

Committee: Directly to Council Committee Review: N/A

Staff: Linda McMillan, Senior Legislative Analyst

Purpose: To receive testimony/final action - vote expected

Keywords: #PorNuestraSalud

AGENDA ITEM #16 December 7, 2021 Public Hearing/Action

SUBJECT

Special Appropriation to the Fiscal Year 2022 Operating Budget; Montgomery County Government; COVID-19 Human Services and Community Assistance Non-Departmental Account (NDA); \$4,437,390; (Source of Funds: Federal Funds from the American Rescue Plan Act); Por Nuestra Salud y Bienestar (For Our Health and Wellbeing); Lead Sponsor: Council President at the Request of the County Executive

EXPECTED ATTENDEES

None

COUNCIL DECISION POINTS & COMMITTEE RECOMMENDATION

- This special appropriation was introduced on November 30, 2021.
- There is no committee recommendation. A motion is required.

DESCRIPTION/ISSUE

The COVID-19 pandemic has disproportionately impacted communities of color with members of racial and ethnic minority groups at increased risk of getting COVID-19, experiencing severe illness, or dying. Data identified higher numbers of cases in zip codes where significant number of Hispanic/Latino residents live. Por Nuestra Salud y Bienestar (For Our Health and Wellbeing), a partnership of the Latino Health Initiative, Latino Health Steering Committee, and community partners delivers COVID-19 prevention, education, testing, vaccination, and mitigation services designed to reach high risk and high need Hispanic/Latino communities in Montgomery County. The Executive branch will continue to seek reimbursement from the Federal Emergency Management Agency (FEMA) for all eligible expenses.

SUMMARY OF KEY DISCUSSION POINTS

- There are many social determinants of health underlying the disparate impacts of COVID-19 on the Latino community. They include lack of access to healthcare, the high percent of people working front-facing essential service jobs, crowded housing and chronic health conditions, such as hypertension, diabetes, and obesity. Hispanic/Latino residents are 19% of the County's population but represent 30% of the COVID cases in the county and almost 21% of COVID deaths.
- Through the efforts of Por Nuestra Salud y Bienestar, the vaccination rate for Hispanic/Latino residents 12 and over went from being significantly below White residents to exceeding the rate for White residents. Similar efforts are now needed and underway for vaccinating children aged 5 to 11.
- From November 3 through 16, 2021, Por Nuestra Salud y Bienestar conducted 1,147 COVID tests at 36 events and participated in 35 vaccination clinics. For this same reporting period case

management and stabilization services to 532 clients with 1,032 services. The top four zip codes generating requests for Identity, Inc. were 20877, 20902, 20906 and 20874; and for Proyecto Salud 20906, 20902, 20903, and 20878. Health Promoters reached over 11,000 people. The information phone line received 1,066 calls. The initiative provided non-clinical, traumainformed emotional support groups to 113 community members.

- Por Nuestra Salud y Bienestar has created the successful and award-winning outreach campaign with Abuelina and is current undertaking a similar effort for children ages 5 through 11.
- The Office of Racial Equity and Social Justice's assessment says that this Special Appropriation advances racial equity and social justice by addressing the disproportionate impact of COVID-19 on Latinx residents in Montgomery County. While this special appropriation is unlikely to redress the underlying racial inequities leading to this disproportionality, it will provide urgently needed culturally and linguistically targeted resources for COVID-19 testing, care, mitigation, and vaccination. The continuation is needed to address vaccination gaps in areas of the County where large number of Latinos reside and where there is persistent vaccine hesitancy, despite increases in the Covid-19 vaccination rate among Latino residents.

Attached:

County Executive Memo	1-2
Special Appropriation Resolution	3-4
Office of Racial Equity and Social Justice Impact Assessment	5-13

Link to Por Nuestra Salud y Bienestar website: https://www.lhiinfo.org/saludybienestar/

The Por Nuestra Salud y Bienestar hotline is 301-270-8432

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Marc Elrich
County Executive

MEMORANDUM

November 10, 2021

TO: Tom Hucker, President

County Council

FROM: Marc Elrich, County Executive

SUBJECT: Special Appropriation #22-32 to the FY22 Operating Budget

Montgomery County Government

COVID-19 Human Services and Community Assistance Non-Departmental

Account (NDA); \$4,437,390 (Source of Funds: Federal Funds) Por Nuestra Salud y Bienestar (For Our Health and Wellbeing)

I am recommending a Special Appropriation to the FY22 Operating Budget of the COVID-19 Human Services and Community Assistance Non-Departmental Account (NDA) in the amount of \$4,437,390 to continue the Por Nuestra Salud y Bienestar (For Our Health and Wellbeing) initiative for the months from January through June 2022. The American Rescue Plan Act is the recommended source of funding for this special appropriation.

This increase is needed to continue providing a targeted emergency response related to COVID-19 for Hispanic or Latino persons who have been disproportionately impacted by COVID compared with non-Hispanic persons. Por Nuestra Salud y Bienestar (For Our Health and Wellbeing) has developed a proposal to continue implementing a culturally and linguistically competent health and wellness system that addresses critical needs for outreach, education, clinical follow-up, case management, and coordination of mental health services. The County will pursue FEMA reimbursement for all costs where available.

The initiative initially requested a special appropriation of \$4,800,669 to provide these services from January through June 2022. As a result of four previous FY21 and FY22 special appropriations, the program estimates a remaining balance in the program at the end of calendar year 2021 of \$363,279. Therefore, \$363,279 has been deducted from the initial request of \$4,800,669 and \$4,437,390 is the FY22 special appropriation request.

ME:dl

Special Appropriation #22-32 to the FY22 Operating Budget Page 2 of 2 November 10, 2021

Enclosure: Special Appropriation #22-32

Cc: Raymond L. Crowel, Psy.D., Director, Department of Health and Human Services Jennifer Bryant, Director, Office of Management and Budget

Resolution No:	
Introduced:	
Adopted:	

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

Lead Sponsor: Council President at the Request of the County Executive

SUBJECT: Special Appropriation #22-32 to the FY22 Operating Budget

Montgomery County Government

COVID-19 Human Services and Community Assistance Non-Departmental

Account (NDA); \$4,437,390 (Source of Funds: Federal Funds) Por Nuestra Salud y Bienestar (For Our Health and Wellbeing)

Background

- 1. Section 308 of the Montgomery County Charter provides that a special appropriation: (a) may be made at any time after public notice by news release; (b) must state that the special appropriation is necessary to meet an unforeseen disaster or other emergency or to act without delay in the public interest; (c) must specify the revenues necessary to finance it; and (d) must be approved by no fewer than six members of the Council.
- 2. The County Executive has requested the following FY22 Operating Budget appropriation increases for the COVID-19 Human Services and Community Assistance Non-Departmental Account (NDA):

Personnel Services	Operating <u>Expenses</u>	Capital <u>Outlay</u>	<u>Total</u>	Source of Funds
\$0	\$4,437,390	\$0	\$4,437,390	Federal Funds

3. This increase is needed to continue providing a targeted emergency response related to the disparate impact of COVID-19 on Hispanic or Latin persons compared with those of non-Hispanic persons. Por Nuestra Salud y Bienestar (For Our Health and Wellbeing) has developed a proposal to continue implementing a culturally and linguistically competent health and wellness system that addresses critical needs for outreach, education, clinical follow-up, case management, and coordination of mental health services. The County will pursue FEMA reimbursement for all costs where available. The initiative estimates that an additional \$4,437,390 will be needed to provide these services for the months from January through June 2022.

- 4. The County Executive has requested a special appropriation to the FY22 Operating Budget in the amount of \$4,437,390 for Por Nuestra Salud y Bienestar (For Our Health and Wellbeing) and specifies that the source of funds will be Federal Funds from the American Rescue Plan Act.
- 5. The public was notified and a public hearing was held.

Action

The County Council for Montgomery County, Maryland, approves the following actions:

1. A special appropriation to the FY22 Operating Budget of the COVID-19 Human Services and Community Assistance Non-Departmental Account (NDA) is approved as follows:

Personnel Services	Operating Expenses	Capital <u>Outlay</u>	<u>Total</u>	Source of Funds
\$0	\$4,437,390	\$0	\$4,437,390	Federal Funds

- 2. The Department of Health and Human Services will continue and amend its current non-competitive contract with The Primary Care Coalition of Montgomery County, Inc. as provided in Resolution 19-872, approval of and appropriation for the FY 2022 Operating Budget of the Montgomery County Government, Budget Provision #8 that provides this authority for contracts providing COVID-19 response.
- 3. The County Council declares that this action is necessary in response to a public health or safety emergency and to be acted upon without delay in the public interest.

Selena Mendy Singleton, Esq.	
Clerk of the Council	

This is a correct copy of Council action.



Marc Elrich
County Executive

Tiffany Ward, Director Office of Racial Equity and Social Justice

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MEMORANDUM

November 5, 2021

To: Jennifer Bryant, Director

Office of Management and Budget

From: Tiffany Ward, Director

Office of Racial Equity and Social Justice

Re: Supplemental Appropriation: #22-32 Por Nuestra Salud y Bienestar (PNSB)

(Update to SA #21-533)

On July 15, 2021 the Office of Racial Equity and Social Justice (ORESJ) submitted to the Office of Management and Budget (OMB) a Racial Equity Impact Assessment (REIA) for supplemental appropriation #21-533 Por Nuestra Salud y Bienestar (PNSB). Available information about Supplemental #22-32 indicates that the funding will be used to continue the efforts that began under supplemental appropriation #21-533 and will do so using funds from the American Rescue Plan Act. The continuation is needed to address vaccination gaps in areas of the County where large number of Latinos reside and where there is persistent vaccine hesitancy, despite increases in the Covid-19 vaccination rate among Latino residents. Because there are no significant differences in the plans and approaches outlined in Supplemental #22-32 and Supplemental Appropriation #21-533, ORESJ's finding statement, background, and data analysis remains unchanged. ORESJ, therefore, recommends that those considering supplemental #22-32 do so by reviewing the REIA that ORESJ submitted for Supplemental Appropriation #21-533 (copied below).

To supplement information provided in the REIA for Supplemental Appropriation #21-533, ORESJ would like to recommend continued application of a racial equity lens to the utilization of ARPA funds. Below are principles shared by the Groundwork Collaborative¹ and PolicyLink².

¹ Presentation delivered by Azza Altiraifi of the Groundwork Collaborative during the Government Alliance on Race and Equity's (GARE) virtual launch of a webinar series focused on American Rescue Plan. September 24, 2021.

² PolicyLink. 10 Priorities for Advancing Racial Equity Through the American Rescue Plan. A Guide for City and County Policymakers. May 2021. Available at: https://www.policylink.org/sites/default/files/RecoveryGuide-LJ-2021 050621c.pdf.

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Center marginalized and disproportionately affected communities in this crisis.

- 1. Prioritize public engagement, and practice transparency and accountability in determining funding priorities.
- 2. Recognize that threats, risks, and traumas are daily conditions experienced in low-income and communities of color; deploy resources in ways that begin to address root causes.
- 3. Invest with the goal of stronger, more equitable economies than we had before Covid-19 and the recession it triggered.
- 4. Track disaggregated data to ensure accountability to equity goals.

I. **FINDING:** The Office of Racial Equity and Social Justice finds that Special Appropriation #21-533 advances racial equity and social justice by addressing the disproportionate impact of COVID-19 on Latinx residents in Montgomery County. While this special appropriation is unlikely to redress the underlying racial inequities leading to

this disproportionality, it will provide urgently needed culturally and linguistically targeted resources for COVID-19 testing, care, mitigation, and vaccination.

II. **BACKGROUND:** Special Appropriation #21-533 provides \$4,420,164 to the COVID-19 Human Services and Community Assistance Non-Departmental Account (NDA) for the continuation of COVID-19 emergency assistance provided by Por Nuestra Salud y Bienestar (PNSB) from July to December 2021. This increase is being requested so that PNSB can continue providing targeted emergency assistance related to Latinx³ communities who have been disproportionately impacted by COVID-19.

PNSB mobilizes seven Latino-serving community-based partner organizations, in partnership with the Latino Health Initiative and various Montgomery County Government entities, to respond to the still urgent needs of the Latinx community of the County with culturally competent and community-based and focused effort that will support recovery and building resiliency in the community. The specific objectives of the initiative are:

- Increase the number of COVID-19 tests for Latinos in Montgomery County.
- Provide COVID-19 vaccinations and related services for high-risk, high-need Montgomery County Latino communities.
- Provide effective clinical and social support for people affected by COVID-19 and assist with placement in follow on care as needed.

³ The term Latinx and Latino are used interchangeably throughout this memo. According to the US Census, Hispanic or Latino refers to people of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race. According to *Merriam-Webster.com Dictionary* the term Latinx refers to a person of Latin American origin or descent (used as a gender-neutral or nonbinary alternative to Latino or Latina).

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- Assist Latino community members in receiving a COVID-19 vaccination by supporting them throughout the registration, appointment, vaccination, and post vaccination processes.
- Conduct case management and navigation to address social services and general health needs of the Latino community.
- Provide culturally and linguistically appropriate community based and focused nonclinical mental health services and emotional support to Latino residents being impacted by COVID-19.
- Increase the dissemination of culturally competent, linguistically appropriate, and timely information on COVID-19 testing, care, mitigation, and vaccination to mobilize the Latino community around prevention, testing, treatment, coordinating, and vaccination services.
- Provide additional priority clinical and social services to address gaps and restore care.

As described in the request, Latinx residents have been disproportionately impacted by the COVID-19 pandemic. Latinx residents make up 19% of the County's total population but represent 30% of total COVID-19 cases in the County—the largest percentage of cases for any racial group—and 20.9% of total COVID-19 deaths in the County. At the same time, Latinx residents represent 18% of the County population who has received a vaccine. disproportionately fewer residents than the Latinx population overall. Similar patterns of disproportionality are also experienced by Black residents in Montgomery County. Using COVID-19 surveillance data, it is evident that while some zip codes with more than 50% residents of color are experiencing decreases in average daily case rates per 100k, it is the zip codes with the highest concentrations of residents of color that are experiencing increases in the average daily case rate pe 100k residents. These zip codes—in Hillandale and Gaithersburg, especially—have the highest percentages of Latinx residents of the zip codes being tracked. So, while some communities of color are likely accessing preventative measures, testing, and vaccination, those most impacted continue to face barriers. It is important to note that given the diversity of the Latinx population in the County—56% are foreign-born⁴—experiences related to COVID-19 may vary. Available dashboards do not disaggregate data by foreign-born or immigration status.

Research points to health and employment disparities as determinants of higher rates of infection and lower vaccination rates among Latinx residents across the US. Underlying these factors is web of structural inequities, including racial residential segregation and occupational segregation.

⁴ Leah Hendey and Lily Posey. *Racial Inequities in Montgomery County 2011-2015*. Urban Institute. 2017. https://www.urban.org/sites/default/files/publication/95386/2017.12.28 montgomery county finalized 7.pdf

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> Where people live impacts their exposure to health promoting resources and health damaging threats⁵. Racial residential segregation therefore shapes innumerable dimensions of residents' lives and is associated with differences in neighborhood resource distribution, impacting health through poor housing conditions, disparities in educational and employment opportunities, inadequate transportation infrastructure, access to healthcare and economic instability⁶. During the Pandemic, inequities in the type of housing and density of housing available in communities, along with number and age of household members, influenced exposure to COVID-19. Individuals living in densely populated areas, in multi-unit dwellings like apartments or condos, or in multigenerational households were less likely to be able to socially distance from older at-risk household members, isolate in the event of infection, or take other measures to mitigate virus transmission. In addition, racial residential segregation has also been linked to racial health inequities and adverse health conditions like cardiovascular disease, hypertension, diabetes, obesity and asthma⁷. According to the CDC, diabetes (type 1 and 2), obesity, and moderate-to-severe asthma are linked to increased likelihood of getting severely ill from COVID-198.

Occupational segregation⁹ and resulting labor market inequities have crowded Latinx, immigrant, and workers of color into industry sectors and occupations with lower wages, fewer benefits, higher risk of exposure to COVID-19, higher job losses and slower recoveries. Nationally, larger proportions of Latinas work in industry sectors that experienced the greatest job losses compared to white workers (both men and women)¹⁰. Latinx workers also tend to be overrepresented in food preparation, building and grounds cleaning and maintenance occupations; they are also less likely to hold managerial positions in those sectors¹¹. These industry sectors and occupations were not only

⁵ Jason Richardson, Bruce C. Mitchell PhD., Helen C.S. Meier, PhD, MPH, Emily Lynch, MPH, and Jad Edlebi in collaboration with Robert K. Nelson and Justin M. Madron. *The Lasting Impact of Historic Redlining on Neighborhood Health: Higher Prevalance of Covid-19 Risk Factors*. National Community Reinvestment Coalition. September 2020. https://ncrc.org/holc-health/

⁶ Jason Richardson, et al. September 2020.

⁷ Jason Richardson, et al. September 2020.

⁸ The Center for Disease Control and Prevention. Covid-19. People with Certain Medical Conditions. https://www.cdc.gov/coronavirus/2019-ncov/need-extra-precautions/people-with-medical-conditions.html

⁹ Kate Bahn and Carmen Sanchez Cummings. Factsheet: U.S. occupational segregation by race, ethnicity, and gender. Washington Center for Equitable Growth. July 2020. https://equitablegrowth.org/factsheet-u-s-occupational-segregation-by-race-ethnicity-and-gender/

¹⁰ Elise Gould, Daniel Perez, and Valerie Wilson. *Latinx workers—particularly women—face devastating job losses in the COVID-19 recession*. Figure E. Economic Policy Institute. August 2020. https://www.immigrationresearch.org/system/files/Latinx%20workers.pdf

¹¹ Ryan Zamarripa and Lorena Roque. *Latinos Face Disproportionate Health and Economic Impacts From COVID-19*. Center for American Progress. March 2021.

https://www.americanprogress.org/issues/economy/reports/2021/03/05/496733/latinos-face-disproportionate-health-economic-impacts-covid-19/

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decimated by the pandemic, resulting in job losses and deeper levels of economic insecurity, individuals who continued to work often did so without sick leave, paid family leave, and increased risk of exposure to the COVID-19.

These inequities and their resulting economic and health consequences have deeply impacted rates of COVID-19 infection and death in Latinx and communities of color. Slow vaccination uptake is rooted in a similar set of inequities. For immigrant and non-citizen residents, fears are related to concerns that obtaining the vaccine could have negative consequences on their immigration status and that data collected during the vaccination process may be improperly managed or used in ways that cause harm. These concerns, based on systemic mistreatment—limitations on use of public assistance and enhanced immigration enforcement at the Federal level—particularly in the past few years, have created a mistrust of government that dissuades many immigrants and noncitizens from getting the vaccine even when available.

Perceptions about costs and risks associated with vaccination are complicated by rates of health insurance coverage. Research from the Keiser Family Foundation explains that systemic barriers to insurance coverage and healthcare more generally have made low-income communities of color and non-citizens more likely to be uninsured¹³. These residents, as a result, are less likely to have established relationships with health care providers and may therefore delay or forego healthcare because of cost. This, in turn, means that while there are resources available to make vaccines free, even for undocumented residents, residents may have concerns about cost.

In addition to concerns about cost, immigrant residents may have concerns about vaccine side effects and any associated unanticipated healthcare costs related to seeking care. Relatedly, because people of color are more likely to be employed in low-wage jobs, with greater COVID-19 exposure risks, and fewer if any sick leave benefits, residents of color may be especially concerned about side effects interfering with their employment and potentially lost wages¹⁴. Overcoming vaccine hesitancy and eliminating inequities in access requires building trust and demonstrating a long-term commitment to community well-being by "making the vaccine available in places and that can be easily accessed through multiple modes (e.g., car or walk-up) during hours that accommodate different work schedules."¹⁵

¹² Samantha Artiga, Nambi Ndugga, and Olivia Pham. "Immigrant Access to COVID-19 Vaccines: Key Issues to Consider". Published January 13, 2021. Keiser Family Foundation. https://www.kff.org/racial-equity-and-health-policy/issue-brief/immigrant-access-to-covid-19-vaccines-key-issues-to-consider/

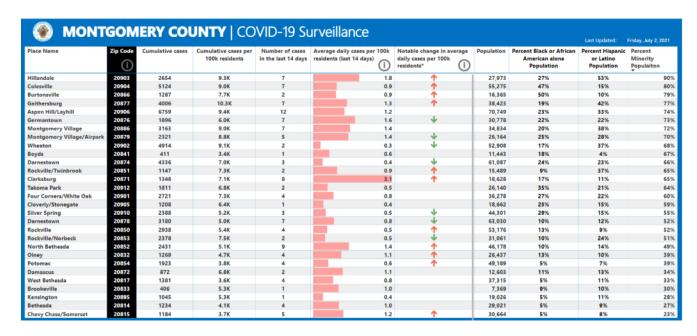
¹³ Artiga and Kates, 2020.

¹⁴ Artiga and Kates, 2020.

¹⁵ Artiga and Kates, 2020.

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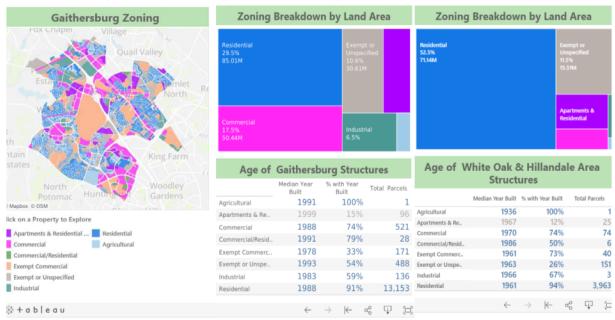
III. **ANALYSIS OF DATA:** As of July 2, 2021, the zip codes with the highest concentrations of Latinx residents experienced increases in average daily case rates per 100k residents. See chart below from the Montgomery County COVID-19 Surveillance dashboard.



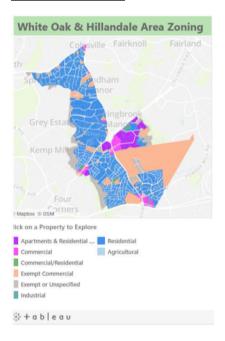
Prior to the pandemic, Latinos in Montgomery County experienced many of the underlying factors related to higher incidence of COVID-19 infection and death as well as lower rates of vaccination. Looking more closely at housing types available in Hillandale and Gaithersburg, the zip codes with the largest percentages of Latinx residents, we notice relatively more areas dedicated to apartment housing compared to zip codes like Kensington and Bethesda with relatively lower percentages of Latinx residents and residents of color more generally and no noticeable differences in average daily cases (at the time of this analysis). While the visual comparison below is not scientific and the COVID-19 surveillance areas are likely not the exact same as the neighborhood geography defined in the County Stat Community explorer, the comparison does surface an observation pointing to structural inequities related to the connection between housing and COVID-19 cases in the County which may warrant further inquiry. As noted in the background section, research points to a link between housing type and exposure to COVID-19.

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Areas with comparatively more apartment housing and observed increases in average daily

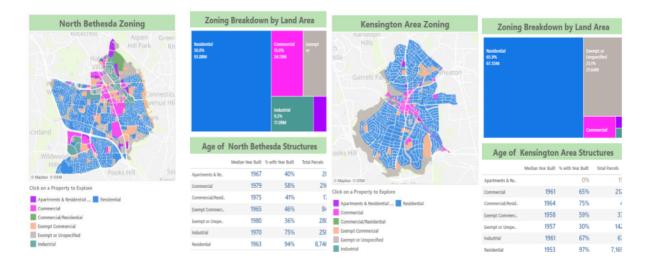


COVID-19 cases



Areas with comparatively less apartment housing and no significant differences in average daily COVID-19 cases

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Latinx residents in Montgomery County worked in occupations deeply impacted by the economic disruption of the pandemic. Economic Policy Institute's analysis of occupations most affected by COVID-19 shows that nationally, between February and May 2020, while there were steep reductions across the board, the top three largest reductions were in service occupations, production occupations, and sales and related occupations. EPI's analysis also shows that Latina workers are heavily represented in these occupations, except for construction and extraction occupations which Latino men made up the largest share. The chart below shows that in 2019 in Montgomery County, Latinx workers compared to white workers made up larger shares of the occupations that were most negatively affected by the pandemic. The highlighted rows are the occupations that based on EPI analysis experienced the greatest reduction in employment nationally—EPI's calculated reduction in employment is italicized.

Occupation category	Hispanic or Latino residents	White (alone) residents
Service (-27.2% nationally)	31%	11%
Sales and office occupations (-17.5% nationally)	15%	14%
Production, transportation, and material moving (-17.9% nationally)	8%	4%
Natural resources, construction, and maintenance (-15.7% nationally)	21%	4%
Management, business, science, and arts (-4.6% nationally)	25%	67%

Source: Authors calculations of U.S. Census Bureau, 2019 American Community Survey 1-Year Estimates and analysis from Figure F: *Latinx workers—particularly women—face devastating*

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job losses in the COVID-19 recession by Elise Gould, Daniel Perez, and Valerie Wilson, Economic Policy Institute, August 20, 2020.

https://www.immigrationresearch.org/system/files/Latinx%20workers.pdf

As discussed in the background section, disparities in insurance coverage is a relevant inequity in vaccination distribution, as cost may be a factor residents are concerned about, if they believe there will be a cost associated with receiving the vaccine. In 2017, Latinos in Montgomery County were more than five times as likely as whites to not have health insurance:

Racial/ethnic group	% who are uninsured
White	3.8%
Asian	5.8%
Black	7.3 %
Latino	19.4%
Other	26.6%

Source: Jupiter Independent Research Group. Racial Equity Profile Montgomery County. Report Number 2019-7. Office of Legislative Oversight. Published June 20, 2019. Accessed: https://www.montgomerycountymd.gov/OLO/Resources/Files/2019%20Reports/OLO201 9-7-6 20 19.pdf

cc: Dr. Raymond Crowel, Director, Department of Health and Human Services Ken Hartman, Director, Strategic Partnership, Office of the County Executive