









MAKING PUBLIC PARTICIPATION EQUITABLE: RECOMMENDATIONS FOR AN OFFICE OF CIVIC ENGAGEMENT IN LOS ANGELES



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INTRODUCTION

REBUILD

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The City of Los Angeles (City) is exploring the idea of establishing an Office of Civic Engagement (OCE). The Department of Neighborhood Empowerment (EmpowerLA) is leading the exploratory process. As part of that process, EmpowerLA partnered with Advancement Project California (Advancement Project) to incorporate the voices of community residents so that they can provide input on design, planning, and implementation.

In order to include community voices, Advancement Project California collaborated with four community-based organizations that work with low-income communities of color: Community Coalition, InnerCity Struggle, Los Angeles Community Action Network, and Pacoima

Community Action Network, and Pacoima Beautiful. These organizations serve community residents in different geographic areas of the city, including Central Los Angeles, the Eastside of Los Angeles, the Northeast San Fernando Valley, and South Los Angeles.

This coalition administered surveys, facilitated focus groups, and conducted interviews with community residents and leaders to get their input on two main themes: 1) their experiences with public participation; and 2) what the Office of Civic Engagement should do. Community residents were able to take part in English and Spanish in a participatory format that was responsive to their needs. Input sessions were scheduled during evenings and weekends, transportation assistance was provided, and incentives were offered to encourage participation.

This report describes our findings and recommendations for establishing the OCE. Key findings from our research include:

- The vast majority of survey respondents and focus group participants have participated in civic engagement in some way.
- Among those that have participated, accessibility issues were common barriers to participation. Survey respondents cited transportation difficulties (40%) as the most common barrier they faced. This answer was also one of the most popular in focus groups.
- Focus group members and one in five survey respondents (21%) felt that outreach was inadequate.
- Survey respondents want the City to partner with community-based organizations to train City staff on public engagement practices generally (46%) and on engaging historically marginalized communities specifically (22%).

Based on our analysis of findings like these and best practices in public participation, we believe that the City should establish the Office of Civic Engagement. However, in order to achieve success, the OCE should be structured in a way that is responsive to and reflective of the needs and interests of traditionally marginalized communities in Los Angeles. This report outlines how the City can accomplish that.

The Office of Civic Engagement should be responsive to and reflective of the needs and interests of traditionally marginalized communities.

BACKGROUND

Across the United States, significant racial and socioeconomic disparities exist in voting and other forms of public participation. Generally, Whites are overrepresented and participate at higher rates than people of color. Additionally, individuals with higher levels of income and education participate at higher rates than their lower-income and less educated counterparts; and older individuals participate at higher rates than younger populations.

This is problematic because it results in policy decision-making that is uninformed by and thus inadequately responsive to the interests and

needs of all residents.

Voting is the primary mode of public participation in our country and the bedrock of democracy. For many people, voting is the only form of public participation they will engage in throughout their lifetime. It is through voting that they choose their elected officials, influence policy, and take an active part in designing and implementing the policies that affect their everyday lives. However, racial and socioeconomic disparities in voting have prevented people of color and people with lower levels of income and/or education from having a greater voice in policy decision-making.

Research has shown a pervasive history of disparities in voting that continue to exist at the national and state level. For example, in California, voting rates in the last three midterm elections (2006, 2010, and 2014) averaged 53% among Whites but much lower among Latinos/as (32%), Blacks (32%), and Native Americans (24%). Similarly, research by the Public Policy Institute of California has found that "likely voters" largely include those who have graduated from college (42%) and have an annual income of \$60,000 or more (55%). By contrast, only about one in five "nonvoters" have graduated college (17%) or earn \$60,000 or more (20%).

Disparities in voting also persist in local elections. A 2014 report by the Pat Brown Institute for Public Affairs found that, in the 2012 presidential election, voter turnout in Los Angeles for Whites averaged 49%. By contrast, voter turnout for people of color was much lower: 27% among Latinos/as, 11% among Blacks, and a dismal 6% among Asian Americans. Similar racial disparities appeared in the 2013 Los Angeles mayoral election. Voter turnout was disproportionately higher for Whites than people of color: 55% among Whites, 23% among Latinos/as, 12% among Blacks, and 7% among Asian Americans. White voices far outweigh the voices of people of color at the voting booths. Vi

While voting is a more common form of public participation, other forms are of significance by virtue of providing additional avenues for residents to make their voices heard and impact policy decisions. Such forms of participation include the following:

- contacting public officials (e.g., making phone calls and office visits, sending mail and emails, and using different forms of social media);
- supporting a political campaign (e.g., volunteering or making financial contributions to a political campaign);
- attending public meetings (e.g., hearings offered through a city council or a school board);
- signing paper and/or electronic petitions;
- protest activity; and
- consumer activism (e.g., boycotting, which involves refusing to purchase certain goods, products, or services, or buycotting, which involves intentionally purchasing certain goods, products, or services).



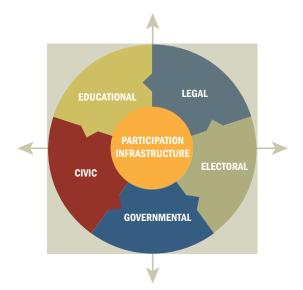
Similar to voting, research shows that there has been a trend of racial and socioeconomic disparities in these other forms of participation. Across all forms, Whites and those individuals with higher levels of income and/or education tend to participate at higher levels. At the state level, for instance, Asian Americans and Latinos/as commonly have the lowest rates of contacting public officials (9% and 7%, respectively) compared to Whites (26%). Viiii

While the data are limited, research by the Pat Brown Institute found similar trends at the local level. For example, Whites (22%) are more likely than Latinos/as (13%) to have attended a public meeting in Los Angeles. Additionally, Whites (18%) are more likely to participate in neighborhood councils than Blacks (13%) and Latinos/as (12%). Gaps like these indicate that officials are much more likely to hear from White residents than residents of color.

What explains these disparities? A common explanation is that people of color lack interest in or are apathetic about politics. While apathy certainly exists, it does not provide the best explanation for these disparities. Research at the state level has shown that low levels of political interest are more prevalent among Whites and least prevalent among Latinos/as.xi In Los Angeles, research by the Pat Brown Institute found that a majority of individuals in each racial category (Blacks, Latinos/as, and Whites) reported having an interest in local politics, though Whites had the highest level of interest.xii These data suggest that apathy cannot be the best plausible explanation for the gaps in participation. Instead, we need to look at other factors. More specifically, we need to look at barriers to participation that people of color and people with lower levels of income and/or education often face.

Barriers are factors that can hinder community residents from fully participating in policy decision-making processes. Some common barriers include the following: lower levels of income and education, limited English proficiency, and participation processes that are inaccessible. Higher income levels facilitate participation because they provide additional resources, such as the ability to pay for childcare and/or the ability to take time away from work without being severely impacted by the loss in income. Additionally, individuals with higher levels of education are more likely to be part of networks that mobilize people to participate.

There are various ways to address these and other barriers to participation. To achieve long-term change, a key strategy involves focusing on structural reforms and strengthening Los Angeles' participation infrastructure: "the laws, processes, institutions, and associations that support regular opportunities for people to connect with each other, solve problems, make decisions, and celebrate community." The Office of Civic Engagement is an opportunity for the City to strengthen the governmental component of this infrastructure and reach residents from traditionally marginalized communities through approaches that go beyond the neighborhood council system. We believe therefore that the City should seize the existing opportunity and establish the OCE. The rest of this report briefly describes how the office should be structured, based on resident feedback and best practices.



METHODOLOGY

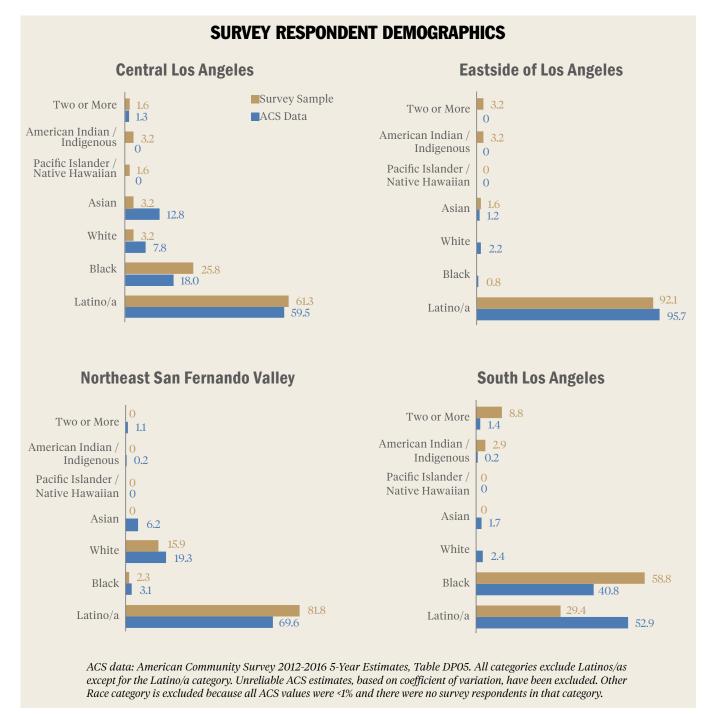
As part of EmpowerLA's exploratory process of establishing the Office of Civic Engagement (OCE), Advancement Project California joined with four grassroots organizations (Community Coalition, InnerCity Struggle, Los Angeles Community Action Network, and Pacoima Beautiful) to better understand the community's ideas about public participation in Los Angeles. Together we created a research plan to bring community voices into the process of designing the OCE. We focused data collection in four geographic regions that are home to populations that have been historically marginalized in the political process and with whom these organizations have engaged for many years: Central Los Angeles, the Eastside of Los Angeles, Northeast San Fernando Valley, and South Los Angeles. The partner organizations defined the general boundaries of these regions, in part based on their outreach areas. Central L.A. comprises Adams-Normandie, Arlington Heights, Harvard Heights, Jefferson Park, Leimert Park, Pico-Union, University Park, and West Adams.xiv



The Eastside region mainly focused on Boyle Heights and some immediate surrounding areas. The Northeast San Fernando Valley includes Hansen Dam, Lake View Terrace, Mission Hills, Pacoima, Shadow Hills, Sunland, Sylmar, and Tujunga. Finally, South L.A. includes the neighborhoods of Baldwin Hills/Crenshaw, Exposition Park, Green Meadows, Hyde Park, Vermont Knolls, Vermont Vista, and Westmont. A map showing the four study regions, and the neighborhoods within them, can be found in the Appendix. Due to the heavy involvement of community residents and potential impact on them, we have taken care to collect participants' contact information to share the research findings and recommendations with all participants who are interested.

We elicited community perspectives through surveys, focus groups, and interviews. In all, the community partners collected 203 surveys.xv The majority of respondents identified as Latino/a and slightly more than half of the surveys were completed in Spanish (N=105). The charts on the next page show how well the demographics of the regional survey samples match the demographics of the region itself. The survey samples generally mirror the region's population, though there are some instances where groups are substantially undersampled: Asians in Central L.A. (9.6%) and Latinos/as in South L.A. (23.5%). In South L.A., Black residents are oversampled (18%), while Latinos/as are oversampled in the Northeast San Fernando Valley (12.2%). Further research should include a focus on the undersampled groups, including the varied Asian populations in Central L.A. and elsewhere, along with the Indigenous and Native Hawaiian/Pacific Islander communities to get a more complete picture. A map showing the language in which the survey was administered and how many respondents came from each ZIP Code can be found in the Appendix. One hundred and twelve community members participated in focus groups, with roughly half of the sessions conducted in Spanish. Twelve residents were interviewed in English or Spanish. In all, 327 residents were engaged through this process.





SURVEY:

Advancement Project and the four community partners drafted a 17-question survey. We also created an accompanying document to further explain the questions and some terms that survey respondents may not have been familiar with. We did this to ensure that survey administrators gave consistent responses and consistent context for the survey questions. One of the partner organizations translated the survey and accompanying document into Spanish. Partner organizations administered surveys in English and Spanish in March 2018. The Appendix contains copies of the survey in English and Spanish.

survey in English and Spanish.

FOCUS GROUPS:

Advancement Project drafted the facilitation guide with partners. One of the partner organizations then translated the guide into Spanish. The focus groups were meant to provide space for a more open-ended discussion around public participation and experiences on the same topics covered by the survey. Each partner conducted multiple focus groups of 10-15 people, so that roughly 25-40 people participated in each region. Members or staff of partner organizations facilitated focus groups, while Advancement Project staff served many times as note takers and support staff. The focus groups were conducted in English and Spanish throughout April and early May 2018 at the partner organization's office or at another neighborhood location. Focus group notes were analyzed by Advancement Project in cooperation with the partner organizations.

INTERVIEWS:

Interview questions were drafted with partners and then translated into Spanish by Advancement Project. Each partner organization identified three community leaders. Interviewees are community leaders that also reflect each region's demographics. For example, the interviewees could be active in a different community organization or in a house of worship or a union representative. Partners conducted most of the interviews, with Advancement Project conducting the remainder. Twelve interviews were conducted in English or Spanish during May 2018. Interview transcripts were analyzed by Advancement Project in cooperation with the partner organizations.

FINDINGS

PUBLIC PARTICIPATION AND BARRIERS:

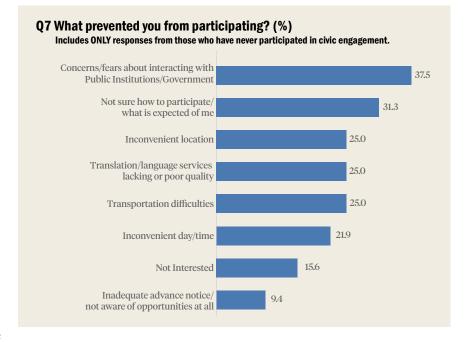
Participation experiences

The vast majority of survey respondents and focus group participants have participated in civic engagement in some way. In focus groups, the most popular means of participation included mass political actions (marches/protests), community meetings, and voting-related activities. Survey respondents most frequently reported participating by voting, signing a petition, attending/speaking at public meetings, and protesting. Only 16% of survey respondents had never participated at all.xviThis finding shows that Angelenos living in historically marginalized communities do engage in varied ways.

Several themes emerged as to why residents want to participate. The most popular answers in both the survey and in the focus groups relate to making government responsive and accountable to the needs of the community. Both sets of participants also emphasized that they engage and want government to be responsive because they care about what happens in their communities. In addition, focus group participants said that they participate to be an example or an inspiration for others. One youth participant from the Eastside put it beautifully, "I know I can make a difference and I want other people to know they can too if they start believing in themselves." Survey respondents emphasized

that "policymakers don't often hear from/ understand/respond to the needs of my community" and that they participate because "it's an important part of democracy/my duty." Finally, only five survey respondents (2%) reported that they have never participated because they are "not interested," showing that apathy is not one of the biggest barriers for Angelenos.

Through this research, residents revealed the real obstacles keeping them from civic engagement. Accessibility issues, including logistics, surfaced repeatedly in our findings. Survey respondents who had participated in civic engagement cited transportation difficulties (40%) as the most common barrier they faced. This answer was also one of the most popular in focus groups. Additionally, one

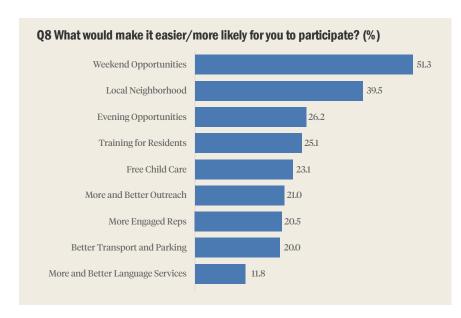


in three (31%) who had not participated cited inconvenient locations as an issue, while one in four (25%) cited transportation difficulties.

Still, true accessibility goes beyond logistics. One in three survey respondents (35%) who had participated said concerns/fears about interacting with public institutions/government made it harder/less likely for them to participate again. The same fears kept 38% of those who had never participated away from public participation. Youth focus group participants spoke about how their parents' fears and warnings about impacts on their parents' immigration status made it less likely for them to participate.

In addition, "not [being] sure how to participate/what is expected of you" was a barrier preventing many in the survey from engaging (25%). The focus groups echoed this sentiment. In particular, the youth expressed a need for more knowledge and skills around how local government works and how to participate.

Participants emphasized that they engage and want government to be responsive because they care about what happens in their communities.



Overall, issues of accessibility relating to transportation, language, scheduling, and more came up again and again. Focus group participants and interviewees also said lack of childcare and food provision hindered their participation in meetings held in the evening. Focus group members and one in five survey respondents (21%) felt outreach was inadequate. Finally, experiences with policymakers who were not actively listening or disinterested City staff were quite common among focus group participants, though less so among survey respondents (17%).

Our research did reveal some positive experiences as well. Sixteen percent of survey respondents who had participated reported that the "government representative was actively

listening, [I] felt heard and that [my] input was valued." In addition, several interviewees noted that they felt heard during interactions with the City and they appreciated meetings where there were many bilingual staff.

Across the board, participants want the Office of Civic Engagement to hire "people that look like me" who are from their communities and understand their needs.

WHAT THE OFFICE OF CIVIC ENGAGEMENT SHOULD DO:

Across the board, research participants want the Office of Civic Engagement to hire "people that look like me" who are from their communities and understand their needs. They also asked for paid youth internships and jobs or volunteer hours for local students. Doing so will help OCE staff and residents relate to each other and potentially build trust. Cultural competence and local knowledge are as important as linguistic ability. Hiring locally may also help with some of the access issues. More specifically, local staff could conduct meetings in the language spoken by the majority of residents in a given area, instead of defaulting to English. No matter the language chosen for the meeting, simultaneous translation is needed to allow discussion among all residents.

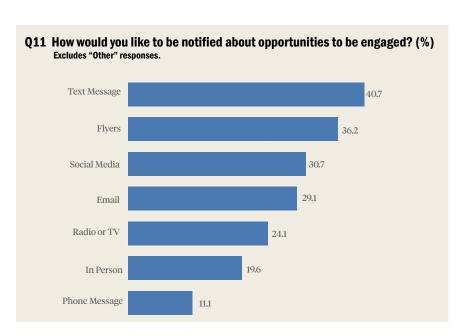
Many participants also wanted local offices or a local presence for the OCE, not just at City Hall. Holding events at familiar and welcoming local spaces could help build trust and increase the comfort level of many residents. The proposed office should be community-based. A "pan dulce with the principal" event at a local school was raised as a good example.

The office(s) and meetings must be in accessible locations - meaning neighborhood locations and buildings that are easy to access and comply with the Americans with Disabilities Act. Still, the locations must be carefully chosen so that residents feel safe walking home, oftentimes after dark. In addition, some focus group participants also requested that law enforcement not be present at community meetings and other gatherings. Removing law enforcement would allay many of the fears stopping those who have never participated, and also for some who have participated in spite of their fears.

No consensus arose around the best time for meetings. About half want weekend opportunities with another quarter favoring evening times, indicating that a range of options including evenings and weekends would work best. Similar results came up in the focus group conversation around scheduling. One participant, who is involved in education activism, pointed out that meetings during school hours make it nearly impossible for youth to participate. Providing childcare and food at meetings was proposed as a way to enable parents to participate, particularly for evenings and weekends.

All participants (survey respondents, focus group participants, and interviewees) also want a focus on outreach. Forty-three percent of survey respondents want the proposed office to maintain a calendar

of citywide civic engagement opportunities and lead outreach for those opportunities. Many suggestions to improve outreach came out through the focus groups. Focus Group participants prefer to be notified through word-of-mouth and through community-based organizations, promotoresxvii, or churches. Flyers in schools, parent centers, and free local newspapers were also suggested. Someone mentioned that some prefer flyers because they are hesitant to share contact information with the City due to their immigration status. Text, email, phone calls, social media, TV, and radio were also named. In the survey, the most popular answers are depicted in the accompanying chart. Interviewees noted some differences based on age. For example,





Residents want the Office of Civic Engagement staff to receive training on how to interact kindly and politely with them. Survey respondents also want the City and community-based organizations together to train City staff on civic engagement practices generally (46%) and on engaging historically marginalized communities specifically (22%).

Surveys also show residents want the City and community-based organizations to offer residents training on how local government works and how to participate (54%), as well as trainings on public sector leadership (41%). In addition, the OCE should serve as a means to connect people to services and City departments where appropriate. Finally, there was near universal agreement on trainings for youth and adults on civic knowledge and skills.

As the City rolls out this new office, the following findings may be useful in deciding in which policy areas to begin. Overall, many of the same priority issues were identified by the focus groups and surveys. Health appeared in the top three for South L.A. groups and was also the primary concern for survey respondents (72%). Housing appeared in the top three in all four focus group regions, underlining the affordable housing and homelessness crisis happening in Los Angeles. Housing was the primary issue in the Eastside and Central L.A. groups, perhaps indicating greater housing/displacement/development/homelessness pressures in those areas. Housing was the second priority in the survey, with 62% of respondents including it as one of their top three issues. The Justice System was one of the priorities in two regions' focus groups (Central L.A. and South L.A.), reflecting that South L.A. is one of the areas most disproportionately impacted by it. Economic and Employment issues were prioritized in two regions' focus groups (Eastside and Northeast San Fernando Valley). Economic concerns were the fourth issue in the survey overall, prioritized by 40% of respondents.

Q16 What should OCE prioritize in its first year? (#)

Work with community-based organizations to train residents on how city government works and how to participate 107	Maintain calendar of all city-wide civic engagement opportunities and lead outreach for those opportunities 86	repare residents for public nip, such as joining boards s
Work with community-based organizations to train city staff on civic engagement for city staff 92	Set measurable goals for city engagement of marginalized communities and create a long-t meet them 51 Hotline to answer questions about rules and la engagement 46	Work with community-based organizations to train city staff on engaging historically marginalized communities 44

In relation to Crime as a priority, differences among racial/ethnic groups are seen. Crime was prioritized in two regions' focus groups (Northeast San Fernando Valley and Central L.A.). More specifically, the three Spanish focus groups in the Northeast San Fernando Valley prioritized Crime while the one English-speaking group did not. Among Latino/a survey respondents, 48% prioritized Crime, making it the third most popular issue.xviii Looking at only the Spanish language surveys, Crime moves up to second place, a priority for 52%.xix This may indicate that Spanish-speaking and Latino/a respondents prioritize reducing crime victimization in their communities over reducing disparities in incarceration and system-involvement. For African-American respondents, the Criminal Justice System (32%) ranked fifth over Crime (24%) in sixth place.xi Moreover, all three African-American interviewees cited the Criminal Justice System as a top issue.

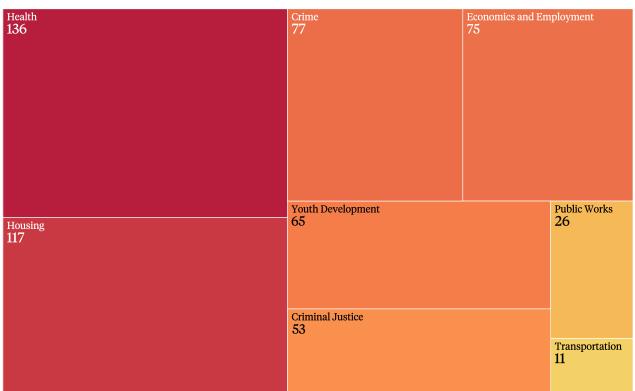
Youth Development appeared in the top three for the Eastside focus groups and was ranked fourth in the survey, but was not prioritized in other regions. For Eastside youth focus group participants, LGBTQ+ issues were a concern and arose throughout the conversation. Finally, although not prioritized in the focus groups or the survey during this prioritization exercise,

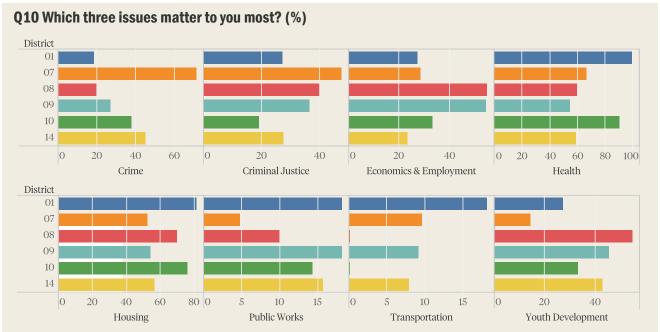
many focus group participants and interviewees expressed concerns around neighborhood cleanliness, transportation and parking difficulties both in daily life and in relation to civic engagement opportunities.

Geographic differences based on City Council district appear in the survey responses as well. Only residents in Council Districts 1, 7, 9, and 14 named transportation as a priority. In Council District 1, all respondents named Health as one of their top three priorities, while 82% named Housing as a priority. This illustrates great concerns about health, in spite of the proximity of LAC+USC Medical Center, and also highlights the housing pressures on this area that is close to downtown L.A. In Council District 7, Crime ranks first (71%), followed by Health (66%), and Housing (52%).

This echoes the results seen in the Northeast San Fernando Valley focus groups where crime was prioritized as well. Residents in Council District 8 ranked Housing first (70%), then Health (60%), followed by Youth and Economic/Employment (both 55%). These results show that South L.A. residents face increasing housing pressure as well. In Council District 9, three issues tied for top priority with 54% of residents prioritizing Health, Housing, and Economic/Employment issues. Residents in Council District 10 ranked Health first (90%),

Q10 Which three issues matter to you most? (#)





These charts exclude "Other" responses and City Council districts with fewer than 11 responses to this question. Note: Bar chart scales differ between policy issue.

followed by Housing (76%), and Crime (38%). This mirrors the findings in Council District 1 with serious health concerns, in spite of proximity to USC medical facilities, and strong housing pressures on another area near downtown.

Finally, Health was the top priority (59%) in Council District 14, Housing was second (57%), followed by Crime (45%). Here again, residents expressed concerns about health, despite the closeness of LAC+USC Medical Center, and housing pressures echoed in the Eastside focus groups.

SUMMARY OF FINDINGS:

Our research confirmed that lack of interest is not what keeps Angelenos away from public participation. Instead, it shows that they do participate in many ways, but that they also face a number of barriers that hinder their participation. The residents of Central L.A., the Eastside, the Northeast San Fernando Valley, and South L.A. have candidly shared their experiences, their fears, their hopes and many ideas to increase public participation. Location, timing, insufficient outreach, concerns about government, and lack of cultural competency must be addressed. Hiring locally, excluding law enforcement from meetings, training for residents and City staff, and taking a varied approach to outreach and scheduling are some of the solutions offered by residents.

RECOMMENDATIONS AND CONCLUSION

When the City created EmpowerLA and the corresponding neighborhood council system, it moved in the direction of strengthening the participation infrastructure for residents. However, that infrastructure remains incomplete. EmpowerLA's charter-mandated purpose is to increase public participation in government and make government more responsive to local needs. Although the neighborhood council system is an effective means of achieving this purpose for some residents, it is not an effective means for all, particularly those residents who are of color, younger, and with lower levels of education and income. There is more that the City can do to improve Los Angeles' participation infrastructure. Moreover, as our data show, there is more that residents want local government to do on this issue.

EmpowerLA's proposal of the Office of Civic Engagement creates an opportunity for the City to foster public participation beyond its current scope and include a broader range of residents in the process of developing policy solutions to Los Angeles' most pressing problems, such as housing, health care, criminal justice, and economic development. In order to avoid squandering this opportunity, the City should open the OCE and structure it in ways that are responsive to and reflective of the needs and interests of traditionally marginalized populations. With that in mind, we offer two sets of recommendations.

The first set is based on the community input that we received through our engagement with residents. These recommendations are the following:

1. PRESENCE, LOOK, AND FEEL: THE OCE SHOULD HAVE A PRESENCE WITHIN NEIGHBORHOODS, NOT SOLELY IN CITY HALL, AND HAVE STAFF THAT REFLECT THE DEMOGRAPHICS OF THOSE NEIGHBORHOODS.

Residents highlighted concerns and fears about interacting with government institutions as barriers to public participation. Although these concerns and fears apply to government broadly and not specifically to the OCE, the OCE could lead the City toward alleviating those barriers by being physically located within neighborhoods and staffed by people who share cultural and linguistic characteristics of the populations in those neighborhoods. Such actions would facilitate relationship building and familiarity between the OCE and the community, which could then be leveraged to improve trust and reduce fear.

2. ACCESSIBILITY: A CORE FUNCTION OF THE OCE SHOULD BE TO COLLABORATE WITH RESIDENTS, ELECTED OFFICIALS, CITY DEPARTMENTS, AND CITY COMMISSIONS TO IMPROVE THE STANDARDS OF MAKING PUBLIC PARTICIPATION OPPORTUNITIES MORE ACCESSIBLE.

As our data show, various barriers make it difficult for residents from traditionally marginalized populations to access participation opportunities.

These barriers include the times, dates, and locations of opportunities, transportation difficulties, and insufficient language support. The OCE should spearhead a collaborative effort to develop a set of accessibility standards for elected offices, City departments, and City commissions.

These standards should provide clear guidance on the range of ways that offices, departments, and commissions should make participation opportunities more accessible, particularly for residents who face socioeconomic and linguistic barriers.



Our data show that inadequate outreach to residents by the City hinders participation. Similar to addressing accessibility barriers, the OCE should address outreach barriers by spearheading a collaborative effort to develop a set of standards and multipronged approaches for elected offices, City departments, and City commissions.

4. TRAINING: A CORE FUNCTION OF THE OCE SHOULD BE TO COORDINATE PUBLIC PARTICIPATION TRAININGS FOR RESIDENTS AND PUBLIC ENGAGEMENT TRAININGS FOR PUBLIC OFFICIALS AND STAFF.

Residents in our study highlighted that rude and/or disinterested staff are barriers to participation. They also called attention to inadequate knowledge about local government and uncertainty about how to participate as additional barriers for residents. The OCE should take lead on addressing these barriers by organizing and managing trainings. This should be done in partnership with community-based organizations that conduct educational programs and nongovernmental entities that specialize in civics education, such as Action Civics California, the Davenport Institute for Public Engagement and Civic Leadership, and the Pat Brown Institute.

The following, second set of recommendations derives from best practices in other parts of the country:

1. EQUITY-BASED APPROACH: BEYOND INACCESSIBILITY, INADEQUATE OUTREACH, AND THE OTHER BARRIERS MENTIONED ABOVE, THE OCE SHOULD FOCUS ITS WORK ON ELIMINATING PARTICIPATION BARRIERS MORE GENERALLY.

As our data indicate and other research shows, apathy does not properly explain why certain populations tend to participate at relatively low rates. Instead, those populations tend to face barriers that hinder their participation. The OCE should be explicitly focused on collaborating with stakeholders to identify, understand, and remove participation barriers for populations and communities that face such barriers.

The Neighborhood and Community Relations Department (NCR) for the City of Minneapolis is instructive on this point. NCR's mission is to "foster[...] public participation and meaningful engagement of all residents by removing barriers and creating equitable access to City programs, services and the decision making process."xxi This approach is reflected in how NCR thinks about successful outcomes and programs. For example, NCR defines the goal of its current five-year strategic plan as follows: "Disparities are eliminated so all Minneapolis residents can participate and prosper."xxii Progress toward this goal is measured by monitoring participation in "eight diversity factors," which are age, gender, disability, sexual orientation, renter/owner, race/ethnicity, income, and education. On each one of these factors, NCR is working to get collective participation rates at or above 80%.

2. APPROPRIATE CAPACITY: THE OCE SHOULD HAVE STAFF WHOSE PRIMARY FUNCTION IS TO WORK DIRECTLY WITH POPULATIONS AND COMMUNITIES THAT PARTICIPATE AT RELATIVELY LOW RATES.

While some barriers or set of barriers cut across populations, others are unique. For instance, socioeconomic factors are more likely to hinder African-American Angelenos, whereas language barriers *and*, depending on ethnicity, socioeconomic factors are more likely to hinder Asian-American Angelenos. Accordingly, a generic approach to increasing participation is likely to fail. Instead, tailored strategies will be needed. The OCE should have staff who can help develop and successfully implement those strategies.

Again, the City of Minneapolis provides a helpful illustration. A key strategy of NCR's five-year strategic plan is to proactively engage "with cultural, senior, youth, and disability communities." To achieve this, NCR has a staff of "Community Specialists" who work directly with members and organizations of the following communities: African American, American Indian, East African, Latino/a, Southeast Asian, and senior citizen. The department also has a staff member who coordinates programs related to the disability and non-English/limited English proficient communities.



3. ENTERPRISE SUPPORT: THE OCE SHOULD BE THE CITY'S HUB FOR PUBLIC PARTICIPATION.

In order to participate effectively, residents have to learn about city government and develop a set of participation skills. Similarly, in order to engage with the public effectively, elected officials, their staff, and city employees must learn about a city's various communities and develop a set of engagement skills. On matters concerning public participation/engagement, the OCE should provide leadership to and support for all offices of elected officials, City departments, and City commissions.

Once again, NCR is instructive. Another key strategy of NCR's five-year strategic plan is to ensure "that City staff has the necessary tools and support in public participation." NCR carries this out by, among other activities, providing trainings for city departments, assessing engagement practices by departments and collaborating with those departments to make improvements, developing policies for boards and commissions that foster diverse representation, and consistently working to make city government meetings more accessible and welcoming.

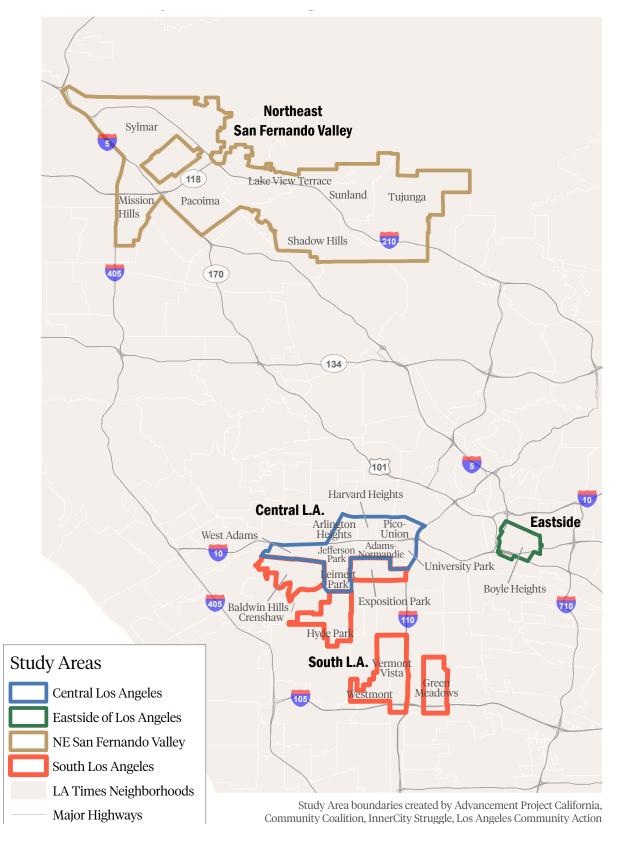
These recommendations should form the cornerstone of the Office of Civic Engagement. By taking an equity-based approach to public participation, proactively working to alleviate barriers, and complementing but going beyond the neighborhood council system, the OCE will bring new voices, energy, and ideas into our local democratic processes. Through this shift, more residents will feel empowered to impact the policy decisions that affect their everyday lives and work with local government to ensure that their communities flourish.

By taking an equitybased approach to public participation, proactively working to remove barriers, and complementing but going beyond the neighborhood council system, the Office of Civic Engagement will bring new voices, energy, and ideas into our local democratic processes.

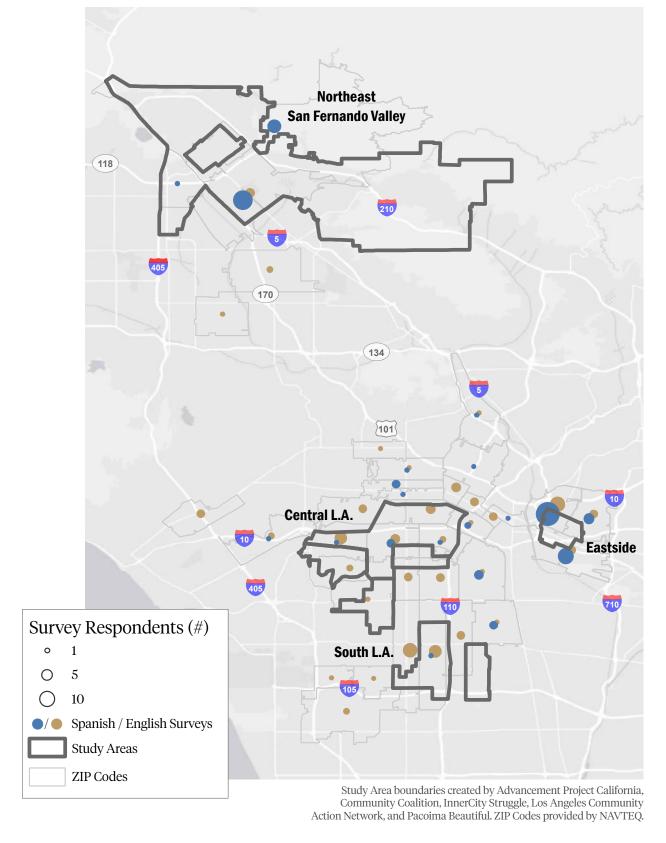
ENDNOTES

- Throughout this document, we use the terms City of Los Angeles and City to refer specifically to the local government of Los Angeles.
- Similar to scholars such as Tina Nabatchi, we use the term public participation to refer to activities
 people use to get their values, needs, interests, and concerns included into public policy decisionmaking.
- iii. Dobard, John, Karthick Ramakrishnan, Kim Engie, and Sono Shah. 2016. Unequal Voices I: California's Racial Disparities in Political Participation, 6, http://advancementprojectca.org/wp-content/uploads/2016/06/Unequal-Voices-Single-Pages-Low-Res-6-28-16.pdf.
- Baldassare, Mark. 2016. California's Exclusive Electorate: Who Votes and Why It Matters, 7, http://www.ppic.org/content/pubs/report/R-316MBR.pdf.
- Sonenshein, Raphael J, Gar Culbert, Paul Mitchell, and Robert Brown. 2014. Who Votes in Los Angeles City Elections?, 6.
- vi. White voices outweighed the voices of people of color when considered individually for each group (i.e. Whites versus Asian Americans; Whites versus Blacks; Whites versus Latinos/as).
- Although there can be variation from year to year, Whites tend to participate at higher rates across the board over extended periods of time.
- viii. Dobard, John, Karthick Ramakrishnan, Kim Engie, Sono Shah, and Lisa Garcia Bedolla. 2017. Unequal Voices II: Who Speaks for California?, 7. http://advancementprojectca.org/wp-content/uploads/2017/01/Unequal-Voices PartII.pdf.
- ix. Sonenshein, 11.
- x. Ibid
- xi. Dobard 2017, 20.
- xii. Sonenshein, 11.
- xiii. Nabatchi, Tina, and Matt Leighninger. 2015. *Public Participation for 21st Century Democracy* (Hoboken: Wiley and Sons), 6.
- xiv. Neighborhood names and boundaries are borrowed from the Los Angeles Times Mapping L.A. project. http://maps.latimes.com/neighborhoods/
- xv. The vast majority of survey respondents reside in the four regions targeted for research. However, a small number of respondents reside outside of those regions. For more information on where survey respondents came from, see the Appendix.
- xvi. 16% is equivalent to 33 respondents.
- xvii. Promotores are Latinos/as who are knowledgeable and respected in the community and who provide culturally relevant health education and advocate for underserved populations to receive appropriate services. Planned Parenthood Los Angeles. https://www.plannedparenthood.org/planned-parenthood-los-angeles/local-education-training/promotoras-comunitarias
- xviii. Health was the #1 issue and a top priority for 71% of Latino/a respondents, while Housing was #2 and a priority for 56% of Latino/a respondents.
- xix. Health was the #1 issue and a top priority for 74% of respondents to Spanish surveys, while Housing was #3 and a priority for 51% of respondents to Spanish surveys.
- xx. Health was the #1 priority and a top issue for 79% of Black respondents, while Housing was #2 (76%) followed by Economic and Employment at #3 (41%).
- xxi. "About Us," Neighborhood and Community Relations Department, City of Minneapolis, accessed August 24, 2018, http://www.minneapolismn.gov/ncr/ncr_about-us.
- xxii. City of Minneapolis, Neighborhood and Community Relations Department. 2016. *Blueprint for Equitable Engagement*, 1, http://www.minneapolismn.gov/www/groups/public/@ncr/documents/webcontent/wcmsp-187047.pdf
- xxiii. See Dobard 2017 for more information on the unique barriers to participation that certain racial and ethnic groups face.
- xxiv. City of Minneapolis, 5.
- xxv. Ibid, 8.

APPENDIX I STUDY AREAS AND NEIGHBORHOOD BOUNDARIES



APPENDIX II SURVEY RESPONDENTS BY ZIP CODE AND LANGUAGE





LOS ANGELES OFFICE OF CIVIC ENGAGEMENT SURVEY

- 1. Do you live in the city of Los Angeles, if so, what is your ZIP Code? If respondent does not live in the city of Los Angeles, end survey here and thank them for their time. If they do live in LA, go to question #2. 2. How do you identify yourself? Select any that apply. a) Asian

 - b) Black or African American
 - c) Indigenous or American Indian or Native American
 - d) Latino/a or Hispanic
 - e) Native Hawaiian or Other Pacific Islander
 - f) White
 - g) More than one race/ethnicity
 - h) Other:____
- 3. What do you think of when you think of public participation or civic engagement? Select any that apply.
 - a) Meeting with a government representative
 - b) Attending and speaking at a public meeting
 - c) Contacting government representative by e-mail, mail, phone
 - d) Joining a board or public commission
 - e) Signing a petition in person or online
 - f) Participating in a protest
 - g) Participating in the Census
 - h) Boycotting
 - i) Buycotting
 - j) Voting
 - k) Volunteering for or donating to a campaign
 - 1) Volunteering in your community or for an organization
 - m) Other:
- 4. Which, if any, of these activities have you participated in?

If respondent selects any answer A-M, go to #5. If respondent selects N, skip to #7.

- a) Meeting with a government representative
- b) Attending and speaking at a public meeting
- c) Contacting government representative by e-mail, mail, phone
- d) Joining a board or public commission
- e) Signing a petition in person or online
- f) Participating in a protest
- g) Participating in the Census
- h) Boycotting
- i) Buycotting
- j) Voting

	12)	Volunteering for or donating to a campaign
	1)	Volunteering in your community or for an organization
	,	Other:
		I have never participated
	,	
5.		ked about the process? What did you like about it? Select any that apply.
		Convenient day/time
	,	Convenient location
	c)	Effective outreach beforehand
		Government representative was actively listening, you felt heard and that your input was valued
	e)	High quality translation/language services
	f)	Meeting format and government representative were engaging
	g)	There was follow-up afterwards to address questions, summarize the interaction
	h)	Other:
6.	What didn	i't work about the experience? What made it harder or unlikely you'll participate again? Select any
0.	that apply	
		ver, skip to #8.
		Inconvenient day/time
		Inconvenient location
		Transportation difficulties
		Inadequate advance notice or outreach
	e)	Concerns/fears about interacting with public institutions/government
	f)	Translation/language services lacking or poor quality
	*	Meeting format and government representative were not engaging
	g) b)	Not sure how to participate or what is expected of you
	i)	Policymaker not actively listening, you did not feel heard or that your input was valued
	j)	Poor signage or directions
	, ,	Other:
	K)	outer
7.	What prev	rented you from participating? Select any that apply.
	a)	Inconvenient day/time
	b)	Inconvenient location
	c)	Transportation difficulties
	d)	Inadequate advance notice/not aware of opportunities at all
	e)	Concerns/fears about interacting with public institutions/government
	f)	Translation/language services lacking or poor quality
	g)	Not sure how to participate or what is expected of you
	h)	Not interested
	i)	Other:
8.	Which of t	hese ideas would make it easier or more likely for you to participate? Select any that apply.
0.		Opportunities on weekends
		Opportunities in the evening
		Free child care

d) Opportunities in neighborhoods, not just at City Hall or downtown LA

	e)	More active engagement from government representatives
	f)	More advance notice, better outreach
	g)	Better/more translation/language services
	h)	Better/more transportation or parking options
	i)	Trainings for residents on civic engagement and city government structure
	j)	Other:
	,.	
9.	•	ou want to participate in civic engagement? Why is public participation important? Select any that
	apply.	16 ²
		It's an important part of democracy/My duty
	U)	Government representatives don't often hear from, understand, or respond to the needs of my
	-\	community
		It is a way to make government responsive to the needs of my community
		It's not important to me. Would you care to share why not?
	e)	Other:
40	rr/1 · 1 · 2 ·	
10.		sues matter to you most?
	,	Health
	,	Youth
	,	Crime
		Criminal Justice System
	,	Public Works
		Housing
	_	Economic Issues and Employment
		Transportation
	i)	Other:
11	How woul	d you like to be notified about opportunities to engage? Select any that apply. <i>If respondent selects</i>
11.		o to #12, if not, go to #13.
		Pre-recorded phone message
		Text message
		Radio or TV
	,	E-mail
	,	Posting in public places
	f)	Social media
	,	
		In-person Other:
	11)	Outer:
12.	In which t	ype of public places would you like to see notices? Select any that apply.
		Churches/Houses of Worship
		Local businesses
	,	Libraries
	,	Schools
		Health Clinics
	f)	Other:
	1)	V
		3

	3 days
	5 days
,	1 week
d)	Other:
•	ald like to receive a reminder, when would be ideal? Select any that apply.
,	24 hours
· · · · · · · · · · · · · · · · · · ·	48 hours
	Not interested in receiving a reminder Other:
. Which of	these programs, that the city could implement, would make it easier for you to participate? Sele
any that a	
•	Work with community-based organizations to train city staff on civic engagement skills
	Work with community-based organizations to train residents on how city government works and how to participate
c)	commissions
	Maintain public calendar of all city-wide civic engagement opportunities and lead outreach for those opportunities
	Work with community-based organizations to train city staff on engaging historically marginalized communities
	Free phone hotline to answer residents' questions about rules and laws on civic engagement
g)	creating a long-term plan to meet them
h)	Other:
	ect the top 3 programs that the city should focus on in its first year.
	Work with community-based organizations to train city staff on civic engagement skills
	Work with community-based organizations to train residents on how city government works and how to participate
	Trainings to prepare residents for public sector leadership, such as joining boards or commissions
d)	Maintain public calendar of all city-wide civic engagement opportunities and lead outreach for those opportunities
e)	marginalized communities
f)	Free phone hotline to answer residents' questions about rules and laws on civic engagement
g)	Setting measurable goals for city's engagement of historically marginalized communities and creating a long-term plan to meet them
h)	Other:

,	If you would like to see the report when it's finished, please share your email or your phone number. Your contact information will not be linked to your survey responses or shared for any other purpose. Sharing your email address or phone number is completely optional. **Write answers on separate sheet provided.**

APPENDIX IV OFICINA DE PARTICIPACIÓN CÍVICA DE LOS ÁNGELES: ENCUESTA

1.	¿Vive en la ciudad de Los Ángeles? Y, si es así, ¿cuál es su código postal? Si el encuestado no vive en la ciudad de Los Ángeles, termine la encuesta aquí y agradézcale por su tiempo viven en LA, continúe a la segunda pregunta.
	F - 8
2.	¿Cómo se identifica usted? Seleccione todas las respuestas que sean pertinentes.
	a) Asiático/a
	b) Negro/a o afroamericano/a
	c) Indígena o indio/a americano/a o nativo/a americano/a
	d) Latino/a o hispano/a
	e) Nativo/a de Hawái u otra isla del Pacífico
	f) Blanco/a o Anglosajón/a
	g) Más de una raza/etnia
	h) Otro:
3.	¿Qué le viene a la mente cuándo piensa en la participación pública o la participación cívica? Seleccione tod las respuestas que sean pertinentes.
	a) Reunirse con un representante del gobierno
	b) Asistir y hacer comentario en una reunión pública
	c) Contactar a un representante del gobierno por correo electrónico, correo, teléfono
	d) Formar parte de un comité o comisión pública
	e) Firmar una petición en persona o en línea
	f) Participar en una protesta
	g) Participar en el censo
	h) Boicotear
	i) Buycott (comprar deliberadamente los productos de una compañía o de un país en apoyo a sus
	políticas o para contrarrestar un boicot)
	j) Votación
	k) Ofrecerse como voluntario para o hacer donación a una campaña
	l) Ofrecerse como voluntario en su comunidad o para una organización m) Otro:
	,
4.	¿En cuáles de estas actividades ha participado (si es que ha participado en alguna)?
	Si el encuestado selecciona cualquier respuesta A-M, vaya a la pregunta #5. Si el encuestado selecciona N, sal
	a la pregunta #7.
	a) Reunirse con un representante del gobierno
	b) Asistir y hacer comentario en una reunión pública
	c) Contactar a un representante del gobierno por correo electrónico, correo, teléfono
	d) Formar parte de un comité o comisión pública
	e) Firmar una petición en persona o en línea

f) Participar en una protestag) Participar en el censo

1 \	. ,	_				
h.)	R۲	110	ഹ	te	a.

- i) Buycott (comprar deliberadamente los productos de una compañía o de un país en apoyo a sus políticas o para contrarrestar un boicot)
- j) Votación
- k) Ofrecerse como voluntario para o hacer donación a una campaña
- 1) Ofrecerse como voluntario en su comunidad o para una organización
- m) Otro:_____
- n) Nunca he participado
- 5. ¿Qué funcionó del proceso? ¿Qué le gustó sobre el proceso? Seleccione todas las respuestas que sean pertinentes.
 - a) Día/hora conveniente
 - b) Lugar conveniente
 - c) Preaviso Promoción de antemano efectiva
 - d) El representante del gobierno estaba escuchando atentamente, usted se sintió escuchado y que su opinión fue valorada
 - e) Servicios de traducción/lenguaje de alta calidad
 - f) El formato de la reunión y el representante del gobierno fueron participativos
 - g) Hubo un seguimiento después para responder a preguntas y resumir la interacción
 - h) Otro:_____
- 6. ¿Qué no funcionó del proceso? ¿Qué hizo que sea más difícil o poco probable que vuelva a participar? Seleccione todas las respuestas que sean pertinentes.

Después de responder, salte a la pregunta #8.

- a) Día/hora inconveniente
- b) Lugar inconveniente
- c) Dificultades de transporte
- d) Preaviso o promoción inadecuado
- e) Preocupaciones/miedo sobre la interacción con las instituciones públicas/el gobierno
- f) Servicios de traducción/lenguaje deficientes o de baja calidad
- g) El formato de la reunión y el representante del gobierno no fueron participativos
- h) No estaba seguro/a de cómo participar o qué se esperaba de usted
- i) El representante del gobierno no estaba escuchando atentamente, usted no se sintió escuchado o que su opinión fue valorada
- i) Malas direcciones o malos carteles/letreros
- j) Otro:_____
- 7. ¿Qué impidió su participación? Seleccione todas las respuestas que sean pertinentes.
 - a) Día/hora inconveniente
 - b) Lugar inconveniente
 - c) Dificultades de transporte
 - d) Preaviso inadecuado/no estuvo enterado de las oportunidades para nada
 - e) Preocupaciones/miedo sobre la interacción con las instituciones públicas/el gobierno
 - f) Servicios de traducción/lenguaje deficientes o de baja calidad
 - g) No estaba seguro/a de cómo participar o qué se esperaba de usted
 - h) No interesado

	i)	Otro:
8.	¿Cuáles de	estas ideas haría más fácil o más probable su participación? Seleccione todas las respuestas que
sean pertinentes.		
	a)	Oportunidades durante los fines de semana
	b)	Oportunidades en la tarde
		Cuidado infantil gratuito
		Oportunidades en los vecindarios, no solo en la alcaldía (City Hall) o el centro de Los Ángeles
		Participación más activa de los representantes del gobierno
		Más preaviso, mejor promoción
	_	Mejores/más servicios de traducción/lenguaje
	h)	Mejores/más opciones de transporte o estacionamiento
	i)	Entrenamientos para residentes sobre la participación cívica y la estructura del gobierno de la ciudad
	j)	Otro:
0	•D /	
9.		uiere involucrarse en la participación cívica? ¿Por qué es importante la participación pública?
		Es una parte importante de la democracia/es mi obligación Los representantes del gobierno frecuentemente no escuchan, entienden, ni responden a las
	U)	necesidades de mi comunidad.
	a)	
		Es una manera de hacer que el gobierno responda a las necesidades de mi comunidad. No es importante para mí. ¿Quisiera decirnos por qué no?
		Otro:
10.	¿Cuáles 3 o	de estos temas más le importan a usted?
		La salud
		La juventud
	,	El crimen
		La justicia criminal
		Obras publicas
	,	La vivienda
	_	Cuestiones económicas y el empleo
		El transporte
	i)	Otro:
11	¿Cómo qui	isiera ser notificado sobre las oportunidades de participación? Seleccione todas las respuestas que
	_	nentes. Si el encuestado selecciona la opción E, salte a la pregunta#12, si no, vaya a la pregunta #13.
		Mensaje telefónico pre-grabado
		Mensaje de texto
		Radio o televisión
		Correo electrónico (e-mail)
		Los avisos en los lugares públicos
		Las redes sociales
	,	En persona
		Otro:
	,	
		3

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12.	¿En qué tir	oo de lugar público quisiera ver las notificaciones? Seleccione todas las respuestas que sean
	pertinente	
	a)	Iglesias
		Negocios locales
	c)	Bibliotecas
	d)	Escuelas
	,	Clínicas de salud
	f)	Otro:
13.	¿Cuánto av	viso previo para las oportunidades de participación cívica sería ideal? Seleccione todas las
	respuestas	que sean pertinentes.
	a)	3 días
	b)	5 días
		1 semana
	d)	Otro:
14.	¿Si le gusta	aría recibir un recordatorio, cuando sería ideal recibirlo? Seleccione todas las respuestas que sean
	pertinente	S.
	a)	24 horas
		48 horas
		No estoy interesado en recibir un recordatorio
	d)	Otro:
15.		estos programas, que podría implementar la ciudad, facilitaría su participación? Seleccione todas stas que sean pertinentes.
	-	Trabajar con organizaciones comunitarias para capacitar al personal de la ciudad en las habilidades de la participación cívica
	b)	Trabajar con organizaciones comunitarias para capacitar a los residentes sobre cómo funciona el
		gobierno de la ciudad y cómo participar
	c)	Entrenamientos para preparar a los residentes para el liderazgo del sector público, por ejemplo,
	1)	como formar parte de un comité o comisiones
	a)	Mantener un calendario público de todas las oportunidades de participación cívica en toda la
	۵)	ciudad, y que la oficina se encargue de promover esas oportunidades
	e)	Trabajar con organizaciones comunitarias para capacitar al personal de la ciudad en como involveror a los comunidades que históricamente han sido marginados.
	f)	involucrar a las comunidades que históricamente han sido marginadas Una línea directa gratuita para responder a las preguntas de los residentes acerca de las reglas y
	1)	las leyes de la participación cívica
	g)	Establecer metas mensurables para la ciudad para involucrar a las comunidades históricamente
	g)	marginadas y crear un plan a largo plazo para satisfacerlas
	h)	Otro:
16		eleccione los 3 mejores programas en los cual la ciudad debería enfocarse durante su primer año.
10.		Trabajar con organizaciones comunitarias para capacitar al personal de la ciudad en las
	a)	habilidades de la participación cívica
	b)	Trabajar con organizaciones comunitarias para capacitar a los residentes sobre cómo funciona el gobierno de la ciudad y cómo participar

c)	Entrenamientos para preparar a los residentes para el liderazgo del sector público, por ejemplo,
	como formar parte de un comité o comisiones

- d) Mantener un calendario público de todas las oportunidades de participación cívica en toda la ciudad, y que la ciudad se encargue de promover esas oportunidades
- e) Trabajar con organizaciones comunitarias para capacitar al personal de la ciudad en como involucrar a las comunidades que históricamente han sido marginadas
- f) Una línea directa gratuita para responder a las preguntas de los residentes acerca de las reglas y las leyes de la participación cívica
- g) Establecer metas mensurables para la ciudad para involucrar a las comunidades históricamente marginadas y crear un plan a largo plazo para satisfacerlas

h)	Otro:	
----	-------	--

17.	¿Hay algo más que quiera agregar relacionado con el mejoramiento del acceso y las oportunidades de participación pública en Los Ángeles?

18. Si desea ver el informe cuando esté terminado, por favor comparta su correo electrónico o su número de teléfono. Su información de contacto no se vinculará a las respuestas de su encuesta ni se compartirá con ningún otro fin. Su decisión a compartir su dirección de correo electrónico o número de teléfono es completamente opcional.

^{**} Escriba sus respuestas en la hoja separada provista. **



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