



City and County of San Francisco

DEPARTMENT ON THE STATUS OF WOMEN

Emily M. Murase, PhD
Executive Director



Edwin M. Lee
Mayor

Gender Analysis of San Francisco Commissions and Boards

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Table of Contents

Table of Figures and Tables	3
I. Introduction	4
II. Methodology and Limitations.....	5
III. San Francisco Population Demographics.....	6
IV. Gender Analysis Findings.....	9
A. Ethnicity	10
B. Disability.....	14
C. Gender.....	15
D. Ethnicity by Gender	18
E. Sexual Orientation	19
F. Policy Bodies by Budget Size	20
V. Conclusion	23
VI. Recommendations.....	23

Table of Figures and Tables

Table 1: Ethnicity Information Data Comparison.....	5
Figure 1: San Francisco Population by Race/Ethnicity, 2014	6
Figure 2: San Francisco Population by Race/Ethnicity and Gender, 2014	7
Figure 3: Percentage of San Francisco Adult Population with a Disability by Gender, 2013	8
Figure 4: 8-Year Comparison of Percentage of Female Commission and Board Members.....	9
Figure 5: 2015 Commission Appointees Compared to San Francisco Population by Ethnicity	10
Figure 6: 2015 Board Appointees Compared to San Francisco Population by Ethnicity	11
Figure 7: 2015 Commissions with Highest Percentage of Minority Appointees	12
Figure 8: 2015 Commissions with Lowest Percentage of Minority Appointees	13
Figure 9: 2015 Percentage of Minority Appointees on Boards.....	14
Figure 10: Percentage of Female Appointees in 2011, 2013, and 2015	15
Figure 11: Commissions and Boards with the Highest Percentage of Female Appointees in 2015	16
Figure 12: Commissions and Boards with the Lowest Percentage of Female Appointees in 2015	17
Figure 13: Percentage of Men and Women of Color on Commissions and Boards, 2015.....	18
Table 2: Demographics of Highest Budgeted Commissions.....	21
Table 3: Demographics of Lowest Budgeted Commissions	22

I. Introduction

The central question of this report is whether appointments to public policy bodies of the City and County of San Francisco are reflective of the population at large.

In 1998, San Francisco became the first city in the world to pass a local ordinance reflecting the principles of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), also known as the "Women's Human Rights Treaty."¹ The Ordinance requires City government to take proactive steps to ensure gender equality and specifies "gender analysis" as a preventive tool to identify and address discrimination.² Since 1998, the Department on the Status of Women (Department) has used this tool to analyze operations of 11 City departments.

In 2007, the Department used gender analysis to analyze the number of women appointed to City Commissions, Boards, and Task Forces.³ Based on these findings, a City Charter amendment was developed by the Board of Supervisors for the June 2008 election. The Amendment, which voters approved overwhelmingly, made it City policy that:

1. Membership of Commissions and Boards reflect the diversity of the San Francisco population;
2. Appointing officials be urged to support the nomination, appointment, and confirmation of these candidates; and
3. The San Francisco Department on the Status of Women is required to conduct a gender analysis of Commissions and Boards to be published every 2 years.

This 2015 gender analysis documents the number of women and minorities currently serving on San Francisco Commissions and Boards appointed by the Mayor and the Board of Supervisors.⁴

¹ While 187 member states of the United Nations, including all other industrialized countries, have ratified the Women's Human Rights Treaty, the U.S. has not. President Jimmy Carter signed the treaty in 1980, but it has been languishing in the Senate ever since, due to jurisdictional concerns and other issues. For further information, see the United Nations website, available at www.ohchr.org/english/bodies/cedaw/index.htm.

² The gender analysis guidelines are available at the San Francisco Department on the Status of Women website, under Women's Human Rights, at www.sfgov.org/dosw.

³ *The 2007 Gender Analysis of Commissions, Boards, and Task Forces* is available online at the Department website, under Women's Human Rights, at www.sfgov.org/dosw.

⁴ Appointees in some policy bodies are elected or appointed by other entities.

II. Methodology and Limitations

A Commissioner or Board member’s gender, race/ethnicity, sexual orientation, gender identity, and disability status were among data elements collected on a voluntary basis. In early 2011, the 311 Information Directory Department (“311”) launched a website, the first of its kind in the nation, to collect and disseminate information about City appointments to policy bodies. The gender analysis in this report reflects data from the majority of Commissions and Boards, which provided information to the Mayor’s Office or 311.

Of the 55 Commissions and Boards that are reported to 311, data was compiled from 39 policy bodies. Every attempt has been made to reflect accurate and complete information in this report.

The race/ethnicity information is based on data voluntarily provided to the Mayor’s Office or Commissions and Boards staff. Importantly, the U.S. Census does not categorize individuals of Middle Eastern descent as such and, instead, labels them “White.” As the City of San Francisco captures ethnicity information differently from the U.S. Census, comparison data in this report is classified as follows:

Table 1: Ethnicity Information Data Comparison

U.S. Census	Asian	Black/ African American	Hispanic/ Latino	White	Two or more Races	Other Race	White	American Indian/ Alaska Native	Native Hawaiian/ Other Pacific Islander
Gender Analysis Report	Asian/ Pacific Islander	Black/ African American	Latinx	Middle Eastern	Multi- Ethnic/ Mixed	Other Race	White/ Caucasian	American Indian	Asian/ Pacific Islander

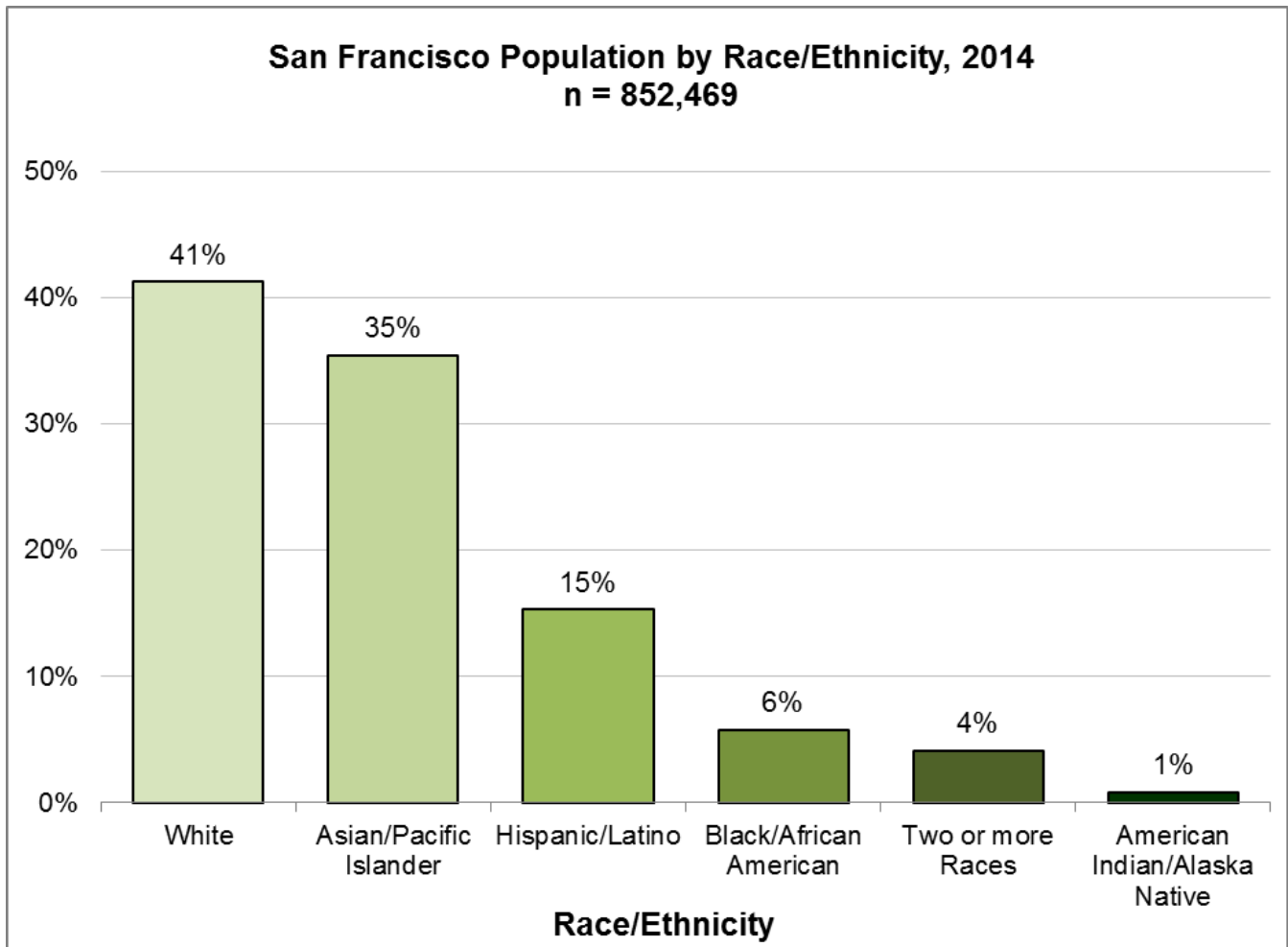
Due to population change in the years since the most recent Decennial Census, this report provides appendices with both the 2010 U.S. Census count and the 2014 U.S. Census Population Division Estimates. For the purposes of this report, the 2014 U.S. Census Population Division information is utilized in order to reflect the most recent estimates of San Francisco’s population. Charts 1 and 2 in Appendix 1 show the 2010 U.S. Census information on population by race and ethnicity and by gender and race. Charts 3 and 4 in Appendix 1 show 2014 U.S. Census Population Division estimates by race and ethnicity and by gender and race.

Data on disability status; lesbian, gay, bisexual, transgender (LGBT) identity; and veteran status of appointees were limited, incomplete, and/or unavailable, but included to the extent possible.

III. San Francisco Population Demographics

According to the 2014 U.S. Census Bureau Population Division, an estimated 49% of the population in San Francisco are women and 62% of residents identify as part of an ethnic minority. The largest racial and ethnic groups are Caucasian, Asian/Pacific Islander, and Latinx. The ethnic breakdown of San Francisco is shown in the chart below.

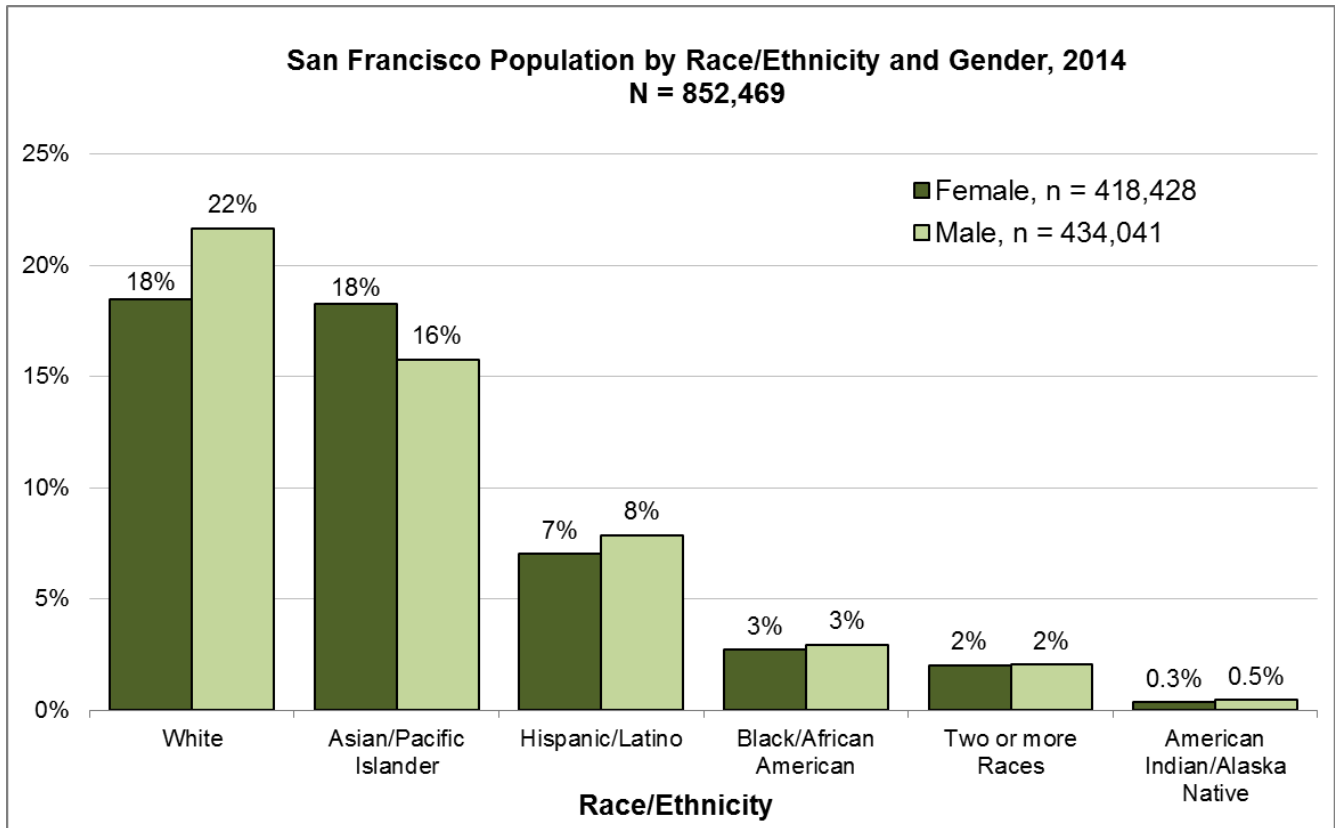
Figure 1: San Francisco Population by Race/Ethnicity, 2014



Source: U.S. Census Bureau, Population Division, June 2015

A more nuanced view of the City's population can be seen in the chart below, which shows ethnicity by gender. Information from the 2014 U.S. Census Population Division shows that most racial and ethnic groups have a similar representation of men and women in San Francisco, though there are significantly more Caucasian men than women and slightly more Asian/Pacific Islander women than men.

Figure 2: San Francisco Population by Race/Ethnicity and Gender, 2014

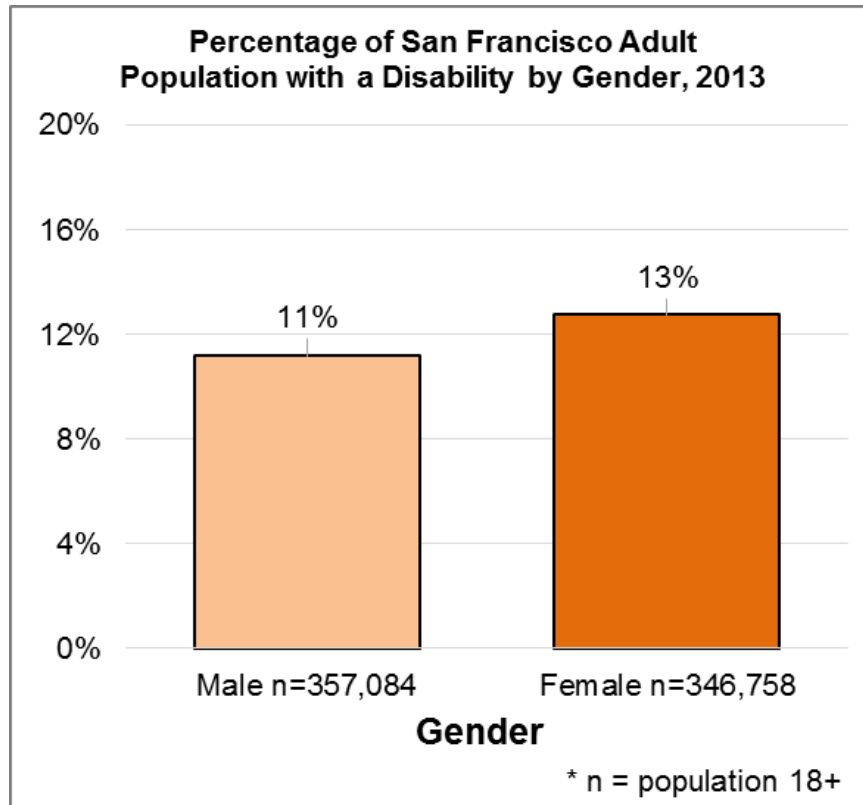


Source: U.S. Census Bureau, Population Division, June 2015

The U.S. Census does not count the number of individuals who identify as LGBT. However, the 2010 U.S. Census identified roughly 7,600 male same sex couple households and 2,700 female same sex couple households in the City of San Francisco, which are approximately 7% of all households.

According to the U.S. Census Bureau 2009-2013 5-year American Community Survey, 10.5% of the total population and 12% of San Franciscans 18 years and older live with a disability. Among adults in San Francisco, more women than men (13% vs. 11%) live with a disability.

Figure 3: Percentage of San Francisco Adult Population with a Disability by Gender, 2013

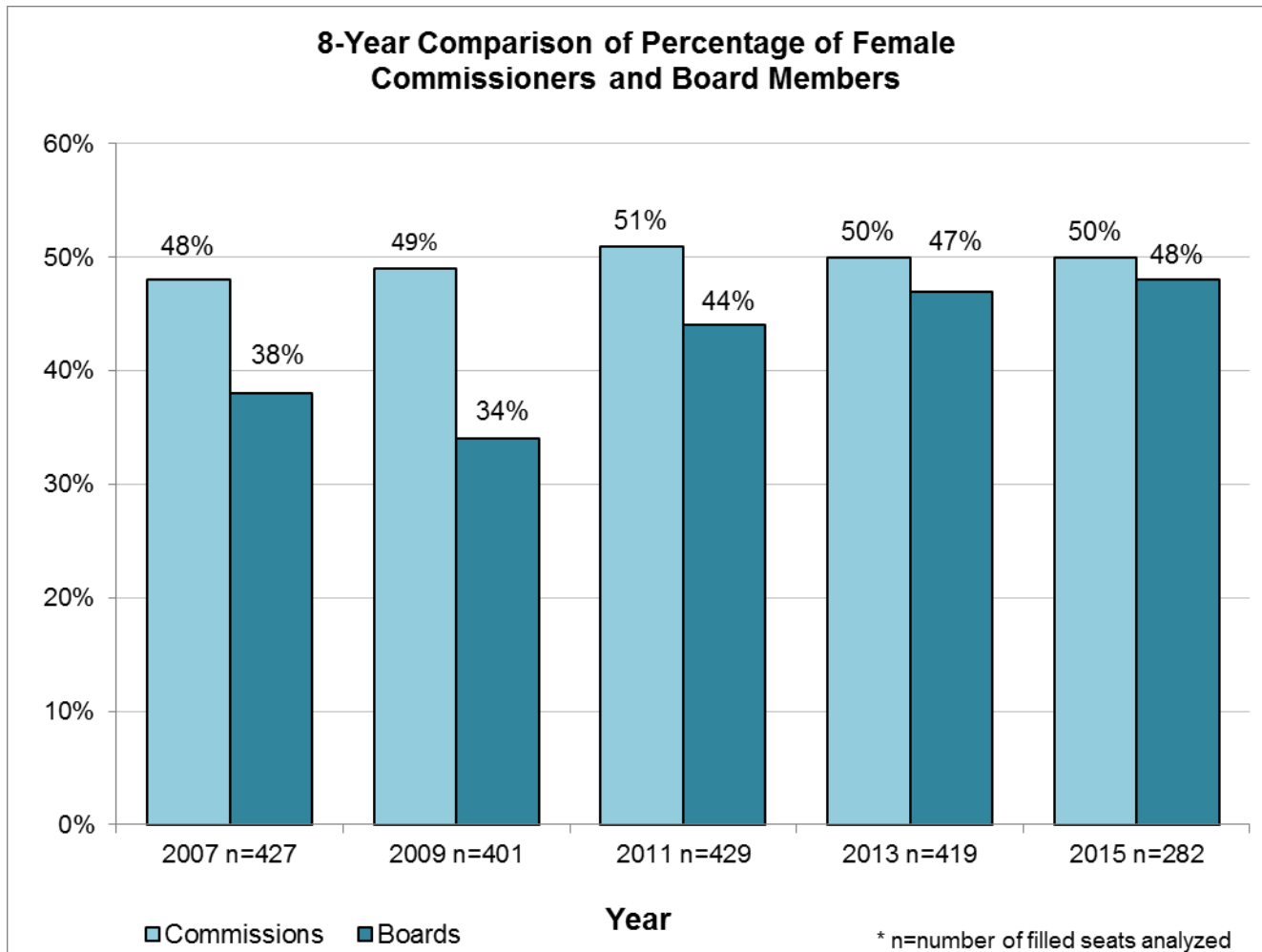


Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

IV. Gender Analysis Findings

Generally, *Commission* appointments are made by the Mayor and *Board* appointments are made by members of the Board of Supervisors. For some policy bodies, however, the appointments are divided between the Mayor and the Board of Supervisors. *Commissions* tend to be permanent policy bodies that are, in some cases, part of the City Charter. *Boards* are generally policy bodies created legislatively to address specific issues.

Figure 4: 8-Year Comparison of Percentage of Female Commission and Board Members



Sources: 311 & Mayor's Office.

Overall, Commission and Board appointments are generally reflective of the diversity of San Francisco. The percentage of female Commissioners has remained fairly steady since the first gender analysis in 2007 and is one percentage point above the percentage of females in San Francisco (49%). The percentage of female Board appointees has increased since the first gender analysis in 2007, it remains one percentage point below the percentage of women in the population (49%).

Data from 31 Commissions shows:

- 232 of 247 appointed seats are currently filled.
- 50% of appointees are female.
- 60% of appointees are identified as a racial or ethnic minority.

Data from 8 Boards shows:

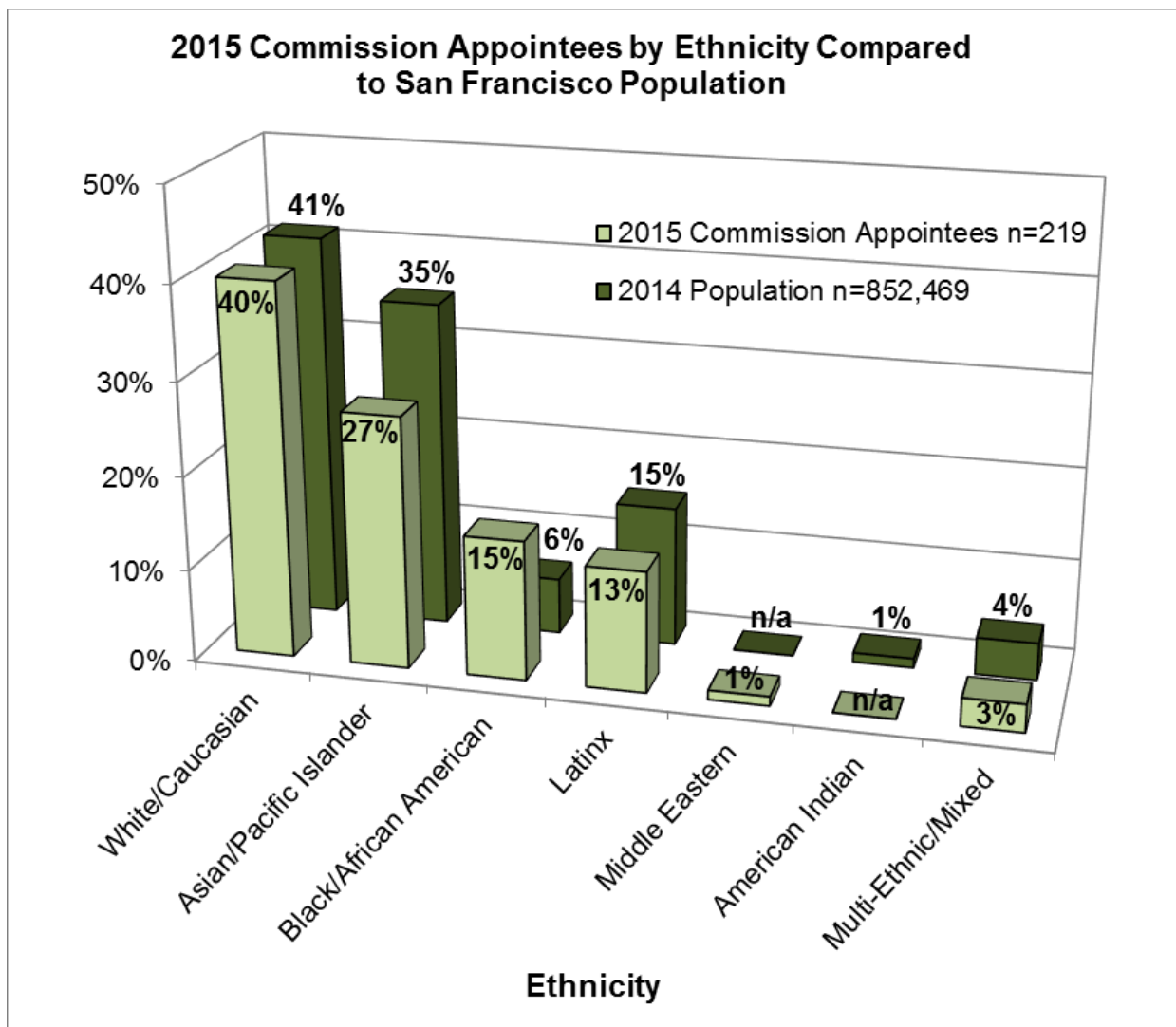
- 50 of 57 appointed seats are currently filled.
- 48% of appointees are female.
- 44% of appointees are identified as a racial or ethnic minority.

A. Ethnicity

Racial and ethnic minorities make up 62% of San Francisco residents. Data on racial and ethnic background was available for 219 Commission appointees, of which 60% were persons of color. However, only 44% of Board appointees identified as minorities. In total, 57% of appointees are persons of color.

There is a higher representation of African American persons on Commissions (15%) than in the general population (6%). In contrast, Asian/Pacific Islanders are significantly underrepresented on Commissions (27% Commission appointees vs. 35% population).

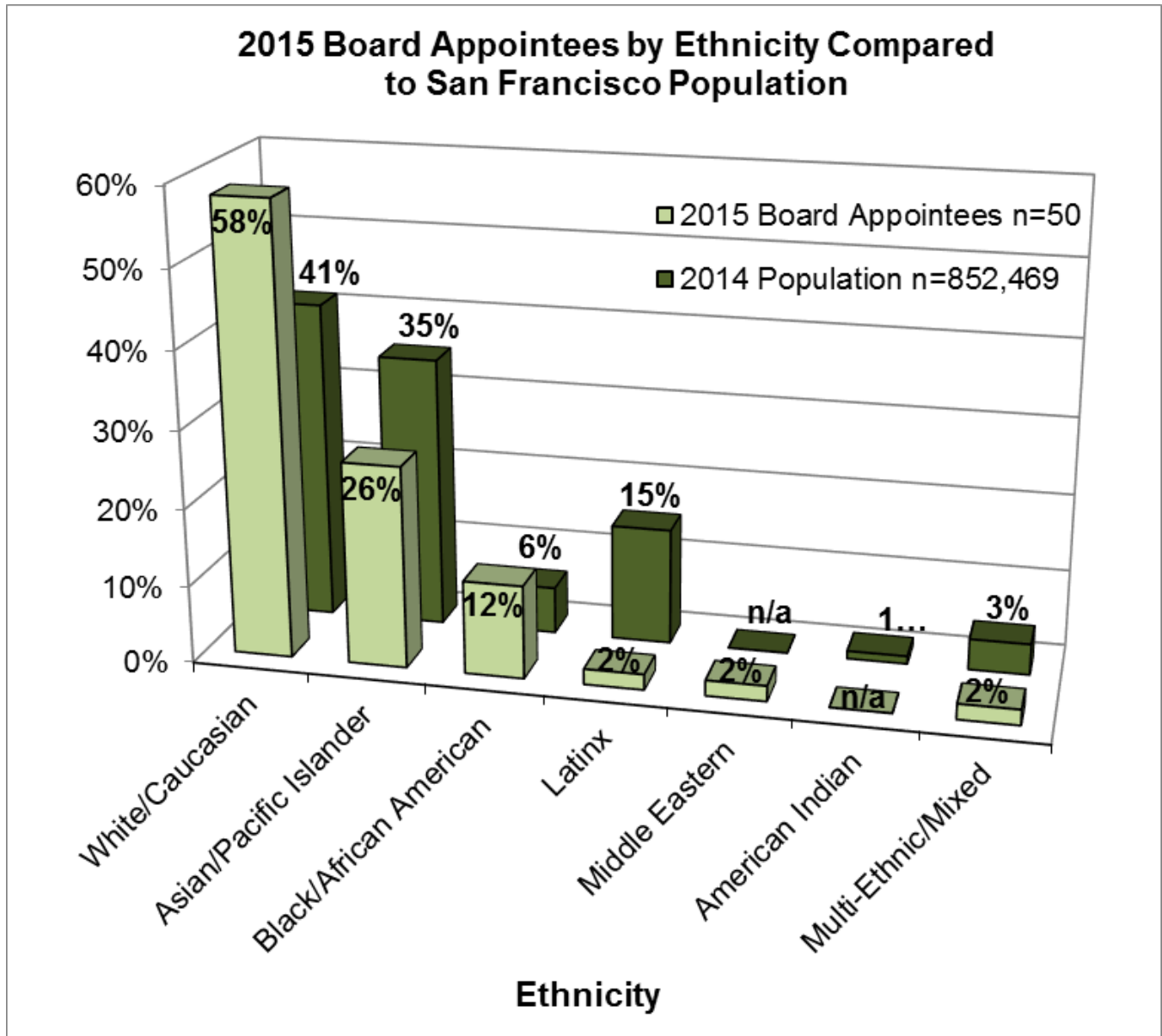
Figure 5: 2015 Commission Appointees Compared to San Francisco Population by Ethnicity



Sources: 311, Mayor's Office & U.S. Census Bureau, Population Division, June 2015

A similar pattern emerges for Boards appointees. In general, racial and ethnic minorities are underrepresented on Boards, except for the African American population (12% Board appointees vs. 6% population). There are significantly more Caucasian appointees (58%) than represented in the population (41%). Meanwhile, there are significantly fewer Asian/Pacific Islanders appointed to Boards (26%) than represented in the population (35%) as well as underrepresentation of the Latinx population (2% Board appointees vs. 15% population).

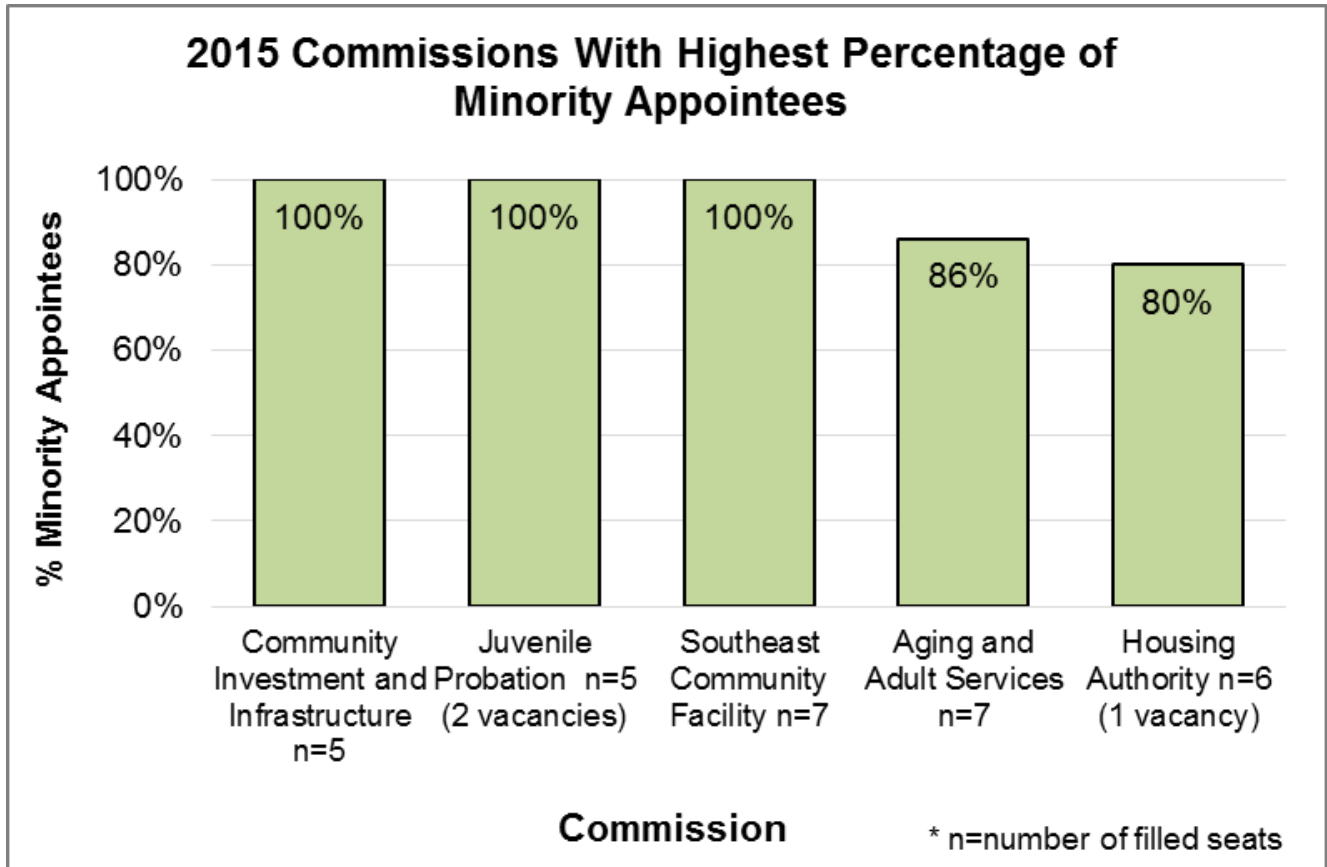
Figure 6: 2015 Board Appointees Compared to San Francisco Population by Ethnicity



Sources: 311, Mayor's Office & U.S. Census Bureau, Population Division, June 2015

Of the 30 Commissions with information on ethnicity, half had at least 60% appointees of color and two-thirds had at least 50% appointees of color. The Commissions with the highest percentage of minority appointees are shown in the chart below.

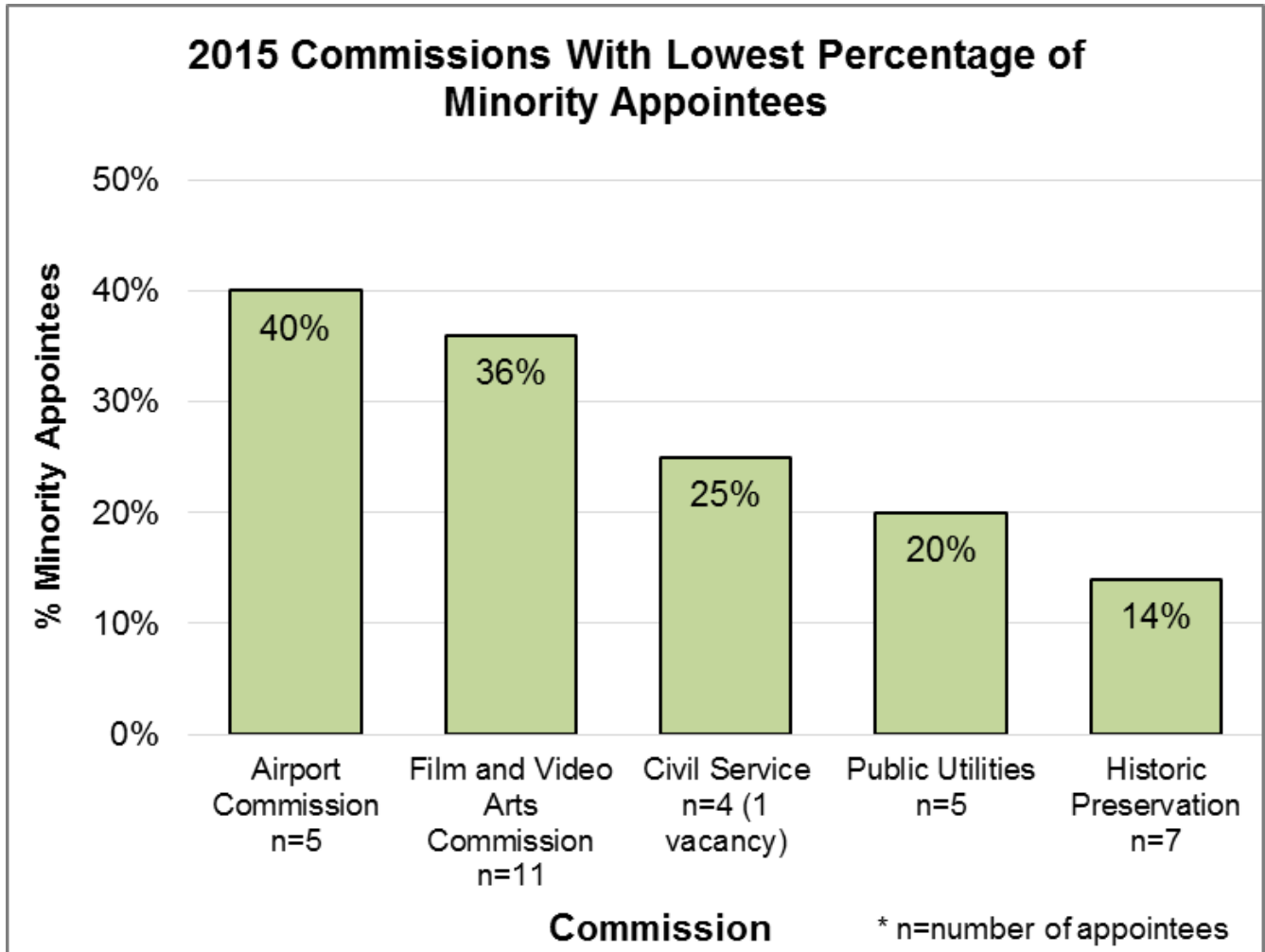
Figure 7: 2015 Commissions with Highest Percentage of Minority Appointees



Sources: 311 & Mayor's Office.

Three Commissions had fewer than 30% minority appointees, with the lowest percentage of minority appointees being found on the Historic Preservation Commission at 14%. The Commissions with the lowest percentage of minority appointees are shown in the chart below.

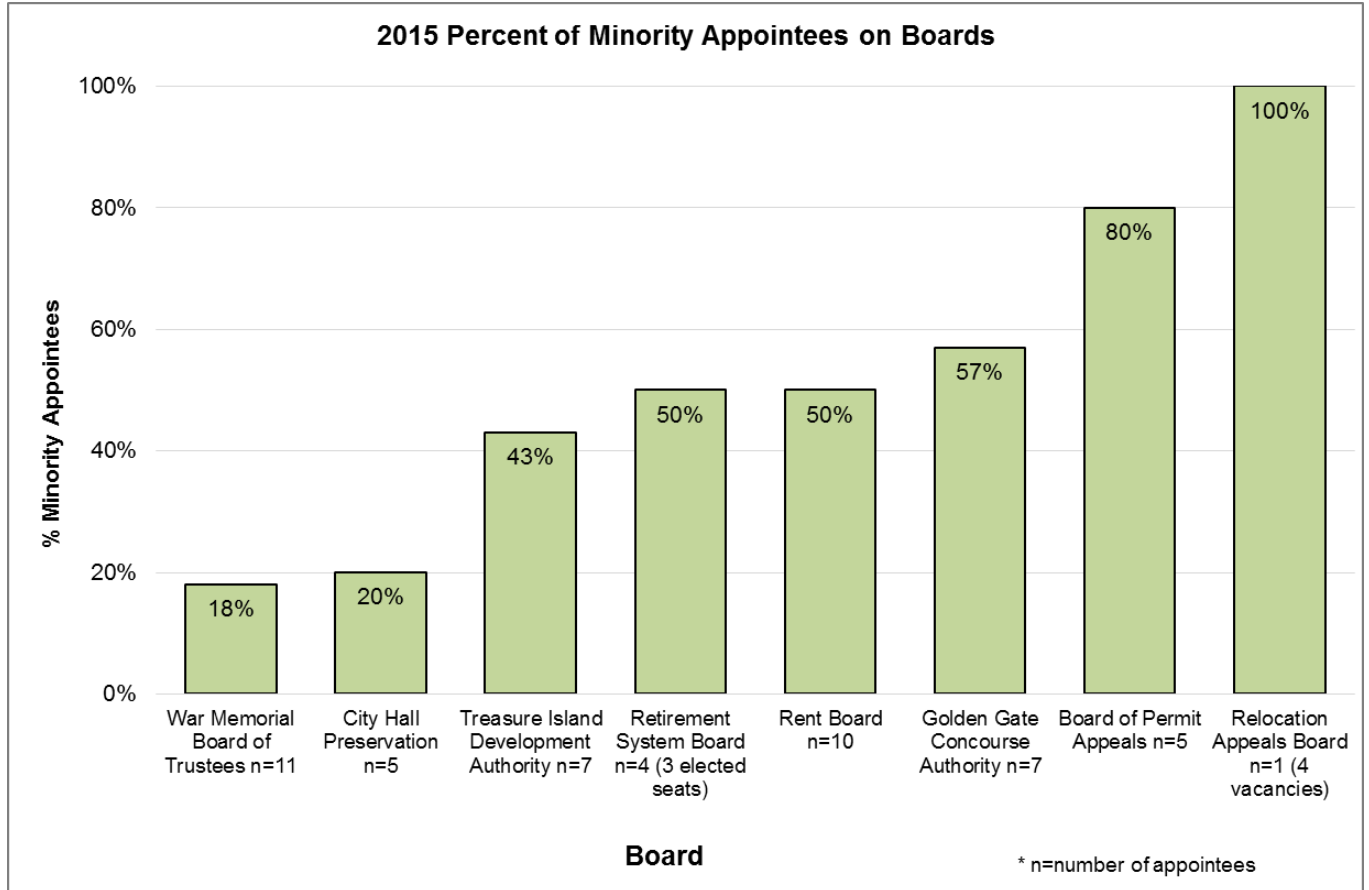
Figure 8: 2015 Commissions with Lowest Percentage of Minority Appointees



Sources: 311 & Mayor's Office.

For the 8 Boards with information on ethnicity, five had at least 50% minority appointees. The percentage of minority appointees for Boards are shown on the chart below.

Figure 9: 2015 Percentage of Minority Appointees on Boards



Sources: 311 & Mayor's Office.

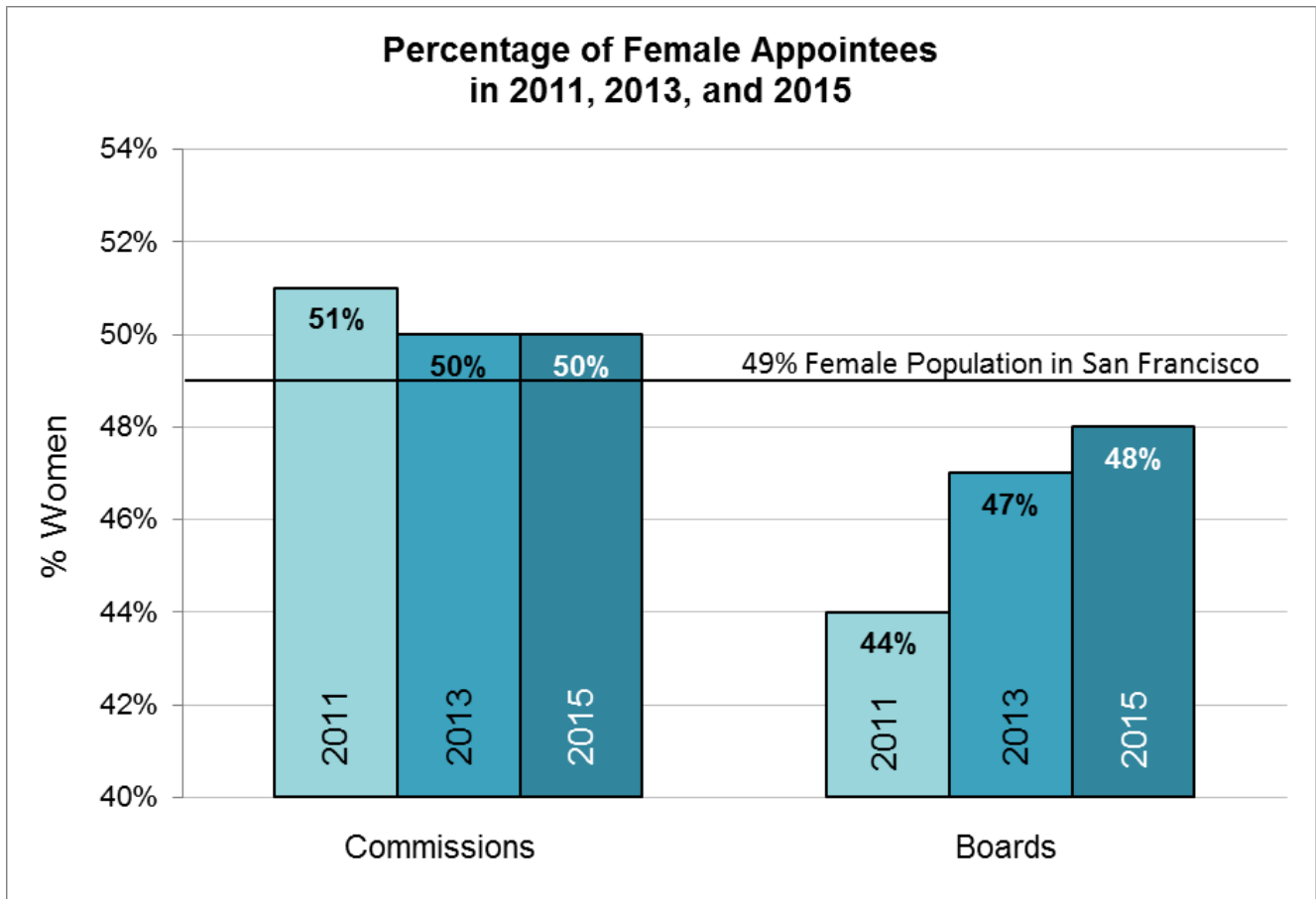
B. Disability

According to the U.S. Census Bureau, roughly 11% of San Franciscans have a disability. Of the 12 Boards and Commissions with information about disability status, only one, the City Hall Preservation Advisory Board, reported an appointee with a disability.

C. Gender

Overall, the percentage of women appointees is 49% and is equal to the female percentage of the San Francisco population. The 4-year comparison of the gender diversity on Commissions and Boards shows that the percentage of female appointees has been fairly consistent since the 2013 report. However, despite an increase of one percentage point since 2013, the percentage of female appointees to Boards has still not reached parity with the population. The percentage of female Commissioners stayed constant at 50%, one percentage point above parity. Of all the reporting policy bodies, none identified any transgendered appointees.

Figure 10: Percentage of Female Appointees in 2011, 2013, and 2015



Sources: 311, Mayor's Office & U.S. Census Bureau, Population Division, June 2015.

The most significant positive changes occurred in:

- The War Memorial Board of Trustees with an increase in female appointees from 17% in 2013 to 55% in 2015;
- The Retirement System Board with an increase in female appointees from 33% in 2013 to 75% in 2015; and
- The Ethics Commission with an increase in female appointees from 20% in 2013 to 40% in 2015.

The most significant declines in the percentage of female appointees were:

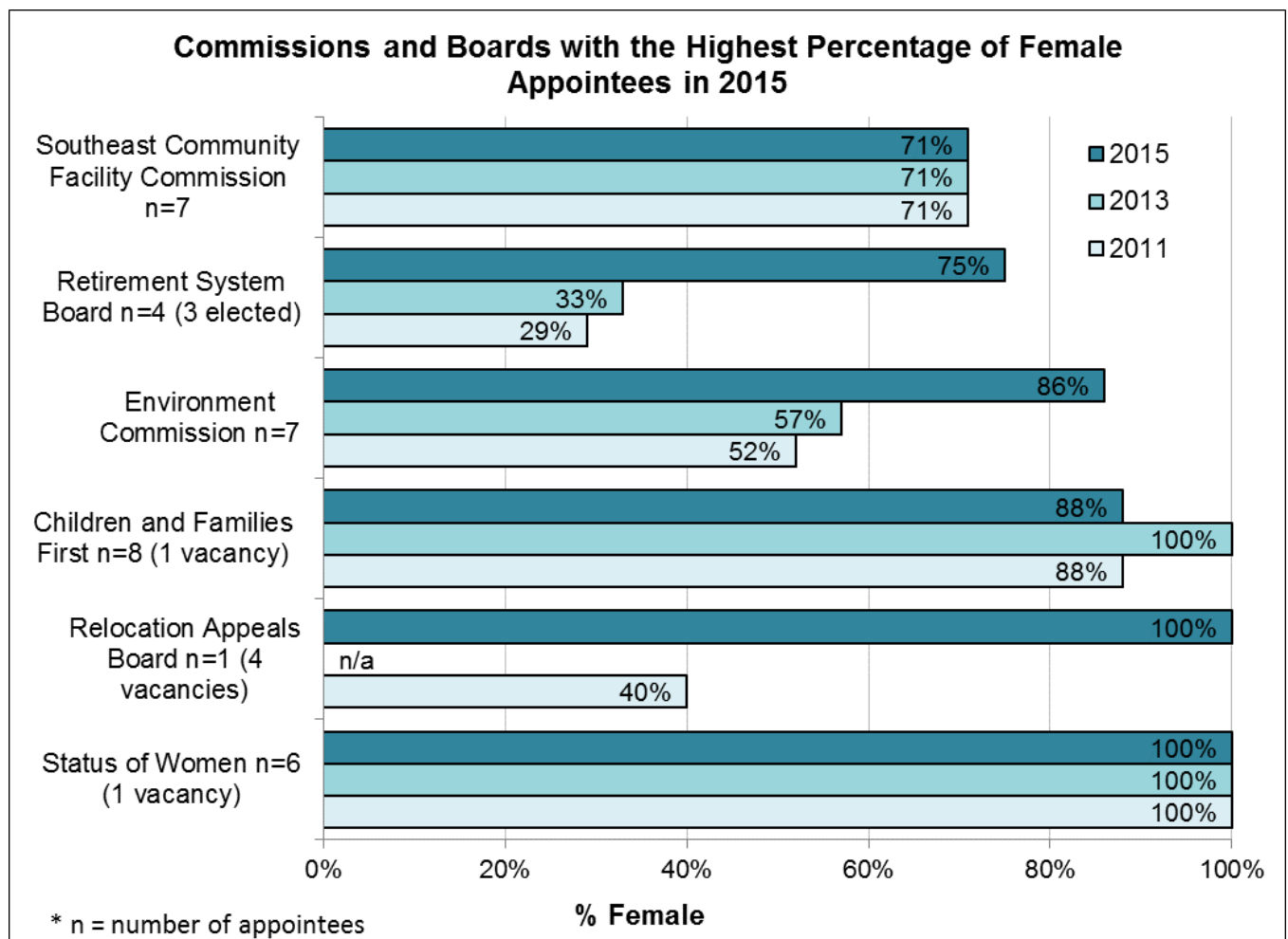
- The Elections Commission with a decrease in female appointees from 60% in 2013 to 33% in 2015;

- The Human Services Commission with a decrease in female appointees from 40% in 2013 to 25% in 2015; and
- The Commission on Community Investment and Infrastructure with a decrease in female appointees from 60% in 2013 to 40% in 2015.

It is important to note that as most Commissions and Boards have fewer than 10 members, a large percentage shift may represent an actual change of only a couple people.

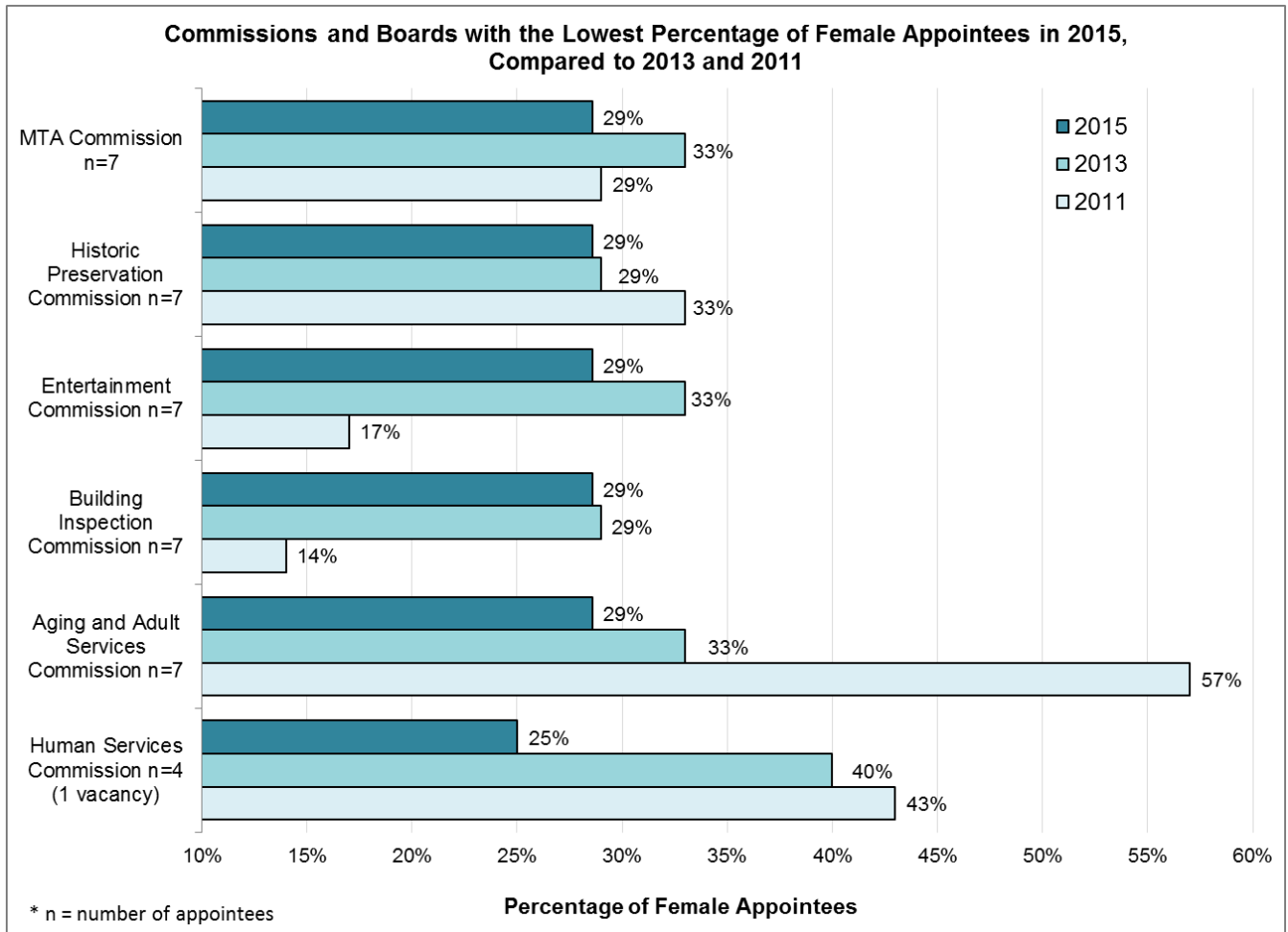
The next two charts illustrate the Commissions and Boards with the highest and lowest percentage of female appointees in 2015. Data from the two previous gender analyses for those Commissions and Boards is also included for comparison purposes.

Figure 11: Commissions and Boards with the Highest Percentage of Female Appointees in 2015



Sources: 311 & Mayor's Office.

Figure 12: Commissions and Boards with the Lowest Percentage of Female Appointees in 2015

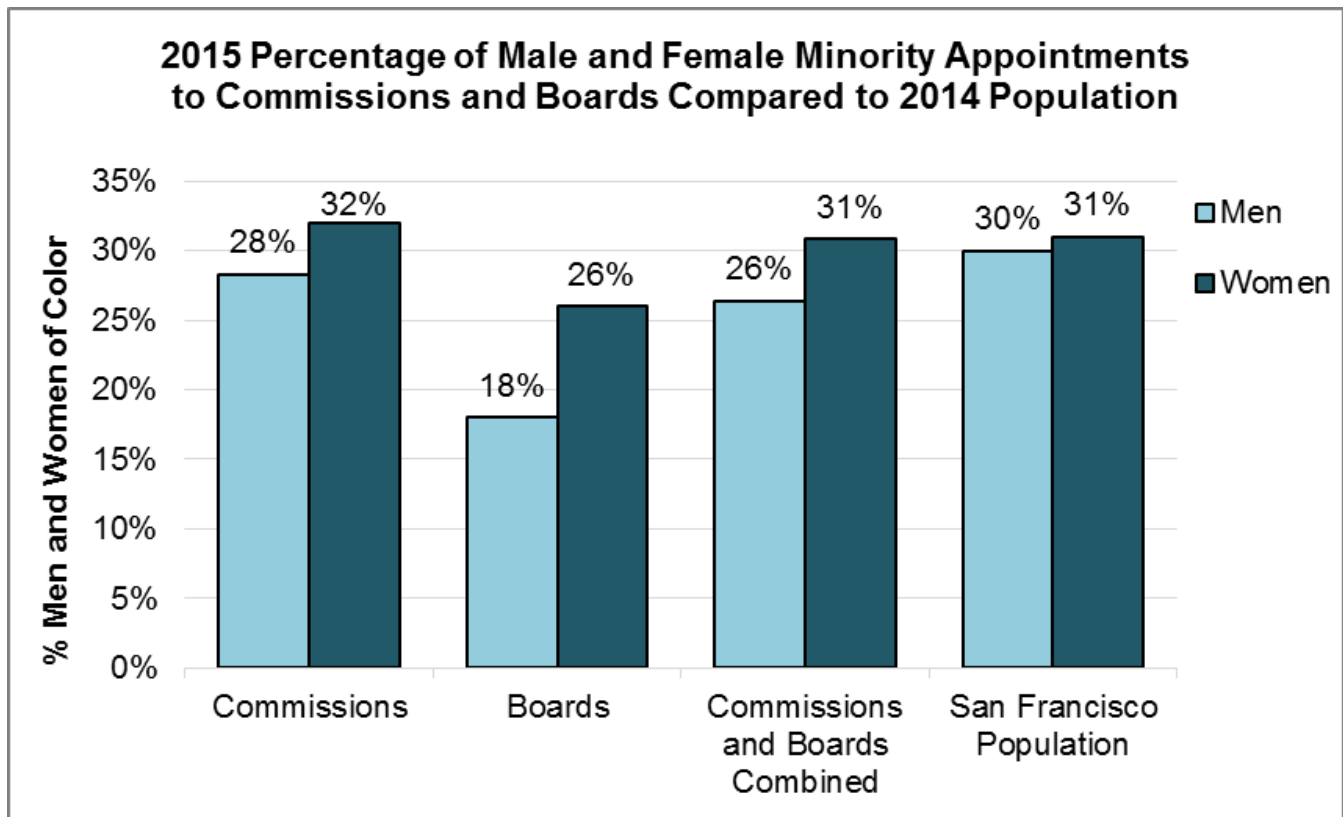


Sources: 311 & Mayor's Office.

D. Ethnicity by Gender

Persons of color represent 60% of Commission appointees and 44% of Board appointees. The total percentage of minority appointees in 2015 is 57%, five percentage points below minority representation in the population at 62%. Women of color are represented in greater proportion than men of color on Commissions: 32% women compared to 28% men of color. Similarly, there are more female Board appointees of color (26%) than there are men of color appointed to Boards (18%). While women of color appointees to Boards and Commissions reach parity with the San Francisco population, male appointees of color fall four percentage points below the representation of minority men in San Francisco.

Figure 13: Percentage of Men and Women of Color on Commissions and Boards, 2015

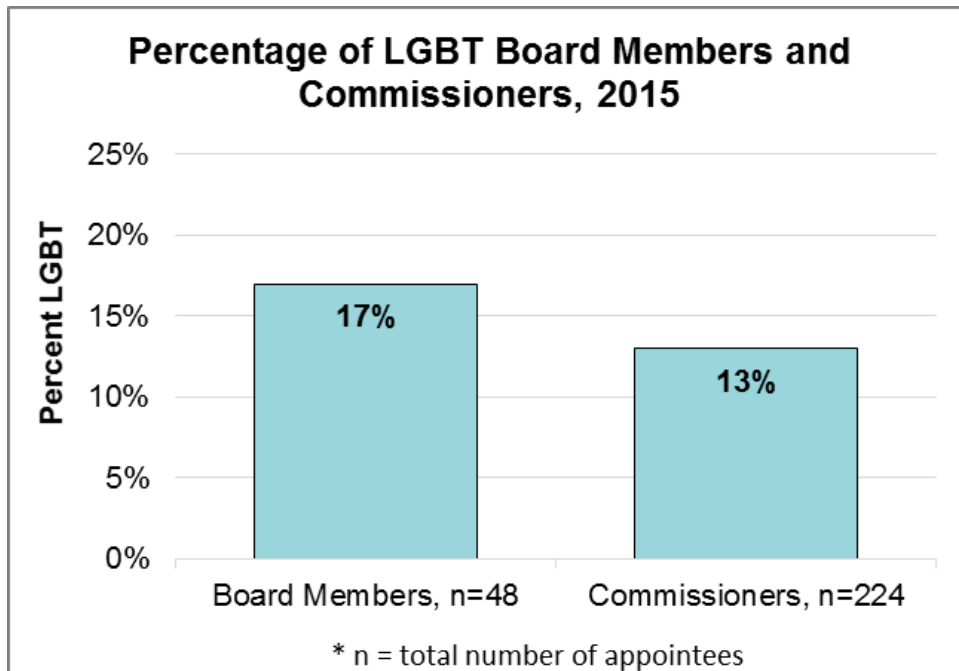


Sources: 311, Mayor's Office & U.S. Census Bureau, Population Division, June 2015

E. Sexual Orientation

While it is challenging to find accurate counts of the number of LGBT identifying persons in San Francisco, the U.S. Census counts same sex couples as 7% of all households in San Francisco. For the 38 policy bodies with information on sexual orientation, 14% of appointees to Commissions and Boards identified as LGBT. Of Board appointees, 17% identified as LGBT while 13% of Commissioners identified as LGBT.

Figure 14: Percentage of LGBTQ Board Members and Commissioners, 2015



Sources: 311 & Mayor's Office.

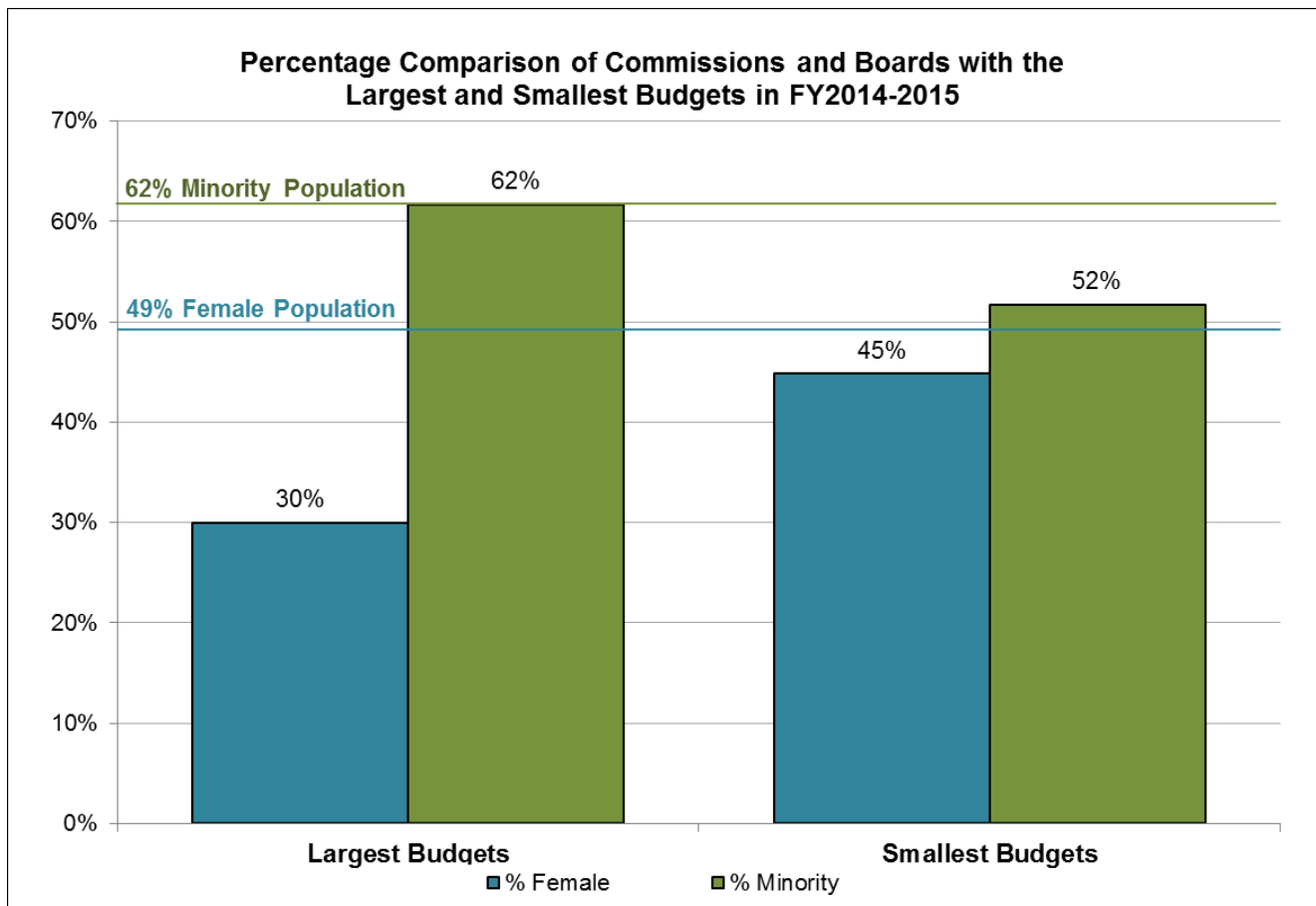
F. Policy Bodies by Budget Size

In addition to data on the appointment of women and minorities to Commissions and Boards, this report also examines whether the demographic make-up of policy bodies with the largest budget (which is often proportional to the amount of influence in the City) are representative of the community.

Though the overall representation of women appointees is similar to the City's population, Commissions and Boards with the highest female representation have fairly low influence as measured by budget size. The female representation on the ten policy bodies with the largest budgets is 30%, far below the 49% percent female population. The ten bodies with the smallest budgets have 45% female appointees.

However, since 2013, the percentage of minority appointees to the ten Commissions and Boards with the largest budgets has increased to exceed the ten bodies with the smallest budgets and reach parity with the population at 62%. Meanwhile, the ten smallest budgeted bodies have 52% minority appointees.

Figure 5: Percentage Comparison of Commissions and Boards with the Largest and Smallest Budgets in FY2014-2015



Sources: 311 and Mayor's Office.

Below is a summary of Commissions overseeing some of the City's largest and smallest budgets and the demographics of the appointees serving on those policy bodies.

Of the 8 Commissions that oversee the largest budgets, none of them reflect the percentage of women in San Francisco (49%). While the percent of minority appointees represented on Commissions with the largest budgets (58%) is four percentage points below that of the population (62%), it approaches or exceeds parity with the minority population for more than half of these policy bodies.

Table 2: Demographics of Commissions and Boards with Largest Budgets

Body	FY14-15 Budget* (millions)	Total Seats	Filled Seats	Male	Female	% Female	# Minority	% Minority
Health Commission	\$ 2,034.0	7	7	4	3	43%	5	71%
Airport Commission	\$ 956.8	5	5	3	2	40%	2	40%
MTA Commission	\$ 947.9	7	7	5	2	29%	4	57%
Public Utilities Commission	\$ 939.5	5	5	3	2	40%	1	20%
Police Commission	\$ 528.8	7	7	4	3	43%	5	71%
Commission on Community Investment	\$ 493.6	5	5	3	2	40%	4	80%
Fire Commission	\$ 343.9	5	5	3	2	40%	3	60%
Aging and Adult Services Commission	\$ 232.9	7	7	5	2	29%	6	86%
Recreation and Parks Commission	\$ 163.2	7	7	4	3	43%	4	57%
Port Authority Commission	\$ 109.8	5	5	2	3	60%	3	60%
TOTALS:	\$6,750.4	60	60	36	18	30%	37	62%

*Budget data comes from the FY14-15 Annual Appropriation Ordinance (AAO) from the Controller's Office.

Commissions and Boards that oversee the ten smallest budgets also have fewer female and minority appointees than the percentage in the population, but have more women appointees than those seen above with the largest budgets.

Table 3: Demographics of Commissions and Boards with Smallest Budgets

Body	FY14-15 Budget* (thousands)	Total Seats	Filled Seats	Male	Female	% Female	# Minority	% Minority
City Hall Preservation Advisory Board	\$ -	5	5	2	3	60%	1	20%
Relocation Appeals Board	\$ -	5	1	0	1	100%	1	100%
Historic Preservation Commission	\$ -	7	7	5	2	29%	1	14%
Golden Gate Park Concourse Authority	\$ -	7	7	4	3	43%	4	57%
Immigrant Rights Commission	\$ -	15	13	5	8	62%	11	85%
Human Services Commission	\$ 48.9	5	4	3	1	25%	2	50%
Small Business Commission	\$ 891.5	7	7	3	4	57%	3	43%
Board of Permit Appeals	\$ 964.4	5	5	3	2	40%	4	80%
Civil Service Commission	\$ 1,119.1	5	4	2	2	50%	1	25%
Film and Video Arts Commission	\$ 1,125.0	11	11	7	4	36%	4	36%
TOTALS:	\$4,148.9	62	58	32	26	45%	30	52%

*Budget data comes from the FY14-15 Annual Appropriation Ordinance (AAO) from the Controller's Office.

V. Conclusion

Since the first gender analysis of appointees to policy bodies in San Francisco in 2007, there had been a steady increase of female Commission and Board appointees. The 2015 analysis found that women are half of all Commission appointments while the percentage of women appointed to Boards has not yet achieved parity with the population but increased one percentage point since 2013 to 48% in 2015.

It is also important to note that people of color represent 62% of the City and County of San Francisco, but only represent 57% of appointees to San Francisco Boards and Commissions. The percentage of racial and ethnic minorities appointed to Commissions is nearing parity at 60%, but only 44% of Board appointees are persons of color. One new finding this year was that the percentage of minorities appointed to Commissions and Boards overseeing the largest budgets (62%) is greater than the percentage of minorities on Commissions and Boards with the smallest budgets (52%), a reversal from 2013.

Across all Commissions and Boards, there is a low representation of people with disabilities. This is in part due to incomplete data collection.

This year, the gender analysis found 14% of appointees identify as LGBT. While comparisons to the general population are difficult to make due to lack of official counts of this population, this is a strong indicator of San Francisco's commitment to representing the diversity of the population on Commissions and Boards.

VI. Recommendations

Per the 2008 charter amendment, the Mayor and Board of Supervisors are encouraged to make appointments to Commissions, Boards, and other policy bodies that are reflective of the diverse population of San Francisco. While it is not realistic or beneficial to expect appointments to be made solely based on gender, ethnicity, sexual orientation, or disability status, an awareness of these factors is important when appointing individuals to serve on entities where they are not traditionally found. There is especially need for Asian/Pacific Islander and Latinx appointees.

To ensure accurate and consistent data collection for future biannual gender analyses and to help inform appointing officials of the existing make up of policy bodies as they consider applicants for Boards and Commissions, the Department on the Status of Women recommends standardizing the form for new appointees used by the Mayor's Office and Clerk for the Rules Committee of the Board of Supervisors to request voluntary information of gender, ethnicity, sexual orientation, and disability status. The Department also recommends both the Board of Supervisors and the Mayor's Office collect disaggregated data of gender by race/ethnicity. Further, it is important to collect data on disability and those who identify as American Indian/Alaska Native or Native Hawaiian/Other Pacific Islanders in order to ensure the inclusion and representation of all ethnicities.

APPENDIX I 2010 U.S. Census Data for San Francisco County

The following 2010 San Francisco population statistics was obtained from the U.S. Census Bureau's American FactFinder website: <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>.

Chart 1.2010 U.S. Census, Total Population by Race

	Total Population by Race	White ALONE	Black or African American ALONE	American Indian & Alaska Native ALONE	Asian ALONE	Native Hawaiian & Other Pacific Islander ALONE	Some Other Race ALONE	Two or More Races	Hispanic or Latino	Total Ethnicity/ Race Population
Population by Race, including the Hispanic Population	805,235	390,387	48,870	4,024	267,915	3,359	53,021	37,659	121,774	927,009
Hispanic Population (Ethnicity)	121,774	52,936	2,089	2,196	2,215	231	50,527	11,580	-	121,774
TOTAL Population by Race, not including the Hispanic Population	683,461	337,451	46,781	1,828	265,700	3,128	2,494	26,079	121,774	805,235
Race by Percentage		42%	6%	0%	33%	0%	0%	3%	15%	100%

The total numbers in the light gray boxes are derived from the total number of the population by race minus the number of Hispanics identified as that race. For purposes of this report, general population ethnicity/race analyses will refer to this chart.

Chart 2.2010 U.S. Census Total Population by Race/Ethnicity and Gender

	Total Population	White ALONE	Black or African American ALONE	American Indian & Alaska Native ALONE	Asian ALONE	Native Hawaiian & Other Pacific Islander ALONE	Some Other Race ALONE	Two or More Races	Hispanic or Latino	Total Ethnicity/ Race Population
Total:	805,235	390,387	48,870	4,024	267,915	3,359	53,021	37,659	121,774	927,009
Male:	408,462	207,601	25,126	2,326	124,007	1,701	28,746	18,955	64,718	473,180
Female:	396,773	182,786	23,744	1,698	143,908	1,658	24,275	18,704	57,056	453,829
Race & Ethnicity Percentage*		42%	5%	0%	29%	0%	6%	4%	13%	100%

*Because we were unable to obtain individual data on the number of male and female non-Hispanic Whites, non-Hispanic Blacks, non-Hispanic American Indians and Alaska Natives, non-Hispanic Asians, and non-Hispanic Native Hawaiians/Other Pacific Islanders, we used 927,009 (the sum of White, Black, American Indian/Alaska Native, Asian, Native Hawaiian/Other Pacific Islander, Some Other Race, Two or More Races, and Hispanic/Latino) as the denominator to obtain the Race & Ethnicity Percentages.

Chart 3. 2014 U.S. Census, Population Division, June 2015 Total Population by Race

Race/Ethnicity	Total*	
	Estimate	Percent
San Francisco County California	852,469	
White Non-Hispanic	351,336	41.2%
Black or African American	49,401	5.8%
American Indian and Alaska Native	7,015	0.8%
Asian	297,784	34.9%
Native Hawaiian and Other Pacific Islander	3,979	0.5%
Hispanic	130,275	15.3%
Two or more races	35,406	4.2%

Chart 4. 2014 U.S. Census, Population Division, June 2015 Total Population by Race/Ethnicity and Gender

Race/Ethnicity	Total*		Male		Female	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
San Francisco County California	852,469	-	434,041	50.9%	418,428	49.1%
White Non-Hispanic	351,336	41.2%	189,668	43.7%	161,668	37.2%
Black or African American	49,401	5.8%	25,717	5.9%	23,684	5.5%
American Indian and Alaska Native	7,015	0.8%	4,008	0.9%	3,007	0.7%
Asian	297,784	34.9%	138,040	31.8%	159,744	36.8%
Native Hawaiian and Other Pacific Islander	3,979	0.5%	1,995	0.5%	1,984	0.5%
Hispanic	130,275	15.3%	68,850	15.9%	61,425	14.2%
Two or more races	35,406	4.2%	17,794	4.1%	17,612	4.1%