Beyond the Bathroom

Gender-inclusive planning and policy for public spaces

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GENDER INC

HUNTER URBAN POLICY & PLANNING

TERMS USED IN THIS REPORT

Gender- The set of meanings assigned by a culture or society to someone's perceived biological sex. Gender is not static and it can shift over time.

Gender Identity- A person's core sense of being male, female, in-between or neither. This may or may not conform to the person's biological sex. Since gender identity is internal, one's gender identity is not necessarily visible to others.

Gender Expression- The ways in which a person manifests masculinity and/or femininity; usually an extension of one's gender identity.

Gender non-conforming (GNC)- Any person whose gender identity and expression do not fit within the traditional male/female gender binary.

LGBT, LGBTQ-Lesbian, Gay, Bisexual, Transgender/Queer- Both LGBT and LGBTQ are acronyms. We chose to use LGBTQ as a widely-encompassing term and since there are often shared experiences among those who identify as lesbian, gay, bisexual, transgender, or queer. City agencies, researchers and other organizations often use LGBT, therefore we respect that use where appropriate. There are specific needs and concerns related to each individual identity within the acronyms that lump "LGBT" and "LGBTQ."

OneNYC- A plan for a strong and just city, introduced by mayor Bill deBlasio. The plan is not a comprehensive plan, but a blueprint. It identifies policy and planning priorities for New York City, which fall into the four categories of economic growth, social equity, sustainability, and resilient infrastructure.

Privately Owned Public Spaces (POPS)- Indoor and outdoor public spaces provided for use by private businesses or residences in return for building height allowances. The POPS program is codified in the city's zoning resolution.

Safety Audit Walk- A method to evaluate subjective feelings of safety and to identify safety hazards in a study area via an on-foot survey.

Sexual orientation- "A term describing a person's attraction to members of the same sex and/or a different sex, usually defined as lesbian, gay, bisexual, heterosexual, or asexual." Source: National Center for Transgender Equality.

Transgender/trans- an umbrella term for people whose gender identity, expression or behavior may be different from those typically associated with their assigned sex at birth.

ULURP- Uniform Land Use Review Procedure; a standardized procedure, codified in the New York City Charter, for public review of applications affecting land use in the city.

ACKNOWLEDGMENTS

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Urban planning practices have historically planned for a heterogeneous public in processes that marginalize difference. Hunter College's Gender-Inclusive (GenderInc) Planning Studio prepared this report for use by our partner organization, Hollaback! It employs gender-inclusive planning practices that will promote safety of mind and body for LGBTQ users of the city's public spaces—particularly transgender and gender non-conforming (GNC) people whose gender does not fit the traditional binary.

Gender-inclusive planning recognizes that gender plays a significant role in the urban public realm and encourages the consideration of gender as a means of creating more inclusive public spaces. We believe that a focus on ameliorating the unique struggles faced by the LGBTQ community—especially elevated levels of harassment and violence in public spaces—will lead to a planning practice that is more inclusive of all New Yorkers, and just as importantly, will effect shifts in planning, policing, and advocacy work to create a safer city for all New Yorkers.

KEY FINDINGS AND PROPOSED REMEDIES
The key findings of this report, and our suggested tactics to address each, are as follows:

The public participation process in New York City is not inclusive.

The city's system of residency-based public participation via community boards and other local groups is exclusionary, particularly for transient populations such as homeless LGBTQ youth.

Tactics to increase inclusivity in planning decisions:
- Meet people where they are, including through the hiring of public-facing ambassadors at the Department of City Planning.
- Amend New York's Uniform Land Use Review Procedure (ULURP) to include advocacy groups in the review framework.
- Encourage placemaking for trans voices by developing and promoting new participation channels for this often-transient population.

Public Transit is a prime location for harassment.

Research conducted over the course of this project, including an online survey with 196 respondents, revealed that the clear plurality of incidents of violence or harassment occurred within New York City's public transit system.

Tactics to reduce the number of these incidents on public transit:
- Initiate reporting systems, including an expansion of the city's existing 311 system, to include incidents of gender-based harassment.
- Display more prominent anti-harassment signage in key locations such as bus stops and subway cars.

Homelessness is a major issue among LGBTQ youth in New York City.

Only seven percent of the general youth population identifies as LGBTQ, yet approximately 40 percent of youth experiencing homelessness in New York City identify as LGBTQ.

Tactics to ameliorate the hardships of homelessness in New York City:
- Reduce the usage of "defensive architecture" in order to create more "sit-able" places.
- Design public spaces with discrete separation of space to encourage the use of public space by people who might not feel comfortable in large, open parks.
- Increase mobile supportive services such as mobile wash stations to meet the basic health and personal hygiene needs of the homeless population.
- Require the creation of more gender-neutral public bathrooms citywide through regulations of Publicly Owned Private Spaces.

The NYPD targets transgender and GNC people in public spaces.

Treatment of trans and GNC people by the police emerged as a concern in every one of our public outreach sessions. While the NYPD has made efforts to improve relations between the LGBTQ community and the police, distrust of the police still runs high.

Tactics to improve the relationship between the LGBTQ community and the police:
- Create new models of shared responsibility for governing public spaces, such as community watch models and expanded de-escalation trainings that will allow community members to stop violence and harassment without involving the NYPD.
- Implement smarter policing through more robust implicit bias training tailored to the specific needs of the community at the precinct level, along with greater accountability for police who harass or assault LGBTQ citizens.

There are significant education and visibility gaps on trans/GNC issues in city agencies.

While news stories about violence against trans people are widely circulated and videos of such incidents have increasingly gone viral, there is still a limited recognition among rank-and-file city employees of the myriad challenges LGBTQ people face.

Tactics to increase knowledge of LGBTQ issues among city employees:
- Increase in-agency education and advocacy at all city agencies to get employees thinking about how they can meet the particular needs of LGBTQ individuals.
- Initiate an ongoing series of humanizing panels where city employees can hear firsthand the stories and needs of trans and GNC people.
- Memorialize anti-LGBTQ violence in public spaces where it has occurred through a program similar to the "ghost bikes" that memorialize cyclists killed by cars.

There is a lack of accurate data about incidences of anti-LGBTQ harassment and violence.

There is a dearth of accurate data regarding incidences of violence against and, especially, biased policing of trans and GNC people. Better data collection is needed in order to achieve an understanding of the scope of the problem and to measure progress in solving it.

Tactics to improve data collection about anti-LGBTQ violence:

- Add an LGBTQ component to the Census Bureau's American Community Survey.
- Harmonize the collection and reporting of data on anti-LGBTQ violence within New York City so that the government, advocacy groups, and researchers can cross-analyze datasets and identify patterns across them.
- Collect data on anti-LGBTQ violence and harassment without the involvement of the NYPD in order to get more accurate reports from individuals who may feel uncomfortable reporting incidents to the police.

IMPLEMENTATION

The implementation of the tactics outlined in this report will require coordination between the state and city governments, as well as advocacy groups that fight on behalf of the LGBTQ community. We propose the following implementation strategies:

- Create an LGBTQ advocate position or office within all city agencies.
- Incorporate an LGBTQ anti-discrimination agenda into OneNYC.
- Include an LGBTQ component in city and state environmental review guidelines for new development.
- Expand the role and influence of the Mayor's Commission on Gender Equity.
- Encourage coalition building among advocacy groups and between advocacy groups and the city government.

STRUCTURE OF THE REPORT

The rest of the report is structured as follows: First, we outline how we arrived at our focus on transgender and GNC safety and articulate our vision for a more inclusive planning practice. We then describe our research and outreach methodology. We next proceed through each of our findings, accompanied by our proposed tactics to address them. We then offer our recommendations for policy changes necessary to implement our proposed tactics. Finally, we suggest opportunities and methods for coalition-building. The texts of our safety audit, intercept survey, and online survey can be found in the appendix of this report. ∎

An Invested Partner

GenderInc worked closely with our partner Hollaback!, a global movement to end street harassment. Hollaback! is powered by a network of local activists around the world working to better understand harassment, ignite public conversations about street harassment and gender-based violence, and develop innovative strategies that ensure equal access to public spaces. In working with Hollaback!, we focused on the issues of street harassment and violence as major barriers to safe and equitable access to public space.

Hollaback is a movement to end street harassment. We believe that everyone has the right to feel safe, confident, and sexy when they walk down the street.

Marginalized Groups in Public Space

This knowledge, in addition to a wide-ranging review of current literature about gender-inclusive planning, led GenderInc to focus on some of the most vulnerable populations in New York City: transgender and gender non-conforming people who do not fit the traditional gender binary.

GenderInc was motivated by an awareness that the built environment is a reflection of the social order. Traditionally, whoever wields hegemonic power has had the ability to construct and manage public space without regard for the needs of marginalized groups. The overarching pattern in the literature we reviewed elucidated the exclusionary nature

of traditional, post-war planning practices, in which groups like women and LGBTQ individuals are invisible to planning professionals because their activities are generally considered part of the private, not public, realm (except when public officials intrude into the private lives of LGBTQ people through discriminatory statutes). Over the past generation, however, these marginalized groups have started to assert themselves and their equal right to public space. Shifting paradigms in planning theory have reflected these movements for greater inclusivity, yet planning practice still struggles to catch up.

Refining the Problem

Unfortunately, the increasing visibility of LGBTQ people has often come with a tragic cost. Not only do LGBTQ individuals have street harassment to fear; they also risk attacks and even murder because of their gender expression or sexual orientation. As of May 2016, ten transgender individuals—almost all of them people of color—had been murdered.[1] Countless others are harassed, stalked, and assaulted on public transit and in the streets every day. In New York City, there is some movement to address these issues. The Mayor's Office recently formed the Commission on Gender Equity to increase opportunity for all New Yorkers "regardless of sex, gender, or sexual orientation."[2] Additionally, the New York Police Department has an LGBT Unit that works to raise awareness of LGBTQ issues within the NYPD and to improve the relationship between police and LGBTQ community.[3] The American Planning Association has recently reactivated a diversity committee that elevates issues relevant to LGBTQ individuals. There are, however, further opportunities to change the exclusionary nature of traditional planning, to address the distinct needs of LGBTQ people in the planning

The GenderInc Vision

GenderInc envisions a more just city where LGBTQ people of all races and cultures experience safety in mind and body in public spaces.

We believe that policy and design interventions focused on the urgent need for ending violence against, and harassment of, transgender and gender non-conforming people will effect policy and cultural changes that result in a safer city for all New Yorkers.

practice, and to recognize the intersectional reality of the challenges LGBTQ people face in traditionally designed public spaces.

DESIGNING FOR EQUITY

Design can be gender inclusive, and there are significant opportunities to re-imagine the role of urban design in dealing with inequities. The U.N. Safe Cities Initiative, for example, is largely focused on addressing sexual harassment and violence in public spaces, with the goal of increasing women's freedom of movement.[4] In Vienna, which has been dealing proactively with gender-inclusive planning issues, city planners found that young men were pushing girls out of parks as the girls aged. By dividing parkland into discrete areas of activity and making other improvements, Vienna's planners were able to provide more equitable access to space for everyone.[5] In the Kerala Sustainable Urban Development Project, local leaders brought women and girls into the planning process early and often, which resulted in massive infrastructure improvements for the community as a whole.[6]

In New York City, the Christopher Street Pier redevelopment provides a powerful example of how planning and public participation processes can work to silence and exclude members of marginalized communities. For the pier redevelopment, planners relied on residency-based participation that was exclusionary in nature and missed the voices of the gay and transgender people who were not part of the residential community, but who used the space frequently. The topic was explored in depth during the GenderInc Studio's planning workshop, and it also emerged in interviews with LGBTQ advocates. In the planning workshop, participants envisioned discrete spaces that would allow for different types of people to gather at different times, and also discussed lighting changes that would illuminate the area at a human scale.

However, the LGBTQ advocates and transgender people that we spoke with did not stress the need for better lighting or improved bus stops. They need people to be more educated about transgender experiences. They want safer public transportation, fairer policing, and improved homeless services, among other improvements—all things that require social as well as policy and design change.

To that end, the studio's findings do not differentiate the built world from the social world because, for most people, there is no separation. ∎

GUIDING PRINCIPLE OF PARTICIPATION

Our work was guided by a commitment to understand the diversity of publics in New York City and how they each experience the urban environment. GenderInc had LGBTQ members whose everyday experiences functioned as a basic resource to inform our research. In order to build on this knowledge, we sought participation by policymakers in city and state agencies, practicing planners, and people who identify as transgender or gender non-conforming.

SOCIAL MEDIA

An important driving force behind the work undertaken by the GenderInc studio was a determination not to create just another report that sits on a shelf gathering dust, but rather to build relationships, create a media presence, and finally prepare a report that would be of lasting use to our partner organization. We wanted to engage with the groups already doing this work or tangential work and keep on top of current events. With the flurry of discriminatory bathroom bills coming out of state and local legislatures around the county, we felt our work and our message of "beyond the bathroom" were both timely and salient. We each took a shift manning the Facebook and Twitter feeds, and our website will live on for at least a year after the studio formally concludes so as to continue spreading the work we did.

LITERATURE REVIEW

Toward the beginning of our research process, we undertook a broad literature review focused on the role of gender and sexuality and planning in order to hone our focus. We reviewed literature on public space,

feminist critiques of planning, challenges facing LGBTQ and GNC people in planning, existing gender policy interventions (especially internationally), and methods for studying these issues. This review led to the discovery of a major gap: The catchall term "LGBTQ" often results in an incomplete consideration of the unique needs and experiences of transgender and gender non-conforming people in public spaces.

EXPERT INTERVIEWS

The next phase of our research consisted of seeing what was happening on the ground through interviews with people working on LGBTQ issues both in and out of government in New York City. Our interviewees work within a wide range of agencies and organizations that influence the design of public spaces and militate on behalf of transgender rights.

The information gained through these interviews was crucial in the development of our findings. Advocates working on behalf of LGBTQ populations provided the background on the systemic and institutional realities behind the daily experiences of our focus group participants. By analyzing the resulting transcripts simultaneously, we found patterns in the issues brought up by this varied group of advocates and experts:

INTERCEPT SURVEY

Our search for preexisting data on incidences of gender-based violence and harassment in New York City bore little fruit, so we took to the streets to gather information about feelings of safety in public space. Our efforts centered in Jackson Heights, Queens, because of its longstanding gay and trans communities, demographic profile, and immigrant character—all characteristics that make it a microcosm of New York City. Through three separate outings at different times of day (early afternoon, late afternoon,

Interviewees

- **Louis Cholden-Brown:** aide to Council Member Corey Johnson, New York City Council
- **Carrie Davis:** Chief Programs and Policy Officer at The LGBT Community Center
- **Nico Fonseca:** TransJustice Co-Coordinator from the Audre Lorde Project
- **Nicole Giannone:** Director of Program Evaluation, Training, and Advocacy at The Ali Forney Center
- **Fred Ginyard:** Director of Organizing at FIERCE
- **Purnima Kapur:** Executive Director at the NYC Department of City Planning
- **Sargent Michelle Martindale, Officer Aaron Ayala,** and **Officer Laura Colwell:** NYPD LGBT Outreach Unit
- **Juana Paola Peralta:** Director of Outreach and Community Engagement at the Sylvia Rivera Law Project
- **Rhodes Perry:** Founder & CEO, Rhodes Perry Consulting
- **Jeffrey Shumaker:** Chief Urban Designer and Director of Urban Design, at the NYC Department of City Planning

late evening), we collected 40 complete surveys from passersby at eight separate collection points at strategic locations in the neighborhood.

ONLINE SURVEY

The reach of our intercept survey was limited on the street by pedestrians' willingness to discuss sensitive subjects, so we implemented an online survey to gather more data on street harassment. The target was people who live, work, or otherwise spend time in New York City. We wanted a range of ages and experiences, and to that end extended invitations to our individual Facebook networks, our GenderInc Twitter followers, and email list members from APA's Gays and Lesbians in Planning group. With our networks and help from a social media post by Hollaback!, we received 196 completed surveys. As shown in this map of serious incidents of harassment reported in that survey, our data confirm what a previous survey conducted by our partner Hollaback! found: street harassment is widespread in neighborhoods throughout New York City. We found that 75 percent of respondents had experienced staring or leering, and an almost equal number—69 percent—had experienced a physical threat or touching.

Safety Audit Walk

Our literature review identified the safety audit as a useful method for allowing policy makers, political leaders, and researchers to experience for themselves exactly how constituents felt in particular public spaces. Four members of our team conducted a nighttime safety audit and filled out an audit report at nine locations in Jackson Heights. While none of our locations were deemed highly unsafe, we came away from the experience convinced that this is a process that could be useful to help community leaders engage with their community and show policymakers a snapshot of their constituents' everyday experience.
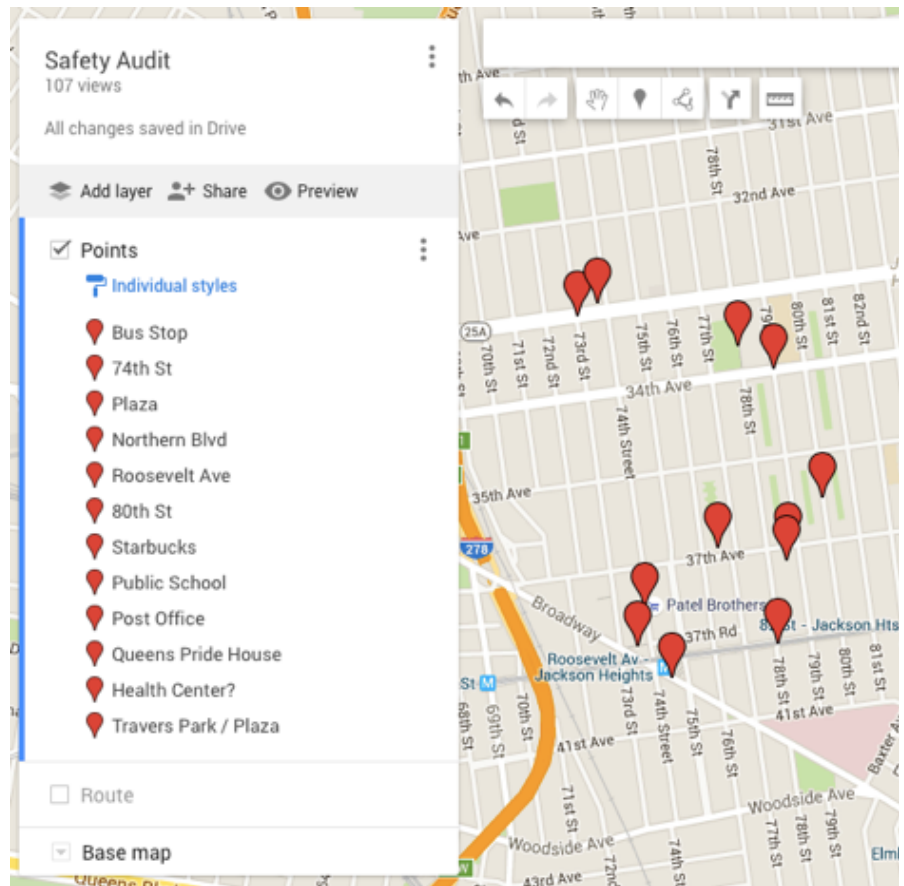
Focus Groups

After hearing the voices of the experts who engage in this field and collecting data from mostly cis-gendered people, we felt it was important to hear transgender and gender non-conforming stories firsthand. We hosted a focus group at Queens Pride House on a Saturday in Jackson Heights, hoping to focus on the trans people that live in the area. Despite our efforts to flyer in the neighborhood, extend invitations deep into our networks, and provide incentives in the form of refreshments and a $12 Metrocard, only two individuals attended. One participant was a gay cisgender man from the Bronx who spoke Spanish and the other was a transwoman of color who lives in Jackson Heights. While their stories made valuable contributions to our understanding of the LGBTQ experience in New York, we realized a major problem in our thinking: we expected people to come to us. A representative sample is not likely if we ask people to change their regular behavior. Instead, we identified other organizations with transgender groups, contacted Make the Road New York (MRNY) and the CABS Health Center, and requested permission to attend their regular sessions and ask questions. Four people attended the CABS group, three identifying as transgender, and one as a gay cisgender man. Make the Road's group was conducted in Spanish with two studio group members, one Hunter College student translator, two MRNY employees who participated in the discussion, and three participants.

Several themes emerged from the focus groups, including personal experiences in public space, influence of gender identity, safety and comfort, official policies, and informal intervention. Specific questions asked of the groups include:

PLANNERS WORKSHOP

After meeting with trans folks and beginning to understand their concerns, we created activities to explore design and policy alternatives. We conducted these activities in a workshop for professional planners in partnership with the APA's Gays and Lesbians in Planning group. We wanted our attendees to think about creating LGBTQ-friendly spaces and what would be needed at the city and state level to effect those sorts of changes.

Activity 1: Rethink the redevelopment of the Christopher Street Pier. In terms of design and process, how could the pier have been redeveloped in a more equitable way?

Activity 2: Launch of the theoretical "Urban Equality Task Force." Representing different agencies, how could they work together to incorporate LGBTQ safety in public spaces in a cooperative way? ∎
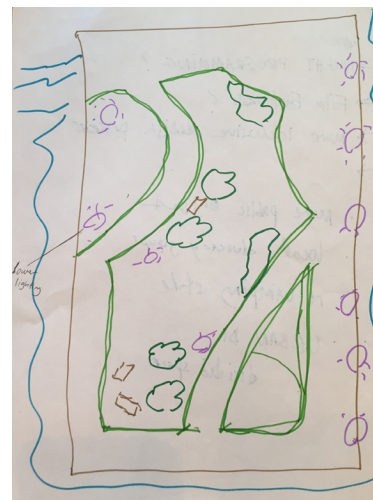
Drawing done during Activity 1.

- Can you tell me about a time you felt unsafe in public space?
- How do you think your gender identity influences your experiences in public space?
- What do you do to increase your feelings of safety?
- What do you think the city could do to improve safety and equity for all in public space?
- If you were being harassed, how would you want bystanders to intervene?
- What is the one thing you want people to understand about your experience as a transgender, queer, or gender non-conforming individual?

Select participants also engaged in a mapping exercise that allowed them to show exactly where they felt the most uncomfortable or unsafe in their neighborhoods.

Existing participatory planning mechanisms are not inclusive.

Our interviews with experts and stakeholders showed that existing participation mechanisms in the New York City planning process are not inclusive.

The city's system of residency-based participation via community boards is exclusionary, and is particularly to marginalized members of LGBTQ communities who may not reside in the neighborhood, but who use its public spaces and therefore have a vested interest in its future.

The redevelopment of the Christopher

A planning workshop organized by GenderInc asked practicing planners to reimagine the redevelopment of the Christopher Street Pier as more inclusive of the community who depended on this space for support and shelter. Planners in attendance broke into groups that both concluded that citizen participation was severely lacking in the redevelopment process. Reimagining the process focused on ways that nonresident users of the pier could have been brought into the process.

A recommendation to create a permanent location for the Callen Lorde Community Health Center, an anchor for the LGBTQ community that operates a mobile health truck at the pier, would give the LGBTQ users a sense of permanence at the pier. Callen Lorde would be able to continue distributing its vital services that serve a primarily LGBTQ clientele. A physical location on the pier would allow the organization to create expanded public programming day or night.

Also recommended was an edited park design, which would create an attractive space without making users feel like they were on display or under surveillance. One group developed ideas for dedicated uses that address systemic issues, such as an annual conference on anti-racist, pro-LGBT, and privileged uses of space. A night club at the end of the pier was brought up, as well as flexible, community spaces, potentially with areas to sleep.
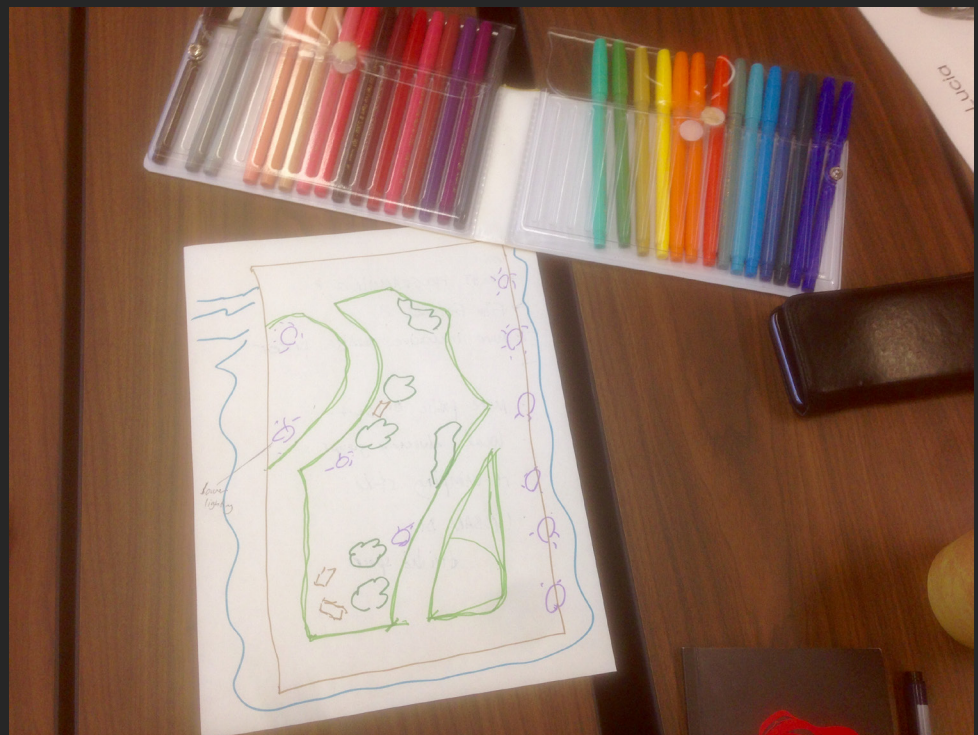
Street Pier (Pier 45) in 2001 is a case study of how the LGBTQ community can be left out of the planning process. The Christopher Street Pier, a State-controlled park on the Hudson River was redeveloped to suit the interests of developers and wealthy residents of the West Village. The self-sustaining community of LGBTQ people living on the pier, many of them homeless youth of color, was replaced by manicured, open lawns. Today's pier serves the residents of the waterfront, with no mention of the importance of the history of the pier to the gay and trans communities, and the park's rules limit its utility as a gathering space for LGBTQ youth who used to go there to find mutual support and safety in numbers.

While there are a number of ways that residents participate in planning decisions, the formal Uniform Land Use Review Procedure (ULURP) remains the primary standardized process for soliciting public opinion to incorporate in the final decision by the City Council. Currently, "the public" in the ULURP is represented exclusively through the conduit of the Community Board. The reliance on community boards, whose members are appointed the borough president and thus tend to be politically well-connected, is problematic and leads to the exclusion of a number of marginalized voices, including but not limited to transgender New Yorkers.

Beyond ULURP, which is only activated when new development cannot be built as-of-right under the area's existing zoning, there is a need for a renewed effort by the Department of City Planning to engage with the public more often and with greater transparency.

We recognize that the work of altering participation processes in city planning reaches beyond ULURP changes, deep into questions of how democratic the rational planning process really is, and that a complete overhaul of the city's planning processes is beyond the scope of this report. But achievable changes to the current

participatory planning process in New York City would provide an official channel for LGBTQ voices to be included in major projects going forward. Such inclusion would help to ensure that the voices of all those who use the space are provided a platform in land use decision-making. We propose three tactics for improving participation in planning as it relates to the inclusion of LGBTQ voices. ∎

TACTIC: Meet people where they are.

A renewed effort by the Department of City Planning (DCP) to increase engagement requires agency representatives to actively reach out to the people affected by their decisions. The responsibility of obtaining meaningful input from the community should fall on DCP, rather than the residents.

One way to activate the public face of the Department of City Planning is through the creation of public outreach workers. Outreach workers would act as DCP's ambassadors, meeting with community members in the physical spaces being planned.

The New York City Department of Transportation (DOT) currently has such outreach workers, called Street Ambassadors.[7] This team of community engagement staff travels throughout city neighborhoods to gain insight from stakeholders who may not be able to attend evening community board meetings due to nontraditional work hours, family commitments, or other factors. We encourage the creation of similar staff positions within DCP in particular, as well as for all planning-related City agencies that engage in a public participation process.

TACTIC: Amend ULURP to include advocacy groups in review framework.

We also recommend the formal involvement advocacy organizations in the planning process. At the start of each ULURP, a coalition of invested advocacy organization should be formed and brought into the planning process. This coalition of invested advocates would represent the public opinions of those affected by the proposed changes, expanding the scope of the participation process beyond the community board.

This tactic will require a plain English guide to DCP processes to inform the involved organizations and the people they represent. Such a guide should be written as clearly as possible, as the bureaucratic and technical language of planning can exclude transgender people who, because of their identity, may be missing formal education.

Furthermore, a program to bring advocacy groups into the planning process should include incentives, such as grants or personnel, which would enable small organizations to remain involved in the planning process from start to finish. For the small, movement-based advocacy organizations we interviewed, like the Audre Lorde Project, investing resources and time in the lengthy and complicated city planning process is often not an option—or, if they are involved, their resources only allow them to commit to part of the process. One organization, FIERCE, has a sustained communication with NYC Council District 3, bringing LGBTQ youth of color to the table through organized forums or participatory budgeting sessions.[8] Standardizing the relationship between advocacy groups and city processes, such as ULURP and beyond, would bring about more collaboration, with meaningful results.

" ...if we're [not] able to share [our ideas] in the languages that feel good for us ... that's really difficult and bars a lot of people from fully participating in the process." **-Nico Fonseca, Audre Lorde Project**

"City planning ... is not meant to interface with people. This question of placemaking for trans voices is one that there actually really isn't a clear path on..." **-Louis Cholden-Brown, aide to City Councilmember Corey Johnson**
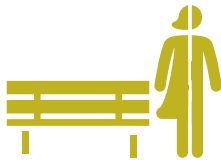
TACTIC: Placemaking for trans voices.

A public design process that incorporates the needs of all users, including transient populations of homeless or young people, can ensure that their needs are fully met. Such a process would require the creation of new channels for participation in land use decisions, and a shift in the planning profession toward greater recognition of the interconnectedness of the social and built environments.

In altering how planners think about design, it is important to recognize temporal uses of a space. This design consideration would take into account experiences of trans people, who may not have a permanent home neighborhood in the city, but who create spaces at certain times around service providers and social activities.

Also implicit in this re-imagining of design is a closer connection of physical design of public space to the programming, and possible uses, of the space. Programming that incorporates the existing uses of spaces is necessary, and can only be ensured through a robust participation process that provides a platform for diverse publics. Expanding the mechanisms for participation in design of public spaces would have the added benefit of opening a discourse on the uses of our public spaces, their limits, and opportunities for the creation of spaces that facilitate a wider range of uses.

Public transit is a prime location for harassment.

Recent high-profile incidents and viral videos have offered anecdotal evidence that much gender-based harassment and violence in urban settings occurs on public transit. GenderInc's data collection efforts corroborate this. We surveyed 196 people online about their experiences of public harassment in New York City. Public space in this context included the street, sidewalk, public transportation (subways and buses), parks, plazas, and bridges. Survey participants were asked about daily commuting patterns, modal choices, travel times, and incidents of harassment or violence during their routine travels into and around the city's five boroughs.

In analyzing data from online survey submissions, we discovered that a clear plurality of respondents, representing 37 percent of our sample, indicated that their most serious incident of harassment or violence occurred within the New York City public transportation system.

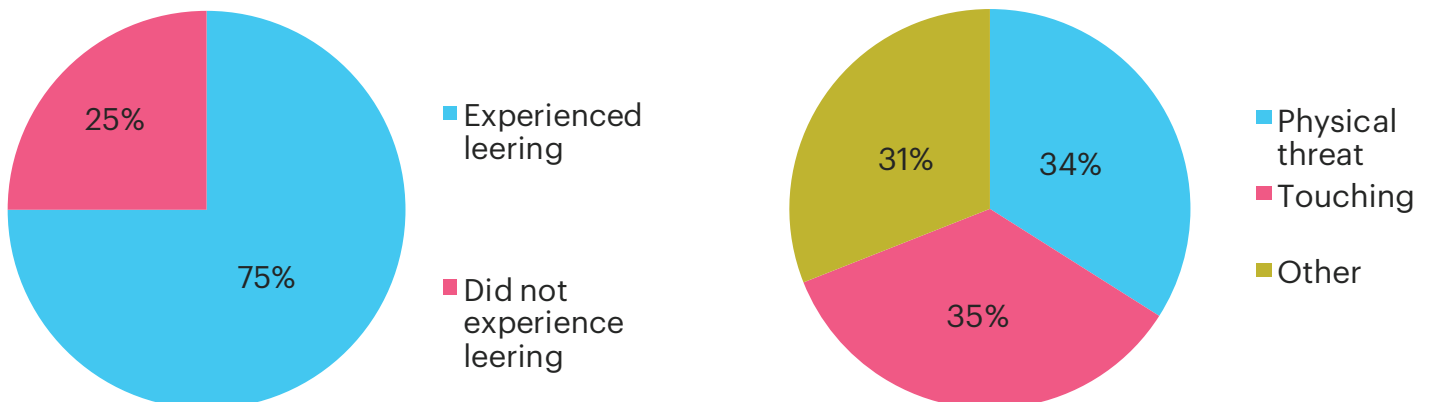As for specific reported harassment types (Figure 1), the survey found that 75% of respondents had experienced staring or leering, and an almost equal number – 69% – had experienced a physical threat or touching. Of the 196 respondents, only thirteen – or less than seven percent – reported meaningful bystander intervention while the incident was happening or immediately after.

Additionally, 71 percent of respondents reported being aggressed by a single perpetrator acting alone in their most serious incident or harassment or violence.

To help combat this, the studio's transportation-related recommendations are two-fold, consisting of improved reporting and more adequate, better-designed public signage and advertisements. These efforts will allow policymakers to target gender-based harassment and violence in one its most prevalent locations, empowering victims to submit reports in real-time, and educating the broader public about these types of crimes and misconduct. ∎

"It's hard to specify when it [harassment] happens so frequently and I try not to think about it more than I absolutely have to." -Anonymous Online Survey Respondent
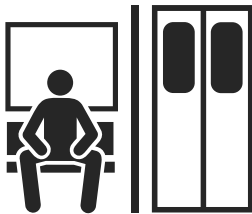
### Figure 1: Specific Harassment Types Reported in Online Survey

Left pie chart:
- 75% Experienced leering
- 25% Did not experience leering

Right pie chart:
- 34% Physical threat
- 35% Touching
- 31% Other

37% of respondents indicated that their most serious incident of harassment occurred on NYC public transit.

28% of respondents reported most serious harassment or violence in a subway car.
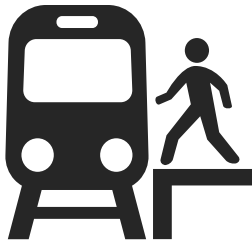
7% of respondents reported most serious harassment or violence on a subway platform.

1% of respondents reported most serious harassment or violence at a bus stop.

0.65% of respondents reported most serious harassment or violence on a bus.

TACTIC: Add a "Public Harassment" option to the 311 complaint menu.

Adequate, real-time reporting can do much to combat harassment and violence, and a relevant application already exists in the form of New York City's existing 311 reporting system. Currently, NYC 311 offers a multitude of quality of life complaint submission options, from noise and transportation to issues regarding public health, safety, streets, and sidewalks. The 311 system also is available as a mobile application for smartphones, allowing for real-time reporting on-the-go.

The studio recommends adding "Public Harassment" as a complaint type to the NYC 311 system. As is the case with existing complaint options, cases sent in to the system would be complete with user-submitted information including date and time, detailed descriptions, and locational information about the incident.

With this new type of data at hand, both advocacy organizations and city agencies will for the first time be able to target outreach and education efforts to specific geographies that become problem areas or "hot spots" or violence, harassment, and other gender-based crimes.

Finding 2: Transportation

> "The key is to stop abuse without confrontation."
> -Karla Dominguez , World Bank transportation consultant[9]

TACTIC: Introduce text messaging capabilities to 311 reporting.

Additionally, we propose creating a phone number for victims of harassment on public transit to text in their reports. This phone number and related dispatch operations could be housed within the aforementioned NYC 311 system, or in a standalone system governed by the New York City government, the state-level Metropolitan Transportation Authority (MTA), or another entity.

Given the New York City Subway system's growing underground cellphone network and wireless internet coverage, providing the option to submit these reports in real time within the subway system is a logical next step, and can come to fruition with such enhanced reporting mechanisms.

Case Studies:

The cities of **Mexico City**, Mexico, and **Vancouver**, Canada, have already launched such text message systems, with true real-time responses. If someone is being harassment or threatened while in transit, they can send a text to a dispatch center, which then broadcasts a zero tolerance message in real-time over bus or train speakers. Public transit drivers are also trained in de-escalation techniques.

In **Mexico City**, the World Bank has partnered with private bus operator Corevsa to offer free Wi-Fi on the company's six-mile line, as well as a custom smartphone app that encourages reporting of harassment and abuse that is experienced or witnessed. In addition to providing a reporting option for this type of harassment and crime, the app describes the various types of harassment and abuse. A submission then triggers the zero-tolerance announcement. This system is touted as a way to speak up and fight against gender-based harassment without risking further escalation or danger.

Metropolitan **Vancouver's** regional transit authority TransLink offers a similar texting mechanism through its Transit Police unit. The force has implemented a report-by-text system through which transit riders can text Transit Police dispatch from their mobile phones in real-time, promising that dispatchers will respond appropriately to each case.[10]

TACTIC: Add new and improved anti-harassment signage within the transit system.

The MTA's existing anti-harassment signage is useful and warranted, but this effort could be vastly improved and increased in both scale and scope.

Efforts such as increases in signage; more prominent sign placement within trains, buses, and stations; and improved graphic design could better communicate the scale and intensity of harassment and its related consequences, both for victims and perpetrators alike.

Signage that is catered to storytelling and personalization of such incidents could bring harassment awareness to the forefront of the transit experience, and increase understanding, vigilance, and bystander interventions before, during, and after incidents occur.

Case Study:

In 2014, Hollaback! successfully launched their **Anti-Street Harassment Transit Ad Campaign** in Philadelphia, in partnership with Feminist Public Works. The effort consisted of a collection of visually striking advertisements placed on subway cars, subway platforms, and bus shelters citywide. With the end goal of widening public conversations on street harassment, the campaign aimed to bring the issue to as many people's minds as possible in the highly visible setting of the public transit system.[11]

GenderInc suggests a similar effort in New York City to complement and augment the MTA's existing anti-harassment public awareness campaigns.

YOUR FRIEND JUST SAID **IS THAT A DUDE?** WITHIN EARSHOT OF A WOMAN WALKING BY.

SHE IGNORED IT. DO YOU IGNORE IT, TOO?

IT'S TIME TO STEP UP.

Street harassment – hate speech, unwanted comments, staring, whistling, following – directed at LGBTQ individuals and couples hurts our community. Step up when you see it happening, and let those around you know you're not okay with it.

Visit philly.ihollaback.org to share your story and learn more.
@HollabackPhilly @FemPubWorks #ENDSH

HEY SEXY HEY BABY **THIS IS STREET HARASSMENT** LOOKIN GOOD MMM LOOK AT YOU LOOK AT THOSE LEGS **THIS IS STREET HARASSMENT** HEY, YOU A MAN OR A WOMAN? YOU GAY? **THIS IS STREET HARASSMENT** CAN I HAVE A SMILE WHAT'S YOUR NAME YOU GOT A BOYFRIEND WHERE ARE YOU GOING COME HERE LET ME GET AT YOU OH YOU'RE UGLY ANYWAY **THIS IS STREET HARASSMENT.**

Street harassment – unwanted comments, hate speech, staring, whistling, following – hurts our community. Step up when you see it happening, and let those around you know you're not okay with it.

Visit philly.ihollaback.org to share your story and learn more.
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Source: Hollaback! Philly

## Homelessness is a major issue among LGBTQ youth in New York City

Homelessness has reached its highest levels since the Great Depression. More than 60,000 individuals entered New York City's municipal shelter system each night in March 2016.[12] Two out of every five people in the shelter population are children.[13] African Americans and Latinos are disproportionately affected by homelessness in New York City—95 percent of the shelter population in March 2016 was either black or Hispanic.[14]

While homelessness is an acute problem across the city, it disproportionately affects LGBTQ youth. Studies show that approximately 40 percent of youth experiencing homelessness in NYC identify as LGBT, yet LGBT young people make up less than seven percent of the general youth population.[15] One of the reasons for higher LBGTQ youth homelessness is identity-based family rejection, either because of gender identity or sexual orientation. Youth are either kicked out of their homes or they choose to leave because of abuse, neglect, or both.

Once out of their homes, LGBTQ youth often struggle to find safe shelter. Discriminatory landlord practices and prohibitively high rents frequently make renting a room or apartment on the private market impossible. Unfortunately, municipal

Roughly 40% of youth experiencing homelessness identify as LGBTQ
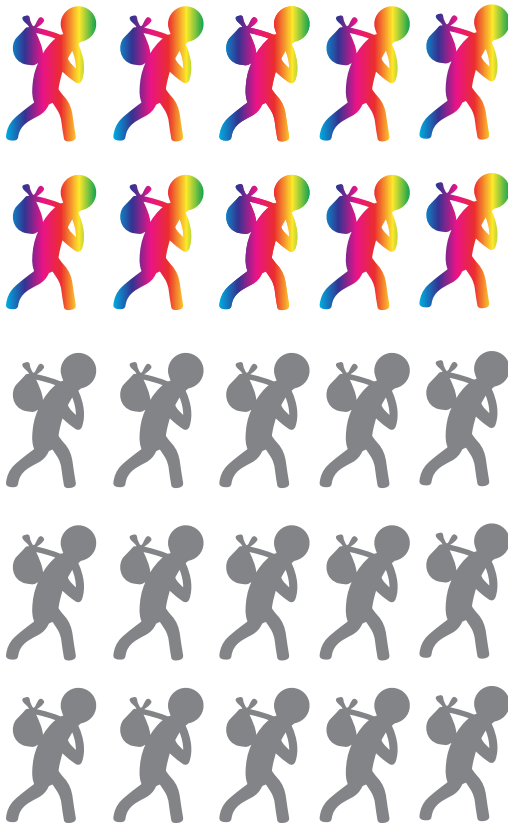
LGBTQ young people make up only 7% of the general youth population
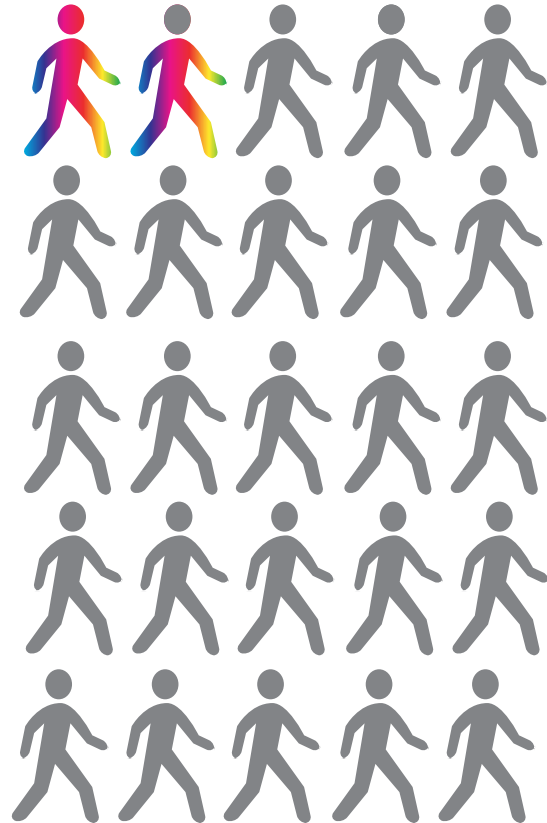
shelter systems are often dangerous places for LGBTQ youth who face aggressions from shelter staff and the general shelter population. Rhodes Perry, LGBTQ consultant

> **"I used to live on the pier. I was homeless, displaced by my family; a very common experience for a young, queer person of color in NYC." -Nico Fonseca, Audre Lorde Project**

and former Director of the Office of LGBTQ Policy and Practice with the Administration for Children's Services, underlined how the experience of just waiting in line for public services—foodstamps, health care, or shelter—can be a demoralizing experience. "People can say really hurtful things; Are you a man or are you a woman? Why are you here? You're so gross!" The experience of hazing while waiting for public services is a significant factor deterring homeless LGBTQ youth from returning for services to which they are entitled.

Microaggressions can turn to outright violence in open shelters. Quincy, a young person of color experiencing homelessness, said the following: "I was afraid to go to the men's shelter. I have a friend who stayed there, and when they found out he was gay they beat him up mercilessly. If they would do that to a grown man, what would they do to a scrawny 21 year old gay kid?"[16]

Many youth choose alternative shelters geared towards LGBTQ young people. The Ali Forney Center, located in Harlem, runs programs dedicated to meeting the needs of street-based LGBTQ youth. Nicole Gianonne, Ali Forney's Director of Evaluation, Training,

and Advocacy, said that they have a waitlist of 180 people each night for a bed and that one in three youth are turned away from their emergency drop-in centers each night because of lack of space.

Unsafe municipal shelters and overwhelmed alternative shelters force LGBTQ youth to unsheltered options in public spaces—the street, subways, parks and abandoned lots or buildings. The Department of Homeless Services estimates that there were 3,182 unsheltered individuals in 2015 and 2,794 in 2016,[17] but homeless advocacy groups, such as Coalition for the Homeless, warn that both counts severely underestimate the actual number.

It is common for LGBTQ youth to overcome these obstacles to safe shelter by forming chosen families with people of similar experience with whom they can share resources and have safety in numbers. Public space, then, becomes a key site for socializing, congregating and organizing, but also for meeting basic needs. The Christopher Street Pier is a historical example of such a space. LGBTQ individuals, including people of color and especially youth, once went to the abandoned pier to have their identities acknowledged, accepted, and celebrated in

> **"LGBT young people continue to slip through the cracks. Services that are intended for them fail to meet their needs pretty consistently in the twenty-first century." -Rhodes Perry, LGBTQ Consultant**

community setting.

Our staggering homeless crisis poses both practical and theoretical dilemmas over the proper use of public space. Loitering, congregating, and sleeping in public space are criminalized activities for LGBTQ homeless individuals who are more heavily scrutinized and profiled. Yet for many of them, public space is the safest option, in spite of the risk of possible criminalization. We recognize that New York City's lack of affordable housing is one of the biggest underlying causes of homelessness generally, and therefore long-term solutions must comprehensively address that issue, but any solution will require political shifts and government expenditures that are beyond the scope of this report. Rather, the following recommendations focus on interventions that can be implemented with an expediency commensurate with the immediacy of the problems facing homeless LGBTQ youth. ◼

TACTIC: Make spaces more "sit-able."

Defensive architectural techniques, such as metal spikes on ledges and other surfaces that could be used for sitting or sleeping, have historically been used as deterrents for homeless individuals. But there are all sorts of people who use our public spaces, many of whom want or need a space to sit down at regular intervals in the public realm (including but not limited to senior citizens, differently abled people, tired tourists, or office workers enjoying a moment outdoors).

Making places more sit-able is an immediate measure that can make the public realm more inviting and accessible for all kinds of people.

Source: WXY Studios, Zipper Bench

TACTIC: Design public areas with discrete separation of space.

Different publics have different needs from our parks and plazas. Landscape design with discrete separation of spaces can create semi-enclosed pockets within parks that are still visible, and safe, but that invite users who might not feel comfortable on display in large, open parks. The city of Vienna, Austria has been a pioneer in parks with this design method. They found that this intervention, along with gender-sensitive planning practices that solicit detailed information about what people want from public space, have led to a marked increases in the use of public spaces by women and girls.

Case Study:

Lava Mae is a non-profit that has piloted a mobile bathrooms and showers to great success in San Francisco. The City donated retired city bus that **Lava Mae** retrofitted with two ADA accessible spaces with a shower, toilet, and changing room. They visit a different location every day of the week, running the two showers every 30 minutes, 8 hours a day.

"We believe that hygiene brings dignity and dignity opens up opportunity." -Doniece Sandoval, Lava Mae Founder and Chief Executive

TACTIC: Provide mobile supportive services units.

Our staggering homeless population is severely under-served. Mobile supportive services, including mobile wash stations with showers and bathrooms, are an important stopgap measure to ensure that we meet the basic needs of health and personal hygiene for this population. Mobile units allow the city and nonprofits to respond to the transient nature of homeless populations who may change places of congregation from season-to-season and year-to-year and who are scattered across the city. Coalitions between Department of Parks, Department of Transportation, and Department of Sanitation can help overcome regulatory and permitting hurdles to allow units to station and safely deliver services, connecting to water or electricity supplies if necessary. Coordination with the Department of Homeless Services and other non-profits focused on homelessness can ensure that the services are delivered where they are most needed.

Images from Lava Mae
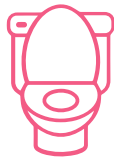
TACTIC: Create more gender-neutral bathrooms citywide.

While we are pushing everyone to look at the bigger picture beyond just bathroom politics, we also think that there is a great need for more gender-neutral bathrooms in public space. Ordinary citizens do an enormous amount of policing of gender-segregated bathrooms, leading to uncomfortable and sometimes dangerous conditions for transgender and GNC people. This happens in spite of laws that protect New Yorkers who choose the bathroom that matches their gender identity. We recommend that the City's Publicly Owned Private Space program (POPS) be amended to require that developers build and maintain an ADA accessible, gender-neutral bathroom in the parks and plazas they build in exchange for density bonuses. Any future renovation or addition of public restrooms at a Department of Parks operated site should be required to include an ADA family bathroom as well. Finally, it should be the responsibility of all city agencies to clearly indicate where the gender-neutral bathrooms are located within their buildings, especially for user-oriented city agencies.

Mayor Bill de Blasio's Executive Order 16 requires all NYC agencies to ensure that City employees and members of the public have access to single-sex facilities in City buildings and areas (signage above). In addition, the Mayor and the NYC Commission on Human Rights launched an ad campaign affirming every New Yorkers' right to use the bathroom consistent with their gender identity in June 2016.

The NYPD targets transgender and GNC people in public spaces.

Policing of public space emerged a major concern in every one of our public outreach sessions. The police are the de facto arbiters of public space, but under their watch transgender and GNC people are targeted for gender identity and/or sexual orientation, they are profiled as sex workers, and they are bullied and harassed with undue force. Compounding identities, including being a person of color, a low-income person, a young person or a person experiencing homelessness put people at even greater risk for harassment by the police. The result is that there is an extreme distrust of the NYPD within many marginalized communities.

Part of the problem can be attributed to the Broken Windows, or quality-of-life, policing model that NY Police Commissioner William Bratton introduced in the early 1990s under then-Mayor Rudy Giuliani. This model encouraged the criminalization of low-level offenses such as urinating in public, taking up more than one subway seat, jumping a turnstile, sleeping in public, and loitering. NYPD used a stop-and-frisk policy to help implement these laws. The idea was that a high prevalence of petty crime creates an atmosphere conducive to the perpetration of more serious crimes, and therefore the NYPD would deter major crime by treating minor offences as seriously as more violent crimes.

Our focus group participants, mostly transgender women of color, reported that these tactics left them vulnerable in public space even if they were not doing anything wrong. They reported that NYPD used the pretext of anti-prostitution laws to profile and arrest them. The arrests, they felt, were based on based on past knowledge, environmental factors, dress, and previous history in an area–factors out of their control. Participants agreed that Roosevelt Avenue is a hotspot for such harassment. A trans Latino man said, "If someone is walking, at night for example, on Roosevelt, the majority of police accuse you of prostitution and not everyone works in that." Another trans woman and Jackson Heights resident said, "I've been followed

"As it plays out in public space in New York City, young people of color who are queer are getting profiled everyday through stop and frisk policies by NYPD. You know, that's publicly, a police department saying: yes, we profile." -Rhodes Perry

many times, or I've been mistaken for a sex worker." For many trans and GNC people, just being in public space puts them at risk for criminalization under Broken Windows policing models. From 2002 to 2011, nearly 90 percent of people stopped were black or Latino, and about 88 percent of stops – more than 3.8 million – did not result in prosecution.[18]

Focus group participants reported that police used excessive force and sometimes used homophobic and transphobic language during encounters. One participant shared that: "I have many friends who hfave been arrested with a lot of violence. And this happened to me, as well. I wasn't doing anything wrong, I was being respectful, and they broke my nose, a tooth, and cheekbone while I was handcuffed."

Our focus group participants shared

that while they turn to police to help intervene in dangerous situations, encounters often leave them feeling criminalized. One trans woman and educator said of two trans women that came for help because they were being harassed by suspected gang members: "One told me that the person who was harassing her was a guy who was part of a gang and she was scared to go outside in the street. The other felt weak because we do not have confidence in the police." A 32-year-old respondent, who has experienced frequent harassment since she started transitioning at age seventeen, said: "I called the police almost a thousand times. And I don't think they've ever helped me once." She believes this apathy on the part of the police is related to her gender identity and she carries a weapon so that she can defend herself, saying; "I'm always unsafe in a public space...There was never a time when I've ever felt safe. I carry a weapon everywhere I go."

Our recommendations fall under two umbrellas: alternative policing that calls for methods of shared responsibility for public spaces and smarter policing that calls for more culturally sensitive policing and police accountability. ∎

TACTIC: Develop models of shared responsibility for governing our public spaces.

Community watch models, business engagement, and expanded trainings for de-escalation techniques are all viable alternatives to policing. We recommend that all city employees, as well as MTA employees, be trained in methods of safe de-escalation so that they can help intervene in situations of harassment that may lead to violence or outright violence. The goal is to have more ordinary citizens and government actors outside the police force to act as eyes on the street, as well as feel more confident to intervene if someone turns to them for help or if they witness harassment or violence.

There are several organizations already working on this. Brooklyn Movement Center organizes a No Disrespect Bike Patrol of residents who patrol Bedford-Stuyvesant to engage neighbors about harassment.[19] If they see harassment taking place, they will asses the situation and decide if it is appropriate for them to intervene or call for help. Make the Road NY is engaging businesses in Jackson Heights that are open 24 hours as safe spaces for people who are under threat. Audre Lorde Project has a similar project, Safe Outside the System (SOS). They organize businesses in central Brooklyn to be active in de-escalating violence. They also provide trainings and a toolkit with information on how to host a safe event.[20]

Urban planning has traditionally disavowed any ownership of public spaces once they are built. Urban planners cede total power to the NYPD over use of space. Alternative policing is an opportunity for planners to have a say in how the spaces we help to create are managed and patrolled.

> **"We need to stop NYPD from harassing transgender and gender nonconforming people and focus on setting a tone on what it means to engage a community." -Fred Ginyard, FIERCE**

TACTIC: Create opportunities for smarter policing.

There has been some movement to increase bias training within the NYPD—chiefly through the Community Safety Act, though the current implementation is inadequate. We need stronger mechanisms to hold police officers accountable for rampant profiling and bias perpetrated against transgender and gender nonconforming people.

More implicit bias training is needed, and it should be conducted at the precinct level so that it can be tailored to the population in the specific community where police are serving. This training should happen in consultation with the numerous community based organizations and nonprofits that have strong connections to LGBTQ communities. Trainings should include testimonials or panel discussions that humanize trans and gender nonconforming experiences.

The Citizen Complaint Review Board (CCRB), an independent city agency that investigates complaints against the NYPD, needs to be more empowered to penalize officers for excessive use of force, abuse of authority, discourtesies, and offensive language. With more authority, CCRB will be able to discipline offending officers to the fullest extent, thus providing a powerful deterrent for future violations.

Officers need to be accountable to the communities they serve, which means treating citizens with respect and dignity. As part of efforts to hold police officers accountable, we endorse the Right to Know Act, a legislative package that aims to protect the civil and human rights of New Yorkers while also promoting communication and transparency in everyday encounters with officers by: 1. Requiring police officers to identify themselves in everyday encounters that do not end in arrest, and 2. Introducing stronger protection against unconstitutional searches.[21]

> **"I've had situations where I've asked for help while I'm being harassed in the streets and people have done nothing." -"Ella," transgender woman, Jackson Heights**

There are significant education and visibility gaps on trans/GNC issues in professional schools and city agencies.

Recent news, movies, and books notwithstanding, there remains a significant education gap surrounding trans and GNC issues in public space, and this affects agency operations. While news stories about violence against trans people are widely circulated, the many other challenges trans and GNC people face in public are far less known.

Our interviews with experts in city agencies, as well as feedback from trans and GNC participants in our focus groups, indicate that there is a need for more intensive diversity training within all city agencies, not just the NYPD. There exists a lack of awareness within agencies of the unique needs of trans and GNC people, and it is possible that agency leaders and workers may not fully understand the importance of the problem. According to Rhodes Perry, an LGBTQ consultant, "There's still not a lot of understanding of what it means to be LGBT....[and] that, in and of itself, creates a lot of inequities because people just aren't thinking about the end user...as it relates to demographics around sexual orientation and gender identity."[22]

Wider understanding and awareness of the particular obstacles, challenges, and discriminatory acts regularly faced by trans and GNC people would lead to more support for both formal and informal initiatives among rank-and-file government employees. These include acts of government as well as bystander interventions that, ideally, would lead to a decrease in the discrimination and violence trans and GNC people face in public space. ∎

Almost all of our focus group participants reported that they were often stared at or leered at in a way that made them feel uncomfortable and unsafe, and roughly 75% of our survey respondents said they'd been stared at in a way that made them feel intimidated. Nearly all focus group participants also reported that they feared staring would lead to verbal harassment or physical confrontations. Many of them used a variety of coping mechanisms to de-escalate the tension caused by staring, such as ignoring it, defusing the situation with humor, or leaving the area altogether. Staring and verbal harassment cannot be prosecuted or even controlled by law enforcement. It is considered freedom of speech unless there is evidence of physical violence, which means the city must figure out ways to stop harassment before it happens. This starts with education, particularly for city employees, who are uniquely positioned to make a difference.

"It's important that the people who are in charge are also educated [to raise] the level of consciousness and awareness of the people that are offering support and services." -"Oscar," gender non-conforming person and educator

TACTIC: In-agency education and advocacy.

To achieve change on the ground, we propose that the city government initiate education efforts of rank-and-file employees to get them thinking about how they can meet the particular needs of trans individuals. Formal agency education would help the city better serve and protect trans and GNC citizens. It would also bridge the gap between the Mayor's inclusivity agenda and on-the-ground agency action. City employees, including those in non-customer service agencies like the Department of City Planning, must be more broadly informed about the diversity of the communities they serve, and how their work impacts these communities.

Increased education for city workers about personal lived experiences in public spaces will generate strategies and opportunities to create change. Such a curriculum could be designed with assistance from one or more local organizations with expertise in diversity training or transgender education programs, such as Hollaback!, Translatina Network, The LGBT Community Center, Brooklyn Movement Center, and Hunter College's LGBT Social Science & Public Policy Institute. The City Council's LGBT Caucus can advocate for a city ordinance to create such a program, or the Mayor can incorporate it into his office's inclusivity agenda. Once a training program is created, the Commission on Gender Equity should be responsible for administering it, ensuring that every city agency implements trainings that are tailored to the services they provide.

"I get on the bus and these old people [are] looking at you so hard. I just try to blend in." -"Tammy," transgender woman, Bronx

"If you are going to engage community, you first need to understand the complexity of the community that you are engaging with. You have to engage in ways that feel good for the community." -Fred Ginyard, Director of Organizing for FIERCE

TACTIC: Develop humanizing panels to present to employees of city and state agencies.

Before city employees enter the workforce, they should be educated on trans and GNC issues, as well as issues faced by other marginalized populations, in the course of their formal training. The city should consider the use of humanizing panels that expose new employees to the personal experiences of trans and GNC people. An example of such a panel takes place every year for first-year medical students at Icahn School of Medicine at Mount Sinai Hospital, with the goal of giving future physicians a better understanding of their trans patients and their unique health issues. Similar panels and other humanizing interactions can be instituted in the Fire Academy, the Police Academy, and the city's planning and public administration programs. It can also be incorporated into the state-level MTA trainings for new employees. Though there does exist some bias training in a few city agencies, these trainings are incomplete as they do not include trans and GNC voices. They do, however, provide an opening for a more targeted, robust, and broadly applied education program for future and new city employees.

TACTIC: Memorialize anti-trans/GNC/queer violence in public spaces.

To increase visibility and public awareness of the everyday violence experienced by trans and GNC people, Hollaback! and other advocacy groups could institute a memorial initiative to mark areas where instances of violence and murder occurred. Such an initiative could also be implemented as a form of tactical urbanism similar to the white "ghost bikes" that are used to mark spots where cyclists were killed by cars. In that project, volunteers and advocacy groups worked to get the NYC Department of Sanitation to exclude ghost bikes from their rules regarding derelict bikes that are subject to removal. This kind of physical memorial would provide a tangible, place-based illustration of the existence of trans and GNC people as well as a reminder of the fear and discomfort that trans and GNC people encounter every day.

There Is a Lack of Accurate Data About Incidences of Anti-LGBTQ Harassment and Violence.

There is a lack of complete and accurate data regarding incidences of violence against and, especially, biased policing of trans and GNC people. Violence against trans and GNC people is generally underreported because of the extreme distrust of NYPD among members of the LGBT community and because many incidences of violence are perpetrated by the police themselves, as mentioned previously. Better data collection is necessary both in order to achieve a more thorough understanding of the scope of the problems faced by trans and GNC people and to create reliable measures of progress in reducing the violence and harassment they face.

"I've had situations where I got into a fight and somebody did call the cops, and the cops came and they did try to help, they weren't trying to look for a reason to make an arrest. But anytime I've called the cops on my own, they'd try to turn the story around on me." -Monica, transgender woman, Jackson Heights
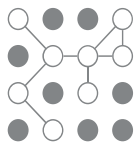
TACTIC: Harmonize the collection and reporting of data on anti-LGBTQ violence within NYC.

The Anti-Violence Project collects data on reports of violence on LGBTQ people. Hollaback! collects stories of harassment and their geographic locations. The NYPD keeps data on reported harassment, violence, and hate crimes. However, the lack of a unified reporting language greatly limits the ability of researchers and advocates to cross-analyze these datasets and identify patterns across them to get a picture of the scope of the problem across the city.

hollaback!

Street Harassment: The Largest International Cross-Cultural Study

Out of 16,607 Total respondents

The majority of women globally, experience their first street

NCAVP
NATIONAL COALITION of ANTI-VIOLENCE PROGRAMS
National Advocacy for Local LGBTQ Communities

## TACTIC: Add an LGBTQ component to the Census Bureau's American Community Survey.

While the accuracy of the American Community Survey's demographic data has well-known limitations, the ACS is by far the largest demographic survey in the country and the lack of an LGBTQ component creates a major gap in our understanding of the size and makeup of the LGBTQ population. LGBTQ representation in the ACS datasets will be indispensable for research, advocacy work, fundraising, and overall visibility for this marginalized population.
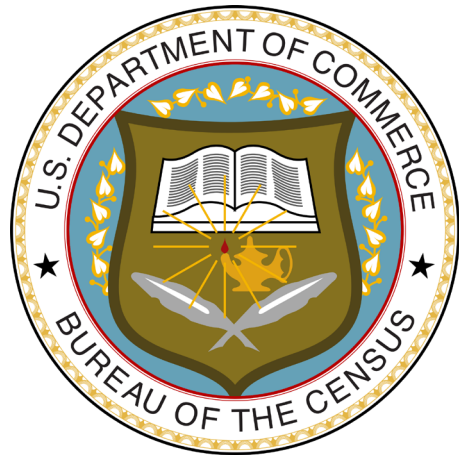
TACTIC: Collect data on anti-LGBTQ violence and harassment without the involvement of the NYPD.

The widespread distrust of the NYPD among the LGBTQ community likely leads to underreporting and misreporting of incidents. As we suggested in our transportation finding, the collection of a new type of 311 data might prove to be effective in allowing people to report incidences of violence or harassment whenever and wherever they occur, without the direct involvement of the police.

To implement the above recommendations and truly effect change, GenderInc created a set of strategies that Hollaback! and other advocates can use. They are divided into two discrete categories: policy and coalition building.

Policy

The work of ending street harassment requires a culture shift to put a stop to this form of violence against the most vulnerable. But rather than wait for this profound and likely generational shift, we have chosen to focus on top-down changes that the city and state governments can make in the short term. The following are several policy initiatives that Hollaback! can either introduce or support:

Create an LGBTQ advocate position or office within all city agencies.

We have found that there is a disconnect between the mayor and the governor and the bureaucracies they control, which prevents LGBTQ initiatives from making their way down to day-to-day planning and policy operations. City and state agencies need more guidance on how to overcome cultural and bureaucratic roadblocks in order to realize a more equal and just New York City. To bridge this gap and overcome these roadblocks, we propose the creation of dedicated LGBTQ advocates within each city agency, as well as the MTA, who can elevate issues and champion causes both within and between agencies. This role would operate in conjunction with each agency's existing intergovernmental liaisons. Each LGBTQ Advocate's role, however, would be both internal- and external-facing, tackling agency processes while ensuring the agency is serving marginalized communities in an educated way.

Some agencies do already have an LGBT Coordinator installed. However, the role as it currently exists holds little influence outside of recruitment efforts. An empowered

"Places like NYC get complacent. They're like, 'Oh we have the best policies, so our work is done here, LGBT people can get married.'" -Rhodes Perry, LGBTQ Consultant

LGBTQ champion is needed to address the full impact an agency can have on the city's marginalized citizens. Such a position would provide agencies with consistent leadership, continuity across administrations, and greater opportunity for interagency cooperation.

Incorporate an LGBTQ Antidiscrimination Agenda into OneNYC

We recommend incorporating an LGBTQ and antidiscrimination agenda into OneNYC, the mayor's plan "for a strong and just city." City agencies use this plan to inform their day-to-day planning operations and priorities. This plan was developed by taking into account four thematic priorities, or "lenses," through which it seeks to address the city's problems: growth, equity, sustainability, and resiliency. While the equity vision currently includes several important goals--such as decreasing poverty, improving health care, and elevating
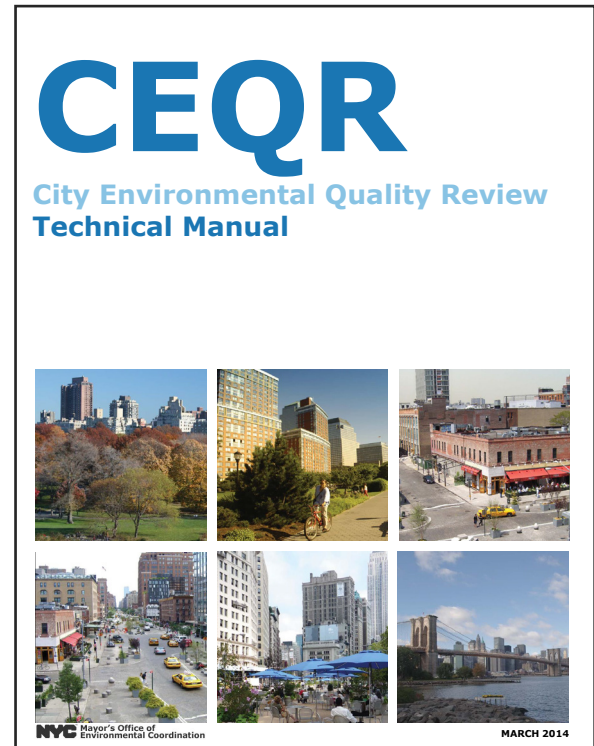
safety--it does not directly address the needs of specific marginalized populations. A broad anti-discrimination goal, under the equity vision, would help address inequities faced by LGBTQ and GNC people, as well as other marginalized populations in the city. The inclusion of such an anti-discrimination agenda into the OneNYC plan would guide agency operations, thus furthering the administration's equity commitment on the ground.

Include an LGBTQ Component in City and State Environmental Review Guidelines

We recommend that the City and State add an LGBTQ component and more specific community preservation recommendations to the City Environmental Quality Review (CEQR) and the State Environmental Quality Review Act (SEQR) cultural resource guidelines. These guidelines are used by developers, agencies, and the public to determine the environmental impacts of building projects. The guidelines currently have criteria that seek to limit the effect a project can have on existing communities or neighborhood character, but they do not provide any specific guidelines on how to protect cultural resources effectively. This gray area needs to be clarified in order to preserve LGBTQ-friendly parts of the city, including public spaces used by marginalized LGBTQ youth who do not yet have a formal voice in any participatory process.

Special protections are needed for traditionally gay and lesbian enclaves, known in the vernacular as "gayborhoods," and other spaces used by LGBTQ people. These areas, such as Chelsea, Park Slope, Jackson Heights, and the Christopher Street Pier, have long served as public sanctuaries for the LGBTQ community. The communities that live, work, or play in these spaces, however, are often threatened by gentrification and the displacement caused by new development and redevelopment projects.

Inclusion of an LGBTQ component into

CEQR
City Environmental Quality Review Technical Manual

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the city and state's environmental review guidelines would lead planners, developers, and others to take neighborhood character more seriously in their plans. Advocates like Hollaback! and others can work with residents as well as the transient users of LGBTQ-friendly spaces to gather data on the specific needs of these communities. Hollaback! can also advise the Mayor's Office of Sustainability and the State Department of Environmental Conservation, which administer CEQR and SEQR respectively, on how best to update their guidelines to protect and preserve these communities.

"Gender, like sexual orientation, is not binary. Gender functions on a spectrum." -First Lady Chirlane McCray

> **"I've had situations where I've asked for help while I'm being harassed in the streets and people have done nothing."** -**"Whitney," transgender woman, Activist**

Expand the Role and Influence of the Commission on Gender Equity

City agencies need more guidance on how to overcome structural and bureaucratic boundaries to fully realize such efforts. In expanding the mission of Commission on Gender Equity to focus on LGBTQ people in addition to women, the Commission should see that decisions made by city agencies are aligned with the needs of transgender and GNC New Yorkers. The Commission would ideally be tasked with coordinating and administering the many efforts outlined above. Centralized oversight of LGBTQ advocates would fall naturally under the Commission's purview. The Commission can assist in-agency LGBTQ advocates in the creation of each agency's advocacy and educational agenda in addition to providing tools, guidance, and networking opportunities for advocates.

Coalition Building

The key to achieving on-the-ground changes is a radical re-imagining of the governance structure so that there is a clearer channel from both state and local agencies working top down, as well as advocacy groups working from the bottom up, to inform initiatives and agendas. By empowering individuals, and the organizations that represent them, to chip away at institutional resistance within city government, New

York City stands to become a world leader in the fight against the harassment of and discrimination against trans and GNC citizens.

According to Carrie Davis, Chief Programs & Policy Officer at the LGBT Community Center, a broad network of public officials, nonprofits, private businesses, and transgender and GNC people can target specific gaps, while drawing on the unique resources of each stakeholder to move the issue forward.[23] The foundational resources of these networks can also be activated for a number of issues. Getting buy-in from the private sector is equally important, both in terms of increasing employment opportunities for trans and GNC people and in convincing businesses to exert their considerable political influence when necessary. A network of trans-affirming and inclusive organizations can work with policymakers to create programs that increase the safety and comfort of trans and GNC people in public space.

Davis also points out that there are many existing non-profits that are doing great work, but which may also unintentionally exclude trans and GNC people. These non-profits can be brought into a network to help them learn how to become trans-affirming. To this end, Hollaback! can develop an advocacy guide based on this report to help educate other non-profits.

It should be noted that, while we understand many advocacy groups' resistance to formal policing, the fact remains that the NYPD is the single government body responsible for the control of public space. Achieving a culture shift within the NYPD is certainly a challenge, but it is, nonetheless, worth fighting for, and an achievement that would improve the safety not only of trans and GNC people in public, but of all marginalized and vulnerable populations. Efforts to include the NYPD into a trans-affirming network can push the needle in this direction.

While there is already some buy-in and awareness of trans and GNC issues at the

Commission on Gender Equity and within the upper levels of city government, the strategies outlined in this report will only be effective if they trickle down to the agency level and work their way into the day-to-day work of the city's rank-and-file employees. In turn, this trickling down will likely only occur with the guidance and oversight of a coalition of advocacy groups working to make sure that their missions and movement work "trickle up" to both rank-and-file employees and policymakers. Coordinating with the Commission on Gender Equity, a Hollaback!-led coalition can help disseminate these strategies to the rank-and-file at city agencies. If it proves to be a successful strategy in New York, Hollaback! can also use this model as a blueprint for its chapters to replicate in other cities.

The following list includes GenderInc's interviewees, as well as other interested organizations and agency employees whom Hollaback! can connect with in order to create a coalition of the willing:

Azadeh Khalili, Commissioner on Gender Equity: *AKhalili@cityhall.nyc.gov*

Louis Cholden-Brown, Director of Legislation & Budget Affairs, Office of Council Member Corey Johnson: *District3@council.nyc.gov*

Rhodes Perry, CEO, Rhodes Perry Consulting, LLC: *rhodes@rhodesperry.com*

Juana Paola Peralta, Director of Outreach and Community Engagement, Sylvia Rivera Law Project: *juana@srlp.org*

Carrie Davis, Chief Programs & Policy Officer, The LGBT Community Center: *info@gaycenter.org*

Purnima Kapur, Executive Director, Department of City Planning: *pkapur@ planning.nyc.gov*

Jeffrey Shumaker, Director of Urban Design, Department of City Planning: *jshumak@ planning.nyc.gov*

Nico Fonseca, TransJustice Program Co-Coodinator, Audre Lorde Project: nico@alp.org

Fred Ginyard, Director of Organizing, FIERCE: *fred@fiercenyc.org*

Nicole Giannone, Director of Program Evaluation, Training, and Advocacy, The Ali Forney Center: *ngiannone@aliforneycenter.org*

Julian E. Cabezas, Medical Care Specialist, Transgender Family Program, CABS Health Center: *JCabezas@chnnyc.org*

Sergeant Michelle Martindale, LGBT Community Outreach, NYPD: *Michelle. Martindale@NYPD.org* ∎

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Appendix

This appendix includes the questions used in our surveys, focus groups, and safety audit.

Online Survey

Of the 196 respondents to the online public safety survey, the median age was 31. In terms of gender identity, 72% of respondents identified as female, 20% as male, and 8% as trans, GNC, or more than one gender.

Questions
Q1. What neighborhood do you live in, or where are you currently staying?
Q2. At times you may have experienced people acting towards you in a way that you felt was unwanted and offensive. The following questions relate to harassment in public space. Public space includes harassment on the street, in public transportation (subways and busses), parks, plazas, bridges, etc. In the past 12 months, how often have you experienced any of the following behaviors in public space?
Q3. The following questions are about your behavior as a result of harassment. At any time in the past 12 months, have you done any of the following for fear of being physically or sexually assaulted?
Q4. During the past 12 months, have you carried with you something that can be used for self-defense, as a precaution for threatening situations?
Q5. In the past 12 months, have you taken steps to confront harassment? Mark all that apply.
Q6. Has any bystander ever intervened while you were being harassed or immediately after?
Q7. If yes, how?
Q8. Have you experienced financial impact as a result of harassment? Financial impact can include medical expenses, loss in wages, costly alternative transportation modes, etc.

Method of Data Collection	Date	Time
Field Visit	February 12	2-3:00pm
Focus Group at Make the Road	April 4	6-7:30pm
Focus Group at Queens Pride House	March 12	3:30-4:30pm
Focus Group at CABS Health Center	April 6	5:30-7pm
Safety Audit	March 31st	7:15-9pm
Intercept Surveying	February 12	3:00-4:30pm
Intercept Surveying Continued	March 8	10:45am-1:30pm
Planners Workshop	March 19	12-3:30pm

Q9. If yes, enter approximately how much loss you have experienced in the past 6 months, with 1 being negligible and 5 being significant.
Q10. Now think about the most serious incident that has happened to you .Which of the things happened at that time? By "most serious," we mean an incident that had the biggest impact on you, either physically or psychologically. Mark all that apply.
Q11. Where did the most serious incident/this incident take place?
Q12. Where geographically did this incident take place? (Be as specific as possible, e.g., stairs of the 34th street post office, Manhattan)
Q13. In the most serious incident/this incident, was the person who did this to you acting alone or were there other people involved?
Q14. Did you suffer from any of the following as a result? Mark all that apply.
Q15. What is your age?
Q16. What is your gender identity?

Intercept Survey

Of the 44 respondents to the intercept survey in Jackson Heights, the median age was 46. In terms of gender identity, 46% of respondents identified as female, 51% as male, and 3% as trans, GNC, or more than one gender.

Questions
Q1. Where do you live? (closest cross-street/intersection)
Q2. On a typical day, what different type(s) of transportation do you use on your way to or from your home?
Q3. Which mode(s) of transportation did you use to get to where we are now [location of interview]?
Q4. How many minutes do you spend walking from your home to the bus or train on a typical day?
Q5. On a scale of 1-5, how safe you feel on your trip during the day?
Q6. On a scale of 1-5, how safe you feel on your trip at night?
Q7. What is your biggest safety concern on your trip to and from where you live? (For example; harassment, poor lighting, catcalling, being followed, traffic, uneven sidewalks, construction, scaffolding, loiterers, neighbors, blight, entrapment areas, corners, or bushes, limited sight lines, isolation, pests,drunks, vagrants...)
Q8. Optional-What is your gender?
Q9. Optional-How old are you?
Q10. [For interviewer] Location of interview

Focus Group Moderator Guide

Read at the beginning of the focus group: "As you know from the email message [CONTACT] sent, this focus group concerns your experiences in public spaces, particularly your feelings of safety and comfort. Because each of you has your own unique story, I would like to hear everyone's experiences and issues as a transgender, queer, or gender-nonconforming individual and Jackson Heights resident. No topic is

out-of-bounds, and the information you provide will not be used against you in any way. The results of the focus group will be used to inform the policies and interventions proposed by the GenderInc planning studio at Hunter College. Answers will be recorded, but I will keep your names anonymous.

Other than asking preliminary questions and maybe requesting some follow-up answers, I will not be participating in the focus group. I only want to hear your stories. If there's a lag in conversation, just remember that I'm looking to hear specific, personal experiences from each person. Your stories of violence, harassment, and exclusion are key.

Feel free to respond to one another as you would in a typical conversation. There's no need to raise your hand if you have something to say. This helps me hear as many perspectives as possible in the time we have.

Do you have any questions for me before we begin?"

-----Turn recorder on-----

Introductory Question
Q1. Tell the group your name and a little bit about yourself.
Participatory Mapping Exercise
Hand out individual sheets of paper and pencils
"Before we get into specific questions, I'd like everyone to participate in a quick map exercise. I want you to think about a trip you take on foot in your neighborhood regularly. It could be from your home to the subway station or bus stop, from your home to the grocery store, or something similar. Think about areas along this trip that make you feel safe or unsafe and why. Now, please draw the route you take from your home to your chosen location and note the areas you feel are dangerous and ones where you feel comfortable. You'll use your map to help answer some of the questions

coming up."

Primary Questions
Themes
Personal experiences in public space
Influence of gender identity
Safety and comfort
Q2. Tell me about a time when you felt unsafe or uncomfortable in a public space. Explain that participants can use their maps for examples or discuss other locations.
Q3. How do you think your transgender, queer, or gender-nonconforming identity influences your experiences in public space?
Q4. What are some examples of places that you feel safe? Probe for exactly why those places produce feelings of safety or how feelings differ by day and night.
Q5. What do you personally do to increase your own safety or comfort in public spaces?

Secondary Questions
Themes
Official policies
Informal intervention
Q6. What do you think the city could do to improve safety and equity for all individuals in public space?
Q7. If you were being harassed or having your safety threatened in any way, how would you want bystanders to intervene? Probe for specific experiences.
Q8. What is the #1 thing you want people to understand about your experience as a transgender, queer, or gender-nonconforming individual in the city?

Safety Audit
A route should be planned with several stops and the following questions should be asked of each location:
1. First Impressions
1a. What is your first reaction?
1b. Three words to describe this area
2. Lighting
2a. How well-lit is the area? (mark dark or light on the map)

2b. Does this make you feel safe/unsafe? Why?
3. Maintenance
3a. How well maintained is the area?/How clean is the area?
3b. Does cleanliness make you feel safe/unsafe? Why?
4. Busy Areas and Isolated Spaces
4a. Are there a lot of people in this area? Describe some activities you observe
4b. Does this make you feel safe/unsafe? Why?
4c. Are there places that feel empty and unsafe? Why is this?
4d. Can you identify spaces here where people could hide?
4e. Does this make you feel safe/unsafe? Why?
5. Signage
5a. Are there signs that tell you how to get to places? i.e. bus stops, subway, main streets?
5b. What are other signs that might be of use in this area?
5c. How might these improve safety?
6. Intimidating Groups of People
6a. Are there groups of people hanging out who make you feel unsafe? Why do they make you feel that way?
7. Formal Surveillance
7a. Is there a police presence? How does this make you feel?
7b. In what ways is it obvious that police are nearby?
8. Informal Surveillance
8a. Who might you turn to if you were alone and feeling unsafe?
8b. Can you identify some person or place that matches that on tonight's walk?
8c. Are there community leaders, or authority places/people visible on this walk? ∎