

# **Evaluation of the Hispanic/Latino Community-Based Dispute Resolution Project**

Prepared for the Oregon Mediation Association  
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## Executive Summary

This document reports an evaluation of Phase II of the Oregon Mediation Association's Hispanic/Latino Community-Based Dispute Resolution Project (Project), funded by the Hewlett Foundation. Phase II entailed the implementation of community outreach strategies in five specific localities in Oregon. The Community Dispute Resolution Centers (CDRC) who participated include:

- Community Dispute Resolution Program (Deschutes County)
- East Metro Mediation (Multnomah County)
- Linn-Benton Mediation Services (Linn and Benton Counties)
- Mediation Works (Jackson County)
- Resolutions Northwest (Multnomah County).

This evaluation focuses on the aggregated and individual efforts of the CDRCs roughly over the course of the grant period and as of October 15, 2004, with respect to their attainment of the original goals set forth for this project. The goals were to:

1. Increase Oregon Hispanic/Latino participation in Appropriate Dispute Resolution (ADR),
2. Increase knowledge about Hispanic/Latino needs and preferences for ADR,
3. Develop an understanding of and address culturally based conflict, especially in relationship to the Oregon Hispanic/Latino population, and
4. Build partnerships between ADR services and communities who utilize them.

Substantial and consistent evidence for the achievement of the four goals was found. In Part II, empirical data portrays the extent to which these goals were achieved. First, outreach data such as translation of materials into Spanish, distribution of such materials, and interactions with community partners are reported. Then, because outreach effectiveness is indicated by the level of services sought (and provided), data on a variety of services is examined. The number of inquiries rose from 74 to 441, the number of contacts made with program staff increased from 13 to 192, the number of mediations started during the Project increased from 50 to 84, and the number of mediations completed grew from 3 to 67. The final section of Part II reports on the more modest growth in Hispanic/Latino mediators, staff, volunteers and board members, and the impressive efforts made to establish partnerships with other community organizations and public agencies.

Part III summarizes key findings regarding factors that contribute to successful projects, such as hiring professional staff, hiring staff with strong pre-existing links to the Hispanic/Latino community, and outreach methods that may be shared and exchanged among CDRCs. Specific challenges to successful implementation included difficulties in recruiting, training and retaining volunteer bi-lingual and bi-cultural mediators and the ethical dilemma of generating demand for services at risk of discontinuation. Finally, the document ends with a brief conclusion and recommendations for future program development and evaluation.

## **Introduction**

This document reports an evaluation of Phase II of the Oregon Mediation Association's Hispanic/Latino Community-Based Dispute Resolution Project (Project), funded by the Hewlett Foundation. Phase II entailed the implementation of community outreach strategies in five specific localities in Oregon. The Community Dispute Resolution Centers (CDRC) who participated include:

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- Resolutions Northwest (Multnomah County).

This evaluation focuses on the aggregated and individual efforts of the CDRCs as of October 15, 2004, with respect to their attainment of the original goals set forth for this project. The goals were to:

5. Increase Oregon Hispanic/Latino participation in Appropriate Dispute Resolution (ADR),
6. Increase knowledge about Hispanic/Latino needs and preferences for ADR,
7. Develop an understanding of and address culturally based conflict, especially in relationship to the Oregon Hispanic/Latino population, and
8. Build partnerships between ADR services and communities who utilize them.

This document is organized into five parts. Part I provides a brief description of the approach used in this evaluation. Evidence addressing the extent to which the four above goals were achieved by the CDRCs is presented in Part II. Part III summarizes key findings regarding factors that contribute to successful projects, specific strategies for effective outreach implementation and obstacles to achieving stated goals. Finally, the document ends with a brief conclusion. Additional information and performance data on each of the five CDRCs is provided in Appendix A.

## **Part I. Approach**

Program evaluations can be conducted in multiple ways. The philosophy adopted here was to directly involve Project participants in the evaluation. This approach achieves several objectives. First, under time and resource constraints, it is efficient to ask Project participants to provide data in forms that are most compatible with their existing recordkeeping protocols. Since this was largely an "after-the-fact" evaluation rather than initiated at the beginning of project implementation, this evaluation design accepted the constraints of existing recordkeeping practices.

Second, an overriding objective for this evaluation is to add to our collective understanding and knowledge of the adaptations needed for CDRCs in order to best serve the Hispanic/Latino population of Oregon. This evaluation is intended to generate thoughtful reflections and practical insights into the challenges of providing basic infrastructure for the outreach and service to this population, not to assess the adequacy of individual CDRC efforts. Therefore, the notion of research “objectivity” is of lesser importance than the intimate knowledge of the work conducted, which is held by the participants themselves.

Data were collected through a survey form completed by the CDRCs, a review of existing written documents including project reports, and comments heard in group meetings in April and October of 2004. The surveys completed by the CDRCs provided both quantitative data as well as descriptive narratives of mediated cases, selected by the CDRCs.

The Community Dispute Resolution Program in Deschutes County (now called the Central Oregon Mediation Latino Project) faced a series of exceptional challenges during the period of this grant. Consequently, the program is considered in the discussion of the attainment of goals when data has been provided, but is largely absent in compilation of quantitative data.

## **Part II. Attainment of Project Goals**

This section reports the attainment of program goals by the participating CDRCs as group. Data is grouped into two time periods: Prior to project start and 7/1/03-10/15/04. The latter period is presumed to capture the efforts, activities and achievements made possible by the Hewlett grant.

### **Goal 1: Increase Oregon Hispanic/Latino participation in Appropriate Dispute Resolution (ADR)**

This goal was assessed based on three areas of achievement: information and outreach, service, and personnel. The first step to increase participation in ADR is to create an awareness and understanding of the processes available among the target population. The second step is the delivery of actual services. These two steps build on one another and in many ways, success of the outreach campaigns forecasts future demand for services. The third set of indicators examined addresses the people involved in the CDRCs’ efforts. An increase in the number of Hispanic/Latino mediators, volunteers, staff and board members reflect importantly both the involvement and commitment of members of the Hispanic/Latino communities as well as a positive outlook on the appropriate development of mediation services to the members of these communities. The data are presented in text and graphic formats. Although the data points are admittedly few, the graphs effectively provide a visual sense of the tangible gains made through this Project.

## INFORMATION AND OUTREACH

The first set of indicators of Project success centered on increasing awareness and understanding. These indicators included the number of materials of various types translated into Spanish and distributed in appropriate locations.

Prior to the Project, only three of the five programs had any materials about their programs or mediation services available in Spanish. In one case, although an advertising document was written in both Spanish and English, the overwhelming distribution was to English speakers. The materials available in Spanish included items such as brochures, event announcements and business cards.

The Project made possible the translation of more than 80 different documents. In addition to advertising flyers, posters, brochures and business cards, and various forms necessary for mediation services provision, simple but overlooked and incredibly important tasks such as providing Spanish versions of answering machine messages were accomplished.

Larger efforts, such as translating socio-dramas for radio broadcasts and for mediator training sessions were also completed. These products may be exchanged among the CDRPs to optimize their exposure and use.

**Table 1. Examples of Materials Translated into Spanish**

<b>Before Project Start</b>	<b>7/1/03 – 10/15/04</b>
CDRC Brochure	Informational fliers
Brochure about mediation	Posters
Consent of Mediate form	Business cards
User Satisfaction Questionnaire	Answering machine message
	Telephone response list
	Brochure
	Documents for client case files
	Other internal documents
	Documents for Basic Mediation Training
	Socio Dramas

During the period 7/1/03-10/15/04 (16\_ months), the number of discrete pieces of Spanish-language materials distributed mushroomed from fewer than 2000 to nearly 9000. Among these “items” were two radio programs discussing the Spanish language mediation services provided by CDRCs, with a listener audience in one case estimated at 5,000 persons.

Prior to the Project, an estimated 19 meetings or workshops were convened by four of the five participating CDRCs targeting Hispanic/Latino residents. The Project supported continued offerings, in some cases enabling a program to offer 7 events in 17 months

compared to 7 in the previous total years of the CDRC's existence. In another case, a program increased its activity from 3 to 24 events.

Networking with other organizations involved with the target population offers opportunities for exposure and entry into this population. Piggy-backing on meetings sponsored by partners or other organizations is another way to reach out to new populations. Although information on such efforts prior to the Project was not generally available from the CDRCs' records, this was clearly an approach that the CDRCs utilized during the 17-month period of this evaluation. Two programs attended 51 and 69 meetings or workshops at which they were able to speak about their programs.

Note that the above data represents *effort*, not *impact* or *effectiveness*. Attaining measures of impact or effectiveness would entail venturing into the target population and applying various methods to determine the level of message reception by the target population, such as surveying Hispanic/Latino members of the community randomly to determine their levels of exposure to the CDRCs' material and level of understanding regarding the CDRCs' mediation services. A surrogate approach to measuring effectiveness of outreach is the level of services sought by the target population. This is discussed in the next section.

## SERVICES

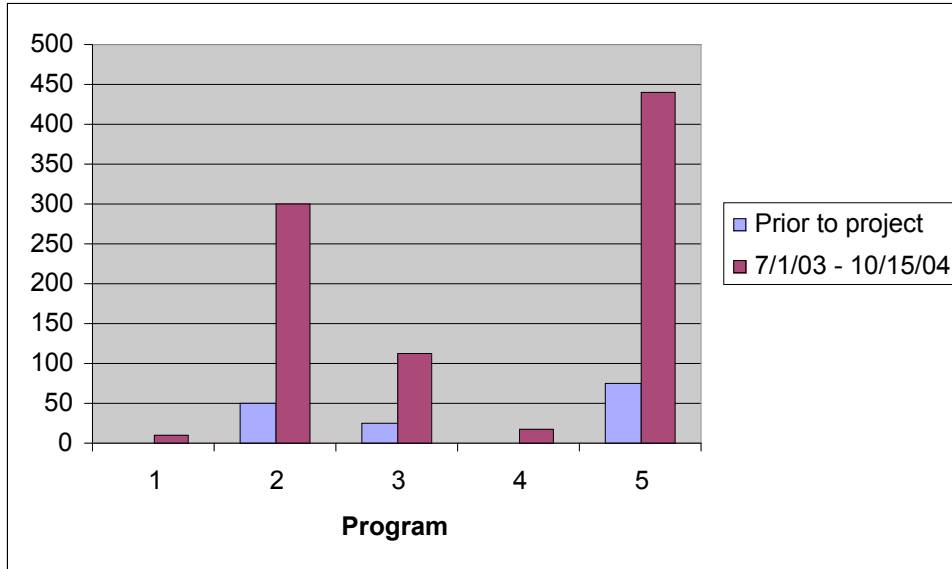
The provision of mediation services to the Hispanic/Latino communities grew exponentially in the short interval of the Project's life. Four indicators are useful in understanding the success of a program in its early stages: number of inquiries, number of meetings with program staff, number of mediations started, and number of mediations completed.

Figure 1 displays data reported regarding the number of inquiries about mediation made by Spanish-speaking persons. Prior to the Project, inquiries about mediation services by Spanish-speaking persons were either not recorded as a separate category, or were relatively infrequent. During the 17-month period covered by this evaluation, the number of inquiries grew from 74 to 441, nearly a 600% increase. Every program received more inquiries. This explosion of activity, experienced most profoundly by LBMS and Mediation Works, can be interpreted as a clear indication of the success of the information dissemination campaigns and outreach efforts.

(Note: In the tables, Program numbers on the x-axis correspond to the following:

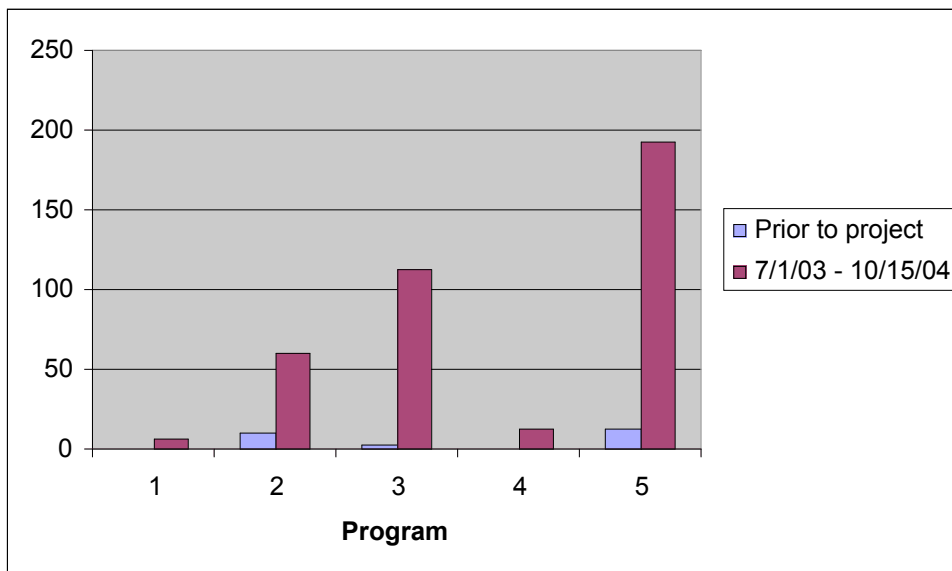
Program 1	East Multnomah Mediation
Program 2	Linn/Benton Mediation Services
Program 3	Mediation Works
Program 4	Resolutions Northwest
Program 5	Total of All (4) Programs

Accordingly, data are presented for each program and in the aggregate for all programs.)



**Figure 1. Number of Inquiries, Before and After Project Start by Program and Total for All Programs**

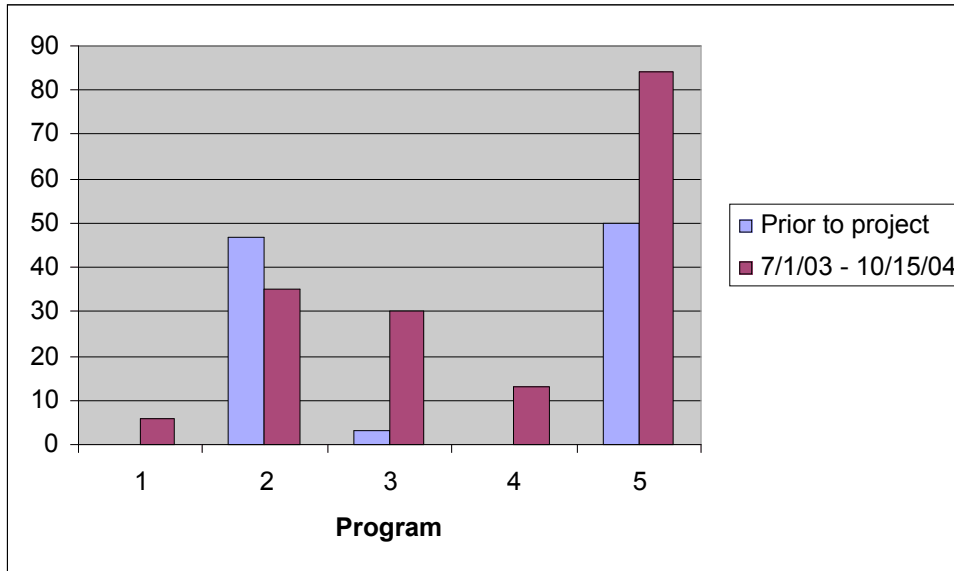
As displayed in Figure 2 below, the number of direct contacts made about mediation services to the programs increased from a total of 13 (which may be an underestimate due to the lack of available data at two programs) to a total of 192 across all four programs. Again, all programs experienced an increase in the number of direct contacts made between prospective Spanish-speaking disputants and CDRC staff.



**Figure 2. Number of Meetings with Development Coordinator, Before and After Project Start by Program and for All Programs**

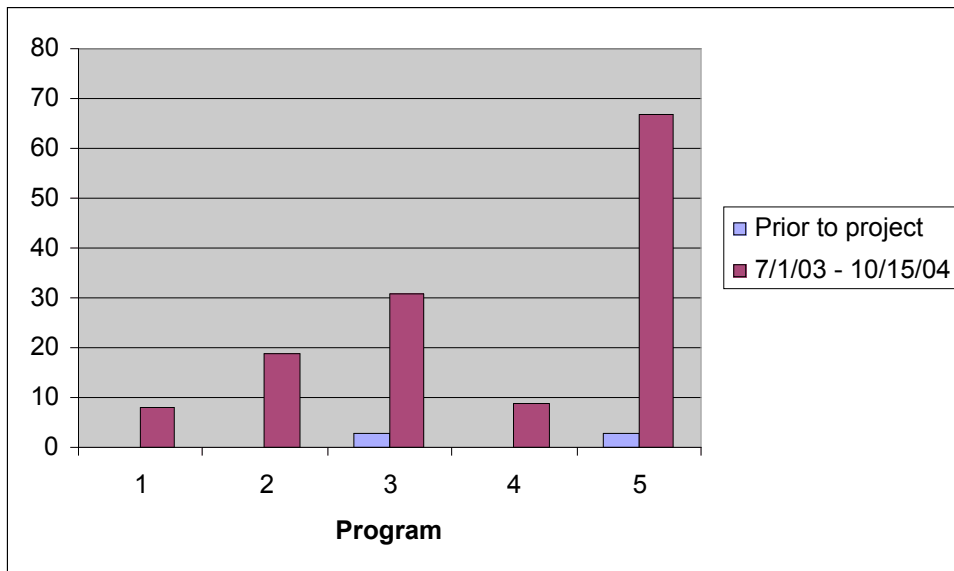
The number of mediations started during each time interval increased from 50 to 84. As shown in Figure 3 on the next page, with the exception of Program 2, Linn-Benton

Mediation Services, all CDRCs experienced an increase in the number of mediations started involving Hispanic/Latino disputants. The higher number of cases begun for LBMS is attributed to LBMS's acquisition of a mediation organization with a relatively longer history in serving Hispanic/Latino communities.



**Figure 3. Number of Mediations Initiated, Before and After Project Start by Program and Total for All Programs**

The number of mediations completed increased from 3 to 67, ranging from a low of 8 at one program, to a high of 31 at another during the 17-month period of the Project.



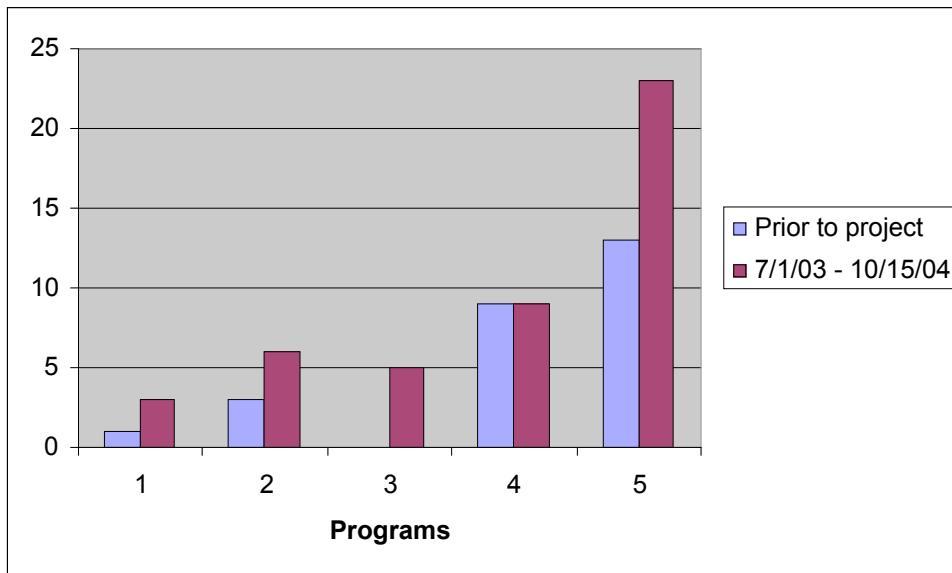
**Figure 4. Number of Mediations Completed, Before and After Project Start by Program and Total for All Programs**

## HISPANIC/LATINO VOLUNTEERS, STAFF AND BOARD MEMBERS

Lastly, the number of bi-cultural, bi-lingual volunteers, staff and board members is an important indicator of the potential effectiveness of service provision to Hispanic/Latino communities. The number of bi-cultural and bi-lingual mediators has direct implications for the quality of the service provided; the numbers of bi-cultural and bi-lingual volunteers, staff and board members portend longer-term benefits as well buy-in and ownership of the mediation service by the community.

The following data was collected for four time intervals: (1) Prior to 7/1/02, (2) 7/1/02 to 6/30/03, the year prior to the Project start, (3) 7/1/03-6/30/04, the first year of the project, and (4) 7-1-04 to the present. However, the figures to be compared below are those of the highest number given for any period prior to the grant, and the numbers as of 10/15/04.

The number of Hispanic/Latino mediators at all programs grew modestly during the Project, except for one CDRC, at which the number remained stable. At present, there are from three to nine Hispanic/Latino mediators available at the various programs. The CDRC with the highest number of Hispanic/Latino mediators does not correspond with the program with the highest level of activity.

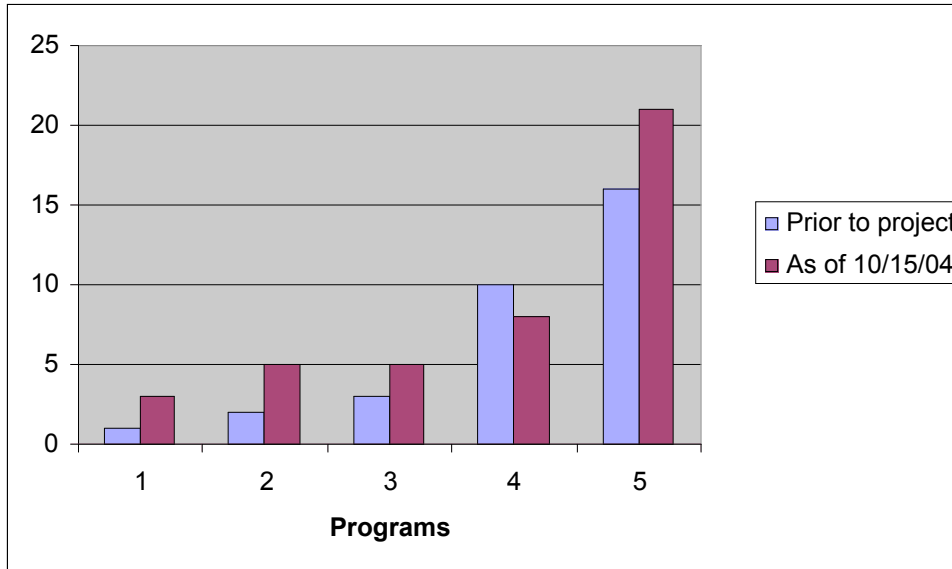


**Figure 5. Number of Hispanic/Latino Mediators, Before and After Project Start by Program and by Total for All Programs**

Two of the four programs had either one or two Hispanic/Latino staff members before the Project was initiated. All four programs now retain one Hispanic/Latino staff person,

although one program has been able to only partially fund the position. Clearly this factor is related directly to budgetary concerns.

The number of Hispanic/Latino volunteers has shown a healthy upward trajectory, with the exception of one program, Program 4 Resources Northwest, which experienced a slight decrease in the number of volunteers. Slow but steady growth in numbers is considered a “healthy” sign because of the challenges of training and retaining volunteers, as noted later in this report.



**Figure 6. Highest Number of Hispanic/Latino Volunteers, Before and After Project Start, by Program and by Total for All Programs**

The success of the programs in recruiting and retaining Hispanic/Latino board members has been less impressive. Although all four programs had one and only one Hispanic/Latino board member at one time or another, only one program had a Hispanic/Latino board member as of 10/15/04.

Goal 2: Increase knowledge about Hispanic/Latino ADR needs and preferences, and Goal 3: Develop an understanding of and address culturally based conflict, especially in relationship to the Oregon Hispanic/Latino population

The *Phase I Need Assessment Summary Report* contributed considerably toward Goal 2. The experiences of the CDRCs during Phase II can add to the assessment of needs and preferences by providing documentation of actual uses of mediation services. In other words, the types of disputes brought to the CDRCs during the study period provide *de facto* evidence of the needs and preferences of the Hispanic/Latino community for mediation services. (That said, it must also be cautioned that the types of cases *initially* brought forward may not reflect the true range of needs and preferences. In a sense, these early cases may represent the “low hanging fruit.”)

Table 2 (below) characterizes the types of disputes brought to the CDRCs through the Hispanic/Latino Dispute Resolution Project. Data on cases involving Hispanic/Latino parties prior to the start of the project were not generally available from the CDRCs.

**Table 2. Types of Cases Mediated by Project CDRCs**

II.

Category or Type Of Cases Mediated	7/1/03—10/15/04	
	Number of Cases	Percentage of Mediated Cases
Family	24	31%
Neighbor-to-Neighbor	19	25%
Small claims	21	28%
Victim-Offender	12	16%
Total	76	100%

The cases brought to Spanish-speaking and bi-cultural mediators in the Project CDRCs during the grant period can be divided into two categories: (1) cross cultural, e.g. those involving a Hispanic/Latino party and a non-Hispanic/Latino party, or (2) Hispanic/Latino cultural, e.g., involving two Hispanic/Latino parties. Further, the main issues of contention in some cross-cultural cases were not at their core essentially cases of cultural differences, but rather problems arising due to language challenges and miscommunication. Conversely, in some cases the substantive basis for the dispute was inflamed by actual or perceptions of cultural prejudice by one or both of the parties. In the mono-cultural Hispanic/Latino cases, generational differences especially between family members appeared to present a frequent source of irritation in family conflicts. Finally, one CDRC reported a situation in which two non-Hispanic/Latino parties were mediated by a Hispanic/Latino mediator and one of the parties made a discriminatory remark directed towards the mediator.

Although this evaluation effort obtained only snapshots of the variety of cases mediated for members of the Hispanic/Latino communities, these cases suggest the types of challenges likely to be encountered in this work and thereby enhance our understanding of culturally-based conflict and how to address it. Provision of mediation services to the Hispanic/Latino communities is encumbered by communication challenges, differences in behavioral expectations due to different cultural frames (including intergenerational differences), and cultural or racial stereotyping and prejudice. The incidents reported were effectively handled in the sense that an agreement was reached through the mediation. However, data was not collected regarding the techniques used in response to these types of situations.

Finally, it was noted that many “mediations” may actually occur spontaneously during face-to-face or even telephone interactions with prospective clients.

Goal 4: Build partnerships between ADR services and communities who utilize them.

The list of partner organizations provided by the four CDRCs is impressive. The types of organizations range from Catholic churches to public schools, criminal justice agencies and local governments to Hispanic/Latino community health organizations. Collectively, the four CDRCs named more than 56 partner organizations. The fewest number of partners listed by any program was 3; the largest number was 26.

Table 3 lists many of the partners identified by the CDRCs.

**Table 3. Partner Organizations**

B.E.A.R.S. (Advocates for the Mentally Ill)
Benton County Courts
Community Action Teams (CAT)
Change Point
City of Fairview
Community Outreach, Inc., Corvallis
Community Outreach.
Community Works
DA's office, Project Safe Neighborhood
El Centro Hispano
El Programa Hispano
El Programa Hispano
English Language Learners (ELL) in public schools
Grant-Madison Caring Community 3, part of county school and community partnerships
Head Start
Hispanic Interagency Committee
Hispanic Interagency Committee
Hispanic PTA and PTO groups
Jackson County Juvenile Dept.
Jackson Street Youth Shelter, Corvallis
La Clinica del Valle/Pac Hwy.
La Clinica del Valle/West Main
Latino Chamber of Commerce
Latino Club at Rogue Community College
Latino Network
Lincoln Elementary School, Corvallis
Linn County Commissioners
Linn County Courts (Mediation Services and Referrals)
Linn County Juvenile Department (referrals)
Linn County Public Safety Coordinating Council
Local Law Enforcement
Madison High School
Medford Police Dept.

Medford School District (ESL/ELL) Programs
Mt. Hood Community College
Neighbor-to-Neighbor, Salem
North Portland Resource Team/Network North Portland
OCHA (Oregon Council for Hispanic Advancement)
On Track
Oregon State University
Ortiz Center county programs
OSU Thrift Shop
Rogue Valley Council of Governments
Sacred Heart Catholic Church
Scio High School
South Albany High School
St. Joseph's Catholic Church, Salem
St. Mary's Catholic Church, Corvallis
State of Oregon, Child Support Division
State of Oregon, Housing and Community Services
United Way of Linn County
University of Oregon School of Law
Various cities and county social services agencies
West Albany High School
West Medford Family Center
Willamette University College of Law

The programs described a range of activities and levels of interaction that they enjoy with their partners. In some cases, the relationship was established in order primarily to facilitate referrals from the partner to the CDRC. Though a relatively small gesture, referrals were noted as an important element in the effort toward building trust between prospective users and the CDRC. As noted above, CDRC staff also meet regularly with partner organizations, either by attending their regular meetings or by special arrangements. Other activities include community-building within the Hispanic/Latino communities, such as participating in holiday celebrations, conducting trainings for partner organization staff, and partnering on grants. These interpersonal relationships are essential for ensuring that the partner organizations understand the nature of the services provided by the CDRC and for building strong, long-term organizational partnerships. Finally, partners are organizations and agencies that provide funding to the CDRC.

### **Part III. Summary and Key Findings**

The Oregon Mediation Association's Hispanic/Latino Community Dispute Resolution Project made *substantial headway in areas represented by the four Project goals*. As shown in the above section, participation in dispute resolution services by Hispanic/Latino members of the community increased overall across the programs as well as at each individual program site. More detailed information on the individual programs is provided in Appendix A. An important point that is made in analyzing the

achievements of each of the program individually is the upward trend in provision of services to Hispanic/Latino communities over the past few months of the Project.

The groundwork for continuing to draw in Hispanic/Latino disputants has been laid with the translation of publicity materials into Spanish and the establishment of organizational linkages with key organizations in the Hispanic/Latino community. The capacity of the CDRCs to provide services to Spanish-speaking members of the community has also been improved with the translation of numerous mediation informational documents and case processing forms, training of bilingual and bicultural mediators, and the overall raised awareness and commitment of the CDRCs to servicing this growing segment of Oregon's population. The growth in services noted during the 17-month period of this evaluation can be expected to continue as word-of-mouth about the (successful) services provided spreads throughout Hispanic/Latino communities.

There are a number of strategies key to effective implementation and outreach suggested by the Project. A major element is the central role that professional staff can play. Paid staff offers stability and a commitment to the job that will provide consistency in service and continuity for the program. Paid positions engender a sense of responsibility unencumbered by additional commitments (such as tasks associated with jobs that pay the bills) and also implicitly establish a line of accountability, since staff not fulfilling responsibilities may be fired. Paid staff also creates an informal repository of growing expertise, as the staff person accumulates important but undocumented knowledge through daily experiences on the job.

Second, the CDRCs that were fortunate to hire persons with pre-existing relationships with prospective partner organizations in Hispanic/Latino communities consistently applauded this asset. These persons brought to the organization not only an established network of personal connections, but also an understanding of the "lay of the land" of the various relevant organizations, agencies, and key persons at each.

The hiring of persons familiar with the Hispanic/Latino communities enabled these persons to construct an effective system for referrals quickly. In practical terms, "cold calls" to the mediation programs were reduced. Although specific attributes of the Hispanic/Latino program coordinator will vary according to the needs of the community and the program, CDRC staff noted the following "critical" qualities and skills:

- Bi-lingual, preferably bi-cultural
- Personable
- Ability to outreach
- Able to convey and command respect
- Time and commitment
- Experience with the Hispanic/Latino community
- Ability to move in/out/through different communities easily

The CDRC staff also repeatedly emphasized the importance of face-to-face contact and word-of-mouth communications in the community. Although translated written materials

for distribution are not unimportant, in the Hispanic/Latino community personal appearances by the CDRC staff was viewed as essential. The use of Spanish-language socio dramas also was identified as an effective method to engage audiences. As a cautionary note, at the same time that personal relationships are awarded high value, it is important to keep in mind developing the infrastructure for organization-level relationships to minimize losses due to changes in personnel at either end.

Finally, it is worth pointing out that some of the work done by one CDRC can be used as a template or even transferred wholesale to other CDRCs. While informational materials specific to each program is likely more appropriately done at each CDRC, educational information about the mediation process and training materials can likely be readily shared. The effectiveness of socio-dramas may be worth further examination; while it may be less effective in recruiting volunteer mediators, it is likely that it is one of the most effective means of disseminating awareness of the mediation option to the wider population. Socio-dramas require a substantial investment of time and resources to develop but they are also ready transferable among programs. Three CDRCs wrote at least one socio-drama and trading of scripts occurred with apparent success.

Several obstacles to meeting original goals emerged. The experience of the (now called) Central Oregon Mediation Latino Project demonstrates the obvious importance of stable and continuing leadership. The lack of success of all programs identifying and retaining Hispanic/Latino board members is disappointing, although not surprising. The high demands placed on persons of color to represent ethnic or racial minorities in leadership roles in a variety of institutions is well-known. The lack of Hispanic/Latino board members, however, has not seemed to have encumbered efforts of the Project and perhaps can be offset at least partially by well-networked and well-respected Hispanic/Latino staff persons.

The programs consistently faced challenges in recruiting, training and retaining Hispanic/Latino volunteers. Despite substantial investment in advertising mediation training in Spanish and English, attendance was unexpectedly low and often irregular. It was noted that training hours should be scheduled for longer-than-normal hours to anticipate tardiness of the trainees and the need for repeated translation (into Spanish or into English). The lack of Spanish-speaking mediation trainers is itself an additional burden to the time requirements of training, since working with a non-mediator Spanish-language translator creates additional opportunities for miscommunication and the consequent need for correction.

Mediation training alone is intensive and requires a sizable commitment of time. Gaining experience as a co-mediator adds many more hours to mediator development and can be drawn out over an extended period of time due to the irregularity of cases and scheduling difficulties (e.g. the volunteer must be available when the services are needed and convenient for the users). The idiosyncratic nature of co-mediation opportunities can impede efforts to provide mentoring, as volunteers struggle to maintain flexibility in their schedules to enable their availability for mediation in the face of competition for their time and attention from other more regular demands (such as family and work).

As a side note, one CDRC noted that the retention of volunteers should be awarded high value since losing a volunteer represents a loss of considerable investment, experience, and talent. It was suggested, consequently, that organizations need to develop a means to reward volunteers on a regular basis.

Finally, the threat of losing ongoing funding presented a challenge to the programs. In an ideal world, good ideas would be adequately funded forever. The need to provide mediation to services to the Hispanic/Latino population in Oregon has been established by the Hispanic/Latino Community-Based Dispute Resolution Project. In the course of doing so, however, staff involved have been troubled by the ethical dilemma of creating an awareness of need and expectations among the population in the absence of assured funding that would enable continued services. Although writing proposals for future funding was recognized by CDRC staff as a sensible allocation of resources, dealing with the immediate tasks of Project implementation was more compelling. And now, because much of the effort in the Project was expended toward disseminating information about the services and creating a network of referrals, the demand for mediation in the Hispanic/Latino communities can be expected to continue to rise over the near term. If funding for the handling of such cases by bilingual and culturally-adept staff is no longer available, the quality of services offered to Hispanic/Latino communities is likely to decline. This concern is a serious one and, as mentioned above, was experienced as an ethical dilemma for the professional staff, conceivably dampening their efforts to some extent.

### **Conclusion and Recommendations for Future Efforts**

Social service agencies in Oregon and across the U.S. are grappling with shrinking resources. Community mediation programs generally operate on a thin financial margin. As was apparent during the course of this evaluation, the five CDRCs participating in this project experienced deeply the enormous resources and effort demanded to provide mediation services to Hispanic/Latino communities.

In spite of the challenges, the Hewlett project not only achieved the explicit goals, additional benefits are evident. First, the CDRC participants in this Project achieved a heightened awareness of the need for mediation services to the Hispanic/Latino communities both within their own organizations and across the broader communities. This awareness along with the development of infrastructure necessary for disseminating information about the programs and the translation of documents needed for service provision resulted in an impressive number of requests for services and completion of mediations even within the relatively short time frame of this grant, suggesting that an indelible mark was made on the communities affected.

However, the resource demands of extending services to various cultural communities and tenuous funding situation underscore the value of building capacity among members of the target population. Although the challenges of training bi-cultural and bi-lingual mediators are substantial, as discussed earlier in this document, the longer term benefits

may outweigh the upfront investment. Mediators native to the target community understand the cultural context and act as natural publicity bridges into the community. With the premium value placed on face-to-face encounters and personal relationships in this (and many other immigrant) culture(s), this is especially valuable.

In face-to-face discussions of their work, CDRC staff thoughtfully offered several recommendations for future efforts toward providing mediation services to other cultures. These and additional recommendations apparent to the evaluator through the conduct of this evaluation are presented below:

- Work with well-respected people with the target culture. This represents an *efficient* strategy for entering the community and simultaneously builds local capacity.
- Develop additional socio-dramas directed at different segments of Spanish-speaking communities and examine the effectiveness of socio-dramas for achieving specific objectives, such as reaching potential service users or recruiting volunteer mediators. Socio-dramas effectively oriented audiences to mediation quickly and having Spanish speakers available to field questions enhanced the accuracy of the message.
- Seek to identify reasonable means to scale back service offerings during periods of resource scarcity. Although the period of time captured by this evaluation may be too brief to provide a fair portrayal of the areas of greatest demand for mediation in Hispanic/Latino communities, the data suggests that three areas of conflict, family, neighbor-to-neighbor and small claims, comprised 85% of the cases mediated.
- Offer a smaller set of mediation services to the Hispanic/Latino community. The substantive topics of mediated cases suggest the areas of substantive knowledge and perhaps even demographic profiles appropriate for mediators providing services. Ironically, the lowered expectations of broad substantive expertise may help to recruit, train and retain volunteer mediators.
- Partner with organizations embedded in the target community *and coordinate work* with other CDRCs outreaching to similar populations. Different CDRCs have different strengths, which should be optimized. For example, while one program may have the resources and staff to develop and conduct bi-lingual, bi-cultural mediation training, another may have the staff talent and training to write socio-dramas. The training may be offered as a “traveling road show” to other locations; the socio-drama scripts and “teaching points” can be circulated. In brief, identify where “economies of scale” may be available appropriately accessed.
- Initiate program evaluation early but allow adequate time and funding for program implementation *before* initiating the final evaluation. An early start

allows for greater efficiencies to be reaped in data collection and evaluation design. Ideally, in-progress evaluations could provide guidance to programs during implementation and allow for mid-course adjustments. Also, generally English-speaking mediators undergo training and mentoring for two to three years. We should expect that cross-cultural mediators would require as lengthy a training period, if not longer. Hence, it may be reasonable to wait a minimum of three years before program evaluation is conducted.

## **APPENDIX A**

### **Summary of Individual Program Achievements**

#### **Program 1: East Multnomah Mediation (EMM)**

East Multnomah Mediation (EMM) operates in the city of Gresham, on the eastern edge of the Portland metropolitan region. EMM hired a part-time (18 hours/week), bi-lingual, bi-cultural staff person in January 2004. This person received basic mediation training in February and March.

EMM is Program “1” on each of the charts in the body of the report. A quick skimming of the charts suggests that EMM demonstrated a consistent upward trend in its efforts to outreach and serve the Hispanic/Latino community. Below are more details documenting their accomplishments.

#### **INFORMATION AND OUTREACH**

The first set of indicators of success of the Project centered on increasing awareness and understanding. These indicators included the number of materials of various types translated into Spanish and distributed in appropriate locations. EMM was one of few mediation programs in Oregon that had materials available in both English and Spanish. However, few of these documents (specifically the “Tips to Talk”) were distributed specifically to Spanish speakers until the Project’s focus and resources facilitated doing so.

EMM’s main outreach event was “Unity in the Community,” a celebration of Latino culture at the local community college. Their presentation included an explanation of mediation and a sociodrama, performed with English with Spanish interpreters.

EMM staff also gained access to the Hispanic/Latino communities through presentations to:

- Parents at Clear Creek Middle School
- Staff at El Program Hispano (a comprehensive referral program for Latinos)
- Parents at Migrant Activity Fair
- Staff of the Housing Authority of Portland

#### **SERVICES**

The provision of mediation services to the Hispanic/Latino communities grew over the short interval of the Project’s life. Four indicators are useful in understanding the success of a program in its early stages: number of inquiries, number of meetings with program staff, number of mediations started, and number of mediations completed.

Data was not available at EMM prior to the Project’s start. However, as Table 1 displays, the number of Hispanic/Latino persons served at four key checkpoints appears to be

small, but growing, since the second time frame represents only 3 \_ months compared to the previous 12 month period. (Extrapolating data from the fourth column to a 12-month period, figures for “inquiries” down to “completed mediation” would be 17, 14, 14, and 14, respectively.)

**Table 1. Number of Hispanic/Latino Persons Served**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present	Extrapolated to 12 months
Inquiries about services	NA	NA	6	5	17
Met with coordinator	NA	NA	2	4	14
Began mediation	NA	NA	2	4	14
Completed mediation	NA	NA	4	4	14

#### HISPANIC/LATINO VOLUNTEERS, STAFF AND BOARD MEMBERS

The number of bi-cultural, bi-lingual volunteers, staff and board members is an important indicator of the potential effectiveness of service provision to Hispanic/Latino communities. Over the life of the Hewlett support, EMM tripled the number of Hispanic/Latino mediators and was able to hire one part-time coordinator for the first time.

**Table 2. Number of Hispanic/Latino Persons Working with CDRC**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present
Mediators	1	1	1	3
Staff	0	0	.45	.6 (3 mo.)
Volunteers	1	1	1	3
Board Members	1	1	1	0

## **Program 2. Linn-Benton Mediation Services (LBMS)**

Linn-Benton Mediation Services (LBMS) is Program “2” on each of the charts in the body of the report. This organization has served Linn and Benton counties for several years and has recently extended services into Marion County, a county with a high and growing percentage (16-25%) Hispanic/Latino population. A quick skimming of the charts suggests that LBMS demonstrated a consistent upward trend in its efforts to outreach and serve the Hispanic/Latino community. Below are more details documenting their accomplishments.

### INFORMATION AND OUTREACH

The first set of indicators of success of the Project centered on increasing awareness and understanding. These indicators included the number of materials of various types translated into Spanish and distributed in appropriate locations.

Prior to the Project, LBMS did not have any documents translated into Spanish. The Project enabled the translation of five key communication elements: the answering machine message, a telephone response, business cards, posters, and an informational brochure. LBMS was highly successful in broadcasting their services, distributing close to 500 cards, brochures and posters, and reaching an estimated 5,000 listeners through a radio interview.

In the first five months of their grant (11/03-3/04), the LBMS staff contacted nearly two dozen individuals, including a presentation to the Linn-Benton Hispanic Advisory Committee (LBHAC ) and began to establish a network among various public agencies and church groups.

Their community education events, which included bicultural participants, included,

- Conflict management training for 60 students
- Peer mediation training for 12 students at Scio High School
- Intercultural communication and mediation teaching at West Albany High School’s Peer Mediation Class
- Presentation to Albany Chamber of Commerce Leadership Forum
- Presentation to Even Start Directors in Albany

The LBMS staff also developed a number of socio-dramas about mediation targeted to specific audiences. Their approach to develop socio-dramas was to first identify a target population and to ask a representative of this group what sorts of scenarios would interest members. The socio-dramas were presented with a brief explanation of the mission of the LBMS and followed with a discussion of mediation and the services provided by LBMS.

## SERVICES

The provision of mediation services to the Hispanic/Latino communities grew over the short interval of the Project's life. Four indicators are useful in understanding the success of a program in its early stages: number of inquiries, number of meetings with program staff, number of mediations started, and number of mediations completed.

**Table 2. Number of Hispanic/Latino Persons Served**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present	Extrapolated to 12 months
Inquiries about services	NA	50	160	140	467
Met with coordinator	NA	10	35	25	83
Began mediation	34	13	23	12	40
Completed mediation	NA	NA	10	9	30

The relatively high number of mediations begun in the period prior to 7/1/02 reflects the work of an organization with which the Linn/Benton Mediation Services merged. As in the EMM case, extrapolating the last time period to a 12-month interval gives a sense of the real growth that occurred in the provision of services.

## HISPANIC/LATINO VOLUNTEERS, STAFF AND BOARD MEMBERS

Lastly, the number of bi-cultural, bi-lingual volunteers, staff and board members is an important indicator of the potential effectiveness of service provision to Hispanic/Latino communities. While the number of Hispanic/Latino staff has remained fairly steady, significantly, the number of Hispanic/Latino mediators and volunteers has grown.

**Table 3. Number of Hispanic/Latino Persons Working with CDRC**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present
Mediators	1	3	6	6
Staff	1	2	1	1
Volunteers	2	1	5	5
Board Members	1	0	0	0

### **Program 3. Mediation Works**

Mediation Works is located in Medford, OR, in southern Oregon. With support from the Hewlett project, Mediation Works hired a full-time Coordinator with experience in small claims, victim-offender, schools and family mediation as well as the Latino program. Mediation Works is Program “3” on the data charts and tables in the body of this report. A brief review of the figures illustrate a highly successful effort.

#### **INFORMATION AND OUTREACH**

The first set of indicators of success of the Project centered on increasing awareness and understanding. These indicators included the number of materials of various types translated into Spanish increased by about 2.5 times and were distributed in appropriate locations. The distribution of written materials was strong, more than tripling previous levels.

During May and August 2004, Mediation Works conducted community education events including,

- Presentations
- Skill building trainings
- Socio-dramas

Mediation Works staff developed a socio-drama about mediation. This socio-drama has been taped, but requires editing before it can be released.

#### **SERVICES**

The provision of mediation services to the Hispanic/Latino communities grew over the short interval of the Project’s life. Four indicators are useful in understanding the success of a program in its early stages: number of inquiries, number of meetings with program staff, number of mediations started, and number of mediations completed. Mediation Works showed substantial gains in all areas. As in the previous cases, extrapolating the last time period to a 12-month interval gives a sense of the extraordinary real growth that occurred in the provision of services.

**Table 1. Number of Hispanic/Latino Persons Served**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present	Extrapolated to 12 months
Inquiries about services	20	4	75	37	124
Met with coordinator	1	2	61	52	174
Began mediation	1	2	10	20	67
Completed	1	2	11	20	67

mediation					
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### HISPANIC/LATINO VOLUNTEERS, STAFF AND BOARD MEMBERS

Lastly, the number of bi-cultural, bi-lingual volunteers, staff and board members is an important indicator of the potential effectiveness of service provision to Hispanic/Latino communities. As Table 2 shows, the number of mediators and volunteers grew modestly, but steadily.

**Table 2. Number of Hispanic/Latino Persons Working with CDRC**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present
Mediators	0	0	3	5
Staff	0	0	1	1
Volunteers	3	3	3	5
Board Members	0	0	0	1

#### **Program 4. Resolutions Northwest (RNW)**

Resolutions Northwest (RNW) is located in the City of Portland. The organization hired a 3/4-time bi-lingual staff person in January 2004. This person was bi-lingual in English and Spanish, experienced in the social services field, familiar with Portland area institutions, agencies and organizations, and highly professional. She was not, however, bi-cultural. Resolutions Northwest is identified as Program “4” in the data charts in the report’s body. A quick review reveals they have been highly successful in their efforts.

#### **INFORMATION AND OUTREACH**

The first set of indicators of success of the Project centered on increasing awareness and understanding. These indicators included the number of materials of various types translated into Spanish and distributed in appropriate locations. The Hewlett Project enabled RNW to translate a number of items into Spanish including brochures, family mediation fliers and a general public relations flier. In conjunction with EMM, staff also participated in a Spanish-language radio show.

Another category of outreach used by RNW, specifically for their mediation training was electronic. RNW sent out notices on the list-servs of “every meeting and every person ever encountered through this project and prior contacts.” (Quoted from RNW’s September 30, 2004 Phase II Report.)

#### **SERVICES**

It was difficult to track the provision of mediation services to the Hispanic/Latino communities because of the absence of data prior to the program. Four indicators are useful in understanding the success of a program in its early stages: number of inquiries, number of meetings with program staff, number of mediations started, and number of mediations completed. The smaller numbers in the fourth column below may represent the shorter time interval represented (3 \_ months compared to the 6 months of program activity captured in the 7/03-6/04) time frame. Given the substantial difference in the time frame, the fourth column numbers can be reasonably interpreted as under-representing the activity level of the CDRC, although the program staff note in their report that they noticed a drop in activity over the summer months. As in the previous cases, extrapolating the last time period to a 12-month interval gives a sense of the real growth that occurred in the provision of services.

**Table 1. Number of Hispanic/Latino Persons Served**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present	Extrapolated to 12 months
Inquiries about services	NA	NA	14	4	13
Met with coordinator	NA	NA	11	9	30
Began mediation	NA	NA	7	6	20
Completed mediation	NA	NA	4	5	17

**HISPANIC/LATINO VOLUNTEERS, STAFF AND BOARD MEMBERS**

Lastly, the number of bi-cultural, bi-lingual volunteers, staff and board members is an important indicator of the potential effectiveness of service provision to Hispanic/Latino communities. The number of bi-cultural and bi-lingual mediators has direct implications for the quality of the service provided; the numbers of bi-cultural and bi-lingual volunteers, staff and board members portend longer-term benefits as well as buy-in and ownership of the mediation service by the community.

**Table 2. Number of Hispanic/Latino Persons Working with CDRC**

	Prior to 7/1/02	7/1/02 – 6/30/03	7/1/03 – 6/30/04	7/1/04 - Present
Mediators	4	9	6	9
Staff	0	1	1	1
Volunteers	4	10	5	8
Board Members	0	1	1	0

## **Central Oregon Mediation (COM) Latino Project**

The Central Oregon Mediation Latino Project is well-situated to serve the rapidly increasing Latino population in Central Oregon, Jefferson County in particular. Due to the changes in personnel, this CDRC did not respond to the Phase II Evaluation Survey. However, relevant data has been extracted from the organization's final report and is presented below.

### **INFORMATION AND OUTREACH**

Documents translated into Spanish:

- 150 brochures

- Documents used during mediation

- Newspaper article (*Madras Pioneer*) written by COM staff

Presentations

- ESL classes

- Latino group meetings

- Protestant and Catholic churches

- Spanish-language radio station interview (of project coordinator)

Service delivery

- Training in Cultural Competency was conducted, with participation from eight volunteers and three staff

Staff, Volunteers and Board Members

- Eight bi-lingual, bi-cultural persons identified for mediation training

- Identified potential Latino board members

No mediations were conducted in the Hispanic/Latino community during the grant.

### **PARTNERSHIPS**

- Community Action Teams (CAT) in Madras, Sisters, Bend and Prineville

- Latino leaders in Deschutes, Jefferson and Crook Counties

- St. Francis of Assisi Catholic Church, Bend: Yaneth Espinoza