effective training and implementation of Restorative Justice and other strategies consistently and uniformly across all schools, including in-district charters.
The High School Redesign Process (HSReD), primarily led by Chief Rahn Dorsey, launched in March of 2015 with great fanfare, but now seems to be losing steam. Although the initial hope was to re-envision what schools of the future could be like today, the scope was eventually narrowed to focus exclusively on Madison Park Technical Vocational High School. In that same time-span, Madison Park High fell into Level 4 status. The school was once again thrown into upheaval, with 40-50% of teachers having to reapply for their jobs.

In this section, we will assess the efforts and results of the Walsh and Chang administrations to confront the persistent issues facing Madison Park High, using information provided by BPS officials and gathered through news reports.

**Efforts: B**

It is not entirely clear what happened to the HSReD process. The community would benefit from a detailed communications plan that explains the original purpose, outlines a proposed plan, and explains how this will lead to eliminating opportunity and achievement gaps and promote excellence. Ideally the City would have completed the HSReD before completing the Facilities Master Plan so that any school restructurings or consolidations would be informed by the district’s vision for its high schools. These two initiatives should have gone hand-in-hand.

Specifically as it relates to Madison Park High, the school reached the height of turmoil during Mayor Walsh’s first year in office – with a failure to timely prepare class schedules for students, student walkouts, a headmaster who resigned in disgrace, and high teacher vacancies. Fortunately, with the hiring of Kevin McCaskill as Executive Director, we believe Madison Park High is now on a path to improvement. The creation of McCaskill’s position as Executive Director should have a positive impact on Madison Park High. He brings experience in both vocational education and school reform work.

As stated in the district’s strategy and in the original job description, the Executive Director is supposed to be a direct report to the BPS Superintendent in order to allow for better access. The Executive Director position was intended to be similar to the Superintendent’s position in regional vocational schools across the state. We have concerns that this ideal reporting...
structure is not reflected in Dr. Chang’s current organization chart.

Nevertheless, we are encouraged by the new leadership of Kevin McCaskill at Madison Park High and promised investments coming from partners like GE. We will monitor this promised investment to ensure it is delivered and that it is the students who benefit most.

Results: C

Mayor Walsh should continue to bring new investments to Madison Park High and should also charge BPS with taking a closer look at the funding formula used to support the school. In all other vocational schools across the Commonwealth, the per-pupil funding for vocational schools is significantly higher than for a non-vocational school. However, in Boston, Madison Park High’s funding is only slightly higher than a regular BPS high school. Madison Park High will never reach the levels of acclaim that other vocational schools in the state have attained until it receives the same higher levels of funding that its students deserve. Its placement in Boston makes it best situated to benefit from the industries expanding around it in the form of curricula, trainings, and certification programs that can fold our children into the city’s business success.

The Greater Lawrence Regional Vocational Technical School is held up as a model for successful vocational education in the Commonwealth of Massachusetts, having moved from a Level 4 to a Level 1 school in a span of 4 years. According to the Massachusetts Department of Elementary & Secondary Education, schools like Greater Lawrence have a per pupil allocation of $21,179 while Madison Park High’s per pupil allocation was last known to be $17,750. That represents a $3,429 difference per student. Based on an SY16 enrollment of 903 students, it would take $3.1 million more for Madison to reach parity with other regional vocational schools in the Commonwealth. The City and the private sector must collaborate in order to fill this funding gap and make needed investments in the facility to ensure that Madison Park High will become first-rate and reach the standard set forth across the Commonwealth.

<table>
<thead>
<tr>
<th>School</th>
<th>Per Pupil Funding</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madison Park Technical Vocational High School</td>
<td>$17,750</td>
<td>$3,429 per pupil</td>
</tr>
<tr>
<td>Other Regional Vocational Schools in Massachusetts</td>
<td>$21,179</td>
<td></td>
</tr>
</tbody>
</table>

How Madison Compares to Other Vocational Schools

There needs to be a real marketing effort to rebrand Madison Park High in order to boost student enrollment. For many parents and students in the community, the school is still seen as


a “dumping ground.” Now that it is officially in “turnaround status,” it will be tougher to change this damaging brand. Mayor Walsh should work to find a local advertising and public relations firm that would like to take on Madison Park High as a client.
# Overall Education Grade: C

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>EFFORTS</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Providing adequate funding for BPS</td>
<td>D</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The City has consistently underfunded the Boston Public Schools. “Structural inefficiencies” are usually cited as a cause, but this is not a sufficient enough reason to miss the mark on fully funding our children’s education.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expanding early childhood education</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The administration has made an effort to expand access, but these efforts have created few additional seats, and the City remains far from its stated goal to make pre-K available to all. This can lead to greater racial disparities in access to early education.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eliminating opportunity and achievement gaps</td>
<td>C</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> We continue to see persistent racial achievement and opportunity gaps resulting in low performance outcomes. BPS must move from only theory and experimentation to the implementation of practices that nurture the whole child and accelerate learning for students of color.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recruitment &amp; retention of diverse teachers</td>
<td>C</td>
<td>F</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The district has experienced a significant decline in the retention of Black teachers over the past decade. Likewise, its efforts to increase the representation of Latino teachers has been met with negligible results with a 30-point gap in the student-to-teacher ratio. Recent reports have shown the positive impact that a diverse teaching force can have on the performance outcomes for students of color; therefore, the federal court order mandate for a minimum of 25% Black teachers and 10% Other [teachers of color] should now serve as a starting point for BPS.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Decreasing student suspension rates</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> BPS must ensure effective training and implementation of Restorative Justice practices and other strategies consistently and uniformly across all schools, including in-district charters.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>High school redesign and Madison Park High School</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> While the per-pupil funding for vocational schools across the Commonwealth is significantly higher than for non-vocational schools, funding for Madison Park High, the City’s only vocational school, is only slightly higher than a regular BPS high school. As a direct pathway to meaningful career opportunities for Boston’s youth, the funding and academic support for the school must be prioritized to help eliminate the racial wealth gap in the City.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Our vision of education

The Branch’s overall vision for education throughout the City of Boston is grounded in leveraging relationships, opportunity, support, and the sense of urgency. We submit the following:

- The City leverages its collective power to eliminate racial and ethnic opportunity and achievement gaps.
- Every young person is afforded the opportunity to learn in a healthy educational environment that nurtures every aspect of the child.
- Both public and private entities work together to support the education system financially, and the City works to ensure that teachers and faculty have the necessary resources and skills to educate Boston’s children.
- The City moves quickly and efficiently to rectify obstacles to healthy, quality educational experiences, realizing that a poor education can lead to the persistence or expansion of already existing achievement, racial, and wealth gaps.

Achieving the vision

In addressing the lingering effects of the legacy of racism in the City’s school system, the Walsh administration has initiated a number of new programs to alleviate these issues. While it is too soon to know the results of some of these programs, it is not too soon to know that they are not sufficient, in scope, scale, and focus to fully redress these challenges.

Hence, we are urging the following, immediate actions for the Walsh administration and the Boston Public Schools in order to provide an adequate and fair education to all of Boston’s children.

Fully fund Boston Public Schools

The City should make deep and sustained investments in BPS, with a particular focus on turnaround and low-performing schools. The creation of a weighted student funding formula was a step in the right direction, and yet the first draft of the SY2017 budget cut that funding formula for high schools. Such a cut should not be on the table. Mayor Walsh must also stop the destructive cycle of short-term funding. Too often additional funding goes into a low-performing school, student performance dramatically improves, then the school loses funding, and the school once again declines. We need to break this vicious cycle with deep, sustained, equitable investments.
Furthermore, we believe the City should follow the 2004 recommendation of then-Associate Justice to the Massachusetts Supreme Judicial Court, Margot Botsford, to perform a study – in collaboration with organizations like the NAACP Boston Branch, Black Educator Alliance of Massachusetts (BEAM), and others – that would determine what it would cost to fully fund the Boston Public Schools before December 2018.\(^75\)

**Fully implement Opportunity and Achievement Gap plan**

The creation of the revised Opportunity and Achievement Gaps Policy is just a first step. The real work is in full implementation, district realignment, and ample resources needed to support the necessary investments. The OAG Implementation Plan needs to be completed, and then it must be fully aligned with the BPS Strategic Implementation Plan so that they become one unified document driving the district forward.

Additionally, BPS must not lose sight of the pervasive racial opportunity and achievement gaps that exist for Black and Latino students. This must be a priority without delay and with accountability for results on the School Committee and Superintendent.

**Give full authority to the Achievement Gap Office**

The Achievement Gap Office must have the actual authority to move systemically through the district, with the necessary staffing for this office. The BPS Organizational Chart must reflect this. In the current revised BPS Organizational Chart (as of July 2016), the Assistant Superintendent for the Achievement Gap is reporting to the Deputy of Academics and Student Support Services. This positioning clearly limits the impact of the role. As the Task Force outlined in the 2016 Opportunity and Achievement Gaps Policy, the work of closing the gaps is not limited to just Academics but must be shared by all departments in BPS. If the district is serious about closing gaps, this needs to change immediately so that this position reports directly to the Superintendent. This adjustment should be made in the 2017-2018 school year.

**Implement important strategies to curb suspension rates, particularly in younger grades**

Mayor Walsh and Superintendent Chang should place a moratorium on suspensions for students in kindergarten and first grade immediately. BPS should also require schools to provide enhanced data on in-school suspensions and the use of alternative discipline strategies.

**Implement restorative justice practices throughout the school system**

BPS must ensure effective training and implementation of Restorative Justice and other strategies consistently and uniformly across all schools, including in-district charters. Teachers,

administrators, and school communities must be equipped with the tools and supports needed to fulfill their obligation under the new Code of Conduct. This requires investments in support and professional development. Many teachers report the need and desire for more training.

*Increasing Teacher Diversity in Recruitment and Retention*

We recommend the following steps be taken to both recruit and retain teachers of color:

- **Given the financial commitment that BPS makes to City Year, BPS should work with City Year to create a new pipeline program for Black and Latino City Year corps members,** and other out of school programs already working in BPS, to recruit talented young people who want to become certified teachers.

- **Focus on Retention.** Recruitment and selection are the first steps to increasing racial diversity. However, without a strong retention policy and program, those efforts are ultimately futile. BPS is losing Black and Latino teachers every year, some to retirement but too many to attrition and lack of rehiring. For example, Suitable Professional Capacity teachers in the “excess pool” are disproportionately older and teachers of color.

- **Increase funding in the FY2019 budget for BPS Pipeline Programs** that target paraprofessionals and substitute teachers and puts them on the path to full teacher certification.

- **Provide Letters of Commitment for Provisional Teachers of Color who are Proficient or Exemplary, and also licensed.** Currently newly hired teachers of color in BPS are losing their jobs to layoffs, which is part of the reason the district is stagnating in its efforts to comply with the federal court order.

- **Provide more support around licensure that includes MTEL,** along with a dedicated staff person to assist with support. There is currently no staff person assigned to this.

- **Re-institute Hiring Oversight.** The Office of Equity and Office of Human Capital formerly signed off on all hiring decisions. This sign-off no longer occurs. We urge BPS to reinstate this effective practice before the 2018-19 school year. Under the Garrity order, the BPS Office of Equity had this authority resulting in an increase in qualified teachers of color within the district.

- **Revise Accountability Metrics.** Diversity needs to be included in the Accountability Metrics for how Principals and Principal Leaders are evaluated. Right now, school leaders are not held accountable for increasing diversity, yet they have hiring autonomy.

*Madison Park Technical Vocational High School*

The City should consider the following to improve the conditions and stature of Madison Park High:

- **Adjust the funding formula for Madison Park High,** to bring per pupil allocations in line with other regional vocational schools across the state.
Complete the High School Redesign Process before completing the Facilities Master Plan so that any school restructurings or consolidations will be informed by the district’s vision for its high schools. These two initiatives should go hand-in-hand.

The Executive Director position should be a direct report to Dr. Chang, as stated in the original job description. This needs to be reflected in Dr. Chang’s current organization chart and practice.

Secure a marketing company to launch a pro-bono rebranding campaign to raise the public profile for Madison Park High, in order to boost student enrollment and the school’s image in the community.

Provide adequate trauma resources for students in affected communities

When an incident of violence occurs in communities around the Commonwealth, counselors, therapists, and other healthcare professionals are dispatched quickly to educational centers to treat students impacted by the incident. In Boston, this does not occur as often as we would like, and happens too inconsistently for students in schools located in areas most affected by emotional and physical violence. More needs to be done using the Safe and Supportive Schools framework to address trauma in order to get to the root causes of adverse student behavior. The district also needs to continue its focus on Social and Emotional Learning to promote enhanced learning environments while minimizing disruptions.
Mayor Walsh, who describes himself as a champion for education, has arguably failed to fully fund the Boston Public Schools consistently, resulting in deep budget shortfalls and student walkouts. Additionally, the district is once again looking at impending school closures, declining rates of teacher diversity, and an achievement gap that continues to persist and in some cases widens.

Despite considerable disappointment in communities of color, and citywide, about the status of the public education system in Boston and its failure to educate children of color, there is a sense of hope and advocacy. This renewed activism comes from affected communities, particularly its youth, who have reached a tipping point and will no longer accept underperforming, under-resourced, and inequitable schools.

We are cautiously optimistic about the work of the Walsh administration when it comes to providing a quality education for all students, particularly children of color. Despite the aforementioned shortcomings, there has been a noticeable effort to improve in most areas. Now it is time to see results. We strongly urge the adoption of these recommendations. We will be pleased to work with the administration to help make them actionable.
Current State of BPS
The following is based on data provided by the Department of Elementary and Secondary Education (DESE) and the Boston Public Schools.

4-Year Graduation Rate: 70.7%
Since 2007 the 4-year graduation rate has steadily increased, from 57.9% to 70.7% in 2015, the highest rate ever for the Boston Public Schools. Compared to 2014, the four-year rate increased 4 percentage points, the largest increase that BPS has seen since 2006, when the four-year cohort rate was introduced.

Dropout Rate: 11.9%
The 4-year cohort dropout rate is the lowest of the ten cohorts, at 11.9%, or 0.7 points lower than the 2014 cohort.

10th Grade MCAS Scores for English Language Arts (ELA), Math, and Science

Changes in Accountability Ratings for Schools in BPS from 2014 to 2015
According to DESE, “Most schools are assigned a level from 1-5, with those meeting their proficiency gap-narrowing goals in Level 1 and the lowest performing in Levels 4 and 5. A district is typically assigned a level based on the level of its lowest performing school.” To determine levels, DESE considers 4 years of data including student achievement and student growth, with actual achievement rated more heavily than growth.
<table>
<thead>
<tr>
<th>Levels</th>
<th>2014</th>
<th>2015</th>
<th>Improvement or Decline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 1</td>
<td>15 schools</td>
<td>15 schools</td>
<td>No change</td>
</tr>
<tr>
<td>Level 2</td>
<td>24 schools</td>
<td>25 schools</td>
<td>Improvement</td>
</tr>
<tr>
<td>Level 3</td>
<td>58 schools</td>
<td>57 schools</td>
<td>Madison Park High slipped from Level 3 to Level 4</td>
</tr>
<tr>
<td>Level 4</td>
<td>8 schools</td>
<td>9 schools</td>
<td>See above for Madison</td>
</tr>
</tbody>
</table>

### Boston’s Level 4 Schools from 2010 – Present

<table>
<thead>
<tr>
<th>School</th>
<th>Neighborhood</th>
<th>Year of L4 Designation</th>
<th>Year of Exit from L4 Status (accountability Level at time of exit)</th>
<th>Year of Level 5 designation (if applicable)</th>
<th>Current accountability Level in December 2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agassiz Elementary</td>
<td></td>
<td>2010</td>
<td></td>
<td></td>
<td>Closed</td>
</tr>
<tr>
<td>E. Greenwood Leadership Academy</td>
<td></td>
<td>2010</td>
<td></td>
<td></td>
<td>Closed</td>
</tr>
<tr>
<td>Blackstone Elementary School</td>
<td></td>
<td>2010</td>
<td>2013 (Level 3)</td>
<td>Level 3 (now merged into Henderson Upper School)</td>
<td></td>
</tr>
<tr>
<td>Harbor Middle Pilot School</td>
<td>Dorchester</td>
<td>2010</td>
<td>2013 (Level 3)</td>
<td></td>
<td>Level 3 (now merged into Henderson Upper School)</td>
</tr>
<tr>
<td>John F. Kennedy Elementary</td>
<td></td>
<td>2010</td>
<td>2013 (Level 3)</td>
<td>Level 3</td>
<td></td>
</tr>
<tr>
<td>Orchard Gardens K-8 School</td>
<td>Roxbury</td>
<td>2010</td>
<td>2013 (Level 1)</td>
<td>Level 2</td>
<td></td>
</tr>
<tr>
<td>Trotter K-8 School</td>
<td>Dorchester</td>
<td>2010</td>
<td>2013 (Level 1)</td>
<td>Level 3</td>
<td></td>
</tr>
<tr>
<td>Burke High School</td>
<td>Dorchester</td>
<td>2010</td>
<td>2014 (Level 3)</td>
<td>Level 3</td>
<td></td>
</tr>
<tr>
<td>Holland Elementary School</td>
<td>Dorchester</td>
<td>2010</td>
<td>2014</td>
<td>Level 5</td>
<td></td>
</tr>
<tr>
<td>Dever Elementary School</td>
<td>Dorchester</td>
<td>2010</td>
<td>2014</td>
<td>Level 5</td>
<td></td>
</tr>
<tr>
<td>Dearborn STEM Academy</td>
<td>Roxbury</td>
<td>2010</td>
<td></td>
<td>Level 4</td>
<td></td>
</tr>
<tr>
<td>English High School</td>
<td>Jamaica Plain</td>
<td>2010</td>
<td></td>
<td>Level 4</td>
<td></td>
</tr>
<tr>
<td>Mattahunt Elementary School</td>
<td></td>
<td>2012</td>
<td></td>
<td>Level 4</td>
<td></td>
</tr>
<tr>
<td>Channing Elementary School</td>
<td></td>
<td>2013</td>
<td></td>
<td>Level 4</td>
<td></td>
</tr>
<tr>
<td>School</td>
<td>Year</td>
<td>Level</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------</td>
<td>------</td>
<td>-------</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Winthrop Elementary School</td>
<td>2013</td>
<td>Level 4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dorchester Academy High School</td>
<td>Dorchester 2014</td>
<td>Level 4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grew Elementary School</td>
<td>2014</td>
<td>Level 4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Madison Park Technical Voc High School</td>
<td>Roxbury 2015</td>
<td>Level 4</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In completing this report card, we tried very hard to develop an objective and fair assessment. Accordingly, we asked the City for a range of data and other information on the topics we covered. Following are the requests made of the City between 2015 and 2017. Full information was provided for many of the requests, but many others were answered incompletely or not at all. Where we were provided the information, we used it in our assessment.

**December 2015**

| What are the high school graduation rates of the Boston Public Schools, for each year from 2010 to the present, disaggregated by race or ethnicity and zip code of residence? |
| Please provide data on dropout rates in the BPS, for each year from 2010 to the present, disaggregated by race or ethnicity, grade level at time of dropout, and zip code of residence. |
| Please provide standardized testing results—including SAT, ACT, MCAS, SAT II Subject Test, and AP—for all BPS students for each year from 2010 to the present, disaggregated by race or ethnicity and zip code of residence. |
| For each year from 2010 to the present, please provide college or university acceptance and matriculation rates of BPS students, disaggregated by race or ethnicity and zip code of residence. |
| Please provide data on expulsions, suspensions, and detentions for each year from 2010 to the present, disaggregated by race or ethnicity and zip code of residence. In addition, please describe disciplinary policies and procedures in the BPS. What efforts exist to address any disparities (e.g., restorative justice), and what are the results to date? Please specify by school and grade level. |
| Based on recent reports that highlight a pattern of assigning black and Latino boys to special needs classes and the absence of black and brown boys and girls from advanced work placement, what has the administration done to address these issues? What outcomes can you report since taking office? Please specify by school and grade level. |
| What has been done since January 2014 to address racial/ethnic achievement and opportunity gaps in the Boston Public Schools? Please report any outcomes and any data on the administration’s progress in this area. |
| Please provide information on efforts to shift Levels 3 & 4 schools to Levels 2 & 1. Please provide data on progress that has been made from January 2014 to the present day. |
| What efforts exist to augment and improve access to programs for ELL (English Language Learners)? What are the outcomes to date of those efforts? How many people were on the waiting list in January 2014? How many students are currently on the waiting list, as of the date this request is filed? |
What efforts exist to develop and improve the mission, leadership, and resources at Madison Park? What are the outcomes to date of those efforts?

Please provide a list of all BPS administrators, teachers, and staff, disaggregated by title, annual salary, date of hire, date of birth (or age), gender, race or ethnicity, Tier designation, and zip code of residence.

What efforts exist to increase teacher diversity in the Boston Public Schools, and what are the outcomes to date of those efforts? In response to the decline in representation of black teachers in the district, what has the district done to meet and exceed the Garrity mandate requirements of a minimum of 25% black teachers and a minimum of 10% from other minority backgrounds?

Consistent with the Garrity mandate, which applies to administrators as well as teachers, what efforts exist to increase diversity representation among principals, senior staff, and administrators in the Boston Public Schools, and what are the outcomes to date of those efforts?

What efforts exist to improve school operations, school building infrastructure, and central management of the BPS, and what are the results to date?

What efforts exist to augment the number of K1 seats in the BPS? How many early education seats existed in January 2014? How many exist today? Please provide the disaggregated data on the assignment of K0-K2 seats, and please provide a list of schools with early childhood seats available, including the number of seats available.

Please explain the work of the BPS ombudsman and provide disaggregated data on cases and outcomes to date, since January 2014.

What efforts exist to improve school transportation access and busing policies within the district? Specifically, what has been done with regards to yellow bus transportation for sixth, seventh and eighth graders since 2014?

How many schools have been closed since 2014, and how many schools are scheduled to be closed 2016–2018? Please provide the locations and the student demographic makeup of these schools. If any closings are anticipated in the upcoming budget cycle, please explain the process and rationale for the closings.

March 2017

Please provide a list of high school graduation rates of the Boston Public Schools between January 1, 2015 and December 31, 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide a list of the dropout rates in the BPS between January 1, 2015 and December 31, 2016, disaggregated by race or ethnicity, gender, grade level at time of dropout, and zip code of residence in an Excel spreadsheet.

Please provide a list of standardized testing results—including SAT, ACT, MCAS, SAT II Subject Test, and AP—for all BPS students between January 1, 2015 and December 31, 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.
Please provide a list of the college or university acceptance and matriculation rates of BPS students between January 1, 2015 and December 31, 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide data on expulsions, suspensions, and detentions between January 1, 2015 and December 31, 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide special needs assignments for students of BPS for each year from 2010 – 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide advanced placement assignments for students of PBS for each year from 2010 – 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide a list of all BPS administrators, teachers, and staff, disaggregated by title, annual salary, date of hire, date of birth (or age), gender, race or ethnicity, Tier designation, and zip code of residence between January 1, 2015 and December 31, 2016 in an Excel spreadsheet.
CHAPTER THREE:
PUBLIC SAFETY

Team Leaders: Segun Idowu and Michael Curry, Esq.
What we mean by “public safety”

Everyone – no matter their zip code, income, education level, or affiliation – should feel safe when leaving their home for work, returning home from school, or taking a leisurely walk around their neighborhood. Members of the public in any city or town rely on members of the police and fire departments to maintain this sense of safety. The efforts of the local government in maintaining this sense of peace and security, while simultaneously treating all members of the community with respect, are how we in the NAACP Boston Branch (the “Branch”) define “public safety.”

The City’s role

City leaders, particularly those who are appointed, play a significant role in keeping communities safe. The City has a responsibility to guarantee that there are appropriate resources for law enforcement officials – particularly training and cultural proficiency – as well as the necessary resolve, to address public safety challenges. The City’s effectiveness can be evaluated by looking at the focus of its budgets, its hiring practices, and its policies and procedures.

To both reduce instances of violence as well as prevent them from ever occurring, the City can continue or initiate effective programs that address the root causes of violence like housing stability, access to educational tools and resources, and activities or jobs that help develop skills for meaningful careers.

In order to establish trust in some communities, or build upon it in others, the City can be transparent about the technologies purchased and the methods used for information gathering. The City can make sure that proper policies guiding police-civilian interactions, and the training that goes along with it, are in place to create a safe environment for all whenever contact is made between an officer and a member of the community. The City can also quickly hold those who violate said policies accountable in a way that satisfies community concerns. The City has myriad opportunities to adopt bold initiatives and programs that give power back to the community to monitor police actions and accountability.

Finally, the City can shape the culture of its law enforcement agencies through its hiring practices. Being intentional about having a police force reflective of the City it represents can be crucial to ensuring trust is built or maintained, violence is prevented, and healthy relationships are fostered.
We are focusing this evaluation on the City’s efforts and results up until December 2016 in three basic areas of importance to public safety:

- Violence prevention
- Implementation of a full body-worn camera program
- Community policing

Staffing diversity, which significantly affects the makeup of who polices and protects our communities, is evaluated more fully in another chapter of this report card.

Topics like lawsuits against the Boston Police Department, police training, internal disciplinary procedures, use of force and other procedures, field interrogation and observation (FIO) practices, arrest records, surveillance methods, and other important areas of concern related to policing in communities of color will be reviewed and assessed in future report cards.

It is important to note that following a series of interviews and community discussions, there is tremendous concern over the perceived discriminatory use of FIOs, and disparities in discipline of Black and Brown police officers and fire fighters. We will do our best to document and put forth these concerns in the near future to help a new or returning administration apply better tactics and form better policies that address these issues.
Seemingly every day, we watch the national news and our social media feeds with great exasperation and trepidation over the continued degradation of relations between communities of color and law enforcement officials. Whether via YouTube, Twitter, Facebook, or the daily broadcast and print sources, we are bombarded with videos or written accounts of brutal acts of racial violence and abuse by members of local and state police departments. These images are traumatizing to the victims and all who witness through their screens.

Boston is not immune to similar acts of police violence or abuse in the form of unlawful use of force, racial profiling, or other discriminatory policing practices. This dark history includes the 1989 Charles Stuart case,1 where a white man, Charles, falsely accused a fictionalized Black man of shooting and killing his pregnant wife, Carol. This turned the Boston police into an occupying force in the Black community, stopping, questioning, and arresting every Black man who fit the description. With the 2016 Terrence Coleman case several decades later2 – where mother, Hope, and community activists argue that Boston police acted extra-judiciously in shooting and killing Terrence, a mentally ill man – Boston cannot easily distance itself from what we see around the country.

With new leadership, the City has done its best to shed this image and reform its policing practices. These efforts will be outlined and assessed in the following report. What exists now is a police department, along with city programs, that makes a greater effort to work with the community rather than against it. While many in the community feel there is significant room for improvement, what is also important is that there is a vastly different conversation happening now – where many in departmental leadership both acknowledge the wrongs of the past, as well as the fact that much more needs to be done.

The City’s practice of convening community leaders within hours after a police-involved shooting is a model for the rest of the country. The meetings, which should be more inclusive, provide elected officials, clergy, activists, civil rights leaders, and others an opportunity to hear a preliminary account of the incident—with a commitment to showing video footage whenever available. In addition, the City’s effort to revise its use of force policy3 to minimize incidents of police blatantly disregarding the lives of citizens is a significant step forward, but remains unsettled until the City removes the cloak of protection that continues to shield law enforcement from prosecution.

Lastly, the Boston Police Department created the Social Justice Task Force (explained in further detail later in this report) in 2015, aimed at reviewing, analyzing, and offering recommendations on their policies and practices. The discussions have included the re-creation of the police cadet program, body-warn cameras, use of force, police militarization, crowd management in protests, police recruitment and training, as well as a host of other topics.
After the “Boston Miracle” of the 1990’s that saw high homicide and shooting rates drop to record lows, the city began to experience an uptick around the time of the 2013 race for mayor. Public safety became one key issue of concern. In Mayor Walsh’s inaugural address, he stated that “improving public safety and stopping senseless gun violence,” would be one of his top priorities as mayor. He went on to say:

“On Day One, today, I will convene a meeting to begin to address senseless violence that scars our city. I will bring together mothers of children killed by that violence, with members of the law enforcement community who work hard to stop it.

...There were fewer murders last year, 40 homicides in our city. And while that lower number is good news, and a testament to the hard work that has been done, we know, as Acting Police Commissioner Evans said the other day, 40 homicides still represents 40 grieving mothers too many. And I agree. We know what works. We know there are steps we can take now. We must redouble our efforts, and recommit ourselves to the safety of every citizen in our city. We will do that today and every day I am Mayor.

No parent should worry that a bullet will stop a daughter or son from coming home. No woman should be scared on our streets. No senior should be afraid in their home. And no child should be forced to live with the trauma and the indelible scars of violence.”

The Walsh administration has put forth repeated attempts to curb both gun violence and the distribution of illegal weapons on the city’s streets. In late 2015, the administration made further attempts to enlist gun owners and vendors in the fight against the illegal trading of firearms. The City also revived, and has continued to support, a gun buyback program to remove unlicensed guns off of city streets.

Creating better police relations with the community, reducing gun violence, removing illegal weapons off of city streets, addressing the trauma inflicted on victims and witnesses of violence, and creating a pathway for those likely to be, or who have been, perpetrators of violence are some of the public safety priorities the Walsh administration has sought to address while in office.

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https://www.ncjrs.gov/pdffiles1/nij/188741.pdf

5 Walsh, Martin J. “Inaugural Address.” City of Boston, January 6, 2014.

6 Ibid.
As noted in the previous section, Mayor Walsh identified the reduction and prevention of violence as top priorities for his administration upon assuming office. We intended for part of this section to highlight the efforts of the administration to reduce the rates of unsolved homicides and shootings that plague our city on top of what we have covered below. Part of our request for information in December 2015 included questions about the number of unsolved homicides in the City since 1980, the clearance rate for these homicides, and details on the Homicide Unit. The City only provided us with the number of unsolved homicides. The City did not fulfill our request for clearance rates.

From the data provided to us, it would appear that over a 10-year period (2006-2015), a staggering 52% of the city’s homicides had gone unsolved. However, we lack adequate data to offer a fair evaluation of the City on this issue. We do not know if any of the apparent 298 unsolved homicides over that 10-year period were solved or how many total homicides there were each year during that period. We do not know the makeup of the Homicide Unit, nor do we know whether its funding falls below, matches, or exceeds the funding of similar-sized departments across the nation that have seen greater success in this area. We strongly encourage partner organizations to join us in continuing with this critical area of research in the future.

Although we do not focus on homicides or shootings in this section, its omission should not be perceived as our belief that this is not a critical issue for our community. It is simply due to a lack of data. That notwithstanding, we do believe it was necessary to highlight the efforts of the administration to reduce instances of violence. Rather than relying solely on a policing strategy, the administration simultaneously worked to address violence and its root causes through myriad programs and initiatives. What follows is a summary of two of those efforts – the newly created Office of Public Safety and the adoption of President Barack Obama’s My Brother’s Keeper Initiative – and the results of those efforts. Data and information were gathered through information requests, conversations with city officials and staff, and news reports.

**Efforts: B**

**The Office of Public Safety**

In order to fulfill his pledge to prevent and reduce violence, Mayor Walsh announced his citywide “Public Safety Initiative” that would be led by Leon Graves and Daniel Mulhern in February 2014. The two would be tasked with, “dissecting the root causes of safety issues such as trauma among young people, detrimental quality of life, access to education and pathways

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to careers, among others, and creating resolutions that can be employed across various city departments and commissions.”

Following the transition of Mr. Graves to the Boston Police Department in 2015, the mayor created the Office of Public Safety (OPS), making Mr. Mulhern its first director. The new office was established to ensure that all violence prevention programs would be coordinated by one entity and work in tandem with one another rather than in silos.

With this charge, the OPS holds monthly meetings that gather members of federal agencies, state agencies like the Department of Children and Families (DCF), as well as local public safety agencies like the Boston Police Department (BPD), trauma workers, and street workers. Anecdotal exchanges suggest that one result of these meetings was the creation of the Neighborhood Trauma Teams (NTTs), announced in April 2017. Attendees of the meetings reported that discussions around trauma in the aftermath of violent actions led to several agencies working together to enhance existing trauma initiatives and create the NTTs. It is unclear what has been produced further as a result of these meetings.

While the OPS serves more to convene departments, agencies, and program leaders rather than manage specific programs, it has worked closely to support one initiative begun by Mayor Walsh: Operation Exit. The program (also discussed in the Economic Development chapter of this report) was initiated in 2014 “to help at-risk residents, or those with a criminal background, by providing the knowledge and skills required for entry into an apprenticeship program.” Originally, the program helped participants develop skills useful for careers in the building trades. In 2015, the Walsh administration expanded its offerings to include culinary arts, and partnered with Resilient Coders – a digital design and development agency – to give participants the opportunity to develop skills in the field of coding. Between 2014 and 2016, Operation Exit served a total of 54 people, with an average age of 26. The City reports that 44 of them were placed into various industries like the Carpenters’ and Labor Unions, iron and sheet metal work, as well as electrical, pipefitting, and plumbing work to begin their careers. Below is a chart showing the very gradual progress the program has made in providing opportunities for those who are at-risk or who have a criminal record.

No data is available to determine the long-term success of the program. This means that while a considerable amount of those who were placed were still working by the end of the program, it is unclear if these participants are still advancing their careers in these industries. Nor is information available as to the status of those who were enrolled in the program but did not graduate, those who graduated but were not placed, or those who were placed but were not

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8 Ibid.
11 Ibid.
working following the end of the cycle. We look forward to such data becoming available.

### Operation Exit Program Data

<table>
<thead>
<tr>
<th>Cycle 1</th>
<th>Total Enrolled</th>
<th>Total Graduates</th>
<th>Total Graduates Placed</th>
<th>Total Working After Cycle</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Sept. 2014)</td>
<td>16</td>
<td>15</td>
<td>13</td>
<td>12</td>
</tr>
<tr>
<td>Cycle 2</td>
<td>19</td>
<td>15</td>
<td>14</td>
<td>12</td>
</tr>
<tr>
<td>(May 2015)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cycle 3</td>
<td>19</td>
<td>19</td>
<td>17</td>
<td>13</td>
</tr>
<tr>
<td>(July 2016)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total #</td>
<td>54</td>
<td>49</td>
<td>44</td>
<td>37</td>
</tr>
<tr>
<td>Total %</td>
<td>-</td>
<td>91%</td>
<td>90%</td>
<td>84%</td>
</tr>
</tbody>
</table>

The OPS also works closely with the **Professional Pathways** program. The program offers a six-month paid internship in a City Hall department to develop professional skills to those who are at-risk or who have a criminal record. The City reported the following for the first period of October 2015 to June 2016:

<table>
<thead>
<tr>
<th>Cycle 1</th>
<th>Total Enrolled</th>
<th>Total Graduates</th>
<th>Total Graduates Placed</th>
<th>Total Working After Cycle</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Oct. 2015 – June 2016)</td>
<td>14</td>
<td>10</td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>Total %</td>
<td>-</td>
<td>71%</td>
<td>90%</td>
<td>78%</td>
</tr>
</tbody>
</table>

The same questions we asked of *Operation Exit* are true for *Professional Pathways* as well. Additionally, we wonder how often these programs will occur, how participants are selected, how much these programs receive in funding from the city vs. private businesses, and the long-term strategy to scale these programs upward to serve more young people.

During the summer of 2017, Boston experienced an uptick in violent violence over the course of a two-week period. As city officials, elected representatives, and community leaders conducted several internal meetings to address the issue, the OPS provided this Branch with a document intended to convey its strategy for public safety. While receipt of the document was appreciated, it was unfortunate that it took the wave of violence for such a plan to be shared.

This document, entitled “2017 Framework for Safe Neighborhoods and Innovative Partnerships,” outlines several programs, including those mentioned above, that are meant to describe the City’s efforts to respond to trauma, provide jobs to at-risk youth, keep students safe, prevent violence, and engage the community. Some of the programs included are:
- **EPIC – Enhancing Potential Inspiring Change**: EPIC empowers youth to realize their potential through a curriculum focused on career exploration and cultivating leadership, combined with supportive community-based services for the entire family. School Police Unit officers identified the BPS middle schools for participation.¹³

- **Operation Hoodsie Cup**: The BPD utilizes an ice cream truck to deliver free “hoodsie cups” to children and community residents in city neighborhoods, many times in conjunction with other ongoing activities and events.¹⁴

- **Peace Walks**: with clergy, police, and other community partners in neighborhoods most impacted by violence began in 2015. These clergy-led walks have been very successful in building community trust and support.¹⁵

- **Youth dialogues**: facilitated sessions to break down walls between youth and police. BPD partners with NAFI, Teen Empowerment, Roxbury Youthworks and the YWCA.¹⁶

- **Youth Options Unlimited (YOU)**: YOU Boston provides a unique combination of intensive case management and career development services through our continuum. They leverage Boston’s top resources to best serve the needs of each young person. They work with Boston’s youth and young adults ages 14 to 24, specializing in serving young people from neighborhoods with the highest level of poverty and violence, and those reentering the community from incarceration. The majority are gang-involved with safety issues or have court involvement history. A team of case managers, career development specialists, and team leaders, working as a coordinated service team with each young person, will do whatever it takes to ensure our young people gain the tools necessary to progress and succeed.¹⁷

The document is little more than a random assortment of these, and other active initiatives aiming to address the prevention of violence. However, it leaves more questions than answers. Though its authors intended to provide a framework of understanding around how the City approaches violence prevention, it does little to explain how these programs collaborate or share resources and intelligence, nor does the document produce benchmarks or figures whatsoever to understand the success or uns success of these programs and initiatives.

Even if meant to provide only a summary of the efforts the City has made to address violence, the document itself remains inconsistent with every other report from the City that has been data-driven and outcome-based. For an administration that prided itself on being one of, if not the first, to operate purely on data, we are hopeful it will produce a much fuller report measuring the results of its myriad programs.¹⁸

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¹⁴ 27.

¹⁵ 25.

¹⁶ 23.

¹⁷ 13.

**My Brother’s Keeper Initiative**

“[T]hat’s what ‘My Brother’s Keeper’ is all about -- helping more of our young people stay on track; providing the support they need to think more broadly about their future; building on what works, when it works, in those critical life-changing moments...And all the time recognizing that ‘my neighbor’s child is my child’ -- that each of us has an obligation to give every child the same chance this country gave so many of us.”

- President Barack H. Obama (February 27, 2014)

In 2014, after delivering the above remarks, then-President Barack Obama signed a presidential memorandum in the East Room of the White House establishing the “My Brother’s Keeper Task Force.” While only one aspect of the program – the mentorship of boys and young men of color – has been repeatedly highlighted as its main purpose, including by Boston’s leadership, the “My Brother’s Keeper Initiative” (MBK) is actually a data-driven partnership between the federal government, local government, charitable organizations and donors, and community organizations. This network, it is believed, will allow funding and other support to be directed toward those community organizations who have proven records of helping close the opportunity gap for boys and young men of color.

In September 2014, several months following President Obama’s formation of the MBK initiative, the “My Brother’s Keeper Challenge” was announced. This “Challenge” was described as “an effort to encourage communities (cities, counties, suburbs, rural municipalities, and tribal nations) to implement a coherent cradle-to-college and career strategy.” That same month, Mayor Walsh accepted the “Challenge,” making Boston one of the first cities in the nation to adopt the program.

Starting this program and focusing efforts more intentionally on boys and young men of color was seen as necessary given the increasing diversity in Boston’s growing population. Dr. James Jennings, Professor Emeritus of Urban and Environmental Policy & Planning at Tufts University, found in 2014 that “Black and Latino males comprise almost two thirds (61%) of all males 19 years and under; they also make up 59.1% of all 5 year old males in Boston.”

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23 Jennings, Dr. James. “Social, Demographic, and Economic Profile of Young Black and Latino Males Boston, Massachusetts 2010 – 2018.” Tufts University, April 2014. 3.
MBK Boston – initially led by John Barros, Chief of Economic Development, and Felix Arroyo, Chief of Health and Human Services – held two forums in November and December of 2014 to gain feedback and input on the shape of the program. From those conversations, along with several small group discussions, MBK Boston produced a report with recommendations on how to support young boys and men of color within the city. The report, which was also sent to the White House to aid the national initiative in developing its own strategies, established three milestones that would guide its work: 1) Graduating from high school ready for college and career; 2) Successfully entering the workforce; 3) Reducing youth violence, and providing a second chance. Among its recommendations to the City and partner organizations were the following:

- Increase diversity and cultural proficiency of [BPS] administration and staff.
- Develop pilot-based mentoring initiatives between supervisors and youth employees.
- Scale up trauma-informed practices and training to reach supervisors managing youth employees.
- Re-examine the city’s hiring policies to build a focused strategy for employing Black and Latino residents.
- Launch a new Disparity Study to assess the city’s practice of engaging minority- and women-owned business enterprises in its contracts and procurements.
- Develop a strategic plan for the Boston Centers for Youth & Families (BCYF).
- Scale-up effective re-entry employment programs.
- Create and launch a marketing campaign to highlight community members who contribute positively to the life of the city.

Some of these recommendations are also included in certain chapters of this report separate and apart from the discussions had in 2014. Outside of our evaluation of several of these recommendations, it is unclear how many of the other, almost 20, recommendations have been begun, partially fulfilled, or entirely fulfilled.

Almost two years after his acceptance of President Obama’s “Challenge,” Mayor Walsh named

https://static1.squarespace.com/static/5515d04fe4b0263cc20b3984/t/555ce9c8e4b0373c4038aadb/1432152520097/Status+of+Black+and+Latino+Young+Males+April+2014.pdf


https://www.boston.gov/sites/default/files/document-file-08-2016/my_brothers_keeper_boston_recommendations_for_action_5_9_15_tcm3-51126_0.pdf

25 1.
26 21.
27 23.
28 Ibid.
29 24.
30 Ibid.
31 26.
32 Ibid.
33 Ibid.
Conan Harris – then Deputy Director of the OPS – as Director of MBK Boston in August 2016.\textsuperscript{34} With the announcement of a new director came also the availability of funds ($100,000) and a mini-grant program to disperse those funds. The mini-grant program, developed following the initial discussions held in 2014 and launched in partnership with the Boston Foundation, was established to continue the overall mission of MBK Boston to help build the capacity of grassroots organizations located in communities of color that serve a majority of Black and Latino young men and boys.\textsuperscript{35}

With Harris at the helm, the program has gone through two funding cycles. The first was in February 2017 and dispersed the first $50,000 to ten (10) different community organizations. The second cycle occurred just a few short months later in July and dispersed the remaining $50,000 to nine (9) different organizations.\textsuperscript{36} These grants, according to Harris, “...will enhance programming, connect grassroot[s] efforts, and disseminate the promising practices of our local on-the-ground partners who know our neighborhoods and young people.”\textsuperscript{37} Grants ranged from $500 - $7,000, with an average award of $5,000 being given out in the first cycle.\textsuperscript{38} None of the grants will be used for operational or technical purposes, but rather for programmatic reasons.

According to documents obtained by the Branch delivering a preliminary assessment of the program, some of the metrics each of the 19 organizations will be evaluated on include how organizations are utilizing the grants to implement activities; how goals and objectives are being realized; what initial challenges are stymying the implementation of proposed activities; and whether or not there are any emerging lessons or accomplishments.\textsuperscript{39} It can be gleaned from these early results that while these grassroots community organizations do need funding for programs and activities, what is critical are funds for technical assistance and operational support.\textsuperscript{40} What has kept many of these organizations smaller relative to other area nonprofits, and their programs from reaching a greater number of their target demographic is not the program itself, but the inability to hire personnel to properly staff these programs and the lack of training to properly document its processes and results. This is the reason behind the need for such grants in the first place.

\textsuperscript{38} Ibid.
\textsuperscript{40} 17.
It is too soon for the full results of this investment to be available. We do note, however, that Dr. James Jennings, mentioned earlier, has been tasked with evaluating each of the 19 organizations that received said funding to determine what, if any, the results are due to the awarding of the grant.

**Results: D**

We stated previously our desire to have focused this section on the administrations efforts to reduce the rates of unsolved homicides and shootings. With the recent increase in shootings\(^{41}\) and a lack of data on the clearance rates of said shootings, we are unable to report here the results of the initiatives we described above and their effect on reducing violence in the City. Because there is insufficient data to suggest these efforts have had any positive effect in reducing violence, we are assigning a grade of “D” consistent with our evaluation rubric. With the two efforts outlined above in their nascent stages, we do believe that it is important to highlight their results so far, if they exist. We feel it is important that the Office of Public Safety and MBK Boston adopt the recommendations below as well as in the full Recommendations section in order to be effective for our communities.

*The Office of Public Safety*

The aim of the OPS is laudable, though there is no clear, connected strategy beyond monthly meetings to have various agencies coordinate to address prevalent public safety issues. The issue of violence prevention requires a concerted effort on the part of all of these departments and agencies to pool limited resources and develop specific strategies where each plays a role in helping to reach set goals. It is unclear what further successes have been achieved as a result of these meetings. So, too, is it unclear what benchmarks, goals, or timelines have been established to help the group determine whether or not it is producing any tangible results.

Modest efforts like the NTT’s program, *Operation Exit*, and *Professional Pathways* are laudable, but more must be done to connect these programs and ensure they work in harmony with one another, working toward shared goals and outcomes. The programs and initiatives the OPS seeks to highlight in their “2017 Framework” should also be operated by the OPS, or not be included at all. As it stands, each program works under a different City department like BCYF, BPD, or the Office of Workforce Development. Each of these departments or agencies has their own stated goals and metrics of success for these programs. In order for them to better coordinate and be given the resources they need, they should instead be housed under the OPS where they would work under shared goals, work toward producing similar outcomes, and collaborate more effectively.

The creation of the OPS is a step in the right direction. However, it is a missed opportunity if it fails to develop a cohesive public safety strategy with community members prior to each summer and if its only power continues to be convening internal and external departments and agencies with no benchmarks to achieve. We look forward to working with him to scale up and sustain the efforts of his office.

**My Brother’s Keeper Initiative**

When President Obama announced the MBK Initiative in 2014, it was met with a great deal of positive public reaction. Because the program intended for local communities to develop their own strategies and identify their own issues to target, it took almost two years to communicate to the City, as well as to the national MBK organization, the strategy Boston would employ.

The Branch applauds Boston’s participation in the MBK Initiative, as well as the appointment of Conan Harris as its first director, helping to solidify this initiative as an ongoing program.

In a Spring 2016 report, “Mapping Momentum for Boston’s Youth,” researchers found that “more than $14 billion” had been invested in communities of color over a decade with no discernible impact on the educational or employment outcomes of Black and Latino males. Because the funds raised by MBK Boston are given directly to the organizations that receive grants, rather than a portion going to its own overhead costs, it is important to this Branch that MBK Boston become more than just an initiative. In order to have a sustained impact on the community, the efforts of the current director to scale-up the program and produce outcomes based on data gathering must be codified to ensure that the program outlasts any administration.

We also note that the program nearly met its goal to recruit 1,000 mentors before 2017. In its quarterly update, MBK Boston reported recruiting 854 mentors, or 85% of its goal. It is not clear if this goal was reached before the end of 2016, how many mentees have also been recruited, or if mentors have been paired with mentees. While mentoring is not the main focus of MBK Boston, recruiting close to 1,000 willing persons who want to mentor Boston’s young people is an important step toward fulfilling the overall goals of the initiative.

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Implementation of a Full Body-Worn Camera Program

Due to widely scrutinized incidents of police brutality against American citizens around the nation and local public pressure, the Walsh administration took up the issue of police body-worn cameras. This section details the history of that effort with information given to us by the administration as well as news reports and detailed conversations with those knowledgeable on the matter.

*NOTE* Because the pilot program extended beyond the December 31, 2016 cutoff for this report, this section wades into 2017. Information will only be given for context and will not be used to assess the Walsh administration on its handling of the issue. Final evaluation of the administration will be done based on information up until the close of 2016.

Efforts:  D

In August 2013, Shira Scheindlin – a federal judge in New York City – gave criminal justice reform advocates a much-needed victory, declaring the use of “stop and frisk” tactics unconstitutional. On top of addressing the “violations” she found by ordering said policies to immediately cease, Judge Scheindlin instructed the New York Police Department (NYPD) to begin a trial body-worn camera (BWC) program across the city.

While the nation waited close to one year to see if city and NYPD officials would comply with this demand, it would find itself glued to cell phone and computer screens witnessing the pleas and subsequent death of a Staten Island man named Eric Garner, who struggled to breath following a chokehold by NYPD officer Daniel Pantaleo. Three weeks later, the nation would find itself once more arrested when Darren Wilson – a white police officer – shot and killed a Black teenager, Michael Brown, under questionable circumstances. These acts – along with the overreaction of a militarized local police force in Ferguson, MO – would cause sustained and massive protests across America and, eventually, the world.

While evidence and testimony were being collected in Ferguson, the rest of the country began to rally around the notion that BWC’s would help to prevent future acts of police violence toward citizens, or – at the very least – provide an opportunity to understand the circumstances

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44 A policy directive that gives law enforcement, particularly local police officials, the ability to stop a civilian on the street and search them if that official has a reasonable suspicion that a crime is about to be, is currently in, or was recently engaged in by said civilian.
46 Ibid.
leading up to and the actions after such incidents. The video provides an unfiltered and unadulterated version of the police interaction. The Mayor and Boston Police Department (BPD) leadership initially seemed to lack the knowledge and political will to move forward with BWCs, facing predictable opposition from the largest police union, the Boston Police Patrolmen’s Association (BPPA). Due to community pressure and a modernizing police force, the BPD eventually – though reluctantly – move forward with a pilot BWC program in September 2016.

We broke down the efforts of the city to implement a full BWC program into three categories: 1) initial reactions and impressions; 2) implementation of the pilot program; and 3) commitment to full adoption.

Initial Reactions and Impressions

Prior to the murder of Michael Brown in Ferguson, MO, police BWC’s were already a topic of discussion, albeit behind closed doors. The American Civil Liberties Union (ACLU) was engaged in conversations with BPD leadership to discuss their use of field interrogation observation (FIO) frisk/search reports. As part of this discussion, the ACLU proposed BWC’s as a way of addressing the discriminatory practices discovered in a review of FIO data, which was published in the fall of 2014 entitled Black, Brown and Targeted: A Report on Boston Police Department Street Encounters from 2007 – 2010. The recommendation for BWC’s was also included in this report.

The issue was brought to further prominence in August 2014 after the killing of Michael Brown. Several days later following the incident, a group calling itself the Boston Police Camera Action Team (BPCAT) formed in downtown Boston. Following its establishment, BPCAT dispersed a press release announcing that it would be solely focused on lobbying Boston’s elected and appointed officials to adopt the use of BWC’s on its police officers.

One month later, WBZ 4 News ran a story on the BWC debate in Massachusetts. In that story, reporters interviewed organizers of BPCAT, along with former Boston Police Commissioner Ed Davis and current Boston Police Commissioner William (Bill) Evans. The interview’s tone was generally positive, eschewing the positives of BWC’s and the steps police departments around the Commonwealth were taking to enact pilot or full programs. Former commissioner Ed Davis remarked that he “[t]ried for years to put BWC’s” on officers, but was held back by strong police unions in the Commonwealth. When asked if he found the tools necessary, Evans

52 Ibid.
replied, “Are we gonna[sic] go to them? I’d like us to go. But do we have a major problem? No,” arguing further that BWC’s “get in the way” of Boston’s brand of community policing.\(^{53}\)

While BPCAT began its efforts to research the issue and develop policy, this Branch played a key role in advocating for BWC’s directly to the Commissioner and the Command Staff. Using the Social Justice Task Force (SJTF) as an opportunity to advance the discussion, former president Michael Curry presented national research from the Police Executive Research Forum (PERF) that offered support for BWC’s and recommendations on policy and programming.\(^{54}\) It was in these meetings, and in various conversations held outside of them, that President Curry and other members of the executive team began to debunk misconceptions about BWC’s and the reasons to move forward with a program. For the Branch, it was important to acknowledge that while conversation about BWC’s transpired due to racist police violence against people of color, BWC’s were not only useful in helping to prevent or record such actions. It was the belief of Branch leadership that BWC’s would also document the different policing practices in other communities, as well as protect officers from fraudulent claims of misconduct, saving the city potential millions in lawsuits.

Though support within the department seemed to grow, the Commissioner nor the community seemed to have the support of Boston’s chief executive, as made plain toward the end of the year.

On December 1, 2014, President Obama announced that the Department of Justice would be setting aside $75 million to support local and state implementation of pilot body-worn camera programs\(^{55}\). This money would cover a three-year initiative to support such programs, which would aid departments in the purchasing of 50,000 cameras, training associated with the use of the cameras, and any assessment done to review the program’s effectiveness. “[Mistrust toward the police] is not just a Ferguson problem, it is a national problem“, said the President. In response to this announcement, Mayor Walsh told the Boston Globe that BWC’s, “aren’t going to help with the fundamental problems between community and police...I’m not going to be distracted by having a conversation about whether or not police have body cameras.”\(^{56}\) In another interview, the mayor spoke with WBUR about the same issue. He told them, “No. I don’t think [body cameras are] needed in Boston today. It’s a tool that people are talking

\(^{53}\) Ibid.
Commissioner Evans seemed to fall in line and pulled away from his earlier statement that he wanted the department to move toward adopting BWC’s. After the president’s announcement, Evans doubled down on his concern over a negative impact on the department’s model of community policing, telling the Boston Herald, “I fear that a lot of people, and the dialogue we have going, a lot of people might not want to have that interaction with us if they knew they’re on camera or they’re being recorded.”

However, after significant public pressure, pushback from this Branch and other advocacy and community organizations, as well as inquiries from news organizations, Mayor Walsh reversed his position. By the end of that same week in December 2014, the mayor called the editorial board of the Boston Globe “endors[ing] the idea of a pilot program for body cameras on police.”

It should be noted that from the very inception of the BWC program, this Branch advocated for a longer-term strategy that built in full adoption of the technology, arguing that budget and legal considerations required that conversations be simultaneous to the pilot.

**The Body-Worn Camera Pilot Program**

Despite efforts by this Branch, along with other partners in the community, to influence Mayor Walsh, Commissioner Evans, and other stakeholders to more speedily move forward with a BWC pilot program, progress came slowly.

In February 2015, then-City Councilor Charles Yancey introduced an ordinance on behalf of BPCAT calling for the establishment of a full BWC program along with policy the group had written. Later that year, in August, a hearing was finally held on the matter. It was there that Commissioner Evans took a firmer stance than that in December and openly supported the use of BWC’s on his officers. “Me and the mayor are looking into the feasibility of [a BWC

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program],” Evans reported to the Council.61

One month later, the Commissioner made a surprise announcement on WGBH’s “Greater Boston” with Jim Braude that a pilot program for BWC’s was “gonna happen...I’m working with our legal staff to look at the policies across the country...”62 Advocacy groups that had been working on this issue for more than one year saw this announcement as a major victory. Unfortunately, it would take another year for the program to actually begin.

At the August 2015 city council hearing, Evans told a packed audience that he wanted to “get it right” before moving forward with any kind of program. Shortly after this testimony, he began conversations with the SJTF to receive input on what a program should include, along with policy recommendations. Because this group met monthly and discussed a wide range of topics, the pilot program was put together slowly. Though publicly the City’s sluggish progress was seen only as a stalling tactic, further delays were also caused by a lack of monies committed to the program, as well as significant behind-the-scenes pushback from the BPPA.

Once negotiations between the police unions and the City seemed to head in a positive direction, it was announced that the Mayor would allocate $500,000 as a line item in his FY 2017 budget for the pilot BWC program.63 The breakdown of that money, according to the administration, was as follows:

<table>
<thead>
<tr>
<th>Project Management Services</th>
<th>$220,000.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Body Camera Research Evaluation</td>
<td>$200,000.00</td>
</tr>
<tr>
<td>Stipends for Police Officers wearing cameras</td>
<td>$50,000.00</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$470,000.00</strong></td>
</tr>
</tbody>
</table>

The City also received an additional $137,020.00 from the state’s Executive Office of Public Safety and Security (EOPSS), bringing the total investment in the pilot program to $637,020.00 but only $470,000.00 accounted for in its use for the program.

We did not receive further information from the City as to what the additional $167,020.00 had been budgeted or used for. We were also concerned by reports in December 2016 indicating that research had not yet begun on the pilot program due to a lack of funding. With $200,000 set aside for the evaluation, only $34,900 had been provided to researchers, with an

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expectation that they would seek additional funding from external sources.\textsuperscript{64} We are hopeful that the City Council will continue its review of the previous years’ expense reports before approving departmental budgets as it once did under former City Councilor Charles Yancey in the Post Audit and Oversight Committee. Transparency and accountability of what these monies were used for is necessary for a program intended to bring further transparency and accountability.

The City and the BPPA finally reached an agreement, and the characteristics of the pilot program were announced in July 2016.\textsuperscript{65} Per the negotiations, the pilot program would include 100 officers who were expected to volunteer for six months, and included a stipend of $500 for each participating officer. Originally, the BPD was planning to equip only 50 officers and deploy a majority of the cameras under the pilot program into Roxbury, Dorchester and Mattapan. However, this Branch, along with other members of the SJTF, argued that during the pilot the limited number of cameras were unlikely to capture any footage of a police involved shooting. The Branch’s position was that the BWCs under this pilot should be deployed throughout the city to gather data on usage, treatment of residents, storage, etc. We cautioned against billing the launch of the pilot as a solution to the lack of transparency in police/community engagements and use of force incidents, and also against only initiating the pilot as a way to stave off the growing criticism of law enforcement policies and practices.

When no volunteers signed up for the pilot program a month after the agreement was announced, the mayor declared that they would instead choose which officers would participate.\textsuperscript{66} This exacerbated tensions between the City and the BPPA and resulted in an injunction being filed by the largest police union against the City to stop the program.

Despite the grandstanding move, a judge ruled a week later that the Commissioner – as the chief executive of the Boston Police Department – had the power to make officers participate in the program. It was discovered during the trial that the BPPA encouraged its members not to participate in the pilot program. Explaining his ruling, Judge Douglas H. Wilkins noted that, “It would be particularly unfair to enjoin the commissioner’s order when the union’s alleged injury is, in significant part, self-inflicted. Had the union mobilized even a small part of its membership, the pilot program would have proceeded as a voluntary program.”\textsuperscript{67}

\textsuperscript{67} See Boston Police Patrolmen’s Association, Inc. v City of Boston, No. 16-2670-B, 2016 (Suffolk Superior Court Sep. 9, 2016)
Following this decision, the pilot program finally began on September 12, 2016. The program included 3 Asian officers, 29 Black officers, 13 Latino officers, and 55 white officers, and operated in the Allston-Brighton, Back Bay, Dorchester, Hyde Park, Mattapan, and Roxbury neighborhoods of the city.

While it was designed to end in March 2017, the pilot was extended after additional negotiations with the BPPA to allow for more data to be collected. Additional information regarding the terms of a new agreement made between the City and the BPPA were not provided to the Branch, and so we are unable to review the number of officers who decided not to move forward, where additional monies came from to reward officers for their participation, and whether or not the demographic breakdown of the program remained consistent with the previous six months.

**Results: F**

We assign an “F” because of the City’s lack of movement on implementing a permanent body-worn camera program. This grade reflects a decline in movement toward full implementation, as a pilot program.

Though it took several years from the beginning of community advocacy to achieve even a pilot BWC program, we laud the city’s ability to evolve in its position and to eventually respond to constituent demands. We also recognize the administration’s successful defense of the Pilot Program from the legal challenge by the Boston Police Patrolman’s Association.

However, the City needs to move quickly to develop a plan for the full adoption of BWCs, which many agree is inevitable, while we await the findings from the pilot. The pilot program has now ended and data regarding its success, failure, or non-determination will be made available to the public several months after its completion. The City has yet to publicly commit to moving forward with a full BWC program.

While this Branch appreciates the benefits of a study or pilot, we also understand that these can be used as tools to delay and avoid action, hoping that the public interest in this technology wanes. The budget implications for ultimately adopting BWCs require a plan today and the public deserves to see attempts made at laying out an initial plan for full implementation. The pilot program and subsequent findings in its final report should be used to help shape a permanent program, rather than be used to determine the feasibility of one.
“Police-community relations are the backbone of public safety in our neighborhoods, where trust drives outcomes,” said Mayor Walsh in February 2015. The Mayor’s statement came in the wake of nationwide protests and intensified scrutiny of local and state police departments, leading to renewed calls across the country for “community policing” models to be adopted.

The City defines “community policing” in terms of the interactions of its police officers with the general public using the core concepts of partnership, prevention and problem solving. To accomplish this goal in the City, officers arrange and participate in local sports games, neighborhood peace walks, classroom visits, and a host of other activities where they can interact with civilians in capacities outside of their normal police duties. This Branch acknowledges these efforts of the BPD under the leadership of Commissioner William Evans and Superintendent-in-Chief William Gross; and in 2015, the White House’s 21st Century Policing Task Force recognized the efforts of the department, citing Boston as one of 10 cities to make progress with respect to police-community relations.

However, it is important to note that in assessing the City’s efforts in “community policing,” the Branch has expanded the scope of the City’s definition beyond a numerical compilation of positive interactions between officers and civilians. Specifically for communities of color, “community policing” must also involve meaningful dialogue and acceptance of critical input from the communities served by the BPD on issues related to: (i) the solving of homicides and shootings in a timely manner; (ii) the treatment of victims and witnesses of assault, homicide, or shootings; and (iii) the City’s efforts to keep children and students substantively engaged following the school day and throughout the summertime.

In this report, we assess the City itself and the Boston Police Department on their own efforts to establish trust with the community, as well as their response and follow-through on community demands of these agencies.

**The Boston Police Department: Cadet Program**

The Cadet Program was established in the late 1970’s as a way to attract people of color to the ranks of the police department. Cadets who complete the program increase their likelihood of obtaining a job on the police force ahead of others who apply without having gone through the program. The Cadet Program was suspended in 2009 under the Menino administration to reign in expenses.\(^1\) It is important to note that in 2004, a U.S. District Court judge ruled that all efforts to diversify the police department had been successful. This decision ended a 1974 consent decree meant to make BPD reflect the city’s diversity, mandating that for every white officer hired, an officer of color be hired.\(^2\) Following from 2009 – 2016, we have seen a steady decrease in officer diversity throughout the department. It can be inferred that the cessation of this program in 2009 was due, not merely to budget constraints, but also to a lack of commitment on the part of the Menino administration to continue diversity efforts that were once legally required. Staffing diversity in BPD is covered more fully in the following chapter.

Previous administrations and the current one have bemoaned the civil service requirements – which they say prevent BPD from achieving the goal of diversifying the city’s police force – citing its preference for military veterans, who are overwhelmingly young, white males.\(^3\) Mayor Walsh and his team looked to the Cadet Program as one way to complement the civil service requirements and provide a way for people of color to join the police ranks.

With a force already lacking severely in diversity and in the face of a rapid increase in the number of officers of color who are retiring,\(^4\) the administration reinstated the Cadet Program in 2015.\(^5\) **Based on data received from the City, 66% of the entire Boston Police Department uniformed and civilian staff is white, 22.5% are Black, 9.2% are Hispanic/Latino, and 2.3% are Asian. Gender diversity is substantially lopsided, with men making up more than 80% of both uniformed and civilian BPD staff and women the remaining 20%.** By comparison, Boston’s demographic makeup is 47% white, 23% Black, 18% Hispanic/Latino, and 9% Asian.\(^6\) 48% of


Boston’s population are men, while 52% are women. More work is needed to ensure the department accurately reflects the city’s racial and gender makeup.

The Boston Police Department provided the following demographic information of their 39 cadets (classifications and categories determined by BPD):

<table>
<thead>
<tr>
<th>Race/Ethnicity</th>
<th>Total</th>
<th>Percentage</th>
<th>Neighborhood</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asian</td>
<td>2</td>
<td>5%</td>
<td>Brighton</td>
<td>4</td>
<td>13%</td>
</tr>
<tr>
<td>Black</td>
<td>16</td>
<td>41%</td>
<td>Dorchester</td>
<td>13</td>
<td>41%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>9</td>
<td>23%</td>
<td>East Boston</td>
<td>1</td>
<td>3%</td>
</tr>
<tr>
<td>White</td>
<td>12</td>
<td>31%</td>
<td>Hyde Park/Roslindale</td>
<td>3</td>
<td>9%</td>
</tr>
<tr>
<td>Total</td>
<td>39</td>
<td>100%</td>
<td>Jamaica Plain</td>
<td>1</td>
<td>3%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Gender</th>
<th>Total</th>
<th>Percentage</th>
<th>Neighborhood</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>27</td>
<td>69%</td>
<td>Roxbury</td>
<td>4</td>
<td>13%</td>
</tr>
<tr>
<td>Female</td>
<td>12</td>
<td>31%</td>
<td>South Boston</td>
<td>3</td>
<td>9%</td>
</tr>
<tr>
<td>Total</td>
<td>39</td>
<td>100%</td>
<td>Total</td>
<td>32</td>
<td>100%</td>
</tr>
</tbody>
</table>

As the program was just a year old at the close of 2016, there is no data on the success of the program or how many of its participants moved on to become BPD officers.

The Boston Police Department: Social Justice Task Force

In 2015, Commissioner Evans assembled a group of community, organization, and non-profit leaders to gather on a regular basis to discuss, and at times advise on, policies and initiatives the department prioritizes. Currently, membership of this committee is by invitation only. There is no information provided on what the qualifications for invitation are, when the group meets with the Commissioner, how long membership lasts, and what would be a cause for removal/dismissal. It should be noted that this Branch holds a seat on this task force.

In response to our request for additional information on this group, the department responded in the following manner:

“"The Social Justice Task Force has been convened to assist the Boston Police Department in a myriad of issues that affect the community and Department. Commissioner Evans has asked this group for their guidance and assistance on how best to educate, and gain perspective and feedback from the community on different aspects of policing. This group has been asked to help prioritize issues and create plans to better open dialogue in the community, in ways that fit the issue at hand. In addition to the Commissioner, he may invite other officers and staff from various departments to attend the meeting in order to address specific items and areas of expertise. Topics that have been discussed, to date, include the Department’s efforts in increasing diversity through areas

77 Ibid.
of Recruitment, the Hiring Process, and the Promotional Process, Use of Force policy and training, the Firearm Discharge Investigation Team (FDIT), the Cadet Program and the Body Worn Camera pilot program.”

The department also provided a list of the members of the task force, along with the organizations or groups they represent. We reproduce that list below for greater understanding of who is being asked to represent the community and advise the Boston Police Department on policy and procedures. We look forward to BPD publishing this list on their website for all to have access to. Members are as follows:

<table>
<thead>
<tr>
<th>External Partners</th>
<th>Boston Police Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>Father Jack Ahern</td>
<td>William Evans</td>
</tr>
<tr>
<td>St. Peter’s Teen Center</td>
<td>Police Commissioner</td>
</tr>
<tr>
<td>Shaun Blugh</td>
<td>William Gross</td>
</tr>
<tr>
<td>City of Boston</td>
<td>Superintendent-in-Chief</td>
</tr>
<tr>
<td>Rev. Jeffrey Brown</td>
<td>Lisa Holmes</td>
</tr>
<tr>
<td>12th Baptist Church</td>
<td>Superintendent</td>
</tr>
<tr>
<td>Vanessa Calderon-Rosado</td>
<td>Randall Halstead</td>
</tr>
<tr>
<td>Inquilinos Boricuas en Accion</td>
<td>Superintendent</td>
</tr>
<tr>
<td>Andrea Campbell</td>
<td>Kevin Buckley</td>
</tr>
<tr>
<td>City Council District 4</td>
<td>Superintendent</td>
</tr>
<tr>
<td>Jamarhl Crawford</td>
<td>Amy Condon</td>
</tr>
<tr>
<td>Blackstonian</td>
<td>Legal Advisor</td>
</tr>
<tr>
<td>Joshua Dohan, Esq.</td>
<td>Michael Gaskins</td>
</tr>
<tr>
<td>Youth Advocacy Division</td>
<td>Diversity Recruitment Officer &amp; Exam Administrator</td>
</tr>
<tr>
<td>Rufus Faulk</td>
<td>Yusufi Vali</td>
</tr>
<tr>
<td>The Boston Black Alumni Consortium</td>
<td>Islamic Society of Boston Cultural Center</td>
</tr>
<tr>
<td>James Hills</td>
<td>Darnell Williams</td>
</tr>
<tr>
<td>Community Activist</td>
<td>Urban League of Eastern Massachusetts</td>
</tr>
<tr>
<td>J. Larry Mayes</td>
<td>Susan Young</td>
</tr>
<tr>
<td>Catholic Charities</td>
<td>Bowdoin Street Health Center-Trauma Recovery Initiative</td>
</tr>
<tr>
<td>CO-OP Member</td>
<td></td>
</tr>
</tbody>
</table>

The City of Boston: Civilian oversight of the police

Boston’s elected officials and community organizers have struggled for several decades to
establish a substantive mechanism by which civilians would have some semblance of oversight of their police force. In 1990, the St. Clair Committee – established by then-Mayor Raymond Flynn following the events of the Charles Stuart case – released a report on policing practices in Boston and listed as one of their recommendations that “a Community Appeals Board [should] be established which will serve as a type of appeals court for citizens dissatisfied with the handling of their complaints of police misconduct.”

Fifteen years later, following the 2004 death of Victoria Snelgrove during a Boston Red Sox celebration after defeating the New York Yankees, Northeastern University’s Institute on Race and Justice, at the request of then-Commissioner Kathleen O’Toole, produced a report. It further recommended civilian oversight of the police, suggesting that, “Without a transparent accountability model in place to help ensure that all complaints are investigated thoroughly and fairly, the [Boston Police] Department risks losing legitimacy in the community, particularly in high-crime neighborhoods where trust and confidence are most critical to effective policing.”

The team went on further to say, “We believe that the development of a strong form of professional and civilian oversight is the next necessary phase in the development of the BPD.”

Additional movement was made in 2006 when then-Mayor Menino announced in August that he would appoint a three-person commission to a “Civilian Review and Mediation Board,” precipitated by the arrest of several officers by federal agents for drug trafficking charges and news reports of dozens of officers failing drug tests that same year.

In a 2007 executive order, Menino created the Community Ombudsman Oversight Panel (CO-OP), which was an appointed three-person committee that had the power only to review whatever cases the Internal Affairs Division (IAD) handed them. It could not compel witnesses, conduct an independent investigation, or decide the cases it would handle. It had only the power of submitting recommendations to the mayor and police commissioner on an annual basis, along with its review of decisions made by IAD.

A 2009 Boston Globe review found that few, if any, people were taking advantage of the newly

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81 Ibid.
created board, much to the chagrin of city leaders.\textsuperscript{84} This was partly due to lack of knowledge about the board’s existence (all that existed was a page on the city’s website with a brochure listing information about the CO-OP), and partly due to community concerns over its seriousness, or lack thereof. By 2011, little had changed regarding the CO-OP, and attorneys from the ACLU – in a letter to Mayor Menino – commented on its ineffectiveness saying that it “exists only on paper.”\textsuperscript{85}

Mayor Walsh inherited a quasi-civilian review board that was weak, under-resourced, and largely ignored.\textsuperscript{86} He also had to deal with a department that, while boasting decreasing annual new complaints from civilians or other officers charging misconduct, the department was doing a poor job resolving old complaints. A report from \textit{Boston Magazine} indicated that between 2007 and 2012 “nearly 700 formal complaints against Boston police officers went unresolved.”\textsuperscript{87}

The new mayor now had a fresh opportunity to correct the mistakes and shortcomings of the previous administration and strengthen the CO-OP while simultaneously resolving old complaints and keeping new complaints at a low level. In 2015, he announced that he would overhaul the panel citing its impotence saying, “You can’t have a board that doesn’t have a function. It doesn’t help the city and it doesn’t help the Police Department.”\textsuperscript{88}

This pledge was not fulfilled before the end of 2016.

It wasn’t until May 2016 that the CO-OP delivered its recommendations to Mayor Walsh. At the time the report was delivered, he had not yet reviewed them.\textsuperscript{89} In it, the board’s three members – J. Larry Mayes, Natasha Tidwell, and Judge Regina Quinlan (Ret.) – recommended the following:

- Establishment of a Community Office of Police Accountability (COPA)
- Allowance of COPA to receive separate police complaints outside of the BPD


Internal Affairs Division (IAD)

- Establishment of Police Review Board of seven to eleven members who will review and resolve COPA complaints

By the end of 2016, no recorded efforts on the part of the Walsh administration had been made to accept or move forward with these recommendations. Instead, the CO-OP continued with its three members who were empowered only to review those cases that IAD sent its way.

**The City of Boston: Youth Jobs**

Compiling this report was made possible by the City’s response to our request for information and data on the topics discussed. Although this section – youth jobs – was not explicitly covered in our information request, as we delved more deeply into the issue of public safety it became apparent that youth employment is of great importance in providing for safer communities and the reduction of . Information was gathered through news reports and publicly available data via the City’s budget and other documents.

The idea that youth jobs were an important part of a public safety plan was generally believed in the 2013 mayoral elections, as the topic was addressed at many forums. At one such forum sponsored by over 50 labor and community organizations, candidates were asked whether they would expand job opportunities to other ages (at the time, only 15-17 year olds could apply), support an increase in the City’s funding of summer and year-round youth jobs, and whether they would commit the City to achieving a specific number of said jobs as the minimum. Each of the thirteen candidates, including then-candidate Walsh, agreed to the recommendations. In his first year as mayor, the City expanded the age requirement for youth jobs, allowing for 18 year olds to apply as well. This was the only part of the pledge the mayor had fulfilled.

Walsh announced early on that he would also commit City resources to creating 10,000 summer youth jobs as part of his anti-violence effort. While applauded, it should be noted that this goal was shared by the prior administration as well. In 2009, the Menino administration announced a $9 million investment in 10,000 summer youth jobs for those between the ages of 14 and 24. Though heralded in its day, the program faced cutbacks, reducing the age requirements for applicants. As noted above, the Walsh administration increased these requirements, expanding the opportunities to more youth, but this was only a slight modification.

While the City has continued to maintain a goal of providing 10,000 young people with jobs, it is

91 https://www.youtube.com/watch?v=zFVjJymDTr8
more accurate to say that the City works to ensure that 10,000 jobs are available. The City itself has provided a little over 3,000 jobs annually (see below chart). This number has decreased slightly in recent years. The remaining jobs are provided through the Boston Private Industry Council (PIC) – the vehicle through which private businesses and corporations provide jobs for youth – and the Action for Boston Community Development (ABCD) – an anti-poverty non-profit established in 1961 – and other resources.

<table>
<thead>
<tr>
<th></th>
<th>Budget</th>
<th>Difference</th>
<th>City-Funded Youth Jobs</th>
<th>Total Youth Jobs</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2012</td>
<td>$3,930,762</td>
<td>---</td>
<td>3,371</td>
<td>8,837</td>
</tr>
<tr>
<td>FY 2013</td>
<td>$3,930,812</td>
<td>-$50</td>
<td>3,341</td>
<td>10,147</td>
</tr>
<tr>
<td>FY 2014</td>
<td>$3,833,384</td>
<td>-$97,428</td>
<td>2,931</td>
<td>9,123</td>
</tr>
<tr>
<td>FY 2015</td>
<td>$3,884,443</td>
<td>+$51,059</td>
<td>3,336</td>
<td>10,181</td>
</tr>
<tr>
<td>FY 2016</td>
<td>$4,658,514</td>
<td>+$774,071</td>
<td>3,208</td>
<td>10,360</td>
</tr>
<tr>
<td>FY 2017*</td>
<td>$4,913,535</td>
<td>+$255,021</td>
<td>3,000</td>
<td>N/A**</td>
</tr>
</tbody>
</table>

*Projected numbers
**The City did not provide this number in its FY 2018 Recommended Budget

One data point not included in the above chart is the number of young people who apply for city-funded jobs and the number of young people who receive city-funded jobs. For instance, in 2016, 7,398 young people registered online for the city’s program, SuccessLink. Of that number, only 3,208 received city-funded jobs, as reflected in the chart above. Though an additional 7,100 young people received jobs through other programs like ABCD and Boston PIC, we cannot confirm that the remaining 4,190 young people who did not receive a city-funded job were placed in the programs mentioned above. It should also be noted that the amount of

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94 This amount reflects city funding directly for youth jobs and does not include funding for adult staff or additional programs in the department. It can be found under “Emergency Employees.” Note that one factor for an increase in City investment in youth jobs is due, not to the addition of new jobs, but to cover the costs of an increasing minimum wage.
96 328.
98 110.
100 98.
101 95.
102 98.
104 “Fiscal Year 2016 Adopted Budget,” 98.
105 “Fiscal Year 2018 Recommended Budget,” 97.
106 “Fiscal Year 2016 Adopted Budget,” 98.
107 Ibid.
registrants to the *SuccessLink* program do not accurately reflect the amount of young people who actually need or search for a summer or year-round job.

Even the Walsh Transition Team noted that these efforts would not be enough. The Youth Working Group of Walsh’s Transition Team published a report in April 2014 highlighting the fact that, “[e]very summer, 4,000 out of the 14,000 youth who apply for summer jobs are left unemployed.”\(^\text{108}\) The group’s prescription is that, “[t]he Walsh administration should encourage the 350 private companies with more than 100 employees who do not currently hire youth to hire young people during the summer and throughout the year.”\(^\text{109}\) They go on further, later in the report, to urge the Walsh administration to expand the then-Boston Youth Fund (BYF) by increasing its funding “to support 1,000 more young people each summer. The Boston Youth Fund should also be expanded to include youth ages 14 to 19, and should provide as many young people as possible, especially those older youth with year round employment opportunities.”

The administration has not yet been able to satisfy the recommendations of its own Transition Team, nor the commitment the mayor made in 2013 at a candidate forum.

### Results: C

Our grade is based on the current administrations attempts to transform the police officers’ function from an aggressor who patrols the community like a prison to a member of the community who responds to dangerous situations the community cannot itself resolve. Though BPD has taken steps to diversify and establish programs that engage young people, it has invested more time and money developing its own initiatives and has been slow to respond to similar programs that achieve the same goal that community members demand of it.

We acknowledge that in response to immense community pressure, the administration reversed its original position on BWC’s and implemented a pilot program to assess the viability of full implementation. The Branch continues to be a proponent of a permanent program because data suggests that BWC programs improve both public and officer safety, create better police community relations, and enhance techniques for evidence-gathering and cadet training. We look forward to this administration continuing to support the will of the community with the full implementation of a BWC program – without further delay.

The establishment of the Social Justice Task Force is a positive gain in the push for more community input in the management of its police force. If constituted properly, the Social Justice Task Force offers City Officials and BPD leadership an opportunity to hear how their

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\(^{109}\) Ibid.
officers are engaging residents and to get critically important feedback on how to avoid the civil unrest we have witnessed in Ferguson, Baltimore, and other parts of the country. It also provides an additional voice for officers of color who may not be able to effectively address issues with recruitment, promotion, retention and discipline within the existing or traditional grievance channels. However, the City of Boston has to avoid the “don’t-bring-me-no-bad-news effect” by selecting task force participants who will not be critical of police actions or policy, or persons who lack the skill or expertise to weigh in on policing issues. Governmental entities have historically diluted the benefit of such task forces by disproportionately stacking the deck with individuals who, regardless of race, will not challenge them on issues of race and community engagement.

Today, the SJTF includes the Commissioner, the Chief of Police and various Superintendents. It should also include a member of the Massachusetts Association of Minority Law Enforcement Officers (MAMLEO) to hear the perspectives of officers of color. Outside participants should also be broadened to include more organizations and individuals who have historically been critical of the Department. This will help ensure the type of dialogue and feedback necessary to strengthen our community policing practices.

The lack of substantive movement on the matter of either enhancing the power and position of the CO-OP or creating an entirely new Civilian Review Board is disappointing. We do note that in June 2017, Mayor Walsh – through an executive order – increased the number of CO-OP board members to five and will make it possible for members of the public to file complaints at City Hall rather than a police station. Though cases of excessive force or discriminatory policing practices will automatically go to the CO-OP for review, they will only be received after Internal Affairs has ruled on the matter. This is not progress, but rather stagnant movement keeping the board almost exactly where it was when the administration first took power.

While the administration has more or less consistently met their stated goal of reaching 10,000 summer jobs each year, it continues to fall short in meeting its pledge of 1,000 more City-funded jobs, the expansion of the age requirements to allow for more youth to obtain jobs, and substantially increasing the budget allocation for these jobs.

Finally, the community cannot rest easy as long as the complaint process does not operate on an acceptable level. While it is true that general complaints of misconduct have gone down in the last year, we cannot determine – based on the information in the chart below provided by the City – whether or not BPD has gotten better at resolving pending cases.

Until BPD responds to community demands for improving the resolution of complaints against its officers for misconduct, it will continue to receive a grade of less than satisfactory despite its efforts to shed its negative image.

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While Boston’s chief political and public safety leadership may tout that the city has the “best community policing” model in the nation, we should do well not to allow this belief to cloud the miles of work left to do. Relations between communities of color – especially younger people – and the Boston Police Department are critically low. Full blame, or even a majority, cannot be laid solely at the feet of national tragedies. Unlike the window model the City currently adopts, allowing it to look out across the nation to find external reasons for mistrust of its police officers, the City ought to instead adopt a mirror model, taking inventory of its own practices and treatment of civilians on a daily basis.
## Overall Public Safety Grade: D

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>EFFORTS</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Violence prevention</td>
<td>B</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> We appreciate the creation of the Office of Public Safety (OPS) and the City’s adoption of the My Brother’s Keeper (MBK) Initiative. In order to have a lasting effect, the OPS must develop a cohesive public safety strategy with community members and be given the ability to establish the goals of public safety programs and initiatives already in place under several different City departments and agencies. The work of MBK Boston must be codified so as to outlast any administration, and the City must leverage its corporate relationships to expand the reach of the mini-grant program. However, while these efforts are notable, there is no data to suggest that they have positively affected rates of violence in the City.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implementation of a full body-worn camera program</td>
<td>D</td>
<td>F</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The City begrudgingly moved forward with a pilot program, now ended, and has not committed to full adoption of a program that many Bostonians agree should exist. The City’s top leadership ought to carry out the wishes of the people and publicly support a full body-worn camera. The City should be sure to include all non-profit and community groups who worked on the issue in discussions with union leaders and other officials surrounding policy. The City’s leadership should also release a preliminary plan for what full implementation will look like, along with a potential budget for a longterm program. It has failed to do so thus far.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community policing</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The city, via the Boston Police Department, has made gains in working more collaboratively with the community in the form of the Social Justice Task Force, and diversifying the force overall through the re-establishment of the Cadet Program. However, it has failed to strengthen the Community Ombudsman Oversight Panel, and has not done enough to increase funding for more summer or year-round jobs for young people. The scores of unsolved homicides and shootings reflect the fact that community policing efforts still have a long way to go in order to gain the full trust of the community public safety officials serve.</td>
<td></td>
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</tr>
</tbody>
</table>
Our vision of public safety

Our overall vision for public safety of people of color in Boston focuses on accountability, empowerment, investment, transparency, and trust:

- Government and law enforcement officials ought to be held accountable for their words and actions, especially as related to, and within, communities of color
- Local communities are empowered with the necessary tools to hold said officials accountable when incidents contrary to stated policy or outside of the realms of the law are committed
- Government and private industry should invest in programs that keep community members from negative interactions with law enforcement officials, particularly as it relates to employment
- Law enforcement officials seek ways to remain as transparent with the community as possible, using methods that seek to build and sustain trust
- Government and law enforcement officials operate from a position of trusting the community when developing policy or adopting programs, rather than mistrust and a need to over-police certain areas of the city

Achieving the vision

In addressing public safety challenges faced by communities of color, the Walsh administration has continued implementing programs from the prior administration and has initiated a number of new programs. While it is too soon to know the results of all these programs like the Cadet Program, it is not too soon to know that they are not sufficient, in scope, scale, and focus to fully redress, in any reasonable period of time, the long legacy of racism that underlies the many issues faced by communities of color in Boston today.

We make the following recommendations for reinforcing and expanding the City’s current efforts in these areas with the view of creating safer communities in which people of color can abide.

Adopt practice of issuing receipts

In 2014, the American Civil Liberties Union (ACLU) recommended as part of its Black, Brown, and Targeted report that Boston police officers ought to issue receipts to each civilian they
Public Safety in Boston’s Communities of Color: Efforts and Results

stop, frisk, or search.\textsuperscript{111} The ACLU had the following criteria for said receipts:

- The receipt should be issued no matter whether the encounter was consensual, and no matter whether the encounter resulted in an arrest or other legal action
- The receipt should identify the officer(s) involved, the time and place of the encounter, the legal basis for the encounter, and the means of filing a complaint with the BPD
- The BPD should follow up appropriately on all complaints relating to civilian encounters\textsuperscript{112}

We support the ACLU’s recommendation and believe that such transparent methods add to the BPD’s efforts to be held accountable and build trust with the community. This should be adopted by December 2018.

\textit{Codify the My Brother’s Keeper Initiative}

By December 2019, the City should work to codify, through legislative action, the work of MBK Boston as an entity that works like other City departments. This would entitle the program to permanent funding from the City budget, allowing it to scale up, and giving the City the ability to leverage its corporate relationships to increase the funding resources available to its mini-grant program. Greater resources will allow for select organizations to receive funding, not just for their programming activities, but also for technical assistance and operational support to help sustain their work. Codification would also obligate MBK Boston to set clear benchmarks for its grantees and adopt the recommendations of the ongoing study, and future studies, of its mini-grant program.

\textit{Equip on-the-beat officers with nametags}

In September 2016, Commissioner Evans suggested that he would have his officers wear nametags to be more transparent.\textsuperscript{113} Though he faced push back from the Boston Police Patrolmen’s Association (BPPA) – a recurring event whenever progressive ideas are introduced to or by BPD – we support Evans’ push to make officers more visible to the community. This measure should be put into practice by December 2018.

\textit{Expand the scope of CO-OP or create a civilian review board}

According to a 2015 \textit{Boston Globe} story, the city has paid out over $36 million in the last ten

\textsuperscript{111} "Black, Brown and Targeted." American Civil Liberties Union, October 2014. 16.
\textsuperscript{112} Ibid.
communities over the agencies that are meant to “protect and serve.” We therefore strongly support the expansion of the Community Ombudsman Oversight Panel or the establishment of a civilian review board in Boston by December 2018. In order to be effective, the enhanced CO-OP or the new board must have the following characteristics:

- The review board must be *independent* in that it will have the power to conduct hearings, subpoena witnesses and report findings and recommendations to the public and it shall be housed away from police headquarters to maintain credibility.
- It needs to be *relevant* in that it will have the power to independently investigate incidents and issue findings on complaints; it will be able to spot problem policies and provide a forum for developing reforms; it must have complete access to police witnesses and documents through legal mandate and subpoena power; the Board will publish, on a periodic basis, statistical reports which detail trends in allegations, to help identify officers or who of practices which are subjects of unusually numerous complaints; and Board findings will be considered in determining appropriate disciplinary action. The Board will also have the capacity to compel prosecutors’ offices to bring charges against police officers to a panel or Grand Jury to try the case.
- Finally, an effective Civilian Review Board will be *reflective* of the racial and ethnic make-up of the community in that the Board and staff will be broadly representative of the community it serves.

The Board must consistently be adequately funded to fulfill the obligations laid out above; it should not be a lower budget priority than police internal affairs systems.

*Implement a citywide body-worn camera program*

On September 12, 2017, the BWC pilot program ended. We believe that the City ought to make every effort to have a framework for a citywide BWC program completed before the end of 2017. A commitment to such a program should not only be reflected in words, but also in the upcoming budgetary proposal from the mayor’s office.

A successful program should include no less than 75% of policy recommendations submitted by this organization in conjunction with the Boston Police Camera Action Team (BPCAT) and the ACLU of MA. These policies include matters related to the privacy of both the civilian and the officer, allowing officers to review footage only after having written their initial report, and the inclusion of disciplinary measures for violating the policy. Said policy has been submitted to the City and the department multiple times and is also available at http://www.bpcat.org/reports-and-studies/.

*Invest in year-round youth jobs*

It is clear that the administration has been able to meet its annual goal of 10,000 youth summer jobs per year. However, students and young people should have the opportunity to
gain relevant skills year-round to prepare them for the workforce post-graduation. The City should increase its efforts to expand on their corporate relationships to both provide additional summer jobs as well as paid internship and job opportunities to students and young people year-round. This effort should be reflected in the FY2019 budget proposal.

**Launch Public Safety and Violence Prevention Task Force, produce annual public safety report**

The City has not taken the necessary leadership role to address the social determinants of violence. The convening of city and community leaders under the Walsh administration has been episodic and staggered, reacting to instances of violence rather than proactively preparing the city to stand up against such violence. These meetings have produced no clear vision on how to eliminate current and future violence, particularly homicides. Pre-emptive engagement with troubled youth, relocation programs, and parent-support efforts have been offered as effective approaches.

On numerous occasions since 2011, this Branch has urged the City to launch the Public Safety and Violence Prevention Task Force with city officials, and to invite the business community, clergy, youth advocates, non-profits, parent and resident groups, civil rights organizations, and others to participate. The goal should be to develop a unified strategy on preventing violence. Such a task force ought to be launched before the summer of 2018. This strategy should include the results of the efforts of the previous years and include benchmarks agreed to by all stakeholders involved.

**Publish members of the Social Justice Taskforce**

Because the Social Justice Task Force (SJTF) is an invite-only group, there is no community process for selecting the representatives who will represent it and advise the Command Staff of the Boston Police Department. In the spirit of transparency, the names and organizations of those who sit on the SJTF should be published in a prominent place on BPD’s website, www.bpdnews.com. The date and time of such meetings should be made public as well. It is important that the community know by whom they are being represented so they know whom to approach to make their concerns heard by the commissioner and his/her staff.

Commissioner Evans made such a commitment at a hearing on body-worn cameras in August 2016. Evans said there that he would make sure this information was available on the BPD website. We look forward to the commissioner fulfilling this commitment before the end of 2017.

**Refuse participation in the U.S. Department of Defense 1033 program**

One of the remnants of the nation’s failed “War on Drugs” has been the DOD’s 1033 program
that transfers excess military equipment to state and local law enforcement agencies. Knowledge of the program became widespread when the nation witnessed the small Ferguson police department patrol their suburban streets and shut down protests in military tanks and vehicles, and other weaponry seen only in photos from foreign battlefields.

Because of this, President Obama shut down the program to prevent local agencies from continuing the militarization of these forces. At the time of this report’s release, the current administration in Washington, D.C. has reinstated this program.

We urge the Boston Police Department to refrain from participating in this program and arming themselves in a militarized way. If the department wants to continue to profess that it is interested only in the community-policing model, it cannot also contain military weapons in its arsenal. This is an unwanted signal that the department does not trust the community, and it will severely damper any progress that has been made in recent years.

Settle lawsuits brought about in previous administration

The Walsh administration has the opportunity to avoid the mistakes and missteps of the previous administration. In the area of discrimination lawsuits brought against the City under the Menino administration, the mayor can right the wrongs of the past by standing down and settling these cases rather than spending taxpayer money appealing cases that ultimately are struck down. The mayor and his team should settle the lawsuits regarding hair testing for drugs, as well as cases involving discriminatory testing practices for promotions by December 2018. Instead, the administration should work with officers and staff to discover ways to avoid the continued pattern of discrimination that caused the lawsuits to begin with.

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In completing this report card, we tried very hard to develop an objective and fair assessment. Accordingly, we asked the City for a range of data and other information on the topics we covered. Following are the requests made of the City between 2015 and 2017. Full information was provided for many of the requests, but many others were answered incompletely or not at all. Where we were provided the information, we used it in our assessment.

December 2015

<table>
<thead>
<tr>
<th>Question</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Please provide a list of all officers and staff in Boston Police Department, disaggregated by race or ethnicity, unit, and zip code of residence. Please provide an organizational chart.</td>
<td></td>
</tr>
<tr>
<td>What efforts exist to increase racial and ethnic diversity in the BPD at all levels (including sergeant, lieutenant, captain, and officer), as well as on the various units? Is there a goal and timeline associated with achieving diversity?</td>
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<tr>
<td>What efforts exist to improve recruitment and hiring in the BPD to meet the goal of achieving a police department that is reflective of the City of Boston’s diverse population?</td>
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<tr>
<td>What is the City of Boston’s strategy to address the anticipated decline in diversity that will occur over the next fifteen years as a result of retirement in the BPD?</td>
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<tr>
<td>What challenges exist to achieving diversity in the BPD? Please explain these challenges and provide the activities and plans underway to address them. What efforts exist to address challenges created by the Veteran’s Preference and Civil Service Exam?</td>
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<tr>
<td>Please provide data on the demographics, budget, and matriculation of the Cadet Program, from 2010 to the present, disaggregated by race or ethnicity and zip code of residence.</td>
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<tr>
<td>Please provide information on the successes to date of the Social Justice Task Force. What is the membership of this task force, disaggregated by race or ethnicity, gender, and affiliations? What issues has the Task Force addressed to date?</td>
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<tr>
<td>Under this administration, what efforts have been made to expand the scope and authority of the Police Community Ombudsman Oversight Panel to ensure greater integrity in the review process and greater accountability? Please provide the membership of the Panel, disaggregated by race or ethnicity and gender.</td>
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<tr>
<td>What efforts exist to develop and implement community policing, particularly in Roxbury, Dorchester, and Mattapan neighborhoods? What are the results to date?</td>
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<tr>
<td>Please provide data on all complaints filed with BPD by year, from 2010 to the present, and the resolution status of those complaints (e.g., dismissed, pending, adverse action)? We request that the data be disaggregated by race or ethnicity and zip code of residence, of both the officer and the complainant.</td>
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<tr>
<td>Please provide the number of unsolved murders in Boston, disaggregated by zip code of occurrence and race or ethnicity of victim since 1980?</td>
<td></td>
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</table>
Please provide the composition of the unsolved murder unit, disaggregated by race or ethnicity, gender, and zip code of residence? Please identify the officer designations for service to that unit (e.g., full-time officers, on loan, temporary), and please include clearance rates. Please provide the size of the unsolved murder unit in each of the years from 2010 to the present.

What has been done to ensure the internal disciplinary process within BPD is fair and equitable? How many officers have been disciplined since 2000, disaggregated by race or ethnicity and case outcome or disposition?

What efforts exist to prevent stop & frisk practices and instances of inappropriate use of force, especially as they pertain to people of color? Please describe any changes in policies or practices since January 2014.

What is the BPD’s position on the use of body cameras by on-duty officers? Has the administration identified a budget for FY16 and FY17?

Please provide a list of all officers and staff in Boston Fire Department, disaggregated by race or ethnicity, unit, and zip code of residence. Please provide an organizational chart.

What efforts exist to increase racial/ethnic diversity in the BFD at all levels, as well as on the various units? Is there a goal/timeline associated with achieving diversity?

What efforts exist to improve recruitment and hiring in the BFD to meet the goal of achieving a fire department that is better reflective of the City of Boston’s diverse population?

What is the City of Boston’s strategy to address any decline in diversity that will occur over the next fifteen years as a result of retirement in the BFD?

What challenges exist to achieving diversity in the BFD? Please explain these challenges and provide the activities and plans underway to address them.

What has been done to ensure the internal disciplinary process within BFD is fair and equitable? How many fire fighters have been disciplined since 2000, disaggregated by race or ethnicity and case outcome or disposition?

March 2016

Please provide a de-identified list of all candidates who have been bypassed for promotions in the BFD and BPD, from 2010 to the present, disaggregated by race, zip code of residence, gender, Veteran/Non-Veteran status, disability status, exam score, and reason for bypass. If such records are not maintained or available, please provide documentation of bypass procedures and criteria.

Please provide additional information about the BFD Diversity Recruitment Officer position:

(a) When was the position posted? What is the target date for filling the position?
(b) Please provide the job description and requirements.
(c) Please describe when, where, and how the position was publicized?
(d) Please provide a current list of applicants.
Clarification Request: If BFD disciplinary information is not available in the originally requested format, please provide the information however it does exist.

Regarding the BPD Cadet Program: We received a demographic breakdown of the 339 applicants in 2015 and it was reported that 64% of the current 334 applicants in 2016 identified as minority. We have not received information about residency, participants, or matriculation into BPD.

Clarification Request: It was reported that 303 BPD officers of all ranks will reach retirement age between 2016 and 2026, and that 95 of them identify as minorities. Please provide a demographic breakdown by race/ethnicity, gender, and zip code of residence of those 303 officers.

March 2017

Please provide a list of all officers and staff in the Boston Police Department, disaggregated by race or ethnicity, gender, unit, and zip code of residence as of December 31, 2016 in an Excel spreadsheet.

Please provide a list of the demographics, budget, and matriculation of the Cadet Program in 2016, disaggregated by race or ethnicity, gender, and zip code of residence in an Excel spreadsheet.

Please provide a list of the membership of the Social Justice Task Force disaggregated by race or ethnicity, gender, and affiliations as of December 31, 2016.

Please provide data on all complaints filed with BPD by year, between January 1, 2015 to December 31, 2016 and the resolution status of those complaints (e.g., dismissed, pending, adverse action) disaggregated by race or ethnicity, gender, and zip code of residence, of both the officer and the complainant in an Excel spreadsheet.

Please provide a list of the number of unsolved murders in Boston, disaggregated by zip code of occurrence, race or ethnicity, and gender of victim from January 1, 2015 to December 31, 2016 in an Excel spreadsheet.

Please provide a list of officers who have been disciplined since 2000, disaggregated by race or ethnicity, gender, district, and case outcome or disposition in an Excel spreadsheet.

What is the status of the body-worn camera pilot program? What amount of money did the city set aside for said pilot program in FY17? What amount of money did the city set aside for a pilot or full body-worn camera program in FY18? What federal or state grant funds for body-worn camera programs did the city apply for and how much was awarded? Please provide a detailed report of how funds for the body-worn camera pilot program were spent. What funding, if any, was set aside for a study of the body-worn camera pilot program? If none, what steps are being and will be taken to ensure a study is conducted and completed in a timely fashion?
CHAPTER FOUR: STAFFING DIVERSITY

Team Leaders: Arthur Kaynor
Equity, Access, and Opportunity Report Card: Staffing Diversity
The Walsh Administration's Efforts and Results
What we mean by “staffing diversity” and “reflective representation”

During the 2013 mayoral race, then-candidate Martin Walsh vowed to increase staffing diversity and build a municipal workforce that reflects the diversity of Boston’s population.

Reflective representation is a term that describes when an organization is staffed by employees whose demographic makeup reflects that of the people they serve. The benefits of reflective representation include improved financial performance, more effective competition for talent, improved retention and job satisfaction, and better organizational decision-making.

A December 2014 study commissioned by the Greater Boston Latino Network highlights the benefits of reflective representation, particularly in the context of government organizations: ¹

“Representative bureaucracies are more likely to pursue the changes to policies, programs, and practices that are necessary to remedy inequitable outcomes and serve particular needs of underrepresented communities. The research shows that the benefits of representation (like improved student performance) are broadly shared with other minority and nonminority groups.” ²

The report also cites the following benefits of reflective representation:

- Decrease in disparate treatment for groups that are better included
- Increased responsiveness, accountability, and success at meeting public needs and improving outcomes for better-represented groups and the public at large
- Higher likelihood of “pursuing changes to policies, programs, and practices that are necessary to remedy inequitable outcomes and serve particular needs of under-served and under-represented communities” ³

The NAACP Boston Branch (“the Branch”) considers reflective representation in Boston’s government a long overdue, necessary, and commonsense goal. This report analyzes the Walsh administration’s efforts and results toward achieving this goal over the past four years.

² 7.
³ 11.
We focus this evaluation on the City’s efforts and results in the following areas:

1. Staffing diversity overall, across the City’s departments
2. Staffing diversity in the Boston Public Schools
3. Staffing diversity in the Boston Police Department
4. Staffing diversity in the Boston Fire Department

In assessing staffing diversity progress overall, we review the administration’s early hiring decisions, analyze the work of the new Mayor’s Office of Diversity, and provide a deeper analysis of key departments. In particular we assess progress in the Boston Public Schools, the largest department, which comprises more than half the City’s workforce. We also analyze efforts and results in the Boston Police Department and the Boston Fire Department because of their proportional size, historical lack of diversity, and status as central to the Walsh administration’s diversity strategy.

During the research process, the Branch analyzed de-identified payroll data on all City of Boston employees. Similar data is now publicly accessible through the City of Boston Employee Demographics Dashboard.4

Many credible analyses of City of Boston staffing data have been published over the past four years. In particular, we are grateful to the Boston Globe for sustained, rigorous reporting on this topic. Our goal in this chapter is to compile and contextualize available research from a variety of sources and synthesize that data with our own analyses. From the City’s own 2015 Workforce Report, we also highlight findings that warrant increased public awareness and further examination.
In order to measure progress toward achieving reflective representation, we first establish a baseline understanding of Boston demographics and the municipal workforce.

**Boston demographics**

A little more than 50 years ago, Boston was majority White. Now Boston is a majority-minority city, where people of color make up more than half the population.

As summarized in the City of Boston’s 2015 Workforce Report, Boston’s population of approximately 630,000 residents is 47% White and 53% people of color, including 23% who identify as Black, 18% who identify as Hispanic, and 9% who identify as Asian. 52% of Boston residents identify as female and 48% male. For consistency we use these same benchmarks.

**The City of Boston’s workforce**

According to 2009 City of Boston payroll data, the approximately 19,000 full- and part-time employees of former-Mayor Tom Menino’s administration were 57% White and 43% people of color. Broadly speaking, then, the data suggest that a 10-percentage-point shift overall from the composition of the prior administration would be needed to align the City’s municipal workforce demographically with the City’s population.

Today, the City’s workforce overall is approximately 54% White and 45% people of color. Thus, the municipal workforce is still not reflective of Boston’s population, and these overall percentages do not communicate the full picture, as is discussed in detail later in this chapter.

As the Boston Municipal Research Bureau emphasized in a 2014 report, municipal government is labor-intensive. Typically, 70% or more of the City’s roughly $3 billion budget is allocated to staffing expenditures, including payroll and benefits. With such a large share of our City’s resources dedicated to its workforce, the importance and potential impact of diversifying that workforce is clear.

The City negotiates with approximately 40 unions, and more than 90% of its workforce is unionized. Some argue that flexibility to drive a large and immediate shift in demographic composition is limited by these and other factors. For example, a 10-percentage-point shift
would represent a change in nearly 2,000 jobs. Understanding these limitations, we highlight in this chapter the crucial significance of (1) a new administration’s initial hires and (2) this administration’s commitment to effective pipeline building and succession planning.
The 2013 Boston mayoral race brought hope for progress on issues of critical concern to communities of color, including staffing diversity in the City of Boston. During two mayoral debates in September and October 2013, Candidate Walsh promised a government workforce that reflects Boston’s diverse population. With this commitment, among others, Candidate Walsh earned the support of many organizations and prominent leaders in the community.

In September 2013, this Branch published a mayoral candidate questionnaire and distributed 10,000 copies of the candidates’ responses throughout Boston neighborhoods. In his response to a question about staffing diversity, Candidate Walsh responded: “…I would like to see more diversity across every municipal agency in Boston and will realize that vision as Mayor.” In October 2013, a diverse group of 48 community leaders and three organizations—Chinese Progressive Political Action, ¿Oíste?, and Right to the City Vote!—released a unanimous endorsement of Walsh, in part on the basis of his responses to a different candidate questionnaire. In his response to the questionnaire, Walsh pledged: “My administration will look like my district, and like the city.” Among the reasons for their endorsement of Walsh, the group stated: “We believe in Marty’s commitment to make not only his cabinet but also other levels of management in city government reflect the diversity of the city.”

Since taking office, as the Boston Globe reports, “Mayor Martin J. Walsh has repeatedly vowed to build an administration that reflects the diversity of Boston, a city in which people of color and women make up more than half the population.” Boston has historically failed the diversity test in its governance. Boston mayors have always been white and male, and communities of color have typically been under-represented across Boston’s municipal workforce. This Branch considers reflective representation in Boston’s government a long overdue, necessary, and commonsense goal. This report assesses the Walsh administration’s efforts and results toward achieving this goal.

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10 “Communities of Color Mayoral Questionnaire.” NAACP Boston, September 10, 2013. 5.
This section analyzes efforts and results of the Walsh administration as reported to us by City of Boston officials or as researched in documents published by the City, the media, and other community organizations.

**Efforts:**  

**Early Hiring Decisions**

In early 2014, the Walsh administration faced scrutiny for its first wave of hiring decisions. The *Boston Globe* reported that Mayor Walsh’s initial hires were “overwhelmingly white and predominantly male.” In its analysis, the *Globe* focused on approximately 500 non-union positions over which a mayor can have the most direct influence. These positions included cabinet and department heads. The *Globe* found that Mayor Walsh looked first to his own network when making these hiring decisions. A majority of the 39 hires made from January 6 through February 7, 2014 had some connection to the Walsh campaign. 26 of these hires were in the Mayor’s Office, nearly 75% of whom were white. During that time period, the Office of Neighborhood Services also hired seven employees; the *Globe* reported that five were white and five were men.

As the *Globe* acknowledged at the time, it is not unusual for campaign staffers, key supporters, and political allies and advisors to be hired by a new administration, particularly to positions in those two offices. However, majority white hiring decisions will not lead to a Boston workforce that is reflective of a city where people of color comprise more than half the population. These decisions not only failed to shift the balance toward the stated goal initially, and at a crucial juncture, but also diminished opportunity for future appointments of people of color. These hires often remain in their posts through the term of an administration, and new hires in these roles tend to look first to their own networks when making future hiring decisions.

Nevertheless, community leaders urged patience at the time. It would take longer than two months to shift the imbalance of the prior two decades, and there were signs of progress. The Boston Police Department now boasts its most diverse command staff in history, including the first-ever African-American Police Chief in Boston, William Gross, who was appointed on January 9, 2014. Walsh’s Cabinet-level appointments represented a significant shift from the past. In its 2015 Workforce Report, the City reported 64% people of color on its cabinet, or 56% including ex-officio members, compared with 92% White and 8% Hispanic representation in the

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In May 2014, Lawrence Harmon of the *Boston Globe* expressed concern that efforts to diversify the City’s workforce were focused mainly on low-wage positions, and that the pathways to management and upward mobility were still mostly white. Despite promising numbers reported to the *Globe*—189 new hires from January to May 2014, representing 68% people of color—whites predominated “in the nonunion ‘exempt’ jobs, which often include executive or administrative positions.”

Andrew Ryan and Andrew Ba Tran of the *Boston Globe* echoed these concerns later that same year. They received from the Walsh administration a list of 248 new hires, which appeared to be composed of 64% men and 58% people of color. However, according to their analysis of that data, approximately 59% of full-time hires in Walsh’s first five months were white, and 66% men. Ryan and Ba Tran focused their analysis on the 147 full-time hires out of the list of 248 provided. According to their research, the initial list of 248 new hires included 101 part-time employees, interns, and youth workers who represented 83% people of color and an average annual wage of $13,000. Fifty of these were part-time youth positions funded by the then-named Boston Redevelopment Authority (BRA). “Those 50 people were all black and Latino, and almost all were paid minimum wage as part of a youth employment program focused on entry-level work in private companies, such as restaurant kitchens,” they reported. The 20 highest-paid new hires in Walsh’s first five months included 15 men and 13 white employees.

As referenced previously, the Greater Boston Latino Network commissioned a report in December 2014 that found a persistent lack of Latino representation in Boston’s government. Key findings include:

- Latinos made up 17.5% of Boston’s population, but only 7.5% of executive positions in City government and only 7.1% of representatives on city boards and commissions.
- Latinos are significantly underrepresented on Mayor Walsh’s cabinet.
- Latinos make up the largest enrollment in the Boston Public Schools (40% in 2012–2013) and almost 9 out of 10 of all Latino children of school age attend the Boston Public Schools (87.7% compared with 86.4% among Asians, 68.9% among Blacks, and 52.8% among Whites in 2012–2013). Yet, Latino students in the Boston Public Schools have shown the lowest four-year graduation rates, highest annual dropout rates, and the...
lowest or second-lowest performance on standardized tests of all represented groups in the district. Despite their proportionally high stakes in the Boston Public Schools, Latinos are underrepresented on the Boston School Committee and among BPS teachers and administrators, and only two people who identify as Hispanic were appointed to the 12-person superintendent search committee.²²

The work of the new Mayor’s Office of Diversity

During the 2013 mayoral race, advocates called for the creation of an Office of Diversity and the hiring of a Chief Diversity Officer with deep ties to the community, political savvy, a bold diversity agenda, and the requisite experience and record of success in talent acquisition and supplier diversity. On December 2, 2014, the Walsh administration announced the creation of the Mayor’s Office of Diversity and the appointment of the city’s first Chief Diversity Officer. The announcement below outlines the mission and purview of this new Office:

“The Mayor’s Office of Diversity will lead Mayor Walsh’s diversity agenda, including the ongoing development and delivery of the city’s diversity goals and objectives in areas of hiring, leadership and career development, diversity training, strategic planning, recruitment and retention. The Mayor’s Office of Diversity will also be tasked with analyzing and improving the City’s procurement strategies, to support and increase opportunities for minority- and women-owned businesses to engage directly with the City of Boston. The Chief Diversity Officer and Deputy Chief Diversity Officer will perform outreach to community, academic, and business organizations in order to increase diversity of employee candidate pools, and assist in the development of hiring processes to ensure maximum opportunities for employment and career advancement for candidates from underrepresented demographic groups. To that end, the Office will be responsible for collecting, analyzing and reporting the City’s employee diversity data, working closely with the City’s Human Resources Department.”²³

A few months later, efforts to study the administration’s progress on staffing diversity were hindered by a lack of transparency. The Boston Globe reported the City’s rejection of a routine public records request to release payroll data.²⁴ The City referenced concerns about data integrity, which were subsequently contradicted by the City’s Human Resources department.²⁵ However, as discussed later in this section, the Mayor’s Office of Diversity has demonstrated some progress in transparency of demographic data since then, especially with the release of its 2015 Workforce Report and the creation of a new, online Employee Demographics Dashboard.

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²² 19.
²⁵ Ryan, Andrew, Diversity lags in full-time city hires under Walsh.
In March 2015, the Boston Globe published a profile of the two employees in the Mayor’s Office of Diversity at the time – Shaun Blugh and Freda Brasfield – and highlighted their process for analyzing the composition of the workforce. The team began by digging through 15 years of payroll data to establish benchmarks, in preparation for the release of the 2015 Workforce Report. The Boston Globe gave a concise synopsis of the challenges facing the two-person Office of Diversity:

“A glimpse at the city’s roughly 15,000 full-time employees underscores their challenge. In a city in which people of color constitute 53% of the population, Boston’s municipal workforce remains 61% white, according to records released to the Globe under the state’s open records law. Women slightly outnumber men at City Hall, but on average are paid 7% less than their male counterparts. The pay disparity is larger along racial lines. White city workers are paid 10% more than black employees and 14% more than Hispanics, according to salary data, which did not include overtime and other extra pay.”

On April 14, 2015, one and a half years after the Mayor’s Office of Diversity was established, the Office released its first Workforce Report. Mayor Walsh announced the intention for this report to serve as a “blueprint of where we are in city government when it comes to race and diversity of our workforce" and stated the priority “to not only improve the numbers but to create a strong pipeline that will ensure we are finding the best talent and cultivating that talent for positions throughout City Hall.” The report highlights “progress at the leadership level” and identifies areas for improvement. Key findings are summarized below:

- **Total workforce composition:** In analyzing its workforce composition as of March 2, 2015, the administration studied 16,994 full-time and regular part-time employees and found 53% of these employees are women, 58% White, 26% Black, 11% Hispanic, and 4% Asian. The report notes that, when not including Boston Public Schools employees, there is a starker problem with gender representation. Throughout the rest of the City’s workforce women make up only 28% of full-time employees.

- **New hires:** In studying its 1,327 new full- and part-time hires since Walsh took office, the administration found that 58% are women, 51% White, 26% Black, 13% Hispanic, and 5% Asian. We note that the Globe came to a different conclusion, cited earlier in this section, by analyzing only full-time hires.

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27 Ibid.
29 2015 Workforce Report, 10.
30 3.
• **Department heads:** At the level of department heads, the administration found that the white population is overrepresented and nearly every other group is underrepresented, with relatively little improvement from the prior administration. According to the report, department heads in the Menino administration were 77% White, 15% Black, 5% Hispanic, and 3% Asian. Under the Walsh administration, the report cites the composition of department heads as 74% White, 18% Black, 5% Hispanic, and 3% Asian. Compared with the prior administration, the report cites a 4% increase in female representation (to 56%) at the department-head level.  

• **Annual rate gap:** The report finds an “increase in the annual rate gap of department heads with the average Non-White department head earning $103,803 and the average White department head earning $114,017 in annual rate” (compared to $105,272 and $112,931, respectively, in the prior administration). The annual rate gap persists along gender lines. Female department heads on average earn $102,488, while their male counterparts on average earn $120,171 (compared to $105,696 and $117,117, respectively, in the prior administration).  

• **Department-specific representation:** The report finds the white population is overrepresented in most departments. The Hispanic population is underrepresented in all departments except the Department of Neighborhood Services. The Asian population is underrepresented in all departments except the Boston Police Department, Purchasing, and Boston City Council staff. The report finds that the Black population is slightly overrepresented across the overall workforce (26%), but underrepresented in many key departments. As noted previously, the Black population is over-represented in internships and entry-level jobs. Employees who identify as Black staff the majority of the lowest-paying jobs in the City of Boston. The least racially diverse departments are the Office of Labor Relations, the Law Department, and the Department of Information Technology (DoIT), “with employee bases of 80%, 77%, and 74% White representation, respectively.” Economic Development (78% people of color), Boston Center for Youth & Families (63% people of color), and Youth Engagement & Employment (63% people of color) are reported to be the most racially diverse departments.  

• **Workforce-wide annual rate gap:** The report finds that men on average earn $73,901, while women on average earn $65,038. The report finds that, with average pay of $73,991, White employees earn more than Asian employees ($68,531), Black employees ($63,202), and Hispanic employees ($59,710).  

The administration outlines a diversity strategy based on these findings. Key components of this strategy include:

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31 14.
32 Ibid.
33 16-17.
34 19.
1. Proactively developing **internal pipelines** and improving recruitment and retention of talent throughout all departments, in order to sustain systemic change.\(^{35}\)
2. Fostering a **culture of diversity** where all employees feel “respected, valued and appreciated for their own individuality and diverse viewpoints.”\(^{36}\)
3. Approaching **succession planning** proactively as employees reach retirement age, with a targeted focus on the **Boston Police and Fire Departments**.\(^{37}\)

The report also identifies next steps related to the goal of building a culture of diversity in City Hall, including:

- Conducting an **employee engagement survey** to gain a better understanding of the current base of employees and their views on diversity and professional development.\(^{38}\)
- **Upgrading the City’s HR database** to improve data integrity.\(^{39}\)
- **Increasing outreach to diverse talent** through a pilot program with the Professional Diversity Network.\(^{40}\)
- Revising policies to be more inclusive and supportive, such as the May 18, 2015 ordinance creating Boston’s **first-ever Paid Parental Leave policy**.\(^{41}\)
- Hosting **employee resource groups and other trainings**.\(^{42}\)
- Partnering with external stakeholders, with **The Diversity Task Force** as a conduit for hearing community concerns and reporting on internal initiatives.\(^{43}\)

**New and ongoing diversity initiatives in the City of Boston**

In order to provide a more complete picture of the work of the new Mayor’s Office of Diversity, the Branch in 2015 and 2016 requested updates on these next steps and the ongoing work of the Offices of Diversity and Human Resources. Responses are summarized below.\(^{44}\) In 2017 the Branch requested further updates and did not receive a response.

- The City conducts various outreach efforts, including joining the Commonwealth Compact and attending career fairs, such as the Latino Career Fair, the Historically Black College Legacy Weekend, and the Urban League Career Fair.
- The City’s Office of Human Resources reports hiring a Talent Acquisition Specialist to work on diversity outreach and recruitment.
- The City reports updates to its career website will improve user experience and provide

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35 Ibid.
36 Ibid.
37 Ibid.
38 Ibid.
39 Ibid.
40 Ibid.
41 Ibid.
42 Ibid.
43 Ibid.
better communication internally about job opportunities.

- The Mayor’s Office of Diversity reports meeting with City departments regularly to learn of vacant positions and, with the completion of the employee engagement survey cited above, plans to maintain a database of internal employees seeking new opportunities.

**City of Boston boards and commissions:**

On March 2, 2016, the Walsh administration announced a change in its cabinet with the appointment of Chief Diversity Officer Shaun Blugh to a top position in the Economic Development Office and the appointment of Danielson Tavares as the new Chief Diversity Officer. In that announcement, the administration reports that Blugh “led the Diversity and Inclusion Team in their work to diversify city leadership, staff and members of boards and commissions.”

Multiple sources have reported efforts by the administration to diversify membership of the City’s boards and commissions. However, specific information seems to be lacking about what these efforts entailed and the results of these efforts.

In response to a request from this Branch for demographic information for current members on City boards and commissions, as well as for specific information about efforts to diversify membership, the City reported just two developments: (1) that members sworn in after April 2015 are now asked to fill out optional demographic information, and (2) that the administration meets with specific groups to request that they use their networks to publicize vacancies.

We are told available demographic data is minimal, because it is optional, self-reported, and applies only to members sworn in after April 2015. The City reports that most appointees choose not to provide the optional demographic information.

**Results: D**

**Early hiring decisions**

In his 2015 State of the City address, Walsh cited the successes of his initial leadership appointments: “We’ve made city leadership more fully representative of the people than ever before. We created the most diverse command staff in the Boston Police Department’s history. With 8 chiefs of color, my cabinet is the most diverse ever in City Hall. And I’m not done yet.”

These achievements at the cabinet level are important. However, the administration missed out on crucial opportunities to increase diversity in its initial hiring decisions and did not make significant progress in diversifying the workforce more broadly during its first year.

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46 Information Request, March 2016.
The work of the new Mayor’s Office of Diversity

It is commendable that the City now has a Mayor’s Office of Diversity and a Chief Diversity Officer. The public availability of demographic data both through the Employee Dashboard and the Workforce Report is a meaningful improvement. However, it is unclear whether or not efforts of the Mayor’s Office of Diversity and Human Resources that were reported to us and summarized above have targets or timelines, are substantially different from work of the prior administration, or are linked to specific outcomes or measurable progress toward the goal of reflective representation. We did not receive a response to requests in 2017 for updates on the work of the Mayor’s Office of Diversity and the Diversity Task Force. These follow-up questions are summarized at the end of this section.

The data seems to indicate only minimal progress from the prior administration toward reflective representation, with stark disparities persisting. As noted above, today the City’s workforce overall is approximately 54% White and 45% people of color, including all full-time, part-time, and temporary employees, compared with a Boston population that is 53% people of color and 46% white. When considering only full-time employees, the City’s workforce is 61% white and 39% people of color.

Comparing higher- and lower-paid positions reveals troubling trends. For example, even as recently as 2017, more than 60% of employees earning annual rates between $60,000 and $100,000 are White, and nearly 70% of employees earning annual rates greater than $100,000 are White. Black employees comprise 43% of employees earning annual rates below $20,000 and 40% of employees earning annual rates between $20,000 and $40,000. Across City of Boston departments, demographic composition varies widely. For example, when excluding the Boston Public Schools, all other departments combined are more than 63% White, and more than 80% of employees earning greater than $100,000 in these departments are White.

Diversifying boards and commissions

The City provided the Branch with a list of 386 members of approximately 60 boards and commissions. Data on race, ethnicity, and gender was only available for 31 of those members. It is concerning that reported efforts to diversify boards and commissions seem to have occurred without a commitment to gathering and understanding this data. Efforts to diversify board and commission representation are unlikely to be effective if the City is only tracking and studying demographic data on 8% of board and commission membership. At a time when it is common for appointees to provide their race, ethnicity, and agenda for service to boards and commissions, the contention that members would not provide this information is questionable, especially if the purpose is explained. A half-hearted effort to collect and publish this data suggests an unwillingness to address the issue with the rigor it deserves.

Staffing Diversity in Boston Public Schools

In the Education chapter we focus specifically on the efforts of the Boston Public Schools (BPS) to recruit and retain teachers of color. Here, we also consider these teacher recruitment and retention efforts, but in the context of the overall makeup of BPS and other initiatives to diversify administrative positions and the department overall.

Reflective representation in a school district requires that its workforce reflect the diversity of its students and families. The BPS workforce is unreflective of its highly diverse student population in nearly every demographic group.

The Branch played an historic role in fighting, legally and politically, to diversify BPS. Roughly half a century ago, in accordance with the 1965 Racial Imbalance Act of the Massachusetts Legislature, the Branch joined Black parents in filing a lawsuit against the Boston School Committee. 43 years ago, in 1974, U.S. District Judge Arthur W. Garrity ruled that the Boston School Committee had “knowingly carried out a systematic program of segregation affecting all of the city’s students, teachers and school facilities” and had “intentionally brought about and maintained a dual school system.” 49 Judge Garrity concluded the entire Boston school system was “unconstitutionally segregated” and mandated the implementation of plans to desegregate the district. 50 Shortly thereafter, the Boston Busing Crisis ensued. In 1985, as part of the mandated school desegregation plans which occurred in phases, Judge Garrity issued a court order requiring 25% Black and 10% “other minority” teachers. 51

We recall this historical context to put our current situation in perspective. 40 years since the Garrity decision, in spite of court-ordered requirements to increase and sustain the diversity of the BPS workforce, we still see an unambiguous lack of reflective representation in a school district that now serves a population that is nearly 9 out of 10 students of color.

Efforts:

As BPS states in its response to the Branch’s information request:

“Increasing our workforce diversity is both a shared value and a mandate for Boston Public Schools. We closely monitor the diversity of our workforce through multiple lenses with the ultimate aims of both fulfilling the requirements stipulated in the Garrity

50 Ibid.
mandate and in the spirit of cultivating a workforce that reflects and celebrates the racial, ethnic, cultural, and linguistic diversity of our students.”

BPS reports an approach to increasing workforce diversity that primarily involves a portfolio of pipeline programs. BPS reports the following guiding principles for its diversity work:

- Investing in “programs that yield racially, culturally, and linguistically diverse candidates who stay in the district for at least 5 years”
- Investing in “programs that prepare teachers to support the academic achievement and growth of BPS students”

BPS reports the following values at the core of this work:

1. Building pipelines to retain “home-grown,” diverse talent, based on the belief that the next generation of BPS teachers can be found here in Boston and in our classrooms
2. Developing a versatile array of pipeline programs with multiple access points, based on the belief that a ‘one size fits all’ approach does not effectively prepare our educators

Below is an overview of BPS pipeline programs, as reported to the Branch in 2016:

- **The BPS High School to Teacher Program (HSTT)** helps identify and cultivate future educators from within BPS high schools and supports them until they return to teach in the BPS. The first cohort of the program in 2016 comprised 38 students who are 50% Black, 42% Latino, and 8% White, as well as 11% male, ranging in age from high school sophomores to college freshmen. The eight HSTT mentors reflect the demographics of participating scholars, with seven identifying as educators of color and three identifying as male. BPS reports a goal of doubling the size of the program to support 75 BPS high school students.

- **The BPS Community to Paraprofessional Development Program (CPDP)** is intended to recruit and train Boston residents to become BPS teachers by first preparing them to work as paraprofessionals. The inaugural cohort of 25 members, which graduated in December 2014, was 4% Asian, 40% Black, 4% black Latino, 36% Latino, and 16% White. Demographic data was not provided for the 33 members of the 2015 cohort.

- **The BPS Accelerated Community to Teacher Program (ACTT)** is designed to prepare Boston residents and qualified BPS paraprofessionals and substitute teachers to become novice teachers with a preliminary teaching license. Of the 38 members in the inaugural 2015 cohort, 97% identify as educators of color and 29% identify as male. The cohort

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54 Ibid.
55 Ibid.
56 Ibid.
represents a high proportion of current BPS employees: 49% are BPS paraprofessionals, 16% are BPS substitute teachers, and 11% hold other roles in the BPS. Of those 38 inaugural members, 36 completed the program, 72% received graduate course credits, 28% are currently teaching in BPS schools, 22% are enrolled in 1- or 2-year graduate programs, and 25% are enrolled in the BPS Moderate Disabilities Pathway Program to receive dual certifications. The 31 members of the 2016 cohort are 6% Asian, 52% black, 13% Latino, and 13% white, with 16% declining to self-identify.57

- **The BPS Aspiring Principal Program** is designed for those who possess an administrator’s license and are interested in becoming school leaders in 1-2 years. The program had 57 total participants from 2012 to 2015, 42.1% of whom are white, 33.3% black, 10.5% Latino, 7% Asian, and 7% other. 42% of participants became principals, 26% are BPS administrators, 21% hold other roles in the BPS, and 11% exited BPS.58

- **The BPS Lynch Full-Time Resident Fellowship** is a collaboration with the Lynch School of Education at Boston College and is a full-time residency program designed to train future BPS administrators, whether or not they already have an administrator’s license. Fellows experience a year of residency with an effective BPS principal or headmaster and are then expected to serve the school district for three years. Of the ten participants from 2013 to 2015, five are white, three are Latino, and two are black. All ten participants became principals or headmasters. Nine remained in BPS.59

- **The BPS Partnership with UMass Boston, Graduate School of Education** is designed as a two-year program and delivered in collaboration with the BPS Office of Human Capital. Graduates of the program earn a Master’s Degree in Education and an administrator’s license. In 2016 the program had 23 participants. Demographic data was not provided for these participants.60

We note there are additional and more recent pipeline and retention initiatives. For example, in May 2016 BPS partnered with UMass Boston to provide additional training for minority women educators through the Women Educators of Color (WEOC) Executive Coaching Program.61

In 2017 the Branch requested updates on the status and results of these programs and received information about only two, the BPS Aspiring Principals Program and The BPS Lynch Full-Time Resident Fellowship. The 2017 update about the BPS Aspiring Principals Program contained no new data. The 2017 update about the BPS Lynch Full-Time Resident Fellowship shows there

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57 Ibid.
59 Ibid.
60 Ibid.
have now been 16 total participants from 2013 to 2016. 94% have become principals or headmasters and 90% have remained in BPS. 62% are White, 25% are Black, and 13% are Latino. The Branch did not receive a response to requests for updated data on other pipeline programs described above.

### Results: D

For comparison, below we highlight the racial or ethnic composition of BPS students, as well as teachers, guidance counselors, principals, and senior administrators.

**Race or ethnicity (%) of 54,312 BPS students (2014-15 school year)**

<table>
<thead>
<tr>
<th>Latino or Hispanic</th>
<th>Black</th>
<th>Asian</th>
<th>Multi-race, Non-Latino</th>
<th>Nat. Haw. or Pacif. Isl.</th>
<th>Amer. Ind. or Alaskan</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td>40.9%</td>
<td>33.6%</td>
<td>8.5%</td>
<td>2.7%</td>
<td>0.2%</td>
<td>0.3%</td>
<td>13.8%</td>
</tr>
</tbody>
</table>

We note that demographic data on the BPS student population in more recent years has been consistent with this breakdown of race or ethnicity. For example, during the 2016-17 school year, approximately 42% identified as Hispanic, 32% as Black, 14% as White, and 9% as Asian.

**Race or ethnicity (%) of 4,674 BPS teachers and guidance counselors (data as of 10/1/15)**

<table>
<thead>
<tr>
<th>Latino/Hispanic</th>
<th>Black</th>
<th>Asian</th>
<th>Other</th>
<th>Declined</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.1%</td>
<td>20.8%</td>
<td>6.2%</td>
<td>0.4%</td>
<td>1.2%</td>
<td>61.4%</td>
</tr>
</tbody>
</table>

**Race or ethnicity (%) of 128 BPS school leaders (data as of 10/1/15)**

<table>
<thead>
<tr>
<th>Latino/Hispanic</th>
<th>Black</th>
<th>Asian</th>
<th>Other</th>
<th>Not Specified</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td>10.9%</td>
<td>32.8%</td>
<td>2.3%</td>
<td>n/a</td>
<td>1.6%</td>
<td>52.3%</td>
</tr>
</tbody>
</table>

Comparing the overall 86% students of color in BPS with the 37% teachers and guidance counselors of color and the 46% school leaders of color highlights a stark lack of reflective representation. Certain groups are more underrepresented, proportionally. In particular, Latino or Hispanic students comprise more than 40% of the BPS student body, and yet only 1 in 10 teachers, guidance counselors, and school leaders identifies as Latino or Hispanic.

While the initiatives described above, as well as some of the newer initiatives, seem promising and have potential to be effective, we observe that these pipeline programs are vastly

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62 This data is accessible from the Boston Public Schools profile on the MA Department of Education website: http://profiles.doe.mass.edu/profiles/student.aspx?orgcode=00350000&orgtypecode=5&fycode=2015
63 “NAACP 2016 Education Information Request.” *Boston Public Schools*, February 1, 2016. 11.
64 13.
disproportionate in scale to the diversity challenges faced by BPS. These programs represent too small a pipeline to yield a significant shift in the racial imbalance at BPS. Combined, the roughly 250+ total participants of the six programs reflected above would represent approximately 2% of the overall BPS workforce. Graduates of the program are fewer than 250. Even if all participants were people of color, graduated their respective programs, and continued on to work in BPS, the overall percentage-point shift would not be commensurate with the scale of the current disparity in representation. We hope these programs yield sustainable progress in the long-term, but they seem unlikely to lead to a significant improvement in the foreseeable future.

BPS reports the lack of people of color graduating from schools of education in Massachusetts (roughly 1 in 10) as an obstacle to achieving a more diverse workforce. BPS reports several initiatives intended to deepen and diversify its pool of candidates, as well as to support and develop current BPS employees:

- A new **BPS Teaching Fellowship** is intended to provide an alternate certification pathway that specifically aims to recruit candidates of color with strong ties to the local community. The program accepts candidates with a Bachelor’s Degree, without requiring a full teaching license.
- BPS reports **partnering with external organizations** to find more diverse candidates.
- The **BPS ALANA (African, Latino, Asian, and Native American) Educators Program** sponsors monthly information and networking events for new teachers of color.
- The **BPS Male Educators of Color Executive Coaching Program (MEOC)** helps male educators of color develop skills to pursue leadership roles in BPS.

Data was not provided on results of these initiatives.

These challenges are especially concerning as we approach a potential exodus of teachers and administrators of color who were hired in the wake of the Garrity decision and are now reaching retirement age. BPS is not currently meeting the threshold of 25% Black teachers that we noted earlier was ordered by the Garrity decision. Many Black teachers who were hired in the 1970s and 1980s, pursuant to the court order, are now approaching retirement age at a much faster rate than BPS has been able to recruit and retain new Black teachers.65 Furthermore, while BPS is technically meeting the threshold of 10% “other minority” teachers, this 40-year-old measure is no longer reflective of the student population at BPS, where more than 40% of students identify as Latino or Hispanic.

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Staffing Diversity in the Boston Police and Fire Departments

The Branch has also played a role historically in fighting to diversify the Boston Police and Fire Departments.

In 1974, when less than 1% of firefighters in Boston were Black or Latino and people of color represented approximately 16% of Boston’s population, the NAACP Boston Branch and others brought a case against the Massachusetts Civil Service Commission that alleged discriminatory recruitment and hiring practices. This and other legal actions led to consent decrees, which have resulted in significant increases in the hiring of officers of color. Since BFD’s consent decree ended in 2003, diversity hiring in the Department has dropped precipitously. BPD, which was under a hiring decree until 2004, has done a better job in comparison with BFD of sustaining more diverse hiring practices – although not in a manner that is reflective of Boston’s diverse population.

Non-reflective representation in public safety departments across the country is a national crisis, and Boston needs to take a leadership role in solving this crisis. Responsive, effective, and culturally informed public safety policies and community policing practices require reflective representation among police officers and firefighters. Increasing diversity in both of these historically white- and male-dominated institutions is critically important. A more diverse police department would facilitate more successful approaches to problems, such as the unsolved murder rate in Boston, through stronger community relationships. Furthermore, employment in both departments tends to be considerably lucrative when compared to other departments across the country. These civil service jobs have historically been a pipeline for many to the middle class, but that pipeline is disproportionately narrowed for people of color.

The Boston Police Department (BPD) under the Walsh administration boasts the most diverse command staff in its history, including Boston’s first African-American police chief. Yet the Department’s roughly 2,900-person uniformed and civilian workforce overall remains majority White (66%) and male (80%). The Boston Fire Department (BFD), with roughly 1,600 employees, is one of the least racially diverse departments in the City (72% White) and has the greatest gender imbalance of any City department (95% male). Similarly, the pipeline for the foreseeable future remains predominantly white and male.

Hiring of officers in both departments is governed by federal laws and Massachusetts’ civil service laws, whereby candidates are evaluated on the basis of their scores on state-offered

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civil service exams. Test scores are only one factor considered in determining who is hired or promoted. Candidates who pass the exam are also evaluated on the basis of statutory preference qualifications, such as Next of Kin, Disabled Veteran, and Veteran. Lists of candidates who pass the exam and qualify for such preferences are exhausted before the Departments can tap the general pool of candidates who pass the exam. Chapter 31, Section 26 of the Massachusetts General Laws states: “The names of persons who pass examinations for original appointment to any position in the official service shall be placed on eligible lists in the following order: (1) disabled veterans, in the order of their respective standings; (2) veterans, in the order of their respective standings; (3) widows or widowed mothers of veterans who were killed in action or died from a service connected disability incurred in wartime service, in the order of their respective standings; (4) all others, in the order of their respective standings.”

While these civil service laws do not pose an explicit challenge to workforce diversity, their application has had the unintended effect of helping some vulnerable groups at the near-total exclusion of others. Particularly, many cite Veteran’s Preference as a barrier to recruitment and promotion of officers of color and female officers, potentially due to fewer veterans from these groups proportionally seeking employment in law enforcement after their service.

**Succession Planning in BPD and BFD**

As discussed earlier in this section, the 2015 Workforce Report by The Mayor’s Office of Diversity identifies BPD and BFD as crucial departments in its strategy for achieving reflective representation. Proportionally, the two departments together represent 26.5% of the city’s workforce (57.4% excluding the Boston Public Schools). The administration reports that the two departments also represent 50.3% of the potential turnover opportunity, related to roughly 2,180 full-time employees reaching retirement age in the next five years. The administration argues that in order to truly “make an impact in diversifying city government, we have to make strides in these two departments.”

In response to our information request, BPD reported that from 2016 to 2026, 303 officers of all ranks are reaching the age or years of service to be eligible for retirement and receive their maximum pensions. 95 of those 303 officers identify as “minority.” A more detailed demographic breakdown was not available, and it is unclear whether “minority,” as reported, includes white women or other groups. However, BPD reported that this data “is extremely significant as the percentage of minority officers currently employed will decrease, unless the department can find a way to hire additional minority officers at the entry-level.”

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69 Order of persons on eligible lists; veteran’s preference; disabled veterans; fire and police service.


71 Ibid.

72 Ibid.

73 “NAACP Responses Final.” Boston Police Department, February 2, 2016. 4.

74 Ibid.

75 Ibid.
Similarly, BFD reported that the Department “will need to work diligently with the minority veteran community around hiring issues,” as well as implementing other programs that target a younger demographic.  

It is not apparent that these recruitment efforts will adequately prepare BPD and BFD to fill the large number of expected vacancies over the next decade with a diverse pool of candidates. It is concerning that this approach to succession planning seems to be critical to the Walsh administration’s strategy for achieving reflective representation, but does not seem to be linked to clear, measurable, or reportable goals and timelines.

**Efforts (Boston Fire Department): C**

The Boston Fire Department reports the hiring of a Diversity Recruitment Officer, who will spearhead the Department’s efforts to educate young people about the benefits of military service as a pathway to becoming a firefighter. BFD reports an array of outreach efforts to communities of color and specifically veterans of color.

In preparation for the April 2016 civil service exam, BFD reported an outreach campaign that included paid advertising in print and digital media, social media marketing, print collateral distributed at a variety of venues, banner advertisements on the MBTA and in local newspapers, billboards, radio interviews, broadcast emails, and roughly 40 outreach events including info sessions, job fairs, and test prep workshops.

In 2012 and 2014, exam-takers were largely majority male, but there was a modest increase in racial or ethnic diversity of exam-takers in 2014. If this balance is sustained, it could represent an improvement. However, increasing diversity of exam-takers alone is an insufficient strategy to shift the overwhelming imbalances that persist in BFD’s workforce. Effective succession planning is critical right now, and reforms to hiring practices are necessary for the diversity of any applicant pool to be reflected in staffing.

It is unclear from the data provided to what degree the outreach efforts of 2016 cited above represent new initiatives under the Walsh administration, and not just continuations from the previous administration. Data was not available at the time this report was written on the results of outreach efforts in 2016.

**Results: F**

In response to our information request, BFD reported progress in the number of firefighters of

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2.
77 1.
78 2-3.
color from 2000 to 2016. Specifically, BFD cited the Department’s first Black Deputy Fire Chief and reported that the number of District Fire Chiefs and Captains of color has “more than doubled” and the number of Lieutenants of color has “more than tripled.” The following chart shows a comparison of the number of Black, Hispanic, and Asian firefighters in 2000 and 2016.

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Deputy Chief</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>District Chief</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Captain</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Lieutenant</td>
<td>10</td>
<td>34</td>
<td>5</td>
<td>15</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Firefighter</td>
<td>375</td>
<td>269</td>
<td>82</td>
<td>93</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>387</td>
<td>313</td>
<td>89</td>
<td>112</td>
<td>0</td>
<td>4</td>
</tr>
</tbody>
</table>

BFD noted that, although the overall number of firefighters of color has declined since 2000, the overall number of firefighters department-wide has also declined from 1,577 to 1,481. However, the overall decline in firefighters represents a 6% drop, whereas there has been a 28% decline in Black firefighters (from 375 to 269). Even with the promotion of Black lieutenants, there has been a disproportionate decline in Black firefighters. For context, we note there are currently 13 White Deputy Fire Chiefs, compared with 1 Black Deputy Fire Chief and no Latino or Asian Deputy Fire Chiefs. The Asian population in particular is vastly underrepresented across the BFD workforce. Representation at all levels analyzed in this report is White by a large majority: District Fire Chiefs at roughly 90%, Fire Captains at roughly 92%, Fire Lieutenants at roughly 77%, and Firefighters at roughly 66%.

The increased diversity at the level of Lieutenant is promising, because, as BFD reported, we could see many of these Lieutenants continue to advance through the ranks over the coming years. However, it is not clear whether this slight degree of progress is an outcome of the efforts of the Walsh administration. BFD reported that many of these officers of color were young candidates recruited over the past decade. Furthermore, these numbers are far too small proportionally, relative to the persistent disparities in representation.

**Efforts (Boston Police Department): B**

The Boston Police Department, in response to our information request about efforts to diversify its workforce, cited similar obstacles. According to BPD, the Department in the past has utilized

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81 Ibid.
82 Ibid.
Special Certifications to consider diverse recruit candidates who can speak a different language out of turn from the rank order list:

“Civil Service law allows an appointing authority to ask for a list of candidates who have “special qualifications in addition to the general qualifications tested by an examination” to be considered above candidates on the general certification (Commonwealth of Massachusetts Human Resources Division Personnel Administration Rule 8(6)). The Department has utilized these certifications to consider diverse recruit candidates who have the ability to speak a different language out of turn from the rank order list. In recent past, the State has denied the Department’s request for these language certifications because the State is requiring that the Department prove that a percentage of the population speaks only a non-English language, not that there is a population of individuals who speak another language in addition to English. While the Department has supplied various forms of census and other data, to date it has been unable to satisfy the State’s standard for approval, and the State has stopped approving the certifications.”

BPD reported an extensive effort to recruit candidates of color to take the civil service exam in 2015. BPD reported receiving notice 63 days in advance from the State of Massachusetts Human Resource Division of its intention to offer the civil service exam in April 2015. BPD Command Staff—including Chief William Gross, Superintendent Lisa Holmes, and Deputy Superintendents Joseph Harris and Nora Baston—led an outreach effort that included a variety of print and digital advertisements, social media marketing, email announcements internally and externally, radio interviews, and PSAs, and ads on 450 MBTA buses and trains. BPD also reported the outreach campaign included distribution of 11,000 pieces of literature and an array of meetings, presentations, info sessions, and job fairs with more than 25 organizations and venues. BPD reported that, as a result of these outreach efforts, 2,004 individuals signed up to take the exam and “60% identified as minority or chose not to identify.” At the time this report was written, data were not available on the number of individuals who actually took the exam or the impact of these efforts on actual hiring decisions. Data were not provided on how many of the 60% reportedly chose not to identify, and a more detailed racial and ethnic breakdown of that percentage was not available.

As mentioned in the Public Safety chapter of this report, BPD reinstated its Cadet Program in 2015, which had been discontinued from 2009 to 2014. The program is budgeted to support 40 officers’ salaries and benefits. BPD reported that the 2015 program had 339 eligible applicants representing the following races or ethnicities: white (121), black (89), black Hispanic/Hispanic (86), Cape Verdean (12), Asian (9), African American (7), American Indian/Native American (2), West Indian (1), and 12 unspecified. Data was not available on the demographics of the participants of the 2015 program, only the applicants. BPD reported that demographic data is

83 NAACP Responses Final, 3-4.
84 3.
85 Ibid.
86 4.
not readily available from before the program was discontinued in 2009, but that the Department under the previous administration committed “to hire 50% minority candidates for each cadet class” and that the Department “maintained/reached that goal.” Data was not available to verify this statement.

**Results: C**

We acknowledge the diversity of BPD’s command staff, the reinstatement of its Cadet Program, and BPD’s robust efforts to drive increased community awareness and participation in the civil service exam. It is too soon to say whether these efforts will yield sustainable results towards more reflective representation in BPD. We express concern that these efforts are too gradual and under-scaled, especially in light of the fact that 95 of the 303 officers expected to reach retirement age from 2016 to 2026 identify as minority officers.

Furthermore, efforts by both BFD and BPD seem focused on recruiting a more diverse pool of candidates taking civil service exams. In the absence of reforms to hiring procedures, these efforts seem unlikely to make a lasting difference.

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### Overall Staffing Diversity Grade: C

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>EFFORTS</th>
<th>RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Staffing diversity in the City workforce</strong></td>
<td>B</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The appointment of a racially and ethnically diverse cabinet is commendable. However, when we look at the overall workforce, there is more work to be done. It is also commendable that the Mayor created an Office of Diversity and appointed a Chief Diversity Officer; however, it is unclear whether the efforts of the office: have targets or timelines; are substantially different from efforts of the prior administration; or are linked to specific outcomes or measurable progress toward the goal of reflective representation. Additionally, in this section we reviewed the efforts to diversify board and commission representation. Unfortunately, any of these efforts are unlikely to be effective because the City is only tracking and studying demographic data on a small fraction of board and commission membership. Overall, the City of Boston workforce has not made significant progress toward achieving reflective representation in its workforce, nor is there any documentation to suggest that there is a focus on changing the culture within City Hall through race awareness training, to help facilitate a more inclusive City Hall which may support diversity hiring efforts.</td>
<td></td>
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</tr>
<tr>
<td><strong>Staffing diversity in Boston Public Schools</strong></td>
<td>C</td>
<td>D</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> Comparing the overall 86% students of color in BPS with the 37% teachers and guidance counselors of color and the 46% school leaders of color highlights a stark lack of reflective representation. Certain groups are more underrepresented, proportionally, than others. These challenges are especially concerning as we approach a potential exodus of teachers and administrators of color who were hired in the wake of the Garrity decision and are now reaching retirement age.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Staffing diversity in the Boston Fire Department</strong></td>
<td>C</td>
<td>F</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> We have seen little progress in addressing the persistent racial or ethnic underrepresentation across the BFD. While BFD suggests that the decline in minority representation is, in part, due to the overall number of firefighters declining since 2000, the overall decline in firefighters represents a 6% drop, whereas there has been a 28% decline in Black firefighters. Representation at all levels analyzed in this report is White by a large majority: District Fire Chiefs at roughly 90%, Fire Captains at roughly 92%, Fire Lieutenants at roughly 77%, and Firefighters at roughly 66%.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Staffing diversity in the Boston Police Department</strong></td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td><strong>SUMMARY:</strong> The Department has made strides in the area of diversity, most notably in its command staff. Other efforts include the reinstatement of its Cadet Program and a drive to increase community awareness and participation in the civil service exam. It is too soon to say whether these efforts will yield sustainable results towards more reflective representation in BPD. We express concern that these efforts are too gradual and under-scaled, especially in light of the fact that 95 of the 303 officers expected to reach retirement age from 2016 to 2026 identify as minority officers.</td>
<td></td>
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</tr>
</tbody>
</table>
Our vision of staffing diversity

Our overall vision for staffing diversity throughout the City of Boston is grounded in commitment, partnership, urgency, and transparency. Specifically, we advise the following:

- The City makes a firm commitment, including a timeline and plan for adequate resource allocation, to achieving and sustaining a municipal workforce that reflects the demographic makeup of Boston residents.
- The City builds and sustains strong partnerships with local community and nonprofit organizations that can help to create a pipeline of qualified candidates and future staff to work in and run City departments.
- Every resident has access to real-time data on the makeup of the City’s workforce.

Achieving the vision

In addressing diversity issues related to departmental staffing, the Walsh administration has initiated a number of new pipeline programs and established new offices, like the Office of Diversity. However, it is not clear if many of the initiatives the City relayed to us as part of their effort to diversify each department were begun by the current administration or a continuation of efforts from the Menino administration. With the dramatic number of expected retirements across departments, it is clear that current efforts are not enough to prevent a continued lack of representation in both full- and part-time roles.

Hence, we are making the following recommendations for refocusing the City’s efforts in these areas with the view of providing further opportunities to communities of color.

Address civil service laws that prevent full staffing diversity

While the City reports pipeline-building and community outreach efforts as central to its strategy for increasing diversity and addressing succession planning, it is clear that this is not going to be sufficient, given that we are still grappling with same challenges that were at play four decades ago. Recruitment efforts for the civil service exams are not currently an effective strategy for increasing diverse representation unless the challenges inherent to the hiring process are reformed. As Meghan Irons reported on August 16, 2015 in the Boston Globe, since 2013 the Boston Fire Department “has hired 158 veterans, but only 2 firefighters who did not serve in the military.”


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The City should develop and implement legislative or other solutions to civil service laws and other apparent obstacles to increasing diversity in a more meaningful way. This allocation of resources would be more consistent with the stated goals of the administration than continuing to invest in legal defenses of practices like the 2008 civil service exam for promoting police lieutenants, which was found to be discriminatory – a finding that was upheld recently by US District Judge William G. Young.89

We also recommend the commission of a study to determine why more veterans of color and women are not applying for law enforcement opportunities within Boston, and to gather information on what incentives and appeals will be more effective in recruiting these groups.

_Adequately fund the BPD Cadet Program_

The City should ensure that the BPD Cadet program is adequately funded. BPD should report transparently on each pool of participants and matriculation, not just on applicant demographics.

_Establish a Cadet Program for BFD_

The City should follow the recommendation of the Lawyers’ Committee for Civil Rights and Economic Justice (LCCR) and create a cadet program for the Boston Fire Department.90 This department faces similar issues in diversifying its ranks to the Boston Police Department. An inter-departmental plan for staffing, discussed in another recommendation, would help ensure that tactics used in one department may prove beneficial if replicated in other departments.

The City should also invite input from cities like Cincinnati, OH that have active firefighter cadet programs, to determine and implement best practices.91

_Create a comprehensive strategy for staffing across city departments_

The City, through the Office of Diversity, should develop a diversity strategy that is inter-departmental. This plan should adequately prepare for succession, especially in the BPD and BFD, which represent a quarter of the workforce and half of the upcoming vacancies. Ensure sufficient accountability mechanisms are built into the plan.

_Creating a more transparent government_

The City should improve data transparency and tracking in several ways:

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• **Update the online Employee Demographics Dashboard** either in real time or monthly. We note that as of October 2017, the Dashboard had not been updated since May 2017.
• In addition to publishing current data, **release year-over-year data** to the public for each department annually, to facilitate observation and analysis of trends over time.
• Produce an **annual Workforce Report** rather than one per election cycle.
• Facilitate a community forum after the publication of each Workforce Report to encourage more discussion and engagement.
• Provide **robust, transparent reporting on goals and results** of pipeline programs and succession planning efforts, especially in BPS, BPD, and BFD.

**Enforce residency requirements for all departments**

On April 30, 2014, At-Large City Councilor Michael Flaherty filed an ordinance to extend the residency requirement from one to three years for BPD and BFD jobs.\(^92\) The measure would not have impacted Veterans Preference or other statutory preferences, but did have potential to yield a workforce that more closely reflected the diversity of Boston’s population. The measure could have also led to more consistent enforcement of existing residency requirements.

The *Boston Globe* has reported routine violations and flouting of the residency requirement across the municipal workforce. For example, according to a July 2014 article by Andrew Ryan, 13 of the 22 top leaders in BPD “live outside the city in apparent violation of the city’s residency requirement.”\(^93\) Though the Boston City Council passed the ordinance unanimously, Mayor Walsh vetoed it and pledged instead to bring the matter before the Massachusetts State Legislature via a City Council home rule petition. On January 13, 2016, the Mayor proposed changes to strengthen the residency requirement for all City workers, but many in his administration who are currently in apparent violation of the requirement are exempt.\(^94\)

In order to ensure employment opportunities are available to a diverse pool of candidates who contribute to and live in the city, the Walsh administration should follow the recommendation of the LCCR to increase the one-year residency preference for candidates applying to the BPD and BFD to three years.\(^95\) Such a change would make these important opportunities available to long-term residents, as well as ensure that members of the growing populations of people of color would staff both departments.

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\(^95\) Hall, 2.
Empower the Office of Diversity

The Walsh administration should strengthen the Office of Diversity with sufficient resources to develop and implement a more cohesive and explicit strategy for collaborating with community organizations to change the way City Hall looks. This will allow the new office to commit to measurable diversity hiring goals and report on those metrics regularly and transparently.

Strengthening community partnerships

The City should enhance its collaborative efforts with outside organizations, such as the Greater Boston Latino Network, Commonwealth Compact, the Chinese Progressive Association, the Boston Society of Vulcans, the Massachusetts Association of Minority Law Enforcement Officers, the Lawyers’ Committee for Civil Rights and Economic Justice, the Massachusetts Commission Against Discrimination, and the NAACP Boston Branch. Invite these and other organizations to shape policies and strategies, facilitate access to more diverse networks of candidates, and provide manager training on diversity recruitment, hiring, and retention.
The Walsh administration has made some progress in Staffing Diversity from the prior administration, notably in (1) the diversity of its cabinet, (2) the creation of the Mayor’s Office of Diversity and Chief Diversity Officer position, (3) the publication of its 2015 Workforce Report, and (4) the creation of its interactive Employee Demographics Dashboard.

However, the administration has done a poor job with early hiring decisions, where the administration arguably had greater immediate flexibility to shift the imbalance, and the administration has not moved the needle meaningfully in most other demographic categories. We express deep concern that current pipeline programs and succession planning efforts are vastly under-scaled and too under-resourced to achieve the goal of reflective representation in any foreseeable timeframe.

We anticipate that the next two or three generations of Boston residents will still know a majority White and male BPD and BFD, unless something is done to dramatically reform the hiring process. We can honor and incent our veterans to join law enforcement without contributing to greater racial imbalance. Mayor Walsh, who also served in the State House of Representatives, could also use his experience and relationships to pursue another special certification for diverse officers and fire fighters. There are compelling reasons to allow for such preferences that we believe could be upheld in court.
In completing this report card, we tried very hard to develop an objective and fair assessment. Accordingly, we asked the City for a range of data and other information on the topics we covered. Following are the requests made of the City between 2015 and 2017. Full information was provided for many of the requests, but many others were answered incompletely or not at all. Where we were provided the information, we used it in our assessment.

December 2015

<table>
<thead>
<tr>
<th>What We Asked</th>
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<tbody>
<tr>
<td>Please provide the current payroll for the City of Boston up until the date this request is filed. The records should include all employees from all departments, including police, fire, and schools. For each employee, the records do not need to include a name, but should include the following: department, title, annual salary, date of hire, union status (union or nonunion), date of birth (or age), gender, race or ethnicity, and zip code of residence.</td>
</tr>
<tr>
<td>Please provide a list of all City of Boston employees from all departments who have resigned, retired, or have been terminated since January 2014. For each employee, the records do not need to include a name, but should include the following: department, title, annual salary, date of hire, union status (union or nonunion), date of birth (or age), gender, race or ethnicity and zip code of residence.</td>
</tr>
<tr>
<td>Please provide details on current recruitment, application, and hiring procedures, as well as hiring activities and outreach programs, in each City department. Please include information about current or recent initiatives intended to improve diversity and inclusion hiring practices, both internal and external, within the City workforce, and the outcomes to date of such initiatives.</td>
</tr>
<tr>
<td>Please provide a listing of the current membership of all boards, committees, and task forces convened by the City of Boston, disaggregated by race or ethnicity and gender. For those boards, committees, and task forces that existed prior to January 2014, please specify whether membership has changed since that date, and, if it has, please also provide a listing of the membership in January 2014, disaggregated by race or ethnicity and gender.</td>
</tr>
<tr>
<td>Please provide the current City of Boston organizational chart.</td>
</tr>
<tr>
<td>What is the timeline for implementing the employee engagement survey? If the survey has been completed, what are the results? Please describe the strategy for using survey results to develop opportunities for advancement, improve pipelines to leadership for employees of color, and recruit diverse candidates to fill positions of those soon reaching retirement age?</td>
</tr>
<tr>
<td>Please provide information on efforts to upgrade the City’s HR database and to improve workforce data integrity by requesting employee self-identification of race or ethnicity. What are the results? If those efforts are not yet underway, what is the timeline and budget for implementation?</td>
</tr>
<tr>
<td>What efforts exist to reduce and eliminate wage gaps within the City’s workforce between employees of color and their Caucasian counterparts?</td>
</tr>
</tbody>
</table>
**March 2016**

<table>
<thead>
<tr>
<th>Please provide all current City of Boston salary plans with pay grades, including those for the Schools, BPD, BFD, and corporate counsel/legal, as well as other exempt categories.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Please provide any available updated or additional information regarding the originally requested information about the work of the Mayor's Office of Diversity.</td>
</tr>
<tr>
<td>Please provide the complete payroll for the City of Boston between January 1, 2015 and December 31, 2016 in an Excel spreadsheet. The records should include all employees from all departments, including police, fire, and schools. For each employee, the records do not need to include a name, but should include the following: Department, Title, Annual salary, Pay step or level, Date of hire, Union status (union or nonunion), Date of birth (or age), Gender, Race or ethnicity, Zip code of residence, and Employee designation (e.g., full-time, regular part-time, etc.). Please provide this same information for the dates of January 1, 2013 to December 31, 2013 in an Excel spreadsheet. Please include any supporting documentation required to understand pay steps and levels of each employee.</td>
</tr>
<tr>
<td>Please provide a list of all City of Boston employees from all departments who have resigned, retired, or have otherwise been terminated from January 1, 2016 to December 31, 2016 in an Excel spreadsheet. For each employee, the records do not need to include a name, but should include the following: Date of termination, Reason for termination, Department, Title, Annual salary, Date of hire, Union status (union or nonunion), Date of birth (or age) Gender, Race or ethnicity, and Zip code of residence.</td>
</tr>
<tr>
<td>Please provide a listing of the current membership of all boards, committees, and task forces convened by the City of Boston as of January 2017, disaggregated by race or ethnicity, and gender. Please provide the same data as of January 2014, to the extent that the data exist.</td>
</tr>
<tr>
<td>Please provide the current City of Boston organizational chart.</td>
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</tbody>
</table>

**March 2017**

| Please provide the complete payroll for the City of Boston between January 1, 2015 and December 31, 2016 in an Excel spreadsheet. The records should include all employees from all departments, including police, fire, and schools. For each employee, the records do not need to include a name, but should include the following: Department, Title, Annual salary, Pay step or level, Date of hire, Union status (union or nonunion), Date of birth (or age), Gender, Race or ethnicity, Zip code of residence, and Employee designation (e.g., full-time, regular part-time, etc.). Please provide this same information for the dates of January 1, 2013 to December 31, 2013 in an Excel spreadsheet. Please include any supporting documentation required to understand pay steps and levels of each employee. |
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Please provide the current City of Boston organizational chart.

Please provide all available demographic data — disaggregated by race or ethnicity, gender, zip code of residence, program graduation or completion status, and program year — on participants (not applicants) in the BPD Cadet Program, for each year the program has existed. Please include all available data on matriculation from the Cadet Program to employment with BPD.

Please provide all available demographic data from 2012 to 2017 (or any years the program was in operation) — disaggregated by race or ethnicity, gender, zip code of residence, program graduation or completion status, and program year — on participants in each BPS pipeline program. Please include all available data on matriculation from pipeline programs to employment with BPS. Programs should include: (a) Community to Paraprofessional Development Program; (b) High School to Teacher Program; (c) Accelerated Community to Teacher Program; (d) Aspiring Principal Program; (e) Lynch Full-Time Resident Fellowship; (f) BPS Partnership with UMass Boston School of Education

Please provide updates on the work of the Mayor’s Office of Diversity, including: (a) Data regarding progress toward diversifying specific departments, boards and commissions, and the overall workforce; (b) The results of the employee engagement survey referenced in the 2015 Workforce Report. Please specify how these results are being used to inform future developments; (c) Data on the city’s efforts to update the city’s HR database, referenced in the 2015 Workforce Report. Please specify the improvements that have been made; (d) Data on the city’s progress toward eliminating the wage gaps identified in the 2015 Workforce Report; (e) The current membership of the Diversity Task Force and the membership of the Task Force when it was established. Please disaggregate by race or ethnicity, gender, organizational affiliations, and zip code of residence; (f) A list of the originally stated goals of the Diversity Task Force and its progress to date on said goals, as well as its current areas of work and goals or other metrics; (g) An explanation of how the Employee Demographics Dashboard is being used to inform diversity initiatives at the City of Boston. What is the schedule for updating the Dashboard?
PHOTO CREDITS
Cover page
*Photo:* Inside the restored lecture hall and sanctuary at the African Meeting House
*Photographer:* Wendy Meade, *Boston Globe* staff
*Source:* [https://www.bostonglobe.com/2011/12/01/blackhistory-gallery/43zBsHO1gY81L0IRQL1KWO/story.html?pic=3](https://www.bostonglobe.com/2011/12/01/blackhistory-gallery/43zBsHO1gY81L0IRQL1KWO/story.html?pic=3)

Economic Development
*Photo:* Dudley Square in Roxbury, MA
*Photographer:* David L. Ryan, *Boston Globe* staff

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*Photo:* Inside a classroom of the MLK K-8 School in Dorchester, MA
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Public Safety
*Photo:* NAACP Boston Branch youth member at a rally against police violence
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Staffing Diversity
*Photo:* Boston City Hall, 1963-1968
*Photographer:* Kallmann, McKinnell & Knowles
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