



**TOWN  
+GOWN:  
NYC**

PARTICIPATORY DESIGN & ANTHROPOLOGY  
**TOWARD A UNIFIED APPROACH**  
Resilient People Places and Projects.4  
05. 20. 2024

# DESIGN for EQUITY

# EVOKING EQUITY



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# Defining Equity

***Is Equity about equal access to information ?***

*(capacity building?)*

***Is Equity about equal availability?***

***Is Equity about equal distribution, standardization, social idea, quality or quantity or both?***

***Is Equity about equal distribution of environmental benefits or burdens:***

*Healthy indoor environments involving daylighting (stimulation) and natural ventilation and energy use?*

***Is Equity about equality?***

*Since Inequity and Prejudice are listed among the antonyms of Equity, perhaps it is worth trying to visualize them as spatial conditions.*

***Is Equity about fairness?*** *Or, is it inequity, injustice, prejudice, favoritism, discrimination, grievance, malpractice, oppression, partiality?*

***Or is Equity responsive to parity, identity of the community or the unique needs of the community?***

***Is Equity about ownership?***

***Is Equity about Race?***

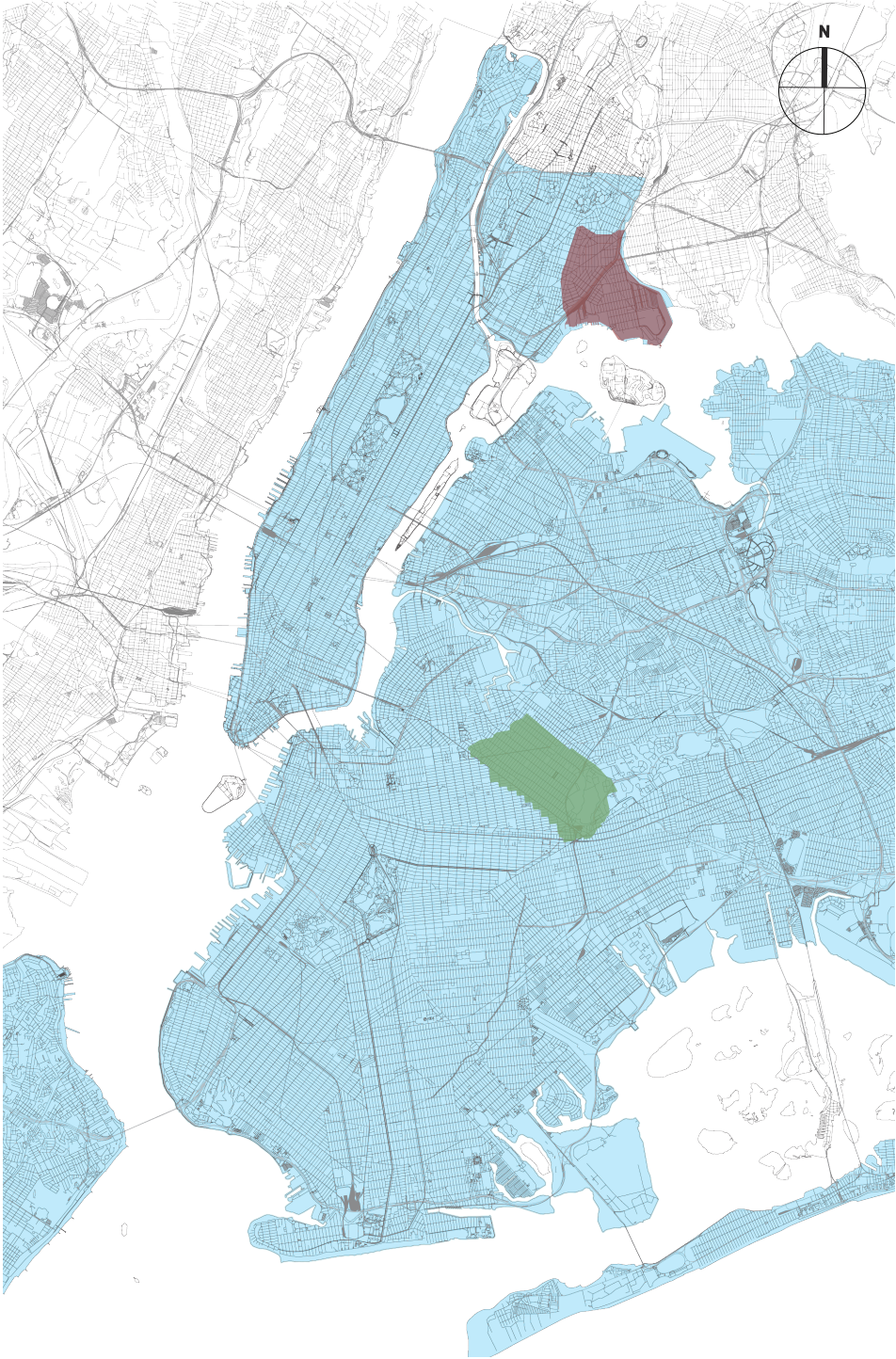
# Two Communities Six Facilities

## 3A Bushwick, Brooklyn

- 3A.1 Site and Demographic Analysis
- 3A.2 Brooklyn Public Library, Irving Branch
- 3A.3 Brooklyn 83rd Precinct
- 3A.4 Knickerbocker Plaza

## 3B Hunts Point, The Bronx

- 3B.1 Site and Demographic Analysis
- 3B.2 Hunts Point Library
- 3B.3 41st Precinct
- 3B.4 Monsignor Del Valle



City Wide Graphic

- Hunts Point
- Bushwick

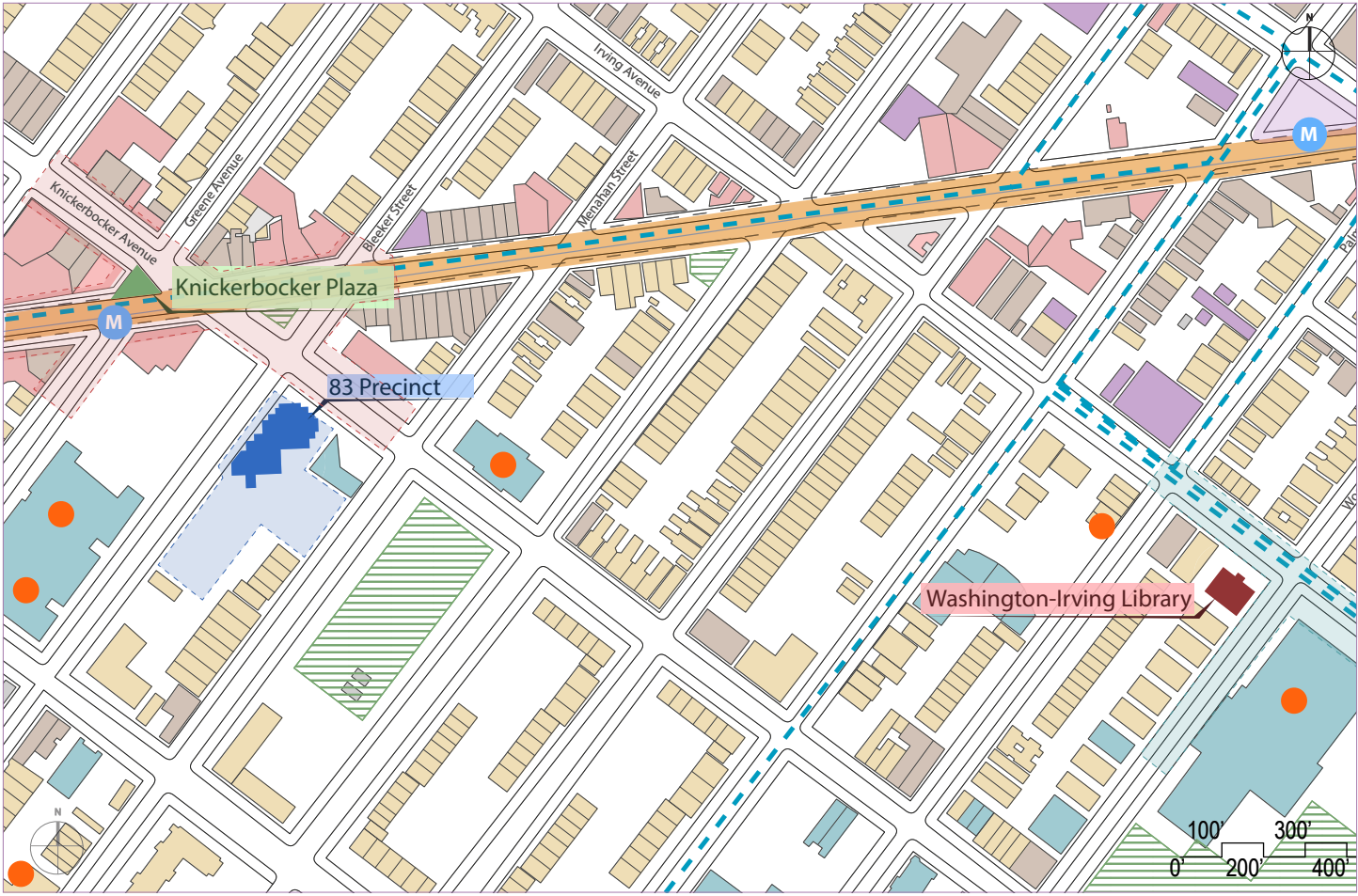




# Bushwick, Brooklyn



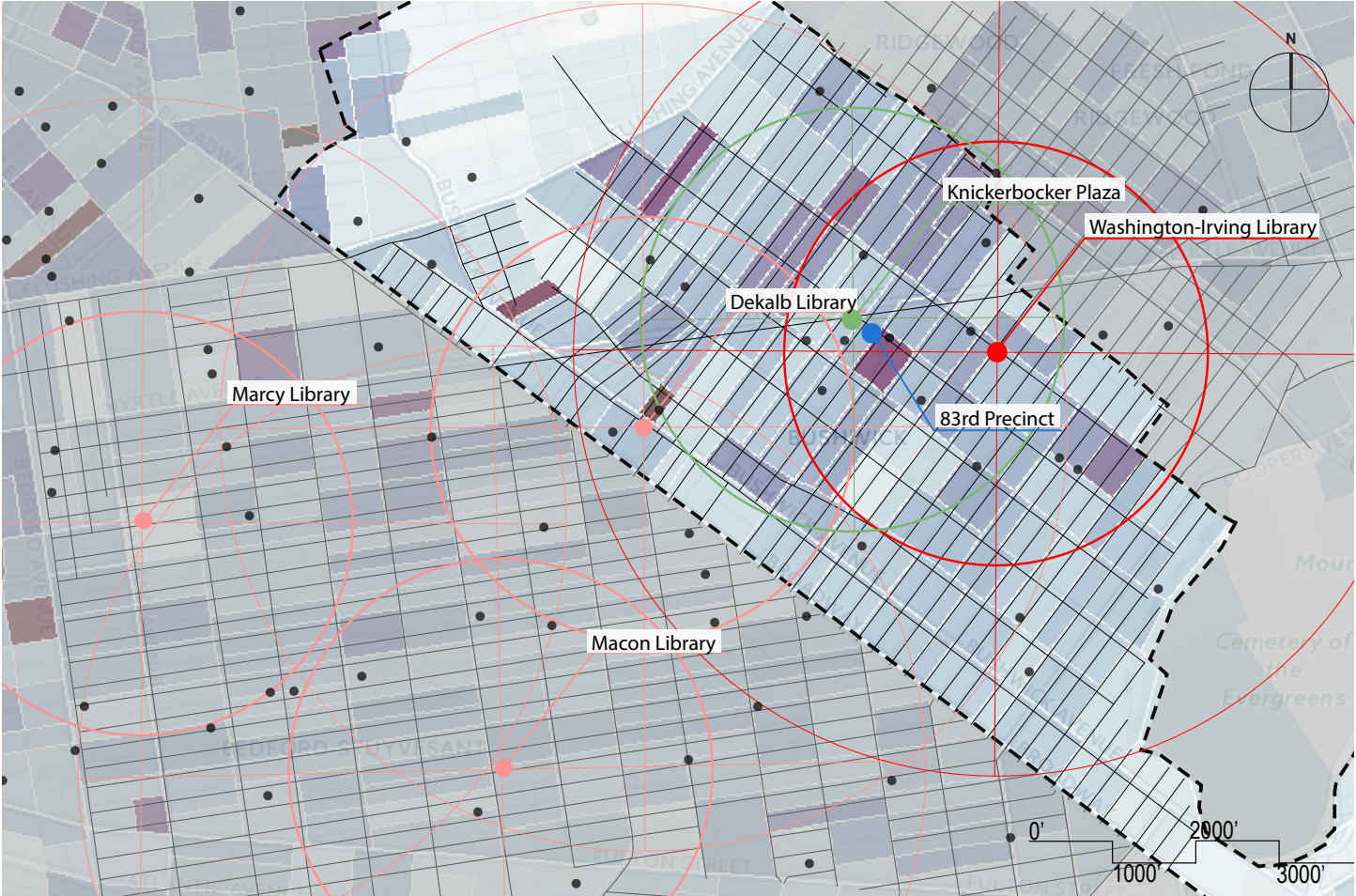
**GEOGRAPHIC MAP OF DISTRICT  
BOUNDARY FOR 83 PRECINCT**



**CONNECTIVITY SITE ANALYSIS  
Bushwick, Brooklyn**

- |                 |                 |
|-----------------|-----------------|
| Subway          | Mixed Use       |
| Commercial      | Park/Playground |
| Park/Playground | Schools         |
| Institutions    | Industrial      |
| Residential     | Bus             |

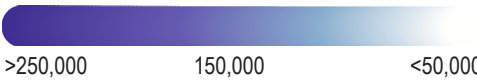




ANALYSIS

Bushwick, Brooklyn

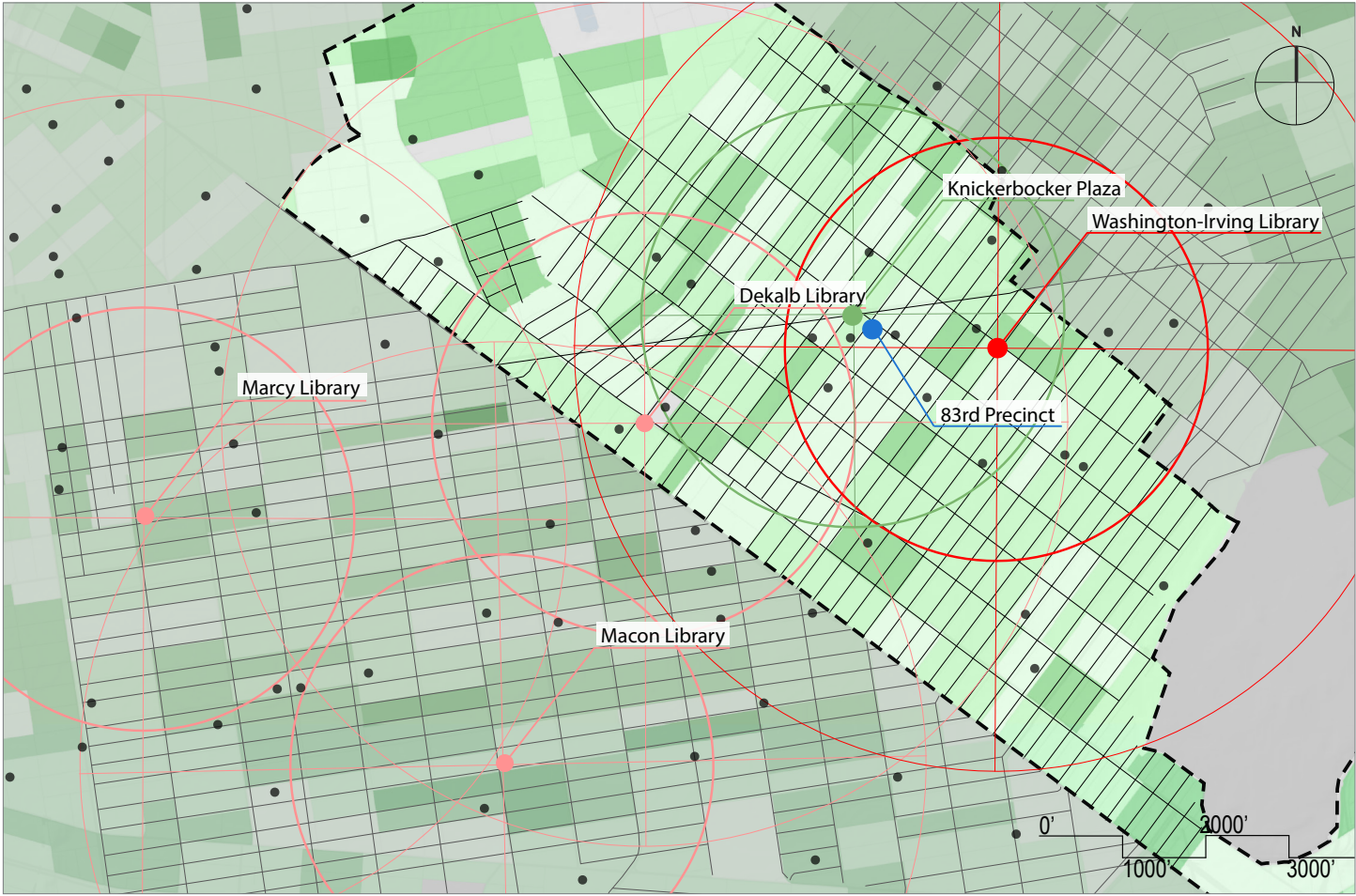
Population Density (2000-2013)



Libraries and other public facilities viewed within the 83<sup>RD</sup> Precinct's geographic boundary vis a vis demographic analysis based on **population density**.

1 Mile & 1/2 Radius:

- Main Library Branch
- Alternative Library Branch
- Knickerbocker Plaza
- Schools
- (Public, Private, & Religious)



ANALYSIS

Bushwick, Brooklyn

Median Household Income (2005- 2009)



Libraries and other public facilities viewed within the 83<sup>RD</sup> Precinct's geographic boundary vis a vis demographic analysis based on **Median household income**.

1 Mile & 1/2 Radius:

- Main Library Branch
- Alternative Library Branch
- Knickerbocker Plaza
- Schools
- (Public, Private, & Religious)





ANALYSIS

Bushwick, Brooklyn  
Communities of Color (2005-2009)



Libraries and other public facilities  
viewed within the 83<sup>RD</sup> Precinct's  
geographic boundary vis a vis  
demographic analysis based on  
**communities of color**

1 Mile & 1/2 Radius:

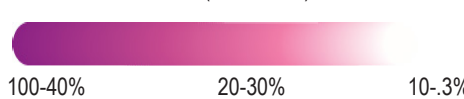
- Main Library Branch
- Alternative Library Branch
- Knickerbocker Plaza
- Schools
- (Public, Private, & Religious)



ANALYSIS

Libraries and other public facilities  
viewed within the 83<sup>RD</sup> Precinct's  
geographic boundary vis a vis  
demographic analysis based on  
**communities of youth.**

Bushwick, Brooklyn  
Communities of Youth (2005-2009)



1 Mile & 1/2 Radius:

- Main Library Branch
- Alternative Library Branch
- Monsignor Del Valle
- Schools
- (Public, Private, & Religious)





**CIVIC INFRASTRUCTURE MAP**  
Bushwick, Brooklyn

- 83rd Precinct**
- 1-33. Block Associations
  - 34. Monthly Community Meetings
  - 35. Community Board #4
  - 36. Maria Hernandez Park
  - 37. NYCHA Palmetto Gardens Senior Center
  - 38. NYCHA Bushwick II (Groups A&C)
  - 39. NYCHA Bushwick II (Group B&D)
  - 40. NYCHA CDA Bushwick II (Group E)
  - 41. Council District #37 Rafael Espinal
  - 153. Wyckoff Heights Medical Center

- Brooklyn Public Library  
- Washington Branch**
- 42-62. Public Schools
  - 63-92. Universal Pre-Kindergartens
  - 93-99. Head Start Program
  - 100. Boricua College, Graham Center
  - 101-121. After School Program
  - 122-129. DOE/OACE
  - 130-132. Percent For Art
  - 133. Art Gallery
  - 134-152. Day Care Centers
  - 154. Summer Youth Employment Program  
Literacy Program

- Knickerbocker Plaza**
- 155. Myrtle Avenue BID (Precinct #104)

● Subway Stations

# Equity and Publicness

*In many communities such as in Bushwick, strong community leaders and civic organizations are present. These stakeholders are key assets and partners in the success of each facility's program and operation. For precincts the local school principals along with precinct community liaisons and tenants or block associations all work together, to create a supportive mesh of civic infrastructure.*



# Web of Connectivity: Attempts at Guidelines

## Activate Stakeholder and Facility Connections

One of the actions we took was to map the ‘web’ that exists among these facilities and other private or public civic service providers and make the interconnectedness that exists visible. In other words, it is worth examining if the ‘web’ can have a more active presence or participation in the life of facilities, serving as a portal between facilities which utilize common community assets.

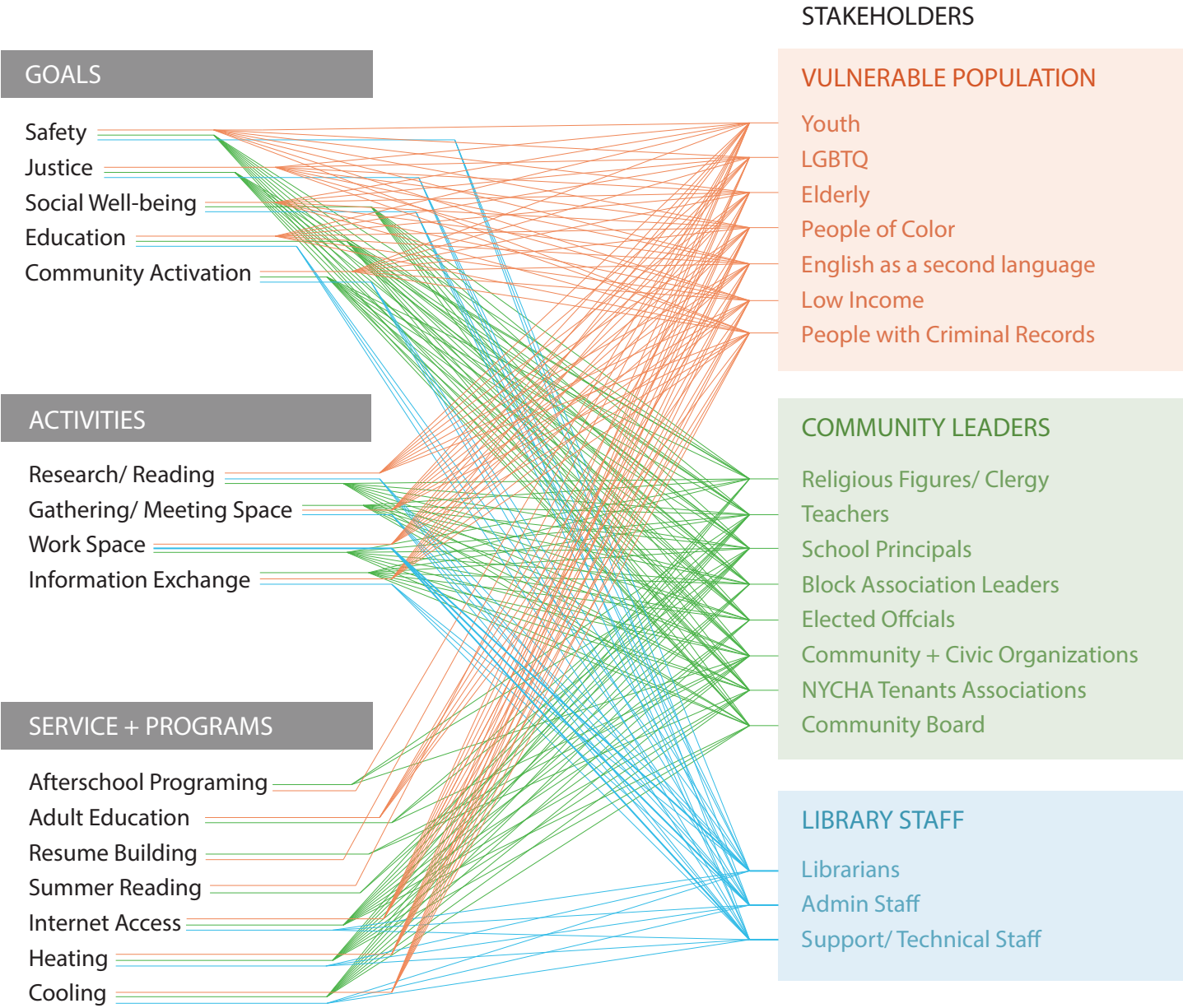
The facilities under review are public, this research is user centered, the primary users of public facilities are the community. Community is defined by those that live and work in the service area of the facility and are the recipients of its services and benefits.

Demographic analysis reveals both community vulnerabilities and assets. Viewing demographics through the lens of equity which prioritizes vulnerable and disadvantaged populations offers a starting point for equitable design. Understanding and responding to the demographics within the service area through program, design and operation makes it equitable.

Each community just like each site/facility has a specific set of needs and capital which can be answered and empowered through good design. Community Stakeholders represent the designer’s direct tie to community capital. The meaningful engagement between the designer and community leadership is essential to elicit both good design and empower community capital.

## LIBRARY

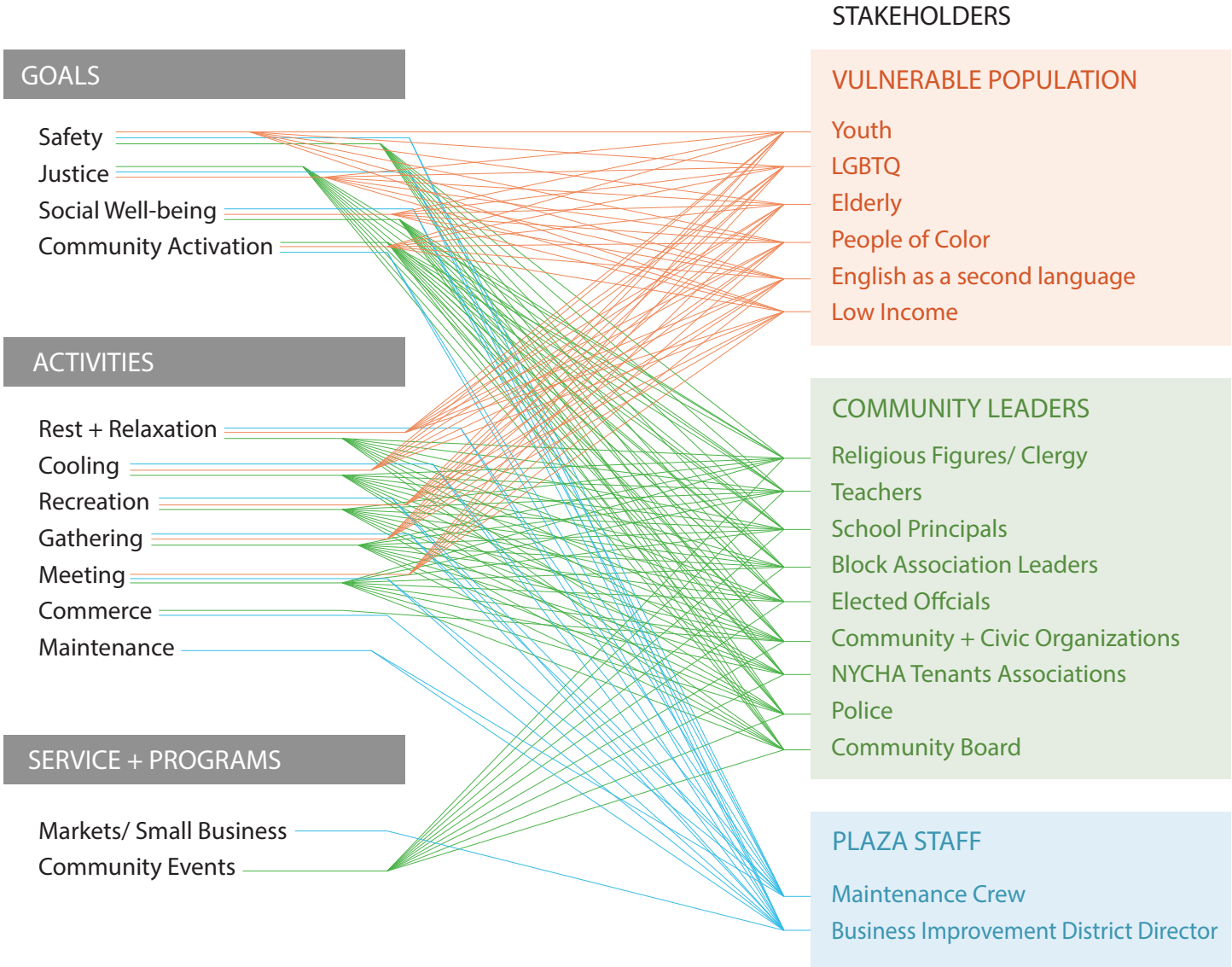
Service Area: 1 Mile Radius





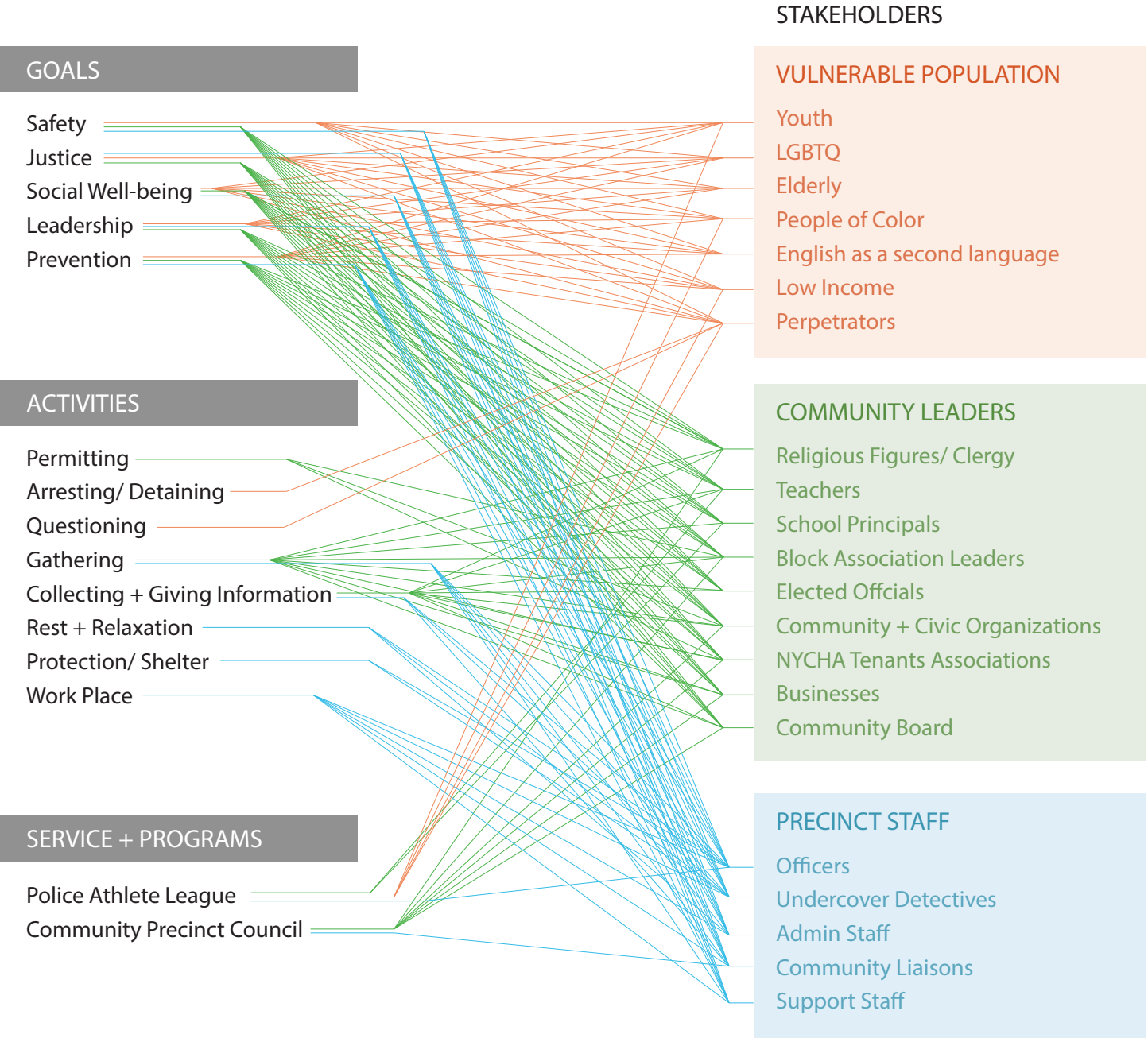
# PLAZA

Service Area: 1/2 Mile Radius

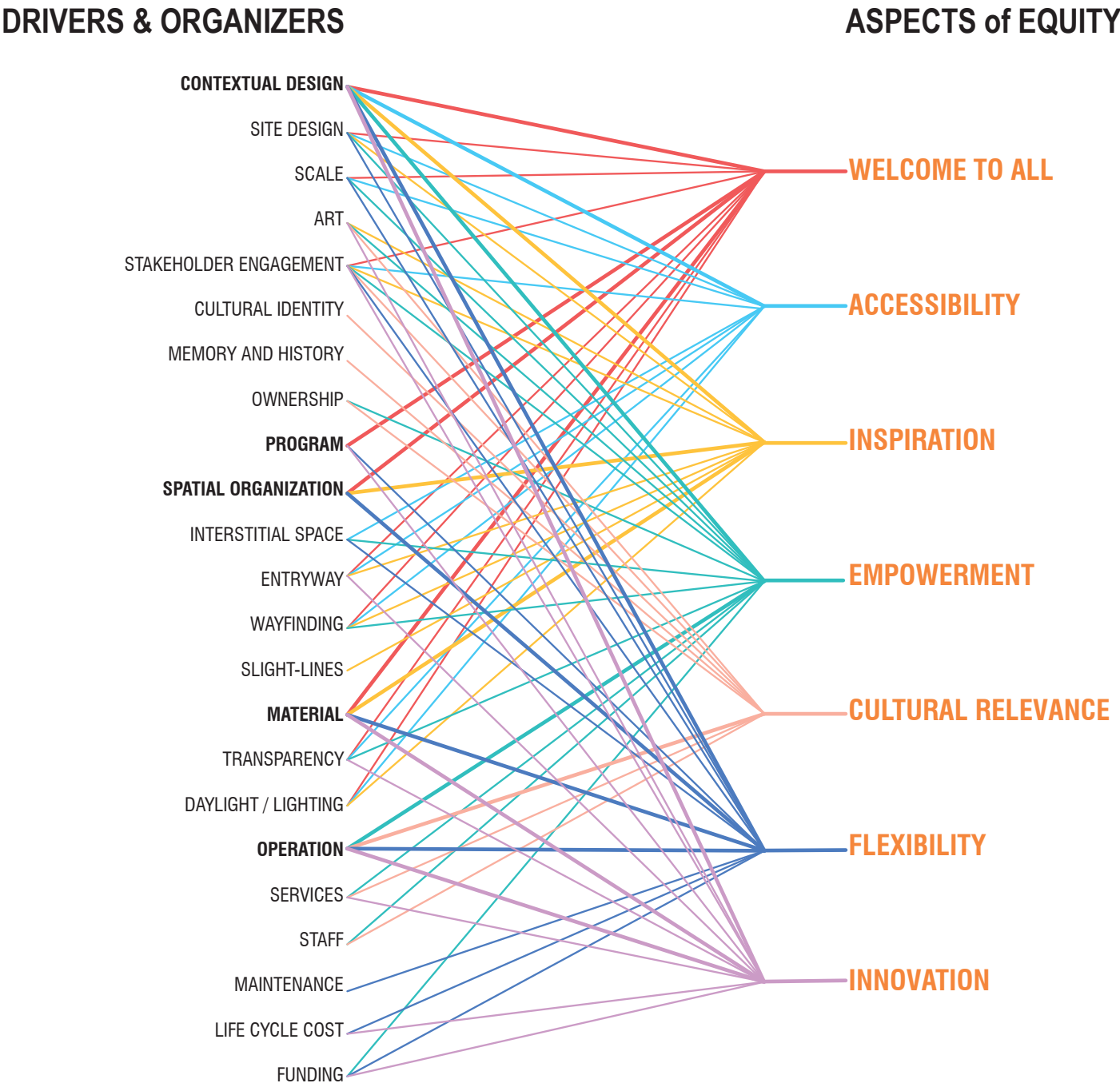


# PRECINCT

Service Area: Precinct Boundary



# Actors, Drivers, Organizers, and Spatial Manifestations of Equity





# 2 Case Studies

## 2.1 Typologies Reviewed

### Urban Plaza

Plaza de Las Americas  
Roberto Clemente Plaza

### Police Precinct

121st Police Precinct  
40th Police Precinct

### Public Library

The Elmhurst Branch Library  
Hunters Point Library

Using a case study approach we aimed to bring a better understanding to how equity is achieved in design. We investigated six (6) specific facilities using a comparative analytic method. The facilities included two (2) contemporary examples of three (3) different typologies: plaza, precinct and library. In each pairing, one project is built and the other is in design or under construction.

The present research examines contemporary public facilities, which is in contrast to the older examples in our first study. Although not central to this study, the comparison of old and contemporary facilities reveals the process of designing and creating public architecture as evolving in response to cultural and technical changes.

Our analytic approach took the form of interviews with each facility’s architect (built or in-process), the onsite staff and the public users wherever applicable. To maintain a level of consistency we developed three sets of questionnaires to guide these interviews and conversations with all. Standardization allowed us to maintain a level of consistency in all our conversations. The following aspects of equity, described earlier, were central to the questionnaires and related conversations:

- Welcome to All
- Accessibility
- Inspiration
- Empowerment
- Cultural Relevance
- Flexibility
- Innovation

# Precincts as Contested Space

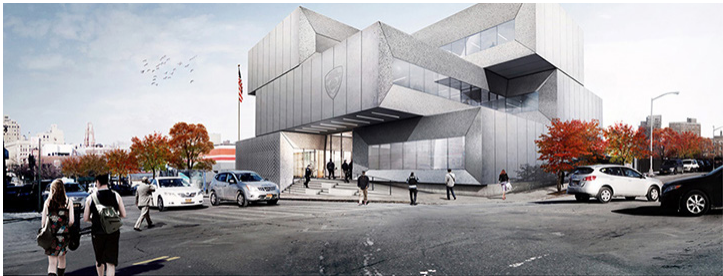
The degree of publicness is a relevant question in reviewing the role of the police precinct as a typology fostering equity. It elicits an almost automatic compare and contrast between the precincts, presently still a contested space and the all-inclusive plazas. Although NYPD has developed programs that foster community relations, these take place in large part outside of the precinct. The practice and culture within the precinct is essentially closed off from the public.

Over the course of this yearlong study, we have reviewed four (4) police precincts<sup>2</sup>. Three are built; one is in design. Excluding the un-built project, we concluded that approximately 8% of floor area of a precinct is accessible to the public (basement not included). All entryways have layers of security, including improvised barricades. The public cannot freely enter these facilities to approach the information desk and communicate to the law-enforcement agents. Except for the 40th Precinct by Bjarke Ingels Group (BIG), which is still in progress, the entrances of the precincts included in this study are not welcoming.

NYPD is the responsible agency for the safety and security of our neighborhoods, yet the relation to the communities they are serving is tender. Police-Community collaborations might be on the rise but lack complete trust especially within the confines of the precincts. This is reflected in the spatial organization of many precincts even in the most recently completed 121st Precinct in Staten Island.



121st Precinct (in operation since 2015)  
970 Richmond Avenue, Staten Island,  
NY 10314  
Designed by Rafael Viñoly Architects,  
PC



40<sup>th</sup> Precinct (in progress)  
E148th Street and St. Ann's Ave.  
By: BIG/ Bjarke Ingels Group



## Library as a Social Condenser

Libraries deliver foundational City services to communities and have the potential to become inclusive, empowering and equitable spaces.

*“People are very dependent on the library for different needs and its resources. They are very inquisitive about its services.”“It has become a place to come and sit, and you do not have to buy coffee. It has become the local pub without the alcohol, the home away from home.”*

From the interview with the Elmhurst Branch Library Staff

The changing role of public libraries is evident and the emerging typology is inspiring. Libraries have gained significance and transformed from being a quiet reading room into a community center, a cultural hub, an educational portal and a refuge from urban heat. The public library can potentially bring diverse groups of people together, facilitating their interaction and thereby encouraging social cohesion.

### Social Cohesion and Connectivity

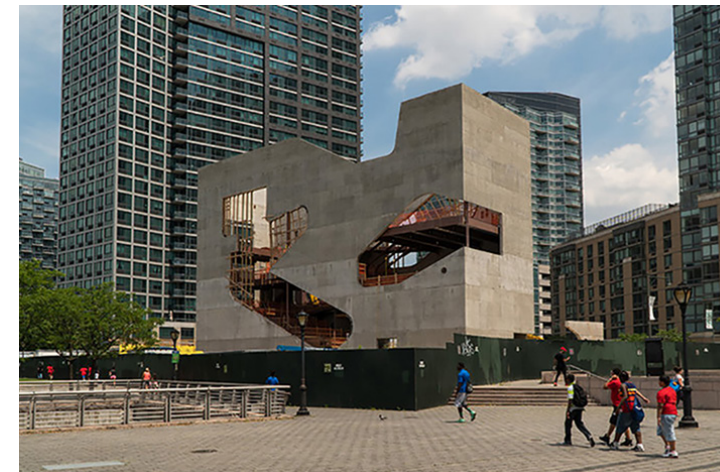
Both Steven Holl and Marpillero Pollak, the architects of the libraries under consideration, have used the term social condenser to describe their inspiration for design. The term ‘Social Condenser’ was first used by Moisei Ginzburg referring to a spatial concept that architecture can transform and influence social behavior.<sup>3</sup> According to Ginzburg, the concept of social condenser would influence the design of public spaces and break down perceived social hierarchies toward creating socially equitable spaces. These ideas manifested themselves in built form by intentionally overlapping programs and creating shared circulation nodes thereby allowing unexpected connectivity among diverse communities.

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3      NARKOMFIN building for collective living 1928-30, Moscow



The Elmhurst Branch Library (opened February 2017)  
8508 51st Avenue, Queens, NY 11373  
By: Marpillero Pollak Architects



Hunters Point Library (in progress)  
47 Center Blvd, Queens, NY  
By: Steven Holl Architects

# Public Plaza as Equalizer

During interviews with designers, facility staff, community members and our advisory committee, ‘the street’ was frequently cited as a space that evokes equity. Specifically, the street was recognized for offering open access to all, regardless of their cultural or socio-economic status. Jonathan Kirschenfeld<sup>1</sup>, Architect and Founder of the Institute for Public Architecture explains:

*“the space that comes to mind when thinking of equity is the street, [where] there are no doorkeepers.”*

Whether planned or resulting organically from the City’s colliding urban grids, plazas offer many opportunities. Regardless of their scale, plazas are powerful tools to promote public life, activate place, and cultivate local identity, collective memory and ownership within the dense urban environment. Plazas relieve congestion, ease tension on the City’s grid, facilitate storm water management, and foster interaction between the built environment and the community to positively affect social cohesion. They can potentially enhance the overall wellness of their respective neighborhoods.

The public plaza is a place for gathering where the citizens can advocate for themselves and uphold the unspoken traditions of the City’s inherent culture. Plazas are unique since there is no staff or service provider on the premise and City services are delivered indirectly. Local organizations, such as neighborhood economic development corporations, assume the roles of maintenance and programming. Oftentimes, the same local organizations also serve as the moderators between

the City and Community throughout the life of a plaza and generate stewardship, thereby enabling plazas to better respond to their cultural, as well as physical, context. Cultural context is identified and amplified through design in both urban plaza case studies.

Plaza de Las Americas (completed 2015)  
651-699 W 175th Street in Washington Heights  
Designed by Jackson Wandres, Director of Landscape Architecture and Urban Planning at NV5



Roberto Clemente Plaza (in progress)  
Third Avenue between 148th and 149th Streets  
Designed by James Garrison of Garrison Architects



1 For a full digest of Jonathan’s interview visit Part One, Chapter 5



# Roberto Clemente Plaza

148-149th Street and Third Avenue, South Bronx

By: Garrison Architects

## Context

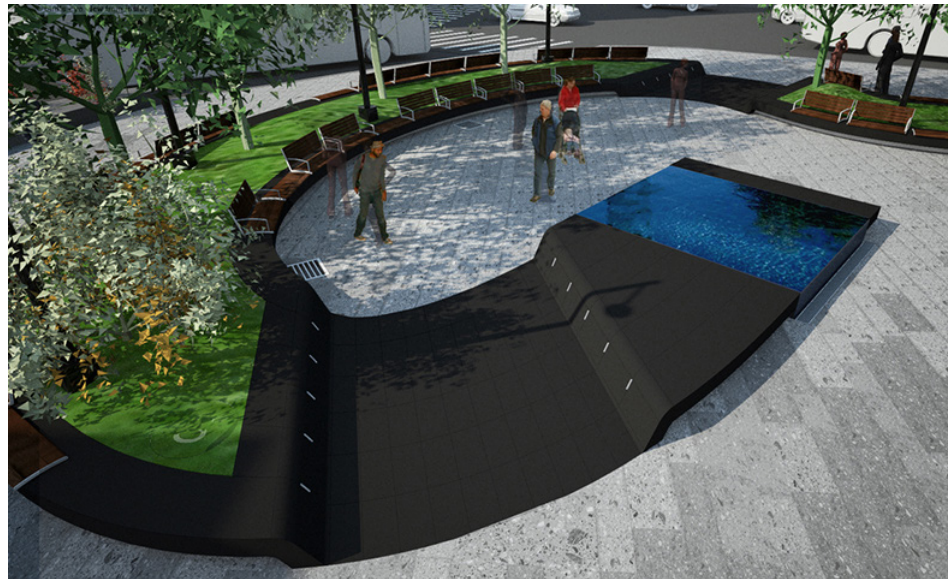
The area in the South Bronx where Roberto Clemente Plaza is is a local, multi-modal transportation hub. Where 3rd Avenue and Willis Avenue merge near the 149th Street, the existing traffic island together with the sidewalk forms a sizable, contiguous space as an urban plaza.

## Design

According to the architect's drawings, the triangulated site is designed to create a center and a periphery by the highly articulated, landscaped curvilinear zone that turns onto itself. This design element delineates or carves a quiet area from the surrounding busy sidewalk that gives space to several bus stops creating inside and outside zones.

The design utilizes green infrastructure for stormwater management on the site, while also featuring and celebrating the element of water.

In his own words, Garrison continued describing his design as something for



everyone *“The scale does not matter either! Roberto was not big! But that piece has everything in it.”*

When asked about the definition of equity, Garrison responded:

*“I suppose William Whyte’s standards are useful here. Can you sit yourself on it, can you see other people? Have you dealt with the sensory environment in a way that gives you a respite from the City or if appropriate, forces you into it? But I think, we first started with how the individual experiences our space... how we accommodate their minds and their bodies... Because, that is for everybody! Then you get to representational issues... so it is named after Roberto Clemente, the great baseball player.”*

*“We are looking to serve the culture in the most complete way we possibly can in every project... And, if it means in a private project convincing the developer to respond to the public need, to be more responsible on the face of the overall cultural need, we are going to do that. We see that as our job. If it means going into a situation like Roberto where (City) planning may have a kind of pre-ordained approach to a project which we think does not completely serve the population in the South Bronx... that very active hub... And there was a conflict there, a conflict between the City’s desire to make a green... everything green let’s say...and this kind of miniature Times Square that is extraordinary and vibrant...We had to find a way to navigate between those...”*

- James Garrison, Architect





# Roberto Clemente Plaza

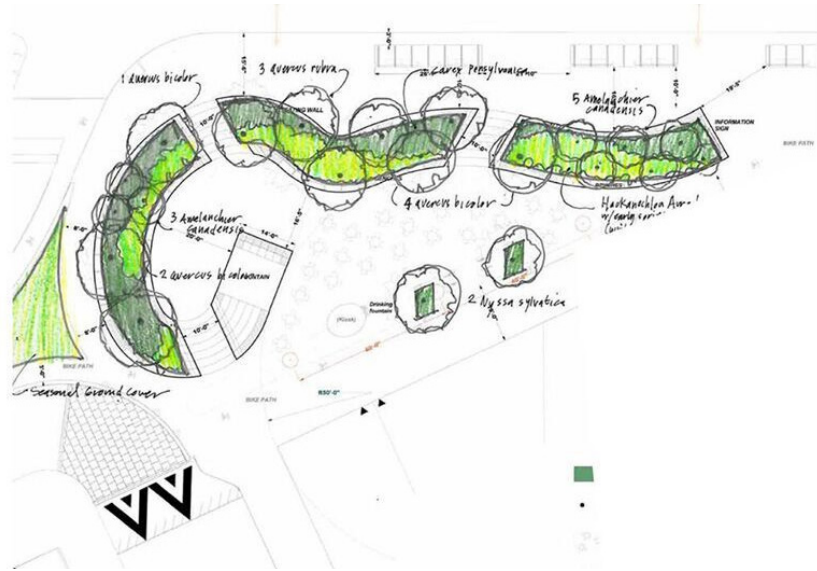
148-149th Street and Third Avenue, South Bronx  
By: Garrison Architects



*“The plazas are essential parts of the City which break up the traffic and the density within a community. Even if a park is located within a few blocks, a plaza still provides community members and families a much needed place for respite and reflection.”*

Cedric Loftin, District Manager of Bronx CB1  
**Context**

The area in the South Bronx where Roberto Clemente Plaza is a local, multi-modal transportation hub. The design transforms a traffic island where 3rd Ave. and Willis Ave. merge near 149th Street. By merging the traffic island with the sidewalk on the east side of Willis Ave., it was possible for the City to define this sizable, contiguous space as an urban plaza.



## Design

According to the architect’s drawings, the triangulated site is designed to create a center and a periphery by the highly articulated, landscaped curvilinear zone that turns onto itself. This design element delineates or carves a quiet area from the surrounding busy sidewalk that gives space to several bus stops.

There are areas planned for movement and areas for rest. The highly articulated and landscaped curvilinear zone, that turns onto itself, is wide

enough to separate the quiet area from the surrounding busy sidewalk, creating inside and outside zones.

The design utilizes green infrastructure for stormwater management on the site, while also featuring and celebrating the element of water.

Garrison continued describing his design as something for everyone *“The scale does not matter either! Roberto was not big! But that piece has everything in it.”*

*“I suppose William Whyte’s*

*standards are useful here. Can you sit yourself on it, can you see other people? Have you dealt with the sensory environment in a way that gives you a respite from the City or if appropriate, forces you into it? But I think, we first started with how the individual experiences our space... how we accommodate their minds and their bodies... Because, that is for everybody! Then you get to representational issues... so it is named after Roberto Clemente, the great baseball player.”*

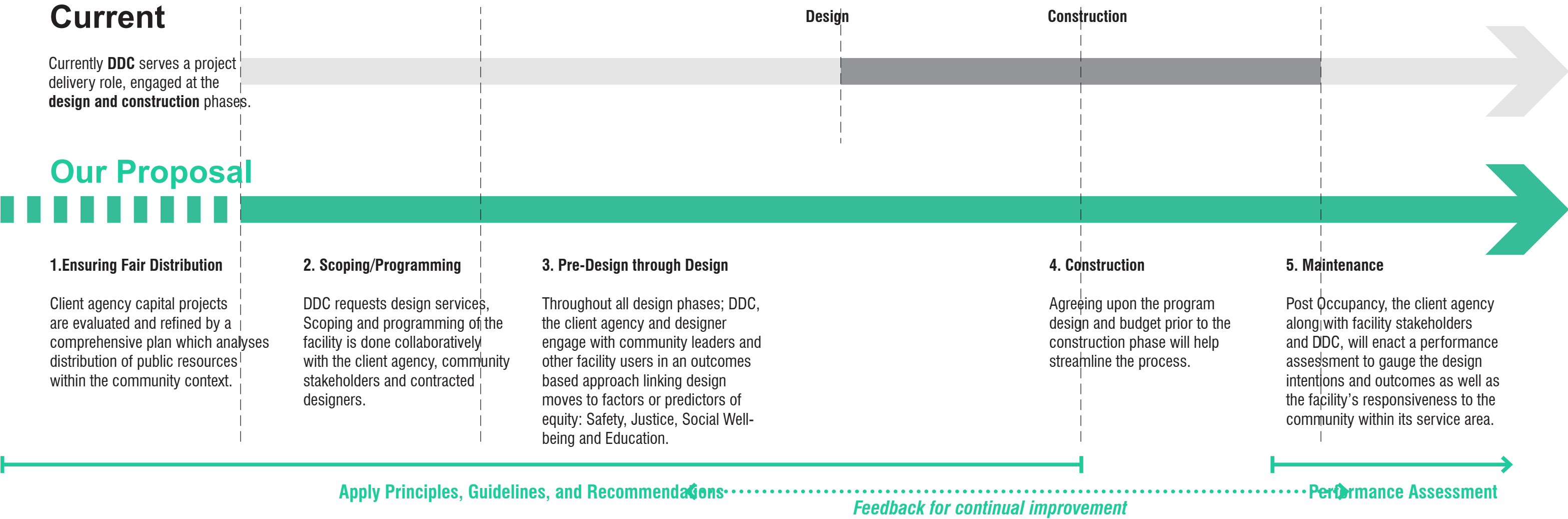








# Life of Public Buildings



**Conclusion**

We conclude that achieving publicness in public architecture hinges on creating opportunities for interconnections between social and built environments. These interconnections are vital throughout the life of a public facility beginning with design and carrying through to operations and maintenance. Establishing and maintaining these interconnections requires effective and open communication between all parties particularly the three key actors of the City, the Community and the Architect. We have found that the seven (7) identified aspects of equity; welcome to all, accessibility, inspiration, empowerment, cultural relevance, flexibility and innovation take many different forms and can be achieved in many ways thus reaffirming the findings of Part One. Designing for equity is not prescriptive.

Our investigation has often been punctuated with the potential for public architecture to serve as a beacon. Our earlier discussion of drivers offers the tools of demographic, civic infrastructure and stakeholder analyses as a means to amplify publicness and identify who the facility will serve. However, implementing all drivers and organizers does not by default create a guiding force. This requires an added awareness, a different scale, an excellence in design to captivate the public’ s attention, to inspire and empower, to guide them. Architect, Sir David Adjaye, believes communities need empowering buildings and that designing public facilities is about the creation of a strong beacon.



# Objectives and Recommendations

## Just Distribution - Flexibility - Ownership

Equal Opportunity does not yield equal outcomes. To be equitable, facility design, programming and operations need to respond to local conditions. In reality some NYC neighborhoods have greater needs than others. We offer a set of overarching recommendations framed by the objectives of Just Distribution, Flexibility and Ownership as the foundation of equitable design.

### Just Distribution

#### Community Level Responses (Equity upstream from DDC) In the equitable distribution of resources citywide.

Create a mechanism to assess and plan for the equitable distribution of resources citywide including **the location of new facilities as well as the planning/execution of facility renovations.** Create a comprehensive, community centered planning process in which community assets and needs are collected and considered outside of any one client agency’s criteria. Client agency proposals for capital projects are then refined by this process to ensure they address community needs.

#### In the operations and programming of facilities.

Arguably, in our current social climate, there is no greater need for connectivity between community and a facility than with the police precinct. The history and recent events of police sanctioned disruption and violence has created

deep distrust and fear of our criminal justice system within black and brown communities. As argued by Harvard Professor and Sociologist, Matthew Desmond, single acts of police aggression register in the collective memory of brown and black communities as a larger and longer pattern of violence and oppression. Going further to say, since acts of excessive police force have community consequences, cities need to implement community level responses. Community level or community based responses to performance indicators should be a practice for all facilities. Programs and services offered should reflect the needs and assets of the facility’s service area. Users should match the demographics of the service area.

### Environmental Justice

Address the Social Cost of Carbon and other Environmental Burdens. Mitigate localized carbon impacts of building systems and operations. Energy, Water, and Solid Waste systems associated with a facility should aim for neutrality in regards to their impact on the surrounding community. Create an environmental justice plan which prioritizes public goods investment and access to resources in Environmental Justice communities.

### Flexibility and Innovation Avoid Guidelines that are Formulaic or Prescriptive Offer freedom of interpretation to the designer

It is an oversimplification to identify specific equitable design guidelines for each facility. Entryways, exterior walls, furniture, materials and program are all considerations to achieve equity but their details cannot be dictated. Guidelines must allow for the design and program to respond to the needs and assets of the community. Creative interpretation of community needs and desires and responding to their unique character is not prescriptive but is essential to the creation of equitable space. Being too prescriptive with guidelines robs the

designer of the creative process to address each project and undermines the expression of a community’s unique social and cultural capital.

**Flexibility in Design Review**

Allow for the guidelines of equity to elicit innovation. Being too constrained in the review and interpretation of equitable design proposals can limit innovation. Keeping an open mind can create opportunities for designs to test out new ideas and services. Rely on the performance assessment of design intentions to inform future design reviews and enhance the guidelines overtime.

**Flexibility in structures and spaces.**

Building systems and spaces should be able to evolve and change overtime, accommodating multiple functions, programs and users.

**Ownership**

Stakeholder Inclusion and Engagement in Programming, Design and Operations To achieve equity, users and more broadly the community must have a sense of ownership in the facility. To achieve ownership it is essential to engage local leadership and users in the programming, design and operations of our public facilities.

**Unite the designer and users at the earliest stages of programming and throughout the design process.**

Ideally, all client agencies have their own mission and visions and strategic plans which are focused on responding to community/user needs. However, in our experience, this ideal is not always achieved. Allowing all users the opportunity to engage in a dialogue with designers is good practice and should be fostered. They along with the client can translate community needs and capital into building design and program.

**Foster a Citywide Commitment to Equity**

Create a Standardized Process for Incorporating Equity Into and Across all Client Agencies. As we have learned from our designer interviews, positioning equity as a priority within each client agency would allow for more open and expansive design interventions by providing a counter to the more prescriptive and embedded standards such as security. Guidelines from DDC are not all that is needed to achieve equitable design and facility performance. Each client agency needs to, themselves, adopt a commitment to equity which is also coordinated citywide. The City of Seattle’s Race and Social Justice Initiative, which embeds equity in all city agencies and offers Implicit Bias and Cultural Sensitivity training to all City employees can serve as a model.



Principal Research Investigators

Jaime Stein

Director of M.Sc. Sustainable Environmental Systems and Adjunct Associate Professor at Pratt Institute. Jaime’s academic research focuses on systems thinking integrated with community self-determination. Areas of focus include green infrastructure, equity and community based resilience. She is Co-Director of Pratt Institute’s Recovery, Adaptation Mitigation & Planning (RAMP) climate change adaptation initiative, is a founding member and Steering Committee Chair of the Stormwater Infrastructure Matters (S.W.I.M.) Coalition as well as the Collective for Community, Culture & the Environment. Ms Stein is also the Mayoral Appointee for the Atlantic Yards Community Development Corporation, Board of Directors.

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Adjunct Professor of Architecture at Pratt Institute. Zehra Kuz is a registered Architect in New York and Connecticut and Adjunct Professor with CCE at Pratt Institute, School of Architecture, where she has been teaching since 1993. She is the principal of Oasis Design Lab (registered since 2002), a collaborative office for architecture and engineered design. Her approach to design is influenced by reciprocal relationships that exist between buildings, their occupants and the surrounding environment. Similar ideas inspired the exhibition “Autochthonous Architecture in Tyrol” accompanied by a catalog and the three-part symposium ‘The Organic Approach to Architecture’ which she co-authored with Deborah Gans. A Graham Foundation Grant funded the book under the same title.

Jamie Stein and Zehra Kuz were the primary investigators for a research funded by The NY Community Trust titled Fluid Frontiers investigating Stormwater Management in the Red Hook Sewershed.

Research completed in 2017

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