2024

LGBTQIA2S+ PROGRAM REPORT AND STRATEGIC PLAN

OFFICE of EQUITY and HUMAN RIGHTS
CITY OF PORTLAND

OFFICE OF EQUITY AND HUMAN RIGHTS
CITY OF PORTLAND
FEBRUARY 2024

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DIRECTOR STATEMENT

October 2, 2023

Dear Portland Community Members and City Council:

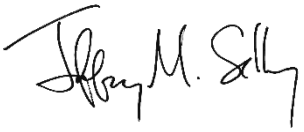
Portlanders who are lesbian, gay, bisexual, transgender and/or gender expansive, queer and/or questioning, intersex, asexual, and two-spirit (LGBTQIA2S+) deserve to be seen, heard, and elevated in our City government's policy and program development. Portland has the second-highest percentage of same-sex and LGBTQ+ households of any metropolitan area in the nation, behind only San Francisco. Despite the numbers, LGBTQIA2S+ Portlanders, especially those living at the intersection of race and disability, have been largely ignored in our City's policymaking. After nearly a decade of the bureau's existence, for example, the City began to allocate limited resources to the Office of Equity and Human Rights to begin LGBTQIA2S+ policy work in earnest.

Around the nation, queer communities face rising incidents of hate crimes, targeted legislation based on bigotry, and healthcare barriers to name a few. In Portland, we have the opportunity to truly deliver on our promise to community and uphold our Core Value of Equity. We must work to develop a City culture that celebrates LGBTQIA2S+ Portlanders and City employees. We must ensure our systems change equity approach is intersectional and considers the devastating effects of oppression, homophobia, transphobia, and acts of othering.

The next step in the LGBTQIA2S+ Program's development is formalizing a ten-year strategic vision. The plan recommends that LGBTQIA2S+ Program be positioned and resourced to support City leaders, bureau staff, and community organizations and is the result of strong community visioning. In doing so, it offers an opportunity to enhance the City's credibility with LGBTQIA2S+ Portlanders as the City strives to meet higher service expectations from a growing queer community. The LGBTQIA2S+ Program envisioned in this plan will advance the City's efforts to institutionalize equity across bureaus and beyond the confines of City Hall.

Last year, City Council unanimously agreed to support the development of long-term visioning and I commit to continuing our efforts to implement the vision outlined in this plan.

Sincerely,



Jeff Selby

EXECUTIVE SUMMARY

Established by City Ordinance in 2011, the Office of Equity and Human Rights has been tasked with providing leadership and developing policies, practices and procedures that dismantle systems of oppression and build equitable foundations for systemically excluded and institutionally oppressed communities in Portland. In 2021, with the backing of employee and council support, the Office of Equity expanded its focus to explicitly include Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual, and Two-Spirit (LGBTQIA2S+) issues and hired its first LGBTQIA2S+ Policy Analyst. The creation of the LGBTQIA2S+ Program has been an important first step in formalizing the work of promoting equity and reducing disparities for the LGBTQIA2S+ community within City government. The team provides vital guidance, education and assistance to city bureaus, and has worked closely with community partners to promote LGBTQIA2S+ equity and inclusion within the city. The LGBTQIA2S+ Program has been successful in driving equity for LGBTQIA2S+ communities, but limited visibility, staffing and programmatic investment has limited the Office of Equity and Human Rights' team from maximizing the impact it could have on addressing the numerous and unique challenges to Portland's LGBTQIA2S+ community. The expansion of the LGBTQIA2S+ Program and the acceptance of the inaugural LGBTQIA2S+ Strategic Plan are important steps to continuing the work of promoting equity within City government, within Portland and throughout the region.

The Office of Equity and Human Rights' LGBTQIA2S+ Program, in its two years of existence, provided vital education and policy guidance to City staff and elected officials, including revising benefits coverage language, developing Citywide LGBTQIA2S+ trainings and providing bureau-specific technical assistance. The Program has also partnered closely with community organizations, organizing and supporting proclamations to honor LGBTQIA2S+ Health Awareness Week, Transgender Day of Visibility, Transgender Day of Remembrance and Pride Month.

The LGBTQIA2S+ Strategic Plan provides an overview of the impact of the Program from 2021-2023, and outlines how continued investment in the program will allow for the Program to expand and better fulfill its mission to (1) provide education and technical support to City staff and elected officials; (2) identify and remove systemic barriers to fair and just distribution of resources, access, and opportunity for the LGBTQIA2S+ community and; (3) serve as the LGBTQIA2S+ community liaison. The Strategic Plan provides a blueprint for developing a City culture that celebrates LGBTQIA2S+ City employees and LGBTQIA2S+ Portland residents. Adopting the LGBTQIA2S+ Strategic Plan is a vital step for promoting LGBTIQA2S+ representation and equity within City Government and the communities the City serves.

PROGRAM BACKGROUND

The Office of Equity and Human Rights was created by City Ordinance in 2011 and was given a mission to lead the City of Portland's commitment to equity. The Office was to hold the City accountable by developing policies, practices, and procedures that strive to dismantle systems of oppression and build equitable foundations for institutionally oppressed and systemically excluded communities. The Office's efforts focused on issues of race and disability through education and analysis. At the Office's inception there was an acknowledgement that individuals experience multiple forms of oppression; thus, the Office should drive equity with an intersectional framework. Despite the utilization of an intersectional framework, in the first ten years of the Office's establishment, Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual, and Two-Spirit (LGBTQIA2S+) issues and perspective were not given sufficient visibility, staffing or programmatic investment. The Office of Equity and Human Rights' 2018 Strategic Planning Stakeholder Engagement Summary Report highlighted this gap and affirmed that the City has historically done very little to provide resources or support for the LGBTQIA2S+ community. Neither the mission nor strategic vision of the Office addressed the challenges unique to Portland's LGBTQIA2S+ community.

Commissioner Dan Ryan listening to the 2023 Pride Proclamation presenters framed by a small Portland Progress flag on the dias The LGBTQIA2S+ program team supported the development of the Pride Proclamation. *Photo credit: Portland Gay Men's Chorus*

The creation of the LGBTQIA2S+ Policy Analyst position in the Office of Equity and Human Rights in 2021 was directly responsive to this history and stakeholder perspective and served as one critical first step to ensuring the City's equity work is fully intersectional in nature. The position is the first full-time position focused on the wellbeing of and advocacy for the LGBTQIA2S+ community in the City's history. The Program doubled in size with the addition of a limited-term analyst in 2023. The continued increasing investment in the Program underlines the City of Portland's commitment to its core value of equity.

One of the key successes of the LGBTQIA2S+ Program has been the focus on LGBTQIA2S+ community data. In 2022, the Program commissioned a feasibility study to determine what kind of data and information on LGBTQIA2S+ communities in Oregon is already available. The findings suggest that comprehensive, accessible and intersectional data about queer communities in Oregon is vital to ensuring LGBTQIA2S+ people in Portland are served by the city's institutions and policies.

The Program has operated with a one-time funding allocation of $180,000 during the Fall 2021 Budget Monitoring Process. The Program has currently expended $144,800 of these funds on LGBTQIA2S+ data collection and citywide training programs. In addition, the Program has utilized its staffing capacity to support investment in the LGBTQIA2S+ community. To date, the Program has tracked $749,496 in investment from city, state, and national sources to support the LGBTQIA2S+ community in Portland.

PROGRAM FOCUS

The City of Portland's Office of Equity and Human Rights LGBTQIA2S+ Program provides education and policy support to City staff and elected officials as well as represents the interests of the LGBTQIA2S+ community within the City of Portland's policy making and budgeting processes.

16% of City of Portland employees are gay, lesbian, bisexual, or pansexual.

4% of City of Portland employees are transgender, nonbinary, genderqueer, or genderfluid

The Program is creating and leading complex, new initiatives and policies within the City that both improve LGBTQIA2S+ employees' ability to thrive at the workplace and better serve the larger LGBTQIA2S+ Portland community. As provided by the City of Portland's 2023 Workplace Census, of the 4,175 employees who participated in the Workforce Census supplemental survey, 16% of the City's workforce identify as gay, lesbian, bisexual, or pansexual. 4% of city employees identify as transgender, nonbinary, genderqueer or gender fluid. As a result, LGBTQIA2S+ policies impact a large proportion of the City's workforce.

In addition to a desire to better serve LGBTQIA2S+ City employees, there are substantial state protections and increasing federal protections for LGBTQIA2S+ employees in the workplace that make the Program's work even more legally relevant. Oregon law protects employees from discrimination based on sex and sexual orientation, including gender identity. As an employer, the City of Portland is responsible for operationalizing this requirement. On the federal level, the U.S. Equal Employment Opportunity Commission (EEOC) recently released proposed guidance seeking to clarify that harassment and discrimination based on LGBTQ+ status—including intentional misgendering, repeated use of incorrect pronouns, or denial of access to the bathroom consistent with one's gender identity—are cognizable federal workplace harassment claims. The City has a responsibility to its employees to provide opportunities for education on these topics as well as ensure these rights are enshrined in day to day work at the City. The LGBTQIA2S+ Program actively collaborates with all City bureaus in order to ensure these responsibilities are met.

The LGBTQIA2S+ Program approaches LGBTQIA2S+ equity work with an intersectional lens, ensuring strong focus on the most marginalized demographics within the community. The Program also represents the City of Portland within the community and serves as a liaison to the City of Portland's LGBTQIA2S+ community members and organizations.

Approx. **6%** of Portland residents identify as LGBTQIA2S+, and that percentage is expected to grow.

Portland has the second highest percentage of LGBTQ+ people in the country. According to Williams Institute estimates in 2021, 6.0% percent of Portland's population identify as LGBTQ, with approximately 112,000 LGBTQ in Portland's metropolitan statistical area[1]. The LGBTQIA2S+ population within Portland is expected to continue to grow. In 2023, over 500 anti-LGBTQ+ bills have been introduced in state legislatures nationwide, and over 24 states have passed anti-transgender or anti-LGBTQ+ laws.

Portland-based LGBTQIA2S+ service providers are reporting that LGBTQ+ people and parents of LGBTQ+ children are actively relocating from these states to LGBTQ+ friendly states and cities like Portland[2,3]. Although there is limited data and studies conducted on recent LGBTQIA2S+ migration, polling from Data for Progress suggests that 43% of transgender adults have considered moving out of their community or state, and 8% have already moved as a result of anti-LGBTQ+ legislation[4]. As the LGBTQIA2S+ population in Portland grows, it is important to expand and invest in programs to support the LGBTQIA2S+ community.

1. Williams Institute. LGBT Adults in Large US Metropolitan Areas. March 2021. https://williamsinstitute.law.ucla.edu/publications/lgbt-us-msa/
2. Oregon Public Broadcasting. "More LGBTQ+ people are coming to Oregon as other states pass restrictive laws, service providers say". August 2023. https://www.opb.org/article/2023/08/30/queer-migration-oregon-lgbtq/
3. Willamette Week. "They Arrived: Portland is Becoming a Haven for Gender Refugees. July 2023. https://www.wweek.com/news/2023/07/05/they-arrived-portland-is-becoming-a-haven-for-gender-refugees/
4. Data for Progress. LGBTQ+ Adults Do Not Feel Safe. June 2023. https://www.dataforprogress.org/blog/2023/6/8/lgbtq-adults-do-not-feel-safe-and-do-not-think-the-democratic-party-is-doing-enough-to-protect-their-rights

NATIONAL PROGRAM SURVEY

While many LGBTQIA2S+ programs are situated within mayoral portfolios, others exist in administrators' offices or equity offices. Jurisdictions that have LGBTQIA2S+ focused policy roles include Philadelphia (Pennsylvania), Boston (Massachusetts), San Francisco (California), Santa Clara (California), New York City (New York), Washington DC, Essex County (New Jersey), Atlanta (Georgia), Seattle (Washington), Minneapolis (Minnesota) and Cambridge (Massachusetts). Some of the most robust programs in the county are found in San Francisco, Boston, Washington DC and Santa Clara County. Philadelphia, Boston, Essex County, Atlanta and New York have offices that have less staff capacity but have intentionally designed Director level positions that have authority to demand systemic changes within their jurisdictions. In strategizing about the growth and authority of the LGBTQIA2S+ Program within the City of Portland, these jurisdictions have designed program frameworks that allow for more impactful jurisdiction-wide work to be done.

Due to its limited capacity, the LGBTQIA2S+ Program quickly identified the need to collaborate and learn from other LGBTQIA2S+ equity programs and LGBTQIA2S+ equity practitioners. In 2022, the Program convened the first National LGBTQIA2S+ Equity Practitioners Meeting, providing an opportunity for LGBTQIA2S+ programs from across the country to provide information and expertise on developing and implementing LGBTQIA2S+ policy and serving the LGBTQIA2S+ community. The monthly meetings, led by the City of Portland LGBTQIA2S+ Program, has served as an invaluable resource for the Program, as other cities and members have been able to provide much-needed expertise and capacity. In addition to policy best practices, members of the National LGBTQIA2S+ Equity Practitioners meeting have provided insight into their staffing capacity and programmatic budgets.

San Francisco's Office of Transgender Initiatives was founded in 2016 and is situated within the City Administrator's Office with a staff of five full time employees (FTE) and a FY23 budget of approximately $990,639. Their staff positions include an Executive Director, a Manager of Policy, a Manager of Training and Education, a Manager of Community Engagement and a Manager of Communications.

Washington D.C. Mayor's Office of Lesbian, Gay, Bisexual, Transgender, and Questioning Affairs (MOLGBTQ) was created through the Office of Gay, Lesbian, Bisexual and Transgender Affairs Act of 2005. The Office has four budgeted FTE and a FY23 budget of approximately $1,562,000. Their staff positions include a Director, an Associate Director and two Program Support Specialists.

Boston's Mayor's Office of LGBTQ+ Advancement was founded in June 2022 with the selection of an inaugural Executive Director and resides in the Equity and Inclusion Cabinet. The Office has a $295,000 FY23 budget. Within the first year, the Office grew to four FTE. Their staff positions include an Executive Director, Deputy Director, a Policy Advisor and a Community Relations Specialists.

The City of Baltimore established Mayor's Office of LGBTQ Affairs was founded in June 2022. The Office has one budgeted FTE Director position.

The Santa Clara County Office of LGBTQ Affairs was created by the Santa Clara County Board of Supervisors in 2015, as a referral item introduced by Supervisor Ken Yeager. The Office opened in late January 2016, with two full-time staff members and one part-time administrative assistant. Since then they have grown to a staff of eight FTE with a $800,000 annual operational budget, not including staffing, special projects, or initiatives. The roles in their Office include a Director, a Community Outreach Specialist, a Program Manager, a Senior Management Analyst, a Graphic Designer, a Community Worker, a Management Aide and a Coordinator/ Public Ally.

City	City Population (2022)[1]	Estimated LGBTQIA2S+ Population [2] (%)	Total City General Fund (FY23)	Annual LGBTQIA2S+ Program Budget (FY23)
San Francisco, CA	808,437	6.7%	$6.8 billion	$990,639
Denver, CO	713,252	4.8%	$1.6 billion	n/a
Washington D.C.	671,803	4.5%	$12.1 billion	$1,562,000*
Boston, MA	650,706	4.9%	$3.99 billion	$295,000**
Portland, OR	635,067	6.0%	$0.93 billion	$188,438
Baltimore, MD	569,931	4.1%	$2.15 billion	$38,603***
Milwaukee, WI	563,305	3.5%	$1.17 billion	n/a

1. City Population estimates from v2022 Census Population Estimates of July 1,2022. https://www.census.gov/quickfacts/fact/table/sanfranciscocitycalifornia,bostoncitymassachusetts,portlandcityoregon,baltimorecitymaryland,denvercitycolorado,milwaukeecitywisconsin/PST045222
2. Estimated LGBTQIA2S+ Population within Metro Statistical Area https://williamsinstitute.law.ucla.edu/publications/lgbt-us-msa/
*.Based on self-reported data by Washington DC Mayor's Office of LGBTQIA2S+ Affairs representative
**Based on City of Boston Budget FY23 Budget Report
***Based on City of Baltimore FY21 Fiscal Impact Report (https://baltimore.legistar.com/LegislationDetail.aspx?ID=4749300&GUID=1204B96B-D080-430C-80BC-B903D9263361&Options=&Search=)

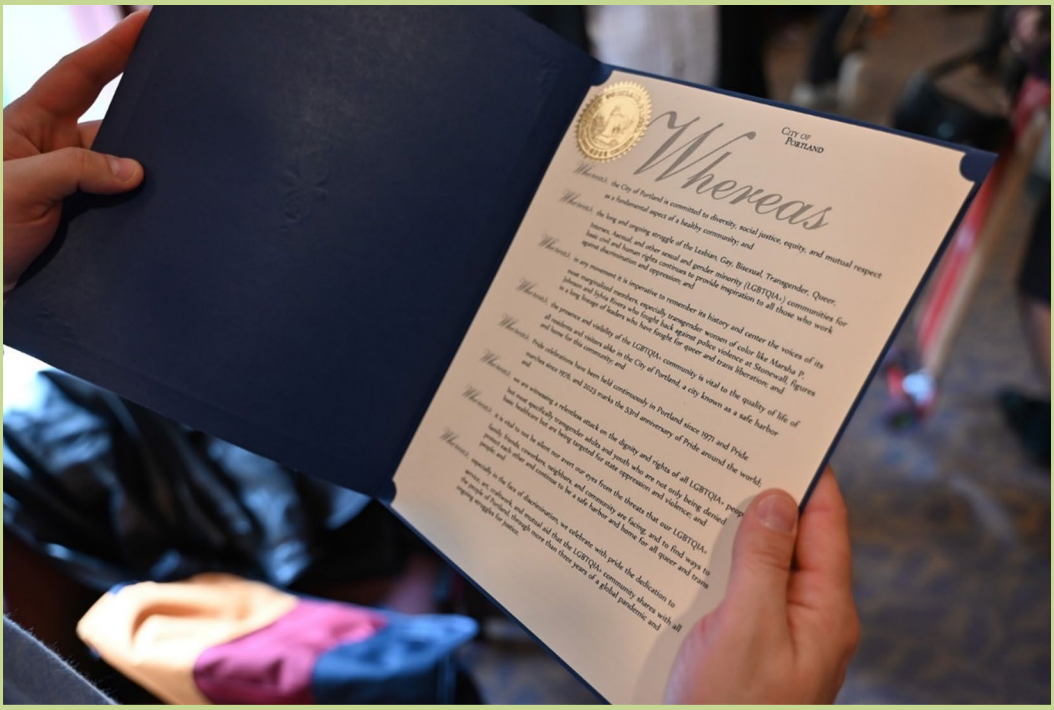
LGBTQIA2S+ PROGRAM HIGHLIGHTS

The City's LGBTQIA2S+ Program has led the effort to better integrate LGBTQIA2S+ equity into every aspect of the City's work. The Program is charged with the following three directives:

1. Providing education and technical support to City staff and elected officials to better serve the LGBTQIA2S+ community and City Staff;

2. Identifying and removing systemic barriers to fair and just distribution of resources, access, and opportunity for the LGBTQIA2S+ community and;

3. Serving as the LGBTQIA2S+ community liaison in a city that boasts the second highest percentage of LGBTQIA2S+ residents of any metropolitan area in the nation



A member of the Portland Gay Men's Chorus holds a copy of the 2023 Pride Proclamation. The LGBTQIA2S+ program supported the 2023 Pride Proclamation. *Photo credit: Portland Gay Men's Chorus*

CITY OF PORTLAND INTERNAL HIGHLIGHTS

The LGBTQIA2S+ Program manages a one-time programmatic budget of $180,000 to support the City's work in collecting better data about the LGBTQIA2S+ community and design LGBTQIA2S+ specific educational opportunities for City staff. This initial one-time programmatic allocation has been used to fund initiatives to meet two initial key priorities: 1) identifying gaps in data about the LGBTQIA2s+ community in Portland, and 2) supporting training initiatives for City of Portland staff.

In service of data collection, the LGBTQIA2S+ Program conducted a scoping and feasibility study for an inclusive, comprehensive, and actionable report on Portland's LGBTQIA2S+ community. The planning phase included investigating community needs, researching exemplar data projects, collaborating with community partners on project design, and creating a set of recommendations for the project. These recommendations identified project scope, methodology, timeline, collaborators, organizational home, and budget.

In service of training initiatives, the LGBTQIA2S+ Program has funded both in-person live training and online training resources. $40,000 has been allocated for in-person live trainings, with 20 sessions focused on transgender inclusion tailored to team-specific operations and needs, to be scheduled in 2024. In addition, $40,000 has been allocated for online training resources, which are available to employees through July 2025.

Program	Amount	Description
LGBTQIA2S+ Data Project Feasibility	$64,800	The LGBTQIA2S+ Program funded the initial planning for an inclusive, comprehensive, and actionable report on Portland's/Oregon's LGBTQIA2S+ community.
Live Training Opportunities	$40,000	This funding was allocated for an intersectional, LGBTQIA2S+ inclusion trainer with specific focus on transgender inclusion at the workplace.
Virtual Training Opportunities	$40,000	The LGBTQIA2S+ Program acquired a two-year license for an interactive online learning software that was designed in collaboration with Santa Clara's Office of LGBTQIA+ Affairs tailored to support interactions with the LGBTQIA+ community. The LGBTQIA+ In The Workplace Citywide Training Simulation launched in November 2023, and will be available through July 2025

Beyond community data collection and city staff training expenditures, the LGBTQIA2S+ Program has collaborated across bureaus to provide subject-matter expertise and lead policy initiatives.

In the two years of the Program's existence, the LGBTQIA2S+ Program has established itself as a vital City resource, providing support and assistance to: Bureau of Human Resources, Portland Parks & Recreation, the Bureau of Planning and Sustainability, Bureau of Transportation, the Office of Management and Finance, the Portland Police Bureau, and the City Government Affairs team.

Bureau of Human Resources

The LGBTQIA2S+ Program led multiple Human Resources related initiatives, including the development of a City landing page entitled "Gender Affirming Care and Culturally Specific Resources" to make it easier for prospective and current employees to learn about the City's commitment to and provision of gender affirming healthcare coverage. The LGBTQIA2S+ Program also advocated for the design of a new culturally specific Human Resources position to improve the experience of LGBTQIA2S+ applicants and employees. The Program pushed back on third-party benefit language that included outdated and offensive terms. This advocacy resulted in the City's health insurance carriers rewriting benefit coverage language. The LGBTQIA2S+ Program has also been engaged in conversations with Human Resources about continuing to expand fertility benefits to City staff. Currently, the City only offers a fertility navigator service to employees. The Program has advocated for the Bureau of Human Resources to procure an inclusive fertility and family forming health insurance coverage or other financial support. The LGBTQIA2S+ Program has also advocated for the City of Portland to adopt a more robust policy on expanding demographic selections that are truly representative of the workforce.

From December 2021 through July 2023 the LGBTQIA2S+ Human Resources Consultant had been working within the Bureau of Human Resources People and Culture team to develop a strategic plan to support Citywide inclusion of LGBTQIA2S+ employees. The LGBTQIA2S+ Program had worked with the LGBTQIA2S+ Human Resources Consultant in developing Citywide LGBTQIA2S+ training, providing suggestions for updates to Human Resources Administrative Rules, expanding family forming employee benefits and advocating for demographic data expansion in City systems.

Government Relations

The LGBTQIA2S+ Program has provided insight to the City Government Affairs team on issues affecting the LGBTQIA2S+ community, working to better integrate values of LGBTQIA2S+ equity into the annual legislative agenda. The Program has provided comment to the City Government Affairs team in support of pro-LGBTQIA2S+ statewide legislation, and against anti-LGBTQIA2S+ legislative efforts.

Parks & Recreation

The LGBTQIA2S+ Program participated in Portland Parks & Recreation Healthy Parks Actions and Results Team. The Program advocated for better LGBTQIA2S+ representation in bureau communications especially around wedding registrations. With support from the Queer Alliance employee resource group, the LGBTQIA2S+ Program also raised concerns with the bureau around the need to update Parks registry forms and include the LGBTQIA2S+ community in culturally specific programming, like the Outdoor Summer Film Series. After successful collaboration, the bureau has committed to including this focus in 2024. This partnership with the bureau also led to an update and change in practice at the Multnomah Arts Center, where instructors were provided guidance on building LGBTQIA2S+ inclusive learning spaces and were provided tools to better serve LGBTQIA2S+ community members.

> "As the Internal Equity and Inclusion Manager for PBOT, I hear and respond to employee concerns. PBOT has a large and diverse LGBTQIA2S+ employee-base but they are regularly subject to discrimination in the workplace. We currently don't have the training or practice in place to adequately address the concerns of our LGBTQIA2S+ employees, which is why a strategic plan is such a necessity for this work. I look forward to having the direction and leadership that comes from a well-executed strategic plan."
>
> -Marisa Trujillo DeMull, Internal Equity Manager, Portland Bureau of Transportation

Bureau of Planning & Sustainability

Within the Bureau of Planning & Sustainability, the LGBTQIA2S+ Program has partnered with planners working on an LGBTQIA2S+ focused historic preservation project. The bureau is executing a historic resource survey of properties associated with LGBTQIA2S+ histories, developing a context statement for historic resources associated with LGBTQIA2S+ histories, and nominating properties for the National Register of Historic Places.

Bureau of Transportation

Within the Bureau of Transportation, the LGBTQIA2S+ Program has partnered with a local LGBTQIA2S+ community organization to support a street painting project to increase LGBTQIA2S+ visibility and commemorate their organization's presence in the Portland community over four decades. The Program also provided feedback on LGBTQIA2S+ focused trainings offered by the Maintenance Operations and Active Transportation and Safety teams.

Office of Management & Finance

Within the Office of Management and Finance, the LGBTQIA2S+ Program partnered with Procurement Services to explore expanding priority contracting to consider alternative certifications, like those provided through Oregon Pride in Business and the National Gay and Lesbian Chamber of Commerce. The Program has also provided feedback to the Rose City Self Defense program and collaborated to better serve the LGBTQIA2S+ community.

Police Bureau

Within the Portland Police Bureau, the LGBTQIA2S+ Program has supported policy development, training and implementation of Directive 0640.38. The Program also provided feedback on the Department of Justice's national training on Engaging and Building Relationships with Transgender Communities. Additionally, the Program facilitated policy development discussions with community members, advocates and the Mayor's Office to improve the LGBTQIA2S+ community's experience with law enforcement. In City Council chambers, the LGBTQIA2S+ Program organized and supported proclamations to honor the 2022 LGBTQIA2S+ Health Awareness Week, 2021-2023 Transgender Day of Visibility, 2021 Transgender Day of Remembrance and 2021-2023 Pride Month.

COMMUNITY HIGHLIGHTS

The LGBTQIA2S+ Program's work goes beyond the inner workings of the City of Portland as the program interfaces with staff from Multnomah County, the Oregon Department of Education and Portland Public Schools about issues affecting the community.

Additionally, the LGBTQIA2S+ Policy Analyst has been asked to speak, on behalf of the City of Portland, at the Human Rights Campaign's 2022 National Connecting Communities LGBTQ+ Liaisons Summit and the 2022 United States Department of State International Visitor Leadership Program. The Program Analyst also was invited to participate in a national stakeholder meeting with the United States Social Security Administration.

Located near the Eastbank Esplanade, the Portland Frontrunners group designed and painted a community mural project. The mural depicts colorful silhouettes of people crossing the Tilikum bridge. The LGBTQIA2S+ program served as a government liaison to support the creation of the mural. *Photo credit: Portland Frontrunners*

LGBTQIA2S+ COMMUNITY ENGAGEMENT

The first year of the Program saw significant engagement with LGBTQIA2S+ community organizations and advocates. The LGBTQIA2S+ Policy Analyst facilitated a 2022 Mayor's Roundtable to discuss priority issues within the LGBTQIA2S+ community. Attendees included Basic Rights Oregon, Portland Gay Men's Chorus, Cascade AIDS Project, Q Center, Friendly House Inc, Pride Northwest, and Kaiser Permanente. Beyond that forum, the LGBTQIA2S+ Policy Analyst met with Basic Rights Oregon, Cascade AIDS Project, United Territories of Pacific Islanders Alliance, Q Center, Sexual & Gender Minority Youth Resource Center, Portland Frontrunners, The Alliance for Safer Communities, Oregon Pride in Business, Sage Metro, and Black and Beyond the Binary Collective. The LGBTQIA2S+ Program has collaborated with Oregon Pride in Business and Portland Frontrunners to execute projects that forward LGBTQIA2S+ representation and visibility. The LGBTQIA2S+ program has also represented the City in community meetings hosted by both the LGBTQIA2S+ Housing Collaborative and Cascade Aids Project. The Program's increased community engagement builds upon prior LGBTQIA2S+ specific community engagement the Office of Equity and Human Rights completed through the 2018 Strategic Planning Stakeholder Engagement Summary Report.

A person holds up a rainbow design sketch in front of a partially painted rainbow fence with paper airplanes that encompasses the Queer Affinity Safe Rest Village
Photo credit: City of Portland/KLiK Concepts

TRANSGENDER DAY OF VISIBILITY

In 2019, Seth Johnstone from Sexual & Gender Minority Youth Resource Center and Mikki Gillette from Basic Rights Oregon approached Mayor Wheeler's office with a request to begin honoring Transgender Day of Visibility in City Hall through a Proclamation. The Transgender Day of Visibility Proclamation has since become an annual tradition, where the LGBTIQA2S+ Program collaborates with community organizations and community members to provide space for and present policy requests to City Council with the goal of uplifting the needs of the transgender community. Organizations that have been involved include the Transgender Health Coalition, Black and Beyond the Binary Collective, Basic Rights Oregon, the Q Center, Cascade Aids Project, Call to Safety, Friendly House Elder Pride Services, Gay and Lesbian Archives of the Pacific Northwest, Human Rights Campaign, Sexual & Gender Minority Youth Resource Center, Transponder, and Beyond These Walls. Along with these organizations, the proclamation has served as an opportunity for the Program to coordinate and collaborate across city bureaus, with participation from City employees representing Civic Life, Portland Parks and Recreation, the Office of Equity and Human Rights, and Office of Management and Finance.

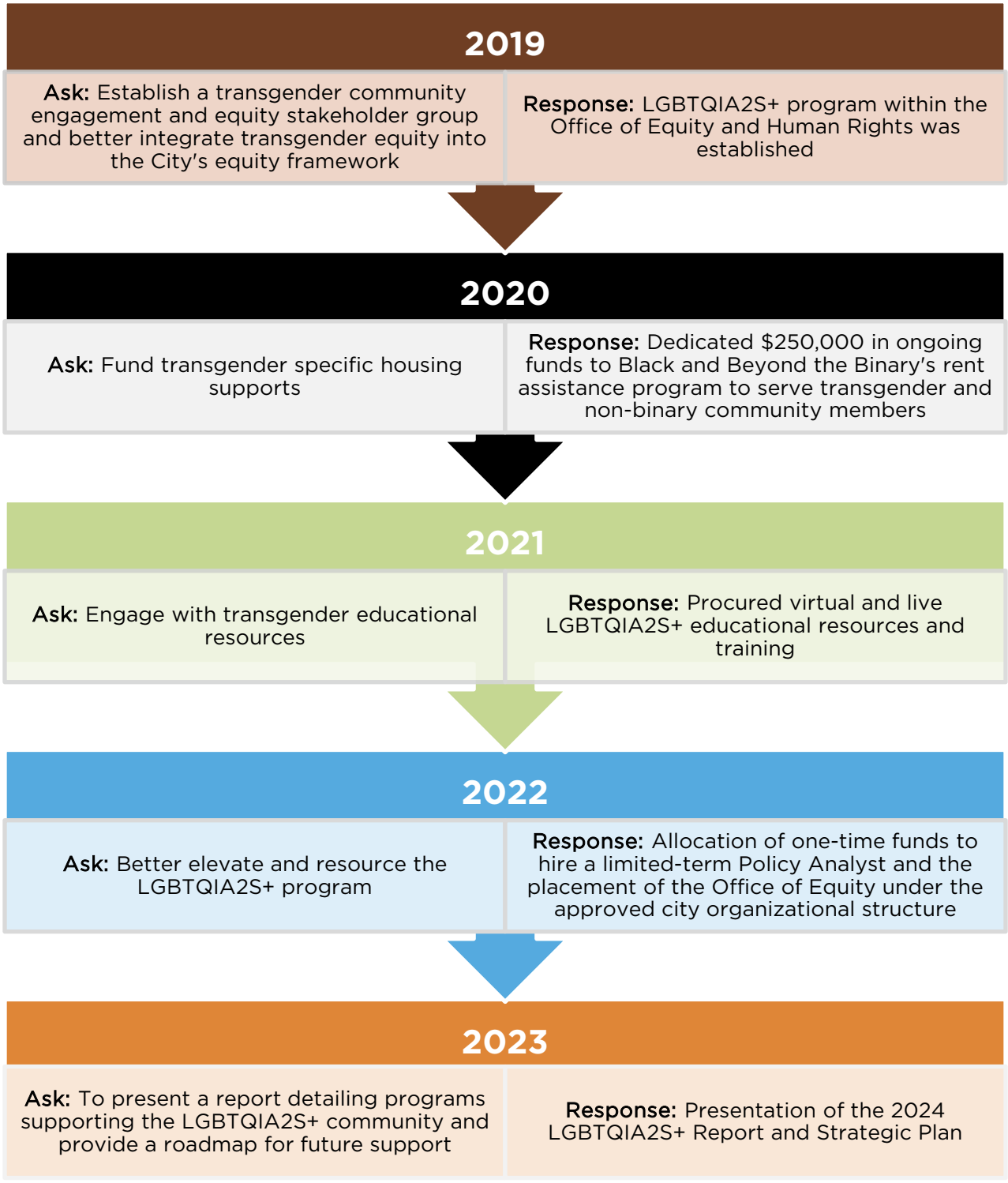
As part of the inaugural Transgender Day of Visibility proclamation in 2019, LGBTQIA2S+ community members asked City Council to support the development of a stakeholder group to examine and engage transgender community members in a process that would bring about recommendations to the City Council and County Board of Commissioners. There was also a request to weave transgender equity into the framework of City equity plans. As part of the response to this request, the LGBTQIA2S+ Program was funded in 2020, and the Program was directed to support and engage with the LGBTQIA2S+ community, provide recommendations to City Council and to City bureaus, and incorporate LGBTQIA2S+ equity into City policy.

In 2020, LGBTQIA2S+ community members asked to fund transgender specific housing supports. As a result of the group's advocacy, the City of Portland dedicated $250,000 in ongoing general funding to the Joint Office of Homeless Services (JOHS) to better serve members of the transgender and non-binary community. The Joint Office of Homeless Services reports to have programmed the allocation (inclusive of Multnomah County's match) to subcontract with Black and Beyond the Binary Collective to provide rapid rehousing and housing stabilization services.

In 2021, advocates and community organizations asked for City Council members to engage with transgender educational resources. In response to this ask, during the Fall 2021 Budget Monitoring Process, $180,000 in one-time funding was allocated to the LGBTQIA2S+ Program to support LGBTQIA2S+ data collection and educational resources.

In 2022, advocates and community organizations asked to elevate and better resource the LGBTQIA2S+ work within the City of Portland to ensure it could touch

every aspect of the City's operations. The group wanted to highlight the need for this work not to hinge on LGBTQIA2S+ community volunteers year after year. Although funding was not obtained to create a permanent position, the program was allocated funding to hire an additional LGBTQIA2S+ Policy Analyst on a limited term one-year contract.



QUEER ALLIANCE DEEP GROUP

313 employees are members of the Queer Alliance.

The City has a robust network within the Diverse and Empowered Employees of Portland (DEEP) groups. The Queer Alliance (formerly LGBTQIA2S+ and Friends) was one of the first DEEP employee resource groups to be established in July 2008 and currently has a membership of 313 employees. The Queer Alliance meets monthly and is represented at the monthly DEEP meeting with Bureau of Human Resources Director Cathy Bless and other Bureau of Human Resources staff. The group has been an invaluable resource to both the LGBTQIA2S+ Policy Analyst and the LGBTQIA2S+ Human Resources Consultant. The group had representation on hiring panels for all three LGBTQIA2S+ focused City positions. Members of the group represent multiple bureaus and serve a vital role in identifying bureau-specific issues that need policy attention. Historically, the Queer Alliance has actively supported policy changes for city staff, including work to advance transgender healthcare for City Employees in partnership with Mayor Adams' Office (2009), the group's work on all user restrooms and gender-neutral policies with Commissioner Fish (2015), and advocacy for including pronouns in city-wide email signatures. The Queer Alliance continues to actively collaborate with the LGBTQIA2S+ program in service to supporting LGBTQIA2S+ equity in the City.

Group photo of Queer Alliance DEEP group members waiving transgender and pride flags. *Credit: Office of Equity and Human Rights*

Human Resources Administrative Rule 6.08 Funeral, Bereavement, and Pregnancy Loss Leave (2021) is the most recent policy the group has revised, championed, and secured the adoption of. This policy was designed in partnership with Commissioner Mapps' Office and the City Attorney's Office to highlight the importance of bereavement leave's application to employees whose personal situation falls outside of the "traditional" understanding of family. Specifically, under the City's prior version of the policy, City employees could only seek funeral or bereavement leave for narrowly defined family members that were very closely related by blood or marriage. Under City's new policy, employees can take leave to grieve the loss of a much broader array of legal family members as well as members of their "chosen family," household members, and unmarried partners (including poly relationships and regardless of cohabitation). This landmark policy was unanimously adopted by City Council, and was the first of its kind in the nation. In addition to the policy discussions the group is involved in, they have historically supported annual proclamations and presentations for Transgender Day of Visibility in March and Pride

2023 Pride Proclamation panelists observe a presentation in Council Chambers by the Portland Gay Men's Chorus. *Credit: Portland Gay Men's Chorus*

LGBTQIA2S+ INVESTMENTS

The LGBTQIA2S+ program staff has collaborated with partners to support investment in the LGBTQIA2S+ community. In addition to this funding advocacy, the program has begun the work of tracking the City of Portland's investments into the LGBTQIA2S+ community. As the program grows, the intention is to support and grow the capacity to directly invest in LGBTQIA2S+ focused community programs and organizations while also better tracking the numerous investments made by City, State, and National sources in the LGBTIQA2S+ community in Portland.

Entity	Source	Amount ($)	Impact
2023			
Bradley Angle	We Are Better Together	$3,000	Sponsorship of The GlamHy Awards to support Bradley Angle's mission to serve all people affected by domestic violence by providing them with safety, education, empowerment, healing and hope.
Cascade AIDS Project	We Are Better Together	$2,500	Sponsorship of Capitol Idea Event to support Cascade Aids Project's mission to provide inclusive health and wellness services for LGBTQ+ people and people affected by HIV
Basic Rights Oregon	We Are Better Together + Office of Equity	$6,000	Sponsorship of Annual Ignite Gala to support Basic Rights Oregon's mission to ensure that all LGBTQ2SIA+ Oregonians experience equality
Portland Community Football League	We Are Better Together	$10,000	Sponsorship of Women's World Cup Viewing Party at Pioneer Courthouse Square to support Portland Community Football League's mission to serve low-income, racially diverse and LGBTQ+ youth by providing a safe and affordable place to play soccer and connecting the athletes and their families with resources in the community
Pride Northwest	General Fund+American Rescue Plan + We Are Better Together	$102,500	Support for the 2023 Pride Festival
LGBTQ+ Historic Sites Project	Oregon State Historic Preservation Office	$30,000*	Grant awarded for the documentation of historic resources associated with LGBTQ+ histories

Entity	Source	Amount ($)	Impact
2022			
Cascade AIDS Project	General Fund	$200,000*	Expansion of Prism Health Clinic in North Portland to provide LGBTQIA2S+ care services to the LGBTQIA2S+ community
2021			
Bureau of Human Resources	American Rescue Plan Act	$227,996	Supporting Human Resources in hiring a LGBTQIA2S+ Consultant to support awareness of LGBTQIA2S+ communities in addressing systemic issues, customizing solutions and tailoring employee relations support
LGBTQ+ Historic Sites Project	National Park Service Underrepresented Communities Grant	$50,000	Grant awarded for the documentation and contextualization of historic resources associated with LGBTQ+ histories Completion of a historic resources survey, historic context statement, and one or more National Register of Historic Places nominations.
LGBTQ+ Historic Sites Project	Community Partners for Affordable Housing	$17,500	Grant awarded for the documentation and contextualization of historic resources associated with LGBTQ+ histories Completion of a historic resources survey, historic context statement, and one or more National Register of Historic Places nominations.
2020			
Oregon Pride in Business (Oregon's LGBTQIA2S+ Chamber of Commerce)	American Rescue Plan Act	100,000*	Supporting LGBTQIA2S+ owned businesses recover from the impacts of the COVID-19 pandemic Organizational capacity building including but not limited to the establishment of a physical office, doubling visibility at statewide Pride festivals and hiring of the organization's first full time staff member

LGBTQIA2S+ PROGRAM CHALLENGES

The LGBTQIA2S+ Program lacks systemic integration within overarching City equity infrastructure. Although the Program can recommend changes to policy, it is reliant on Bureau partners to accept and implement recommendations. This lack of programmatic authority leads to difficulties in upholding City wide standards and coordinating policy across city bureaus. As the city transitions to a new organizational structure as a result of Ballot Measure 26-228, positioning the Office of Equity and Human Rights under an Equity Officer is expected to help address this historic challenge to the LGBTQIA2S+ Program.

Another challenge to the operations of the LGBTQIA2S+ Program is the underinvestment of general fund dollars and the irregularity of one-time programmatic funding. To-date, the LGBTQIA2S+ Program does not have annual programmatic funding and has relied on the one-time $180,000 allocation dispersed in 2021. This lack of recurring programmatic funding limits the Program's ability to proactively develop and drive equity programming. The Program has been able to utilize $80,000 in funds to procure training resources through FY2025, but additional funds will be needed continue operating LGBTQIA2S+ equity training programs.

The other key challenge is the need for additional investment in staffing and capacity. The Program has operated with one full-time employee, and limited capacity has stifled the Program's ability to fulfill its mission. The Program's capacity doubled with the addition of a one-year limited-term Policy Analyst position in July of 2023, but additional funding will be needed to make that role permanent.

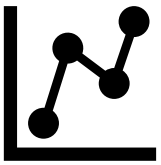
LGBTQIA2S+ CITY EQUITY FRAMEWORK

The LGBTQIA2S+ Program has four key areas and goals that drive the program. Those pillars are:

City Policy

Workforce and Economic Development

Community Engagement



Performance Management and Data

Each policy pillar is driven by a general vision statement which shapes the work.

City Policy

- **Develop robust city policy across City bureaus to promote LGBTQIA2S+ representation, equity, and justice**

Workforce and Economic Development

- **Foster an economic ecosystem conducive to LGBTQIA2S+ community participation**

Community Engagement

- **Cultivate strong, mutually-beneficial symbiotic relationships with LGBTQIA2S+ community**

Performance Management and Data

- **Track and record progress on the goals listed in the Program's strategic plan and collect data to support the ongoing work of LGBTQIA2S+ equity**

The LGBTQIA2S+ Program has a number of initiatives and programs working towards goals in these four policy pillars. The following stated goals below are intended to be the focus of the program through 2024-2027, and are initiatives that the Program is currently prioritizing and actively addressing. These priorities are not intended to be an exhaustive list of Program activities, rather guideposts to begin building a more equitable City where LGBTQIA2S+ residents can thrive.

City Policy: Current Active Priorities	Status
All City forms, websites and registrations, both internal and external, will provide Portlanders the ability to identify themselves accurately	In-Progress
All City Equity Managers will work with the LGBTQIA2S+ program to weave LGBTQIA2S+ equity into their bureau-specific equity plans and general workplan	In-Progress
All City facilities will have multiple clearly designated, gender-neutral bathroom and locker room facilities	In-Progress
City benefits will address the needs of LGBTQIA2S+ employees	In-Progress
There will be a clear process for City employees who transition at work as well as robust, ongoing support from both Human Resources and Bureau-specific leadership throughout their employment with the City	Presented to Council on January 10, 2024

Workforce and Economic Development: Current Active Priorities	Status
The LGBTQIA2S+ Program will support community institutions across all sectors to facilitate economic development and protect cultural heritage	In-Progress
LGBTQIA2S+ owned and led businesses will receive equitable opportunities in contracting	In-Progress

Community Engagement: Current Active Priorities	Status
The LGBTQIA2S+ Program will provide technical assistance to various community led efforts to improve the lives of LGBTQIA2S+ Portlanders, specifically youth, seniors, individuals living with disabilities and communities of color	In-Progress
The LGBTQIA2S+ Program will support City Council and affected parties in declaring the City of Portland as a LGBTQIA2S+ Sanctuary City to support LGBTQIA2S+ community members who have been displaced nationally by anti-LGBTQIA2S+ legislation.	Not Started

Performance Management and Data: Current Active Priorities	Status
Governance and accountability for the LGBTQIA2S+ program will live with the City Administrator,	Not Started
The LGBTQIA2S+ program will support the safe collection of better data about LGBTQIA2S+ employees and the Oregon LGBTQIA2S+ community	In-Progress

In addition, beyond the current active priorities, the LGBTQIA2S+ Program intends to continue to invest in and achieve several key long-term goals.

City Policy: Long-term Goals	Status
Human Resource Administrative Rules will proactively enshrine the full suite of transgender healthcare services	In-Progress
The LGBTQIA2S+ Program will partner with the Office of Government Relations to advance pro-LGBTQIA2S+ policy in the State Legislature	In-Progress

Workforce and Economic Development: Long-term Goals	Status
The LGBTQIA2S+ Program will design and promote healthcare and housing initiatives in collaboration with other government entities and community	Not Started
The LGBTQIA2S+ Program will collaborate with Multnomah County and City Bureaus to improve housing opportunities for LGBTQIA2S+ Portlanders facing housing insecurity, with an emphasis on supporting LGBTQIA2S+ elders aging in place and transgender people of color	In-Progress
The LGBTQIA2S+ Program will sponsor opportunities for LGBTQIA2S+ youth employment through the Summerworks and Americorps Vista programs	Not Started

Community Engagement: Long-term Goals	Status
The LGBTQIA2S+ Program will have access to annual funding for community grants to be dispersed based off community needs	Not Started
The LGBTQIA2S+ Program will facilitate compensated LGBTQIA2S+ focus groups to inform internal and external City decision making	Not Started
The LGBTQIA2S+ Program will provide technical and financial support for LGBTQIA2S+ community led efforts	In-Progress
The LGBTQIA2S+ Program will work with local LGBTQIA2S+ organization to provide resource navigation services to community members.	Not Started

Performance Management and Data: Long-term Goals	Status
The LGBTQIA2S+ Program will support the safe collection of demographic data within bureau work to track how the City serves LGBTQIA2S+ Portlanders to ensure equity across all City services	Not Started
The LGBTQIA2S+ Program will advocate for updates to the National Census to ensure accurate representation for the community	In-Progress

LGBTQIA2S+ PROGRAM RECOMMENDATIONS

The City of Portland's LGBTQIA2S+ Program's positive impact on LGBTQIA2S+ equity in the community and within the City cannot be understated. The Program has focused on providing expertise to internal City of Portland teams and employees that includes trainings, serving on workgroups, partnering with equity practitioners, and exploring other opportunities to expand LGBTQIA2S+ justice work City-wide. The Program fulfills a much-needed role in building the City's relationships with community and LGBTQIA2S+ organizations, and leverages the work being done.

> In Fiscal Year 2024/2025, the Office of Equity and Human Rights recommends converting the LGBTQIA2S+ Program's limited term Policy Analyst position to a permanent role, resulting in a two FTE LGBTQIA2S+ Program.

At the same time, increased visibility of LGBTQIA2S+ issues within the City highlights the need to continue strengthening City policy, investing in workforce and economic development outcomes, building healthier community engagement, and collecting robust data.

There is a clear need to elevate and better resource the work of LGBTQIA2S+ equity within the City of Portland. As the LGBTQIA2S+ Program matures, there is a need for continued development, management and execution of the Program's strategic vision.

Given these distinct needs, the Office of Equity and Human Rights recommends expanding staffing to a four-person team over the next ten years. In Fiscal Year 2024/2025, the Office of Equity and Human Rights recommends converting the LGBTQIA2S+ Program's limited term Policy Analyst position to a permanent role. In Fiscal Year 2027/2028, the Office of Equity and Human Rights recommends the program grow to four FTE, which would provide sufficient staffing to accomplish the goals outlined in the LGBTQIA2S+ City Equity Framework.

The LGBTQIA2S+ Strategic Plan demonstrates the commitment the City of Portland has for LGBTQIA2S+ equity. The Plan also highlights the magnitude of the work ahead, as well as the nature and breadth of this gap in critical City services to both employees and Portland residents. The plan represents a historic opportunity for the City to demonstrate what a commitment to LGBTQIA2S+ equity and thought leadership can look like at the municipal level.