



DIVERSITY AND RACIAL EQUITY – HOW CAN SAN MATEO COUNTY CHANGE “TALK THE TALK” TO “WALK THE WALK”?

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ISSUE

When San Mateo County leadership made commitments to racial equity in 2020, what institutional mechanisms existed in San Mateo County government to help achieve those objectives?

SUMMARY

Since civil rights laws in the 1960s outlawed discrimination in employment and in programs receiving federal funding, diversity and inclusion have become established principles used by public and private employers to develop a workforce that resembles the community. San Mateo County (SMC) is demographically diverse, and the SMC government workforce generally resembles the demographics of the available workforce, with some notable exceptions. More recently, the concept of racial equity, or a society where racial background does not predict life outcomes, has gained prominence. Public health professionals in SMC government, for example, have been working to reduce racial health inequities.

In 2020, the Board of Supervisors and County Manager’s Office (CMO) made high profile public commitments to racial equity. A Board of Supervisors resolution condemning racial injustice sponsored by the President of the Board of Supervisors was approved, and the County Manager’s Office took concrete administrative steps designed to promote racial equity, including appointment of SMC’s first chief equity officer. To understand important institutional mechanisms that were available to help deliver on these commitments, the Grand Jury examined the role of the San Mateo County Department of Human Resources (County HR), and the San Mateo County Department of Health (County Health).

County HR routinely maintains demographic data in its online HR management platform with the capability to report on the diversity of employees in all job categories and departments. It has reported that *management-level employees* within the SMC government workforce are less diverse than the SMC government workforce overall. County HR noted significant underrepresentation of specific racial, ethnic, and gender categories of employees *for some categories of jobs*. The principal public report on equal employment opportunity planning is released only once every four years. But that report is not designed to communicate sufficient *information to the public* to evaluate SMC’s progress. Similarly, it does not provide *clear, measurable goals or accountability mechanisms*.

County Health, its organizational mission to help everyone in SMC live longer and better lives, has created in the department a base of experience implementing cultural competency,

organizational change, and services delivery utilizing a racial equity lens. This experience is a source of organizational best practices that can be adapted by other departments in SMC government to meet its commitment to racial equity.

The Grand Jury recommends that the Board of Supervisors directs the County Manager’s Office:

1. To create, and annually present, a report detailing the racial, ethnic, and gender diversity of *management and leadership positions* within the SMC government workforce;
2. To require *annual reporting by each department* of SMC government detailing the racial, ethnic, and gender diversity of that department’s workforce and the efficacy of its programs to remediate any gaps;
3. To create, and annually present, a report recommending potential improvements to SMC’s current practice of *reporting to the public* on the status of racial, ethnic, and gender diversity in the SMC government workforce, and associated performance goals;
4. To develop a set of recommendations, such as a *model racial equity action plan*, to help departments accomplish organizational change promoting racial equity in their work; and
5. Additionally, the Board of Supervisors should discuss, in an open public meeting, the advisability and practicality of the measures identified as *best practices* in the Discussion section of this report.

GLOSSARY

CMO: County Manager’s Office

County Health: SMC Department of Health

County HR: SMC Department of Human Resources

DEI: Diversity, Equity, and Inclusion

Diversity: Difference between individuals or groups based on any factor, such as gender, race, sexual orientation, health condition, immigration status, socioeconomic status, or other identity category.

EEOC: Equal Employment Opportunity Commission

Equity: The goal of achieving fair outcomes for all populations, which requires offering people in diverse populations the type and level of services appropriate to their needs. Equality, in contrast, means providing all people with the same thing. ¹

Health Equity: Achieving fair health outcomes for diverse populations, so that diversity can no longer be used to predict health outcomes.

¹ Based on County Health, “Multi-Cultural Organizational Development Action Plan 2019, page 26.

Inclusion: The intentional action of including in a group, or a process, individuals from groups in society that may otherwise be excluded or marginalized.

Racial Equity: Achieving fair life outcomes for diverse populations, so that race can no longer be used to predict life outcomes.

SMC: San Mateo County

BACKGROUND

The civil rights movement of the 1950s and 1960s brought national focus to the discrimination faced by Black Americans and sparked major legal changes to end laws and practices that discriminated on the basis of race. Over time, this fight for justice, equality, and human rights led to major changes to civil rights laws nationwide, including new equal employment laws. The Civil Rights Act of 1964 is a landmark civil rights and labor law that outlawed discrimination based on race, color, religion, sex, national origin, and later sexual orientation and gender identity.² Among its many provisions, Title VI of the Act prevents discrimination by programs that receive federal funds, which includes many programs run by SMC government agencies. Title VII of the Act prohibits discrimination in employment. It is enforced by the federal Equal Employment Opportunity Commission (EEOC). Public and private employers collect, evaluate, and report employee demographic data to the EEOC annually and report their efforts to address underrepresentation in employment through recruitment, development, and retention programs.

In California, the passage of Proposition 209 in 1996 mandated that the State could not discriminate against, or grant preference to, anyone on the basis of race, sex, color, ethnicity, or national origin in the operation of public employment, public education, or public contracting.³

This ended early efforts of public and private employers to hire more persons of underrepresented communities, often collectively known as “affirmative action.” Today, principles of “diversity” and “inclusion” are used by public and private employers in California to limit the potential effects of bias in employment decisions, and to comply with mandates for equal opportunity in employment. Diversity honors the representation within a workforce of people with many kinds of backgrounds, without exclusion based on racial, cultural, gender, or other differences. Inclusion represents a sense of belonging, engagement, professional treatment, and opportunity within an organization for individuals and groups who may be vulnerable, excluded, or marginalized in society at large. With the emergence of racial equity as an important concept in public policy and administration, many government agencies refer to the combined principles of diversity, equity, and inclusion as “DEI.”⁴

² [Pub.L. 88-352](#), 78 [Stat. 241](#), enacted July 2, 1964.

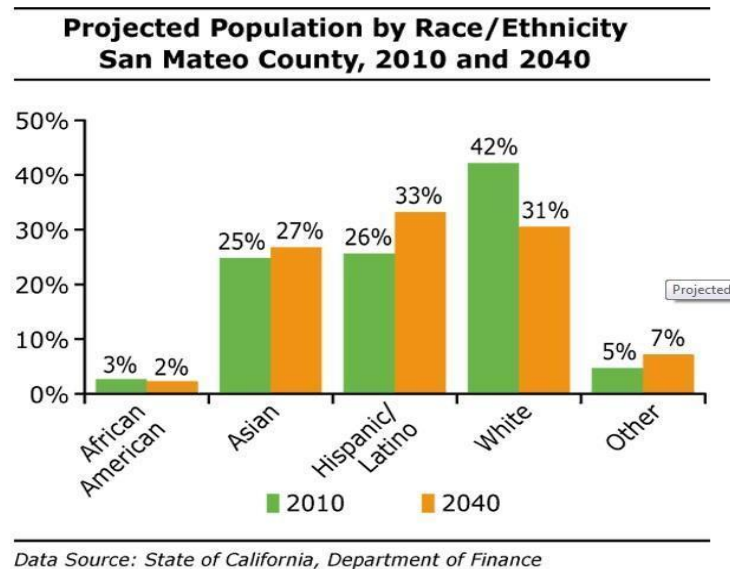
³ Proposition 209 added Section 31 to Article I of the California constitution. Secretary of State, accessed May 21, 2021. vigarchive.sos.ca.gov/1996/general/pamphlet/209.htm.

⁴ For an interesting look at the concepts of equality, diversity, inclusion, and equity, particularly as expressed in graphics, please refer to Maddox Pennington. “Defining Diversity, Equity, and Inclusion by Maddox Pennington.”

Demographics of San Mateo County and the SMC Government Workforce

San Mateo County has a population of 770,038, making it the 14th largest of California’s 58 counties; the population grew 7.2% between 2010 and 2020, in part due to its expanding economy.⁵ San Mateo County is demographically diverse; in 2019 its largest populations by race were White, Asian, and Latino/Hispanic.⁶ Almost half of SMC residents speak a language other than English – most commonly Spanish, or an Asian or Pacific Islander language.⁷

The racial and ethnic makeup of SMC is projected to continue evolving in coming decades. By 2040, the White population is expected to decrease as a proportion of the total population, making Hispanic/Latino the largest ethnic group, followed by Whites and Asians.⁸



The SMC government workforce consisted of 5,771 authorized positions (including vacancies) as of June 30, 2020.⁹ The SMC Department of Human Resources (County HR) supports these employees and the 23 departments across SMC government into which they are organized. County HR assists with employee recruiting and retention, training, risk management, workers’ compensation, employee relations, and labor negotiations. County HR’s Equal Employment Opportunity Division handles diversity and inclusion; other divisions handle training in harassment, discrimination, and implicit bias, and recruiting with a focus on inclusiveness, job fair outreach, and diverse interview panels. To measure the impact of its policies, County HR

⁵ 2021 Demographics, San Mateo County All Together Better, accessed May 9, 2021.

⁶ 2019 San Mateo County Population, accessed May 22, 2021. <https://www.california-demographics.com/san-mateo-county-demographics>

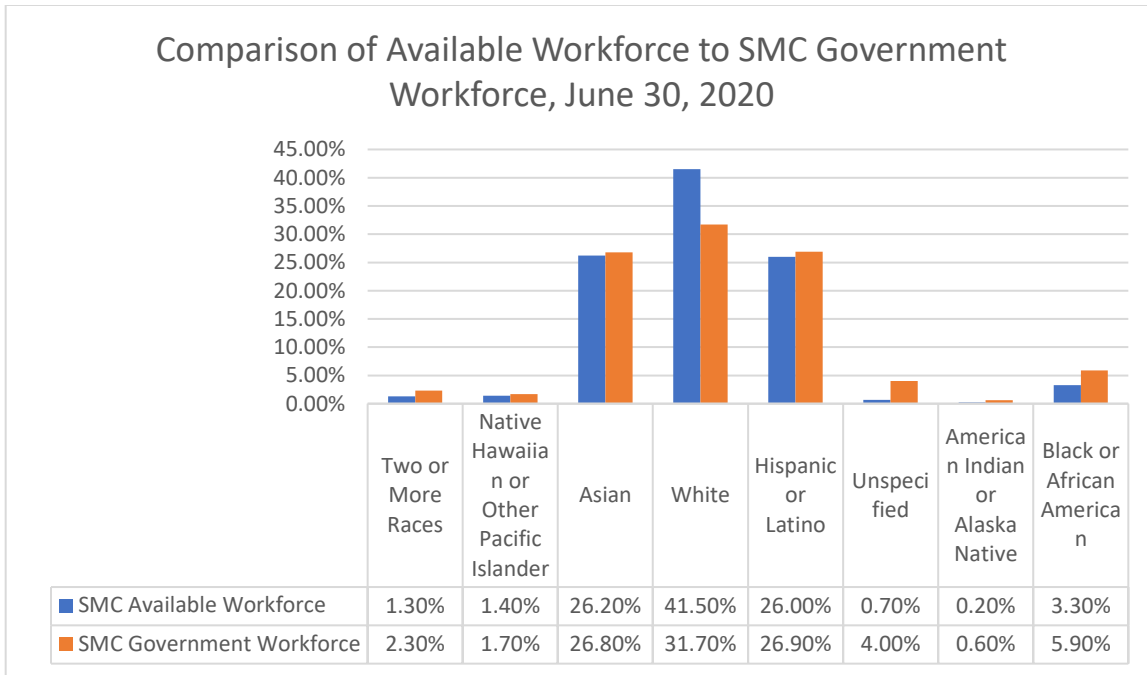
⁷ 2015-2019 San Mateo County Spoken Language Statistics, American Community Survey, U.S. Census Bureau, accessed May 22, 2021. <https://www.livestories.com/statistics/california/san-mateo-county-language;>
<http://www.smcalltogetherbetter.org/demographicdata?id=278§ionId=935>

⁸ San Mateo County Cultural Competence Plan 2018, page 11.

⁹ San Mateo County Workforce Planning Report, FY 2019-20, page 3.

reviews changing demographic profiles of departments and solicits employee feedback; it also conducts an employee survey every two years.

The racial, ethnic, and gender diversity of the SMC government workforce largely tracks the diversity of the total available workforce in SMC, as shown in the following graph:¹⁰



However, there are also some notable exceptions to the general impression that the SMC government workforce matches the available workforce in terms of race, ethnicity, and gender. While Asian, and Hispanic or Latino employees generally approximate their proportions of the available County workforce, White employees constitute a significantly lower percentage than in the available workforce and Black employees constitute a significantly higher percentage than the available workforce.¹¹ In addition, women made up 62% of the SMC government workforce, compared with only 44% of the available workforce.¹²

County HR has the capability to make refined observations about the gender and ethnicity of employees at different departments, and for different job categories within those departments. For example, County HR concluded that White women were not significantly underrepresented among employees with law enforcement authority, but women of virtually all other race/ethnicity categories were under-represented.¹³ Likewise, County HR observed that

¹⁰ Workforce Planning Report FY 2019-20, page 7. Note that the “Available Workforce” data in this graphic is drawn from the 2017 EEO Utilization Report (Community Labor Statistics), and SMC Government Workforce data is as of June 30, 2020.

¹¹ EEO Plan 2018-2021, page 26.

¹² EEO Plan 2018-2021.pdf, page 34.

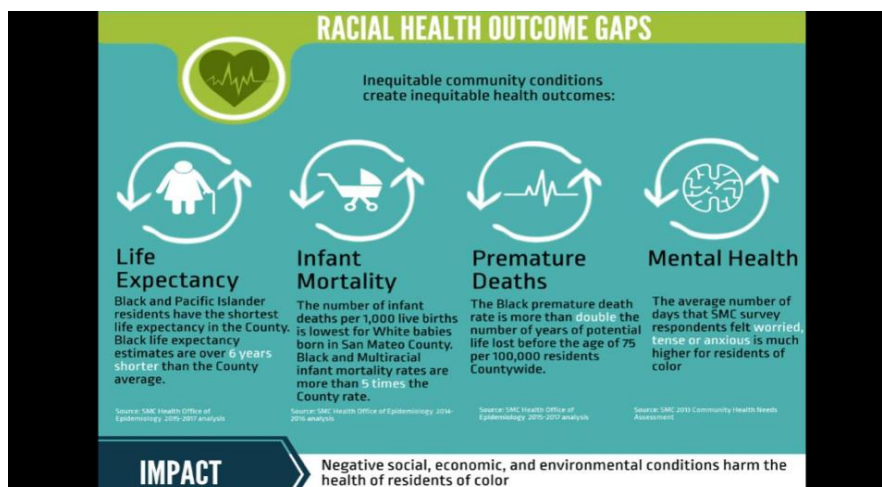
¹³ EEO Utilization Report 2019, pages 7-8. See the job category “Protective Services-Sworn.”

“although the overall percentage of White employees in the County is less than the available community, the percentage of White employees in management is comparable to or exceeds the percentage in the available community.”¹⁴ The reports did not assess, or suggest potential reasons for, these outcomes.¹⁵

Health Equity and Race

Health outcomes for individuals are the result of many factors, from the physical environment to clinical care, to health behaviors and socioeconomic factors like education, employment, income, family support, social support, and community safety.¹⁶ Rather than individual bias or intended racial discrimination, institutional and structural factors drive these outcomes. Structural racism is a system in which public policies, institutional practices, cultural representations, and other norms work in various, reinforcing ways to perpetuate racial group inequity. It identifies dimensions of our history and culture that have allowed privileges associated with “whiteness” and disadvantages associated with “color” to endure and adapt over time. Structural racism is not something that a few people or institutions choose to practice. Instead, it has been a feature of the social, economic, and political systems in which we all exist. As a result of factors of this sort, race can be used to predict health outcomes, regardless of one’s income or wealth.

The following graphic, created by the SMC Department of Health (County Health), illustrates some of these health inequities, in terms of basic health outcome differentials such as life expectancy, infant mortality, premature death, and mental health:¹⁷



¹⁴ Workforce Planning Report FY 2019-20, page 7.

¹⁵ An example of detailed analysis of employee demographic data at the state level is available from the California Department of Human Resources. See for example, “2018 Annual Census of Employees in State Civil Service, Report to the Governor and the Legislature,” <http://www.calhr.ca.gov/state-hr-professionals/Pages/Annual-Census-2018.aspx>

¹⁶ For a detailed quantitative look at various measures of health in SMC, such as length of life, quality of life, health behaviors, clinical care, social & economic factors, and physical environment, see County Health Rankings & Roadmaps, at <https://www.countyhealthrankings.org>

¹⁷ San Mateo County Health Webinar, “All Together Better: Race, Equity, and Health,” March 9, 2021.

To assess how SMC might address its commitment to racial equity, the Grand Jury reviewed the practices of two departments in SMC government. One, County HR, is responsible for the administration of employment policies that apply to all SMC government employees. The other, County Health, is the largest department in SMC government, and approaches racial equity as part of its fundamental health mission to help everyone in San Mateo County live longer and better lives.¹⁸

DISCUSSION

In 2020, SMC government leadership responded to both the nationwide racial reckoning associated with the tragic deaths of George Floyd, Ahmaud Arbery, and Breonna Taylor and the COVID-19 pandemic with its particularly acute impacts on communities of color in SMC. In particular, the Board of Supervisors adopted a resolution supporting the Black Lives Matter movement and reaffirming its commitment to racial equity.¹⁹ It also adopted a resolution condemning racism and injustice, declaring racism a public health crisis, and affirming commitment to diversity, equity, access, and inclusion.²⁰ SMC's top administrator, the County Manager, addressed all SMC government employees in a letter titled "Equity and Justice for All," which emphasized the importance of systemic change to share in SMC's opportunities for prosperity.²¹ "Let us work to build a new tomorrow of equity, inclusiveness, diversity, unity, and equality," the County Manager stated.

More concretely, in December 2020 the County Manager's Office (CMO) took administrative action to make the commitment to racial equity quite concrete for all SMC departments. It required all annual departmental budget requests to look at departmental performance with an equity lens by identifying specific goals related to racial equity, using quantitative department-level measures that meaningfully communicate performance.²² In March 2021, after conducting a broad national search, the CMO appointed an experienced manager in County Health as SMC's first Chief Equity Officer.²³

SMC government leadership sought to incorporate a racial equity lens into how SMC government was managed, and to seek change through practical measures focused on outcomes

¹⁸ County Health has more than 2,200 employees. 2019-20 Workforce Analysis, page 4. For comparison, the Sheriff's Office has 822 employees, and the Human Services Administration has 775 employees.

¹⁹ In addition, the incoming message from the President of the Board of Supervisors in 2020 stated: "Vast disparities exist in San Mateo County and we know that systemic inequality diminishes us all." It also stated, "Equity is at the top of the list for me and today I ask the County Manager to explore bold new ways to anchor this idea of equity in county government."

http://sanmateocounty.granicus.com/player/clip/642?view_id=1&redirect=true

²⁰ Board of Supervisors August 4, 2020, which is attached as Appendix A.

²¹ "Equity and Justice for All," included with report as Appendix B.

²² San Mateo County Manager's Office of Budget, Policy and Performance, December 21, 2020

²³ SMC's first chief equity officer is Shireen Malekafzali, a long-time health equity activist and County Health's former Senior Manager for Health Policy, Planning, and Equity. See "County of San Mateo Names First Equity Officer," March 12, 2021, <https://www.smcgov.org/press-release/county-san-mateo-names-first-chief-equity-officer>

instead of intentions. Thus, attention shifted from how SMC government might “talk the talk” to how it would “walk the walk.”

County HR Administers Diversity Compliance, Not Racial Equity Initiatives

The mission of the SMC Department of Human Resources (County HR) focuses on recruiting, developing and retaining a high-performing and diverse workforce while fostering a work environment that maximizes individual and organizational capacity.²⁴ For this mission, County HR serves clients at all departments across SMC government, for over 5,700 SMC government employees. For example, recruitment, training, benefits, labor relations, planning, retention, and advancement programs all benefit individual employees and their departmental organizations. County HR has no specific racial equity goals, nor does it prepare reports for departments to assess the extent of diversity in their respective workforces, by job category or otherwise.²⁵ In 2020, the leadership for SMC’s effort to promote racial equity and social justice came from a core equity team within the CMO, which included a representative from County HR.

County HR files annual reports with the Federal Equal Employment Opportunity Commission, to verify SMC government’s compliance with the nondiscrimination requirements of federal civil rights law.²⁶ County HR enters demographic and employment data through a federal Department of Justice portal that generates an EEO Utilization Report showing areas of underrepresentation. The most recent EEO Utilization report, filed December 17, 2020, identifies significant underrepresentation by race or ethnic category, and by gender.²⁷ It also lists the ways in which SMC government, as the employer of the workforce, is attempting to remediate such gaps.

County HR Can Identify Diversity Gaps

County HR produces a comprehensive Equal Employment Opportunity Plan (EEO Plan) every four years, to serve as a reporting and planning tool for the County Manager and Board of Supervisors. Much of the EEO Plan consists of background information and formal policies, but it also includes a workforce analysis comparing the racial and ethnic makeup of the SMC government workforce to that of SMC’s available workforce as a whole. The EEO Plan presents similar data for specific race and ethnicity categories, and gender. This analysis identifies job categories where demographic underrepresentation is evident, reviews accomplishments, and recommends action steps.²⁸

The EEO Plan asserts: “As a result of our long-standing commitment to equal employment opportunity, the County of San Mateo has become a model of diversity among public sector

²⁴ County HR Strategic Plan, 2020-24, page 5.

²⁵ Grand Jury interviews.

²⁶ For more information, see <https://publicportal.eeoc.gov>.

²⁷ EEO Utilization Report, December 17, 2020, page 8. These federal filings use the term “under-utilization” when a particular demographic group is significantly below what would be indicated by the available workforce. In this report, the term “underrepresentation” is generally used rather than the more technical term.

²⁸ See County of San Mateo Equal Employment Opportunity Plan, 2018-2021.

entities.”²⁹ The EEO Plan discussed a new initiative, consisting of a pilot program for a small number of participating departments to learn, assess, set priorities, and develop action plans to advance diversity and inclusion efforts.³⁰ Otherwise, the EEO Plan encourages County HR to continue its regular ongoing work. None of the EEO Plan’s 2018-2021 action steps were stated in terms of quantifiable metrics to measure success.³¹ The EEO Plan also lacks explicit accountability mechanisms.

County HR also produces an internal Workforce Planning Report for all departments in SMC government.³² County HR leverages its online information management system to maintain data on the demographic characteristics of employees, including racial, ethnic, and gender identity. It also uses the system to deliver online training and other core County HR functionality. Departments are encouraged to interface through this system when considering workforce demographics and planning, race and ethnic diversity, recruitment, engagement and retention, and employee learning and career development.

The Workforce Planning Report presents data but little analysis of that data. For example, the report issued in November 2020 noted that White employees were overrepresented in SMC government management positions overall, but the report did not assess or suggest potential reasons for that result.³³ Four months later, County HR had not completed an analysis of that situation. County HR has the ability to analyze the diversity of different segments of the SMC government workforce through its information management system for granular reporting of demographic information and job categories.

Data Indicating Racial and Gender Disparities

The Grand Jury obtained information about the race, gender, and ethnicity of employees at the three largest departments of SMC government: County Health (2,212 employees), the Sheriff’s Office (822 employees), and the Human Services Agency (775 employees).³⁴ County HR’s data retrieval and reporting capabilities can be used to identify diversity anomalies and inform targeted strategies to address any significant disparities. The race and gender makeup of leadership personnel at the three largest departments (presented in compliance with EEO reporting requirements) showed some had lower levels of diversity. For example, leadership at County Health was less racially or ethnically diverse than the workforce of County Health overall, and leadership at the Sheriff’s Office was both less racially or ethnically diverse, and less gender diverse, than the workforce of the Sheriff’s Office overall:³⁵

²⁹ EEO Plan, page 11.

³⁰ EEO Plan, page 41.

³¹ EEO Plan, pages 41- 42.

³² Workforce Planning Report 2019 - 2020.

³³ Workforce Planning Report 2019-2020, page 7.

³⁴ Department size noted in Workforce Planning Report FY 2019-20, page 4.

³⁵ Gender and ethnicity data for these three departments that was provided to the Grand Jury is summarized in Appendix C.

| SMC Workforce as of 6/30/2020 | | | | |
|--|-----------------------------------|------------------------------------|---|--|
| White Employees as a Percentage | | | | |
| | County Available Workforce | County Government Workforce | Specific County Department Workforce | Specific Department Supervisors and Above Workforce |
| County Health | 41.5% | 27.4% | 22.1% | 36.5% |
| Human Services Administration | | | 18.2% | 22.6% |
| Sheriff's Office | | | 41.1% | 62.5% |

| Women as a Percentage | | | | |
|--------------------------------------|-----------------------------------|------------------------------------|---|--|
| | County Available Workforce | County Government Workforce | Specific County Department Workforce | Specific Department Supervisors and Above Workforce |
| County Health | 44.0% | 60.9% | 74.6% | 73.3% |
| Human Services Administration | | | 73.2% | 79.6% |
| Sheriff's Office | | | 28.4% | 20.5% |

County Health Demonstrates How to “Walk the Walk” to Deliver Health Equity

County Health administers public health programs and provides clinical and supportive services; its mission is to help everyone in San Mateo County live longer and better lives.³⁶ Based on evidence-based research demonstrating the importance of social determinants of health outcomes, County Health is committed to building healthy and equitable communities.³⁷ Some programs are oriented around direct delivery of services, particularly to specific categories of SMC residents with the least access to resources, while others address population health to support the health of all SMC residents. It has built internal capacity, such as specialist equity officers who inform public health policy and public health service. And it is in the process of implementing a detailed racial equity action plan.³⁸

³⁶ The Grand Jury would like to acknowledge the particularly difficult circumstances that County Health personnel faced during the time of this inquiry.

³⁷ See for example “Race, Race-Based Discrimination, and Health Outcomes Among African Americans”, available at <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4181672/>

³⁸ See San Mateo County Racial Equity Action Plan 2017-2022 (draft). This plan is included as Appendix D for reference.

County Health has demonstrated that it can move the diversity needle in the County Health workforce. Between 2017 and 2019, Asian employees at County Health grew from 30% to 31%, Hispanic or Latino employees increased from 25% to 28%, and Native Hawaiian or Pacific Islander employees increased from 2% to 4%.³⁹

In line with its most recent strategic plan, County Health focuses on strategies rooted in community collaborations and community input.⁴⁰ For example, the Chinese Health Initiative empowers Chinese residents to seek mental health and substance use services, and the Native American Initiative builds appreciation and respect for Native American history, culture, and spiritual healing practices.⁴¹ Many programs coordinate with relevant community-based organizations. Over the years, County Health has initiated programs with an equity lens, such as a Black Infant Health Project to address less favorable health outcomes experienced by Black mothers and their babies, and an emergency medical services training program in local high schools to encourage diverse graduates to enter that field.⁴² Recently it set up Covid-19 vaccination programs targeted for underserved communities in East Palo Alto, South San Francisco, North Fair Oaks, and Belle Haven.⁴³

County Health's experience illustrates two paths that can lead to delivery of program services with racial equity in mind. One starts with government regulation and funding; the other starts with departmental initiative. Grand Jury interviews evoked spontaneous endorsements of County Health's leadership in promoting diversity and racial equity.⁴⁴ That leadership appears to anchor the organization with a shared sense of public mission that includes a racial equity component.

Change through Legislation and Regulation

The California Mental Health Services Act (MHSA) established funding for mental health facilities, education, and training, beginning in 2005. The funding helps support the efforts by county health departments to reach underrepresented and minority groups. It funds personnel and other resources for programs that utilize culturally and linguistically competent approaches for underserved populations. The MHSA encourages innovative projects with the expectation that if

³⁹ "Implementing Racial Equity in County Health," July 15, 2020, San Mateo County Web Forum, slide 22.

⁴⁰ County of San Mateo, "Strategies for Building Healthy, Equitable Communities," Get Healthy San Mateo County 2015-2020. http://www.gethealthysmc.org/sites/main/files/file-attachments/get_healthysmc_strategic_plan_2015-2020_final.pdf?1485905434020 (viewed 05/06/2021).

from (Get Healthy SMC.org).

⁴¹ "Health Equity Initiatives: A Ten-Year Review", Harder + Co, pages 10 and 18.

⁴² <https://www.smchealth.org/bih>

⁴³ County of San Mateo, "County Expands Access to COVID-19 Vaccines in Communities Highly Impacted by Virus," March 17, 2021, <https://www.smcgov.org/press-release/county-expands-access-covid-19-vaccines-communities-highly-impacted-virus> (viewed May 10, 2021).

⁴⁴ See also 2020 County Health Racial Equity Forums. http://www.gethealthysmc.org/sites/main/files/file-attachments/final_december_17_raceequityforum_facilitationslidesv2final.pdf?1608254713

they are successful and the county chooses to continue them, the project work will transition to another category of funding.⁴⁵

Cultural Competence Plan

The MHSA imposes substantive requirements on programs receiving funding. For example, the Behavioral Health and Recovery Services (BHRS) division of County Health, which administers MHSA-funded programs, is required to develop and implement a cultural competence plan and to update it annually.⁴⁶ The plans are filed with a state agency and must meet MHSA requirements. County Health's most recent Cultural Competence Plan is a 61-page document replete with data relevant to the tasks and programs of the division's work.⁴⁷ It summarizes successes from the prior four-year plan and areas where more work is needed, and sets goals, strategies, and programs. The plan assesses service needs and addresses strategies to reduce racial, ethnic, cultural, and linguistic mental health disparities.⁴⁸ It also describes culturally competent training, language capacities, and commits to growing a multicultural workforce. Mandated annual updates review the achievements of each program plan of the prior year and the current year.⁴⁹ The regulatory mandates of MHSA compliance have improved County Health experience and expertise in racial equity program planning and implementation.

Change through County Health Initiative

In 2017, County Health began a multi-year departmental initiative with representatives from six divisions within County Health attending in-depth training in racial equity and organizational change.⁵⁰ The training was facilitated by The Government Alliance for Racial Equity, a national network of government agencies that seeks to restructure government systems, increase racial equity, and create equitable outcomes for local communities.⁵¹ The following year, County Health circulated a racial equity survey to all its employees, and developed a racial equity learning curriculum for supervisors and managers. In 2019 a secondary cohort of County Health personnel went through the intensive training, and three-fourths of the supervisory and managerial staff were trained in the basics of racial equity. In 2020, facing an urgent need to

⁴⁵ MHSA Section 5830(d). MHSA funding is substantial: it contributed \$5.0 million to SMC's budget in 2005, growing to a projected \$36.6 million in 2021. This represents approximately 12% of the BHRS budget.

⁴⁶ California Welfare and Institutions Code, Title 9 Section 1810.410.

⁴⁷ Cultural Competence Plan 2018.

⁴⁸ Cultural Competence Plan 2018.

⁴⁹ Cultural Competence Strategy Updates (FY 19-20). The most recent Cultural Competence Strategy Updates (FY 19-20) includes a link to the 2018 Cultural Competence Plan and is included as Appendix E to this report.

⁵⁰ The divisions were BHRS/ODE, Aging and Adult Services, San Mateo Medical Center, Family Health Services, LEAP Institute, and Public Health Policy & Planning). Racial equity training has continued. For example, in August 2019, 80 BHRS managers and supervisors were trained on racial equity, and throughout County Health, 268 managers and supervisors had been trained. Cultural Competence Update, 2019-20, page 14.

⁵¹ The website for The Government Alliance for Racial Equity may be found at <https://www.racialequityalliance.org>

address the disparate impacts of the Covid-19 pandemic, County Health convened a series of three large racial equity forums to accelerate its racial equity activities further.⁵²

Key elements of County Health’s equity initiative included: a Multi-Cultural Organizational Development Action Plan; a Racial Equity Action Plan; and several Health Equity Initiatives.

Multi-Cultural Organizational Development Action Plan

Because organizations need time, planning, and accountability to bring about change, County Health built on a familiar planning process under MHSA. It designed a Multi-Cultural Organizational Development Action Plan (MCOA Action Plan) – a detailed framework to advance equity, diversity, and principles of cultural humility and inclusion in the workplace. The MCOA Action Plan looks within County Health to foster change, specifically addressing personal, interpersonal, cultural, and institutional racism that may be found within the organization. The following graphic outlines the interrelationship of the elements of the MCOA Action Plan:⁵³



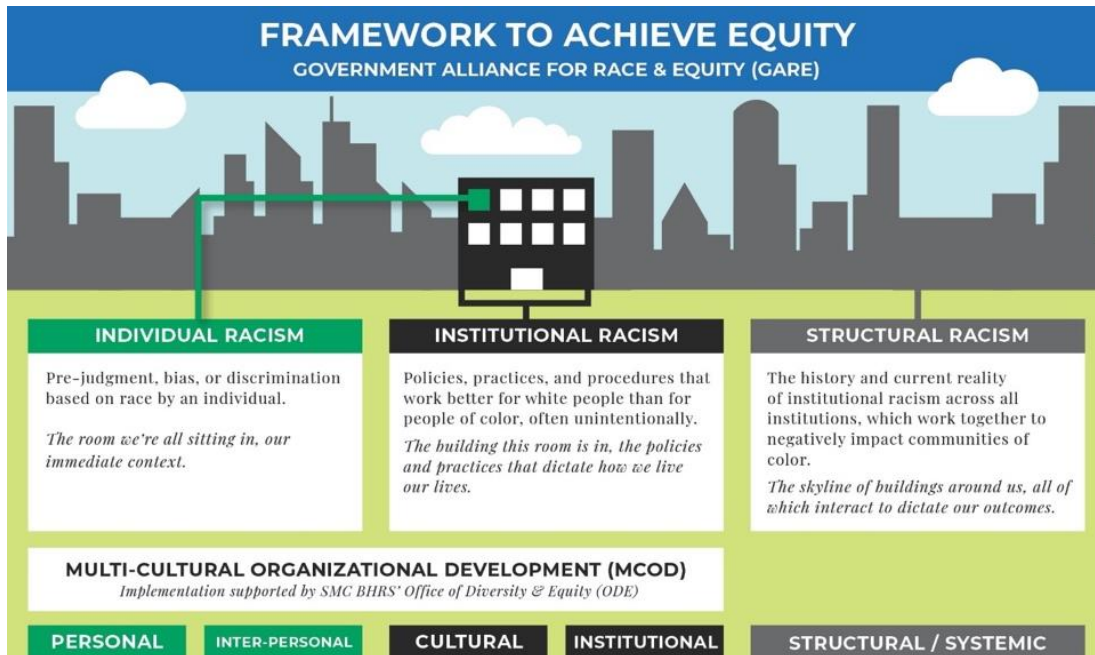
Like County Health’s Cultural Competence Plan, the MCOA Action Plan details specific goals for BHRS, as well as strategies and metrics to measure progress and promote accountability. It lists necessary activities and the persons responsible for them. Its function is to break down individual and institutional racism.

Finally, the MCOA Action Plan positions itself in the context of a national movement that has a broader, society-wide focus on structural racism and systemic racism:⁵⁴

⁵² The materials for these three racial equity forums may be found at <http://www.getthehealthysmc.org/racial-equity-forums>

⁵³ MCOA Action Plan, page 2.

⁵⁴ MCOA Action Plan, page 16.



County Health leveraged internal expertise in equity and justice, in the form of its Office of Diversity and Equity that already supported MHSA-related programs. Professionals in this office have broad experience in community outreach, program development, reporting, and program effectiveness.

Racial Equity Action Plan

Complementing the internal-facing MCOD Action Plan, County Health established a community-facing Racial Equity Action Plan to coordinate efforts to eliminate racial inequities in County Health programs and practices.⁵⁵ The Racial Equity Action Plan spans the years 2017-22 and specifies intended outcomes, persons responsible, and specific performance measures. Some goals are set for County Health as a whole; other, more specific goals are customized for each division within County Health. For example, the Racial Equity Action Plan identifies specific outcomes and actions, and identifies responsible parties and performance metrics, to promote County Health leadership (managers and above) that reflects the diversity of the SMC community. These include executive review of data on their workforce by race or ethnicity to achieve an inclusive workplace and reach the community served, mentorship programs to groom diverse leadership, and ensuring that County Health boards and commissions reflect the demographic diversity of the populations served. The plan is not a cookie-cutter exercise, integrating as it did feedback from communities served, employee forums and surveys, and

⁵⁵ The Racial Equity Action Plan is attached as Appendix D. The Racial Equity Action Plan is currently being updated for the period 2023-28.

County Health priorities established by departmental leadership. It promotes accountability through performance goals that are specific, measurable, assignable, realistic, and time related.⁵⁶

Health Equity Initiatives

County Health established a set of Health Equity Initiatives (HEIs) that demonstrate how the department applies a racial equity lens to its work of delivering health services.⁵⁷ The HEIs evolved out of efforts, more than a decade ago, connecting ethnic or other affinity groups of County Health employees with specific populations in SMC. Through them, County Health mobilizes community-based resources to address access and quality of care issues among underserved communities. These initiatives seek to decrease stigma, educate, and empower community members, support wellness and recovery, and build culturally responsive services.⁵⁸ For example, the PRIDE Initiative recognized health inequities and service gaps of LGBTQ+ communities. After many years of effort spearheaded by County Health’s Office of Diversity and Equity, PRIDE Initiative members and community partners, the PRIDE Center launched on El Camino Real in San Mateo in 2017. It offers counseling, case management, and peer support services internally while connecting clientele with additional support and services externally.⁵⁹

The following graphic represents the current HEIs:⁶⁰



⁵⁶ Building Racial Equity in County Health Web Forum #3, December 17, 2020.

<http://www.gethealthysmc.org/racial-equity-forums>

⁵⁷ Health Equity Initiatives are described on this County Health webpage:

https://www.smchealth.org/sites/main/files/hei_report_updated_09.06.17.pdf

⁵⁸ “Health Equity Initiatives: A Ten-Year Review” The Office of Diversity & Equity’s strategy to create equitable access to behavioral health services, Spring 2017, Harder + Company, p. 3. Also, Cultural Competence Plan 2018, page 19.

⁵⁹ <https://www.smchealth.org/article/countys-first-lgbtq-pride-center-officially-opens>

⁶⁰ This graphic can be found at [San Mateo County Health Equity Initiatives](#)

BEST PRACTICES

Some of County Health’s experiences in implementing organizational change and delivering public services offer examples of administrative processes that may be useful for other County departments, divisions, and offices seeking their own specific racial equity goals. In particular:

- The racial equity training program that County Health kicked off in 2017 demonstrates the degree of commitment required to effect organizational change.
- County Health’s practice of establishing equity officers, with specialized expertise in key positions where their work is leveraged across multiple programs, exemplifies one way to build internal capacity.
- The Cultural Competence Plan, with its annual updating, is an example of an effective planning tool that could be emulated by other departments or divisions in SMC government.
- The Multi-Cultural Organizational Development Action Plan is an example of how an agency can advance equity and diversity within an organization.
- The Racial Equity Action Plan is a model for how a large organization can promote and monitor changes across the organization with measurability and accountability.
- Health Equity Initiatives demonstrate how a public-facing agency can maintain connections with and promote its mission in diverse communities.

FINDINGS

- F1. In 2020, the Board of Supervisors and the County Manager’s Office made public commitments to racial equity in San Mateo County.
- F2. The Department of Human Resources maintains data on the racial, ethnic, and gender identity of SMC government employees, through a robust online enterprise human resources management platform, to report on the racial, ethnic, and gender diversity of employees in all job categories and departments of San Mateo County government.
- F3. The Department of Human Resources has reported significant underrepresentation of specific racial, ethnic, and gender categories of employees at *management levels* within the San Mateo County government workforce, relative to the San Mateo County government workforce overall, and the causes of these variances should be analyzed.
- F4. The Department of Human Resources reports significant underrepresentation of various racial, ethnic, and gender categories of employees for different *job categories* within the San Mateo County government workforce, relative to the available San Mateo County workforce, and the causes of these variances should be analyzed.
- F5. San Mateo County’s Equal Employment Opportunity Plan, published every four years, is outdated and does not communicate sufficient timely information to the public, lacks clear, measurable goals, and lacks accountability mechanisms.
- F6. The Department of Human Resources’ work related to diversity and inclusion is focused on legal compliance and recruiting and training for other departments, and the Department of

Human Resources depends on other departments and San Mateo County government leadership for guidance on racial equity initiatives.

- F7. The Health Department’s experience implementing cultural competency, organizational change, and services delivery utilizing a racial equity lens provides examples of organizational best practices that could be used as models by other San Mateo County government departments.
- F8. The training in racial equity that Health Department personnel began in 2017, and currently continue, has been a valuable step for the Health Department to help build capacity and expand its racial equity activities.
- F9. Health Department personnel have specific training, institutional knowledge, and experience with racial equity planning and administration that could be adapted by other departments for their racial equity objectives.
- F10. The Health Department’s Cultural Competence Plan and annual strategy updates effectively demonstrate how a department can monitor and administer ongoing efforts to achieve racial equity objectives.
- F11. The Health Department’s Racial Equity Action Plan is a useful example of how a department can plan for organizational change while incorporating measurable performance indicators and organizational accountability.
- F12. The Health Department’s Health Equity Initiatives are designed to promote racial equity in the delivery of services to communities being served.

RECOMMENDATIONS

Diversity-Related Recommendations

- R1. The Board of Supervisors should direct the County Manager’s Office to create, and annually present, a report detailing the racial, ethnic, and gender diversity of *management and leadership positions* within the San Mateo County government workforce, change from prior years, and the effectiveness of specific programs to remediate any gaps, by January 31, 2022.
- R2. The Board of Supervisors should direct the County Manager’s Office to require an *annual report from each department* of San Mateo County government (including performance measures, and accountability), detailing the racial, ethnic, and gender diversity of that department’s workforce and the efficacy of its programs to remediate any gaps, by January 31, 2022.
- R3. The Board of Supervisors should direct the County Manager’s Office to create, and annually present, a report recommending potential improvements to San Mateo County’s current practice of *reporting to the public* on the status of racial, ethnic, and gender diversity in the San Mateo County government workforce, and associated performance goals, by January 31, 2022.

Racial Equity-Related Recommendations

- R4. The Board of Supervisors should direct the County Manager's Office to develop a set of recommendations, such as a *model racial equity action plan*, to help departments accomplish organizational change promoting racial equity in their work, by January 31, 2022.
- R5. The Board of Supervisors should discuss, in an open public meeting, the advisability and practicality of the measures identified as *best practices* in the Discussion section of this report, by January 31, 2022.

REQUEST FOR RESPONSES

Pursuant to Penal Code Section 933.05, the Grand Jury requests responses as follows:

- Board of Supervisors (all Findings and Recommendations)

The governing bodies indicated above should be aware that the comment or response of the governing body must be conducted subject to the notice, agenda, and open meeting requirements of the Brown Act.

Penal Code Section 933.05 (emphasis added)

(a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall report one of the following:

- (1) The respondent **agrees** with the finding.
- (2) The respondent **disagrees** wholly or partially with the finding, in which case the response shall **specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.**

(b) For purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:

- (1) The recommendation has been implemented, **with a summary regarding the implemented action.**
- (2) The recommendation has not yet been implemented, but will be implemented in the future, **with a timeframe for implementation.**
- (3) The recommendation requires further analysis, **with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.**
- (4) The recommendation will not be implemented because it is not warranted or is not reasonable, **with an explanation therefor.**

METHODOLOGY

The Grand Jury’s inquiry for this report was based on preliminary documentary research into diversity, equity, and inclusion practices in public employment, as well as information pertinent to San Mateo County. The Grand Jury conducted a series of interviews and collected documentary information both public and internal that related to its inquiry.

Documents

The Grand Jury reviewed multiple government public statements, formal policies, training materials and planning documents, internal reporting. In addition, the Grand Jury reviewed: select provisions of federal and California State law; policy research from professional, advocacy, and social research organizations; professional publications, newspaper articles, and Internet sites.

Interviews

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury.

The Grand Jury interviewed seven representatives of departments, divisions and offices within San Mateo County, including: Department of Human Resources; San Mateo County Health Department; Human Services Agency; Division of Equal Employment Opportunity; Behavioral Health and Recovery Services Division; Office of Diversity and Inclusion; and Office of Health Public Policy and Planning. These individuals had both general and specific knowledge and experience in matters of diversity, equity, and inclusion.

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- County of San Mateo Human Resources Department, November 23, 2020, Leadership Forum, Presentation by Dwayne Marsh: “Leadership For Racial Equity,” <https://hr.smcgov.org/leadership-forum>

- Gender & Ethnicity Reports for three largest departments in SMC government. See Appendix C.
- “Tools and Resources/ The Government Alliance on Race and Equity,” <http://www.racialequityalliance.org/tools-resources/>
- San Mateo County All Together Better, “Population,” [http://www.smcallytogetherbetter.org/demographicdata?id=278§ionId=935\)](http://www.smcallytogetherbetter.org/demographicdata?id=278§ionId=935)
- San Mateo County Board of Supervisors – Board President Warren Slocum’s incoming message on inequality and equity (1-7-2020): Minutes item #1, page 2 http://sanmateocounty.granicus.com/player/clip/642?view_id=1&redirect=true
- San Mateo County Board of Supervisors – Resolution Condemning Racism and injustice, declaring racism as a public health crisis, and affirming commitment to diversity, equity, access, and inclusion (8-04-2020): <https://sanmateocounty.legistar.com/LegislationDetail.aspx?ID=4606260&GUID=13864D34-0F88-424D-A442-F5366A905316&Options=ID%7CText%7C&Search=diversity>
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- San Mateo County Racial Equity Action Plan 2017-2022 (draft) email attachment sent to the Grand Jury. See Appendix D.

APPENDIX A: SMC Board of Supervisors Resolution Adopted August 4, 2020

RESOLUTION NO.

BOARD OF SUPERVISORS, COUNTY OF SAN MATEO, STATE OF CALIFORNIA

* * * * *

**RESOLUTION CONDEMNING RACISM AND INJUSTICE, DECLARING RACISM AS
A PUBLIC HEALTH CRISIS, AND AFFIRMING COMMITMENT TO DIVERSITY,
EQUITY, ACCESS, AND INCLUSION**

WHEREAS, institutional and structural racism and injustice have led to racial disparities across all sectors in our nation; and

WHEREAS, acknowledging racism within San Mateo County is the start of creating change within our community; and

WHEREAS, studies link racism to unfavorable health outcomes; and

WHEREAS, public health categories include strong communities, violence prevention, rural health, technology, public health, climate change, and global health; and

WHEREAS, promoting healthy communities relates to the health of individuals, and encourages public health networks that would decrease racial disparities in health outcomes; and

WHEREAS, communities of color are disproportionately impacted by social detriments of health, such as: increased exposure to COVID-19, lead, poor air quality, lack of safe places to walk, bike, run, live, and inadequate health education; and

WHEREAS, by identifying racism as a public health crisis, the Board of Supervisors is acknowledging the detrimental effects our systems have created on people of color in our local communities and are affirming that the County of San Mateo will find ways to uproot systematic racism; and

WHEREAS, the Board of Supervisors remains committed to the mission of promoting equity and protecting public health and will continue to advance the cause of diversity, access, equity and inclusion in county policies, programs and practices; and

NOW, THEREFORE, IT IS HEREBY RESOLVED that the Board of Supervisors of San Mateo County condemns racism and discrimination, declares racism as a public health crisis and affirms its commitment to diversity, equity, access, and inclusion.

APPENDIX B: Equity and Justice for All

Tuesday, June 16, 2020

Dear Colleagues,

As a former police leader and current county manager, I'm no stranger to painful situations. But on May 25, 2020, I was like each of you — simply a human being who was shocked, saddened and disgusted to watch the tragic death of George Floyd at the hands of a police officer who knowingly took an oath to protect and serve all those with whom he came in contact but who deliberately decided on a different path that day.

For an agonizingly long eight minutes and 46 seconds caught on tape, the criminal justice system failed Mr. Floyd and, in turn, failed society as a whole. I say the entire system instead of the officers involved because law enforcement is more than one individual's deadly actions and several other officers standing by, choosing not to intervene. This in no way is a condemnation of law enforcement as a whole, as I know firsthand that most officers enter that difficult profession with the intent to help everyone they come in contact with. Yet, Mr. Floyd's death is a needless tragedy and only the latest manifestation of systemic inequities that can no longer be allowed to continue once the latest unnecessary death is replaced by new headlines.

George Floyd. Ahmaud Arbery. Breonna Taylor. So many others. The circumstances of their deaths serve to spread the seeds of mistrust of law enforcement and government as a whole. Many people have a deep distrust of government and those who recognize that skin color can prove a barrier at best and deadly at worst, have particular cause to be wary. They do not believe the law, or the system of equity applies to them and they feel a disconnect from a system where there is no “. . . freedom and justice for all.” Can we blame people for thinking that true? Should we blame ourselves for not acknowledging it more fully?

We, as a nation and a county must set aside hollow words and do better. We must not accept that any of our friends and neighbors do not feel the full compassion and strength of government to help bring about positive change and equity because history and experience has taught them that non-white skin color is a negative. Let us not waste a day as we unite in our outrage that racism and bigotry and lack of inclusiveness still exist today. Let us work to build a new tomorrow of equity, inclusiveness, diversity, unity, and equality.

The COVID-19 pandemic has compounded existing inequities in our county and disproportionately impacted the health and economic wellbeing of our communities of color. This is why it is more important than ever to make systemic changes that will give everyone the opportunity to share in the prosperity of San Mateo County.

So what will we do?

The Board of Supervisors, led by Board President Supervisor Warren Slocum, made 2020 the year to focus on equity. Several months ago, the Board retained the Social Progress Index firm

to create an equity index for every census track in San Mateo County. This will be the first time any county in the United States has endeavored to do this and it will help provide needed data to make funding and policy decisions through an equity lens. Sixteen members of this county were selected to undergo training through Government Alliance on Race and Equity (G.A.R.E.) to make that equity index actionable. Additionally, the County of San Mateo will look for better ways to connect with and expand our local small minority-owned businesses. We are currently developing a strategy to **make sure** these businesses, especially in these difficult economic times, not only survive but thrive into the future.

President Slocum also plans to request the implementation of a new “Office of Equity and Social Justice.” This will be an external facing division in the County Manager’s Office that will review through various lenses the development of policy and budgets through equity, social progress and justice.

None of these initiatives are a quick fix to the national legacy of inequality. But they are important steps that I am inviting you to take with me and your colleagues. Our County employees have always played an integral role in bringing about a more just and inclusive county through all the great work you do through our safety net of services and everyday services to the public. Now is the chance for us to double down on our commitment and willingly tighten that safety net of services for all needing our help.

In the defining moments before us, let us seize on the opportunity to build a better tomorrow — a tomorrow where we confront inequity head on, by eliminating explicit and implicit racial injustices, inequities, and bias. May 25, 2020 was truly a dark day for America. Moving forward, let’s make every day brighter for all, especially those who depend on us to be our very best every day. By Creating a Remarkable Experience (CARE) for our clients, we become part of the solution for the rest of the country to emulate.

Thank you for all you do. Stay safe, stay healthy,

Mike Callagy
County Manager

APPENDIX C-1: Ethnicity and Gender as Percentage of Workforce, County Health

| SMC Health's Office Workforce as of 6/30/2020 (2,213 Employees) | | | | |
|--|-----------------------------------|------------------------------------|-----------------------------|---|
| Ethnicity/Gender as a Percentage | | | | |
| | County Available Workforce | County Government Workforce | SMC Health Workforce | SMC Health Supervisors and Above Workforce |
| American Indian or Alaska Native | 0.2% | 0.5% | 0.6% | 0.0% |
| Asian | 26.2% | 24.2% | 30.5% | 26.7% |
| Black or African American | 3.3% | 5.2% | 4.8% | 4.9% |
| Hispanic or Latino | 26.0% | 24.3% | 28.1% | 19.5% |
| Native Hawaiian or Other Pacific Islander | 1.4% | 1.5% | 1.3% | 0.6% |
| White | 41.5% | 27.4% | 22.1% | 36.5% |
| Other | 1.3% | 5.80% | 5.5% | 7.6% |
| Unspecified/blank | 0.7% | 11.2% | 7.2% | 4.3% |
| Women | 44.0% | 60.9% | 74.6% | 73.3% |

APPENDIX C-2: Ethnicity and Gender as Percentage of Workforce, Sheriff's Office

| SMC Sheriff's Office Workforce as of 6/30/2020 (822 Employees) | | | | |
|---|-----------------------------------|------------------------------------|-----------------------------------|---|
| Ethnicity/Gender as a Percentage | | | | |
| | County Available Workforce | County Government Workforce | Sheriff's Office Workforce | Sheriff's Office Supervisors and Above Workforce |
| American Indian or Alaska Native | 0.2% | 0.5% | 0.7% | 1.8% |
| Asian | 26.2% | 24.2% | 12.1% | 8.9% |
| Black or African American | 3.3% | 5.2% | 4.1% | 2.7% |
| Hispanic or Latino | 26.0% | 24.3% | 17.4% | 17.0% |
| Native Hawaiian or Other Pacific Islander | 1.4% | 1.5% | 1.4% | 0.0% |
| White | 41.5% | 27.4% | 41.1% | 62.5% |
| Other | 1.3% | 5.80% | 5.4% | 4.5% |
| Unspecified/blank | 0.7% | 11.2% | 17.8% | 2.7% |
| Women | 44.0% | 60.9% | 28.4% | 20.5% |

APPENDIX C-3: Ethnicity and Gender as Percentage of Workforce, Human Services Administration

| | SMC Human Services Administration Workforce as of 6/30/2020 (775 Employees) | | | |
|--|--|------------------------------------|--|--|
| | Ethnicity/Gender as a Percentage | | | |
| | County Available Workforce | County Government Workforce | Human Services Administration Workforce | Human Services Administration Supervisors and Above Workforce |
| American Indian or Alaska Native | 0.2% | 0.5% | 0.6% | 0.0% |
| Asian | 26.2% | 24.2% | 23.0% | 28.0% |
| Black or African American | 3.3% | 5.2% | 5.7% | 8.6% |
| Hispanic or Latino | 26.0% | 24.3% | 34.6% | 24.7% |
| Native Hawaiian or Other Pacific Islander | 1.4% | 1.5% | 2.6% | 0.0% |
| White | 41.5% | 27.4% | 18.2% | 22.6% |
| Other | 1.3% | 5.80% | 5.6% | 11.8% |
| Unspecified/blank | 0.7% | 11.2% | 9.7% | 4.3% |
| Women | 44.0% | 60.9% | 73.2% | 79.6% |

APPENDIX D: Racial Equity Action Plan, 2017-22

[..\Appendices\Appendix D - SMC Racial Equity Action Plan.pdf](#)

APPENDIX E: Cultural Competence Strategy Updates (FY 19-20)

[..\Appendices\SMC BHRS Cultural Competency Plan 18-19 and 19-20 Updates.pdf](#)



County of San Mateo

Inter-Departmental Correspondence

Department: COUNTY MANAGER

File #: 21-908

Board Meeting Date: 11/16/2021

Special Notice / Hearing: None
Vote Required: Majority

To: Honorable Board of Supervisors

From: Michael P. Callagy, County Manager

Subject: Board of Supervisors' Response to the 2020-2021 Civil Grand Jury Report, "Diversity and Racial Equity - How Can San Mateo County Change 'Talk the Talk' to 'Walk the Walk'?"

RECOMMENDATION:

Approve the Board of Supervisors' response to the 2020-2021 Civil Grand Jury Report, "Diversity and Racial Equity - How Can San Mateo County Change 'Talk the Talk' to 'Walk the Walk'?"

BACKGROUND:

On August 17, 2021, the 2020-2021 San Mateo County Civil Grand Jury issued a report titled "Diversity and Racial Equity - How Can San Mateo County Change 'Talk the Talk' to 'Walk the Walk'?" The Board of Supervisors is required to submit comments on the findings and recommendations pertaining to the matters over which it has some decision-making authority within 90 days. The Board's response to the report is due to the Honorable Amarra A. Lee of the Superior Court of California, County of San Mateo, no later than November 17, 2021.

DISCUSSION:

The Grand Jury made 12 findings and 5 recommendations in its report. The Board responses follow each finding and recommendation that the Grand Jury requested that the Board respond to within 90 days.

FINDINGS

Finding 1: In 2020, the Board of Supervisors and the County Manager's Office made public commitments to racial equity in San Mateo County.

Response: Agree.

Finding 2: The Department of Human Resources maintains data on the racial, ethnic, and gender

identity of SMC government employees, through a robust online enterprise human resources management platform, to report on racial, ethnic, and gender diversity of employees in all job categories and departments of San Mateo County government.

Response: Partially Agree. The Department of Human Resources maintains a human resources information system (HRIS), which includes personnel and other employment information for employees. Reporting on racial/ethnic and gender diversity of employees, if available or provided, in all job categories and departments is available via this system. Race/ethnicity and gender are self-reported by employees during onboarding and/or updated through the HRIS. For some employees, the gender and/or race/ethnicity fields are blank, and no data is available.

Finding 3: The Department of Human Resources has reported significant underrepresentation of specific racial, ethnic, and gender categories of employees at management levels within the San Mateo County government workforce, relative to the San Mateo County government workforce overall, and the causes of these variances should be analyzed.

Response: Partially Agree. The County agrees that the Department of Human Resources has submitted federal reports indicating a variance of more than 2% in some management job categories with respect to some racial/ethnic and gender categories which the federal government defines as significant underrepresentation. Internal review and reporting of various job categories, including management levels, within the County workforce does indicate that there are variances between job categories and require further review. The County's Equity Officer and interdepartmental Core Equity Team is in the process of developing a Countywide Racial and Social Equity Action Plan, in collaboration with County leadership, the Department of Human Resources, and other Departments, which will include a review and analysis of variances of certain management level classifications and efforts to ascertain the causes of variances. In addition, the County's annual Workforce Planning Report will be expanded to include more information on the workforce's racial/ethnic and gender categories, including management levels.

Finding 4: The Department of Human Resources reports significant underrepresentation of various racial, ethnic, and gender categories of employees for different job categories within the San Mateo County government workforce, relative to the available San Mateo County workforce, and the causes of these variances should be analyzed.

Response: Partially Agree. The County agrees that the Department of Human Resources has submitted federal reports indicating a variance of more than 2% in some job categories which the federal government defines as significant underrepresentation. The County's Office of Equity is in the process of developing a Countywide Racial and Social Equity Action Plan, in collaboration with County leadership, the Department of Human Resources, and other Departments, which will include a review and analysis of variances with respect to some job categories and efforts to ascertain causes of variances

Finding 5: San Mateo County's Equal Employment Opportunity Plan, published every four years, is outdated and does not communicate sufficient timely information to the public, lacks clear, measurable goals, and lacks accountability mechanisms.

Response: Partially Agree. The County's Equal Employment Opportunity Plan document is current but is not intended to contain and outline such specific and timely information to the public. As previously noted, the County is in the process of developing a Countywide Racial and Social Equity Action Plan which will communicate information to the public and include measurable goals and accountability mechanisms.

Finding 6: The Department of Human Resources' work related to diversity and inclusion is focused on legal compliance and recruiting and training for other departments, and the Department of Human Resources depends on other departments and San Mateo County government leadership for guidance on racial equity initiatives.

Response: Partially agree. The Human Resources Departments collaborates with County departments on diversity and inclusion initiatives. Various initiatives and responsibilities reside within the County's organizational structure, including where the dedicated full-time staff and budgets for positions and related work reside. Consistent with recommended approaches to racial equity, a new Chief Equity Officer position was funded whose sole responsibility is to support the County in advancing racial and social equity work, including an action plan and related equity initiatives as capacity allows. Prior to the onboarding of the Chief Equity Officer in May 2021, over the last several years, Human Resources staff spearheaded a substantial number of Countywide DEI initiatives, policy changes, and trainings, including coordinating a County Leadership Forum on Racial Equity, countywide training on Implicit Bias, developing the County's first Transgender Policy and training in collaboration with the Pride Center and LGBTQ Commission, developing a Lactation Accommodation Resolution in collaboration with the Board of Supervisors, expanding recruitment efforts relating to diverse hiring with respect to people of color and women, establishing internships programs for underserved youth including emancipated foster youth and other youth residing in San Mateo County, creating the County STARs Diversity and Inclusion Award, and organizing a Women's Leadership Conference for thousands of community members and staff, among other DEI efforts. Much of this DEI work will continue or be expanded upon as the County continues to expand its commitment to equity through Departmental and countywide efforts. The Chief Equity Officer will continue its efforts on racial equity initiatives in collaboration with County leadership, the Department of Human Resources, and other County Departments.

Finding 7: The Health Department's experience implementing cultural competency, organizational change, and services delivery utilizing a racial equity lens provides examples of organizational best practices that could be used as models by other San Mateo County government departments.

Response: Partially agree. The Health Department has found that the most valuable step and basis for progress is learning about cultural humility and racial equity frameworks, acknowledging challenges, and striving for continuous improvement. Some Health Department practices could be used as models for other departments and others may be less relevant depending on the specific context of a department's services. The County's mobilization of a Government Alliance for Racial Equity (GARE) cohort as well as establishing a Chief Equity Officer will be helpful in identifying best practices for all County government departments.

Finding 8: The training in racial equity that Health Department personnel began in 2017, and currently continues, has been a valuable step for the Health Department to help build capacity and expand its racial equity activities.

Response: Agree

Finding 9: Health Department personnel have specific training, institutional knowledge, and experience with Countywide Racial Equity Planning and administration that could be adapted by other departments for their racial equity objectives.

Response: Partially agree. The specific context, needs, and capacities of every department must be considered when identifying strategies to achieve racial equity objectives. Most of the Health Department personnel involved in planning racial equity work within Health were not hired with that training and experience, but they were interested in racial equity and volunteered to participate in trainings through the Government Alliance for Racial Equity and other training opportunities. A subset of these personnel designed the foundational training in racial equity that has been offered to all Health employees. A cohort of County staff from other departments is undergoing similar trainings.

Finding 10: The Health Department's Cultural Competence Plan and annual strategy updates effectively demonstrate how a department can monitor and administer ongoing efforts to achieve racial equity objectives.

Response: Partially agree. The specific context, needs, and capacities of every department must be considered when identifying strategies to achieve racial equity objectives. The Health Department's Cultural Competence Plan is a Behavioral Health and Recovery Services (BHRS) plan that is updated annually as part of the BHRS accountability to the State for services to Medi-Cal beneficiaries. This Multi-Cultural Organizational Development (MCOD) Action Plan is a detailed framework, plan, and training BHRS has used to advance equity, diversity, and principles of cultural humility and inclusion in the workplace. Staff with experience in MCOD have been involved in the Health Department's broader efforts and influenced the Department's Racial Equity Action Plan.

Finding 11: The Health Department's Racial Equity Action Plan is a useful example of how a department can plan for organizational change while incorporating measurable performance indicators and organizational accountability.

Response: Partially agree. While the specific context, needs, and capacities of every department must be considered when identifying strategies to achieve racial equity objectives, the Health Department's Racial Equity Action Plan is a useful example of how a department can plan for and prioritize organizational change. The Health Department's Fiscal Year 2021-22 budget contains its most improved effort to-date to incorporate measurable performance indicators and organizational accountability aligned with racial equity goals. The Health Department has been updating its Racial Equity Action Plan to capture the organizational change priorities that can drive those performance indicators. This update is not yet complete.

Finding 12: The Health Department's Health Equity Initiatives are designed to promote racial equity in the delivery of services to communities being served.

Response: Agree.

RECOMMENDATIONS

A. Diversity-Related Recommendations

Recommendation 1: The Board of Supervisors should direct the County Manager's Office to create, and annually present, a report detailing the racial, ethnic, and gender diversity of management and leadership positions within the San Mateo County government workforce, change from prior years, and the effectiveness of specific programs to remediate any gaps, by January 31, 2022.

Response: This recommendation will be partially implemented in that the Countywide Racial and Social Equity Action Plan will be presented to the Board of Supervisors in early 2022. Thereafter, there will be ongoing review of the progress of the Plan, including information regarding demographic changes from prior years and effectiveness of programs or initiatives to remediate any gaps, among other relevant information. The Plan will provide a shared vision with the goal of driving institutional and structural change, and it will include coordinated efforts and actions in various areas throughout the County. In addition, the County's annual Workforce Planning Report will also be expanded to include more workforce demographics including race/ethnicity and gender by management levels and other job categories.

Recommendation 2: The Board of Supervisors should direct the County Manager's Office to require an annual report from each department of San Mateo County government (including performance measures, and accountability), detailing the racial, ethnic, and gender diversity of that department's workforce and the efficacy of its programs to remediate any gaps, by January 31, 2022.

Response: This recommendation will be partially implemented in that the Countywide Racial and Social Equity Action Plan will be presented to the Board of Supervisors in early 2022. Thereafter, there will be ongoing review of the progress of the Plan, including information regarding demographic changes from prior years, effectiveness of programs or initiatives to remediate any gaps, among other relevant information. The Plan will provide a shared vision with the goal of driving institutional and structural change, and it will include coordinated efforts and actions in various areas throughout the County. In addition, the County's annual Workforce Planning Report will also be expanded to include more workforce demographics including race/ ethnicity and gender by department.

Recommendation 3: The Board of Supervisors should direct the County Manager's Office to create, and annually present, a report recommending potential improvements to San Mateo County's current practice of reporting to the public on the status of racial, ethnic, and gender diversity in the San Mateo County government workforce, and associated performance goals, by January 31, 2022.

Response: This recommendation will be partially implemented in that the Countywide Racial and Social Equity Action Plan will be presented to the Board of Supervisors in early 2022. The Plan will provide a shared vision with the goal of driving institutional and structural change, and it will include coordinated efforts and actions in various areas throughout the County.

B. Racial Equity-Related Recommendations

Recommendation 4: The Board of Supervisors should direct the County Manager’s Office to develop a set of recommendations, such as a model racial equity action plan, to help departments accomplish organizational change promoting racial equity in their work, by January 31, 2022.

Response: This recommendation will be implemented in that the Countywide Racial and Social Equity Action Plan will be presented to the Board of Supervisors in early 2022. The Plan will provide a shared vision with the goal of driving institutional and structural change, and it will include coordinated efforts and actions in various areas throughout the County.

Recommendation 5: The Board of Supervisors should discuss, in an open public meeting, the advisability and practicality of the measures identified as best practices in the Discussion section of this report, by January 31, 2022.

Response: This recommendation will be partially implemented. The County is in the process of developing its Countywide Racial and Social Equity Action Plan and will undertake this endeavor in collaboration with County leadership and Departments. The County will tailor its goals, action steps, and efforts with County and Departmental goals, priorities, and needs. The Plan will provide a shared vision with the goal of driving institutional and structural change, and it will include coordinated efforts and actions in various areas throughout the County. The Plan will be brought to the Board of Supervisors in early 2022.

FISCAL IMPACT:

There is no fiscal impact associated with the acceptance of this report.

STATE OF CALIFORNIA }
COUNTY OF SAN MATEO }

MICHAEL P. CALLAGY, Clerk of the Board of Supervisors, does hereby certify that the above and foregoing is a full, true and correct copy of:

Board Memo for Item No. 23 on the Nov.16, 2021 BOS Agenda regarding Grand Jury Report on Diversity and Racial Equity - Approved by 5-0 vote by Supervisors.
entered in the minutes of said board.

In Witness Whereof, I have hereunto set my hand and the seal of said Board this 16 day of November, 20 21

MICHAEL P. CALLAGY, Clerk of the Board

By  Deputy