



Broadway Corridor

Report 5

Business Owners, Displaced Residents, and Faith Leaders Roundtable Discussion Report



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12/13/18

Augustana Lutheran Church



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Executive Summary

This roundtable discussion involved primarily people of color (78%). Participants were either business owners, displaced residents, or faith leaders. The most common racial/ethnic group in this discussion was Black or African American at 52 % with Hispanic/Latino/a/x being the second most common group at 19%. Because of the duality of identities in this discussion and the historical dynamics that have created distrust between communities of color and the city of Portland, participants doubted that their participation would change the pattern of the negative impacts and hurtful consequences of urban development and did not believe that the Broadway Corridor would bring benefits to their communities. They questioned who the Broadway Corridor will ultimately end up serving and what force will really lead this project.

Participants ultimately believe that the Broadway Corridor will end up serving the same groups that have traditionally benefited from urban development projects while longtime disengaged Portland residents will continue to be pushed out to the margins of society. Minority business owners, longtime faith leaders, advocates and displaced residents were motivated to share their discomfort, anger, and disappointment. Most of the participants shared their hopes and opinions about affordable housing and the lack to access to business development support, opportunities, and better jobs. Participants, especially those who identified as displaced residents, feel excluded and like strangers to the areas where they once lived. They feel sad and mournful about their city, they miss their people, their homes, and the communities that they once belonged to.

Because of their experiences with housing, affordability, and gentrification, participants believe that mixed-income housing will end up benefiting high-income individuals especially because of the Corridor's location and the image it carries. They suggested the city and project owners should have

contracts committing to having the same number of low-income residents and rent control for fifty or a hundred years. They want real accountability, not just promises.

Many faith leaders offer their buildings as community centers and offer support, comfort, and help. Their buildings are used to facilitate services and resources to people in need and low-income families; they also host non-profit and public organizations like Prosper Portland that want to reach these communities. Most churches are places where people feel safe and welcome; research is clear that religion and spirituality play a pivotal role in the wellness of both individuals and the community.

Participants did not view the Corridor's purpose to be inclusive or a source for opportunities to them as longtime Portland active residents, but instead see it as an answer to the increased migration to Portland from other states, particularly wealthy groups. There was a strong sentiment that they should be taken care of first, that their needs and voices need to be heard first before any investor, developer, or people "without history, without community and without roots" here in Portland. Participants conclusively view the Corridor as another form of gentrification that will push people out, specifically the homeless population that resides near Union Station, and that will raise the cost of living of the whole area, making access even more difficult for them, their families, and their communities.

Introduction

The 34-acre Broadway Corridor Project, which encompasses the downtown Portland U.S. Postal Service property, is a people-centered development project that will permanently change Portland's downtown landscape. Through the project, Prosper Portland and Portland Housing Bureau seek to promote social equity and to authentically engage the community early in the process, ultimately maximizing the project's community benefits.

Historically, urban development projects have long excluded disengaged and underserved communities. Prosper Portland acknowledges that its past includes measures that have negatively impacted low-income residents and people of color through gentrification, displacement, and other policies. Recognizing that development brings change, project leaders are focused on ensuring that this change benefits all Portlanders, especially those communities that haven't benefited from previous development projects. To maximize Broadway Corridor community benefits, it is vital for the project owners to understand the experiences, needs, and challenges of the various communities that will be impacted by the project.

Prosper Portland contracted with Lara Media Services to support public engagement activities for the Broadway Corridor Project with a focus on involvement efforts with disengaged Portland residents who don't traditionally participate in public meetings and who don't feel they benefit from large-scale development projects. As part of this scope, Lara Media Services conducted three focus groups, two roundtable sessions, and surveys at three locations with various target audiences:

- Focus Group with Low-Income Residents in the Broadway Corridor Study Area, 8/7/2018
- Focus Group with Individuals with Disabilities, 11/6/18
- Roundtable Discussion with Communities of Color, 12/1/18

- Focus Group with Construction Workers, 12/3/18
- Roundtable with Business Owners, Displaced Residents, and Faith Leaders, 12/13/18
- Pop-Up Surveys:
 - Union Station, 11/30/18
 - Rose Quarter MAX Station, 12/4/18
 - Hollywood Library, 12/6/18

Purpose

Focus groups, roundtables, and pop-up surveys have been used to hear from community members who are often underrepresented in traditional public engagement forums and/or who provide a perspective we are missing. These perspectives improve the project and move it toward more equitable outcomes.

Focus groups and roundtables typically presented similar questions to participants, with some variation depending on the project status. Findings will inform the public benefit priorities, development plan, and interim activation strategies for the Broadway Corridor.

The purpose of the roundtable meeting with Business Owners, Displaced Residents, and Faith Leaders was to:

1. Learn and understand the needs and challenges of people who work and live in downtown.
2. Identify the resources and tools they need to thrive and access better opportunities.
3. Motivate them to actively participate in the Broadway Corridor process.

Methodology

Broadway Corridor Roundtable for Business Owners, Displaced Residents, and Faith Leaders

Date: December 13, 2018

Time: 6 pm to 9 pm

Location: Augustana Lutheran Church

2710 NE 14th Ave, Portland, OR 97212, USA

A roundtable discussion was the selected research method. A facilitated discussion used a qualitative approach to gain an in-depth understanding of the motivations, challenges, and equity issues of this specific group, obtain data and build a connection that will kindle their participation in the project process.

Lara Media Services recruited the participants and focused on faith leaders, business owners, and displaced residents. The roundtable discussion lasted almost two hours and produced a combination of quantitative and qualitative data through a survey and discussion. Three facilitators from Lara Media led the roundtable discussion among groups of participants. Two tables consisted of business leaders while one table consisted of both faith leaders and displaced residents. A total of 27 participants took part in the roundtable discussion; an audio recording and subsequent transcription captured their comments.

Participant Demographics

*For a full demographic report please see the appendix

	Most Common Groups	Percentage
Racial/Ethnic Identity	Black or African American	52%
	Hispanic, Latino/a/x	19%
Gender	Female	50%
	Male	37%
Age	35-44	37%
	45-54	19%
Household Annual Income Before Taxes	\$50,000 to \$74,999	30%
	\$100,000 to \$149,999	15%
Disability	No	78%
	Prefer not to answer	6%

Concept Results



DISCOVERY

- ◇ Union Station as Public Square
- ◇ Neighborhood Scale
- ◇ Culture Alleys
- ◇ Pocket Parks
- ◇ Community Market



NATURE

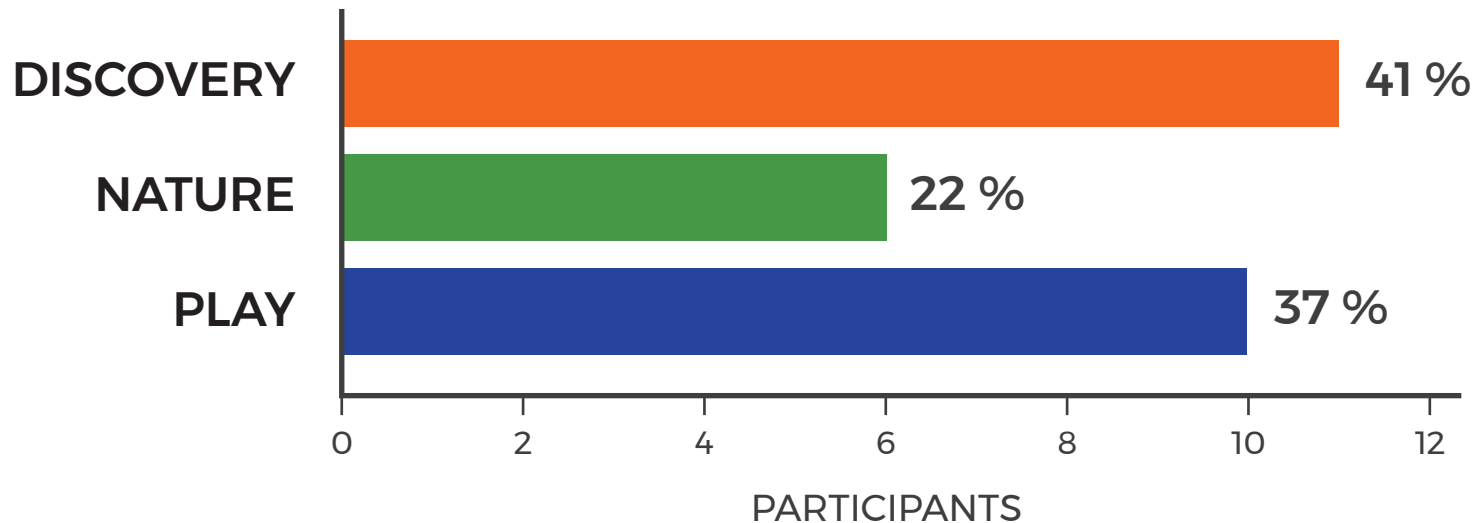
- ◇ Green Heart
- ◇ Breaking the Grid
- ◇ Variety of Gathering Spaces
- ◇ Green Jobs
- ◇ Iconic Architecture



PLAY

- ◇ Resiliency through Community
- ◇ Community Health & Wellness
- ◇ Active Recreation
- ◇ Woonerf (Living Streets)

8. Which concept do you like best?



9.1 From this concept (DISCOVERY), which elements did you like? (select all that apply)

Discovery elements	Participants	Percent
Union Station as a Public Square	4	30%
Neighborhood Scale	0	0%
Culture Alleys	1	8%
Pocket Parks	1	8%
Community Market	7	54%

9.2 From this concept (NATURE), which elements did you like? (select all that apply)

Nature elements	Participants	Percent
Green Heart	2	18%
Breaking the Grid	3	28%
Variety of Gathering Spaces	2	18%
Green Jobs	2	18%
Iconic Architecture	2	18%

9.3 From this concept (PLAY), which elements did you like? (select all that apply)

Play elements	Participants	Percent
Resiliency through Community	5	31%
Community Health & Wellness	5	31%
Active Recreation	5	31%
Woonerf (Living Streets)	1	7%

What elements do you think are missing?

- *"More spaces for art and music scenes. sharing space for vendors and street festival style. Community center."*
- *"Vision must be matched with intentionality every step of the way in terms of equity diversity and inclusion from planning to implementation to employment ownership and residency."*
- *"Work spaces for entrepreneurs."*
- *"Parks, community gardens, playgrounds, green jobs."*
- *"Organizations and agencies involvement. Community building."*
- *"Being an investor on the project."*
- *"Allowing the community to be part of the investment."*
- *"You need schools."*
- *"Ownership opportunities for housing and business options for lower income and people of color"*
- *"Include opportunity for housing for people with barriers such as criminal records."*
- *"Food corridor, outdoor THEATER".*
- *"There has to be a bigger emphasis on housing solutions beyond low income versus luxury condominiums which is the case with the rest of the Pearl District. It is important to explain how the community equity is measured, and shared by the community, it is also is important to clarify how the community can be invested, be an active stakeholder, a partner. I am concerned in transparency and to know how this will not become a vehicle for private developers to tap on public money for their own profit. Basically how this is going*

to be a difference to how the rest of the Pearl District has been developed, and how early, as a neighbor will take for me to have to pack away from the city center like so many. Jobs are always promised, but are performed for people that can't afford anywhere near the area."

- *"Community centers."*
- *"The community challenges i.e homeless and addicted that frequent that area."*
- *"I think a educational center for youth is missing. We have enough recreation and sports centers/parks we need facilities that teaches youth tech skills to equip them for the future jobs. Credit and investment classes or seminars to help prepare for life."*
- *"Getting the community involved and educated. a lot of these idea and proposals aren't formed by people of color or people who are affected by the outcomes of these projects."*

Word Cloud Analysis

An analysis of the roundtable discussion recording and transcription produced a word cloud with the most frequently spoken words that reflected the participants' challenges, needs, and motivations.



Main Findings

The roundtable participants reflected and shared their opinions regarding the Broadway Corridor. Lara Media Services recorded, transcribed, and then analyzed participant input on the Broadway Corridor Project using the following categories: Building Massing/Connectivity/ Parcel Configuration/ Street Plan, Commercial Affordability, Community Center/Open Space/Parks, Housing, Tenants, and Workforce. These categories best address the more vital aspects of the project and help summarize participant input to more fully understand their attitude toward the Broadway Corridor Project proposed by Prosper Portland.

The group consisted of faith leaders, displaced residents, and business owners; they hope that this project brings affordable housing and affordable living but had many concerns about how and to whom these opportunities will be offered. They believed that the people in real need would not be served and that the Corridor would favor higher-income residents that fit the image of the Pearl District instead. They want to be able to afford to participate in it and integrate themselves without feeling unwelcome. Some participants said that the proposed location might not be suitable for housing and that the Corridor should focus instead on creating jobs. Participants strongly believed that creating jobs for their communities should be a major priority for the Corridor; and they want to see an honest effort in bringing communities and their businesses to downtown Portland.

Building Massing/Connectivity/Parcel Configuration/Street Plan

The participants' main concern regarding the layout of the Broadway Corridor Project is parking and having buildings that are adapted to the needs of a diverse community. They see downtown as inaccessible. Also, they said that the project must be intentional in its construction so that everyone can feel welcome and can easily access all its resources and value.

Business Owners

"It's a pain [downtown traffic], sometimes we're only going four miles and we're stuck for 45 minutes. And parking is an issue. That's what keeps me from going for fun but I still go for work, but parking and traffic is tough."

"A lot of times people live far from downtown so it's a commute. A lot of the times the pay isn't worth the commute for gas, sitting in traffic. It's just not a good area, it's not efficient, money or time wise. It's just busy."

Faith Leaders/Displaced Residents

Talking about downtown: *"There's a lot of restrictions with all these new 'affordable' homes. There's not enough parking"*

Talking about the design of the new buildings: *"I agree about being intentional, about being intercultural and intergenerational. When I look at buildings and think about age and being at that certain older age, I don't want to live in a building where I have to climb stairs and so when you think of mixed generation folks' social locations, you have to really take that into consideration."*

Community Center/Open Space/Parks

Participants expressed their desire to see that the Broadway Corridor Project is designed for the entire community, including large families, not just for those that already live in downtown. They wish to see that the project's public space is made for them and that its resources are directed to serve the people most in need. They don't want another area that is gentrified, creates more displaced residents, and doesn't welcome people of color and low-income families. These participants voiced their opinions about what they want, a space that offers resources to them and their families. Participants expressed they would like to feel safe and welcomed there.



Business Leaders

"I think having a place where they share spacing for food vendors, artists, music, and public space would be good for the community."

Talking about having a Community Center: *"I would like to see a multi-media center something like a school where we teach them [Portland residents] how to get a job and provide for themselves. Do something that will help them in the next 20 years rather than just now and actually help them create wealth rather than just getting by. Something that benefits the whole community rather than just the people downtown."*

"We don't need another 23rd Avenue."

Displaced Residents

Talking about their needs: *"Being able to have any type of resources that help me get from lower class to at least median like having access to childcare would be great."*

"We need a place where we feel ok to be there, where we can feel free to be who we are, a safe place for our kids to play and to learn about other cultures."

"I always have to think I am black, where I live reminds me that I am black, that I don't deserve to be where I want, and I get very tired of it so it makes me feel good if I can go to a place where I don't have to worry, where I am feel ok, I wish we can have a place like that in downtown."

Faith Leaders

Talking about offering resources: *"I'm really huge on peer support. So like having some other kinds of social services drafted within the property for the residents, all residents, not just people from low income. Accessible services, all kind of services for all residents."*

Talking about PoC "Communities don't have a space to gather in downtown, everything is expensive, our families cannot go there."

Commercial Affordability

Participants said that going to downtown is very expensive for them, and this affects their decision to visit, work, or live there. They question what the term “affordable” means and who will have access to the project benefits, when deciding what “affordable” living will look like. Participants think that the Broadway Corridor Project will be expensive because of its location. Because of this, participants mentioned that they need assurance that not only would they be able to afford living there but they would be able to continue living there in the years to come.



Business Leaders

Talking about low income families living there: “For me that’s [commercial affordability] a big concern because the people who moved in with a lot of money early on and all the businesses in the area are really catering to them. It’s not accessible so if you bring in folks who are lower income they’re not really going to have a great place to shop, to go with their kids, stuff like that.”

Talking about a mix of housing in the project: “I feel if you’re going to be building affordable housing there should be a wide range of prices for families and also services and accessibility to businesses. Because it would be horrible to live in that area and not be able to participate in the community and the economy in any way.”

“I think it’s important for them [Prosper Portland] to understand that when you talk about affordable housing to match our meaning of what it is. That’s an issue because when you talk affordable, who is it affordable for? Is it for us or is it for them? And if you’re talking about affordable there should be price ranges so that everyone has a place to live.”

“Is it [the Broadway Corridor] for the people who are already existing and living in those high-rise apartments and can already afford the area? Or are we going to welcome a new breed of income in that area that will actually be able to afford to live in that area? I want to be able to come down there as well, I want to be able to feel like it’s not out of my league.”

Talking about affordable resources “I would like for there to also be an affordable grocery store. Because how they’re doing with NE Portland it’s like they’re trying to get people to come back but where are these people supposed to shop? New Seasons? Who can afford to shop there? So yeah, having an affordable grocery store and access to resources so people can afford to live there and be able to seek the resources they need without having to go across town.”

Faith Leaders/Displaced Residents

Talking about long term affordability: “I would like to make sure those housing units are in control and not all of sudden, five years down the road are sold to developers and there goes the rent. So, we’ve got to build in some of those things [into the Broadway Corridor Project].”

Housing

Participants expressed mixed feelings about affordable housing, and their interest was diminished by their concerns and distrust. They said that the proposed housing idea may be inadequate and would not meet their needs. All expressed that they are afraid of not being the target for affordable housing. Some voiced that the proposed location was not a good location for families with kids or low-income people due to the lack of resources and the high cost of living for the area.

Business Owners

Talking about the possibility to live there. “I would say no, not because it’s not a nice place but because it’s not conducive to the lifestyle that I want to lead. I like having a yard and gardening and being able to see my neighbor across the street not having them right on top of me.”

“So there’s talk about how there’s going to be affordable housing units and this glossary here lists area median income as \$81,000 so is it affordable housing units for the area median income or is it like affordable units for a lower income family? I think \$81,000 is a lot of money. So if affordable housing is catering to people who make that much money then it’s not affordable housing. I would like to see units that cater to people that make half that and below.”

“But what you’re getting then [with an area median income] is you have to make \$30,000, or whatever it is, or less than that or you have these super rich people. You’re not getting a mix of just the average joe who doesn’t ever qualify for anything.”

Displaced Residents

“There’s an in between those that are low-income and those that are well off. I fit in that crack because I don’t qualify for low-income housing [and other aid] but I can’t pay my rent right now.”

“I miss my people, my community, my kid playing with his cousins, and my grandpa. I miss my house, my family.”

“What type of safeguards would be put in place for people that are low-income moving into that place?”

“I would like to say I also have major concerns with the housing. Just because I have a child I

would like to say Portland hasn't done a very good job with these affordable homes. These kids have nowhere to play, they're running around messing with stuff they have no business messing with."

Faith Leaders

"We've dealt with what we call root shock where we've literally uprooted entire communities and sent them somewhere else and they've not been acculturated and the institutions that were a part of that [community] exist no more..."

"It's a nice project but I'm willing to bet not one of the people [the homeless population at the Union Station] wandering down there will be able to live in the housing project."

"A signed contract that says the low-income units will stay low-income for at least 20 years. I think that that is needed. 20 years is not much [for a rent control contract], I would say 50 or 100 years will be better, the city needs truly commit."

"There has to be a bigger emphasis on housing solutions beyond low income versus luxury condominiums which is the case with the rest of the Pearl District. It is important to explain how the community equity is measured, and shared by the community, it is also important to clarify how the community can be invested, be an active stakeholder, a partner. I am concerned in transparency and to know how this will not become a vehicle for private developers to tap on public money for their own profit. Basically how this is going to be a difference to how the rest of the Pearl District has been developed, and how early, as a neighbor will take for me to have to pack away from the city center like so many."

Tenants

The group said tenants should represent the diversity that exists in the city. Participants voiced that they would like to see a fair tenanting process for all and an effort to partner with community organizations and faith leaders to help facilitate this. They want this project to support and provide resources for the people that are already there especially homeless. Displaced residents expressed how important it is to keep local and minority-owned business in the area, since these businesses care about and support their communities by providing employment opportunities and resources that large businesses do not.



Business Leaders

"I think it would be good to bring in small businesses, maybe new businesses, new ideas."

"If we're throwing incentive money to businesses, write something into it [the Broadway Corridor plan] that is saying they [Prosper Portland] have to hire and bring a certain percentage of people who are marginalized."

"When you talk about bringing in non-profit organizations that deal with the type of people that are in recovery or coming from prison or homelessness and you have this type of project they should make those connections and relationships with those types of groups so that they can know what population they're serving."

"I like the idea of a plaza as well that's able to have vendors and food carts. Spaces that are more open to people who have businesses. So I would like to see that opportunity because there's not

a lot of accessible retail space [downtown]. And it shouldn't be monopolized but giving the same opportunity to everyone."

Displaced Residents

"Be intentional about who owns the businesses. Because you can see the change of what it used to be, so real intentionality of those business owners. Because that reflects the neighborhoods too."

"...people of color, most of us have been really pushed aside. And I think we owe it to the fabric of our community, to make it so that it [the Broadway Corridor] addresses everyone in it."

Faith Leaders

"There's no schools in the area [the Pearl District] and they're going to build this? so where are the schools? Where are the shopping centers? Where are the grocery stores? There has to be better planning, this looks wonderful but I'm already concerned."

Workforce

Among the most important topics for the participants is equal access to workforce opportunities and training. Participants think this is a solution to addressing the housing and homelessness problem. For them this means being able to get well-paid jobs and training and/or apprenticeships, so they can make a living and provide for their families.



Business Owners

"I would like to see government and nonprofits jobs. Because those jobs tend to have more equity mandate than places like Salt N Straw. They tend to hire people who look like them. Obviously it would have to be more affordable to get non-profits there but businesses in general that have an equity mandate and pay closer to living wages and could provide benefits."

"They need to, with the development, make sure there's a certain percentage of contracts for building, junk removal, etc. that are given to emerging and minority-owned businesses."

"Jobs are always promised, but are performed for people that can't afford anywhere near the area."

Displaced residents

"I think jobs would heal a lot of situations, especially with the homeless stuff. And if that be then making it accessible to different communities like not just making jobs for somebody that's established but entry-level jobs for a lot of people that are starting off."

"I've been through that [job searching] and it takes a lot to make a resume and gain a skill set for some people...being a single mom sometimes we don't know what to do with our kids when we're trying to hold up our head and keep on. So resources for that, skill sets for that, training for that."

"Which is why she said can we do more than just giving skills? Give us those skills but also get us to a point where people are being taught how to fish. Programs are great but let's get them to transition and really get them a job."

"I think Prosper Portland needs to make a commitment to not only employ a diverse workforce"

but also have a diverse leadership team. It should reflect the birthrate of the United States right now which is a global majority.”

Faith Leaders

“I’m actually not convinced that housing people in this space is the best idea. The train goes by there and it’s loud, and it’s intense. I’d rather see Prosper Portland invest in neighborhoods. Or maybe just jobs, I’d love to see needed jobs there.”

“It is not only houses what people needs, they need training, they need to learn how to look for a job, and work opportunities.”

Conclusion & Recommendations

This was a successful exercise since it reached the two main goals of the engagement plan:

1. to create deep and intentional awareness of the Broadway Corridor Project throughout Portland, particularly among those who are traditionally disengaged residents; and,
2. to authentically and successfully engage target audiences so they feel empowered to share input and express their opinion and thus maximize the project's community benefits.

Participants conclusively view the Broadway Corridor as likely being another gentrification project rather than an equity one. Their distrust in this kind of process was apparent, feeling they were brought in “only to check off a box.” However, they understood that it could provide them with needed resources and access to opportunities like any other project, since more than 65% of them gave their contact information and wished to continue their involvement in the process.

Our recommendations to continue engaging with these groups and establish trust are:

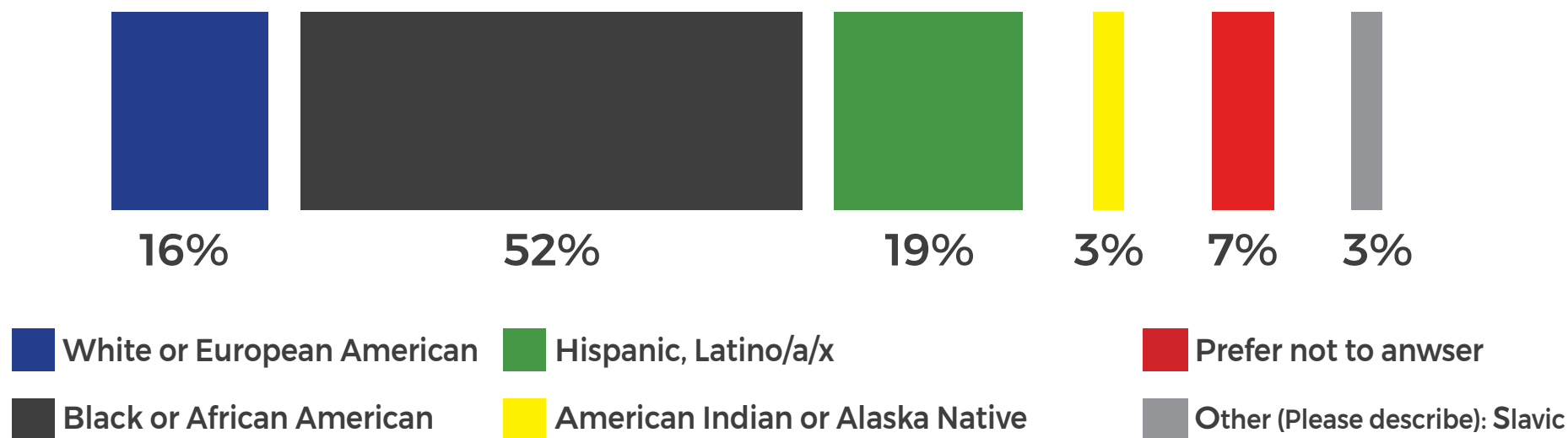
- To continue communicating “the story” Prosper Portland needs to continue sharing its purpose and values.
 - Because values and purpose are strong connectors, it's important for these communities to continue learning about Prosper Portland and its commitment to listening and providing both resources and opportunities. People will always react positively to efforts that really listen and take their opinions into consideration, especially visible efforts that truly care about what they have to say. These groups care about contributing to the well-being of others, lifting up people who are suffering, and being there for their communities. We recommend that Prosper Portland continues sharing and inviting them to engage in the process, an effort that will provide these communities an opportunity to lift up their communities.

- To continue acknowledging the risk factors that may affect decisions in the project and to communicate these in a simple and transparent way.
- To thank participants for their valuable participation as vital stakeholders and partners.
- To engage the participants by inviting them to future project activities.
- To implement their opinions in the process to show their voices are being heard, especially prior to the negotiation of the project's community benefits.
- To connect and partner with the leaders/organizations near the Broadway Corridor's proposed location that already exist and provide resources, training, and other services. These partnerships will offer the desired resources to be used by these groups in the Broadway Corridor Project.
- To explore additional points of engagement within their groups, businesses, and communities.
- To research further:
 - The effects of the Broadway Corridor Project on the homeless community near the Broadway Corridor location.
 - The effects of Portland's past history with gentrification and displacement on these groups.
 - The income levels that have been used to provide access to affordable housing in past projects, particularly in downtown Portland.
 - The composition, definition, and needs of a "family unit" in these communities.
 - To expand the definition of family in future research.

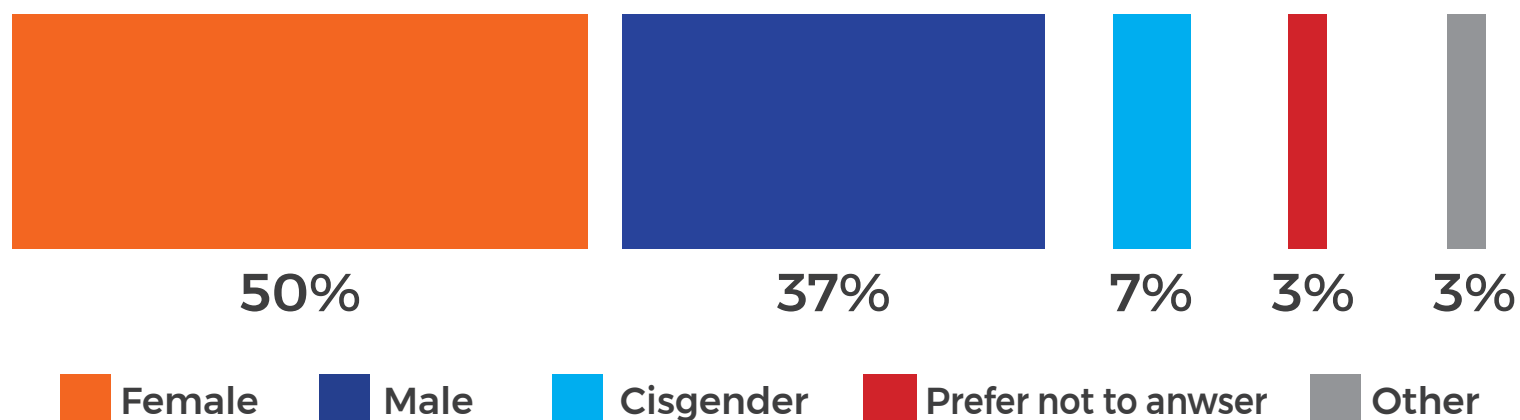
- Disadvantaged communities define family units in a different way. It's necessary to further research regarding the family model unit that represents communities of color. Future research should expand the definition of family and household to incorporate diversity and sustainability. This expansion would be particularly relevant for research among low-income, people of color, and people with disability. Since many of its members participate regularly in interactions with adults other than mothers and fathers (several generations), expanding family models to explicitly include the roles of the unit members and understanding to provide crucial information for the design of effective spaces.

Appendix

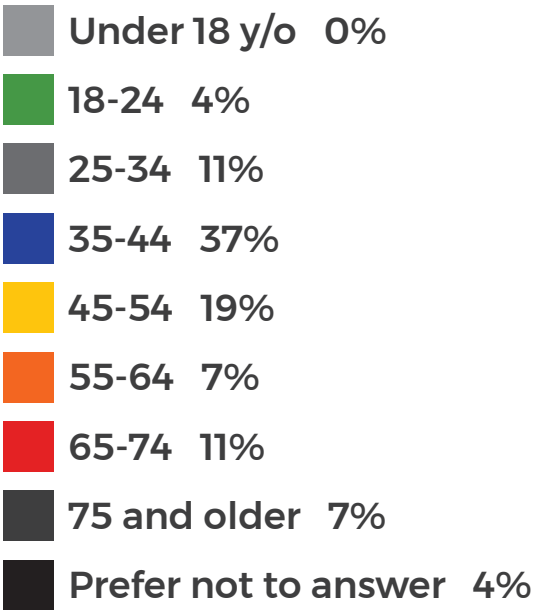
1. When asked to identify your racial or ethnic identity, how do you identify?



2. How do you describe your gender?



3. Which of the following ranges includes your age?



4. What is your Zip Code? (Most Common)

97211	26%	97202	7%	97209	7%
97230	11%	97217	7%	97220	7%

5. Which best represents your household annual income before taxes?

Income	Percentage
Less than \$10,000	11%
\$10,000 to \$19,999	7%
\$20,000 to \$29,999	7%
\$30,000 to \$39,999	7%
\$40,000 to \$49,999	11%
\$50,000 to \$74,999	30%
\$75,000 to \$99,999	4%
\$100,000 to \$149,999	16%
\$150,000 or more	0%
Don't know/ Prefer not to answer	7%

6. What is your education experience?

Education experience	Percentage
Less than high school	0%
Some high school	0%
High school / GED	4%
Some college or an Associate or 2 year technical degree	30%
Bachelor's degree	26%
Post graduate work	4%
Post graduate-degree	29%
Prefer not to answer	7%
Other	0%

7. Do you live with a disability?

