



## **Cultural Mapping in Northeast Salem: A Civic Engagement Study**

**Fall 2010 • Arts and Administration**

Teresa J. Arnold • Arts and Administration

Jay Shepherd • Arts and Administration

Lauren Silberman • Arts and Administration

Douglas Blandy • Professor • Arts and Administration

John Fenn • Assistant Professor • Arts and Administration



Sustainable Cities Initiative

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## 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

Douglas Blandy, Professor, Arts and Administration

John Fenn, Assistant Professor, Arts and Administration

Teresa J. Arnold, Arts and Administration Graduate

Johanna Doty, Arts and Administration Graduate

Jay Shepherd, Arts and Administration Graduate

Lauren Silberman, Arts and Administration Graduate, Clarinet Performance 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

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## Executive Summary

This document outlines work done by graduate students in the Art and Sustainable Society course in the University of Oregon Arts and Administration Program during the Fall term 2010 and provides recommendations to the City of Salem for further study. It can and should be used as an example and guide for further community mapping.

The project focused on mapping the cultural resources of the Latino population of Northeast Salem over the course of 10 weeks. The City of Salem is interested in facilitating more engagement within this community through identification of existing cultural resources, their patterns of use, and the gaps that exist among them. The report reviews the students' process of cultural mapping, the information gathered, trends identified within the information, and suggestions for further study and engagement.

Before beginning the process, students gathered preliminary information about Northeast Salem. The different neighborhood associations were examined, and three were selected for closer study. In initial meetings and research, the students learned about the growing Latino population in Salem and the barriers that exist between this community and needed resources. However, several community-based organizations were identified as already working to break down these barriers.

After preliminary meetings, the students gathered and mapped existing data about three northeastern neighborhoods and developed a survey to gather information from the community. The students attended meetings and engaged with neighborhood associations in each area. The survey was disseminated through the Internet, these meetings, and other community events. Finally, the students conducted two interviews with community members.

Near the end of the term, the survey results were gathered and analyzed. Four main areas of interest were analyzed: information sources, leisure activities, access to food, and transportation habits. The results were mapped and reviewed with a geographic reference point. Trends in the data included a desire for more robust public transportation systems, more community engagement activities in Salem parks, and more resources developed specifically in the Northeast Salem neighborhood.

Finally, the students analyzed the barriers to access and made recommendations to the city. There is a clear cultural divide in Salem's communities, and the Latino population lacks access to needed resources. Through increased public transportation, more local businesses in the northeast neighborhoods, bilingual community meetings and resources, and clear strategic planning around these issues, the city could vastly improve their engagement and impact in Northeast Salem. There is a desire among all parties of this study to have more communication and engagement surrounding these issues.

# Introduction

## Objective

The objective of culturally mapping the area of Northeast Salem, Oregon, was to identify cultural assets in the area, particularly among the Latino community. The project set out to discover the resources and community and cultural organizations that were most utilized and successful at engaging this particular demographic. Ultimately, the goal was to garner information that would be useful in the development of a civic engagement plan by the city staff. This project is supplemental to the Marion County Preliminary Cultural Resource Inventory, produced by the Marion County Cultural Coalition. The work done in Northeast Salem narrows the scope of the inventory performed at the county level. Both share characteristics of support for more diverse engagement within local organizations.

## Cultural mapping

Cultural mapping is one method of documenting current community assets and activity that can be used to identify both existing resources as well as any gaps that may be negatively contributing to the livability, sustainability, diversity, and social equity of a place. According to the Creative City Network of Canada, in partnership with 2010 Legacies Now (2010) “Where cultural mapping can be most valuable is in generating new perspectives and preparing the ground for effective cultural planning ... the results point out problems to be solved or strengths to build upon” (Cultural Mapping Toolkit, 2010). A cultural map may include transportation, organizations, parks, community events, and local arts. Information is gathered in a variety of ways, including community meetings, surveys, and personal interviews. The results, in geographic map and narrative form, may be used to aid arguments for increased support for particular area needs, and can also be applied to efforts to raise awareness about issues within the public sector.

## Resources we used

A variety of resources contributed to gathering information for this project; these are revealed in this section. This report contains detailed descriptions about each source. An examination of how each one played a part in this work is discussed in the Methodology section.

Initial meetings with project advisers and city staff, as well as periodic visits to neighborhood association meetings, provided a first hand look at the issues the residents of Northeast Salem are concerned with. Several specific organizations were identified at the onset of the project as potential sources for gathering more information, including Mano a Mano, the Kroc Center, and Colonia Libertad. Project efforts included contact with these as well as with

key leaders in the Latino community. Interviews were conducted with Annalivia Palazzo-Angulo, co-founder of the Salem-Keizer Coalition for Equality, and with Peter Nagy, volunteer and Community Garden Specialist with the Marion-Polk Foodshare. The visitor center in downtown Salem provided documents that helped identify a broad spectrum of cultural organizations, and the results of a bilingual survey supplied data about the types of resources most popularly utilized in this region of the city. Several documents were key in contextualizing the focus of the project. These include the 2008 and 2009 Annual Reports produced by the Oregon Commission on Hispanic Affairs, and the Social Impact of the Arts Project by Mark Stern and Susan Seifert.

### **What is in this document?**

Background information on Salem and a review of the current resources serving the Latino communities within the northeast neighborhoods make up the first section of this document. The second section contains a detailed description of the methodology used along with interpretive information from the cultural maps that were produced. The final sections of the report are comprised of a conclusion summarizing this report, obstacles to be addressed in achieving civic engagement among a more diverse population, and suggestions based on the findings and experiences of the graduate student group that performed this work. The appendices consist of a copy of the survey that was distributed as well as a map of the northeast neighborhoods that were examined.

## Overview of Northeast Salem

Oregon’s capital city, Salem, is situated along the Willamette River in the center of the Willamette Valley. It is approximately an hour drive south of Oregon’s largest city, Portland, and just over an hour north of Eugene. Salem and Eugene are similar in population size and vary in ranking from year to year as the second and third largest cities in Oregon.

Portland	583,835
Eugene	157,845
Salem	157,460

Figure 1: 2010 Certified Oregon Population Estimates. Source: Population Research Center, Portland State University.

The city is composed of nineteen government-recognized neighborhood associations. See Appendix A for a map including the neighborhood boundaries. The neighborhoods that make up Northeast Salem include Northgate, Lansing, Northeast Salem, Northeast Neighbors (NEN), North Lancaster, and East Lancaster. Northgate is the largest of the neighborhoods and occupies the most northeastern area of Salem. There is a mix of both industrial

and residential areas in Northgate, with homes that date from the mid-1900s to those currently in development. There are three elementary schools in Northgate—Hallman, Hammond, and Yoshikai, as well as Stephens Middle School. It is also home to the Kroc Center and the Forgiveness and Peace Garden, two cultural assets we determined to be important resources in the community.

South of Northgate is Lansing. Lansing is home to its own neighborhood association, Lansing Community Action Association (LCAA), as well as area schools Washington Elementary, Waldo Middle, and charter school Jane Goodall Environmental Middle located within Waldo Middle. Eastgate Basin and Livingston Parks are also located in Lansing.

South of Lansing is Northeast Salem, home of the Northeast Salem Community Association (NESCA). This neighborhood encompasses three city parks as well as Hoover Elementary School and the Lancaster Mall.

West of NESCA is Northeast Neighbors, encompassing the Court-Chemeketa Historic District and over 3,000 homes dating from the early 1800s to present. There are several parks, churches, historic buildings, and state offices, as well as Englewood Elementary School, Parrish Middle School, and North Salem High School.

East of Lansing and NESCA are North Lancaster and East Lancaster. These neighborhoods are currently undergoing growth and development, including the widening of an intersection at Market St. and Lancaster Drive, as well as hospital construction, and plans for a new elementary school that would serve both neighborhoods.

	Population 2006	Projected Population	Projected Change 2006-2020
<b>Latino</b>	88,968	122,484	38%
<b>Asian</b>	40,319	51,179	27%
<b>Native American</b>	16,165	18,454	14%
<b>African American</b>	21,200	22,997	8%
<b>White</b>	767,786	749,242	-2%
<b>Total</b>	934,438	967,354	3%

Figure 2: Children and Youth Population in Oregon: Changes in the State Population Ages 5-24, 2006-2020

Source: U.S. Census Bureau estimates tabulated by The Education Trust, Youth Population in Oregon, Education Watch State Report, 2009. [www.collegeresults.org](http://www.collegeresults.org)

Estimates show that although Oregon has a smaller Latino demographic than the national average, the rate at which it is increasing exceeds the national average (Wozniacka 2008). Reports indicate that the current and projected rise in the Latino population results from intrastate migration and a wave of second generation Latinos who are starting families and having children. According to the US Census, the projected increase in the state’s population of Latino youth ages 5-24 from 2006-2020 is 38%.

As the Latino demographic begins to play an increasingly critical role in Oregon’s economic, social, and cultural economy, the barriers that inhibit engagement and participation among the Latino community become more pronounced. Issues ranging from language barriers, to complications in obtaining a driver’s license, to misunderstandings about cultural norms, are working against an integrated community dynamic, leaving a growing portion of Salem’s future at a disadvantage.

Several organizations exist to help break down those barriers barring the Latino community from equal access to essential resources in Salem neighborhoods. The following section examines the existing assets in Northeast Salem identified at the onset of this project. These organizations are specifically focused on providing support and access to the Latino community for fundamental needs related to education, language, legal assistance, naturalization, and community.

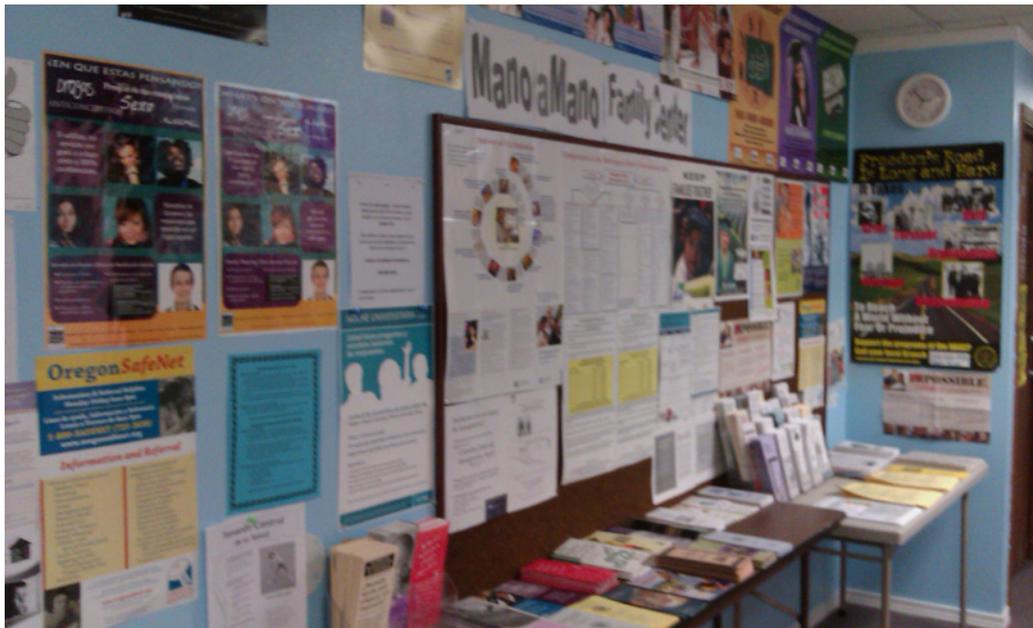
## Existing Cultural Assets

Before beginning our research, professors associated with the project identified four existing community resources, or cultural assets. These organizations and locations are successful examples of the community working together to engage and provide resources to our target population.

### Mano a Mano

The center began in 1988 to provide emergency assistance to migrant farm workers, and grew in the 1990s to provide social and economic integration support to people with low income, Latinos, and families and individuals of color in the Salem-Keizer area. The Mano A Mano website describes the wide array of services that the center offers, such as emergency food assistance, crisis information and referral services, document assistance, the Youth Leadership Institute, the L.U.S. Youth Organization, and free legal consultations. It also offers educational services, including a computer-based financial literacy program, computer literacy classes, naturalization courses, English language tutoring and classes, GED classes, Tae Kwon Do, Guitar, Aerobics, Yoga, and After School POWER Programs. Mano a Mano stresses peer-based learning in an effort to empower parents in the community to teach other parents as well as their children.

Mano a Mano is particularly proud of their work in founding and working with the Salem Police Review Board, the Salem-Keizer Coalition for Equality, Parent Organizing Project, McKay Area Coalition for Student Success, and the Jim



*Figure 3: Mano a Mano Family Center facilitates access to resources for children and families in order to build strong, healthy communities. photo by Lauren Silberman*

Ramsey III Community Center. This Northeast Salem center includes a small day care center, computer classroom, children’s play area, legal offices, general classrooms, and more. Mano a Mano has also received recent awards from the Meyer Memorial Trust, Emerging Latino Communities Initiative of the National Council of La Raza, the Salem Boys and Girls Club, and PG&E Foundation.

## Colonia Libertad

Colonia Libertad is Salem’s first housing development for low-income Spanish-speaking immigrant farm workers. It was completed in the summer of 2005 and provides temporary year-round housing as well as educational and outreach programs for farm workers.

Although we were not able to directly interact with this resource, we are aware that Mano a Mano uses this facility as a satellite program location. Resources provided include classes on safety, leadership, computer skills, the public transit system, Oregon driving regulations, and US citizenship. Additionally, residents can participate in an English language program in partnership with Chemeketa Community College (Syverson, 2006).



Figure 4: The mural on the west side of Colonia Libertad’s community building was painted by Hector Hernandez and depicts the history of Latino farmworkers in the United States. photo from Colonia Libertad’s website, <http://www.fhdc.org/story/colonia-libertad>

## Kroc Center

According to the Kroc Center website, in January 2004, McDonald's heiress Joan Kroc left a gift of \$1.5 billion to The Salvation Army to build and help operate community centers across the country. The money was distributed over 20 months through competitive grant phases. In 2006, Salem was awarded a portion of the Ray and Joan Kroc gift to build and operate the Kroc Center in Northeast Salem. The beautiful new center offers fitness, sports, and aquatic facilities and classes as well as fine art instruction, faith based activities, and special events. The membership prices are considerably lower than other similar facilities in the area, and the Salvation Army runs a robust scholarship program.

Originally, the community planned to build the Kroc Center near downtown, but the Salem-Keizer Coalition for Equality and many other community members fought to have the center built in Northeast Salem. The center is now one of the only cultural resources in the Northeast neighborhood. This location offers increased access to our target community, especially with only one bus line serving the area.



*Figure 5: The Kroc Center offers a variety of activities and programs for youth and families in Northeast Salem. photo by Johanna Doty*

## Northgate Forgiveness and Peace Garden

On May 26, 2009, Northgate African-American community member Montez Bailey, age 21, was tragically shot and killed in Northgate Park by a member of a Latino gang (Much, 2010). This event was the culmination of years of periodic gang activity in the park, including graffiti, drug activity, petty theft, and violence. The neighborhood had already spent many years cleaning up the park and engaging the community through park events like National Night Out and National Community Day. City programs facilitated by the Northgate Neighborhood Association, such as the Graffiti Task Force and city reporting hot lines, had contributed to the success of the park clean-up.

The community was outraged and upset about the shooting. In response, neighbors spent months preparing a small garden in the south section of the park near Bailey's former residence. Local developer Larry Epping donated the plot of land, Dalke Construction built a tool shed, a donor repaved the basketball court, and Marion-Polk Food Share and the Northgate Neighborhood Association organized and built the garden itself. It was dedicated as the Northgate Forgiveness and Peace Garden in May 2010. It specifically lacks any individual garden plots and focuses on bringing together all aspects of the community. A dedication was held, and afterwards the Salem Leadership Foundation donated money to host barbecues in the park to help regain a feeling of safety and community. The process of building this park was a great example of the Northeast Salem community uniting for a common cause.



Figures 6 and 7: The Northgate Forgiveness and Peace Garden serves as a memorial for Montez Bailey and as a way to unite and build community. Photos by Johanna Doty.

## Methodology

Our process of cultural mapping began with several key meetings, the first of which included professors Douglas Blandy and John Fenn. The second key meeting was with officials from the City of Salem. We were able to meet and discuss the project with Michael Gotterba, Public Works Administration; Kris Knox, Police Department Crime Prevention Unit; Sean O'Day, Deputy City Manager; and Luz Rivera, Director of Juntos Podemos, a nonprofit organization focused on helping the Latino population access important resources. These meetings served to inform the direction of the work to be done as it related to the City of Salem's civic engagement goals and our graduate curriculum.

The city staff was able to clarify the goals of government officials for this cultural mapping project. The city has been working hard to engage the Latino population, but to varied results. For example, a 2008 "community conversation" surrounding budget issues was extremely well attended. This is largely attributed to the timing, which coincided with the change in Oregon legislation, requiring proof of citizenship in order to obtain a state ID or a driver's license. In 2009 a similarly structured meeting only drew ten attendees. The city is interested in effectively disseminating information in a consistent manner, as well as receiving information back about the needs of the community. Specifically, the city would like to identify the opinion leaders in the community and where Spanish speakers get their information.

Following our initial meetings, our team devised strategies including dialogue with and feedback from the residents of Northeast Salem. Efforts were directed towards obtaining information from the Latino community specifically, in order to address the goal of the city in stimulating civic participation that is more representative of the diverse population of Salem. Following are the specific ways in which research was conducted.

## Neighborhood Associations

The initial design for gathering data for a cultural map of Northeast Salem involved hosting two discussion forums, inviting community members and identified leaders from Northeast Salem, and conversing about issues and cultural assets of importance within the neighborhoods. We reached out to some of the individuals identified as leaders of Northeast Salem via email in order to discern who might be interested in participating in such a forum.

We received one response to our emails and were encouraged to partake in an established community forum, the Northgate Neighborhood Association meeting, rather than organizing an event of our own. With a limited amount of time in which to complete our data collection, we shifted our strategy to engage with neighborhood associations. This would also allow us the opportunity to not only ascertain what sorts of issues are important to local neighborhoods but to

observe who is involved in these meetings and the decision making processes within the community.

An internet search of the northeast neighborhood associations revealed Northgate, NEN, and NESCA to have active neighborhood associations with meetings that we could attend within our allotted timeline. We contacted each of the associations and were met with enthusiasm about our project and an eagerness to assist us in our process. Northgate and NESCA were happy to give us time during their meetings to introduce ourselves and our project. NEN's agenda was full for the month but they agreed to help distribute our survey through their website. We were added to both the Northgate and NESCA meeting agendas and attended these meetings on November 9 and November 16, 2010.

## **Cultural Asset Maps**

As part of the data collection process, the group decided to do some “pre-mapping” of the Northeast Salem neighborhoods before distributing surveys to the population. Specifically, we did a close study of the neighborhoods where we had established relationships with the neighborhood associations. We examined the resources present within the neighborhood boundaries, such as parks, grocery stores, schools, churches, restaurants, and the like. In addition, we mapped the traditional cultural resources identified by the Travel Salem! organization, such as theaters, museums, and arts organizations.

These preliminary maps were created in the Google Maps application. We then entered neighborhood boundaries into a town map using city supplied information. This map was then used as a guide when examining the other resources. To help with navigation, resources were categorized and color coded. These gathered resources can be used to provide a visual backdrop to better understand the geographic and physical aspects of Northeast Salem.

## **Survey**

In order to reach out to these neighborhoods and gather information on important resources, we created a survey and circulated it both as a hard copy and online in both English and Spanish. This survey consisted of nineteen questions and addressed seven main areas of interest: information gathering, locations of importance, food acquisition, transportation, events attended, people identified as leaders, and general questions about what residents love about their neighborhood and where they might like to see changes made (see Appendix B for copy of survey). In order to maintain a sense of anonymity and comfort among all participants, we did not include specific questions regarding race, ethnicity, age, or gender.

We distributed the surveys in person at Northgate and NESCA meetings, and we provided a link to NEN to include on their website. We dropped off paper copies

in English and Spanish at Mano a Mano and distributed them among volunteers we worked with at the Forgiveness and Peace Garden in Northgate Park. We also emailed the survey link to city officials whom we met at the neighborhood meetings and encouraged them to forward the links to other community members who could help provide us with information.

## Interviews

As a finale to our project, the group decided to volunteer at the Forgiveness and Peace Garden in Northgate Park. Annalivia Palazzo-Angulo, neighborhood liaison to the Northgate Park Neighborhood Association, organized a volunteer day to winterize the community garden. The day allowed the group to interact directly with members of the Northeast Salem community.

The City of Salem provided gardening equipment and a pile of compostable leaves collected from around the city. Several representatives from local nonprofit Marion-Polk Food Share, a HandsOn Salem AmeriCorps Volunteer, and students from Mano a Mano joined Annalivia. Nearly all of the residents who participated were community activists who regularly dedicate their time through many roles in order to give back to their community. Together, we were able to trim back the vegetable garden, spread compost through several of the



*Figure 8: Project participants work with Northeast Salem volunteers in winterizing the Forgiveness and Peace Garden. photo by Lauren Silberman*

flower and vegetable beds, and spread leaves over the beds and walkways to protect against weeds in the winter.

The event was near the end of the term and at this point, the group had not gathered the amount of survey feedback originally desired. The group used this opportunity to continue to collect information. Every volunteer at the event filled out a survey and two community members agreed to give video interviews. Interviews were conducted by asking general questions about each section of the survey.

### **Interview One: Peter Nagy**

Salem resident Peter Nagy is a local graduate student in Lewis and Clark College's Department of Educational Leadership and School Counseling and is also an active community volunteer. He is an AmeriCorps alumnus, volunteer in local public schools, and is the Community Garden Specialist for the Marion-Polk Food Share. He also volunteers with a new nonprofit, Neighborhood Harvest, which collects surplus harvests from local fruit and nut trees and distributes the fresh produce to local food pantries.

Peter is particularly passionate about food culture, and makes an effort to buy local, sustainable food. With his car and bike, he is able to easily access the health food store Life Source and local farmer's markets. Peter would love to see more connections between the agricultural industry and the local community. He also enjoys using the bike paths and bringing his dog to Minto-Brown Park. Finally, Peter mentioned that his wife has taken classes at the Willamette Art Center, which he thinks is a great cultural resource to the community.

### **Interview Two: Annalivia Palazzo-Angulo**

Event organizer Annalivia Palazzo-Angulo is an active community volunteer who has been involved with many local organizations for over 15 years. She is a neighborhood liaison to Northgate Park, volunteer with the School Budget Committee, co-founder of and volunteer with the Salem-Keizer Coalition for Equality, and an employee with YMCA. On a personal note, she is married to Mano a Mano director Eduardo Angulo. Beyond this, Annalivia is truly a folklorist of the Northeast Salem community. She holds many cultural narratives and stories, which she generously shared during our interview.

In addition to sharing stories, Annalivia answered some questions based on the group's survey. She loves using the many Salem parks, and particularly enjoys the different events held in the parks each year, from summer concerts to Make-A-Difference Day. Like Peter Nagy, she also finds it easy to access the food she wants because she owns a car. Annalivia stressed the poor condition of public transportation in Salem. For example, the Costco location in Salem is not located on any bus route. Finally, she would love to see the finished development of community thoroughfares Portland and Silverton Roads. She

stressed the fact that between downtown and northeast Salem, there is not a single Starbucks or Subway, and only one McDonald's. The main roads of the community are full of convenience, liquor, and pawn stores.

## Survey Results

We received responses from 63 surveys. While the data we collected helped to give us an idea of some of the trends and habits among residents of Northeast Salem, we were not certain that we had been successful in reaching out to the Latino population we had set to engage, nor does our data represent a statistically sound depiction of the population in Northeast Salem.

We did not receive any surveys back from Mano a Mano, a resource we had counted on to gain a better understanding of the Latino community. The largest number of survey responses came through our internet circulation, and it had been made known to us early in our research that most Latino families in the area do not have computers in their homes, making it a less desirable means of communication. We designed our survey to be anonymous and did not include

questions about race or ethnicity and have no way to be sure that our survey didn't reach our intended audience. Either way, the data collected gives us insight into the trends and patterns of the respondents of this survey, and more detailed and accurate information can come from a larger-scale, more detailed survey circulation in the future.

That said, the results from our survey did point to some specific trends that begin to generate an understanding of how some Northeast Salem residents are accessing information and resources. Based on survey results, we found that most of our respondents rely on newspapers, followed closely by word of mouth and the internet, for information about current events. The Statesman Journal was a commonly identified source for information, but many respondents noted that social networking sites like Twitter and Facebook are "more helpful." Some respondents also included television as a source for information, citing specific networks like OPB, ABC, and CBS.

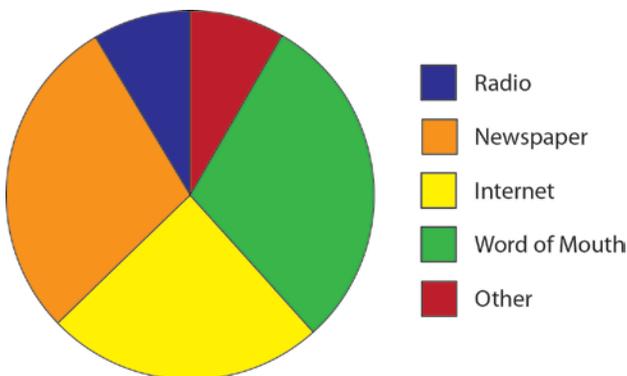


Figure 9: Where do you get your information from?

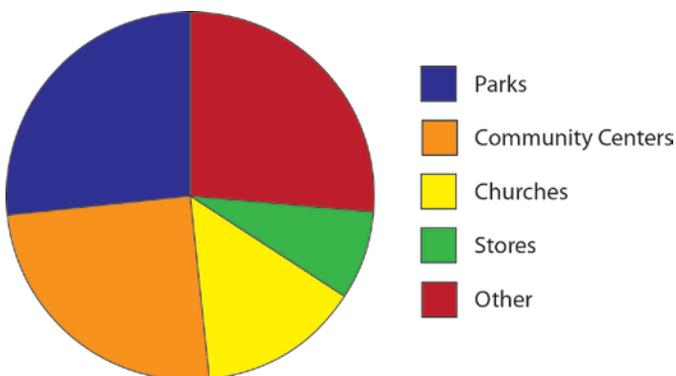


Figure 10: Where do you spend time in your community when you're not at school or work?

We received a variety of responses from the survey regarding where and how people spend leisure time. Second to the “other” category, community parks were the most frequented areas of use among respondents. Individual responses indicated that many people spend their time downtown, in coffee shops, and at area restaurants.

Community centers such as Kroc and the YMCA were also identified by several respondents, as were local churches, senior centers, and the Salem Public Library. A few respondents included the Elsinore Theater and local movie theatres as places they spend leisure time.

As a part of our interest in what resources were being accessed, we were interested in identifying where people shop for groceries and how easily they are able to access the food they want. Over 75 percent of survey respondents indicated that the food they want is either very easy or somewhat easy to access. Seven percent of respondents found it somewhat or very difficult, and 16 percent were neutral on the subject. Safeway, Fred Meyer, and Winco were by far the most identified resources for grocery shopping, with a few respondents also including the Saturday Market and local shops such as Gillespie’s Meats, Norm’s Produce, and Dennison Farms. A variety of restaurants were identified by respondents, including major chains like Sizzler and Applebees, fast food establishments like Burger King and Wendy’s, as well as local cafes and bistros like Word of Mouth and Gamberetti’s.

When examining accessibility of resources, transportation is a key component. Over 75 percent of our respondents indicated that it was very easy or somewhat easy to access resources within the community. While

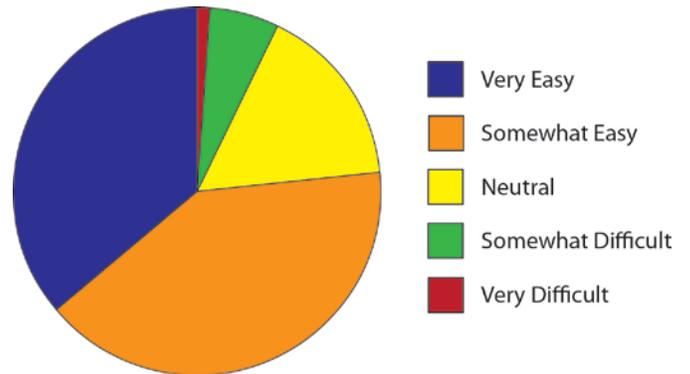


Figure 11: How easy is it to access the food you want?

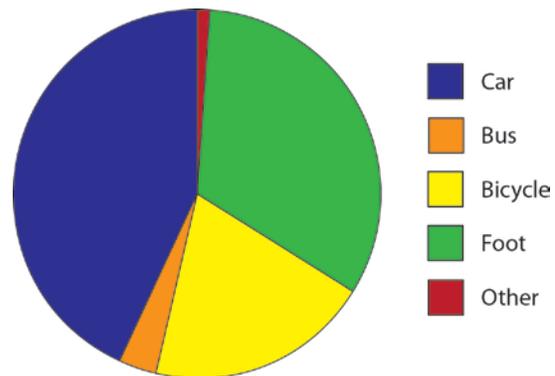


Figure 12: How do you get around in your community?

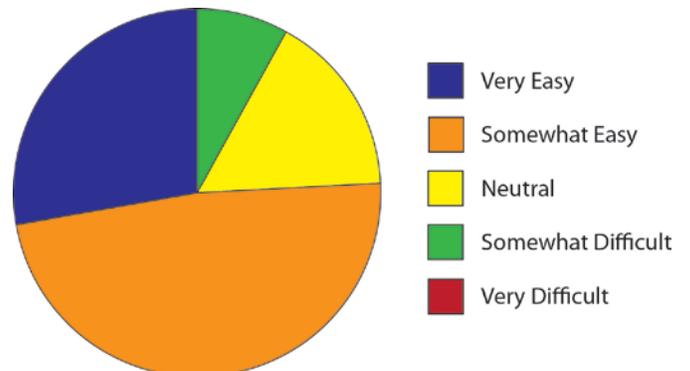


Figure 13: How easy is it to get where you want to go?

many of our respondents selected more than one method of commuting, large portions of respondents (43 percent) use cars in their commute. There were few complaints about traffic, with the exception of the 5:00 rush hour. Most complaints about transportation were related to public transit. Only three percent of our respondents indicated they ride the bus. Many felt that public transportation isn't reliable. Respondents also indicated a desire for more bike lanes and pedestrian paths. Just over half of our respondents indicated they walk or use bicycles.

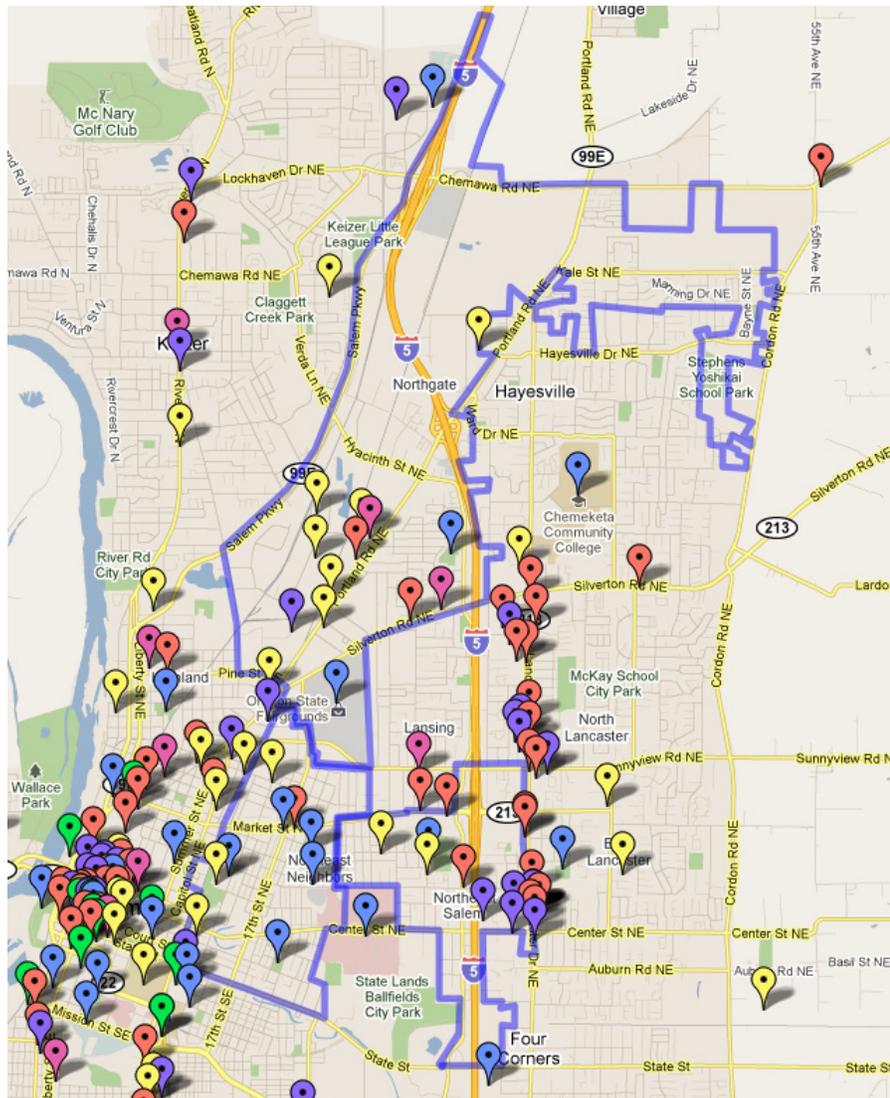
The final aspects of the survey were more open ended, asking respondents what aspects of their community they thought worked well, and what changes they would like to see. Several themes emerge when reviewing the answers to these questions. Many people report enjoying their proximity to an attractive downtown area, and to local resources. However, even more respondents would like for Salem to focus on creating more biking and walking paths. In fact, issues regarding transportation were some of the most mentioned throughout this project. There is a strong desire for better public transit systems, better bike path systems, and local access to resources. Responses indicate the desire for paths on which it is safe for children to get to school, and which will function as a system connecting parks. Many respondents report close proximity to a park as something they love, and still more desire parks within walking distance.

The results also place a strong emphasis on community building activities that foster an outdoor spirit, family togetherness, and diversity. Some respondents recognize that Salem is a diverse community, and many indicate that they would like Salem to have more diversity. The desire for better access to performance arts including music and theatre was expressed, along with encouragement to draw more locally owned businesses and natural food markets.

## Mapping Results

The majority of Salem's cultural institutions are located downtown, such as the Elsinore Theater, Willamette University, State Capitol, and museums. But, many social organizations from churches to service agencies to grocery stores are located throughout Salem. A large number of the resources identified in our survey are located in the neighborhoods we studied, including the Kroc Center. The map below graphically represents the results of our community survey, which asked residents to identify their cultural resources.

The Northeast Neighbors neighborhood is located closest to downtown and the many cultural resources located there. In the neighborhood, there are several civic resources like the Olinger Pool Park and North Salem High School; four religious institutions and three religious schools; 16 restaurants, two grocery stores, two food markets, two convenience stores, and one fast food chain; and three community organizations including the YWCA and Salem Leadership Foundation. This neighborhood has fewer and less diverse community resources than the other neighborhoods explored. However, this neighborhood



- |   |  |   |  |   |  |
|---|--|---|--|---|--|
|  | <b>Civic Organizations</b><br>(Schools, Libraries, etc.)               |  | <b>Traditional Cultural Organizations</b>  |  | <b>Commercial Organizations (Stores)</b> |
|  | <b>Food Based Organizations</b><br>(Restaurants, Grocery Stores, Marke |  | <b>Nonprofit and Charity Organizations</b> |  | <b>Churches</b>                          |

Figure 14: This screenshot shows a map of all of the locations, organizations, and businesses mentioned in the survey results. The purple line outlines the three neighborhoods explored as part of this project.

has the most access to the downtown cultural resources and several survey respondents noted their love of being in close proximity to the downtown area.

The Northeast Salem neighborhood is slightly farther away from downtown but is bordered on one side by the well-developed Lancaster Drive. Of all of

## Northeast Neighbors and Northeast Salem Neighborhood Results

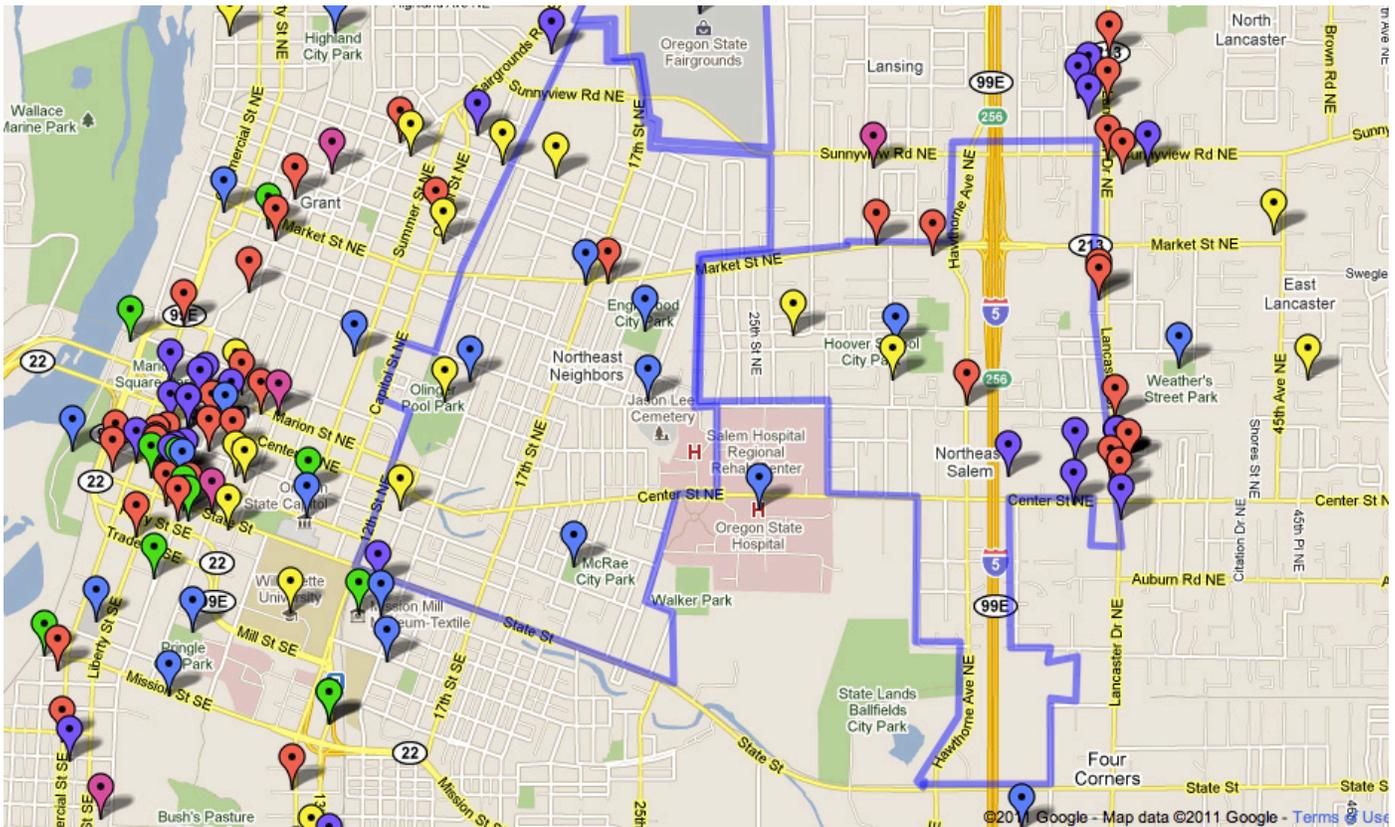


Figure 15: This screenshot is a close-up of the mapped survey results for the Northeast Neighbors and Northeast Salem neighborhoods.

the neighborhoods we studied, this one has the most access to community resources. Specifically unique to this neighborhood are the many large chain stores like Target and Sears. Additionally, Northeast Salem has one school and two parks; four churches; 33 restaurants, four grocery stores, three food markets, two convenience stores, and 15 fast food chains; and three community organizations including the Rotary Club of Salem and a Boys and Girls Club. Survey results indicate a desire for a greater number of locally owned businesses and natural food stores. The composition of this neighborhood illustrates the corporate nature of businesses in Northeast Salem.

The Northgate neighborhood is an unusual shape and size, partially surrounding an area of northeast Salem that lies outside of the city limits but within the urban growth boundary. It has a large, upside down “L” shape that splits the neighborhood into several distinct areas. The neighborhood is most developed at the south end, and the majority of resources are located that area. These resources include four schools and several parks, including the Oregon State Fairgrounds; seven religious institutions; 13 restaurants, six food markets, four convenience stores, and four fast food chains; and about

## Northgate Salem Neighborhood Results

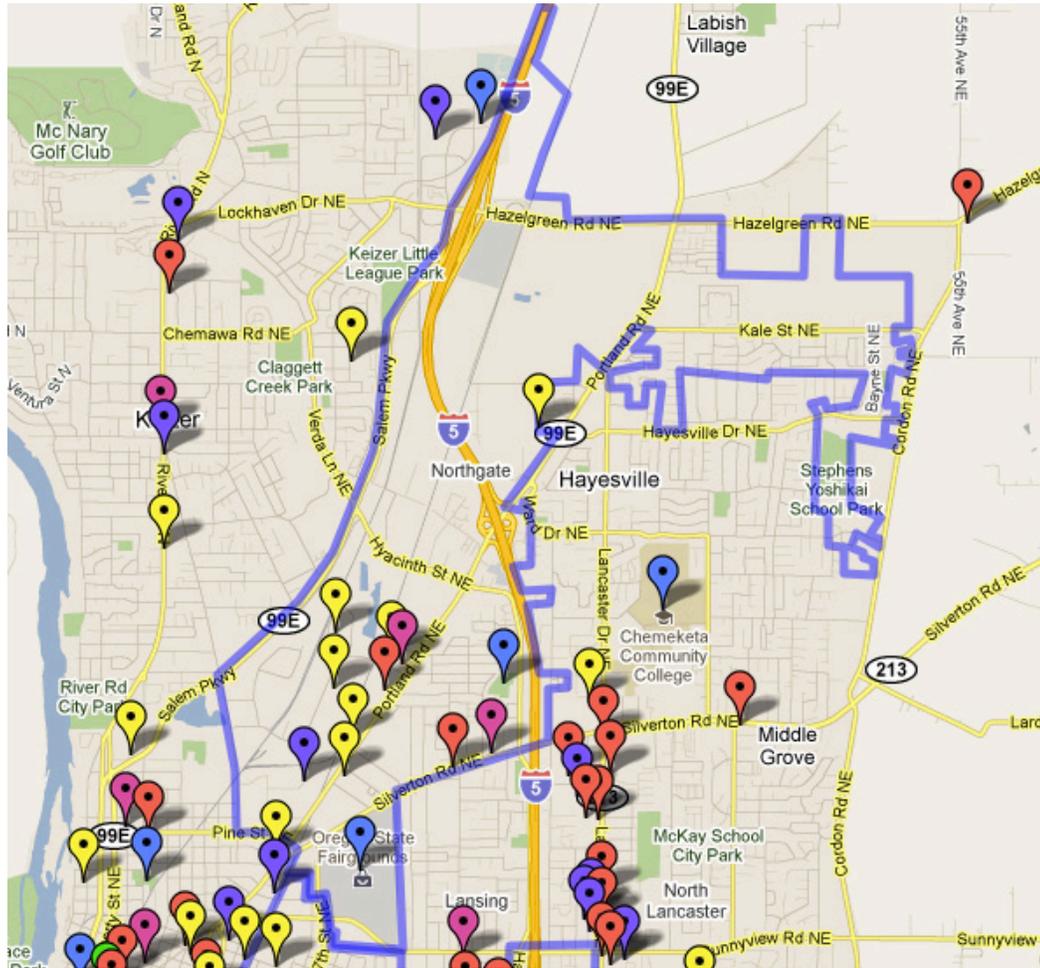


Figure 16: This screenshot is a close-up of the mapped survey results for the Northgate neighborhood.

ten community organizations including Marion-Polk Food Share and the Kroc Center. Northgate is distinct from the other neighborhoods we studied in that the major thoroughfares are not well developed. Survey results indicated that this neighborhood does not have a major grocery store or adequate bus lines that provide access to grocery stores. This deficiency is made up through local, small (usually Latino) food markets.

# Analysis and Recommendations

## Barriers

The Latino community in Northeast Salem faces some ongoing challenges that speak to the low participatory nature in regards to civic engagement. Luz Rivera was able to provide some important background information on this, and her words are echoed in the 2008 and 2009 annual reports produced by the Oregon Commission on Hispanic affairs. With limited access to computers or the internet and a lack of bi-lingual resources, identifying resources for aid can be a difficulty for the Latino population. As observed by Luz Rivera in the years she has been working in Salem, dimensions of intolerance represent a significant barrier between populations.

Though most new Latino immigrants to Salem work in the agricultural industry, they face many issues surrounding immigration status and are wary of any government branch. This fear affects many people's willingness to seek aid from service-oriented organizations, as the socio-political-economic situation of many Latino immigrants makes it difficult to distinguish "good" and "bad" official city services. With each day presenting burdensome challenges economically and socially, the Latino community faces daily challenges that prevent it from being involved in civic activity. The language barrier between Spanish and English speaking residents perpetuates the divide between many in the Latino community and the white majority.

Despite the population of Northeast Salem being approximately one-fifth Latino, in the organizations examined in this report there is little to no representation of the Latino residents at the neighborhood associations. The demographic exhibited was primarily middle-aged or older, and white. Materials at the meetings were written in English, without a Spanish option.

As mentioned on page 13 and 16, the licensing issues prevent some of the Latino population from obtaining driving rights. Concurrently, survey feedback indicated that public transit in the Northeast region of Salem is poor and limited, an issue that was echoed by Annalivia Palazzo-Angulo. Combined, both of these things indicate a very negative impact on access to resources.

## Recommendations

As evidenced in the interview with Annalivia Palazzo-Angulo, Salem has already begun its efforts towards fostering a more actively diverse culture. These have included holding inclusive events such as Make A Difference Day and Saturday farmer's markets. Other community initiatives have included the Graffiti and Gang Task Forces, creation of city anonymous tip hotlines, police translators, and the nonprofits Marion-Polk Food Share and the Salem Leadership Foundation (which funded community park events and barbecues).

However, in order to fully realize the potential for a diverse, thriving community, there is much more work to be done. Based on the research performed, and the very inward-looking nature of the Latino community, it appears that there may be a need for building trust between the local government and the immigrant and minority populations. As people are likely to engage where they feel safe and fairly represented, this could be an essential step in encouraging Latinos, especially recent immigrants, to become active members in Salem's civic ecology.

The good news is that Northeast Salem already has some access points through which the city can begin to make some positive changes towards its civic engagement goals. These are the various organizations and community leaders that have been mentioned throughout the report, specifically those serving Latinos. However, given the nonprofit nature of these, initial planning should not require more of the existing staff, but rather focus on finding creative ways to partner with a bilingual presence.

A similar recommendation is to increase bilingual presence at neighborhood meetings, through people designated as community liaisons. This may serve both as a platform for increasing diversity consciousness among the white community, and as a pathway to begin to engage more Latinos in local civic life. Programs that foster diversity and civic engagement should also be developed and geared towards Latino youth and teenagers. It may be appropriate here to reiterate the need for trust and a sincere sense of safety.

Access to food and cultural resources is a critical aspect of providing the ability for civic engagement to occur. In order to avoid institutionalizing threats (perceived, real, or otherwise) to growing communities and encourage a civic ecology that is inclusive and participatory, Salem may want to consider making civic engagement more possible through encouraging better provision of transit by the local transit district, and the development of more local businesses that do not require the use of a car.

Finally, if a strategic plan has not been developed specifically for this endeavor, it may be the logical next step in articulating the specific ways that Salem will foster a better relationship with a population that is extremely hard to reach. With a thoughtful examination of the reasons that Latinos are not currently engaging, the city will be able to address the steps that can be taken to create a system that builds trust, promotes diversity, and provides the tools that will make engaging possible.

## Conclusion

In the footsteps of the Marion County Cultural Coalition, cultural mapping specifically within the area of Northeast Salem provided a way to gather information about local resources that could later be examined and analyzed. The culmination of the data provides a unique lens through which cultural assets are identified, as well as any gap in resources that could negatively impact the livability of the community. In order to obtain the data needed to generate a cultural asset map, a variety of methods and sources were utilized. With a grassroots, hands-on approach, a significant amount of fieldwork was conducted within eight weeks. These efforts were followed by the creation of this cumulative examination of the information that was gathered.

Efforts began through discussions with civic leaders engaged in local government, as well as those involved in community services and outreach directed towards the Latino population. These discussions and interviews were valuable in several ways. Initially, they provided the background from which strategies were developed. Throughout the research process, the conversations spoke more specifically to the sentiment of the Latino community in Northeast Salem. Attendance at several neighborhood association meetings provided the opportunity to get a sense of the concerns among local residents. They also provided a venue at which to acquire more specific feedback via the bi-lingual survey designed for this research. The survey was distributed in hard copy to specific organizations serving Latinos in Northeast Salem, as well as online. Additionally, information gathered from the visitor center in downtown Salem spoke to the arts and recreation aspect of life in Salem.

Referencing maps available online and reports from the Oregon Commission on Hispanic Affairs, this report is contextualized historically and demographically. Echoing the words of community leaders working for minority support, the challenges faced by the Latino community include aspects of racialized intolerance (both experienced and perceived), fear of the local government, and inadequate support systems. The cultural assets that serve as access points to information and outreach for the Latino Community include Mano a Mano, Colonia Libertad, and the Northgate Forgiveness and Peace Garden.

Location specific information gathered about resources used by the residents of Northeast Salem was transferred into a visual context via Google Maps, and exists in the Appendix of this document. The results of the information collected speak largely to issues involving poor public transit systems and a strong desire for better biking and walking pathway systems, and access via biking or walking to important resources. The majority of cultural assets in Salem are located in the downtown area. Residents who live within walking distance have a high appreciation of the historic buildings and local access to a variety of resources.

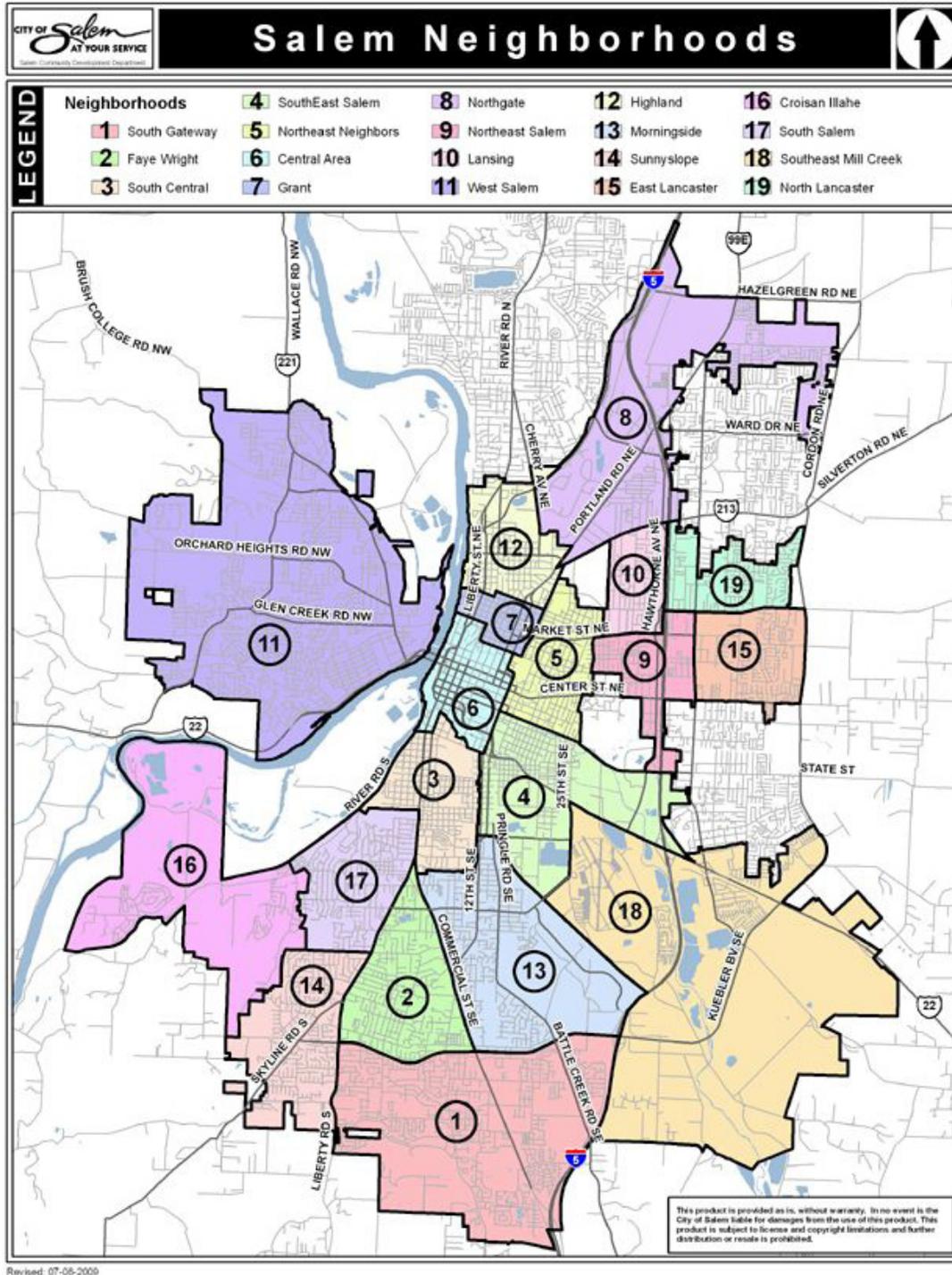
The fondness of and desire for more parks was another recurrent theme. Additionally, there is a desire for more family-centered activity year round, and

more outdoor activities. Many residents cite an appreciation of the community diversity and the desire for community projects that foster inclusiveness and volunteerism. Respondents indicate reliance on newspaper and television to remain aware of local issues, but indicate a desire for better usage of new media such as Twitter and Facebook.

In order to reach its civic engagement goals, the city of Salem may first need to address those factors causing the current lack of participation, including issues of fear, intolerance, access to cultural resources, and community compartmentalization. Utilizing existing access points, the city could consider developing a bilingual community liaison program in order to help disintegrate boundaries to civic engagement by facilitating broader community discussions. This will also facilitate the continuation of the cultural mapping project. Important aspects of any program related to this endeavor need to include representation, building legitimate trust, fostering an inclusive attitude, and providing the means by which it is possible for civic engagement to occur.

# Appendix

## A. Neighborhood Association Map (source: City of Salem)



## B. Survey

### Salem Community Resources

A small group of students at the University of Oregon are interested in learning more about how community members in Northeast Salem access resources that are important, and what those important resources are. Your answers will help us learn more about what is valuable to you and your community. If there's more information that you'd like us to know about, please feel free to email [tja@uoregon.edu](mailto:tja@uoregon.edu). Thank you for participating in our survey!

#### INFORMATION

1. Where do you get information about current events in your community? (Please circle all that apply)

Radio    Newspaper    Internet    Word of Mouth    Other: \_\_\_\_\_

2. Please list some specific sources (radio stations, newspapers, websites, individuals) where you get your information from:

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#### LOCATIONS

3. Where do you spend time in your community when you're not at school or work? (Please circle all that apply)

Parks    Community Centers    Churches    Stores    Restaurants    Other: \_\_\_\_\_

4. Please list some specific locations where you spend time in your community: \_\_\_\_\_

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5. Where do you shop in your community? Please list some of the stores you frequent: \_\_\_\_\_

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#### FOOD

6. Where do you buy groceries? \_\_\_\_\_

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7. What restaurants do you frequent? \_\_\_\_\_

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8. How easy is it to access the food that you want? (Please circle one)

Very Easy    Somewhat Easy    Neutral    Somewhat Difficult    Very Difficult

#### TRANSPORTATION

9. How to you get around your community? (Please circle all that apply)

Car    Bus    Bicycle    Foot    Other: \_\_\_\_\_

10. How easy is it to get where you need to go in your community? (Please circle one)

Very Easy    Somewhat Easy    Neutral    Somewhat Difficult    Very Difficult

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## **List of Neighborhood Associations and their websites**

- East Lancaster Neighborhood Association (ELNA) - <http://www.elnaneighbors.org/>
- Lansing Community Action Association (LCAA) - <http://www.lansingcommunity.org/>
- North Lancaster Neighborhood Association (NOLA) - <http://www.nolaneighbors.org/home>
- Northeast Neighbors (NEN) - <http://www.salemneneighbors.org/>
- Northeast Salem Community Association (NESCA) - <http://www.nesalemcommunity.org/>
- Northgate Neighborhood Association - <http://www.nnasalem.com/>