



**Chief  
Executive  
Office.**

**COUNTY OF LOS ANGELES**

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**CHIEF EXECUTIVE OFFICER**

Fesia A. Davenport

January 23, 2024

To: Supervisor Lindsey P. Horvath, Chair  
Supervisor Hilda L. Solis  
Supervisor Holly J. Mitchell  
Supervisor Janice Hahn  
Supervisor Kathryn Barger

From: Fesia A. Davenport   
Chief Executive Officer  
FAD (Jan 23, 2024 10:42 PST)

**REPORT ON ADDRESSING THE INEQUITIES FACING TRANSGENDER, GENDER  
NON-CONFORMING, AND INTERSEX PEOPLE (ITEM NO. 2, AGENDA OF  
NOVMEBR 22, 2022)**

On November 22, 2022, the Board of Supervisors (Board) adopted a motion directing the Chief Executive Officer, in collaboration with the Executive Director of the Anti-Racism, Diversity, and Inclusion (ARDI) Initiative; the Executive Director of the Human Relations Commission; the Executive Director of the Women & Girls Initiative; Los Angeles Homeless Services Authority; the Departments of Children and Family Services, Aging and Disabilities, Public Social Services, Health Services, Public Health, Mental Health and Economic Opportunity; other relevant County initiatives and departments; and the community stakeholders representative of the County's diverse Lesbian, Gay, Bisexual, Transgender, Questioning and Queer (LGBTQ+) communities, particularly organizations led by Transgender, Gender non-conforming, and Intersex (TGI) individuals, to report back on:

1. Recommendations on data gathering, standard metrics, reporting, policy, and program changes that enable the County to better serve TGI communities. The assessment should identify the reach and outcomes of existing services and programs to date;



2. Improving data collection on the equitable distribution of American Rescue Plan (ARP) Act funds and services to underserved, geographically isolated, and excluded TGI-serving groups, and, in consultation with LGBTQ+ and TGI-serving community-based organizations, exploring methods to gather information more effectively on how funds and services are reaching and impacting related groups;
3. Improving, as needed, the County's COVID-19 Vulnerability and Recovery Index Dashboard and Equity Explorer Mapping Tool to incorporate data on LGBTQ+ and TGI communities;
4. An initial assessment on the critical gaps in services and recommendations on priority strategies for improving and expanding programs and services for TGI individuals across all relevant departments;
5. Initial recommendations on how the County can develop a permanent, integrated TGI population strategy, including structural ways to better coordinate County services for TGI individuals. The strategy should include:
  - a. An evaluation of the staffing and funding required to implement the recommended strategy; and
  - b. An assessment of how TGI services intersect with other high-need communities, such as low-income communities, communities of color, the aging population, the disabled community, and others; and
6. An analysis of potential funding streams to increase County resources for TGI individuals, including opportunities for state and federal funding.

The Attachment provides an update on progress made since the last report submitted on June 26, 2023. This update covers the following:

- An overview of available TGI population and demographic data;
- Inequities faced by TGI Communities;
- The Transgender, Gender-nonconforming, and Intersex (TGI) Community Town Hall held on July 11, 2023;
- The launch of the internal County workgroup;

Each Supervisor  
January 23, 2024  
Page 3

- Initial results from the Transgender Equity Survey of County departments that assessed data collection and reporting practices, the availability of culturally appropriate direct service delivery, and access to County services; and
- Recommendations and next steps.

Should you have any questions concerning this matter, please contact me or D'Artagnan Scorza, Ph.D., Executive Director of Racial Equity, at (213) 974-1761 or [dscorza@ceo.lacounty.gov](mailto:dscorza@ceo.lacounty.gov).

FAD:JMN:CDM  
DS:HJN:es

#### Attachment

c: Executive Office, Board of Supervisors  
County Counsel  
Aging and Disabilities  
Children and Family Services  
Economic Opportunity  
Health Services  
Human Resources  
Mental Health  
Public Health  
Public Social Services  
Los Angeles Homeless Services Authority

## **Second Report on Addressing the Inequities Facing Transgender, Gender Non-Conforming, and Intersex People**

On November 22, 2022, the Board of Supervisors (Board) adopted a motion directing the Chief Executive Officer, in collaboration with a diverse set of County departments and initiative and external stakeholders, to evaluate and make recommendations to better serve Transgender, Gender Non-conforming, and Intersex (TGI) individuals. The motion can be found [here](#), and a copy of our prior report dated June 26, 2023, can be found [here](#). This second report describes progress made since our prior report.

### Internal County Workgroup Launch

On August 16, 2023, the CEO's Anti-Racism, Diversity and Inclusion Initiative (ARDI) convened several departments to provide an overview of the motion's directives, share the feedback received during the initial stakeholder engagement process, and discuss workstreams needed to identify gaps in programs. The meeting also introduced the Transgender Equity Survey for completion by participating departments to assess current practices related to data collection on sexual orientation and gender identity/expression, policies, and systems to ensure culturally appropriate service delivery, and accessibility of services. ARDI has since worked to collect and analyze data and needs alongside TGI communities as well as deepen trust amongst various stakeholders to inform recommendations.

### TGI Population and Demographic Data

As previously reported, TGI population and demographic data are limited. Few data sources reliably collect and report gender identity beyond the categories of 'man' and 'woman'. However, the U.S. Census Bureau began collecting information on sexual orientation and gender identity in 2021 as part of a survey series assessing how people's lives were impacted by the COVID-19 pandemic. While County-specific data was not available, the Public Policy Institute of California analyzed Statewide data using the U.S. Census Bureau surveys and found that of the 2.7 million lesbian, gay, bisexual, and transgender (LGBT) residents in California, 15 percent of adults and 14 percent of young adults identified as transgender. Sixty percent (60%) of transgender adults were assigned female at birth, and transgender adults were more likely than other LGBT community members to

identify either as Latino/a/x, multiracial, or a race other than Asian, Black, or white.<sup>1</sup>

A 2022 study by The Williams Institute at the University of California, Los Angeles School of Law approximated that 0.5 percent of all adults 18 years of age and older identified as transgender in California and found similar racial and ethnic demographic breakdowns as the U.S. Census data. Larger percentages of the Latino/a/x population (0.70%) and those who selected “all other races” (0.74%) were estimated to identify as transgender versus Asian (0.47%), Black (0.50%), or white residents (0.40%).<sup>2</sup>

### The Inequities Faced by Trans, Gender-Nonconforming and Intersex (TGI) Communities

TGI communities frequently experience stigma and discrimination, leading to disproportionate and adverse health and socioeconomic outcomes when compared to their counterparts, including high rates of unemployment, poverty, homelessness, physical and behavioral health issues, and violence.<sup>3</sup> According to the national Kaiser Family Foundation/The Washington Post Trans Survey report released in March 2023, “one in five trans adults reported having been fired, denied a job or promotion (21%) or been refused health care from a health care provider (17%) due to their gender identity. One in eight trans adults (13%) say they have been evicted or denied housing because of their gender identity or expression, increasing to one in five (21%) among trans people of color.”<sup>4</sup> Three in ten transgender people reported experiencing homelessness or were kicked out of their home when they were young, including nearly four in ten (38%) transgender people of color.<sup>5</sup> In Los Angeles County, our Human Relations Commission reported that 44 anti-transgender crimes occurred in in 2022, the largest number ever

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<sup>1</sup> Johnson, H. Public Policy Institute of California Blog: California’s LGBT Population. Online at: <https://www.ppic.org/blog/californias-lgbt-population>.

<sup>2</sup> Herman, J.L., Flores, A.R., and O’Neill. June 2022. How Many Adults and Youth Identify as Transgender in the United States? The Williams Institute. Online at: <https://williamsinstitute.law.ucla.edu/publications/trans-adults-united-states>.

<sup>3</sup> Fuentes, M., Salcedo, B., Oretga, V., and Conron, K. (2023). From Surviving to Thriving: A Quality-of-Life Study with Transgender, Gender Nonconforming, and Intersex (TGI) Adults in the City of Los Angeles. The TransLatin@ Coalition and the Williams Institute, UCLA. Online at: <https://williamsinstitute.law.ucla.edu/wp-content/uploads/TGI-QOL-LA-Nov-2023.pdf>

<sup>4</sup> Kirzinger, A., Kearney, A., Montero, A., Sparks, G., Dawson, L. and Brodie, M. (2023). KFF/The Washington Post Trans Survey. Online at: <https://www.kff.org/report-section/kff-the-washington-post-trans-survey-trans-in-america>.

<sup>5</sup> Ibid.

documented. Ninety-one percent (91%) of these crimes were violent.<sup>6</sup> A recent analysis of data from the U.S. Transgender Population Health Survey also found that transgender adults were “seven times more likely to contemplate suicide, four times more likely to attempt it, and eight times more likely to engage in non-suicidal self-injury” when compared to their cisgender counterparts.<sup>7</sup> A cisgender person refers to someone whose gender identity corresponds with the sex they were assigned at birth.<sup>8</sup>

Historically, TGI-specific County programs have predominately focused on healthcare delivery and services. However, based on the data trends and feedback from TGI communities, interventions designed to increase employment opportunities, housing, and community and personal safety for TGI communities are also critical to addressing the inequities they face and their overall wellbeing.

### Transgender, Gender-nonconforming, and Intersex (TGI) Community Town Hall

On July 11, 2023, ARDI hosted a Transgender, Gender-nonconforming, and Intersex (TGI) Community Town Hall (Town Hall) in collaboration with transgender-led organizations and with support from staff in the Departments of Health Services and Public Health to provide an overview of, and solicit feedback to inform, strategies the County can take to address gaps in services and programs. Nearly 150 participants attended the Town Hall in person and more than 100 participants joined by Zoom during the hybrid event. Departments of Aging and Disabilities, Health Services, and Mental Health representatives attended to provide information about County services targeting Lesbian, Gay, Bisexual, Transgender, Queer, Questioning, Intersex, Asexual and/or Two-Spirit (LGBTQIA2-s) residents.

Participants at the event discussed opportunities for the County to provide culturally relevant outreach strategies to reach TGI communities and ensure TGI communities were aware of and could access County services, including programs funded by the American Rescue Plan Act (ARP). Feedback from participants during the Town Hall centered on two key themes and elevated the following strategies:

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<sup>6</sup> The County of Los Angeles Human Relations Commission. (2023). 2022 Hate Crime Report. Online at: <https://assets-us-01.kc-usercontent.com/0234f496-d2b7-00b6-17a4-b43e949b70a2/ae9b9bbb-8328-449d-82b0-6ad2f330169b/LA%20County%202022%20Report%20of%20Hate%20Crime.pdf>.

<sup>7</sup> Williams Institute, UCLA. (2023). Press Release: More than 40% of transgender adults in the US have attempted suicide. Online at: <https://williamsinstitute.law.ucla.edu/press/transpop-suicide-press-release>.

<sup>8</sup> Merriam-Webster Dictionary. Cisgender. Online at: <https://www.merriam-webster.com/dictionary/cisgender>.

### *Provide Culturally Relevant Outreach Strategies*

- Use gender-affirming language.
- Offer outreach in multiple languages.
- Use intersectional outreach approaches; be inclusive of TGI folks when engaging immigrant and other culturally diverse communities.
- Invest in TGI-led and centered organizations to help reach TGI community networks effectively.

### *Increase Awareness of County Services*

- Provide clear and concise information about services.
- Clearly communicate the service requirements, such as eligibility criteria and the enrollment process. This includes ways to minimize the need for, or use of, legal names to avoid deadnaming whenever possible.
- Ensure mobile-friendly platforms/formats and offer live chat options to support increased awareness and access to services.
- Reach out to diverse neighborhoods; TGI individuals reside in many communities across LA County.

These themes and strategies were shared with departments during the initial internal County Workgroup meeting and will help inform the ARP-funded Community Navigators program. The Community Navigators program is designed to increase culturally responsive outreach to people who might benefit from ARP programs and other County resources to support their economic recovery from the COVID-19 pandemic, including TGI and other highly impacted communities.

### Transgender Equity Survey Results

The Transgender Equity Survey was launched on August 22, 2023. To date, the survey has 161 individual program respondents from 13 County initiatives and departments, as well as the Los Angeles Homeless Services Authority (LAHSA). Below are some data highlights from the survey: in the areas of data collection and reporting, culturally appropriate direct service delivery, and access to County programs and services.

#### *Data Collection and Reporting*

All respondents collected data by sex and/or gender; however, departments vary in their data collection regarding transgender, gender non-conforming, and intersex

identities. Of the respondents, 10 departments reported using a standard set of categories for gender identity in their data collection instruments. As the County continues to strengthen its ability to serve TGI communities, it will be important to create protocols and affirm best practices to standardize sexual orientation and gender identity and expression (SOGIE) data collection.

### *Culturally Appropriate Direct Service Delivery*

More than half of respondents (57%) reported that their program ensures clients can share and be addressed by their lived name (also referred to as a chosen or true name that corresponds to their gender identity). However, only 14 percent of respondents confirmed they have specific systems, policies, and/or practices in place to avoid deadnaming clients via computer systems or staff-client interactions. Deadnaming refers to calling a transgender person by the name they were given at birth and no longer use after transitioning.<sup>9</sup>

A person's chosen name is an integral part of their identity and often reflects their own journey toward self-discovery. Such practices are critical in providing gender-affirming care for TGI clients. In a study on the relationship between use of a lived or chosen name and mental health symptoms among transgender youth, it found that "for each additional social context in which a youth's chosen name was used, there was a statistically significant decrease in depressive symptoms, suicidal ideation, and suicidal behaviors."<sup>10</sup>

When asked about the availability of gender-neutral bathrooms available for public use, almost half (47.5%) of department programs serving clients at a physical location indicated that at least some of their facilities have gender neutral bathrooms. More than one-third (34%) of respondents were unable to confirm or did not know their availability. Of note, the Board adopted a motion in 2016 requiring that all existing single-occupant restrooms in County buildings are labeled as all-gender restrooms, while the State of California adopted the same requirement for all businesses, public places, or government buildings statewide that same year. In 2022, the Board adopted a second motion requiring that all newly constructed, renovated, or leased County buildings provide single-occupant, all-gender bathrooms. It will be necessary to identify an approach to ensure compliance with these County and State policies are tracked and enforced.

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<sup>9</sup> Merriam-Webster. Deadname. Online at: <https://www.merriam-webster.com/dictionary/deadname>.

<sup>10</sup> Vance Jr., SR. (2018). The Importance of Getting the Name Right for Transgender and Other Gender Expansive Youth. *Journal of Adolescent Health*, 63(4), 379-380.



To enable staff to provide culturally responsive programs that address inequities faced by TGI communities and who are representative of the diverse populations who seek County services, a workforce inclusive of gender diverse employees is important. Twenty-six (26) respondents reported having TGI-identified direct service delivery providers; 14 respondents reported having TGI-identified staff managing and/or providing oversight of programs; and 12 respondents reported engaging TGI-identified staff during their program planning and/or design phases. However, more than three-quarters (78%) of respondents reported having no TGI-identified staff or were unsure. It is possible that more TGI-identified County workers oversee or deliver services; however, departmental leadership would be unable to identify gender diverse staff unless individuals choose to self-disclose their gender identity. The lack of disclosure also demonstrates the importance of creating an inclusive culture where staff who identify as TGI feel a sense of comfort and safety in sharing their identity with others in the workplace.

Programmatically, nine departments responded that they have programs or aspects of a program that are specifically designed to serve TGI communities. Examples of such programs include gender affirming therapy provided by the Alexis Project at the Department of Health Services and prevention programs for African American and Latino/a/x transgender individuals at the Division of HIV and STD Programs within the Department of Public Health.

#### *Access to Programs and Services*

While programs that specifically serve TGI communities exist, the majority of County programs serve populations that are inclusive of, rather than exclusive to, TGI communities. In these cases, applying an intersectional approach to outreach is important to increase the awareness of, and access to, services. For example, several Town Hall participants strongly recommended ensuring inclusivity when engaging immigrant and other culturally diverse communities that include TGI-identified individuals. When asked what outreach strategies department programs used to reach TGI community members, more than 100 respondents reported using at least one of the following recommended approaches (in order of most to least cited strategy):

- Partner with TGI-led or serving organizations;
- Conduct outreach in physical places and spaces where strong TGI networks exist;
- Distribute promotional materials that are culturally relevant and representative of local TGI communities;

- Recruit TGI community members to join County advisory groups or committees and provide consultation;
- Conduct outreach in online spaces (e.g., social media) where strong TGI networks exist; and
- Employ trans-identified outreach workers.

Respondents also cited working closely with subject matter experts who work within the County to inform outreach activities.

Another recommended strategy raised during the Town Hall was the need to invest in TGI-led and centered organizations to help reach and effectively serve TGI communities. Six departments indicated directly funding and/or subcontracting with TGI-led and/or centered organizations and/or consultants who identified as TGI.

Many respondents also cited several perceived barriers to making programs accessible to TGI communities. These included (in order of most to least cited strategy):

- Lack of TGI-focused expertise within the County;
- Competing community priorities;
- Data and systems limitations;
- The limited experience and/or difficulties faced by TGI-led and/or centered organizations in contracting with the County;
- Concerns regarding external political and/or community opposition;
- Requirements and regulations on service provision/data from federal or state law; and
- Opposition or hesitancy from program staff and/or leadership.

Other barriers cited were limited staff bandwidth to tailor interventions for TGI communities, challenges in recruiting TGI-identified staff to support cultural alignment between service providers and populations served, and hesitancy in broaching the topic of gender diversity among some populations served by County programs (e.g., older adults).

### Recommendations and Next Steps

Further data collection and analysis, including a more robust program inventory and assessment of program utilization by TGI populations, are needed to accurately determine how to prioritize funding and other resources based on the specific needs of TGI populations in Los Angeles County. However, below are recommended strategies to better serve TGI communities based on recommendations from the

Town Hall participants and the survey responses collected from County departments and related agencies:

- **Update the recommendations and best practices to standardize SOGIE data collection by the Chief Information Office**, disseminate the recommendations, and encourage adoption Countywide through toolkits and technical assistance, while also taking into consideration the various data mandates by federal, State, and local funding requirements. ARDI plans to convene a data subcommittee to begin this process in early 2024 with the collaboration of the Chief Information Office, members of the internal County workgroup, and relevant stakeholders.
- **Ensure TGI-led and centered organizations are notified of, and are prepared to apply to, County funding opportunities**, particularly for interventions that focus on TGI communities. This will include building the capacity of smaller organizations to navigate the County contracting system. According to the Funders for LGBTQ Issues, TGI-led organizations focused on serving transgender people are few and relatively small. Many of these organizations have annual budgets of less than \$1 million.<sup>11</sup> In response, ARDI is collaborating with the Equitable Recovery Initiative to host a “Navigating County Contracting” session for TGI-led and centered organizations. This session will focus on increasing organizations capacity to access, apply for, and manage current LA County funding opportunities and contracts.
- **Increase workforce capacity to provide culturally relevant outreach and engagement strategies for TGI communities** to promote the awareness, use, and quality of County programs and services. ARDI will collaborate with the ARDI Stakeholder Engagement Workgroup and subject matter experts to develop guidance on best practices for Countywide dissemination. This includes consulting with and leveraging department-led efforts, such as the Center for Health Equity within the Department of Public Health, which plans to convene an internal committee to support the development of more TGI-inclusive program practices. ARDI will also work with the Department of Human Resources to promote its “Transgender Awareness: Working With Constituents & Colleagues” training and explore the feasibility of reviewing, aggregating, and promoting access to

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<sup>11</sup> Funders for LGBTQ Issues. Transgender Issues - Assets and Opportunities. Online at; <https://lgbtfunders.org/resources/issues/transgender-issues/#assets>.

department-offered trainings on gender affirming and relevant service delivery Countywide.

- **Develop, strengthen, standardize, and ensure compliance to new and/or existing policies and practices** that increase trans-inclusive County workplaces, programs, and services. In addition to data collection and reporting, these may include but not limited to ensuring the use of lived names, the use of pronouns, availability of gender-neutral bathrooms, and expanded recruitment, hiring, and retention practices. Such policies and practices would also have a positive impact on other community members, as well. For example, being explicit about pronouns in email signatures and on video conference platforms may benefit employees who are culturally unfamiliar with gendered names or individuals who present androgynously, while gender-neutral bathrooms are more welcoming to mixed-gender family members when parents take their young children into the restroom.
- **Identify an entity to support the Countywide coordination of recommended programmatic and administrative efforts to address disparities faced by TGI communities.** However, current candidates raised by stakeholders, such as the Women and Girls Initiative or the Los Angeles County LGBTQ+ Commission, lack a specific focus on TGI identities. More examination is needed to propose the right organizational fit for this role.