



Engaging the Latino Community in Salem

Winter 2011 • Planning, Public Policy and Management

Monique G. López • Community and Regional Planning

Mackie Welch • Community and Regional Planning

Gerardo Sandoval • Assistant Professor • Planning, Public Policy and Management

Acknowledgements

The authors would like to thank all of the Latino community leaders and city staff who shared with us their hopes and concerns during this project. These include representatives from:

Latino Community

- Juntos Podemos
- Mano a Mano Family Center
- Chemeketa Community College
- Latino Business Alliance
- Advanced Economic Solutions, Inc.
- CAUSA
- SKCE
- Farmworker Housing Development Corporation
- St. Joseph's Catholic Church
- The Salvation Army
- Salem-Keizer Public Schools

Salem City Government

- Community Development Department
- Urban Development Department
- Legal Department
- Salem Public Library
- Salem Police and Fire Departments
- Human Resources

We would especially like to thank Courtney Knox and Mike Gotterba for hosting the focus group with city personnel, and Eduardo Angulo for hosting the community leader coffee klatch at Mano a Mano Family Center.

We would also like to thank our professor, Gerardo Sandoval, for allowing us to take the reins and explore.

About SCI

The Sustainable Cities Initiative (SCI) is a cross-disciplinary organization at the University of Oregon that seeks to promote education, service, public outreach, and research on the design and development of sustainable cities. We are redefining higher education for the public good and catalyzing community change toward sustainability. Our work addresses sustainability at multiple scales and emerges from the conviction that creating the sustainable city cannot happen within any single discipline. SCI is grounded in cross-disciplinary engagement as the key strategy for solving community sustainability issues. We serve as a catalyst for expanded research and teaching, and market this expertise to scholars, policymakers, community leaders, and project partners. Our work connects student energy, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

About SCY

The Sustainable City Year (SCY) program is a year-long partnership between SCI and one city in Oregon, in which students and faculty in courses from across the university collaborate with the partner city on sustainability and livability projects. SCY faculty and students work in collaboration with staff from the partner city through a variety of studio projects and service-learning courses to provide students with real-world projects to investigate. Students bring energy, enthusiasm, and innovative approaches to difficult, persistent problems. SCY's primary value derives from collaborations resulting in on-the-ground impact and forward movement for a community ready to transition to a more sustainable and livable future. SCY 2010-11 includes courses in Architecture; Arts and Administration; Business Management; Interior Architecture; Journalism; Landscape Architecture; Law; Planning, Public Policy, and Management; Product Design; and Civil Engineering (at Portland State University).

About Salem, Oregon

Salem, the capital city of Oregon and its third largest city (population 157,000, with 383,000 residents in the metropolitan area), lies in the center of the lush Willamette River valley, 47 miles from Portland. Salem is located an hour from the Cascade mountains to the east and ocean beaches to the west. Thriving businesses abound in Salem and benefit from economic diversity. The downtown has been recognized as one of the region's most vital retail centers for a community of its size. Salem has retained its vital core and continues to be supported by strong and vibrant historic neighborhoods, the campus-like Capitol Mall, Salem Regional Hospital, and Willamette University. Salem offers a wide array of restaurants, hotels, and tourist attractions, ranging from historic sites and museums to events that appeal to a wide variety of interests. 1,869 acres of park land invite residents and visitors alike to enjoy the outdoors.

Course Participants

Public Engagement in Diverse Communities

Dr. Gerardo Sandoval, Assistant Professor, Planning, Public Policy and Management

Grace Burnham, Planning, Public Policy and Management Undergraduate

Stella Day, Planning, Public Policy and Management Undergraduate

Elena Fracchia, Public Administration Graduate

Monique G. López, Community and Regional Planning Graduate

Francesca Patricolo, Community and Regional Planning Graduate

Karen Saxe, Public Administration Graduate

Amber Schlosser, Planning, Public Policy and Management Undergraduate

Mackie Welch, Community and Regional Planning Graduate

Heather Wolford, Public Administration Graduate

SCI Directors and Staff

Robert Liberty, Executive Director

Nico Larco, SCI Associate Director, and Assistant Professor of Architecture

Marc Schlossberg, SCI Associate Director, and Associate Professor of Planning, Public Policy, and Management

Chris Jones, SCI Program Manager

Amy Hause, SCI Program Manager

Table of Contents

Acknowledgements	2
Executive Summary	6
Introduction	8
Methodology	9
Cultural and Historical Context	12
Barriers to Engagement	20
Opportunities for Increased Engagement	25
Action Items	31
Conclusion	37
References	38
Appendix A: Interview Questions	39
Appendix B: Focus Group Questions	40
Appendix C: Latino Students	41
Appendix D: Map of English Language Learner students in Salem-Keizer District	42
Appendix E: Laws, Resolutions, and Policies Instituted in Oregon Limiting Enforcement of Immigration Laws by State and Local Authorities	43
Appendix F: City of Salem Resolution Regarding Immigration	44

This report represents original student work and recommendations prepared by students in the University of Oregon’s Sustainable City Year program for the City of Salem, the Urban Renewal Agency of the City of Salem, or the Salem Housing Authority. Text and images contained in this report may not be used without permission from the University of Oregon.

Executive Summary

The purpose of this report is to provide City of Salem personnel with recommendations of strategies to use when engaging with the growing Latino population in the city. The barriers, opportunities, and action items identified in this report focus efforts on reaching members of the underrepresented Latino population, rather than those who are already involved as community leaders. This population is traditionally the most difficult to reach because they do not participate in formal networks.

Our research was targeted at answering the following questions:

- What opportunities for public engagement can be developed by understanding the Latino community's perceptions of the City of Salem and its government?
- What opportunities for mutual engagement do members of the Latino community perceive as possible for increasing interaction between them and the city?

To answer these questions, we had a series of conversations with Latino community leaders, city personnel, and academics, allowing us to identify the barriers to and opportunities for engaging the Latino community in Salem.

Additionally, we found that it was critical to understand the historical, social, cultural, and demographic aspects of the community in order to holistically assess the barriers and opportunities for outreach. These variables influence and illustrate the reasons why some Latinos/as are not engaged in city government activities, as well as how non-Latinos/as have historically treated and viewed this community.

In combination with our understanding of these variables and the information gathered from our informal conversations, we were able to identify barriers and opportunities for engaging the Latino community in Salem. Barriers identified include the following: communication strategies, language, lack of cultural competency, time constraints, trust, issues of tokenism, lack of civic understanding, formality of communication and meetings, federal and local policies, lack of Latino/a representation, and lack of city resources. The opportunities for engagement include building upon existing city programming, partnerships with nonprofit organizations, cultural competency education, establishment of cultural mentors, increasing city staff diversity, civics empowerment education, support of cultural celebrations, modifying the structure of meetings, and implementation of new communication strategies.

Lastly, we propose a set of action items that are based on the barriers to, and opportunities for, increased engagement identified in this report. These recommendations build upon the current capacities of both the city and the Latino community. There are two types of action items proposed. First, there are action items for the city to conduct internally in order to better prepare

itself for engaging the Latino community. Secondly, there are action items tied to strategies to engage the Latino community directly. It is our hope that our findings will be used as a foundation for a new way of thinking about outreach to the Latino community in Salem.

Introduction

The purpose of this report is to provide city personnel with recommendations of strategies to use when engaging with the growing Latino population in the City of Salem. More than that, it is our hope that this report will lead to a different framework for thinking about the Latino community in general. Just as the Anglo community in Salem is composed of a multitude of cultures, the Latino community in Salem is a diverse population, with different heritages, languages, and ways of life. For example, even though the majority of the Latinos/as are from Mexico, they are from different states such as Jalisco, Michoacán, and Oaxaca that have different ways of life. Within this community there are indigenous people as well that speak an indigenous language. The barriers, opportunities, and action items identified in this report focus efforts in reaching the underrepresented Latino population, rather than those who are already involved as community leaders. This population is traditionally the most difficult to reach, because they do not participate in formal networks. City officials often view them as part of a homogenous “Latino” group. These officials rely on a traditional public engagement system that uses an “organizational/institutional outreach model” (Sandoval and Maldonado forthcoming). This model makes use of stakeholders (often those who are bilingual and have lived in the U.S. for a number of years), who have already established some level of institutional legitimacy because of their work as leaders of “Latino community organizations, staff in state social service agencies, or members of the Latino/a business community” (Sandoval and Maldonado forthcoming).

However, this model has a few drawbacks. First, when relying on community leaders as the sole stakeholders, an assumption is made that this group speaks for the population as a whole, thus again viewing the Latino community as a homogenous entity. Second, this model does not take into account the structural causes that “discourage some segments of Latino/a populations from participating in formal public events” (Sandoval and Maldonado forthcoming). Further, research suggests that some Latino/as are distrustful of the community leaders mentioned above, because they are often viewed as representative of the state itself. Thus, newly arrived Latino populations will often limit their interaction with these stakeholders to avoid possible exposure to immigration authorities. Therefore, we suggest that any outreach strategy is broad enough to account for the variety of segments present in the Latino community, “including the most marginalized and vulnerable segments who might be ‘invisible’ by circumstance and/or by active choice” (Sandoval and Maldonado forthcoming).

Methodology

Our research was targeted at answering the following two research questions:

- What opportunities for public engagement can be developed by understanding the Latino community's perceptions of the City of Salem and its government?
- What opportunities for mutual engagement does the Latino community perceive as possible for increasing interaction between them and the city?

To answer these questions, we had a series of conversations with Latino community and church leaders, city personnel, and academics, allowing us to identify the barriers and opportunities to engaging the Latino community in Salem. It was our goal to collect information from a wide variety of sources, which is important when developing an outreach strategy for a traditionally marginalized community. Many statements made during these conversations contained similar themes. However, each person conveyed a unique perspective on the factors that contribute to the barriers, and allow for opportunities, for engagement of the Latino community. These varying views illustrate the complexity of the issue and the need for a multifaceted outreach approach.

The action items that are presented in this report are the result of the series of informal conversations conducted with various community leaders in the Latino community in Salem, interviews with city personnel and academics that focus their research on engaging the Latino community, and a focus group with city personnel, which included site visits to Latino/a businesses. We spent about six weeks trying to understand the particular issues the Latinos/as face in Salem through learning about other communities' efforts in public engagement with Latinos/as, before we started to develop a systematic approach to collect more information. Based upon what we learned, we strategized to speak to or gather information from three main groups that could give us a better understanding about what is taking place in Salem. Our class was divided into groups, based on the above-mentioned sets of interviewees. Each group developed its plan for gathering information and generating a final report.

Latino/a Leaders

We developed the list of interviewees of Latino/a leaders in two ways. First, city personnel provided us with a list of people identified as active leaders within the Latino community. In order to gather additional contacts, each team asked the identified Latino/a leaders for the names of people or organizations in the community that could add to the goals of the project. We contacted Latino/a leaders from the following groups:

- Juntos Podemos
- Mano a Mano
- Chemeketa Community College

- Latino Business Alliance
- Advanced Economic Solutions Inc.
- CAUSA
- SKCE
- Farmworker Housing Development Corporation
- St. Joseph's Catholic Church
- The Salvation Army
- Salem-Keizer Public Schools



Figure 1: University of Oregon students meet with Latino Leaders in Salem to discuss barriers and opportunities to community engagement.

City Personnel

The broad goal of our focus group with city personnel was to gather information through cross-departmental collaboration. We needed to establish a base of understanding about the challenges and successes that the city has already encountered throughout the years. Understanding the barriers and opportunities that city personnel face in their work, as well as the future goals of the city, was a key component needed to make our recommendations for increasing engagement within the city of Salem. The focus group consisted of staff members from the following departments:

- Community Development Department (including Planning, Neighborhoods, and Youth Programs)
- Urban Development (including the Director and the Public Information Manager)
- City legal representation
- Salem Public Library Bilingual Story Hour Coordinator
- Representatives from the Police and Fire Departments
- Human Resources

- Public Works (including Parks Volunteers and Billing)
- And the City Manager's Office (including the Deputy City Manager, Public Information Officer and the Title VI Coordinator/Human Rights Commission representative)

Professionals in the Field

Lastly, we interviewed professionals and academics that have completed research on issues of engaging with underserved and underrepresented Latino populations. The information we gathered provided us with insight as to potential opportunities, barriers, and mechanisms regarding Latino/a civic involvement. Interviews with this group also provided a theoretical framework on which to build our recommendations for action items included at the end of this report.



Figure 2: University of Oregon students coordinate a focus group with City of Salem staff.

Cultural and Historical Context

We found that it was critical to understand the historical, social, cultural, and demographic aspects of a community in order to holistically assess the barriers and opportunities for outreach. These variables influence and illustrate the reasons why some Latinos/as are not engaged in city government activities, as well as how non-Latinos/as have historically treated and viewed the Latino community. Furthermore, understanding these aspects clarifies the conversation surrounding this issue and provides a context that dispels misconceived notions of who Latinos/as are, where they come from, the challenges they face, and their contribution to the community of Salem and the state of Oregon.

Latino Roots

Foremost, it is imperative to acknowledge that Latinos/as have been a part of Oregon history even before the inception of the state in 1859. Their presence in Oregon and in Salem is not a new phenomenon, but has been part of the history and character of the state, especially in regions where agriculture has been an important part of the economy. The following is a brief timeline that illustrates Latinos'/as' presence in Oregon before and during its early statehood:

Pre-Oregon Statehood (1819-1859)
<ul style="list-style-type: none">• 1819: The Transcontinental Treaty establishes the U.S.-Mexico border at the southern border of Oregon from 1819-1848.• 1848: The U.S. and Mexico sign the Treaty of Guadalupe-Hidalgo, which calls for Mexico to give up more than half of its territory, including California.• 1850s: Mexican mule packers supply the Second Regiment Oregon Mounted Volunteers during the Rogue River War against Oregon's native peoples.
Early Oregon Statehood (1859-1900)
<ul style="list-style-type: none">• 1869: Mexican vaqueros bring large herds of cattle driven up from California to eastern Oregon.• 1910: By this year, Oregon ranks seventh among states outside the Southwest with Mexican-born residents, who come to work in farm production and on railroads.
Labor in Oregon (1900-1950s)
<ul style="list-style-type: none">• 1910-1925: Mexican workers are contracted to work in sugar beet fields and on railroads in Portland, eastern Oregon, and other parts of the state. The first Mexican families settle permanently in the state.• 1942-1947: More than 15,000 bracero workers come to the state to work in agriculture. Additional workers are employed on railroads.• 1950s: Mexican and Mexican-American families settle in several areas of the state.

Figure 3: Latino Roots Timeline

Labor

The growth of the Latino population, primarily Mexican, in Oregon was driven in the 1940s by three intertwined factors: continuing growth in agriculture, the onset of World War II, and the Bracero Program, which was designed to recruit Mexican laborers to replace those who went into the armed forces or who had left agriculture for industry. In order to meet the demand for agricultural workers, Public Law 45 was created to appropriate the necessary funds to implement an agreement with Mexico to import braceros, “guest workers” (Stephen 2001). In August of 1943, 585 braceros arrived in the Salem area (Gonzales-Berry and Mendoza 2010). One of the bracero camps was located in Salem on the state fairgrounds in 1943 (Salem Online History 2011). However, at the end of World War II, in 1947, the bracero camps shut down in Oregon, and laborers were given the choice of returning to Mexico voluntarily or facing deportation. However, the end of the Bracero Program did not mark the end of Mexican-American farm labor. Immigrant workers have been the main source of farm labor in Oregon from the 1950s on, with 40,000 migrating into the state each year (Salem Online History 2011).



Oregon State University Archives

Figure 4: Humberto Vidal Garcia, Mexican interpreter, receives instruction from Jack Hardwicke, crew chief, while Williams listens in. Date: 1943

In the 1970s, a new wave of Mexican immigration came to Salem. The majority of the people came from Michoacán and Oaxaca, which are two of Mexico’s poorest states (Salem Online History 2011). In Salem, they found work in tree

farms and canneries, as well as migrant farm work (Salem Online History 2011). Many workers that were originally recruited by farm contractors later took reforestation jobs. In the mid-1970s, contractors employing poorly paid Mexican farm workers began to bid on government contracts for tree planting because they could underbid other contractors (Stephen 2001). These workers were originally from regions in central Mexico, Michoacán, Jalisco, and Guanajuato (Stephen 2001).

In the early 1990s, the metropolitan areas of Portland, Salem-Keizer, and Eugene-Springfield were developing their high-tech manufacturing, biotech, heavy equipment manufacturing, and health care services industries faster than the labor market could react to it. “The fast pace of Oregon’s economic diversification and growth had created a shortage of workers in both high-skilled and low-skilled occupations. Businesses reached out for alternative sources of labor, including workers with limited English proficiency” (Gonzales-Berry and Mendoza 2010). This created opportunities, such as jobs, that offered trainings and better wages, which had not existed for them previously.



Figure 5: Map of Mexico. The red circles indicate states where people have migrated from to Salem, Oregon.

Today, the indigenous population from Oaxaca primarily works in the agricultural sector, whereas those from Michoacán are primarily employed in service industries (Gabriela Rico, personal communication, 2011). In addition, second

generation Latinos/as are now moving into the public sector, becoming nurses, teachers, social workers, and activists.

Less than \$10,000	10%
\$10,000 to \$19,999	13%
\$20,000 to \$29,000	17%
\$30,000 to \$39,000	17%
\$40,000 to \$49,000	12%
\$50,000 to \$59,000	8%
\$60,000 to \$74,999	10%
\$75,000 or more	12%

Figure 6: Salem, Oregon Latino Household Income (Source: U.S. Census Bureau, 2005-2009 American Community Survey Table B190011. Household income in the past 12 months (2009 Inflation Adjusted Dollars)).

History of Fear

The Latino community has legitimate fears that are deeply rooted in the history of raids inflicted upon them both nationally and locally. In the 1950s, “Operation Wetback” (wetback is a derogatory term for Mexican immigrants) rounded up and deported approximately 3.7 million people nationwide, including many from Oregon (Stephen 2001). The culture of the immigration raids and the right of Immigration and Naturalization Service (INS) agents to detain “foreign-looking” workers in any location became entrenched in the practices of law enforcement and in the psyche of Latinos/as (Stephen 2001).

In 1982, the INS increased arrests of tree planters in Oregon and Washington. Raids became a focal point for inter-agency cooperation between the U.S. Forest Service, Bureau of Land Management, the U.S. Department of Labor, the INS, and the Oregon Bureau of Labor (Stephen 2001). In addition, the Northwest Forest Workers Association, a coordinating body of cooperatives, collaborated with these agencies’ efforts in targeting migrant farm workers (Stephen 2001). In May of 1982, the INS arrested 350 workers along camps and roadblocks on Highway 99E, with 120 workers arrested in Woodburn in eight days (Stephen 2001).

The same inter-governmental cooperation is occurring in Marion County today with the County Sherriff’s voluntary participation in the Secure Communities Program. The Secure Communities Program is a voluntary program in which local law enforcement report all people to Immigration and Customs Enforcement (ICE) for review within their county jail. In many instances, these people have not been charged with a crime. Although local law enforcement does not always follow through with these reports, participation in the program makes people more cautious when interacting with local law enforcement and other city and county agencies.

Demographics

U.S. Census data indicate that there has been a great increase of the Latino population in Salem over the past 20 years. The 1990 decennial census showed that only 6% of the population was Latino/a. This percentage more than doubled by 2000 to 14.6%, and more than tripled in numbers from 6,588 Latinos/as in 1990 to 19,973 in 2000. According to the 2010 census, Latinos/as now constitute 20.3% of Salem's population (31,359 people).

Year	Percentage of Total Population	Latinos	Non-Latinos	Total Population
1990	6%	6,588	101,198	107,786
2000	14.60%	19,973	116,951	136,924
2010	20.30%	31,359	123,278	154,637

Figure 7: Salem, Oregon Latino Population. Source: U.S. Bureau of the Census- 1990 Census of Population and Housing (P009), 2000 Hispanic or Latino by Type (QT-P9), 2010 Census Redistricting Data (P1, P2, P3)

There are several reasons for this upward trend of Latino/a migration to Oregon. First, national and state policies, as well as recessions in neighboring states are factors that have influenced migration of Latinos/as to Oregon. In the early 1990s, California suffered a great recession that resulted from the closure of military bases throughout the state. This contributed to the political climate that produced Proposition 187, a referendum designed to deny public assistance and education to unauthorized immigrants. Competition for jobs and political turmoil caused immigrants to look for work outside of California. They found that Oregon had a healthy level of economic growth in a number of sectors including its huge agricultural industry and its expanding Christmas tree industry (Gonzales-Berry and Mendoza 2010). As Latinos/as came to Oregon, they received assistance from social networks created by relatives, friends, and acquaintances that had settled primarily in Portland and Salem. These networks provided assistance in financing trips and job searching (Gonzales-Berry and Mendoza 2010).

Secondly, after September 11, 2001 the government started heavy border surveillance and became stricter regarding the hiring of undocumented workers. Hence, people stopped migrating back and forth, as they had done in previous generations when migration was seasonal. However, when the immigration laws changed and enforcement increased, immigrants started staying because the risk of traveling became too high. This permanent settlement pattern resulted in new US-born families.

The census data show an increase in the Latino community from 1990 to 2010. However, the magnitude of the increase or actual Latino population in Salem is not fully known. Many Latinos/as do not participate in the census because of the fear surrounding their documentation status. Therefore, two types of

school district data are used as an additional reference to determine the Latino population in the City of Salem. The first is Salem-Keizer school district data, which indicate the percentage of students in English as a Second Language (ESL) classes. The second is ethnicity demographic data from the Salem-Keizer school district, which record the percentage of Latinos/as in the student body.

The reports generated by the school district indicating the percentage of students in ESL classes was chosen as an indicator because this data may identify those in the Latino community that may be new immigrants to the country or first generation students. Language is a barrier to public engagement; therefore, this indicator is relevant in understanding the magnitude of those who face this barrier. We can infer that if a student needs assistance learning English, most likely their parents do too. Out of the 48 elementary schools in the Salem-Keizer school district, approximately 20 of them had 30% or greater of their student population enrolled in ESL classes; 36% of the students in Salem are Latino/a (Salem-Keizer School District 2011). The majority of these schools are clustered in northeast Salem.

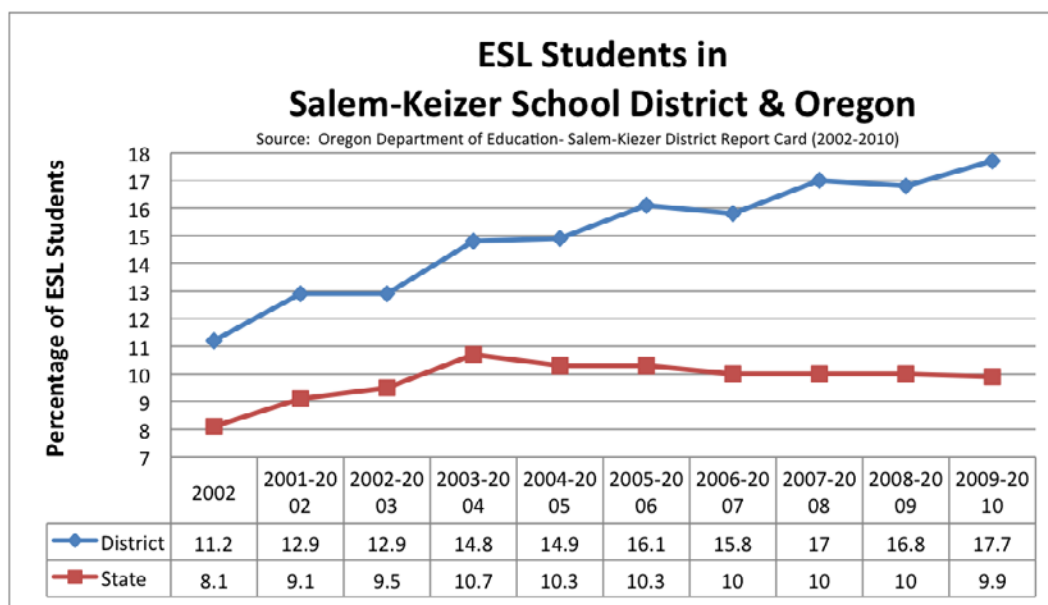


Figure 8: ESL Students in Salem-Keizer School District and Oregon

Next, we reviewed the ethnicity demographic of Latinos/as in the Salem-Keizer School District. We did this because not all Latinos/as are enrolled in ESL classes. Second and third generation, and Latino families who have lived in Salem for many years, may know English well enough to not need to be enrolled in ESL courses and therefore will not be represented in the ESL percentage data. School district data also serve as an indicator of the population of Latinos/as in the City of Salem and may address some of the issues of the segment of the community not participating in U.S. Census data collection. The

district and statewide data indicate an increase of Latino/a students, with Salem having a faster growth rate than the state average. For the 1997-1998 academic school year, the school district estimated that nearly 14% of its students identified as Latino/a; for 2010-2011, the percentage of Latino/a-identified students in the school district is nearly 38%.

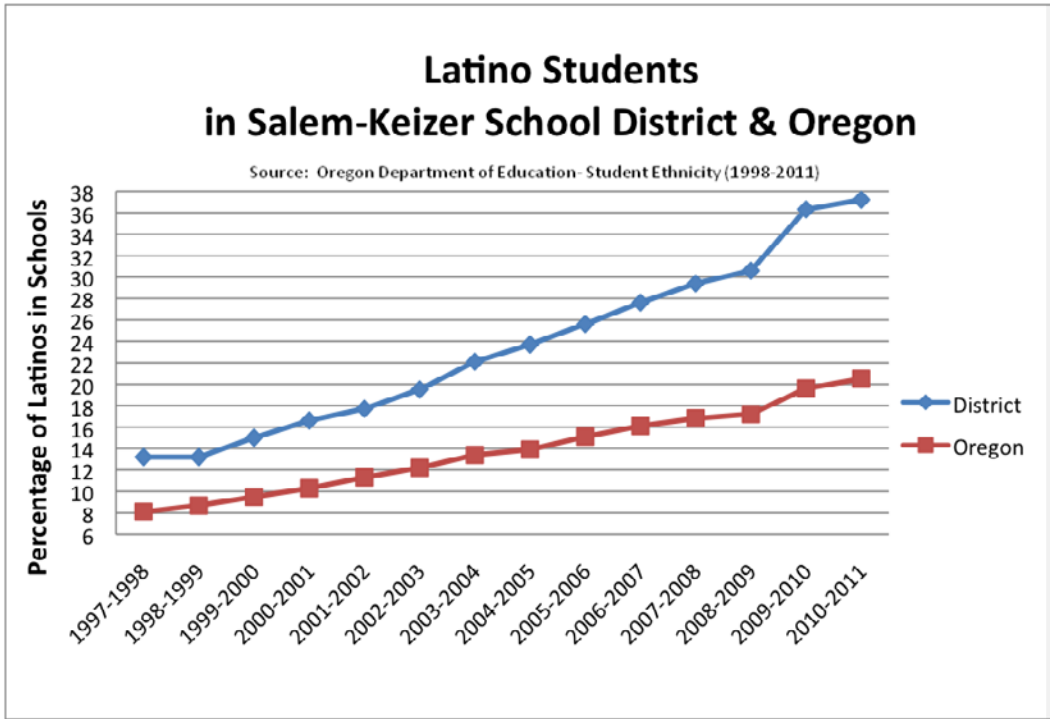


Figure 9: Latino Students in Salem-Keizer School District

Diversity

There is diversity within the Latino community in Oregon and in Salem. Latinos/as should not be lumped together in one group, and generalizations should not be made about this community. A diverse outreach approach that reflects the diversity within the Latino community is suggested for effective engagement. In Salem, there are two different historical migration and settlement patterns. One is the second generation of Latinos/as, which includes the children of the migrant field workers who were born in Oregon and who are now starting to become leaders in the community. That is a very natural second generation phenomenon.

The second group is a new generation of agricultural labor coming from Mexico, primarily from Oaxaca. Many of these people are indigenous Oaxaqueños, or Mixtec (or Mixteca), indigenous Mesoamerican peoples inhabiting the Mexican states of Oaxaca. Those who are in Oregon work primarily in agriculture—in the fields, in canneries and nurseries, or in tree-planting operations (Gamboa,

Erasmus, and Buan 1995). This indigenous Oaxaqueño population has primarily replaced Mestizos, Latinos/as of mixed European and Native American heritage or descent (Gamboa, Erasmus, and Buan 1995). Estimates show that indigenous Oaxaqueños make up 75% of the farm labor in Oregon (Rico 2005).

Many indigenous people from Mexico speak native languages other than Spanish. Spanish is something that they learn on the U.S. farms (Rico 2005). Experts estimate that there are fourteen indigenous languages spoken in Oregon (Gonzales-Berry and Mendoza 2010). However, when they come to the United States, these indigenous Mexicans are usually lumped in with Spanish-speaking Mexicans. These indigenous people have suffered great discrimination in their home country and therefore may be reluctant to claim their indigenous identities or acknowledge that they speak another language (Gonzales-Berry and Mendoza 2010). In their own country, they are treated like second-class citizens. “They’re so accustomed to discrimination, they don’t respond even to Spanish speakers in Oregon,” said Valentin Sánchez, co-founder of Organización de Comunidades Indígenas Migrantes Oaxaqueños (Organization for Migrant, Indigenous Communities from Oaxaca) in Salem (Rico 2005). “Many Mexicans don’t have pride in where they come from and don’t respect the indigenous,” said Sánchez, a native of San Juan Cahuayaxi, Oaxaca. “They call us ‘Indian, midget, short one,’ and the Anglos learn that and think it’s okay to treat us like that” (Rico 2005).

Census data do not reflect these indigenous peoples’ presence. Therefore, one good place to find a record of their existence is through the Mexican consulate, because some register for their Mica when they get to Oregon. In 2002, the U.S. Census Bureau counted 260,094 Mexicans in Oregon; however, the Mexican consulate says with the “uncounted,” the migrant population and seasonal workers, that total is closer to 600,000 (Rico 2005). More than 11 percent of the Latinos/as in Oregon are from Oaxaca. Those from Oaxaca are the second-largest population of Mexicans in Oregon, behind Michoacán, according to the Mexican Consulate, which counts only those who register with the consulate for a Matricular identification card (Rico 2005). Therefore, it is likely more are uncounted.

Barriers to Engagement

From the interviews and focus group we identified a number of cultural and resource barriers that may inhibit successful engagement efforts with the Latino population. These include the following: lack of communication strategies, language barriers, lack of cultural competency, time constraints, trust, issues of tokenism, lack of civic understanding, formality of communication and meetings, federal and local policies, lack of Latino/a representation, and lack of city resources.

Communication

It is clear that the communication breakdown between the city and Latino community members is in part due to the language barrier. Additional issues are due to the media outlets that are utilized to get information to the public are not used widely by the Latino community. For example, non-English speakers are not likely to read the *Statesman Journal* or watch the evening news.

Language

One of the most significant and most apparent barriers is language. There is a lack of bilingual city staff and translators are unable to meet the current level of need. The language barrier is further complicated by the fact that even within the same target group of individuals, everyone does not come from the same background, education, or language level. This often creates a general lack of understanding and disconnect between the Latino population and the city.



Figure 10: Sign outside of a Latino owned grocery store on Portland Road in Salem.

There has been progress made over the years in terms of having interpreters available at meetings, websites and documents available in Spanish, and bilingual/bicultural staff in government positions. However, there is still a long way to go to make awareness of and accessibility to city services equal to those of the English-speaking population. Though some bilingual services and materials are offered in Spanish, there is still confusion about utilizing websites and knowing where to go to access specific information. In addition, there is a growing population of indigenous people from Oaxaca that may not speak, read, or write Spanish.

Cultural Competency

Nuances between cultures add yet another layer of complexity on the path toward successful Latino/a engagement. The Latino population of Salem represents diverse geographic places of origin in Mexico and Latin America. Some city employees expressed an interest in more cultural competency training to help increase their understanding of where this population is coming from. Latino/a leaders felt cultural competency training would yield a better understanding of the cultural differences and complexities within the various cultures.

An awareness of differences in values and cultural practices among various groups should be considered in order to effectively engage with the Latino community. Generalizations should be avoided when discussing members of the population that have had very little previous representation. Within the community itself, there are important differences between generations (in terms of both age and length of time in the U.S.) and cultural connections from various ethnic groups, originating from completely different regions of the world.

Having a culturally competent approach to outreach is critical. For example, how the Latino community is spoken to or how materials are presented to them determines how they will respond to the information. One example that came up several times in our research was information presented through local radio stations. There is a general frustration that some Public Service Announcements (PSAs) are simply translated into Spanish, but still broadcast on English stations. A more culturally competent approach would be to ensure PSAs are aired on a variety of radio stations, including those broadcast only in Spanish. City personnel should be mindful of the way they communicate, both through verbal and written forms. This communication should be in a manner that respects and values the person. Understanding the importance of making people feel comfortable in a situation that can potentially feel intimidating can begin to remove this barrier. This takes a lot of time, work, resources, education, and respect for the community.

Time Commitment

There have been instances where people have participated in city meetings and nothing tangible has happened or changed. People are busy working, in some cases working multiple jobs, to provide for their family. Civic engagement is usually a low priority. It is not that they do not want to participate; it is just a matter of finding the time to do so. Latinos/as, like others, will not see the value in attending these meetings and participating if they feel that their voice will not be validated, or that their wants and needs are ignored. When the community's recommendations are not implemented, the city loses credibility in the eyes of many community members and leaders.

Trust

Building trust is the key component needed to build a meaningful relationship between city staff and the Latino community. Many city employees have found that even in their most earnest efforts to engage, help, or offer services, the Latino population seems afraid of them and unsure of their intentions. They may view the city's efforts as strange and are skeptical as to why "the government" would want their input on matters that they expect them to handle. This general fear and mistrust of government is also influenced by the Latino community's fear of the ICE and their perceived relationship with the city. Hence, simple things like signing in at a neighborhood association meeting become a huge barrier to participation, especially when it is unclear how the information will be used. Latino/a leaders also spoke of the long history of fear and events that have led to distrust. Historically, the city's outreach efforts have been of a regulatory nature; representatives from the police department and code enforcement have been the primary personnel who interact with the Latino community. This is a very limited outreach strategy. Instead, this type of outreach should be complimented with additional outreach by staff that does not represent regulatory agencies.

Tokenism

Latino leaders we spoke to discussed the idea of tokenism. This concept considers that the motivating factor behind city involvement with the Latino community is to accommodate programs such as the Title VI requirement in metropolitan and statewide planning, and not because Latinos'/as' voices are truly valued. The issue of tokenism persists when Latinos/as are part of meetings or committees and their recommendations are ignored and their voices are not respected. This is a difficult issue to combat, because the actions surrounding tokenism are often subtle and the effects small. However, those small effects can add up to a general feeling of distrust that can spread from community member to community member. Therefore, there needs to be more than a symbolic effort to include Latinos/as in civic participation, or the lack of trust will continue.

Civic Understanding

The lack of Latinos'/as' experience interacting with the government in the United States also works as a barrier to effective engagement. Past or current relationships with government agencies may have led to the perspective that government is there to help, but only interacts with the Latino community when there is a compliance issue. There is a disconnect between the city's intention to provide the Latino community with beneficial services, and the way these individuals are used to interacting with government.

Meetings

It is current practice to require participants at public meetings to write their information (e.g. names, email addresses, phone numbers). Many Latinos/as are hesitant to give out such personal information. Moreover, the formal structure that civic assemblies tend to follow can be intimidating to people who are not familiar with this format. Asking for this information can be perceived as an invasion of privacy. In addition, some community members may lack accessibility to meeting locations, adding another layer to engagement barriers.

City staff expressed that it is difficult to attract new members to participate, much less members of the Latino community. They proposed that some of the reasons for this lack of participation are related to issues of accessibility including transportation, timing of meetings, and lack of childcare.

Policy

One policy in particular that impacts the city's ability to interact with Latinos/as is the Marion County Sheriff Department's collaboration with ICE. The Secure Communities Program is a voluntary program in which local law enforcement reports all people brought into the county jail to ICE. These people have not been necessarily charged with a crime at the time they are reported. Due to this, some people are more cautious in interacting with local law enforcement and with city and county agencies. This reality has been identified as an impact that would restrict the City of Salem's ability to engage with the Latino community, especially when dealing with victims of a crime and getting witnesses to report crimes. This condition has created a chilling effect in the community and has left some residents uncomfortable with the idea of public participation.

Additionally, the statewide policy, which denies access for undocumented people to driver's licenses, has further led to people wanting to remain "under the radar." In 2008, the Oregon legislature passed a law that requires proof of legal presence to get a driver's license. As people move into the state or as their licenses expire, many people lose their license as a consequence. As a result, traffic stops become more frightening and consequential, and people are less likely to interact with public agencies if they do not have a form of identification.

Lack of Latino/a Representation

A lack of Latinos/as in positions of political influence and in neighborhood associations poses a barrier to public participation. Additionally, a lack of Latinos/as in positions of departmental leadership throughout city departments also intensifies the barriers to participation. Currently, the city relies on a handful of bilingual/bicultural individuals to interact with the Latino community, who often end up acting as representatives on issues that are outside of their area of expertise.

City Resources

The focus group with the city identified a number of resource barriers. These included funding, time, city/county border issues, translation services, and current participation trends.

Engagement efforts may be initiated but are sometimes discontinued due to lack of available funding. Expanding engagement efforts through hiring additional staff, such as a Latino Outreach Coordinator, is financially constraining under tight budget schedules. Closely linked to funding is the barrier of time. Once again, the budget constraints have meant that city staff is expected to take on additional job responsibilities. Many employees expressed that their once 1.0 full time equivalent (FTE) positions have turned into 1.4 FTE without an equal increase in compensation or time. Adding new job responsibilities related to Latino engagement is difficult, especially considering the overwhelming workload that already exists.

Additionally, the city/county line adds another layer of constraints. The city boundary snakes through the edge of town primarily along the Lancaster Boulevard corridors, creating a confusing mix of city and county jurisdictional challenges. With a high population of Latinos/as living along the Lancaster corridor, it is difficult to convey why there are inconsistencies in services offered to those who live in the city compared to those who live in the county. Moreover, the Salem-Keizer School District covers the entire area and serves all students, further complicating the information given to families.

Opportunities for Increased Engagement

The opportunities and resources identified for increased Latino/a engagement are those to which the city already has access, or has the ability to make use of relatively easily. Further engagement may require a shifting of priorities and attention, but these opportunities are not beyond the city's reach. The opportunities for engagement include building upon existing city programming, creating and strengthening partnerships with nonprofit organizations, enhancing cultural competency education, establishing cultural mentors, increasing the diversity of city staff, creating a civics empowerment education program, supporting cultural celebrations, modifying the structure of meetings, and implementing new communication strategies.

Building upon Existing City Programming

An opportunity for effective outreach is through Salem-Keizer schools, the city's library, and city parks. These places have the potential to serve important roles in outreach efforts, such as disseminating information and clarifying city services, because the Latino community already views them as safe places. This offers the city an opportunity to build on a relationship of trust that already exists. For example, the services at the library, such as the bilingual story time, could be utilized as an avenue for information dissemination and community input. Capitalizing on this opportunity could prove to be a key gateway into the Latino community.

Partnerships with Nonprofits and Local Organizations

Partner with local organizations that have already earned the trust of the Latino community. Many organizations have deep connections to the Latino community, with dynamic leaders who have been working with the community for many years. Partnerships between the city and these organizations provide an excellent opportunity for increasing mutual engagement. These organizations already have a deep understanding of the issues that affect the Latino community, the priorities of community members, and what people face on a daily basis. Additionally, community members may be less intimidated to work with these organizations than they would be interacting with the city directly. Over time, these partnerships can help to improve the Latinos'/as' perception of the city and increase the city's capacity to serve the community. Many important allies from within the Anglo community have cultivated ties to the Latino community, and these can also play an important role in improving this mutual relationship.

In speaking with church representatives, they emphasized that the church is seen as a safe haven to which go when they need help. The church typically does not do door-to-door outreach, but word of mouth lets people know that churches are safe and helpful places. The churches are sometimes notified

of people's problems, such as not being able to pay their water bills, afford housing, or resolve issues with their landlord. The city could take an active role in assisting with these problems. There is an opportunity for the city to partner with churches in sharing information about services that the city can provide. The church can act as an intermediary between the people and the city because the barrier of fear is reduced in the space the church provides.

The church representatives we spoke to provide many free services, from marriage classes to children's programming. Through this programming they are able to attract many people in the community to participate and attend the church. The church representatives emphasized the value of having free or affordable programming that the community wants in order to build relationships that lead to active church participation. One church representative stated that those who have gone through city-sponsored programs view the city as helpful and resourceful. Those who haven't fear the city and have negative thoughts about the city.

Cultural Competency Education

Make a concerted effort to increase the cultural competency of city employees. Though we recognize the process takes time and energy, the city has the ability to work toward cultural competency. Leaders within the Latino community have expressed the desire to work with the city to build this capacity. Increased interaction with community organizations will help to initiate this process as personal relationships are forged and the foundation for trust is laid. From this will also come increased understanding of cultural practices and values, and hopefully an appreciation of the heterogeneity of the Latino community. If community members see that the city is making an effort to improve its cultural competency, in order to be more respectful and inclusive of the Latino community, this is likely to help generate trust and encourage participation. Building cultural competency is an indispensable part of the process of increasing engagement.

Cultural Mentors

Develop a cultural mentorship program for Latino community leaders and city personnel. Building on the idea of partnerships with local organizations is the establishment of a cultural mentorship program. These mentors could be leaders from various segments and stakeholders within the Latino community, such as churches, businesses, and nonprofits, and they could work individually with leaders in city government to help build cultural competency. This can provide an opportunity for key city employees, such as heads of departments, who lack Latino/a staff, to begin to cultivate personal relationships in the Latino community. These mentors can provide important personal connections to the community, as well as provide city staff with relevant information from their

areas of expertise. These types of informal relationships can provide important learning opportunities for city staff.



Figure 11: Latino business owner talking with City of Salem staff about his business.

It is suggested that Latino/a-owned businesses be used as a contact point within the community. The large number of Latino/a businesses in Salem is indicative of the growing Latino populations. Further, the resiliency of these businesses, even through tough economic times, clearly demonstrates that their customer base is strong. Even so, it is still in the best interest of these businesses to see the Latino population grow. Thus, “given the issues discussed earlier, [city personnel] must include Latino/a business owners in [outreach] efforts, not as formal ‘Latino leaders,’ but as key allies whose livelihood is directly tied to the sustainability and health of the local Latino population” (Sandoval and Maldonado forthcoming).

City Staff Diversity

Increase the diversity of city personnel. Improving the diversity of city staff can increase mutual engagement in a number of ways. A city staff that reflects the diversity of the community it serves demonstrates a true commitment to diversity in governance. If members of the Latino community do not see Latino/as working in the city government, the city may continue to feel like a foreign institution in which they do not hold a valid place. The psychological impact of this feeling is a significant barrier to engagement.

While it is good to have bilingual staff in general, we suggest that it is also important that Latinos/as are employed in various positions throughout city government. This may improve the city's capacity to understand the complexities of the Latino community, and to represent their various interests effectively. It will likely also increase the accessibility of city business to the Latino community in a practical sense, as individuals will be able to communicate with city employees at all levels of government. It is important that people have the ability to take their concerns to the appropriate person or agency, and not just the person in the office who happens to be bilingual.

Civics Empowerment Education

Develop a civics empowerment curriculum for Salem-Keizer public schools. An opportunity exists for the city to share information and educate the public about the workings of city government. As previously discussed, a lack of familiarity with local systems of government can create intimidation and discourage participation. Educating Latino/a individuals of all ages about the processes of government, the things the city can and cannot do, and the roles of various agencies, will empower individuals in the Latino community. It will give them the tools to interact more confidently with government and various agencies, and will impart a sense of ownership and representation to members of the community who currently feel marginalized. By demonstrating the opportunities that are available, there is an opportunity to cultivate future leaders in the Latino community. For example, working with the school district to institute a "Civics Day" can be an easy way for children and parents to learn the differences between the city, county, and state, both in boundaries and in services.

Cultural Celebrations and Community Events

Ensure city presence at cultural celebrations and community events. In addition to being excellent venues for civics empowerment education and other forms of outreach, cultural celebrations and community events provide an opportunity for people from all segments of the Salem community to come together. We have seen the degree to which ethnic communities in Salem are spatially segregated, and thus may have limited opportunities to really get to know one another. City support of community events is critical in demonstrating a commitment to enriching the lives of its constituents, particularly the Latino community.

Community leaders have expressed a desire for greater city support of cultural and neighborhood celebrations. These events create pride and solidarity within and between communities, and further facilitate a sense of belonging and value within the Latino community. We believe that providing support to cultural events can send an important message to the Latino community that the city is invested in their well-being. This support can additionally provide learning opportunities that can help build the city's own cultural competency.

Modifying Structure of Meetings and Events

Ensure that public meetings and events are accessible to a variety of constituents. Making city meetings and events more accessible to the Latino community can encourage increased participation. This issue goes beyond the removal of the language barrier, though it is an important first step that meetings and events be bilingual. The city can facilitate a respectful and inclusive atmosphere by being conscious of the manner in which it communicates to members the Latino community, and by making Latinos/as feel welcome and comfortable. Basing meetings and events on issues that the Latino community has identified as priorities, and not just on the city's priorities, will demonstrate that the community's feedback is valued and can reduce feelings of tokenism. Seeing follow-through on issues that are relevant to the Latino community, such as the placement of urban revitalization funds, may encourage future participation.

Additionally, we recommend that the city be conscious of the fact that many members of the Latino community have very limited amounts of time to invest in civic engagement. The city should plan events and meetings with these limitations in mind. There are transportation limitations as well. Since most city-sponsored meetings, hearings, and forums take place in the evening, it is difficult for many people to attend due to a lack of bus routes in the evening and the need for childcare. Moreover, holding meetings at city buildings can often be intimidating for underrepresented populations. Therefore, we suggest that the city hold meetings in spaces that are frequented by Latino/as on a day-to-day basis, such as Latino/a-owned businesses and churches (Sandoval and Maldonado forthcoming). The Latino community resides primarily in Northeast Salem. Therefore, scheduling meetings for places and times that are more accessible for the community would begin to mitigate these barriers.

New Communication Strategies

Develop a communication strategy that goes beyond simple translation of city documents. Community leaders expressed a lack of effective communication strategies as a barrier to increasing engagement in the Latino community. We think that there are a number of resources available to the city that can help to eliminate this barrier. Spanish language media, including radio, television, and newspapers, are excellent tools that are currently underutilized as a means of reaching the Latino community. While these media will not reach every Latino/a, they are likely to reach many that English language media will not. While translating information into Spanish is important and required by Title VI (of the Civil Rights Act), we recommend that outreach efforts go further. Visiting Latino/a businesses, community organization offices, schools, and libraries to distribute information will provide more opportunities for face-to-face interaction between the city and members of the Latino community. These strategies will not only disseminate information more widely, but will also demonstrate

a commitment on the behalf of the city to truly engaging with the Latino community.

Finally, establishing a citywide telephone line can help not only Latinos/as, but all city residents, instantly access the services and information they seek. Nonprofit organizations, such as the United Way of Lane County, as well as some local governments in Oregon, have recently instituted telephone lines to serve as clearinghouses for constituent inquiries. These lines primarily serve rural communities and are available 24/7. Launching a bilingual “2-1-1” line for Salem would not only build goodwill towards the community, but would provide a much needed service and a non-threatening way to be in contact with the city.

Action Items

We have identified the following items as possible courses of action the City of Salem may take to begin improving the quality of mutual engagement between the city and the Latino community. These action items are based on the barriers to, and opportunities for, increased engagement identified in this report. These recommendations build upon the current capacities of both the city and the Latino community.

There are two types of action items proposed. First, there are action items for the city to conduct internally in order to better prepare itself for engaging the Latino community. These action items include:

- Developing and implementing a recruitment strategy to increase city diversity,
- Increasing departmental communication,
- Instituting cultural competency education for city staff, and
- Having an open discussion about immigration and its impact on the Latino community.

Second, there are action items for strategies to engage the Latino community directly. These action items include:

- Focusing on partnerships with nonprofit organizations,
- Increasing meeting accessibility,
- Building upon existing programs,
- Implementing a new communication strategy,
- Establishing a civics empowerment education, and
- Supporting cultural celebrations and events.

Hiring Strategy for City Diversity

Create a hiring plan that can improve the level of diversity in city staff. Make and demonstrate a commitment to Latino/a and other minority communities of Salem by enacting hiring practices that may ensure the staff reflects the diversity of the community. Consult the diversity plans of other city governments or experts in the field of human resources. This may not only demonstrate the city's commitment to the ideals of diversity, but will improve the capacity of the city to serve all segments of the community.

Increase Departmental Communication

Increase departmental communication regarding what each department is currently doing to engage the Latino community, what techniques are proving successful, and what resources are available within departments to assist other departments that do not have those resources. We recommend that the city



Figure 12: City staff collaborating at a focus group.

increase dialogue between departments using guidance from the city's Human Rights Commission. The Human Rights Commission could serve as a guide and work with representatives from various departments to report progress on their outreach efforts with the Latino community. This collaboration can create an opportunity to discuss what strategies are working and not working, and it will encourage departments to share resources and ensure that engagement goals are met throughout the city.

Cultural Competency Education

Develop a cultural competency-training program as part of staff members' orientation and yearly training. The training could cover topics relating to the differences between living in the U.S. and abroad, in customs (both formal and informal), and in government structures. Furthermore, an understanding of the history of Latinos/as in Salem and the diversity within the Latino community can help reduce stereotyping. Understanding these elements, and mimicking successful engagement strategies, may enable the city to be more effective in their outreach.

Immigration Discussion

Have an open discussion about the Secure Communities Program, and the effect that Marion County's participation in this program has on the city's goal to increase engagement with the Latino community. Several leaders in the Latino community have expressed the degree to which this program is detrimental to any attempts on behalf of the city to engage the Latino community. The participation of the Marion County Sheriff's office in this program has intensified the level of fear present in the Latino community, and there is not a clear understanding of what this participation means to Salem residents. Therefore, we recommend that there be a frank discussion both within city and county governments as to the benefits and risks of continued participation in this voluntary program. Furthermore, we suggest that the city, at the very least, be aware of the public perception surrounding this program, especially within the Latino community.

Partnerships with Nonprofits

Focus on partnerships with local nonprofit and community organizations. Utilize the expertise and personal connections to the Latino community that these organizations offer. Rely upon them as bridge builders to the community, and as instructors who can build the cultural competency of the city. Support these organizations financially by establishing contracts that provide services and



Figure 13: This building on Portland Road houses a few nonprofits that provide services to Latinos in Salem. During the evenings and on weekends this building is bustling with Latinos of all ages.

other forms of community outreach. Recognize that these organizations want to work more with the city but are already overextended and require the city's support to do their work effectively.

Increase Meeting Accessibility

Develop strategies to ensure that public meetings of all kinds are accessible to a variety of populations. Neighborhoods and schools with the highest percentage of Latinos/as were primarily in the northern part of the city, close to the upper part of the Lancaster corridor. The city can make an effort to hold meetings in locations in this area of the city and during times when people are more available to attend. Coordinating with schools and nonprofits with facilities in the area to hold meetings could be a good way to have a meeting in a location that is deemed a "safe place" by the Latino community. Adjusting meeting times may also help improve the city's image as it demonstrates the value it places on the Latino community voice.

Build Upon Existing Programs

Utilize the programs that already exist as a means for effective outreach. The opportunity to utilize existing places and programs (schools, the city library, and parks) may be the city's biggest asset. Each location represents a non-

threatening and welcoming environment that is conducive for interacting with the Latino community. Children offer a unique, two-fold opportunity for engagement. First, they typically have the best command over the English language in families that have newly immigrated, and often act as translators for their parents. Because of this, children can be used as a gateway to establish trust with underserved families. Second, focusing efforts in schools can lay the groundwork for long-term engagement. If children learn from an early age what services the city does and does not provide, and what their role is in the city/county/state breakdown, it may help avoid much of the misinterpretation and misinformation circling throughout the community. Finally, because parents care about the well-being of their children, beginning outreach efforts by focusing on issues that involve the city's schools, such as a Safe Routes to School initiative, is a way to get parents involved in decision making processes.

Communication Strategy

Create a communications strategy that better serves the Latino community. Develop a communications strategy that recognizes the importance of Spanish language media. Local Spanish radio stations include La Pantera (KWBV 940 AM) and Radio Movimiento (95.9 FM. KPCN-LP). Channel 37 KPWC , Azteca Oregon, and Univision KUNP-TV are Spanish television stations that cover the Willamette Valley. Additionally, flyers and posters are an effective promotion tool that are seen in most Latino/a businesses and are often used to promote other businesses or events. Building relationships with Latino/a business owners and asking them respectfully for permission to post a flyer or poster can serve as a means to inform and reach out to the Latino community.

Designate representatives to go out into the areas of the community with large Latino populations to distribute information in locations that are most accessible to community members. Recognize the importance of face-to-face interaction with the Latino community. Interactions can take place informally at community events, cultural celebrations, or gatherings; they can also occur at formal events organized or sponsored by the city.

Civics Empowerment Education

Create opportunities for civics empowerment education. The Latino community may not fully understand the role of the city. Build the capacity for the Latino community to effectively participate in local governance by creating education opportunities about how government works and how to participate effectively. Set up booths at community events, visit schools, facilitate workshops, and establish a civics day to impart this empowering information.

School-age children make up one of the largest portions of the Latino population. City personnel can effectively use schools to engage with Latino families. For example, public meetings can be held in schools and seek to include the entire family. Focus groups with Latino/a youth could provide



Figure 14: Parents walking to pick up their children from school in Salem. This school, Middle Grove Elementary, has a high percentage of its students in English Language Learner classes.

important information regarding the needs of “the largest and fastest growing segment of the Latino/a population” (Sandoval and Maldonado forthcoming).

One long-term engagement strategy might be to offer Latino/a high school students internships with the city. This sort of program may enable city personnel to gather information about community needs, or to participate in community events during the summer (Sandoval and Maldonado forthcoming).

Cultural Celebrations and Community Events

Support cultural celebrations and community events. These events create excitement within the community and provide opportunities for mutual sharing and learning experiences. Individuals have expressed the benefits of city support of such events, as this demonstrates a commitment to the well being of the community. Contributing even modest funding to neighborhood celebrations, observances of cultural holidays and celebrations, and other events initiated by the Latino community can underscore the value that the city places on its residents.

A representative or two that can communicate (i.e. bilingual and/or bicultural) with the Latino community should attend various events. Attendance shows that the city is interested in what community members are doing and that it cares about what is important to them. Additionally, the presence of city representatives in a non-threatening environment helps build trust. Moreover,

the city can actively promote integrated community spaces through city-sponsored events like a movie series in Spanish with English subtitles.

Resolution

Another action the city can take is to pass a resolution emphasizing that Salem is a safe haven and that interactions with the city are safe. The resolution can make a statement that city personnel do not act as immigration agents at the local level and that immigrants deserve to have a place in public participation. We recommend that the city publicize the resolution in the community and should therefore be made public through avenues such as the Statesman Journal, local radio stations, and Latino publications. There are many resolutions and policies in place that affirm cities' commitment to the Latino community (See Appendix E). Even though the county is responsible for opting in to the "Secure Communities" program, a resolution such as the one passed by the Arlington County (Virginia) Board of Supervisors, can go a long way as a good faith effort in building trust within the Latino community and showing that the city is committed to all of its residents regardless of their real or perceived immigrant status. The following are key elements that Arlington County affirmed in their resolution that the City of Salem may consider for a similar resolution affirming its commitment to the Latino community:

- Acknowledgement of diversity within the community;
- Establishment of the Police Department's role to reduce the incidence of crime and improve the quality of life by making it a place where all people can live safely and without fear;
- Affirmation that law enforcement will not perform immigration status checks on our residents or visitors, and will not arrest individuals to determine their immigration status;
- Affirmation of a commitment to the protection of civil rights and civil liberties for all people (Arlington County Board, 2010).

There is already a precedent in the City of Salem to proceed with such a resolution. A resolution passed in December of 1997 states that it is the city's policy to not operate any city program for the sole purpose or primary purpose of enforcing immigration law. It further prohibits city employees from using city resources to detect or apprehend persons whose only violation of the law is unlawful presence (See Appendix F). Revisiting and building on this resolution, the City of Salem can begin the formal process of welcoming the Latino population and assuring them of its commitment to working together to build a strong community.

Conclusion

We recommend that when planning for this type of outreach, those doing the work (in this case, City of Salem personnel) take the time to understand the intricacies that make up this heterogeneous mix of Latino cultures. This type of understanding is the key to building relationships of trust between the city and Latino/a community members.

Having presented our findings to city personnel in March, we are aware that some of the strategies presented in this report are already being undertaken. It is our hope that our findings will be used as a foundation for a new way of thinking about engage with the Latino community in Salem.

The relationship between a city government and its constituents is constantly evolving. We understand that it will take genuine effort and commitment to ensure true engagement is sought and that needs are met.

In this report, we explain how to effectively engage the Latino community in Salem. However, we recognize that public engagement is a complex issue, and it becomes even more complex when there are differences in culture, language, and a shared experience or history of what it means to belong in the place where one resides. Therefore, we see this report as just the beginning of a community conversation of how to engage effectively and ensure that the voices of all people in this community are heard and integrated into the planning of what Salem will become. Our interactions with City of Salem staff lead us to believe that this conversation will continue in the community. As the community of Salem begins to grapple with this issue, we hope that it is one of mutual respect and understanding that will yield a place where all have a voice and all feel that they belong.

References

- Gamboa, Erasmo, and Carolyn M. Buan. 1995. *Nosotros: The Hispanic People of Oregon : Essays and Recollections*. Portland, Ore: Oregon Council for the Humanities.
- Gonzales-Berry, Erlinda, and Marcela Mendoza. 2010. *Mexicanos in Oregon: Their Stories, Their Lives*. Corvallis: Oregon State University Press.
- Salem-Keizer School District. Statistics. 2011. Accessed February 12, 2011. <http://www.salkeiz.k12.or.us/content/statistics>.
- Salem Online History. 2011. "Latinos in Salem." Wallig, Kathierine. Accessed January 25, 2011. <http://www.salemhistory.net/people/latinos.htm>.
- Sandoval, Gerardo and Marta Maldonado. Forthcoming. *Challenges Related to Latino Urbanism/Ruralism in New Gateways*.
- Stephen, Lynn. 2001. *The Story of PCUN and the Farmworker Movement in Oregon*. Eugene, Or: Dept. of Anthropology, University of Oregon.
- Arlington County Board, 2010. RESOLUTION PROMOTING COMMUNITY SAFETY IN ACCORDANCE WITH CONSTITUTIONAL PRINCIPLES, Adopted by the Arlington County Board – September 28, 2010. <http://www.arlingtonva.us/departments/CountyBoard/proclamations/page78364.aspx>.
- Rico, Gabriela. 2005. "OAXACA CONNECTION- The migration of tens of thousands of people from Oaxaca to Oregon is altering both states." SALEM STATESMAN-JOURNAL. November 12. Accessed February 15, 2011. <http://www.smfws.com/art11122005.htm>.

Appendix A: Interview Questions

The following are a general idea of the questions our team asked during our conversations with community leaders. It should be noted that each conversation varied slightly based on the interviewee's line of work, what the team member chose to ask, etc.

- What is the role of your organization in the community?
- What are some of the ways your organization outreaches to the community?
- What do you see as some of the main challenges in working with both the city and the Latino community?
- How do you feel about the city's outreach efforts to the community and the resources that are available?
- What are some opportunities for increasing/improving the city's outreach to the Latino community?

Appendix B: Focus Group Questions

In the large group discussion, we asked participants to answer three questions:

- How does your department engage with the Latino community?
- What barriers do you face in engaging the Latino community?
- Why is engaging this community important?

Some responses included:

- “The Latino Population is a major contributor to Salem’s current and future economic health.”
- “To ensure city decisions and actions represent all community members, goals and policy direction.”
- “They are a growing population, with a voice that is often missing and have real needs that are not being met.”

In the small group discussions, the following questions were asked:

- What does engagement mean to Salem? Are there trends of participation? (Do economic, political or budgetary issues, etc. spark participation?) How can you integrate engagement into your current work?
- What do you see that as important for the city to consider when engaging the Latino community? What can Salem offer the Latino population specifically? What resources are available? (e.g. services? Clarity of available resources? Translation?)
- What are some strategies that the city can use to outreach to the Latino community?

Appendix C: Latino/a Students

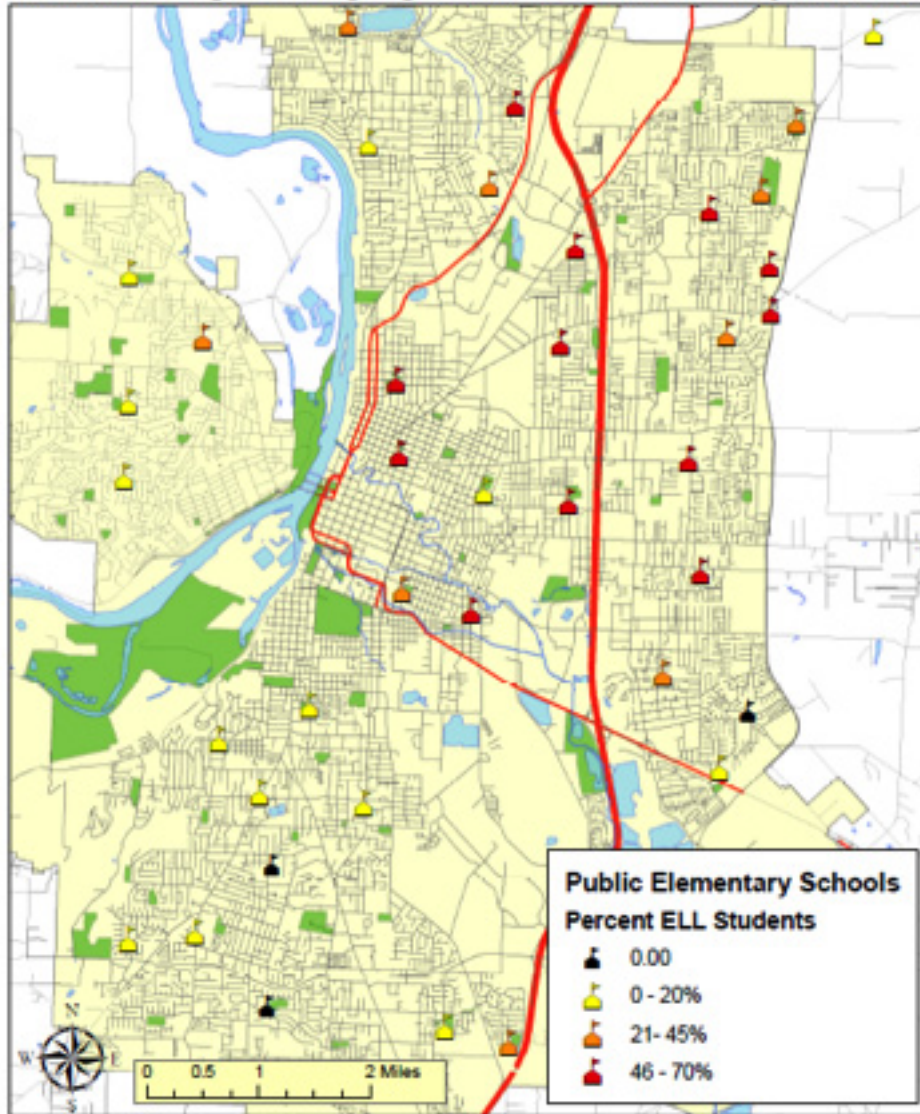
Latino/a Students in Salem-Keizer School District and Oregon

Academic Year	Latino/a %		Latino/a Population		Total Population	
	District	Oregon	District	Oregon	District	Oregon
1997 - 1998	13.2	8.1	4,356	43,712	33,086	340,359
1998-1999	13.2	8.7	4,458	47,029	33,725	542,867
1999-2000	15	9.5	5,154	51,543	34,293	545,085
2000-2001	16.6	10.3	5,841	56,377	35,108	545,680
2001-2002	17.7	11.3	6,407	62,394	36,163	551,679
2002-2003	19.5	12.2	7,255	67,591	37,137	554,071
2003-2004	22.1	13.4	8,380	73,618	37,877	551,410
2004-2005	23.7	13.9	9,042	76,748	38,195	552,339
2005-2006	25.6	15.1	9,957	84,504	38,873	559,254
2006-2007	27.6	16.1	10,917	90,363	39,585	562,828
2007-2008	29.4	16.8	11,799	95,172	40,106	566,067
2008-2009	30.6	17.2	12,286	97,296	40,200	564,064
2009-2010	36.3	19.6	14,610	109,842	40,206	561,698
2010-2011	37.2	20.5	15,014	115,103	40,370	561,331

Source: Oregon Department of Education- Student Ethnicity (1998-2011)

Appendix D: Map of English Language Learner students in Salem-Keizer District

Percent of English Language Learners in Elementary Schools



This map represents the percentage of English Language Learner (ELL) students in each public elementary school. Research shows that when immigrants arrive in a new city, one of the first things they do is enroll their children in the local school. This map helps uncover a picture of where those individuals are settling in the city of Salem, Oregon. Demographically, schools report that the majority of their ELL students are hispanic, pointing to these schools as a potential source of information sharing.

Appendix E: Laws, Resolutions, and Policies Instituted in Oregon Limiting Enforcement of Immigration Laws by State and Local Authorities

A complete version of this document, listing laws and policies adopted in all U.S. states, is available on the National Immigration Law Center's web site:

<http://www.nilc.org/immlawpolicy/locallaw/index.htm>

Oregon

Oregon State	Statute 181.850 (2001 amended 6/03)	<ul style="list-style-type: none"> - Prohibits generally state and local law enforcement agencies from using agency moneys, equipment, or personnel for the purpose of detecting or apprehending persons of foreign citizenship based solely on violations of federal immigration law. - Permits law enforcement agencies to exchange information with the INS to verify immigration status if an individual is arrested for any criminal offense. <p>http://www.democracynaction.org/dia/organizations/NILC/images/Oregon%20State.pdf http://www.leg.state.or.us/ors/181.html</p>
Ashland	Resolution No. 2003-05 (2/03)	<ul style="list-style-type: none"> - Directs the Police Department to refrain from participating in the enforcement of federal immigration laws. <p>http://www.ashland.or.us/Page.asp?NavID=1147</p>
Gaston	City Council Resolution No. 03-01 (4/02)	<ul style="list-style-type: none"> - No City employee or department may violate Oregon State law prohibiting state and local law enforcement agencies from detecting or apprehending persons of foreign citizenship based only on violation of federal immigration law. <p>http://www.bordc.org/detail.php?id=334</p>
Marion County	Administrative Police Order 97-99 (6/97)	<ul style="list-style-type: none"> - Establishes that the County may not operate its programs for the sole or primary purpose of enforcing immigration laws, and law enforcement entities cannot use their resources to detect or apprehend persons solely for violation of immigration law. <p>http://www.democracynaction.org/dia/organizations/NILC/images/Marion%20County.pdf</p>
Portland	City Resolution No. 36179 (10/03)	<ul style="list-style-type: none"> - Reaffirms Oregon State statute 181.850's prohibition against law enforcement from detecting or apprehending persons whose only violation is under federal immigration law. <p>http://www.aclu.org/safefree/resources/17728res20031030.html</p>
Salem	Resolution (12/97)	<ul style="list-style-type: none"> - It is the City's policy to not operate any city program for the sole purpose or primary purpose of enforcing immigration law. - Bars city employees from using city resources to detect or apprehend persons whose only violation of the law is unlawful presence. - Permits city employees to seek national origin information so long as it is not used to enforce immigration law. <p>http://www.democracynaction.org/dia/organizations/NILC/images/City%20of%20Salem.pdf</p>
Talent	Resolution No. 03-642-R (4/03)	<ul style="list-style-type: none"> - Directs the Police Department to refrain from participating in the enforcement of federal immigration law in accordance with Oregon State law. <p>http://www.aclu.org/safefree/resources/17324res20030404.html</p>

Appendix F: City of Salem Resolution Regarding Immigration

Role of City of Salem in Relation to the Immigration And Naturalization Services (INS)

1.0 PURPOSE

This policy clarifies the communication and enforcement relationship between the City of Salem (City) and Immigration and Naturalization Services (INS).

2.0 GENERAL POLICY

The INS has the legal authority to enforce immigration laws in the United States, in Oregon and in the City. While Federal Law does not permit the City to prohibit or restrict the sharing of citizenship or immigration status information between INS and local government entities or officials, the City does not operate its programs for the sole or primary purpose of enforcing federal immigration laws. The City works cooperatively with all federal, state and local government entities to ensure that specific laws, rules and regulations are identified and upheld by each respective agency.

3.0 POLICY GUIDELINES/PROCEDURES

- a. This will be the sole policy of the City regarding communication and enforcement policy between the City and INS.
- b. City Services
 - 1) City employees and representatives carry out their regular duties for the purpose of administering City services and programs and do not perform duties dictated by the INS or agents of the INS.
 - 2) City employees and representatives will follow general city, state and federal guidelines to assess eligibility for services. City employees and representatives will not discriminate against any current or potential service users in terms of race, sex, color, or national origin. City employees and representatives will not require information from current or potential service users about race, sex, color or national origin unless that information is required by law or by the program the employees and representatives administer. City employees and representatives may seek race, sex, color, or national origin information on a voluntary basis, so long as the information is not used for the enforcement of immigration laws.
 - 3) City employees and representatives will cooperate and communicate with the INS as any other governmental entity. Some work functions of City employees and representatives includes verifying immigration status, such as when hiring new personnel. However, beyond these work functions, City employees and representatives will not administer their programs for the sole or primary purpose of enforcing immigration laws.
 - 4) City employees and representatives will not use their resources and personnel to detect or apprehend persons whose only violation of law is illegally residing in the United States, except as provided for in 3.0(b)(3) of this policy.
- c. Reference is made but not limited to the following laws, codes and statutes:
 - 1) 42 United States Code 2000(d), Title VI, Civil Rights
 - 2) Oregon Revised Statutes 181.850
 - 3) 8 United States Code 1357(d), Title VIII Aliens, and Nationality
 - 4) Federal Personal Responsibility and Work Opportunity Reconciliation Act of 1996
 - 5) Federal Illegal Immigration Reform and Immigrant Responsibility Act of 1996
- d. Willful violation of this policy shall be subject to disciplinary action under the City of Salem Personnel Rules, appropriate union contract, civil service rules, or other city or department rules and/or regulations.

Proposed: 6/23/97; first revision: 7/17/97; second revision: 9/16/97, final revision 12/4/97

Adopted 12/15/97