

Latino Public Participation and Community Indicators Project

Developing a Bottom-Up Understanding of Inclusion and Livability in Lane County, Oregon



Dr. Gerardo Sandoval and Roanel Herrera Department of Planning, Public Policy and Management Incorporating Findings from Sightline Institute

November 2012



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Developing Latino Social Equity Indicators in Lane County, Oregon, via public participatory efforts

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Executive Summary

Introduction

Oregon is considered to be a new growth destination state for Latinos as their numbers have greatly increased in the past 10 years. The Latino population in Lane County has increased by 79.9 percent between 2000 and 2010. In this report we paint a picture of the diverse and expanding Latino population in Lane County, offer social equity indicators that are important to this growing community, and provide specific recommendations for improving public participation and outreach efforts in this community. By being sensitive to the diversity that exists *within* the Latino community, it is possible to effectively include Latinos in planning and development efforts because outreach can be based on models that acknowledge the area's socio-political climate.¹ This report presents the findings of a participatory study examining key social issues Latinos are facing in the region and exploring various public participation tools and techniques that we believe can effectively be used in outreaching to this population who represent one of the most marginalized groups in Lane County, Oregon.

According to the 2010 U.S. Census Bureau, there are roughly 26,167 Latinos representing about 7.4 percent of Lane County's population. And among Latino subgroups, Mexican-Americans or Mexican immigrants make up the largest subgroup at 75 percent (many identify themselves strongly with their home state such as Oaxaca or Michoacán). Latinos are also a community that is notably much younger than non-Latinos in the county. In 2010, for example, 37.6 percent of Latinos were under the age of 18, compared to 18.4 percent of non-Latinos.²

While the 2010 U.S. Census Bureau indicates that more than 9 out of 10 Latino minors in Lane County were born in the United States, interviewees revealed that a substantial proportion of Latino adults lack legal status. Unauthorized Latino immigrants' lives are shaped by a pervasive sense of insecurity because deportation can strike almost any day. Additionally, they are excluded from an array of services and opportunities that other county residents take for granted. For unauthorized immigrants, it can be difficult to qualify for a library card, purchase a transit pass, rent an apartment or house, open a bank account, take out a loan, establish a credit history, or even drive a car legally. These types of institutional barriers are important to understand because they directly shape opportunities for engaging this population in any type of outreach efforts.

The goal of this research was to engage the growing Latino community in a participatory research project that would (1) identify and develop recommendations for bottom up social equity indicators that are important for the growing Latino community in Lane County and (2) recommend strategies of public participation that might be effective in outreaching to this

¹ Sandoval, G. and Maldonado M. (2012) 'Latino Urbanism Revisited: Placemaking in New Gateways and the Urban-Rural Interface', *Journal of Urbanism: International Research on Placemaking and Urban Sustainability*.

² U.S. Census Bureau, 2010 Census. "Table QT-PL: Race, Hispanic or Latino, Age, and Housing Occupancy," from Summary File, Tables P1, P2, P3, P4, H1.

population. Since mainstream public participation models have very limited success in outreaching to this population, we based our approach on a spectrum of participation and connectivity within the Latino community. That is, we outreached to both Latinos that are well connected, know the system (the Latino leaders), and those that are not-connected, don't understand or fear the system, and are living under the radar (marginal, mostly unauthorized).

Project Approach

This study engaged various stakeholders in the Latino population to develop regional equity indicators meaningful to this diverse community in Lane County. Indicator systems serve as quantifiable tools for planners, elected officials and community leaders to be used as a form of assessment and evaluation based on the prioritization of certain issues. Developing indicators using a bottom-up approach is important because “the value and perspectives that underlie the choice of a concept are likely, moreover, to be closely related to culture and economy, and this suggests that indicators may not be directly transferable from one nation to another.”³ In other words, the context and how the indicators are developed dictate their usefulness to stakeholders and ultimate impact.

Based on this bottom-up or ethnographic approach, we used various participatory research methods such as in-depth interviews, workshops, and an informal focus group to better understand outreach strategies that have the potential of being successful in outreaching to marginalized Latinos in Lane County. The Lane Livability Consortium, which includes the University of Oregon's Sustainable Cities Initiative, received a sustainable communities grant from the US Department of Housing and Urban Development that supported this research project.

The overall approach adopted for the study consisted of engaging the “spectrum of participation” with the Latino community. Since the Latino community is diverse some community members are very well connected to governance institutions while others are marginalized. This spectrum approach acknowledges this variety and hence an effort was made to outreach to the various segments of the Latino community. Hence, those that are well connected and not afraid to participate are the Latino leaders who in many ways are the voice of the Latino community in Lane County. To go beyond this group of usual suspects, we also engaged those members of the Latino community who are not very well connected or are afraid to connect and participate and represent the spectrum at the other end. These members are the marginalized and, in some cases, the unauthorized members of the Latino community. By taking this “spectrum of participation” approach we believe we captured the diverse voices and issues this community is concerned with.

The five phases of the project overlapped with one another. The first phase was to interview Latino leaders from a variety of professional backgrounds (education, media, legal services, medical services, various community based organizations, businesses, etc.) to understand the

³ De Neufville, J. I. (1975) *Social Indicators and Public Policy: Interactive Processes of Design and Application*. New York: Elsevier.

key issues and problems Latinos are facing in Lane County. In total, 20 in-depth formal interviews were conducted, and each interview lasted approximately 90 minutes.

The second phase involved interviewing members of the Latino community who are the most marginal. This phase represented a unique opportunity to understand the types of social equity issues this marginal population feels are important. By developing outreach strategies targeting the most difficult population to reach, outreaching to other Latino populations could potentially become more effective and successful.

The third phase was comprised of two participatory workshops in Eugene and Springfield. James Rojas, founder of Place It, came from Los Angeles to lead two interactive urban planning workshops. The participatory workshops were attended by approximately 90-100 Spanish-speaking, low-income, and marginal Latinos, many of whom are unauthorized immigrants. They were well attended because the project team coordinated its outreach efforts through organizational networks that have established trust in the community.

The fourth phase consisted of collaborating with Sightline Institute, a Pacific Northwest sustainability research and communications center, to develop suggestions of social equity indicators that reflect many of the concerns of Lane County's Latino community. These indicators were based on the information collected with the qualitative aspects of the research. Hence, Sightline Institute developed a catalogue of promising "bottom-up" indicators because they reflect a wide range of opinion within Lane County's Latino community.

The fifth phase involved an informal focus group to gain feedback from Latino leaders on the preliminary indicators developed jointly with Sightline Institute. The participants evaluated the study's preliminary indicators, as well as its key findings, and confirmed that these opinions, beliefs, and attitudes were representative of the conditions the Latino community faces in Lane County.

Summary of Key Findings

Oregon is considered a Latino new growth state and the significant influx of Latino immigrants in cities across Oregon has placed new demands on governmental institutions, local planning agencies, and educational institutions. These institutions need to adapt to these changes and, in general, many of the key planning issues these cities are currently facing relate to the lack of community outreach and institutional support for Latinos. The key findings presented below reveal important common themes concerning Latinos in Lane County:

- *A sense of insecurity and lack of community belonging*

Unauthorized Latinos are limited by fear of deportation and this fear creates a sense of unwelcomeness for members of the Latino community

- *Heavy reliance on public transportation (Transit Dependent Population)*

Because Senate Bill 1080 requires proof of citizenship or legal status to obtain an Oregon driver's license. Participants who were interviewed identified Senate Bill 1080, which requires proof of citizenship or legal status to obtain an Oregon driver's as a

serious transportation barrier because unauthorized immigrants no longer have access to consistent, legal, and insured transportation to work.

- *Housing unaffordability and housing discrimination*

The U.S. Census illustrates that between 2006 and 2010 the Latino community's housing situation in Lane County was quite dire. It estimates that during this five-year period, 54 percent of Latinos were cost-burdened.

- *Latinos are less likely to know about health care services that are available to them because they are fearful to inquire about support.*

Specific features of the Latino population that affect their access to health care include degree of acculturation, language, and immigration status. More than one-fourth of Latinos in Lane County are foreign-born, and many are recent immigrants who retain their cultural beliefs and behaviors concerning health and health care.

- *Barriers to English fluency.*

The linguistic diversity that exists within the Latino community is often overlooked as an issue that impacts language development or translation services. A share of Mexican and Guatemalan Lane County residents are not even descendants of Spanish speakers. Their native tongues include Nahuatl, Zapotec, Mixteco Alto, Mixteco Bajo, Trique, or another of fourteen indigenous Mesoamerican languages.

- *Latinos in Lane County report frequent incidents of racial discrimination.*

Latino leaders and the low-income marginal members revealed that Latinos often experience discrimination from white residents when they visit parks or other public spaces, as well as from law enforcement officers. Interviewees also reported that being denied a service or being given substandard service were common forms of discrimination.

- *Barriers to using community gardens and public spaces*

Several workshop participants mentioned their culture values farming because it promotes a healthy and active lifestyle. But that in Lane County, they lack access to gardening space, which makes it difficult for them to grow their own fruits and vegetables. Public space also serves an important cultural role in the Latino community. Plazas serve as key gathering spaces.

Summary of Social Equity Indicators

Diverse, young, insecure, less educated, and short on income and assets—these are the characteristics that stand out about Lane County’s Latino population. Because of these traits, Latinos have difficulty seizing on opportunities for advancement and participating in the metropolitan area’s public life.

Sightline Institute developed a catalogue of social equity indicators based on the ideas and perspectives of those Latinos outreached to in the qualitative research project that reflect the concerns and interests of Lane County’s broader Latino community.⁴ Hence, communities in Lane County that are experiencing Latino growth and want to gain a better understanding of key issues facing this community can use some of these indicators. The importance of developing bottom-up indicators was two fold: 1) identify key social equity issues facing the Latino community in Lane County, and 2) make the indicators useful to public officials and staff, community leaders in Lane County and other stakeholders providing services to Latinos.

Demographic Indicators

- **Population growth and spatial and age distribution:** The decennial census and American Community Survey provide information on Latino population growth, as well as its spatial and age distribution.
- **Language barriers:** Measuring English fluency among the population would be one relevant indicator.

Insecurity Indicators

- **Immigration status:** An in-depth survey by trusted Latino organizations, conducted according to a rigorous statistical sampling methodology, could give a better picture of Latinos’ immigration status in Lane County.
- **Deportations:** National deportation statistics tell us little about what matters to unauthorized Latino residents or members of their families. Having information on local deportation proceedings initiated in Lane County would be more relevant.
- **Identification cards:** A survey could determine how widespread the lack of official identification cards is in Lane County.
- **Sense of security:** Such a survey could also get a stronger sense of how welcoming communities such as Eugene and Springfield are to Latinos, whatever their immigration status may be.

⁴ Sightline Institute, “Latinos in Lane County—A Profile,” <http://daily.sightline.org/2012/05/08/lane-countys-latino-residents/> viewed October 17, 2012.

Economic Indicators

- **Poverty rates by race and ethnicity:** The American Community Survey provides data on poverty rates by race and ethnicity. These statistics are available by county level and for large cities such as Eugene and Springfield.
- **Free or reduced-price school lunch programs:** To better localize poverty rates, one option is to track the share of students enrolled in free or reduced-price school lunch programs, by school and race/ethnicity, to the extent possible.
- **Measuring wealth, not income:** A compelling body of evidence suggests that wealth, rather than income, is the key determinant of many important life outcomes such as educational attainment, employment, and health.

Discrimination Indicators

- **Racism:** A useful procedure for testing racial discrimination in the housing market is the matched pair “secret shopper” approach. The City of Eugene currently conducts Fair Housing Council audits and these should be expanded.
- **Criminal justice system:** Tracking racial and ethnic proportionality in Lane County’s juvenile and adult criminal justice systems can help reveal equity in law enforcement, from arrests, charges brought, detentions, guilty verdicts, and the severity of sentences.

Education Indicators

- **Education completed:** Years of education completed, which is sketched in the ‘Setting’ section of this report, is a useful indicator.

Community Indicators

- **Access to urban benefits:** Eugene and Springfield could examine the equity of access to a variety of urban facilities and services such as transit access, walkability to groceries and schools, and sidewalk coverage around schools. Qualitative interviews also revealed that Lane County Latinos may have a particular concern about access to public spaces and community gardens.
- **Walk scores:** A promising short-hand way to examine the equity of access to urban benefits would be to compare the Walk Scores (and possibly Transit Scores and Bike Scores) of the most heavily Latino neighborhoods in Eugene and Springfield with those of the whitest neighborhoods.
- **20-minute neighborhood:** Alternatively, the Eugene 20-minute neighborhood heat map, perhaps extended to Springfield or to the whole county, could also be compared with the distribution of Latinos in the metro area.

Transportation Indicators

- **Cost of housing and transportation:** Because the cost of housing and transportation are important to everyone, especially to those with low incomes, one interesting indicator would be the combined cost of housing and transportation. The nonprofit Center for Neighborhood Technology has developed and mapped a measure of this at <http://htaindex.cnt.org>.
- **Commuting trips:** The American Community Survey includes data on commuting trips, which make up one-fifth to one-quarter of all trips. This data could reveal important information regarding Latinos' likelihood of carpooling or taking public transportation to work.
- **Pedestrian and bicyclist fatalities:** Mapping the locations where people on foot or bicycles have died when hit by cars and trucks, and comparing those locations to concentrations of Latino residences in Eugene and Springfield would provide a sense of traffic risks in Latino neighborhoods.

Chapter 1.0—Introduction

Conducting public participation is difficult enough, however outreaching to marginalize low-income populations presents a substantial challenge. The methods, tools, and framework used to conduct public participation in marginalized low-income populations needs to be different. Using the same models of public engagement within the Latino community in Lane County that are used to target other populations will most likely not lead to effective outcomes. This is especially true in Latino new growth destination areas, such as Lane County, where a portion of the Latino community is unauthorized and 35% of the Latino population lives under the poverty line.

One of the most important guiding principles for developing successful public participation programs is to create inclusive opportunities of participation that are welcoming to anyone who is a stakeholder. Therefore, the most frequent problem with public participation programs is that they often do not include the full range of opinion that is representative of the public. They also usually fail to include marginal populations or people who have “no obvious mechanism for representation.”⁵ Developing indicators also has similar problems. Indicators are often developed by experts who are not directly affected by the issues they become abstract measurements that lack practical consequences.

The study’s research approach and interest in Latino public participation was influenced by these two limitations. The research project was designed to provide a spectrum of participation and connectivity within Lane County’s Latino community. Most Latino public participation programs rely heavily on organizational and institutional outreach models that focus on the “usual suspects.” They presume that individuals who are well-connected to the system represent the interests of the entire Latino community; in this sense these efforts treat Latinos as if they were a monolithic whole, and not a heterogeneous ethnic group that encounters different socio-political pressures.⁶ But by focusing on both Latinos who are connected to the system (Latino leaders) and on those who live under the radar (marginal, and mostly unauthorized Latinos), our study goes beyond the usual suspects and provides a more balanced and diverse perspective of the broader Latino community in the Eugene-Springfield metro area.

This report documents how to overcome the two most common flaws of traditional models of public participation by coordinating outreach efforts through organizational networks that have established trust in the community. For instance, Downtown Languages and Huerto de la Familia played instrumental roles in the success of the participatory workshops because they are well-respected community organizations that provide a direct service to low income Latinos. The study’s bottom-up, networking ethnographic approach was primarily responsible for successfully outreaching to Latino low-income groups and helping to identify key social equity issues facing this community.

⁵ Creighton 2005, *op. cit.*

⁶ Sandoval and Maldonado 2012, *op. cit.*

Chapter 2.0—Context

Lane County is geographically located on the west side of Oregon, midway down the state's coastline. The county's 4,620 square miles are renowned for their natural beauty, ranging from the spectacular Oregon coast to the snow-capped peaks of the Cascade Mountains. In between lies the Willamette Valley, a fertile valley with a strong agricultural base. The Eugene-Springfield metropolitan area provides an urban center for both residents and visitors alike, and rural communities across the county provide the charm generally associated with small towns that are located far away from city lights.

As Lane County's agricultural industry has increased in recent decades, so has its Latino population. According to the Oregon Association of Nurseries, 70 percent of all nursery workers are undocumented immigrants.⁷ Not all undocumented immigrants in Lane County are Latino, but qualitative interviews revealed that they do represent the largest share. The nursery and greenhouse industries, for example, have taken advantage of the Willamette Valley's fertile soil and moderate climate, making it one of the most productive agricultural areas in the nation. In 2010, Oregon's nursery and greenhouse industry was the state's biggest agricultural activity, with \$667 million in annual sales (Lane County replaced Multnomah County as the fifth largest nursery producer).⁸

Lane County's high concentration of retail jobs, which reflects the local economy's reliance on low-skilled workers, has also played a critical role in attracting Latinos to the area. The U.S. Census estimates that 78 percent of the Latino population in Lane County does not have a college degree⁹, so many newly arrived Latinos are successfully competing for these low-skill employment opportunities. Although a substantial number of Latinos work in low-skill trades—especially in the agriculture, food, and construction sectors—many others are also tradespeople, merchants, or professionals, including doctors and college professors.

According to the 2010 U.S. Census Bureau, there are roughly 26,167 Latinos in Lane County (7.4 percent of the county's population). Latinos, however, represent a population that can be understood only in terms of its increasing heterogeneity. They form many communities and achieve different levels of integration because of key differences in social characteristics such as race, language, national origin, religion, and immigration and citizenship status. Hence, it is critical to understand the demographic makeup of Latinos in Lane County. Communities desiring to create a more welcoming environment for Latinos need to understand the Latino demographic profile to better develop programs that will support these populations. For

⁷ The Register Guard, "Hispanics skip over Lane County," <http://special.registerguard.com/web/newslocalnews/26484721-41/hispanic-springfield-business-county-eugene.html.csp>, viewed on September 8, 2012.

⁸ Daily Digger, "Oregon nursery sales down 9 percent," <http://www.diggermagazine.com/2011/09/oregon-nursery-sales-down-9-percent.html>, viewed September 8, 2012.

⁹ U.S. Census Bureau, 2010 Census. "Table B15001: Sex by Age by Educational Attainment for the Population 18 and over."

example, communities that experience significant growth in young foreign-born married couples (20-30 years) will probably want to allocate funds towards English as a second language after school programs or provide cultural competency training for government employees that will interact with this new population.

2.1 Latino Demographics in Lane County

The following demographic information helps to paint a picture of the current diversity that exists within Lane County's Latino population:

- *75 percent of Lane County Latinos identify themselves as Mexican*

Like other Latino people across the United States¹⁰, Lane County Latinos identify themselves less by their Latino/Hispanic ethnicity than by their specific country of origin: they think of themselves not so much as Latino but as Guatemalan or Puerto Rican or Mexican, for example,. In fact, more than 75 percent identify themselves as Mexican (see Table 1), many of whom identify themselves strongly with their home state such as Oaxaca or Michoacán.

Table 1: About 75 percent of Lane County Latinos are of Mexican descent.¹¹

	<i>Percent of total population</i>	
	Lane County	Eugene-Springfield CCD
Latino or Hispanic (of any race)	7.4	8.5
Mexican	5.6	6.4
Puerto Rican	0.2	0.3
Cuban	0.1	0.1
Dominican (Dominican Republic)	0.0	0.0
Central American (excludes Mexican)	0.4	0.5
South American	0.3	0.3
Other Latino or Hispanic	0.8	0.9

- *Lane County's Latino population tends to be younger than the overall population*

Besides its diversity, perhaps the most distinctive characteristic of the Latino community in Lane County is its youth. The median age among Lane County Latinos is just 24 years, while the median age for non-Latino whites in the county is 41.¹² Fully 22 percent of the county's Latino population is under the age of 10, compared with 10 percent of non-

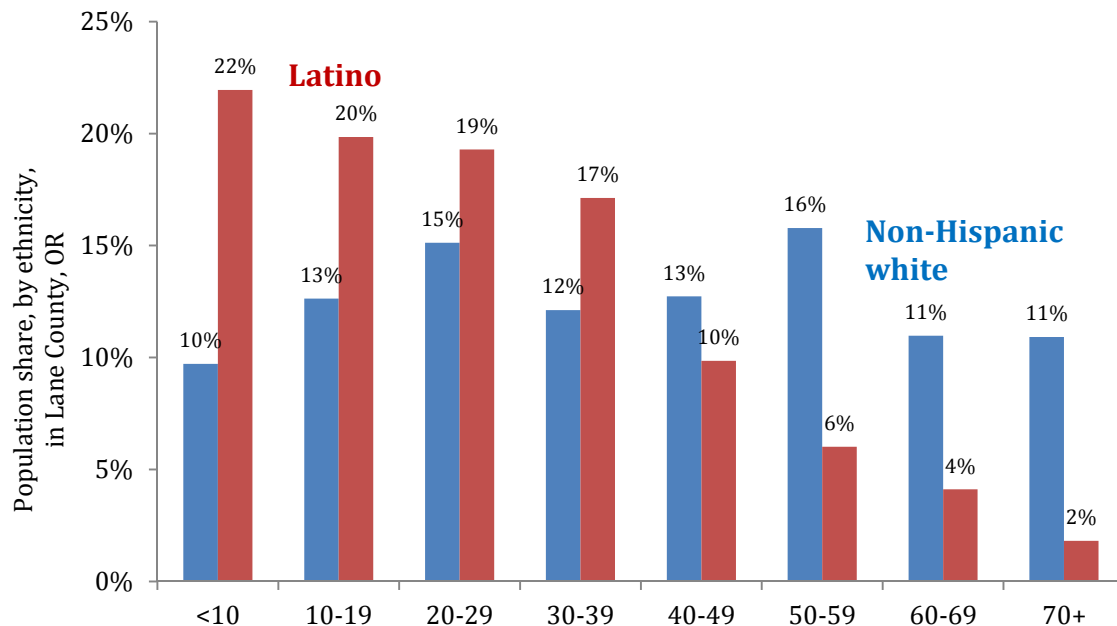
¹⁰ Paul Taylor et al., "When Labels Don't Fit: Hispanics and Their Views of Identity," Pew Hispanic Center, 4 Apr. 2012, www.pewhispanic.org/2012/04/04/when-labels-dont-fit-hispanics-and-their-views-of-identity/, viewed 22 May 2012.

¹¹ US Census Bureau, "Table QT-P10:Hispanic or Latino by Type: 2010," from the 2010 Census Summary File 1, as discussed in Eric de Place, "Lane County's Latino Residents," Sightline Daily, 8 May 2012, daily.sightline.org/2012/05/08/lane-countys-latino-residents/, viewed 9 May 2012.

¹² U.S. Census Bureau, 2006-2010 American Community Survey. "Table B01002: Median Age By Sex."

Hispanic whites (see Figure 1). At the other end of the age spectrum, just 2 percent of Latinos were 70 years or older, compared with 11 percent of non-Hispanic whites.¹³

Figure 1: The Latino population of Lane County, Oregon, is much younger than the white-only population



Recent migration explains the youthfulness of Lane County’s Latinos. Most Latino growth in the county came from migration, and migration is mostly a young person’s venture. The twenties are the peak decade for migration as well as the peak decade of child-bearing years. These two facts, together with many Latino immigrants’ poverty (which tends to boost family size) and large-family cultural norms, likely explain the relatively high fertility rate among the county’s Latinos. Birthrates among Lane County Latinas (as measured by the share of women in childbearing age to have had a child in the last 12 months) are more than twice as high as among Non-Latina whites.¹⁴

- *Lane County Latinos have a lower level of educational attainment than the general population*

More than one-third of Latino residents over the age of 25 have not finished high school. Almost a quarter have a high school diploma but no additional education. Another quarter have at least some post-secondary education, but have no degree, a

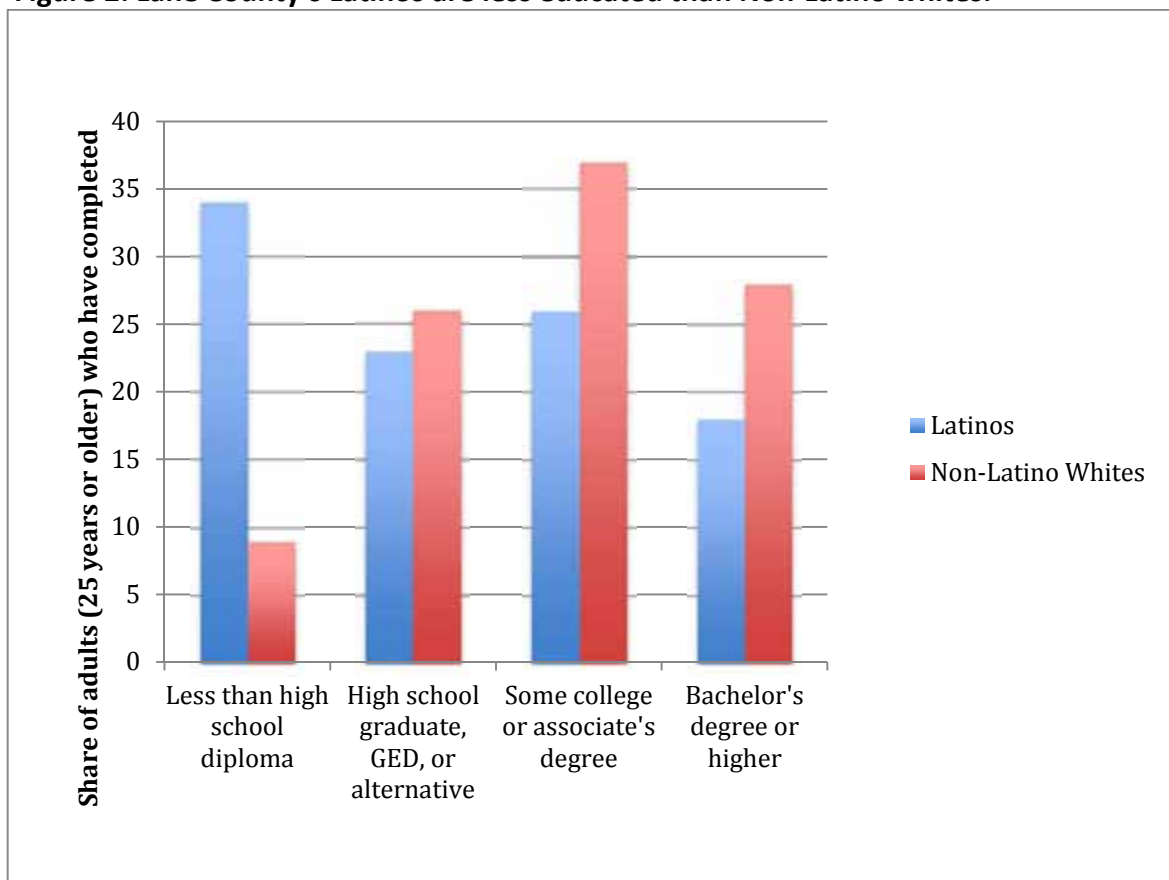
¹³ U.S. Census Bureau, 2010 Census. “Table PCT3: Single Years of Age and Sex,” from Summary File 2.

¹⁴ US Census Bureau, 2006-2010 American Community Survey “Table B99132: Imputation of Fertility of Women 15 to 50 Years,” as discussed in Sightline Institute, “Latinos in Lane County—A Profile,” <http://www.sightline.org/research/>, viewed 19 Sep 2012.

certificate course, or an associate's degree. The final 18 percent have finished a bachelor's degree or more.¹⁵

Latinos in Lane County are better educated than Latinos overall in the United States or in Oregon, with more college graduates, more associates degrees, and fewer high school dropouts. Still, they have catching up to do to match the county's Non-Latino white majority.¹⁶ Adult Latinos trail whites at every educational level: more than three times as large a share of Latino adults hold no high school diploma, and whites have a 10 percentage point lead over Latinos in completion of college and university certificates and degrees (see Figure 2).

Figure 2: Lane County's Latinos are less educated than Non-Latino whites.



The American Community Survey (ACS) also allows us to take a closer look beyond overall averages. It provides users with an opportunity to evaluate the differences that exist within racial or ethnic groups. Unfortunately, at the county level, the ACS only provides racial and ethnic diversity data for Latinos along three different categories:

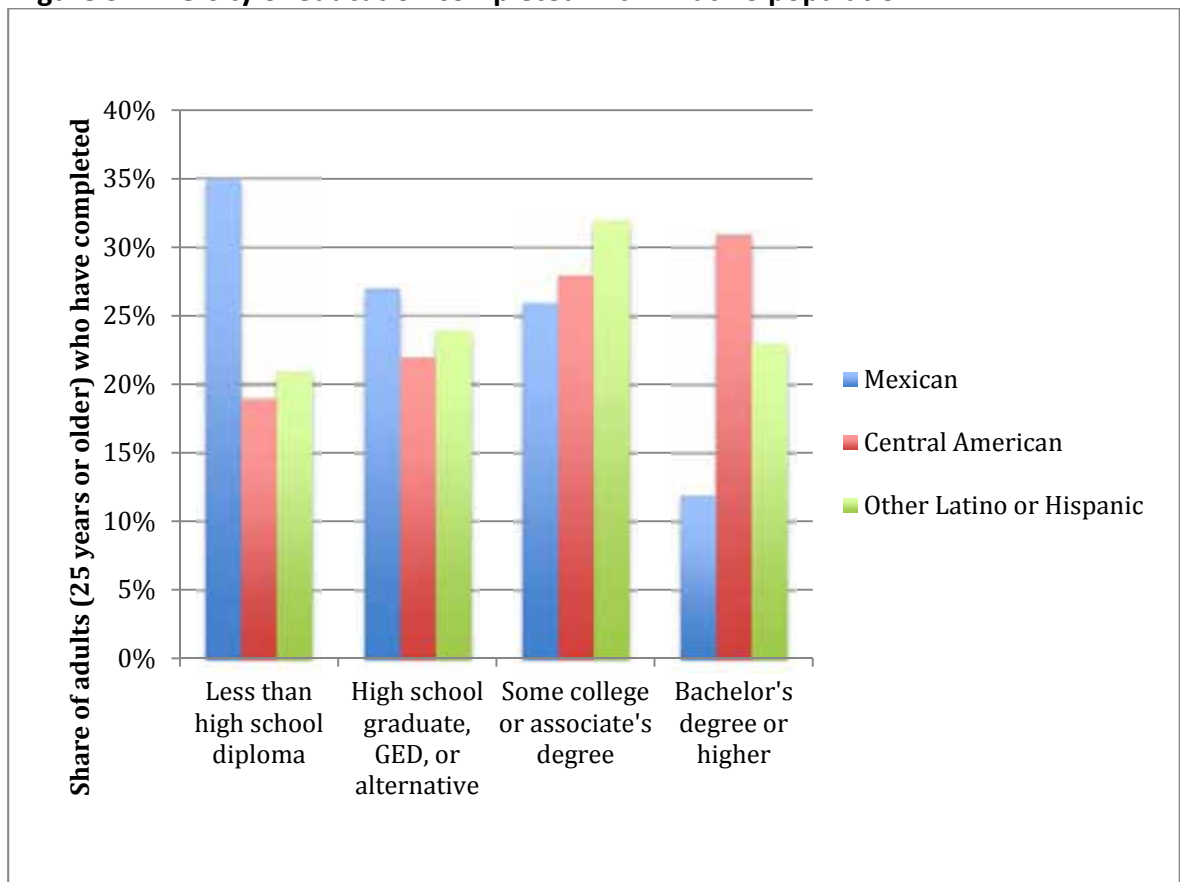
¹⁵ U.S. Census Bureau, 2006-2010 American Community Survey. "Table B15001: Sex by Age by Educational Attainment for the Population 18 and Over."

¹⁶ U.S. Census Bureau, 2006-2010 American Community Survey. "Table B15001: Sex by Age by Educational Attainment for the Population 18 and Over."

Mexican, Central American, and other Latino or Hispanic; in other words, if users select every Latino Ethnic and Race Group such as Venezuelan, Guatemalan, Ecuadorian, etc. they are still only provided with estimates that are grouped into these three distinct categories.

Among the three groups, Central Americans in Lane County are the most highly educated with 31 percent of their population holding at least a bachelor's degree. They also have the lowest percentage of individuals who have less than a high school diploma, at 19 percent. Mexicans in Lane County, on the other hand, are the least educated. The ACS estimates that 35 percent of Mexicans in Lane County have less than a high school education (see Figure 3).

Figure 3: Diversity of education completed within Latino population.

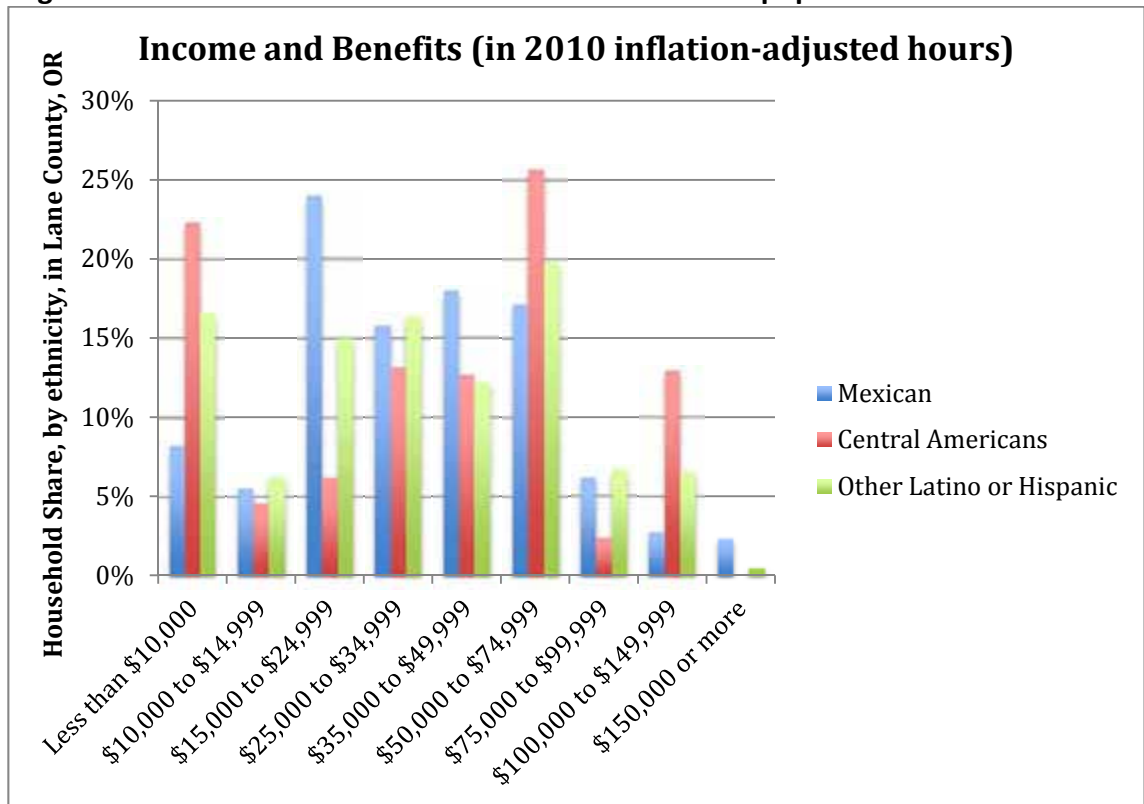


Significant differences in the income distribution of Lane County's three Latino subgroups.

The U.S. Census estimates that Central Americans have the highest annual median household income, at \$42,422, of all three Latino subgroups in Lane County. Mexican households, on the other hand, have the lowest annual median household income at

\$31,759.¹⁷ The most striking number, regarding income distribution among the three distinct categories the U.S. Census has assigned for Latinos in Lane County, is the percentage of Central American households that earn between \$50,000 and \$74,999 per year (see Figure 4); approximately 26 percent of Central American households find themselves in this income bracket. However, another interesting figure concerning Central Americans is that they also represent the largest share of households that earn less than \$10,000 per year. This is probably explained by having a university located in the middle of a major agricultural area. The UO brings in many well educated Latinos from Central and South America, yet there are also Central American immigrants that work in the low wage agricultural sectors.

Figure 4: Income and benefits distribution within Latino population.

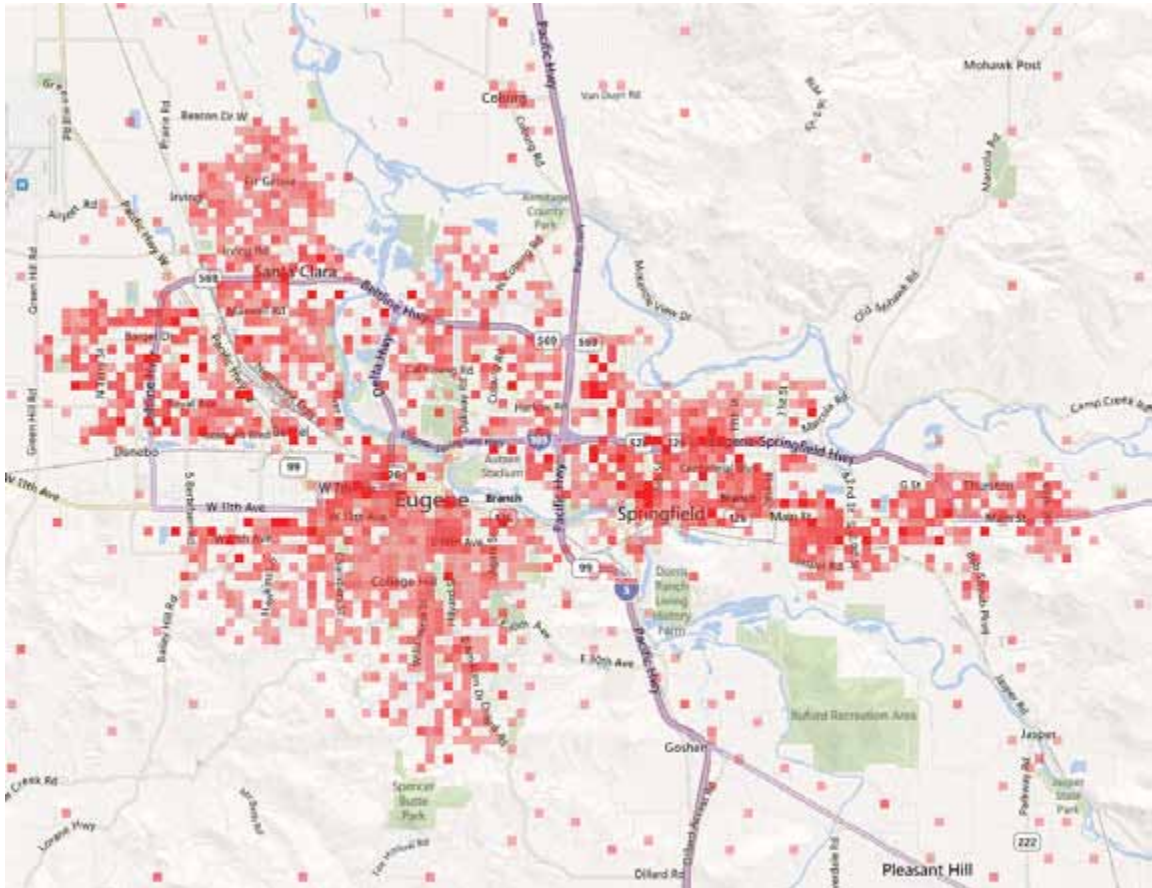


- *Spatial patterns reveal that Lane County's Latinos are dispersed throughout Eugene and Springfield*

Latinos' geographic distribution is widespread (see Figure 4). Springfield has a higher share of Latino residents than does Eugene. Yet unlike some other cities in Oregon and across the country, the Eugene-Springfield metro area does not appear to have a single neighborhood or region with disproportionate concentration of Latino residents.

¹⁷ U.S. Census Bureau, 2006-2010 American Community Survey "Table DP03: Selected Economic Characteristics"

Figure 5: The Latino population is not narrowly concentrated, but is instead dispersed widely throughout Eugene/Springfield



Source: U.S Census 2010. High Latino population is represented by darker shades of red. Visualized by Moonshadow Mobile.

Chapter 3.0—Methods and Approach

The study focused on developing a public engagement process to understand which regional indicators are meaningful to the broader Latino community in Lane County. This approach included in-depth semi-structured interviews, participatory workshops, and a focus group, to understand (1) the key issues Latinos are facing in Lane County and then develop social equity indicators based on this information; (2) identify public participation strategies that are useful in outreaching to the Latino community. Our aim was to broadly define the needs of a growing heterogeneous Latino population, so that planners, elected officials, and community-based organizations who are interested in solving or improving community problems have increased knowledge of the Latino community.

In order to satisfy our second objective, which was to identify effective Latino outreach strategies for civic engagement, we developed an ethnographic and networking outreach strategy. Strategies of public engagement have traditionally focused on the “usual suspects” and have tended to ignore the most marginal segments of a community’s population¹⁸, so a large component of this project was focused on outreaching to the most marginalized segment of the Latino population. Hence, establishing trust in the Latino immigrant community through various outreach efforts was critical. As a result, the project had a unique outcome because it was able to successfully tap into existing community networks and identify key issues Latino immigrants in Lane County are facing.

3.1 Interviews with Latino Leadership in Lane County

It was important to interview Latino leaders because 1) they understand some of the key issues the Latino community is facing and they have a lot of experience conducting outreach to this population, 2) Latino leaders have a lot of political capital.

In total, 20 semi-structured interviews were conducted with Latino leaders who have strong ties to the Latino community in Eugene and Springfield. Finding individuals who have Latino outreach experience in the Eugene-Springfield metropolitan area was fairly simple, considering there are approximately 25 Latino leaders who seem to be the key players in the area. (*See appendix for a list of the key Latino leaders in the county.*) It is important to note, however, that there may be other Latino leaders since networks are always changing and evolving.

A snowball sampling approach was used to develop the study’s contact list of interviewees. Three student researchers developed the list by asking various Latino leaders to recommend other potential subjects to interview. Data collection began with interview subjects who were believed to have outreach experience in the Latino community, and then became broader with interview subjects who have a general knowledge of Latino residents in the community. Using this approach, interview subjects were selected based on their availability and willingness to participate in the study.

¹⁸ Sandoval and Maldonado 2012, *op. cit.*

Interviews were designed to gather information related to two different areas: (1) issues that concern a growing heterogeneous Latino population in the Eugene-Springfield metro area, and (2) the public participation strategies these Latino leaders rely on to effectively outreach to the Latino community. The interviews lasted approximately 1-1.5 hours.

Interview subjects were asked to elaborate on the social conditions affecting residents (Questions such as the following were asked: What are the major equity concerns the Latino community faces in Lane County? If you had to rank the top three issues, which ones would they be? Why?) Latino leaders were also asked to detail where Latinos were currently participating (e.g. Based on your experiences, in what areas of civic life are Latinos participating? Schools, church, sports, etc.?). Follow-up questions and probes were used to encourage respondents to provide details about Latino culture, needs, challenges they faced, and issues Latinos were experiencing in the county.

3.2 Interviews with Marginalized Latinos in Lane County

The most difficult population to reach in public outreach processes is the marginalized Latino community which has a high percentage of unauthorized immigrants. Joanna Bernstein, a master's student in the Department of Planning, Public Policy and Management at the University of Oregon collaborated with Dr. Sandoval on this portion of the research project. We conducted 10 formal interviews and 10 informal interviews with unauthorized Latino immigrants in the Eugene/Springfield area. The goal of this particular portion of the project dealt with going beyond the usual suspects and outreaching directly to the marginalized Latino population. We asked questions related to relationships between social capital in this community and their access to jobs and housing.

An ethnographic approach was taken to both recruit participants and outreach to the marginalized Latino community. It was extremely difficult to outreach to this community as they usually remain in the shadows for protection against authorities and the risk of deportation. Hence, outreaching to this population consisted of taking an ethnographic networking approach that relied on building trust and meeting people where they felt safe.

This approach also helped organize the participatory workshops. By building trust in the community and networking with unauthorized immigrants, we were able to develop our own networks within this extremely difficult population to outreach to. Hence, when we developed the participatory networks, we relied on our contacts in the community to outreach to their friends and family.

3.3 Participatory Workshops

3.3.1 Outreach to bring people to workshops

Outreaching to the Latino marginalized community and convincing them to attend these public workshops was a tall order. It is difficult enough to bring a group of Latino leaders to a planning meeting so having the most marginalized members of the Latino community show up to a planning workshop after outreaching to them, is a promising outcome. This positive outcome needs to be analyzed and explained so that it can be replicated. One key lesson we took away

from these workshops is that planning should be done by everyone, not just planning professionals.

A combined 90-100 individuals attended James Rojas' two participatory workshops. Mr. Rojas is an MIT trained planner who previously worked for the Los Angeles Metropolitan Agency. He has conducted about 250 of these participatory workshops throughout the United States. The participants who attended were primarily Spanish-speaking, low-income, and marginal Latinos. Many of the participants were unauthorized immigrants. In some cases, entire families attended and were engaged in the process because individuals were encouraged to bring their children and approach the workshops as an interactive family activity. Participants noted at the end of workshops that they were favorably influenced to attend because they were allowed to bring their children. And as a result, the workshops felt safe, which was helpful because it eased the seriousness of the planning process. In the end, however, these workshops were well attended because they were designed to eliminate the fear and distrust marginal Latinos associate with city planners, public authorities, and academics.

Greg Keidan's "Latino Outreach Strategies for Civic Engagement"¹⁹ article provides a very useful set of guidelines for effectively overcoming these challenges of fear and distrust. In addition to our ethnographic approach, we relied on six "Strategies for Success" outlined in his article.

- *Build relationships with Latino leaders, and get their buy-in to help with outreach and planning.*

The team developed relationships with leaders of several organizations by conducting one-on-one interviews and explaining how the study could potentially improve the planning process. These relationships proved to be instrumental in the success of the participatory workshops because the leaders of two organizations (Downtown Languages and Huerto de la Familia) became key partners in coordinating outreach efforts. This helped with the trust issue and we were able to use the organizations' networks in the community.

- *Use organizational networks so that participants are invited by people they know and trust.*

Downtown Languages and Huerto de la Familia played pivotal roles regarding this approach. People attended these participatory workshops because they were invited by organizations that have earned a strong reputation in the community. For example, Downtown Languages (DTL) staff members invited participants during one of its bi-weekly ESL classes. In other words, DTL relied on its trustworthy reputation to effectively communicate to participants the unique opportunity they would have to discuss issues that are important to them. DTL also generated excitement for the participatory workshops with vocabulary exercises that focused on key terms and phrases associated with sustainable development.

¹⁹ Keidan, G. (2008) Latino Outreach Strategies for Civic Engagement. *National Civic Review*, 97 (4), 30-38.

With Huerto de la Familia, staff members made personal phone calls to invite participants. Again, trying to recruit Latino participants without first building a relationship with them can be disappointing. So by having trusted staff members call individuals (as opposed to sending impersonal emails or mailed reminders), we were able to generate a high turnout.

- *Choose a location that feels comfortable and familiar.*

While hotels, conference rooms, and universities are good meeting venues for Latino professionals, recent immigrants might feel uncomfortable attending events at these ritzy and authoritarian locations. Keidan argues, “Churches and primary schools are best for Latino people and immigrants because they feel safe there.” The Huerto de la Familia workshop, for example, was held at Whiteaker Elementary School in Eugene because local Latino immigrants are familiar with the school. Whiteaker Elementary School is home to several non-profit and community based organizations that provide services to Latino immigrants such as Head Start of Lane County, the Migrant Education Program (MEP), and Juventud Faceta.

The Downtown Languages workshop was also held at a local elementary school. DTL teaches bi-weekly ESL classes at Moffitt Elementary School in Springfield, so this same location was used because it made it more inviting and easier for people to attend. Also, both elementary schools were within walking distance for many of the participants, which alleviated the transportation problems many individuals and families who attended the workshop faced.

- *Develop bilingual recruitment materials.*

Spanish-language recruitment materials and flyers are necessary to boost Latino civic engagement. The translated materials developed for the participatory workshops were helpful in building trust and support because they demonstrated the project team’s level of cultural competency. However, not all Latino immigrants speak Spanish. A share of Mexican and Guatemalan residents in Lane County are not even descendants of Spanish speakers. Their native tongue is Nahuatl or Zapotec or another of fourteen indigenous Mesoamerican languages. It is also critical to think of a concrete targeted distributional plan. Identifying what has worked is important. Also, distributing materials via established community organizations that have built trust in the community is an effective strategy.

- *Make follow-up calls to people who have agreed to attend a public engagement event.*

Many of the participants who attended the workshops were contacted directly by Huerto de la Familia and Downtown Languages staff members. There were also participants (non-Huerto de la Familia and non-DTL families) who were personally invited by the project’s management team. By making follow-up phone calls and relying on in-person invitations, the project team gave individuals an opportunity to ask questions about the event, which ultimately helped to reduce their feelings of fear or concern.

- *Offer tangible incentives or rewards for participants.*

It is important to offer some sort of incentive or recognition when possible because some participants may have to take the day off from work or have budgets that are very constrained.²⁰ Hence, food was provided after each workshop and each family also received a \$15 gift card. Developing a feedback mechanism where community participants see how policy makers used the information gained from their participation is also critical.

Joanna Bernstein was one of the graduate students that lead the efforts to get Latinos to the participatory workshops. She relied on her already established networks and contacts within the Latino community that she established while working on the in-depth interviews. These are her thoughts on why we were able to get almost 100 people to these workshops:

On May 25 and May 26, 2012, The University of Oregon hosted two-community building workshops (for the 'marginal Latino community') in public places (local schools in Eugene and Springfield) alongside two local non-profits that work with immigrant populations (Downtown Languages and Huerto de la Familia) Public officials from the City of Eugene were present at one of the meetings. Many of the individuals that attended these community building workshops were undocumented and they ultimately ended up attending the meeting because of the 'generative planning' style recruitment that was used. As one of the few people that was responsible for getting Latino immigrants to these events, I (we) essentially did exactly what the interview participants told me (us) to do in terms of how to get them to a public meeting.

The majority of the interview participants that I spoke with said that they would attend a public meeting if it was in a safe place, if the activities were taking place in their native language, if the issues being discussed directly affected them, and if they knew at least one of the people running the meeting. As one woman put it, *'If it really has a purpose I will go but it has to be safe and it has to be of the language that I speak so I can understand and so that they can understand how I feel and what I have to say. We need to feel safe as individuals in that meeting.'*

Many interview participants also said that they would be more inclined to go to a public meeting or forum being held by the City if a) they already knew and had formed trusting relationships with city staff or community leaders that were organizing the meeting and b) if the meeting was held in a safe space that they already were familiar like (e.g. a local church with a large Latino membership). As a result of following all of these steps the workshops were very well attended and during the workshops the participants felt comfortable enough to open up and talk amongst their peers and university and public officials about the daily fear that they endure as undocumented immigrants, and ways to alleviate that fear and build a more welcoming community.

Specifically, at the Huerto de la Familia workshop that was held at the Whiteaker School, many of the participants (non-Huerto families) that came, were participants I had directly invited after having formed trusting relationships with them over time in the neighborhood. Other

²⁰ Keidan 2008, *op. cit.*

participants were friends of the individuals and families that I had directly invited. The remainder of the participants were Huerto families that were contacted by employees at Huerto that they too had built long lasting, trusting relationships with. Another key tool for participant recruitment for the Huerto de la Familia workshop that was considered was location. The Whiteaker school is home to several community based organizations and non-profit organizations that provide services to the local Latino/a immigrant population such as Head Start of Lane County, the Migrant Education Program (M.E.P.), and Juventud Faceta (the youth group branch of Amigos Multicultural Organization). The Whiteaker School was also in walking distance for many of the participants which alleviated the transportation issue for many individuals and families that attended the workshop.

While bilingual flyers were developed and to some extent distributed to advertise the workshop and to recruit participants, I believe that the most effective outreach tool (particularly for the Huerto/Whiteaker School workshop) that was utilized were direct, in-person invitations. While this method is very time consuming, I observed it to be the most effective in terms of getting individuals and families to attend these workshops. Meeting in person eases fear and gives individuals opportunities to ask questions about the details of the workshop.

3.3.2 Workshop Design

James Rojas, founder of **Place It**, came from Los Angeles to offer his extraordinary collaborative planning method. Place It is a design-based urban planning initiative that uses model-building workshops to help engage the public in the planning and design process. Participants are able to translate conceptual planning ideas into physical forms, so they learn the important roles planning and design play in shaping their community.

The central focus of a Mr. Rojas' workshops are the thousands of tiny and colorful objects that represent the buildings of our imagination, which can be combined and organized to express different urban planning ideas. So these workshops provide participants, many of whom are usually left out of the planning process, with an opportunity to share their vision for their community.

The first workshop asked a very broad question: How would you create your ideal community? The second workshop asked participants to identify a specific problem in their neighborhood and to design a solution to that problem.

We intentionally invited children to participate in the workshops for the following reasons: to allow parents to spend time with their children, to give children a voice in the city planning process, and to illustrate how community engagement can be fun.



We placed thousands of small objects that participants would be able to use to recreate their ideal communities on a large table. After a quick introduction to the process, the children got up from their seats and gathered around the large tables to look for materials. Their parents, who initially seemed a bit reluctant to engage in a childhood activity, followed the children. Once the adults started to see, touch, and explore the materials in front of them, they engaged in the process wholeheartedly. They began to choose pieces they felt would help them effectively convey their ideas.

For approximately the next twenty minutes, participants worked on their dioramas. After James sensed participants were finished constructing their models, he instructed everyone to “stop building!” At that point, the real fun began. The informative part of the exercise, which gave everyone an opportunity to present their ideas to the group in one minute, successfully concluded the workshops.

3.3.3 Focus Group

Unlike the one-way flow of information in a one-on-one interview, focus groups generate data through the “give and take” of group discussion.²¹ In our case, the four participants did an excellent job of listening as people shared and compared their different points of view. It was a dynamic focus group that evolved into a full discussion of the key issues the Latino community faced in Lane County and some possible ways to move forward.

Individuals from a variety of professional backgrounds were invited to the focus group. The four participants included a Springfield high school multi-cultural outreach coordinator, an immigration lawyer, a community credit union market development coordinator, and an executive director from a local non-profit organization. A few of the participants have worked in the Eugene-Springfield Latino community for over 20 years.

After discovering important opportunities and barriers regarding public participation, we were interested in having a group discussion with individuals who have strong ties to the Latino community because at that point our goal was to further synthesize our findings. Participants were asked to assess the effectiveness of their outreach strategies (e.g. What outreach strategies work in the Latino community? What outreach strategies are limited in the Latino community?) and to comment on our preliminary list of findings (e.g. Latinos in Lane County feel a sense of insecurity, lack access to public spaces, lack access to community gardens, face housing affordability issues, are limited because of language barriers, and lack transportation access).

The focus group participants agreed with the study’s preliminary key findings. They also made important contributions. For example, participants discussed that racism and discrimination play a significant role in Latino’s daily lives. They also mentioned that Latinos rely heavily on social capital because many do not have access to institutional resources.

²¹ Creighton 2005, *op. cit.*

Chapter 4.0—Social Equity Issues Latinos Face in Lane County, Oregon

Incorporating a diverse perspective from participants in the study was critical to overcome the most common flaws of traditional models of public participation. By focusing on both Latinos who are connected to the system (Latino leaders) and on those who live under the radar (marginal, and mostly unauthorized Latinos), our study provides a diverse perspective from this growing community.

After 20 Latino leader interviews, 20 unauthorized Latino immigrant interviews, two participatory workshops that were attended by 90-100 marginal and mostly undocumented Latinos, and a focus group, the project team had an opportunity to identify important issues facing Latinos in Lane County. The key findings presented below are based on common themes that continually reemerged throughout the study:

4.1 Social Equity Key Findings

- *A sense of insecurity and lack of community belonging*

Many people stated they wanted to feel more secure and experience a sense of belonging in their communities. This sense of insecurity among undocumented Latinos, and those from mixed-status households, may have intensified in recent years because deportations have reached record levels in the United States. Since 2009, deportations nationwide have increased approximately 30 percent from the average rate in 2005 to 2008.²²

- *Heavy reliance on public transportation (Transit Dependent Population)*

Participants who were interviewed identified these new requirements as a serious transportation barrier because unauthorized immigrants no longer have access to consistent, legal, and insured transportation to work. Unauthorized immigrants comprised over five percent of the state's workforce in 2010. In seven years, most of these workers drivers' licenses will be expired, which will leave approximately 110,000 people without an option to legally drive to work (at the state level).²³

- *Housing unaffordability and housing discrimination*

The U.S. Census illustrates that between 2006 and 2010 the Latino community's housing situation in Lane County was quite dire. It estimates that during this five year period, 54 percent of Latinos were cost-burdened.²⁴ Households that are cost-burdened pay 30

²² Lopez, M.H., Gonzalez-Barrera, A. and Motel, S. (2011) "As Deportations Rise to Record Levels, Most Latinos Oppose Obama's Policy," Pew Hispanic Center, Washington, DC, www.pewhispanic.org/2011/12/28/as-deportations-rise-to-record-levels-most-latinos-oppose-obamas-policy/, viewed May 24, 2012.

²³ Advancing Democracy in Rural Oregon, "Drivers Licenses Action Kit," <http://www.rop.org/drivers-licenses-action-kit/>, viewed August 15, 2012.

²⁴ U.S. Census Bureau, 2010 Census. "Table DP04: Selected Housing Characteristics"

percent or more of their gross income for housing expenses, like mortgage or rental fees.

With respect to housing discrimination, expanding the current efforts in housing discrimination testing in Eugene could shed further light on this issue. The Portland audit revealed that out of the 50 landlords tested, 64 percent discriminated against Latino or black renters.²⁵

- *Latinos are less likely to know about health care services that are available to them because they are fearful to inquire about support. Thus, Latinos in Lane County experience decreased access to health care.*

Specific features of the Latino population that affect their access to health care include degree of acculturation, language, and immigration status. More than one-fourth of Latinos in Lane County are foreign-born, and many are recent immigrants who retain their cultural beliefs and behaviors concerning health and health care.²⁶ The low average income and educational attainment of Latinos are also obstacles to receiving timely and appropriate health care. In 2010, the average per capita income of Latinos in Lane County was \$12,878; and 57 percent only had a high school diploma or less than a complete high school education.²⁷

- *Barriers to English fluency*

Most Latinos across the United States understand they have to learn English to survive and establish themselves in their new communities. However, in many cases family obligations or working more than one job to pay for basic needs becomes a priority over investing considerable time to learn English or go to school.

Regarding linguistic diversity, a share of Mexican and Guatemalan Lane County residents are not even descendants of Spanish speakers. Their native tongues include Nahuatl, Zapotec, Mixteco Alto, Mixteco Bajo, Trique, or another of fourteen indigenous Mesoamerican languages. When the U.S. Census estimates that 56 percent of the county's Latino households speak a language other than English at home, for some "other than English" does not mean Spanish.²⁸ Lane County's indigenous share is likely well above the national figure of 1 percent of all Latinos; in nearby Woodburn, Oregon,

²⁵ Portland Housing Bureau, "Portland Housing Bureau's Fair Housing Action Plan—June 10, 2011," <http://www.portlandonline.com/phb/index.cfm?a=352337&c=30136>, viewed August 16, 2012.

²⁶ U.S. Census Bureau, 2010 Census. "Table B05006: Place of Birth for the Foreign-Born Population in the United States."

²⁷ U.S. Census Bureau, 2010 Census. "Tables B19301 and B15001: Per Capita Income in the last 12 Months and Educational Attainment for the Population 18 Years and Older."

²⁸ U.S. Census Bureau, 2010 Census. "Table B99162: Imputation of Language Spoken at Home for the Population 5 Years and Older."

for example, 10 percent of household heads surveyed spoke Mixteco Alto or Bajo as their first language.²⁹

- *Latinos in Lane County report frequent incidents of racial discrimination*

The findings revealed that Latinos often experience discrimination from white residents when they visit parks or other public spaces, as well as from law enforcement officers. Interviewees also reported that being denied a service or being given substandard service were common forms of discrimination.

Blatant or subtle, actual or perceived, discrimination is one of the main factors that influence leisure participation among ethnic and racial minorities.³⁰ Even though Eugene and Springfield have some of the best public spaces in the country, workshop participants mentioned they were still longing for active use of public spaces. The way issues of racial discrimination affect Latinos and their decision to avoid public spaces really came through during both workshops. As one woman pointedly said, “*We want to be seen and treated as equals.*”

- *Barriers to using community gardens and public spaces*

Several workshop participants mentioned their culture values farming because it promotes a healthy and active lifestyle. But in Lane County, they lack access to gardening space, which makes it difficult for them to grow their own fruits and vegetables. Limited access to healthy foods, such as fruits and vegetables, can lead to higher levels of obesity and other diet-related diseases. And low-income, underserved communities are at the highest risk for obesity because they often lack supermarkets, leaving convenience stores or fast-food restaurants as their main source of food.³¹

²⁹ Bussel, R. Ed. (2008) ‘Understanding the Immigrant Experience in Oregon’ P. 49, <http://library.state.or.us/repository/2008/200805231544055/index.pdf>, viewed 22 May 2012.

³⁰ Floyd, M.F. (1998) ‘Getting Beyond Marginality and Ethnicity: The Challenge for Race and Ethnic Studies in Leisure Research’, *Journal of Leisure Research*, 30: 3-22.

³¹ Urban Environmental Policy Institute—Center for Food and Justice, “Transportation and Food: The Importance of Access,” <http://www.uepi.oxy.edu/programs/food-and-transportation/>, viewed August 17, 2012.

Chapter 5.0 – Social Equity Indicators for Latinos in Lane County, OR

Sightline Institute developed a catalogue of promising social equity indicators that reflect the concerns and interests of Lane County’s broader Latino community. Hence, communities in Lane County that are interested in increasing Latino integration and public participation can gather information along these lines to better understand specific indicators and issues affecting their Latino communities to help them guide their programs and policies.

Sightline Institute’s recommendations are based on the information the project team identified through its participatory research methods. In fact, Sightline staff participated in the workshops. Hence, these recommendations are based both on Latino leaders perceptions of the key issues being faced by the Latino community and the indicators are also based on the feedback we received from the marginalized Latino population that was outreached.

We offer a brief catalogue of indicators that can be used to measure social equity issues within Lane County’s Latino population.³² Note that these indicators are directly tied to the social equity issues identified in the previous section. The following table (Table 5.1) summarizes the indicators and measurement followed by a more detailed description of the indicators.

Table 5.1: Indicators, Measurements and Approaches

Indicator	Measurement	Approach
Demographic Indicators	Population growth and spatial and age distribution	Census, American Community Survey (provide information on Latino population growth, its spatial and age distribution)
	Language barriers	English fluency among the population
Insecurity Indicators	Immigration status	An in-depth survey by trusted Latino organizations
	Deportations	Information on local deportation proceedings initiated in Lane County
	Identification cards	Survey to determine how widespread the lack of official identification cards is in Lane County
	Sense of security	Survey measure could also get a stronger sense of welcoming immigrants
Discrimination Indicators	Racism	Racial discrimination in the housing market is the matched pair “secret shopper” approach
	Criminal justice system	Tracking racial and ethnic proportionality in Lane County’s juvenile and adult criminal justice systems

³² Sightline Institute, *op. cit.*

Education Indicators	Education completed	Years of education completed
Economic Indicators	Poverty rates by race and ethnicity	The American Community Survey provides data on poverty rates by race and ethnicity
	Free or reduced-price school lunch programs	Share of students enrolled in free or reduced-price school lunch programs, by school and race/ethnicity
	Measuring wealth, not income	A compelling body of evidence suggests that wealth, rather than income
Community Indicators	Access to urban benefits	Benefits such as: transit access, walkability to groceries and schools, and sidewalk coverage around schools
	Walk scores	Compare the Walk Scores (and possibly Transit Scores and Bike Scores) of the most heavily Latino neighborhoods with those of the whitest neighborhoods
	20-minute neighborhood	20-minute neighborhood heat map could also be compared with the distribution of Latinos in the metro area
Transportation Indicators	Cost of housing and transportation	The combined cost of housing and transportation.
	Commuting trips	The American Community Survey includes data on commuting trips.
	Pedestrian and bicyclist fatalities	Mapping the locations where people on foot or bicycles have died when hit by cars and trucks, and comparing those locations to concentrations of Latinos provide a sense of traffic risks in Latino neighborhoods

5.1 Demographic Indicators

■ *Population growth and spatial and age distribution*

The decennial census and American Community Survey provide information on Latino population growth, as well as its spatial and age distribution. An alternative would be to create “dot maps” of Latinos/Non-Latinos from 1990, 2000, and 2010 U.S. Census data—with each dot representing 25 people like maps created by cartographer Eric Fischer.³³ The *New York Times* has a free online mapping tool that does something similar.³⁴

³³ Eric Fischer, “Eric Fischer's Photostream,” *Flickr*, 11 Sept. 2010, <http://www.flickr.com/photos/walkingsf/with/4981413599/>.

³⁴ The New York Times, “Mapping the 2010 U.S. Census,” <http://projects.nytimes.com/census/2010/map>.

- *Language Barriers*

During the study's interviews, language barriers were frequently mentioned as important obstacles to different forms of community participation for some Latinos. Measuring English fluency among the population would be one relevant indicator. Another would track the availability of interpreting services at community institutions such as medical and government offices. Both of these indicators would require new survey research.

5.2 Insecurity Indicators

- *Immigration status*

An in-depth survey by trusted Latino organizations, conducted according to a rigorous statistical sampling methodology, could give a better picture of Latinos' immigration status in Lane County. (See note at the end of the chapter about conducting surveys.)

- *Deportations*

National deportation statistics tell us little about what matters to unauthorized Latino residents or members of their families. More relevant would be local deportation proceedings initiated in Lane County.

- *Identification cards*

A survey could determine how widespread the lack of official identification cards is in Lane County. (See note at the end of the chapter about conducting surveys.)

- *Sense of security*

Such a survey could also get a stronger sense of how welcoming communities such as Eugene and Springfield are to Latinos, whatever their immigration status may be. It could ask questions such as: How comfortable do you feel? How safe do you feel in your community? In your home? In public parks? In libraries and community centers? In schools? In local stores? In your workplace? (See note at the end of the chapter about conducting surveys.)

5.3 Economic Indicators

- *Poverty rates by race and ethnicity*

The American Community Survey provides data on poverty rates by race and ethnicity. These statistics are available by county level and for large cities such as Eugene and Springfield. The data may not be robust enough to measure change over short periods of time or in different neighborhoods, however. Child poverty rates are also available.

- *Free or reduced-price school lunch programs*

To better localize poverty rates, one option is to track the share of students enrolled in free or reduced-price school lunch programs, by school and race/ethnicity, to the extent possible. Free lunch data are available, though they are somewhat unreliable as indicators. Different districts and schools are more and less aggressive in recruiting

families for the program. Still, schools that have high-enrollment lunch programs usually indicate neighborhood poverty. They also tend to identify schools that need substantial external attention and resources to allow students to learn at grade level, especially where 60 percent or more of students qualify for free/reduced lunch.

- *Measuring wealth, not income*

A compelling body of evidence suggests that wealth, rather than income, is the key determinant of many important life outcomes such as educational attainment, employment, and health. Yet, wealth is more poorly measured than income. The best options may be to look at home ownership (from ACS and other sources), banking opportunities (by mapping banks and evaluating their ID card procedures), and business ownership (perhaps by surveying businesses).

5.4 Discrimination Indicators

- *Racism*

A useful procedure for testing racial discrimination in the housing market, which may be the single most consequential form of discrimination for the life prospects of people of color³⁵, is the matched pair “secret shopper” approach. Two pairs of applicants, one white and one Latino, visit the same homes for rent. Both couples offer similar and fictional backgrounds of education, employment, marital status, number of children, and income. They then record their treatment: rent quoted, deposit requested, move-in discounts, units shown, and the like. Similar tests also work for homes for sale. Seattle and Portland housing authorities have both done these types of tests in recent years and found that discrimination against Latinos was commonplace.³⁶ Another approach is to survey people as to whether they have suffered specific instances of discrimination because of their race or ethnicity in the past year.

- *Criminal Justice System*

Tracking racial and ethnic proportionality in Lane County’s juvenile and adult criminal justice systems can help reveal equity in law enforcement, from arrests, charges brought, detentions, guilty verdicts, and the severity of sentences. Analysis of Multnomah County’s record revealed a pattern of worse treatment for Latinos.³⁷ Another tool is to survey Lane County residents and ask how many encounters they had with police during the past year, as the Urban League did in its *State of Black Oregon* report. Racial disparities in the number of traffic stops, for example, may suggest a pattern of racial profiling.

³⁵ Conley, D. (1999) *Being Black, Living in the Red: Race, Wealth, and Social Policy in America*. Berkeley: UC Press.

³⁶ Curry-Stevens, A., Cross-Hemmer, A., and Coalition of Communities of Color. (2010) ‘Communities of Color in Multnomah County: An Unsettling Profile,’ Portland, OR: Portland State University. <http://coalitioncommunitiescolor.org/docs/AN%20UNSETTLING%20PROFILE.pdf>.

³⁷ Curry-Steven, Cross-Hemmer, and Coalition of Communities of Color, *op. cit.*

5.5 Education Indicators

- *Education completed*

Years of education completed, which is sketched in the 'Setting' section of this report, is a useful indicator. Another way to refine this data would be to compare education completed among US-born Latinos with US-born whites, by age, to look for disparities not explained primarily by immigration status.

5.6 Community Indicators

- *Access to urban benefits*

Borrowing a leaf from the Greater Portland *Equity Atlas*, Eugene and Springfield could examine the equity of access to a variety of urban facilities and services. Urban poor and people of color in Portland, for example, generally have good transit access, good walkability to groceries and schools, and good sidewalk coverage around schools. They suffer mild disadvantages in park access and big disparities in nature access. Typically, fast-growing Latino communities are worst off because they lack transit, parks, good schools, good social services, and walkable neighborhoods. However, a quick review of Latinos' distribution across the Eugene-Springfield Metro Area suggests that Portland's pattern of geographical disadvantage for Latinos does not exist in Lane County. Lastly, qualitative interviews revealed that Lane County Latinos may have a particular concern about access to public spaces and, especially, community gardens.

- *Walk Scores*

A promising short-hand way to examine the equity of access to urban benefits would be to compare the Walk Scores (and possibly Transit Scores and Bike Scores)³⁸ of the most heavily Latino neighborhoods in Eugene and Springfield with those of the whitest neighborhoods. This approach would also allow comparisons between Eugene and Springfield and dozens of other cities.

- *20-minute neighborhood*

Alternatively, the Eugene 20-minute neighborhood heat map³⁹, perhaps extended to Springfield or to the whole county, could also be compared with the distribution of Latinos in the metro area. This method of checking the walkability of Latino and white neighborhoods might give slightly more detailed and site-specific information, although it would prevent comparisons to other localities across the nation.

5.7 Transportation Indicators

- *Cost of Housing and Transportation*

Because the cost of housing and transportation are important to everyone, especially to those with low incomes, one interesting indicator would be the combined cost of

³⁸ Walk Score (Seattle), "Eugene, OR," www.walkscore.com/OR/Eugene, viewed September 19, 2012.

³⁹ City of Eugene, "20 Minute Neighborhoods," <http://www.eugene-or.gov/index.aspx?NID=506>, viewed September 19, 2012.

housing and transportation. The nonprofit Center for Neighborhood Technology has developed and mapped a measure of this at <http://htaindex.cnt.org>.

- *Commuting Trips*

The American Community Survey includes data on commuting trips, which make up one-fifth to one-quarter of all trips. Like Latinos across the US and in the state as a whole, Lane County Latinos are far more likely to carpool to work, and slightly more likely to take public transportation, than their non-Hispanic white counterparts.

- *Pedestrian and bicyclist fatalities*

Mapping the locations where people on foot or bicycles have died when hit by cars and trucks, and comparing those locations to concentrations of Latino residences in Eugene and Springfield would provide a sense of traffic risks in Latino neighborhoods.

Note on Community Surveys⁴⁰

In this catalogue of promising social equity indicators for the Latino community in greater Eugene-Springfield metro area, we have mentioned several ways to gather original information, such as matched-pair testing of rental housing discrimination. We have also suggested surveying Lane County residents, using trusted Latino messengers and statistical sampling methods. One potential partnership would be to join with the United Way, which conducts a periodic community assessment with an overlapping set of concerns. Because Latinos constitute just 7.4 percent of county residents, getting an accurate reading about them might require oversampling Latinos. And to get unauthorized residents to participate in the survey would require working closely with organizations they trust.

Specifically, we suggested a community survey to gather information for indicators on immigration status, identification cards, the sense of security, personal experiences of racial and/or ethnic discrimination, police profiling and traffic stops, and business ownership. (Business ownership might be better studied through a separate survey of businesses.) If a community survey does proceed, we would also encourage asking two additional sets of questions that have been used repeatedly in many communities by academic researchers and community indicators projects: subjective well-being (“happiness”) and social capital (especially “public trust”). These are two excellent and highly predictive indicators of overall quality of life. Oversampling Latinos would allow a first-ever equity comparison of these two measures. Employing these semi-standard sets of questions, furthermore, would allow benchmarking Lane County against many other places.

⁴⁰ Sightline Institute, *op. cit.*

Chapter 6.0—Conclusion and Suggestions for Future Work

This report provides practitioners with strategies to overcome the limitations of contemporary public participation models that have limited effectiveness in low-income marginalized Latino populations. The project's public participation process was not based on traditional outreach models because our goal was to engage the Latino population beyond the "usual suspects." We were able to successfully outreach to Lane County's marginal Latino population because of three factors: 1) We used an ethnographic approach that was based on individual networks; 2) we coordinated our outreach efforts through community based organizations that have established trust in the Latino community; and 3) the public workshops were open ended, open to families, and non-coercive. Downtown Languages and Huerto de la Familia, for example, have developed and maintained informal networks of communication over the course of many years, so their reputation alone played a significant role in drawing people to the project's participatory workshops.

This report also provides information about the key social equity issues Latinos in Lane County are facing and lists equity indicators that reflect the heterogeneity of the Latino population. In other words, Sightline Institute's catalogue of promising social equity indicators, which reflects the concerns of Lane County's broader Latino community, was developed in part after analyzing the project team's research data. Indicators help determine what we are doing, how we are doing it, and whether the impacts of these actions are positive or negative. Hence, planners or elected officials in Lane County who are interested in solving or improving community problems surrounding their Latino populations can guide their actions by developing some of these statistical measures. The key difference in our indicator development approach was that we developed these potential measurements from a bottom-up approach and paid particular attention to concerns from marginalized groups.

6.1 Challenges and Issues

Ultimately, after gathering information based on these indicators, and engaging this community in a participatory process, one key theme has arose as the main issue facing Lane County in terms of its Latino population: *a lack of community belonging and acceptance for Latinos in this region.* More specifically, we discovered sevenⁱ challenges or issues confronting Latinos in Lane County:

- I. Undocumented Latinos are limited by fear.*
- II. Workshop participants stated that having greater access to community gardens and public spaces would enhance their quality of life.*
- III. Latinos in Lane County report frequent incidents of racial discrimination.*
- IV. Latinos are less likely to know about health care services that are available to them because they are fearful to inquire about support.*

- V. *Latino immigrants confront barriers to English fluency. Further, the linguistic diversity that exists within the Latino community is often overlooked as an issue that impacts language development or translation services.*
- VI. *There is a heavy reliance on public transportation because Senate Bill 1080 requires proof of citizenship or legal status to obtain an Oregon driver's license.*
- VII. *Housing affordability and discrimination is a serious issue within Lane County's Latino community.*

6.2 Recommendations

While we cannot offer a comprehensive set of solutions for the challenges Latinos in Lane County are facing or offer a clear blueprint for making Lane County and immigrant friendly community (this is beyond the scope of this project), we can suggest some participation and outreach strategies that would help to begin this process. We offer the following suggestions to help in that regard and also suggest ways to improve public participation efforts targeting this community:

- *Pay attention to informal networks within the Latino community because their informal communication structures play significant roles in successfully disseminating information and knowledge.*
- *Confianza, or trust, is an important value in the Latino community. Hence, local government agencies and/or entities interested in increasing Latino public participation should collaborate with organizations that have effectively built trust within the Latino community and that provide a direct service to the community.*
- *Provide opportunities for informal interaction by creating spaces that feel culturally safe.*
- *Train or hire staff who are culturally competent. The Office of Minority Health (OMH), for example, recommends national standards for culturally and linguistically appropriate services (CLAS) in health care. Although these standards are directed at health care organizations, we feel that Lane County's Latino community would benefit if other organizations worked under similar guidelines. However, it's important that agencies and organizations not become too dependent on a few culturally competent staff for two reasons (1) it can overburden them as they are in high demand, and (2) every staff person in these organizations should be able to adequately serve the Latino population.*
- *Replicate the public participation workshops at a larger scale throughout Eugene/Springfield.*
- *Measure the indicators developed by Sightline to get a clear idea of how Lane County is progressing on important issues Latinos identified.*

6.3 Conclusion

Our take away message from this report is that conducting public participation programs in Latino communities can work but these strategies need to be organized around the specific context that exists in these communities. The context in Lane County is of a young, diverse, and

somewhat under educated and financially strapped Latino community (with high numbers of unauthorized immigrants). Within this context, traditional models of public participation will have limited success. New models are needed that go beyond the structural government authority and engage Latinos in a non-manipulative way. Planners and other public servants need to be willing to work “outside the box” and engage this population at their level, in their particular environments and from a bottom-up perspective like the process described in his report. This would at least be a start for interacting with this vulnerable community in Lane County, Oregon.

¹ There is no special meaning assigned to the numbers or order in this list.