

Research on Barriers and Opportunities for Increasing Leadership in Immigrant and Refugee Communities: Public Report

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Executive Summary

BACKGROUND: This report summarizes the results of a study undertaken in 1999 to assist the Hyams Foundation in deciding how its grantmaking in civic participation might best be used to increase the development and exercise of leadership among immigrants and refugees. The original report prepared to assist the Foundation in its internal decision making included detailed program options and recommendations. This public report includes the full text of study findings, with summary recommendations and more limited appendices.

METHODOLOGY: The study involved qualitative research carried out by a project team from MOSAICA: The Center for Nonprofit Development and Pluralism, a multicultural nonprofit organization in Washington, DC. Information sources included staff and board leaders of organizations serving and/or led by immigrants and refugees, as well as individual leaders and experts, in Boston and nationwide. Data collection involved personal and telephone interviews, e-mail discussions, focus groups, and literature and document reviews.

FINDINGS: The study generated information about barriers to and opportunities for leadership development and about promising program models and strategies.

Barriers: Barriers to the development and exercise of leadership by immigrants and refugees include both personal obstacles faced by individuals and/or families — and at times certain populations of immigrants and refugees — and the barriers encountered by organizations seeking to foster leadership in immigrant and refugee communities. The most direct and severe individual barriers to leadership identified involve low income, limited formal education, and language, which often interact to limit opportunities for leadership. Immigrants and refugees who have low incomes, limited formal education, and/or little or no English language capacity face great difficulties in obtaining access to leadership training or finding other opportunities to develop and exercise leadership. These barriers may also negatively affect their self-confidence, an important factor in the exercise of leadership. The most significant organizational barriers faced by immigrant- and refugee-serving organizations as they work to foster leadership development include insufficient resources (specially general support funds), the lack of a clearly stated organizational focus on leadership development, limited staff time and experience, and limited management experience. Home country politics, national history, and cultural norms can also serve as barriers to leadership development.

Opportunities: Immigrant and refugee leadership building is facilitated most directly by two realities: (1) immigrants and refugees bring to this country a wealth of personal experience and energy; and (2) organizations working with immigrants and refugees, particularly those that are immigrant/refugee-controlled, are uniquely positioned to help build leadership in these communities. These are the organizations most trusted by immigrants and refugees and most able to locate and involve them in services and leadership building.

Defining “leadership development”: There is no single agreed-upon definition of leadership or community leadership. There is agreement that community leadership should involve and empower community residents to participate in decision making and develop their own leadership skills. The National Council of La Raza has defined community leadership development as “training and other formal and informal learning opportunities, usually but not necessarily including a series of informational and skill development sessions as well as ‘learning by doing’ at the neighborhood level, designed to enable participants to become more — and more effectively — involved in [their] community.”

Models: The study identified many leadership-building programs, models, and strategies used with immigrants and refugees. The programs can be described with reference to variables such as sponsoring organizations, internal versus external focus, targeted participants, geographic scope, leadership focus, leadership or learning model, structure, topics for skill development, and leadership-building techniques. A basic differentiation is whether programs focus *internally* — on staff, board members, and program volunteers, or *externally* — on clients, activists, and other community residents, or whether they have a dual

focus. MOSAICA found that in Boston, internal leadership-building efforts are less common and often less formal than external programs.

Programs vary in the types of leaders they are trying to develop and their relationship to a theoretical or practical model. Some projects begin with personal empowerment and then prepare individuals for civic participation. Some emphasize advocacy. Some focus on leadership through community organizing, often around specific areas such as workers' rights or parent involvement in education. Other programs seek to strengthen nonprofit board or staff leadership skills. Programs may be based on a defined program model such as Paulo Freire's popular education or other community-building approaches. Some borrow from many different leadership experiences. Most programs appear to be based more on practical experience than on theoretical frameworks, although they may incorporate well documented techniques.

The study documents a continuum of leadership-building efforts encompassing a range of activities designed to develop or enhance leadership skills, through training, practical assignments that involve learning by doing, and opportunities for exercising leadership. The continuum includes both internal and external leadership-building programs and models. It categorizes programs by title and type of sponsoring organization, geographic scope and target group, leadership-building focus or approach, examples identified during the study, advantages and strengths, and disadvantages and weaknesses. All these models involve conscious, deliberate attempts to build immigrant/refugee leadership.

Program effectiveness: The study team found very little research or documentation on best practices of programs with a focus on immigrant and refugee leadership. However, leadership materials, studies, and evaluations by the W.K. Kellogg Foundation and the National Council of La Raza's Hispanic Leadership Development Support Initiative offer insights useful to immigrant/refugee-focused leadership-building efforts. Most of the Boston programs have not been formally evaluated, and there has been no longitudinal evaluation. However, many individuals can identify effective programs and models. The following are among the strategies, models, and factors associated with program success:

- Leadership models organized around issues critical to immigrants' lives;
- Efforts that bring refugees and immigrants together across nationalities and cultures;
- Programs that provide training, community assignments, and materials in participants' native language;
- Leadership models that include forums or meetings that provide an opportunity for immigrant and refugee staff or board members to meet and share experiences;
- Models involving training of trainers, "each one teach one" commitments, or other means of ensuring a "ripple effect" that multiplies program impact; and
- Organization-specific efforts involving a broad commitment to leadership building throughout the organization.

Best practices: MOSAICA reviewed existing evaluations for information related to the best practices and success factors, challenges, and the impact of immigrant/refugee-focused and other grassroots leadership programs. The following are some broad findings regarding best practices:

- Leadership development should have three beneficiaries: the individual and his/her family, the community, and organizations that work to strengthen communities.

- Leadership programs should recognize that leaders are both born and developed, and can come from every sort of background.
- An effective leadership development program teaches by example; it involves its participants in decision-making, models the leadership behaviors it wishes to teach, and provides opportunities for participants to “learn by doing.”
- Leadership programs are most effective when they include a variety of components and techniques, and a major emphasis on experiential learning.
- Organizing and advocacy-oriented leadership programs often need several stages, from individual empowerment to community organizing, from focus on a single issue to “an understanding of the interrelationship of issues, power and change strategies in a community.”
- One of the most important responsibilities of an immigrant/refugee-focused or other grassroots leadership effort is to expand opportunities for leadership building to individuals who are not likely to be included in mainstream programs.
- Leadership programs must recognize, reflect, and address cultural issues, understanding their impact on learning styles, communications, relationships, and other facets of leadership development.

CONCLUSIONS: Effective leadership programs typically have a strong community base and are designed to reflect the needs of specific communities and constituencies. Grantmaking to support immigrant and refugee leadership development is likely to have the greatest impact when it:

- Is based on continuing access to information about conditions and issues within the immigrant and refugee communities it wishes to assist;
- Focuses on community-oriented, grassroots leadership development efforts;
- Supports initiatives that are designed to create change at three levels: the individual, the community, and one or more community-based organizations;
- Recognizes the importance of both “inreach” — for staff, board, and program volunteer leadership development — and “outreach” — for community leadership development;
- Helps to build several levels and generations of leadership;
- Allows for the use of varied strategies and types of groups, as determined by the applicant;
- Provides grantees the flexibility to refine strategies based on implementation experience;
- Favors programs developed and run by immigrant- or refugee-led organizations or overseen by a project steering committee reflective of the target population;
- Requires and helps to support qualitative and quantitative evaluation of the programs funded; and
- Supplements grants with the availability of organizational development assistance from culturally competent sources.

RECOMMENDATIONS: The Hyams Foundation could use its resources effectively to support any or all of the following:

- **Leadership programs** including:
 - ◆ citywide programs;
 - ◆ neighborhood-focused programs;
 - ◆ internal programs targeting the staff, board members, and/or volunteers of a single organization; and/or
 - ◆ programs that combine elements of internal and external programs.
- **Leadership support initiatives**, including:
 - ◆ technical assistance for leadership development;

- ◆ a computerized registry of leaders trained through local programs;
- ◆ a mentoring initiative;
- ◆ leadership program evaluation; and/or
- ◆ interpretation equipment and training in effective interpretation.

Each of these options would increase and enhance leadership development and the exercise of leadership among immigrants and benefit the broader Boston community.

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I. Introduction

The Hyams Foundation is pleased to share this report with its colleagues in community-based organizations and philanthropy as well as with others who share a commitment to increasing leadership in immigrant and refugee communities. This report summarizes a project undertaken to assist the Hyams Foundation in deciding how to use its grantmaking to increase the development and exercise of leadership among immigrants and refugees. The Foundation hopes that the research findings and recommendations are helpful as you reflect on your own work and determine more effective ways to support and promote efforts in this critical area.

In 1997, after several years of review and reflection designed to help it become more focused and strategic in its grantmaking, the Hyams Foundation adopted a new mission statement: “to increase economic and social justice and power within low-income communities.” To help achieve that mission, the Foundation established new grantmaking guidelines, including three new funding priorities. One of them, Civic Participation, includes leadership development. The Foundation has a long history of supporting organizations that serve immigrants and refugees. It recognizes that special barriers and opportunities influence the extent to which these new Americans are able to gain leadership experience and exercise leadership within their own communities and the broader community of Greater Boston.

To examine these issues, the Foundation issued a Request for Proposals (RFP) for “Research on Barriers and Opportunities for Increasing Leadership in Immigrant and Refugee Communities.” The RFP was first issued in March 1999, then recirculated in the summer.

The Foundation selected MOSAICA: The Center for Nonprofit Development and Pluralism to conduct the research. MOSAICA exists to assist in the development and effective management of community-based nonprofit organizations in the U.S. and internationally, encourage linkages between nonprofit groups and other sectors of society, and support ethnic and cultural diversity and the development of a new generation of leaders who are prepared to work effectively in multicultural societies. Its special commitment is to strengthen and support entities committed to serving and empowering those whose voices are least likely to be heard when public policies are adopted and resources allocated. A multicultural nonprofit organization established in 1994 in the District of Columbia, MOSAICA has a staff of 12; its board and staff include refugees and immigrants from Latin America, Southeast Asia, and the Middle East. MOSAICA staff bring to the project related experience in planning, implementing, evaluating, and preparing replication guides on leadership programs; advising grantmakers on leadership and grantmaking issues; and assisting immigrant- and refugee-led nonprofit organizations, national and local.

II. Methodology

This focused study of barriers and opportunities for increasing leadership in immigrant and refugee communities involved qualitative research carried out over a period of approximately four months — August through November, 1999. The study team included four MOSAICA staff: the President, the Director of Organizational Development, the Research and Evaluation Specialist, and a Research and Project Assistant with strong research training.

A. Tasks and Scope

The study was carried out through four major tasks:

Task 1: Planning and Design: Study design was accomplished in consultation with Hyams Foundation staff. Based on several telephone discussions and one in-depth meeting, the study team developed a revised work plan and a set of “Questions to Guide Discussion.” This instrument guided all primary data collection, including focus groups and group and individual interviews (See Appendix A). The interview guide included three focus areas:

- the organization’s leadership development activities;
- respondent views about leadership development; and
- descriptions of leadership programs run by, attended by, or otherwise known to the respondent.

Task 2: Primary Data Collection: Methods of data collection included a combination of personal and telephone interviews, and focus groups. Information was obtained through the following activities:

- Site visits involving interviews with one or several staff and/or board leaders of ten Boston-area nonprofit organizations that serve immigrants and refugees and are grantees of the Hyams Foundation; these organizations were selected by the Hyams Foundation.
- Two focus groups with 12 representatives of eight other Foundation grantees serving immigrants and refugees, also selected by the Hyams Foundation.
- Personal or telephone interviews and e-mail dialogues with 21 individuals with special expertise in leadership development; detailed discussions were conducted with 18 and more limited discussions with three others. Several have multiple affiliations; three are foundation officials, four are the directors or former directors of immigrant coalitions, three are staff of national organizations operating leadership programs, three run national immigrant- and refugee-controlled organizations, and 11 are involved in technical assistance related to leadership development.
- Interviews with 18 immigrant- and refugee-led organizations that are a part of MOSAICA’s project to identify immigrant- and refugee-led organizations and leaders for the Ford Foundation;
- Review of interviews from previous MOSAICA assignments.

A summary of primary data collection sources is provided in the figure below; a list of respondents is available from the Foundation:

Primary Data Collection: Respondents by Category	
Category of Respondent	Number of Respondents
Personal interviews with Hyams Foundation grantees serving immigrants and refugees	10 Organizations 15 Individuals
Focus groups with representatives of Hyams Foundation grantees serving immigrants and refugees	2 Focus Groups 12 Participants 8 Organizations
Interviews/e-mails with foundation representatives (Boston and national)	3
Interviews with other leadership program specialists (Boston and national)	15
Interviews/site visits with representatives of local immigrant- and refugee-led organizations outside Boston	20 (18 - Ford Foundation Project; 2- previous assignments)

Task 3: Secondary Data Collection: Review of documents describing leadership programs including a variety of evaluations, replication guides, and other materials describing models or “best practices” of leadership programs that serve or focus on immigrants and refugees and review of program documentation materials from previous MOSAICA assignments. MOSAICA conducted a thorough website search, reviewed other available literature, and asked most of the individuals interviewed to help identify research on leadership programs and models. The study team was able to find very little documentation or research on best practices of leadership programs with either a specific focus on immigrant and refugee leadership or a program component focused on this population. However, several of the available documents provided extremely useful information. The documents assessing leadership programs that seem most useful in providing guidance to the Hyams Foundation’s grantmaking in support of immigrant and refugee leadership development include the following:

- **Reports assessing immigrant-focused leadership development programs:**
 - ◆ MOSAICA’s detailed replication and “how-to” guides for the National Council of La Raza Hispanic Leadership Development Support Initiative.
 - ◆ Although not focused on the development of leadership at the community level, MOSAICA’s evaluation of the National Hispana Leadership Institute programs, which provides a useful look at success factors in a leadership development program that includes any immigrant women.
- **Reports focusing on developing the leadership of community-based leaders:**
 - ◆ The W. K. Kellogg Foundation’s evaluation of its grantmaking to promote grassroots leadership from 1992-1996.
 - ◆ Documents outlining the rationale for and theory behind the Management Assistance Program for Nonprofits (Minneapolis, MN) “Leaders Circle” model — a model that uses “action learning” to develop the capacity of leaders from local nonprofit organizations.

Task 4: Data Ordering and Analysis: In reviewing and analyzing the information collected, the project team held regular debriefings and discussions, consulted with Hyams Foundation staff overseeing the project, and prepared written summaries and highlights of focus groups and interviews. The project team held a series of meetings to share information about barriers and opportunities, identify and make plans to fill information gaps, and identify, describe, and assess possible leadership models and strategies.

Task 5: Report Preparation: Preparation of this report was also a team effort. Preliminary findings were reported to the Hyams Foundation in an interim report submitted in early November. This report was prepared by the project team based on several extensive meetings and data reviews, as well as consultation with other MOSAICA staff regarding leadership models and strategies.

B. Project Assumptions and Groundrules

Several assumptions and groundrules helped to guide the project team's work:

- Focus should be on leadership-building efforts targeting immigrants and refugees. The team should look at leadership efforts that include but are not specifically designed for immigrants and refugees only if they report a specific interest in including these populations.
- Leadership development efforts of interest are those committed to benefiting the community as well as individual participants and/or their families. Specific attention should be given to examining how projects attempt to create positive community impact and how they involve or support the work of community-based organizations.
- Leadership is often developed as part of a larger effort such as community organizing, but the focus of the study must remain on the leadership-building aspects of organizing efforts. The study should include community organizing efforts only if they deliberately, consciously attempt to develop leaders.
- Some organizations are engaged in a variety of leadership-building efforts; the study team should examine the whole range of activities, both formal and informal.

C. Project Limitations and Constraints

Limiting factors included the following:

- Considerable difficulty was encountered in obtaining information directly from representatives of several national foundations with a history of funding leadership development. Some of their reports and evaluations were located and reviewed, and limited conversations were held with several foundation representatives. However, the report includes limited direct input from national foundations regarding their funding of leadership development initiatives targeting immigrants and refugees.
- The MOSAICA team is Washington, DC-, rather than Boston-based, although staff have extensive experience with leadership programs and have done work in Boston in the past. Interviews in the Boston area were conducted through three two-person visits to conduct site visits and focus groups, supplemented by telephone interviews. MOSAICA feels that the necessary information was obtained, although a Boston-based research team may have had more varied opportunities for data collection and an established working network to draw on.

II. Findings and Analysis

A. Barriers to the Development and Exercise of Leadership

The barriers to the development and exercise of leadership by immigrants and refugees include both **personal** obstacles faced by individuals and/or families, and at times certain populations of immigrants and refugees, and the barriers encountered by **organizations** seeking to foster leadership in immigrant and refugee communities. In addition, challenges faced by programs more broadly focused on the development of grassroots leadership may also be found to act as barriers in the development of community-based immigrant and refugee leadership.

1. Individual Barriers

A wide range of barriers complicate efforts by immigrants and refugees to obtain access to both formal and informal leadership development — and also restrict their opportunities to exercise leadership, particularly beyond their own neighborhoods and nationality or language groups. Moreover, there are both similarities and differences in personal barriers facing immigrants and refugees of different nationalities and backgrounds. Similarities exist within and across cultures, but so do differences in terms of income, social class, education, and identification with the U.S. versus the home country, and specific cultural factors such as attitudes about civic participation, among others.

Key Individual Barriers to Leadership

- ▶ Low income
- ▶ Limited formal education
- ▶ Limited English language fluency

The most direct and severe individual barriers to leadership identified by MOSAICA involve **income**, **education**, and **language** — which often interact to limit opportunities for leadership. Immigrants and refugees who have low incomes, limited formal education, and/or little or no English language capacity face great difficulties in obtaining access to leadership training or finding other opportunities to develop and exercise leadership. These barriers may also negatively affect their self-confidence, an important factor in the exercise of leadership.

Many of the personal barriers are interrelated. Poverty is an extremely common obstacle. Immigrants and refugees very often arrive in the U.S. with little or no money and may also have few marketable job skills. Poverty as well as limited education, a lack of familiarity with U.S. structures and service systems, limited English proficiency, and cultural differences contribute to difficulty in accessing basic resources such as jobs, decent housing, education and training, other existing community services, and transportation. Lacking such vital resources not only makes it difficult to develop and exercise leadership skills, but also leaves newcomers little time or energy to pay attention to or get involved in their community — they lack the time for community leadership. Living in poverty often means having to work multiple jobs and focus on survival needs rather than civic participation. Individuals with little formal education may possess a great deal of valuable practical knowledge and experience as well as demonstrated leadership capacity, but may have little time in their new country to exercise these skills.

Many (probably most) immigrants are poor when they enter the U.S. Their poverty is not necessarily related to a lack of formal education. Highly educated individuals with specialized skills may become refugees or immigrants, arriving

The immigrant lifestyle is characterized by long hours of work. Young people have to work at the same time that they go to school. There is very little time left for volunteering and community work.

– Immigrant leader

in the U.S. with minimal possessions. Language can be a major obstacle to employment for such individuals, along with a lack of understanding of U.S. society and institutions. However, research suggests that newcomers with post-secondary education have some advantages in adjustment and acculturation.

Lack of English proficiency is often an immense obstacle for new immigrants and refugees. It complicates all efforts to participate in U.S. society — to find housing, obtain employment, open a bank account, enroll a child in school. The less commonly spoken the native language, the greater the isolating effect. Some leadership opportunities do exist within a language community, particularly if a relatively large population speaks the language. For example, some immigrant- and refugee-led organizations run board meetings bilingually, so individuals with little or no English can serve as board members. Latinos or Cape Verdeans or Haitians in Boston may be able to exercise leadership within their own communities, using their own language for community organizing efforts. However, most leadership opportunities demand some knowledge of English, and interaction with mainstream agencies or organizations usually requires the ability to communicate in English.

In addition to these very common obstacles, immigrants and refugees may face any of a number of other, diverse barriers to leadership, such as the following:

- family pressures that discourage community involvement;
- linguistic and cultural isolation, particularly where the local population from a particular country or speaking a particular language is small;
- class issues affecting relationships among groups of immigrants;
- a focus on eventual return to the home country rather than on integration into the new country;
- concern with home country politics, which contributes to divisions and distrust among refugees and immigrants across and within organizations and communities in the U.S.;
- the absence of a tradition of volunteerism in the home country;
- experiences in the home country that have led to distrust of people claiming to be leaders;
- psychological barriers to adjustment caused by the trauma of war and/or human rights abuses;
- sexism, youthism, and ageism, which limit opportunities for women, young people, and elders to exercise leadership; such barriers may exist within groups or between newcomers and Americans; and
- fear of being noticed by the authorities, particularly among undocumented immigrants, but also among those who distrust all levels of government because of negative experiences in their home countries.

Many of us have been taught by our cultures and our home country experiences not to organize and not to build alliances. We often look at our colleagues as competitors. The second and third generation are much more comfortable with organizing and working together.

– Refugee leader

Some of these barriers, particularly limited knowledge of English, tend to break down over time. After 10-15 years in the U.S., most immigrants have gained at least “survival English” and many — especially those who attend school in the U.S. and those who live and/or work in diverse environments — are fluent English speakers. However, unlike countries such as Israel, where all newcomers have direct access to free language schools, the U.S. does not make it easy for newcomers to learn English. Some cities report thousands of people on waiting lists for English as a Second Language (ESL) classes taught through the public schools; some public school systems (including Los Angeles) have experimented successfully with 24-hour schedules for ESL classes. Community college ESL classes are sometimes unaffordable; they may cost hundreds of dollars per semester. Recognizing the critical importance of English language skills for citizenship and civic participation, organizations serving immigrants and refugees organizations often provide low-cost or free ESL classes; over half the Hyams Foundation grantees interviewed for this project run ESL classes. ESL classes are often linked with citizenship classes, and the knowledge of English contributes to an understanding of U.S. society, facilitating the process of acculturation.

2. Organizational Barriers

In its interviews with immigrant- and refugee-serving organizations, MOSAICA found that these organizations face many challenges as they work to develop, exercise, and foster community leadership skills among immigrants and refugees — including clients, other community residents, program volunteers, board members, and staff. Staff of Boston area organizations and groups in other locations report many of the same obstacles and needs. The challenges include lack of resources, especially general support funds, limited staff time and experience, home country politics and experiences, and limited English proficiency.

Lack of resources is a major barrier for many organizations, especially relatively new, small groups. These groups often lack the funding to provide salaries or fringe benefits sufficient to retain talented individuals — especially those with families to support. Lack of resources also limits leadership building among board members, program volunteers, clients, and community members. Staff, board, and organizational development may be seen as extremely desirable but a luxury that organizations with limited budget and staff cannot afford. Boston groups contacted indicated that it is often especially difficult to obtain funding for board- or staff- focused leadership-building programs. Organizations often lack funds needed to develop materials and programs in languages other than English, assess community needs, carry out strategic planning, and develop and implement programs and forums to involve and empower immigrants and refugees from the community.

Closely related to financial constraints is the problem of limited staff time. Chronically overloaded executive directors often report that they cannot afford the time for developing staff or program volunteers, since it means hours away from delivering services to clients and hours away from executive tasks. This is particularly the case in organizations that focus on service delivery rather than community organizing or advocacy. Community organizing and advocacy groups are more likely to consider leadership development a core function, but are likely to face great challenges in raising funds to support it. The Hyams Foundation was described to the study team as one of a very few funders in the Boston area that support organizations providing the kinds of resident empowerment and organizing efforts that contribute to grassroots leadership development. Executive directors also admit a hesitancy to invest resources in training when staff turnover is high and they may not be able to retain staff once they are trained. Senior staff of small organizations rarely have the time to mentor staff or volunteers, and may not feel comfortable taking on such a role.

Some organizations may not engage effectively in leadership development — internally or externally — because it is not a clearly stated purpose of the organization. Others, when asked to consider the importance of leadership building, may consider it an important component of the organization's work, although not a consciously adopted priority.

Some organizations do not effectively train staff or program volunteers because they lack experience in management and do not know how best to structure such an effort. They may not know how to carry out organizational development efforts or have no idea how to obtain skilled and culturally appropriate information or assistance. Such organizations are also likely to report that they lack the knowledge, skills, experience, and mechanisms to foster leadership development among staff or to involve their constituency in decision-making. For example, they may know how to involve volunteers in rallies but have no committees or other vehicles for ongoing volunteer involvement and growth. Other than electing residents to their boards, they may have no path for fostering resident empowerment or involvement.

For these and other reasons, immigrant-serving organizations often do little “inreach.” Their leadership development efforts tend to be externally focused — reaching out to develop leadership among clients or other community residents. They seldom emphasize programs that reach in to their organizations to develop the leadership of their staff, board members, and/or program volunteers. As a result, board members may not fully understand their legal and organizational responsibilities, and may play a very limited role in decision-making and oversight. Immigrant and refugee staff are often poorly paid and poorly trained in nonprofit organizations. Talented immigrants may move from a nonprofit organization to the private or

public sector in order to earn the funds needed to support their families and access to better opportunities for training and professional development. Staff often indicate that they would prefer to remain in these organizations if they provided sufficient salaries, fringe benefits, and opportunities for professional — and leadership — development.

Home country politics and experiences can create barriers for organizations as well as individuals. Often, the ethnicity, tribal affiliation, class, politics, and/or generation of the leaders of an organization define who will and will not seek services or become a volunteer or board member. Some organizations are actively involved in home-country politics, while others are simply identified with a particular faction, tribe, or racial or ethnic group. In addition, the emotional scars associated with the experience of living in a war-torn country complicate staff and board relationships to each other and affect efforts to develop subsequent generations of leadership in an organization.

Lack of English proficiency at the individual level also creates major organizational challenges for leadership-building efforts. Multicultural programs, involving individuals from many different countries, require some degree of English language proficiency; even if they can afford one or two interpreters, the number of languages is often too large to make interpretation practical. Programs that provide leadership development in a language other than English require either individuals who speak that language to serve as trainers or the use of an interpreter; and materials must be developed or translated. Many leadership programs seek community internships in which individuals can develop and practice advocacy, organizing, or other leadership skills, but such opportunities are limited for those who speak no English. Mentoring is similarly limited, particularly if the immigrant or refugee speaks a language that is not widely studied in the U.S.

Like individual barriers, organizational obstacles vary depending upon the size, age, funding, ethnic or nationality affiliation, services, and philosophy of the organization. Organizational obstacles are likely to be particularly severe for small, recently established immigrant- or refugee-led organizations with limited funding. Older minority and mainstream organizations often have more resources and experience. However, “mainstream” organizations (groups that are neither immigrant/refugee- nor minority-controlled) also face some special obstacles, primarily related to a lack of experience with particular immigrant and refugee groups. Organizations operating multicultural programs or serving a particular cultural group for the first time report problems related to a lack of cultural competency — from minor misunderstandings or communications problems to inappropriate program efforts.

3. Challenges for Grassroots Leadership Programs

MOSAICA’s literature review found that grassroots leadership development programs not specifically focused on immigrants or refugees also face significant challenges, some related to the external environment in which they operate and others related to target populations and/or design. Challenges faced by grassroots leadership development program that may also be found to act as barriers to the development of effective community-based immigrant and refugee leadership include the following:

- Ensuring the personnel time needed or careful planning, program design, and agreement about desired outcomes and personal and community indicators of program success;
- Ensuring ongoing linkages between theory and practice by providing for appropriate field experiences with careful guidance and support;
- Establishing and maintaining appropriate community partnerships; this may include locating guest trainers, finding strong and stable placement organizations offering appropriate internships or volunteer activities, and identifying and retaining mentors;
- Recognizing, respecting, and bridging differences among participants in issue priorities, leadership styles, ethnic backgrounds and cultures, and economic and social backgrounds;

- Maintaining ongoing attendance and high retention rates, particularly for programs that meet frequently and require significant community involvement, and for participants who cannot obtain release time from jobs and have many other demands on their time;
- Finding ways to ensure ongoing involvement of alumni in the program and the community;
- Documenting, evaluating, and refining the program to create continuing improvement; and
- Documenting, evaluating, and refining the program to create continuing improvement; and
- Obtaining the resources needed to continue and maintain the project; stability requires multi-year funding.

Many barriers complicate leadership-building efforts. Yet many organizations, in Boston and nationwide, have found ways to remove or overcome these barriers and provide successful leadership development efforts for immigrants and refugees.

B. Factors Encouraging the Development and Exercise of Leadership

Despite the variety and number of barriers that complicate efforts to develop leadership among immigrants and refugees, there are also many factors that encourage and facilitate their development as community leaders. Immigrant and refugee leadership building is facilitated most directly by two realities:

- **Immigrants and refugees bring to this country a wealth of personal experience and energy;** and
- **For a variety of reasons, organizations working with immigrants and refugees are uniquely positioned to help build leadership in these communities.** They know how to reach and involve potential leaders in their communities and help them overcome some of the key barriers to leadership. These organizations, particularly those that are immigrant/refugee-controlled, are located in the neighborhoods in which immigrants and refugees live; their staff speak the languages that immigrants and refugees speak; they understand and share the cultural background of immigrants and refugees; they are often small-scale and offer personal attention and a comfortable environment. These are the organizations most trusted by immigrants and refugees, and they are already conducting outreach to these communities.

These [immigrant-led] organizations are very important to leadership development. They provide an opportunity for serious work to be accomplished for the community by the community

– Immigrant leader

More specifically, “opportunity” factors include the following:

“Opportunity” Factors for Leadership Development

- ▶ Participant pool
- ▶ Volunteer opportunities
- ▶ Common language
- ▶ Ability to link leadership development to other activities
- ▶ Link to community organizing
- ▶ Link to empowerment
- ▶ Commitment to leadership development
- ▶ Link to citizenship preparation
- ▶ History of activism
- ▶ Elected and appointed officials

- **Participant pool:** Participant provides a pool of potential leaders. Many newcomers are quickly identified by community groups because they seek out ESL or job preparation classes. If the organization wants to establish a leadership-building initiative, it already has an identified group of individuals who have already taken the time to access services and had a positive experience with the organization.
- **Volunteer opportunities:** Volunteer positions with community-based organizations —serving as program volunteers or committee or board members — provide opportunities for immigrants and refugees to develop decision-making, governance, and other leadership skills. Many immigrant- and refugee-controlled organizations depend on volunteers to provide services. The volunteers in a new organization often grow with the organization to become board members, advocates, and acknowledged community leaders.
- **Common language:** For some language and nationality groups, there is already a well-developed network of service providers with the ability to communicate in the language of the newcomers and to offer leadership-building opportunities in their native language. As new nationality groups begin to immigrate to the Boston area, new organizations tend to be established to serve them in their own language.
- **Ability to link leadership building to existing services and classes:** The process through which immigrants develop new life skills lends itself to becoming a process through which they also learn leadership skills and the value of community involvement. Leadership development can be made a part of the ongoing efforts such as ESL classes so that participants benefit individually, are able to overcome some of the barriers to leadership, and develop skills and values that lead to civic participation. Moreover, the additional time commitment will be modest.
- **Link to community organizing:** Grassroots organizers, particularly those focusing on issues such as workers' rights, know that the best links to immigrants and refugees are people from their own community. Both immigrant/refugee-controlled organizations and mainstream or multicultural organizations whose mission is community organizing are typically working with and developing the skills of immigrant/refugee leaders as organizers, formally or informally. They are ideally positioned to enhance or expand their leadership development activities.
- **Link to empowerment:** Organizations with a commitment to empowerment of immigrants and refugees are generally similarly committed to the development of leaders from within immigrant/refugee communities. They are often particularly focused on developing the ability of immigrants and refugees to advocate on behalf of themselves and their communities. Individual empowerment is often viewed as the first step to community empowerment and activism.
- **Commitment to leadership development:** Many of the immigrant/refugee-focused community-based organizations that the Hyams Foundation is already supporting have a deep commitment to leadership building. Even if they do not have structured, formal programs, they are already developing immigrant and refugee leaders. Lack of funding is often the obstacle that prevents them from doing more.
- **Link to citizenship preparation:** If done appropriately, citizenship classes and activities designed to help newcomers learn about U.S. society lend themselves to the development of immigrant and refugee leaders. They can be used to transmit the values of civic participation in a

Our resident volunteers want to stay. They see changes in the neighborhood. They come, leave, then return – because they see the value of group action.

– Immigrant organizational leader

democratic society — including the idea that being an American means that the individual in a democratic society — including the idea that being an American means that the individual has certain rights and should exercise and fight for those rights.

- **History of activism:** Many refugees and immigrants were activists in their home country. As a result, there is often a cadre of people in each immigrant/refugee community for whom language may be a barrier, but who are otherwise ready to step into leadership positions as soon as they become familiar with U.S. institutions and systems.
- **Elected and appointed officials:** Having elected and appointed officials who come from immigrant or refugee communities — Haitian, Cape Verdean, and Latino, among others — opens doors to the development of immigrant and refugee leaders. These officials provide role models, demonstrate that immigrants and refugees can become officially recognized leaders, and can be approached in the immigrant/refugee’s native language.

All these factors create or enhance opportunities for leadership development within immigrant and refugee communities.

C. Leadership-Building Strategies and Models

The study identified many leadership-building programs, models, and strategies that are used with immigrants and refugees. Included are programs currently operating in Boston and in other cities, as well as a few programs that are no longer operating or have been substantially restructured. These approaches were identified and analyzed through interviews and site visits and through the review of curriculum materials, replication guides, and program reports.

1. Defining Leadership and Leadership Development

The first step in identifying, reviewing, and assessing leadership models and strategies is to have a reasonably clear definition of what constitutes “leadership development” for the purposes of this study. There is no agreed-upon definition of leadership, although it is clear that this study is interested in leadership that involves community benefits and is developed with the involvement of community-based nonprofit organizations, including but not limited to immigrant- and refugee-led organizations. Some definitions that

are more consistent with a community-focused leadership development framework, because they address both the motivation and desires of the group and the concept of shared goals, are shown in the box below.

Definitions of Leadership

“Leadership is the process of influencing the activities of an organized group toward goal achievements.” (Rauch and Behling, quoted in Gary Yukl, *Leadership in Organizations*, 1994).

“Leadership is the art of mobilizing others to want to struggle for shared aspirations.” (Kouzes and Posner, *The Leadership Challenge*, 1995).

“Leadership is a process of giving purpose (meaningful direction) to collective effort, and causing willing effort to be expanded to achieve purpose.” (Jacobs and Jaques, 1990).

These definitions share a recognition that leadership can occur only in the context of a group of people who are doing something together. To involve and empower community residents, leadership should do more than create motivated followers. It should also involve and empower individuals to participate in decision making and develop their own leadership skills.

MOSAICA’s review generated two useful definitions of community-based leadership, as shown in the box below.

Defining Community-Based Leadership

- ▶ “The demonstrated capacity to inspire, motivate, empower, mobilize, and assist other people to work towards mutually agreed-upon goals.” (McKay for National Council of La Raza, *How to Develop Leadership Programs for Latinos*, 1997)
- ▶ A process that involves individuals “who do not fit into traditional corporate or mainstream community leader molds,” employs unconventional techniques, and “seeks to achieve shared leadership as opposed to traditional hierarchical leadership.” It is “an intentional strategy whose desired outcome is change and improved community well-being...” (W.K. Kellogg Foundation, *Grassroots Leaders*, December 1999)

The definition of leadership development used in the National Council of La Raza’s “how-to” manual for developing Hispanic leadership programs appears appropriate for this study. It defines leadership development as shown below.

Defining Leadership Development

“Training and other formal and informal learning opportunities, usually but not necessarily including a series of informational and skill development sessions as well as ‘learning by doing’ at the neighborhood level, designed to enable participants to become more — and more effectively involved in [their] community.”

In identifying, reviewing, and categorizing leadership-building activities, the study team relied on these community-based leadership concepts and definitions.

2. Leadership-Building Programs and Models

The MOSAICA study team identified a variety of leadership development programs, models, and strategies that are being used with immigrants and refugees in the Boston area. This information was supplemented with models found in other cities nationwide. These programs can be described using many variables, including the following:

- **Sponsoring organizations:** Programs are operated by immigrant- and refugee-led organizations, minority organizations (e.g., Latino groups) that are not immigrant/refugee-led, mainstream nonprofit organizations, and colleges and universities. Public agencies other than colleges and universities may also sponsor leadership programs, although the study did not seek out such programs.
- **Internal versus external focus:** Leadership-building programs may focus *internally* — on staff, board members, and program volunteers, or *externally* — on clients, activists, and other community residents. Membership organizations may run leadership programs with a dual focus, since their members are often clients and community residents as well. MOSAICA found that in Boston, internal leadership-building efforts are less common and often less formal than external programs on a particular issue or topic, continue with several training sessions on that topic that are open to anyone from the original group who is interested, and move on to the formation of action committees whose members learn by doing. Time may be set aside for assessing or reflecting on activities that have been completed. Sometimes there is also a defined path to increasing leadership responsibilities such as appointment as a committee chair or election to a board of Directors. (The box below describes typical approaches used in popular education leadership models.)

Popular Education as a Leadership Model

Popular education is used as a tool to make people more aware of how their personal experiences are linked with larger social problems. The theory is closely associated with Myles Horton of the Highlander Center in Tennessee, and Paulo Freire, who worked to empower peasants in Brazil through literacy projects, a process described in his book, *Pedagogy of the Oppressed*.

Popular education often follows these steps:

- ▶ Draw out participants' experiences
- ▶ Move from experience to analysis, looking for shared patterns of experience and knowledge
- ▶ Add new information and ideas, including examination of unequal power relations in society and understanding of systems that need change
- ▶ Develop and practice skills needed for organizing and action
- ▶ Organize and plan for action to change systems
- ▶ Take action
- ▶ Reflect upon and evaluate the process used, and refine it for future use

Popular education is effective in building grassroots leadership because it:

- ▶ Takes place within a democratic framework
- ▶ Is based on what learners are concerned about
- ▶ Poses questions and problems for participants to discuss
- ▶ Encourages everyone to learn and everyone to teach
- ▶ Involves high levels of participation;
- ▶ Includes people's emotions, actions, intellects and creativity
- ▶ Uses varied activities

organizing are likely to include topics such as organizing models, the legislative process, organizing a campaign or rally, and using the media. Board development programs often focus on topic areas such as reading and understanding financial reports, Robert's Rules of Order and other decision-making models, effective meetings, committee roles, and board-staff roles and relationships. Many programs include personal development topics such as leadership styles, multicultural competence, conflict management, and time management. Many programs also provide briefings and practical experience related to specific issues, from housing to immigration to education. Some programs (such as the CIRCLE program in past years) allow participants to help determine issues to be emphasized, or to choose work groups or committees focusing on an issue of their choice (as in the Allston-Brighton Healthy Boston Coalition's Leadership to Improve Neighborhood Communication and Services or LINCS Program).

- **Leadership-building techniques:** The methods or techniques used for building leadership vary greatly, although most programs provide some form of training, usually through classroom sessions, as well as community assignments designed to provide for experiential learning ("learning by doing") through skill practice. Many also provide specific opportunities for participants to exercise leadership — to do community organizing around a specific issue, develop press releases or otherwise participate in a media campaign, visit and speak to their legislator, testify at a public hearing, plan and organize a service project, help conduct a needs assessment, serve on a committee or board of directors, etc.

MOSAICA developed a framework that outlines a continuum of leadership-building efforts. Leadership building encompasses the whole range of activities designed to develop or enhance leadership skills through training, practical assignments that involve learning by doing, and opportunities for exercising leadership. The framework describes both internal and external leadership-building programs and models in terms of each of the variables examined above, including the type of sponsoring organization, geographic scope and target group, and leadership-building focus or approach. All these models involve conscious, deliberate attempts to build immigrant/refugee leadership, sometimes through a special project, sometimes through ensuring leadership components within an initiative that has other objectives as well, such as community building, community organizing, or advocacy. Appendix B provides the framework in matrix form, with program examples and the advantages and disadvantages of each model. The framework includes the following types of programs listed along with their target groups:

- **Organizational "Inreach": Internal Leadership Development Programs**
 - ◆ **Staff leadership development in immigrant or refugee-led organizations:** Targets staff at all levels, or management staff of a single organizations.
 - ◆ **Staff leadership development in mainstream organizations or coalitions that are non-immigrant led:** Targets immigrant and refugee staff of a single organization.
 - ◆ **Board of directors training in immigrant/refugee-led organizations:** Targets the board of a single organization.
- **Organizational "Outreach": External Leadership Development Programs**
 - ◆ **Service-focused client empowerment in immigrant/refugee-led or mainstream organizations:** Targets immigrants or refugees who receive services from an organization.
 - ◆ **Client/community resident "popular education" or community building program in immigrant/refugee-led or mainstream organizations:** Targets immigrants or refugees who receive services from an organization.

- ◆ **Volunteer/member leadership development in immigrant/refugee-led or mainstream organizations:** Targets immigrants or refugees who are organizational volunteers or members.
- ◆ **“Promotores/as” program:** Program that trains residents as peer educators and outreach workers. Targets recent refugees and immigrants, usually of a single nationality or language group.
- ◆ **Multicultural resident leadership training in multicultural or mainstream organizations:** Targets recent refugees and immigrants from a specific neighborhood and including individuals from many different countries, ethnic and language groups.
- ◆ **Leadership training for residents from one nationality or language group in immigrant/refugee/ or minority-led organizations:** Targets recent refugees and immigrants of a single nationality or language group, often from a single neighborhood or constituency.
- ◆ **Leadership training for organizational leaders at mainstream organization or college/university:** Targets immigrant/refugee organizational leaders — staff or board members.

The leadership-building program categories are designed to differentiate programs based on how they address leadership development, not how effective they are at developing leadership. MOSAICA believes that a well-designed and appropriate project in any of these categories can be an effective means of building immigrant and refugee leadership. Because some organizations run several types of leadership programs, they may be cited as examples in more than one category of program.

D. Leadership Program Effectiveness and Best Practices

MOSAICA’S study team found very little documentation or research on best practices of leadership programs with either a specific focus on immigrant and refugee leadership or a program component focused on this population. These programs have rarely been evaluated, and no longitudinal studies of long-term impact on participants were found. In addition, there is limited documentation of efforts to develop “community-focused” or “grassroots” leadership. One reason given is that such programs are extremely varied and difficult to evaluate using traditional methods. Current programs to foster leadership can generally be organized into four categories based on their sponsorship: foundation-based fellowships, business leadership programs, university-based programs, and community-based programs. Although they do not exclude immigrants and refugees and may even encourage their participation, few of these programs specifically target immigrants or refugees. Those that do are almost always community-based programs.

MOSAICA’S findings on program effectiveness and best practices in immigrant and refugee-focused leadership programs are drawn from site visits to immigrant- and refugee-focused organizations; the W. K. Kellogg Foundation’s evaluation of its grassroots leadership grantees, and publications from the National Council of La Raza’s Hispanic Leadership Development Support Initiative.

1. Lessons from Boston

Few of the leadership programs identified in Boston have been formally evaluated, and none has done a longitudinal evaluation to determine to what extent program alumni are engaged in leadership activities. Many programs obtain participant assessments of specific sessions but not of their overall programs.

A variety of informal assessments have been carried out, and many of the individuals interviewed for the study felt they could identify effective programs and models. The following were identified as strategies, models, and factors associated with program success:

- **The use of leadership models organized around issues critical to immigrants' lives.** These are programs that both develop leadership capacity and commitment to assist the entire community and help the immigrants involved to obtain needed information and skills. For example, they may provide ESL training, other educational opportunities, or job training, as well as knowledge about available services. They may also use “popular education” concepts. Such programs also help community-based organizations develop a cadre of leaders interested in the services they provide. Programs seem to be particularly well attended when they are located in or near the neighborhoods where immigrants live or work; citywide programs face particular challenges related to distances and transportation, particularly when they meet at night. Examples of Boston-based organizations using this model are: Centro Presente, Chinese Progressive Association, and the Immigrant Workers' Resource Center.
 - **Efforts that bring refugees and immigrants together across cultures.** There is widespread enthusiasm for such programs, which enable people to learn from each other and to become comfortable in a multi-cultural society. It is recognized that such programs also offer challenges with regard to language, location, and intergroup relations, but they are considered extremely valuable. Examples of a Boston-based organization using this model are: Allston-Brighton Healthy Boston Coalition, Dudley Street Neighborhood Initiative.
 - **Programs that provide training, community assignments, and materials in participants' native language.** Proyecto PLAN of the Hispanic Office of Planning and Evaluation (HOPE) used this approach effectively. Such a model encourages civic participation and makes possible leadership development for newcomers who have not yet become fluent in English. Examples of Boston-based organizations using this model are: Chinese Progressive Association, VietAID, Mujeres Unidas en Acción, Latino Parents Association.
- Leadership models that include cross-cultural forums or meetings** that provide an opportunity for diverse groups of immigrant/refugee organization staffs or managers to meet, see how others are addressing similar issues, share best practices, and perhaps receive training in areas of common interest. Such approaches are considered a valuable means of sharing and

Approaches Associated with Boston Leadership Program Success

- ▶ Models organized around issues critical to immigrants' lives
- ▶ Models that bring together immigrants and refugees across cultures
- ▶ Use of participants' native language for training, community assignments and materials
- ▶ Use of cross-cultural forums or meetings to share experiences
- ▶ Models that create a “ripple effect” through methods such as trainer training
- ▶ Organization-specific strategies reflecting broad commitment to leadership building

Meetings across cultures are helpful because the community is so diverse. You don't want to be stuck inside your own self-imposed glass ceiling, you want to see what others are doing and how they are doing

– Immigrant organizational leader

building on activities carried out by individual organizations, thus increasing their impact. An example of a Boston-based organization using this model is: the CIRCLE program at the University of Massachusetts.

- **Models involving training of trainers, “each one teach one” commitments, or other means of ensuring a “ripple effect.”** There is concern that high-cost formal leadership training models, often citywide, that directly reach a small number of people. Program impact is multiplied by providing trainer training and building in responsibilities for participants to share what they have learned, either by doing “echo” training (using the same materials and approach as the training they received) or by providing individual training or mentoring to another individual. Examples of Boston-based organizations using this model are: the Dudley Street Neighborhood Initiative and the East Boston Ecumenical Community Council.
- **Organization-specific efforts involving a broad commitment to leadership building.** These may take many forms, such as having the organization commit itself to leadership development at all levels and build in staff, board, volunteer, and client leadership development opportunities. Inculcating the value of continuing emphasis on leadership development is seen as a way of changing attitudes and behaviors. Examples of Boston-based organizations using this model are: Mujeres Unidas en Acción and the Dudley Street Neighborhood Initiative.

2. Leadership Program Results

The evaluations of NCLR, NHLI, and the W. K. Kellogg Foundation sponsored leadership initiatives have documented results at the level of the individual, the community, and in some cases the sponsoring organization. Programs carrying out structured documentation and evaluation found that participants changed significantly through participation in the leadership development program. Among the individual changes reported were the following:

- Participants began taking leadership roles in community activities and in their workplace;
- Participants showed increased self-confidence and self-esteem;
- Participants’ definitions of leadership changed, becoming more realistic and reflecting a recognition of the knowledge and work required of leaders;
- Participants reported changes in their career expectations: some went back to school, and others planned to, and some described their career goals as becoming more community-oriented as a result of the programs;
- Some participants obtained jobs within community-based organizations; often their previous jobs were low-skill service positions and their new jobs involved providing services or doing outreach and organizing.

Leadership Program Results

Individual:

- ▶ Leadership roles in community activities and workplaces
- ▶ Increased self-confidence and self-esteem
- ▶ Understanding of knowledge and work leadership requires
- ▶ Changes in career expectations
- ▶ New/better jobs, sometimes within community-based organizations

Community:

- ▶ Increased or more effective community involvement at a leadership level
- ▶ Organizing and advocacy results
- ▶ More volunteers

Programs not only helped participants develop their personal leadership skills and improve their employment status, but also increased their sense of community accountability and enabled them to begin activities that led to positive community change:

- Participants reported increased or more effective community involvement, including serving on the boards of directors of community-based organizations or running for office;
- Specific organizing and advocacy accomplishments were reported, such as improvements in conditions for immigrant workers, legislative action by a city council or state legislature, and improved municipal services; and
- Some organizations reported increased or improved volunteer activities by participants or graduates.

3. Best Practices and Success Factors

The following are summary findings with regard to best practices and critical success factors for grassroots leadership development. They are drawn primarily from NCLR and W. K. Kellogg Foundation documents:

- Leadership development should have three beneficiaries: the individual and his/her family, the community, and the organizations which work to strengthen communities. Moreover, leadership development should lead to positive, significant community change and should not be value-neutral — it should emphasize a commitment to service and ethical behavior.
- Leadership programs should recognize that leaders are both born and developed; they can come from every sort of background, in terms of language, national origin, age, socioeconomic status, education and training, and life experience.
- An effective leadership development program teaches by example; it involves its participants in decision-making, models the leadership behaviors it wishes to teach, and provides opportunities for participants to “learn by doing” through actual opportunities to exercise leadership.
- Leadership programs are most effective when they include a variety of components chosen to contribute to specific desired benefits, provide for different styles of learning, and place major emphasis on experiential learning.
- Organizing and advocacy-oriented leadership programs often need several stages. They may begin by focusing on a single topic or role, but should help leaders move from single issue or isolated/individual problem-solving to “an understanding of the interrelationship of issues, power and change strategies in a community.” They should also expand participant ability to work through differing or controversial positions and across divisive boundaries to achieve results for the community.

Individuals (especially young people) benefit greatly from leadership programs aimed at individuals but often cannot find work to continue to use what they have learned. There are very few viable employment opportunities for organizers and activists. That is why it is important to support both the individuals and the organizations.

– Immigrant leader

- Best Practices**
- ▶ Inclusion of three program beneficiaries: the individual, the community, and community-based organization(s)
 - ▶ Recognition that leaders are both born and made
 - ▶ Teaching by example and “learning by doing”
 - ▶ Variety of components appropriate for different learning styles
 - ▶ Multi-stage organizing programs, moving from one issue to broader approaches
 - ▶ Leadership-building opportunities for individuals not targeted by more traditional programs
 - ▶ Cultural appropriateness

- One of the most important responsibilities of an immigrant/refugee-focused or other grassroots leadership effort is to expand opportunities for leadership building; programs should effectively reach and serve leaders who have great potential for helping communities but are largely ignored by most established leadership groups and mainstream leadership development programs.
- Leadership programs must recognize, reflect, and address cultural issues, understanding their impact on learning styles, communications, relationships, and other facets of leadership development.

Characteristics of Effective Grassroots Leadership Programs

- ▶ ~~Appropriate selection process~~
- ▶ Required participant commitment
- ▶ Community partnerships
- ▶ Flexibility
- ▶ Appropriate group size
- ▶ Documentation and valuation

- Successful grassroots leadership programs are very likely to have the following specific characteristics:
 - ◆ An appropriate selection process — if a program will not be open to all, then criteria and procedures need to be clearly defined and consistently applied, preferably involving a community selection committee;
 - ◆ Required participant commitment to the project and to community involvement;
 - ◆ Strong community relationships;
 - ◆ Flexibility and willingness to change components and approaches;
 - ◆ Appropriate group size — large enough for discussion and small enough for personal attention; and
 - ◆ Documentation and evaluation, preferably including longitudinal follow-up of graduates, and active dissemination and use of evaluation results.
- MOSAICA’s research with immigrant and refugee organizations in the Boston area also found that effective leadership programs for clients and community residents often have the following characteristics:
 - ◆ Are developed with strong input from immigrants and refugees;
 - ◆ Enable immigrants to develop new life skills as they learn leadership skills and the value of community involvement;
 - ◆ Are operated by organizations that have a strong sense of community accountability or carefully developed community linkages;
 - ◆ Are values-based rather than value-neutral, with a strong emphasis on community service;
 - ◆ Include a strong listening and communication focus; and
 - ◆ Include structured follow-up and communication between activities or training sessions, including “homework” that involves practicing skills.

Characteristics of Effective Boston Programs

- ▶ Immigrant and refugee involvement in program development
- ▶ Combined focus on developing new life skills and leadership skills
- ▶ Sponsoring organization with strong community accountability and/or linkages
- ▶ Values base, with community service focus
- ▶ Emphasis on communications skills
- ▶ Documentation and valuation
- ▶ Structured follow up and practice between sessions

4. Lessons from Funders

Particularly important lessons from funders of grassroots leadership programs emerged from MOSAICA’s review of the W. K. Kellogg Foundation report. The lessons learned seem relevant for the funding of community-based immigrant and refugee leadership programs. The Kellogg report argues that

“investment in grassroots leadership as a strategy is different from a decision to support a mainstream leadership program” and presents the following key lessons for grantmakers with regard to the funding of such programs:

- Be flexible as grants unfold; be open to beginning grassroots leadership efforts with a specific problem focus and later broadening to a community-wide systems approach, or permitting other changes in program design based on experience;
- Consider working with or through intermediary organizations that are experienced in grassroots leadership development, involving them in technical assistance, training, or other aspects of grassroots leadership;
- If already funding community organizing or other social change activities, require such applicants to include a grassroots leadership component and a plan and rationale for using the strategy; and
- Fund change-oriented visions and the people who offer them, not just programs; also look for proposals that describe feasible leadership development processes and clearly specify intended outcomes.

Lessons from Funders

- ▶ Be flexible
- ▶ Involve experienced intermediary organizations
- ▶ Encourage a grassroots leadership component as part of other social change grants
- ▶ Fund change-oriented visions and individuals – not just programs

In addition, because community leaders do not necessarily identify with the term “leadership” grassroots leaders often identify themselves as outside the mainstream, particular attention must be paid to the types of materials developed and to dissemination methods to such individuals. The Kellogg Foundation found that a “hunger for useful materials and safe places to learn and network” and suggested the following methods of reaching grassroots leaders:

- Provide ongoing, rather than one-time only, dissemination of information and materials, because grassroots leaders tend to move on and new ones are always coming onto the scene;
- Offer the information in short, digestible pieces that have practical utility;
- Use a wide variety of dissemination channels, traditional and nontraditional;
- Seek input and guidance from leaders of different cultural backgrounds about how to adapt the materials for different cultures;
- Work with intermediary organizations to reach grassroots leaders and encourage networking, discussion, learning, and feedback from report findings; and
- Share knowledge via the Internet as well as in hard-copy formats.

IV. Conclusions and Recommendations

A. Conclusions

Overview: The MOSAICA study team found that:

- **Many barriers and obstacles make immigrant/refugee-focused leadership building both challenging and complicated.** Barriers can be both individual and organizational. Immigrants and refugees are tremendously diverse. However, among the most common and important individual barriers that deter them from becoming involved in their communities and developing and exercising leadership are poverty, lack of English language proficiency, limited formal education, and lack of knowledge of U.S. society and how to navigate systems and institutions. Among important organizational barriers are lack of financial resources and staff experience, lack of a clear focus on leadership development, and language issues.
- **Opportunities do exist for immigrants and refugees to develop and exercise leadership.** Immigrants and refugees bring with them a wealth of experience and energy; some were activists and leaders in their countries of origin. Often, their first opportunities for leadership-building exist within immigrant/refugee organizations. Such organizations have a unique capacity and commitment to reach and involve new arrivals; they typically offer a shared language and culture, easy accessibility in immigrant/refugee communities, personal attention, continuing outreach, and needed services. Once a part of such organizations, newcomers gain access to a variety of formal and informal leadership-building opportunities.
- **A variety of promising models exist for immigrant and refugee leadership-building.** Models vary in their sponsoring organization, internal or external focus, targeted participants, geographic scope, leadership focus, leadership or learning model, structure, topics for skill development, and leadership-building techniques. They may focus on the staff, board members, and/or program volunteers of community-based organizations; clients served, and/or other community residents. Leadership development projects may use formal structures and an established curriculum, or be more flexible and participant-led. Many organizations recruit leaders from among their clients, with leadership programs growing out of services such as ESL classes, or create as part of popular education or other community building or organizing strategies.
- **There are few studies of immigrant and refugee leadership development models.** Among the most detailed are the replication guides prepared by MOSAICA for the National Council of La Raza as part of its Hispanic Leadership Development Support Initiative. All three of NCLR's documented program models targeted immigrants or refugees. However, few programs have been formally evaluated, and there are no longitudinal studies documenting the extent to which leaders, once trained, remain actively involved in their communities.
- **More broadly focused leadership studies and evaluations offer insights useful to immigrant/refugee-focused leadership-building efforts.** Most immigrant- and refugee-focused leadership efforts may be described as focusing on "grassroots leadership." The W. K. Kellogg Foundation's recent evaluation of more than 20 grassroots leadership programs it funded between 1992 and 1996 provides perhaps the most detailed and useful evaluation of leadership development projects that have some important similarities to immigrant- and refugee-focused efforts — especially since the NCLR initiative is one of the projects evaluated. The report emphasizes the importance of grassroots leadership development and the need for flexibility in funding such efforts.

Approaches for Grantmaking Success: This study and prior research offer a variety of lessons to guide grantmaking for leadership-building efforts targeting immigrants and refugees. Findings suggest that grantmaking is likely to have the greatest impact when it:

1. Is based on an continuing access to information about conditions and issues within the immigrant and refugee communities it wishes to assist;
2. Focuses on community-oriented, grassroots leadership development efforts;
3. Supports initiatives that are designed to create change at three levels: the individual, the community, and one or more community-based organizations.
4. Recognizes the importance of both “inreach” -- for staff, board, and program volunteer leadership development — and “outreach” — for community leadership development;
5. Helps to build several levels and generations of leadership — through involving other staff as well as executive directors, board members as well as board officers, and residents with no previous experience in civic involvement as well as those with a history of such participation;
6. Allows for the use of varied strategies and types of groups, as determined by the applicant — e.g., community organizing and community building models, strategies in which leadership development is an extension of client services, use of mono-cultural or multicultural groups, selection of groups that are homogeneous or heterogeneous in terms of experience and position;
7. Provides grantees the flexibility to refine strategies based on implementation experience;
8. Favors programs developed and run by immigrant- or refugee-led organizations or overseen by a project steering committee that reflects the participant population;
9. Requires and helps to support qualitative and quantitative evaluation of the programs funded; and
10. Supplements grants with the availability of organizational development and leadership program assistance from culturally competent sources.

B. Recommended Operating Principles for Leadership Programs

This study and other available research indicate that effective leadership programs for immigrants and refugees typically have a strong community base and are designed to reflect the needs of specific communities and constituencies. Because of this, it is important to balance the Foundation’s need to focus its leadership grantmaking for maximum impact — which may lead it to want to support specific types of leadership-building programs — with a recognition of the importance of enabling applicants to determine the needs of their communities and constituencies and design leadership programs that meet them. Rather than being highly prescriptive, the Hyams Foundation could adopt a set of operating principles to be met by any leadership-building project it supports. MOSAICA recommends that these operating principles include the following:

1. Leadership-building projects will be designed to develop leaders who are committed to civic participation and community service; projects will be able to demonstrate how they will benefit the community, not just the individual leaders or their families.
2. Projects will specify plans for involving and working to strengthening community-based organizations.

3. Projects will demonstrate active efforts to address barriers related to limited English proficiency (e.g., ESL instruction, materials in multiple languages, use of interpreters).
4. Recognizing that poverty is a major barrier to leadership, projects will provide career skills development opportunities for participants.*
5. Projects will be developed and run by immigrant- or refugee-led organizations or advised or overseen by some form of project steering committee that reflects the participant population.
6. Leadership development efforts will not depend solely on formal or “classroom” training; they will provide for “practice by doing,” including community assignments and opportunities to exercise leadership.
7. Where participation is not based on self-selection, projects will provide for serious outreach and an independent selection process, including the use of agreed-upon selection criteria. Individuals will not be selected solely because of their positions within an organization.
8. Projects will reflect in their planning and implementation a commitment to participant empowerment and decision-making, through involving participants in decisions such as identification of needs, selection of topics, and setting of priorities.
9. Unless it can be demonstrated that a heterogeneous group will jeopardize project success, projects will provide opportunities for individuals with varying levels of education and experience, using more experienced leaders to mentor and assist less experienced leaders as appropriate.
10. Project design will reflect an understanding that there is no direct correlation between leadership ability and education or economic status, and that natural leaders can occur in any population; projects will take deliberate action not to replicate hierarchical structures that may have existed in participants’ countries of origin.
11. Projects will directly address the barriers and opportunities associated with cultural factors specific to the populations they plan to serve.
12. Projects will include measurable objectives and plans for qualitative and quantitative evaluation, preferably using participatory evaluation techniques.

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* The term “career development” refers to efforts to support individuals in their efforts to improve their employment options and find satisfying career paths, regardless of formal education or prior experience

C. Summary Program Recommendations

Hyams Foundation resources could be used effectively to support a range of leadership-related initiatives, including leadership programs and leadership support initiatives.

Leadership programs might include the following:

- A **citywide program** that serves individuals from a number of neighborhoods and/or organizations; such a program should reflect lessons learned from the Proyecto PLAN model.
- **Neighborhood-focused programs** that serve a single cultural or multicultural participant group, depending on the composition of the neighborhood; multicultural programs should consider some of the approaches used by the Allston-Brighton Healthy Boston Coalition's LINCS model, which is strongly linked to volunteer activities, committed to improving English proficiency and employability, and effective at creating and maintaining civic involvement among its participants.
- **Internal programs** to support leadership development for staff, board members, and/or program volunteers of a single organization; funding should be sufficient not only to support training and other leadership development activities, but also to pay for adjustments necessary so staff can spend time away from their normal responsibilities.
- A **combined organizational and citywide initiative** including both internal and external leadership development; it might involve support for organizational leadership building within participating organizations, complemented by a facilitated citywide working group to provide collaboration among and trainer training for representatives of all participating organizations, as well documentation and evaluation.

Leadership support initiatives could benefit many community-based groups; they might include the following:

- **Technical assistance for leadership development** in such areas as planning, curriculum design, implementation, and documentation; such efforts could have valuable by-products including development of a network of peer experts, a resource library, and documentation of leadership models.
- A **computerized leaders database and "matching" initiative** including a regularly updated database of graduates of area immigrant and refugee leadership programs, a website through which interested organizations could access profiles of the immigrant and refugee leaders, and active outreach and matching efforts to help such leaders join boards, committees, and commissions and find jobs in nonprofit organizations.
- **Mentoring through a citywide or neighborhood-based program** that brings together immigrant and refugee leaders with mentors who have experience in leadership development and specific topic areas such as organizing, community advocacy, and nonprofit management.
- **Interpretation equipment and training** to help organizations that need to provide interpretation for bilingual or multilingual groups of refugees and immigrants; the Foundation could provide grants to several organizations to purchase such equipment, take responsibility for housing and lending it, and perhaps arrange for training on the effective use of interpreters in training.

- **Program evaluation**, not only to assess funded leadership projects, but also to make possible a broad-based evaluation similar to the Kellogg Foundation evaluation of its grassroots leadership program, with the addition of a longitudinal component to determine the current status, affiliations, and community involvement of leaders who received training through funded projects.

Each of these leadership program options would increase and enhance leadership development and the exercise of leadership among immigrants and at the same time benefit the broader Boston community.

MOSAICA recommends that in implementing any of these recommendations for leadership programs, the Foundation:

- Commit to funding projects for at least three and up to five years, based on an annual review of progress and performance;
- Put out a request for proposals (RFP) and select one or more grantees on a competitive basis;
- Do broad outreach to make the RFP widely available to current grantees and other organizations;
- Encourage collaboration among organizations to develop joint leadership programs where appropriate;
- Include in its selection process not only review of written proposals but also oral presentations, so that the quality of the model can be determined regardless of the organization's proposal-writing skills;
- Make provision for technical assistance and for internal documentation and external evaluation of its leadership grants;
- Where appropriate, integrate leadership efforts with the Foundation's community organizing initiative, encouraging community organizing applicants to include a grassroots leadership component as part of their organizing efforts; and
- Consider and investigate partnering with other foundations to support immigrant and refugee leadership-building efforts. For example, the Boston Foundation may be interested in jointly supporting a leadership initiative, and the Ford Foundation has an interest in supporting technical assistance to immigrant- and refugee-led organizations.

Appendices

Appendix A: Immigrant and Refugee Leadership Project: Questions to Guide Discussion

The Organization's Leadership Development Activities

[These questions focus on the organization and should be asked of staff and board members. The questions address formal and informal efforts within the organization to provide opportunities for immigrants and refugees to develop and exercise leadership. We are interested in leadership development for staff, board, volunteers, and other individuals within the community.]

1. How does your organization define community leadership?
2. To what extent is developing immigrant and refugees as leaders – and providing them opportunities to serve in leadership roles – part of the mission of the organization?
3. How does the organization identify, recruit, and involve current or potential leaders?
4. Please tell us about any formal or structured programs you use to help develop immigrant and refugee leadership among staff, among board members, and/or among volunteers. Include programs you run or co-sponsor, and programs to which you refer people. (Probe for structure, resources, methods or models, relationships.)
5. Please tell us about any less formal approaches you use to help develop such leadership among staff, among board members, and/or among volunteers.
6. What have been your greatest successes in developing immigrant and refugee leadership?
7. What have been your greatest problems or challenges in developing immigrant and refugee leadership?

Views about Leadership Development

[These questions go beyond the organization to address individual and organizational views about opportunities for and barriers to leadership development among immigrants and refugees. Ask staff and board members these questions; also ask these questions of staff of leadership programs.]

1. What do you see as the major barriers to leadership development of immigrant and refugee staff, board members, and/or volunteers of community-based organizations in Boston? Please describe these barriers from your own and from the organization's experience. (Probe to learn about personal and family factors, cultural factors, societal or organizational views and attitudes, organizational capacity and resources.)

2. What do you see as the major challenges or difficulties that discourage immigrant and refugee leaders from becoming or remaining involved in nonprofit organizations in the Boston area – as staff? as board members and volunteers? What approaches can help overcome these challenges and help them become and remain involved?
3. Tell us what you have learned about models or approaches to leadership development that are valuable and appropriate for immigrant and refugee leaders (overall and for those from particular ethnic or nationality groups)?
4. How important are immigrant- and refugee-led nonprofit organizations in helping to develop and support immigrant and refugee leaders? Explain.
5. What are the benefits and limitations of leadership development efforts that target individuals versus efforts that target the organizations where they work or serve as volunteer leaders?
6. How valuable are leadership models based on convening groups of leaders — from one or multiple nationality groups — for training, networking, and/or problem solving? Explain.
7. Please identify any specific leadership programs or approaches in the Boston area that you feel can help develop and sustain immigrant and refugee leadership.
8. What specific recommendations would you like to make to a grantmaker like the Hyams Foundation for action to support immigrant and refugee leadership development?

Leadership Program Description

[If an organization runs a leadership program, or if the organization or one of its leaders has direct experience with a formal, structured, leadership program that trains immigrant or refugee leaders, ask these questions to obtain a detailed description of the program. Also use these questions with staff of leadership programs.]

1. Please describe the leadership program. What is its focus and purpose? How is it structured? How long does it last? What approaches does it use? In what language(s) is it conducted?
2. About what proportion of participants in this leadership program are immigrants or refugees? People of color?
3. How does the program recruit and select participants? To what extent does it target individuals employed by nonprofit organizations? volunteer leaders of nonprofit organization? Is community service or volunteering with a nonprofit organization one of the expectations or requirements of the program?
4. What aspects of this leadership program are particularly appropriate for immigrants and refugees? Why? What aspects are not appropriate, and why?
5. Would you recommend this leadership program to immigrants and refugees? Why or why not, or under what conditions?
6. What lessons does this program offer regarding how to support and sustain immigrant and refugee leadership within the nonprofit sector?
7. Please tell us anything else we should know about the program.

Appendix B: Matrix of Leadership Programs and/or Models

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
INTERNAL LEADERSHIP DEVELOPMENT (ORGANIZATIONAL "INREACH")					
Staff Leadership Development: Immigrant- or Refugee-Led Organizations	Staff at all levels, or management staff of a single organization; may be neighborhood-based or citywide in service scope	Training integrated with the organization's work, to help develop management skills, prepare future organizational leaders	<p>VietAID (Boston, MA): Participates in a staff and organizational development project sponsored by the Neighborhood Development Support Collaborative.</p> <p>Alianza Dominicana (New York, NY): Employs a "Service Integration" model that divides staff into four cross-program teams which serve to help staff develop a better understanding of and experience in administration and management; break down barriers between programs and between the board and staff; and facilitate problem solving.</p> <p>Tenants and Workers' Support Committee (Alexandria, VA): Works to develop staff and capacity by visiting (or receiving) other organizations and learning from their experiences.</p>	<ul style="list-style-type: none"> - Prepares staff to handle program work, management, and visioning - Provides opportunities for peer learning - Provides opportunities for staff to learn from practice and experience 	<ul style="list-style-type: none"> - Time consuming and means staff take time away from program work or donate their time - Requires resources - Requires planning to address needed skills, and knowledge level among participating staff (so the effort is not a waste of time)

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
<p>Staff Leadership Development: Mainstream Organizations or Coalitions: Non-immigrant-led, may be minority-led;</p>	<p>Not necessarily local in focus; may be neighborhood-based or citywide in service scope; immigrant and refugee staff of a single organization</p>	<p>Training for immigrant and refugee staff of mainstream agencies to increase the capacity of the agencies to serve these populations</p>	<p>Mujeres Unidas en Acción (Boston, MA): With help from United Way, the organization is developing its capacity to evaluate its programs. Two staff members currently being trained on evaluation procedures and working to teach other staff.</p> <p>Mary's Center for Maternal and Child Care (Washington, DC): special grant plus partnership with a university hospital helped make possible a wide range of staff training opportunities, from English classes to certificate programs for program staff.</p>	<p>- Provide models for immigrant/refugee-focused programs</p>	<p>- Not immigrant specific - Usually not conducted in native language (i.e., depends on English-language capacity)</p>
<p>Board of Directors Training/Leadership Development: Immigrant/Refugee-Led Organizations</p>	<p>Board of a single organization; may be neighborhood-based or citywide in service scope</p>	<p>Development of board leadership capacity through training sessions and opportunities to exercise leadership</p>	<p>Tenants and Workers' Support Committee (Alexandria, VA): develops board capacity by visiting (or receiving) other organizations and learning from their experiences.</p>	<p>- Provides opportunity for peer learning - Provides opportunity to learn from practice and experience</p>	<p>- Often funded through general support funds - Takes time away from program work - Depends on organization's ability to network and develop relationships with other organizations</p>

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
EXTERNAL LEADERSHIP DEVELOPMENT (ORGANIZATIONAL "OUTREACH")					
<p>Service-focused Client Empowerment: Immigrant/ Refugee-Led or Mainstream Organizations</p>	<p>Usually neighborhood-based with immigrants or refugees who receive services from organization (but may be citywide or regional)</p>	<p>Service Provision with emphasis on Individual empowerment: provision of services that encourages individuals to take on leadership roles in community</p> <ul style="list-style-type: none"> - Activities clients become involved in can vary and may or may not include activism at the level of advocacy or organizing - Organizations provide services, but do not necessarily define themselves primarily as service providers. - Services provide a point of departure from which leaders are developed 	<p>Mujeres Unidas en Acción (Dorchester, MA): Strong emphasis on volunteering and mutual assistance. More experienced students get involved in design and implementation of programs, as well as board of directors.</p> <p>Immigrant Workers' Resource Center (Boston, MA): The Women's Leadership Program, which will enter its fifth year, uses the <i>promotoras</i> model to teach women about occupational hazards such as exposure to chemicals and repetitive stress syndrome. Participants act as peer educators in workplace, take part in collaborative work with other agencies, and have helped organize workers facing difficult labor conditions.</p>	<ul style="list-style-type: none"> - Individual empowerment can be effective for groups that want to focus on service delivery as their primary activity - Helps to address immediate community needs (food, job skills development, education, etc.). - Can be a first step in raising individuals' awareness of community - Service volunteering can help create ties among community members, and combat isolation. - Service focus may give clients who do not want to become politically active the opportunity to develop leadership skills - Addresses two issues simultaneously: immediate or survival needs and community leadership skills - Can develop leaders that organize to create long term strategies for change. 	<ul style="list-style-type: none"> - Does not always develop leaders focused on change - May not educate clients about their rights (human, labor, legal) which can serve both to help them with survival as well as giving them tools with which to educate their community - May place emphasis on individual and not on community as a possible force for creating lasting change - If done effectively, can be very time consuming - Requires connections with community - Many factors may affect result of efforts; the organization cannot always control - Communities may not always respond in a predictable manner - Funding issues (some organizations brought up that funders do not really understand the difficulties of developing leaders). - Requires taking the time for residents to learn necessary skills

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
<p>Client/Community Resident “Popular Education” or Community Building Program: Immigrant/ Refugee-Led or Mainstream Organizations</p>	<p>Usually neighborhood-based but may be citywide with a specific program focus.</p>	<p>Community building or population education involving community organizing and/or advocacy.</p> <p>These programs are defined as organizing efforts — if they include services they grow out of the organizing efforts, and are often spun off to other organizations.</p>	<p>NEIGHBORHOOD-BASED:</p> <p>Dudley Street Neighborhood Initiative (Boston, MA): Develops committees for each program through which residents exercise leadership. One example is the RCI Neighborhood Association Capacity Building Grants Committee, a group of residents trained to examine proposals and given the opportunity to decide how to allocate \$85,000 to neighborhood groups.</p> <p>Chinese Progressive Association (Boston, MA): The organization’s community organizing activities, community-based Steering Committee, and Workers Committee serve as fertile ground to identify and involve emerging immigrant and resident leaders in Chinatown.</p> <p>NOT NEIGHBORHOOD-BASED</p> <p>Centro Presente (Boston, MA): As part of the Education and Community Development (ECD) Program, the organization offers a series of Leadership Development Workshops. Participants learn practical organizational skills such as public speaking and evaluation, as well as information on key topics affecting immigrant communities such as globalization and immigration law. The ECD program is closely linked to Centro’s organizing and mobilization activities that support its campaign work.</p> <p>Oaxacan Indigenous Binational Coalition (Fresno, CA): In collaboration with Fresno County and other community-based organizations (CBOs) conducts outreach to educate families about eligibility for the</p>	<p>Similar advantages to those mentioned in Service-focused Client Empowerment. Also includes the following:</p> <ul style="list-style-type: none"> - Creates leadership that can help sustain community in the long run - Community building involves making community part of the organization, so decisions are made jointly with community representatives. 	<p>Similar disadvantages or weaknesses to those mentioned in Service-focused Client Empowerment . Also includes the following:</p> <ul style="list-style-type: none"> - Community organizing focus takes time and can expose differences among constituents that may delay work - Need staff who really know what they are doing in terms of organizing, know the community, and know how to use organizing as a way to develop leaders - Most groups unable to pay staff for all work required

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
			Medi-Cal insurance program. Identifies and trains community members to become <i>promotoras</i> and conduct workshops in their neighborhoods.		
<p>Volunteer/Member Leadership Development: Immigrant/Refugee-Led or Mainstream Organizations lient/Community Resident “Popular Education” or Community Building Program: Immigrant/ Refugee-Led or Mainstream Organizations</p>	Immigrants or refugees who organizational volunteer or members; may be based in a neighborhood or citywide	Development of volunteer or member leadership capacity through training sessions, participation in committees, and other opportunities to exercise leadership	<p>VietAID (Boston, MA): Develops resident leader capacity to serve and give them opportunity to exercise leadership through participation in organizing committees. Also runs a Community Organizing Initiative focused on building local Vietnamese leadership and increasing Vietnamese participation in community building.</p> <p>Dudley Street Neighborhood Initiative (Boston, MA); East Boston Ecumenical Community Center (Boston, MA); Alianza Dominicana (New York, NY); Asian Immigrant Woman Advocates (Oakland, CA); & Tenants’ and Workers’ Support Committee (Alexandria, VA): Organizations which actively involve community residents and/or organizational members in their programs to develop and exercise their leadership skills. These organizations involve constituents in their board of directors and have a solid record of hiring people from the community they serve.</p>	<ul style="list-style-type: none"> - Provides direct mechanism for residents or members to develop and exercise leadership skills - Provides opportunity to make organizations more visible and issues more widely understood in their communities - Provides organizations with mechanism to get more work done without having to hire more staff 	<ul style="list-style-type: none"> - Requires staff time to supervise, coordinate, and/or train volunteers - Depending on the experience level of volunteers, there may be issues of quality control. It is important to carefully gauge what role volunteers will play in the organization

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
<p>"Promoters/as" Program</p>	<p>Recent refugees and immigrants of usually of a single nationality or language group. Activities done at local or neighborhood level, but projects can have a regional vision or constituency. May bring local outreach workers together for training and to share experiences.</p>	<p>Development of community leadership by training residents to become peer educators /outreach workers (<i>promotores</i>). Training builds on existing social networks and community resources by identifying natural leaders. <i>Promotores</i> act as information and support resources to their neighbors.</p>	<p>Centro de Amistad (Guadalupe, AZ): a rural-based program training low-income Hispanic and Native American community women to become health educators and advocates by taking information into their community and training and empowering others to become more involved in health-related issues.</p> <p>US/Mexico Border Health Association (El Paso, TX): Program using a <i>promotores</i> model to train community member on HIV and STD prevention techniques throughout the Border region. Also identifies and trains <i>promotoras</i> who want to become trainers themselves to develop capacity in their areas.</p>	<ul style="list-style-type: none"> - Builds on existing social networks - Outreach is conducted in culturally appropriate ways - Can facilitate work with hard-to-reach populations such as seasonal workers, monolingual communities, people in geographically isolated areas, etc. - May help reduce costs of outreach - Facilitates acquiring new information about target communities - As a skills development process, becoming a <i>promotora</i> may increase participants' job market skills 	<ul style="list-style-type: none"> - Hard to maintain contact with outreach workers in the field for monitoring (quality control) and follow up, especially in remote areas - It takes time and knowledge of the target community to identify appropriate individuals interested in being <i>promotores</i>.

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
<p>Multicultural Leadership Training for Residents: Multicultural or Mainstream Organizations</p>	<p>Recent refugees and immigrants from a specific neighborhood; individuals from many different countries, ethnic and language groups</p>	<p>Education/training to meet individual needs and prepare individuals to be community activists and volunteers</p>	<p>Allston-Brighton Healthy Boston Coalition – LINCS Program (Boston, MA): A nine-month, tuition-free multicultural training with classes of 15-20 people taking place three times a week and an 18-hour community involvement component. Recruitment is done through ESL classes and other programs. As part of programs, participants practice English language and public speaking skills and design a community project. Mentors are key to the program.</p> <p>Dudley Street Neighborhood Initiative (Boston, MA): Leadership Development Committee and Resident Development Institute; programs to foster leadership and document leadership development among local residents (in formative stage).</p>	<ul style="list-style-type: none"> - Recruits potential leaders through contacts with community service provision or community meetings - Make a point to be convenient in location and time, providing child care or in some cases a stipend to defray costs of attending - Committed staff or volunteer mentors who take the time required to develop leadership skills among participants - Uses skills developed by one group of residents to train a subsequent group - Provides opportunity for immigrants and refugees of one background to see that other immigrants and refugees face similar barriers - Provides opportunities for immigrant leaders to learn from leaders from other immigrant backgrounds have already accomplished - Systematic learning experience designed to develop leadership skills - Documentation of process (in DSNI's case) provides resources for other agencies to model. 	<ul style="list-style-type: none"> - Takes time - Requires common language (usually English) or technology that facilitates simultaneous interpretation to ensure full participation across immigrant/refugee backgrounds - Takes financial and planning resources

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
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<p>Leadership Training for Residents from One Nationality or Language Group: Immigrant/ Refugee/ or Minority-Led Organization</p>	<p>Recent refugees and immigrants of a single nationality or language group, often from a single neighborhood or constituency</p>	<p>Training and advocacy work to enable a specific population or subgroup (e.g., Latino parents) to become activists</p>	<p>Latino Parents Association (Boston, MA): Citywide program providing leadership training to parents across school districts. Works to building capacity and self-confidence among parents to advocate for their children. Emphasis on specific schools.</p> <p>Hispanic Office of Planning and Evaluation's Proyecto PLAN (Jamaica Plain, MA): Citywide, Spanish language one year program designed to support emerging Hispanic leaders; provides advocacy and organizing skills-building to grassroots activists [NOTE: program is no longer operating].</p> <p>Mujeres Latinas en Acción (Chicago, IL): Dual-phased leadership program for low-income Spanish-speaking women. First phase focuses on self-empowerment; second phase builds on this and offers advanced training in community activism. Both phases include theory and practice, support participants' involvement in long-term community projects, and encourage women to serve as community resources and advocates.</p> <p>Center for Hispanic Policy and Advocacy (Providence, RI): Community Leadership Development Initiative provides information and leadership skills to local Hispanic community through two programs. The first is geared toward Hispanic women without leadership positions, focusing on empowerment and community advocacy skills; the second targets active community leaders to enhance their leadership skills and effectiveness as community organizers.</p>	<p>- Curriculum developed and refined with time, to match community needs</p> <p>- Provides space for development of leadership skills in one's own language and culture</p> <p>- Uses skills developed by one group of residents to train a subsequent group</p> <p>- Systematic learning experience designed to develop leadership skills</p>	<p>- Important to really know community needs and level of knowledge to avoid inappropriate programs</p> <p>- Requires consistent attendance which may be harder for working people</p> <p>- Does not provide opportunity for working across languages and cultures</p>
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Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
			<p>Laotian Organizing Project (Richmond, CA): Structured leadership development program which trains Laotian youth on community-focused <i>research for advocacy</i> techniques.</p> <p>Participants identify and document community issues, and organize to conduct advocacy campaigns. Although the project focuses on youth, it could be successfully replicated among adults.</p> <p>Asian Immigrant Women Advocates (Oakland, CA): Leadership Development Program uses “Community Transformational Organizing Strategy” through which women progress from becoming more aware about their community to providing literacy/citizenship classes to developing training materials to sponsoring and implementing committee meetings to conducting the research and outreach for broader organizing.</p>		

Type of Leadership Program and Organization	Geographic Scope & Target Group	Focus/Group	Examples	Advantages & Strengths	Disadvantages & Weaknesses
<p>Leadership Training for Organizational Leaders: Mainstream Organization or College/University</p>	<p>Citywide program Target: Immigrants/refugees who are organizational leaders — staff or board members</p>	<p>Workshops and community assignments</p>	<p>CIRCLE (Boston, MA): the Center for Immigrant and Refugee Community Leadership and Empowerment, now a project of the College of Public and Community Services of the University of Massachusetts - Boston (other two University of Massachusetts campuses run related programs); has been institutionalized and restructured as a one academic year Leadership and Community Practice certificate program combining academic training and "field" activities.</p>	<ul style="list-style-type: none"> - Respected sponsor provides stature/status - University- affiliated programs can provide certificate, graduate credits - Opportunities for sharing of information and experience across neighborhoods, nationality groups - Sponsors often have access to wide range of trainers 	<ul style="list-style-type: none"> - Community input may be limited if program is university-based - Selection process may favor participants with more education or higher status (e.g., board chairs, senior staff) - Good English skills required - Programs may be less flexible than community-based efforts - Location may limit participation

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