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**BALTIMORE CITY COUNCIL  
PUBLIC HEALTH AND ENVIRONMENT  
COMMITTEE**

*Mission Statement*

On behalf of the Citizens of Baltimore City, the mission of the **Public Health and Environment Committee** is dedicated to safeguarding the well-being of Baltimore's residents by advancing policies that promote health equity, environmental justice, and sustainability. Recognizing the deep connection between public health and the environment, the committee works to reduce health disparities, improve access to essential services, and address climate-related challenges that impact communities.

**The Honorable Phylicia Porter  
Chair**

**PUBLIC HEARING**

**WEDNESDAY, JUNE 11, 2025  
10:00 AM**

**COUNCIL CHAMBERS**

*Council Resolution 25-0015R*

**Informational Hearing – Well-being of the Transgender  
Community in Baltimore**

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**CITY OF BALTIMORE**  
BRANDON SCOTT – MAYOR  
ZEKE COHEN - COUNCIL PRESIDENT



OFFICE OF COUNCIL SERVICES  
NANCY MEAD – DIRECTOR  
100 N. HOLIDAY STREET  
BALTIMORE MD, 21202

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## **BILL SYNOPSIS**

**Committee: Public Health and Environment**

**Council Resolution: 25-0015R**

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### **Informational Hearing – Well-being of the Transgender Community in Baltimore**

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**Sponsor:** *Councilmembers Porter, et al*

**Introduced:** *March 24, 2025*

**Purpose:**

**FOR the purpose** of inviting representatives from the Mayor’s Office, the Baltimore City Health Department, the Baltimore Police Department, the Baltimore City Public School System, the Mayor’s Office of Homeless Services, the Mayor’s Office of Employment Development, the Mayor’s Office of LGBTQ Affairs, the Baltimore City Office of Equity and Civil Rights, the Office of the State’s Attorney for Baltimore City, the Baltimore City Department of Social Services, the Maryland Department of Health, and Behavioral Health Systems Baltimore to update the Council on services provided to, and the general well-being of, the transgender community in Baltimore.

Effective: Upon enactment.

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### Agency Reports

Law Department	None as of this writing
Mayor's Office of LGBTQ Affairs	None as of this writing
Office of Equity and Civil Rights	Favorable
Health Department	Favorable
Department of Finance	None as of this writing
Police Department	None as of this writing
Baltimore City Public School System	None as of this writing
Mayor's Office of Homeless Services	None as of this writing
Mayor's Office of Employment Development	Favorable/Comments
Office of the State's Attorney for Baltimore City	None as of this writing
Department of Social Services	None as of this writing

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### Analysis

#### Background

In light of recent social, medical, and legal attacks on the rights of the transgender community, the Baltimore City Council is asking for updates from key agencies, offices, and organizations on the issues facing the transgender community in Baltimore so that the Council may be best equipped to serve their needs amid a time of uncertainty.

On Wednesday, June 11, 2025 the committee will hold a hearing to heard from pertinent agency representatives, offices and/or organizations on this disquiet.

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### Additional Information

**Fiscal Note:** None

**Information Source(s):** Council Bill 25-0015R and all agency reports received as of this writing.

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*Marguerite Currin*

Analysis by: Marguerite Currin

Analysis Date: June 9, 2025

Direct Inquiries to: (443) 984-3485

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**PUBLIC HEALTH AND  
ENVIRONMENT COMMITTEE**

**25-0015R**

**AGENCY REPORTS**

**SEE ATTACHED**



CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

<b>TO</b>	The Honorable President and Members of the Baltimore City Council
<b>FROM</b>	Mary Beth Haller, Interim Commissioner of Health, Baltimore City Health Department
<b>CC</b>	Mayor's Office of Government Relations
<b>DATE</b>	May 29, 2025
<b>SUBJECT</b>	25-0015R - Informational Hearing – Well-being of the Transgender Community in Baltimore

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**Position: Favorable**

**BILL SYNOPSIS**

This resolution, titled “Informational Hearing – Well-being of the Transgender Community in Baltimore,” calls upon several City and state agencies to update the Baltimore City Council on services provided to, and the general well being of, the transgender community in Baltimore.

**SUMMARY OF POSITION**

The Baltimore City Health Department (BCHD) is pleased to have the opportunity to present on our programs and services as they relate to trans Baltimoreans. The agency serves all eligible Baltimore City residents, regardless of race, ethnicity, sexual orientation, gender identity, religion, or other personal characteristics. All of BCHD’s programs serve transgender individuals. The agency strives to provide a welcoming environment in our clinics and in all of our programming.

Transgender individuals are more likely to experience certain negative health outcomes. For example, data show that they are more likely to be living with HIV and other sexually transmitted infection than the general population. In Baltimore City, an estimated 6% of individuals newly infected with HIV in 2023 identified as gender diverse. Data show that transgender people living with HIV are less likely to receive treatment and less likely to be retained in care than cisgender people living with HIV. BCHD welcomes the opportunity to present on our STI and HIV prevention and treatment programming, as well as programming aimed at providing social supports for those living with HIV.

In addition, transgender individuals often face challenges with social determinants of health that directly impact sexual health and well-being. For example, housing, safety, employment, food security, and stigma can all impact many health outcomes, including HIV.

BCHD respectfully requests a **favorable** report and looks forward to attending this informational hearing.



CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

<b>TO</b>	The Honorable President and Members of the Baltimore City Council
<b>FROM</b>	MacKenzie Garvin, Director, Mayor's Office of Employment Development <i>MacKenzie Garvin</i>
<b>CC</b>	Mayor's Office of Government Relations
<b>DATE</b>	May 30, 2025
<b>SUBJECT</b>	25-0015R – Informational Hearing – Well-being of the Transgender Community in Baltimore

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**Position: Favorable**

**BILL SYNOPSIS**

The Mayor's Office of Employment Development (MOED) has reviewed City Council Resolution 25-0015R - Informational Hearing – Well-being of Transgender Community in Baltimore for the purpose of providing an update to the Council on services provided in support of the well-being of the Transgender Community in Baltimore.

**SUMMARY OF POSITION**

MOED is responsible for management and oversight of federal, state and City funds allocated for workforce and for designing and implementing strategies that improve outcomes for job seekers and employers.

At MOED we understand the unique barriers that transgender people face when seeking employment. Despite the 2020 the Supreme Court clarify that federal law prohibits anti-transgender discrimination in employment, there are still many employment challenges facing this community. A KFF Survey/Washington Post Survey conducted 2022 found the unemployment rate for transgender individuals was 14%, double that of the general population (7%). According to the National Center for Transgender Equality, more than 1 in 4 transgender people have lost a job due to bias and three-fourths have faced some type of discrimination at work.

MOED is an agency that is deeply committed to serving individuals facing barriers to employment. We are an agency that works with any person regardless of race, religion, sexual

orientation or gender. To serve this commitment, MOED staff have had productive meetings with the Mayor's Office of LGBTQ Affairs focused on developing a workforce development programming tailored for the LGBTQ community. Additionally, we have shared platforms like Unite Us and the Access Points Flyer, which help connect community members to essential resources and services. These tools will complement any workforce initiatives by ensuring wrap-around support.

MOED will continue to seek opportunities to broaden our network of partners that work with transgender individuals and provide services to any person that may seek or assistance.

### ***FISCAL IMPACT***

As drafted, this Resolution has minimal fiscal impact on MOED.





CITY OF BALTIMORE  
MAYOR BRANDON M. SCOTT

<b>TO</b>	The Honorable President and Members of the Baltimore City Council
<b>FROM</b>	Amber Greene, Chief Equity Officer Director, Office of Equity & Civil Rights
<b>ANALYST</b>	Zachary Wellman, Equity Policy Analyst
<b>CC</b>	Mayor's Office of Government Relations
<b>DATE</b>	06/05/2025
<b>SUBJECT</b>	City Council Bill 25-0015R Informational Hearing – Well-being of the Transgender Community in Baltimore

**POSITION: Favorable**

**BILL SYNOPSIS**

The Office of Equity & Civil Rights (OECR) has reviewed and is herein reporting on City Council Bill 25-0015R – Informational Hearing – Well-being of the Transgender Community in Baltimore. This is a City Council Resolution that seeks to hold a hearing to provide information on the following:

- Call upon several Baltimore City agencies to testify via a public hearing.
- Request information from those agencies on the services provided to transgender residents.
- Request information from those agencies on the general well-being of the transgender community in Baltimore.

**SUMMARY OF POSITION**

The OECR is excited by the opportunity to present the services it provides to trans residents in a public hearing. While the office serves all Baltimoreans, regardless of protected characteristics such as gender identity, we would like to highlight some of the services the OECR provides that address some of the most pressing issues faced by trans individuals.

First, the OECR houses the Baltimore City Commission for Women (WC), which believes in a high quality of life and equal rights, opportunities, and access to services for all women, women-identifying, non-binary, and/or assigned-female-at-birth individuals. The Commission develops information systems, provides advice and counsel, conducts research, hosts educational programming, analyzes policy, and advocates for women's issues to improve the lives of and opportunities for all women, women-identifying, non-binary, and/or assigned-female-at-birth

individuals in Baltimore. The Baltimore Commission for Women is a resource for those that they serve to assist them in accessing information and services intended to improve their lives and the lives of their families.

- The WC Affirms: trans-women are women.
- WC's mission and bylaws use gender-inclusive language and reflect a broad mandate that includes:
  - Trans women
  - Individuals assigned female at birth
  - Gender non-binary individuals
- We actively seek input from the trans community, partnering with the Mayor's Office of LGBTQ Affairs to ensure meaningful collaboration.
- We believe all trans people in Baltimore deserve to thrive without compromising their identities.
- As advisors and advocates, we:
  - Support legislation that protects and empowers the trans community
  - Oppose any policy that threatens their safety or dignity
- We recognize that trans people are essential to Baltimore's social fabric, and the City is stronger for their presence, perspectives, and leadership.

Next, the OECR houses the Police Accountability Division, which is composed of the Police Accountability Board (PAB) and the Administrative Charging Committee (ACC). The PAB and ACC were created by Maryland state mandate under the Maryland Police Accountability Act of 2021 (Anton's Law).

The PAB receives all complaints of police misconduct, without limitation, involving the public and refers them to the appropriate law enforcement agency for investigation; however, the PAB can not currently assign independent investigators to cases. The PAB also meets quarterly with law enforcement agencies to review and make policy recommendations. It advises the Mayor and City Council on policing matters and appoints civilian members to other important civilian oversight boards. The ACC is a body of five (5) civilian members, including the Chair of the PAB and four other community members, who review the investigations for the complaints filed with the PAB and decide on disciplinary outcomes.

The PAB and ACC exist to ensure trust, safety, and fairness among the trans community of Baltimore when interacting with law enforcement. This is an important component to trans equity as, according to an ACLU national survey analyzed in Policing Progress: Findings from a National Survey of LGBTQ+ People's Experiences (2024), the ACLU found:

- 26.8% of transgender people report experiencing physical force by police
- 30.7% of transgender respondents report being arrested, compared to 20% of all LGBTQ+ people and 13.6% of non-LGBTQ+ people.
- 44.9% of transgender and 33.1% of nonbinary respondents experienced insulting language by the police as opposed to 14.6% of LGBTQ+ cisgender men.
- 61.3% of transgender and 27.4% of non-binary respondents reported being likely to call the police for help, as opposed to 80.4% of cisgender LGBTQ+ people and 86.9% of non-LGBTQ+ people.

Finally, the OECR also houses the Community Relations Commission is the City Agency designated to enforce Article 4 of the Baltimore City Code, which prohibits discrimination based on race, religion, national origin, ancestry, age, sex, color, physical or mental disability, sexual orientation, and **gender identity or expression**. Prohibited areas of discrimination include employment, public accommodations, education, health and welfare services, and housing.

The CRC receives and investigates discrimination complaints. They have the authority to subpoena information and witnesses, to hold public hearings when conciliation attempts fail, to issue cease and desist orders, and to take unresolved cases into court. The Commission also develops and monitors formally negotiated conciliatory agreements when a violation is found.

The CRC exists to protect the civil rights of Baltimore's trans community and address any discrimination they may face. This is necessary as, in 2008, the National Center for Transgender Equality and the National LGBTQ Task Force launched the first comprehensive national transgender discrimination study. They found 63% of respondents reported experiencing "serious acts of discrimination" —events that would have a major impact on a person's quality of life and ability to sustain themselves financially or emotionally.

According to *Workplace Experiences of Transgender Employees*, a 2024 study by the Williams Institute at the UCLA School of Law, 82% of transgender respondents report being discriminated against or harassed in the workplace because of their gender identity/sexual orientation.

The work of the OECR to combat discrimination and police misconduct against transgender individuals is particularly critical amid the numerous executive orders of the Trump Presidential Administration, namely Executive Orders 14168 - *Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government* and Executive Order 14288 - *Strengthening and Unleashing America's Law Enforcement to Pursue Criminals and Protect Innocent Citizens*.

Executive Order 14168 - *Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government* federally withdraws federal recognition for transgender individuals' existence. Most concerning, it also calls for the Attorney General not to provide Title VII protections to transgender individuals. As a response, the City of Baltimore must be committed to vehemently opposing these measures and protecting the civil rights of transgender individuals where the federal government refuses.

Executive Order 14288 - *Strengthening and Unleashing America's Law Enforcement to Pursue Criminals and Protect Innocent Citizens* promotes aggressive policing tactics and the further militarization of local law enforcement agencies while combatting efforts to hold law enforcement officers accused of misconduct accountable. Because of the disparities in the policing of transgender individuals as noted above and the Trump Administration's defiance against police accountability, it is imperative that the City of Baltimore, through the PAB and ACC, guarantee fair, transparent, and accountable policing.

## CONCLUSION

The OECR deeply supports initiatives to improve the equity of Baltimore's transgender

community and works tirelessly to uphold the civil rights of transgender residents in the City. As such, the OECR respectfully requests a **favorable** committee report on City Council Bill 25-0015R and is happy to respond to any questions the committee may have.

Respectfully Submitted,

*Amber Greene*

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Amber Greene  
Director, Office of Equity & Civil Rights

**CITY OF BALTIMORE**  
**COUNCIL BILL 25-0015R**  
**(Resolution)**

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Introduced by: Councilmember Porter

Cosponsored by: Councilmembers Parker, Conway, Middleton, Torrence, Gray, Blanchard,  
Jones, Ramos, and President Cohen

Introduced and read first time: March 24, 2025

Assigned to: Public Health and Environment Committee

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REFERRED TO THE FOLLOWING AGENCIES: City Solicitor, Mayor's Office of LGBTQ Affairs,  
Office of Equity and Civil Rights, Health Department, Department of Finance, Police  
Department, Baltimore City Public School System, Mayor's Office of Homeless Services,  
Mayor's Office of Employment Development, Office of the State's Attorney for Baltimore City,  
Department of Social Services

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A RESOLUTION ENTITLED

1 A COUNCIL RESOLUTION concerning

2 **Informational Hearing – Well-being of the Transgender Community in Baltimore**

3 FOR the purpose of inviting representatives from the Mayor's Office, the Baltimore City Health  
4 Department, the Baltimore Police Department, the Baltimore City Public School System, the  
5 Mayor's Office of Homeless Services, the Mayor's Office of Employment Development, the  
6 Mayor's Office of LGBTQ Affairs, the Baltimore City Office of Equity and Civil Rights, the  
7 Office of the State's Attorney for Baltimore City, the Baltimore City Department of Social  
8 Services, the Maryland Department of Health, and Behavioral Health Systems Baltimore to  
9 update the Council on services provided to, and the general well-being of, the transgender  
10 community in Baltimore.

11 **Recitals**

12 Anti-transgender stigma, transphobia, and the dehumanization of transgender individuals is  
13 prevalent in the media, politics and public policy. According to the Human Rights Campaign  
14 Foundation's (HRCF) 2018 report *Dismantling a Culture of Violence: Understanding*  
15 *Anti-Transgender Violence and Ending the Crisis*, transgender and gender-expansive people face  
16 stigma surrounding who they are from an early age. Often rooted in inaccurate beliefs and  
17 politically-motivated attacks on transgender identities, this stigma erects barriers in virtually  
18 every facet of life, denying transgender people the equal opportunity to succeed and be accepted  
19 for who they are. In a Baltimore-based Be the Conversation study, transgender and non-binary  
20 Baltimoreans said that they view stigma and transphobia as a leading contributor to their  
21 experiences with violence. This stigma and lack of general knowledge and acceptance has a  
22 profound impact on the health, well-being, and safety of transgender individuals.

EXPLANATION: CAPITALS indicate matter added to existing law.  
[Brackets] indicate matter deleted from existing law.

## Council Bill 25-0015R

1 The second Trump administration has unleashed a slew of policies and orders rooted in  
2 scientific ignorance and hatred of transgender people, including refusing to change gender  
3 markers on federal documents, transferring transgender women to men's prisons, and  
4 recognizing only 2 genders that are inextricably linked to only 2 biological sexes. Removing  
5 existing civil rights protections codifies discrimination against transgender individuals and  
6 increases the risk of ideologically-motivated attacks. Transphobic discrimination is found in  
7 unequal barriers to education, economic development, housing, health care, and the justice  
8 system.

9 In a report by GLSEN, the nation's leading education non-profit addressing LGBTQ issues in  
10 K-12 schools, over half of transgender students (54%) have been denied access to restrooms that  
11 are consistent with their gender and nearly half of transgender students (48%) have been  
12 prevented from using their chosen name. In addition, the HRCF report indicates that 84% of  
13 transgender youth do not feel safe in the classroom. With the Trump executive order that blocks  
14 schools from requiring teachers to use the name and pronouns that match the identity of  
15 transgender students, these feelings of isolation and alienation can only become more extreme.

16 Extensive barriers to health care exist for the transgender community. Finding medical  
17 professionals that respect and affirm their identities as well as insurance that covers medically  
18 necessary procedures are on-going challenges. Transgender individuals report being denied care  
19 simply because of their gender identity. Additionally, President Trump has directed Congress to  
20 adopt laws forbidding the use of federal money to support necessary gender-affirming care for  
21 transgender youth. Transphobia leads to adverse mental health outcomes, including suicidality  
22 and PTSD. Other barriers faced include unstable housing, increased rates of homelessness, and  
23 employment discrimination.

24 Transgender individuals suffer from an increased rate of violence. In the study "Supporting  
25 Transgender Research and Opportunities in the Baltimore Environment", 75% of participants had  
26 experienced physical violence in their lifetime. Violence is highly prevalent for local transgender  
27 women of color, especially violence perpetrated by strangers and intimate partner violence.  
28 Specifically, in Baltimore, police violence and harassment are among the concerns that face the  
29 transgender community.

30 Black transgender women in Baltimore suffer from the added impacts of racism and sexism,  
31 compounding the transphobia they face. Given their added obstacles, Black transgender women  
32 are especially vulnerable, with many dealing with poverty, homelessness, intimate partner  
33 violence, sexual assault, survival sex work, addiction, HIV and other STIs, and general violence.  
34 The level of violence against Black transgender women is extreme and disproportionate: as noted  
35 by HRCF in its 2024 Epidemic of Violence Report, Black trans women made up 50% of all trans  
36 or gender non-conforming American victims of homicide from November 2023 to November  
37 2024 and almost 75% of all such victims recorded since 2013.

38 **NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF BALTIMORE,** That the City  
39 Council invites representatives from the Mayor's Office, the Baltimore City Health Department,  
40 the Baltimore Police Department, the Baltimore City Public School System, the Mayor's Office  
41 of Homeless Services, the Mayor's Office of Employment Development, the Mayor's Office of  
42 LGBTQ Affairs, the Baltimore City Office of Equity and Civil Rights, the Office of the State's  
43 Attorney for Baltimore City, the Baltimore City Department of Social Services, the Maryland  
44 Department of Health, and Behavioral Health Systems Baltimore to update the Council on  
45 services provided to, and the general well-being of, the transgender community in Baltimore.

## **Council Bill 25-0015R**

1       **AND BE IT FURTHER RESOLVED,** That a copy of this Resolution be sent to the Mayor, the  
2 Baltimore City Commissioner of Health, the Baltimore City Police Commissioner, the Chief  
3 Executive Officer of the Baltimore City Public School System, the Director of the Mayor's  
4 Office of Homeless Services, the Director of the Mayor's Office of Employment Development,  
5 the Director of the Mayor's Office of LGBTQ affairs, the Director of the Baltimore City Office  
6 of Equity and Civil Rights, the Baltimore City State's Attorney, the Director of the Baltimore  
7 City Department of Social Services, the Secretary of the Maryland Department of Health, the  
8 President and Chief Executive Officer of Behavioral Health System Baltimore, and the Mayor's  
9 Legislative Liaison to the City Council.