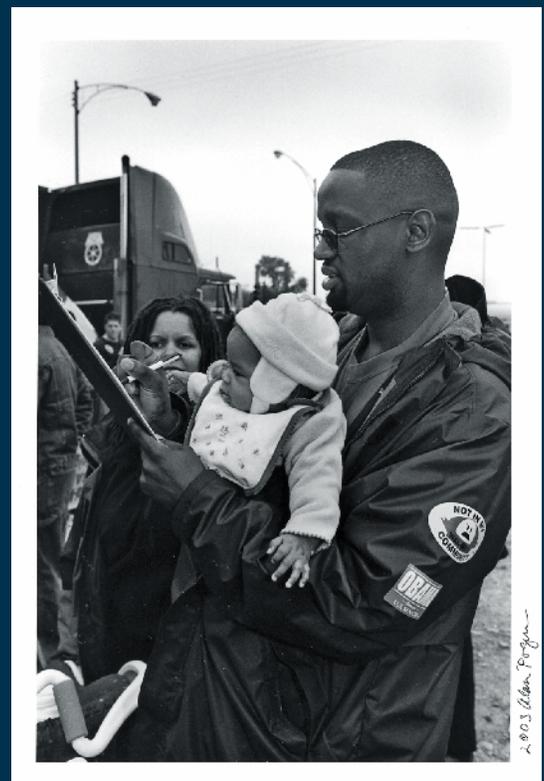


Development of Latino Leadership

A Report on The Chicago Community Trust's Grant Making

Summary of Findings September 2005

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with
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and
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INSTITUTE *for*



Latino Studies

Development of Latino Leadership

is a project of the Metropolitan Chicago Initiative
of the Institute for Latino Studies at the University of Notre Dame.

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The Institute for Latino Studies at the University of Notre Dame
conducts academic research and public information programs
on the Latino community nationally, Latino spirituality and culture,
Latino religion, and border and inter-American affairs. Through its
Metropolitan Chicago Initiative the Institute carries out data analysis, surveys,
and other research activities in partnership with local institutions to paint
a portrait of the Chicago-area Latino community and identify
its most critical needs. Other Institute analyses of Chicago-area
Latinos as well as topics related to the national Latino population
can be found at www.nd.edu/~latino.

Development of Latino Leadership

A Report on The Chicago Community Trust's Grant Making

Introduction

This report presents a summary of the findings of a study undertaken by the Institute for Latino Studies at the University of Notre Dame concerning grants made by The Chicago Community Trust to foster Latino leadership development. The grants included in the study, with one exception, were awarded during the Trust's 2001, 2002, and 2003 fiscal years (ending September 30). A longer report, available at www.nd.edu/~latino, provides the major findings in a narrative form.

This summary presents the background and rationale for the study, its methodology, its principal findings, and recommendations for various constituencies.

The definition¹ of a leader used in the study is as follows:

A leader is anyone with a vision who understands and voices the needs of the community, develops a constituency, and facilitates the involvement and development of others to bring about social change.

The Study

In the spring of 2004 The Chicago Community Trust (CCT) commissioned an evaluation of its grant making, with a focus on grants whose direct or indirect goal was to develop the leadership capacity of Latinos. The purpose of the evaluation was to study the impact that organizations and leaders have had in leadership effectiveness, organizational effectiveness and, more broadly, Latino civic engagement. The evaluation aimed to:

- identify effective leadership development and strategies;
- summarize the various definitions of leadership;
- document the impact of the leadership activities on leaders and their organizations;
- determine the outcomes and benefits of community-based leadership development; and
- determine if there has been systemic, community, and/or policy change.

A total of seventeen grantees were included in the study, which took place from late March through late August of 2004.² Sixteen organizations studied in the

evaluation received a minimum of one CCT grant during FY 2001 through FY 2003. One organization, West Town Leadership United, received a grant in 1999 and was included in the evaluation at the request of Trust staff. Thirty grants, totaling over \$1.3 million, were examined in the study.

The organizations included in the study all provided leadership development opportunities for Latinos. They had the following in common: 1) they developed the capacity of ordinary residents to bring about positive change in their communities; and 2) they conducted outreach, provided training, and mobilized residents to achieve such change.

Some grantees worked with residents of the Chicago communities of Logan Square, West Town, Humboldt Park, Belmont-Cragin, Hermosa, Little Village, Pilsen, Uptown, Edgewater, West Ridge, and New City. Other grantees worked in the suburban municipalities of Cicero, Berwyn, Highwood, and Waukegan. Two grantees conducted leadership development activities for Latinos throughout the region.

¹ This definition of 'leader' was developed from interviews with grantees and community leaders who participated in leadership programs.

² For a complete list of grantees see Appendix A. Project Advisory Committee Members are listed in Appendix B.

The majority of the data for this study were obtained from interviews conducted by Institute for Latino Studies researchers. A total of 76 interviews were conducted with 83 people. There were four categories of interviewees: grantee staff, community leaders (trained and/or engaged by the grantee organizations), policymakers, and civic leaders.

- Grantee staff were interviewed in person. There were 19 interviews conducted with 26 people. Most of the interviews were conducted with executive directors.
- The interviews with the Latino leaders were conducted by telephone. There were a total of 45 leaders interviewed, 34 women and 11 men.

- The policymaker and civic leader interviews were conducted in person. Six individuals were interviewed from each category. All of the policymakers were male. Five were elected officials and one was a city department official. Two of the civic leaders were female and four were male. They included executive directors of community-based organizations as well as educational and religious leaders.

The evaluation team also conducted a document review, which included a review of grant proposals, foundation staff write-ups in support of the grants, and grantee final reports when available.

Background and Rationale

An interest of the Trust since its earliest years

The CCT has a long history of interest in incorporating immigrants and minorities into the American mainstream. One of the Trust's first significant activities was the publication of a report on immigrants and African Americans in Chicago. The report, *Americanization in Chicago: The Report of a Survey*, was prepared by Frank Loomis and published in 1920. It listed organizations that were working to facilitate the 'Americanization' of the city's newest residents and provided recommendations for promoting their full participation in civic life.

The first known Trust grant to a Latino organization was made to the Mexican American Council in 1953. According to the 1957 CCT Annual Report, the Trust increased its support for programs that assisted Puerto Ricans, Mexicans, and other newly arriving groups in "adjusting...to city life" by 11 percent. The year 1971 marked the beginning of a series of grants to a growing number of Latino organizations. That grant giving continues to this day. The Trust continues to make grants to organizations and projects that aim to give

a greater voice to Latinos in their neighborhoods and in the broader community.

The Trust is not the only local philanthropic institution supporting civic participation in the Latino community. Together, Chicago foundations have had significant impacts over the years on the current Latino leadership landscape. Starting with development at the community level, a leadership base has been created that speaks for Latinos at the local, state, and national levels. Joshua Hoyt, a member of this study's Advisory Committee, notes that "[i]f we track the recent history of Latinos in Chicago, we can see that many current Latino leaders got their beginnings at the community level. This includes elected officials such as Senator Miguel del Valle and Congressman Luis Gutierrez and community leaders such as Jesús García, executive director of the Little Village Community Development Corporation and former State Senator, and Raul Raymundo, executive director of The Resurrection Project."

Growth of the region's Latino community

It is important to focus our attention on the Latino community; this population has experienced significant

growth. From 1990 through 2000 the population of Latinos in Illinois grew by 69 percent, to comprise 12 percent of the state's total population. During the same time period the state's non-Latino growth rate was only 3 percent.³ In 2000 one in eight Illinoisans was Latino and Illinois had the fifth largest Latino population in the nation.

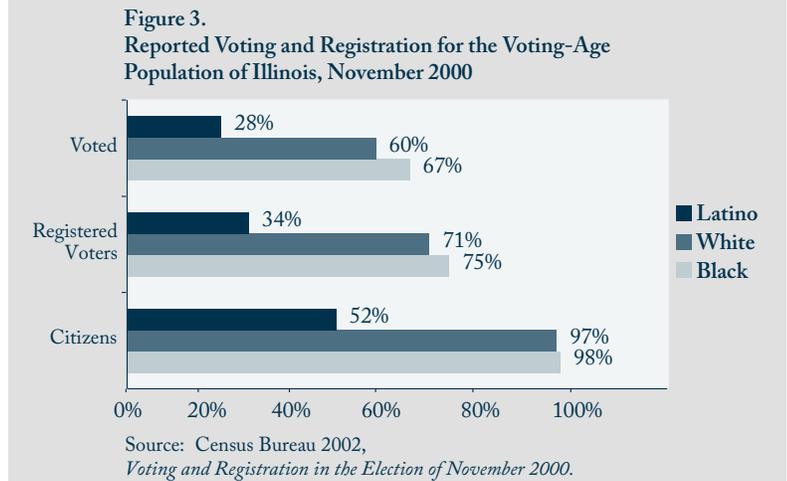
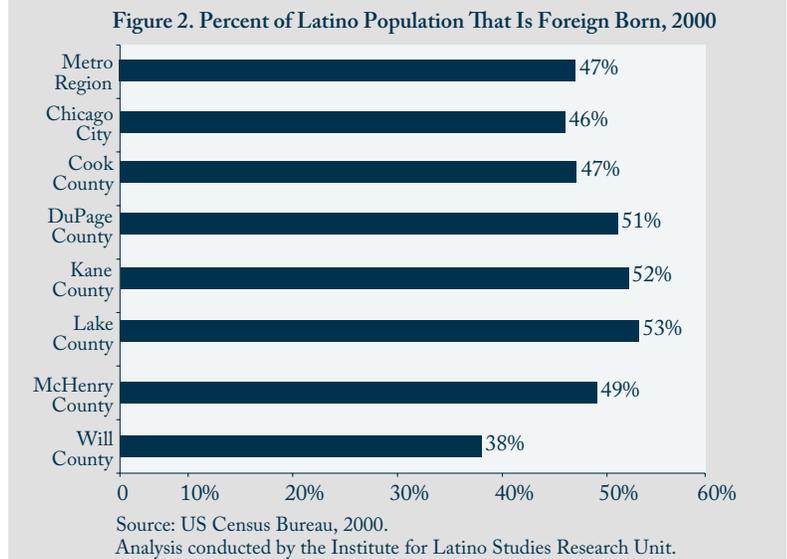
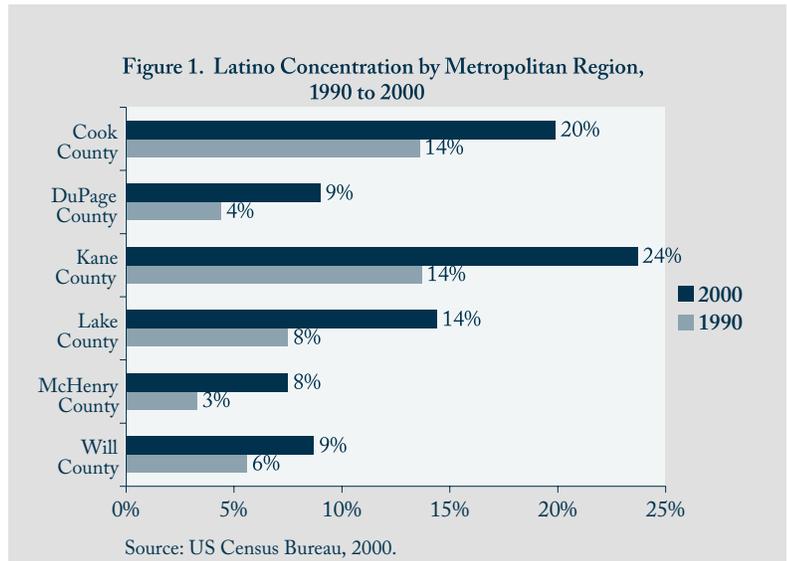
Most of the growth of the Latino population in Illinois was experienced in the six-county Chicago region. Ninety-two percent of the state's Latinos were concentrated in metropolitan Chicago, compared to 62 percent of non-Latino Illinoisans who resided there, according to the 2000 Census. Each of the six counties experienced growth in their Latino populations from 1990 to 2000 (see Figure 1). The smallest growth was witnessed in Cook County at 54 percent, while McHenry County experienced the largest growth at 223 percent. In 2000 almost one-fourth (24 percent) of Kane County's population was Latino, compared to its 1990 concentration of 14 percent.⁴

Significant immigrant representation

A significant portion of the Latino growth from 1990 to 2000 was due to immigration. In 2000 almost half (47 percent) of the Latino population in the six counties was foreign born (see Figure 2). In DuPage, Lake, and Kane counties the majority of the Latino population was born outside of the United States (51 percent, 53 percent, and 52 percent, respectively).⁵ The city of Chicago had rates similar to the region—46 percent of Latinos residing in Chicago were born outside of the United States. The majority of the region's foreign-born Latinos are adults; nearly two-thirds of Latino adults in the region are immigrants, compared to only 16 percent of Latino children.⁶

Few eligible Latino voters

Although the Latino population is booming in terms of its growth rates, it has a low number of voters, which translates into limited impact on policy. Using



3 M. Zurita, 2003, "Latino Population—Young and Growing Fast!" Latino Research @ ND, Vol.1 Number 1, Institute for Latino Studies.

4 Ibid.

5 Census Bureau, 2000. Analysis conducted by the Institute for Latino Studies Research Unit.

6 R. Paral, T. Ready, S. Chun, and W. Sun, "Latino Demographic Growth in Metropolitan Chicago," Institute for Latino Studies Research Report Vol. 2004.2.



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voter registration and voting as a measure of civic participation, we see that in Illinois Latinos show significantly lower participation than Whites and African Americans.⁷ At the time of the November 2000 election 48 percent of Latinos of voting age in Illinois were non-citizens⁸ (see Figure 3). With only half of the Latino population being citizens, it was no surprise that only one-third (34 percent) of all Latinos of voting age in Illinois were registered to vote.

The scenario was quite different for Whites and Blacks, whose majorities were citizens (97 percent and 98 percent, respectively).⁹ Seventy-one percent of Whites and 75 percent of Blacks were registered. In terms of those who actually went to the polls, less than 30 percent of Latinos in Illinois voted, compared with 60 percent of Whites and 67 percent of Blacks. However, Latinos who are registered do vote at rates comparable to other groups; 83 percent of all Latinos who were registered to vote did vote during the 2000 presidential election, compared with 84 percent of Whites and 90 percent of Blacks.

With less than one-third of Latinos of voting age in Illinois participating in the electoral process, it is clear that citizenship status seriously limits Latino voting.

When considering all of these factors—Latinos' large population growth, the high levels of immigration, and the lower levels of eligible voters—it is evident that there is a need for alternative forms of civic participation by which to ensure that Latinos' voices are heard and their needs are met. This is why documenting the work and the successes of the grantee organizations and their leaders is of such importance.

7 In this report the term 'African American' is used except in reference to Census data, in which case the term 'Black' is used.

8 A. Jamieson, H.B. Shin, and J. Day, *Voting and Registration in the Election of November 2000*, 20–542 (Washington, DC: US Census Bureau 2002). State-level data are included in Supplementary Table 4a.

9 Census data for non-Hispanic Blacks and Whites were utilized for these comparisons.

Major Findings

The following emerged as the most salient findings of the evaluation:

1. There is no single way to develop leaders; rather there are a variety of methods, and organizations may utilize more than one.

Among the grantees interviewed, there are four major ways in which leaders are being developed:

- Traditional community organizing by using established methods, such as the Industrial Areas Foundation (IAF), which includes leadership trainings for both organization staff and leaders.
- Leadership trainings designed around targeted leadership skills. For example, one organization trained leaders from various Mexican hometown associations on topics such as conducting a meeting or incorporation as a 501(c)3.
- Working on specific issues or campaigns, such as obtaining driver's licenses for undocumented immigrants or in-state college tuition for undocumented students.
- Working on specific projects, such as an educational program in the community.

Grantee organizations also develop leaders through experiential learning, such as having them organize and lead public meetings.

2. Although there are various ways of identifying and developing leaders, there are commonalities in the approaches utilized.

Leaders are identified by the organizations through local school events, Block Clubs, churches, door-knocking, organizational events, and existing leaders. Some emerging leaders seek out an organization because they have an interest in the organization's work on certain issues.

Most of the organizations hosted leadership training workshops. There were consistent themes at the

workshops: (1) self-improvement, such as setting personal goals; (2) organizing techniques; (3) topics related to specific issues, such as immigration or education issues; and (4) skills, such as how to set agendas for meetings.

3. Although respondents provided many definitions of leadership, one working definition emerged.

The research team synthesized the many definitions provided to create a working definition for the purposes of this report, which was stated in the introduction, but bears repeating here:

A leader is anyone with a vision who understands and voices the needs of the community, develops a constituency, and facilitates the involvement and development of others to bring about social change.

Although similarities existed among the various definitions of leadership, one major distinction surfaced: Oftentimes policymakers defined and used the term 'leader' to refer to individuals who hold positions of power or prestigious titles, whereas grantee leaders and staff tended to use the term to reflect the community definition.

4. There are many challenges in developing Latino leaders.

The grantees articulated multiple challenges in developing Latino leaders. Many of these challenges directly result from immigration. Some Latinos lack trust in others and fear being exposed if they are undocumented. Other immigrants, especially those from Mexico, are politically indifferent and feel that their voices will not create change. The lack of English fluency among some poses a challenge because organizations must translate written materials and communicate in another language, which requires time and funds. Many Latinos, immigrant and native alike, have limited financial resources and time. Many are low-wage earners who may work two or more

jobs to make ends meet, which leaves little free time. Another challenge found among both immigrant and native Latinos are low levels of formal education, which requires organizations to provide explanations of some concepts for their understanding. Some female leaders experience difficulties in participating due to gender expectations. Additionally, organizations face practical issues, such as providing food, child care, and transportation for meetings, which are needed in Latino communities and place financial burdens on the organizations.

5. Participation in leadership programs and activities has created significant benefits in leaders' lives.

Although there are many challenges in developing Latino leaders, there are many benefits as well. Leaders experienced increased self-confidence. They expressed personal satisfaction in helping their communities. As a result of their leadership trainings and activities, leaders had stronger positive roles in their own families, for example, as role models for their children. Through their experiences of being leaders, they developed social connections and networks inside and outside their communities. Through their training and activities, leaders developed their social and professional skills, including public speaking, writing, and facilitation skills. Many leaders also benefited by gaining knowledge of US culture and systems, ignorance of which had been barriers to their civic participation. As one 70-year-old leader, Rosa,¹⁰ stated, “Aprendí que los que trabajan en el gobierno, como el consejal...la policía...todos están para ayudarnos. Y podemos exijirles...”¹¹

6. Grantees and leaders have had significant impact on communities.

Collectively, more than 750 leaders were developed through grantees' activities.

Grantees and their leaders have had significant impact through their civic engagement and through their effectiveness in advocating policy and community changes. They involved themselves in the political arena; 90 percent of leaders interviewed had contacted legislators or policymakers. Going beyond that, the grantees and their leaders have worked to create policy and community changes in the areas of health, housing, safety, education, environment, and transportation. In these important changes the grantees were major, indispensable actors.

Many changes had local impact, such as the closing of liquor stores and drug houses, the improvement of local libraries, projects to make the community more aesthetically and environmentally pleasing, and the recruitment of candidates for local school council elections. Other local efforts had larger implications, such as holding the Chicago Transit Authority (CTA) accountable for the renovation of an 'E' line so that transportation did not cease in certain communities, or getting Chicago Public Schools to promise the future building of a school to ease overcrowding. A non-Latino municipal official in a suburb with a significant Mexican immigrant community spoke of the importance of having Latino residents with the capacity to participate in the civic arena: “I have two separate communities now. By developing Latino leaders, it would be more like one community [because their needs would be represented].”

In order to create change at these levels, many organizations, including most of the grantees, worked collaboratively. The grantees realized major achievements at the state level for Latinos and other Illinoisans:

- **Illinois House Bill 60 was passed.** This legislation extends in-state college tuition to undocumented students in Illinois (approximately 3,000 students). This is a major accomplishment with national implications.

10 In order that interviewees would feel comfortable speaking freely, they were told that their real or full names wouldn't be used in the study.

11 I learned that those who work for the government, such as the alderman...the police...all are here to help us. And we can make demands of them...

- **Illinois New Americans Initiative was approved.**
The Initiative is a \$9 million, three-year citizenship acquisition project aimed at immigrants in the state.
- **Illinois Family Care program was passed.**
This is another major accomplishment, which benefits 80,000 uninsured families.
- At the city level, several grantees have made significant progress towards a Chicago ordinance that would require new housing developments to **set aside 15 percent of units for affordable housing.**

The interviews revealed that local initiatives get people involved. Born in Mexico, María, a 31-year-old mother of two, has been living in Chicago for eight years. She stated that leadership training through a local organization opened her eyes to the fact that she was a vital part of the community. As a result, she has met with legislators in Springfield and will be volunteering for the New Americans Initiative, working with immigrants in Illinois toward citizenship acquisition.

Recommendations

Based on the major findings of the report, Institute researchers developed recommendations for The Chicago Community Trust and others in the funding community, nonprofit organizations, and policymakers. It is our hope that these recommendations help increase civic engagement and social change in Latino communities throughout the region.

Recommendations for funders

The following are recommendations for the Trust and other funders. They are aimed at increasing and improving grant making in the area of Latino leadership development:

- Fund proven practices more aggressively to create sustained social change at a larger level.
- Fund the expansion of the infrastructure for leadership development in Chicagoland suburbs and municipalities.
- Create opportunities for organizations and leaders to come together and learn from each other, as well as to work collaboratively.



Recommendations for nonprofit organizations

Based on the study and its findings, the following recommendations are aimed at the grantees and other nonprofit organizations to help them improve their practices:

- Reflect on and understand personal and organizational definitions of leadership, including the community's definitions as well as those of civic leaders and policymakers.
- Invest time to research existent models and practices that are appropriate for specific communities.
- Continue ongoing relationships between policymakers and organization leaders and staff; if such relationships do not exist, establish them.

Recommendations for policymakers

The following recommendations are aimed at policymakers:

- Increase on-going dialogue with community members and leaders.
- Expand concepts of leadership to include ordinary people who bring about social change.
- Welcome opportunities to partner with emerging Latino community leaders and organizations.
- Acknowledge and celebrate the accomplishments of community leaders and organizations.



Conclusion

Organizations that develop leaders have had significant impacts on communities, local governments, and the state of Illinois. The work of these organizations and their leaders has led to significant public policy accomplishments at the local and state levels.

Leadership development has been critical to advancing civic engagement among Latinos. Without the programs and organizations in this report, many of these leaders would not have been developed or worked on behalf of their communities. Leadership development has increased policymakers' understanding of the Latino community and their accountability to Latino constituencies. The development and visible participation of Latino leaders at all levels, especially at the grassroots,

have created a more accepting environment for immigrants and Latinos in Chicago.

It is important to note that although these policy changes represent important achievements, there is a need to continue working to maintain and build upon such gains, particularly if the political climate in the state changes.

Leadership development has created cohesion, bringing diverse groups together to improve the quality of life for Latinos in specific communities and in the region as a whole. Essential to this process was the funding of organizations that worked to develop local leaders.

Appendix A: Organizations Included in Study

Alliance of Logan Square Organizations	Little Village Community Development Corporation
Bickerdike Redevelopment Corporation	Little Village Environmental Justice Organization
Blocks Together	Logan Square Neighborhood Association
Family Services of South Lake County	Northwest Neighborhood Federation
Illinois Coalition for Immigrant and Refugee Rights	Organization of NorthEast
Interfaith Leadership Project of Cicero, Berwyn, and Stickney	Pilsen Alliance
Jesús-Guadalupe Foundation	Telpochcalli Community Education Project
Latinos Progresando	The Resurrection Project
	West Town Leadership United

Appendix B: Project Advisory Committee Members

Nancy Aardema, Logan Square Neighborhood Association	Joe Mariano, National Training and Information Center
Oscar Chacón, Enlaces América	Dr. Ricardo Millett, Woods Fund
Honorable Miguel del Valle, Illinois State Senator	Fabio Naranjo, MacArthur Foundation
Jesús García, Little Village Community Development Corporation	Honorable Billy Ocasio, Chicago Alderman
Joshua Hoyt, Illinois Coalition for Immigrant and Refugee Rights	Idida Perez, West Town Leadership United
Dr. Jody Kretzmann, Northwestern University	Carmen Prieto, Wieboldt Foundation



The Institute for Latino Studies thanks all the individuals and organizations that were interviewed for this project. Their work, effort, and dedication create socially just communities.

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