



# **Mayor Ed Murray's LGBTQ Task Force Report**

Recommendations to the Mayor  
July 7, 2015

# Mayor Ed Murray's LGBTQ Task Force Report

## Recommendations to the Mayor

### Introduction

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Mayor Ed Murray's LGBTQ Task Force was assembled to address a rise in reported bias crimes and verbal attacks perpetrated against LGBTQ people, as well as a general and increasing sense of danger among members of the LGBTQ community in Seattle.

Seattle has a history of being one of the country's most LGBTQ-friendly cities. The city is home to a multitude of non-governmental organizations that exist to serve the needs of Seattle's diverse LGBTQ community. Thanks to the spirit, hard work, and dedication of these organizations, activists, artists, elected officials, and many other members of the city's LGBTQ community, Seattle and Washington State led the country toward LGBTQ equity through the early adoption of non-discrimination laws designed to protect LGBTQ people, and through increased visibility of the LGBTQ community—its diversity, its culture, its art, and its love. Our movement to recognize same-sex marriages has served as a rubric for other states working toward similar victories.

The national and local outlooks, however, are not all positive. LGBTQ people of color remain more likely to experience harassment, discrimination, unemployment, and other forms of oppression. Trans\* women of color are at a particularly high risk.<sup>1</sup> LGBTQ youth comprise nearly 40 percent of the nation's homeless youth. Domestic violence and sexual assault within the LGBTQ community is real and often underreported. Transgender people face violence, intimidation, harassment, homelessness, poverty, bullying, discrimination, exclusion from gender-specific spaces, and, in extreme cases, death. These truths exist in Seattle as they do across the country. These are real issues that members of the LGBTQ community face, and they are issues that organizations and local leaders work to address and eliminate.

Despite all of Seattle's progressive laws supporting the LGBTQ community, there is a sense among many in the community that the city that once made them feel safe and at home, is changing. Recent urban development in Seattle has caused a shift in the economic, physical, and social landscapes of the city—including and particularly in the Capitol Hill. A neighborhood that has for decades been the epicenter of LGBTQ culture in Seattle, Capitol Hill has experienced significant development and an accompanying influx of new residents and weekend visitors.

LGBTQ bars and cultural spaces were once the predominant venues on Capitol Hill, but today many of the neighborhood's 200 or more thriving bars and restaurants now cater to a newer, younger, and less diverse crowd. A recent study showed that the monthly cost of the average rental unit on Capitol Hill has risen 38 percent since 1998, with another study indicating a current median rate of \$1,795 per

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<sup>1</sup> Mother Jones. June 26, 2015. "It's Extremely Scary to be a Transgender Woman of Color Right Now." <http://www.motherjones.com/politics/2015/06/transgender-women-disproportionately-targeted-violent-hate-crimes>

month.<sup>2</sup> In 2014, more than 700 new units were constructed in the Capitol Hill area, with a projected 600 slated for completion in 2015; the Seattle region is expected to gain 12,000 new apartment units in 2015.

As the city's population grows and its neighborhoods experience unprecedented development, places like Capitol Hill experience a shift in character. For Capitol Hill's LGBTQ residents and visitors, this shift is defined for many by feelings of cultural tension, uncertainty about the future, concerns about personal safety, and a loss of a sense of place. Many of the LGBTQ people and artists who have called Capitol Hill home find themselves increasingly unable to afford the neighborhood's rising rent prices. Many LGBTQ people report feeling unsafe or out of place in the traditionally welcoming Pike/Pine Corridor and Cal Anderson Park. LGBTQ people on Capitol Hill cite increases in verbal harassment and intimidation while traveling through the neighborhood. Capitol Hill has also experienced an increase in reported LGBTQ-related bias incidents. According to data from the Seattle Police Department, 2014 saw 27 reported LGBTQ-related incidents solely in the East Precinct (which includes Capitol Hill), compared to 19 incidents across Seattle in 2013.

In response to the issues raised by the community, Mayor Ed Murray convened an LGBTQ Task Force composed of LGBTQ organizations, local business leaders, City of Seattle staff, and other community leaders. The task force was formed to explore how the City of Seattle can constructively work with community members, businesses, and community organizations to increase safety and LGBTQ visibility in Capitol Hill and citywide, as well as to honor the history of the neighborhood and its importance to the LGBTQ community. The Task Force met over the course of three months and worked collectively to generate a set of programmatic and policy recommendations, with a focus on public safety, public understanding, LGBTQ youth, and the built environment.

Throughout the discussion, the Task Force examined different definitions of "public safety." For some, public safety included or was limited to police-based solutions. For others, public safety was a non-police, community-based concept. Both police- and community-based public safety solutions are presented in this report.

Furthermore, the Task Force concluded that some safety solutions were so readily apparent they did not need to be specifically called out or prioritized in this report. These included increased street and construction-site lighting; continued and expanded investments in police reform; reduction of hiding spaces through overgrown shrubbery; and other built environment solutions which are commonplace in crime reduction strategies.

Those solutions which were chosen for prioritization in this report were determined by vote of the members of the Task Force. Additionally, this report contains an Addendum, which contains a complete listing of all solutions proposed by Task Force members; twelve solutions from this list were prioritized and form the basis for the bulk of this report.

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<sup>2</sup> Capitol Hill Seattle Blog. 2015. "80% more apartment units across Capitol Hill, CD, First Hill since 1998 — Rents climbed nearly 40%." <http://www.capitolhillseattle.com/2015/06/80-more-apartment-units-across-capitol-hill-cd-first-hill-since-1998-rents-climbed-nearly-40/>

The recommendations contained in this report that were prioritized by the Task Force include:

1. Support community-based efforts to address violence and intolerance, and improve SPD understanding of the LGBTQ community;
2. Address issues unique to Seattle's LGBTQ youth;
3. Assess impacts of the built environment on LGBTQ safety, accessibility, livelihood, and visibility;
4. Increase public awareness and understanding about Seattle's LGBTQ community.

## Recommended Actions

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### 1. Support community-based efforts to address violence and intolerance, and improve SPD understanding of the LGBTQ community.

#### **Action 1a: Promote a small-grants program to support community-based responses to violence and intolerance.**

**Issue:** There are growing concerns among LGBTQ residents and visitors about personal safety and visibility while walking or socializing on Capitol Hill. Large crowds of bar and restaurant patrons, many of whom are unaware of the neighborhood's LGBTQ community and its values, converge on the Pike/Pine corridor every weekend, creating an environment that many community members find discomforting and intimidating. This environment has recently been host to incidents of physical and verbal harassment of community members, as well as violent attacks. People communicated that they do not feel safe walking alone at night, especially on high-volume weekends.

Seattle Police Department (SPD) programs aimed at supporting LGBTQ safety are an important part of the solution. It is a multi-faceted approach that encourages community-based responses to violence and intolerance, however, which will serve to amplify the collective impact. Historically, community-based efforts, such as the Q-Patrol, were tried in Capitol Hill, helping to forge stronger relationships between the community and SPD. Although recent efforts to reignite the Q-Patrol have not proved successful, other community responses gained traction. Social Outreach Seattle, for example, recently launched a free safety shuttle to transport people to and from their homes and nightlife destinations. Other groups are offering self-defense classes free of charge. In part due to the Safe Place campaign launched by SPD, many local businesses installed highly visible placards indicating that they are LGBTQ-friendly spaces, and other business went further, including more explicit signage that homophobia and transphobia are not tolerated in their establishments.

**Description of Action:** The City should support community-based responses like a neighborhood safety shuttle, self-defense classes, arts and entertainment programming in high-risk areas, and other innovative programs initiated by the community, by creating a grants program for this purpose. The City's Department of Neighborhoods runs a grant program called the Small and Simple Projects Fund, as part of its Neighborhood Matching Fund, which awards grants for community-building projects. The Fund provides awards up

to \$25,000 to support community members in building community relationships. This program could serve as a model for any new funding structure put in place for this purpose.

**Action 1b: Evaluate SPD cultural competency trainings for effectiveness.**

**Issue:** Law enforcement agencies are intended to provide just and effective service to all members of a community. Anecdotal and research-based evidence indicates, however, that members of the LGBTQ community often do not feel comfortable or able to report crimes motivated by hate or bias. Reasons for this reticence range from being misgendered by police officers; fear of harassment or of not being taken seriously; and a general mistrust of the police due to past experiences, either in Seattle or in other communities-of-origin. These obstacles can be especially difficult for transgender people of color, who are who are more likely to be the target of hate-based violence and experience harassment and maltreatment from law enforcement. To their credit, many police departments, including SPD, have undertaken LGBTQ competency training to provide officers with the tools and critical thinking skills to interact with the LGBTQ community effectively, fairly, and courteously—all with the goal of improving relations and building trust between police and the LGBTQ community. However, law enforcement agencies have not yet developed community-recognized models or best practices for measuring the effectiveness of such training. Academic researchers have worked with law enforcement agencies to develop evaluation measures for LGBTQ training. For example, in one study, officer evaluations were conducted before and after training, measuring self-efficacy, knowledge of LGBTQ issues, self-reports of successful interpersonal communication, and LGBTQ-affirming law enforcement tactics. Results from this single study demonstrated marked improvement in officer capacity. Ongoing assessments of competency, in addition to performance metrics (e.g., increased LGBTQ reporting, trust in police), would allow the SPD to evaluate the efficacy of its cultural competency training.

**Description of Action:** The SPD should support and strengthen plans to develop an LGBTQ cultural competency training assessment to measure the efficacy of its academy training and advanced officer training.

**Action 1c: Support existing non-SPD reporting efforts.**

**Issue:** Many LGBTQ-based hate crimes and incidents of harassment go unreported, due to barriers to reporting, such as mistrust of law enforcement or a fear of not being taken seriously. LGBTQ community advocates support creating community-based programming, to provide accessible and culturally competent reporting pathways. One such program, initiated by the Los Angeles County Human Relations Commission, is the Hate Crime Victim Assistance and Advocacy Initiative. This initiative supports hate crime reporting at the community level by funding community organizations that advocate on behalf of victims, and by providing education and resources on recognizing and reporting hate crimes.

Other programs help the community share and collect information related to LGBTQ hate violence and harassment, without having to rely on reporting through law enforcement. In Seattle, the Northwest Network of Bisexual, Trans, Lesbian & Gay Survivors of Abuse (Northwest Network) recently launched an Information-gathering line that allows community members who have experienced bias incidents—from violence to verbal harassment—to provide anonymous reports describing their experiences.

**Description of Action:** The City should support community-based means of reporting harassment and violence, to encourage people to share information and to contribute to a sense of community.

## 2. Address issues unique to Seattle's LGBTQ youth.

### **Action 2a: Support "Project EQTY" initiative.**

**Issue:** As part of the Committee to End Homelessness (CEH) Youth & Young Adults Initiative, the Northwest Network of Bisexual, Trans, Lesbian & Gay Survivors of Abuse (Northwest Network) received a grant in 2014 from the Pride Foundation. The grant launched Project EQTY (Elevating Queer and Trans Youth), a three-year capacity building project focused on improving agencies' work with LGBTQ homeless young people. The agencies included New Horizons, YouthCare, Friends of Youth, Auburn Youth Resources, and The YMCA of Greater Seattle. All except New Horizons receive City funding for homeless youth services.

**Description of Action:** The City should fund Project EQTY. Additionally, the City should find ways to work with state officials to support LGBTQ youth in the foster care system.

### **Action 2b: Support a special outreach/case-management group in order (1) to locate and provide support to Transgender and gender nonconforming youth, and (2) to prioritize Transgender and gender nonconforming youth in placements and access through Youth Housing Connection.**

**Issue:** Transgender and gender nonconforming youth are at an elevated risk for violence, both in society at large and throughout the emergency housing system. The National Gay and Lesbian Task Force affirms the need for coordinated guidance in human services and emergency housing, as service and housing providers are often unsure of how to provide adequate care and safe shelter to transgender people.

**Description of Action:** The City should develop an outreach/case-management group for Transgender youth, and should prioritize appropriate placements and access for that population through Youth Housing Connection.

### **Action 2c: Support the creation of an LGBTQ equity toolkit for youth.**

**Issue:** Non-profits, business, and governments who wish to evaluate their services, programs, and policies for inclusivity and cultural competency toward the LGBTQ community's interests (and in particular LGBTQ youth) would benefit from a toolkit tailored to that purpose. Efforts at King County are underway to form such a resource, and the Task Force believes that the City could help effect positive change by supporting this project.

**Description of Action:** The City should fund and/or otherwise support King County's effort to develop such a toolkit.

### 3. Assess impacts of the built environment on LGBTQ safety, accessibility, livelihood and visibility;

#### **Action 3a: Support installation of rainbow crosswalks and/or the inclusion of rainbow ribbons on street signs on Capitol Hill to signal presence and support of LGBTQ community.**

**Issue:** For many in the LGBTQ community, there is a feeling that the residents and visitors no longer understand the historical and current presence of LGBTQ people on Capitol Hill. For many years, community members and organizations have advocated for design interventions, such as rainbow crosswalks and special street signage, to create more visibility for the LGBTQ community and the neighborhood's significant history. Cities like Philadelphia, West Hollywood, and San Francisco have implemented similar measures in their historically LGBTQ neighborhoods.

**Description of Action:** The Seattle Department of Transportation installed 11 rainbow crosswalks in the Pike/Pine corridor prior to Pride celebrations in June. The Task Force encourages the City to continue to investigate other appropriate place-making installations to support the LGBTQ community on Capitol Hill.

#### **Action 3b: Assess the need for all-gender facilities in parks and City-owned buildings.**

**Issue:** Transgender and gender nonconforming people frequently are excluded from using facilities consistent with their gender identity, and use of gender-segregated bathrooms can create unnecessary health and safety risks for transgender and gender nonconforming people. Further, studies have shown that these health and safety risks faced by transgender and gender nonconforming individuals impact people of color disproportionately. A few jurisdictions, as well as a growing number of colleges and universities across the country, have started mandating all-gender restroom facilities to eliminate the barriers transgender and gender nonconforming people face when trying to access restrooms. The Task Force also took note of policy work currently underway at the state level to implement further the Anderson-Murray Washington Law against Discrimination.

**Description of Action:** The Mayor transmitted legislation to the City Council requiring all-gender designation for all single-occupant restrooms in City-owned buildings and private places of public accommodation. Additionally, the legislation clarifies existing protections which allow individuals to use restroom facilities consistent with their gender identity. The City should also evaluate facilities at Cal Anderson Park in Capitol Hill<sup>3</sup> to assess their accessibility to transgender and gender nonconforming people; installation of a single-occupant facility that would provide better privacy is optimal.

#### **Action 3c: Increase affordable housing on Capitol Hill.**

**Issue:** Historically LGBTQ-centered neighborhoods across the country continue to experience the loss of long-time residents due to the rising costs of renting and owning a home. This contributes to a shift in community demographics, to a loss in a shared celebration of the LGBTQ community and

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<sup>3</sup> The Task Force selected this facility in particular because of its centrality on Capitol Hill and for the LGBTQ community, but encourages the City to conduct a wider evaluation of park facilities.

its members. This has been observed in San Francisco’s Castro; Brooklyn’s Park Slope; Washington, D.C.’s Dupont Circle; and recently, Seattle’s Capitol Hill. Long-time community members in these neighborhoods may be priced out by rapidly rising costs-of-living, or simply feel pushed out by the changing social landscape as new residents who lack an understanding of the LGBTQ community move in. Others are choosing to live in other parts of the city because of the generally friendly nature of Seattle, but return to historically LGBTQ Capitol Hill for social interaction. Communities are struggling with the possibility that their LGBTQ-friendly neighborhoods, which have embraced their many identities and have provided a safe, thriving place to live full lives, will undergo changes that place these aspects in jeopardy.

As mentioned above, a recent study showed the average rent price on Capitol Hill rose 38 percent<sup>4</sup> since 1998, and another indicated that the current median price for a rental on Capitol Hill is \$1,795.<sup>5</sup> In 2014, more than 700 new units were constructed in the Capitol Hill area, with a projected 600 slated for completion in 2015. The Seattle region is expected to gain 12,000 new apartment units in 2015.

Many LGBTQ community members still reside in Capitol Hill, and although middle- and working-class people still call the neighborhood ‘home,’ some have been priced out of the neighborhood, which can contribute to a diminution of diversity and a change in the texture of the neighborhood. As to the loss of lower-priced housing options, Capitol Hill is home to a number of affordable housing properties, administered by organizations like Capitol Hill Housing, Seattle Housing Authority, and the Seattle Foundation’s Bellwether Housing. Many new developments are required to include a certain number of affordable units available to low and middle-income earners, but the demand for affordable housing outweighs the current supply.

**Description of Action:** The City should identify interventions identified by the Housing Affordability and Livability Advisory Committee that can be applied in Capitol Hill, which the Task Force hopes will include the preservation of existing stocks of affordable housing.

#### **4. Increase public awareness and understanding about Seattle’s LGBTQ community.**

**Action 4a: Support a public visibility campaign and, where appropriate, promote it at community sites.**

**Issue:** As Capitol Hill’s residential makeup changes and more people visit the neighborhood for its parks, arts, and nightlife, it is important to celebrate the neighborhood’s history, identity, and the diverse people who call it home. The Task Force believes that helping to fund and promote a public education campaign would help improve the visibility and acceptance of the LGBTQ community. One current example of such a campaign is the “I Am Capitol Hill” effort.

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<sup>4</sup> Kara McDermott/KUOW. 2015. “Rent Too High? Compare Seattle’s Neighborhoods.” <http://kuow.org/post/rent-too-high-compare-seattle-s-neighborhoods>

<sup>5</sup> Above at Footnote 1.

**Description of Action:** The City should support a public visibility campaign designed to educate people about diversity through a one-time grant award.

**Action 4b: Ensure that all public campaigns and City programs are inclusive of Transgender and gender nonconforming people.**

**Issue:** Transgender and gender nonconforming people have unique needs within the LGBTQ community, and face a number of barriers to quality of life and safety. Transgender people experience harassment and discrimination in the workplace, in housing, in healthcare, and in many other spaces. They are more likely to live in poverty than the general population, more likely to attempt suicide, and more likely to experience assault or violence. Transgender people are also beautiful, powerful, active, and essential members of the LGBTQ family, whose experiences and identities are sometimes overshadowed by the discrimination they confront as a community.

The needs and voices of transgender and gender nonconforming people should be considered and included in the work of service providers and local government, so that the barriers to equity the transgender and gender nonconforming community confronts, can be addressed and dismantled.

**Description of Action:** The City should develop measures to evaluate the inclusivity of its policies, programs, and practices to ensure that they are inclusive of transgender and gender nonconforming people. The Seattle Office for Civil Rights' Gender Justice Project should develop a strategy for creating stronger transgender inclusion in City government, which should be led by Transgender people.

**Action 4c: Ensure that all public campaigns and City programs are inclusive of LGBTQ seniors.**

**Issue:** The Diverse Elders Coalition estimates that more than three million LGBTQ adults in the United States are 55 or older.<sup>6</sup> In a 2014 report, Services and Advocacy for GLBT Elders (SAGE) found that "while many needs of the LGBTQ community are similar or identical to those who are not LGBT, this community has experienced differences in their lives that affect their engagement in the senior service system, including stigma and discrimination."<sup>7</sup> SAGE identified a set of qualities unique to LGBTQ seniors, including a fear of judgement or refusal of care from healthcare providers, financial insecurity, isolation, discrimination in housing and assisted living facilities, and concerns about physical strength and attractiveness. Additionally, many LGBTQ elders feel the need to serve as mentors to younger LGBTQ people, to share their experiences and build community.<sup>8</sup> These qualities may set the LGBTQ elder population apart within both the LGBTQ community as well as the overall population of older people in the United States.

LGBTQ senior-serving organizations continue to stress the importance of LGBTQ inclusivity in senior services, and local government. Doing so can help to address and meet the unique healthcare,

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<sup>6</sup> Diverse Elders Coalition, 2015, <http://www.diverseelders.org/who-we-are/diverse-elders/lgbt-elders/>

<sup>7</sup> Services and Advocacy for GLBT Elders (SAGE), 2014, "Out and Visible: The Experiences and Attitudes of Lesbian, Gay, Bisexual and Transgender Older Adults, Ages 45-75."

<sup>8</sup> Above at Footnote 7.

housing, aging and community needs of this population, and help empower the community to share its wealth of experience with younger generations.

**Description of Action:** The City should develop measures to evaluate the inclusivity of its policies, programs, and practices to ensure that they are inclusive of LGBTQ seniors. This could take the form of a partnership between Seattle Office for Civil Rights, the Mayor’s Office for Senior Citizens, the Human Services Department, the Seattle LGBT Commission, and LGBTQ seniors groups.

## ADDENDUM

Over the course of its meetings, the Task Force developed many possible solutions. These were, broadly speaking, outlined in the areas of Public Safety, LGBTQ Youth, Built Environment, and Public Understanding. From this list, the Task Force voted to prioritize a more concise set of recommendations that the City should address first. It was important to the Task Force, however, that the full listing of suggested solutions be included as an addendum to this report, in part to serve as a guide to the community and others as to future potential actions.

The full set of recommendations is as follows:

### Public Safety

1. To address the increased harassment of LGBTQ people and support the expansion of LGBTQ-inclusive SPD programming:
  - a. Promote the SPD's "Safe Places" campaign;
  - b. Ensure SPD's SeaStat program is inclusive and visible;
  - c. Encourage SPD to share information on post-harassment counseling and other resources.
2. To address a lack of trust in law enforcement and generate more understanding between the LGBTQ community and the police:
  - a. Encourage Community Service Officer-like policing efforts or increase the number of officers walking the streets;
  - b. Require LGBTQ cultural competency trainings;
  - c. Encourage SPD engagement with LGBTQ organizations;
  - d. Encourage publicizing of efforts to protect the LGBTQ community.
3. To address a perceived lack of clarity around policies and options for reporting harassment, and ensure that the public understands how and why to report bias incidents:
  - a. Educate residents about what, when, and how to report incidents of harassment and/or assault;
4. To create better reporting mechanisms within the SPD and outside of the SPD:
  - a. Develop an app for easy reporting;
  - b. Develop an online form for easy reporting;
  - c. Support existing non-SPD reporting efforts.

### LGBTQ Youth

1. To address a lack of adequate housing for LGBTQ youth and improve the experience of LGBTQ youth in the emergency housing system:
  - a. Support "Project EQTY" initiative;
  - b. Ensure that HUD directive for LGBT training for shelter employees is implemented;
  - c. Pursue innovation in the system, focusing on data-driven outcomes.

2. To address LGBTQ youth feelings of isolation and lack of safety, and ensure that schools and City-owned facilities are more welcoming places:
  - a. Work with the Seattle School District to ensure state law on harassment is working and is inclusive;
  - b. Develop LGBTQ-positive campaign in community centers, parks, and other City facilities.

### **Built Environment**

1. To address the role that existing structures play in contributing to criminal activity, and create better-lit spaces and safer streets and alleys:
  - a. Undertake an evaluation of existing lighting facilities;
  - b. Implement recommendations of Cal Anderson Park lighting study;
  - c. Reconsider placement of dumpsters and other objects to open up sight lines.
2. To address the lack of LGBTQ-affirming infrastructure and ensure that the LGBT community is seen as critical to and is embraced by the neighborhood:
  - a. Install rainbow crosswalks at key intersections to help signal support and presence of LGBT community;
  - b. Explore inclusion of a rainbow ribbon on street signs;
  - c. Consider advocating for a large rainbow flag similar to Castro District in San Francisco.
3. To ensure residents understand the historical place of the LGBTQ community:
  - a. Promote historical markers to memorialize the LGBT community's place in the neighborhood;
  - b. Create a memorial at Cal Anderson Park for those lost in the fight for equality and to AIDS.
4. In order to promote safety by activating parks, streets and other spaces that are insufficiently activated (especially outside of business hours):
  - a. Evaluate the current usage of Cal Anderson Park and determine if use policies could be improved;
  - b. Bring the "parklet" and other innovative street-activating programs to the neighborhood.
5. Evaluate the safety of City infrastructure for Trans\* people to ensure Trans\* people feel comfortable in the built environment:
  - a. Assess the need for gender-neutral facilities in parks and City-owned buildings.

### **Public Understanding**

1. Ensure that Capitol Hill residents understand that Seattle values its LGBT community:
  - a. Support the "I Am Capitol Hill" visibility campaign;
  - b. Ensure the inclusion of LGBT-positive art and visuals at the light rail station.
2. To address a lack of acceptance of Trans\* community and ensure that Trans\* people are fully included:

- a. Ensure that all public campaigns address Trans\* community;
  - b. Ensure that the City is considering Trans\* people's needs in its programming.
- 3. To address a lack of attention to LGBT senior population and ensure that LGBT seniors are fully included in community life:
  - a. Ensure that all public campaigns address LGBT senior community;
  - b. Ensure that the City is considering LGBT seniors' needs in its programming.
- 4. To address the lack of a common message and approach to LGBT concerns, ensure that on-the-ground leaders understand the community's needs and communicate them often:
  - a. Work with nightlife owners to encourage them to be involved in and communicate safety initiatives;
  - b. Work with storeowners to encourage them to be involved in and communicate safety initiatives.