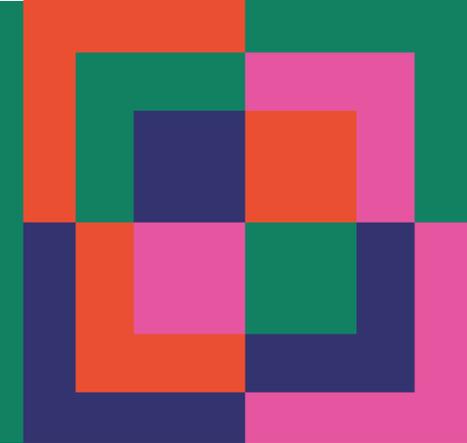


Office of Inclusion Annual Report 2021



Table of Contents

Letter from the Acting Commissioner



- 3 Letter from the Acting Commissioner**
- 4 Letter from the Director**
- 6 Driver Outreach**
- 7 Licensee Assault Protocol & Victim Support**
- 8 Passenger Outreach**
- 9 Anti-Discrimination Training**
- 10 Accessibility**
- 12 Complaint Statistics**
- 24 Demographic Statistics**

Dear Fellow New Yorkers,

I am pleased to share with you the third annual report of the New York City Taxi & Limousine Commission's (TLC) Office of Inclusion (OOI), which works to ensure that both drivers and passengers are respected as they travel around our great city.

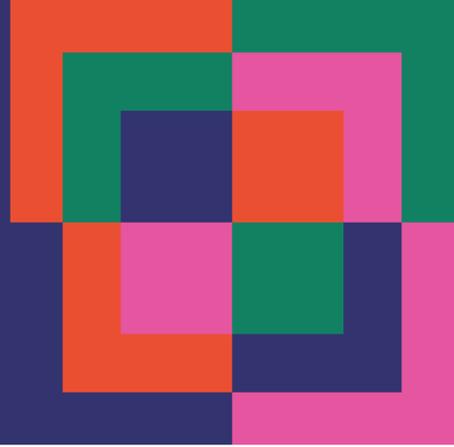
As the COVID-19 pandemic continued to impact all of us in 2021, TLC prioritized the health and safety of our licensees, as well as the riding public. The agency was able to maintain critical services and expand outreach to drivers and passengers despite pandemic related hardships. Particularly, OOI focused on informing drivers about Vision Zero, mental health resources, mask and vaccine requirements, crime reporting, and other programs. In addition to working with drivers, OOI worked to educate the riding public about their rights as passengers and how to file a 311 complaint. Over the past year, we also strengthened ties with stakeholders from all protected classes and created new partnerships with communities.

As we move forward, our agency will continue to focus on promoting diversity and cultural sensitivity to enhance the transportation experience for our drivers as well as the diverse members of the riding public.

Sincerely,

Ryan Wanttaja
TLC's Acting Commissioner

Letter from the Director



Since its creation three years ago, the Office of Inclusion (OOI) has worked to improve driver safety and enhance the passenger experience through licensee engagement, passenger outreach, and education. Throughout 2021, we were able to attend and host several online and in-person events, as well as finalize the next steps for the implementation of our Anti-Discrimination Course.

OOI's mission focuses on building a culture of mutual respect around the driver and passenger experiences. We achieve this by providing outreach and education focused on reducing and eliminating discriminatory service refusals. To foster the culture of mutual respect that drivers deserve, TLC implemented the Licensee Assault Protocol in the summer of 2020. This Protocol was created to support drivers who are the victims of crime while on duty. OOI connects licensees to New York State's Office of Victim Services (OVS), which provides financial assistance for medical expenses, counseling, and lost wages. The TLC Owner/Driver Resource Center also provides a wide array of services including mental health service referrals. Additionally, TLC's Enforcement Division contacts the New York City Police Department (NYPD) for updates about investigations involving licensees. Assaulting a TLC-licensee while they are working carries stiff criminal penalties.

To create a better experience for passengers, our office is educating the riding public on how to recognize a service refusal, how to file a 311 complaint, and how TLC oversees the complaint process. We believe that reducing service refusals and discriminatory practices leads to a more respectful riding experience for both drivers and passengers.

OOI recognizes that New York City's greatest attribute is its diversity, and we look forward to expanding our driver and passenger outreach programs throughout the five boroughs. Our main goals in 2022 are to implement our Anti-Discrimination Training Course, improve our collection of driver demographics, and strengthen our relationship with diverse driver and community groups. We will continue with our goal of making for-hire transportation equitable for all.



Sincerely,

Malcolm Cain
Executive Director of External Affairs

Driver Outreach

TLC Licensee Assault Protocol & Victim Support

To accomplish its mission, the Office of Inclusion (OOI) regularly attends events hosted by community-based organizations, City agencies, and elected officials. OOI also co-hosts events with TLC’s External Affairs Department to address any questions drivers may have about its work. In 2021, OOI attended 16 events aimed at engaging TLC licensees and other industry stakeholders:

- 1/27: Test and Trace Event, Bronx
- 2/20: Test and Trace Event, Brooklyn
- 3/2: Base Round Table, Virtual
- 3/25: Base Round Table, Virtual
- 4/2: Memorial Sloan Kettering, Webinar
- 4/6: Base Round Table, Virtual
- 5/10: Columbia University Hospital, Webinar
- 7/27: City Hall in Your Borough, Bronx
- 8/7: IDG Driver Appreciation Day, Queens
- 8/10: Taxi Driver Appreciation Day, Queens
- 8/24: City Hall in Your Borough, Staten Island
- 9/23: City Hall in Your Borough, Queens
- 10/13: Vaccine Pop-Up, Queens
- 10/28: City Hall in Your Borough, Manhattan
- 11/4: Vaccine Pop-Up, Queens
- 11/16: City Hall in Your Borough, Brooklyn

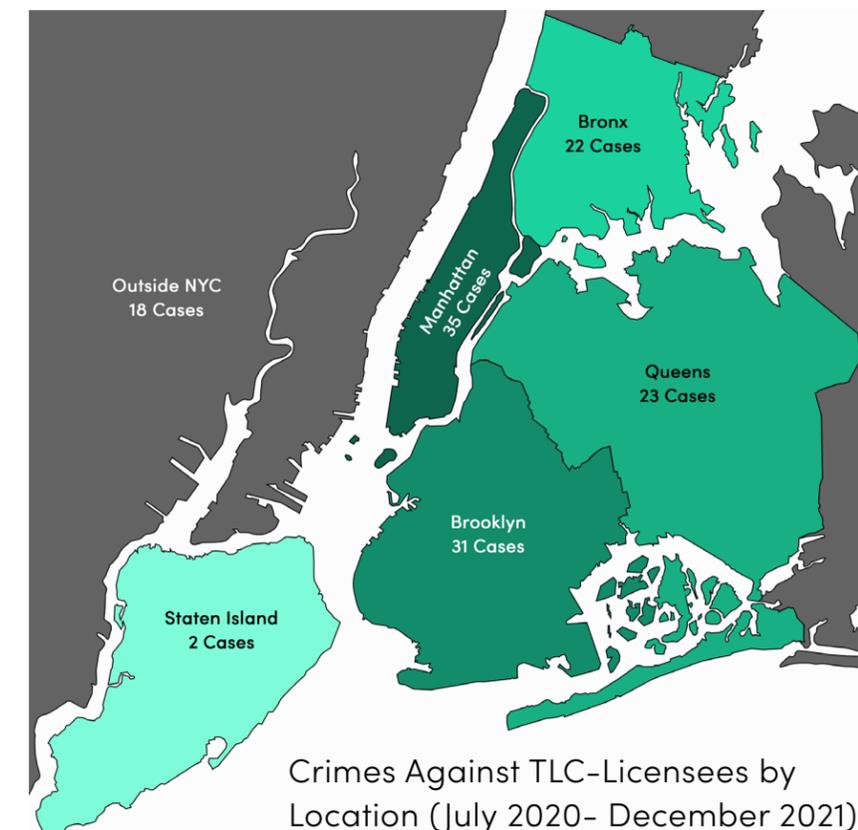
The safety of TLC-licensed drivers is a top priority for our agency. We work closely with the New York City Police Department (NYPD) to ensure that anyone who physically or verbally assaults a TLC licensee is brought to justice, and that the victims of a crime receive the assistance they deserve.

The Office of Inclusion (OOI), along with the External Affairs Department, provides drivers with instructions on

reporting physical and verbal assaults to the NYPD, pursuant to its Licensee Assault Protocol. Licensees also receive information about how to report instances of discrimination to the New York City Commission on Human Rights (NYCCHR).

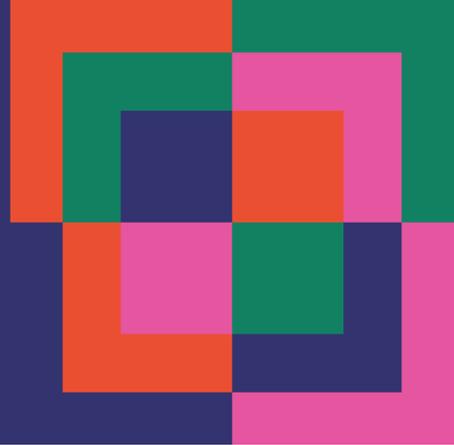
When notified of a crime against a TLC licensee, an OOI staff member contacts the licensee to get more details regarding the incident. OOI then connects the licensee to New York State’s Office of Victim Services (OVS), which provides help with medical bills, lost wages, and other appropriate resources. Our staff proactively assists drivers who have difficulty accessing vital resources to ensure they can complete all necessary applications.

From the period starting in July 2020 to December 2021, OOI assisted 131 Licensees who suffered physical assault, verbal assault, or property damage.



Passenger Outreach

Anti-Discrimination Training



TLC’s Office of Inclusion (OOI) attends a range of events hosted by City agencies and community-based organizations. OOI conducts outreach to ensure the public is aware of their rights as passengers, illegal practices including discrimination, service refusals, and the process of filing a complaint. Complaints can be filed online or by calling 311, and are investigated by TLC’s prosecution division for further action. Passengers can participate by phone if a hearing is held.

Due to the ongoing COVID-19 pandemic, OOI’s passenger outreach efforts in 2021 were focused on protecting the health and safety of licensees and the riding public. These efforts included sharing New York City Department of Health and Mental Hygiene’s (DOHMH) guidance on masks and vaccines with drivers and passengers through social media, website content, and LinkNYC kiosks. OOI staff also began attending in-person events as soon as it became safe to do so.

These included the following:

7/27: City Hall in Your Borough, Bronx

8/24: City Hall in Your Borough, Staten Island

9/23: City Hall in Your Borough, Queens

9/26: Myrtle Avenue Business Improvement District Fall Street Festival, Queens

9/29: NYCHA Melrose Houses TA Meeting, Bronx

10/13: NYCHA Sack Wern Houses TA Meeting, Bronx

10/28: City Hall in Your Borough, Manhattan

11/16: City Hall in Your Borough, Brooklyn

Local Law 219 of 2018 created the Office of Inclusion (OOI) to address discrimination in for-hire service and develop a cultural sensitivity/anti-discrimination course for TLC-licensed drivers. Pursuant to this mandate, TLC is collaboratively developing an online Anti-Discrimination Training Course to provide professional development, educate TLC-licensed drivers about discriminatory treatment in the for-hire industry, and deter service refusals.

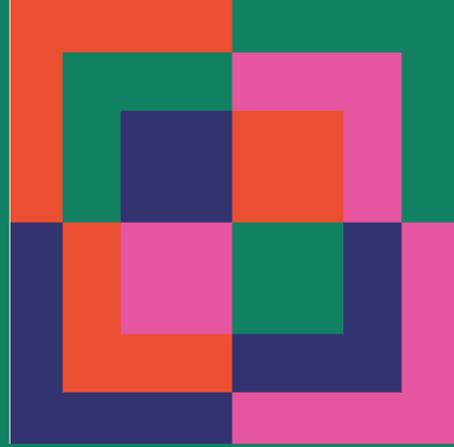
The goal of the Anti-Discrimination Training Course is to provide TLC-licensees with professional development on how any bias, such as race, ethnicity, cultural background, disability, gender, or sexual orientation negatively impacts driver and passenger experiences. Drivers will learn about what implicit biases are, explore their own biases, and incorporate tools to help mitigate bias-based actions that may lead to discrimination in the provision of for-

hire services. The course will also honor the tremendous diversity of professional drivers in New York City, as well as provide them with the tools they need to address discrimination they may face while on duty.

TLC will utilize the Minority and Women Owned Business Enterprise (MWBE) procurement process to find a vendor able to create and deliver the Anti-Discrimination Training Course for its 170,000+ licensees. TLC used the MWBE procurement process to successfully launch its 2019 service refusal campaign. OOI proposes a phased approach for implementation, eventually offering the course to all TLC-licensed drivers. Consultation with TLC and the selected vendor will measure driver attitudes and biases on race through surveys and focus groups. The final deliverable by the vendor will include:

- Universal & trauma-informed content
- Background on the history of race in America
- Tools for recognizing and acknowledging implicit & explicit biases
- Materials for ongoing & continuing education & outreach beyond the initial course
- Tools for mitigating bias-based behaviors
- An online module that is free for TLC-licensed drivers
- Self-assessments for students during & after the course
- Accompanying lesson plans for group/individual activities, class discussion, & individual work

Accessibility



One of TLC's core values is expanding the accessibility of for-hire transportation to people with disabilities. The Office of Inclusion (OOI) has a Disability Service Facilitator/Accessible Outreach Coordinator who works with disability advocates and industry partners to ensure that for-hire transportation complies with the Americans with Disabilities Act (1990), as well as other applicable state and city laws concerning accessibility.

In 2021, OOI increased communication with disability advocacy groups and organizations to build new relationships. Through virtual presentations and in-person tabling events, the team introduced TLC initiatives, obtained feedback, and learned more about the issues facing the disability community.

These included the following:

3/11: MTA's Paratransit Advisory Committee, Virtual

3/19: The CUNY Coalition for Students with Disabilities (CCSD), Virtual

4/13: ADAPT Transportation Equity Group, Virtual

6/16: Staten Island Center for Independent Living Inc., Virtual

9/08: Center for Independence of the Disabled New York, Virtual

9/09: Pets and Service Animal Preparedness Fair, Manhattan

9/29: National Federation of the Blind- New York Chapter, Virtual

Key TLC Initiatives:

- 1. Service Refusal Campaign:** OOI's mission is to reduce and ultimately eliminate service refusals and to ensure that no one is discriminated against by any TLC-licensed driver. Passengers can file complaints through 311 about issues such as courtesy, defective equipment, and improper securements.
- 2. Accessible Dispatch Program:** A TLC program that provides residents and visitors with disabilities rides in yellow or green wheelchair accessible taxis within the 5 boroughs.

There are several ways to book a ride through Accessible Dispatch:

- Call a dispatcher directly at 646-599-9999, 311, or NY Relay 711.
- Download the mobile app (Accessible Dispatch NYC) in the App Store or Google Play Store.
- Book online at www.accessibledispatch.com.

- 3. For-Hire-Vehicle (FHV) Accessibility Rules:** These rules require every FHV car service company in New York City (also known as TLC-licensed bases) to provide wheelchair accessible vehicles when requested at no extra cost to the passenger.
- 4. Passenger Assistance & WAV Training:** TLC Driver License applicants must take a course regarding how to properly secure passengers that use wheelchairs into accessible vehicles. The new curriculum was redesigned in 2019, with feedback from the Mayor's Office for People with Disabilities (MOPD), to be more inclusive of passengers with disabilities.

Complaint Statistics

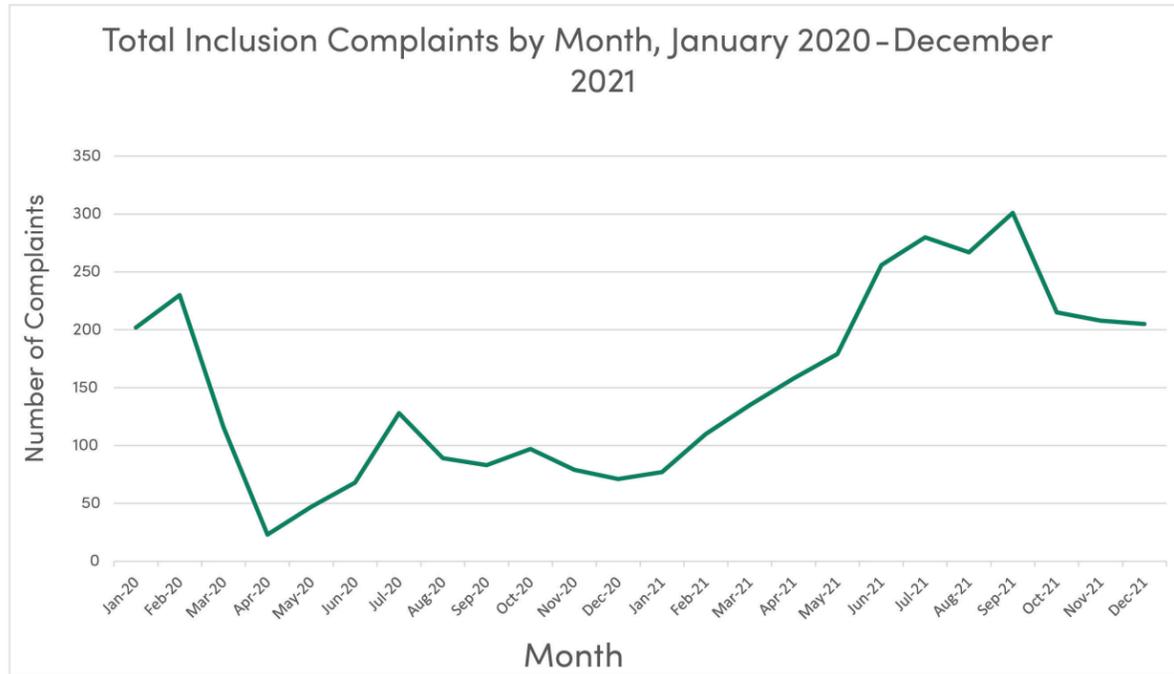
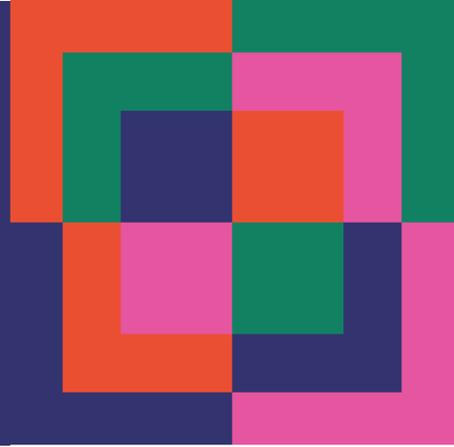


Figure 1: Complaints by month for the period between January 2020 and December 2021. Complaints increased during late half of the Summer in 2021 due to an increase in ridership.

Months	2020	2021
January	202	77
February	230	110
March	116	135
April	23	158
May	47	179
June	68	256
July	128	280
August	89	267
September	83	301
October	97	215
November	79	208
December	71	205

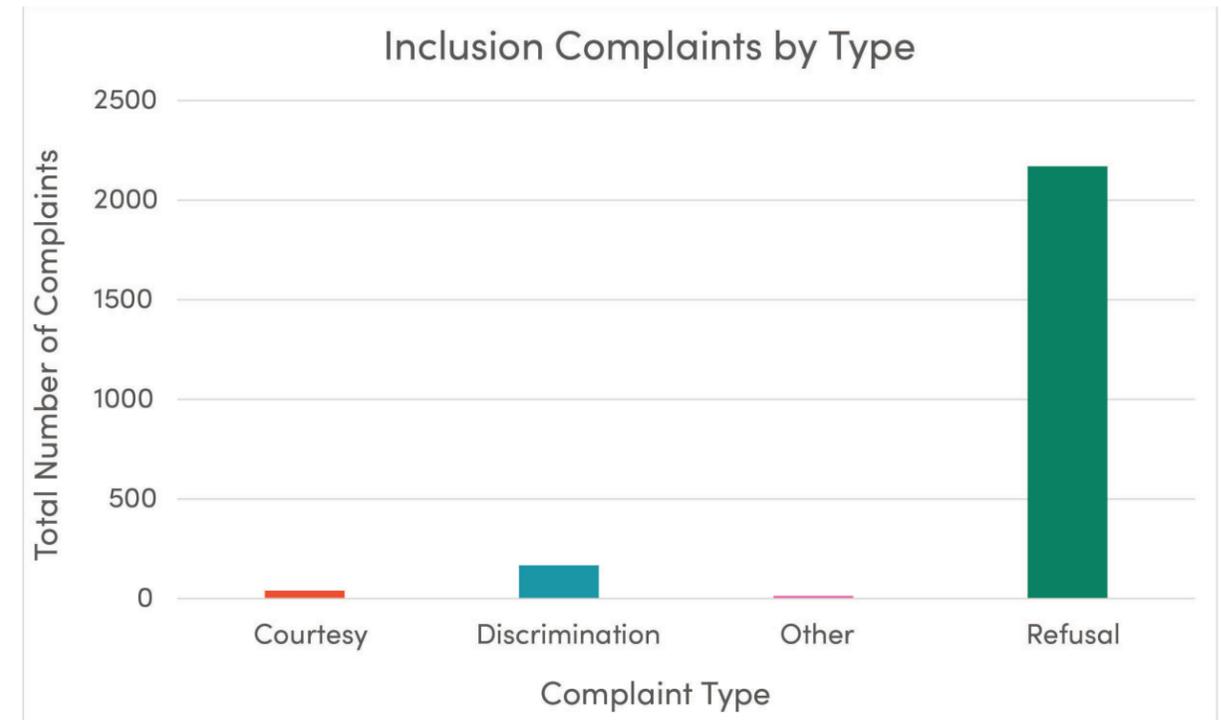


Figure 2: Inclusion complaints in 2021, separated by the initial complaint type assigned by the TLC's Office of Inclusion (OOI). OOI responds to complaints where the driver is alleged to have refused to provide service, made a discriminatory statement, or been otherwise discourteous to a protected class. The overwhelming number of complaints that OOI received continues to be service refusals.

Complaint Type	2021
Courtesy	41
Discrimination	167
Other	14
Refusal	2169

Complaint Statistics

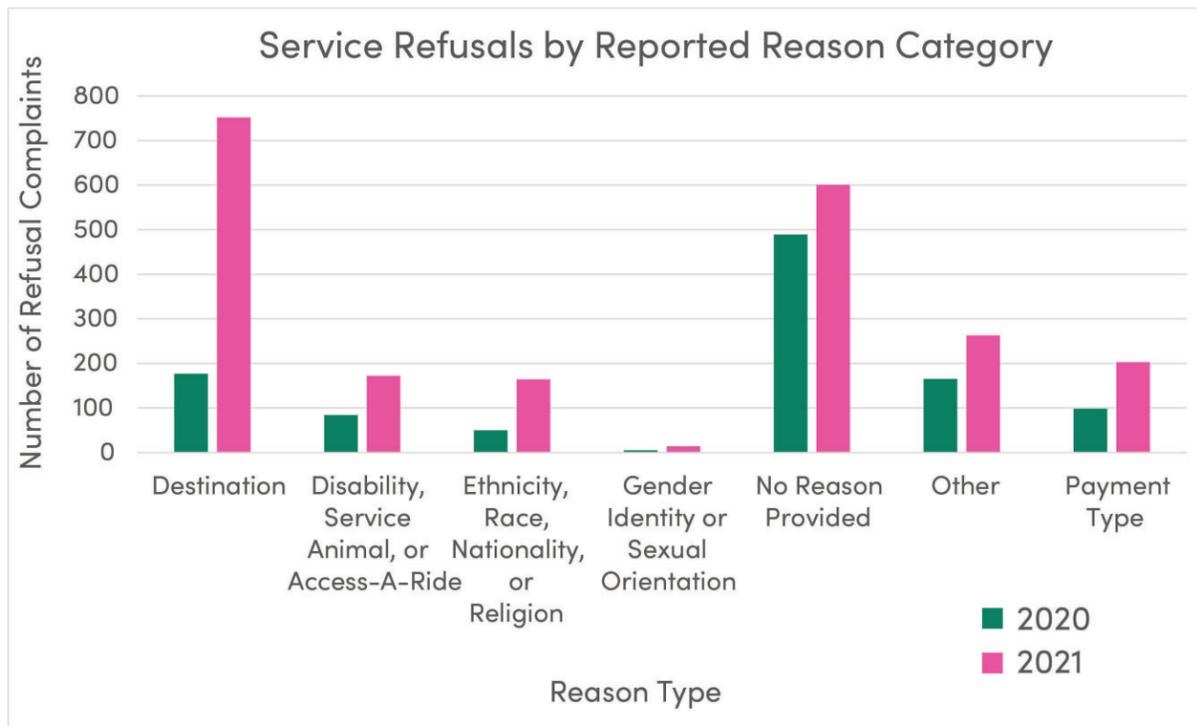
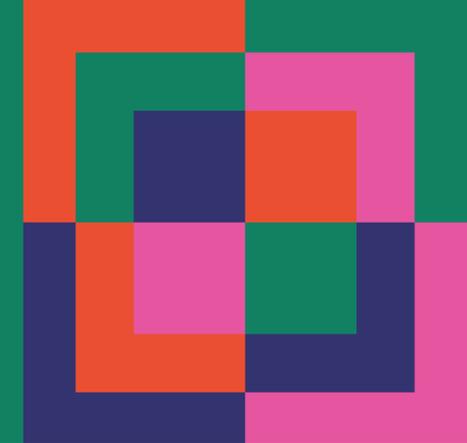


Figure 3: Initial reasons given for refusal of service. In 2021, all categories of service refusal increased. However, destination-based refusals saw the largest increase. Race-based and disability-based refusals also saw significant increases.

Reported Reason Category	2020	2021	% Change
Destination	177	752	425%
Disability, Service Animal, or Access-A-Ride	84	172	205%
Ethnicity, Race, Nationality, or Religion	50	164	328%
Gender Identity or Sexual Orientation	5	14	280%
No Reason Provided	489	601	123%
Other	165	263	159%
Payment Type	98	203	207%

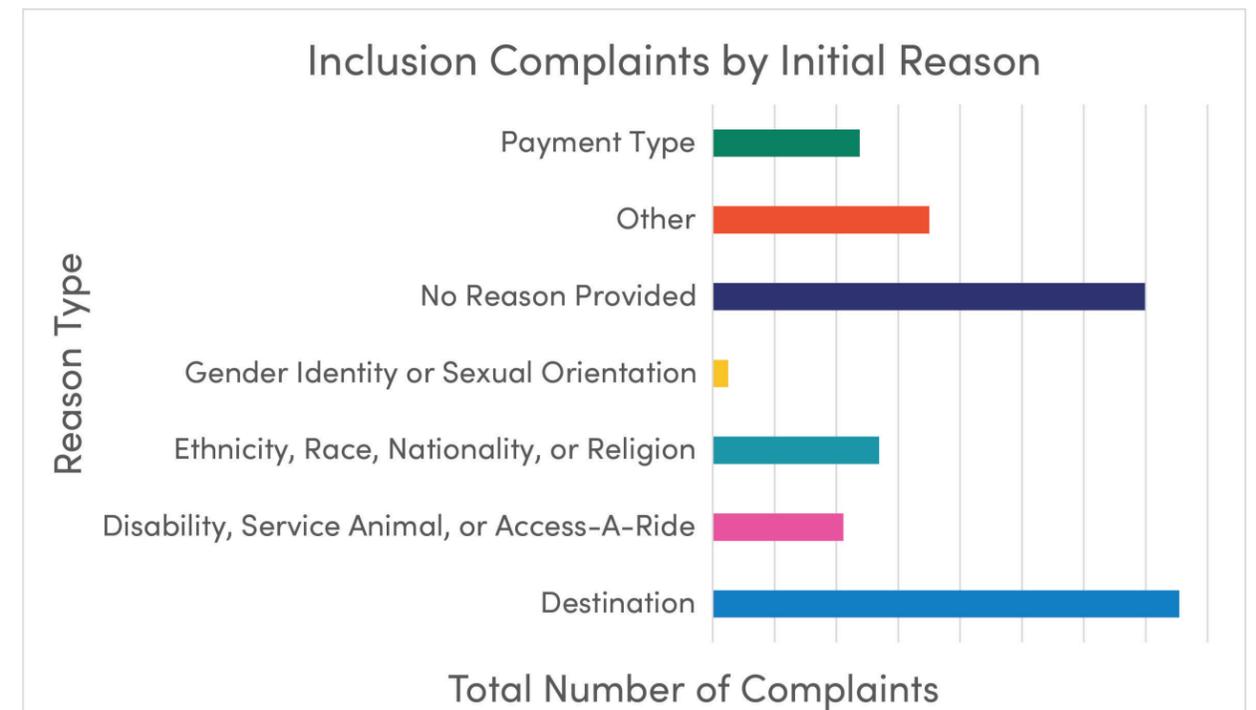


Figure 4: Breakdown of the types of initial reasons given for service refusals in 2021. The most frequent category was the passenger's destination.

Reason Type	2021
Destination	754
Disability, Service Animal, or Access-A-Ride	211
Ethnicity, Race, Nationality, or Religion	269
Gender Identity or Sexual Orientation	25
No Reason Provided	615
Other	308
Payment Type	209

Complaint Statistics

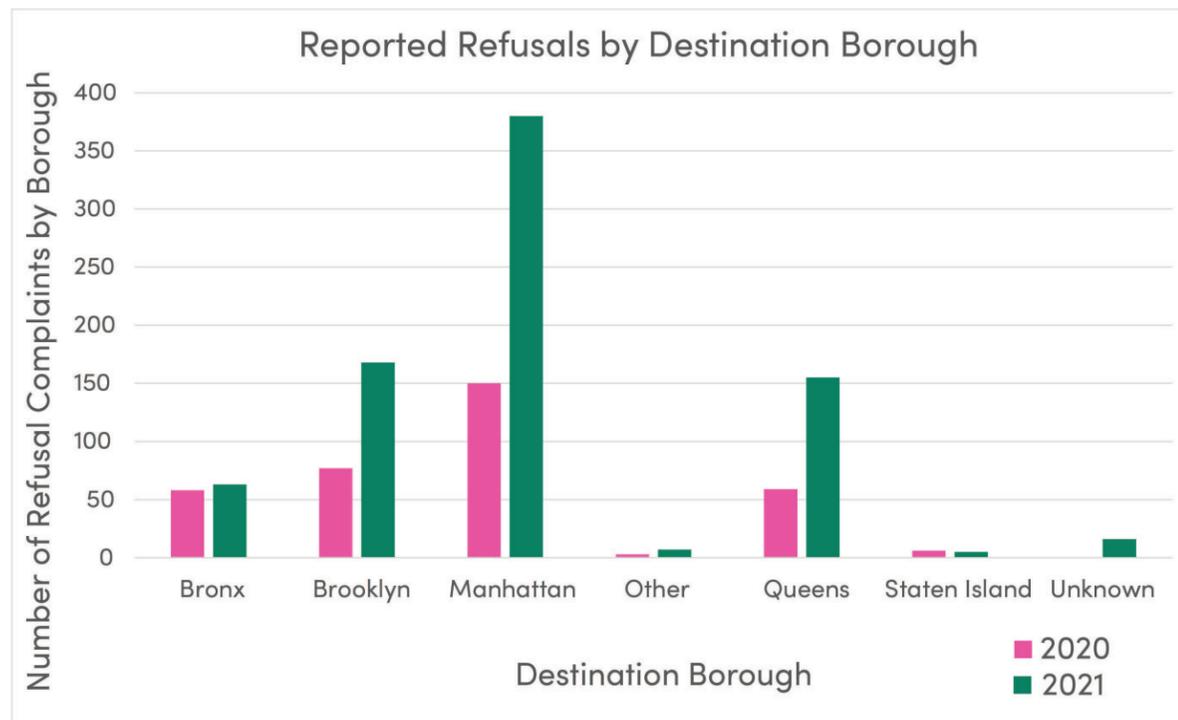


Figure 5: Breakdown of service refusals based on the destination.

Destination Borough	2020	2021	% Change
Bronx	58	63	109%
Brooklyn	77	168	218%
Manhattan	150	380	253%
Other	3	7	233%
Queens	59	155	263%
Staten Island	6	5	83%
Unknown	0	16	

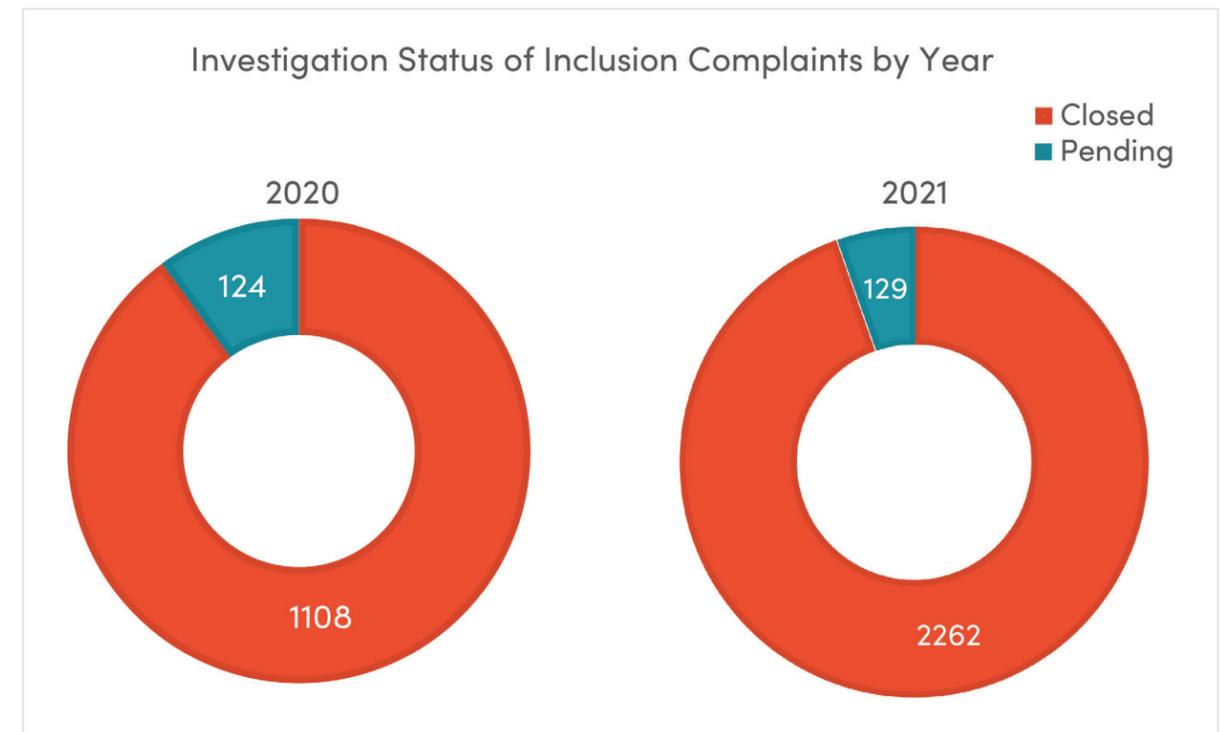


Figure 6: Breakdown of complaint investigation status in 2020 vs. 2021. OOI has completed reviewing 99% of complaints that were filed in 2020 and flagged as a potential Inclusion case - a case where a driver is alleged to have engaged in discriminatory behavior. Occasionally complaints are re-opened if a driver is later able to be identified with new information or a complainant who declined to move forward with a case changes their mind.

Status	2020	2021
Closed	1108	2262
Pending	124	129

Complaint Statistics

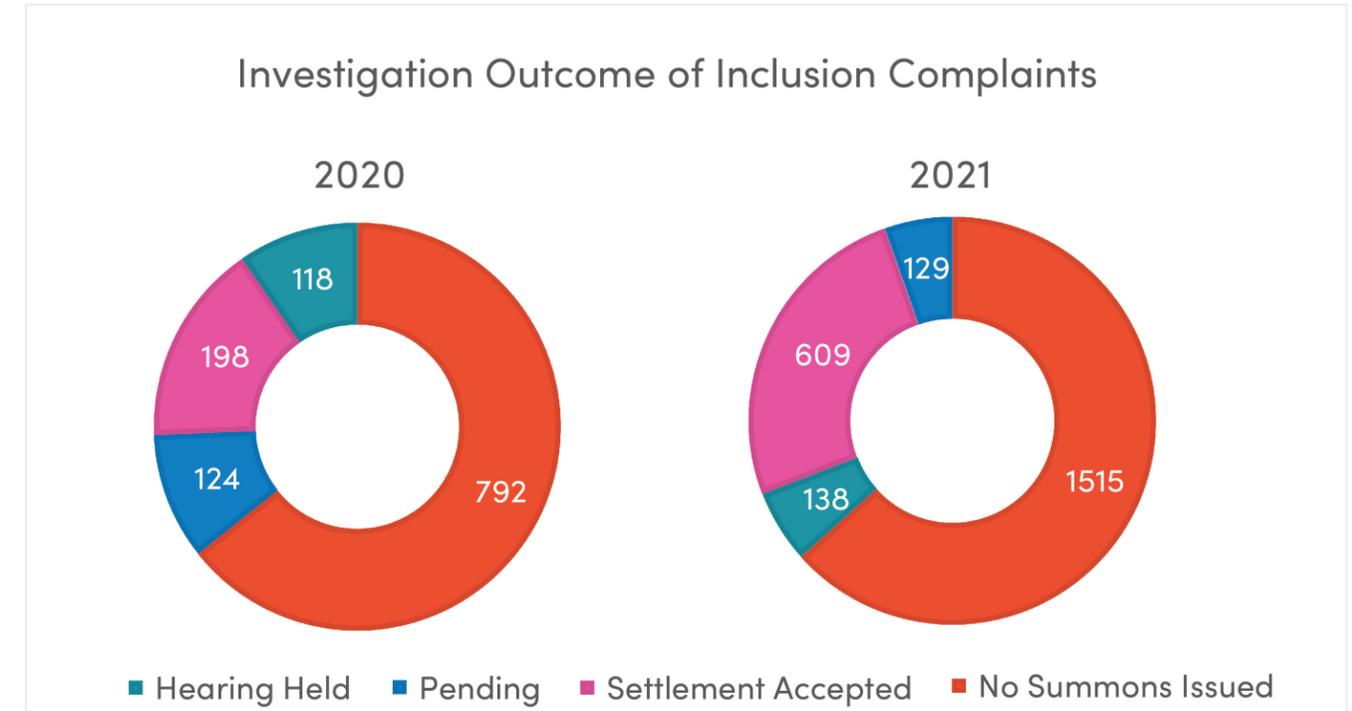
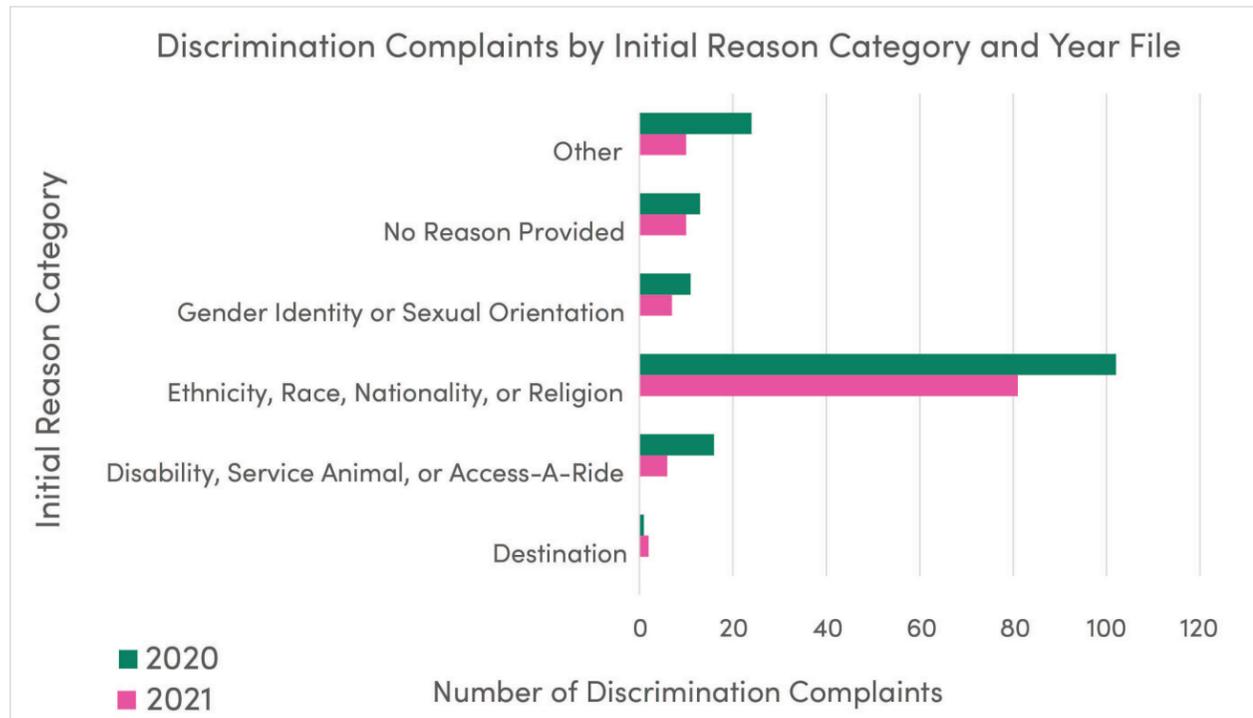
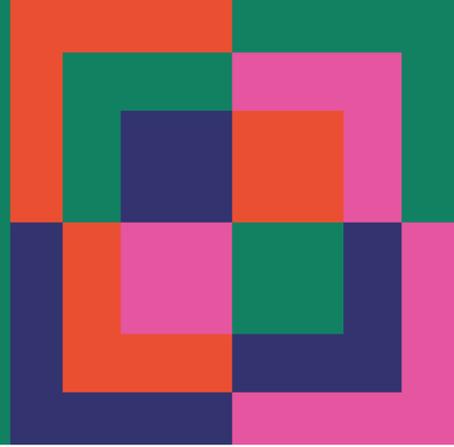


Figure 7: Discrimination complaints separated by initial reason in 2020 vs. 2021. Excludes service refusal complaints.

Reported Reason Category	2020	2021	% Change
Destination	2	1	-50.0%
Disability, Service Animal, or Access-A-Ride	6	16	267%
Ethnicity, Race, Nationality, or Religion	81	102	126%
Gender Identity or Sexual Orientation	7	11	157%
No Reason Provided	10	13	130%
Other	10	24	240%

Figure 8: Investigation outcomes of inclusion complaints in 2020 vs. 2021. The majority of complaints in both 2020 and 2021 did not proceed because the complaining witness did not respond to TLC’s request for more information about the incident.

Of the cases that did proceed, many case resulted in the driver pleading guilty to a violation through a settlement, and accepting a fine and/or points.

Alternatively, if a licensee did not accept a settlement, the case is adjudicated before the Office of Administrative Trials and Hearings (OATH).

As depicted in the graph, there are still a number of cases from 2021 that are pending—most of which are awaiting a hearing before OATH.

Complaint Statistics

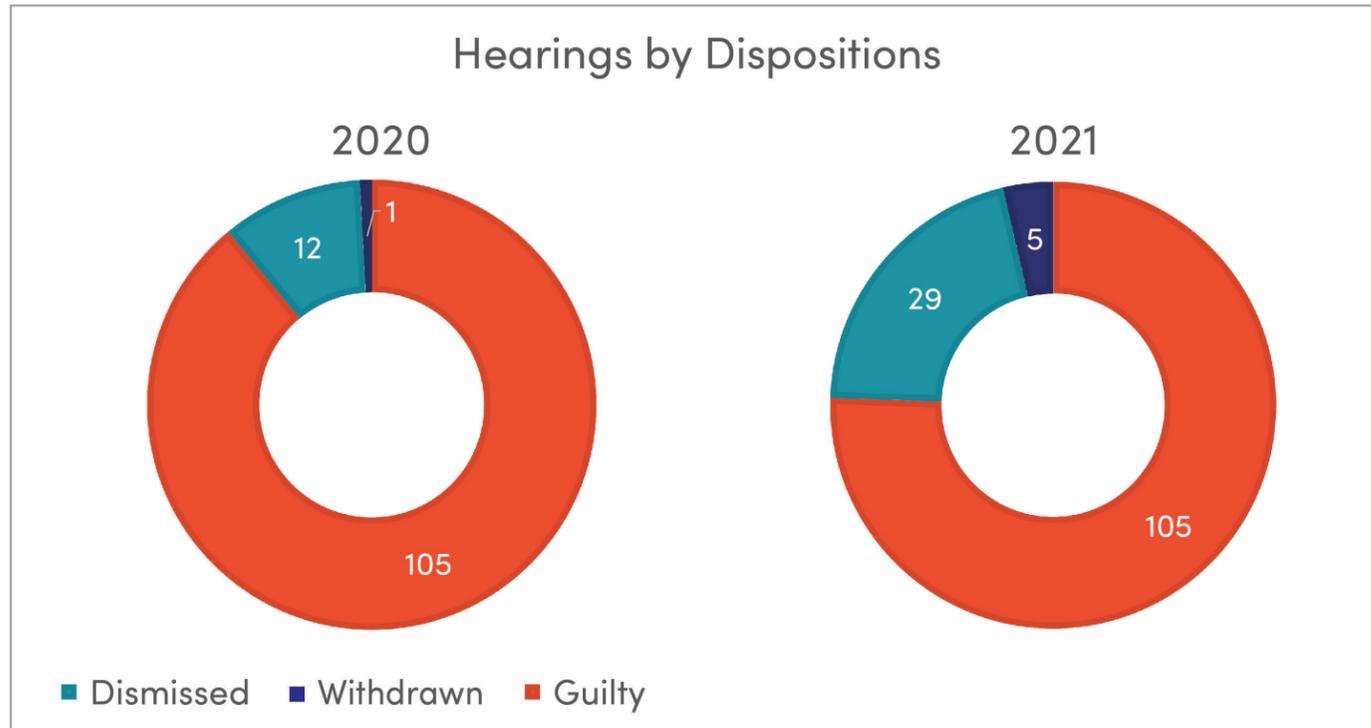
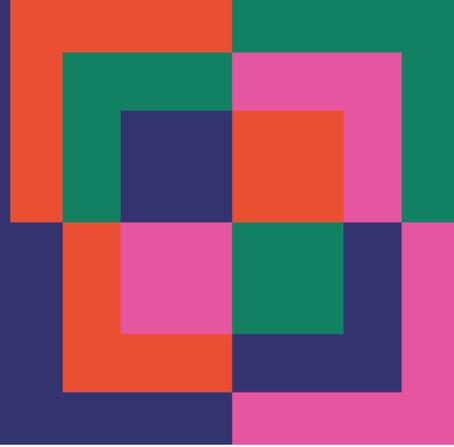
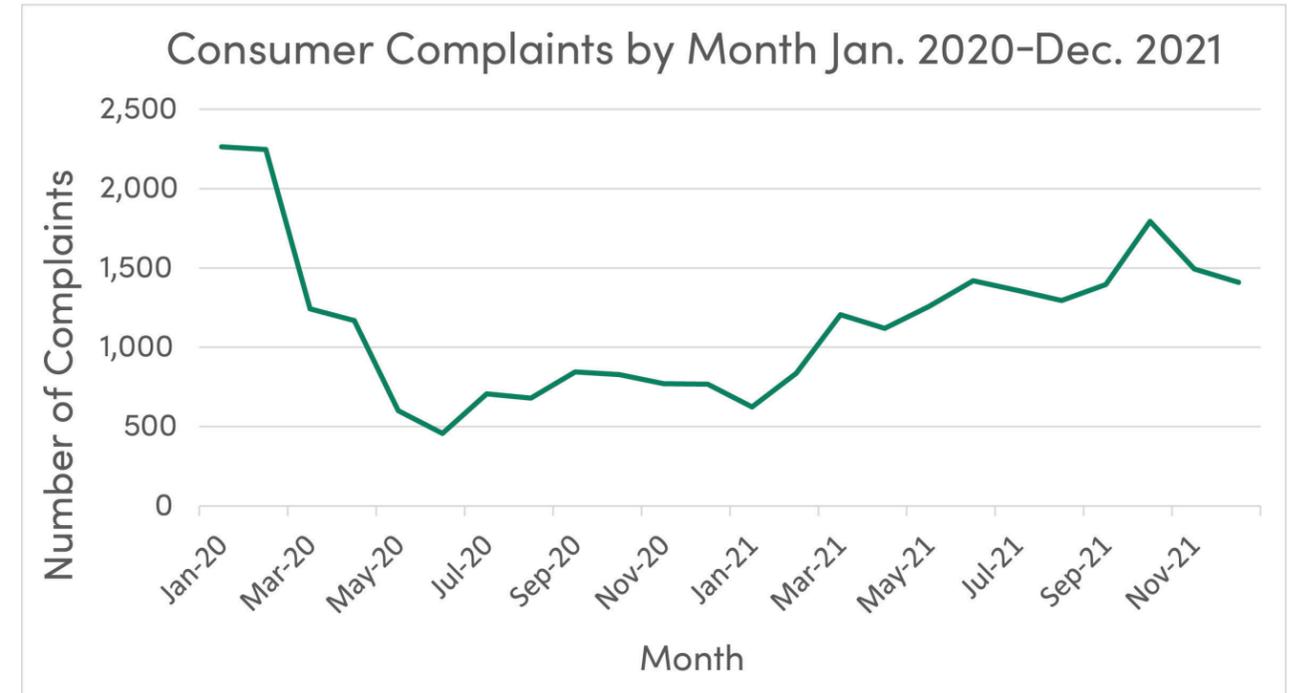


Figure 9: Disposition of hearings for summonses based on OOI complaints in 2020 vs. 2021. In 2021, there was a slight decrease in hearings where the driver did not appear and was found guilty by default, but an increase in cases that were dismissed.

Hearing Disposition	2020	2021
Dismissed	12 (10%)	29 (21%)
Guilty	13(11%)	25 (18%)
OGD(Open Guilty by Default)	92(78%)	80(58%)
Withdrawn	1(1%)	5(3%)



Month	2020	2021
January	2,263	625
February	2,247	837
March	1,242	1,205
April	1,168	1,120
May	600	1,257
June	458	1,419
July	706	1,359
August	680	1,295
September	845	1,396
October	828	1,794
November	771	1,494
December	768	1,410
Total	12,576	15,211

Figure 10: Total amount of consumer complaints from January 2020 - December 2021.

Inclusion Complaints vs. Consumer Complaints

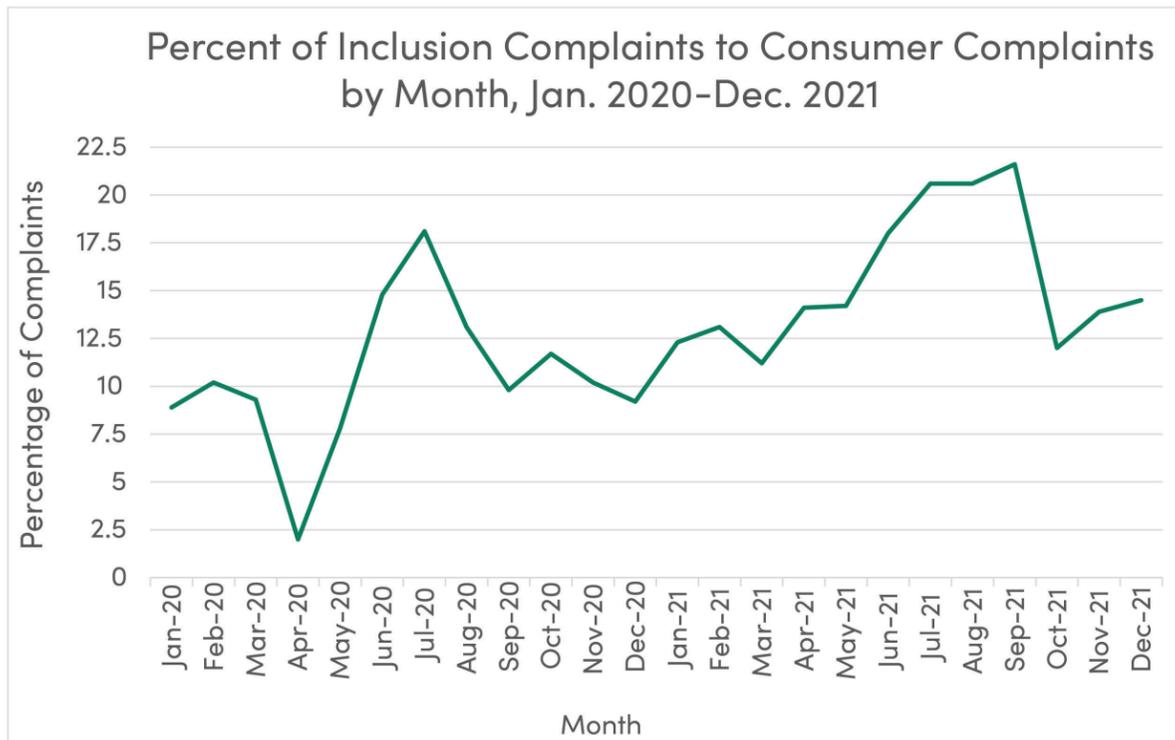
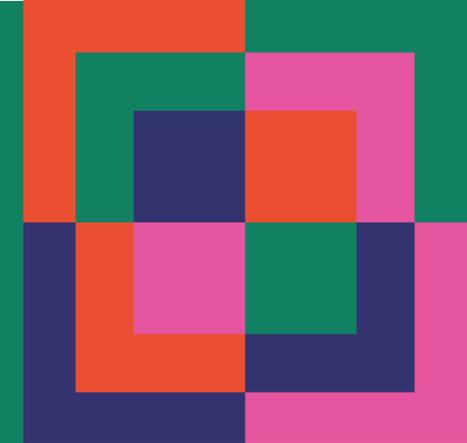


Figure 11: Comparison of OOI complaints to overall consumer complaints from January 2020 - January 2021. Overall consumer complaints remained steady as a result of increase trip volume, but OOI complaint percentages increased in 2021.

2020	Inclusion Complaints	Total Consumer Complaints	Percentage (%) of Inclusion Complaints of Overall Complaints
January	202	2,263	8.9
February	230	2,247	10.2
March	116	1,242	9.3
April	23	1,168	2
May	47	600	7.8
June	68	458	14.8
July	128	706	18.1
August	89	680	13.1
September	83	845	9.8
October	97	828	11.7
November	79	771	10.2
December	71	768	9.2
Total	1,233	12,576	9.8

2021	Inclusion Complaints	Total Consumer Complaints	Percentage (%) of Inclusion Complaints of Overall Complaints
January	77	625	12.3
February	110	837	13.1
March	135	1,205	11.2
April	158	1,120	14.1
May	179	1,257	14.2
June	256	1,419	18
July	280	1,359	20.6
August	267	1,295	20.6
September	301	1,396	21.6
October	215	1,794	12
November	208	1,494	13.9
December	205	1,410	14.5
Total	2,391	15,211	15.7

Demographic Statistics

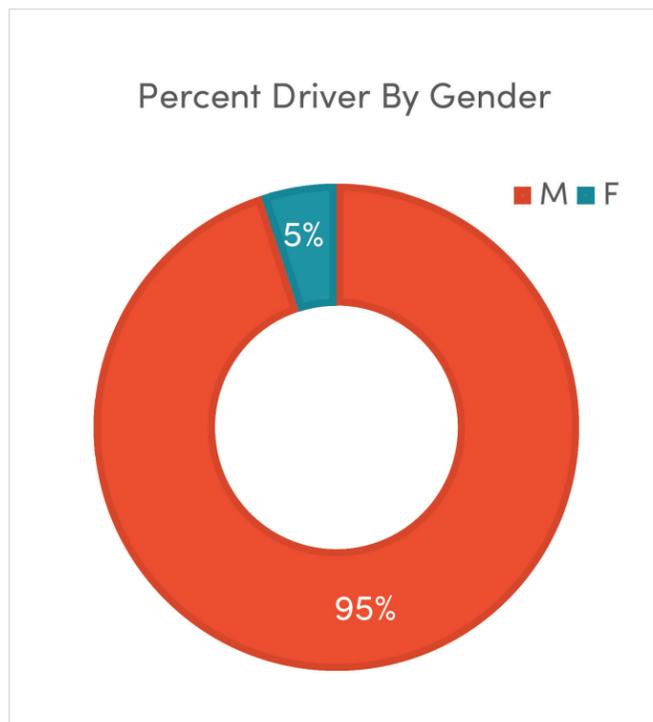
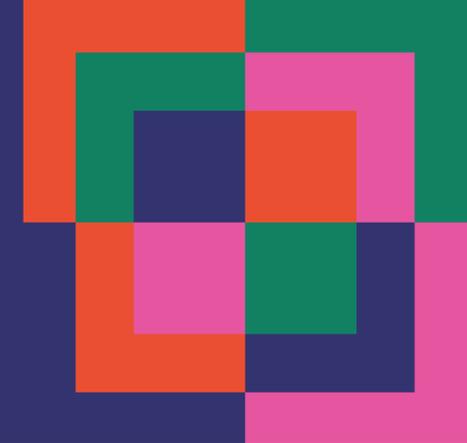
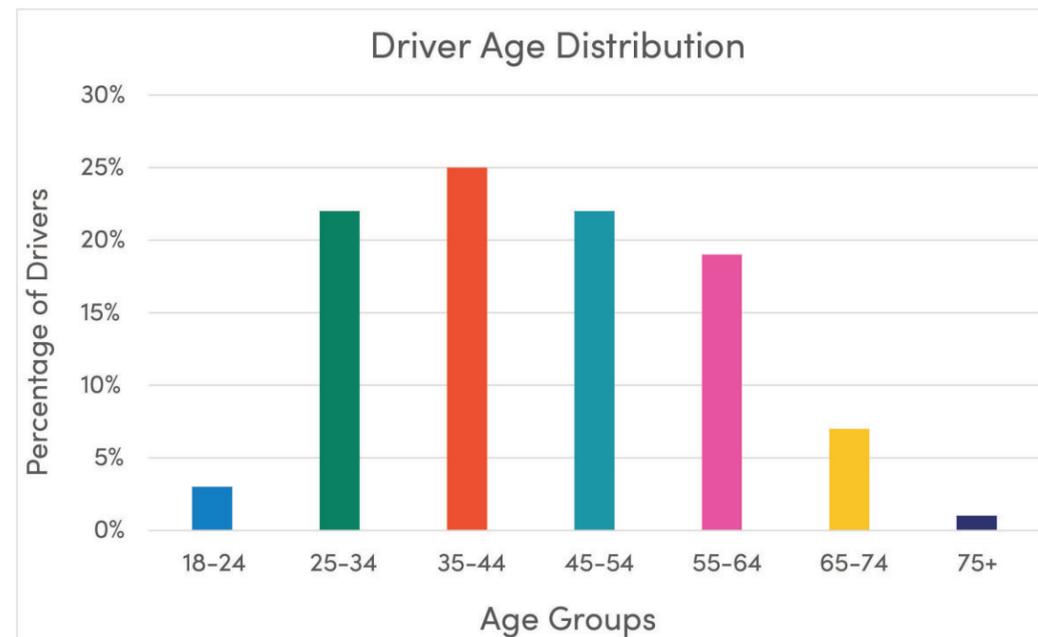
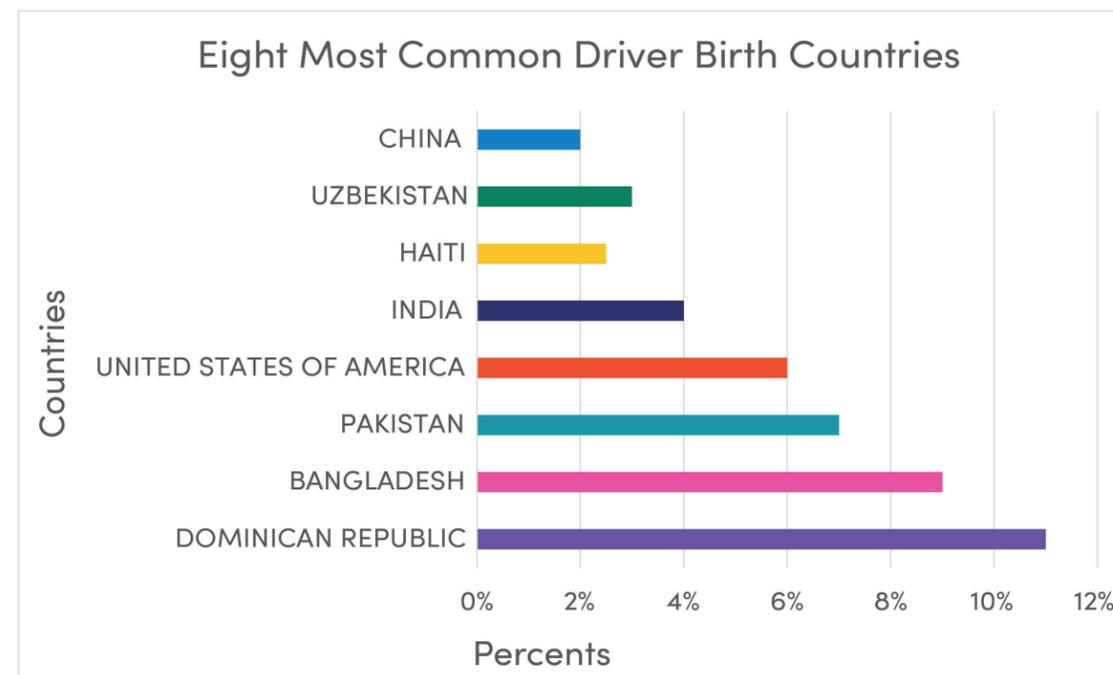


Figure 12: Breakdown of TLC-licensed drivers by gender.



Age Range	Percent Share of TLC-Licensed Drivers
18-24	3%
25-34	22%
35-44	25%
45-54	22%
55-64	19%
65-74	7%
75+	1%

Figure 13: Distribution of age of TLC-licensed drivers. The most popular age group for TLC-licensed drivers is 35-44 years old, with one quarter of drivers falling into that age range.



Countries	Percent Share of TLC-Licensed Drivers
Dominican Republic	11%
Bangladesh	9%
Pakistan	7%
United States Of America	6%
India	4%
Haiti	3%
Uzbekistan	3%
China	2%

Figure 14: Breakdown of TLC-licensed drivers by most common country. TLC drivers come from all over the world, with Dominican Republic and Bangladesh accounting for more than 20% of drivers.

