



## The Latino Community in Multnomah County: *An Unsettling Profile*

A partnership between



Coalition of  
Communities of  
& Color



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**ISBN** 978-0-9845216-2-3

**Citation**

Curry-Stevens, A., Cross-Hemmer, A., & Coalition of Communities of Color (2012).  
*The Latino Community in Multnomah County: An Unsettling Profile*. Portland, OR:  
Portland State University.





Coalition of  
Communities of  
Color

about

mission

The Coalition of Communities of Color was founded in 2001 to strengthen the voice and influence of communities of color in Multnomah County, Oregon.

*The communities of color unite as a coalition to address the socioeconomic disparities, institutional racism, and inequity of services experienced by our families, children and communities. The Coalition will organize our communities for collective action resulting in social change to obtain self-determination, wellness, justice and prosperity.*

Portland State University upholds its vision to:  
“Let Knowledge Serve the City.” The academic partners in this research from the School of Social Work hold commitments to social justice and racial equity.

*The School of Social Work is committed to the enhancement of the individual and society. We are dedicated to social change and to the attainment of social justice for all people, the eradication of poverty, the empowerment of those who are oppressed, the rights of all individuals and groups to determine their destiny, and the opportunity to live in cooperation.*

about

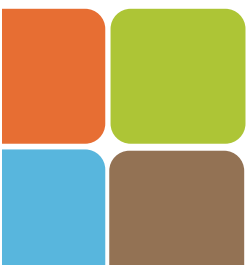
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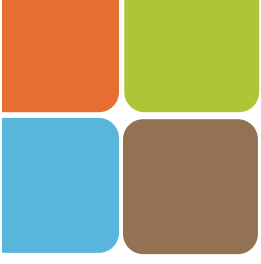


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**This report was prepared to ensure that the experiences of communities of color are widely available for:**

- Policy makers interested in better understanding the issues facing communities of color and the agencies that provide services for them.
- Advocates wanting firm footing in detailing the disparities between communities of color and White populations.
- Researchers considering how to improve better assessment of services, data collection practices and expand beyond conventional measures to define experiences facing communities of color.
- Educators wanting to expand their resources.
- Grant writers seeking to statistically document trends and challenges.





**The Coalition of Communities of Color gratefully acknowledges  
the assistance from the following partners:**

*Thank You!*



Multnomah County, Oregon  
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FOUNDATION**

*The Community's Partner for Better Health*

**United Way of the  
Columbia-Willamette**



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Dear Friends,

As members of the Coalition of Communities of Color, we are delighted to introduce the *Latino Community in Multnomah County: An Unsettling Profile* report. We'd like to thank everyone who played a role in the development of this important work, particularly Julia Meier and Ann Curry-Stevens, and our other CCC community and foundation partners.

In a time of economic hardship, this research paints a stark picture of how our Latino community in Multnomah County fares today and where our biggest disparities exist. Some of the data you will read will be startling, but it is essential to bring our community disparities into the light of opportunity.

The Latino community in Multnomah County has grown threefold since 1990, comprising 11% of the total county population. This news is tempered with the reality of antiquated public institutions that haven't sufficiently adapted to engage and serve our emergent community – culturally or linguistically.

With each new generation Latinos will continue to comprise a significant percentage of Multnomah County's taxable base. When we are able to achieve high Latino graduation rates, this academic achievement translates into a strong, and increasingly bilingual, Latino workforce, of benefit to all in the region. Latino purchasing power in Portland - nearly \$4 billion and growing - also greatly benefits our local economy. These factors represent tremendous opportunities in all sectors.

Clearly there are compelling economic reasons for ending disparities, but it is also what a caring, inclusive and world-class community does. Our hope is that this research will be a starting point and a tool for policy makers, elected officials and business and civic leaders to bring our community out of the shadows and into discussions about Multnomah County's future.

Gracias,

Catholic Charities

Hacienda CDC

Latino Network

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## Executive Summary

Latinos have a long, rich history as residents of Multnomah county<sup>1</sup> that dates back to the 1500s, with the first wave of our immigration beginning in the early 1800s. Our heritage in this region predates White settler society. We are a resilient community who has survived a legacy of discrimination, marginalization and exploitation to become a critical, driving economic force in Multnomah county and the state of Oregon. Our labor has long been the backbone of U.S. agricultural productivity and the service industry from which elites and industry in the state and region have greatly benefitted.

Today we number 80,138 people, and officially comprise 10.9% of the population of Multnomah county. The largest of our communities of color, we are an impressive, dynamic presence in the urban landscape that has evolved into a multi-ethnic, multi-generational community, yet we continue to face institutional barriers that prevent proportional representation in government, private sector and educational advancement. We seek more full inclusion as civically and economically contributing citizens and residents entitled to the fundamental right of a better future and opportunity to advance our community. Our community organizations are well respected, our community leaders sought-after as advisors to many policy makers, and our cultures widely affirmed for their vibrancy and vitality.

While our growth continues to flourish, our community continues to experience systemic barriers to advancement: for example, intolerable levels of poverty, low income, occupational segregation, inadequate education, low homeownership rates, and specific health access and insurance challenges which continue to hinder our wealth, education and occupational advancement. Couple this with institutions that serve us poorly, target us based on perceived legal status, and over-administer discipline and loss of freedoms (such as juvenile and adult corrections, immigration and child welfare), and we have the “perfect storm” that continues to perpetuate systems of inequality which prevent us from participating fully in society.

Our report, *“The Latino Community in Multnomah County: An Unsettling Profile”* uncovers an array of racial inequities across the systems of income, employment, education, juvenile justice, corrections, child welfare, philanthropic giving, housing, immigration, research practices (particularly population measurement), wealth, health, health insurance coverage, racial harassment, public service and voter registration. These systems maintain our second-class status and serve to limit our current well being and the prospects for a bright future for our children.

Among our findings are the following:

- Our individual poverty levels are 77% higher than Whites and our family poverty levels are 152% higher.
- Our per capita income of \$14,627 is \$18,000/year less than that of Whites, and our seniors try to survive on just \$8,676/year.

- The incomes of full-time, year-round workers for Latinos shows we are only able to earn \$25,306 annually while Whites are paid \$44,701.
- While those earning below average incomes have stagnated among Whites (at 45%), numbers have risen dramatically for Latino households, from 56% in 1989 to 65% today.
- Latinos living in Multnomah county experience an economic “hit” compared with those living elsewhere in the USA, while Whites experience a corresponding “perk.”
- Our unemployment rate has more than doubled since 2007 while White unemployment has increased by 38%.
- Wealth best reflects our economic stature and is calculated by total assets minus total debts. Nationally, we hold only 5½ cents for every dollar held by Whites.
- 43.7% of us have not been able to complete high school, compared with only 6.3% for Whites. Numbers today are stagnant among high school students as only 44.8% graduate on time with a diploma. If we have not yet mastered English, our completion rate drops to 39.0%, with the lowest performance among local school districts in Portland at 33.5%.
- The number of our graduates moving into higher education is deteriorating, sliding from 60% in 2001 to 55% in 2005. Once there, less than half will graduate.
- Our teens give birth at rates six times higher than Whites – and single mothers raising children under 5 have poverty rates upwards of 90%.
- We are reported to child welfare officials at levels much higher than incidents warrant and our children are removed from our homes into short-term foster care at levels 66% higher than would be expected, based on our population size.
- Our youth face significant disparities among those criminally charged (97% higher rates) and are much more likely to be held in detention: Latinos have rates that are 34% higher than Whites.
- Latino homeownership rates are 31% as compared to 60% of Whites – a growing and worsening gap due to higher rates of recent foreclosures disproportionately affecting minorities in general. The homeownership rate for Latinos nationally is nearly 50%.
- 50% of Latinos pay 30% or more of household incomes on rent, making a high number vulnerable to losing these homes.

This is a distressing composite picture of the challenges facing us and our children’s future. In addition to these challenges, there are a few bright spots uncovered through our research, including:

- Solid improvements in poverty levels since 2000, with child poverty decreasing by 7% (from 30% to 28%) among our children.
- Narrowing of the achievement gap in academic benchmark testing in both Math (from 35% of Latino students meeting benchmarks in 2000 to 59% today) and Reading/Literature (from 41% success to 58% today), while White students have also improved but not at such significant levels, resulting in a substantial narrowing of the gap.



- Our short-term changes in disparities (from 2007 to 2009) have seen significant improvements in 14 of 28 measures – more than other communities of color explored to date. While disparities remain in every area reviewed in this section of the report, many gaps are narrowing.

On the policy front, we have also seen substantive initiatives that we want to affirm. To begin, numerous policy practitioners are heeding our call for the expansion of culturally-specific funding and culturally-sensitive research practices. The most advanced of these are the SUN Service System anti-poverty initiative in Multnomah County which has implemented culturally-specific funding since 2003. We also want to highlight the work of the Northwest Health Foundation for its advance of culturally-sensitive philanthropic practices.

Our children are benefiting from the statewide expansion of the Oregon Health Plan and the inclusion of health care for those who earn up to 300% of the poverty line. Greater supports in health care are able to be funded in part due to the passage of Measures 66 and 67 which has expanded the tax base for state revenues.

We thus stand in a complex space in the intersection of promise and of despondency. The current economic crisis is deep, and we are poised for significant spending cuts as all levels of government prepare for expansive cuts to adjust to revenue shortfalls from the recession's impact on our tax revenue. We stand as a people rooted in twin edges of vitality and vulnerability. It is time to move forward with ending institutional racism and dismantling the disparities and inequities in evidence in this report.

For much too long we have sustained ourselves at the margins of broader society. Our creativity to maintain our pride of place and culture and our integrity as a people continues. It is, simultaneously and without apology, time to improve our prospects for a viable future.

We make the following recommendations for addressing the needs of the Latino community and the plurality of all communities of color.

1. ***Reduce disparities with firm timelines, policy commitments and resources.*** Disparity reduction across systems must occur and must ultimately ensure that one's racial and ethnic identity ceases to determine one's life chances. The Coalition urges State, County and City governments and school boards, to establish firm timelines with measurable outcomes to assess disparities each and every year. There must be zero-tolerance for racial and ethnic disparities. Accountability structures must be developed and implemented to ensure progress on disparity reduction. As a first step, plans for disparities reduction must be developed in every institution and be developed in partnership with communities of color. Targeted reductions with measurable outcomes must be a central feature of these plans.

2. ***Expand funding for culturally-specific services.*** Designated funds are required, and these funds must be adequate to address needs. Allocation must recognize the size of communities of color, must compensate for the undercounts that exist in population estimates, and must be sufficiently robust to address the complexity of need that are tied to communities of color.
3. ***Implement needs-based funding for communities of color.*** This report illuminates the complexity of needs facing communities of color, and highlights that Whites do not face such issues or the disparities that result from them. Accordingly, providing services for these communities is similarly more complex. We urge funding bodies to begin implementing an equity-based funding allocation that seeks to ameliorate some of the challenges that exist in resourcing these communities.
4. ***Emphasize poverty reduction strategies.*** Poverty reduction must be an integral element of meeting the needs of communities of color. A dialogue is needed immediately to kick-start economic development efforts that hold the needs of communities of color high in policy implementation. Improving the quality and quantity of jobs that are available to people of color will reduce poverty.
5. ***Count communities of color.*** Immediately, we demand that funding bodies universally use the most current data available and use the “alone or in combination with other races, with or without Hispanics” as the official measure of the size of our communities. The minor over-counting that this creates is more than offset by the pervasive undercounting that exists when outsiders measure the size of our communities. When “community-verified population counts” are available, we demand that these be used.
6. ***Prioritize education and early childhood services.*** The Coalition prioritizes education and early childhood services as a significant pathway out of poverty and social exclusion, and urges that disparities in achievement, dropout, post-secondary education and even early education must be prioritized.
7. ***Expand the role for the Coalition of Communities of Color.*** The Coalition of Communities of Color seeks an ongoing role in monitoring the outcomes of disparity reduction efforts and seeks appropriate funding to facilitate this task.
8. ***Research practices that make the invisible visible.*** Implement research practices across institutions that are transparent, easily accessible and accurate in the representation of communities of color. Draw from the expertise within the Coalition of Communities of Color to conceptualize such practices. This will result in the immediate reversal of invisibility and tokenistic understanding of the issues facing communities of color. Such practices will expand the visibility of communities of color.
9. ***Fund community development.*** Significantly expand community development funding for communities of color. Build line items into state, county and city budgets for communities of

color to self-organize, network our communities, develop pathways to greater social inclusion, build culturally-specific social capital and provide leadership within and outside our own communities.

**10. *Disclose race and ethnicity data for mainstream service providers.*** Mainstream service providers and government providers continue to have the largest role in service delivery. Accounting for the outcomes of these services for communities of color is essential. We expect each level of service provision to increasingly report on both service usage and service outcomes for communities of color.

**11. *Name racism.*** Before us are both the challenge and the opportunity to become engaged with issues of race, racism and whiteness. Racial experiences are a feature of daily life whether we are on the harmful end of such experience or on the beneficiary end of the spectrum. The first step is to stop pretending race and racism do not exist. The second is to know that race is always linked to experience. The third is to know that racial identity is strongly linked to experiences of marginalization, discrimination and powerlessness. We seek for those in the White community to end a prideful perception that Multnomah County is an enclave of progressivity. Communities of color face tremendous inequities and a significant narrowing of opportunity and advantage. This must become unacceptable for everyone.

These recommendations are highlighted in greater detail in the “Policy Recommendations” section of this report. As well, this section contains the top twelve priorities that have emerged from the Oregon Latino Agenda for Action (OLAA) summit of 2010.

Advancing racial equity depends on eliminating the multitudes of disparities profiled in this report. We aspire to catalyze an understanding of the challenges facing communities of color and to provide us all impetus to act, to act holistically, and to act under the leadership of communities of color who have the legitimacy and the urgency to remedy many of the shortcomings that besiege Multnomah county.

## Introducing the Latino Community of Multnomah County

Latinos have deep historical roots in Oregon. Beginning in 1542, Spanish explorers mapped and asserted, without regard to indigenous peoples, their ownership to much of the Pacific Northwest coast.<sup>2</sup> Oregon was considered a Spanish territory until the signing of the Transcontinental Treaty of 1819, when the US purchased title from Spain/Mexico to the Northwest region. Notably, until 1848, the northern border of Mexico was just a few miles south of present-day Ashland.<sup>3</sup> Until mid-century minting of “Beaver” coins, Mexican silver pesos made up most of the currency circulating in Oregon.<sup>4</sup>

In the early 1800s, Latinos came into Oregon to mine gold, to organize and operate a mule pack system of transportation, and to work as vaqueros, or cowboys.<sup>5</sup> Latinos played a significant role in developing the livestock economy of the eastern range lands of Oregon.<sup>6</sup> They also served in the early volunteer state militia during the “Indian Wars.”<sup>7</sup>

Early in the 1900s an influx of Latinos, led by immigrants from Mexico, began to enter the state, primarily for agricultural work.<sup>8</sup> At the same time, the Oregon Short Line, Oregon Railroad and Navigation Company, and Union Pacific Railroad hired increasing numbers of Latinos to maintain their tracks. In 1909 Mexicans represented 17.1% of the composite labor on section gangs employed by Western railway systems. By twenty years later, Latinos constituted 59.9% of the total.<sup>9</sup>

Increasing development in Oregon’s agriculture industry in the 1920s brought new waves of immigrants from Mexico and the American Southwest. While immigration from Mexico curtailed during the Great Depression, Oregon farmers continued to recruit substantial numbers of Latino laborers from the southwestern states (primarily Texas) during this period. When Latino migratory workers recruited from the Southwest arrived in Oregon, they were resented by local White laborers. White workers asserted that Mexican workers depressed agricultural wages so significantly that “White people” could “not afford to accept” agricultural jobs. The recruitment of workers from the Southwest was significant enough that Congress singled out Oregon as one of the principal users of interstate migratory laborers.<sup>10</sup>

The beginning of WWII brought more Latinos to Oregon. American farm workers were leaving for the army at the same time the US needed to step up agricultural production for the war effort. Calls for increased agricultural production resulted in widespread critical labor shortages in Northwest agriculture. Between 1942 and 1947, the federal government recruited an estimated 15,136 Mexican men to Oregon to alleviate the farm-labor shortage through the Emergency Farm Labor Supply Program.<sup>11</sup> The Program, more commonly referred to as the Bracero program, was ended after the war in 1947. However, Mexican-Americans were the main source of farm labor in Oregon from the 1950s onward, with 40,000 migrating through the state each year.<sup>12</sup>

The annual migrations for seasonal farm jobs eventually led to the development of permanent Latino communities around Oregon following the end of WWII.<sup>13</sup> In these communities, informal benevolent or cultural organizations and celebrations developed; however, because people were living in de facto

segregation, these communities remained largely inconspicuous.<sup>14</sup> During the 1960s, the Latino community in Oregon became more visible. Increased political activism brought attention to problems facing Latino migrant workers, including discrimination, poverty, poor housing and working conditions, and lack of access to health services and education.<sup>15</sup>

By 1970, the Chicano movement was underway in Oregon. Migrant worker issues, along with concerns about access to higher education, affirmative action in non-agricultural employment, reforming the criminal justice system, and protesting the disproportionate number of Chicanos serving in Vietnam were issues of concern. This period of political mobilization gave rise to culturally specific social service and health organizations, as well as higher education programs,<sup>16</sup> some of which (such as Salud Medical Clinic) are still in operation today.

Today, there are several Latino-led and Latino-serving organizations that are focused in the Portland area. These organizations have a long history serving the Portland area community, and include Catholic Charities' El Programa Hispano, Latino Network, Hacienda Community Development Corporation, Miracle Theater, Hispanic Chamber, Verde, VOZ, Educate Ya, Familias en Acción and the Portland Guadalajara Sister City Association, among others. A quick display of their work helps us understand the nature of the gains our community has made and the creative and resourceful ways we serve our community.

El Programa Hispano, a part of Catholic Charities, has been helping low-income Latinos in the Portland metro area since 1982. It is their mission to “increase self-sufficiency within the Latino community, empower individuals to achieve a better quality of life and promote mutual understanding and respect among cultures.” El Programa Hispano provides family services, mental health and substance abuse treatment, gang prevention and outreach programs, domestic violence and sexual assault services, school based programs and housing assistance. All services are bilingual.

Latino Network was formed in 1996 to respond to the growing needs of the growing local urban Latino community in Multnomah County by providing culturally-specific “opportunities, services and advocacy for the education, leadership development and civic engagement of Latino youth and families in Multnomah County,” and their work springs from the core belief in the right of Latinos to participate meaningfully in the decisions that affect their lives and the lives of their families. They provide programs in early childhood literacy, youth mentorship, youth and family engagement, gang intervention and leadership development, and are rooted in the value of community self-determination.

Hacienda Community Development Corporation's mission is to develop affordable housing and build thriving communities in support of working Latino families and others in Oregon by promoting healthy living and economic advancement. Hacienda CDC has developed over 400 units of affordable, dignified and environmentally-friendly housing. It is Hacienda's vision to make its resident community the

centerpiece for community action. To this end, they also offer bilingual culturally specific programs in, community economic development, intergenerational education, workforce and community building.

Miracle Theater Group was founded by José Eduardo González and Dañel Malán in 1985. Since its inception, this passionate theatre group has become a “hub of Latino expression” which has branched out from its mainstage to include Teatro Milagro, its national touring theatre group, and Community Artes, which builds mutually beneficial partnerships through a variety of projects created with the community at large. Miracle Theater is also home to Portland’s longest running Day of the Dead celebration.

The Hispanic Metropolitan Chamber (HMC) was founded in 1993 and “is dedicated to working with all members of the community to increase the economic advancement of Hispanic-owned businesses in Oregon and SW Washington.” The HMC conducts programs that support the development of Latino and other small businesses, provides scholarships to Latino students statewide, conducts a yearlong Latino Leadership Program and holds an Annual Trade Show to increase employment and contracting opportunities.

Verde, which came into its own in 2005 after being a part of Hacienda CDC since 2002, is an organization by and of low income communities. Its mission is to improve the economic health of disadvantaged communities by creating environmental job training, employment, and entrepreneurial opportunities, fostering the connection between economic vitality and environmental protection and restoration. They connect low-income people with the economic benefits of protecting the environment: good jobs, new skills, growing businesses. Verde works towards this goal through social enterprise and outreach.

VOZ Workers’ Rights Education Project (“VOZ”) is a worker-led organization that empowers immigrants and day laborers to gain control over their working conditions. It was founded in June 2000 to organize around day labor and immigrant rights in the Portland metropolitan area. In 2008, VOZ saw its long-time vision of the MLK Workers’ Center come to fruition. Since opening VOZ has mobilized its membership to secure and promote their rights through organizing, leadership development, and community education.

Founded in 2000, the mission of Edúcate Ya, Inc. is to foster social change, cultural integration, professionalism, and wellness education in the Latino communities. Their objective is to educate and create awareness about cultural, social, economic, and health concerns in the different Latino communities, as well as the broader community. They do this through Spanish-English Intercambio programs, health educator training and youth leadership development.

Familias en Acción/Families in Action, formerly Desarrollo Integral de la Familia, was founded in 1998 in response to members of the Latino community who saw a need for a Latino culturally-specific organization focused on family well-being, and has since developed a focus on patient navigator

programs, community-based participatory research, and an annual Latino health equity conference. Their mission illustrates these commitments, “to promote holistic well being for Latinos through community engagement, education, research and advocacy for social change.”

Portland Guadalajara Sister City Association (PGSCA) is a non-profit organization committed to strengthening and creating partnerships and fostering goodwill between the City of Portland and the City of Guadalajara. PGSCA provides funding to organizations and causes in the community focusing on education, cultural exchange, the arts and economic development initiatives. The PGSCA relies primarily on funds generated by its four day Cinco de Mayo Fiesta held at Portland’s Tom McCall Waterfront Park, now in its twenty-sixth year.

Other active statewide nonprofit organizations (that either recently became based in Portland or that have extended their work to better reach the Metro area) include Oregon Latino Agenda for Action (OLAA) Oregon Latino Health Coalition, and CAUSA-Portland Office.

A partner to the leadership development work of the Coalition of Communities of Color, OLAA serves to catalyze and coordinate statewide efforts promoting the social and economic well-being, political capacity, and civic leadership of the Latino community in Oregon. OLAA convened a historic statewide summit in October 2010 and identified prioritized issues, highlighted in this report’s section, “Policy Recommendations.”

While this is far from a comprehensive listing of Latino organizations, we can see the evidence of our investments in building a robust Latino culture and correlated services that seek to support all the members of our community. Such is our legacy – one that we aspire to expand upon. Through these investments, we hope to build a positive future for our children, and in turn for all the children of our nation.

## **Immigration Policy & Related Policy Barriers**

The history of Latinos in the USA runs both parallel and divergent with other immigrant communities. While immigrants have served to support the economic growth of the nation, and been laborers for economic expansion, they have not been granted the regard and legitimization that other laboring communities have been provided. The relationship between Latinos and the USA remains one of exploitation, marginalization, exclusion and powerlessness.

Exploitation continues unabated as Latinos are a pool of labor for US companies. Marginalization continues with the failure to promote the rights of undocumented immigrants. Exclusion abounds with many in the Latino community being unable to access the basics of life – with poverty, low income and lack of access to decent work and education remaining a signature feature of this community. And

powerlessness continues with lack of political voice, as Latinos have never held seats on Portland's City Council or among local representation in the Oregon legislature. The precarious position of powerlessness in this community is deepened by refusals by the state to authorize citizenship to the approximately 150,000 undocumented immigrants who live in Oregon.<sup>17</sup>

Conditions of exploitation, marginalization, exclusion and powerlessness are features of oppression.<sup>18</sup> Promises have been made and broken to revamp immigration policy so as to support citizenship status for those without official documentation. And yet, backlash against this community is severe – with numerous losses occurring over the last generation. The violations done to this community are profound and continue today.

Today, in Multnomah County, and across Oregon, those without legal documents cannot obtain driver's licenses. While Oregon kept such legislation at bay for many years, the federal government passed the REAL ID Act in 2005 to advance homeland security by requiring birth certificates, naturalization papers or passports be provided to assure legal residency status. As of 2008, Oregon complied with the legislation, effectively banning undocumented workers' access to a driver's license. Concerns abound as to whether such data collection will result in a surge of identity theft. Concerns even mount as to whether or not the policy will backfire. On the surface, the legislation seems congruent with anti-terrorism measures, but scratching a little under the surface, we see that such an act will imperil many undocumented residents into desperation – as residents lose jobs, buy less auto insurance, foreclose on their homes, and face a chill in contacting social service agencies or the police when in need.<sup>19</sup> For a community living in the shadows, the curtains will be pulled tighter. At least one law enforcement policy institute thinks the law will backfire – as we lose, with this legislation, the “opportunity to screen this large pool of people and to separate otherwise law abiding illegal aliens from terrorists or criminals... this legislation... guarantees a larger haystack in which terrorists can hide.”<sup>20</sup>

While this is obviously problematic for undocumented residents, it has significant ripple effects into the business community. For businesses that are not on transit lines, their revenues are dropping. Through stories within our community, we are finding that many Latino-friendly businesses are losing customers due to this policy. Those blocked from driving cars cannot purchase goods from such businesses.

In Oregon, the next policy barrier is that of requiring students without documentation to pay out-of-state fees for higher education. Despite the fact that most of these students have been schooled in Oregon, those without documentation must pay out-of-state fees that are typically two to three times higher than resident's fees. Currently being debated, the Tuition Equity Bill for Oregon would end this discriminatory practice.

Even after graduating, many young people (and older people as well) are unable to secure employment in their chosen professions. Although employees are not required by law to hold social security numbers (SSN), the IRS requires employers to report wages through a SSN so typically employment is next to



impossible for those without an SSN. These practices pose a huge barrier to those without legal documentation. For the children who were brought to the USA as their parents sought to escape poverty and desperation, continuing to deny them access to a positive future is deplorable. At some point, amnesty must be granted to the estimated 150,000 undocumented immigrants living in Oregon. We hope that this ongoing sentence of marginalization and exclusion from meaningful work is ended in the very near future.

For those of us working in the fields as migrant farm workers, we are particularly vulnerable to exploitation. While most employment rights such as overtime pay, worker's compensation coverage and safety protection apply to temporary workers, many in our community lack such knowledge. Yet education is insufficient for protecting the rights of our workers, for fear of retribution by employers serves to keep our mouths shut in the face of injustice. If we are in the USA as temporary workers, we are even more vulnerable since remaining here depends on keeping a job. It is with just cause that our historic poor treatment as farm workers led to Cesar Chavez's community organizing efforts that led to higher wages and collective bargaining rights. We applaud the City of Portland's decision to rename a major roadway in his name.

Today, however, farm work is precarious. When one is an undocumented or temporary resident, risks of retaliation exist for workers complaining against their employers. An environment of intimidation is not uncommon and supports from legal services are very limited, since:

Federal legislation has prohibited legal service agencies that receive federal funding from representing undocumented workers. This means companies can save money by not paying higher wages, adhering to safety regulations, and paying fines for safety violations, accidents and deaths. When undocumented workers die or are injured, employers can quickly replace them, creating near impunity for employers who skirt the laws. This "disposable workforce" (estimated at 53 - 90% of all farm workers) is often migratory, uneducated and living at, or well below, the poverty line.<sup>21</sup>

We have just witnessed the birth of one of the most anti-immigrant policies to appear in many generations – Arizona's SB 1070 which would make police responsible for identifying, prosecuting and deporting residents without documentation. At this moment, the major provisions of the bill were struck down, and a legal battle will likely continue for many years to come. We applaud the City of Portland's prompt denouncement of SB 1070. Building on Oregon's state law of 1987 to prohibit local and state law enforcement from using state resources to locate and capture "illegal aliens," we have an explicit commitment to advancing the dignity and worth of all our Latino residents. Declaring ourselves a "sanctuary city" serves to denounce efforts to deport those who do not want to leave the country and who often face persecution and economic violence in their homeland.

But yet, the treatment of undocumented residents is replete with injustice. The Department of Homeland Security is now home to US Immigration and Customs Enforcement (ICE), responsible for advancing a crackdown on those who threaten national security. Over the last few years, an array of deplorable practices has harmed our community. The most notable raid to capture undocumented

residents occurred at the Del Monte plant in Portland in June 2007, with 168 arrests made and 131 of these jailed pending deportation, criminal and/or asylum hearings. The others were released pending hearings for humanitarian reasons.<sup>22</sup>

But a new, much more insidious approach to rooting out undocumented workers has emerged in ICE's IMAGE program (ICE Mutual Agreement between Government and Employers). Drawing from the 1952 legislation prohibiting the employment of those without legal residency, the IMAGE program has been ramping up since the election of President Obama. Colloquially called "desktop raids," ICE audits the employment records of companies where complaints or tips are lodged with the agency. While the process avoids the public scrutiny of traditional raids, these raids typically are silent or at least quiet. Instead of directly arresting workers, ICE instead requires employers to do their dirty work and, when audited, send employment files to the Department of Homeland Security. The result? Scores of workers are being fired or laid off by their companies without warning. In Oregon, Meduri Farms near Salem was audited and an estimated 350 workers were laid off.<sup>23</sup> Failure to comply after audit findings results in fines. One Oregon company has been fined \$49,225 and the tally of fines around the country is estimated to be \$3 million in the last year.<sup>24</sup> Who does ICE target? Apparently it only audits companies with responsibility for public safety or national security.<sup>25</sup> That said, blog content indicates that bakeries, orchards and dairy farms are included in audit lists. While only 3 audits of the 1000 conducted around the country have occurred in Oregon, it is expected that these audits will increase in numbers in the coming year. The agency is also seeking voluntary compliance in the IMAGE program with a marketing strategy designed to appeal to companies wishing to contribute to "homeland security, workforce integrity, expert training and brand protection."<sup>26</sup>

A second new program called "Secure Communities" has also been rolled out by the Department of Homeland Security. Multnomah County implemented this program in 2010. The purpose is to identify and deport "criminal aliens" as soon as their sentences or detention is completed. Using fingerprint scanning technology, all people charged will have their fingerprints compared with the Department of Homeland Security's database. Should a match exist, ICE will be notified to ensure that their enforcement process is activated. This program will neatly sidestep our self-proclaimed "sanctuary city" status, and effectively link our local judicial system with immigration enforcement. Despite being profiled as a program to keep dangerous criminals out of our community, a local study from the Deschutes County Jail showed that 62% of those released to ICE custody were facing or convicted of minor offenses, while 4% were not charged with a crime at all.<sup>27</sup> By the end of June 2011, Secure Communities had resulted in the deportation of 624 people across Oregon and 28% had not been convicted of ANY crime. And in Multnomah county, a total of 127 people had been deported, with 45 (or 35%) having no criminal record.<sup>28</sup> This pattern shows that Secure Communities is failing to adhere to its stated objectives of removing dangerous criminals from the USA, showing an insidious underbelly of immigration policy that leaves us perceiving that this legislation may have been passed for the apparent strengths of its stated objectives, but more harm has been incurred by many in our community as

implementation results in greater latitude of administrators to deviate from the objectives and greatly widen the net.

Latinos have long been subject to the whims of federal policy, that ebb and flow with the tides of public opinion. We have not had political commitments to address the needs of those most vulnerable in our community. While President Obama entered office with a stated commitment for comprehensive immigration reform, little has yet occurred. He voiced condemnation for SB 1070, but has not advanced the rights of our people. Another anti-immigrant piece of legislation passed in Arizona at the close of 2010 – HB 2281, colloquially known as the “measure to ban ethnic studies.” Its substance is to end programs that affirm non-White ethnicities and cultures, and while allowing the nature of oppression faced by non-majority groups to be studied, educational programs must dismantle content that “promote resentment toward a race or class of people,” “are designed primarily for pupils of a particular ethnic group” and that “advocate ethnic solidarity instead of the treatment of pupils as individuals.”<sup>29</sup> As one writer reported, this is a program designed to strip minority groups of their ability to build a positive identity and solidarity amongst people. Simultaneously, it denies mainstream society the ability to promote “atonement, accountability and reconciliation.”<sup>30</sup> This law is currently being challenged in federal court.

While it may seem that a house bill passed in Arizona is very far away from Oregon, it signals for us all that anti-immigrant and anti-ethnic sensibilities run deep across the nation. Making sense of this context is important, because despite our numbers and our stronghold as a community, tides in this country are still very vulnerable to turning against us. It is imperative that institutional racism be addressed at all levels of society: behaviors, cultures, structures, institutions and ideologies.

Passions in the USA run high on immigration reform and opponents of granting our community citizenship are particularly vitriolic during the continued xenophobic post 9-11 era, and the worldwide recession of the several years. But vitriol needs to be confronted, rather than silently capitulated to. Today’s revolutionary energies are being fueled by Latino students who continue to be undocumented, but have lived in the USA for most of their lives. In the face of being denied in-state tuition rates, and being prohibited from federal financial aid, students are organizing. Their policy goal is to advance the DREAM (Development, Relief and Education for Alien Minors) Act which would provide legal status for immigrant students.<sup>31</sup> While the Department of Homeland Security has said they do not intend to deport such students,<sup>32</sup> these 726,000 students across the USA are not legally protected from such action. Despite our interpretation that passage of the DREAM Act might remain a federal priority, its passage failed at the end of 2010 due to expansive Republican opposition. Hopes for wider immigration reforms seem much more distant today than in years past. We are hopeful that Oregon’s Tuition Equity Bill becomes one such example of successful immigration reform policies.

## Immigration Myth-Busting

Many myths surround immigration issues that need to be unpacked. Let's deal with these directly.

### **1. Myth – Immigrants take away American jobs and put downward pressure on the incomes of US citizens.**

This is indeed a myth. In fact, the opposite is true. Immigrant workers (even so-called illegal immigrants) fuel economic growth and their work characteristics supplement native-born workers, by having different skills than native-born workers.<sup>33</sup> When immigrant workers get jobs supporting the work of native-born workers in the fields of building, transportation, fishing and farming, and the service industry, this frees up native-born workers to be more productive and this leads to higher incomes. The value of this “top-up” is estimated to be more than \$30 billion per year.<sup>34</sup> While there is some job loss among low-skilled workers, the impact is minor. Any idea that cutting immigration would improve employment conditions for low-skilled workers is not advisable – it is an ineffective way to better improve employment prospects for this group.

### **2. Myth – Immigrants do not pay taxes.**

This too is false. Immigrants (including undocumented residents) pay property tax (both as owners and renters), consumption tax (like gasoline), sales tax, entertainment tax and almost all pay income tax. Those who are undocumented will pay income tax when employers hold back taxes from their paychecks, even though they cannot claim a tax refund, nor seek employment-related benefits such as social security and unemployment insurance. One study shows that 70% of undocumented workers pay payroll taxes.<sup>35</sup> Research shows the taxes paid by such workers far outweighs the cost of government services and benefits they receive – with the most robust research study on this topic showing that over their lifetimes, immigrants pay \$80,000 more in tax revenue than the cost of benefits they receive.<sup>36</sup>

### **3. Myth – Since NAFTA (the free trade agreement enacted in 1994), Mexico has become more prosperous. There is no need to seek better economic conditions in the USA.**

The real story lies underneath the rhetoric forwarded by its advocates. Common research suggests that good jobs have resulted from NAFTA and economic growth is high in Mexico. But such research does not factor in changes in imports and exports – when imports rise, there are foregone jobs lost as a result of lower domestic production. And we also know that “average” measures of economic growth hide the distributional effects of some people doing well, while others struggle. Research on these distributional elements shows that wages for average workers have fallen considerably, and income inequality has grown.<sup>37</sup> While there has been some growth in low-wage employment in Mexico, rural areas have suffered grave losses as the agricultural sector has been unable to compete with imports subsidized by US and Canadian governments. The result is that an economic impetus exists for Mexicans to flee their homeland, risk their lives crossing the border, and seek survival in the USA. The risk of death in border crossings from Mexico to the USA has grown since the increased policing of the borders since 9-11. Patrols of the border have pushed passage routes into more dangerous territory.

In addition to the dangers of such travel, excessive use of restraints and abuse against undocumented residents has been registered by Amnesty International.<sup>38</sup> Adding to their lack of proper care is the lack of sufficient legal representation, as 84% of those facing immigration hearings do not have access to a lawyer.

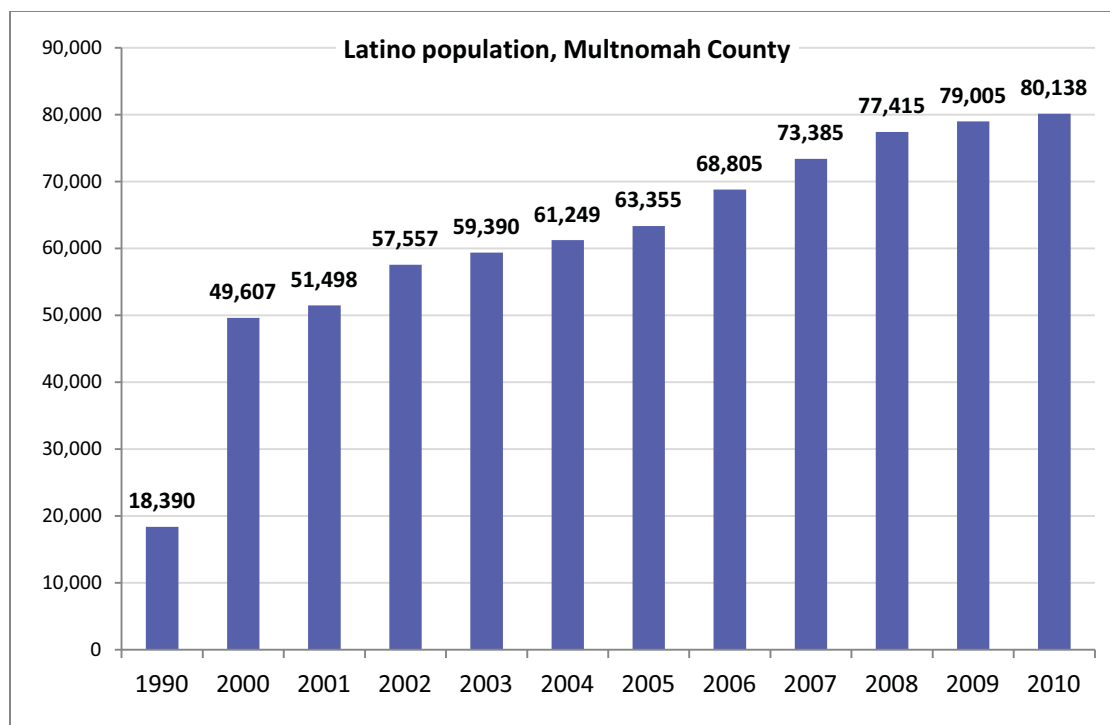
Notice that the way we need to talk about such immigrants needs to shift – traditionally the phrase had been to “seek a better life for their family” but today we need to say “seek survival for their family.” Parents have few choices in countries denied the prosperity of the globalization agenda, and poor people in Mexico and across most of Latin America still hold they have little choice but to cross borders without proper documentation.

#### ***4. Myth – Non-citizens use services they are not entitled to.***

Again, not true. Non-citizens often do not even use the services they are entitled to. For those eligible for food stamps, fewer of them claim this benefit than citizens. While 60% of the eligible population gets food stamps, only 45% of eligible non-citizens claim this benefit.<sup>39</sup> There are many barriers to receiving services for Latino immigrants, both with official documents and without. In many cases, these inflict suffering for the community, as families cannot secure needed resources, and in many cases, these damaging myths preclude them from even applying for benefits such as food stamps, health care and income tax returns.

## **Population Counts**

The Latino population in the Portland area has grown significantly in the past several decades. The 1990 Census reported 18,390 people of Hispanic origin.<sup>40</sup> By 2000, 49,607 people identified as Hispanic or Latino.<sup>41</sup> This represents 170% population growth during this decade. In 2010, this number climbed to 80,138 people, making Latinos 10.9% of Multnomah county’s overall population by Census counts. The size of our local Latino community continues to grow steadily, although at a lessening rate compared with the 1990s decade, which saw an increase of almost 3-fold. Growth in this decade has been 61.5%.



Source: 1990 Census, 2000 Census, 2010 Census and American Community Survey, selected years.

We know these official numbers provided by the US Census Bureau represent an undercount of the Latino community. Facing ongoing discrimination and fearing harassment, many Latinos still refuse to identify to the array of canvassers, pollsters and surveyors who come calling. All communities of color face such problems (particularly as they are much more likely to be urban, poor, and in less stable housing arrangements), but the rise of anti-immigrant rhetoric, and heightened immigrant enforcement activities generate real fear and distrust of the government in this community. Latinos may be reluctant to share information with the Census Bureau or official canvassers because of concerns about how their information will be used or how they will be treated, even when they are citizens born in this country.

## Community-Verified Population Counts

There is a pronounced undercount of the Latino community in conventional data sources. This undercount is chronic in communities of color, particularly those where residents are poor, under-housed and move frequently. Counts depend on voluntary self-disclosure of one's personal information, and this is compromised where there are historic relationships with the government (that of the USA or in other countries where one has resided previously) that are exploitive and/or imperial. In addition, disclosure of information is rendered much more difficult when one does not receive a regular pay check, use a bank account, or pay the same rent on a monthly basis, or has other barriers to information sharing such as comfort and trustworthiness. Finally, actually connecting with people to gather their information is also compromised by accessibility of physical availability, language and literacy. This

means that these conventional databases will have undercounts and inaccuracies that may compromise the integrity of the data.

For those who may be skeptical of such an approach, please know that even the Census Bureau itself recognizes that it misses people in the enumeration process. Two revisions to the Census counts in 2000 were adjusted upwards by the Census Bureau (in their Accuracy and Coverage Evaluation efforts) with the net result determined that across the USA, there was an average undercount of 0.71% among the Latino community and an overcount of 1.13% among the White community.<sup>42</sup> Unfortunately, these new counts were not supported by Congress (as revisions to the Census counts required an Act of Congress) and the original counts were retained. While these counts are small, the key message is that within the Census, people are missed, although the process itself makes no accommodation for such missing – the Census is presumed to reach 100% of the population, and no adjustments are made in anticipation of those missed.

Within these estimates by the Census Bureau, there are patterns that show a deeper undercount of people who are poor, have low literacy, have less English capacity, are minority racialized, are children and/or who live in urban areas. That there is an undercount is not in dispute – it is the size of the undercount that is to be determined. Already we know that Census 2010 was not complete, and that numerous media articles are profiling the emergence of legal challenges from Texas and California and cities such as Los Angeles, New York and El Paso. In one well-documented example, California's Department of Finance indicates that there is a 3.9% undercount across the entire state, drawing from its own birth and death statistics, school-enrollment data, driver's license address changes, tax returns and Medicare enrollment.<sup>43</sup>

The results of an undercount are substantial. For every person not counted in the Census, financial resources in the amount of \$1,439 per year fail to flow into the region through federal dollars that are tied to population counts.<sup>44</sup> Undercounting also results in lowered political representation and lesser consideration in policy debates. And where government funding decisions are tied to population counts, lowered numbers translates into fewer dollars for supports to our community.

As a result of these chronic undercounts, we have worked to define more accurately the size of the undercount in our community. The "official" count of Latinos in Multnomah county is 80,137 (according to Census 2010). Our method in the Latino community is to use three different strategies developed by other researchers and take the average of these numbers as our "community-verified population count." Each will be profiled in turn, and the average synthesized at the close of this section.

#### **Method #1: The US Immigration and Naturalization Service (INS) Estimates**

Recognizing that there are patterns of undercounts that vary according to one's legal status and national origin is at the basis of the INS process. Widely used, the method by the US Immigration and Naturalization Service in 2003 determined that 10% of unauthorized and 2.5% of documented



immigrants do not participate in the Census.<sup>45</sup> Since the time that INS decided upon this method, the department and its roles have been reorganized within the Department of Homeland Security which continues to use this method.

The size of the undocumented population is obviously difficult to define – and for the size of this population we turn to the Department of Homeland Security’s Office of Immigration Statistics and the Pew Hispanic Center. Their most recent estimates are slightly different, coming in at 10.8 million via Homeland Security<sup>46</sup> and 11.2 million via the Pew Hispanic Center.<sup>47</sup> Both groups provide these estimates annually on the size of the unauthorized immigrant population residing in the United States.<sup>48</sup>

Given that Pew Hispanic Center goes further to provide us with statewide estimates, we will use the Pew results. In Oregon, this is estimated to be 160,000, of whom 81% are believed to be Latino. Using the concentration of Latinos in Multnomah county (compared with Oregon as a whole), we find that 17.8% of Oregon’s Latinos live locally, and when applying the 81% figure of undocumented residents to that figure, we determine that there are likely to be 23,077 undocumented Latinos in Multnomah county. We also need to determine the size of the documented immigrant Latino population (which INS determines is likely to be 2.5% undercounted). For this, we need to return to the ACS data for 2009 and apply that figure to the Census 2010 data. In 2009, 40% of the Latino population was immigrant (as opposed to those born in the USA). Thus we have 32,055 Latino immigrants in Multnomah county.

The INS method then tells us to use a 10% undercount for undocumented residents (2,308 people) and 2.5% for immigrants (801 people). Using this protocol, we would expect that 83,247 Latinos live in Multnomah county in 2010, resulting in an estimated undercount total of 3,109 Latinos via the INS method. Please note that this calculation only applies an undercount estimate for immigrant and undocumented Latinos, and nothing for non-immigrant or documented portions of the Latino community.

## **Method #2: Community-Based Participatory Research Findings by Enrico Marcelli**

A community-based survey methodology implemented by demographer Enrico Marcelli found that government surveys may miss 29% of those in immigrant communities.<sup>49</sup> His research involved the study of Brazilian immigrants in the Boston area. He determined that 2007 ACS data underestimated the size of the Brazilian foreign-born community by 29%.<sup>50</sup> This same method has been applied to Los Angeles and has become a widely accepted form of revising population estimates to account for the undercounting of immigrant populations. Though the size of the full Brazilian community was beyond the reach of his research, there were 45,876 residents who identified they had Brazilian heritage, while Marcelli’s team identified a total of 73,000 first and second generation Brazilian migrants.

Using face-to-face interviews with Brazilian households, after having built relationships in the community for almost a decade, and linking these data to the American Community Survey, Marcelli’s team of researchers identified an undercount of 29% across the community.



Applying this undercount to the Latino community in Multnomah county, we find that the undercount estimated to be 23,240 which is equivalent to 29%.

### **Method #3: Community Survey of Census 2010 Non-Participants in Vancouver, Washington**

In August 2010, our research team conducted a survey of Latinos in Vancouver, Washington and sought their responses to three questions: Did you participate in Census 2010? Did someone else include you in their response to the survey? What is your ethnicity?

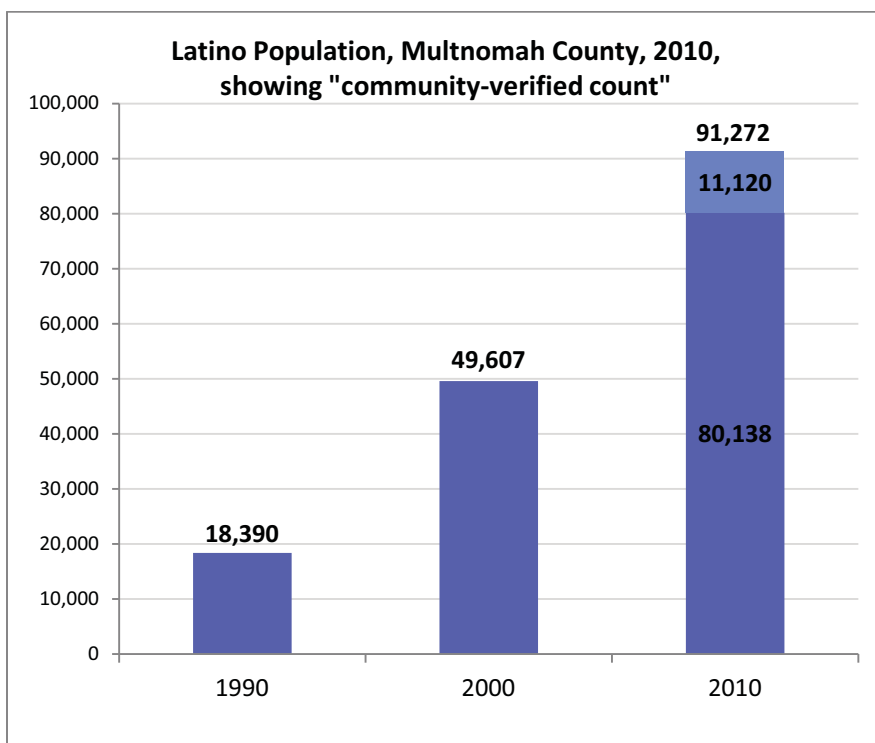
We surveyed those in Latino areas (outside a Latino grocery store, a Latino housing development and using Latino references to friends) and collected a total of 150 surveys of this community. Our study was administered by a Latino community member in Spanish. The results of the survey were that 8.8% of the population acknowledged that they did not participate in Census 2010. We do not believe that the non-response rate would be different in a large urban center in Oregon than in Washington. This is thus our third estimate of the size of the community in Multnomah county – that there is an undercount of 8.8% of the population, or 7,052 people. It may be that this estimate is perhaps most accurate (albeit small) as it was conducted following the Census 2010 and is most current and most valid in its application to the Census 2010 counts. Note that the canvasser was aware of approximately 20% of people who avoided his invitations to participate – thus suggesting that the 8.8% might itself be an undercount.

Below we have summarized the estimates for the size of the undercount in our community. As indicated earlier, we are taking an average of the three results and forwarding this value as the “community-validated population count.” This number is 91,272, and equivalent to an undercount of 12.2%.

<b>Multnomah County 2010</b>	<b>Population</b>	<b>Estimated non-participants</b>		
		<i>using INS estimates</i>	<i>using Marcielli</i>	<i>using our own study</i>
Latino population in Census 2010	80,138		23,240	7,052
Undocumented residents	23,077	2,308		
Latino immigrants	32,055	801		
Latinos born in the USA	48,083	Not counted		
<b>Total Undercounts</b>		<b>3,109</b>	<b>23,240</b>	<b>7,052</b>
<b>Mean of the three estimations</b>	<b>91,272</b>	<b>11,120</b>		

It is believed that increased deportation efforts by the Department of Homeland Security in the latter part of this decade have resulted in increased avoidance of participation in government surveys and Census efforts. Fear and mistrust of government entities may be leading to decreased participation in ACS and other government surveys, and this may suggest that our numbers may need to be moved upward. But given that we do not have specific indicators of the size of this revision, we do not advocate such an adjustment at this time.

Conventional counts suggest we are 10.9% of the population. Through our community-verified method to redress the undercount, we are 12.4% of the total population of the county, and number 91,272 people in the county.

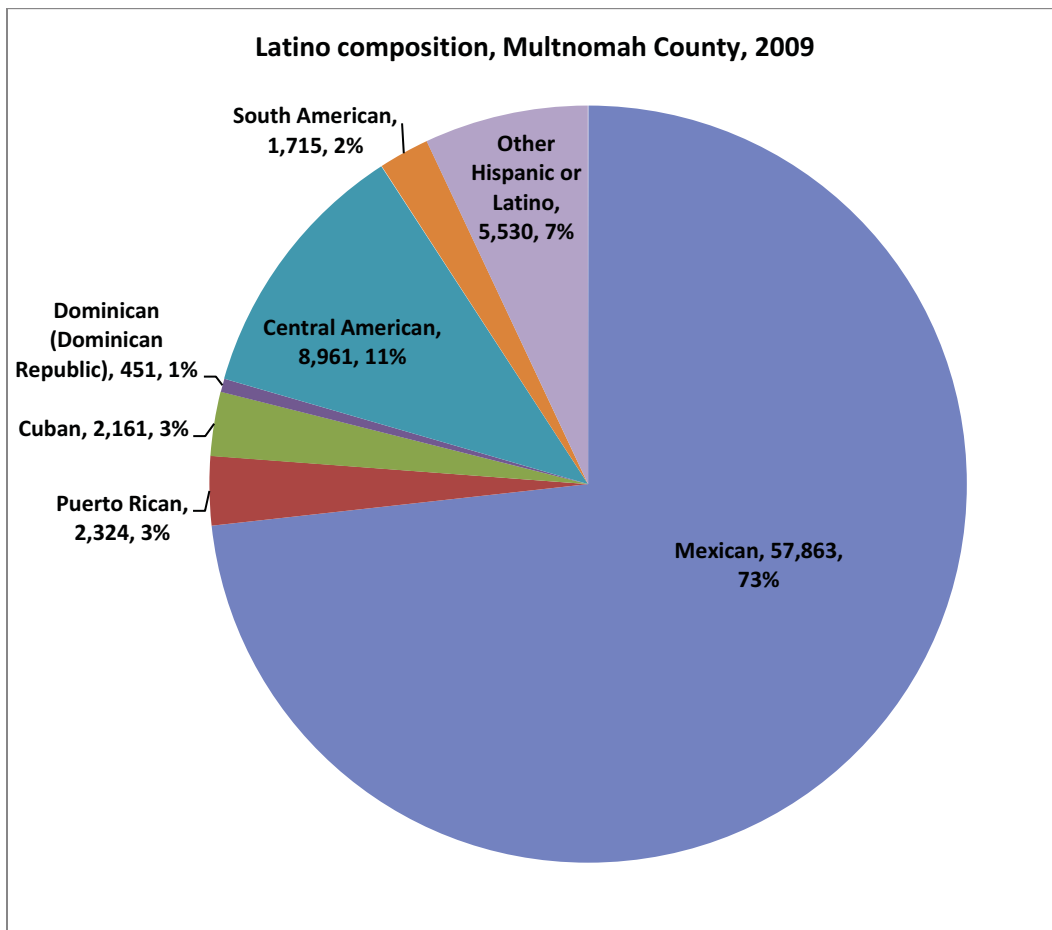


Source: Census 1990, Census 2000 & Census 2010 and author's calculations above.

Across Oregon, the Latino community is rapidly growing. Census 2010 places the Oregon Latino community at 450,062 in 2010. This results in a rapidly diversifying population, as Latinos grow in numbers through immigration, resettlement and high birth rates. The pace of growth is rapid, moving from 8.0% of the population in 2000 to 11.7% in 2010. Remember, still, that these numbers are attained through conventional measurement practices, and are likely an undercount somewhere in the vicinity of 12.2% as we have determined through our community-verified population count for Multnomah county.

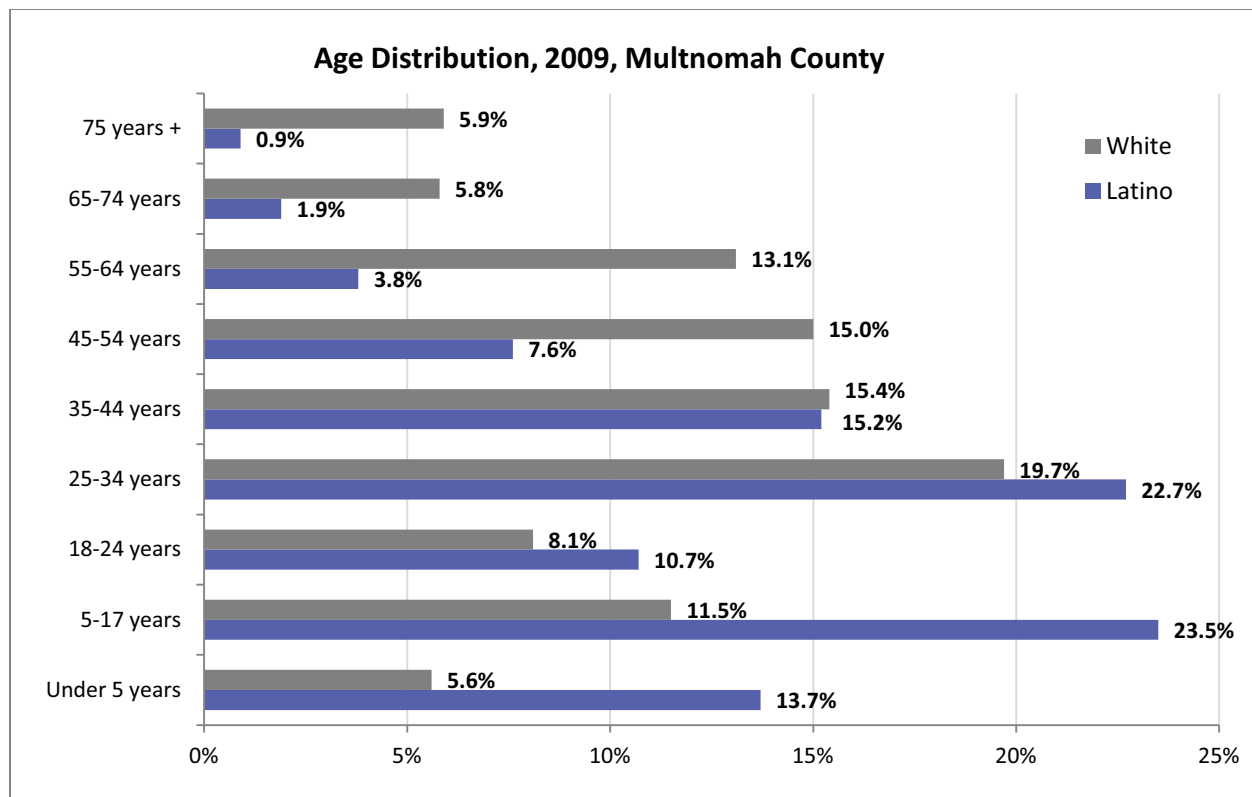
## Population Demographics

While the majority (almost three-quarters) of Multnomah county's Latino population is of Mexican descent, Puerto Ricans, Cubans, Guatemalans, and other peoples from Central and South America are also represented among the county's Latinos.<sup>51</sup> These individuals are drawn from many walks of life with varied history and experiences. Sixty percent (60.0%) were born in the USA. Of the remaining 40% born outside the USA, 11.0% have become citizens. Approximately one quarter (28.0%) speak only English at home, while 72.0% percent speak a language other than English at home.<sup>52</sup>



Source: American Community Survey, 2009.

A high percentage of Latinos in Multnomah county live in family households with children under 18 years of age (42.6%, as compared with 23.3% of Whites).<sup>53</sup> This is not surprising, given that this community is very young, with 37.3% being under age 18 (compared to 17.1% of Whites). The portion of Latinos who are youthful (under 35) is very large at 70.6%. Fully 44.9% are under age 25. Indeed, the median age for Latinos in Multnomah county is 25.6 years, compared to 38.4 for Whites.

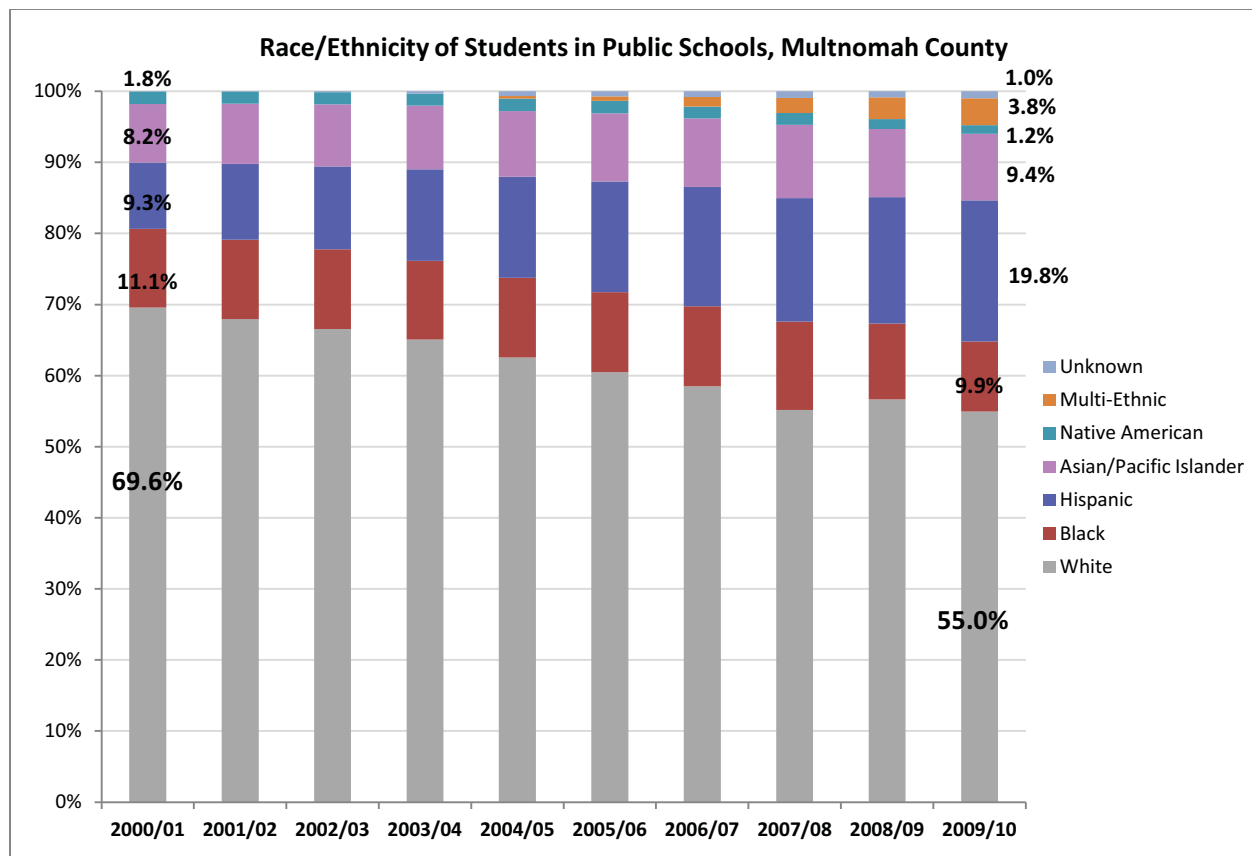


Source: American Community Survey, 2009.

The Latino population is growing rapidly, as the proportion of women (aged 15 to 50) who gave birth in the prior 12 months is 7.4%, compared with 4.9% among White women. While still outpacing White women, our Latino fertility rate is slowing, as one year previously the rate had been 11%.

This growing population is spread out across the county geographically. Data comparing the distribution of Latinos in 1990 and 2000 showed that over the decade the Latino population increased in North and Northeast Portland, central Gresham, and outer Southeast Portland.<sup>54</sup>

The speed of growth of the Latino community is best illustrated among children. Growing rapidly from comprising 9.3% of the school-age population in 2000 to 19.8% in the last school year, the chart below shows the increasing presence of Latino students in Multnomah county schools.

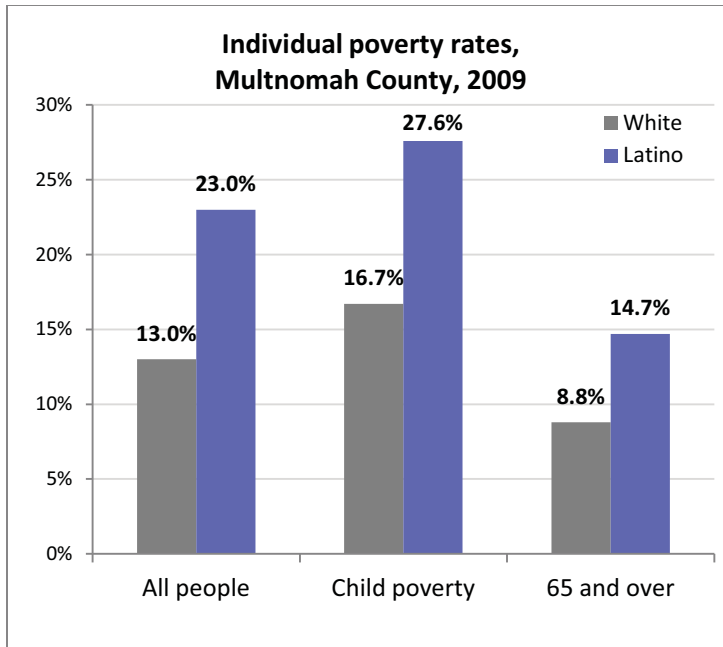


Source: Author's calculations from Oregon Department of Education enrollment figures for Multnomah County public school students.

Above is evidence of a rapidly changing demographic and the increasing share of the population that our Latino community holds, particularly among youth. Our growing presence in Multnomah county needs to be affirmed with recognition and influence. Majority culture is reaching its tipping point among youth, as youth of color become the majority culture in the next few years. Should we continue to present our youth with such dismal outcomes in well being and prosperity, outrage and loss of political credibility among mainstream institutions is likely to follow.

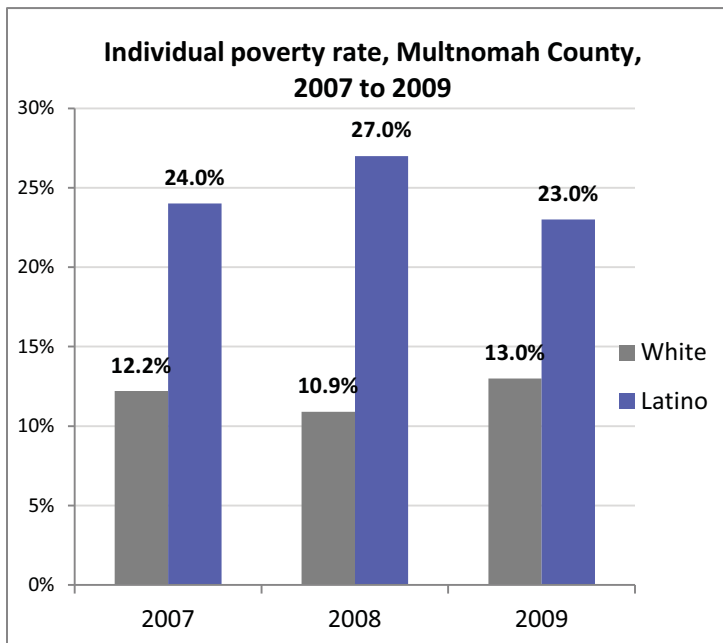
## Poverty Levels

Poverty rates within this community show that nearly ¼ of Latinos lives in poverty in this county (23%), while only 13% of Whites are similarly poor. This rate is 77% higher than Whites. This is truly alarming, yet there has been improvement in recent years. Poverty levels reduced among the Latino community in the last year, decreasing from being almost three times higher that of Whites, to now approximately double levels. Part of the trend includes the deteriorating conditions facing Whites, as their poverty levels are rising more rapidly, while the poverty of Latinos is reducing.



Source: American Community Survey, 2009.

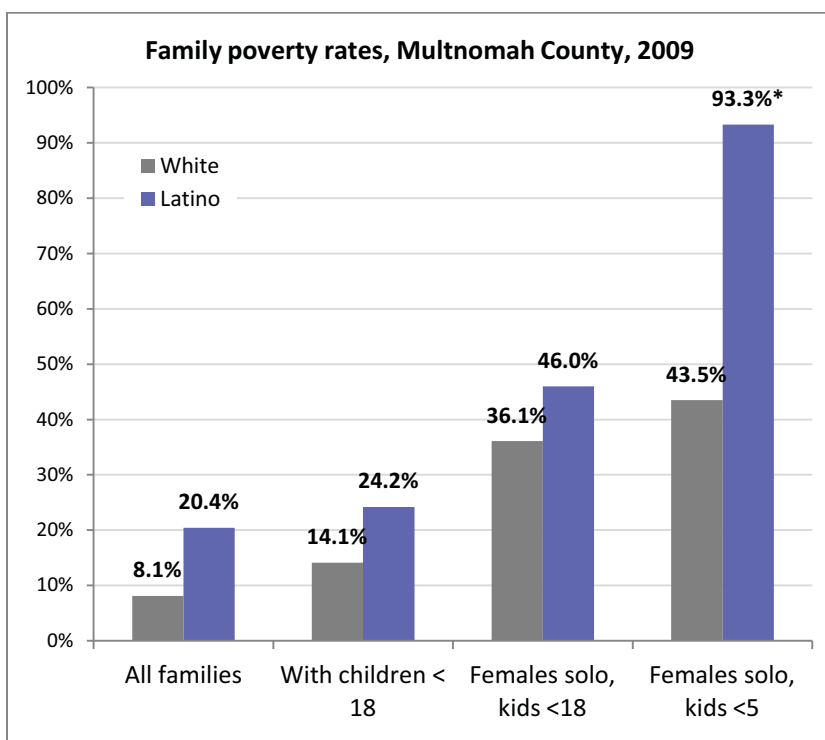
When we look at the last three years, we find that disparities widened between Latinos and Whites from 2007 to 2008, and narrowed in the last year. Poverty rates in today's economy are volatile and these improvements for Latinos might signal improving economic options, yet we should not deem this "good news" until we have seen that these improvements are durable and that poverty levels continue to decline.



Source: American Community Survey, 2007, 2008 & 2009.

We would, in fact, be foolish to determine that this situation is good news for our community. While there is an improvement of poverty rates for Latinos, the rate remains intolerably high. Remember that poverty could be addressed by our governments and by our employers – and that there are developed countries with poverty rates around the 5-7% level such as Finland, Norway, Sweden, Denmark, France and the Netherlands.<sup>55</sup>

When looking at families, the pattern is somewhat less optimistic – for the vast majority of the improvement in the disparity of poverty rates is due to a rapidly deteriorating situation facing Whites. This is the only dataset for which we can examine one of our communities of color, because the practice of the American Community Survey requires at least 65,000 people in order to disclose the data. Thus the 2009 dataset is only available for the Latino community. It would appear that the devastating situation facing low income people in the USA in recent years is fully stretching its reach into Multnomah county and we now have quite rapidly deteriorating poverty rates among poor Whites.



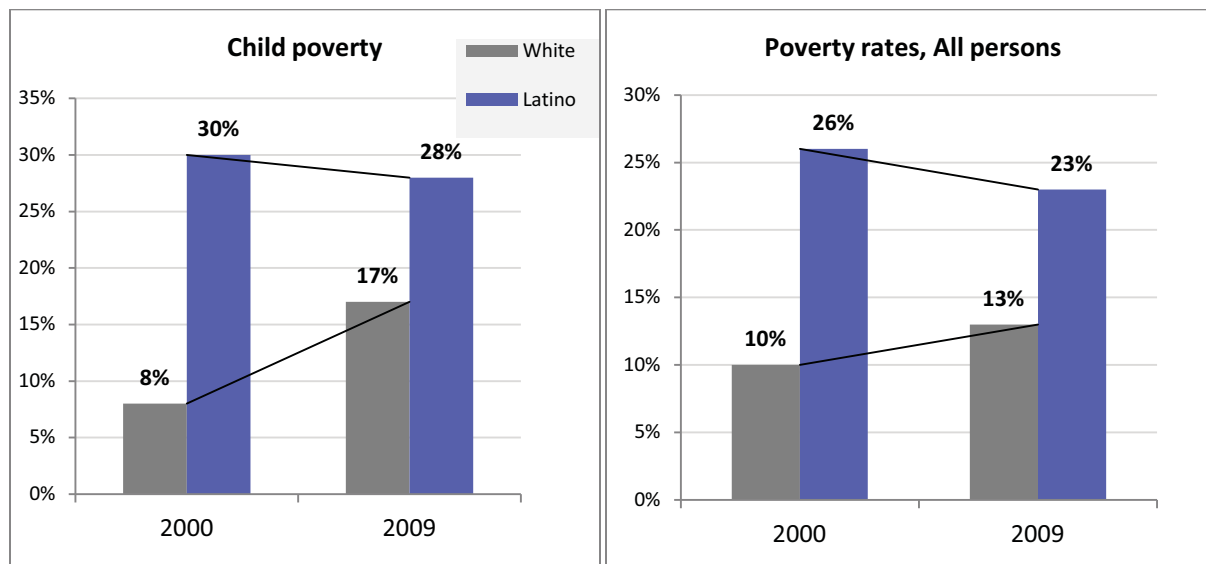
Source: American Community Survey, 2009. \*Note that the figure of poverty rates among single female families raising children under 5 is 93.3% for 2008. The figure is not available for 2009.

While in earlier charts, we saw that poverty disparities had narrowed for Latino individuals, the poverty levels for families remains stubbornly high at almost triple the levels of Whites. We find that while 8% of White families live in poverty, 20% of all Latino families do. For single mothers, the disparities worsen rapidly. If you are a White single mother with school age children, your family has a 1-in-3 chance of living in poverty; if you are a Latina single mother, your family has an almost 1-in-2 chance of living in

poverty. If you are a Latina single mother raising children too young to be in school, you have a more than 9-in-10 chance of living in poverty. This is an incredible level of impoverishment requiring immediate attention.

Poverty must be fully appreciated for its depth and reach. Money buys the essentials of life – food, shelter, heat, transportation and healthcare. It also provides resources for parenting, to stave off illness, to provide security to sustain one at school, and to offer security to withstand job loss and risk-taking like going back to school.

In the midst of this dismal data regarding poverty rates, there is good news when looking at trends across the last 8 years. In two different measures of individual poverty, for children and for all persons, we have positive improvements for Latinos, and deteriorating conditions for Whites.



Source: American Community Survey 2009 and Census 2000.

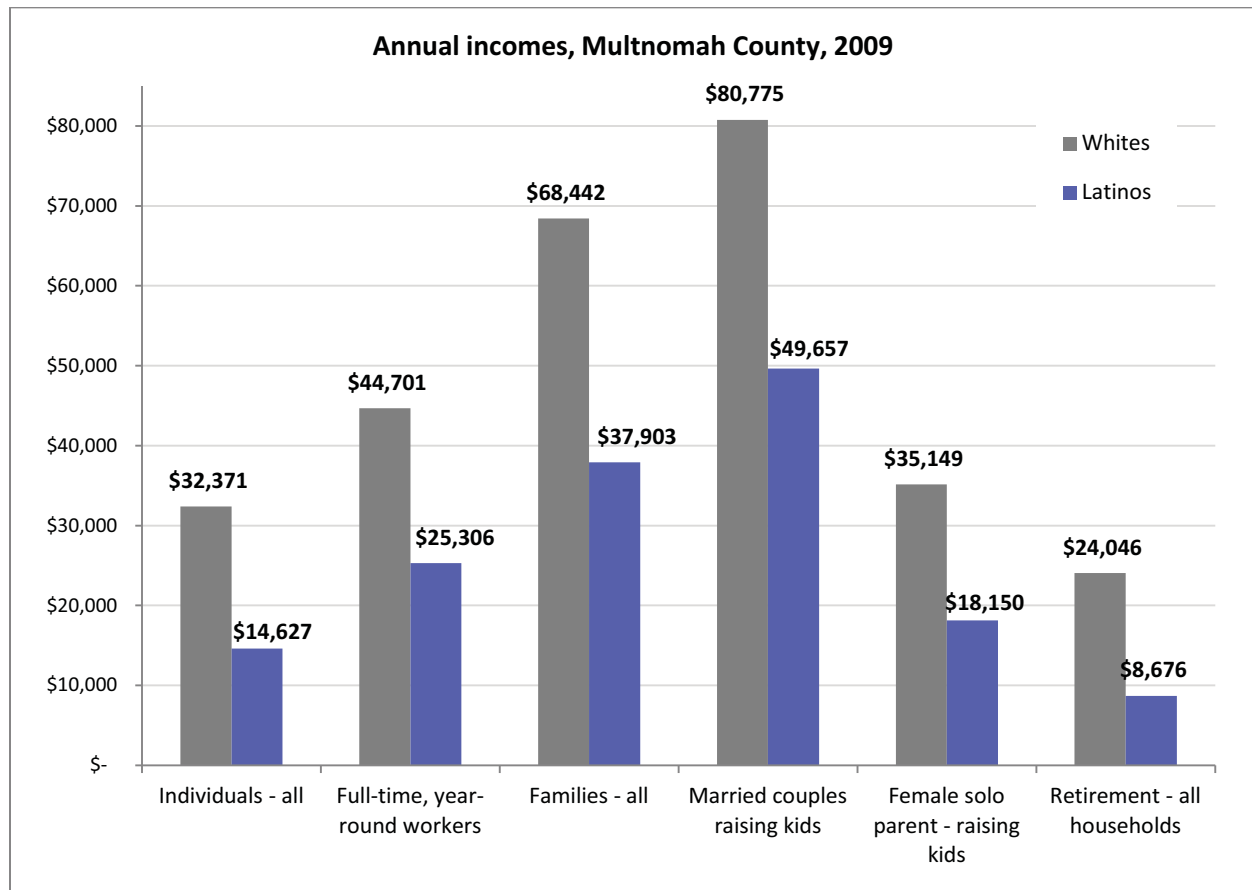
For our children and our Latino population as a whole, poverty levels are improving in the last nine years. They are still dramatically worse than our White counterparts, but the levels of disparities have reduced from three-fold to slightly less than two-fold worse. A new feature of the changing landscape is how quickly White children have slipped into poverty, and although outside the scope of our mandate, all childhood poverty is significant and warrants attention.

The Latino community must receive significant supports in the areas of direct income support to lift families and individuals out of poverty, so that they can have a fighting chance of improving their well being and vitality. Answers to the question “why?” require us to turn attention to features of the landscape that are directly tied to poverty levels: incomes, education, occupations, unemployment, and costs such as housing and education.



## Incomes

As one can imagine, high poverty rates are going to coexist with low incomes. The per capita income of a typical Latino in Multnomah county is \$14,627 while a typical White person holds \$32,371. The shortfall of almost \$18,000 is huge, roughly equal to the value of renting an apartment for one year.

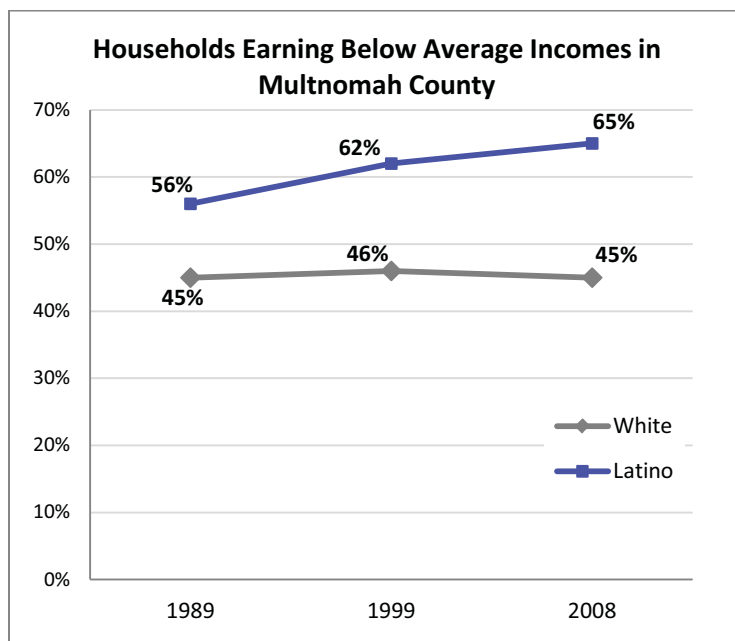


Source: Author's calculations of American Community Survey data, 2009.

Latinos who are working full-time, year-round are earning slightly better than half the incomes of Whites. Note these are median incomes, meaning that these are average people being compared, and meaning that these numbers are not skewed by a few extremely high income earners among Whites. When this translates into what people really have to live on (individual incomes), this slides to less than half the incomes of Whites, as noted in the prior paragraph. Dreadful economic conditions are facing our community.

While one might expect (or hope) for the gap to be narrowing over time, it is not. In fact, the gap between the incomes of Whites and Latinos is growing and parity is further out of reach than it was a

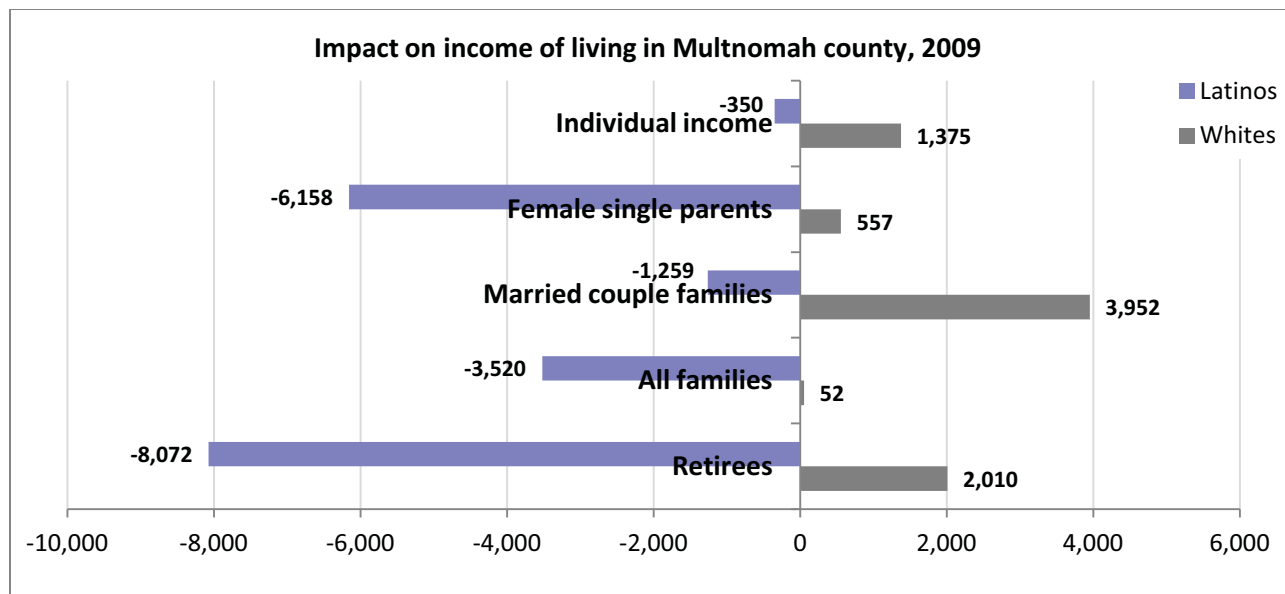
generation ago. The evidence is before us that Latinos have lost economic ground over the past generation, and are slipping further behind when compared to Whites.



Source: Author's calculations of 1990 Census, Census 2000, and American Community Survey, 2008.

This chart shows how Latinos have lost ground over the last generation. While the situation facing White families is not good (with the lower half of the population only marginally slipping over the last 18 years), Latinos have gone from 56% earning below average levels to 65% earning below average levels. Again, if there were any doubt about how the economy is working for the average person, we see the results here. The economy is failing to provide the vast majority of Latinos with decent jobs providing decent incomes.

Turning now to comparison data, we find that Latinos face a financial consequence for living in Multnomah county. Incomes are significantly repressed for Latinos, in all configurations of living arrangements investigated through this study. In the below chart, there is a deterioration for everyone in our community, particularly our eldest members, who are trying to survive on \$8,676 annually, compared with White retirement incomes that are three times higher, at \$24,046.

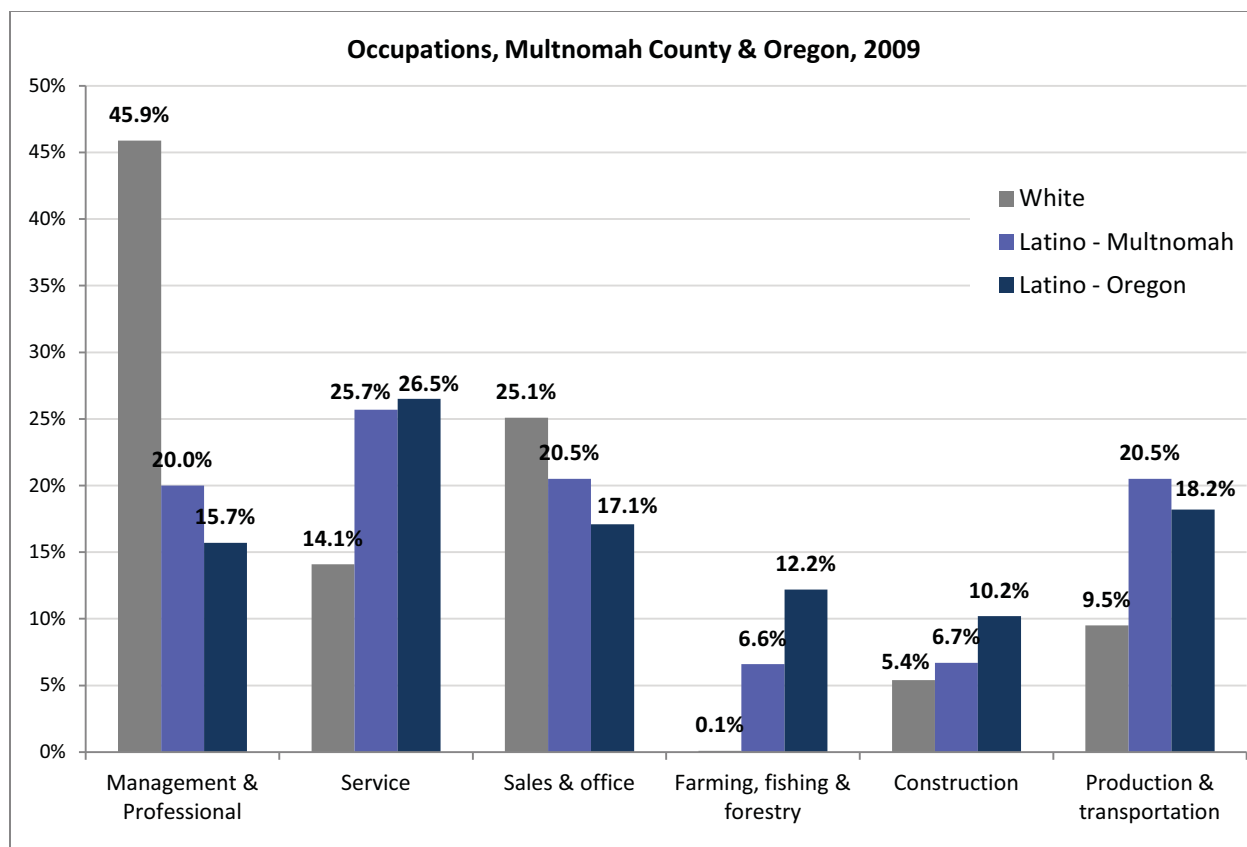


Source: Author's calculations from American Community Survey, 2009.

This is a devastating picture for our community, made much worse by the fact that there is an income perk for Whites living in the county. While income polarity is a significant injustice that we live with, it is rendered more troubling when we live with very different inequities of experience – an economic “hit” for our community is worse when there is corresponding “perk” for Whites.

## Occupations and Job Prospects

Employment prospects for Latinos in Multnomah county are narrow. The chart below shows how few of us are able to access the choicest of jobs – those in the managerial and professional categories. Simultaneously, we see over-representation in the areas of service and transportation and production.



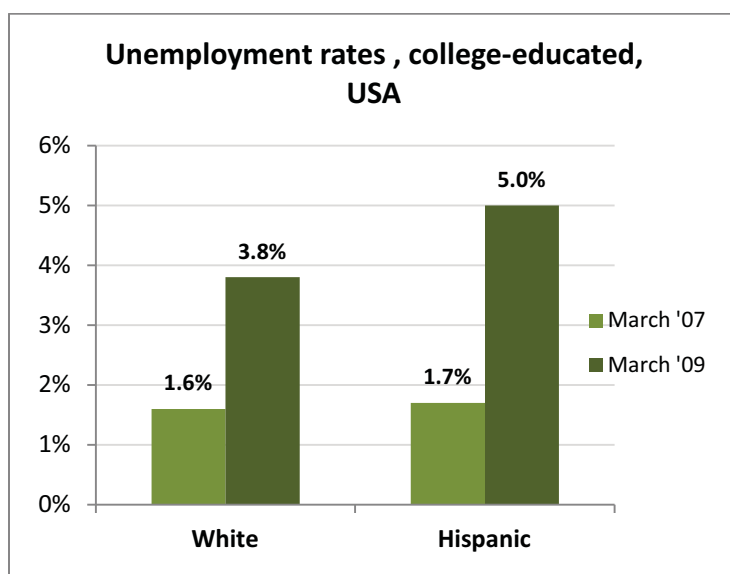
Source: American Community Survey data, 2009.

We have added the Oregon-wide data here to illustrate the ways in which our people face even greater occupational segregation state-wide than in Multnomah county. Here our involvement in agriculture becomes much more visible as does our constrained access to higher wage jobs in management.

Locally, Latinos are more likely than Whites to find jobs in service, farming, fishing and forestry, construction, and production and transportation. Latinos are more likely than any other community of color to work in the service industry. Of note, Latinos also have the second worst access to the management and professional occupations of any of our communities of color, falling far behind Asians (at 34.8%) and African Americans (at 24.5%). This means Latinos are likely excluded from sales jobs and more likely to be cleaning desks instead of leading from them.

And yet, the story continues to deteriorate. Available data indicates that Latinos are more likely to be unemployed than Whites<sup>56</sup> and less likely to be “protected” from unemployment by a college education.<sup>57</sup> The most recent national data on unemployment rates reveal that the Latino rate, at 12.7%, is nearly double that of Whites (at 7.8%).<sup>58</sup> Damage to local employment for Latinos is likely to be worse, given that local disparities show a pattern of worse than national averages for this community.

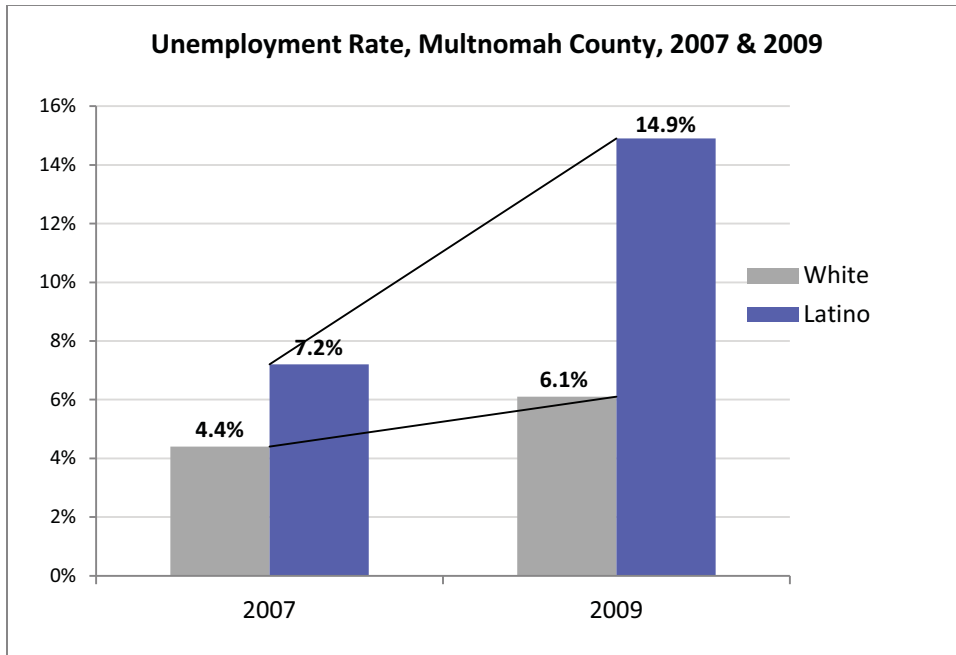
In addition, the data suggest that Latinos have taken a harder hit in the economic downturn than Whites, even when comparing similarly educated workers. The chart below shows the growth in unemployment among college-educated workers from 2007 to 2009.



Source: Austin, A. (2009).

The most up-to-date employment data are not available locally by race and ethnicity. The Census Bureau's American Community Survey (ACS) does, however, offer some approximations, although these unemployment data are calculated very differently than the customary national and state data. The definition of unemployment in the ACS asks if someone is looking for work in the past 4 weeks – requiring them to count people whose job search is “active” meaning they are making calls. This serves to narrow the numbers of those who count as unemployed. So too are measures of those collecting unemployment insurance payments. Such a measure doesn't count anyone who was ineligible for unemployment insurance, who has not received payments yet, and whose benefits have expired.

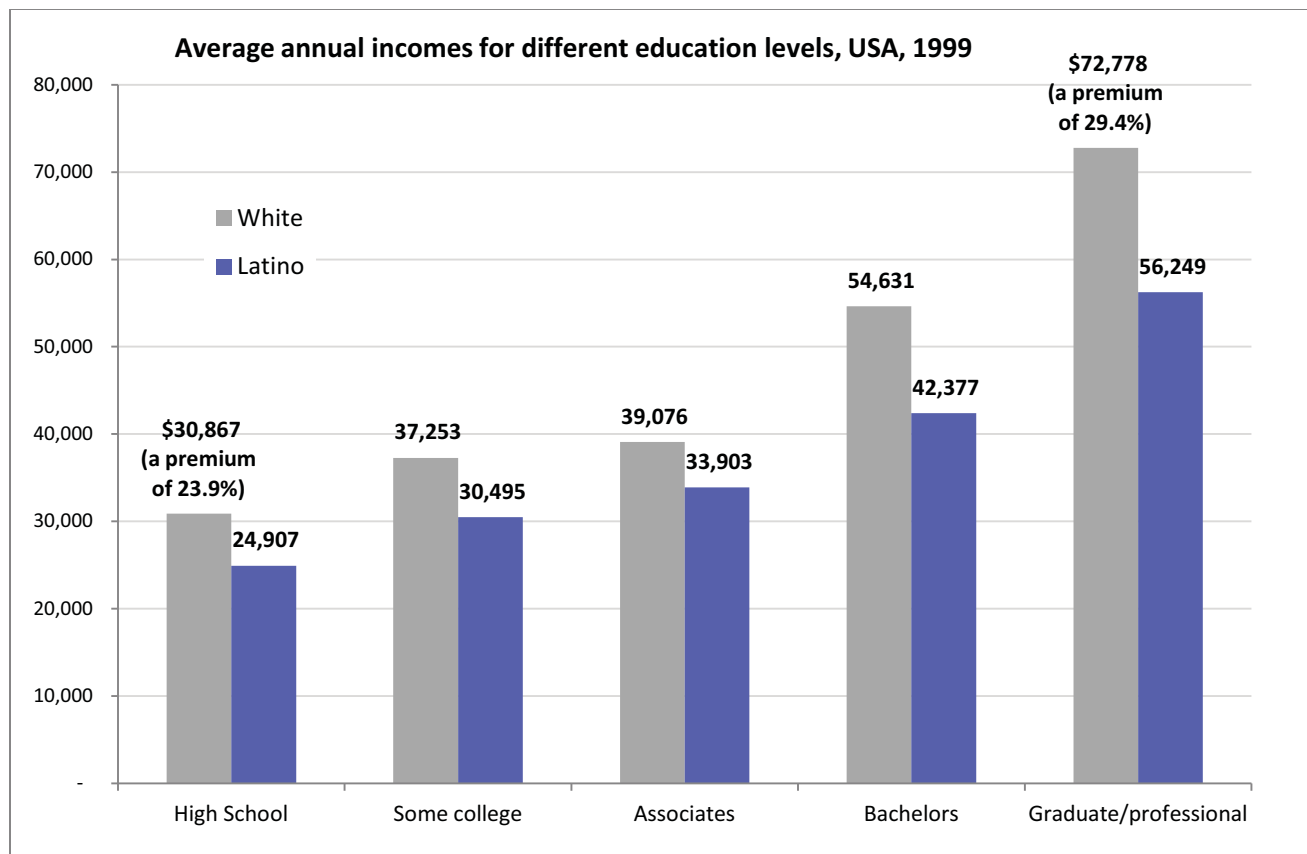
From the American Community Survey for 2009, we find that the unemployment rate for Latinos is 14.9%, which is more than double the rate for Whites (7.2%). Today's recession is having a much more dire impact on low income earners, those with less strong connections to the labor market, and on people of color. Given that the most recent data shows that 10.1% of those in the labor force in Multnomah county were unemployed (July 2010), we can expect that the unemployment rate for Latinos here is probably well above the level recorded by the ACS and much higher than the 14.0% national average for Latinos.<sup>59</sup>



Source: American Community Survey, 2007 and 2009.

Even when our community is able to secure employment and to attain success in education, there are barriers in turning these opportunities into solid incomes. In the chart below, we see the income premium that one receives in being White. In every level of educational success, Whites are much better able to turn their education into cash rewards (through better pay). Simultaneously, at every educational level, being Latino is a risk factor in securing better pay.

Underemployment is perhaps an even greater problem for the Latino community. Across Oregon, almost half of college-educated immigrant Latinos cannot access jobs for which they have been educated. These workers are in unskilled occupations. This is more than double the rate for similarly educated US-born workers. Respectively, these rates are 42% compared with 19%.<sup>60</sup>

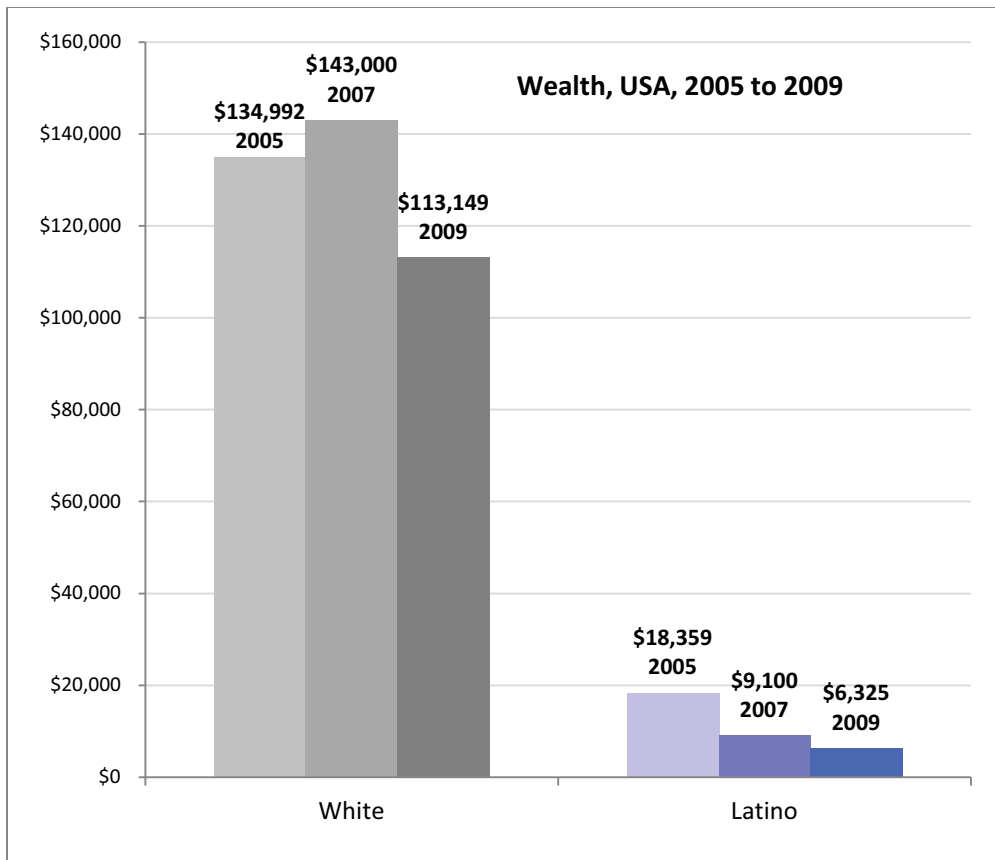


Source: Adapted by the author from Kelly (2005) using Census 2000 data.<sup>61</sup>

Economic vulnerability is in evidence in this profile. In occupational access, turning decent education into top-paying jobs, and unemployment experiences, the Latino community is deeply affected by labor market marginalization.

## Wealth, Housing and Homelessness

Low incomes and precarious employment on the Latino community have a profound impact on homeownership, which in turn is a major engine for affluence and wealth generation. We see a troubling pattern of exclusion from this asset within our community, resulting in a massive shortfall in wealth between our community and that of the White community. Wealth is defined as the value of the total assets held minus the total debts owed.



Source: Pew Research Center (for 2005 & 2007 data); Federal Reserve Board's Survey of Consumer Finances, 2007 (for 2007 data).<sup>62</sup>

The data above tells a powerful story of inequity, and it reveals that for every dollar in wealth held by Whites, Latinos hold 5½ cents. This is a magnitude of 18 times (or 1789%) more wealth. It is an inequity that has crippling results.

The impact of not having wealth means many things, for assets serve to protect one from loss of income, from being judged a good credit risk (and thus eligible for prime lending rates), from being able to take risks such as job and geographic changes, as well as going back to school. In all of these areas, we are not able to participate in activities that can increase our incomes and can build our assets for the future of our children.

Below, we see that discrimination in the lending industry continues today. Depending on the tier of one's income, denial rates may range from 20% to 43% worse than for Whites.



	Home Ownership Rate			Loan Application Denial Rate		
	Tier 1	Tier 2	Tier 3	Tier 1	Tier 2	Tier 3
White	77%	58%	48%	7%	10%	11%
Latino	57%	33%	24%	10%	12%	13%

Source: Housing and Community Development Corporation, City of Portland, drawing from Home Mortgage Disclosure Act data & survey by Fannie Mae, 2003 & Census 1990 & 2003. Definitions of the terms used are:

Tier 1 = households with incomes more than 95% above the median income (wealthiest)

Tier 2 = households with incomes 80-95% over the median income (mid-range)

Tier 3 = households with incomes 50-80% over the median income (poorest homeowners)

When consumers are denied loans in the prime market, they turn to the subprime market which often has disastrous outcomes. Subprime lenders have notoriously engaged in lending practices that have “tricked” consumers into larger loans than their incomes can handle, structured in “balloon” payments which while low to begin, skyrocket at the end of a few years, and very high interest rates because desperation fuels inappropriate decision making. While home buying is certainly a choice we could opt out of, homeownership is the major government-subsidized (through the tax deduction for mortgage interest) asset-generating option for low to middle income people. The impact of not participating in homeownership is and has been vastly expensive.

Housing is a key avenue for building wealth and also for accessing better schools and safer neighborhoods. Those best able to build affluence have been Whites who have been supported for generations in their land acquisition, their access to higher education, their access to the choicest neighborhoods and schools, and their access to preferred mortgage rates and loan forgiveness. In each arena, Whites traditionally received the support of government policy through free land giveaways, entitlement to low cost mortgage (through preferred mortgages for returning White veterans at the close of WWII), the protection from a state-imposed tax on all residents of color that endured for 60 years (ending in 1926) and cost an equivalent in today’s dollars of \$807/year, through real estate practices that kept the choicest of neighborhoods White, and through failure to implement immigration reform and the DREAM Act that would have allowed thousands of Latinos legal status and the protected features of citizenship entitlements.

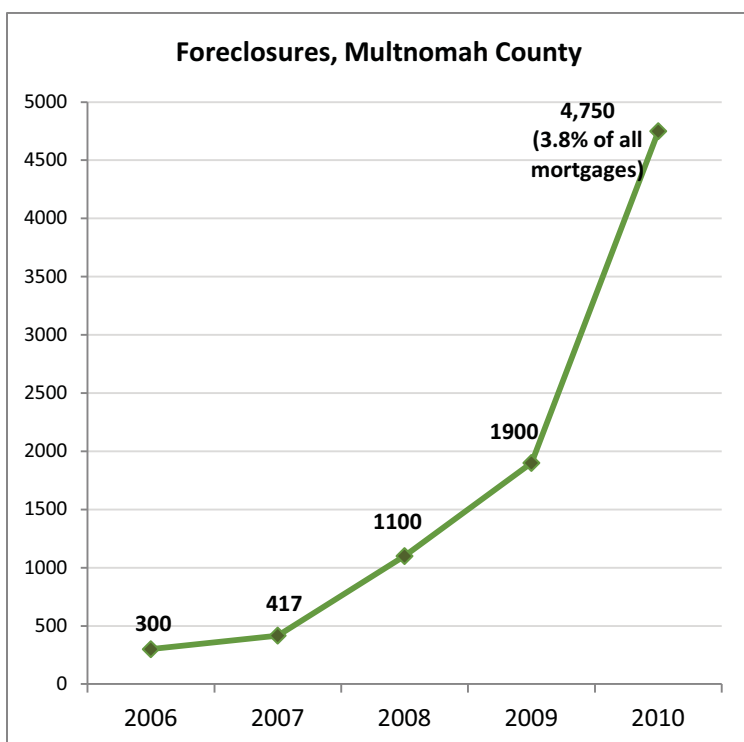
In the chart below, we see some of the net impacts of these differential treatments for our Latino community. Our home ownership access continues to be almost half that of Whites, and even when we are able to secure such an asset, it is almost 20% less valuable than homes owned by Whites.

2009	White	Latino
Median house value	\$292,200	\$242,200
% owners	59.5%	31.0%
% paying more than 30% in rent	37.6%	49.8%
% paying more than 30% in mortgage	51.0%	56.3%

Source: Author’s calculations from American Community Survey, 2009.

Housing discrimination by landlords against Latino renters is pronounced in Portland. A recent test showed that 68% of landlords discriminated against Latino applicants in Portland in 2010.<sup>63</sup> In these cases, landlords quoted higher rents and deposits, did not offer applications or move-in specials, showed inferior units, and charged additional fees. Despite such discrimination being against the law, racism is rampant in the rental market. This study joins those in Ashland and Beaverton revealing discrimination in housing.

We are a community that is deeply challenged by housing and its affordability. Half of us spend more than 30% of our incomes on housing, a level that is deemed “precarious” for our wellbeing. The below chart shows the foreclosure crisis in Multnomah county: while it is not available disaggregated by race, we must understand that this level of foreclosure will certainly have a harmful impact on our community’s ability to sustain housing.



Source: Multnomah County property records for 2006 to 2009; NY Federal Reserve Bank for 2010 (3<sup>rd</sup> quarter data).<sup>64</sup>

When one is in the subprime market, which is certainly a greater likelihood for our community, the foreclosure rate jumps to 12.1% of all properties, and to 17.2% for all those with mortgage delinquency of more than 90 days.<sup>65</sup> People of color are three times more likely to have subprime loans than Whites,<sup>66</sup> and it is estimated that up to 50% of these loans are needlessly in the subprime arena as such borrowers would have qualified for prime loans.<sup>67</sup>

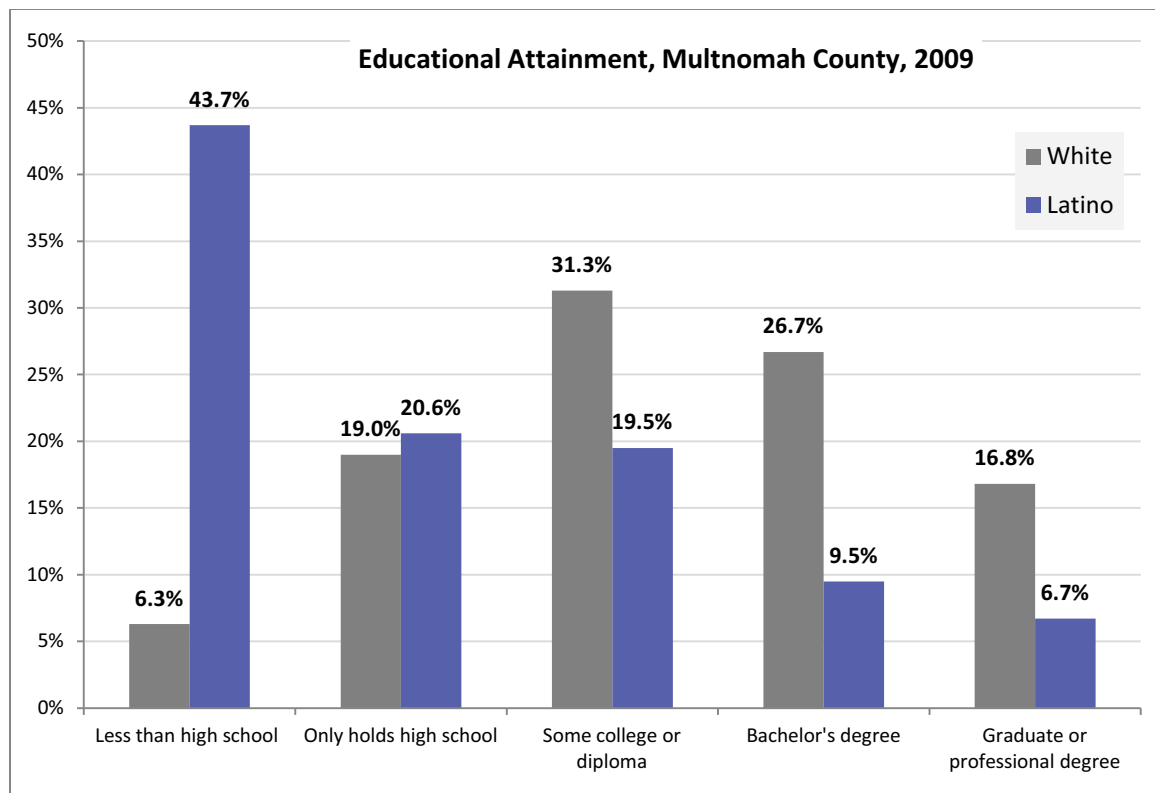
Many times, this housing situation deteriorates into homelessness. Many in our community, however, contribute to preventing our members from ending up on the street. Instead of traditional street living options (including shelters), our community takes care of its own and we double up and triple up our housing arrangements. Colloquially called “couch surfing,” the size of our community which has lost its housing does not appear on traditional databases. Even the “Homeless Count” required by the Department of Housing and Urban Development misses much of our homeless community (though the local practice improves in caliber every year), numbers are believed deeply undercounted. In 2009, the Homeless Count for Portland determined that there were 225 Latinos living on the street or in shelters. Given the extent of the foreclosure crisis coupled with rapidly deteriorating employment conditions (with our community facing a 14.9% unemployment rate), the absence of financial assets to withstand such crises and the lack of access to income support programs many in our community have (owing to their undocumented status), we estimate that such counts are somewhere in the area of a 20-fold undercount.

## **Education – from Pre-School through Post-Secondary**

Given that education strongly corresponds to access to good jobs, decent incomes and security for one’s future, Latinos are deeply concerned about our children’s progress through school. We understand it to be an essential pathway out of poverty and to the improvement of health and wellbeing, and towards expanding choices and opportunities. As you will see in the pages that follow, we have abundant reasons for concern.

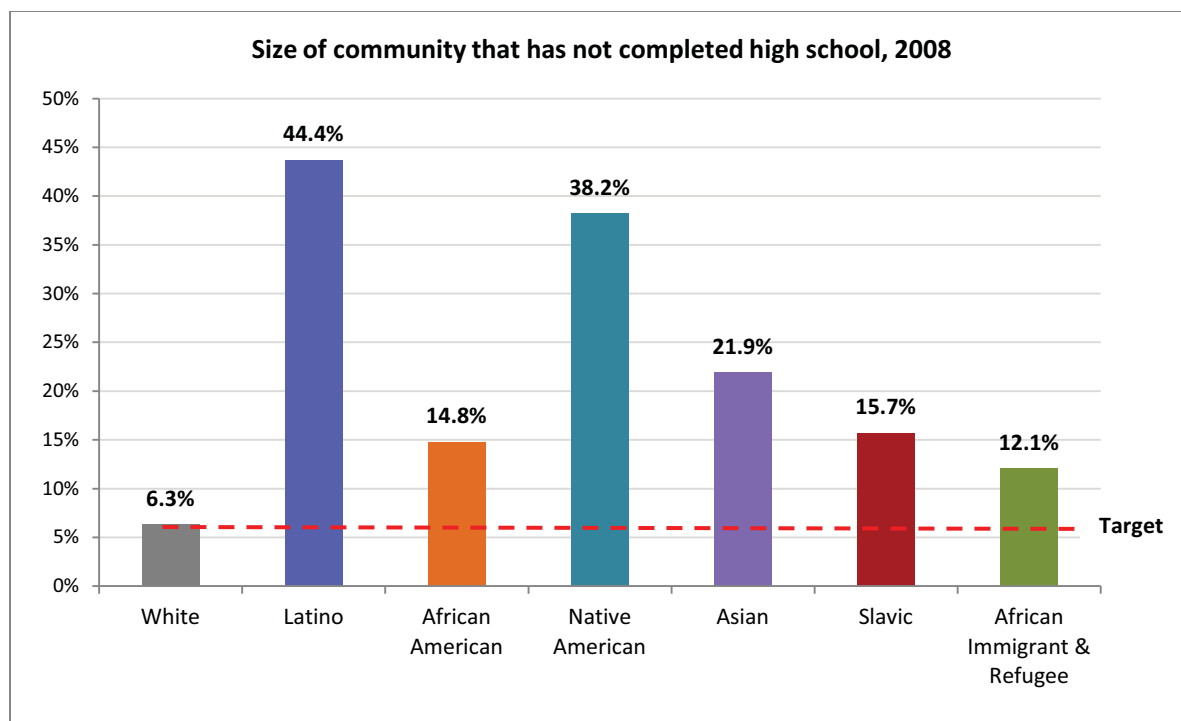
We will look at several dimensions of disparities in education, including disparities in scores on standardized tests, graduation rates, school discipline, dropout rates, higher education degrees, and the overall education levels of the community. In each area we review, disparities are profound and of deep concern to the community, as education is an important pathway to accessing a better quality of life.

The educational attainment profile for adults (graphed below) shows the overall education levels of the community. It includes all adults. This translates into the following experience: if you are White, you have only a 6% (or 1-in-16) chance of not having graduated high school, while if you are Latino, you have a 44% chance of not having graduated high school (almost one-in-two chance of not having a high school diploma). At the other end of the spectrum, if you are White, you have a 44% chance of having a Bachelor’s degree or higher, while if you are Latino, you have only a 16% chance. There are almost no hopeful signs in the local landscape to suggest that we can expect an improved educational situation for Latinos, as this section will illustrate.



Source: Author's calculations using data from American Community Survey, 2009.

Challenges to completing high school are immense. In the below chart, we can see that education levels are significantly lower for our community than for any other community of color.

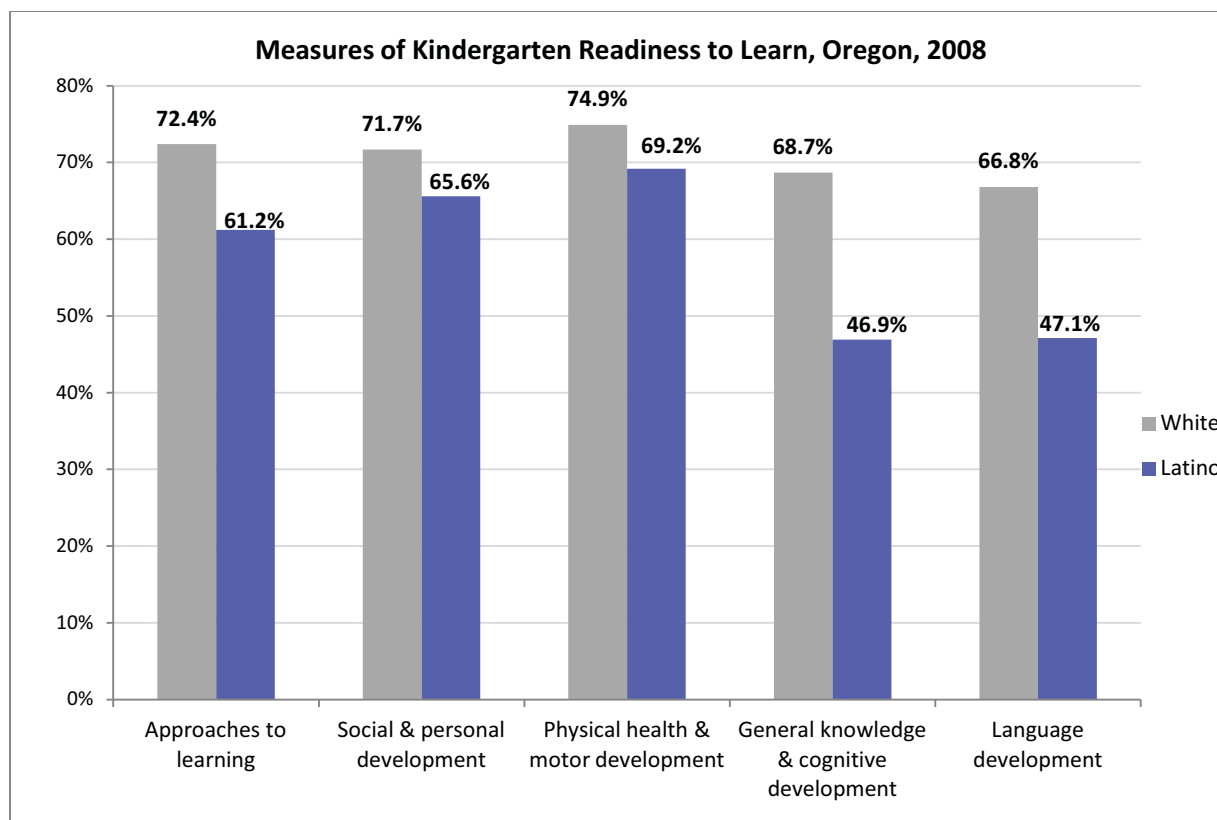


Source: Author's calculations using data from American Community Survey, 2008; Custom data extractions by the Population Research Center, Portland State University, from the American Community Survey, 2008, for the Slavic and African Immigrant and Refugee data.

In addition to faring worse than other communities of color, we also notice that Whites are twice more likely to complete high school than even our best performing community of color.

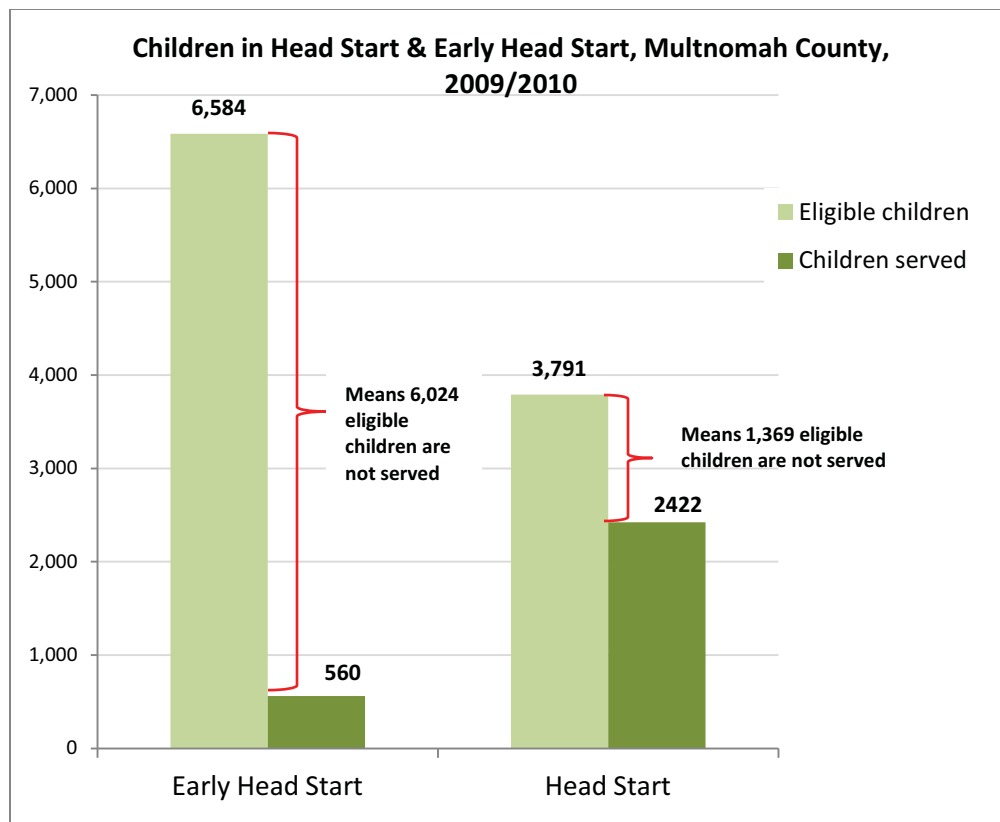
Given the importance of education as a pathway out of poverty (but not a guaranteed exit as institutional racism plagues a multitude of systems that might help us escape poverty), we now aim to understand the education system at much greater depth. How are our children faring in today's education system, and how well are they accessing higher education? To answer these questions, we look at various dimensions including readiness to learn assessments, academic achievement (as measured by benchmark scores of students who meet or exceed competency levels set by the State), dropout rates, cohort graduation rates, types of degrees achieved at graduation, discipline levels (as measured by students who are expelled or suspended) and access to higher education.

Disparities start early for our children. By the time children enter kindergarten, they have already experienced profound differences from White children, as evidenced below.



Source: Oregon Department of Education's Kindergarten Readiness Survey, 2008. These data are measured by teachers' assessments of the numbers of their students viewed as being ready to learn in each of the domains listed above.<sup>68</sup>

One reason for this disparity is the preparedness students receive for starting kindergarten. The major initiative to assist poor children is Head Start and Early Head Start. We find that the program is failing to reach thousands of eligible children in Multnomah county.

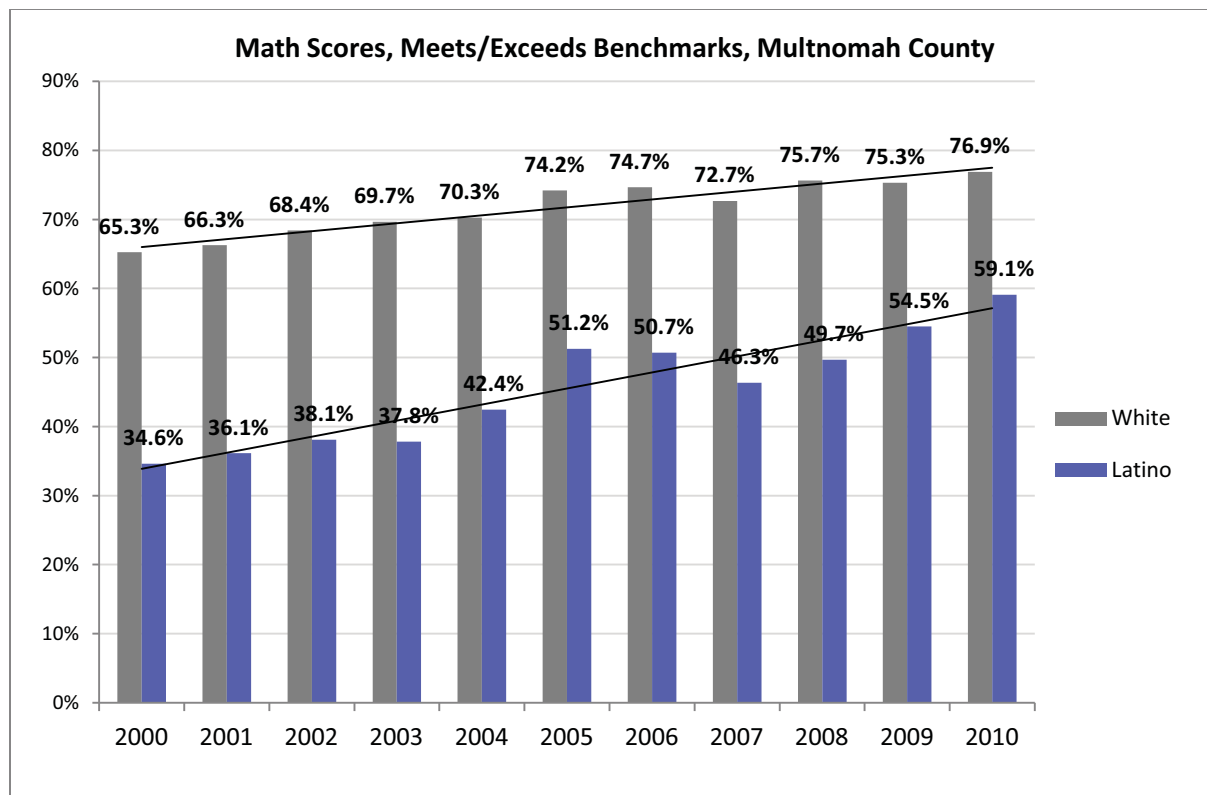


Source: Oregon Department of Education, as cited by Portland State University, 2010.<sup>69</sup>

We see that a major resource (Head Start programs) is being tremendously underutilized, particularly among our youngest children (age 0 to 3 years). In Multnomah county, over 6,000 children could be in early learning environments and are not. Know that the Oregon Department of Education has not disclosed the race or ethnicity of these children – and thus precludes us from discovering the status of racial inequities in the system. Anecdotal stories abound in communities of color that children of color are not receiving sufficient access to these programs. It is time for administrators to work diligently to enroll many more of our children in these early learning programs. It is also time for ODE to reveal the race and ethnicity of the children being served and not being served.

Moving our gaze into student test scores, Latino students experience a significant achievement gap compared with Whites, one that has persisted over the last eleven years. Despite improving test scores, the disparity with Whites is deep and harmful. This has a profound impact on the ability of Latino students to attain parity with White students in their attempts to enter post-secondary education.

The historic view of mathematics test scores (shown below) illustrates a pervasive, yet narrowing, disparity between Whites and Latino students.

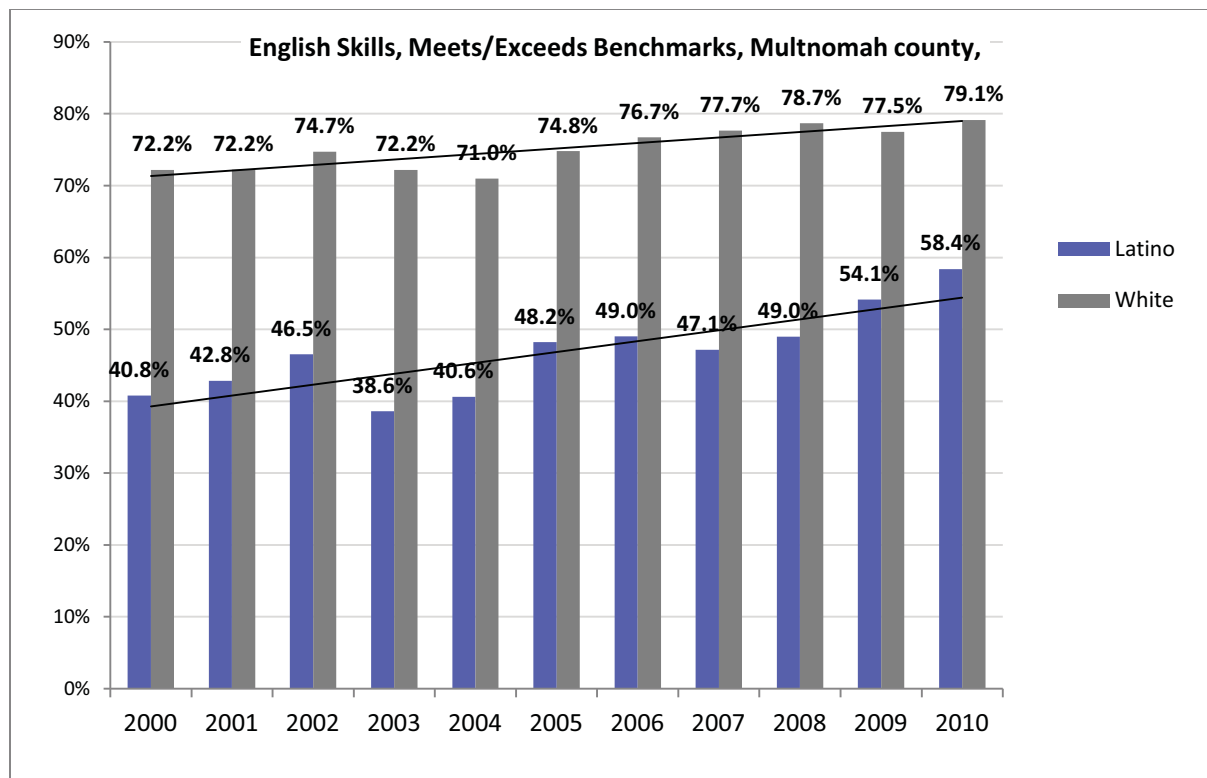


Source: Author's calculations from Oregon Department of Education data tallied by Pat Burk for data to 2008, ODE website for data in 2009 and 2010.

While it is excellent that test scores are improving, notice that our students still experience a “failure” rate of 41%. Two-in-five Latino students do not meet the benchmark performance level for mathematics, compared to one-in-four White students.

Test scores in English are improving (though at a weaker pace than in Math), and there is a significant gain in the past four years. Notice, however, that 42% of our Latino students are still failing to meet standards, while only 21% of White students are failing the standard.

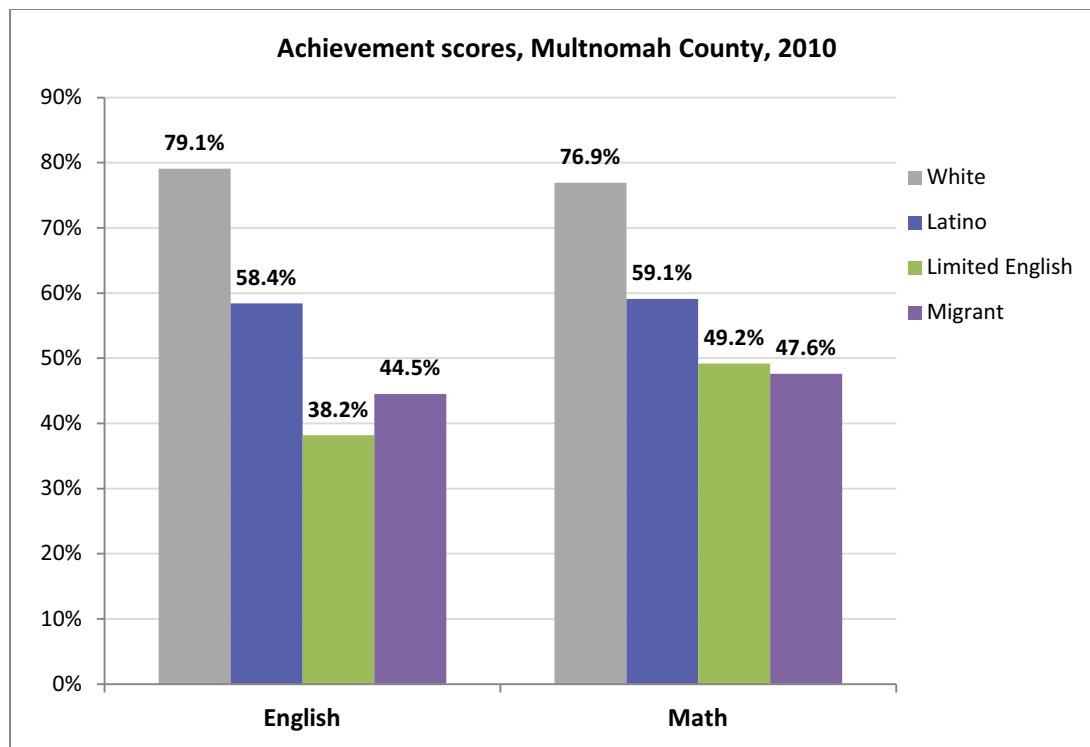




Source: Author's calculations from Oregon Department of Education data tallied by Pat Burk for data to 2008, ODE website for data in 2009 and 2010.

We are pleased to see a steady trend of benchmark improvement for our Latino youth. While we do not know the cause of these reforms, we perceive that our community's presence is moving into the mainstream of society and our needs are becoming better understood in Multnomah county schools. We believe that language acquisition may play a role in helping to improve these scores, for as profiled next, limited English holds student progress back at sizeable levels.

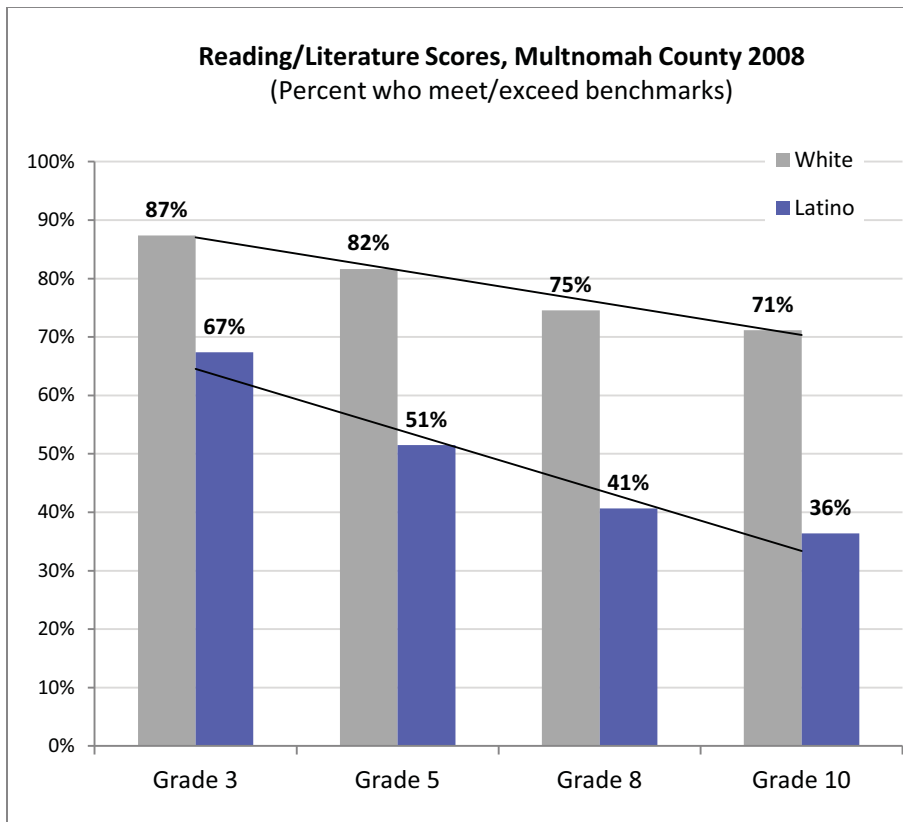
We now look at information on how certain youth within our population are faring. For our youth who have difficulty with English communication and are enrolled in ESL programs, the achievement levels are much more dismal. Below we see that students of more marginal status with English challenges and whose parents are migrant workers (primarily from Mexico) face much greater inequities in education than their White counterparts, and even than their Latino counterparts.



Author's calculations from Oregon Department of Education data, 2009/2010 year.

These data reveal that our children are far behind White students, and that some are suffering more deeply than others. Those with limited English (in Portland Public Schools 50% of whom are Latino, though we do not know this breakdown in other districts) suffer the most in our benchmark tests. This does not suggest that either our migrant or our limited English students are less intelligent than other students, or that Latino students are any less intelligent than Whites – the difference is that the education system (including preschool) does not serve them as well as White students. So too poverty levels influence these outcomes, and this is an area where we are over-represented.

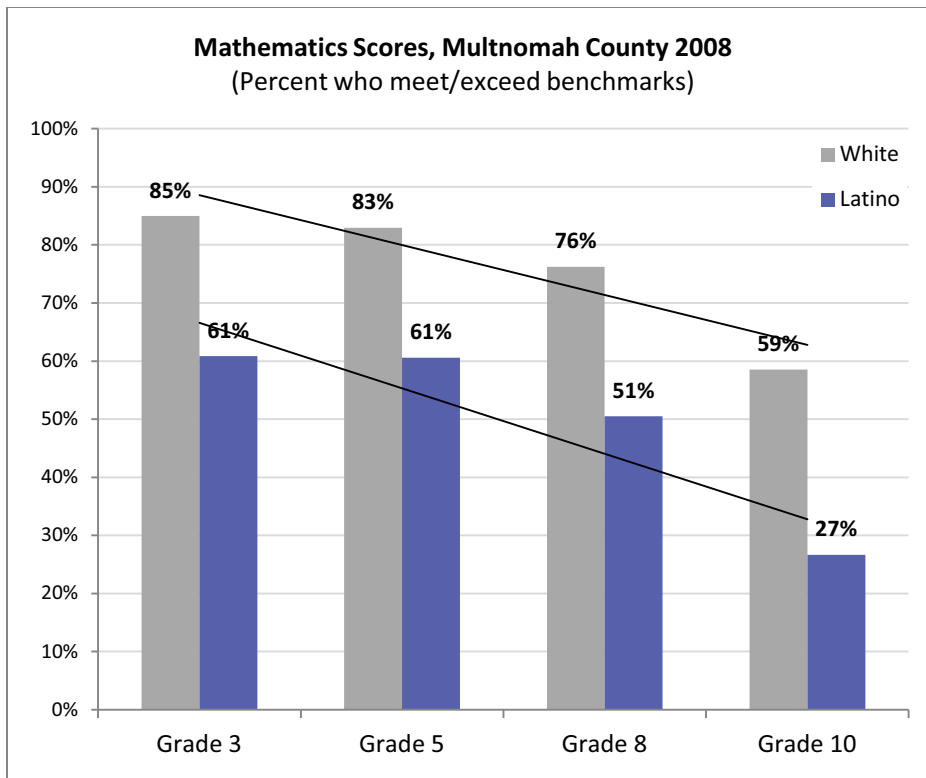
Our attention now turns to a more in-depth review using 2008 data, looking at grade-specific achievements. Below, we see that there is a widening gap in reading scores for White and Latino students as students move into higher grades.



Source: Author's calculations from Oregon Department of Education data tallied by Pat Burk.

The already sizeable disparity in reading ability present in Grade 3 worsens considerably by Grade 10. Again, this has a profound impact on the ability of Latino students to be on parity with White students in their attempts to enter post-secondary education.

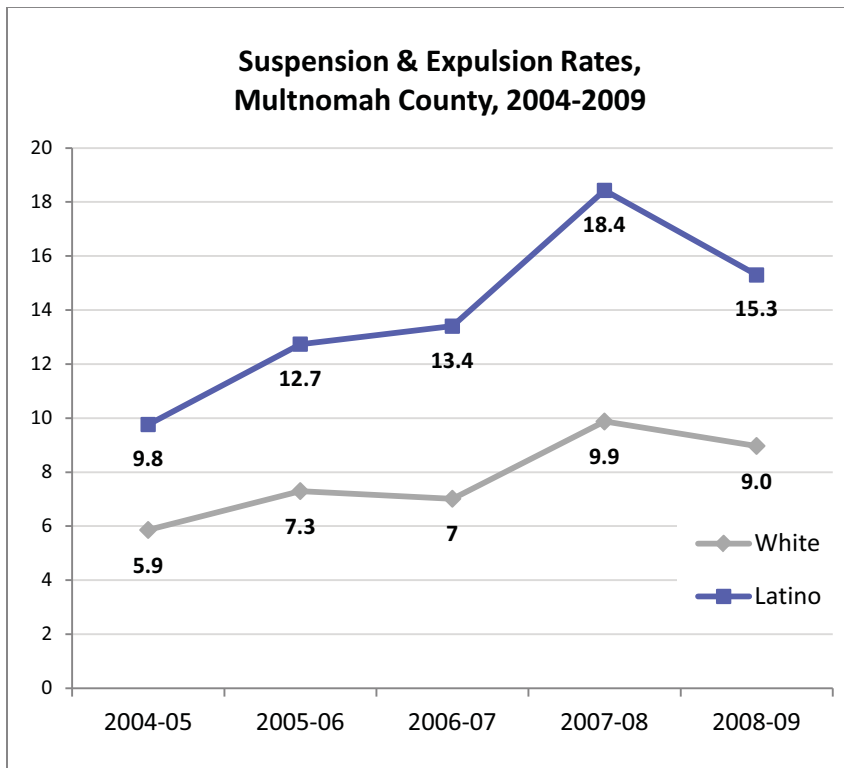
In mathematics, the scores are also disparate. The news is not good – Latino students deteriorate significantly by grade 10, where less than one third of students meet standards. In this case though, White students actually deteriorate at just as fast a pace, resulting in a similarly shrinking test score profile.



Source: Author's calculations from Oregon Department of Education data tallied by Pat Burk.

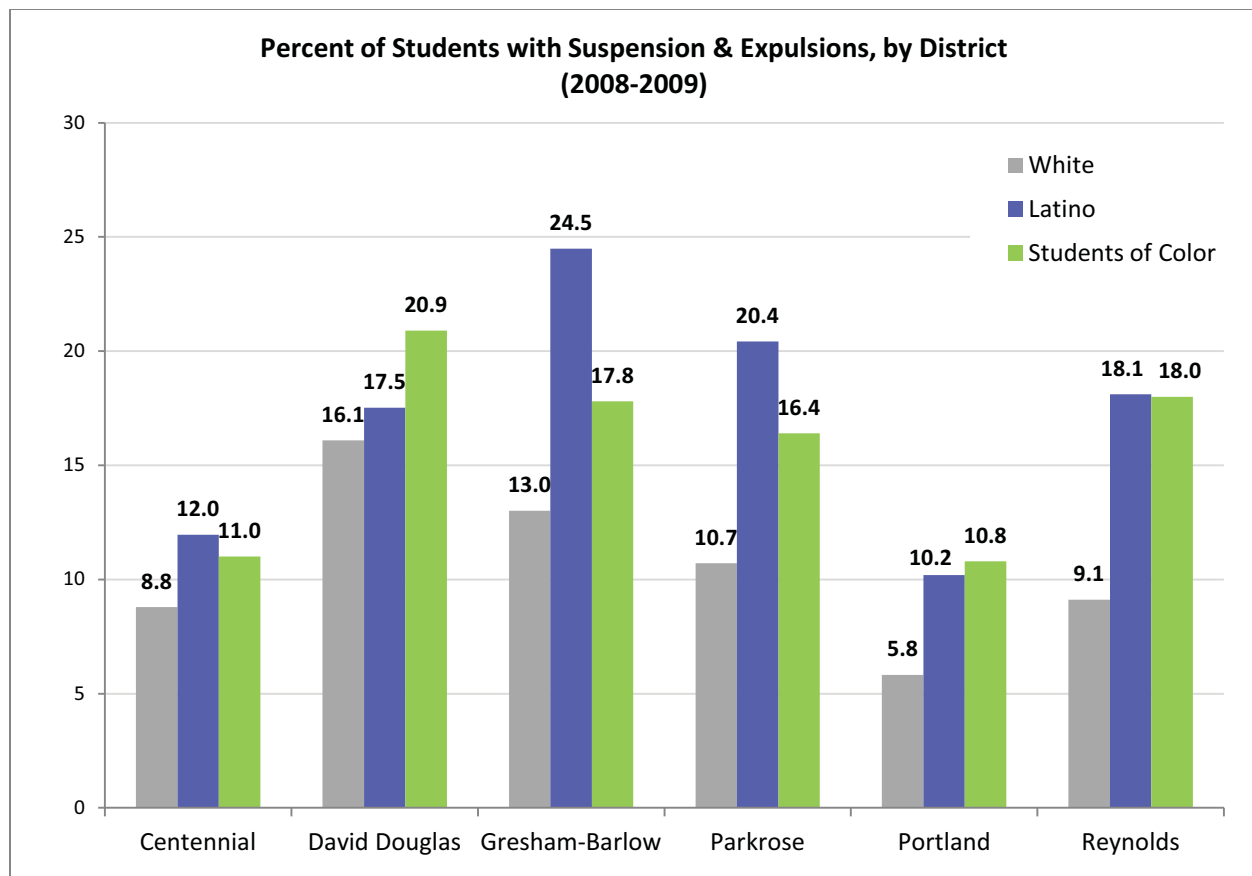
Latino students reach grade 3 with significant disadvantages in reading and math. Clearly, earlier intervention is warranted in both subjects, though perhaps most urgently in reading as failure to be reading by Grade 3 is a strong predictor for success in higher education and future employment and earnings.<sup>70</sup> Intervention to improve early disparities is necessary, but attention should also be paid to preventing growing disparities in higher grades as well.

Students are impeded in moving successfully through school as they encounter discipline for behaviors in the classroom. Discipline rates have worsened in the county since 2004-05 for Latino students. While they have also worsened for White students, rates have risen faster and higher over the last five years for Latino students. Peaking in 2007-08, when discipline rates for Latino students were two times those of Whites – the latest figures, at 15.3% of Latino students and 9% of White students, show modest declines. These data on discipline levels reveals a deep problem with disparities between Latino and White students.



Source: ECONorthwest analysis of ODE data on student suspensions and expulsions by demographic characteristics and county, 2004-05 to 2007-08.

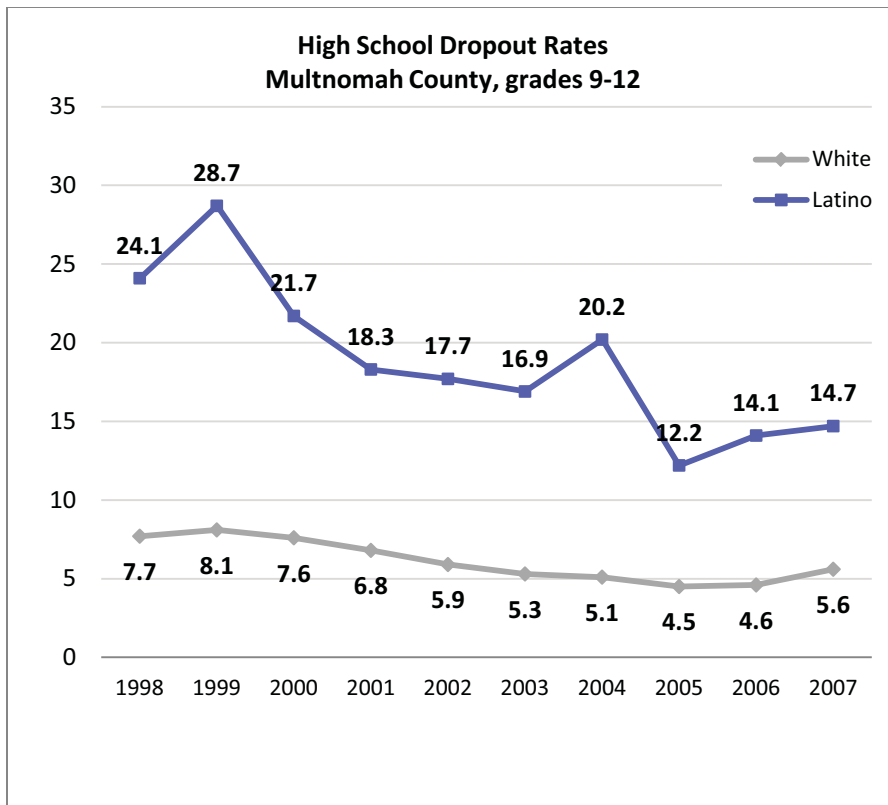
Across Multnomah county, Latino students are suspended and expelled from schools at higher rates than White students—typically at levels that are double that of White students. Given that prior research illustrates that students of color are not more disruptive in class,<sup>71</sup> we would expect similar discipline rates across all student groups. Instead, as shown below, discipline levels vary tremendously by school district, but all are consistent in significantly higher rates existing for Latino students and for students of color.



Source: ECONorthwest analysis of ODE data on student suspensions and expulsions by demographic characteristics and county districts, 2008-09.

Given that educational disparities start early, and worsen further as a student moves along in school, it is no surprise that our Latino students are deeply challenged in successfully graduating high school. Let us look at high school completion in several ways, as these data are reported by diverse measures. We will examine high school completion in the following ways: dropout rates, types of completion (only available at the state-wide level), and cohort graduation rates.

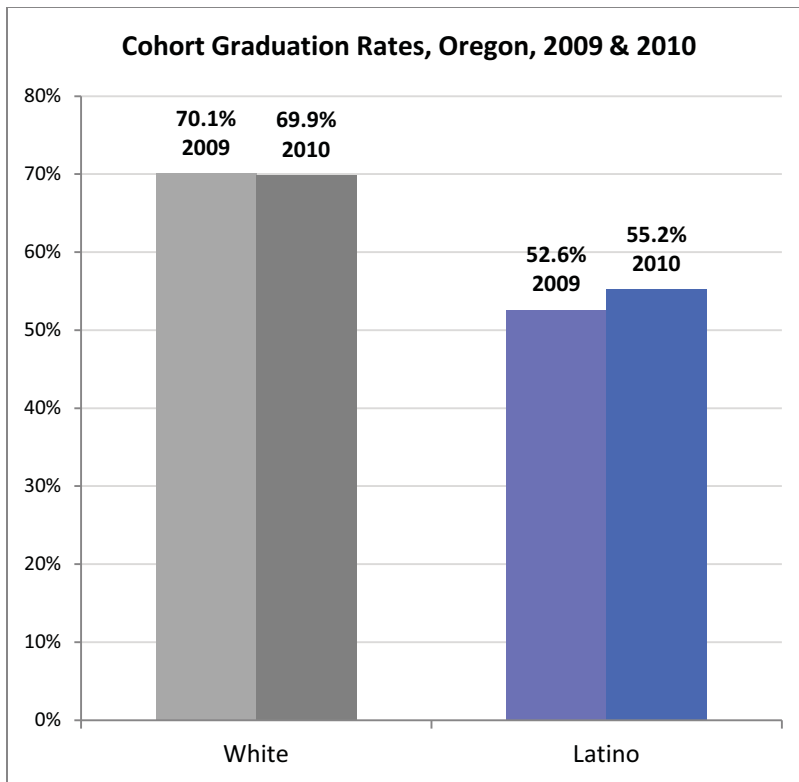
The drop-out rate has been seen as a measure of the number of students who cannot complete their schooling and withdraw or who are pushed out of the education system. A look at traditional drop-out rates shows about 14% of Latino students leaving school in recent years. While these rates show declines from a decade ago, the rates among Latinos are still approximately three times higher for our youth than among Whites.



Source: Author's calculations from Oregon Department of Education data tallied by Pat Burk.

For many years, this dropout rate has been the dominant way in which high school success has been measured. From the above chart, it appears that about 85% of our Latino students are successful at high school. These data, however, obscure the full travesty of our how poorly the education system has aided our community's educational achievement. Missing from these figures are the students who dropout before grade nine, and those who manage to make it through high school but are denied a diploma on graduation. For that, we turn to data on the profile of those who make up the population of youth who successfully complete high school within the regular four year period.<sup>72</sup>

The chart below illustrates the different ways in which our students are ready for graduation. At the end of high school, students graduate, often without diplomas. It is quite alarming that even when students have been retained in the school system, they may not graduate with a diploma. Please note that these students do not show up in the dropout rate, as they have successfully made it through school, though it is alarming to consider that they have not received a diploma for their efforts, likely due to failing grades or unmet credit requirements.

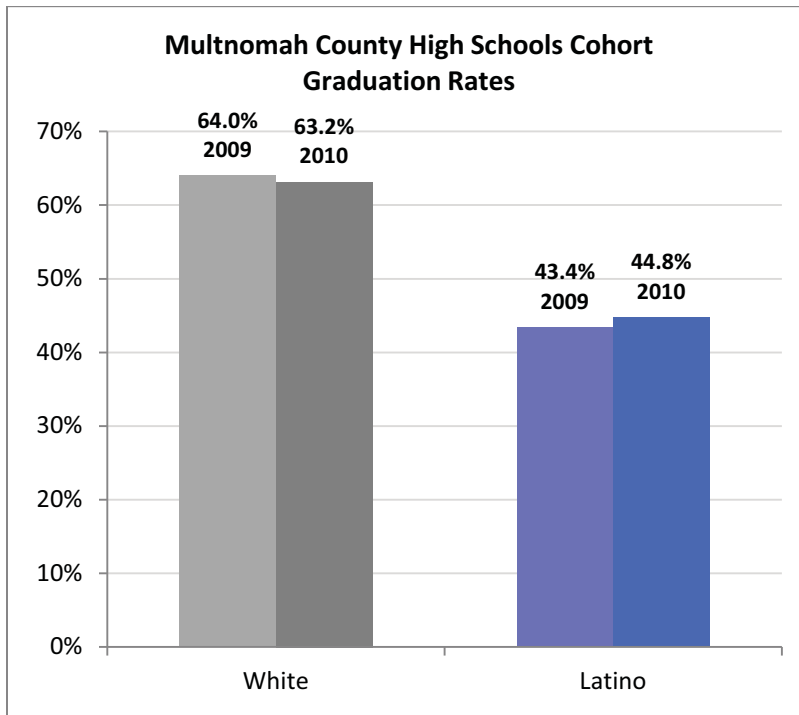


Source: Author's calculations of Oregon Department of Education's data on Cohort Graduation Rates, 2008/2009 & 2009/2010.

This chart shows the last two years of Oregon-wide data and it shows that the graduation rate is improving. Across the state of Oregon, barely half of Latino students are graduating, though the number has improved in the last two years. The wide disparity between White and Latino students may be a feature of the weak economy, as more Latino students work part-time (and sometimes full-time) in order to support their families. As such, their grades will suffer and diplomas move out-of-reach. It may also be a feature of institutional racism and the ways in which Latino students experience marginalization and academic exclusion in their schooling experience. We do know that students of color experience harassment on a routine basis, with a quarter of them identifying racial harassment within the last 30 days either at school or on their way to school.<sup>73</sup> Our interpretation of this event is that it is a combination of both – as the impact of this recession is felt disproportionately in the lives of poor people of color, and schooling experiences can leave our Latino youth feeling very isolated and marginalized.

Returning to the Multnomah county profile, we find much worse outcomes locally. The cohort graduation rate (the number of students who graduated with a regular diploma within four years of entering high school) in Multnomah county, shows that only 44.8% of Latino students who entered 9<sup>th</sup> grade in 2006 graduated with a regular diploma in 2010. At the same time, 63.2% of White students graduated with a regular diploma in the same four year span.

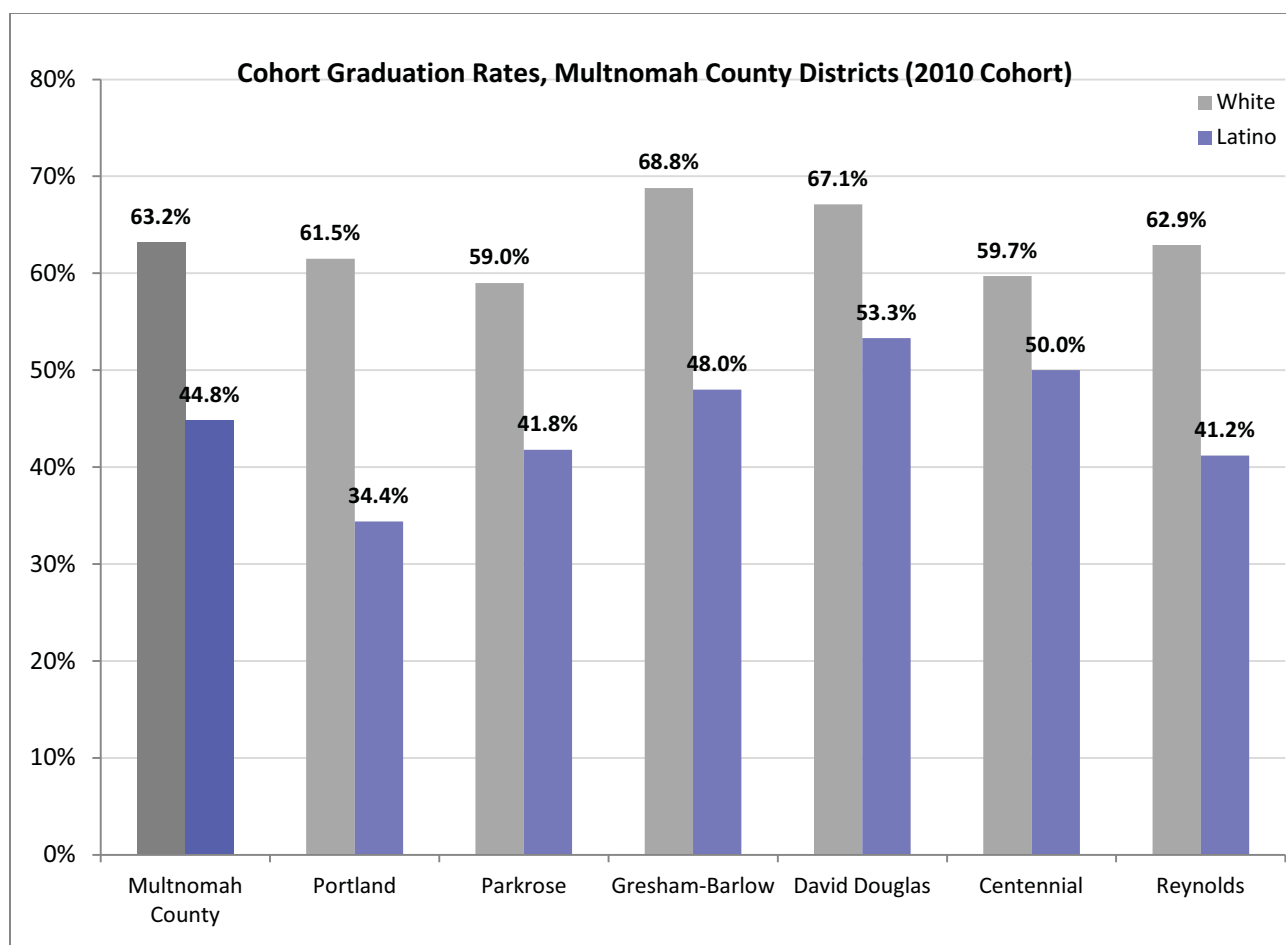




Source: Author's calculations of Oregon Department of Education's data on the Cohort Graduation Rates.<sup>74</sup>

The magnitude of disparate graduation rates is higher and more troubling than previously considered. In the first chart of this section of the report, we revealed that 43.7% of Latinos do not hold a high school diploma. We had believed that this extremely high level would be decreasing, as there is a general trend towards younger people being better educated than the adults and seniors in their community. While this pattern holds up in other communities, it does not with the Latino community. Today, 55.2% of our youth are not graduating high school successfully – meaning that the overall pattern of high school achievement is primed to deteriorate in the years to come.

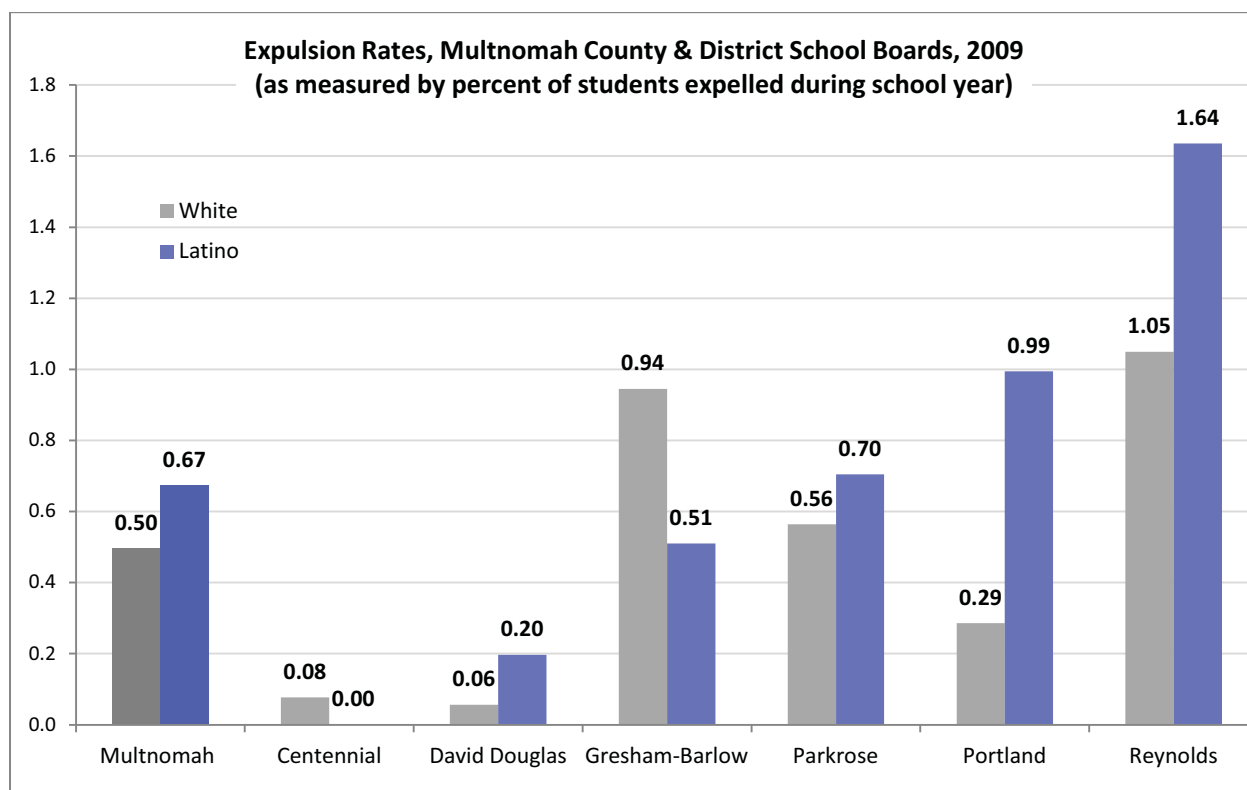
Breaking performance down by school districts reveals Portland Public Schools to be a key area of weak performance, where one-in-three Latino youth graduate successfully. The cohort graduation rate varies some by district, with the largest district, Portland Public Schools, performing worst in graduating Latino students. The chart below shows that the best performing districts still only successfully graduate about half of their Latino students. At the same time, significantly more White students in these districts complete high school and obtain a regular diploma in four years. The cohort graduation rate puts into perspective other measures looking at students who become disengaged from the education system.



Source: Author's calculations of Oregon Department of Education's data on the Cohort Graduation Rate.

When looking at all students in Multnomah county (across districts), the graduation rate for the entire 2010 cohort is 58.7%; but it is 44.8% for our Latino youth, with the consequence being that 55.2% of those who begin high school do not successfully complete it. This means that only 2-in-5 Latino students who begin 9<sup>th</sup> grade in the county will graduate in four years with a standard diploma. This terrible outcome means that we are continuing to relegate Latino students to the tail end of employment prospects and limit their future possibilities.

When we consider the dual impact of discipline rates and graduation rates, we suspect that there is a significant interaction between discipline practices and those who are “pushed out” of school (rather than dropping out). For our Latino youth, the top two performing schools are Gresham-Barlow and David Douglas (at 52.1% and 52.1% graduation rates, respectively). But these are also two of the highest of the top four discipline-laden schools. It may be that discipline is serving to keep attention on our children, although we would aim for schools to achieve this through more positive practices. When we add a review of the expulsions data (below), we find that these two higher-performing school districts rate lower in expulsions for our Latino youth.

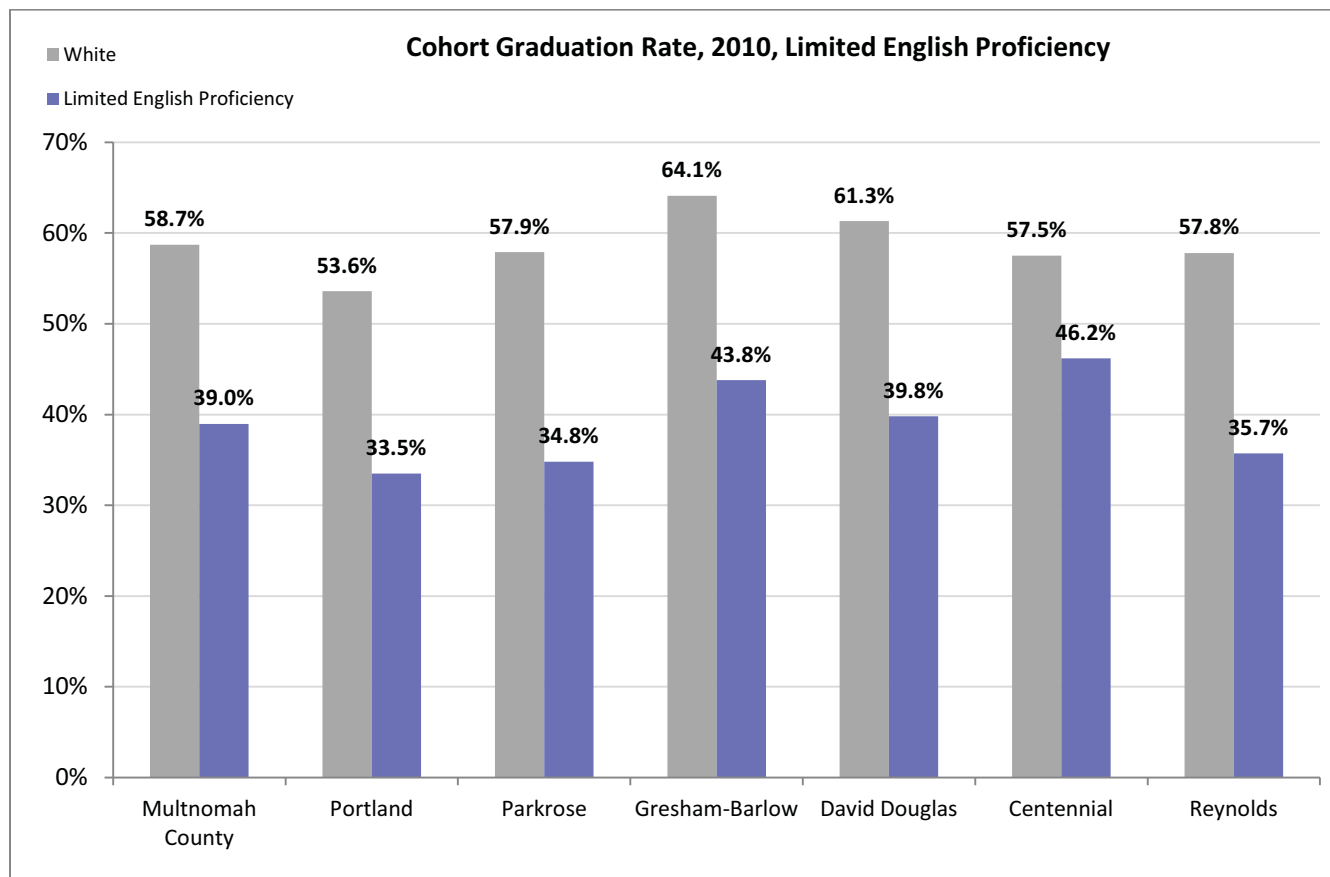


Source: ECONorthwest analysis of ODE data on student suspensions and expulsions by demographic characteristics and county districts, 2008-09.

Weaker schools that graduate fewer of our students (Portland, Reynolds and Parkrose) show up as holding an uneven pattern of discipline rates. But when we turn to the expulsion rates of these schools, we find that Latino students are being expelled at the highest rates in the county.

We advocate for a closer investigation of the role that discipline plays in student achievement and retention. We know that discipline rates are 70% higher across the county for Latino youth than for Whites, and that there is wide variation between district practices. We also know that students of color are no more likely to misbehave in classrooms than White students, but that they are handled differently by teachers and administrators. And once identified in this way, students who receive discipline are more likely to continue to be disciplined, even when their behavior improves.<sup>75</sup> Given also that discipline practices (suspensions and expulsions) are strongly linked to youth involvement in the juvenile justice system and greater likelihood of dropping out of school,<sup>76</sup> we want to ensure that institutional racism does not contribute to uneven or heavy-handed uses of discipline with our children. We believe that institutional racism is operating within our schools (and indeed in all our institutions) and that growing anti-immigrant sentiments coupled with barriers to advocacy efficacy among our Latino parents are resulting in both harsher treatment and silent compliance.

While graduation rates today deteriorate to well under one-in-two Latino youth, even worse is the rate for English language learners in some of our local school districts where less than one-in-three limited English students graduate. Of note, Portland Public Schools has been out of compliance with federal regulations in 13 of the past 17 years, and only one-third of students who are in ELL programs for a five year stretch are able to communicate well in English.<sup>77</sup> Again, a focus on Portland Public Schools is warranted, with its performance in ELL gravely underperforming; worse than other Multnomah county school districts. While we cannot disaggregate these data by race, know that for the data below, half of these students are typically Spanish speakers.

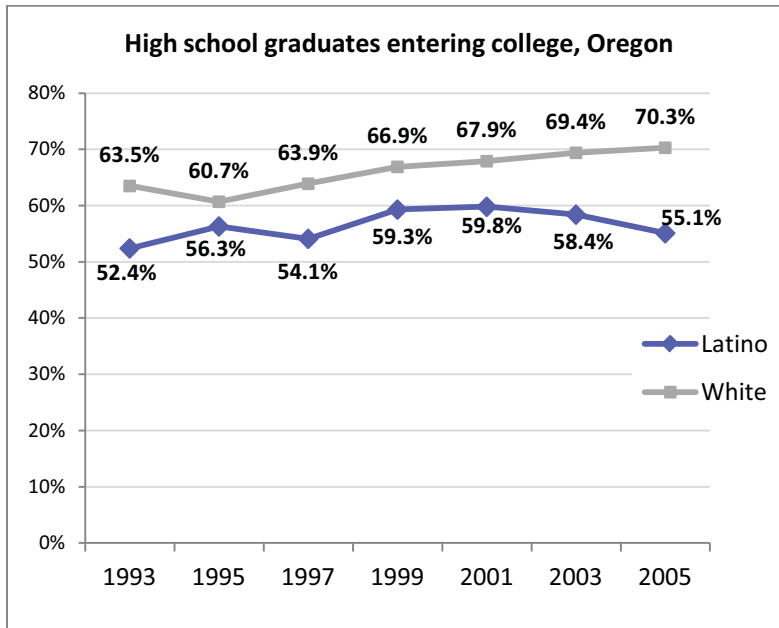


Source: Author's calculations from Oregon Department of Education data on cohort graduation rates (2006/07 to 2009/10 cohort).

The variation in results shows that better results are possible for English language learners as the data on the school boards of Centennial, Gresham-Barlow and David Douglas show school boards which are able to successfully graduate more ELL students than Latino students.

The cumulative effect of the educational disparities is student disenfranchisement with the education system. Even so, addressing dropout rates is essential for equity—keeping students in school increases their chances for improved incomes, employment, health, and quality of life.

Turning now to post-secondary education, we know that the combined influence of poverty, low test scores, a pervasive disparity with White students, and ongoing institutional racism results in a dismal profile for post-secondary graduation. Latino students are not graduating from our universities at a rate which might narrow gaps in occupational or income experiences.

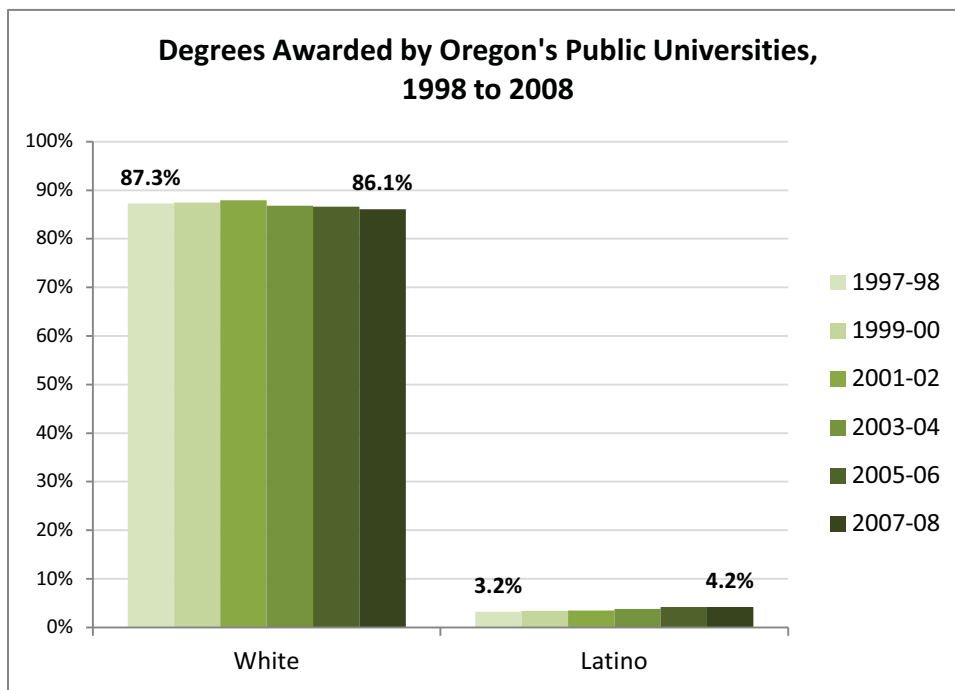


Source: Oregon University System, 2006.<sup>78</sup>

The trend away from higher education is troubling, as we know that higher education is a significant pathway out of poverty and into better paying jobs and incomes. Notice that the above chart shows that the numbers are deteriorating for our community, and that this pattern is not new – but rather one that has been emerging since 2001.

Work conducted by Portland State University's Éxito program<sup>79</sup> reveals that barriers to entering higher education center mostly on the financial demands of such programs as well as knowledge about entry processes and the economic vulnerability of our students' families who often depend on the incomes of all children to survive. Fears of separation and the harmful impacts it might have on the family sometimes accompany these barriers. Additionally, students who are undocumented are denied access to in-state tuition costs and instead pay international rates, which in Oregon are three times higher than for local students. Couple these high rates with the fact that lacking documentation means one cannot access federal financial aid or most scholarships, and the net result is that immigration policy creates an insurmountable barrier to entering higher education for many Latino students, even if they have toiled through high school and secured adequate grades for such entry.

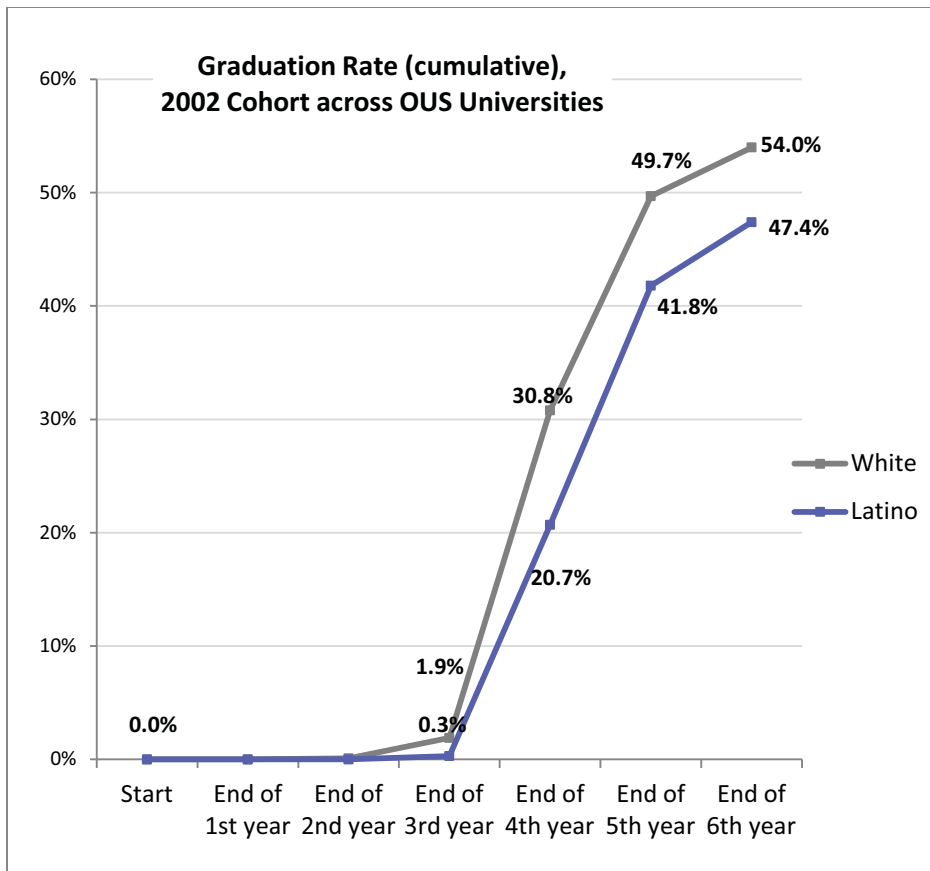
At the university level, the below chart shows that Latino students are only marginally improving their graduation rates over the last decade. Despite a rapidly diversifying student body and general population, the White composition of our state universities has not lessened.



Source: Author's calculations of data from Oregon University System Fact Books, selected years.

Given the snail's pace with which our universities are diversifying, if left untended, it will take until about 2075 for disproportionality to end, but it would actually stretch longer because our population continues to grow. At the natural pace of change, it would take, approximately, until 2100 for parity to be achieved. It goes without saying that this pace of change is unacceptable.

Below we have indicators that Latino students are not completing their programs of study within the expected 4 years. By the end of 4<sup>th</sup> year, only one-in-five Latinos have completed their program, compared with one-in-three Whites. By the end of six years of study, less than one-in-two have graduated. We remain concerned about graduation rates for all students, as only 54% of Whites have graduated as well.



Source: Author's calculations from OUS Institutional Research Services (2009).<sup>80</sup>

The profile of educational attainment for all Latino adults in Multnomah county is not likely to change in the coming generation, as so few of our youth successfully graduate school and so few obtain university educations. Latino success in higher education can occur through a robust combination of the following:

- Remove financial barriers to higher education, including ensuring passage of the DREAM Act that would allow foreign-born students without documentation access to financial supports and lower tuition
- Expand easy access to the best information about admissions processes and financial aid
- Provide family supports and information about how to support our children
- Reduce institutions' cultural and academic barriers for admitted students by increasing the availability of Latino advisors and educators and by increasing the cultural relevance of academic programs
- Address institutional racism that deepens Latino experiences of marginalization, isolation and exclusion. One dimension of this racism is the way in which the myth of meritocracy operates – mainstream institutions maintain their hold on a dominant discourse suggesting that if a student does not succeed, it is due to that student's shortcomings. We seek, instead, for such institutions to acknowledge their own shortcomings and to implicate environmental, curriculum, faculty and support systems in contributing to failing to support these students.

In summary, Latinos are deeply invested in education as it is the most important pathway out of poverty and towards improved jobs, incomes, security and quality of life. Yet, all information shows that the prospects are no better for the coming generation than for those who are already employed, unemployed or have given up on employment. The distress in the entire education system, from kindergarten through post-secondary education, points to a need for significant change. The attention it has garnered over the past decade has not resulted in sufficient achievements so as to provide promise that educational disparities will dissolve anytime soon.

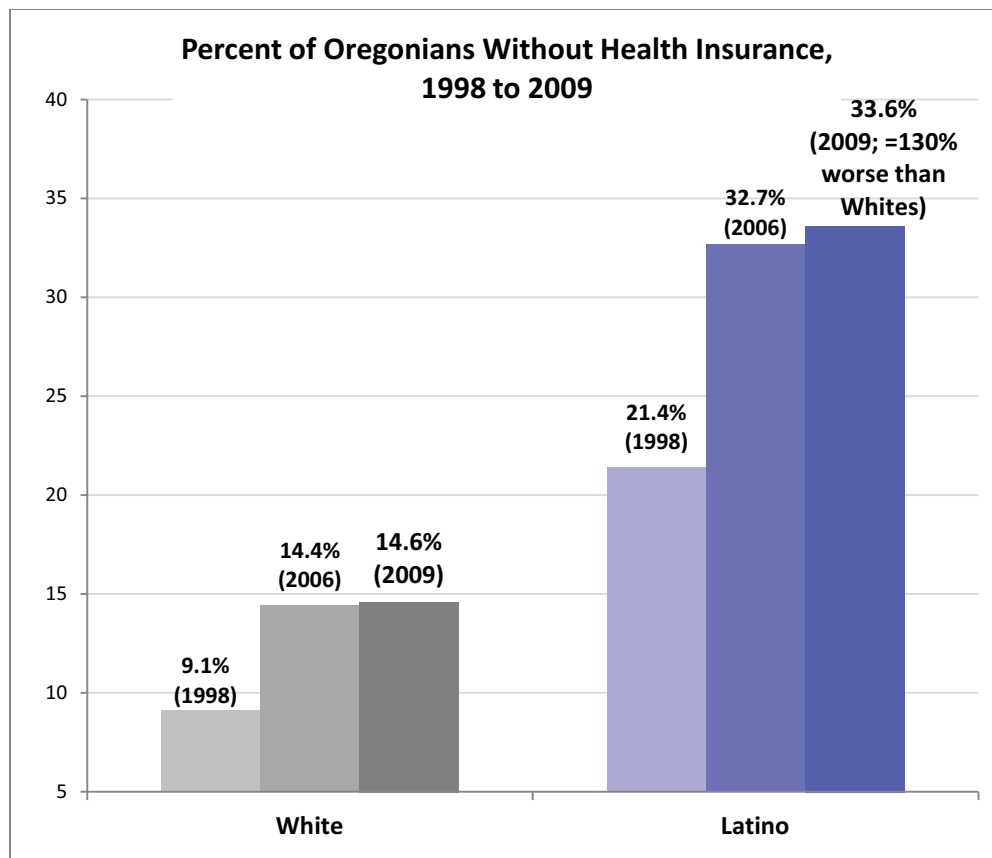
## Health and its Barriers

In Multnomah county, health disparities between Latinos and Whites have been identified in various dimensions of health. For example, Latina teens give birth at rates six times those of Whites. In addition, Latina women in Multnomah county are twice as likely as White women *not* to receive prenatal care during their first trimester of pregnancy.<sup>81</sup> Local health data also shows that Latinos here have almost double the HIV mortality of Whites, as well as the second highest Chlamydia incidence rate, which is 2.5 times the rate of Whites. Latinos in Multnomah county also have a homicide rate 2.3 times higher than Whites, the second largest rate in the county.<sup>82</sup>

We know that nationally, Latinos face higher mortality rates from chronic liver disease and cirrhosis, accidents, diabetes, and homicide compared to other racial and ethnic groups. The relative burden of diabetes mortality has increased over time such that it has become one of the top five killers of Latinos.<sup>83</sup> We also know that substantial health disparities exist for many conditions, including cervical cancer, asthma and obesity.<sup>84</sup>

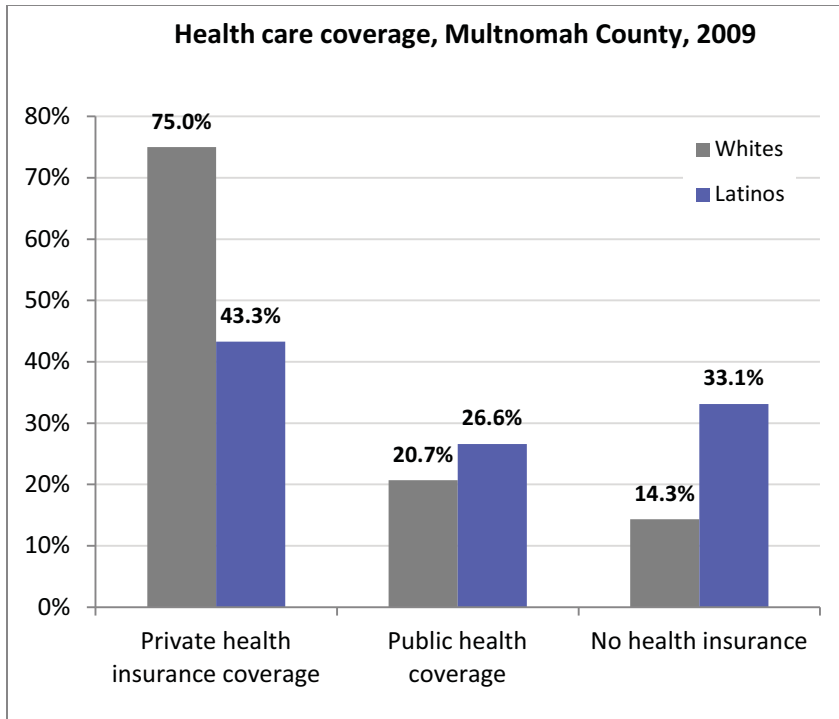
Many of the burdens of these health issues are relieved with proper prevention and regular health care. One of the reasons for not seeking health care is that health care coverage is too low. Coverage rates are disastrous for all Oregonians, and particularly abysmal for Latinos. The number of Latinos in Oregon without health care coverage has grown over time and while the rate of deterioration slows in recent years, the gap between Latinos without health coverage and Whites similarly imperiled stays constant.





Source: Author's calculations using data from Oregon Population Survey, 1990-2006 and American Community Survey, 2009.<sup>85</sup>

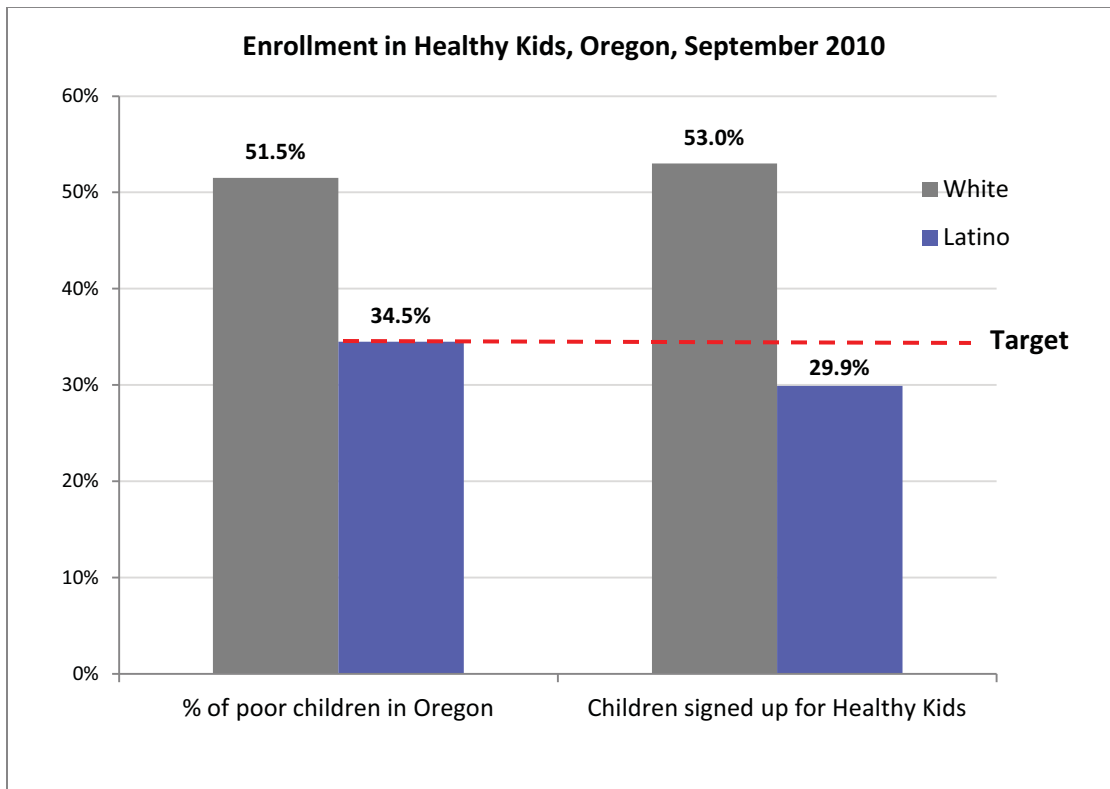
In Multnomah county, we now have local data on health care coverage for 2009. Highly disparate rates exist for Whites and Latinos with today's rate at 130% worse than that of Whites. One-in-three Latinos does not have health insurance at this time.



Source: American Community Survey, 2009.

Latinos suffer in many ways from this lack of health care coverage – the absence of coverage results in a financial drain in getting care when essential to do so, and not holding health insurance also serves to limit one’s ability to earn a decent income. Health care has a multitude of impacts, with everything from an ability to keep one’s job, to risking debilitating disease because one is reluctant to seek both preventative care as well as early intervention, to going to work/school while ill and spreading illness to others, and being unable to stay home and recuperate properly. The financial impacts of lack of health insurance include increased likelihood of going bankrupt – and today across the country, more than 60% of bankruptcies are the result of medical bills, which for the uninsured average \$27,000.<sup>86</sup> For those who are undocumented, the lack of health care coverage skyrockets to an estimated 59%, and to 53% for undocumented children (US-level estimates, as predicted by the Pew Hispanic Center).

Oregon holds a robust commitment to providing health care for children (although not for undocumented children) through its Healthy Kids program. But their efforts to enroll children of color have been inadequate to ensure that all eligible Latino children are enrolled in the program.



Source: Healthy Kids, Oregon, “Enrollment by Race/Ethnicity” for 2010.

Too few of our Latino children are enrolled in Healthy Kids to receive health care. This means that there are barriers present in the operation of Healthy Kids that limit the ways our families can access this important program. We look forward to renewed efforts at removing these barriers and to increasing our children’s access to health care.

Lack of health insurance and access to preventative care, in addition to language and cultural barriers, are factors that contribute to poor health outcomes among Latinos. And yet, Latinos tend to live longer than Whites. Known as the “Latino Paradox,” there is a national pattern of higher longevity among Latinos. Interpreting this is difficult, with causes suggested to be the result of ill and/or aging Latinos returning to their country of origin to die (called the “salmon bias”), the protective factor of multigenerational households which identify ill health early and support seniors as they age, and the fact that newer immigrants are more likely to be healthy than their third generation equals (as ill health will limit the likelihood of immigrating).<sup>87</sup> It is also possible that greater longevity is the result of data interpretation – for the pattern of death certificates strongly undercounts those in some communities of color, including Latinos.<sup>88</sup>

Whatever these data mean, they do not mean that poor Latinos are resilient to health challenges and subsequently less likely to need health insurance coverage. Access to health care must be expanded, for adults and for children. While significant advances have been promised for health insurance coverage of

children in the state, their parents must similarly be covered. We are just discovering that even when children have health care, if their parents don't also have insurance, they are less likely to be taken for health care when they themselves are sick.<sup>89</sup> We advocate for a health care system that provides coverage for the children of undocumented residents (as exists in Washington state under the Apple Health for Kids program), and extending the system universally to all those who cannot afford coverage.

In addition to health care coverage, access to culturally-specific health care services is needed. It is not uncommon for Latinos to be curtailed from adequate care due to language barriers, use of inappropriate screening and assessment tools (as many have not been culturally normed, but rather erroneously presumed to work equally well in the Latino community), and denied service due to lack of documentation.<sup>90</sup> Look to Appendix #2 for our perspectives on the need for and vital importance of culturally-specific services to meet the needs of our communities of color.

It is worth repeating that issues such as poverty, low income, insecure employment, food insecurity, stress, low education and unsafe housing are going to jeopardize one's health.<sup>91</sup> Poverty and racism narrows one's health prognosis – and this must cause us to work harder towards preventing ill health, with solutions being required through a social determinants of health framework. For not only does deprivation cause distress, but so too does inequality (also called relative poverty). When communities are faced with deprivation and this experience co-exists with affluence and abundance for others, this inequality damages both health (in terms of blood pressure, heart disease, chronic stress and some chronic diseases) and subsequently well being.<sup>92</sup>

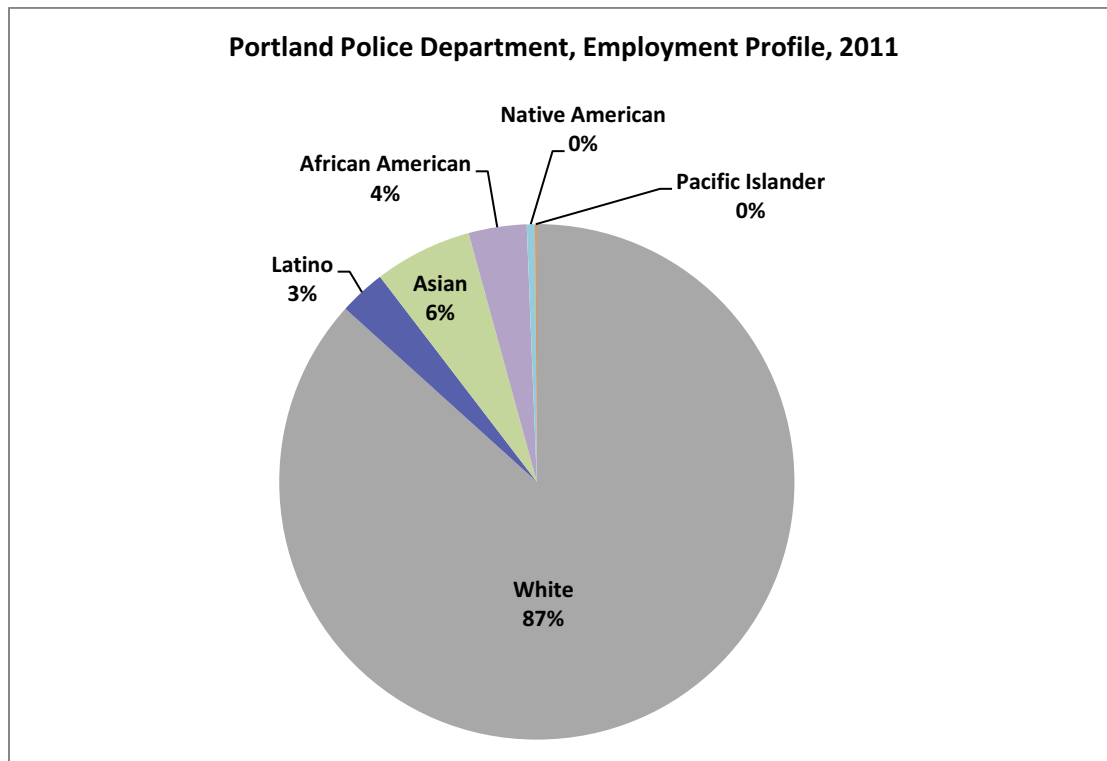
## **Crime & Adult Corrections**

Crimes committed by those in the Latino community have been on the decline over the last 15 years. The good news is that crimes are dropping across the population; the bad news is that more Latinos are arrested for crimes than Whites. This level is 13% higher, illustrating disproportionality in the arrests made of Latinos.<sup>93</sup> If we were committing crimes more frequently, then there would be just cause for these heightened arrest rates. Yet, there is growing evidence that our criminal involvement is about the same as Whites.<sup>94</sup>

If Latinos are not committing more crime, then why are our levels of involvement with criminal justice higher than Whites? We do know that we are policed more heavily than Whites, and are more likely to be stopped and searched more often by the police while driving.<sup>95</sup> Not surprisingly, Latinos are more likely than the general population to report that they or a member of their household has been stopped by the police. Latinos in Portland are also somewhat more likely to perceive unfair treatment by Portland police officers regarding "race, skin color, or national origin" than is the general population.<sup>96</sup>

Part of the problem with racial profiling is that society typically has police forces that employ few people of color, leading to systems that respond to dominant discourses. Such discourses typically reproduce

ideas that suggest people of color are “not to be trusted,” or “not entitled to fair treatment” or “more likely to be criminals.” Workforces that have parity between Whites and people of color are more likely to have resisted such damaging discourses. So given that we are now looking at the justice system, let us review the profile of the Portland Police Department.

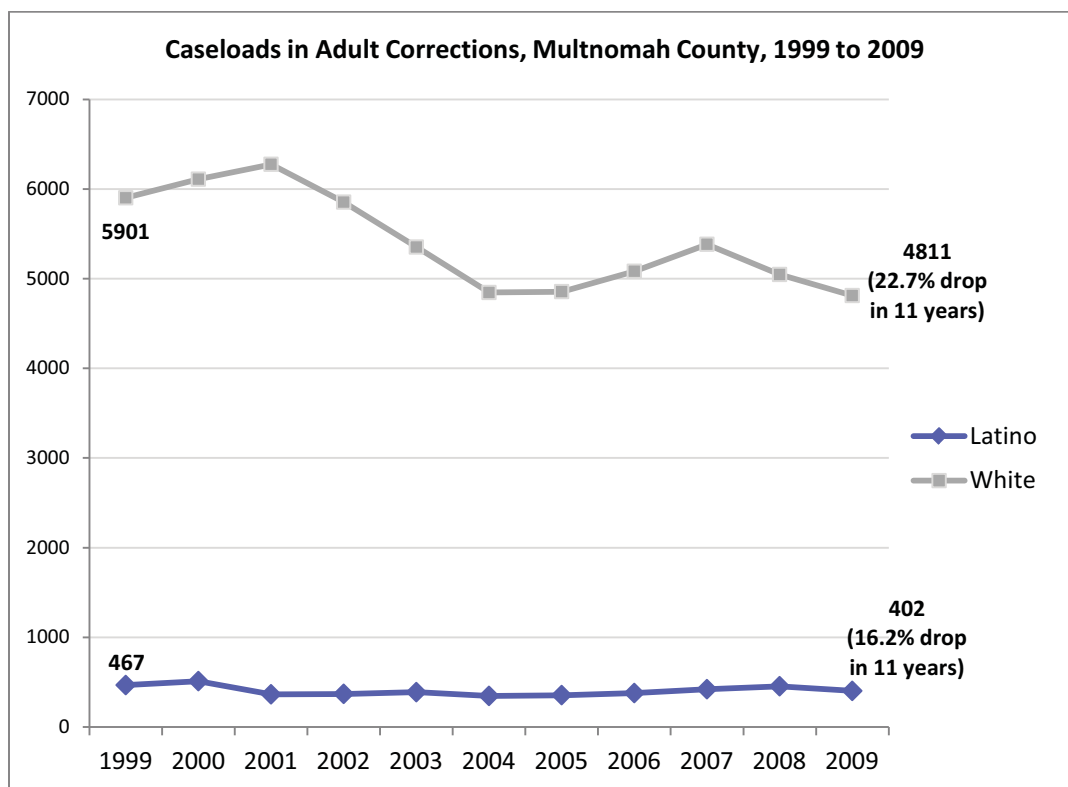


Source: Portland Police Department, 2011.<sup>97</sup>

Today, however, Latinos are 10.1% of the population in the City of Portland, and thus are under-represented in the Police Department by more than three-fold. Were no barriers to exist in our hiring, we would make up 10.1% of the Police Department. Progress is being made with new hires, as those hired this year are 13.5% Latino. This is good progress, but equity will be slow to be gained.

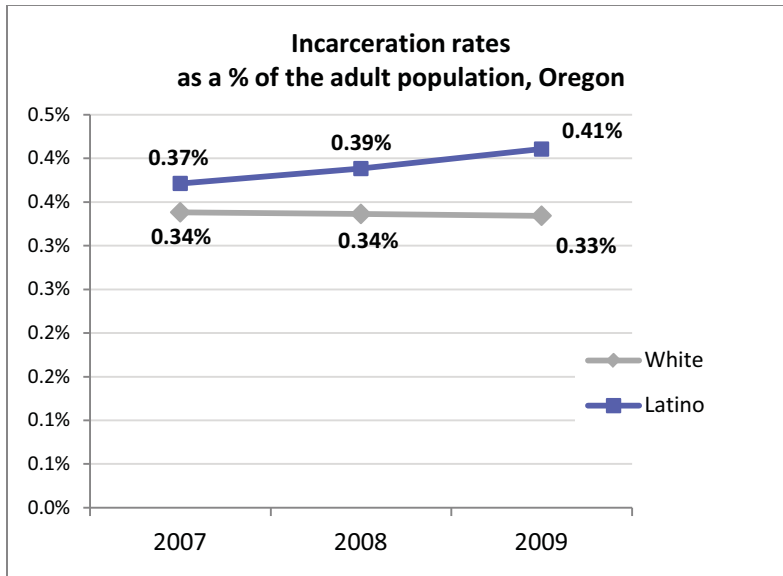
A working group reporting on minority over-representation in the criminal justice system in Multnomah county in 2000 analyzed data from four key decision points in the justice system and concluded that over-representation of racial/ethnic minorities permeates most crime categories, and while rates of prosecution, dismissal, and guilty verdicts were fairly consistent across racial/ethnic groups, harsher sentences were more often applied to people of color.<sup>98</sup> This research says that it is the biases, assumptions and stereotypes of those who hold decision-making authority that create these differential outcomes.

Once convicted of a crime, statistics become available from the Department of Corrections. We see below that the gap between Whites and Latinos is decreasing, primarily because much fewer Whites are being found guilty of crimes. Thus this disparity reduction has a negligible impact on our community.<sup>99</sup>



Source: Oregon Department of Corrections' Community Population Profile (Biannual Profiles: January 2010).

However, when we turn our attention to those incarcerated, the Oregon-wide data (the absence of correctional facilities in the county makes examining the state-wide data necessary, as residents are spread over the whole state), we see in the chart below, that Latinos experience an incarceration rate of 0.41%, compared with that of 0.33% for Whites, which translates into a disproportionality level of 24.2% worse outcomes for Latinos.<sup>100</sup> This evidence of unequal treatment suggests that the system is ripe with institutional racism that has its roots in a combination of over-policing, over-charging, inequities in being held in detention plus inequities in how probation officers make recommendations and how judges adjudicate a case.



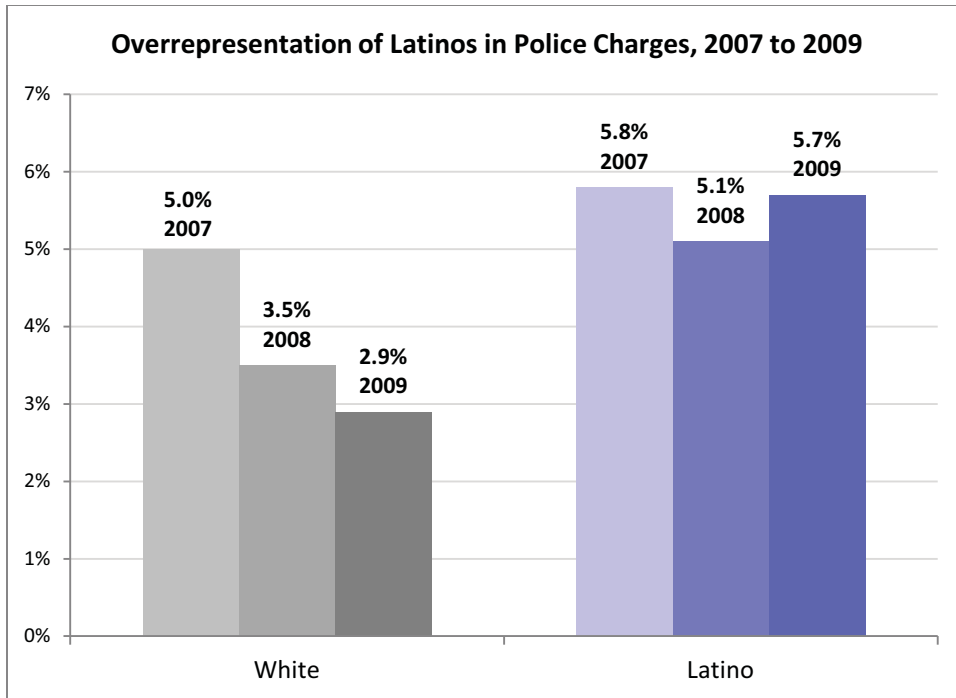
Source: Author's calculations of Oregon Department of Corrections' Community Population Profiles (2008 & 2009).

The above data shows that disparities are widening rapidly and that Latino incarceration rates have been climbing steadily in the last three years, while that of Whites has reduced slightly.

The composite picture of the situation facing Latinos is grim: gains made in reduced crime rates are not stretching to the Latino community as Latino adults today are arrested at increasing rates. Additionally, Latinos are being incarcerated at higher rates. Turning now to look at the situation facing our youth, we will see a similar yet more profound set of disparities.

## Juvenile Justice

The onset of involvement in the juvenile justice system begins with police intervention and decisions to charge youth. Below we see that Latino youth are charged at almost double the rate of White youth.

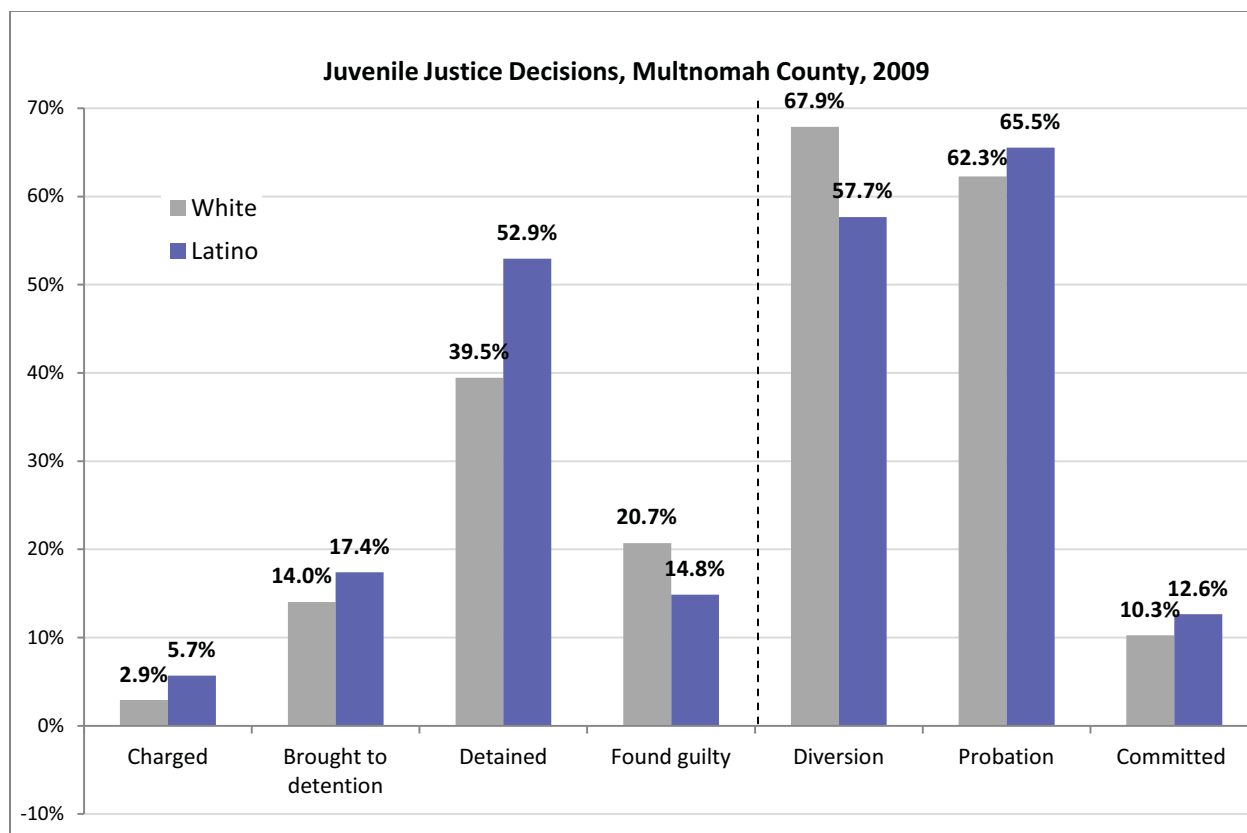


Sources: Rhyne & Pascual (2009) for 2007 & 2008 data<sup>101</sup> and Wu & Rhyne (2010) for 2009 data.

Furthermore, gains made in the reduction of charges for White youth are not experienced by Latino youth. In fact, the improvements made in 2008 were lost in 2009. Today, the rate of youth justice involvement with Multnomah County's Department of Community Justice (DCJ) is 97% higher than for Whites, or equivalent to a Relative Rate Index (or RRI) of 1.97. This means that for every one White charged by police, 1.97 Latino youth are charged.<sup>102</sup> Being charged by the police is the engine that begins a typically harmful set of interactions with the justice system.

A full picture of disparities in the juvenile justice system is reproduced below. Latino youth experience more harsh treatment by the juvenile justice system at each level of involvement, with the exception of findings of guilt. Our youth are more likely to be charged than White youth, more likely to be brought to detention, and more likely to be detained. Our youth are also less likely to be steered out of the justice system into diversion and informal programs. When sentenced (the two right columns below), they are more likely to be given probation and more likely to be committed to the youth authority (meaning they receive custody sentences).

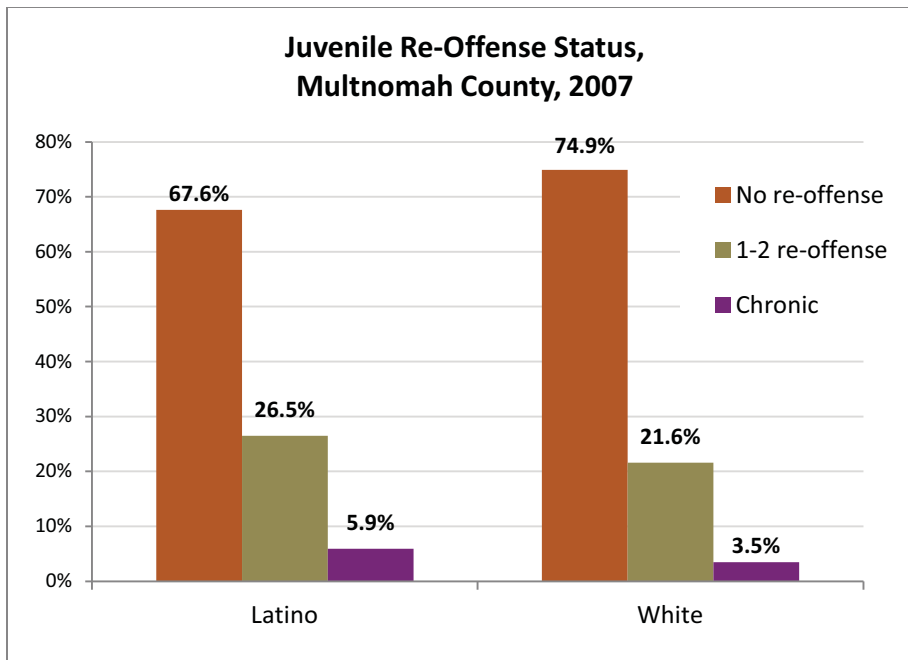




Source: Author's calculations based on data from Wu & Rhyne (2010).<sup>103</sup>

While disparities are high at the start of the system (being charged by police), they are also very high at the deepest point in the system – being committed to a custodial sentence. In this arena, our Latino youth are receiving custody sentences at rates that are 52% higher than White youth. While our concerns stretch throughout the system, our priorities are thus directed at both ends of the system – being charged by the police and being committed into custody.

Turning to the re-offending situation, Latino youth were somewhat more likely than Whites to re-offend with 1-2 offenses and to become part of the chronic re-offender sub-population once engaged in the criminal justice system (see graph below).<sup>104</sup>



Source: Rhyne & Pascual (2009).

In recent years, Latino youth entering the juvenile justice system have begun to be more evident in the system, particularly at the front and tail ends of the system. The most alarming change in the past years is the number of our youth who are receiving custodial sentences – from 8 of 116 who were found guilty in 2007, to 21 of 107 who were found guilty in 2008. The net impact of this change is that we have a worsening disparity with Whites of almost ten-fold in the last year.

While 2008 saw a decrease in the proportion of Latino youth brought to detention over 2007, they were more likely than Whites to be detained until their court case. Latino youth continue to be over-represented in the youth with criminal charges population and have become increasingly more likely to be detained in recent years.<sup>105</sup> It is time to take a closer look at why these phenomena are occurring and what can be done to change this trajectory.

## Child Welfare

Child welfare systems are vulnerable to disproportionality. A look at the child welfare data for children and families of color in Multnomah county shows how race and ethnicity influence family's experiences with this system in the county.<sup>106</sup> Through a review of the essential "decision points" in child welfare, we can study whether or not, and by how much, decisions are made that lead children of different races and ethnicities to have different experiences in the system.

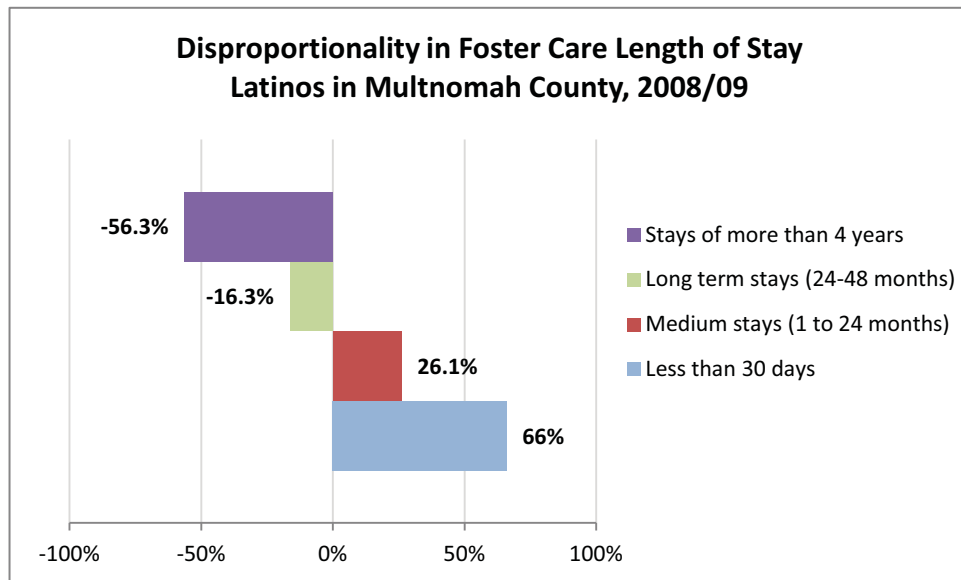
This text will highlight some of the features of these decision points, as we "walk" through the child welfare system and review data on decisions made along the way. To begin, Latino families were

reported to the Child Protective Services (CPS) hotline at higher rates than White families, at a level that is 52% higher than our population warrants.<sup>107</sup> Over-representation of minority families at this stage of the child welfare continuum is very important, because it determines the “pool” of people who will now potentially enter the child welfare system.

Once a report has been made to the CPS hotline, a worker receiving the call uses set screening criteria to decide whether the report warrants a full assessment/investigation. At this stage, Latinos (67.4%) were more likely to be referred for an assessment than Whites (56.7%).<sup>108</sup> At the next point on the child welfare continuum where an assessment gets conducted, workers make a decision about whether a reason exists to be concerned for the safety of the children in the home. In Multnomah county, Latino families were more likely than Whites to have rulings that lead to greater involvement with the child welfare system.<sup>109</sup>

When children are removed from their homes, they enter foster care. When we examine how many Latino families are losing their children to child welfare, we find that 7.4 of every 1,000 Latino children in Multnomah county are in foster care.<sup>110</sup> This is higher than the national average; nationally there are only 6 Latino children (per 1,000 child population) in foster care.<sup>111</sup>

Once a child is removed from the home, it is important to see how quickly the child is reunited with family.<sup>112</sup> Thus an important measure is how long children stay in care. Of the children who were in care during a six-month study period,<sup>113</sup> Latino children were placed into foster care for short lengths of time at levels higher than White children, but then were underrepresented in longer stays.<sup>114</sup> In the below graph, we reproduce the length of stay data reported in the above text. With the concentration of Whites in foster care at each length of stay taken as the benchmark of 1, this chart shows how Latinos fare in stays of various lengths.



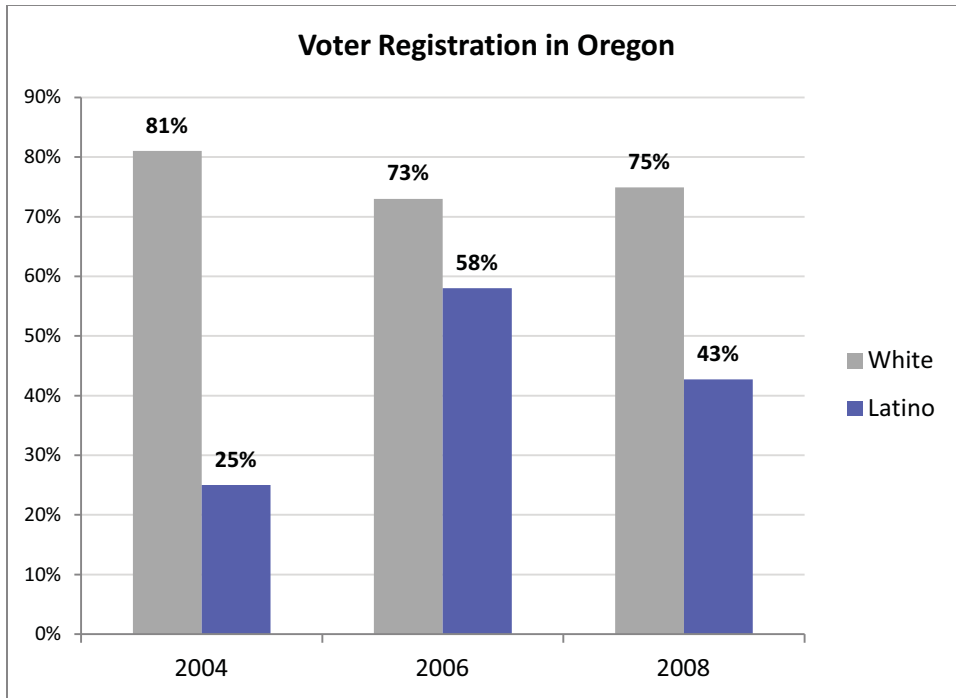
Source: Adapted from Miller, Cahn, Bender, Cross-Hemmer, Feyerherm, & White (2009).

The pattern illustrates that Latino families tend to have short stays with more rapid return to their families. This part of the story is good news for Latino families. Despite being more likely than Whites to be reported to CPS and to have a founded disposition, Latinos are less likely than other groups to languish in care for long periods and the most likely to be reunified with their families when exiting foster care.<sup>115</sup>

## Civic Engagement

The levels of civic engagement in a community, or the level people in the community are taking individual and collective actions to identify and address issues of public concern, are one indicator of community-wide well-being. Voting and volunteering are the most frequently measured forms of civic engagement, but political voice—things people do to express their political or social viewpoints, such as holding a political office, writing to an elected official, or protesting—may also be considered ways individuals contribute to public life.

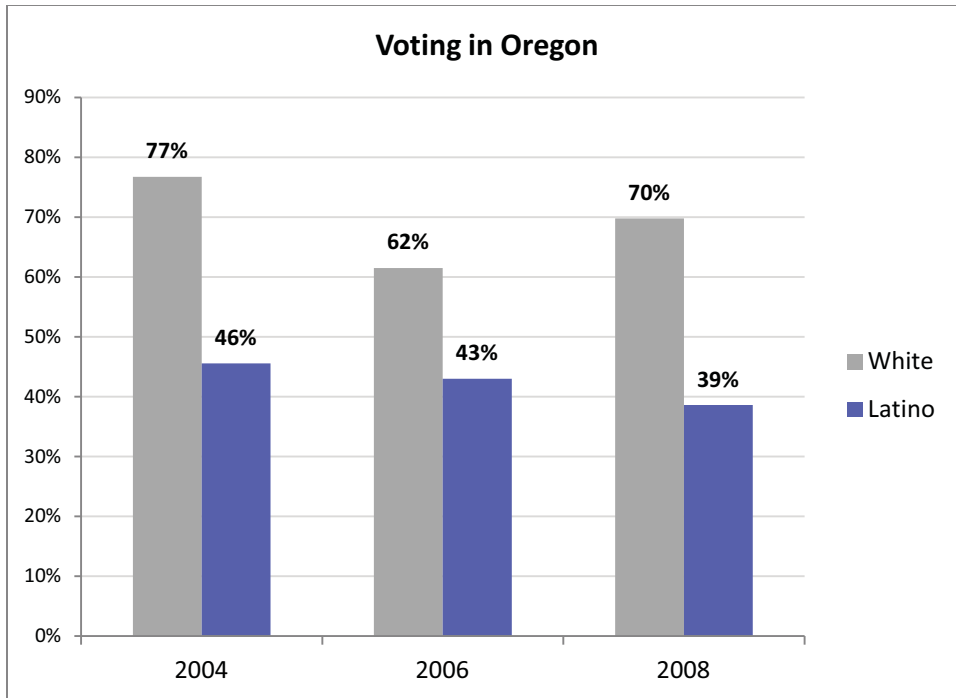
As the table below illustrates, in Oregon in 2008, levels of voter registration among Latinos remained significantly lower than for non-Latino Whites. These levels were also lower than for Blacks and Asians (which had voter registration levels around 70%).<sup>116</sup>



Source: November Current Population Survey 2004, 2006, and 2008.

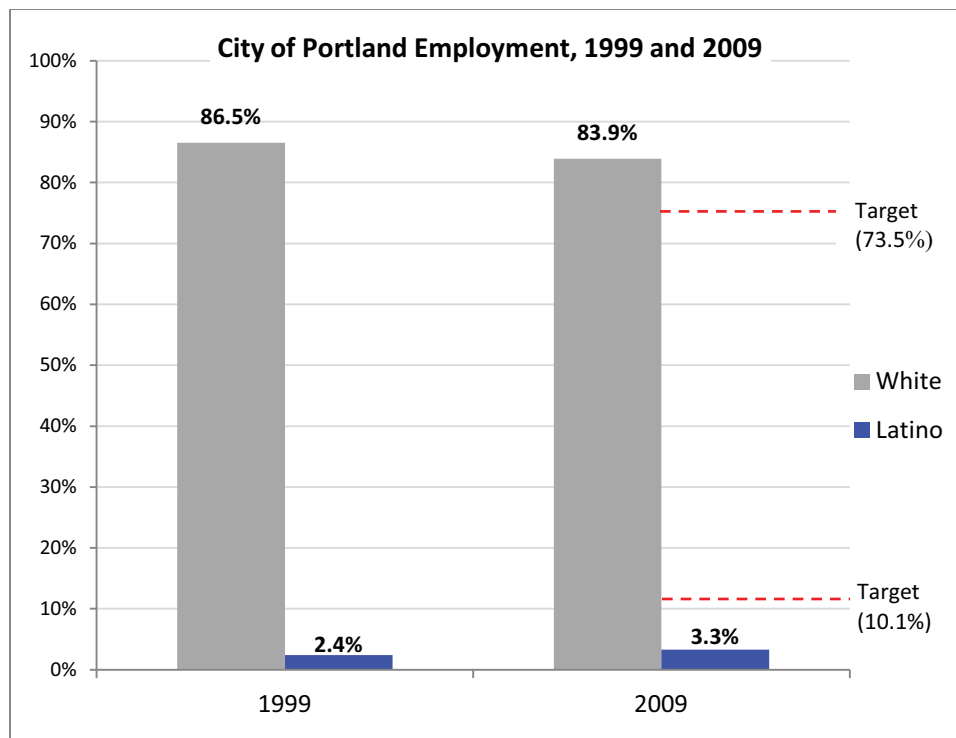
Nationally, the 2008 presidential election saw a significant increase in voter turnout among Blacks and Latinos. However, this trend did not hold true for Latinos in Oregon. The 2008 election actually showed declining levels of civic engagement among Oregon's Latino population. Levels of voter turnout among Oregon's Latinos in 2008 were lower than the two previous election years and remained significantly lower than for Whites, as well as Blacks and Asians.<sup>117</sup> In addition, with only 39% of Latinos reporting having voted in the 2008 election, Oregon lagged behind the national average of 49% voter turnout among Latinos.<sup>118</sup> One possible explanation for this shortfall in turnout is the lack of Latino representatives and candidates in elected office. To the best of our knowledge, across Oregon, there was only one Latino state representative (Sal Esquivel) and no state senators in the 2008 elections. In 2010, Susan Castillo stood for reelection and won, returning to the role of Superintendent of the Oregon Department of Education.

The federal failure to move on immigration reform is understood to be a significant factor in the low voter turnout. We also implicate the chilling impact of immigration policy that has changed the discourse of this nation from one that has emphasized inclusion and civic engagement to one that is rooted more firmly in blaming immigrants for our social and economic ills. In this environment, staying under the radar of surveillance is of growing importance, and the impact on our voter registration is one of the consequences.



Source: November Current Population Survey 2004, 2006, and 2008

In addition to voting and political representation, we also measure civic engagement by employment in the public sector. Leading institutions are expected to hire at parity, meaning that hiring practices should result in a pattern where the institution itself reflects the racial composition of the region. The City of Portland, as shown below, does not hire an equitable number of Latinos, and hired an over-abundance of Whites into full-time employment.

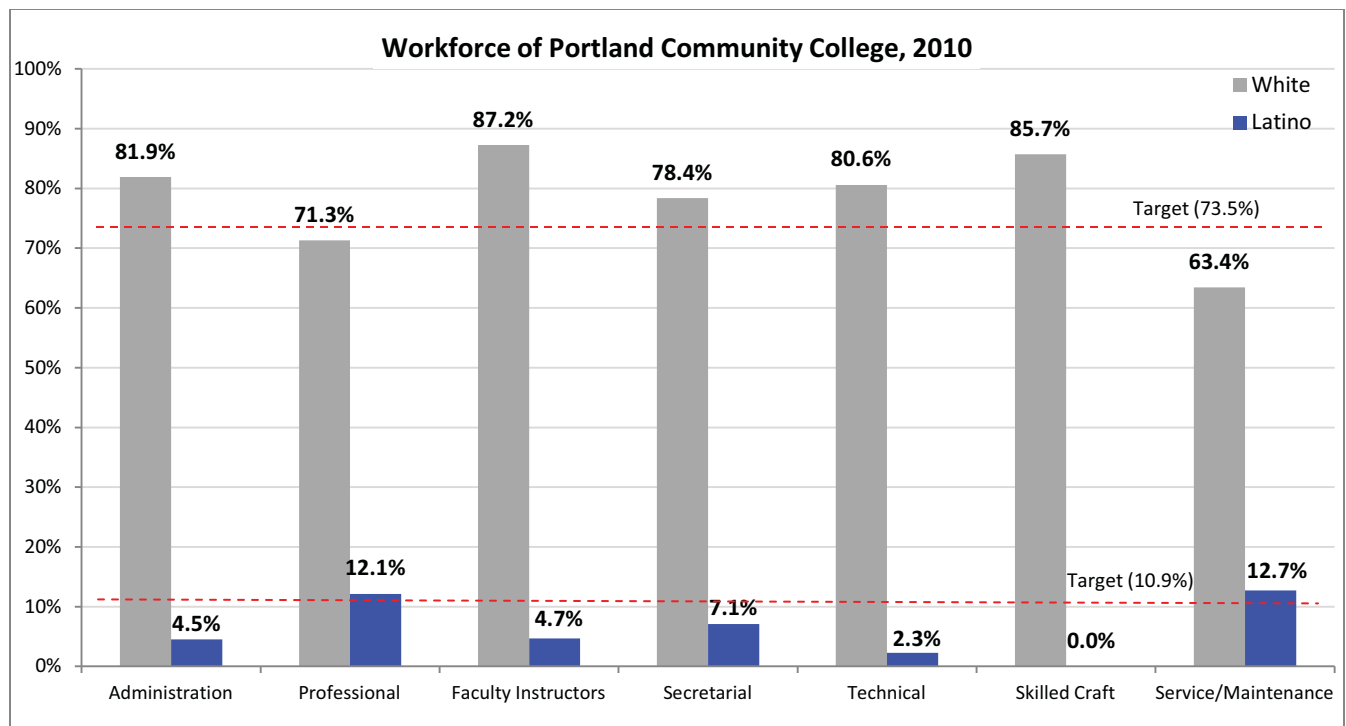


Source: Office of Management and Finance, City of Portland, 2010.

Above we can also see that Latino hiring has barely budged in the last 10 years. It is time for the City to enact its commitment to hiring parity and work much more effectively within the Latino community to hire into civil service employment. It is interesting to note that while Portland became home to more than 18,000 more Latinos over the last 10 years, only an additional 64 of us have managed to be hired by the City.

We see a similar deplorable situation in the hiring in Multnomah County civil service. Latinos make up 7.8% of the County's workforce (full-time employees) yet make up 10.9% of the population of the county (in 2009). This is a deep disparity, as Whites hold 81.4% of the jobs in Multnomah County.

We are able to look at one more major institution: Portland Community College. Shown below, we see that our community is deeply under-represented in most segments of the workforce.



Source: Author's summary of Workforce Analysis Report (2010) from Portland Community College.<sup>119</sup>

Looking at the hiring results of these three major institutions (City of Portland, Multnomah County and Portland Community College) shows that there are tremendous shortcomings in the hiring of those from our community into the civil service. We expect better and aim to press these public institutions to make deeper and more effective commitments to racial equity in hiring.

The current economic recession seems to be taking a toll on civic engagement. *America's Civic Health Index* for 2009 found that 72% of Americans cut back on time spent volunteering, participating in groups, and doing other civic activities in the past year.<sup>120</sup> That said, and despite the economic challenges facing our community, Latinos increased their level of volunteering between 2006 and 2009, while volunteering among Whites remained stagnant.<sup>121</sup> This is a sign of our community-mindedness, our profound willingness to stand in solidarity with those of our community who are suffering, and to be willing to extend ourselves to build hope for a brighter future.

Turning now to a final dimension of civic engagement, we look at how well we are supported by foundations and philanthropic institutions. As we are a people with deep practices of volunteering and helping out those of us who are struggling, and with durable commitments to making our communities stronger through our development of community-based organizations, we want to see how well institutions such as foundations and philanthropic initiatives are giving back to our community. For this information, we turn to a recent study of grant-making practices in Oregon.<sup>122</sup> Despite communities of color making up 19.6% of the population of Oregon in the year of the study (2008), just 9.6% of foundation grants appear to have reached people of color in the state. For our Latino community across



Oregon, the number slips to just 1.6% of the total dollars, despite the fact that we make up 11.0% of the population in Oregon. Put another way, the whiteness premium of the claim on foundation dollars results in White beneficiaries getting 17.6% more than their fair share of resource dollars. This translates into a financial benefit of \$6.2 million to White communities that was beyond their population-based claim to these resources.

## Comparison with King County

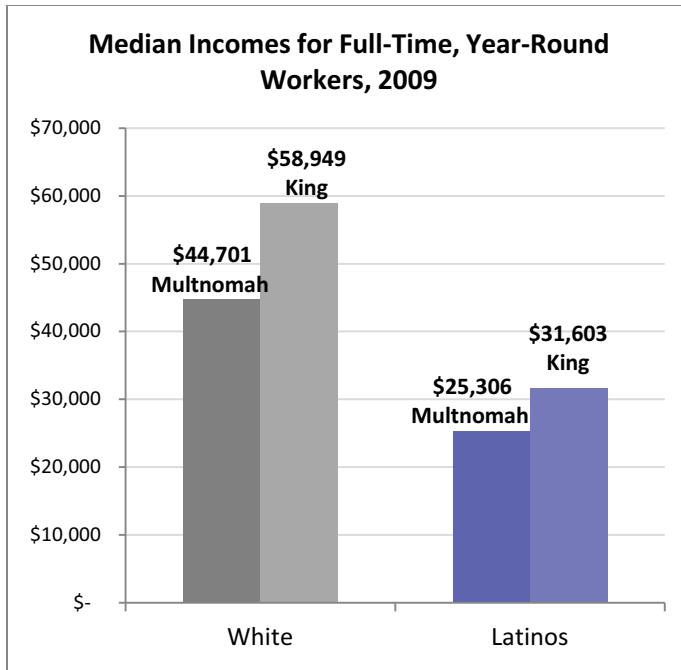
The damaging conditions facing our Latino community, while not unique to Multnomah county, are worse than the neighboring region of King county, home to Seattle. In every measure represented below, the situation facing Latinos is worse here than in King county. Looking only at the blue line of data facing Latinos, we have a worse situation here than 170 miles to the north.

2009	Child Poverty		Rent Burden (paying ≥30%)		Full-time, year-round worker's median income		Occupation as managmt/prof		Education attainment (with university degree)		Home value (median)	
	Mult	King	Mult	King	Mult	King	Mult	King	Multnomah	King	Multnomah	King
White	16.7%	5.3%	51.0%	41.4%	\$44,701	\$58,949	45.9%	52.9%	43.5%	48.9%	\$292,200	\$412,700
Latino	27.6%	26.3%	49.8%	44.2%	\$25,306	\$31,603	20.0%	22.8%	16.2%	20.4%	\$242,200	\$327,800
Disparity	65%	396%	-2%	7%	77%	87%	130%	132%	169%	140%	21%	26%
Disparity	Better		Better		Better		Better		Worse		Better	

Source: Author's calculations from American Community Survey, 2009.

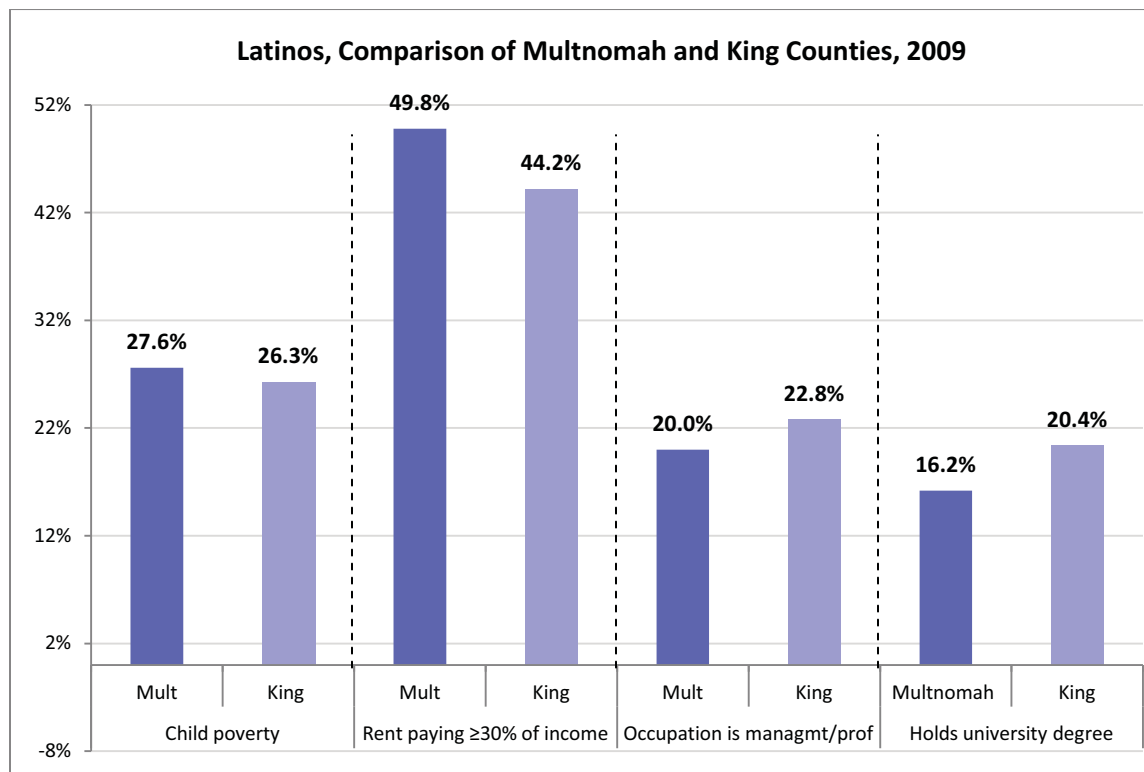
We have, however, focused on the disparities between Latinos and Whites through most of this report, and keep that focus for the bottom part of the chart. When we do this, mixed results emerge. Locally, the disparities between Whites and Latinos in every measure except for educational attainment is better, but the key reason for this lower disparity level is because Whites here are performing so much worse than in King county. In essence, disparities are a measure of the gap between Whites and Latinos, but say nothing of the actual performance of Latinos. So, while the gap is smaller here in Multnomah county, it is because of the more troubled situation facing poor and lower income Whites.

It is important to remember that every indicator for Latinos is worse here in Multnomah county than in King county. Below, we see that the earning capacity of Latinos is greatly reduced over Latinos in King county – as we are able to earn only 80 cents on every dollar that Latinos make in King county.



Source: Author's calculations from American Community Survey, 2009.

The above figures begin to detail the ways in which Latinos struggle more deeply here than in King county. Below we add more features of this inequality.



Source: Author's calculations from American Community Survey, 2009.

In summary, in every measure of our disparities comparison chart, Latinos face greater challenges here than in King county. The conclusions we can draw from this chart are that King county may be able to help inform us as to practices to narrow disparities, but that they do not possess “silver bullets” for avenues to improve outcomes for the Latino community.

## Bright Spots

As the reader knows, we are pleased with advances made by Multnomah County Department of Human Services in funding culturally-specific services. This has assured that scores of our children receive essential services for strengthening their well being and supports for school success. We also applaud this department’s plan to advance what is being called the “Visibility Initiative” whereby they are reforming research and evaluation practices so as to make our communities of color visible; and both quantity and quality of services are receiving scrutiny that aims to ensure the Latino community, and all communities of color, are well served by those who provide services through this department. This initiative has now been adopted at the executive-level of the County government, and being considered for expansion across all departments.

We also affirm the work of the Portland Housing Bureau, Oregon’s Healthy Kids department, and the Regional Arts and Culture Council to integrate research practices that will entrench visibility of our community and other communities of color. Some partnerships between our community and government agencies are promising, particularly with the slow but steady emergence of our leaders’ enacted commitments to racial equity. The development of equity units in Multnomah County and the City of Portland helps provide some infrastructure for reducing racial inequities.

Our own advocacy practices have expanded in the last year, including involvement with the Oregon Latino Agenda for Action. With the goal of promoting the social and economic well-being, political capacity, and civic leadership of the Latino community in Oregon, the gathering confirmed an action agenda to guide statewide advocacy over the coming years. This gathering of 170 Latino advocates determined that priorities include regaining the right for undocumented residents to obtain driver’s licenses, eliminating the educational achievement gap, expanding educational opportunities in post-secondary education, expanded small business supports, and expanded involvement in health equity issues – particularly in the policy arena. It is essential for our community to increase our participation in policy practice in all arenas. In addition, our community will expand advocacy efforts with the building of durable well-resourced networks and coalitions. While specific immigration reforms were not defined, ensuring a balanced discourse about such reforms was deemed essential to building human rights across the community.

Supports for expanded advocacy capacity are being provided by Meyer Memorial Trust through their decision to grant the Coalition of Communities of Color their “Ideas for Oregon” award. This grant will expand the leadership roles of the Latino community, and support our ability to step into broader and deeper advocacy presence in the region. Additional funders have been meeting regularly with the Coalition, including the Latino community, to address inequities in funding patterns. Commitments to advance racial equity in funding have been made by the Northwest Health Foundation and we are hopeful that such investments will be extended across the philanthropic sector.





























We retain high expectations for concrete commitments, policies and infrastructures to be implemented that will result in real improvements for our community.

## Recent Changes in Disparities

The trends in disparities contain both good news and bad news. The table below shows 28 measures for which we had data on disparities for our community in recent years. Of these 28 measures, 17 are improving and 11 are deteriorating. Within these 17 improved measures, three do not represent gains for our community, but rather are the result of a more rapidly deteriorating condition for Whites, resulting in a drop in disparity level... certainly not the direction of disparity reduction that we seek!

Real improvements exist in occupations, poverty reduction, and some elements of education and incomes. The key challenges exist where our community is doubly and triply marginalized – such as those who are either elderly or a female single parent (in the income dimension). In education, key strengths exist in the ways test scores are improving but graduation and dropout measures continue to deteriorate.

And still, while there are improvements, notice two very important dimensions of these data: the first is that they are all positive – meaning that real disparities exist in an ongoing and durable way. The second imperative is to observe the order of magnitude of how much worse each situation is for Latinos. Even for the improved 2009 situation, there is, on average, 75% worse outcomes than Whites.

	Size of Disparity 2007 % worse for Latinos	Size of Disparity 2009 % worse for Latinos	Direction of Change from 2007 to 2009
<b>Occupation</b>			
Management & professional jobs	84.7%	29.5%	
Service jobs	91.6%	82.2%	
<b>Poverty</b>			
All individuals	118.0%	76.9%	
Child poverty	166.7%	65.3%	
Elders (65+)	110.1%	113.4%	
Family poverty, kids <18	165.0%	151.9%	
Married couple families	512.9%	135.3%	
Female single parent, kids <18	36.6%	27.4%	
<b>Housing</b>			
Rent Burden	11.1%	32.4%	
Mortgage Burden	50.7%	10.4%	
Homeownership	75.5%	92.1%	
Home value (owners only)	18.8%	20.6%	
<b>Education</b>			
Attainment of a university degree	174.5%	168.5%	
Dropout rate	206.5%	162.5%	
Discipline rate	91.4%	70.0%	
High School graduation rate*	47.5%	41.1%	
Academic test scores - Math**	53.4%	30.1%	
Academic testing - reading/literature**	79.0%	35.4%	
<b>Incomes</b>			
Individual	137.0%	121.3%	
Family	87.3%	80.6%	
Retirement	37.9%	177.2%	
Female single parent	66.8%	93.7%	
<b>Health</b>			
Health insurance	127.1%	130.1%	
<b>Unemployment</b>			
Unemployment rate	63.6%	106.9%	
<b>Criminal &amp; Juvenile Justice</b>			
Frequency of youth being criminally charged	16.0%	96.6^%	
Frequency of youth receiving custody sentence	5.6%	22.3%	
Adult incarceration rate	8.8%	24.2%	
<b>Comparison with King County</b>			
Composite of 3 measures***	2.5%	-56.8%	

\*Data for 2009 and 2010 were used here

\*\*Data for 2008 and 2010 were used for these two time periods

\*\*\*Data for 2008 and 2009 were used here



Indicates disparities are improving, but due to the worsening conditions of Whites

## Policy Recommendations

Urgency and immediacy are the required responses to the dire situation facing many Latinos. Inaction is unacceptable. Failing to act means legitimizing poverty and spiraling distress. Inaction will seal the fate of this community to marginalization, damaging levels of distress and ongoing exclusion from mainstream society. Failing to take action as our research compels will ensure the 21<sup>st</sup> century's continued entrenchment in institutional racism and a White legacy of silent complicity.

The policy recommendations that follow are those which the Coalition of Communities of Color have developed and endorse. These measures will advance the needs of our people.

- 1. Reduce disparities with firm timelines, policy commitments and resources.** Disparity reduction across systems must occur and must ultimately ensure that one's racial and ethnic identity ceases to determine one's life chances. The Coalition urges the State, County and City governments, including school boards, to establish firm timelines with measurable outcomes to assess disparities each and every year. There must be zero-tolerance for racial and ethnic disparities. Accountability structures must be developed and implemented to ensure progress on disparity reduction. As a first step, plans for disparities reduction must be developed in every institution and be developed in partnership with communities of color. Targeted reductions with measurable outcomes must be a central feature of these plans. Elements of such an initiative would include:
  - Policies to reflect these commitments are needed to ensure accountability exists in legislation.
  - Accountability structures must be developed and implemented to ensure progress on disparity reduction. As a first step, plans for disparities reduction must be developed in every institution and be developed in partnership with communities of color. Targeted reductions with measurable outcomes must be a central feature of these plans.
  - Disparities must be understood institutionally, ideologically, behaviorally and historically. Institutional racism must be a major feature of disparity reduction work.
  - Effectively resource these initiatives and place control of these initiatives with the leadership of communities of color who will lead us to real solutions.
  - Accountability and transparency must feature across all institutional efforts.
  - Annual updates must be conducted and the results made available to the general public.
- 2. Expand funding for culturally-specific services.**<sup>123</sup> Designated funds are required, and these funds must be adequate to address needs. Allocation must recognize the size of communities of color, must compensate for the undercounts that exist in population estimates, and must be sufficiently robust to address the complexity of needs that are tied to communities of color. Recognizing the complexity and depth of need that exists for communities of color requires that we are provided with a higher funding base in recognition of the urgent need for ameliorative interventions. Culturally-specific services are the most appropriate service delivery method for

our people. Service providers within culturally-specific services must be involved in establishing funding formulas for such designations.

Culturally-specific services are best able to address the needs of communities of color. These services have the following unique features:

- We provide respite from racism. People of color enter culturally-specific services as insiders instead of outsiders.
- We hold the trust of our communities. Mainstream services do not, and relationships are instead marked by distrust. This supports our ability to respond to community needs and to work in solidarity with them to address larger injustices.
- Accountability to the specific community of color for whom services are delivered.
- Top leadership (Board of Directors or equivalent) are primarily composed of community members who share the same racial and ethnic identity. This means they have a lived experience of racism and discrimination and will address these at all levels of practice.
- Located in the specific community of color that is being served and reflect the cultural values of the community throughout their services. Users of such services are likely to be welcomed and affirmed.
- Staffed and led primarily by those who share the racial and ethnic characteristics of the community. This means we have walked a similar path as those we serve, and have experienced the types of racism typically targeted against the community. This provides deep and lasting commitments to eliminating racism in all its forms.
- Such services are typically involved in many advocacy practices, and are involved in challenging institutional racism in its many forms. Given this engagement, service users are more likely to have their needs better understood and more hopeful about prospects for change. As their organizations are involved in social justice efforts, this increases the social capital of the community and its members.

**3. *Implement needs-based funding for communities of color.*** This report illuminates the complexity of needs facing communities of color, and highlights that Whites do not face such issues or the disparities that result from them. Accordingly, providing services for these communities is similarly more complex. We urge funding bodies to begin implementing an equity-based funding allocation that seeks to ameliorate some of the challenges that exist in resourcing these communities.

**4. *Emphasize poverty reduction strategies.*** Poverty reduction must be an integral element of meeting the needs of communities of color. A dialogue is needed immediately to kick-start economic development efforts that hold the needs of communities of color high in policy implementation. Improving the quality and quantity of jobs that are available to people of color will reduce poverty.

Current economic development initiatives and urban renewal activities do not address equity concerns nor poverty or unemployment among communities of color. Protected initiatives to support access of minority-owned businesses to contracting dollars, along with small business development initiatives must ensure equitable distribution of resources and the public benefits that flow from such investments.

5. ***Count communities of color.*** Immediately, we demand that funding bodies universally use the most current data available and use the “alone or in combination with other races, with or without Hispanics” as the official measure of the size of our communities. The minor overcounting that this creates is more than offset by the pervasive undercounting that exists when outsiders measure the size of our communities. When “community-verified population counts” are available, we demand that these be used.
6. ***Prioritize education and early childhood services.*** The Coalition prioritizes education and early childhood services as a significant pathway out of poverty and social exclusion, and urges that disparities in achievement, dropout rates, post-secondary education and even early education be prioritized.

Significant reductions in dropout rates of youth of color, improvements in graduation rates, increased access to early childhood education (with correlated reductions in disparities that exist by the time children enter kindergarten) and participation in post-secondary education and training programs are essential for the success of our youth.

7. ***Expand the role for the Coalition of Communities of Color.*** The Coalition of Communities of Color seeks an ongoing role in monitoring the outcomes of disparity reduction efforts and seeks appropriate funding to facilitate this task. Disparity reduction efforts will include the following:
  - Establishing an external accountability structure that serves an auditing function to keep local and state governments accountable. This leaves the work less vulnerable to changes in leadership.
  - Creating annual reports on the status of inequities on numerous measures, similar to the disparity tally included in this document.
  - Continuing to work with mainstream groups to advise on changes in data collection, research and policy practices to reduce disparities, undercounting and the invisibility of communities of color.
8. ***Research practices that make the invisible visible.*** Implement research practices across institutions that are transparent, easily accessible and accurate in the representation of communities of color. Draw from the expertise within the Coalition of Communities of Color to conceptualize such practices. This will result in the immediate reversal of invisibility and



tokenistic understanding of the issues facing communities of color. Such practices will expand the visibility of communities of color.

Better data collection practices on race and ethnicity needs to exist. Self-identification is essential, with additional support to help affirm a prideful identification of one's race and ethnicity as well as assurances that no harm will come from identifying as a person of color. We also want people to be able to identify more than one race or ethnicity, by allowing multiple identifiers to be used. The "multiracial" category is not helpful because no information about one's identity is possible. The Coalition of Communities of Color wishes for research practices and usage statistics to accurately and routinely reveal variances and disproportionality by race and ethnicity. The Coalition will consult with researchers and administrators as needed on such improvements.

9. **Fund community development.** Significantly expand community development funding for communities of color. Build line items into state, county and city budgets for communities of color to self-organize, network our communities, develop pathways to greater social inclusion, build culturally-specific social capital, and provide leadership within and outside our own communities. The investment by Meyer Memorial Trust to support leadership development within communities of color is an example of the types of investment that are important to building our communities.
10. **Disclose race and ethnicity data for mainstream service providers.** Mainstream service providers and government providers continue to have the largest role in service delivery. Accounting for the outcomes of these services for communities of color is essential. We expect each level of service provision to increasingly report on both service usage and service outcomes for communities of color.

Data collection tools must routinely ask service users to identify their race and ethnicity, and allow for multiple designations to be specified. These data must then be disclosed in an open and transparent manner. The Coalition of Communities of Color expects to be involved in the design of these data collection tools. Outcomes by race and ethnicity need to be publicly available on an annual basis.

11. **Name racism.** Before us are both the challenge and the opportunity to become engaged with issues of race, racism and whiteness. Racial experiences are a feature of daily life whether we are on the harmful end of such experience or on the beneficiary end of the spectrum. The first step is to stop pretending race and racism do not exist. The second is to know that race is always linked to experience. The third is to know that racial identity is strongly linked to experiences of marginalization, discrimination and powerlessness. We seek for those in the White community to aim to end a prideful perception that Multnomah county is an enclave of progressivity.

Communities of color face tremendous inequities and a significant narrowing of opportunity and advantage. This must become unacceptable for everyone.

We now turn to the set of twelve recommendations developed by the Oregon Latino Agenda for Action in their statewide summit in 2010 in which 170 Latino advocates established policy priorities. The following priorities will guide OLAA's work in the coming years:

### Education

1. **Greater engagement and involvement of Latino parents in schools.** Foster authentic parent involvement through empowerment training, teacher competency trainings and train-the-trainer programs, with a focus on cradle-to-career.
2. **Develop college options for undocumented students.** Create system for undocumented students to pursue higher education.
3. **Create a multi-sector, statewide Latino education coalition.** Form statewide advocacy effort to increase funding of Latino education and bilingual teachers.

### Economics

1. **Fortify investments in Latino entrepreneurs.** Develop and fortify technical assistance programs and nontraditional financing for small businesses.
2. **Create a niche in Oregon's green economy.** Expand our Latino entrepreneurial presence in the emerging green economy through partnerships with sustainability-focused nonprofits, local government and higher education.
3. **Promote cross-generational leadership "learning - transition" programs.** Develop cross-generational leadership and mentoring programs that increase our financial literacy and invest in leadership development.

### Health

1. **Cultivate health-focused Latino leaders.** Increase Latino presence and leadership in health policy development and health-related governance bodies, boards and commissions.
2. **Invest in public health and prevention education.** Create increased public and philanthropic partnerships to increase public health and education outreach in chronic disease prevention and reproductive health through social media, community partnerships and events.
3. **Expand our capacity to explore Latino mental health issues.** Create a network of Latino mental health professionals to facilitate coordinated work on issues of domestic violence, family relationships, teen pregnancy, gender and other issues.

### Immigration

1. **Advocate for driver's license access.** Advocate with legislators to create driver's license access for undocumented Oregonians.
2. **Develop strategic, balanced messaging about immigration.** Develop and fund an issue campaign that balances the negative immigration discourse by emphasizing the economic,

social, and educational impact.

3. **Raise awareness about effects of discriminatory immigration practices.** Educate broader non-Latino community about discriminatory immigration practices and its effects on Oregon.

Advancing racial equity depends on eliminating the multitudes of disparities profiled in this report. We aspire to catalyze an understanding of the challenges facing communities of color and to provide us all impetus to act, to act holistically, and to act under the leadership of communities of color who have the legitimacy and the urgency to remedy many of the shortcomings that besiege Multnomah county.

## Appendices

### Appendix #1: Supplemental Data & Language Notes

#### Language

The terms “Latino” and “Hispanic” are interchangeable terms used to define our community. We use the terms to reference members of our community who have roots in Latin America and to a lesser extent, Spain. Latino people can have many ancestries, and may frequently hold indigenous roots among the aboriginal peoples of Latin America.

In this region, we have chosen to self-identify as a racial group, as opposed to the Census Bureau’s standard of defining Latino identity as an “ethnicity” instead of a racial category. While we recognize that all racial categories are socially constructed and hold negligible genetic and behavioral meaning, we have opted to define ourselves as a racial group. This helps us formalize many of our experiences as racism and the forces of marginalization, exploitation, powerlessness, violence and imperialism as ours: we have suffered greatly at the hands of White society and the best interpretation to provide for this experience is one of racism as we hold a lesser racial status than Whites. The affiliated power and stature that comes with whiteness are denied to us.

We also use the term “White” to mean those people who are “White, non-Hispanic” (as typically referenced in the American Community Survey and administrative datasets). Through this report, and others prepared under this initiative, we juxtapose the experiences of Whites with communities of color. Accordingly, we need to remove people of color (namely Latinos) from the White community data. The data used for these points is thus “White, non-Hispanic” and we use the simpler term “White” to denote these data.

#### Data Notes

For data that draws from the American Community Survey the following notes are needed.

1. Given that these data are drawn from a sample, and in order for the Census Bureau to provide fuller reporting, they have amalgamated the results of three years into one data set. This occurs in the following time periods: 2005-2007 and 2006-2008. It does not, however, occur for 2009. The authors of this report have aimed to be as clear as possible in their rendering of the data, and giving a three-year name to a single data point is needlessly confusing. Accordingly, we have named the data sets “2007” (for the 2005-2007 range) and “2008” (for the 2006-2008 range).
2. When we present data that are “communities of color” composites, we accomplish this by averaging the figures of the four traditional communities of color (Latino, African American, Asian and Native American). These figures are not weighted by the size of the community. In many cases, data was not available on the size. When we present data on “people of color,” these figures represent the average for all people of color, and are not averages of the communities.

## **Appendix #2: Multnomah County's Philosophy and Implementation of Culturally-Specific Services**

### **Philosophy of Culturally Specific Service Delivery:**

Multnomah County believes that funding should follow the client and not the other way around. In the business world, this is known as “customer choice.” Over years of service delivery to communities of color it has been made clear that consumer choice for people of color and ethnic communities is based on three dimensions: comfort, confidence, and trust. These dimensions are strongest in an environment where the organizations and/or institutions providing the services reflect the values, histories and cultures of those being served. Agencies which hire one or two culturally specific staff members do not provide an environment where comfort, confidence and trust are maximized for clients. Communities of color are characterized by significant language and cultural differences from the majority culture of the United States. One of these characteristics is a personal or relational way of interacting with service providers, rather than an impersonal bureaucratic way of interacting with service providers, which is more common in mainstream culture. This fact makes it important that the overall “feel” of an organization be familiar and comfortable to the client receiving services. While the specifics of these characteristics vary in the African American, Latino, Asian/Pacific Islander, Native American, Slavic and the many African and Refugee cultures in Multnomah county, all of these communities share the need for a culturally specific style of personal interaction, language, and organizational culture.

Indeed, in our experience not only do members of the various communities of color prefer to seek services from culturally-specific providers, but there are many issues that clients may not have the trust to openly discuss and confront outside a culturally-specific context. Some of these issues include but are not limited to domestic violence, drug and alcohol addiction, gang involvement, financial hardships, youth sexuality, and family and relationship problems. Thus, culturally-specific services are not only the preferred service provider for many people of color and immigrants, in many cases they may be the only provider in which individuals and families will feel comfortable asking for and receiving appropriate services.

### **Values Statement:**

Multnomah County values and celebrates the rich diversity of our community. Through diversity comes a sense of community. Community provides a wealth of experience and different perspectives that enriches everyone's life. Communities in Multnomah County have a long tradition of supporting each other through families, churches and community organizations. Cultural minorities are more likely to engage individuals and organizations that are intimately knowledgeable of the issues of poverty and minority disproportionality facing the community today, and further, whose services are culturally specific, accessible and provided with compassion. Therefore, we are committed to providing a continuum of culturally specific services including prevention, intervention and anti-poverty services throughout Multnomah County that ensures the welfare, stability and growth of children and families who are part of at-risk, minority populations. By so doing, these individuals will be able to contribute and participate in the civic life of our county.

### **Criteria for Culturally Specific Service Providers:**

The following section identifies specific criteria that Multnomah uses to identify and designate organizations which have developed the capacity to provide culturally specific services. The following

criteria should be used in Request for Proposals, contracting, and other funding processes to determine the appropriateness and eligibility of specific organizations to receive culturally specific funding. Both geographic hubs and culturally specific service organizations should be required to meet these criteria in order to receive funding from the resources that are dedicated to culturally specific service provision. These agency characteristics are expected to be in place at the time the organization applies for culturally specific services and not be characteristics or capacities that the agency proposes to develop over a period of time after contracts are signed. The criteria include:

- Majority of agency clients served are from a particular community of color: African American, Asian/Pacific Islander, Native American, Latino, African and Refugee, and Slavic.
- Organizational environment is culturally focused and identified as such by clients.
- Prevalence of bilingual and/or bicultural staff reflects the community that is proposed to be served.
- Established and successful community engagement and involvement with the community being served.

**Contracting Implementation:**

Steps will be taken throughout all phases of the Request for Proposals process to ensure that Multnomah County contracts are given to organizations that have the capacity to provide the best culturally specific services. Those steps include, but are not limited to, the following:

- Refer to the definition of culturally specific service providers when reviewing funding applications.
- Create and implement an effective process to validate the accuracy of an organization's claim that they're a culturally specific service provider using the aforementioned definition and eliminate applications that do not meet the criteria.
- Include a requirement to submit past performance documentation regarding County contracts to ensure contracting with the most qualified providers and to achieve the highest quality of service delivery.
- Verify with partnering organization(s) that the relationship(s) referred to in an application exist and that the scope of work is targeted toward the work Multnomah County is supporting.
- Include representation from the communities that are proposed to be served on committee and review panels for their respective communities.

### Appendix #3: Language Definitions<sup>124</sup>

**Ally:** “A member of an oppressor group who works to end a form of oppression which gives her or him privilege. For example, a white person who works to end racism, or a man who works to end sexism” (Bishop, 1994, p. 126).

**Anti-Oppressive Practice:** A person-centered philosophy; and egalitarian value system concerned with reducing the deleterious effects of structural inequalities upon people’s lives; a methodology focusing on both process and outcome; and a way of structuring relationships between individuals that aims to empower users by reducing the negative effects of social hierarchies on their interaction and the work they do together. (Dominelli, 1994, p.3).

**Communities of color:** Four communities are traditionally recognized as being of color – Native American, African American, Asian and Latino. To these four groups, the Coalition of Communities of Color also recognizes and includes two communities: Slavic and African immigrant and refugee. Note that there is some tension in whether Latinos are a racial or an ethnic group. Most databases define them as a separate ethnic group, as opposed to a racial group. In Multnomah county, we define Latinos as a community of color and primarily understand the Latino experience as one significantly influenced by racism. We include the Slavic community as a community of color as their experiences are similar to those of other communities of color, and include marginalization, powerlessness, and dominant discourses that prevent their fair treatment and inclusion. Such communities are similar to the experiences of the Irish, Polish and Jewish communities in the USA – communities at one time were clearly minority racialized but that have, in sociological frames, become White. It remains to be seen as to whether or not the Slavic community will attain whiteness over their time in the USA.

**Cultural Competence:** A set of congruent behaviors, attitudes, and policies that come together in a system, agency, or professional and enable that system, agency, or profession to work effectively in cross-cultural situations. The goal is to build skills and cultures that support the ability to interact effectively across identities. The word **culture** is used because it implies the integrated pattern of human behavior that includes thoughts, communications, actions, customs, beliefs, values and institutions of a racial, ethnic, religious or social group. The word **competence** is used because it implies having the capacity to function effectively. Five essential elements contribute to a system, institution or agency's ability to become more culturally competent: valuing diversity; having the capacity for cultural self-assessment; being conscious of the dynamics inherent when cultures interact; having institutionalized cultural knowledge, and; having developed adaptations to service delivery and reflecting an understanding of cultural diversity (Cross, Bazron, Dennis & Isaacs, 1989)

A significant critique is emerging about the capacity of “cultural competency” to address racial disparities. The basis of this critique is that it idealizes the ability of mainstream service providers to work outside their own cultural context and provide services to communities of color. As a response to

racial disparities, cultural competency fails to generate the comprehensive reforms needed to promote racial equity. So too this “movement” fails to legitimate the urgent needs of communities of color and the requisite funding of culturally-specific organizations.

**Cultural proficiency:** See “cultural competence.”

**Discourse:** “A set of assumptions, socially shared and often unconscious, reflected in the language, that positions people who speak within them and frames knowledge” (Ristock & Pennell, 1996, p.114).

**Discrimination:** “The prejudgment and negative treatment of people based on identifiable characteristics such as race, gender, religion, or ethnicity” (Barker, 1995, p.103).

**Disparities:** Are differences between population groups in the presence of any form of incidence or outcomes, including access to services. Disparities include both acceptable and unacceptable differences (adapted from Multnomah County Health Department, Health Equity Initiative).

**Diversity:** “Diversity refers to the broad range of human experience, emphasizing the following identities or group memberships: race, class, ethnicity, national origin, color, sex, sexual orientation, gender identity or expression, age, marital status, political belief, religion, mental or physical disability, immigration status, language and linguistics” (Portland State University, 2009).

**Dominant discourse:** Refers to the prevailing discourses that typically consolidate a set of myths about particular groups of people and then reproduce these myths through language, images, and generalized beliefs about who such people are and what they are capable of. These discourses are created by those with privileged identities and serve the function of maintaining oppressive systems such as racism, thus becoming an act of oppression themselves. When these characterizations are reproduced widely, they become the accepted way of speaking about and understanding particular groups of people. An example is the dominant discourse around “Black” and all this implies, and the corollary of “White” and all this implies.

**Ethnicity:** Refers to arbitrary classifications of human populations based on sharing common ancestry including features such as nationality, language, cultural heritage and religion.

**Exploitation:** “When a person or people control another person or people, they can make use of the controlled people’s assets, such as resources, labor, and reproductive ability, for their own purposes. The exploiters are those who benefit, and the exploited are those who lose” (Bishop, 1994, p.129-130).

**Individual racism:** “The beliefs, attitudes, and actions of individuals that support or perpetuate racism. Individual racism can occur at both an unconscious and conscious level, and can be both active and passive” (Wijeyesinghe, Griffin & Lowe, 1997, p.89).



**Inequities:** Are disparities that result from a variety of social factors such as income inequality, economic forces, educational quality, environmental conditions, individual behavior choices, and access to services. Health inequities are unfair and avoidable (adapted from Multnomah County Health Department, Health Equity Initiative).

**Institutional racism:**

- “The network of institutional structures, policies, and practices that create advantages and benefits for Whites, and discrimination, oppression, and disadvantage for people from targeted racial groups. The advantages to Whites are often invisible to them, or are considered “rights” available to everyone as opposed to “privileges” awarded to only some individuals and groups” (Wijeyesinghe, Griffin & Lowe, 1997, p.93).
- Institutional racism consists of those established laws, customs and practices which systematically reflect and produce racial inequalities... whether or not the individuals maintaining those practices have racist intentions (Jones, 1972, p.131).
- Institutional racism is understood to exist based on the experiences of people of color, rather than intention to create inequities. One does not need to “prove” intent to discriminate in order for institutional racism to exist. Institutional racism exists by impact rather than intention.

**Internalized Dominance:** Occurs “when members of the agent group accept their group’s socially superior status as normal and deserved” (Griffin, 1997, p.76).

**Internalized Oppression:** Occurs “when members of the target group have adopted the agent group’s ideology and accept their subordinate group status as deserved, natural, and inevitable” (Griffin, 1997, p.76). Furthermore, “oppressed people usually come to believe the negative things that are said about them and even act them out” (Bishop, 1994, p.131).

**Mainstream services:** These are service organizations that are largely devoid of specific services for communities of color, or having minimal or tokenistic responses to the specific needs of these communities. They operate from the presumption that service needs are independent from racial and cultural needs, and that staff can be trained in “cultural sensitivity” or “cultural competence” to ensure delivery of quality services regardless of clients’ race and ethnicity.

**Marginalized/margins:** “Groups that have a history of oppression and exploitation are pushed further and further from the centres of power that control the shape and destiny of the society. These are the margins of society, and this is the process of marginalization” (Bishop, 1994, p.133).

**Power:** “A relational force, not a fixed entity, that operates in all interactions. While it can be oppressive, power can also be enabling” (Ristock & Pennell, 1996, p.116).

**Prejudice:** “An opinion about an individual, group, or phenomenon that is developed without proof or systematic evidence. This prejudgment may be favorable but is more often unfavorable and may become institutionalized in the form of a society’s laws or customs” (Barker, 1995, p.290).

**Privilege:** “Privilege exists when one group has something of value that is denied to others simply because of the groups they belong to, rather than because of anything they’ve done or failed to do. Access to privilege doesn’t determine one’s outcomes, but it is definitely an asset that makes it more likely that whatever talent, ability, and aspirations a person with privilege has will result in something positive for them.” (Peggy McIntosh)

**Racialized:** “Process by which racial categories are constructed as different and unequal in ways that have social, economic and political consequences” (Galabuzi, 2006, p.251).

**Racism:** “A system in which one group of people exercises power over another or others on the basis of social constructed categories based on distinctions of physical attributes such as skin color” (Galabuzi, 2006, p.252).

**Relative Rate Index (RRI):** Is a methodology for measuring rate differences between groups to estimate disparity of a phenomenon. It involves calculating the occurrence rate of a reference and a second group and comparing the resulting ratio to 1. For a more in depth discussion of RRI and methods for calculating, see US Department of Justice (2006). *Disproportionate Minority Contact Technical Assistance Manual, 3<sup>rd</sup> Edition*. Washington D.C.: Office of Juvenile Justice and Delinquency Prevention.

**Social justice:** “Social justice is both a process and a goal that (1) seeks equitable (re)distribution of resources, opportunities and responsibilities; (2) challenges the roots of oppression and injustice; (3) empowers all people to enhance self-determination and realize their full potential; (4) and builds social solidarity and community capacity for collaborative action” (Portland State University, 2009).

**Stereotype:** “An undifferentiated, simplistic attribution that involves a judgment of habits, traits, abilities, or expectations and is assigned as a characteristic to all members of a group regardless of individual variation and with no attention to the relation between the attributions and the social contexts in which they have arisen” (Weinstein & Mellen, 1997, p.175).

**Systemic racism:** “Refers to social processes that tolerate, reproduce and perpetuate judgments about racial categories that produce racial inequality in access to life opportunities and treatment” (Galabuzi, 2006, p.253).

**Tokenism:** “A dominant group sometimes promotes a few members of an oppressed group to high positions, and then uses them to claim there are no barriers preventing any member of that group from reaching a position with power and status. The people promoted are tokens, and the process is called

tokenism. Tokens can also be used as a buffer between the dominant and oppressed groups. It is harder for the oppressed group to name the oppression and make demands when members of their own groups are representing the dominant group” (Bishop, 1994, p.136).

**White:** Refers to the racial identity of Caucasian, regardless of ancestry or ethnicity. While conventional definitions of being White can include being Latino as well, we exclude such a definition from this text. In our situation, being White means having the racial identity as Caucasian, without being Latino.

**Whiteness:** Whiteness refers to the social construction of being White that coexists with privilege in all its forms, including being on the privileged end of history, including colonization, slavery, colonialism, and imperialism. It also includes being the beneficiaries of institutionalized and systemic racism, dominant discourses, internalized racism and individual acts of discrimination and micro-aggressions of racism in everyday life.

**White Privilege:** “White privilege is the other side of racism. Unless we name it, we are in danger of wallowing in guilt or moral outrage with no idea of how to move beyond them. It is often easier to deplore racism and its effects than to take responsibility for the privileges some of us receive as a result of it...Once we understand how white privilege operates, we can begin addressing it on an individual and institutional basis” (Paula Rothenberg, 2008, p.1).

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- <sup>84</sup> Centers for Disease Control, Office of Minority Health & Disparities. (2009). Highlights in Minority Health & Health Disparities: Hispanic/Latino. Retrieved June 20, 2010 from <http://www.cdc.gov/omhd/Highlights/2009/HSeptOct09.htm>.
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- <sup>91</sup> Raphael, D. (Ed.) (2009). *Social determinants of health: Canadian perspectives*. Toronto, ON: Canadian Scholars Press International.
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- <sup>92</sup> Wilkinson, R. (2005). *The impact of inequality: How to make sick societies healthier*. New York: The New Press.
- <sup>93</sup> Oregon Progress Board, 2008, drawing from Law Enforcement Data System (LEDS) and US Census. Index crimes are the eight crimes the FBI combines to produce its annual crime index. These offenses include willful homicide, forcible rape, robbery, burglary, aggravated assault, larceny over \$50, motor vehicle theft, and arson.
- <sup>94</sup> Unz, R. (2010). His-panic: Talk TV sensationalists and ax-grinding ideologues have fallen for a myth of immigrant lawlessness. *American Conservative*. Downloaded on December 27, 2010 from <http://amconmag.com/article/2010/mar/01/00022/>.
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<sup>96</sup> Campbell DeLong Resources, Inc. (2005). *Portland Police Bureau: 2005 Community Assessment Survey*. Retrieved December 27, 2008 from the Portland Police Bureau website: <http://www.portlandonline.com/police/index.cfm?c=29864&a=105839>.

<sup>97</sup> As cited in Bernstein, M (2011, August 23). Building trust with a badge. *The Oregonian*, p.A6.

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<sup>99</sup> Oregon Department of Corrections. (2009). Community population statistics: Community population profile for 10/1/2009. Retrieved February 5th, 2010 from the Oregon Department of Corrections Research and Statistics website: [http://www.oregon.gov/DOC/RESRCH/docs/community\\_profile\\_200908.pdf](http://www.oregon.gov/DOC/RESRCH/docs/community_profile_200908.pdf) and U.S. Census Bureau, American Community Survey (2008). American Fact Finder; Detailed Tables: Multnomah County. Table: S0201. Selected Population Profile in the United States. Hispanic or Latino & White alone, not Hispanic or Latino. 2008 American Community Survey 1-year Estimates.

<sup>100</sup> Author's calculations of data from Oregon Department of Corrections, Inmate population profile for 04/01/2010 retrieved from the Oregon Department of Corrections Research and Statistics website. To determine disproportionality, we used 2008 American Community Survey figures (most recent available) for the adult population (aged 18 or over).

<sup>101</sup> Rhyne, C. & Pascual, K. (2009). *Juvenile minority over-representation in Multnomah County's Department of Community Justice: Calendar Year 2008 Youth Data*. Retrieved February 1, 2010 from [http://www.co.multnomah.or.us/dcj/jsd\\_min\\_overrep2009.pdf](http://www.co.multnomah.or.us/dcj/jsd_min_overrep2009.pdf).

<sup>102</sup> Rhyne, C. & Wu, L. (2009). *Juvenile minority over-representation in Multnomah County's Department of Community Justice: Calendar Year 2008 Youth Data*. Retrieved February 1, 2010 from: [http://www.co.multnomah.or.us/dcj/jsd\\_min\\_overrep2009.pdf](http://www.co.multnomah.or.us/dcj/jsd_min_overrep2009.pdf). One method DCJ has used to look at disproportionate contact of youth of color with the juvenile justice system is the Relative Rate Index (RRI) for various decision points. The RRI is a measure of the rate of referrals for youth of color as compared to White youth. The baseline for the RRI is the occurrence of the event: in this case, referral of a White youth to juvenile justice. An RRI above a value of 1 denotes over-representation, a value below 1 under-representation.

<sup>103</sup> Wu, L. & Rhyne, C. (2010). *Juvenile minority over-representation in Multnomah County's Department of Community Justice: Calendar Year 2009 Youth Data*. Retrieved August 19, 2011 from [http://www.co.multnomah.or.us/dcj/jsd\\_min\\_overrep2010.pdf](http://www.co.multnomah.or.us/dcj/jsd_min_overrep2010.pdf).

<sup>104</sup> Rhyne, C., & Wu, L. (2009). *Juvenile Crime Trends and Recidivism Report: October, 2009*. Retrieved February 1, 2010 from: [http://www.co.multnomah.or.us/dcj/jsd\\_juvenile\\_crime\\_trends122309.pdf](http://www.co.multnomah.or.us/dcj/jsd_juvenile_crime_trends122309.pdf).

<sup>105</sup> Rhyne, C. & Wu, L. (2009). *Juvenile minority over-representation in Multnomah County's Department of Community Justice: Calendar Year 2008 Youth Data*.

<sup>106</sup> Miller, K., Cahn, K., Bender, R., Cross-Hemmer, A., Feyerherm, B., & White, J. (2009). *What we know about racial disproportionality and disparity in Multnomah County's child welfare system: Decision point analysis quantitative report*. Portland, OR: Portland State University.

<sup>107</sup> Miller, K., Cahn, K., Bender, R., Cross-Hemmer, A., Feyerherm, B., & White, J. (2009).

<sup>108</sup> Miller, Cahn, Bender, Cross-Hemmer, Feyerherm, & White (2009).

<sup>109</sup> Miller, Cahn, Bender, Cross-Hemmer, Feyerherm, & White (2009).

<sup>110</sup> Author's calculations from data from Miller, Cahn, Bender, Cross-Hemmer, Feyerherm & White (2009).

<sup>111</sup> Child Welfare League of America. (2008). CWLA Fact Sheet and Relevant Research. Downloaded from CWLA website on 5/7/10 from [http://ndas.cwla.org/research\\_info/specialtopic1a.asp](http://ndas.cwla.org/research_info/specialtopic1a.asp).

<sup>112</sup> While we use the past tense writing in this section (as we are reporting on the findings of a research study conducted on data from 2009), the historic view of how often we remove children has not changed over time. There is no reason to believe that child welfare practices in Multnomah County have changed since this research was conducted.

<sup>113</sup> To determine which children in foster care might experience longer lengths of stay in foster care, data from a cohort of children (n=1,966) who were continuously in foster care (did not exit care) during a six-month analysis period was analyzed.

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- <sup>114</sup> Miller, Cahn, Bender, Cross-Hemmer, Feyerherm, & White (2009).
- <sup>115</sup> Miller, Cahn, Bender, Cross-Hemmer, Feyerherm, & White (2009).
- <sup>116</sup> U.S. Census Bureau. (2004, 2006, and 2008). Current Population Survey. Table 4a: Reported voting and registration of the total voting-age population by sex, race, and Hispanic origin, for states: November 2004 retrieved January 20, 2010 from: [www.census.gov/hhes/www/socdemo/voting/publications/p20/2004/tab04a.xls](http://www.census.gov/hhes/www/socdemo/voting/publications/p20/2004/tab04a.xls). Table 4b Reported voting and registration of the total voting-age population, by sex, race, and Hispanic origin, for states: November 2006 retrieved January 20, 2010 from: [www.census.gov/hhes/www/socdemo/voting/publications/p20/2006/tab04b.xls](http://www.census.gov/hhes/www/socdemo/voting/publications/p20/2006/tab04b.xls). Table 4b Reported voting and registration of the total voting-age population, by sex, race, and Hispanic origin, for states: November 2008 retrieved January 20, 2010 from: [www.census.gov/hhes/www/socdemo/voting/publications/p20/2008/table%2004b.xls](http://www.census.gov/hhes/www/socdemo/voting/publications/p20/2008/table%2004b.xls).
- <sup>117</sup> U.S. Census Bureau. (2004, 2006, and 2008). Current Population Survey. Table 4a: Reported voting and registration of the total voting-age population by sex, race, and Hispanic origin, for states: November 2004; Table 4b Reported voting and registration of the total voting-age population, by sex, race, and Hispanic origin, for states: November 2006; Table 4b Reported voting and registration of the total voting-age population, by sex, race, and Hispanic origin, for states: November 2008.
- <sup>118</sup> U.S. Census Bureau. (2009). Voter turnout increases by 5 million in 2008 presidential election: U.S. Census Bureau reports data show significant increases among Hispanics, black and young voters. U.S. Census Bureau News [Press Release]. Washington, D.C.: U.S. Department of Commerce. Retrieved January 20, 2010 from: <http://www.census.gov/Press-Release/www/releases/archives/voting/013995.html>.
- <sup>119</sup> Office of Affirmative Action and Equity (2010). *Workforce analysis report: October 2010*. Downloaded on August 20, 2011 from <http://www.pcc.edu/about/affirmative-action/documents/2010WFA.pdf>.
- <sup>120</sup> National Conference on Citizenship, Civic Enterprises, Center for Information and Research on Civic Learning and Engagement & Saguaro Seminar (2009). *America's Civic Health Index: Civic Health in Hard Times*. Washington, D.C.: National Conference on Citizenship.
- <sup>121</sup> U.S. Department of Labor, Bureau of Labor Statistics (2010). Volunteering in the United States—2009. [Press Release]. Washington, D.C.: U.S. Department of Labor, Bureau of Labor Statistics. Retrieved January 28, 2010 from: <http://www.bls.gov/news.release/volun.nr0.htm>.
- <sup>122</sup> Foundation Center (2010). *Grantmaking to communities of color in Oregon*. Washington, DC: Foundation Center.
- <sup>123</sup> Please see Appendix #2 for a full description of culturally-specific services and the way in which Multnomah County has worked with the Coalition of Communities of Color to define the features of such services.
- <sup>124</sup> Many of the terms here were found in Campbell, C. (2003). *Anti-oppressive social work. Promoting equity and social justice*. Downloaded on April 25, 2009 from <http://aosw.socialwork.dal.ca/glossary.html>.