



CIVIL SERVICE COMMISSION CITY AND COUNTY OF SAN FRANCISCO

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MAYOR

Sent Via Electronic Mail

November 7, 2019

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KATE FAVETTI
VICE PRESIDENT

DOUGLAS S. CHAN
COMMISSIONER

F. X. CROWLEY
COMMISSIONER

JACQUELINE P. MINOR
COMMISSIONER

NOTICE OF CIVIL SERVICE COMMISSION MEETING

**SUBJECT: REPORT ON THE STATUS OF DE-IDENTIFICATION FOR
POSITION-BASED TESTING RECRUITMENTS.**

The above matter will be considered by the Civil Service Commission at a meeting to be held on **November 18, 2019 at 2:00 p.m. in Room 400**, Fourth Floor, City Hall, 1 Dr. Carlton B. Goodlett Place.

This item will appear under the Human Resources Director's Report. Please refer to the attached Notice for procedural and other information about Commission hearings.

Attendance by you or an authorized representative is welcome. Should you or your representative not attend, the Commission will rule on the information previously submitted and testimony provided at its meeting. All calendared items will be heard and resolved at this time unless good reasons are presented for a continuance.

SANDRA ENG
ACTING EXECUTIVE OFFICER

All non-privileged materials being considered by the Civil Service Commission for this item are available for public inspection and copying at the Civil Service Commission office Monday through Friday from 8:00 a.m. to 5:00 p.m.

CIVIL SERVICE COMMISSION


SANDRA ENG
Acting Executive Officer

Attachment

Cc: Commission File
Commissioners' Binder
Chron

THE DATE THIS NOTICE
CALENDAR DATE 11/15/19

STAFF REPORT



CIVIL SERVICE COMMISSION CITY AND COUNTY OF SAN FRANCISCO

CIVIL SERVICE COMMISSION REPORT TRANSMITTAL (FORM 22)

Refer to Civil Service Commission Procedure for Staff - Submission of Written Reports for Instructions on Completing and Processing this Form

1. Civil Service Commission Register Number: _____ - _____ - _____
2. For Civil Service Commission Meeting of: November 18, 2019
3. Check One: Ratification Agenda
 Consent Agenda
 Regular Agenda
 Human Resources Director's Report X
4. Subject: Report on the Status of De-Identification for Position-Based Testing Recruitments
5. Recommendation: Adopt the Report.
6. Report prepared by: Anna Biasbas Telephone number: 415-557-4806
7. Notifications: **(Attach a list of the person(s) to be notified in the format described in IV. Commission Report Format -A).**

8. Reviewed and approved for Civil Service Commission Agenda:

Human Resources Director:

Date:

[Handwritten signature]
11/4/19

9. Submit the original time-stamped copy of this form and person(s) to be notified (see Item 7 above) along with the required copies of the report to:

**Executive Officer
Civil Service Commission
25 Van Ness Avenue, Suite 720
San Francisco, CA 94102**

10. Receipt-stamp this form in the ACSC RECEIPT STAMP box to the right using the time-stamp in the CSC Office.

CSC RECEIPT STAMP

Attachment

Notifications

Micki Callahan, Human Resources Director
Department of Human Resources
1 S Van Ness Ave., 4th Floor
San Francisco, CA 94103

Mawuli Tugbenyoh
Department of Human Resources
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San Francisco, CA 94103

Anna Biasbas
Department of Human Resources
1 S Van Ness Ave., 4th Floor
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Stephanie Mayorga-Tipton
Department of Human Resources
1 S Van Ness Ave., 4th Floor
San Francisco, CA 94103

William Miles II
Department of Human Resources
1 S Van Ness Ave., 4th Floor
San Francisco, CA 94103



DATE: November 1, 2019

TO: Honorable Civil Service Commission

THROUGH: Micki Callahan
Human Resources Director 

FROM: Anna Biasbas
Employment Services Director

SUBJECT: Report on the Status of De-Identification for Position-Based Testing Recruitments

Executive Summary

On September 17, 2018, the Civil Service Commission adopted amendments to Volume I – Miscellaneous Classifications of its rules in support of de-identification in the hiring process. The changes were effective October 15, 2018. This report provides information regarding the results of de-identification, specifically on Position-Based Testing (PBT) recruitments.

Background

In April of 2016, the Board of Supervisors issued a Resolution (Res. No. 145-16) requesting that the Department of Human Resources (DHR) analyze strategies and create a plan to reduce implicit bias in the hiring process for City employment. DHR and City and County of San Francisco (City) departments agreed that the Post-Referral Selection Process (PRSP) was the best place for de-identification, as research has shown that implicit bias comes into play most often when hiring managers decide whom to interview.

On October 15, 2018, the City began implementing the de-identification process including no longer publicly posting eligible lists with names. Instead, an examination score report is posted with an aggregate count of candidates at each score and rank. Information such as names, addresses, names of schools attended, and other identifying information is redacted from the view of hiring managers up to the point at which they decide which reachable candidates to interview. These identifiers can provide information about an applicant's race, ethnicity, gender, age, nationality and other demographics, which can trigger unconscious bias in selection and hiring processes. By de-identifying this information, job-related criteria such as experience, training and education are the main factors considered in selecting the most qualified candidates to move forward in the hiring process.

On August 5, 2019, DHR provided an update on the status of de-identification to the Commission. Since eligible lists have a minimum duration of six months, and many active lists had been adopted prior to de-identification for a period of two years, DHR reported that there was not yet sufficient data on interviewees from post de-identification to meaningfully compare with hiring processes prior to its launch. The majority of eligible lists that had been adopted and expired since the launch of de-identification were PBT recruitments with six month durations, which typically have small candidate pools. In these cases, the hiring is usually for a single position, and the hiring managers usually interview all reachable candidates. For these reasons, DHR did not believe it

would see a significant change to report to the Commission, which was only 10 months after the rules were amended.

Therefore, DHR recommended reporting on Classification-Based Testing (CBT) recruitments when more data is available as they result in larger candidate pools, longer list durations, and more interviews and hires. The Commission adopted the report with the stipulations that DHR report back in November of 2019 on the available PBT data to establish a baseline and report the available CBT data in January or February of 2020.

Analysis

Following the August 5, 2019 Commission meeting, DHR identified 107 PBT eligible lists that were posted after the launch of de-identification and which were projected to expire by October 15, 2019, the one-year anniversary of de-identification. We instructed departments to provide DHR with data on these eligible lists.

Out of the 107 lists, four certifications were either exhausted or cancelled without a hire being made from the certified list. This occurs when there are fewer eligibles or interested candidates than the certification rule allows (exhaustion of the list), when budget changes are made in the departments which affects positions, or when the department chooses to appoint a permanent transfer or utilize Rule 115 Employment of Persons with Disabilities in lieu of hiring from the eligible list.

Table 1 below summarizes the remaining 103 certifications issued after de-identification that resulted in a hire from the certification.

TABLE 1: POST DE-IDENTIFICATION PBT CERTIFICATIONS (GENERAL INFORMATION)

Description	Count (Total = 103)	Percentage (%)	Was De-Identification Required?
# of certifications that all interested candidates were invited to interview (e.g., small applicant pool, rule of the list, etc.)	67	65%	No (81%)
# of certifications where the department hired the top ranked candidate	11	11%	
# of certifications where all interested, reachable candidates were invited to interview	5	5%	
# of certifications where there was a screen down method was utilized	20	19%	Yes (19%)

As shown above in **Table 1**, 83 of the 103 (81%) PBT certifications that resulted in a hire did not require de-identification. Only 20 of the 103 (19%) PBT certifications required de-identification.

Below is a breakdown of the 83 (81%) PBT certifications that did not require de-identification:

- Sixty-seven of these 83 certifications had a small candidate pool and a broad certification rule, in which all eligibles expressed interest and all were interviewed. To provide an example, PBT-0922-088575 Airport Assistant Facilities Services Manager had nine candidates on the eligible list. All nine expressed interest in the position. Rule of the List was the certification rule and the hiring department interviewed all nine interested candidates. Since all interested eligibles were invited to interview, de-identification was not required.

- Eleven of the 83 certifications did not require de-identification because departments selected the top rank on the eligible list at the time of certification. For example, for PBT-1824-903164 Principal Administrative Analyst (Real Estate), the department selected rank 1 on the list. Since the department selected the highest scoring candidate, no interviews were conducted, and de-identification was not required.
- Five certifications did not require de-identification because all interested, reachable candidates were interviewed. In such cases, the certification rule gave minimal flexibility to include a more diverse pool. For example, PBT-5298-090123 Planner III – Environmental Review (Archaeology), eight candidates on the eligible list responded as being interested in the position, but due to the Rule of Five Scores certification, the department could only interview and select from the five highest ranking candidates. Since all reachable eligibles were invited to interview, de-identification was not required for those candidates.

There were 20 certifications that used a candidate screen down method, which required de-identification to be applied. For these cases the hiring managers established pre-determined desirable job-related criteria to identify candidates to move forward to the interview process. Features in the applicant tracking system allow the hiring department’s Human Resources (HR) to share a redacted form of the application or referral questionnaire with the hiring manager using a system-generated number in lieu of a name. Hiring managers can then review the application materials and inform the department’s HR staff which ones met the desirable job-related criteria to proceed to the next step of the selection process. For example, for PBT-1823-090850 Senior Administrative Analyst, the department de-identified applications and reviewed them for desirable qualifications which resulted in four of the nine interested candidates being invited for an interview.

In order to compare data before and after de-identification, departments were asked to provide information from a comparable certification prior to de-identification, if one existed. Departments were able to provide data for 53 out of the 103 (51%) certifications that were issued prior to de-identification that closely matched the position attributes of certifications issued after the implementation of de-identification.

Table 2 compares the data for 53 of these 103 certifications where a similar certification existed prior to launch of de-identification.

TABLE 2: PBT CERTIFICATIONS WITH COMPARISON DATA BEFORE AND AFTER DE-IDENTIFICATION LAUNCH

Description	Prior to De-Identification (n = 53)	Post De-Identification (n = 53)	Was De-Identification Required?
# of certifications that all interested candidates were invited to interview (e.g., small applicant pool, rule of the list, etc.)	30 (57%)	38 (72%)	No (85%)
# of certifications where the department hired the top ranked candidate	12 (23%)	4 (8%)	
# of certifications where all interested, reachable candidates were invited to interview	5 (9%)	3 (6%)	
# of certifications where there was a screen down method was utilized	6 (11%)	8 (15%)	Yes (15%)

NOTE: The remaining 50 (49%) certifications did not have comparable certifications prior to de-identification because PBT recruitments are generally position-based with specialized job descriptions. For this group of 50 certifications, the PBT certifications after de-identification were either new positions, reclassified positions due to organizational changes, or the previous recruitments were beyond the City’s retention policy for exams.

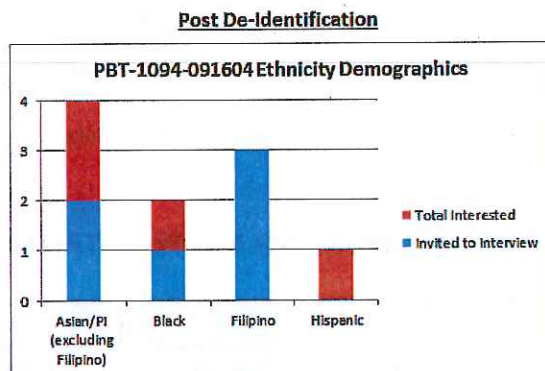
Similar to **Table 1**, the comparison data in **Table 2** above indicates that the majority of the PBT certifications did not require de-identification. Forty-five of the 53 (85%) PBT certifications did not require de-identification for the same reasons explained in **Table 1**. As for the remaining eight, seven of the certifications cannot be used as comparison data because the selection procedures prior to de-identification did not use a candidate screen down method.

Below is the data of the seven certifications:

- Four of the seven certifications invited all candidates to interview prior to de-identification but applied a candidate screen down method during post de-identification. This is not a reliable comparison of data as the procedures used to invite candidates for an interview were different from one recruitment to the next. A screen down method was only applied for the post de-identification certification.

However, data shows that there was no significant change in demographics within the post de-identification process between those who were interested versus those who were invited for interview.

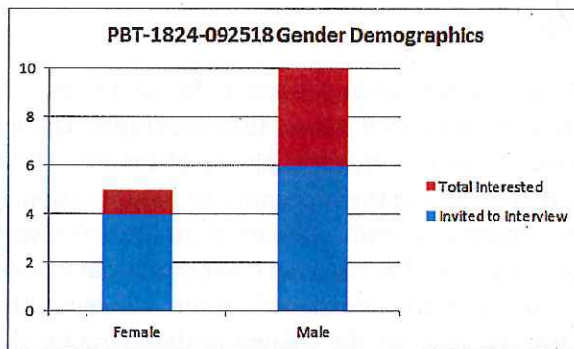
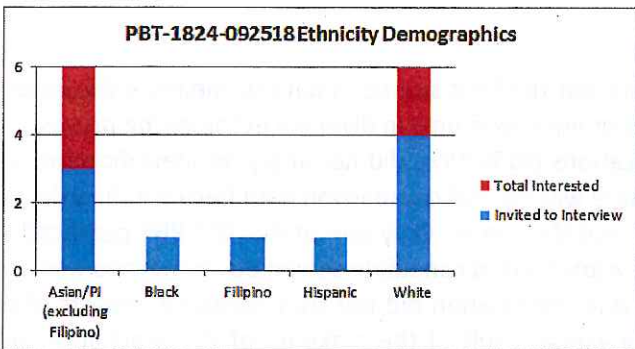
For example, the certification for PBT-1094-091604 IT Operations Support Administrator IV had ten interested candidates. As depicted in the chart below, after a de-identified candidate screen down method was performed, the diversity of the interested versus the interviewed candidates was maintained except for only one Hispanic candidate not being interviewed. As for the gender representation, there was no impact because all eligibles on the list were males. Given this data, there was no significant changes on the demographics for this certification.



- There were three certifications with comparison data that selected the top ranked candidates prior to de-identification. Again, this is not a reliable example of comparison data as the procedures used to invite candidates for an interview were different for all three recruitments prior to de-identification. A candidate screen down method was only applied for the post de-identification certification, which did not result in a significant change in demographics between those who were interested versus those who were invited to interview.

For example, the certification for PBT-1824-092518 Principal Administrative Analyst had 15 interested candidates. As depicted in the charts below, after a de-identified candidate screen down method was performed, the diversity make-up for both ethnicity and gender of the interested versus the interviewed candidates was maintained. Given this data, there was no significant impact on the demographics.

Post De-Identification

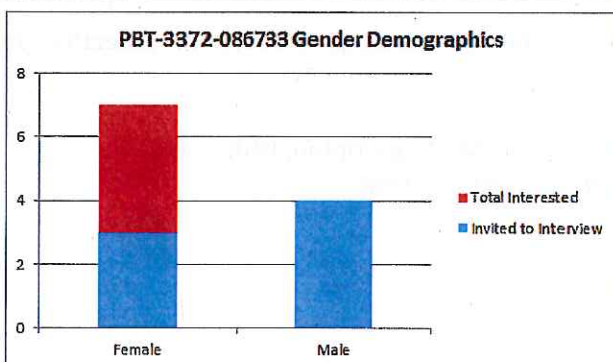
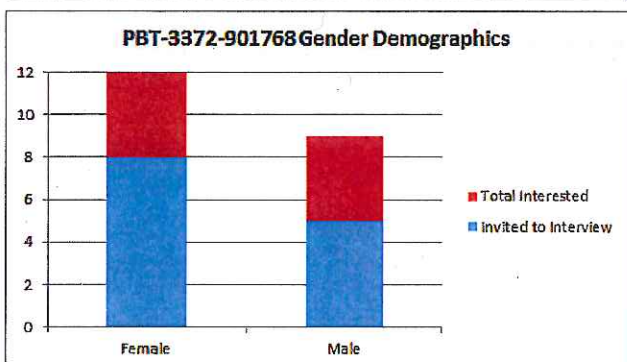
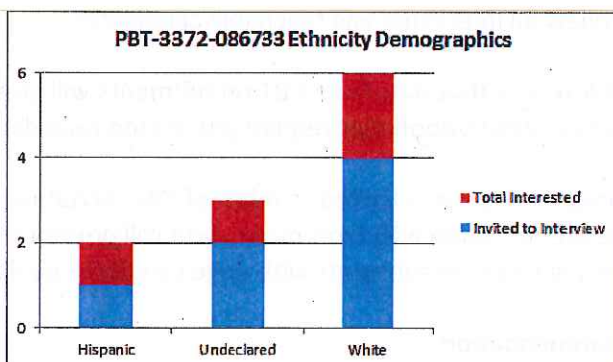
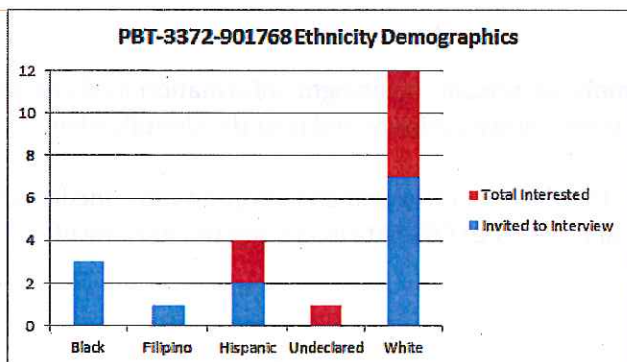


The eighth certification is the only viable comparison data that can capture changes in demographic data due to de-identification. This is because job-related candidate screen down methods were applied to both recruitments before and after de-identification. Below are the details of the data for this certification.

- As depicted below, there was a noticeable change in the 3372 Animal Control Officer demographics when comparing the certification prior to de-identification (PBT-3372-901768) to the post de-identification certification (PBT-3372-086733). However, this change was a direct result of the difference in demographics of the candidates who could be considered, which was limited by the certification rule and not because of de-identification. In other words, while there appears to be a drop in Black and Filipino representation from the first recruitment to the next, the candidates representing these ethnic groups could not be considered in the post de-identification process because they were not within the reachable ranks. As far as gender representation, though there has been a drop in females being invited to the interviews, the ratio between male and female being invited to interview is not significant as it only differs by three in the first recruitment versus one in the second recruitment.

Pre De-Identification

Post De-Identification



Findings

Based on the information provided, PBT certifications are not the best source of data to measure the impacts of de-identification as it relates to demographic changes or improvements in diversity in the hiring process. As explained in this report, the majority of the PBT certifications (81%-85%) did not apply de-identification. For the small percentage that did apply de-identification, there was no real comparison data because the selection procedures used to invite candidates to interview were not the same. Only one of the 107 PBT certifications analyzed, less than 1%, had true comparable data where a job-related candidate screen down method was used both before and after de-identification. However, the one certification did not truly measure impacts of de-identification because the change in demographic data was a result of the make-up of the reachable ranks (ethnicity) or the change was minimal (gender).

On a positive note, in conducting this analysis, what was clear according to the first row of **Table 2** was that there has been a 15% increase in certifications where all candidates were invited to interview when compared to similar certifications issued prior to de-identification. The number of certifications where a screen down method was utilized has remained consistent. Most notably, according to the second row in **Table 2**, departments have chosen to select the top rank candidate 15% less often, resulting in a more diverse pool of candidates being invited to participate in the selection process.

Conclusion

On August 5, 2019, DHR reported to the Commission that there was not a sufficient period of time after de-identification was launched to compare data before and after de-identification for CBT recruitments due to the duration of eligible lists (e.g., 12 months, 24 months, etc.). DHR stated that the only data available at the time was PBT recruitments where there likely has not been a significant change in demographics because such recruitments have small candidate pools and are usually for a single position. Departments typically choose to interview all interested and reachable candidates.

DHR foresees that data from CBT recruitments will give more significant, meaningful information as there are larger candidate pools that require job related candidate screen downs prior to and post de-identification.

Although there are a limited number of CBT recruitments that have been issued and adopted after the launch of de-identification with hires made, DHR will present the first report of CBT data in January or February of 2020 targeting those recruitments with large candidate pools.

Recommendation

Based on the information provided, DHR respectfully recommends the Commission adopt the report.

c: Stephanie Mayorga-Tipton, DHR
William Miles II, DHR