



Inclusive Public Participation: Outreach to the Latino Community in the Redmond Area Spring 2016 • Planning, Public Policy, and Management

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

Acknowledgements

The author would like to thank the City of Redmond for taking an active role in learning the outreach method and Ginny McPherson, Assistant Project Program Coordinator, for her involvement.

Further, we would like to thank the Mexican Consulate for providing us access to their mobile workshops and Anabel Lopez Salinas, CLLAS visiting scholar, for organizing our participation in the event. Our outreach would not have been possible without their support.

We also wish to acknowledge and thank the following community leaders who relayed their experiences in Redmond and provided us the context necessary for our work. Many thanks for the delicious lunch during our outreach from Mazatlan Mexican restaurant.

Brad Porterfield, Executive Director, Latino Community Association

Oscar Jesus Gonzalez, Empowerment Programs Manager, Latino Community Association

Ana Bueno, Client Services Coordinator, Latino Community Association

Laura Garcia, Financial Director, Mazatlan Mexican Restaurant

Gabriela Hernandez, Latino Services Specialist, Deschutes Public Library

Finally, we would like to thank James Rojas for sharing his interactive planning outreach method and for working with students and city staff during the project.

About SCI

The Sustainable Cities Initiative (SCI) is a cross-disciplinary organization at the University of Oregon that promotes 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 improving community sustainability. Our work connects student energy, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

About SCYP

The Sustainable City Year Program (SCYP) 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. SCYP 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. SCYP's primary value derives from collaborations resulting in on-the-ground impact and expanded conversations for a community ready to transition to a more sustainable and livable future.

SCI Directors and Staff

Marc Schlossberg, SCI Co-Director, and Associate Professor of Planning, Public Policy, and Management, University of Oregon

Nico Larco, SCI Co-Director, and Associate Professor of Architecture, University of Oregon

Megan Banks, SCYP Program Manager, University of Oregon

About Redmond, Oregon

Redmond, located in Deschutes County on the eastern side of Oregon's Cascade Range, has a population of 27,427 and is one of Oregon's fastest growing cities. The City's administration consists of an elected mayor and city council who appoint a City Manager. A number of Citizen Advisory Groups advise the City Manager, mayor, and city council.

From its inception, Redmond has had its eyes set firmly on the future. Redmond was initially founded in 1905 in anticipation of a canal irrigation project and proposed railway line. Redmond is on the western side of the High Desert Plateau and on the eastern edge of the Cascade mountain range. Redmond lies in the geographic heart of Oregon. Redmond focuses on its natural beauty, reveling in the outdoor recreational opportunities (camping, hiking, skiing) offered by the Cascade mountain range, four seasons climate, and 300+ days of sunshine annually.

Redmond has been focused on innovative, sustainable growth and revitalization while preserving the city's unique history and culture. In 1995, the City of Redmond began to make critical investments in revitalizing its downtown core. The initial phase of renovations strove to balance growth, livability and historic preservation by rerouting Oregon State Highway 97, improving critical infrastructure, and improving the facades of over 100 buildings in the historic center. The City of Redmond has worked with local businesses to revitalize retail, job creation and housing. To facilitate private sector buy-in, Redmond offers innovative incentive programs such as the Façade Rehabilitation and Reimbursement Grant and the "Downtown Jumpstart" loan competition, as well as Design Assistance.

Often referred to as "The Hub" of Central Oregon, Redmond is situated at the crossroads of US Highway 97 and US Highway 126. It is served by the Burlington Northern Sante Fe Railway, Cascades East Transit Regional Public Transportation Service, as well as a state of the art regional airport served by multiple commercial airlines and FedEx and UPS. In addition to its geographic location, Redmond is viewed as central to business growth in the region. In 2014, Central Oregon Community College opened a 34,300 square foot Technology Education Center to recruit new businesses and expand existing businesses in Central Oregon. Above all, Redmond prides itself on being a family-friendly city which was the motivation for the work presented in this report.



Course Participants

Perla Alvarez Lucio, Ethnic Studies Undergraduate
Debora Calderon, Nonprofit Management Graduate
Haley Campbell, Planning, Public Policy, and Management Undergraduate
Priscilla Cardenas, Planning, Public Policy, and Management Undergraduate
Alejandra Cabrerros, International Studies Graduate
Michelle Cody, Planning, Public Policy, and Management Undergraduate
MaryBeth Deiters, Public Administration Graduate
Ali Doerr, Planning, Public Policy, and Management Undergraduate
Jennifer Dunphy, Planning, Public Policy, and Management Undergraduate
Gilly Garber-Yonts, Mathematics Undergraduate
Justin Goettsch, Nonprofit Management Graduate
Ivan Hernandez Lopez, Nonprofit Management Graduate
Hyuk Kim, Community Education Program
Rachel Mallinga, Nonprofit Management Graduate
Catrina Mathewson, Nonprofit Management Graduate
Lisa Pullins, Planning, Public Policy, and Management Undergraduate
Jesse Quinn, Nonprofit Management Graduate
Carlos Renteria, Planning, Public Policy, and Management Undergraduate
Maya Robbins, Planning, Public Policy, and Management Undergraduate
Justin Sandoval, Nonprofit Management Graduate
Brett Scott, Public Administration Graduate
Isabelle Trask, Planning, Public Policy, and Management Undergraduate

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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 Redmond. Text and images contained in this report may not be used without permission from the University of Oregon.

Executive Summary

The City of Redmond has experienced rapid growth in its Latino population since 2000, and the city is working to improve communication with and services for the Latino community. Realizing the need to better reach out to the Latino community, Redmond sought the assistance of Dr. Gerardo Sandoval's Public Participation in Diverse Communities class. Graduate and undergraduate students reached out to the Latino community with tools and strategies developed via the University of Oregon Latino Civic Participation Project in collaboration with Dr. Sandoval and James Rojas.

Students performed background research prior to conducting outreach. This research looked into the history of Latinos in Redmond and their socio-economic realities. This research helped students understand the context of issues within Redmond. Graduate students interviewed Latino community stakeholders in order to gain a deeper insight into the lives of Latino residents. Students also participated in a city staff training led by James Rojas and Dr. Sandoval. During this training, staff learned an interactive outreach method called "Participation by Play." City staff attended the training, including staff from Redmond's Police Department.

On April 23rd and 24th, student groups set up a scale model of downtown Redmond at the Mexican Mobile Consulate held at Sage Elementary School. Using this model, students asked Latino residents to build their ideal communities and conducted open-ended conversations with residents from all over Central Oregon. Students spoke to about 150 attendees including 50 Redmond residents. After analyzing these conversations, students concluded that the major issue facing Latinos in Redmond is a lack of access to city services, which manifests itself in three ways:

- The inability to communicate with the city
- No representation in city government
- The inability to obtain state-issued identification

This lack of identification also touches on local issues of housing, transportation, and small business development. After identifying the main issues, students researched best practices around the United States. They used this research to create several recommendations for future action. Recommendations include the creation of a Community Liaison position within City Hall to serve as a point of contact for Latino residents. This position would be filled preferably by someone who is bilingual and bicultural in order to serve a mediating role between the city and its Latino residents. Students also recommend that the city create a Diversity Committee and a Youth Council to foster greater civic engagement. Further, students recommend implementing a community assessment to better understand the housing and transportation issues faced by the Latino community. Finally, students would like the city to use this work as a resource to view other issues through a lens of inclusivity and equity.

Introduction

The Latino community in Redmond has grown significantly in the past 15 years. According to the 2000 U.S. Census and the 2014 American Community Survey, the Latino population grew from 739 to an estimated 3,543. Despite the growth in numbers, many residents expressed a lack of community and a feeling of belonging, a feeling of separation, and a lack of access to the city. This marginalization manifests itself in several ways including spatial separations, elevated levels of poverty, and a lack of bilingual services. These issues are further exacerbated by immigration status, fear of law enforcement, and increasing racial tension. Collectively, these issues form multi-pronged marginalization and isolation of the Latino community in Redmond, which results in a significant barrier to civic engagement.

Wanting to better serve the Latino community, the City of Redmond collaborated with Dr. Gerardo Sandoval's Public Participation in Diverse Communities class in the spring of 2016 to identify ways to foster the integration of the Latino community. To this end, the City of Redmond identified the following goals:

- Contribute to the enhancement of civic engagement and communication to effectively reach the low income segments of Redmond's Latino community and gain a better understanding of the key issues they perceive as important within the city
- Identify possible barriers to public engagement that the Latino community in Redmond perceives
- Out of this participatory research approach could emerge suggestions as to identifying channels and mechanisms for helping the city and the Latino population develop a productive, lasting, and mutually beneficial civic engagement

To meet these goals, UO students, both graduate and undergraduate, studied and identified barriers to civic engagement faced by marginalized and immigrant populations, researched the history and demographics of Latinos in Central Oregon and Redmond specifically, and interviewed community stakeholders to gain a general understanding of the lives of Latino residents. Students worked with James Rojas and Dr. Sandoval to build an interactive city model and provide city officials with training in the "Participation by Play" method. Finally, in collaboration with the City of Redmond and the Mexican Mobile Consulate, students conducted a two-day interactive community outreach event. Students sought to engage the most marginalized members of the Latino community and discuss the key issues they face and their vision for improving the City of Redmond. The following report details the history and demographic context of the Latino community, the outreach methodology, analysis of key findings, and finally, recommendations for future action.

History and Context of the Latino Community

Demographic and Socio-Economic Context

From 2000 to 2014, the Latino population grew by 379% and now constitutes about 13% of Redmond's population (U.S. Census Bureau, Census 2000; American Community Survey 2010-2014). The second generation of Latinos in Redmond is now starting to graduate from high school and Latinos make-up roughly 16.5% of the student body (Oregon Report Card, 2014-15: Redmond School District 2016). Those that work with the Latino community estimate that about 60% of the Latinos are undocumented. This suggests that the Latino community in Redmond is highly vulnerable and residents face significant barriers to not only civic engagement but also to city services.

The vulnerability of the population means that income levels for Latinos in Redmond are quite low compared to US numbers, see Table 1.

Table 1: Latino income in Redmond and the United States, 2013

Type	Redmond	U.S
Unemployment Rate	11.50%	9%
Per Capita Income	\$10,017	17,924
Income Below Poverty Line	35.30%	27.50%

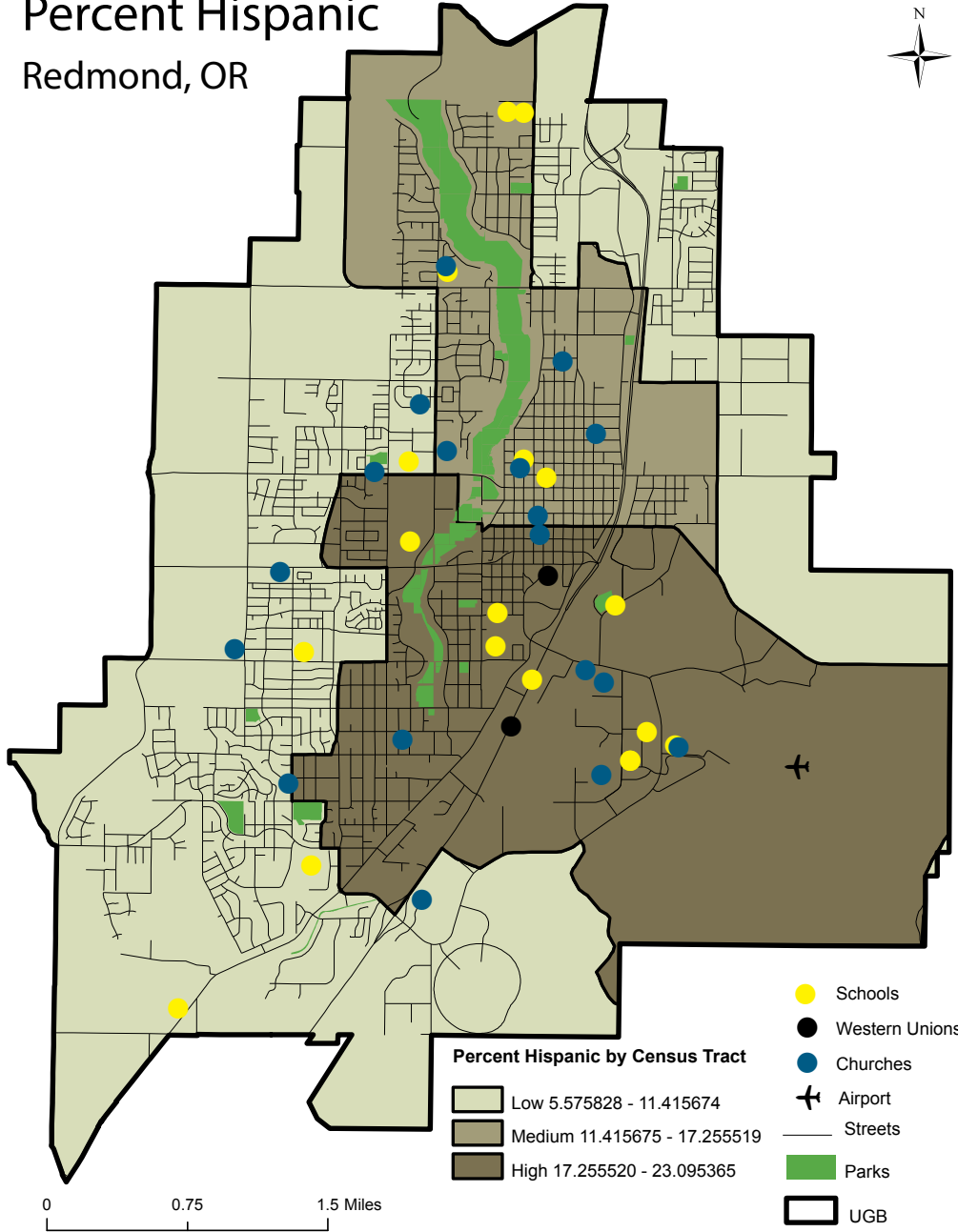
Sources: U.S. Census Bureau; American Community Survey 2014 Summary File; U.S. Congress Joint Economic Committee Democratic Staff; U.S. Department of Commerce

Outreach efforts revealed that employment opportunities for Latinos typically include service jobs such as housekeeping most likely due to the emerging tourist industry in central Oregon. Many choose to live in Redmond and commute to Bend to work at restaurants, resorts, and nursing homes because the cost of living is lower in Redmond. Other employment opportunities include landscaping, tending livestock, and working at Bright Wood Mill. Some travel to Madras for agricultural work.

Some segregation exists in Redmond, although those working with the Latino community indicated that there is less spatial segregation of the Latino community in Redmond than in Bend. Students found that many families live in apartments or mobile-home parks. Due to rising rents it is not uncommon to find more than one family per unit. The highest proportion of Latinos live in Census Tract 9 (CT9) where they make up 17% of the CT9 population. It is the 11th highest poverty census tract in Oregon (High Poverty Hotspots - Deschutes County 2015).

Image 1: Percent Hispanic population in Redmond, Oregon by census tract

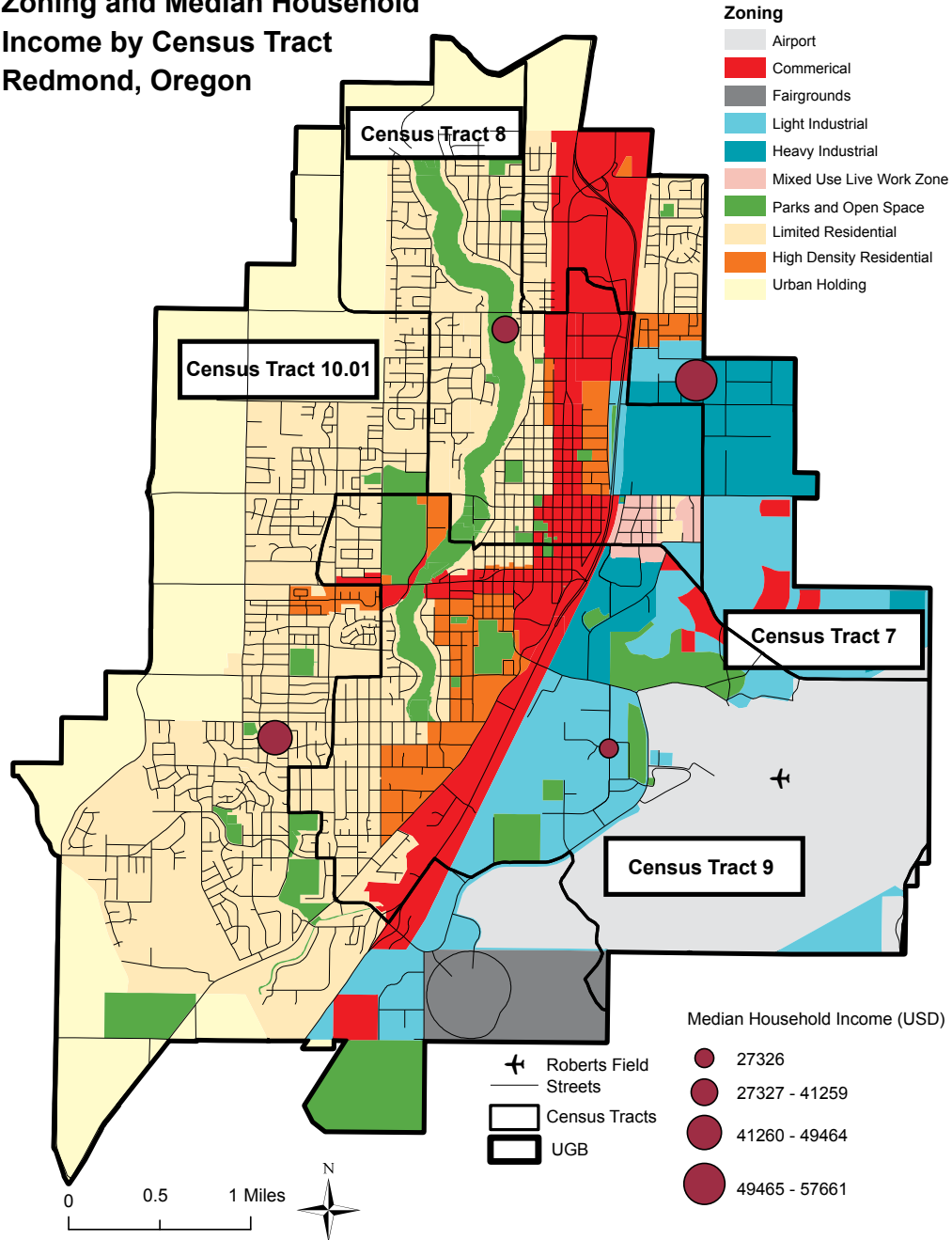
Percent Hispanic Redmond, OR



Source: Haley Campbell

Image 2: Zoning and median household income in Redmond, Oregon by census tract

Zoning and Median Household Income by Census Tract Redmond, Oregon



Source: Haley Campbell

Outreach Methodology

Traditional forms of public participation like town hall meetings and written surveys heavily favor individuals with higher educations, incomes, and usually those of the dominant culture. Therefore, these methods are ineffective at engaging marginalized members of society due to resource constraints such as time or money, language barriers, and unwelcoming environments. Understanding that traditional public participation methods would be ineffective in engaging Latinos in Redmond, this project used the tools and strategies developed via the UO Latino Civic Participation Project in collaboration with Dr. Sandoval and James Rojas. They, along with students, provided city staff with training in the “Participation by Play” method. Following that training, students directly engaged Latino community members through three “Participation by Play” sessions over two days during a Mexican Mobile Consulate event held April 23rd and 24th in Redmond.

Participation by Play

The main goal of the outreach project was to empower Latino community members to define their own planning and public policy priorities. In contrast to traditional methods of outreach, “Participation by Play” fosters open-ended discussions and story-telling. By using a scale model of the local area and hundreds of repurposed craft pieces and toys to represent different aspects of the city, it allows individuals to engage less formally. “Participation by Play” unleashes creativity and allows participants to relay their experiences and define the issues most important to their lives.



Image 3: Scale model for Participation by Play.

The city staff training in “Participation by Play” included two activities, a design icebreaker and a planning charrette. First, participants were asked to design and share their favorite childhood memory. This step allowed participants to identify important aspects of that memory, create a sense of community in the room, and find commonalities among participants’ favorite memories. In this instance, many of the childhood memories featured green spaces such as parks. Next, participants worked in groups to create their ideal communities that often included more open spaces and activities for the youth.



Image 4: Students with model work with the community.

For the “Participation by Play” sessions with the Latino community, students, with the help of James Rojas and Dr. Anabel Lopez Salinas, constructed a scale model of downtown Redmond. The model contained major buildings and landmarks but remained open enough to allow participants to define their ideal city. Using the model fostered creativity and created a fun and inviting atmosphere that helped to break down barriers.

Prior to the outreach event, students conducted research and interviews with Redmond Latino community leaders to provide community context and to identify locations to perform the outreach. Based on interviews with members of the Latino community, students found that the majority of Latino residents are Mexican. The 2014 American Community Survey mirrors this finding, estimating that 92.6% of the Latinos in Redmond identify as Mexican. Further interviews with Latino community workers put estimates of undocumented individuals at 60%. Therefore, the Mexican Mobile Consulate provided a unique opportunity to reach vulnerable members of the Latino community in Central Oregon.

The Mexican Mobile Consulate at Sage Elementary hosted the event on April 23rd from 10:00 am to 6:00 pm and April 24th from 10:00 am to 2:00 pm. Student groups of three or four were present at all times, including at least two



Image 5: Dr. Sandoval and student Carlos Renteria speak with resident

Spanish speakers in each group. Students set up the scale model of Redmond at the front and encouraged people to engage with the model by using colorful repurposed items. Students asked participants open-ended questions such as, “What do you like most about Redmond?” in order to foster conversation. Participants could also point out their own homes in the model and build their ideal neighborhood. Students kept notes during these conversations and tracked comments. Students found that

many people were reluctant to participate too heavily. Unlike previous uses of this method where the model was set up outside Latino businesses and at cultural festivals, participants at the Mexican Mobile Consulate were worried about missing their opportunity to receive help from the Consulate. Therefore, instead of waiting for people to come to the model, some students took the conversation to waiting areas. During those two days, students spoke with over 150 community members and learned about the different issues that Latinos in Redmond and Central Oregon face. Of the 150 community members present, students spoke with 50 Redmond residents.

Stakeholder Interviews

In addition to these interactive engagement strategies, graduate students also conducted interviews with several stakeholders. With the help of Dr. Sandoval and city staff, students identified Latino community leaders and city officials who could provide insight into the lives of Latinos in Redmond. Students spoke with business owners, community workers, official and unofficial liaisons, and city staff. These interviews provided context and also underlined many of issues brought forth during the main outreach event.

Major Themes Identified from Outreach

Following the Mexican Mobile Consulate, students analyzed and synthesized the feedback received from the event. Students identified the overarching issue facing the Latino community as a lack of access to the city. This manifests itself through a lack of access to a communication channel with the city, a lack of city government representation, and an inability to obtain state-issued identification. This lack of identification touches on issues related to housing, transportation, and small business development, which can potentially be addressed locally.

Lack of A Communication Channel with the City

Residents spoke to the lack of bilingual services available in Redmond. Non-English speakers are redirected to an outside company that provides translations on both non-emergency and emergency 911 call lines. Callers may be placed on hold while redirected. This type of experience can marginalize a community that may already be reluctant to contact law enforcement.

In terms of communicating with city hall, Latino residents find it difficult to receive information regarding permits, rights, and available services. In addition, there is a lack of translations, both in written and digital venues. This leaves many in the Latino community without access to information or the ability to apply for services. The city is collaborating with the Latino Community Association, a local non-profit servicing the Latino community, to create document translations. Finally, residents noted that they had faced racial discrimination and were unaware of ways to register complaints with the city.

Lack of Governmental Representation

Another theme from the outreach event is a lack of representation in government. Latino residents believe they are not well represented in either the government or in civic leadership in the community. The table below provides a rough estimate of Latino representation within the community based on student outreach. Roughly 12.5% of Redmond's population is Latino, therefore proportional representation would require at least one Latino representative on each council or board and two or three Latinos on the Chamber Board and the Chamber Ambassadors.

Table 2: Current representation by race

Political Entity	# of Reps	# White	# Latino	# Other
City Council	7	7		
K-12 School Board	5	4	1	
COCC Board	7	7		
Chamber Board	18	17	1	
Chamber Ambassadors	22	21		1

Source: Catrina Mathewson

Inability to Obtain State-Issued Identification

The inability for many Latinos to obtain an Oregon driver's license or state ID was a prominent issue relayed to students during the outreach. Although this is a state level policy, it touches on several important local issues including housing, transportation, and small business development.

Many residents spoke to rising rents in Redmond and the increase in price is making it more difficult to find quality housing. As a result, many Latinos in Redmond live with more than one family per household. Low wage and undocumented individuals face further barriers as some landlords require state identification, proof of insurance, financial records, and other documents. This makes it difficult for vulnerable persons to access quality housing. As a result, Latinos are funneled toward areas with generally low quality housing and at the same time are pushed out or away from neighborhoods with higher quality housing and better amenities. Latino residents may face discrimination when trying to access housing, which reinforces the spatial segregation detailed above.

Second, because many residents are unable to obtain a driver's license they are heavily reliant upon public transportation. Redmond is served by Cascades East Transit, a dial-a-ride service that serves Central Oregon. Riders must request a pick up the day before, and rides are available between 6:30 am to 6:30 pm, Monday through Friday. Students spoke with many people who find the windows of operation, bus stop location, and long routes of the transportation system challenging. This can place further hardships on families working several jobs. Furthermore, many risk driving without a license in order to get to work, which contributes to fear of law enforcement.

Finally, residents stated that there is the perception of a lack of support for small business development. Some mentioned that the work of the Small Business Development Center at Central Oregon Community College is helpful but overall community members seem to be unable to achieve their small business dreams. Many feel they are unable to receive loans from banks and fear seeking the necessary permits. Again, language barriers play a significant role in this. One resident described how difficult it can be to receive any information on opening a small stand because there are no bilingual services.

Recommendations for Future Action

The City of Redmond has taken important first steps in improving its outreach efforts to the Latino Community. The city often collaborates with the Latino Community Association to find solutions and is currently working with them to translate documents. Below are recommendations that build on the work already completed and address the main issues identified from student outreach efforts. Many of these plans may lend themselves to be integrated with recommendations from other projects. This is a great opportunity for the city to review these recommendations through the lens of encouraging an inclusive community that is welcoming to all of its residents.

Improving Communication

The Spanish speaking population is growing rapidly, and it would be desirable to accommodate Redmond's changing demographics. Redmond could investigate hiring bilingual speakers for emergency and non-emergency calls as well as frontline city staff. From interviews with stakeholders, it seems that the Latino community is most often trying to communicate with the utilities and permits departments. Therefore, fluency in English and Spanish could be desirable for future positions in these departments. Further, the city could provide ongoing language and cultural competency training for city staff, dispatchers, and first responders. The Redmond Library could be a good resource to contact because they provided their staff with a six-week course in conversational Spanish.

The city has discussed using tablets with translation applications for its permits and utilities offices. Depending on the application, tablets or other applications could require users to read and write. Student outreach efforts indicate that many Latino community members are unable to read and write in their native languages, which may reduce the effectiveness of these efforts.

Finally, in an effort to improve communications with the Latino community, we recommend the establishment of a Community Liaison position within city hall. It is recommended that this position be filled by a bilingual and cross-cultural individual who will serve as a point of contact for the Latino community. This individual would also oversee:

- Completion of Title VI Limited English Proficiency Plan, including:
 - Website/Document Translation
 - Bilingual Services
- Staff cultural competency training
- Creation of a process for receiving, documenting, and responding to complaints/issues involving discrimination
- Collaboration with community partners to create and support cultural events for integrating the Latino community

Creating Leadership Opportunities

To improve Latino community representation, we recommend fostering and supporting active civic engagement. The establishment of boards, commissions, and councils is one way to do this. Our recommendation is to establish a Diversity Committee, a Diversity Task Force, and a Youth Council.

Many cities have implemented Diversity/Human Rights committees that promote and review city policies that actively support a diverse community. For example, Eugene, Oregon, has a Human Rights Commission that promotes the “implementation of universal human rights values and principles in all City of Eugene programs and throughout the wider community” (Human Rights Commission Mission & History 2016). We encourage the City of Redmond to consider establishing a Diversity Committee tasked with:

- Reviewing issues relating to diversity within the city
- Reviewing policies and procedures
- Supplying city council and city staff with recommendations through an implementation form process

In addition to the Diversity Committee, we recommend that Redmond establish an internal Diversity Task Force much like that found in Iowa City, Iowa. The task force would be housed within the city manager’s office and would provide oversight on the implementation of the recommendations coming from the Diversity Committee. It would also be responsible for the creation of an Annual Diversity Report that assesses changes to policies and procedures as well as progress reports on recommendations made by the Diversity Committee.

Finally, we recommend that the city promote the creation of a Youth Council made up of middle school and high school students. Like Redmond’s implementation of Ex-Officio Youth members in its current councils, this cultivates civic action and involvement among the city’s youth. However, the creation of a Youth Council enhances this involvement while providing greater insight into issues facing youth, including Latino youth. It also fosters greater cooperation among the youth involved.

Case Study: Iowa City

In June 2012 Iowa City embarked on a mission to promote equity. A Diversity Committee was established and served as an ad hoc council committee. They were tasked with reviewing the policies, practices, and procedures of both the Police Department and the Transportation Services Department as they related to diversity issues. From this review, the committee formulated several recommendations for the city in March 2013. It was then that the city manager created the internal Diversity Task Force and appointed an Equity Director to provide consistent oversight on recommendations and implementation. To track recommendations their implementation, Iowa City uses a Diversity Implementation Form. These forms are updated quarterly to track all recommendations and implementation progress. Finally, the Task Force publishes the Annual Equity Report, which provides statistical data related to diversity as well as progress made toward recommendations coming from the Diversity Committee (Racial Equity and Diversity Initiative 2016).

Supporting Small Business Development

By supporting small business development among Latinos, Redmond can improve the local economy and foster the integration of the Latino community. We recommend that the city collaborate with local banks and Central Oregon Community College Small Business Development Center to help entrepreneurs create business plans and to encourage the provision of loans for new businesses. These resources should be well advertised. Redmond could further target outreach to the Latino Community about how to obtain business permits and resources from the city. Finally, the city should consider adjusting policies and procedures related to forms of identification required for permits.

Enhancing Transportation Options

Lack of access to an Oregon driver's license was the most common issue found during the outreach efforts. While it is a state issue, Redmond could advocate for alternative transportation legislation, such as Driver's Privilege Cards, at the state level. At the local level, there are many ways the city can mitigate the inability of obtaining a driver's license. These include working with the Cascades East Transit system to enhance bus services that better serve the community and the creation of more bike lanes. We recommend that the city perform a community needs assessment in order to align any enhancements.

Accessing Quality Housing

Addressing the high cost of housing is complex, however, there are some feasible short-term goals. First, we recommend that the Community Liaison, described above, creates a mechanism to hear and record complaints regarding housing discrimination. Second, Redmond could collaborate with the Latino Community Association to create an access point for Latinos to obtain housing assistance. Finally, we recommend that Redmond initiate a housing study to learn more about the housing situation for the Latino community, including affordability, discrimination, segregation, and housing conditions.

Conclusion

With the rapid expansion of the Latino population, the City of Redmond recognized the need to develop outreach strategies to better understand the needs of its Latino community. To this end, the city sought the assistance of Dr. Gerardo Sandoval's Public Participation in Diverse Communities class. As part of the class, James Rojas provided training to the city and students. Students also conducted interactive outreach efforts in the Latino community. From this outreach, students identified three major issues facing the Latino community: (1) Lack of access to communication channels within the city; (2) Lack of representation in city government; and (3) The inability to obtain state-issued identification (driver license, identification card, etc). Students then reviewed best practices from around the country related to these issues and created several recommendations to the city including the creation of a Community Liaison position and a Diversity Committee. It is our hope that the recommendations provide Redmond with creative ways to foster and support an inclusive city.

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