OUTSOURCING (IN)EQUITY:DO INFORMAL GOVERNMENT-NONPROFIT

COLLABORATIONS LEAD TO INEQUITABLE

GOVERNMENT SERVICE?

by

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THESIS ABSTRACT

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Title: Outsourcing (In)Equity: Do Informal Government – Nonprofit Collaborations Lead
    to Inequitable Government Service?

Local governments often rely on collaborations with nonprofit organizations to serve
"underheard" communities. These collaborations are often resource-intensive, but not
well-analyzed. I engage a case study of City of Eugene's efforts to create "Welcoming
Parks" for its Latino community to analyze the effects of these collaborations on the
equity of government services and policy outcomes. My analysis is based on qualitative
analysis of interviews and observations conducted with government staff, nonprofit
leaders, community advocates, and community members. It demonstrates that local
governments' reliance on nonprofit collaborations to address the needs of their
"underheard" communities can lead to inequitable service and policy outcomes. Rather,
representation of "underheard" communities within government may be necessary to
produce outcomes. This research paves the way for further empirical studies of informal
government-nonprofit collaborations and provides suggestions regarding how local
governments should work with their communities to achieve equitable service and policy
outcomes.

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CHAPTER 1

INTRODUCTION

Local governments address issues of social equity through a wide variety of programs, services, and strategic efforts. Often, governments rely on collaborations with nonprofit organizations to perform community outreach and service delivery to their vulnerable populations. Collaborative efforts require the expenditure of individual, government, and nonprofit of money, time, and effort. Despite this, these efforts are often not well-analyzed. Without analysis, it is possible these efforts preserve institutional structures that lead to inequitable policy and services.

This thesis engages a case study of a government-led collaboration in which the City of Eugene created a Parks planning document targeting its Latino community members. Through analysis of its process and outcomes, I address the question: do local governments' reliance on nonprofit-govern ment collaborations for equity-focused initiatives leads to inequitable government policy service outcomes? This analysis builds on theories of public administration and planning, including: planning for diverse communities, representative bureaucracy, capacity building, discretion, and government-nonprofit collaboration. I conclude that local governments working to produce equitable service outcomes must not rely entirely on government-nonprofit collaborations to complete these efforts. Instead, local governments should focus on building in-house capacity increasing the representation of underheard communities within government staff.

In this thesis, I use the term "underheard" community members to refer to those who face barriers to participation in political processes such as voting, receiving government services, participating in public commentary, or being directly employed by government. The barriers they face may include the knowledge of language and cultural norms, educational background, financial capital, proximity to city centers, or perceived empowerment (Adams, 2004; Barabas, 2004; Fung & Wright, 2006; Joassart-Marcelli, 2013; Leitner & Strunk, 2005; Nelson & Hiemstra, 2008). Generally, community members who don't face these barriers have the greatest ability to determine government policies and the nature of services the government provides. This may lead to a cycle of policy creation and service delivery that produces inequitable policy and service outcomes for underheard community members (Fung & Wright, 2006; Marvel & Resh, 2013; Massey, 2005).

I engage the case study of the City of Eugene, Oregon's project to create "Welcoming Parks" for its Latino immigrant community, to take a close look at how and why local governments utilize informal nonprofit-government collaborations to advance equity efforts. I compare these collaborations to the potential effects of representative bureaucracy. The theory of representative bureaucracy maintains that the presence of underheard community members on government staff increases equity in government services and policy outcomes (Krislove & Rosenbloom, 1981; Marvel & Resh, 2013; Selden, Brudney, & Kellough, 1998; Sowa & Selden, 2003). This comparison provides a unique perspective on how local governments seek to create and maintain equitable service delivery and processes, given limited resources and capacity. It sheds light on the question: If government-nonprofit collaborations are not sufficient to produce equitable

results, then what institutional changes are necessary to create tangible, long-term equity improvements in government processes and outcomes?

This research demonstrates that representation of underheard community members may be necessary in order for government institutions to offer equitable public services and policy outcomes. The case study analysis paves the way for further empirical research to investigate what this case study suggests: if governments rely on nonprofit collaborations and do not address representation, governments may continue to reproduce or produce socially inequitable policies and services.

Planning "Welcoming Parks" in Eugene, Oregon – Case Study Background

The research presented in this thesis comes from an analysis of a city-driven effort intended to improve Eugene's public parks for the local Latino community. This initiative, known as "Welcoming Parks," was an attempt by the city's Parks department to address the fact that Eugene's Latino community does not feel welcome or safe in Eugene's public spaces (Sandoval & Herrera, 2012). Welcoming Parks was a planning effort completed in conjunction with the city's Twenty Year Parks and Recreation System Plan (PRSP).

The Welcoming Parks initiative involved two rounds of outreach with the local Latino community. Although technically part of the PRSP, a traditional process-driven project, Welcoming Parks was a discretionary initiative spearheaded by a few City staff members. These staff members held positions within Eugene's Parks planning and Human Rights and Neighborhood Involvement. It was also guided and supported by University of Oregon planning professor, Dr. Gerardo Sandoval, who had conducted the initial research on the state of the local Latino community's perception of Eugene's

public spaces. Students in Dr. Gerardo Sandoval's *Public Participation in Diverse Communities* class, in the PPPM department of University of Oregon, assisted with the first round of outreach during Phase 1 of the project. I began work on this project as a student, during this class, and transitioned to a supporting role for Phase 2 of the project as a graduate intern within the City's Office of Human Rights and Neighborhood Involvement.

In order to carry out this project, government staff sought out public opinions from the Latino community. This effort stands out from other planning initiatives occurring simultaneously within the city. For instance, the City of Eugene has held other engagement efforts related to planning for public spaces. One of these is known as "Places for People." During the Places for People project, the City of Eugene worked with an out-of-state contractor, Project for Public Spaces, to create plans for Eugene's downtown public spaces, including streets and parks. These projects did not do in-depth outreach to the Latino community. For instance, for the project Places for People, the input specifically from the Latino community took place once, at one public event. Planners met briefly with the few well-known advocates of the Latino American community known to leaders. The Welcoming Parks effort stands out starkly for its reach, consideration, and import in terms of government differences.

City Background

Located two hours south of Portland, the City of Eugene has a population of around 160,000, and a strong reputation for liberal values. It is home to the University of Oregon, the state's "public flagship research university" (University of Oregon, 2017). Academic researchers and government staff at times study and/or collaborate on

community projects, as occurred in the Welcoming Parks project. The City of Eugene, and the state of Oregon, has been home to migrant workers from Mexico and other Latino populations for decades. However, the City of Eugene's Latino population has increased 75% in the last ten years. Now, documented Latino residents make up more than 12% of the city's total population. Counts of total population are estimated to be higher, and growth is expected to continue (Sandoval & Herrera, 2012).

Many of Eugene's majority-White residents identify themselves and their community as extremely tolerant and diverse to all people. A dark racial history, as well as current tensions and conflicts, tells a different story. The state and city's racial background explains some of this; an Exclusion Law stating that "no free negro or mulatto, not residing at the state of the time of the adoption of this Constitution, shall come, reside, or be within this State, or hold any real estate, or make any contracts, or maintain any suit therein" remained in the state constitution until 1926 (Oregon State University, 2016). Racial disparities and controversies have lasted much longer. As late as the 1980's, formal and informal "Sundown Laws" in many Oregon towns prevented people of color from using any services or being present in towns after sunset. Many racial minorities and advocates in Eugene question the city's "liberal" label and report feeling uncomfortable and unwelcome in public spaces and within the general community (Shinn, 2016; interviews, observations of City meetings). In 2016, students and residents successfully petitioned the University of Oregon to remove the name of a former Klan leader from a university building; campus founder and slavery advocate Matthew Deady remains a namesake of a university hall (Shinn, 2016). Still, community

members of color report hearing racist slurs on a daily basis (community and advocate interviews).

In Eugene, popular and institutional attitude towards immigrant populations is mixed. After President Trump's 2016 election, residents swiftly banded together and petitioned the city's Human Rights Commission to create and pass a Sanctuary City ordinance. This ordinance was intended support and strengthen the state and county protections for undocumented immigrants. However, government support for undocumented immigrants is not taken for granted by local activists or government officials. In November of 2016, an Oregon resident filed a petition on Change.org with the title "Stop Eugene from becoming a "sanctuary city": legal citizens first!" By February of 2017, it had garnered 196 local supporters. Peace signs and "Coexist" banners adorn lawns and car bumpers within central Eugene, but Confederate flags show up as well, and "Make America Great Again" signs ring the outskirts of the city; Trump supporters flocked to the local event center for a pre-election rally, and hate signs such as swastikas appeared on schools and churches after Trump's election. Local minorities who attended City HRNI-facilitated post-election events shared that they felt scared to walk down the street, that they'd been followed home and publicly threatened, and racial tensions flared even during liberal protest events such as the Eugene's Women's Rights march.

Welcoming Parks Project Background

The idea for the Welcoming Parks project began in 2012, when a Parks staff member heard the results of Dr. Gerardo Sandoval's Housing and Urban Development-funded research that indicated Eugene's Latino community does not feel safe within

community parks. This staff member became the project manager for the PRSP. When she received the position, this staff member immediately considered ways she could incorporate the results of Dr. Sandoval's research into the PRSP. She had good working relationships with the staff in the of Eugene's Human Rights and Neighborhood Involvement (HRNI) office. The HRNI staff member with the most experience working with Latino community members had also been present for Dr. Sandoval's research presentation, and was immediately on board with the idea. HRNI agreed that this was an appropriate project for their staff to take on.

The main elements of the Welcoming Parks project included outreach to Latino community members about Eugene's parks, as well as synthesis of this outreach into an actionable report for Parks staff. The project took place in two phases, referred to as "Phase 1" and "Phase 2." During Phase 1, Professor Gerardo Sandoval, professional planner James Rojas, City employees, and members of Professor Sandoval's Public Participation in Diverse Communities class (led by Dr. Daniel Platt) held "Participation through Play"[1] workshops. These workshops, held in settings considered familiar and safe to Eugene's Latino community, such as public recreation centers, elementary schools, churches, and local storefronts, reached over 400 people. Facilitators collected a

[1] "Participation through Play" is a participation-based urban planning practice founded by urban planner, James Rojas. Rojas brings community members together to participate in model-building workshops and interactive models to help engage the public in planning and design processes. Feedback is collected by workshop facilitators and used by planners to incorporate public opinion into planning designs. This method is useful for planners interested in lowering traditional barriers to public participation in planning processes, such as technical knowledge and formal settings (Rojas, 2017).

broad array of information regarding the Latino community's Park preferences. This information included suggestions such as: increasing open spaces for children to play in, areas to hold family gatherings, more free and available sports fields, easier facility reservation processes, and naming a park after a Latino leader. This outreach was collected in a Phase 1 report, authored by Dr. Daniel Platt.

Park planners were glad to get this feedback, but wanted more details. Where should these areas be, they asked? What should be prioritized? How to let the public know when changes were made? Parks and HRNI initiated Phase 2 to answer these questions. Phase 2 also examined the barriers that Latino families confront when attempting to access public City services, including language, methods the government uses to communicate with the Latino community (posters, online information, fliers, signs, et cetera), and government relationships with Latino community members, advocates, and nonprofit organizations. I joined HRNI as an intern during Phase 2 to help perform this targeted outreach and draft the Phase 2 Report.

The final product of the Welcoming Parks project was the creation and presentation of the Phase 2 Report. This report is based on information from Phase 1 outreach, a follow-up round of in-depth interviews with 20 Latino immigrant family units, and interviews with twelve community advocates and nonprofit leaders. This report suggests changes to make to physical park spaces, as well as to departmental processes for public participation efforts and nonprofit collaborations (See Appendix B). This report is considered part of the PRSP; City staff will be able to consult this report for guidelines and suggestions as Parks and other City offices continue to develop Eugene's Parks and open spaces.

<u>Stakeholders</u>

Multiple individuals and organizations took part in the Welcoming Parks reporting process. Eugene's Parks planners did not have the capacity (time, language skills, established relationships, et cetera) to communicate directly with the Latino community, or even with local nonprofits that work regularly with the Latino community. So, the project manager reached out to a member of the Human Rights and Neighborhood Involvement (HRNI) office to collaborate. Several intermediaries worked with and on behalf of the Parks department to gather information, including: local nonprofit organizations that work with the Latino community, faculty and students of the University of Oregon, City of Eugene Recreation, and the HRNI office. The table below describes the stakeholders and their roles in the project:

WELCOMING PARKS STAKEHOLDERS		
Department/ Organization /Group	**Division/Office**	**Role**
Public Works	Parks (City)	Initiated project as part of 20 Year Parks Plan. Received information through outreach and final report to help guide current and future activities and the Parks plan. Responsible for deciding which pieces can be implemented immediately, which will be incorporated in Parks plan, and which will be reserved as "recommendations" for this department and others.
Central Services	Human Rights and Neighborhood Involvement (City)	Main implementation partner in the City. Worked with UO to coordinate outreach efforts in Phase 1 and Phase 2. Wrote final report.
UO School of Architecture and Allied Arts	Planning, Public Policy, and Management Dept (University)	Partnered with the City to coordinate and provide outreach in both phases of the report and assisted in writing the report. Brought Planner James Rojas to town train the City and students in outreach techniques. Created suggestions for improving relationships with nonprofit organizations
Library, Recreation, and Cultural Services	Recreation (City)	Participated in stakeholder meetings throughout project. Received information through outreach and final report to help guide current and future programming.
Public Works	Maintenance (City)	Provided information and guidance about Parks maintenance needs and technical information to guide outreach and report writing.
Community members	Eugene's Latino community* (see text for description)	Participated in outreach efforts to answer questions and give input about their ideal park and park-going habits.

Figure 1 Welcoming Parks Stakeholders

Note: The term "Latino community" is used throughout this thesis. As used in this

thesis, and in the City reports, this term designates a particular segment of the Latino

community. Below is the explanation the HRNI office included within the Phase 2

Welcoming Parks report; I will use this definition moving forward:

"This [thesis and] report refers to the "Latino Community" throughout. This is done for ease of reference only; it is important to recognize that Eugene's Latino community is varied in many ways – immigrants versus first, second, or more generation residents; income level; geographic location; language ability (Spanish, indigenous, English); familial status; recreation preferences; et cetera. These variations likely affect participants' responses.

Participants were identified generally as those individuals and families who are likely to face barriers to participation in government services and processes due to their geographic location, knowledge of English and familiarity with the City's cultural norms. They were also identified as those who are likely to be heavily impacted by improved access to Eugene's parks, spaces, and recreational activities."

The description above does not differentiate between documented or undocumented immigrants. It is likely that some of the people this project would affect do not possess resident status. However, this issue was not brought up in city meetings. I did not ask planners or staff their views on documented versus undocumented immigrants, nor did anyone in staff meetings acknowledge matters of documentation. Issues that surround planning for undocumented immigrants, such as language barriers and political viewpoints, as well as political controversy, do have some overlap with the issues I address within this thesis. However, at no point did the government address immigration status during the Welcoming Parks process, so I do not specifically address these concerns in this thesis. In my literature review, however, I briefly touch upon some of the political implications of planning for immigrant populations.

Community information in this thesis comes primarily from new and first generation immigrants who live in Eugene's Bethel neighborhood. Many participants had limited knowledge of English (interviews were conducted primarily in Spanish). Most participants were parents of young children. The majority held service industry jobs. The HRNI staff collaborated closely with a local nonprofit that offers English language courses to community members to identify interview participants.

<u>Personal involvement</u>

I wore many hats during the course of this thesis process, including that of graduate student class participant, City implementer, and graduate student researcher. The changing roles provide a uniquely comprehensive perspective. However, this perspective is a bit fragmented as I did not hold all roles continuously throughout the process. I was not present for the initiation or planning of Phase 1 of the project. As a student, I took part in a training session by the professional planner, Mr. James Rojas, performed community workshop outreach, and helped collect and record data from the workshops. In Phase 2, I assisted HRNI staff in holding informational sessions with Parks and Recreation staff to gather information necessary for further outreach. Using this information, I drafted English versions of interview questions for community members. Then, I worked with Dr. Gerardo Sandoval's post-doctoral assistant, Dr. Anabel Salinas Lopez, to conduct Phase 2 interviews. These interviews were conducted in Spanish. Dr. Salinas Lopez carried out the majority of the interviews, but I was present, taking notes, and asked clarifying questions as well. My Spanish level is conversational, although not professionally fluent. After performing interviews, I analyzed the data and worked with HRNI staff to draft the final Phase 2 report.

The perspective and critique that I offer contains participant bias and observational limitations. I try, throughout the analysis, to provide historical context and perspective of this project, but also to analyze the final report as a stand-alone product. I hope to honor both the efforts of the active practitioners and advocates, while taking an objective view to provide a critical perspective.

My roles, specifically, included:

- Student in Dr. Gerardo Sandoval's Public Participation in Diverse Populations *c*lass, *(taught in 2014 with classroom support by Dr. Daniel Platt). In this class, I worked with Dr. Daniel Platt, fellow students, city staff, and Dr. Gerardo Sandoval to carry out broad community outreach with other class members, using James Rojas' method, "Participation by Play": (March – June, 2014).*

- Graduate Student Intern in the City of Eugene's Human Rights and Neighborhood Involvement Office. *As intern, my main role was to carry out follow-up outreach with the Latino community in order to operationalize suggestions from the first round of outreach. I worked with City staff in the Human Rights, Parks Planning, Parks Maintenance, and Recreation offices, as well as with Dr. Gerardo Sandoval and his post-doc, Dr. Anabel Salinas-Lopez, to create questions for these interviews. Then, I assisted Dr. Anabel Salinas-Lopez in carrying out the interviews with twenty Latino community member family-units, talking to about 40 community members overall. These interviews took place predominantly in Spanish. I completed an analysis of the responses, and worked with HRNI staff to create a final report based on community member and advocate opinions. (See Appendix B for final report).*

- Graduate Student performing research for a thesis for concurrent Masters degrees in Public Administration and International. *As student, I received training in public administration and cross-cultural communication techniques. I interviewed twenty community advocates, government staff, and nonprofit leaders who work on issues with Latino community members. Using these interviews and my experiences listed above, as well as theoretical research, I addressed the question of whether informal government-nonprofit collaborations may produce or prolong social inequities.*

Literature Review

Theoretical Approach to Case Study Analysis:

Welcoming Parks is a city Planning project, conceived of and carried out by public administrators and planners. In my attempt to describe local government's decentralized approach to attacking the complex, layered, "wicked" problem of social inequity, and the challenges these governments face in addressing it, I employ a variety of public administration and planning theories.

Public Administration and Planning are related disciplines but are generally considered separate in theory and practice. Generally, planning practitioners identify and act on public needs related to land and infrastructure use and development. This may include technical and strategic land use rules or processes, community programming, downtown development, building code enforcement, and park creation. Public administrators implement government policy and carry out government services, such as determining public budgets, public land maintenance, and delivery of human services. Public planners may be considered to be a subset of public administrators (people who implement public policy). The work of public administrators contributes to the daily and lived experiences of community residents.

In this literature review and my findings section, I discuss the limitations that governments face if they rely on government-nonprofit collaborations to address equity issues. Then, I suggest alternatives that are grounded in the theory of Representative Bureaucracy – the idea that government policies become more equitable when created by people who are representative of the community. Before I begin this comparison, I offer a

few descriptions of terms that I use throughout the thesis: "Policy Outcomes," "Levels of Governance," and "Social Equity."

Policy Outcomes

Throughout this research, I refer to "policy outcomes" as the long term and daily results of written laws, rules, and established government processes. Policy outcomes may be tangible or intangible. The public is generally aware of tangible outcomes according to what services they do or don't receive, and the perceived quality of these services. Tangible policy outcomes may be measured by numerable characteristics, such as the number of people reached by services, whether services meet industry standards, et cetera. An intangible policy outcome is more difficult to measure. Intangible policy outcomes may be assessed by public "satisfaction" rates, "diversity" measurements, or other such qualifications (Carayannis, 2004; Manaugh, Badami, & El-Geneidy, 2015).

From the parks perspective, a tangible policy outcome is what parks look like after park plans are created, constructed, and maintained according to community and technical design, available budget, and the capabilities of government staff performing those tasks. An intangible policy outcome may be how welcome people from all community demographics feel within the parks, or whether or not the results of the Welcoming Parks project improve the community's "social equity." Social equity encompasses a sprawl of considerations, and is discussed further in a following section.

Levels of Governance

Policy outcomes can be affected at different levels of government. Top managers may provide direction, rules, and consequences, while people on the ground may make their individual preferences and motivations felt in the ways they carry out their duties.

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Throughout this thesis, I refer to three distinct levels of governance to help refer to my research and findings: "Institution", "Management", and "Implementation". The Institution level refers to the established collection of laws, rules, policies, processes, and practices of a given governmental jurisdiction (i.e. the City of Eugene); the Management level indicates the strategies and actions of those who create, plan and oversee specific institutional projects and practices; the Implementation level encompasses the actions and motivations of those who perform role-specific tasks to carry out established institutional projects and processes. These levels of governance overlap, rely on, and interact with each other, but also have level-specific potential to affect the equity of government service outcomes. I use these levels to help differentiate and organize aspects of my research, conclusions and recommendations.
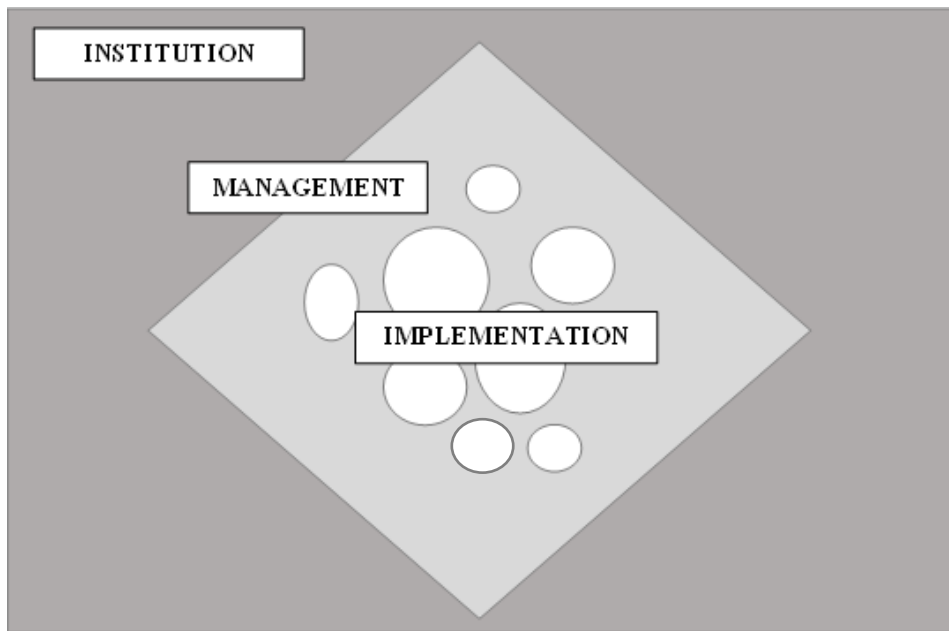

Figure 2: Depiction of Levels of Governance utilized in thesis analysis

<u>Social Equity</u>

This thesis presents an analysis of the process used to create Welcoming Parks; it does not conduct an analysis of the tangible changes made in parks, present a definition of "social equity," or establish measurements by which communities may evaluate whether they have achieved it. That would enter a complex debate addressed by researchers in multiple disciplines, and is beyond the scope of this project. However, the following section elaborates on the concept of "social equity," before continuing to a discussion of the effects that particular administrative practices have on it.

Researchers and practitioners use different terminologies to discuss and debate methods of "appropriate" resource distribution within communities: "justice," "equality," "inclusivity," and "equity" are common terms juxtaposed against "competitiveness," "economic growth," and "capitalism" (Celis & Mügge, 2017; S. Fainstein, 2015; ICMA, 2011; Massey, 2005; Phillips, 2004; *Race and Social Justice Initiative: Vision and Strategy 2015 - 2017*, 2015; Rongerude & Sandoval, 2016; Talen, 2015; Young, 1990). In this thesis, I've chosen to employ the term "equity" because it is commonly used by local government practitioners.

Social scientists delve into the nuances of how social equity is created or affected at the Institution, Management, and Implementation levels of governance (i.e.: S. Fainstein, 2015; Levine Einstein & Glick, n.d.; Lipsky, 1980; Massey, 2005; K. J. Meier, 2017a; Pager & Shepherd, 2008; Rongerude & Sandoval, 2016; Saito, 2013; Sowa & Selden, 2003). Researchers recognize all policy outcomes as dynamic and ongoing results of interactions between those who make policy (legislators), those who carry out policy (government staff and contractors), and residents (advocates, voters, consumers…the list

of roles goes on). Ideally, legislative, staff, and resident agendas are closely matched. However, invariably varied agendas create a range of complications. The fundamental quandary to defining and measuring social equity is perhaps most bluntly expressed through three central questions: 1) *Who gets to define what "equity" looks like?* 2) *How is this definition integrated into formal, actionable policy?* 3) *Who decides whether social equity has, in fact, been accomplished?*

To complicate matters, equity is not a static goal. Sociologist Douglas Massey (2005) describes equity as a "moving target," in which the demographics, needs and priorities of populations who may suffer from inequitable services change constantly.

The International City/County Management Association (ICMA), professional and educational association for appointed local government administrators, offers a definition of social equity for public administrators to strive towards. It describes social equity as the "*redress of injustices and remediation of damages that were previously incurred; the full incorporation of all segments of the community in the political process; and measures to prevent inequities by addressing those concerns on the front end of the policy process*" (ICMA, 2011). Within this thesis, I will refer to social equity as the state of a community in which all members of a community have equal access to community resources, and whose lived experiences within the community promote physical, mental, and economic health and satisfaction. In terms of local government's ability and willingness to create social equity, I will focus principally on the last two portions of ICMA's definition: *"the full incorporation of all segments of the community in the political process; and measures to prevent inequities by addressing those concerns on the front end of the policy process."* I will do this through an analysis of government-

nonprofit collaborations, which are common tools used by governments to address social equity, and contrast this method with representative bureaucracy.

Creating Social Equity in Policy and Practice

Tangible, measurable elements of social equity are often protected by law. They may include instances of discrimination – such as racial steering in housing, or whether government departments offer translation services for its non-English speaking community members. Whether or not these are legally "required," government institutions and community members addressing social equity struggle to find language for what social equity would "look like."

ICMA's definition leaves the details of what social equity "looks like," and how to produce it, up to institutions, managers, and implementers. Community practitioners and government offices develop tools and frameworks that offer retroactive fixes and/or proactive frameworks for evaluating existing policies and developing new policies, initiatives, and services. Institutions and government departments may add "social equity" into strategic plans and policies as a goal or a "pillar."

In day to day policy-making and implementation, social equity quickly becomes difficult to enforce or assess. Without a shared, quantifiable, dynamic vision of what "social equity," government and community organizations may struggle to: 1. Establish goals that make sense for the whole community and collaborate effectively to accomplish them. 2. Identify best practices, roles, and responsibilities to share between organizations 3. Determine whether these goals have been accomplished (S. S. Fainstein, 2001; Manaugh et al., 2015; Umemoto & Igarashi, 2009)

No matter the term used to discuss equitable outcomes, theorists and practitioners agree that public input is a critical element to the creation of policy that leads to them. The basic premise is that if everyone's interests are heard and represented equally at the Institution, Management, and Implementation levels, equitable policy will follow (City of Seattle Race and Social Justice Initiative, 2016; S. Fainstein, 2015; Fung & Wright, 2006; Krislove & Rosenbloom, 1981; Massey, 2005; Rongerude & Sandoval, 2016; Selden et al., 1998; Sowa & Selden, 2003; Talen, 2015; Theodore & Martin, 2007).

This thesis builds on the following premise: that *underheard community members must be able to contribute their opinions to policy creation and implementation in order for equitable policy and service outcomes to exist.* I acknowledge, specifically, two primary entry points for community voices: public participation (which is often facilitated by government-nonprofit collaborations when it involves underheard community members), and representative bureaucracy.

The International Association for Public Participation (IAP2) defines public participation as "any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions." This might include public meetings, workshops, surveys, or other forms of outreach. In some cases, federal, state, or local law requires that the government includes public participation in certain decision-making processes. In other situations, governments use public participation to help resolve particularly thorny public issues, or to waylay controversy (Adams, 2004; Brady, Verba, & Scholzman, 1995; Bryson, Quick, & Crosby, 2012; Carpini, Cook, & Jacobs, 2004; Irvin & Stansbury, 2004; Morse, 2011; Nabatchi & Amsler, 2014). For Welcoming Parks, the City of Eugene employed public participation efforts to learn more about the

Parks-related needs of the city's Latino community. To perform these efforts, the city

relied heavily on nonprofit collaborations. These collaborations will be discussed in detail

in the "Government-Nonprofit Collaborations" section, below.

The theory of representative bureaucracy, first referred to as "representative

government" by Donald Kingsley (1944), proposes that "a public workforce

representative of the people in terms of race, ethnicity, and sex will help ensure that the

interests of all groups are considered in bureaucratic decision-making processes," and

that "active representation of group interests occurs because individual bureaucrats reflect

the views of those who share their demographic backgrounds" (Bradbury & Kellough,

2011: p 157). Representative bureaucracy does not replace the process of public

participation. However, government staff are composed of people from the community;

the voices and opinions of staff at both Management and Implementation levels of

governance impact policy creation and implementation on a daily basis. I use this theory

to help illuminate why government reliance on nonprofit collaborations to perform public

participation efforts in order to communicate with underheard populations may lead to

inequitable government services.

Government - Nonprofit Collaborations versus Representative Democracy

Throughout the rest of this literature review, I focus on two main strategies that

local governments can engage to increase the equity of their service outcomes. The first

is government-nonprofit collaborations. In this strategy, governments work with

nonprofit organizations to deliver services that are unique to the needs of different

vulnerable populations. For instance, the government may collaborate with nonprofit

organizations to provide translation services, or to do public outreach within communities

that may otherwise distrust government initiatives, or otherwise extend their capacity (Donahue & Zeckhauser, 2008; Feiock & Jang, 2009a; Morse, 2011)

In the second strategy, representative democracy, governments have staff that are representative of their communities. This increases the government's in-house capacity to perform work specific to these different communities, such as speak Spanish, or understand particular needs of the communities. The presence of these representative staff may also increase the motivation of government staff and agencies to do work that specifically addresses the needs of these different communities (Bradbury & Kellough, 2011; Marvel & Resh, 2013; Selden et al., 1998; Sowa & Selden, 2003).

I discuss the theories of "Capacity" and "Discretion" to further discuss what each of these strategies can offer governments and how they are positioned to affect social equity of public services and policy outcomes.

Government – Nonprofit Collaborations

In the public administration sphere, traditional government-led efforts to create social equity are often dominated by government-nonprofit collaborations (Feiock & Jang, 2009b; Jennifer E. Mosley, 2010; Kania & Kramer, 2011a; Light, 2004; Rothschild & Stephenson, 2009; Wood, 2016). Outreach and community engagement are important elements of government projects that seek to improve social equity (City of Seattle Race and Social Justice Initiative, 2016; S. Fainstein, 2015; Hales & James, 2016; Hum, 2010; Nabatchi & Amsler, 2014; Rongerude & Sandoval, 2016). Governments often do not have the capacity (time, language skills, cultural knowledge community trust, et cetera) to perform direct outreach to the underheard community members that their equity projects target. In order to perform this outreach, governments often seek collaborative

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partnerships with nonprofit organizations. These partnerships may be formal - involving contracts and payment, or informal – not payment or contract-based, but instead relying on the relationships that government staff build with the nonprofits in the community (City of Seattle Race and Social Justice Initiative, 2016; Kania & Kramer, 2011; Wood, 2016).

A great deal of existing literature on formal government-nonprofit collaborations analyzes the influences that nonprofit organizations may have on government agendas and policy outcomes (Bertelli, 2012; Light, 2004; D. Mason & Bertelli, 2014; D. Mason & Fiocco, 2016; Regan & Oster, 2002; Schmid, Bar, & Nirel, 2008). Less research has been done on the effects of a government's reliance on informal nonprofit collaborations to complete initiatives that work with underheard community members or have equity-related goals. I argue that a reliance on informal collaborations may enable local governments to "outsource" projects that involve working with underheard communities. This may make the government less likely to address the needs of these underheard community members at the Institutional, Management, and Implementation levels of governance. Literature does demonstrate that organizations that have representative staff are more likely to provide equitable services. (Brudney, Hebert, & Wright, 2000; K. Meier & Smith, 1994; Selden et al., 1998; Sowa & Selden, 2003) Theories of representation are linked to theories of capacity-building (Kneedler et al., 2017; Sowa & Selden, 2003); theoretically, appropriate organizational capacity-building could lessen the government's reliance on nonprofit collaborations to perform initiatives that involve underheard community members. However, current literature on government-nonprofit collaborations does not draw this link. Further details and implications about

representation and capacity building are discussed in the following section on the theory of representative bureaucracy.

Existing literature does say that local governments' formal and formal relationships with nonprofit organizations are important assets to those governments seeking to increase social equity within their jurisdictions ("Collaboration for Impact," 2015; Donahue & Zeckhauser, 2008; O'Leary & Vij, 2012). Communities in which government and nonprofit organizations work together to solve social goals and concerns may see greater improvement in social services than those in which government and nonprofit institutions work in isolation (Kania & Kramer, 2011b). However, the dynamics of individual government-nonprofit collaborations may dramatically affect social equity outcomes. Within this thesis, I focus on the situation in which governments do not have in-house capacity to create or provide services for underheard communities and thus rely on nonprofit organizations for what services and/or community outreach they do choose to fund or provide.

Government's reliance on nonprofit organizations for service provision and outreach to underheard communities is in part a consequence of a greater governing trend of outsourcing human service delivery, known as the "hollowing-out of the third sector" (Light, 2004; Lipsky & Smith, 1990; Milward & Provan, 2000). Governments have turned over much of social service delivery to nonprofit organizations, who specialize in serving the often-unique needs of minority and underheard communities. (Light, 2004; Manaugh et al., 2015; D. Mason & Bertelli, 2014; D. Mason & Fiocco, 2016). Removed from their underheard communities, local governments seeking to manage and implement social equity projects turn to nonprofit organizations for service delivery as well as

insight into these communities' needs. Governments often rely on nonprofit leaders and advocates to provide a critical "voice" in political processes for those communities they have specialized in serving (Child & Gronbjerg, 2007; Mosley, 2012; Regan & Oster, 2002; Schmid, Bar, & Nirel, 2008). Governments also take advantage of nonprofit organizations' relationships with their communities and utilize nonprofit connections and spaces for public outreach opportunities (Adams, 2004; Berger & Neuhaus, 1977; Leroux, 2009; Nabatchi & Amsler, 2014). This reliance may indicate the kinds of government-community relationships that can lead to community members feeling divorced from government services and benefits (Feiock & Jang, 2009b; Fung & Wright, 2006; Hum, 2010).

Government-nonprofit contracting literature sheds light on the effects that collaborations can have on government service and policy outcomes. Researchers examine the potential for governments to rely too heavily on nonprofits to provide services. Van Slyke (2003) theorizes that governments may become so distanced from direct service that they become unable to evaluate or monitor the services that contracted nonprofits provide. Other research posits that contracting relationships can reduce advocacy efforts by involved nonprofits (Mosley, 2012; D. M. Van Slyke, 2007; Witesman & Fernandez, 2012), or decrease differentiation between nonprofit and government services (Feiock & Jang, 2009b; Van Til, 2000; Wolch, 1990). This can affect the trust that the public has in nonprofit organizations, or decrease the number of nonprofit organizations offering services to niche, vulnerable populations (Regan & Oster, 2002; Suarez, 2011; Wolch, 1990). This literature demonstrates that nonprofit collaborations can become a dangerous crutch to governments. By relying too heavily on

nonprofits for service delivery, governments may lose the ability to evaluate or address the scope of services they provide to their underheard communities. Also problematically, this relationship can work in the opposite direction; nonprofit organizations that rely on government funding may adjust their services to become more appealing to government funders. This can lead to organizations moving away from servicing niche underheard populations. This leaves some underheard community members divorced from government services (Donahue & Zeckhauser, 2008; Wolch, 1990).

Formal versus informal collaborations

     This thesis emphasizes the role of the informal, versus the formal, in governments' efforts to create social equity. Formal and informal government-nonprofit collaborations in top-down government-driven projects differ in a few important ways. Formal collaborations are typically created at Institution and Management levels of governance. Government departments or agencies put out calls for bids for service. In these bids, nonprofit organizations describe the services they can offer, knowing that the government will pay them for their services. In informal collaborations, staff at Management and/or Implementation levels of governance bring nonprofit organizations into projects to provide some form of service or assistance.

     The effect of informal collaborations on social equity outcomes in local governance at the Institution level within the United States has not been well-studied. This may be due, in part, to a lack of data (numbers, purpose, accomplishments, et cetera) on informal collaborations in government administration (which I encountered as a barrier in my own research). In the informal collaboration analyzed within this case

study, and, reportedly, many government initiatives within the City of Eugene, the City collaborated with nonprofit organizations in order to gain access to the nonprofits' target populations for the purpose of public participation efforts and other forms of public outreach. The government used this access to spread information about government services and solicit opinions from the city's Latino community. Administrators in the City of Eugene considered these collaborations to be critical to projects that involved social equity goals. However, the case study presented in this thesis demonstrates that these collaborations walk a fine line between accomplishing mutual goals, and an institutional "outsourcing" of equity efforts.

Beyond the question of "outsourcing equity," which will be addressed further in findings, informal government-nonprofit collaborations may create a few administrative concerns at the Management and Implementation levels of governance. These include evaluation of collaboration partnerships and outcomes, as well as the stability and reliability of these relationships. If collaborations don't include contracts, payment, and/or written expectations, governments may not track or evaluate informal collaborations as strictly as they would monitor contract relationships – or even at all. Without a system for data collection or an evaluation process, governments lack the incentive and data to determine the effectiveness of the processes and outcomes of these collaborations. Evaluation is critical to build effective and sustainable partnerships, as well as to ensure that project outcomes improve tangible community assets as well as social equity (Bentrup, 2001; Manaugh et al., 2015; Preskill, Parkhurst, & Splansky Juster, 2014; Stadtler, 2016).

Public administrators must also consider the stability and reliability of relying on informal collaborations. Personal staff relationships, nonprofit capacity, and nonprofit organizational missions largely determine whether nonprofit organizations partner with government projects, as well as whether the partnerships yield results that align with government goals (Andrews & Entwistle, 2010; Bryson & Crosby, 2006; D. Mason & Bertelli, 2014; Milward & Provan, 2000). Informal collaborations exist largely at the Management and Implementation levels. As such, they are often subject to the discretion of government and nonprofit staff members. Informal collaborations may be established in part due to personal relationships of managerial and implementation staff with leaders and members of nonprofit organizations. This is an important way to build community relationships and collaborations can be productive with many community benefits (Hales & James, 2016; Jennifer E. Mosley, 2010; *Race and Social Justice Initiative: Vision and Strategy 2015 - 2017*, 2015). However, there are significant drawbacks to these informal alliances; if a government staff or nonprofit leader changes position, these alliances are often lost. The government may be left without access to the community of that nonprofit organization – or other staff members may simply not prioritize these relationships or type of collaborative work.

In addition to instability of collaborations built on personal relationships, government staff cannot expect that nonprofit organizations will have, or choose to make, the time to collaborate. This is particularly true when nonprofit organizations are not receiving some kind of compensation for the work that they do on behalf of the government. Nonprofit organizations, who often struggle with limited budgets and staff capacity, are under no obligation to assist the government in government-driven

community efforts. This can prevent nonprofit organizations from agreeing to work with government organizations, regardless of government need (Hales & James, 2016; D. Mason & Bertelli, 2014). Nonprofit organizations and City staff report this is often the case in the City of Eugene, which I will explore more fully in my findings section.

Finally, governments that rely on nonprofit organizations to perform particular, critical tasks (such as provide access to underheard populations) must respect the methods and missions of nonprofit organizations – and may be limited by them. The government may be forced to align project goals and methods to be closer to the values and methods of the nonprofit organizations with which they hope to collaborate; this issue is studied generally in the realm of government-nonprofit contracting, but the principles fit informal collaborations as well (Light, 2004; D. Mason & Bertelli, 2014; D. P. Mason & Fiocco, 2016; Milward & Provan, 2000).

Capacity

The existence and nature of government-nonprofit collaborations are driven in part by issues of capacity: what the government can and will provide, and what nonprofits can and will provide. The term "capacity" is used by nonprofit and public administration scholars to talk about the ability of their organizations to deliver services, as measured by staff and organizational skills and training, availability of time, community trust, funding, and other resources at their command (Christensen & Gazley, 2008; Hilderbrand & Grindle, 1995; Kneedler et al., 2017; Light, 2004; D. Mason & Bertelli, 2014; Milward & Provan, 2000). Government institutions and nonprofit organizations build capacity through trainings, hiring, and strategic plans. Governments and nonprofits also deal with limited capacity; all organizations must decide which

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capacities they develop with their given resources – and through these capacities, which organizational goals they will prioritize (Bloemraad, 2005; Light, 2004; D. Mason & Bertelli, 2014; Milutinovic & Jolovic, 2010; Milward & Provan, 2000; Ting, 2011).

Limited capacity is one critical reason why governments contract with nonprofit organizations. Capacity includes both tangible and intangible skills and assets. Time is one capacity – the government may simply not have enough staff to perform a particular task, and so will collaborate with nonprofit organizations in order to expand their reach. Other capacities relate to the type and nature of service being provided. Vulnerable, underheard communities often require a specialized approach for services and outreach efforts, due to a need for the knowledge of cultural practices, languages, and community trust (Marcelli-Joassart, 2013; D. Mason & Fiocco, 2016; Mosley, 2012). Nonprofit organizations that have specialized in working with these communities build these capacities as a matter of course. Government organizations that have not prioritized this capacity building, but require it for their efforts, often seek collaborations with these nonprofits.

Government staff who are hired for specialized and technical skillsets – such as planning, budgeting, maintenance, et cetera – are often not expected by management or institutions to also possess the capacity to work with underheard communities. A Parks planner, for instance, is not typically required to possess knowledge of cross-cultural communication, or have trusted relationships with immigrant communities. Rather than expanding required staff skillsets to include these skills, government staff and institutions partner with nonprofit organizations to supplement them. In this way, governments avoid building capacity within their ranks to directly address the needs of vulnerable

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populations. Instead, governments often focus their energy on what might be called their "average" voter – those residents who take up the majority of their services (and/or, those residents who have the time and resources to direct the government to pursue their needs) (Brady et al., 1995; D. Mason & Bertelli, 2014; Ting, 2011; D. M. Van Slyke, 2007). When governments seek to address the needs of their vulnerable populations, specifically, they often reach out to nonprofit organizations for help. In contracting relationships, this may be a boon for human-service oriented nonprofit organizations; these organizations are thus able to carry out their desired missions with the addition of government funds to do so (Brown, Potoski, & Slyke, 2006; Light, 2004; D. Mason & Bertelli, 2014; D. Mason & Fiocco, 2016; Mosley, 2012; David M. Van Slyke, 2003). In informal collaborations, however, this may present challenges – as discussed above.

The question of thorough evaluation also arises in government-nonprofit collaborations. In projects that rely on government-nonprofit collaborations, governments must consider the issue of evaluation. Will the government have enough capacity to evaluate the project down the road? If not, who will be responsible for determining whether or not the project accomplished its goals – in this case, for instance – making Eugene's Latino community feel more welcome in parks.

Government and nonprofit staff presented limited government capacity as a major reason for the existence of collaborations to perform public outreach for the Welcoming Parks project. They also presented concerns about limited nonprofit capacity to assist the government. Questions related to how these collaborations may affect the equity of government services and policy are: *If the government does not have in-house capacity to provide public participation opportunities to underheard community members, how does*

that effect the equity of government services? What problems may arise if the government

can only access the voices of underheard communities through nonprofit collaboration? I

will discuss this within the context of the Welcoming Parks project in my findings.

Representative Bureaucracy

In this thesis, I present representative bureaucracy as an important way for

governments to receive input from traditionally underheard communities at the

Institution, Management, and Implementation levels of governance. Unlike government-

nonprofit collaborations, representative bureaucracy focuses on addressing root issues of

inequity within government. Say scientists, the presence of representatives of diverse

communities within government who can make daily decisions about government

priorities improves the equity of policy outcomes (Krislove & Rosenbloom, 1981; Levine

Einstein & Glick, n.d.; Lipsky, 1980; Mladenka, 1989a, 1989b; Selden et al., 1998; Sowa

& Selden, 2003).

Advocates for representative democracy theorize that democracy is improved and

"deepened" when people who work within government are representative of all subsets of

the community. This is a very different situation than when government collaborates with

outside specialists for equity work. (Coppedge et al., 2011; Fung & Wright, 2006; K.

Meier & Smith, 1994). Representative bureaucracy theory posits that a government

agency with numbers of minorities that align with those of the community's will be more

likely to act in ways that produce equitable services – and that, conversely, a lack of

representation within bureaucracies creates equity concerns at the Institution,

Management, and Implementation levels of governance (Krislove & Rosenbloom, 1981;

Levine Einstein & Glick, n.d.; Lipsky, 1980; Mladenka, 1989a, 1989b; Selden et al., 1998; Sowa & Selden, 2003).

Bureaucratic representatives have many more chances than nonprofit collaborators to weigh in on daily government decisions. Research on representative bureaucracy demonstrates that individuals representing minority communities may focus more on the issues that affect the communities with which they are familiar – potentially increasing equity of government services that affect these communities (Brudney et al., 2000; Selden et al., 1998; Sowa & Selden, 2003). For example, female staff in Manager roles may be more likely to address or prioritize gender-related issues, and the same has been shown for Latinos and people of color (Brudney et al., 2000; Filindra & Pearson-Merkowitz, 2013). Representation may lead to a change in how government institutions prioritize which services are provided to the public, and how (Brudney et al., 2000; Celis & Mügge, 2017; Lipsky, 1980; Selden et al., 1998; Sowa & Selden, 2003). Decisions made by a government that is representative of its community's demographics may dramatically affect the character and nature of the services the government provides, and lead to greater equity of social outcomes. And yet, equity initiatives addressing access to public services rarely prioritize the issue of representation, in practice. Instead, collaborations outsiders are often considered a "best case scenario" for equity work in government (Feiock & Jang, 2009b; Light, 2004; Witesman & Fernandez, 2012).

Social scientists suggest a lack of focus on representation may not be unintentional. The majority voice tends to have the most influence on government processes, and hold the most power within government institutions; those with positions of power tend to create rules that maintain that power structure and the advantages that

go with it (Einstein & Glick, 2017; Massey, 2005; Pager & Shepherd, 2008; Pulido, 2000). Power hierarchies become somewhat static; people in power do not tend to create rules, policies, or processes that favor the underheard, nor seek to introduce others to powerful status. Instead, policies will be made by those who already have power, which leads to the establishment of policies that are constructed in ways that "favor members of one group over another" (Massey, 2005; Pager & Shepherd, 2008, p2). This concept is often used to discuss how biased and racist policies are created and enacted at all governance levels, at the local, state, and federal level (City of Seattle Race and Social Justice Initiative, 2016; Hales & James, 2016; Lipsitz, 2007; Pulido, 2000; Soss, 2014) Those community members who have less voice in the policy-making or implementing process end up continuously disadvantaged (Massey, 2005).

Representative bureaucracy, say scholars, essentially works to reverse this power-hoarding process; when people who are traditionally underrepresented gain power, they are then positioned to help shape policies that favor those underrepresented communities. These theorists point out that representation is not a simple concept, but rather one element of complicated, overlapping institutional processes and local environments and power dynamics (Marvel & Resh, 2013; K. Meier & Smith, 1994; Sowa & Selden, 2003). Critically, "passive" representation is not enough to trickle down into meaningful change (Marvel & Resh, 2013). The amount of discretion that government staff have in their roles will affect the amount and ways in which they change the directions of the services their agencies offer. While some discretion is critical (Marvel & Resh, 2013), positions of leadership don't necessarily translate into a change in agency direction or practices

(Selden et al., 1998; Sowa & Selden, 2003). This is discussed further in the "Discretion" section below.

Representative democracy literature does not currently answer whether representation can provide more equitable results than informal nonprofit collaborations – and I address this in my conclusions and limitations section. However, this literature does indicate that it should be pursued – and that it provides in-house equity in a way that nonprofit collaborations cannot do. Despite the evidence that favors representative democracy as a way to increase equitable government practices, most public administration literature focuses on traditional methods of equity advancement, often advocating for staff trainings and building community relationships and collaborations with community organizations while assessing a variety of other social equity indicators (Adams, 2004; Andrews & Entwistle, 2010; City of Seattle Race and Social Justice Initiative, 2016; Hales & James, 2016; Manaugh et al., 2015; Vision, Tbl, Council, Summary, & Tbl, 2013).

Interviews in this case study demonstrate that public administrators need consider the effects representation within each level of governance – and not simply focus on building nonprofit-collaborations to accomplish equity initiatives. Representation came up time and time again when advocates described their ideal version of government, or, how the government could best affect social equity outcomes. To dig a little deeper into the complexities, discretion is an important concept to consider.

Discretion

The discretion wielded by those who work in the government can lead to important changes within government policies and service outcomes (Einstein & Glick,

2017; Ellermann, 2006; Lipsky, 1980; Scott, 2017). Individuals who work for the government may have the ability to use discretion to interpret their roles and responsibilities. This discretion influences staffs' bureaucratic actions, which can increase the equity of policy outcomes if their actions address issues of equity (Celis & Mügge, 2017; Einstein & Glick, 2017; Marvel & Resh, 2013; Selden et al., 1998; Sowa & Selden, 2003). Local governments that address equity initiatives via nonprofit collaborations rather than hiring staff with relevant capacities and interests risk diminishing this occurrence – and correspondingly, equity-related institutional change. Current literature demonstrates this, by pointing out that a lack of institutional diversity is more likely to lead to racist, discriminatory, or unjust policies policies (Hales & James, 2016; Marvel & Resh, 2013; Massey, 2005; K. J. Meier, Bohte, & Meier, 2017; Pulido, 2000; Young, 1990).

Discretion affects policy outcomes when individuals have the opportunity to interpret the laws, rules, and responsibilities they are tasked with carrying out. Laws and rules often do not spell out every step or detail that government staff are responsible for – particularly when these tasks require expert knowledge or are part of dynamic political situations (Einstein & Glick, 2017; Epstein & O'Halloran, 1994; Hart, 2013; Lipsky, 1980; Sandfort & Sandfort, 2010). In these situations, individuals at the Manger and Implementation levels of governance make decisions that can affect the outcomes of policies and government services. Discretion is particularly important when considering the potential effects of representative bureaucracy.

From a public administration standpoint, discretion can be a source of conflict within government institutions. Policymakers, unwilling to see policy outcomes differ

from their intent, impose "ex ante" and "ex post" controls to attempt to control policy outcomes. Ex ante controls are imposed before the policy is implemented, such as assigning certain people to do certain tasks, or writing details into the policy. Ex post controls may include oversight, budget regulation, and punitive or reward-based incentives to follow policy as written (Epstein & O'Halloran, 1994; McCubbins, Noll, & Weingast, 1987). Policymakers may deliberately give bureaucrats discretion to use appropriate expertise to carry out tasks, or, the written policy simply does not encompass element of each task. Bureaucrats interpret their roles according to their own interests and capacities. These interpretive acts can take place at Management and Implementation levels of governance (Huber & Shipan, 2002; Lipsky, 1980). This is where equity-minded individuals can make a difference, tweaking or adjusting agendas and policies to better serve needs of underheard communities (Einstein & Glick, 2017; Lipsky, 1980; Rongerude & Sandoval, 2016; Scott, 2017).

Managers of government agencies and departments interpret written policy when they create strategic plans and implement rules and processes (Epstein & O'Halloran, 1994; Hart, 2013; Huber & Shipan, 2002). Implementers may have the chance to interpret department plans and processes when managers give implementers leeway to use individual expertise and/or discretion to perform departmental tasks. The actions that implementers take while performing their jobs can have a number of effects on public service outcomes (i.e. the customer service representative who seeks proactive solutions, versus the one who simply reads a script; the government worker who refuses to fill out wedding licenses for gay couples; the public servant who can speak Spanish and

translates for the rest of his department when clients come in, et cetera) (Einstein & Glick, 2017; Lipsky, 1980).

Policymakers and managers generally allow discretionary actions by managers and implementers, respectively, unless outcomes stray too far from policymakers' or managers' original intent – at which point policy may be amended and discretion is reduced (Epstein & O'Halloran, 1994; Hart, 2013; Huber & Shipan, 2002; Sandfort & Sandfort, 2010). In other situations, discretionary acts that policymakers or managers view favorably can become formalized at the Institution level either through enforced expectations or, in a more permanent scenario, through formal written policy.

How much affect can this have? What is the amount of change that discretion can affect on equity, or other service outcomes? Researchers have demonstrated that the amount of discretion that administrators have may correlate with the amount of power they believe they have to decide what actions they take in any given circumstance (Mladenka, 1989b; Sowa & Selden, 2003) Say Sowa and Seldon (2003), discussing administrators of minority gender and racial demographics, "administrators who perceive themselves as having greater discretion to act tend to produce policy outcomes that are more broadly representative of minority interests" (p 707). Staff do not have to wield a great deal of traditional power, such as hold a high level management position, in order to affect change; in fact, some research shows that mid-level managers and implementers may be the most likely to cause significant change within institutions (Einstein & Glick, 2017; Lipsky, 1980; Marvel & Resh, 2013; Sowa & Selden, 2003). Charles Lipsky (1980), names these individuals "street-level bureaucrats." Lipsky defines "street-level bureaucrats" as "public service workers who interact directly with citizens in the course

of their jobs, and who have substantial discretion in the execution of their work" (p. 3). These street-level bureaucrats become, as Lipsky terms it, "de facto policy makers" (24).

Street-level bureaucrats may be especially influential in fluid or politically controversial policy arenas. Researchers have demonstrated they may have exceptionally strong influence when administering and directing policies that affect civil rights, including those policies that address questions of race, gender, and immigrantion (Einstein & Glick, 2017; Ellermann, 2006; John, Nigro, & Meier, 2017; Lipsky, 1980; Marvel & Resh, 2013). Bureaucrats may use discretionary acts to enact informal institutional change. Government institutions, often rule and process-based, are notorious for being slow moving and full of "red tape." Even if recognized, rules and processes that contribute to inequitable processes may be difficult amend due to bureaucratic process. Rather than lobby for written change, street-level bureaucrats may simply set their own expectations and shape government services to fit their own vision of appropriate or equitable services (S. Fainstein, 2015; Massey, 2005; Morse, 2011; Purdy, 2016; Talen, 2015). Individuals who implement services and programs may or may not be connected to underheard populations. This matters to differing extents; individuals in Manager or Implementation roles may impact the outcomes of government policies and services, depending on the discretion they have to perform their roles (Epstein & O'Halloran, 1994; Marvel & Resh, 2013; Scott, 2017). If the expectation of social equity is not created and defined at the Institution level of governance, social equity outcomes of government services may be determined by individuals acting at the Management and Implementation levels (Levine Einstein & Glick, n.d.; Lipsky, 1980).

Existing literature does not currently pit nonprofit collaborations against representative democracy. Therefore, it does not address whether the fact that government-nonprofit collaborations allow for fewer discretionary acts within government institutions reduces the efficacy of these efforts in addressing longterm equity. My research, however, demonstrates that this may be the case, and supports the case for further research in this regard.

Planning and Administering Equity for Immigrant Populations: Political Implications and Informal Action

<u>Political Implications of Planning for Immigrants</u>

Planning processes that address social equity for immigrant populations have political implications that can complicate, if not overshadow, the technical goals of the project (S. Fainstein, 2015; S. S. Fainstein, 2000; Forester, 1989; Hum, 2010; Lane & Hibbard, 2005; Rongerude & Sandoval, 2016; Talen, 2015; Theodore & Martin, 2007; Umemoto & Igarashi, 2009). At the Institution level, local governments may not have much incentive for addressing the needs and desires of immigrant communities in relation to the community's public spaces. The immigrant community's lack of political power to add their voice to political processes may contribute to this – as well as the political implications governments face when addressing immigrants' needs. Local governments may be reluctant to engage with projects that focus on immigrant populations, or face political opposition to such projects, if the political climate in that jurisdiction is mixed or unfavorable towards immigration.

As Schneider and Ingram (1993) state, "There are strong pressures for public officials to provide beneficial policy to powerful, positively constructed target populations and to devise punitive, punishment-oriented policy for negatively constructed

groups." In the media, narratives place immigrants into a "negatively constructed groups," describing documented and undocumented immigrants as job-stealers, criminals and "illegals." Public perception of documented versus undocumented immigrants may blur and tip towards generally negative, especially by those whose worldview includes a general "us" versus "them" version of White "Americana." Government projects that use public funds to make infrastructure improvements for immigrant populations can run up against public indifference, if not outright disapproval.

The definition used for Eugene's "Latino population," in the "Welcoming Parks" project specifically, does not specify documented or undocumented populations. The question of whether or not the government is willing to plan for undocumented populations did not come up. However, it is likely that some of the population included within the Latino population targeted within this effort may be undocumented. This was certainly not a question asked explicitly by Eugene City planners. However, there is the potential that those with an anti-immigrant bent would assume that projects such as this demonstrate that the city supports "illegal" as well as "legal" immigration. As discussed in the "City Background" section, the City of Eugene has mixed feelings towards immigrants and "illegal" immigration. Although the City of Eugene proclaimed itself a Sanctuary City just weeks after President Trump's 2016 election, it was contested by some in the region. And, while there is a Sanctuary City ordinance, this ordinance does not have any effect on city planning projects. City administrators certainly have not established the expectation that planning projects should address immigrant populations – although there are planning provisions that generally incorporate equity (which will be discussed further in findings).

The conflicts that arise when cities plan (or don't plan) for immigrants is something that urban and regional planning theorists comment on – but often stop short of providing actionable solutions. The design and use of public space is inherently politicized; decisions regarding how spaces are constructed, used, and regulated reflect greater social issues and administrative policies. The design of public spaces can impact residents' day to day experiences, feelings of safety, welcome, and rights (Laguerre, 1999; Martin, 2003; Sandoval & Maldonado, 2012). Planning theorists point out that immigrants make their homes in places that are often not designed for them – but rather are built by the majority community into which they have entered. This can dramatically affect experiences of safety and belonging, and even a community's overall health and (Laguerre, 1999; Leitner & Strunk, 2005; Martin, 2003; Nelson & Hiemstra, 2008; Sandoval & Maldonado, 2012). Informal "place-making" and community building by immigrants is a common way that immigrants create spaces in which they feel comfortable. Formal institutions and community planning can support, or push back on these informal actions (Bloemraad, Korteweg, & Yurdakul, 2008; Hum, 2010; Laguerre, 1999; Martin, 2003; Nelson & Hiemstra, 2008; Sandoval, 2013; Talen, 2015).

Given this context, the fact that the government used nonprofit collaborations to address planning efforts is particularly noteworthy. The choice to "outsource" the efforts – and the inability of the government to work with its sizable Latino population – shows the amount of work that the City of Eugene has left to do to create truly equitable government services. This research demonstrates the fact that if the city persists in using nonprofit collaborations rather than building capacity and representative bureaucracy, it may not achieve the equitable services it purports to seek. This is easier said than done –

and those who worked on the project are proponents for building greater capacity within the government to address the recommendations contained in the report, and move forward with further outreach efforts. And yet, this research also demonstrates that it would require a fairly substantial institutional shift. The Welcoming Parks case study presents a mixture of formal and informal actions taken by local government to plan for its immigrant communities. These actions demonstrate the potential for change that representative bureaucracy, capacity, and discretion hold in public administration and planning activities within local governments.

Methods

Methods Overview:

This research is based on an explanatory case study with qualitative analysis. This Welcoming Parks case study provides insight on the ways organizational actors address a complex policymaking and implementation process from multiple viewpoints (Molloy, Mills, Durepos, & Wiebe, 2012; Yin, 2002). I use a case study with both planning and public administration elements to provide context for this study. My role as academic investigator as well as staff implementer provides a holistic perspective on this government-driven project. Analysis of this case study is constructed through participant observation, interviews, and data analysis.

Participant Observation/Investigator Role

The Welcoming Parks project was completed in two stages: Phase 1 and Phase 2. Phase 1 was performed in 2015 as a collaboration between the City of Eugene and the University of Oregon. During this phase, I participated in community outreach efforts as well as bulk data analysis as a student in Dr. Gerardo Sandoval's Public Participation in Diverse Communities, led that year by Dr. Daniel Platt.

Phase 2 was lead primarily by the City of Eugene, with some collaboration with the University of Oregon. During this time, I held an internship role within the City of Eugene's Office of Human Rights and Neighborhood Involvement. As an intern, my primary role was to help conduct further outreach. This included: planning Phase 2 with HRNI staff and Dr. Gerardo Sandoval; working with Dr. Gerardo Sandoval, post-doctoral researcher Dr. Anabel Salinas Lopez, and staff from HRNI, Parks, and Recreation to develop questions for community outreach; performing bilingual outreach with Dr.

Salinas Lopez to hold 20 hour long interviews with community members, totaling

approximately 40 participants; analyzing and coding community research data; drafting

final Phase 2 report for Parks planners and involved stakeholders. My first span of

involvement in the project spanned the time periods of April – June, 2015 as a student in

Public Participation in Diverse Communities class. My second span of involvement

began in September 2016 as intern and researcher. The project concluded in February,

2017, and I finished my project-specific research in March, 2017, while continuing as

intern in HRNI on other office projects through May, 2017.

Interviews: Interviews for this project included fifteen government staff, ten

nonprofit leaders and/or community advocates, and forty-five community members. Of

the government staff, I interviewed five of six members of the HRNI office, including the

director at the time, and the current director (who was a staff member at the time of the

project). I interviewed three Parks planning staff, including the project manager of the

PRSP, and I spoke with two planners who worked on planning projects separate from the

Parks department. I interviewed three Recreation staff, two of whom worked in separate

capacities at a single Recreation facility (director and manager of a youth program). The

other held a marketing and outreach role in Eugene's Recreation administration. I also

spoke with two City government staff who identified themselves as advocates, who had

worked in a variety of positions in health and education sectors.

During the course of the project, I interacted with several stakeholders from

Parks, Recreation, Public Works, and Planning departments when HRNI held stakeholder

planning meetings and presented findings. These meetings are public record and I have

utilized quotes from meeting participants within this work, as well.

The interviews of the forty community members during Phase 2 supplemented the outreach efforts of Phase 1. These community members were identified in twenty family units. These families were generally structured as either a mother and child, couples with children, single women, or single women with their mothers. Twenty separate interviews took place. Each adult community member was encouraged to comment on all questions during the course of the interview.

I worked with City staff to develop Phase 2 community outreach questions. Phase 2 interviews were primarily ledby Dr. Anabel Salinas Lopez, a native Spanish speaker from Oaxaca who was working with Dr. Gerardo Sandoval in a post-doctorate position at the University of Oregon. I accompanied Dr. Salinas Lopez to all interviews, recorded information, asked clarifying questions when necessary, and led three of the interviews myself. Park requested these interviews to gain further clarity on the information received during Phase 1. Topics of interview questions can be found in Appendix A, and exact interview questions are in Appendix C. Top priorities for government staff were to determine the Latino community's: (1) Parks usage (favorite parks, types of facilities most used or desired, how far the community travels to reach different parks/facilities, et cetera); (2) Knowledge of, and ability to access, public Parks and Recreation resources (including facilities and printed and online collateral); and (3) Perceptions of organizations in the City that may provide community resources. These interviews were conducted in Spanish, anonymously and in-person, in compliance with IRB procedures. All interviewees participated voluntarily and received a grocery gift card and City family pool pass for their time, sponsored by Eugene's Parks and Recreation.

The goal of Phase 2 was to select community participants who are likely use public parks as well as likely to face barriers to participation in government services and processes due to their geographic location, knowledge of English and familiarity with the City's cultural norms. For this reason, the government worked with a local nonprofit whose target demographic generally fits these demographics. This nonprofit's target demographic also includes a large proportion of families with young children who are likely to be positively impacted by improved access to Eugene's parks, spaces, and recreational activities. The information in this report comes primarily from new and first generation immigrants who live in the Bethel neighborhood, the neighborhood in which the City of Eugene Parks and Recreational facilities Petersen Barn Park and Recreation center are located.

Many participants had limited knowledge of English. Interviews were conducted primarily in Spanish. The majority of participants were parents of young children, and had lower income; family units, including spouses, extended family members, and children were invited to participate in interviews together. To supplement observations and community interviews for the report, I conducted nineteen semi-structured, open-ended interviews with government staff and community advocates. These took place between the time period of April 2016 to March 2017. Interviews were guided by a set of questions, but participants were invited to speak about their roles in the government and community, passions and personal experiences. All participants defined their role, their perspective on the Welcoming Parks project, and described their idea of "equity" in the community and government services and how to accomplish it. See Appendix D for set of questions used for community members, government staff, and community leaders.

Government staff were identified by myself and the HRNI department principally by their roles in the project or in the government. I prioritized interviewing City staff with leading roles in the project, members of the HRNI office, and staff who were identified by others as equity advocates. Community advocates were identified by general community and government knowledge. Leading advocates in the community who work with the Latino community are known by each other and the City offices. I contacted each person on the "roster" of known advocates who work regularly on Latino community issues as nonprofit leaders and community advocates and spoke with those who responded. Several of those who I spoke to have held a variety of leadership and advocate roles. A few have also held positions within the City of Eugene government, or within the neighboring City of Springfield or local Lane County. Names of participants and identifying features of nonprofit organizations are kept confidential.

Analysis: Interview responses were coded by topic and theme, and by the nature of the respondent. Consideration was given to number of times a topic was mentioned and contextualized by the role of the respondent within the community and the Welcoming Parks project. These responses are used to support the case study analysis and advancing social equity.

CHAPTER II

FINDINGS

Findings Overview

I begin my findings section with a discussion of social equity. As discussed throughout the literature review, social equity is not easy to create or define. During my interviews, strong differences emerged between how government staff, advocates, and community members approached the idea of social equity and how to make it a reality. I delve into these findings first and then use them as a starting point by which to compare the roles of government-nonprofit collaborations and representation within bureaucracy in projects that address social equity.

This case study describes a government-run, discretionary top-down effort. The government initiated this project, so there is not community-driven momentum behind it. It does not build on a swell of community momentum to improve public parks for the Latino community. Instead, planning and human rights staff created this project as a reaction to information provided by community indicator research performed by local practitioner and academic, Dr. Gerardo Sandoval of the University of Oregon's planning department. This planning project is, in essence, a discretionary add-on to a required process.

Throughout my analysis, I compare the reactions of government staff and nonprofit advocates to the project, and contribute my own observations. This helps provide perspective on whether nonprofit collaborations lead to a more equitable outcome, or whether, despite intentions, they allowed the government to "check a box" of

equitable processes without taking steps that lead to lasting, sustainable change. This is a qualitative analysis, without long term follow-up; conclusions are drawn within this context. I use this evidence to point to the inherent weaknesses of "informal" solutions that bureaucrats come up with through discretion in the face of a lack of institutional expectations, while challenging the structure of "formal" processes used in local government that are often imbued with inequitable practices.

My research and analysis makes a few things clear. The first is that Eugene's government practitioners and community advocates hold different views regarding how to create social equity. The second is that, if practitioners and advocates don't work together to understand how they can complement each others' efforts, social equity projects developed by the government run the risk of conflicting with community opinions and efforts. The third is that comparing collaborations versus representation does not generate a binary solution. Government-nonprofit collaborations remain useful to advancing government work. However, creating and sustaining equity requires representation of underheard communities within government at the Management and Implementation levels.

Findings Part 1: Creating Social Equity

As discussed throughout this thesis, social equity is not easy to define or measure. "Fair" and "just" mean different things to almost everyone; definitions tend to spring from peoples' personal perspectives, experiences, and worldviews. This can cause problems to arise when governments attempt collaborations with community organizations on projects meant to improve social equity. Collective Impact founders and Stanford scholars Kania and Kramer say, "Take a close look at any group of funders and nonprofits that believe they are working on the same social issue, and you quickly find that it is often not the same issue at all." (Kania & Kramer, 2011: p39). Working towards shared goals in a coordinated way, they say, is critical for communities to address and improve huge, complex issues like "social equity."

This is easier said than done. As discussed in the literature review above, social equity is defined and produced by multiple opinions, policies, practices, processes and community actions. Without coordination, however, projects intended to advance social equity can end up in one-off efforts that provide fleeting benefits – or worse, cause conflict between otherwise well-intentioned parties. My interviews and observations with actors in Eugene revealed several elements of what the difficulties of working towards "social equity" without a shared definition may look like in practice.

During the course of my interviews, the discussions I held with government staff, nonprofit leaders, community advocates, and community members revealed that the orientation of views about social equity depend on the role of the interview participant. In During discussions and observations, government staff approached the idea social equity very differently from advocates and nonprofit leaders. Government staff who addressed

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equity in the Human Rights and Neighborhood Involvement office, as well as staff in Parks and Planning working on equity efforts, held something of a "makers" point of view. They focused on creating social equity through different initiatives and policy corrections. They looked for material ways to improve social services in ways that made them more equitable – offering Spanish translations of written materials or classes, for example. Government staff at the Management level talked about individual, practical efforts that they and others could make to ensure that different services became more equitable – such as the Welcoming Parks project. They spoke of other projects they had developed specifically for the Latino community, such as programming community dinners with Latino cuisine, creating a "Latino Festival" hosted by the City in the downtown area, or offering salsa classes as part of Recreation's offerings.

This mirrors the idea and utility of "equity toolkits" that many governments around the country leverage to address projects and creating equity at the Institution level. These toolkits provide guidelines, questionnaires, and tools that governments can use to analyze existing or pending policies for equity concerns. The City of Eugene uses a basic version of this. It takes a department-specific, decentralized approach. The city's comprehensive strategic plan includes a "triple bottom line," which is a tool, or framework, that staff incorporate in planning and visioning stages of City projects. The framework lists a few criteria for staff to consider in planning efforts that are "designed to inform a deeper understanding of how policy and program choices will affect the social equity, environmental health and economic prosperity of the community" (City of Eugene, 2013). For social equity, the triple bottom line tool asks that staff consider:

"How would this proposal affect community relationships, effective government, social justice and overall livability? Does the proposal account for differing impacts on

community members (vulnerable populations, specific neighborhoods, distinct groups, other)?"

Staff in each department as well as central planning staff are expected to interpret and implement this framework. The HRNI office is available to provide to support to help staff consider these implications. This fairly hands-off role is typical of the role that HRNI has on city policymaking. Over the last few years, the HRNI office has coordinated City departments' creation of mandatory Departmental Diversity and Equity Plans. In these plans, departments enumerate the actions they will take to achieve better equity outcomes. HRNI, under the umbrella of the city's Central Services division, coordinates the creation of these plans. However, it is up to each department to establish their goals carry them out. No citywide indicators exist beyond the triple bottom line, nor has any centralized evaluation of plans or accomplishments ever taken place.

The hands-off approach is not based on any decision made by HRNI staff. It is a role designated to them by the City administration. In fact, staff said they often felt somewhat helpless to advance equity in significant ways.

"Decisions [about policies and services] get made at the top. We can't control those decisions, so we just have to do our best to help educate people about what equity is," said an HRNI staff member.

"Our office roles have really changed over the years," said another. "What we do depends on what everyone on the [City Council] wants, who's in power, and how much they support our work. As our roles have changed, some things have gotten easier to do, and somethings much harder."

The discussions I had with advocates and nonprofit leaders were much different in content and substance. Advocates and nonprofit leaders are often working towards the

specific missions of their organizations, as well as involved as advisors or leaders of broader community efforts. They saw it as a communitywide fight. Rather than fighting for small changes, advocates and community members spoke of their individual causes, coalition building, and the ways they addressed what they saw as injustices from many angles. Nonprofit leaders and advocates often shook their heads in frustration before expressing their opinions on how the City's approaches equity work. They agreed that the types of small changes the government makes are necessary and often helpful. For many, however, whatever the government was doing was too little, too discretionary, or just not well-thought-out. In talking about the ways they saw the government addressing equity, they gave many anecdotes.

"Government sometimes tries, but they just don't understand the issues," said one. "So for instance. The government creates some flyers in Spanish. And they don't do it right. The Spanish isn't correct. The layout is terrible. If you're going to create flyers with Spanish language. You can't just put a few Spanish words in the corner. You should make a whole different flyer. That sort of thing makes a big difference."

Nonprofit leaders and advocates shared a sense that the government's efforts just didn't align with the efforts that would make a real change that would allow community members better access to community resources, and have a stronger sense of well-being and belonging within the Eugene community.

A lack of a shared definition of equity, and tangible, shared goals complicated the communication between nonprofit leaders, advocates, and government staff. I observed a potentially troublesome lack of coordination between what the local government is doing to address equity, and how local advocates perceive these efforts. Nonprofit organizations

involved in the Welcoming Parks project, as well as other nonprofit leaders and advocates in the community, spoke about the difficulties of lacking shared community goals and the ability to provide meaningful input into the political process.

"If the City wants to work with us [on initiatives that improve social equity]," said one leader, "they need to work with us as partners. The problem is when they come to us after they've gone forward with an idea." She described several initiatives that the City had started on their own volition, and come to nonprofits afterwards for help in outreach to community members, or translation for materials, or some other piece of the project that the nonprofit organizations saw as trivial.

Once the government has reached this point in a project, said the nonprofit leaders, there was no way for the nonprofits to help make the project into something that addressed the needs of the community in meaningful ways. Instead, they felt the government continuously asked them to perform outreach for projects they felt didn't create much benefit.

One leader said, "They do [equity-focused] projects that just don't really make sense for the needs of our community. And then they ask us to tell the community about them, and then when the projects don't work out, they say it was because there wasn't enough interest. If they'd come to us first, then we could have told them how and why it wouldn't have worked."

"We get asked to be translators, or to spread the news," said another organization leader. "They don't ask us at the beginning, to see if the effort even makes sense. And then when it fails, the government thinks it's a lack of interest. It might be, but usually it's because of other issues." She shared an example of how the government had hired a

translator for the Eugene Saturday Market, and then asked the nonprofits to advertise to the community. There was very little response.

"They hadn't asked us whether it made sense," said the leader. "How will our communities get to Saturday Market? Transportation there isn't good, the community doesn't live nearby. And not to mention pricing. People who need translators aren't going to be the people who are spending that much money on a tomato. That just wasn't a good use of money or efforts in any way. It was a waste."

Advocates and nonprofit leaders also spoke about being frustrated with the way the City sought opinions from the Latino community. Generally, city staff just asked nonprofit leaders and advocates to weigh in on decisions and policies.

One advocate said, "You can't just ask a few of the same people who speak Spanish, over and over, to give opinions that represent the Latino community."

This was a common sentiment. Leaders of nonprofit organizations often find themselves appointed to commission after commission. They get more requests board seats than they could ever have time for. Many feel as though they become caught between representing the interests of their communities, and dedicating their time to the work of their organizations. Advocates and nonprofit leaders did not see their informal assistance as an acceptable substitute for the government building its own capacity to work with the Latino community, and gathering opinions from community members themselves.

"The government comes to me and they ask me for my opinion. They want me to speak for the "Latino Community," one told me. "For instance, one time the City asked me to come in and talk about transportation options for the Latino community. They

wanted to know what would make the bus systems better. I didn't grow up here. I don't take the bus. I drive. I don't work in transportation. How am I supposed to provide the opinion of the community on this? If they need real opinions, they should ask people who are really affected by what they're trying to change."

Advocates and nonprofit leaders offered an alternative, big-picture view. "The problem is that all this [social equity] work is done separately, and often as an afterthought," said one advocate. "Work should be equitable to start with. Trying to go back and change something doesn't usually end up fixing the problem."

Other advocates agreed, disliking the fact that many equity efforts were considered separate from other government work. "It's nice but it's not enough," said one advocate, referring to projects where the government tries to add translators, or do some other small effort to make a project friendly to the Latino community. Better, said advocates, would be to not need separate policies, or initiatives at all. This wasn't a pie-in-the-sky idea – but rather, an idea rooted in concept of representation.

 "Equity isn't about fixing one single thing or the other," said one person who has worked in several roles with local human service organizations. "It's about getting different perspectives into decision-making, and having people [who make policy] consider all these perspectives. It's about not having one group of people [government staff] constantly asking a few of us [advocates] what the Latino community needs. It's having people like me in the government making decisions."

Another spoke used strikingly similar phrases, saying, "Equity is when we're not doing separate equity initiatives – it's when it's all part of the same effort, and the results are equitable because everyone has had input."

This was a strong departure from the opinions government staff, who focused almost exclusively on discussing initiatives and doing education among staff and the community to improve equity.

This idea rarely came up in my discussions with government staff – with one significant exception. One of the city's Recreation director has prioritized hiring people who have cross cultural and language capacities that are representative of the community around the recreation center. He is a person of color, although this fact, and whether or not it was a motivating factor for the actions he takes in the community, did not come up in our discussions. At his Recreation center, he has hired diverse, community-representative staff members. Several staff members can speak Spanish. Now, the recreation center produces a Spanish-language version of their newsletter. Public events at his facility often attract significantly more Latino residents than other events throughout the city; other staff in Parks and Recreation look to this center as an example of where equity work is done well. A few of the members who began at the Implementation level at his center are now managers of other City programs, positioned to make discretionary differences among their own programs and staff.

One element of equity that I did not specifically address in my interviews with government staff or advocates is the issue of discrimination. Research says that discrimination can strongly hinder social equity. In the case of this project, staff and advocates worked off the assumption they were helping to improve public spaces. No one saw the current state of public parks as a result of overt discrimination. And yet, community members to perceive that they are being discriminated against in daily life, as well as by government staff, at times. During outreach interviews, community members

gave many examples of discrimination that they experienced within the community, and also in regards to times they'd sought help from the government. Several participants talked about how uncomfortable they felt trying to speak English to government staff. They gave examples of some staff saying they couldn't help them, or who claimed that they couldn't understand their English. Community members said that if they needed something from the government, they always tried to get someone who spoke fluent English to help.

Other community members talked about how uncomfortable they felt navigating the Eugene community, itself. They talked about how their fears about the safety of their children in parks were compounded by the fact that they didn't think anyone would want to help them, or to listen to them – and that there was no one to talk to in the government to get help. "They don't speak Spanish, and there's no one I can talk to in the government," one said. Most community members with whom I spoke did not speak in terms of "social equity." Cultural norms, social advancement, social rights, and "deserving" access were not familiar topics to many immigrant community members.

"Of course it would be good to have things in Spanish," one said. "It needs to be in Spanish for me to understand. That would make me feel like the government cares." Community members and advocates repeated this simple concern regarding language barriers over and over again. Community members wouldn't be able to receive access to government services without it. The government is moving slowly to make these resources available – but lacks a great deal of capacity to do so due to the fact that there are few people in government who speak Spanish, or can even conceive of the many layers of barriers. A website in Spanish that can only be gotten to through links on

English-only pages, for instance, isn't useful. Providing flyers in Spanish to all-English-speaking events doesn't necessarily help. The HRNI office does its best to educate on these issues, but the lack of access reported over and over by community members and advocates demonstrated that translation practices are not widespread or practiced within Eugene's government. Whether this is due to intentional discrimination or ignorance is a topic I did not delve into – but would be important to understand the "why" of lack of social equity throughout Eugene's public services, and how to best address it.

Government staff involved in the project never talked about discrimination as something that colored the actions of themselves or others within the City. However, many theorists, as discussed in the literature review, discuss the fact that policies can prevent social equity simply by favoring one group, or disadvantaging another, by the way the policy is created. This is often known as "implicit bias." One example that came up in the Parks report had to do with Parks reservation systems.

The current reservation system for park shelters is done through PDF forms accessible primarily on the internet. The pages on which they are accessible are all in English. The underheard Latino community is much less likely to have home internet, and PDFs are not fillable on smartphones – the community's general alternative to home internet. Therefore, shelter reservations are much harder for these community members to make. In fact, interviews showed that many Latino community members don't even know these forms exist. Instead, individuals who wanted to reserve shelters put up party decorations ahead of time, believing this to be a system of reservation. When others with formal reservations took down these decorations, Latino community members spread the word that the community didn't want Latino community members using parks facilities.

HRNI and the academics working on the project made sure to highlight this in the report. This kind of policy is the insidious type. It doesn't appear to have the intent to keep Latino families out of parks. However, it does. The fact that it can have a strong negative impact on Eugene's Latino community means that it can be considered discriminatory (Massey, 2005). These sorts of policies must be addressed to ensure that government is truly providing socially equitable services – but people within the government have to realize and acknowledge the potential for discrimination in order to take any action on them.

The City of Eugene's current equity efforts provide important context for whether or not informal government-nonprofit collaborations lead to inequity. To dig deeper, I'll talk about the Welcoming Parks process, question whether the project leads to improved social equity, and then present examples of how Representative Bureaucracy may be a stronger solution for creating long term equity.

Findings Part 2: Informal Government - Nonprofit Collaborations

My research questions whether government's use of government-nonprofit collaborations on equity work allows governments to "outsource" their equity efforts while maintaining social inequity in day to day services. Governments provide services while dealing with limited budgets and capacity. If governments are relying on these informal collaborations to address equity work, then these collaborations must be well-integrated into daily practice to ensure that government services are generally equitable.

The case study of Welcoming Parks illuminated several important challenges, benefits, and areas of improvement for the City of Eugene's approach to equity-driven projects. I discuss my findings within the context of the city's work with the underheard members of the local Latino community. First, I will current state of Eugene's government-nonprofit collaborations. Then, I will address the Welcoming Parks project itself. My research demonstrates that Parks and Recreation departments in the City of Eugene relies on nonprofit organizations to carry out work with the Latino community. Based on this fact, I assess the efficiency of process, effectiveness of the work being performed, and the feasibility of relying on these collaborations, to determine whether this practice leads to equitable public services.

Current state of Eugene's Government-Nonprofit Collaborations

Currently, City departments work with nonprofits as they see fit in order to accomplish the departmental goals. The goals departments set theoretically align within the City's strategic plan, but there is reportedly little ongoing oversight to monitor whether or not they do. The work that each office, department, and division does with nonprofits on a non-contracted basis relies on the connections that individual city staff

have with these nonprofit organizations and city members. Personal connections are important capital in brokering these relationships. Most government departments and staff outside of the HRNI office do not have these connections, or have the capacity and/or motivation to pursue them.

The City of Eugene's approach to government-nonprofit collaboration has changed over the years, depending in no small part on the priorities of elected officials and community figures, the political stance of the City Council, and the established role, budget, and structuring of the HRNI office. At some point in the past, according to anecdotes of city staff, a City of Eugene staff liaison helped broker relationships between departments and nonprofits. However, the city abandoned this centralized approach as other general HRNI office and City changes took place. In interviews, staff and advocates referred to the disbanding of the liaison system in a general, passive sense – no one reported that the office dismantled for one specific reason. People perceived that it was considered to be ineffective, other political priorities came up, and/or other administrative efforts were taking place simultaneously that restructured the HRNI office and eliminated the liaison position. Without this liaison system, Parks and general planning staff said that felt a little bit at a loss when contemplating how to work with nonprofit organizations on equity initiatives.

Government staff who I interviewed said, unanimously, that nonprofit collaborations were important to government work with underheard communities. "Nonprofits do really amazing work in the community," said an HRNI staff member, reflecting on government-nonprofit collaborations. "We work with them to help

accomplish goals in the community. They're the ones who are really in touch with what the [underheard] communities need."

However, both government staff and nonprofit organizations saw a great deal of room for improvement in the current state of collaborations. Government staff wanted to know how to make connections with nonprofit organizations so they could better use them to connect with underheard communities. Staff were frustrated by their inability to communicate with the Latino community or get the Latino community to respond to outreach and marketing efforts. Staff believed better relationships with nonprofit organizations could be key to improvement.

"How do you currently work with nonprofit organizations?" I asked staffers.

"It depends," said everyone.

Government staff reported that the amount of experience and success that government staffers have in working with nonprofit organizations varies by department and also by staffers' individual interests. Those staff who work directly with the community generally have more experience working with nonprofit organizations, but they don't necessarily prioritize it.

Collaborations aren't arranged through a set system. Instead, they are initiated by departments, offices, or individuals when project circumstances seem appropriate. Some City staff, particularly in HRNI but also, reportedly, in other offices, have built strong personal connections with leaders of local nonprofits. For other offices, these connections do not exist, or the staff members that have connections are not at a high enough level of employment to be used as a resource by Management. If this is the case, as it was in the Parks planning department, City offices, departments, and divisions may reach out to

HRNI staffers for assistance. However, HRNI can provide only limited assistance given their capacity and many other administrative priorities. Meanwhile, equity-minded government staff and nonprofit leaders cautioned against the perspective that nonprofit organizations can or should be used for all government-sponsored equity initiatives to help advance government goals.

"[These equity projects] shouldn't be about using nonprofits," said one Recreation staff member, who collaborates with many nonprofit organizations in the course of his work. "It's about building a meaningful relationship with them. In the work I do, we support each other. We don't ask them simply to do things – we ask [the nonprofit organizations] what they need. And when we have opportunities to provide help, we do it. For instance, we offered our Recreation space to a nonprofit so they could do afterschool activities. It benefits them, it benefits our community. But not everyone sees it that way. They don't do as much work as we do with the public, so they might not understand."

Nonprofit advocates said much the same. "We don't always feel like [the nonprofit organization] gets something out of it. Still, it's hard to say no," said one nonprofit leader. "You know you could help with these government projects, and maybe the project will do our community some good, but what do we get out of it? We can barely keep up with our own work. Sometimes it feels like the government doesn't appreciate the amount of work we have to put into our own organizations." Getting a little more frustrated, she said, "Relationships need to be two ways."

"We don't want to be taken for granted," said another nonprofit leader. She said she feels as if the City has made some improvements in the last years, in the way that

they approach nonprofit organizations, but also that she's learned to say no to City and community requests. "I say no all the time. I say no most often because the project doesn't offer my organization or the people we work with any benefits, and uses too much of our resources."

Nonprofit leaders wanted to see more thoughtfulness on the part of the City. Over and over, nonprofit leaders and advocates expressed that they didn't want to feel "used," or "taken advantage of," by the government. In order to build trust and have working relationships, leaders said, government staff need to learn how to be "humble," and "open." To be willing to ask questions, to be open to new knowledge and new processes. To not look for the single, easy answer, but to be willing to really change, and start from the ground up. They said that the Welcoming Parks project, at least process-wise, was an improvement on the norm.

Welcoming Parks Collaborative Process

The Welcoming Parks project relied on several collaborations. These collaborations were established based on pre-existing personal relationships that government staffers at the Management level of governance had with others in the community. The main collaborations included:

- Parks manager and HRNI manager
- HRNI manager and University of Oregon professor
- University of Oregon professor and professional planner, James Rojas.
- HRNI manager/University of Oregon professor and nonprofit leaders
- HRNI staffer and University of Oregon professor/UO post-bac/myself

Each of these collaborations facilitated a critical piece of the project. These relationships were established at the Manager levels of governance through discretionary action; managers in the HRNI and Parks office were interested in the work, and formed

an alliance to work together on this project. The Parks staff needed help from the HRNI office to facilitate community connections with the Latino community and provide time and resources for the time-consuming outreach process. The HRNI staffer reached out to community members to help manage and implement the project, including nonprofit leaders and Dr. Gerardo Sandoval, whose research had provided original impetus for the project. Dr. Gerardo Sandoval provided academic and community knowledge, and helped to establish and implement outreach efforts. He also had an established relationship with the professional planner, James Rojas, known for informal planning methods that help facilitate gathering input from underheard communities. This relationship was instrumental to bringing Mr. Rojas to the City of Eugene to train staff and students in his informal planning methods used in Phase 1 outreach efforts.

Phase 1 of this project was also the centerpiece of a University of Oregon class, in the Planning, Public Policy, and Management department. Dr. Sandoval developed this class, called "Public Participation in Diverse Communities." In 2014, Dr. Gerardo Sandoval did not teach the class, but collaborated closely with the temporary instructor who did, Dr. Daniel Platt. Dr. Sandoval, along with the HRNI staffer, facilitated Phase 1 collaborations with nonprofit organizations that provided space and outreach for community outreach events. Dr. Platt, graduate students and undergraduate students (myself included) attended outreach efforts along with Parks, HRNI staff, and Dr. Sandoval to facilitate the workshops and collaborative planning. We also helped to synthesize the information gathered from the 400+ participants reached during these outreach events. Dr. Daniel Platt incorporated these findings in the Phase 1 PRSP Welcoming Parks Report.

Phase 1 collaborations took place over the course of three months. Dr. Sandoval and the HRNI staffer presented the findings to Parks staff in the spring of 2014 at a meeting which I attended. Principle attendees at that meeting included Parks and Recreation planners who worked directly on the PRSP, as well as other local government staff who would help implement the suggestions – Parks, Park Planners, Recreation, Maintenance, Outreach, and Marketing staff. The staff who attended appreciated the information provided. However, they found the findings too vague. "What does it mean that Latino community members want more shelters?" the Parks planning staff asked. "Where should those shelters go? What parks are they most likely to use? Who needs more access soccer fields – Latino community members in club teams, or the children of Latino families?" "What sorts of programs do they want?" asked Recreation staff. "What are the best ways to let the community know about changes, or about the programming that was already taking place?"

Phase 1 outreach didn't provide concrete answers for these questions. This was not a flaw in the original outreach – Mr. Rojas' method is designed to be family-friendly and does not ask for specific technical information. Instead, this outreach asks for big ideas and concepts. However, Parks staff responsible for implementing the suggestions did not feel that they had the information they needed. They also did not feel as if they had the capacity to ask community members themselves for clarification. (See Appendix A for list of questions from the Parks Department.) HRNI staff were also limited in how they could apply information they'd gained from Phase 1 outreach to the questions the Parks and Recreation staff asked. HRNI staff did not have a great deal of institutional and

technical knowledge regarding what processes and resources already existed within the Parks system and Recreation programming.

For this reason, Parks and HRNI created the PRSP Welcoming Projects Phase 2. I joined the project as an intern with HRNI during this phase. When planning Phase 2, the original HRNI staffer and I conferred with Dr. Gerardo Sandoval to plan outreach and create outreach questions. HRNI and Dr. Sandoval decided that a set of in-depth interviews with members of the target community was the best solution to get Parks their technical information while gathering meaningful insight into how the government could best provide services to the local Latino community. Some of these questions included: What barriers did community members feel they faced when they needed access to government? Who did they turn to for help?

In order to create these questions, however, HRNI needed more information from Parks and Recreation staff: technical knowledge about existing facilities and processes; what information Parks and Recreation already had; what further, detailed information Parks and Recreation needed to know. The HRNI staff member and I hosted three meetings with members of the Parks and Recreation staff to get information. These meetings included five to eight attendees. Staff who attended were selected by the PRSP project manager, or were replacements for original choices who could not make it during selected times.

Finally, I worked with the HRNI staff member to create questions, which we then went over with Dr. Sandoval. His post-doctoral student at the time, Dr. Anabel Salinas Lopez, a native speaker from Oaxaca, Mexico, translated the questions. Meanwhile, the HRNI staff member drew upon her personal connections with a local nonprofit to gain

access to community members. This nonprofit, which teaches English lessons, agreed to hold facilitate sign-ups and interview space for interested community members. Dr. Salinas Lopez and I held twenty hour-long interviews over the span of a few weeks. Dr. Salinas Lopez's shared background with the participants helped to build trust during our interviews. I took notes and listened to information so that I could analyze the information we received in the context of the questions I'd heard from Parks and Recreation staff members during our meetings. Occasionally, I asked clarifying questions. I also performed a few interviews myself. After completing the interviews, I transcribed interview answers and synthesized them into quantifiable qualitative and quantitative data, and then worked with the HRNI staff to draft a report.

Process Efficiency: Determining Costs versus Benefits of Resource Intensive Collaborations

Governments and nonprofit organizations have limited time and resources. From a process perspective, the City of Eugene's collaboration with nonprofit organizations for the Welcoming Parks project was inefficient. The Welcoming Parks project was lengthy, time consuming, and clunky due to the several actors involved and a lack of knowledge overlap. Each actor brought different knowledge about parks, recreation, and the needs of the Latino community to the project. This was useful, in terms of getting a diversity of opinions on the project itself. However, transferring knowledge back and forth between participants was difficult and imprecise.

The process took three years from inception to the completion of the Phase 2 report. This represents not just time needed for work to be actively done, but also a great deal of time for scheduling and organizing. With so many involved parties, it was always difficult to get the right people into the room. After the Phase 2 report was completed, it

took four months before HRNI staff and Parks staff could find a time to meet (Christmas-time vacations also played a part). Many of the original Parks and Recreation staff were present at the final meeting, and expressed continued interested in the project results. The project seemed to remain of interest to the people involved in the Parks and Recreation departments. However, the original HRNI and PRSP manager expressed concerns throughout the process that the length of time would cause the results to be less salient to current Parks and Recreation activities.

The fact that Parks and Recreation staff were largely distanced from actual outreach may have affected efficiency as well as efficacy. Due to this distance, outreach questions were fixed; Parks and Recreation staff could not add their own agendas to the project. For instance, one Recreation staff member had hoped to be able to use the outreach interviews to gather information regarding the Latino community's perception of Festivo Latino, which the local government began hosting each fall in 2015. This may have provided good information about what Parks and Recreation staff could do to better plan and market these events for the underheard members of the Latino community. However, due to interview timing and our own lack of knowledge about the event, Dr. Salinas Lopez and I were unable to ask questions about his festival that garnered meaningful responses.

The collaborations within this project demonstrated the impact of important community relationships. Government staff, community organizations, and leading community advocates were able to use their positions and community assets to build a collaborative effort. However, from a results perspective, this collaboration was unwieldy. Improving Parks for Latino residents was not considered a time-sensitive issue,

but the length of time between initiation and results became problematic for some stakeholders. Government staff remained engaged, but nonprofit organizations did not stay involved throughout the process. After their initial participation efforts, nonprofit organizations moved on to other projects. Government departments did not report back to nonprofits who were involved on the final results of the project.

<u>Process Effectiveness: Creating Meaningful Results</u>

Institutional projects and processes, particularly ones that are resource intensive, should lead to meaningful results. Assessing the efficacy of informal government-nonprofit collaborations, including the Welcoming Parks project, is not an easy task. Unlike contracting relationships, informal government-nonprofit collaborations do not necessarily have stated contracts and goals, nor does is there an element of compensation to incentivize these evaluation efforts. Without evaluation, only informal questions can be asked related to, "Did this project accomplish the stated goals?"

There are no existing plans for staff or community members to perform an official evaluation on Welcoming Parks. However, my observations and interviews demonstrate that questions such as: "Was this collaboration worthwhile?" or, "did Welcoming Parks improve the social equity of Eugene's public spaces?" are not simple to answer. Generally, government staff and nonprofit advocates agreed that the Welcoming Parks collaboration had been a positive experience, with some institutional and community benefit. Quantifying the benefits, however, are difficult.

A limited evaluation would be contained to determining whether or not sufficient information was gathered to create a report that could be added to the PRSP. However, the question of implementation came up in each meeting the government staff held, as

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well as in interviews with staff with critical roles in the project. For this reason, I include the likelihood of implementation within my general analysis.

During the following discussion of process effectiveness and efficacy, I reference two basic criteria. The first criterion is based on the reason the project began, simply: Will the Welcoming Parks project help planners create spaces in which members of the Latino community feel more welcome? The second criterion that I consider goes towards the larger questions analyzed within this thesis: Did (or will) this project help create more equitable services and policy outcomes for the underheard members of the Latino community?

Criterion 1: Will the Welcoming Parks project help City planners create spaces in which the Latino community feels welcome?

Since this project resulted in a planning document, I cannot assess whether or not the suggestions in the plan were followed, nor the outcomes that the public reports from interacting in the space. However, I will touch upon the question of whether these suggestions *will* get implemented, and whether the City will be able to determine whether the final outcomes result in more welcoming parks.

For most of the elements within the plan, Parks staff have not created defined roles of who will carry out suggestions. Some of the suggestions require infrastructure changes, which would need to be incorporated into capital budgets – which would require staff champions in the budgeting process. Other suggestions require that government staff possess certain capacities such as language and cultural knowledge. These capacities are currently lacking within the Parks and Recreation departments that will be carrying out the plan.

Despite lacking internal capacity, Parks and Recreation staff expressed enthusiasm to incorporate the suggestions that the report outlines. In order to do this, they want to continue partnering with nonprofits, especially on those suggestions that involved programming and marketing. Many of those suggestions did not include creating new services but rather, called for an adjustment of the method of delivery for ones that already exist. This included providing Spanish translations for material that's created by departments, having Spanish translators at public events, bringing in Latino community members to lead classes at these events, building relationships with community stakeholders in order to strengthen outreach efforts, et cetera. Parks and Recreation staff reported that they do not feel equipped to do this without nonprofit collaborations. Problematically, they also reported that they were not sure they had the necessary connections to local nonprofit organizations to establish partnerships without the help of HRNI.

"We just don't have the people to do it," said several managers who attended the final report meeting. One elaborated - "We don't have people who speak Spanish, and we don't have the time to build the community relationships ourselves." The managers were glad to receive suggestions about how to establish productive relationships with nonprofit organizations that could help, but reported that this wouldn't be enough.

It became clear that the life of this project would rely on individuals becoming interested in doing the work, versus any requirements to do so. The PRSP manager suggested that HRNI work with government staff in order to get the word out about the report and get people interested in it. As the manager of the PRSP, it was not her role to continue to supervise efforts made to complete the suggestions made within the report.

Future evaluation will be necessary to know whether this project was responsible for any changes made within Parks and Recreation operations. The overall response demonstrates that Parks and Recreation are not, themselves, equipped to ensure that suggestions within this report succeed. The plan also did not establish anyone who would hold an oversight position to manage which and whether suggestions are followed. This is the norm for the Parks and Recreation System Plan – it is considered more of a reference document than an actionable plan. However, this passive incorporation of material demonstrates how well-intentioned plans and projects completed at the Management levels of governance can conclude without having any buy-in from the staff members who are responsible for the implementation of the plans.

My research also leads me to question whether any formal evaluation of this project will take place. Evaluations help governments understand what's working and what isn't, where to spend resources, and what lessons have been learned that should be applied to future projects. My observations indicate that in the case of Welcoming Parks, a lack of evaluation may be due to two main causes.

The first is that in this project, there simply wasn't a focus on evaluation. Unlike many formal government-nonprofit collaborations, informal collaborations in local government don't necessarily have evaluation steps built in. Formal, contract-driven collaborations often require actors to establish expected outcomes and performance measures that are expected to be met and reported on. Evaluations in informal collaborations throughout local government are often more discretionary. This was the case in Welcoming Parks.

The second cause is that it's unclear which actor in this project should be responsible for evaluation. The government, itself, has not been involved in assessment or evaluation related to equity indicators in this project or throughout the City in a tangible way; the indicators regarding the state of Eugene's community that the government referenced to create this project came from Dr. Gerardo Sandoval, an outside academic observer. He may be best positioned, knowledge-wise, to assess the effects that the Welcoming Parks projects has. However, he is an independent actor and, years after creating these indicators, his current focus has moved on from this project. Nonprofit organizations who participated in the project do not have the buy-in or capacity to perform these evaluation efforts, either; their role was based mostly on enabling public participation. Therefore, the onus of evaluation would rest on government actors. However, the government did not build the capacity to do this evaluation, themselves. Staff in the Parks and Recreation departments would run into the same issues for evaluation that they did when planning to do the project itself; no one in the departments has the time, language ability, or connections with the community to perform the outreach efforts or analysis that would be necessary to survey the community and determine if the project was successful.

Criterion 2: Did (or will) this project help create more equitable services and policy outcomes for the underheard members of the Latino community?

This criterion would be best answered through evaluative measures, but runs into the same issues discussed above. Lacking formal evaluation results, I utilize the material products from the Welcoming Parks project, and engage interviews with government staff and nonprofit organizations, as well as participant observation, to discuss likely outcomes.

The Welcoming Parks project provides the government with critical resources to engage in equity efforts, assuming they have the capacity to do so. Phase 1 and Phase 2 of the Welcoming Parks project produce strategies for ways the government can improve the equity of its services. The associated project reports provide the technical information Parks and Recreation services required to help create more equitable services for Latino community members. Additionally, the Phase 2 report provides a basic assessment of barriers that Latino community members face to receiving services within the community, particularly in relation to Parks and Recreation. It also provides information to help government staff assess and develop relationships with local nonprofit organizations that work with underheard members of the Latino community. By producing these results, the Welcoming Parks project helps the government accomplish the second two elements of ICMA's definition of social equity, which are: "…the full incorporation of all segments of the community in the political process; and measures to prevent inequities by addressing those concerns on the front end of the policy process" (2011). Staff and nonprofit advocates were extremely positive about the creation of the result. They explained that this report created much-needed resources for staff not only in Parks, but also in departments throughout the government.

As HRNI and Parks staffers pointed out, the Phase 2 report is especially critical for helping to improve the equity of future projects and general City operations because the City of Eugene does not currently have a formalized process for how departments should work with local nonprofit organizations on equity initiatives. Their reactions are based on the idea that informal nonprofit collaborations are critical for helping the government produce equitable outcomes.

Several staff members involved in the PRSP project who had not previously collaborated with nonprofits on significant projects entered the project with the perspective that nonprofits are a resource to tap. They saw nonprofit organizations as a simple line to the community – a place to provide fliers, somewhere to share government information and to advertise government services and events. This perspective, however, matches a "utility" based, power-imbalanced dynamic that many equity-focused government staff and advocates found troublesome. This process brought these opinions to light, and shaped recommendations made in the report about future government-nonprofit collaborations.

The collaboration process used for the Welcoming Parks project was also referenced as a model within the final report. Staff who managed the Welcoming Parks government-nonprofit collaborations focused on improving government-nonprofit relationships to ensure that the city did not "exploit" the nonprofit organizations involved. During this project, the lead HRNI staff was able to use her long history of work within the community to connect with the nonprofits and gain their assistance for outreach efforts. However, she didn't simply ask them for help. Understanding that helping the City on a one-off project about Parks would require resource use, and would not necessarily go towards the nonprofits' organizational missions, this staff member determined the Welcoming Parks project would provide compensation to the nonprofits for their time in the form of a small stipend. Additionally, in Phase 2, the staff member was able to use City resources to provide the individuals who took part in hour long interviews with grocery gift cards and summer pool passes. This went a long way to build relationships with the community as well as nonprofit organizations, who are often

concerned that their clients might be exploited as "guinea pigs" if they are repeatedly polled for government-based work.

The leader of the nonprofit that provided primary support for the Parks project acknowledged this improvement, saying,

"I only say yes to things that benefit my community. I've learned to say no, if it's not the case. But [the Welcoming Parks] work, it directly supported the community, and the stipend allowed us to use some of our resources to help. That's not always the case. As for this project, it also made sense for us. We have a lot of mothers and families who want to use parks, and want to feel safe."

This leader reported that based on the outcome of this project, she'd be likely to work with the government again on similar projects that tried to help correct inequitable services within the City.

Other nonprofit leaders and advocates offered harsher critiques of the general process. They were glad to hear that nonprofits had been able to help the government and had been compensated, but they wanted the government to re-think their perception of how to utilize nonprofits in collaborative efforts. They expressed frustration that often, it seemed as if the government called on nonprofits to help with general outreach at the end of projects, when nothing meaningful was left to be done.

"If the City is going to ask us for help with events that target our communities, we'd like to be a part of planning these events from the beginning," said one leader. She, and others, expressed that if the City continued to rely on nonprofit organizations for their help in working with the Latino organizations, then they should talk more, and approach them on an ongoing basis. Advocates wanted to see fewer calls for one-off supports, like spreading the word, last minute, about an event the City planned that they thought the Latino community would like.

The Welcoming Parks report shared this feedback with other staff. This helped government staff re-conceptualize the purpose and nature of effective nonprofit partnerships. The Welcoming Parks project suggests that government work with nonprofits earlier on in projects, and approach them for advice on the content and direction of the project itself. Whether or not government staff will be able to follow through on these suggestions, however, is discussed in the following section on "Feasibility."

Ultimately, Government staff and nonprofit leaders held differing opinions on whether the Welcoming Parks collaboration improved the community's general social equity. While everyone I spoke to held generally positive opinions about the project, in general, government staff in Parks and HRNI saw this project as particularly important. "Every department is figuring out how to do outreach and work with different communities and get their viewpoints. Parks is leading the way in [equity work]."

"Creating equitable services would mean that these parks make everyone feel welcome," said another staff member. "This project helps us work towards that goal."

Staff also considered the project an important learning process for the government staff who were involved, and potentially for other staff in other departments. The report was made available to all departments. I did not collect feedback from departments, but at the final meeting for project stakeholders, participants shared how much they had learned. For instance, the person in charge of Parks maintenance said, "Before, I didn't realize that there were other opinions in the community we should listen to. This project showed me that it's important." Before the project, he'd had very little exposure to projects working with underheard communities. This, he said, had been an important

learning lesson. Future evaluations are needed to demonstrate whether these lessons get incorporated into other government projects, or whether this will remain a stand-alone project with limited outcomes.

In contrast, the nonprofit leaders and community advocates I spoke to were somewhat ambivalent about the project and the potential for it to improve Eugene's social equity. The majority of nonprofit leaders and community advocates I spoke with had not participated in the Welcoming Parks project. After I explained the project, these leaders agreed that they thought the overall goal was an important one for the city.

Advocates and leaders readily agreed to the concept: "Everyone should feel safe in public spaces." Although it hadn't been on their own advocacy agendas, these leaders and advocates agreed that changes to Parks that focused on making the Latino community feel more welcome could help social equity within the community. They didn't share opinions on whether the existence of the plan, itself, was important for creating community-wide equity.

"The idea of making parks better is a good one. Everyone should feel welcome in Parks, and it's true, it's hard [for Latino community members] to feel welcome in these spaces," said a nonprofit leader. Then she paused, and said, "It's not something we've really thought about, but it seems like a good thing for the government to work on. It makes sense."

Many of these leaders quickly warmed to the topic of creating better public spaces in order to improve community equity outcomes. Some shared instances of personal experiences within public spaces – how they had felt uncomfortable because white people made comments, or looked at them a certain way, or simply feeling out of place in a

white-dominated landscape. However, there wasn't a lot of urgency around the issue itself. This did not make the project less worthwhile, in their opinion – but it wasn't an immediate enough issue to divert their current issues or put their resources into rallying around it. Maybe it was important to social equity in general, they felt, or maybe it was just another one-off initiative. Additionally, the fact that the product of Welcoming Parks is simply a plan made advocates skeptical that it would change anything. "The government makes a lot of plans," said one advocate. "But a lot of work doesn't get done."

This is another place where formal evaluation efforts could help increase equity. Evaluations hold the government accountable to make planned changes, and add transparency to the process. This way, community members community members understand what efforts the government is making to advance relevant initiatives. This might address some of the complaints I heard from nonprofit advocates, when they talked about this project, and other government efforts regarding social equity.

"The government asks us to participate in these initiatives, and then we never hear anything afterwards," said one leader. "It feels like they never go anywhere." She said she was tired of spending personal and organizational resources on these processes. "I have to focus on things I know help out my community." This lack of communication as to results, as discussed above, has also been the case with Welcoming Parks.

If these informal collaborations included evaluations that yielded tangible results and measurable improvements, nonprofit actors might find it more palatable to continue participating in these efforts.

Latino community members who took part in the outreach were likewise pragmatic about the issue. During Phase 1 and 2, people were eager to talk about what their ideal parks would be. Many related them back to park features in their country of origin – they were places where people would gather for social events, the heart of their towns. During Phase 2, people got more explicit. In Eugene, community members said, parks were "lonely." "There's nothing here to do," said several. "We like to go down to the river but I'm worried about my children's safety." During a series of guided questions, community members gave feedback about what they wanted in their parks, based on what the Parks department could offer.

The outreach revealed many preferences, some of which were individual preferences, and some of which demonstrated a need more specific to the "Latino community," versus the traditional audience for whom Eugene Parks and Recreation historically planned services. However, these interviews did not seem to tap into a unified community feeling about how parks "should" be for the Latino community. Most community members did not expect there to be changes made specifically for their community. They did not provide a strong, particular vision of parks for government staff to work towards.

Some of this may relate to the general expectations that immigrants have of government services. There were striking differences between the ways immigrants versus first generation members of the Latino community talked about parks and social equity. Immigrants who had come to the United States within the last few years or decades often expressed basic opinions, such as, "I'd like there to be more shelters, so that I can take my family to the park in the rain," or, "Parks need to have bathrooms,

because I have five small children and the parks are far away from everything, so if a Park doesn't have a bathroom we won't go to it." Those who had been born in the United States took a more empowered view. They spoke about feeling uncomfortable in parks because of the color of their skin, and had opinions about justice, and equity.

"Eugene doesn't have a single park where I can go and feel comfortable. I just want to go and walk my dog in a place where I feel like I can be at home. This isn't right," said one community member. "I've lived in other places where I don't feel so isolated. I miss those parks. Eugene should do better at this. I shouldn't feel unwelcome in the parks, here."

Community members didn't really have any expectations that they would hear back about the Parks issue. They were hopeful, however, that changes would be made. And yet, they talked about how there was no real entry-point for them to express their opinions in the political process, if nothing happens. One of our questions asked who the community members would talk to, if they had concerns about the community. Not a single community member answered that they'd talk to the government. A few said they might try and call the police, if there was an issue happening in parks. But general complaints or requests for resources were a different story. "Tell the government my concerns?" one asked, echoing comments of many others. "I don't know where or how I'd do that."

The community members' comments demonstrate that Welcoming Parks project has the potential to help improve perceptions of social equity within the community. In meetings that presented these results, Parks and Recreation staff responded to these comments positively. However, they were quick to identify the barriers that would limit

follow-through on suggestions within the report, including: budgets and competing agendas, logistics of current Parks infrastructure, and internal capacity to make services more appealing to the Latino community.

"We know we want to do more programming for the Latino community," said a Recreation staff member during a formal discussion about Parks "We just don't have the capacity to do it. And we don't know how to get people interested in it." They felt as if they didn't have the groundwork to provide the services, or get community support. They also didn't feel like they could easily call upon nonprofit organizations again to help – a concern which will be further discussed in "feasibility."

A lack direct investment on the part of government staff could contribute to a lack of follow through, and, ultimately, improvement of Eugene's social equity related to this project. No government staff or community advocates possess any official capacity to hold government managers or implementers accountable for completing the recommendations in the report. It also doesn't seem likely that community members will push for results: Nonprofits and advocates didn't have Park improvements on their own agendas, and so will most likely be focused on the work that's higher on their prioritization lists. This has yet to be seen – but this was the impression given, during interviews.

If staff follow through on the recommendations within the Phase 2 report, Welcoming Parks may affect social equity through instigating tangible changes within parks. It may also affect social equity by improving the way that governments approach future equity projects. However, it's impossible to draw conclusions yet about to what degree the Welcoming Parks project will affect equity in Eugene. Follow-through on the

part of government managers will be critical to ensure that this project has a tangible impact on the state of Eugene's parks. Evaluation efforts will be necessary to determine whether or not it did.

Feasibility of Process Replication and Sustainability

The feasibility of using nonprofit collaborations to address equity has drawbacks rooted in the nature of government and nonprofit organizational processes. From the government's perspective, governments must prioritize sustainable processes. Efforts that cannot be duplicated or sustained will function simply as band aids and will not address issues of social equity at their root. Highly specialized efforts run this risk. In the case of the Welcoming Parks project, the collaborations were particularly elaborate. The project required numerous community actors as well as the partnership with HRNI; having HRNI at the table was imperative to being able to use collaborations at all.

According to staff, one of the biggest stumbling block for Parks and other departments attempting equity-motivated initiatives is that departments lack connections with the Latino community as well as the nonprofits that work with the Latino community. Without these connections, departments struggle to do equity work, and view outreach to the Latino community as difficult or impossible.

The Welcoming Parks project acknowledged these difficulties. The final report included information and suggestions for departments that are interested in partnering with nonprofit organizations. However, it did not generate the connections necessary for Parks or other staff to build informal collaborations on their own. The PRSP manager and other staff members seemed daunted at the idea of building relationships that would help them reach out to nonprofits to accomplish the suggestions listed in the Phase 2 report.

"It's not that we don't want to, or aren't interested in doing the work," said one staff member. "It's a matter of time and capacity."

"We want to work with nonprofits on these projects," said staff members involved in the PRSP project. "They are the ones with the connections to the community, and that's important to these suggestions." No one possessed clarity on exactly how this would look, moving forward. Without these partnerships, said the staff members, they believed that many projects could or would not happen. The City of Eugene does not have any sort of requirements in place that would address these partnerships, and managers have not instituted requirements within their individual departments. Thus, it will be up to individual staff to determine whether or not they spend their time and others' attempting to build these relationships.

Nonprofit organizations also have a say in whether or not future collaborations will take place. In these collaborations, nonprofit organizations decide on an individual basis whether or not have the time and capacity to help. These collaborations generally have to align with nonprofit organizations' missions, as well. HRNI staff and nonprofit organizations report that often, nonprofit organizations are not offered compensation for their actions.

Nonprofit leaders reported that project alignment and trust in the government to deliver results to their community is extremely important to whether or not they say yes. While government staff in the Welcoming Parks project said that they understand that nonprofits would not always have the capacity to help with projects, many staff working in Parks and Recreation on Welcoming Parks did not seem to comprehend the amount of effort that nonprofits have to expend.

"We'll get the nonprofits to help advertise our events," said one Recreation member, confidently; staff spoke of these collaborations as if they were already set. HRNI staff members had to explain that this wasn't the case, and that this was due in part because collaborations could detract from the nonprofit organizations' work.

"We're busy!" said one nonprofit leader, frustrated. "And we have our own events to advertise. We considered offering our services for a price, to help provide outreach. But if we advertise the City's events, we'll just overwhelm our community. We have enough difficulty getting them information about our events, and making sure they'll come to things that we've planned."

Other nonprofits supported this perspective. They didn't think the government should rely on them for the equity efforts that the government planned. It wasn't that they didn't find it worthwhile – it was a question of time, effort, and perception. Nonprofits wanted to know that governments weren't just relying on them, but were working with their own resources.

One said, "We get asked and asked and asked [for help by the government]. I've learned to say no, because otherwise I'd never get anything done for my own organization. They need to find a way to do this work themselves."

It wasn't that they didn't think the projects were useful.

"Do you think collaborating with the government helps community equity efforts overall?" I asked.

"Sure," said one leader. "Whatever do helps, but it's not enough. [The government] has to do more, and they have to do it themselves." Part of her reticence was due to limited resources. She explained, "They just can't rely on us for this work all the

time. We are busy. We're accomplishing our own missions. And it takes all of our own resources to do that."

This also demonstrates that the government and nonprofit organizations are not working hand in hand on many issues – where these efforts could be viewed as collaborative, versus "instead-of."

The staff who believed it would be easy and necessary to involve nonprofits in future activities were generally not the staff at the city's Management level who had prior experience forging informal nonprofit collaborations. These staff understood the issues, especially those in HRNI, advocated that government departments build their own capacity so they could work better with nonprofit organizations

Looking ahead to future projects, a few Parks and Recreation staff members advocated for a City employee position that would act as a liaison between the City and underheard communities, to help with further collaborations throughout the city. This person would help connect departments to nonprofit agencies, coordinate efforts and keep tabs on what the community was doing, in order to better align efforts. "That way we wouldn't overburden the nonprofits with requests for help," said a Parks staffer. "And this person would be able to know which nonprofits are best suited to help with that particular kind of work."

This could improve feasibility of future projects for individual government departments that rely on nonprofit collaborations, but equity-minded staff members pointed out that it risks diminishing overall equity of services. "[Liaisons] empower people to believe that equity isn't their problem," said one staff member. "If we have a liaison position, then anytime something that has to do with equity comes up, it will be

outsourced to them. Departments will give everything to this person and then let the nonprofits try and deal with it."

The comments of staff demonstrated that the City of Eugene's government offices do not currently have the capacity to develop their own trust and lines of communication with underheard community members or even the leaders of existing nonprofits. Without this trust, the government offices are unable to even work with nonprofit organizations without another intermediary. The government's reliance on outsiders to complete equity work makes all equity projects resource-intensive, clunky, and removed from day to day operations. The Welcoming Parks project was a demonstration of the fact that good collaborations can create good outcomes – at least on a one-time basis. However, the multiple processes and actors required demonstrates that this project, and the extensive outreach to the Latino community that it facilitated, is likely to remain something of an anomaly in government service delivery. The government simply does not have in-house capacity to do work directly with the Latino community.

In the concluding meeting for the Welcoming Parks Phase 2 activities, staff seemed daunted by the idea of moving ahead with projects that required capacity the government does not currently have, such as Spanish speakers to provide classes or to answer questions and reserve facilities. While collaborations can help extend the reach of individual projects, these basic stumbling blocks are not something that can be provided simply by government-nonprofit collaborations in day to day service. Continuing to rely on nonprofit organizations for services for the Latino community rather than building in-house capacity may ultimately create obstacles to equity of every day services, as well as any future equity-driven projects.

Other Equity Concerns: Administration of Services

When governments rely on nonprofit organizations to reach out to underheard communities, they are often confined to offering services to the population that is served by that nonprofit, and/or offering services that align with the nonprofits' interests. Nonprofit organizations have the power to withhold their community connections and other capacities if they don't agree with what the government wants to do, or if the government's project simply doesn't rise high enough on their agenda; nonprofit organizations are working with lean staff and limited budgets and must place most focus on their own missions. Interviews demonstrated that this certainly is the case in Eugene. According to the theory of strategic capacity building, this means that governments may have to align their efforts more closely with nonprofits, in order to take advantage of the community connections the nonprofits are willing to offer (D. Mason & Bertelli, 2014; D. Mason & Fiocco, 2016). While cooperation is not a negative thing, the government loses autonomy in choosing projects.

This is concerning due to the fact that nonprofit organizations are mission-driven organizations. What would happen if the government saw the need for work that extended beyond the interests or capacities of the nonprofit organizations within Eugene? It simply would not be able to complete these projects. It also would not be able to extend its reach to the full population; the government should be concerned about the range of people they are able to reach through collaborations, versus direct service. The demographics of the people who the government wants to target in their initiatives and the demographics to which the nonprofit caters may not overlap. Governments are expected to serve all community residents. Nonprofits build capacity to work with their

targeted community. Within the Latino population of Eugene, this could include one, or several different community subsets. People who need job resource assistance, for instance, may or may not be the same audience that the government is hoping to reach with a Welcoming Parks initiative. If this is the case, relying on collaborations could cause the government to miss or ignore large swathes of their relevant demographics.

Findings Part 3: Representative Bureaucracy

<u>If not collaborations, then what?</u>

The discussion above demonstrates that the City of Eugene will not be able to create or sustain sufficient equity efforts if they rely chiefly on collaborations with nonprofit organizations. In this section, I present the practical implications of improving representative bureaucracy. Nonprofit collaborations aren't unnecessary. However, they are most likely inadequate to produce truly equitable public services. The theory of representative bureaucracy offers some insight on why this is the case – and how having representatives working within the government, versus as outside collaborators, can make a huge difference in equity outcomes.

<u>Representative Bureaucracy: An introduction</u>

I began researching theories of representation after the idea of it came up in every single interview with nonprofit leaders and community advocates. When asked about what alternative governments could use to nonprofit-collaborations, and how to best promote social equity, each advocate described some version of increased representation within government. All advocates and nonprofit leaders had participated in informal collaborations with government entities in the past as advisors or collaborators. In their view, these collaborations were not enough to address the inequities that their community members and clients went through each day, struggling against the barriers they faced to access government services currently shaped by traditional government processes.

"True equality," they said, "Is when there aren't separate efforts to create parks. It's when the parks that get created are welcoming to the entire community."

"How to get there?" I asked. "What would fix this?"

Representation, came the answer: Representation of Latino community in the ranks of government staff to provide a representative voice in daily activities, and also to help build the government's capacity to reach out to the Latino community.

"[Achieving social equity] is when we don't have separate equity initiatives," said a handful of advocates. "It's when the government does projects, like build parks, and they are good for everyone, automatically."

"How could the government do that?" I asked. "How would you know whether or not these projects are good for everyone, automatically."

One advocate shook his head and said bluntly, "If there were more people from all different community members working in the government. That's how."

He wasn't the only one to express this opinion. Many advocates expressed that true social equity would be accomplished by having a representative government. "People making decisions should understand the needs of everyone in the community, not just the needs of the people in the South Hills," said one advocate, referencing an area in Eugene known to be wealthy and White. Advocates said that that decisions made on a day to day basis by staff who "looked like us" would be more likely to address the Latino community's opinions and needs.

Is this true? Theories of Capacity and Discretion, situated within the theory of Representative Bureaucracy, help support this idea. Capacity is the ability that government has to do different kinds of work; discretion is the way that individuals within the government choose to do this work. According to the theory of representative bureaucracy, representation could build the capacity of government staff to work with the Latino community, as well as increase staff motivation to do so.

The purpose of this section is not to say that government-nonprofit collaborations are inappropriate or ineffective strategies for the government to work with its underheard communities. Rather, I argue that these collaborations are not sufficient, on their own, to produce equitable outcomes. Reliance on these collaborations without improving representation could lead to issues of inequity; evidence in this case study supports the idea that there must be representatives from underheard communities within Management and Implementation levels of governance to support equitable policymaking and outcomes.

Capacity

As discussed in the theoretical overview, governments generally work with nonprofit organizations on human service projects because they don't have the capacity to do at least one element of the project themselves. In Welcoming Parks, the Parks department did not have the capacity to perform public participation efforts with the Latino community. Time was one issue. Another key issue was that Parks did not feel equipped to carry out public outreach with the Latino community due to issues of language, cross cultural knowledge, and community trust.

Staff and advocates identified capacities that would help the government develop the ability to address equity issues within-house, rather than simply asking advocates for opinions. Staff and advocates referred primarily to three capacities that they said would improve equity efforts during policy creation and implementation. These included government staffs': (1) ability to speak Spanish; (2) cross-cultural understanding (knowledge of cultural norms, ability to communicate effectively using these cultural norms); and (3) ability and willingness to build community trust.

Building these capacities isn't equivalent to building representative democracy, but there is a great deal of overlap. Capacity is not necessarily solved through representation, but there is often an overlap. As a manager in Recreation put it, "If I have staff that represents the Latino community, they can work with the community on our projects." He has specifically addressed building capacity by hiring representative staff. Hiring representative staff has allowed him to gain staff with Spanish and cross-cultural knowledge. More fundamentally, it has turned his recreation center staff's view of the Latino community from a "them" into a "we." This, he reports, has gone a long way towards building trust with the surrounding community, and advancing the equity work he does in his recreation center.

This is a stark difference from the discussions that were held among stakeholders in the Welcoming Parks project. During meetings, planners and staff referred the Latino community was referred to as a separate entity, as a "them." This seemed to be a habitual distinction, and not just one that had been developed for the Welcoming Parks project. This would mean that, in general, the government is doing one traditional set of outreach and policy building, and then, as time allows, considering the Latino community as a separate project. Building representative bureaucracy within the government could go hand in hand with increasing in-house capacity to work with the Latino community on a daily basis, as part of all outreach and planning initiatives.

Ability to speak Spanish

Government staff and community members saw Spanish language as a major missing capacity. "We don't have staff who speak Spanish," said several staff who

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worked in planning or administrative positions, "so we can't provide services to the Latino community right now, or ask them their opinions directly."

They described the lack of Spanish language skills as the main reason why most government departments lack many bilingual services, including bilingual reservation systems, community outreach, customer service in different departments, or materials printed in Spanish. Advocates and community members agreed that it would be important for the City to have people who speak Spanish in customer service roles. City departments and offices aren't able to answer the phone in Spanish, or speak with residents if they come in with questions. Many staff who worked on the Welcoming Parks project had worked on other equity initiatives as well, and said that lack of Spanish language has always been a major stumbling block to providing better services for the Latino community. However, no one has implemented good solutions.

Staff in HRNI have been advocating that the city should hire people who could speak Spanish in a role specific to being a language or cultural "ambassador." A few other cities in Oregon have done this with some success. However, two years after this idea came up, it has not come to fruition. Creating jobs is difficult, especially as the city considers itself to be generally under-resourced. Outsourcing these jobs to nonprofit organizations is not feasible, as nonprofit organizations are doing their own work. If government departments hired people who could speak Spanish, they would have a solution to this problem. This is what the Recreation director mentioned above did. This center now produces a Spanish language newsletter and almost always have staff available in the center to speak with the Spanish-speaking community.

Cross-cultural Communication

Cross-cultural communication goes beyond knowledge of a language. Cross-cultural communication includes knowing the norms of a culture – certain behaviors, greetings, meanings, intentions. These vary culture to culture, and there are some significant differences between the ways that the majority White culture in Eugene communicates, versus the Latino community. One nonprofit leader gave an example of people she hired from the community. Her Latino staff, she said, were much better at dealing with people, getting people to trust them, and choosing the right actions to take in certain situations. However, they were often not as good at strict project management, or tracking projects. She said these differences mean that organizations usually have a bias towards hiring what they see as the "right" skills. This means they can struggle to build staffs who can work across cultures and build shared value systems. She saw this as a major barrier in getting representatives into government, building bi-cultural organizations, or having organizations that were able to communicate well with communities from different cultures.

Community advocates spoke strongly about the need for the government to overcome these barriers and build internal capacity to establish productive cross-cultural communication with the community. Only then, they said, would the government do its due diligence to the Latino community, by working directly with it instead of attempting to get help at the last minute and ending up with misguided efforts. She said the government's inability to understand community needs and norms leads to misguided collaboration attempts that frustrate the local nonprofits.

"The government always comes and asks us last minute to help, to do something in the way they've already planned it," said one advocate. "A lot of times, those projects

don't work out because they don't know what the community needs, or how to find out what the community really needs, or what kinds of questions to ask. We could help those projects at the beginning and make sure they make sense. They have to know how to ask."

"It's not about language," said another leader. "I mean, it'd be great if the government staff could speak Spanish, but they don't have to, to work with us. But they have to have enough understanding that they know how to ask the right questions, and think about what they're asking."

Nonprofit advocates brought up several historical instances where they felt that communication between nonprofits and government staff had gone poorly.

"People from the government, if they're asking for help, they should be humble." She said that sometimes people have come and asked for assistance from her nonprofit but have made assumptions, or been ignorant about the nonprofit or the Latino community in general. "I've learned to not work with people, if that's the case. Those collaborations never go well."

Government staff in the HRNI office acknowledged this had been a historical issue. They also spoke about the need for more cross-cultural capacity across all departments. The HRNI staff provide cultural competency trainings so that different departments can grow their ability to communicate effectively, but many people who work in the government haven't ever approached issues with a culturally sensitive lens, before.

"Our trainings can only go so far," said an HRNI staff member, who helps provide cross-cultural training. "It's not like we'll teach people how to speak fluent

Spanish, or even understand cross-cultural competences. We try. But people are all starting at different places. It's hard."

Sometimes, say individuals who work on equity projects, people have to be involved in cross-cultural projects in order to understand the necessity for cross-cultural communication. For some staff, Welcoming Parks offered this experience. Staff who had not previously worked with other cultures learned that different communities exist within Eugene that have different needs, and also have different ways of communicating them. A few staff members expressed this during the final report presentation for Phase 2 Welcoming Parks. "We'd never thought about the way people use Parks in this way before," said one. "We'll look at projects differently now, knowing there are other voices in the community saying different things."

Eugene's government staff whose work revolves around equity initiatives reinforced the idea that a lack of cross-cultural competencies can hinder equitable policy outcomes. "People who haven't thought about [equity] from a cross-cultural perspective before aren't going to just start to think about it," said one HRNI staff member. "That means that [day to day] they don't prioritize this kind of work, or trying to find different ways to do what they've been doing for so long." HRNI staff, she said, have an important role in bringing these issues to other staffs' attention. However, this role also means they walk a fine line between advocacy and education; government staff must not act as advocates for any particular cause. Instead, their efforts must only involve education. Through educational activities such as trainings and resource creation, HRNI staff work to ensure that staff in all departments are aware of the importance of equity efforts and also that they have the tools to approach their work in a culturally competent way.

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Sometimes, say staff, it feels like there are many others who seem indifferent or apathetic about the need to advance equitable policy outcomes – such as making sure that all departments offer language translation, or having staff who can speak Spanish, or have knowledge of other cultural norms. The theory of representative bureaucracy suggests that interest and priorities in different departments may increase if more staff had connections to the communities who would benefit from such efforts (Marvel & Resh, 2013; K. J. Meier et al., 2017; Selden et al., 1998; Sowa & Selden, 2003). Representative staff increase the capacity of governments to engage in cross-cultural communication. This could strengthen the government's ability to work well with the community directly, as well as with local nonprofit organizations on partnerships and collaborations. It would also help the government have people on staff who understood what communities may need, reducing the need to always ask nonprofit organizations and advocates for advice.

Community Trust

The final capacity that came up a great deal in discussions with government staff and community advocates was community trust. This, both said, was the most important key to building relationships with communities, providing appropriate services, and making the community member know the services are available. Building community trust may require the existence of other capacities, such as language and cross cultural capacities. Community advocates and government staff all agreed that community trust is important to have in order to work with the Latino community. Government staff who represent the community may be more likely to be motivated to build community trust, and have the capacities necessary to do it. Additionally, literature and interviews with

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community members and advocates indicate that the community is more likely to trust government when they recognize people who look like them in government, and believe the government is truly motivated to help them.

"Equity is when there are people in the government who look like me and think like me," said one advocate. He was skeptical of government that said it wanted to help, but, he said, never hired anyone from his community. "Why should I believe what they say?" he asked. "They don't really understand what needs to be done."

Community members expressed this from another, more basic perspective: "I never see anyone who looks like they'd understand me. There's no one I can ask for help," one said, describing how she does not feel safe having her children in some of the public parks.

In terms of doing outreach or providing services to the Latino community, many staff in Eugene's government don't feel comfortable going into Latino-dominant spaces like stores, churches, or community events. "Maybe if I knew someone who could introduce me to people there, I'd go," said one planner working on a different public space project. "I don't speak Spanish, though. I don't even know where to go, even if I could."

Other community advocates had held the role of "equity liaison" in different organizations, both government and nonprofit. It was their role to build connections with the Latino community and help improve access to the services those nonprofit and government organizations offered. They spoke of struggling against the norms and cultures of their organizations that did not value the sorts of communication styles needed to gain the trust of the Latino community. "To gain trust, you have to get out there. You

have to be talking to people, to have them know your name. You have to spend a lot of time just showing up," said one. "My bosses, they would never give me enough time for that kind of work. I have to fight in every position I have to get them to understand why I want to do things, why I need to do them, to accomplish my role. They just want me to sit behind a desk and translate flyers." This was particularly an issue for staff and advocates who held organizational positions at the Implementation level.

In contrast, nonprofit leaders spoke deeply and passionately about the incredible amount of effort they spend to gain and maintain the community's trust. One nonprofit leader, who has been working within the Eugene community for under two years, said that building trust was still the way she spent a great deal of her time. Every day, she works on finding the people within the community who have influence in order to make important connections, trying to find out what the community needs, working to bring people in to events, et cetera. As a relatively new head of the organization, she said felt like she was, in some respects, rebuilding the community's trust in the organization as a whole.

"Trust isn't easy to build," another nonprofit leader explained. "That's something we work hard on day in and day out." The leader said that they'd considered offering their services to the government to advertise government services to the Latino community for a set price. However, she had concluded that wasn't a good idea.

"We already have to work to get people to our activities. Telling them about even more – well, that would just be information overload. It might confuse people and it wouldn't make sense for us to do that."

Instead, the leader said that she wished the government would work harder on building its own capacity to communicate with the people they wanted to contact, themselves. "They have to be willing to get dirty," she said, laughing a little.

One staff member acknowledged that she saw the necessity of this, but echoed other planner. She said he felt a little afraid of trying to do outreach by going to talk to people at other events. "I don't speak Spanish, and I don't really have a place [at the events]," she said, by way of explanation. "I'd go, if I had a role, or someone who knew me there."

The fact that the government is not trusted by the community, and is reticent to do the activities needed to accomplish that trust (whether from personal fears or from organizational indifference) hinders direct government work with the community, as well as building relationships with nonprofit organizations to run meaningful collaborations. Almost all advocates and nonprofit leaders expressed that they don't respect the fact that in many initiatives, the government does not appear to make an effort.

The recreation director who does build trust felt similarly about other departments, as nonprofits did to the government in general. Many people who work on equity – including those who worked on the Welcoming Parks project – approach him for access to his community. They ask to come to events to table, or share information.

"I have to weigh these requests carefully," said the director. "I want my community to have access to important services and to learn about them. But we're not guinea pigs."

He was proud of the work he'd done to ensure that Latino community members felt welcome within his City-run facility. However, he thought this work was something

that other departments should also make a priority – rather than simply turn to his for premade access.

His experiences provide a strong example of how representative bureaucracy can increase community trust. He worked intentionally on his hiring practices in order to build the diversity of his staff. "When we started getting people on staff who represent the community, connections happened naturally."

He credited these connections as being a large part of fact he is able to get a strong response from the Latino community at the events his recreation center holds. Along with hiring fulltime staff who are representative off the community, his center has also made it a point to bring in community members to help out with their community events. "Rosie comes and cooks [Latino] food for our family dinners," he said. "She tells her friends and family, and they tell theirs, and that helps bring people to the event. The director says that while there's still work to do, these connections and results are ongoing proof that, through building representation in his center and leveraging the community connections and trust that comes along with it, he has managed to work towards building important trust within the local community.

In essence, said the nonprofit leaders as well as this recreation leader: When the government asks the nonprofits or the recreation center to collaborate on an initiative just to get access to the community members and give them information, it feels unfair as well as ineffective. This felt especially true to the nonprofit leaders. The government, they said, often tried to get nonprofits to help with projects that didn't benefit the nonprofit organizations directly or at all. It took precious time away from the work they had so little resources to do, on their own. In their opinion, by always relying on

nonprofits to work with the community members, the government was asking too much, and providing far too little in return – and was no closer to building the community trust necessary to make a difference

The government, clearly, should make an effort to build the capacity to do build community trust. An effective way to do this is through representation The government staff felt afraid of going to community events because they didn't know anyone there. People from the community would not be stymied by this fear. They may have the language and personal connections necessary to build personal and organizational community trust. Training current staff is another way increase capacity. However, the government does equity and cross-cultural trainings for all staff. This has not yet increased their confidence in attending events.

"There's only so much we can do," said an HRNI staff member.

Government-nonprofit alliances – or at least, the ones like Welcoming Parks, where collaborations are used mainly for outreach purposes, and not working hand in hand on a mutual project, simply do not go far enough to build community trust. Government staff with experience working with the Latino community and advocates also emphasized the importance of building community trust directly with the community, versus always using intermediaries.

One nonprofit leader talked about this at length. She wanted to see the government doing more trust-building, and less reliance on nonprofit organizations. She felt this way in part because she was tired of being asked to help with outreach. She also stated that the fact the government didn't do it demonstrated that they didn't care about the Latino community.

"Building relationships [with the Latino community] isn't easy, and the government just takes it for granted that we'll be there for them to help. If [the government] really cared about [the Latino community], they'd be out doing the work. They'd show up to events, make themselves known. That's how you build trust. That's how you get community investment."

These interviews demonstrate the potential power of representative democracy to increase the effectiveness of government equity work; if the government had more people on staff who were representative of the Latino community, and went out into the community to build that trust, departments would be able to improve their work with the community and cut down on their reliance on nonprofit organizations.

This would also help the government establish relationships with the nonprofits so that the government could continue to utilize the nonprofit organizations as partners in appropriate projects. My interviews with nonprofit staff, particularly, demonstrated that improving communication between government departments and nonprofit staff could play a huge role in advancing community-wide equity projects. Nonprofit leaders spoke of saying no to the City of Eugene's requests because they did not feel as government respected the work that nonprofits do – particularly around the idea of piggybacking on the trust that nonprofit organizations have built with the Latino community, in order to gain access the Latino community members. "If we worked together on projects, that would be different," said an advocate. "But we want to be partners, not just helpers."

If the government worked with the community, directly, nonprofit organizations said they'd be interested in helping out with other pieces of the project as well. However,

hiring representative staff may allow the government to do some of these efforts themselves, rather than immediately looking outwards to nonprofit collaborations.

<u>Discretion</u>

The final important theory to consider within the framework of representative bureaucracy is discretion. Public administrators have a great deal of power to make formal and informal change within institutions at all levels of governance. However, the amount of power that they have depends on the amount of discretion they possess. Discretion is the mechanism by which representation gains effectiveness: when staff members have discretion, those who care about causes related to elements of social equity are more likely to advance those causes than those that don't; representative staff are more likely to care (K. J. Meier, 2017; Selden et al., 1998; Sowa & Selden, 2003). Nonprofit and government staff didn't specifically name discretion during interviews. And yet, the Welcoming Parks process, as well as interviewees' actions and words, demonstrate the important role that discretion plays in creating social equity.

First, an illustration of discretionary power: the existence of the Welcoming Parks project. Welcoming Projects began after the person named manager to the PRSP project decided she wanted to address the issue that Latino community members did not feel safe in public spaces. This staff member had the discretionary power to implement this project. "I knew as soon as I got the project manager position that this was how I could do it," she said. The discretion of other critical government staff member, in HRNI, was equally important. She had the discretionary power to take on this project. Critically, her previous discretionary actions enabled her to take effective action.

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"We just don't have any power," said another advocate. "We tell people [in government] things, and they listen, but then they decide whether or not they're going to do it."

Another: "We're never going to accomplish real equity because no one puts [equity efforts] in writing, and people with power aren't interested in making the change. [Advocates] are constantly fighting to make things better, but people burn out, and things haven't changed, and then we have to move on because it's too hard to live that way."

Advocates I spoke with said they never felt like they were on an equal playing field as people who actually work in government, in terms of making decisions that affected the community. They pointed out that having an opportunity to voice an opinion doesn't matter – what matters is who has the power to make decisions and take action within government. They described their frustration with "equity initiatives" and that they had equity initiative "fatigue." Equity initiatives, said one advocate, "make people in the government feel better about the work that they're doing." Advocates and nonprofit leaders I spoke with pointed out that it's not having an opportunity to voice an opinion that matters – it's about whether or not their opinions are taken into account, and who really has the power to make decisions.

One advocate had founded an advocacy nonprofit in order to help fight for the needs of his community. "I collect community opinions, and I go to all the leaders, the new ones and the "elders," and I speak with them. Then I can go to the government, and present a case for what we need," he said. "It's not enough – it's never enough – but having some voice is better than no voice, and at least this way they listen. They don't always make a change, but they're starting to listen."

"So what would make a difference? How should or could change get made?" I asked.

"Having more people in the government from our communities," came the answer. As one advocate said: "People in government have to believe in diversity, and they have to see it all around them. They have to take action to advance diversity. This has to be considered "normal."

I interviewed one staff member who didn't work directly on this project but is representative of an underheard community. She described how she has spent her career incorporating equity principles into her role in her department, primarily through discretion:

"I just make it an important piece of everything I do. I'm lucky to have a supervisor who believes in me, and allows me to do this work. For instance, I know that equity work requires having relationships within the community. So I spend a lot of time talking and listening to people. Sometimes, other staff ask me what I'm doing spending so long talking to people, instead of working. I tell them it is work, and I tell them why – without building relationships, none of this would happen. And my supervisor trusts me enough to back me up. And I can tell – it's made a big difference in the work we do."

Her interpretation of her role, and the discretion she was given to accomplish her work, allowed her to focus on equity initiatives. "I know I've made a difference in making [my department's] work more equitable," she said.

As one advocate who had worked in a liaison-style role within a local organization said,

"People who work [on equity projects] do it because they believe in it. They do important work, but they aren't just doing equity work and making change – they have to constantly prove that their work is important, and fight for support from within the organization. It's too much. No matter how much they believe in the work, they burn out, and then everything goes back to how it was before."

Some of the advocates and nonprofit leaders I spoke to had held this sort of position, within other local organizations. They spoke about how they were often the only person within the entire organization expected to work on equity issues. They found themselves working as advocates within the organizations that hired them, trying to convince the organizations to change certain policies or procedures to make them more inclusive. They used their discretion to define their positions – but didn't have enough formal power to take the actions they wanted to take. Instead, they said, defining their roles and doing what they believed was necessary to increase equity was often a constant fight.

"It's exhausting," said one person, who had held an equity-liaison-style position in a large nonprofit in the area. "I did some work I'm really proud of, but I had to figure out what that work looked like. I had to fight every inch of the way. The pay was nothing and I put everything into it. Eventually I had to move on. When I left, all that work collapsed."

"Equity isn't giving one person a part time job to do something that's the responsibility of the entire organization," said another advocate. "Some part time job where that person is expected to translate and talk to anyone who might be Spanish speaking, and figure out how to organization can better connect with the entire Latino community at the same time? That's insulting. And the pay is always terrible. That doesn't fix anything."

This demonstrates the positive and negative elements of discretion. Discretion was the only way that these individuals were able to take meaningful action. And yet, because the organization didn't formalize these steps, sustainable change often didn't

happen. Instead, that one person's discretion was the lynchpin on which all equity efforts rested.

"You can't just have one person in the government who works on equity and talks to nonprofit organizations and call it representation," another advocate clarified. "You can't expect that to get things done. You have to have people from different backgrounds working at all levels of the government, and making decisions that support all communities, not just the majority community." Representation within all departments, they said, is the way to true change.

Discretion, as these individuals reported, can only go so far. Discretionary action can create change, but it is informal. This change may end up fleeting it isn't formalized and put into written policy or law. These fleeting results can frustrate not just the individuals who made it their mission, but those who did their best to support it. Nonprofit organizations who have worked on some of these projects with the government expressed frustration with some of the results. "It feels like we're always doing this work, and people are always asking us to help, but nothing is really changing," one nonprofit leader said.

This may be due to the fact that if expectations aren't set at the Institution level, then the power of discretion allows people to do whatever is easiest or most interesting, according to their skillset. People who don't have the inherent motivation, capacity, or buy-in may do only the very basic tasks required to meet Institution expectations. A current City planner working on a different project regarding Eugene's public spaces demonstrated what this looks like, in practice. He expressed that he is doing his best to

help improve Eugene's spaces for the whole community. We discussed who gets to provide input to the city planners for this project, and others.

"Everyone can," was his immediate response.

"What does that look like for the Latino community?" I asked.

The planner described how a few staff involved in his project had gone to an event at a City recreation center during an event held for the Latino community. There, they were able to talk to a handful of people. In another outreach attempt, the planners brought together some Latino leaders to discuss their opinions on Eugene's public spaces. This effort, arranged the day before the meeting itself, led to just a few of the invited people being able to make it to the meeting.

"Were these efforts useful?" I asked.

"We got feedback," he said. "Those numbers are a pretty good number, representatively speaking," he pointed out, "when you look at the fact most of the public doesn't participate at all." He described instances of holding town hall meetings where one or two City residents showed up, talking of the many frustrations that planners encounter when they attempt public participation and community engagement efforts.

"What if something like the Welcoming Parks outreach project was mandatory for all public projects?" I asked. "What if you had to talk to a representative number of community members for all community populations. Would it make sense for you to work with nonprofit organizations who could help you do outreach?"

The planner shook his head. "No. That'd be a pain in the ass," he said, talking about both working with nonprofits, and requirements to talk to a representative number of community members. "Outreach and public input has to be quick, so we can access it

when we need it, on short notice." He shrugged. "If it were easy, we'd do all that. But for the work we do, outreach and public input has to be easy to do, and quick."

As explanation, he described the informal way that City planners often have to make decisions, when they're working on limited time schedules. They use the connections in the community – businesses who lend support to City events, leaders who are often available to provide their opinions. These are the outreach efforts that become most meaningful, and may have the greatest impact – the discussion over coffee, the input at a meeting. There wasn't any intention to leave anyone out of the decision-making process, but, decisions had to be made.

According to the theory of representation, individuals who are representative of marginalized communities would be more likely to possess that motivation, capacity, and/or buy-in. Imagine someone else in that role, or in a supporting one – a planner with personal connections to the Latino community, who could talk to the "traditional" business representatives, but could also bring people from the Latino community into the informal public input elements of the planning process. Someone for whom communicating with the Latino community would be "easy," as well as inherently important. Having someone representative of the Latino community in this kind of role could substantially change the look and feel of public City processes and planning outcomes.

In terms of the Parks project, the limitations of discretion became painfully clear during discussions regarding implementation of the plan. I asked the PRSP project manager, as well as other people who worked on the project, what happened next and whether they believed that tangible changes would be made.

The people who worked in the government were hopeful. They'd actually already made a few changes – the easy, "low-hanging fruit," like starting to put Spanish translations on some Parks signs that were in the works. Several staff made plans to meet to talk about creating a City-wide Facebook page that could list events in Spanish, and were even throwing around suggestions of what to name it. However, in terms of the "bigger" changes, that involved building staff capacity, making changes that involved cooperation from different departments, or changing infrastructure, they expressed a sort of "who knows," attitude. These changes included having Spanish translations on the City website, having people on staff that could speak Spanish, adding more picnic tables to parks, adjusting facility reservation options, and more.

"It's really going to depend on which staff member would be in charge of working on the projects [listed in the final report]," she said. The communications manager, for instance, would be in charge of making sure that Parks and Recreation collateral was published in English and Spanish, and that it was dropped off in places familiar to the Latino community.

"If they're interested [in doing these projects,] staff will work on them. If they need to reach out to nonprofit organizations, then it will depend on whether or not those staff have connections with the nonprofit organizations."

"Will there be anyone in charge of ensuring these suggestions happen?" I asked.

"Not really," she answered.

In short, it will be up to the discretion of Parks and Recreation government staff, who have differing degrees of capacity and buy-in, to advance the project to tangible realities.

The lack of formal buy-in, as well as reliance on discretion, means that the Welcoming Parks report may languish as a sort of last-priority, dusted off by people interested in working on equity projects, but not seen as guidelines for general Park development or future City planning and initiatives.

According to the theory of representative democracy, the presence of representative staff improves the equity of service implementation as well as policy creation at the Management level. In a representative bureaucracy, staff cognizant of the needs of the communities they represent would be involved in day to day decision-making. That means that each decision that gets made might end up considered differently. One advocate talked about this in response to the findings regarding the difficulties that many Latino community members were facing regarding Parks' facility reservations.

"The fact that there aren't signs about reservations, and people are taking down other peoples' decorations is shocking." said the nonprofit leader in reaction. "That kind of things happens to one person, and the whole [Latino] community hears about it. I'm sure the word is spreading. Of course people wouldn't feel welcome." If the people developing that system were representative of the Latino community, she said, that policy would never exist.

The likelihood that representative staff affects an institution's ability to provide socially equitable services depends on the amount of discretion these staff are given, or believe they can take. Ultimately, said advocates, representative staff need to be in the government because they will look at issues differently. "Change will happen when people like me are working in government," said one younger advocate. "People who

care about the issues I care about, and care about our community. People in government have to really care about equity, and care about it in the same way I do and my community does. That's when change will really happen."

In the case of the City of Eugene, which does not do a great deal of equity implementation at the Institution level, it is up to staff to determine the best methods to create equitable services. The example of the recreation director, who has a diverse background and focused on hiring diverse staff is described above in the social equity section on Findings. This story, and others, demonstrate that in some cases, discretion can be a powerful tool to advance equity within local government. It's safe to say that the Welcoming Parks project in Eugene would not have occurred had individuals within Parks and HRNI not used their discretion to begin and carry out this project. It was not a mandated project, but it was something they felt was important, due to their personal convictions, and were able to carry out due to the discretionary power they held within their roles.

This plays out throughout the City of Eugene's planning processes. The planning story above, about the planner who does not want work with Latino communities to be mandatory, demonstrates why many local planning initiatives don't incorporate outreach to underheard communities, or include meaningful input from traditionally underheard voices. Without formal provisions to mandate some sort of outreach to minority populations, nor city capacity to do the outreach, the outreach efforts that do happen are discretionary, based often on the preferences and capacity of the staff who hold some degree of power or leadership.

The City of Eugene could try and formalize these sorts of processes, describing who should be contacted to make decisions, and adding provisions to include minority populations. However, there are notable barriers to making this work mandatory. First, the city does not currently have the capacity to do it. Should it build this capacity? – should the city mandate that all planners speak Spanish, for instance? Or that it's planners have connections with the Latino community? Or that HRNI helps on every single project that involves Latino outreach? Formalized mandates seem improbable. And so, in the City of Eugene, these equity-driven efforts take place largely within the realm of discretion.

However, this isn't necessarily the case. Discretionary initiatives can eventually become formal expectations with full government backing and support. Government staff desccribed instances where informal discretionary actions has led to formal change. This happens when staff's discretionary actions become institutionalized expectations. The HRNI staff member responsible for working on Welcoming Parks provided an example of this: after years of discretionary work supporting the Latino community, her actions have now become a formalized part of her role in HRNI.

"Working with the Latino community and this [equity] work has been something I've been passionate about for years," the staff member explained. "I've just recently gotten it written into my job description. If I leave, [HRNI] has to replace me with someone that can continue advancing this work."

The nonprofit leaders know and trust this staff member. Her relationships, and use of discretionary power to make this work part of her unique role in the city, were critical to the creation of this project. This trust and her positioning were built on her

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discretionary actions. Now, they are a formal expectation of whomever will hold the job, now and in the future.

Discretionary actions at the Management and Implementation level may be ephemeral at first, but may eventually lead to formal change. Within institutions that have established only vague expectations and few formalized processes around equity, discretion may, in fact, be the strongest tool that managers and implementers possess to make change. The ability to make this kind of change is contingent upon whether or not managers and implementers are given the leeway to act in a discretionary way, and whether they possess relevant capacity or expertise.

The "Language and Culture Ambassador" role within City government, described in the Capacity section above, would help build representation as well as Spanish language and cross-cultural capacities within Eugene's city departments. It's designed to be an entry-level position, which takes some of the pipeline issues into account. This is one of the most promising initiatives talked about in Eugene as a method help build representation. The program would help individuals get a foot into government work, help departments build their capacity to work with the Latino community, and provide these individuals job training skills and building professional networks. Those who have worked on Eugene's equity initiatives see these jobs as incredibly important and promising opportunities. However, the staff in favor of the role have a lot of work ahead of them to be able to convince people with the power to create these formal positions – especially given chronic budget limitations across all government departments. However, if executed, this initiative could help make the government more representative, increase the amount of representative staff in roles with bureaucratic discretion, and potentially

change institutional values in the long term. All this could lessen the City's problematic reliance on nonprofit collaborations for work with the Latino community.

Given the power of discretion, representation could make a meaningful difference in the equity outcomes of decisions that are made day to day within government. In the case of Welcoming Parks, this discretion lent itself well to forming informal nonprofit collaborations. However, the power of discretion demonstrates that a fully representative staff could have an even greater impact on equity outcomes than a reliance on nonprofit collaborations.

It bears mentioning that there are many barriers that people from underheard communities may face when looking to acquire government positions. This is another, separate issue I do not address in-depth. However, it's important to note that it is often not an easy task for governments to hire representative staff into roles that have discretion. "Pipeline" issues that affect this, as well as the possibility of discrimination. The effect of discrimination depends a great deal on a locale's current and historical political climate (John et al., 2017; Marvel & Resh, 2013; Massey, 2005). Other reasons that underheard community members may not obtain government jobs include unfamiliarity with the cultural norms, language, or lack of training in the skills the majority culture that controls the institution values most highly. Immigrants who do not go through the U.S. school system, or those who do, but face discrimination within school systems, are at an immediate disadvantage. Other immigrants may possess a distrust of the government, which may lessen their desire to work for it. Community organizations and schools working together to help provide language education, technical

education, and promote work in government, are also important efforts to address issues

of representation. This is important topic – simply one beyond the scope of this work.

CHAPTER III

CONCLUSION

When I began this project, I planned to analyze whether the government-nonprofit collaborations involved in the Welcoming Parks processes helped create long and short term social equity in the City of Eugene. Soon, it became clear that it was impossible to discuss this without addressing definitions of social equity. Strong disparities in the way government staff and advocates described "social equity" made it apparent that a deeper issue lurked within social equity initiatives. The question wasn't simply: "Did the Welcoming Parks project improve short and long term social equity in Eugene?" The question became, "What is this project working towards? Who is determining how equity is defined and whether it's accomplished?"

These interactions marked a turning point in this project. As I dove into the community's ideas of social equity, I realized my essential question had a missing piece. I had begun this process thinking that I was analyzing the nature of government-nonprofit collaborations. I wanted to challenge the idea that government-nonprofit collaborations are efficient ways to deliver services to underheard populations. These conversations expanded my viewpoint to go beyond asking whether or not nonprofit collaborations were enough. Rather, I engaged theories of representation as a counter-option to government-nonprofit collaborations. It brought me to the conclusion that public administrators should not simply seek to improve nonprofit collaborations. Instead, they should seek to rely upon them less for outreach, and look to nonprofits as project partners, rather than facilitators.

In this research, I've attempted to work across disciplines and relate a variety of relevant theories. Practitioners and academics from every field have done a great deal of work on what it means to accomplish "social equity." In local government, practitioners and advocates on the ground are often stuck working within what can seem like very static institutions, facing numerous structural and political barriers to create equity. Welcoming Parks is no exception. This thesis provides some perspective to a unique project, highlighting its strengths as well as its weaknesses in the long and short term.

The "Welcoming Parks" initiative was a top-down equity initiative, designed by government staff but influenced throughout by community opinions and efforts. I do not attempt to conclude, empirically, whether or not the city of Eugene's social equity improved, or will improve, as a result of this project. Ultimately, the government or another third party would need to conduct separate evaluations to measure the implementation of the suggestions that the Phase 2 report suggested, and for determining to what degree the project was a success.

However, there is some immediate value to be found. As a standalone project, Welcoming Parks helped bring together practitioners, nonprofit leaders, academics, advocates, and community members to work towards a goal of improving life for Eugene's Latino community. Important conversations took place about the nature of the city's planning and administration activities; the city took active steps to help increase the equity of their public spaces. This helps balance the fact that the effort was very resource intensive and is unsustainable in the long term. The City of Eugene and local governments around the country need to be sure they're implementing the most efficient, and equity-driven, solutions. This requires communitywide collaboration and a

willingness to make largescale institutional change; evidence from this case study suggests that Eugene and other local governments should look to solutions beyond nonprofit collaborations to build equity.

Representative bureaucracy presents itself as an important alternative: governments should focus on building in-house capacity to work with underheard communities. While capacities such as language and cross cultural knowledge, as well as community trust, do not necessarily require representative staff, they have a convenient and undeniable overlap. Staff who possess discretion to interpret their roles as managers or implementers can make critical daily and longterm changes related to equity. Those who are representative of underheard communities are likely to address inequities they come across. These changes are much less likely to happen if the government continues to rely principally on nonprofit collaborations for equity-driven intiatives involving underheard communities, rather than building in-house capacities.

This thesis begins to weigh the effectiveness of informal government-nonprofit collaboration against direct service and representation in projects that have the goal of increasing a community's social equity. The situation in which a local government cannot perform direct services or outreach to its underheard community members without the help of nonprofit organizations may also indicate that these communities lack a voice in policy creation or service delivery process. Although one of these situations may not cause the other, their co-existence is important to note – and remedying either of these situations potentially improves both (Feiock & Jang, 2009b; Krislove & Rosenbloom, 1981; Marvel & Resh, 2013; Sowa & Selden, 2003; Wolch, 1990). At stake is the existence of socially equitable policy and government services.

This research does not attempt to conclude whether or not the Welcoming Parks effort objectively improved social equity outcomes for the Latino community. Instead, it layslay the groundwork for future research regarding informal nonprofit collaborations. Informal nonprofit collaborations are seen by many public administrators as solutions for outreach to underheard communities. Public administration courses teach that nonprofit organizations are critical "assets" for local government, and that public administrators should cultivate relationships with these nonprofits. This is true, without a doubt. However, are collaborations really the best method for creating equity within communities? Or does focusing on collaborations as the principle way to outreach to underheard communities actually mask a greater issue – that of representation within government? Informal collaborations could, perhaps, be viewed as an intermediate step. However, representation within government may be even more critical to achieving long equitable outcomes.

This analysis had several limitations. As a single case study, it speaks primarily to the state of one city and its locale-specific equity work. Quantitative research that includes data from a wide range of cities is necessary to support the story told here. It would be important, in further research, to probe into whether cities are, in fact, using collaborations as a substitute for representation. Informal collaborations, however, are difficult to investigate. They may not be recorded in a formal or systematic way. Surveying administrators to see how they view informal collaborations, whether they are used, and for what they are used, would be a good start. In further research, it will be important to delve deeper into the context of informal collaborations. Are they typically only used for equity work, or to reach out to underheard communities? Or do

governments who employ informal collaborations use them to supplement "traditional" government processes? Political and historical context for the government and communities, including history of immigration, political divisions, and local economies, are also important context. And, finally, collaborations should be categorized and analyzed according to power dynamics between government and nonprofits. Informal collaborations where nonprofits and governments are working towards a same goal as partners, versus collaborations where the government relies on nonprofit organizations to help with a specific policy process, may play very different roles in creating, versus protracting, social equities or inequities.

Closing

In closing, this thesis posed several theoretical questions: Are informal government-nonprofit collaborations the best way to address building a community's social equity? Or should representation be prioritized, in order for the government to create sustainable equitable policies and service outcomes? This case study does not provide enough data to come to empirical conclusions. Results align with the theory of representative bureaucracy in a way that suggests that representation should be prioritized. Ultimately, governments must be able to communicate with their underheard communities in meaningful ways. If collaborations substitute for representation, then these collaborations may lead to "outsourcing" equity efforts, leading to maintenance of the status quo and the production of social inequity.

This research is especially important in times of demographic change, when immigration across the globe brings new voices and challenges with communities unfamiliar with acknowledging issues beyond historical needs. In order to analyze these

questions, however, governments must begin holding themselves accountable to measuring the outcomes of their well-intentioned projects, and collect the information necessary to perform critical analysis. Social equity advances are ever more important in divisive political times and growing demographic differences; analysis and strategic development of local governments' traditional equity-driven efforts must become more intentional and evidence-based, so that governments can achieve true equity in service and policy outcomes.

APPENDIX A

PARKS QUESTIONS FOR PHASE 2 OUTREACH

Item	Recommendation	Implementation Questions
1	Spanish bilingual signage, resources regulations	• Which information is most relevant? • Help define priorities
2	Marketing of services and facilities to Latinos	• Which communication tool? • Through what networks?
3	Park amenities: portable soccer goals, barbecue grills, picnic areas to accommodate larger gatherings	• Where?
4	Picnic shelter and community center reservation policies and practices	• Where? • How?
5	Facilitating informal pickup soccer games (formal field not necessarily required)	• Where? • When? • How?
6	Name a park or community center for someone with cultural significance to local Latinos	• Where? • Named for who or what?
7	Programming to create more festive and communal park environments. (i.e. food trucks/vendors)	• Where? • When? • What?
8	Incorporate public art that represents the Latino/a presence in Eugene	• Where?
9	Cross-cultural education such as interpretive signage	• Where? • Topic?
10	Address safety concerns	• How?
11	Cross-cultural exchange, like salsa dancing lessons or conversation groups for people who would like to learn a second language	• Where?

APPENDIX B

WELCOMING PARKS REPORT

City of Eugene Parks & Recreation Systems Plan Welcoming Parks Report
Latino Community Outreach Phase 2
City of Eugene Office of Human Rights & Neighborhood Involvement
February 8, 2017

Overview

This report provides detailed outreach results from Phase 2 of the City of Eugene's Parks and Recreation Plan (PRSP): Latino Community Outreach Phase 2.[2] It is designed to answer and provide more in-depth information to the City Parks and Recreation staff's follow-up questions to Phase 1 Outreach.

The Human Rights and Neighborhood Involvement (HRNI) Office collected and analyzed this information in collaboration with Downtown Languages and the University of Oregon. In summary, outreach activities for Phase 2 included information from in-depth interviews with over 35 Latino community members, mostly those who participate in the Pilas Program through Downtown Languages.

The report is structured according to the 11 core topic areas that came out of Phase 1 and the questions Park and Recreation staff had about them. Most topic areas are addressed separately, a few are address together due to their connectedness. Recommendations for each are derived from information from Phase 2 community interviews, previous outreach, and past and current work done by the City of Eugene. Context is included for each set of recommendations.

Use of the term: "Latino Community"

This report refers to the "Latino Community" throughout. This is done for ease of reference only; it is important to recognize that Eugene's Latino community is varied in many ways – immigrants versus first, second, or more generation residents; income level; geographic location; language ability (Spanish, indigenous, English); familial status; recreation preferences; et cetera. These variations likely affect participants' responses. Participants were identified generally as those individuals and families who are likely to face barriers to participation in government services and processes due to their geographic location, knowledge of English and familiarity with the City's cultural norms.

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[2] See: report from Phase 1: "Encouraging Spaces for Latino Community Participation: Creating Welcoming and Inclusive Parks and Community Centers in Eugene, Oregon." Written by Dr. Daniel Platt of the University of Oregon, 9/2015.

Appendix B: PRSP Outreach Report, cont.

They were also identified as those who are likely to be heavily impacted by improved access to Eugene's parks, spaces, and recreational activities.

The information in this report comes primarily from new and first generation immigrants who live in the Bethel neighborhood, the neighborhood in which Petersen Barn and Park are located. Many participants had limited knowledge of English (interviews were conducted primarily in Spanish) as well as young children and lower incomes. This demographic also reflects the community involved in Pilas courses, run by the organization, Downtown Languages (DTL). The HRNI staff collaborated closely with DTL to identify interview participants.

Appendix B: PRSP Outreach Report, cont.

Implementation Questions derived from Phase 1 outreach recommendations:

Item	Recommendation	Implementation Questions
1	Spanish bilingual signage, resources regulations	• Which information is most relevant? • Help define priorities
2	Marketing of services and facilities to Latinos	• Which communication tool? • Through what networks?
3	Park amenities: portable soccer goals, barbecue grills, picnic areas to accommodate larger gatherings	• Where?
4	Picnic shelter and community center reservation policies and practices	• Where? • How?
5	Facilitating informal pickup soccer games (formal field not necessarily required)	• Where? • When? • How?
6	Name a park or community center for someone with cultural significance to local Latinos	• Where? • Named for who or what?
7	Programming to create more festive and communal park environments. (i.e. food trucks/vendors)	• Where? • When? • What?
8	Incorporate public art that represents the Latino/a presence in Eugene	• Where?
9	Cross-cultural education such as interpretive signage	• Where? • Topic?
10	Address safety concerns	• How?
11	Cross-cultural exchange, like salsa dancing lessons or conversation groups for people who would like to learn a second language	• Where?

Appendix B: PRSP Outreach Report, cont.

1	Spanish bilingual signage, resources, regulations	• Which information is most relevant? • Help define priorities

Signage and Regulations

Context

Several participants were concerned that some parks do not have signs to say whether or not the space is officially a park. These participants and others were also concerned that park signs do not state park rules clearly which made it hard for them to know the rules and hard for them to know if others are following rules.

Park name signage:
A few participants from the Bethel neighborhood areas stated they did not know if open spaces near their houses were actually official parks. They explained that the lack of signs as well as the fact that these parks had no visible facilities (tables, playgrounds, et cetera) within those open spaces made it impossible to tell if it was an official park.

Signage within the parks:
Participants were generally confident that they knew park rules and how to behave "appropriately" within them. However, several participants reported feeling as though others did not obey park rules. Particular issues included park users not cleaning up after their dogs, having dogs off leash, and smoking tobacco and marijuana within parks. In general, some cultural norms in the Latino community hold marijuana as an illicit and taboo drug, one you would not want your family around, regardless of its legal and culturally accepted standing in Eugene and Oregon. Generally speaking, dogs in Latin America fall into three categories: feral street dogs which are fairly abundant, guard dogs (both of which instill some fear and disregard), and family pets.

Community members felt that these behaviors made their park experiences uncomfortable and at times that these behaviors threatened their children. They asked for signs to educate others and/or to use as references for themselves so they knew their own rights within City parks. They also reported being unaware of how they could report someone breaking park rules.

Recommendations
1. Install signs that designate the park space as a park at the park entrance and other park access points.
2. Include a multi-lingual "Welcome" messages that is highly visible on these signs. It could literally, be the word "Welcome" in multiple languages (English, Spanish, primarily- connect with HRNI staff to get other languages that should be included). These signs placed in visible locations at park entrances can help set a tone that all

park users (who follow the rules) should feel welcome, included and respected. For example:

3. Post rules and regulations in both English and Spanish within all parks. In large parks, such as Alton-Baker or Washington Park, do so in several places and near parking areas.
    - Include rules about pets, specifically dogs, and rules about park behavior, including both tobacco and marijuana smoking and regulations around alcohol consumption.
    - Include a number or suggestion boxes near park signs where people can call or write to provide feedback. The phone number should be answered by someone who has Spanish language capability or who is able to direct that person to someone who can speak Spanish. Note this on the sign.
4. Post information in English and Spanish about City resources located nearby, such as community centers, health and emergency resources.
5. Symbols may be helpful to inform people about rules, park warnings (i.e. animal sightings, trail conditions, et cetera) and nearby resources. Key considerations include:
    - Use focus groups to help determine which symbols translate across cultures.
    - Symbols should be used consistently throughout all City departments.
    - Outreach and education should be done to let the community know what symbols represent.

City Resources for Community Reference

Context

All participants stated that the greatest barrier to services is language access. Many participants shared the second-greatest barrier is the ability to find information.

Interview participants stated that they were largely unaware of any resources created by the City in English or Spanish. This included resources that discuss Parks, Recreation, or other community-based City services.

Appendix B: PRSP Outreach Report, cont.

Participants stated that they and other community members they know rely mostly on personal networks for information. Most commonly referenced resources include: family, friends, schools, and the nonprofit Centro LatinoAmericano. About a third of participants also referenced Downtown Languages, which runs the Pilas English-language class in which the majority of participants were enrolled.

All participants reported they would like to have information about City services and events in Spanish. They are most interested in having materials in print, sent to their homes, available in neighborhood locations, the nonprofits that they go to for services, and on Facebook (See Section (2): Marketing and Outreach for more details).

Participants were especially interested in receiving information about free or low-cost events – particularly those that described opportunities for children and families. They were also strongly interested in access to materials that list park locations with facilities and their amenities (similar to the now out-of-print City park map). This relates to many participants' willingness to travel to different parks that have facilities they desire.

Recommendations

1. Create Spanish-English versions of all resources, including event flyers, seasonal booklets, and informational handouts.
    - Complete Spanish-English translations highly preferred, as well as professional translation.
    - If materials are predominantly English and include limited Spanish text, Spanish should be larger and visibly placed. Critical information to include: time; cost; location; whether event is child-friendly; whether childcare is available.
    - Note which events will have Spanish language resources at the event, and which will be held in English (but all are welcome). Include a note that people may contact the City if they are able to help out with Spanish language resources at the event.
2. Prioritize the translation of any resources that contain information about children and family-friendly activities such as: community events; ongoing Parks/Recreation programs; lunch programs; summer and afterschool activities; childcare; classes; available facilities.
3. Organize content of resources by cost: activity costs should be clear and upfront. If scholarships or other assistance are available, this should also be clearly noted.

- Example: In brochures and pamphlets, separate activities into categories such as "Free" – "Gratis" ; "Low Cost" – "Barato" ; and "Other" – "Otro". Think of what "Low Cost" means for a family with a low income.[3] Scholarship opportunities should be described prior to listing out services and costs.
- Childcare with a source that is familiar and trusted by parents is essential, preferably one who has some Spanish language capacity.

4. Exercise and language classes directed towards adults are of interest as well. However, those that do not also include childcare options should be considered lower priority for translation.

5. Create a central City Facebook page to provide Spanish-language information about events, services and resources. See Section (2): Marketing and Outreach for more information regarding City Facebook page (Part of a larger Language Access Project, for more information contact Lorna Flormoe).
   - Post information on the local Latino-community-focused Facebook pages to drive interest and exposure. (Searching Eugene Latino on Facebook brings up a good starter list)

6. Consider advocating internally for the implementation of centralized City resources for language assistance, such as:
   - A centralized phone number where people can receive basic service assistance.
   - Recording a phone message in Spanish that directs Spanish speakers to leave a message with their questions, and then designate someone to listen and respond within a certain time frame.

7. Support the implementation of the Language and Cultural Liaisons program. This is an upcoming pilot program that would provide language access to the organization, increased outreach capacity to community and would serve as a pipeline to workforce diversification. Temporary City staff would be hired with a focus on Spanish-bilingual and bicultural abilities and an interest in customer service. These staff and their time could be requested and purchased by a Division or Department to serve a particular role for a limited time on City projects to increase access for/outreach to Spanish speakers/ the Latino/a community (Part of a larger Language Access Project, for more information contact Lorna Flormoe)

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[3] "Low" or "cheap" prices may be subjective. This may require more survey information to determine. Many families are paying for multiple children. Families referenced costs such as five dollars each for a one-time event as an upper limit. Participants referenced ongoing Spanish classes and most summer opportunities for children that required enrollment fees as very expensive. If options have scholarship opportunities, these should be outlined clearly in Spanish.

2	Marketing of services and facilities to Latinos/as	• Which communication tool? • Through what networks?

Marketing is closely tied to outreach. These are both important but distinct ways to connect with the Latino community. In this report, we refer to marketing as the process of the City organization creating and posting materials. We refer to outreach as the process of building relationships necessary to help create appropriate services and to help these services to be well-received by the community.

Context:
General Familiarity:
Interview participants were generally unfamiliar with Parks or Recreation marketing materials. Five of twenty families reported that they had received the summer Recreation activity booklet at school or in the mail. Few reported having been exposed to any other City marketing efforts. Participants reported hearing about City offerings primarily via school or word of mouth or Facebook posts from friends and families. All seemed interested in having more exposure to City advertising.

Internet considerations: The majority of participants did not have internet access in their homes via a computer. However, many participants reported that they access internet primarily via a smartphone. Many use Facebook on a regular basis from their smartphone. They reported that Facebook is an important resource where they find out about community events. Participants were generally enthusiastic about the idea of the City posting information on Facebook and seeing these posts shared on Latino-friendly sites in the region. However, over half the participants stated that they would like to see materials in print as well.

Existing Resources:
There may be a number of existing City Spanish-language resources that are not currently well-marketed to our Latino community. For instance, HRNI conducted several meetings with Parks and Recreation representatives to prepare for our interviews. In these meetings, representatives spoke of the current lack of access to Spanish language speakers within the City, and goals to improve it. We learned by happenstance later in the process that there is a Recreation Spanish line ((541) 682-6891; Dahlia Garza at Campbell CC). Families who participated in our outreach were also not aware of this resource.

Nonprofit Organizations
Nonprofit organizations are key resources for City marketing efforts to the Latino community. However, City staff should engage with nonprofit organizations thoughtfully and respectfully. Collaboration and communication are key principles. See: Section 11: Nonprofit Collaboration, at the end of this report, for more information regarding nonprofit collaboration. This section is based on interviews with community nonprofit organization leaders.

Appendix B: PRSP Outreach Report, cont.

Recommendations:
1. Translate all print resources, including marketing and outreach materials (event fliers, general resources, maps, schedules, publications, et cetera).
   - Distribute print materials in Latino-serving businesses, nonprofits, and schools.
       - Many schools give out information to families on a weekly or monthly basis in the form of bilingual packets. Some individual teachers are also creating their own supplementary materials. Offering materials to schools and teachers to distribute will ensure they go directly to families.
   - Create routines and habits so events are always advertised in the same places. Developing relationships with Latino nonprofits and business owners will encourage word-of-mouth advertising. Information spread through informal networks and community contacts is highly valued within the Latino community.
   - Complete Spanish-English translations are highly preferred, as is professional translation.
2. Online and radio advertisements
   - Advertise through local Spanish radio stations to provide information about local events and facilities.
       - Create relationships with the radio station programmers and DJs. This will help the community and City gather and share information about City events and Latino community needs/desires.
   - Lane County's primary Spanish radio station is La Que Buena, at FM 97.7.
       - Lane County Public Health has signed on to sponsor programming to increase their outreach to Latinos.
       - Petersen Barn recently saw a large increase in Latino families attending an all-community Family Fun Night after advertising through the station.
   - Use Facebook to spread the word about City events, resources or information.
       - Create a City-wide Facebook page in Spanish in collaboration with HRNI. Having Spanish language resources/events/postings for the whole City organization consolidated in one location meets the needs of this community much better than dispersed information. It could also serve in gathering some ongoing community input and build connections. This could be part of the City's Language Access Plan, through the HRNI office. Staff contact, Lorna Flormoe.
           - HRNI could potentially manage it if there were help to build it.
       - Posts should be shared to Facebook pages currently run by Eugene's Latino community or Latino serving non-profits. This will help begin an online dialogue and collaboration and distribute information about needs, events, services, and opportunities throughout the City.

Appendix B: PRSP Outreach Report, cont.

3. Form relationships in communities and with nonprofit organizations to support marketing efforts.
   - Show up to community events and provide bilingual information, talk about services and events that Parks and Recreation offers.
   - Contact nonprofit organizations to see if they have set times or areas that they use to advertise community services. Take advantage of these on a regular bases.
     - For instance: Centro Latino Americano invites community services to advertise their services on Tuesdays in the month when members come to collect benefit information. Contact Centro Latino Americano for details about this opportunity.
4. Work with nonprofit organizations thoughtfully and provide incentives.
   - When inquiring about nonprofit partnerships and possible nonprofit support for City projects, discuss with the nonprofit, whether this opportunity provides a benefit to the nonprofit organization.
   - Make sure you can answer the question: How does this advance the nonprofit organization's mission? What benefit will the nonprofit get from this relationship?
   - Approach non-profits early with marketing and outreach ideas and plans. An annual or biannual approach to planning with non-profits, who often operate on a shoestring, could help the non-profit think and plan for how and if the ask may be integrated into their programs.

3	Park Amenities: Portable soccer goals, barbecue grills, picnic areas to accommodate larger gatherings	• Where?

This project recognizes that the use of existing Park facilities and creation of new facilities are limited in part by Park funds to care for new amenities as well as some policies regarding use of space. Participants were asked about preferences in order to help future projects and budget priorities. Participants were asked about specific park amenities, what was generally most important to them in a park, and how far they'd go to find a park with these amenities. They were also asked how far, in general, they travel on a regular basis to get to area parks.

Context:
In general, participants reported that their favorite parks are those that make multi-generational outings comfortable. This means that parks have options for all members of the family group of generally 4-10 people, including grandparents, parents, and small as well as older children. For many, necessary facilities include: bathrooms, playgrounds (that have safe options for small children), sitting areas, and a safe and enclosed location.

Participants were also asked whether they would prefer tables *or* shelters for family outings. (This information was requested by the City Parks staff). Participants were often confused by this question. They stated that many parks close to their home did not have either (many of these responses came from participants from the Bethel area). No trend was identified for a preference, and in general both were preferred.

Tables were considered essential for family gatherings, and shelters considered essential to be able to have gatherings and go to the parks regardless of weather. One respondent said that shelters were most important, as people could provide their own tables, but expressed that shelters would be impossible to bring.

Soccer goals, specifically, are addressed in Section 5.

We collected information about the parks that participants are closest to, and the parks that participants choose to visit on a regular basis. This information was gathered to assess some geographic information, as well as to see where people frequent and, if they travel to parks far from their houses, what their motivation is for doing so.

Appendix B: PRSP Outreach Report, cont.

This information was collected in part to help planners decide the best location for a pilot welcoming park, a concept talked about with some Park and Recreation staff. It also helps identify which parks are already being heavily utilized by the Latino community, which is helpful for general parks and recreation planning, and specifically for recreation event planning.[4]

Parks within 15 minutes' walk	Count
Petersen	7
Mangan	3
Monroe	3
Lark	2
Alton Baker	2
Owen Rose Garden/Skinner's Butte	2
Washington Jefferson	2
Echo Hollow	2
Empire	1
Trainsong	2
Shasta	1

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[4] Note: Parks listed here include non-City of Eugene Parks: Emerald Park; and Orchard Point. The community does not distinguish between City owned parks and other parks in their daily choices. All parks are included to reflect the community's desires, preferences, and willingness to travel to specific park facilities and options. Additionally, it was not always clear whether participants were referring to Alton Baker or Owen Rose Garden/Spencer Butte area. Sometimes participants could only name the park as "down by the river." We asked questions to try and determine which park they meant depending on features they mentioned, and addressed the counts accordingly.

Appendix B: PRSP Outreach Report, cont.

Other parks frequented (10-30 minutes driving, 30-60 minutes walking)	Count
Alton Baker	12
Owen Rose Garden/Skinner's Butte	14
Emerald	8
Skinner's Butte	3
Awbrey	2
Monroe	2
Washington	2
Hilyard	1

Recommendations:

1. If Parks adds amenities to an existing park to create a pilot site for a welcoming park, this park should also have bathrooms, a water source, and be open to allowing vendors.
2. Add shelters and/or tables to parks in areas with many Latino families in order to accommodate family gatherings. Large or multi-table configurations are important in order to accommodate larger family gatherings.
   a. These areas include, but are not limited to, the Bethel and River Road neighborhoods. Refer to census mapping for updated information in ongoing planning processes (*Philip Richardson).

4	Picnic shelter and community center reservation policies and practices	• Where? • When?

Reservation policy discussion applies to any Parks or Recreation facilities that the public may reserve, such as tables, shelters, community rooms, and sports fields.

Context:
Participants were asked whether they had reserved a space at a park (shelter, tables, or field), what the process had been like for them, and what they would like to see in their "ideal" reservation system. Participants spoke of parks outside of the City of Eugene jurisdiction within the conversation, namely Emerald Park and Orchard Point. Applicable information is included to reflect participant preferences.

Official reservations: Five participants had used formal methods to successfully reserve a space within a park. Only one of these instances occurred at a City of Eugene park. This park was Petersen Park. The other parks where successful reservations happened were Orchard Point and Emerald Park.

Unofficial reservations: Four participants initially responded that they had tried to reserve a space at a park. However, when they described the process, it became clear they had used an unofficial method to do so. These participants had not heard of the official reservation process. Instead, for these participants, "reserving" a space meant arriving early in the day to put up decorations for the event. Of these four participants, three had returned later to find their decorations taken down and others using the space.

Knowledge of reservation process: Outreach participants, advocates, and people who work within the Latino community report that knowledge of the formal reservation system is not widespread in the Latino community. Advocates and those working within the Latino community discussed how the people who had experienced the removal of their decorations would have shared that their method or what they thought was "reserving" the space was frustrating and not successful, and word would have spread. These advocates and community workers stated that this could easily lead to feelings of frustration and feeling unwelcome in public parks.

Cost: Cost of reservations may be a major deterrent for the Latino community. A few participants reported that they had inquired about reserving park spaces (generally through family members with knowledge about the process). However, they had not gone through the reservation process because the cost was too high for their budget.

Ideal process: Many participants stated that they would like a reservation system to simply be "first-come, first-serve." The majority of participants commented specifically on language barriers for reserving spaces and stated that it would give them access if all parts of the reservation process (forms and speaking with Park employees) were available in Spanish.

o Making phone calls in English, especially for formal requests or inquiries, is difficult for non-native English speakers. Accents, grammar and vocabulary and the lack of facial or hand gestures make it even more difficult to understand a different language over the phone for both parties and can lead to confusion, frustration, or poor service outcomes.

Recommendations:
1. Simplify the reservation process and make it English/Spanish bilingual. Online reservations, including the new, upcoming online reservation system, should be accessible by cell phone and accessible in Spanish.
   - Ideally, there will be a link and/or forms available on a City-run Spanish-language Facebook page (See section (2): Marketing and Outreach).
2. Create Spanish/English information brochures that describe the reservation processes, types of spaces available to be reserved, and where these spaces are located.
   - Information material should include:
     o Lists of facilities that can be formally reserved for family gatherings (shelters, tables, open spaces, community centers or rooms)
     o Lists of soccer and other sports fields that can be reserved or used on a first-come, first-serve basis.
     o Pricing information
     o Location of all spaces
     o How to reserve spaces
     o Whether the spaces have family-friendly options, including:
       o Bathrooms
       o Playgrounds for small children
       o Open spaces/fields where children or family groups can play.
   - Distribute this information at the spaces that can be reserved, as well as in locations that Latino families use for daily life – schools, supermarkets, nonprofit organizations, community centers, et cetera, and City's Spanish-language Facebook site. (See section (2): Marketing and Outreach)
3. All spaces that can be reserved (tables, shelters, fields, et cetera) should have signage that indicates this in both Spanish and English.
   - These signs/labels should (1) briefly describe the formal policy for reservations and (2) provide a phone number for more information.
     o The phone number to call should have, at the least, a Spanish-language message informing Spanish-speaking callers how to complete their reservations.

o Optimally, reservation schedules/calendars are made available to the public so they can where and when facilities are available before trying to contact staff for a reservation.

4. Leave some shelters or table groupings/other spaces to be available on a first-come, first-serve basis. Note where these are in all Spanish bilingual marketing and outreach. This will allow those without the means to pay by the hour to use spaces for important family events.

5. Consider a sliding-scale for the cost of park reservations.

6. Since several participants had positive and successful experiences at Emerald Park and Orchard Point, consult with River Road Park District and Lane County Parks about their Spanish-bilingual reservation systems (a contact was listed for Lane County parks in the Phase 1 outreach report).

5	Facilitating informal pickup soccer games (formal field not necessarily required)	• Where? • When? • How?

Participants were asked if, and how often, they go to parks to play soccer. Thirteen of the 25 said they have gone to play, and three said they do so "rarely," "once," or "almost never." Nine of these go to parks to play informal games with their family, while the others have family members who play in formal school or community leagues.

Context:

Awareness:
Generally, participants were not aware of existing park soccer facilities outside of the few parks they went to on a regular basis. Almost everyone reported not knowing that they could reserve fields for private games. Their knowledge of field availability came primarily from other family members and friends.

Willingness to play in smaller fields:
The majority of participants reported that for their children or family games, a small field without formal equipment was fine, although bigger fields were nice. Primarily, a free and open space was important. However, for league games, they stated, official soccer fields are important.

Willingness to Travel:
The majority of participants stated that they would be willing to travel to parks with formal and informal fields, but that they would go much more frequently if it were close to their houses.

Not just a field:
Several participants mentioned that available fields and spaces, formal or informal, should be located in areas that have entertainment options for the entire family, including benches, equipment for small children, shelters, and playgrounds. Participants shared when they go to soccer fields, they generally go as a family or with friends. These groups include small children and adults of all ages. Participants cited Emerald Park as an example of an ideal park that has soccer fields alongside many other multi-generational family-friendly options.

Recommendations
1. Create informational material in English and Spanish that lists soccer and other sports fields and if they can be reserved *or* used on a first-come, first-serve basis.
   - Designate which fields are "formal" and include all official sport specs/equipment, and which are "informal" spaces that are appropriate for soccer/other field sports.
   - Include a specific welcome/invitation message for the community to come use these areas.

- Distribute according to suggestions in section (2): Marketing and Outreach.
2. Create an up-to-date version of the park map that lists available facilities and resources. All material in this park map and these lists should be in English and Spanish.
3. Provide portable soccer goals (official specs and not to spec) in parks with field spaces. These could potentially be managed through partnerships with other willing programs operating in these park spaces. Contact Lane County Parks, as they have experience with this (see Phase 1 report).
   - Consult with Public Works (*Kenneth Wofford) to determine which informal fields may be advertised as open for informal soccer games, according to their maintenance requirements and drainage specifications.
4. Consider a sliding scale for soccer and sports field reservations.

Appendix B: PRSP Outreach Report, cont.

6	Name a park or community center for someone with cultural significance to local Latinos	• Where? • Named for who or what?

Participants were asked what they thought of giving a park a name that has cultural significance to the local Latino community. They were also asked if they had strong ideas about what it should be named, or how the naming process should be implemented.

Context

Support:
17 people supported the idea, and described how it would make them feel a stronger connection with the community, and allow the Latino community to have more of a presence within Eugene.

Dissent:
Not everyone supported the idea of naming a park. A few had strong feelings against it. A handful of participants mentioned that naming a park after a Latino leader who meant something positive for everyone would be difficult. Those strongly against it expressed the feeling that having one park with a name specific to the Latino community would feel like segregation, and exclusive. Five others were unsure or ambivalent. One stated that the name wouldn't change anything within the park, and it's more important to focus on its contents.

Informal names:
The Latino community already uses informal Spanish names to refer to their favorite parks. For example, every participant referred to Alton-Baker park as "Parque de los Patos," (Duck Park), and to Owen Rose Garden was "Parque de las Rosas," (Rose Park).

Process:
Participants in general did not express strong preferences for what this process should be. They wanted to be able to give feedback informally. A few participants suggested going to churches and/or schools and asking people to submit their ideas, and then going back to hold votes.

Recommendations:
1. When naming new parks, consider names that can be translated easily into Spanish and other languages. Although proper names are not often translated, it might create a feeling of inclusivity to include the translated names on the signs, maps, and other printed/online information.
2. When considering naming a park something the Latino community may connect with, consider using natural features but the Spanish name (example: Parque de las Flores – Flower Park), rather than focusing on names of specific Latino leaders, which may not have the same connotations for everyone.

3. Work with the community to choose these names. Using methods described in the Marketing and Outreach section, work with local Latino business, churches and schools to coordinate an effort that allows the community to have ownership over the process.

4. ***Post-outreach addition: On Jan 16, 2017, a local Latina leader, advocate, and City Council member, Andrea Ortiz, passed away. This event happened after the outreach process took place, but Parks could, in the course of upcoming public outreach processes, suggest that a park is named after her. Although this is a specific name, Andrea Ortiz was an advocate for many vulnerable communities throughout the City, and lived in and represented the Trainsong neighborhood on the City council.

Appendix B: PRSP Outreach Report, cont.

7, 8, 9, 11	Programming, Public Art, Cross Cultural Education, Vendors, and Cultural Exchange	• Where? • When? • What? • How?

Context and recommendations for 7,8,9, and 11 have been combined because there was a great deal of overlap and synthesis in asking about and discussing these topics.

Context

Through a series of questions, participants were asked to talk about what would make Eugene parks, community centers and recreation programs seem more welcoming. In addition to asking generally, we asked specifically about festivals, public art, and cross-cultural education.

- Festivals were the most popular request. 14 participants stated they'd like to see more festivals for Mexican and/or international cultures. They described festivals as a way to learn about different cultures, build identity, and fight against racism.
- 8 people responded positively to community art. They discussed the power of community-made, multi-cultural murals in public spaces and hoped to see more in Eugene parks and community centers.
- Several people liked the idea of holding classes in Spanish regularly or occasionally in Parks and community centers throughout the year. They had an interest in a variety of different classes, which are discussed more below.
- Generally, participants were eager to have more activity within their parks and to make parks more of a "destination" and not just open space.

Festivals:

Participants were most eager to see more cultural festivals. However, participants had not generally heard of ones the City has or would soon put on. Participants wanted more programmed options to interact with community within their parks and community centers. Many participants were interested in large festivals and events as well as small, informal festival-like events that could be held in local parks and community centers.

Informal events:

Participants spoke nostalgically of events and programming that their hometown parks in Latin America would offer. These seemed to be more informal events that the neighborhood around a park would organize. A few participants referenced mini events that often included "demonstrations" that community members could take part in. These demonstrations might include food preparation, plants, native and indigenous crafts and games, et cetera. They described how these events brought their communities together.

Vendors:

22 people said that they were interested in vendors in parks. They said that park-based vendors would help parks feel less isolated. This would especially help facilitate family

outings. Families expressed the frustration over not being able to purchase drinks or snacks in parks. They expressed nostalgia for simple snacks, like *fruta picada* (cut fruit), that were so commonly available in parks where they are from. The simple presence of food options would make parks a more welcoming place and appealing family destination.

Many participants expressed interest in being vendors but stated they were afraid that rules and costs would make it impossible. Three people reported inquiring about the process of being a vendor for City events. These three reported that permit prices were prohibitive. None had proceeded in the process.

Advertising:
The few people who had been to city-run events had happened upon them during other outings. These events occurred in Alton Baker Park. No one had heard of them ahead of time.

Participants shared they would like to hear about events that would happen in Parks as part of their daily life. This included hearing about it on the radio and seeing advertisements in stores, receiving information from schools, or seeing it on Facebook. See section (2): Marketing and Outreach for more details.

Child-friendly programming:
Families reported that they wanted more options for their children. They were not interested in going to events or classes that do not have child-friendly options, including childcare or events for children. Many participants were eager for events that would showcase positive pieces of their cultures. Mothers expressed a desire that their children would experience childhood games, lore, and history from their cultures. A few participants expressed willingness to provide lessons or demonstrations, or said that there would be community members willing to do so.

Location
Participants would like to see events close to their communities, but also stated that Alton Baker Park is well set up for community member's needs – particularly for festivals. The key reasons they were interested in Alton Baker were that there were bathrooms, available space, and the space is known by the Latino community. They stated that locations within their neighborhoods would provide a more intimate feel. This would contribute to community participation and ownership over some of these events. Participants stated they would like to see more public events that involved them in planning and participation, rather than only having events that the City created "for" them.

Recommendations:
1. Create and advertise opportunities for community members to take part in festivals, classes, and other programming. Use the networks of those members who participate to help spread the word and get the community involved. See section 2: Marketing and Outreach for more about advertising.

2. During events:
   - Utilize Latino community volunteers or pay for Latino community members to provide culturally-specific events, including child-friendly events. These could include food or cultural demonstrations and offerings of cultural childhood games.
   - Reach out to Latino community members to provide food for events. Hire people from the community to cook at the event or bring items to sell. This will help create a network of community members who come to the events because they heard about it from the cook. This has been a successful method for Petersen Barn Family Fun Night events.
3. Run "mini-series," or smaller events, in parks near Latino community. These events could include small food, craft, or game demonstrations. These can be community-driven
   - Recreation staff could collaborate to advertise and/or host these events. Community centers could create guidelines for community members, including what sorts of activities were welcome, whether or not the community members could charge for the events, et cetera. These events would supplement formal activities.
   - City could provide some degree of support for these activities, including rooms or tents, supplies, and/or stipend for community teachers.
4. Create a process that gives Latino community members the option to be food vendors in parks, especially those close to their home neighborhoods. This should include:
   - Forms in Spanish as well as English with clear regulations.
   - Someone to contact in Spanish if they have questions.
   - Minimal fees. Perhaps a sliding scale for the size of the operation or according to current and/or expected income.
   - Advertise this process according to recommendations in Section 2: Marketing and Outreach.

Appendix B: PRSP Outreach Report, cont.

10	Address Safety Concerns	• How?

Participants were asked what made them feel uncomfortable or unsafe in parks. They were asked to describe whether they had ever felt uncomfortable in parks, and why. *Note: these interviews took place prior to the November 2016 presidential elections. It is highly likely that the feelings and concerns noted below may now be exacerbated for many folks from our Latino communities.

Context

Overall participant concerns were related to:
- Feeling nervous or uncomfortable about other park users behavior
- Feeling unwelcome
- Worries about racism
- The inability to communicate with authority figures in the community

Issues of empowerment:
Participants shared stories that reflected feelings of insecurity within Eugene's park spaces. Some participants shared they felt insecure when people smoked marijuana in parks, or when their children played in spaces where homeless people seemed to be camping, and where dogs are off leash. They were also concerned about the safety of playground equipment or areas in parks that are close to the river.

Participants also shared stories that reflected perceptions of being unwelcome. They described situations where they were concerned that their status as a Latino/a or non-English speaker compromised their safety.

Many participants described feeling concerned because they didn't know who to call or ask for help if something were to happen. They also didn't know who they could report something to. One participant who was concerned about his children's safety in riverfront parks stated, "*There isn't any security inside or entrances. People don't speak Spanish [and my English isn't good] so if something happened, who would help?*"

Participants shared they also didn't feel comfortable dealing with people on their own. One person said, "*I had a problem last year when I asked someone who was smoking to move, but he ignored me. I feel like he ignored me because I was Latina, because they look at me and don't care what I say.*"

Another participant, who is second-generation, stated that she and others feel generally uncomfortable when she enters city parks or other public spaces. In her words, "*I may not feel unsafe, but I feel generally uncomfortable. [It happens] any time you enter a predominantly white space. You'll feel intimidated and uncomfortable. There's always that element of discomfort.*"

Appendix B: PRSP Outreach Report, cont.

Participants shared that they believe that they are perceived negatively by Eugene's white community. Their concern about safety in public spaces relates to this perception, as well as feeling cut off from important emergency services due to their language or lack of knowledge of services. In general, people said they did not know who they should contact in case of an emergency or to share any general complaints or concerns.

Recommendations:
1. Create clear, bilingual signs that welcome people to parks and open spaces (See Section 1 regarding signage)
2. Post information about emergency services located in the area and who to call with a complaint in English and Spanish – this could be included with park rules and the suggestion boxes mentioned in Section on Signage and Regulations.
3. Post or add the HRNI Rights Assistance Program phone number to park and community center signs and bulletins (contact Lorna Flormoe).
4. Increase the number of bilingual events that are welcoming to Latino and other Eugene minority communities, to encourage cultural mixing and acceptance.
5. Continue ongoing outreach efforts with the Latino community to build trust and familiarity in hopes of creating a more welcoming feel, as well as greater access to services.
6. Increase the presence of people with City-backed authority in parks, such as "Parks Ambassadors" – staff trained in cross-cultural communication, who are bilingual and able to deal with many basic safety concerns within Parks.
7. Help the Latino community feel more comfortable within public spaces by following the recommendations listed throughout this report.

12	Nonprofit Collaboration	• Which communication tool? • Through what networks?

Nonprofit collaborations are extremely important to the City for service delivery and outreach to some communities more than others. This project was no exception. Lessons learned are drawn from this project as well as from outreach with advocates and nonprofit leaders who shared information and recommendations for working with nonprofit organizations on ongoing and future projects.

Context:

Roles of Nonprofits in City Collaborations:
Different City departments have collaborated with nonprofit organizations to gain better understanding and create better access for the Latino community in a variety of ways. Most commonly, City staff engage with nonprofit organizations serving the Latino community to 1. Gain access to the Latino population to advertise services and events; 2. Gain access to the Latino population to receive feedback about City services; 3. Work on specific, ongoing projects.

Capacity:
Nonprofit organizations' capacity to collaborate is limited in part by availability of staff, time, space, and receptiveness, need, and availability of their affiliated community. Nonprofits spend their capacity on achieving their individual missions – and some are doing so on a shoestring budget. In Eugene, organizations that work with the Latino community have distinct missions and work with unique segments of the population, they work hard to establish trust and relevance with these communities.

Nonprofit organization leaders report that they welcome partnerships with the City that advance their missions, do not overtax their capacity, and/or provide critical resources to their organizations that are related to their missions.

Compensation:
City collaborations with nonprofit organizations may require non-profits to receive some compensation for their support of City projects. However, not all compensation is monetary. Nonprofit organizations described the idea of "compensation" in several ways. Sometimes, compensation may represent money, to compensate for organization's time and staff efforts. Compensation may also be considered as benefit received to their organization and the community with whom they work. What non-profit organizations require may vary based on their current staffing, funding, and mission/goals. Early and open conversations with non-profit appropriate organizations about the project and expectations can help ensure that City-driven collaborations respect the capacity of non-profit organizations, provide mutual benefit and maintain and build relationships with non-profit leaders and the communities they serve.

Structure of Phase 2 PRSP: Latino Outreach Collaboration:

Appendix B: PRSP Outreach Report, cont.

City of Eugene HRNI worked primarily with Downtown Languages to help arrange space, time, and access for participant interviews. HRNI staff considered non-profit missions, capacity, and effect on the non-profit's target demographics before approaching Downtown Languages as an outreach partner.

Downtown Languages offers language classes to Latin American immigrants. Their Pilas program provides low cost English classes to Latino immigrants. Many Pilas participants have young children. This demographic is likely to heavily use public parks. They also are likely to faces significant barriers in accessing government services and providing input into government processes. DTL helps their participants gain access to City/government services, in addition to teaching English courses.

In discussions before and after the interview process, Downtown Language staff agreed that this was a good opportunity for their program participants to have the ability to interact with the City and share opinions on a very relevant topic. Downtown Languages participated both because they felt the project furthered their mission and benefited their families. The City of Eugene was able to provide Downtown Languages monetary support for outreach assistance - for their time and assistance recruiting participants, coordinating interview times and providing a trusted, familiar space for the interviews. As an incentive, the City also offered a $50 dollar grocery card and a family punch card pass to City pools to interview participants. Downtown Languages felt it was very relevant and appropriate to compensate interview participants. Interviewees were very appreciative. These was a successful incentives that built relationship and trust between City staff, DTL and the families they serve.

In addition to debriefing to gain feedback about the process, the City will provide copies of the report to the nonprofit so that DTL can share outcomes with their program participants.

Recommendations:
1. When approaching non-profit organizations about a collaboration, consider key factors:
   - How does a potential collaboration relate to the organization's mission?
   - What resources (employee time, skills, access to the community, services, et cetera) are you asking the non-profit organization to invest?
   - What resources are you offering in return? (monetary, access, services, et cetera)
       o For example, Lane Arts Council currently compensates organizations monetarily for services as "content experts."
2. Approach the nonprofit organization in a timely fashion. Annually, biannually or at the beginning of a project, not at the end.
   - For example, if the City is planning a Latino festival or related event, engage nonprofits during the planning process, and ask where they think they could provide help and what they might like to be involved in. Do not

wait until the end of the project and simply ask for help in advertising the event or if they want to have a table there.

3. Think critically about whether your project is a good fit with the non-profit's mission and needs and the needs of their clients, and use these as measures for how or whether or not you consider reimbursing the nonprofit. Are you asking for a collaboration that only advances a City project, such as asking a small nonprofit to advertise a City event? Consider monetary reimbursement. Are you asking for access to the community? Consider monetary reimbursement to the nonprofit, and other incentives (such as coupons for pool access) to participants. Are you seeking a long term collaboration? Have thoughtful discussions with the nonprofit organization (way ahead of time) to see if it fits their current goals, and work with the organization individually to determine how mutual benefit can be achieved.

4. Keep nonprofit organizations informed of project outcomes – once a project has been completed, offer the chance for nonprofit organizations to comment on the collaboration process, as well as the results.

5. Look for ways to build long term relationships with non-profit organizations and directly with the communities with which they work.
   - City staff may attend open non-profit events, meet community members and staff and talk about services the City offers.
   - Centro Latino Americano offers space to local organizations to table each month when community members come to pick up bus passes. Contact Centro to learn more about this opportunity.

6. Centralize and standardize these practices.
   - Many City departments work with, or are interested in working with, nonprofit and community organizations to increase outreach and to host Latino-friendly events. City should collaborate on resources and standardize their collaborative and outreach practices.

Examples of requests that may challenge nonprofit capacity restraints or create tension between potential collaborators, and suggestions on how to modify the request.

8. Asking an non-profits to text their clients reminders about City events may create an overload of information for community members and is time-consuming to already resource-strapped non-profit organizations.
   - Try: (1) Talk with non-profit leaders to see which City events best match their non-profit's mission, and ask how the non-profit might be interested in helping to advertise for them – fliers, hosting a City representative to talk about the event, texts, et cetera. (2) Offer compensation in exchange for a phone-based "alert" system where the non-profits can text clients interested in information about City events.

9. Asking a non-profit to help provide community classes, but not providing the majority of staff and support. This creates a large burden to the non-profit organization and detracts from their organization's goals and missions.

- Try: (1) When collaborating on a service, first discuss which resources and services each organization is able and willing to provide. Determine how it benefits the non-profits' clients. (2) Consider compensating the non-profit if it will take the non-profit away from its other, funded activities for a significant amount of time, or if it does not provide significant value to the non-profit's current clients.

10. Planning a City event and approaching non-profit organizations for opinions and support only after the majority of planning is complete, with little time left before the event takes place. This pulls non-profit organizations away from their scheduled activities and does not allow non-profits time to contribute or develop processes or opinions for the event or outreach.

- Try: (1) Approach the non-profit organization early, at the beginning of planning, in order to get feedback for event planning and on how the non-profit would like to be involved in the process. This allows non-profit organizations to plan for involvement, provide input, and involve their clients meaningfully.

APPENDIX C

PHASE 2 OUTREACH QUESTIONS FOR COMMUNITY

First 30 Minutes: Intro and Park Specifics

Introductions/Reason for Project: A few years ago, Professor Gerardo Sandoval did research in the area and learned that many members of the Latino community didn't feel safe in public parks. We want to know more about that – how you feel, and how to make parks feel safe, welcome, and comfortable. Last year, we talked to 400 people at events around the city. Main themes from this outreach included providing more facilities in parks for family gatherings, more soccer fields, more rules in parks, et cetera. We're now working on getting specifics so we can create these parks. We have questions that relate to different categories and hope to get information about any that relate to your experiences. If a question doesn't make sense, please ask us more. There may be some questions you don't have much to say about, feel free to share as much or as little as you like. Any questions before we start?

Proximity (Accessibility - Geographic)
We'd like to start by asking about your use of parks in general. We have a map, here, to look at current parks in the city.
- What parks are closest to where you live? (use map)
- How frequently do you go to those parks?
- Do you go to any other parks? Which ones? (use map)
- Are there any areas you wish had parks, but don't? (may refer to maps that have general areas where might be new parks)
- How do you get to those parks? (*Walk, bus, drive, bike)*
- How frequently do you go to those parks that are further away?
- What are the reasons you go to parks, either close or far away from your home? (*ex. Relax, be active, spend time with family/friends, children, play sports, go to public event, hold own private event…)*

Amenities (Accessibility – Amenities)
Different parks offer different amenities, like picnic tables, bbqs, sports fields, places with nature, playgrounds, shelters, picnic tables, etc. We want to know which amenities are most important to you.
- These are the things we heard were most important in parks: *Space, nature, place to gather for party, family friendly, playgrounds, bathrooms, shelters, tables, grills, water, classes, a place for children to play, soccer, other sports*
  - Which of these are most important to you?
  - In regards to shelters and tables, which is more important? Do you need both? Or would one or the other be sufficient for your needs?

- How far are you willing to go for a park with these amenities? How would you get there? How often?

Reservations/Rules
During previous outreach, we heard that finding spaces in parks and making reservations is a difficult process, and that it's hard to know what the "rules" are for using and being in parks. We'd like to hear some of your thoughts about using different amenities like picnic tables and reserving spaces in parks, and sharing the spaces with others
- Have you ever reserved or tried to reserve a space in a park? Field, picnic tables, shelter, etc
    o What did you want to reserve the space for?
    o How did you reserve it? (on the phone, in person, internet, etc)
    o If you haven't, why not?
- Have you ever tried to use a space, but someone came and said they'd already reserved that spot?
- What would you want to see as the system for reserving or using spaces and different amenities in parks?
- How do you know what the rules are in Parks?
    o Have you ever had a situation where you were told you weren't following the rules? (*Making a reservation, noise, etc*)
    o What happened?

Soccer
Many people indicated they would like more access to palces they can play soccer in the City. Including official fields and more space in general
- Do you or members of your family go to parks to play soccer?
- Where do you go most often, and why?
- Have you ever reserved a field to play soccer?
- Would you be willing to play in smaller fields/with smaller goals than regulation soccer fields?
- How far do you travel to go to Parks where you play soccer? How do you get there?

Naming Parks
During outreach, we heard that naming a park or part of a park for something that holds meaning for the Latino community could be important in making the Latino community feel more welcome in parks. There are a few new parks that the City is acquiring. We may also be able to name parts of parks, such as shelters and soccer fields, etc
- Do you have any idea for what kinds of names might be inspiring, or connect to your community? *Person, place, etc*
- If there is enough interest, the City will conduct outreach efforts to help gather ideas. Would you be interested in helping name a new park? Are there other members of your community or groups who might be interested in helping name a park?

Vendors/Programming
Parks and Recreation are interested in creating a more festive environment at parks. The City has begun allowing vendors into a few Park areas (Alton Baker, Oakmont) and is looking into allowing more. These might include food vendors, balloon vendors, etc
- What sorts of vendors would you like to see in the parks?
- Why do you think there aren't vendors there, now?
- *If seem interested, can provide more information*

Art/cross-cultural education
- What else would you like to see in Parks to help make them more welcoming?
  - Educational signage that talks about different cultural histories or facts
  - Community-created artwork
  - More classes in Spanish
  - Cultural festivals
- Where would be the best parks for these options?
- Do you know any artists in yoru community?
  - If yes, City is looking to include a Latin@ artist on a committee that will be picking artwork for the city. Do you think they might be interested?

2nd 30 MINUTES: OUTREACH AND MARKETING
Parks and Recreation are interested in learning more about how to get information to you, and your community, about open park spaces and other events
- In general, how do you learn about public events, or good parks to go to?
- Have you ever gone to a public event, festival, class, at a recreation center or park?
  - How did you hear about it?
- Have you ever tried to find out more information about available parks or public events?
  - Where did you look/who did you talk to? (*Friend or family, person from Parks/Recreation, other organization, online, newsletter, etc*
  - Have you ever used the Rec guide/Park map?
    - Parks and Recreation is working on prioritizing translation. In these resources, which categories are most interesting to you? Better to be written or online? Where is it best to be available? (in local organizations, at the rec centers, etc) Would you use social media?
    - Rec Guide categories:
      - Adaptive Recreation
      - Camps
      - Child Care
      - Youth Activities
      - Youth Swimming
      - Family Recreation
      - Adult Activities
      - Adult Health and Fitness
      - Adult Swimming
      - Adult Sports Leagues

- Adult Outdoor
- Senior Activities
- Senior Health and Fitness
- Senior Outdoor
  - Map Categories:
    - Park resources
    - Eugene Parks and Open Spaces – background/general information
    - Trails
    - Park rentals
    - Volunteer Opportunities
    - Outdoor Programs
    - Play Ball
    - Places to Swim
    - Community Hubs
    - Adaptive Recreation
    - Culture n Eugene
    - Legacy Program
    - Get Connected "Special Places and Programs", Community Partners

Parks and Recreation want to know how best to share information
- What would be the best resource? *Someone to talk to, a number to call with people who are able to talk, printed information, online information*
- Right now, a lot of information is online
  - Do you have easy access to internets/computers? Do you feel comfortable using computers?
  - Would it be helpful if Parks prioritized translating material online, or would you prefer to have more written materials/opportunities to talk to people by phone or in person?

Safety
Coming back to the issue of Safety in Parks: Parks and Recreation hope to create environments that feel like they are yours, and of your community. A few questions about your experiences in Parks
- Have you ever had a situation where you felt unwelcome/unsafe/uncomfortable in Parks or at public events (*ask all three as separate questions)*
- When/where/why/what heppend?

General outreach:
- If you had ideas about how to improve Parks/other services, where would you go to share them/who would you be the most likely to ask or tell about them?
- What are the biggest barriers to getting more information about public services
- Do you feel like it's possible or easy to share your opinions about the services that are offered by the City of Eugene?
  - How do you share your opinions, now?
  - What would make it easier or possible?

APPENDIX D

INTERVIEW QUESTIONS FOR EXPERTS

**Interview Questions for Nonprofit Organizations, Advocates,
and Government Staff ***
(*adjusted according to role)

- How do you support the Latino population in Eugene?
    - How does this relate to your organization and/or role's overall mission?
    - What specific programs do you offer?
    - What are some general services that you offer?
- On short term/long term basis, how do you decide how to best utilize your resources? (time, staffing capacity, knowledge, community needs, funding, etc)
    - When you're approached by an outside source to partner on a particular project – how do you decide whether or not you will work with that organization?
- In what ways do you/your department/the nonprofit organization partner with departments in the City of Eugene?/
    - Which departments and organizations have you partnered?
    - Describe this partnership:
        - Formal, informal aspects
        - Currently, historically, future
- What are the greatest overlaps between services that are provided by the City and by the nonprofits? What are the greatest differences/specializations?
- When we talk about integration, or inclusivity, or equity: what are your / you organizations' goals? What is the vision you are working towards?
- What are other organizations in the community working with similar populations or with similar missions/goals?
    - What collaborations do you have, or hope to have, with these organizations?
- What are the reasons for you/your organization/your department to work with other organizations or departments on government related processes?
    - Right now, the Inclusive Parks project. What are your opinions? If you had a role in the project, what were the reasons that you got involved?
- How do you believe your voice impacts the outcomes of government projects?

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