



**The Building Community
Amidst Diversity Initiative
Final Report**

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Development of Community**

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Committed to building the capacity of organizations and institutions to develop the health, economic equity, and social justice of communities.

Preface

The Association for the Study and Development of Community (ASDC) developed this report based on the lessons generated from the Building Community Amidst Diversity Initiative funded by the C.S. Mott Foundation, as well as on lessons learned from other similar initiatives conducted by ASDC. We would like to thank Kimberly Roberson at the C.S. Mott Foundation for her encouragement and support. The people at ASDC who contributed to this report included: Kien Lee, who led the initiative and the writing of this report; Tina Trent, who helped write sections of this report; Sylvia Mahon, who assisted in the production of the report; and David Chavis and Linda Bowen (Institute of Community Peace), who contributed to the development of the continuum of contexts. Last but not least, we would like to acknowledge the hard work and contributions of our three community partners (Cleghorn Neighborhood Center, Metro DC PFLAG, and Georgia Community Loan Fund).

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1. Introduction

The Building Community Amidst Diversity Initiative (BCADI) was developed to:

- Assist communities with the full spectrum of activities required to build, manage, and strengthen intergroup relations;
- Apply previous lessons, test new ideas, and enhance the existing knowledge base to create a useful resource for communities; and
- Build on the existing tools and resources already generated to support community building efforts in racially, ethnically, and culturally diverse settings.

BCADI builds on the Association for the Study and Development of Community's (ASDC) previous work in community building and intergroup relations, which taught us three very important lessons:

- Existing programs and models provide only partial strategies and solutions to the complex challenges faced by communities undergoing rapid demographic changes, and organizations and leaders need help in combining these programs and models into a comprehensive strategy;
- The appropriate fit between the comprehensive strategy and community context plays a key role in determining success; and
- The gap between researchers, practitioners, and innovators of programs and models need to be continuously bridged.

Three organizations were selected to participate in the BCADI by ASDC and an advisory committee comprised of five national experts in the areas of community building and capacity building. The three organizations were selected from a pool of over 200 applicants and were selected for:

- Their desire to confront and ameliorate the structural inequities that accompany the changing demography of their communities;
- The initial work they have conducted to address the difficulties posed by this changing demography;
- Their openness and willingness to learn;
- The limited resources the organization had to address these important issues; and
- Their different context, histories, and proposed approaches to valuing diversity, which ASDC and the advisory committee believed would help maximize the learning generated from the initiative.

Each community partner received \$20,000 and an additional \$9,000 to engage a local facilitator to work closely with its staff to implement the organization's projects. Community partners submitted a short workplan showing how they proposed to integrate the guiding principles for building communities that are racially, ethnically, and culturally diverse, as developed by ASDC. These principles were created based on an extensive review of psychological literature on intergroup relations and valuing diversity (see Figure 1 for the list of principles). Following this submission, ASDC worked with the community partner to identify

two to three people who could act as local facilitators, and conducted a three-way conference call (community partner, candidate, and ASDC) where the community partner was able to interview the candidate. At the same time, ASDC was present to clarify any questions related to contractual agreements with the facilitator. The selected local facilitator subsequently worked with the community partner to refine and implement the workplan. As follow-up, ASDC's staff communicated with the community partner staff and the local facilitators to track progress, as well as to offer additional technical assistance.

Section 2 describes the experiences of the three community partners that participated in BCADI. Their experiences generated a list of lessons, summarized in Section 3. Where appropriate, we also describe lessons from other studies that support what we learned from this initiative. Finally, in Section 4, we provide a guide for building community amidst diversity based on the lessons in Section 3.

2. Community Partners

The three community partners were the Georgia Community Loan Fund, Metro DC PFLAG, and Cleghorn Neighborhood Center.

The Georgia Community Loan Fund (GCLF) in Athens, Georgia, is a lending institution committed to helping disadvantaged and minority groups access funds and technical assistance. Its partner, the People of Hope, Inc. ("PoH"), is a community organization composed of residents of a new manufactured-housing community in Athens. GCLF and PoH intended to ensure that a value for diversity is instilled in the new manufactured-housing community.

Metro DC PFLAG (Parents, Family and Friends of Lesbians and Gays) is a nonprofit organization in the District of Columbia dedicated to promoting the equity and well-being of lesbian, gay, bisexual, and transgendered (LGBT) persons

Figure 1: Guiding Principles

1. Engage and involve the appropriate leaders in the planning, implementation, and evaluation process
2. Identify an important common issue that affects two or more groups and work towards common goals to address the issue. Each group must have a distinct and clear role that reflects its unique and complementary strength
3. Bring together people and organizations that represent different groups and treat them as equals
4. Provide and support opportunities for members of groups to get to know one another as individuals and learn to respect each other's cultures and traditions
5. Provide and support opportunities to identify similarities between groups and at the same time, appreciate each group's history and unique characteristics in order to find common ground
6. Identify each group's strengths or assets (e.g., culture, language, history, relations, etc.) and use and exchange them as part of the intergroup process
7. Identify, respect, and transform conflicts into improved capacity and relations
8. Celebrate, share, and build on successfully completed collective action because it not only improves the communities that groups live in, but also strengthens their relations
9. Support and sustain relationship building at multiple levels (between individuals, groups, institutions, and communities) to maintain the process for strengthening intergroup relations and fostering equity
10. Obtain institutional support for promoting intergroup relations and equity
11. To be effective, implement intergroup strategies at multiple levels, including the individual, group, and institutional levels

and their families and friends. Metro DC PFLAG's goal was to build a school community supportive of LGBT students and to influence the creation of a school district-wide anti-harassment policy that explicitly addresses issues faced by these students.

The Cleghorn Neighborhood Center (CNC) is a community center in Fitchburg, Massachusetts. The Cleghorn community is composed of upper and lower Cleghorn, divided by racial and ethnic stereotypes, income, and their different histories. CNC's goal was to bridge these differences and unite the community.

The three community partners were different in their geography, types of groups involved, and histories. They were similar in staff size (i.e., very small) and aspirations. These three partners also proposed three different approaches to building community amidst diversity. CNC proposed to embed its valuing diversity strategy within a community change agenda, Metro DC PFLAG hoped to interface with a public structure to effect change, and GCLF envisioned promoting the development of a community in which a value for diversity is instilled.

All three community partners initiated the community building process, but, due to various unforeseen circumstances, each concluded at a different stage of development. Two of the three partners went through a transition in their leadership and staffing, and new opportunities emerged at the end of their grant period which could potentially impact the community partners' future work.

Section 2 describes in more detail the experiences of each community partner, including their goals, accomplishments, and lessons learned.

2.1 Cleghorn Neighborhood Center

Context. Cleghorn, a neighborhood of approximately 3,600 people located in Fitchburg, Massachusetts, was settled by French Canadians recruited by a local businessman to work in his paper mills and factories. Over time, the French Canadian settlers integrated and emerged as the political and economic powerbrokers of the neighborhood. In the 1960s and 70s, African American and Latino families began to migrate to Cleghorn. Their arrival coincided with local economic decline, subsequently, the new residents tended to occupy the lower rung of the neighborhood's socioeconomic ladder. Today, Latinos make up a large proportion of the residents in lower Cleghorn.

An important feature of Cleghorn is a geographic divide that physically separates two groups of people with different socioeconomic status into "upper Cleghorn" and "lower Cleghorn." The divide is exacerbated by racial and ethnic differences and a historical image among residents of upper Cleghorn that lower Cleghorn is dangerous and unkempt, despite the fact that crime activity has declined and residents have become actively involved in improving their living conditions. On the other side of the coin, residents of lower Cleghorn tell stories of not being welcome at meetings in upper Cleghorn.

CNC is located in the heart of lower Cleghorn. Though founded by a group of French Canadian residents, over time the people of Cleghorn have come to perceive the organization as

serving lower Cleghorn, perhaps because the needs of this part of the neighborhood naturally led to increased use of the center by lower Cleghorn residents.

To address the divide within Cleghorn, CNC applied for and received a BCADI grant. CNC intended to use the grant to build intergroup relationships between upper and lower Cleghorn residents and strengthen the entire community by addressing concerns common to both groups of residents.

Accomplishments. CNC achieved the programmatic and intergroup outcomes it set out to attain. An unanticipated outcome was its increased capacity to influence the Cleghorn residents and elected officials in Fitchburg.

Programmatic outcomes. Residents from both sides of Cleghorn expressed a common concern for their children's safety. CNC's community organizer visited door-to-door in upper and lower Cleghorn, discovering concerns that certain intersections in the neighborhood lacked crossing guards, speed bumps, and stop signs, creating a dangerous situation for children as they to walk to and from their homes or wait for the school bus. Residents also reported that some streets do not have sidewalks, forcing children to walk on the street or wait for their bus on the street, and that speed limits are not enforced. As a result of CNC's effort, the following changes occurred:

- The police department established a rotating detail, to station a police officer at a different bus stop on each day of the week;
- New sidewalks were built on two streets; and
- Two streets were given increased lighting.

The city council did not approve the placement of crossing guards at four intersections and stop signs at three locations.

Intergroup outcomes. Individual relationships have developed between some residents in lower and upper Cleghorn. For example, a group of Latina women befriended an older French Canadian woman from upper Cleghorn. Because the latter is well-respected in her community, her relationship with the Latina women models the bridging of lower and upper Cleghorn for the rest of the community.

Residents from both sides of Cleghorn worked together to address common concerns about their children's safety. At the first project planning meeting, convened by CNC and facilitated by ASDC, approximately half of the 30 resident participants came from upper Cleghorn, and the other half from lower Cleghorn. A CNC staff person provided interpretation using simultaneous translation equipment. For the first time in a long time, residents from both sides of the neighborhood sat side by side and engaged in conversation.

Organizational outcomes. The BCADI grant had an unexpected and relatively large impact on CNC's organizational capacity. The organization's leadership and staff came to understand the importance of strengthening three interdependent capacities, the capacities to: 1) serve all Cleghorn residents, and not just Latinos; 2) strengthen the Latino community as a

neighborhood stakeholder with importance equal to that of the rest of the community; and 3) build resident leadership capacity and continue to organize upper and lower Cleghorn to address common concerns, while continuing to build relationships across Cleghorn.

The CNC board has adopted, as part of the CNC strategic plan, specific goals for addressing the first two capacities mentioned above. CNC staff members have started to develop work-plans that incorporate strategies to address all three capacities. In addition, during the grant period, staff participated in training on community organizing, which enhanced their understanding of resident empowerment and leadership. Through this and other efforts related to the BCADI grant, CNC staff recognized the need for additional capacity building in community organizing and resident leadership development. Clearly, the organization has laid the foundation for institutionalizing strategies that promote intergroup relations and inclusiveness.

Conclusion. As of January 2008, a new mayor, an Asian American woman, has been elected. The mayor has requested the convening of neighborhood meetings; such a meeting was conducted in Cleghorn in mid-February. It was attended by an equal number of residents from upper and lower Cleghorn who engaged in lively discussion about what they liked and disliked about the neighborhood and the change they wished to see. They also discussed the divide between upper and lower Cleghorn and the lack of opportunities for building relationships and trust. Following the meeting, two upper Cleghorn residents invited CNC to use the booths previously used by them in a carnival for a similar festival in summer 2008.

Facilitating conditions. The progress made by CNC was facilitated by several factors. The financial support and technical assistance made available through BCADI enabled CNC to focus on building relationships between upper and lower Cleghorn residents, with the help of a local facilitator (hired with BCADI funds) who worked closely with CNC to plan and implement its community organizing activities. The local facilitator's specialized knowledge was complemented by ASDC's knowledge about intergroup relationship building. CNC also engaged another consultant, independent of the BCADI grant, to assist in strategic planning. The congruent views of community change and capacity building among these three entities formed a constant and coherent support system for CNC.

In addition, the following unique assets and capacities of the CNC executive director proved appropriate for the effort:

- Training as a community organizer in diverse settings before moving to Fitchburg;
- A deep belief in and commitment to resident empowerment and social equity;
- An openness to learning, combined with enough experience to benefit from the knowledge and skills of the funders, technical assistance provider, and organizational consultant;
- A multicultural family background, which enables people from different racial, ethnic, and cultural backgrounds to relate to her; and
- Continuous insights into ways to improve her own strategies and those of CNC and elevate their leadership role in the community.

CNC's accomplishments also grew out of its deep commitment to take the first step toward bridging the divide. The CNC executive director's own vision and willingness to build a united community supported and encouraged this commitment. This decision was supported by the group of residents who actively participated in CNC's activities.

An elected official also facilitated project success. CNC staff knew how to engage this official in a way that not only benefited the community, but also helped the official gain credibility in the community for immediately implementing requested street safety changes.

Challenging conditions. Several events and conditions posed challenges to the attainment of CNC's goals. First, a change in CNC leadership at the beginning of the grant period delayed project start-up; the project did not get off the ground for almost eight months after the leadership turnover.

Second, in spring 2007, an immigration raid in New Bedford, Massachusetts, terrorized the immigrant community. Although New Bedford is not immediately adjacent to Fitchburg, during the period of the raid, Immigration and Customs Enforcement (ICE) officials stayed in a hotel in Fitchburg's neighboring town of Leominster. The proximity of ICE officials terrified immigrant residents of Cleghorn, discouraging them from leaving their homes, let alone participating in a community project. At about the same time, CNC failed to receive additional funding to support their operations. These two events distracted the CNC executive director and staff from focusing attention on the BCADI project.

As an additional challenging factor, Cleghorn is deeply entrenched in historical and structural racism and classism. The local media perpetuates negative images of lower Cleghorn. The current national debates about illegal immigration only exacerbate racial tensions between Cleghorn's Latino and White populations. Given these historical and ongoing issues of race and class, the residents of Cleghorn needed (and continue to need) time to shift their perceptions and build enough trust to work together naturally to address common concerns. While CNC's community-organizing approach uncovered certain concerns and motivated people to demand tangible and feasible changes (e.g., sidewalks and increased lighting on certain streets), the approach was not comprehensive enough to deliberately build relationships and trust across racial, ethnic, and cultural lines.

Finally, related to the complexities of race, gender, and class, CNC discovered during its staff capacity-building process a well-intentioned individual who believed in resident empowerment, but did not know how to empower residents in a way that builds their capacity. This individual had inadvertently become a gatekeeper of power who acted as if residents were not capable of leading, thereby hindering resident leadership development. This person was challenged by the other staff members who wished to build their capacity to empower residents and develop the residents' leadership. This person eventually left CNC and Cleghorn to pursue another job opportunity.

2.2 Metro DC PFLAG

Context. LGBT youth frequently do not know one supportive adult in school, according to research conducted by the National Mental Health Association. The 2001 National School Climate Survey findings revealed that 70% of LGBT students are harassed in school; several studies have shown that such harassment results in higher risk of dropping out.

The District of Columbia Public Schools (DCPS) are no exception. Although a school policy protects LGBT students, the policy has not been implemented or enforced. Issues related to racial, ethnic, and gender differences compound the harassment already experienced by youth whose sexual orientation differs from the norm.

The Metro DC PFLAG saw the BCADI grant project as an opportunity to address challenges faced by LGBT students in DCPS by promoting a welcoming and inclusive school environment. PFLAG intended to use the grant to create a model school for the rest of the school district, and eventually for the region and the country.

ASDC and PFLAG agreed that the latter should select, for the development of their model, a school with 1) no other competing issues such as violence, poor academic achievement, or poor learning conditions; 2) at least one champion in the school to support the work and help advocate for change; and 3) a multicultural student body. After extensive consultation with the assistant superintendent of DCPS and the principals of several schools, PFLAG selected the Bell Multicultural School. Though not ideal, this school seemed the best of the choices available because 1) the principal and a school liaison were enthusiastic about PFLAG's proposed project; 2) the school had no major competing issues that would distract attention from the project; and 3) the school had a diverse population of Latino, African American, and Southeast Asian students.

Accomplishments. PFLAG achieved some of the goals it set out to accomplish; nevertheless, its staff believed that the lessons generated by BCADI grant project are invaluable and helped lay the foundation for continued efforts to influence DCPS' policies.

Programmatic outcomes. PFLAG's efforts produced fertile ground for a future gay/straight alliance. The 15 students involved in the effort watched videos about LGBT issues and analyzed DCPS' sexual harassment policy to devise strategies and activities to promote peace in their school. At the end of the effort, the students conducted a school-wide "Silence Identities Day," as a result of which 145 students pledged their commitment to end harassment and promote peace. Increased awareness among students involved in the project and throughout the school promoted interest in forming a gay/straight alliance in the following school year; students sought PFLAG's assistance to form the alliance.

PFLAG also surveyed the school's teachers to determine the level of training needed to better support LGBT students. A total of 34 teachers responded to the survey. Unfortunately, school administrators failed to disseminate survey results widely; hence, the school failed to use the results to inform or promote training or other professional development.

PFLAG was unable to engage any parents in the project. The school had limited parent involvement, in general; therefore, from the outset, PFLAG recognized the low probability of achieving success in involving parents in its goals and activities.

Intergroup outcomes. Some level of cross-cultural understanding developed between Latino and African American youth; however, deep understanding likely did not develop because African American youth eventually stopped coming to meetings. According to PFLAG staff, African American youth dropped out of the group primarily because of competing after-school activities. Nevertheless, when both Latino and African American youth were involved in the project, they discussed the culture of their families and the challenge of talking about sexual orientation because of their parents' homophobia. They also discussed the role of Catholicism and other religions in promoting and maintaining the stigma against homosexuality by categorizing homosexuality as a sin.

Organizational capacity outcomes. According to PFLAG leadership and staff, this project increased their understanding and capacity to work with schools in the District of Columbia to address harassment of LGBT students; their lessons learned are described in detail below. The experience also confirmed PFLAG's sense that homophobia tends to be more extensive among school administrators and teachers than among students in some schools. The increased knowledge and skills of PFLAG staff will improve the organization's ability to work with school principals, teachers, and students in the future.

PFLAG's visibility appeared to increase as a result of this project. The PFLAG school liaison began to receive inquiries from school counselors and other social workers after these school staff found out about PFLAG and its services. This experience helped PFLAG realize the importance of engaging other school staff in the future, to gain their buy-in and support to facilitate a climate for change within schools.

Conclusion. As of January 2008, the Metro DC PFLAG continues to raise funds to return to Bell Multicultural School to help establish a gay/straight alliance. An important event had occurred by this time which could have significant implications. The mayor of the District of Columbia gained authority over DCPS and has committed to major school reform. PFLAG views this change as an opportunity to 1) bring attention to the relationship between harassment and academic achievement and 2) highlight the lessons learned from this project to promote ongoing pursuit of a model strategy for creating a more welcoming school environment.

Facilitating conditions. PFLAG's school liaison and the local facilitator engaged by ASDC to support PFLAG comprised a culturally diverse team. Further, the local facilitator had an established relationship with Bell Multicultural School's assistant principal. Her bilingual skills gave her some credibility among Spanish-speaking youth. Finally, because of her prior experience working with youth, she was able to help the PFLAG school liaison engage students more effectively.

As compared to other schools in the District of Columbia, Bell Multicultural School was open to PFLAG's involvement. PFLAG was able to freely meet with a group of youth, survey teachers, and organize "Silence Identities Day." These activities suggest that the school was

“somewhat” ready to address harassment of LGBT students; however, capacity challenges (as discussed in greater detail below) diminished the school's ability to fulfill its commitment to the project.

Challenging conditions. The positions of PFLAG executive director and school liaison turned over within the first six months of grant award. The new executive director and school liaison spent the first few months in their new positions learning the goals of the project and ASDC's expectations. Poor record-keeping exacerbated the challenge of these transitions (e.g., staff did not know about the advisory committee established by the previous executive director).

While Bell Multicultural School did not have any competing social issues that might have distracted staff from PFLAG's effort, one prevailing challenge did emerge. The entire school moved to a new location and building in the middle of the project; during much of the project, therefore, administrators and teachers focused their attention primarily on organizing for the move and reorganizing the school after the move.

As another challenge, PFLAG staff, the local facilitator, and ASDC were probably not sufficiently prepared for the degree of complexity of overlapping social identities encountered, in which sexual orientation identities intersected with racial/ethnic and gender identities to establish varying degrees of identification with different social groups. Moreover, the level of homophobia in the Latino community made it very difficult for GLBTQ Latino students to step forward to participate in the project. In the end, more heterosexual students than GLBTQ students participated in the effort.

PFLAG, like any organization that works with schools, had to align activities to accommodate the school's schedule. According to PFLAG staff and the local facilitator, however, the school's schedule changed frequently because of changing priorities. For example, during the course of the project, a student was killed, which contributed to the derailment of many activities. PFLAG staff often arrived at the school to find that a meeting had been cancelled; this occurred several times with parent meetings.

Finally, PFLAG staff learned that partnering with a middle school may be a more effective approach than partnering with a high school. High school students, like the ones at Bell Multicultural School, tend to be involved in too many competing extracurricular activities. In addition, parents of middle school students tend to be more engaged in school activities. Most importantly, research shows higher rates of bullying and harassment in middle school than in high school. This condition makes middle school a fertile environment to advocate for the implementation and enforcement of anti-harassment policies.

2.3 Georgia Community Loan Fund

GCLF's experience was unlike the other two partners because 1) we (i.e., ASDC and GCLF) discovered, a little too late, a mismatch between the purpose of BCADI and the goals of GCLF; and 2) the building of the manufactured homes was delayed until two years later when this initiative was scheduled to end. This situation led to several consequences. First, the grant could not be expended in the way ASDC and GCLF had agreed because there was no geographic

community, and the building of intergroup relations promoted by ASDC was based on the premise of frequent and close contact among participants. PoH participants met once a month and even then, their attendance was not consistent. Second, the anticipated intergroup and programmatic outcomes were not achieved. Last, GCLF did not receive the additional funds for a local facilitation since the type of intensive facilitation envisioned by ASDC was not possible. Instead, GCLF used the original grant to support the monthly convening and leadership development of the participants.

Because of this unique situation, GCLF's story reads differently from the stories of CNC and Metro DC PFLAG.

Context. When residents from the Garden Springs Mobile Home Park in Athens, Georgia, were evicted to make way for a new luxury apartment development, 43 of the families (White, African American, and Hispanic) formed PoH to create the first permanently affordable, resident-controlled manufactured-housing community in Georgia. GCLF was formed to assist with acquiring financing and to provide technical assistance and capacity-building support to PoH. Using the BCADI grant, GCLF sought to help PoH strengthen the diverse community of residents who would live in the newly created home park and develop culturally inclusive processes for managing the park. The community would consist of some of the former Garden Springs residents, as well as new families. In addition, GCLF intended to use its experience with PoH as a model to help other vulnerable manufactured-housing residents avoid displacement.

After purchasing land to build a new resident-led manufactured-housing community, GCLF and PoH began to secure financing for land development and construction and embarked on a lengthy process for zoning, permitting, and engineering and environmental studies. Along the way, unforeseen barriers and opportunities arose. For instance, PoH had to negotiate with a developer of an adjacent property to access the public sewer line, a logical cost-saving move that nevertheless delayed the land-development process for several months. The whole process, from the time when finances were secured to the ground-breaking took slightly more than two years.

Accomplishments. During the land-development phase, GCLF and PoH engaged resident members in the BCADI effort by holding annual gatherings of families to review progress on the new home park and maintain a sense of community. GCLF worked with PoH's multicultural board of directors, who met monthly, to develop a committee structure and begin drafting policies and procedures for the community. Periodically, community members engaged in planning activities, such as looking at models for the proposed community center. ASDC identified models for inclusive governing structures and processes and shared them with GCLF. We also helped the community organizer for PoH develop ideas for creating a space that reflects a value for diversity (e.g., murals and celebrations that reflect different cultures).

GCLF and PoH also conducted grassroots fundraising projects to raise additional funds for the home park's development. For interested members, PoH provided personal finance education, as well as computer, gardening, and even accounting training. These activities were designed to not only empower individuals, but also to increase members' loyalty to the organization and expand their vision of its long-term potential benefits for everyone.

In February 2007, PoH issued a request-for-proposal to identify a facilitator to assist with developing community management policies and procedures. The facilitator would train GCLF staff and residents on the consensus-building process to be used in creating community covenants and structuring various committees to govern the operation of the community (such as a membership committee, grievance committee, and maintenance committee). POH reviewed proposals from prospective facilitators and identified qualified candidates, but decided to wait for further development of the community before convening and facilitating this dialogue among potential residents.

Conclusion. As of January 2008, major permitting and land-development activities have been completed, and construction has begun. The plan is to build the community in three phases over the next 18 months. PoH members continue to meet monthly to discuss the governance of the new community and some people who continue to stay involved in the development of the new home park have developed certain life-skills (e.g., personal finance, computer).

The BCADI grant to GCLF and PoH encountered several barriers to implementation. The most formidable obstacle was the time required to secure financing and develop land for the community, which proved significantly longer than the one-year time frame of the grant. POH's ability to build community among the park's diverse residents was limited, when the potential residents were not yet geographic neighbors—and it was not yet certain they ever would be.

Similarly, the nature of support offered through the grant program did not align perfectly with the nature of this community's need. Unlike other grantees, this community already had organized to address a specific challenge; GCLF and PoH had emerged as institutions in response to the Garden Springs evictions. Rather than general community-organizing support, the GCLF and PoH needed specific expertise related to creating a self-governing structure for the multicultural community that would comprise both new and reunited residents in a new home park. While they received some information on models for self-governance from ASDC, they needed additional customized assistance to adapt and implement an appropriate model for its community.

The experience of GCLF and PoH suggests that BCADI is better suited to help multicultural communities address a crisis issue than to help prevent future problems and promote a value for diversity. The first guiding principle shown in Figure 1 earlier is “identify an important common issue that affects two or more groups and work towards common goals to address the issue.” There was no compelling common issue because the people affected by the eviction had moved on with their lives after two years. As a matter of fact, when ASDC met with GCLF and PoH board members, the latter did not express immediate understanding of how the guiding principles applied to them because they believed that there were no intergroup tensions among the former residents who planned to move into the new home park. To assist the type of effort planned by GCLF and PoH may require a different set of tools than that available through a grant program designed primarily to convene two or more groups of people confronting an immediate and urgent division.

3. Lessons Learned

The three community partners' experiences are unique and it is difficult to generalize to other organizations; however, their experiences are not that unique when combined with other initiatives and projects that have similar goals to the BCADI. This section highlights our lessons learned based on the work of the BCADI and several other initiatives and projects. These lessons form the basis for the proposed continuum of community context and guide for capacity building support in Section 4.

3.1 A Compelling and Urgent Reason

When an issue that is urgent and compelling enough for people to respond, the likelihood of collaboration and a successful community building effort is higher because there is momentum and a drive to resolve the issue. Not everyone needs to feel this sense of urgency; as long as there is a small group of people or an organization who are willing to take initiative to address it, there may be enough momentum to get it started. This group of people or the organization's leadership are now psychologically ready to act; the next step is to determine if they have the knowledge, skills, relationships, and resources (i.e., capacity) to act (see Section 3.2).

The PoH situation is a good example of this. The sense of urgency was strongest when the group's mobile home community was destroyed and the residents displaced. The subsequent process to help the residents find and eventually relocate to a new home park was lengthy and the sense of urgency diminished slightly after the GCLF and PoH secured funds to purchase the land and work through the permitting and approval process. It was uncertain if the residents' level of commitment to creating a sense of community stayed the same after so many years.

3.2 Readiness

A common cause of failure in grant initiatives is the lack of readiness on the part of the target of the initiative (readiness on the part of the funder is also important and discussed in Section 3.5). The three grantees' experiences revealed two types of readiness: psychological and capacity.

Psychological readiness. Psychological readiness refers to the stakeholders' acceptance of existing tensions and conflicts and a commitment to address the underlying causes, and not just deal with the issues in a superficial manner. How the stakeholders view the issues related to racial, ethnic, and cultural differences signals the varying degrees of readiness to confront the multiple layers of tensions and conflicts. For example, if a group of stakeholders view these conflicts as arising from merely cultural and language differences, it will require more time to help them understand why strategies that support assimilation may not be ideal because such strategies do not value diversity.

For initiatives that seek to promote the value of racial, ethnic, and cultural diversity, there must be at least the awareness and acknowledgement of existing tensions and conflicts. This is particularly true when the tensions are simmering beneath the surface. There needs to be an awareness that just because everyone appears to “get along” does not necessarily mean there are no problems. Without this minimal level of readiness, further personal, organizational, or community transformation is difficult because the minds are not open to change.

Further along the continuum of psychological readiness is the ability to thoughtfully analyze the problem and, in particular, to identify the inequitable power structures that are contributing to tense or hostile intergroup relations. Ultimately, a community that owns the problem and the responsibility of solving the problem is one that is primed for collective action and most likely, sustainable change.

The CNC case provides a good example of psychological readiness. CNC’s leadership was ready to act on the tensions and conflicts between upper and lower Cleghorn residents. The residents who were involved in CNC’s work supported this goal; they were not deterred by previous unsuccessful attempts. They were tired of being treated as second-class citizens and had confidence in CNC’s leadership and the BCADI grant to come up with solutions. The combined readiness of CNC and a small group of residents was enough to fuel initial action.

This aspect of readiness is part of the reason why initiatives that have been humming along smoothly are sometimes derailed by organizational turnover and/or community leadership. Often the new leader does not share the same understanding of the problem or feel the need to address it. This roadblock can be avoided by building a deeper and broader layer of commitment to the initiative beyond the executive director or community leader. The GCLF case illustrates this point. The director who wrote the grant left right after the grant was awarded. The new director was committed to seeing the work through; however, the subsequent communication with a few resident leaders revealed that the residents did not view the problem in the same way as the community organizer nor original director. Neither did a board member who became involved after the grant was submitted and awarded. This led to a delay in the development of a workplan.

Capacity readiness. Capacity readiness refers to the leading organization’s stability in terms of its finances, staffing, and status in the community (e.g., relationships with decision-makers and leaders in the community). While psychological readiness to address the problem is a critical first step, communities must also have the capacity to solve it. While a funding intervention such as this one is designed to provide some of the financial and technical assistance resources needed, communities need to have the capacity in place to utilize these resources effectively. Elements of capacity to look for include the right skills (e.g., leadership, conflict resolution expertise, community organizing), the right relationships (e.g., with members of each racial, ethnic, and cultural group; with supporting institutions; with the affected communities), and the right resources (e.g., an experienced facilitator, convening space) to implement the initiative. If capacity elements are missing, it is important to ensure that they are then put in place for the initiative to be successful.

Indeed, there is growing recognition that capacity readiness is essential, particularly when the goal is complex community change. In their 2003 report, *Toward Greater Effectiveness in Community Change: Challenges and Responses for Philanthropy*, Pru Brown and Robert Chaskin found that the development and alignment of community leadership skills is critical to addressing complex, entrenched challenges. Both foundations and community organizations need to be intentional in thinking through the knowledge and skill sets needed to accomplish the desired community change goals; otherwise, success may hinge more on serendipity than planning and preparation. ASDC's assessment of successful comprehensive community initiatives reinforces the importance of capacity readiness and the need to *build* that capacity in a way that aligns with the mission and goals of the change effort.

3.3 Openness to Learning

A critical part of being ready is a learning orientation and an openness to doing things differently. A real openness to learning may be difficult to gauge but funders should be wary of resistance to revisiting past events (“We’ve already done that.”) or reluctance to probe deeper in an effort to understand root causes or challenge existing power structures (“That’s not the problem.”).

As an example of how important this characteristic is, ASDC once worked with a community partner that was particularly attracted to the Appreciative Inquiry (AI) technique and hired a local facilitator who practiced this approach extensively. ASDC tried unsuccessfully to get this partner to understand that the AI technique alone was not sufficient to address the growing tensions in a multi-racial and -ethnic neighborhood. Consequently, the community partner was not able to effectively transform the growing tensions in the neighborhood into collective action that could potentially strengthen the residents’ sense of community.

Both the community partner and the funder share the responsibility of cultivating a learning environment. There must be a fit in this aspect of the community partner and funder relationship (see Section 3.5). ASDC required the BCADI grantees to be open to different ideas for achieving their goals; this expectation was communicated through the Request-for-Proposal and again, during the interview prior to grant award. The relationship with GCLF, however, did not fully reflect this attribute, in part due to the mismatch between GCLF’s expectations and those of ASDC.

Some indicators of an openness to learning include¹:

- The ability to identify knowledge gaps and to acknowledge mistakes;
- Having an internal organizational structure that supports learning, including opportunities for staff to share with each other and to participate in formal or informal networks; and

¹ Adapted from Hamilton et al., (2005), *Learning for Community Change: Core Components of Foundations that Learn*. Chicago, IL: Chapin Hall.

- Leadership that encourages learning as a value, welcomes candor and openness, and does not penalize mistakes.

3.4 Common Ground

One of the key steps in a community building initiative in a multicultural setting is to identify common ground in the community among the racial, ethnic, and cultural groups. Finding common ground allows the groups opportunity to interact, dispel any misperceptions they might have of each other, and help them realize that they share similar values. The goal is to get the group members to see each other as individuals who have similar aspirations (e.g., a safe community for their children, jobs that pay decent wages), and not solely as representatives of a particular racial, ethnic, and cultural group. Their ability to begin to do this opens the door (even if just a crack) for dialogue and collective action.

The CNC case accomplished this through its community organizing strategy. By going door to door to interview residents, the organizer learned that concerns about traffic safety affected both upper and lower Cleghorn residents. This issue was used by the CNC staff to bring both groups of residents together in the initial meeting; it was the first time residents from both parts of Cleghorn sat side by side to share their concerns.

3.5 Fit

Another factor that is critical in successful community change initiatives, and is reflected in the BCADI experience, is fit. There are three types of fit, or alignment, that come into play:

- Goals of the initiative with the context of the target community;
- Expectations and goals of the funder with those of the community partners; and
- Worldviews, experiences, and capacities of the funder and technical assistance providers with those of the community partners.

For a number of community initiatives examined by ASDC in its 2007 “Scope, Scale and Sustainability” report, the ability to appropriately align resources (including picking the right leaders and partners), strategies, and goals was instrumental to implementing effective and sustainable solutions.

Fit between the initiative with the context of the target community. It seems obvious that the nature of the solution should be aligned with the nature of the problem, but this is not always the case in multi-site initiatives. Initiatives crafted using a one-size-fits-all approach may not fit a community’s unique needs and circumstances. To be successful, initiatives using this approach have to clearly identify and articulate up front the community characteristics and capacities that will be appropriate for the intervention, and then carefully select communities that are the right fit. Initiatives designed to strengthen intergroup relations may need the flexibility to customize the approach based on the unique circumstances of each community. Meeting a community where it is in terms of addressing issues related to its racial, ethnic, and cultural composition, and allowing the work to move at a pace that is appropriate for the community, are more likely to lead to successful and sustainable solutions.

All three BCADI community partners illustrate this point. Community took on different forms; In CNC's case, the *community* was a geographic locality in the form of a traditional neighborhood. In the Metro DC PFLAG's situation, the *community* was an institution (i.e. school) and the people who were part of that institution. The *community* in GCLF's case was the people participating in the PoH organization. These different forms of community meant that the context for all three partners were different, requiring tailored support. ASDC may not have sufficiently recognized this need early on because we had our own vision of BCADI and its features.

Fit between goals and expectations of funder with community partner. As mentioned above, another aspect of fit relates to the funder/community partner relationship. It is important to make sure that these two entities are on the same page regarding expectations, roles, strategies, and resources. For instance, what autonomy does the grantee have in adapting the approach? Is the community partner comfortable with the degree of control or direction the funder plans to exert? Is there clarity about roles and responsibilities and is each entity comfortable with them?

CNC and PFLAG's executive directors were very comfortable with ASDC's level of involvement and welcomed our help in identifying and hiring the right local facilitator as well as our suggestions of strategies for their consideration. Communication about ASDC's involvement was clear from the outset, according to the staff of these two organizations.

A common challenge in any funder/community partner relationship is the reality that community organizations are often hungry for more resources; this hunger sometimes leads them to drift from their mission in order to fit the goals of the funder or the initiative. It is important for the funder to recognize this and to seek clear answers to the following questions during the selection stage:

- How does participation in the initiative advance the organization's work?
- What other funding does the organization have that also supports the goals of the initiative? What proportion of the total funding is accounted for by this particular grant?

The funder has to determine if the community organization wants to use the grant to enhance ongoing efforts with a predetermined agenda for social change, or if the grant is the catalyst that sets the stage for a new and/or improved agenda. The answer will help provide insight into the type of relationship desired by the community organization with the funder.

Another potential pitfall is ambiguity regarding the target of the intervention. This circumstance may arise when the recipient of the grant funds is acting as a fiscal agent for another organization. Clarity regarding roles, open and frequent communication, and transparency in decision-making are even more important when a fiscal agent or intermediary is involved. ASDC and GCLF stumbled on this pitfall. We focused our attention on the residents who intended to relocate to the new home park whereas GCLF viewed itself as the beneficiary of the grant (GCLF sought to build the capacity of PoH to support the diverse community of residents who would live in the newly created home park, and it intended to use its experience

with PoH as a model to help other vulnerable manufactured-housing residents avoid displacement).

Fit among worldviews, experiences, and capacities of the funder and technical assistance providers with the community partner. A key ingredient for success is the fit among the worldviews, experiences, and capacities of the funder with technical assistance providers with the community partner. A fit here enables several supportive conditions:

- Agreement about the causes of structural inequities and potential solutions to address them, which in turn,
- Facilitates relationship building and trust among the three parties, which encourages,
- Openness and willingness to listen and learn from each other, which,
- Maximizes collective knowledge, skills, and resources.

Such fit certainly expedites the capacity building process. It is unlikely, however, that such alignment is clear and perfect from the outset. Therefore, time must be allocated in the beginning of the grant process for the three parties to learn about each other's worldview and experience—to get to know each other, the motivation behind each other's commitment to community and social change, and how each person expects change to occur. Such dialogue makes explicit the participants' assumptions about each other and their role in the change process.

The CNC case demonstrates this point very well. The funder, technical assistance providers (both the local facilitator hired through the grant and the strategic planning consultant hired independently by CNC), and community partner understood and valued the role of community organizing. There was a natural fit and an immediate sense of trust that expedited communication and capacity building (independent of the community's pace for change).

A community partner in a previous initiative similar to BCADI and managed by ASDC encountered a challenge in capacity building because one of the three parties' worldviews conflicted slightly with the other two. Consequently, openness to listening and learning from one another was slightly lessened and the community was not able to benefit fully from the participants' collective knowledge.

3.6 Intentionality

For readiness to be translated into action, the lead organization (i.e., in this case, CNC) must have sufficient knowledge, skills, and financial support to implement the right set of strategies. The organization's leadership, including its board and executive director, must have a commitment to the change agenda and process. The change strategies must combine community organizing, leadership development, dialogue, intergroup relationship building, and organizational capacity building. Efforts to address inequities must be embedded in the overall work of the organization, and not treated as a stand-alone diversity component of the work.

If the above four conditions are not met, efforts toward community building and change will have limited success. To establish these four conditions often takes time and a long-term

commitment, and if not planned properly, a lot of time may be wasted. Thus, the change process must be intentional from the outset. In the CNC case, for instance, the executive director had a pre-existing community-change framework for her work, community organizing experience, and a family background including roots in the French Canadian community in Fitchburg; without this unique set of capacities, CNC's BCADI-related work would have taken several more years to reach its current point of progress. In the Metro DC PFLAG's case, two years were not enough; several more years of work were required to organize the parents, students, and school staff, and to build trust among these stakeholders, as well as to build the capacity of PFLAG to become a credible opinion shaper and influence on school policies.

Lessons generated from an evaluation of the Annie E. Casey Foundation's Making Connections initiative (a ten-year comprehensive community change initiative) suggested the same thing. We estimate that the change process would take at least six years, from the time when the stakeholders' capacity are built to when improved intergroup relations, trust, sense of community, and tangible changes are observable.

3.7 Intersectionality

Every person belongs to at least two social identity groups (e.g., an Asian woman belongs at least to two groups based on her gender and her ethnicity). Sometimes, the identity is defined by the person; other times, it is defined for that person by other people. Depending on the context, one form of social identity may be more salient than another. Consider for a moment an Asian woman. Being Asian may be more salient for the woman when she is around a group of women from different racial, ethnic, and cultural background. On the other hand, being a woman may be more salient for this person when she is around a group of Asian men.

It is important in an initiative that attempts to bridge differences between groups of people to consider the various forms of social identity that come into play and the dynamics among all the different forms. A thorough understanding of the dynamics could help establish common ground quickly.

The PFLAG case reminded us about the importance of understanding intersectionality. PFLAG had to address two layers of differences if it were to be successful. First, differences in race, ethnicity, and culture, which were more obvious because of the person's skin color, language, or religion; and second, differences in sexual orientation, which were much harder to discuss because the person's sexual preference was less obvious or completely indiscernible. The type of support needed by a group to bridge differences due to sexual preference is different from that needed by a group dealing with racial and ethnic differences. PFLAG had difficulty engaging GLBT students, perhaps because they were uncomfortable with making public their sexual orientation. This fear must first be addressed so that these students could feel safe enough to step forward and become actively involved in the change agenda.

4. Guide for Building Community Amidst Diversity

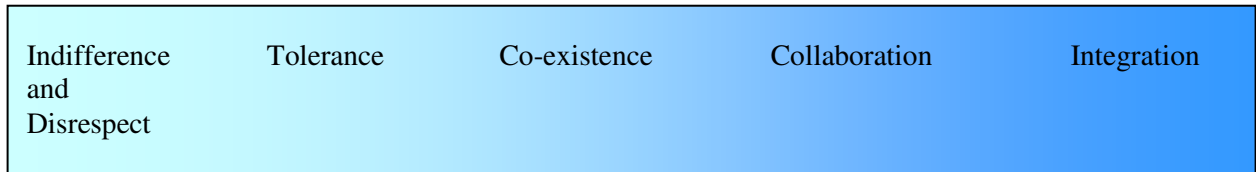
The lessons in Section 3 point to one critical theme—the importance of understanding the context within which the effort to create a peaceful multicultural community operates. This

understanding is key to determining the right questions to ask, the right change strategies, the types of support required, and the fit between the goals of the initiative and the proposed effort.

4.1 Continuum of Contexts

The BCADI community partners' experiences and those of other groups previously supported by ASDC suggest a continuum of contexts with three distinct situations, as shown in Figure 2.

Figure 2: Continuum of Community Contexts



In a context of indifference and disrespect, the racial, ethnic, and cultural groups in the community disregard each other's presence, not caring at all for each other's well-being, and perhaps even blaming each other for the conditions of the community. There is little desire to get to know each other, stereotypes are rampant, and hostility is ever-present.

In a context of tolerance, the different groups simply endure each other's presence, showing neither opposition nor affability. There is still little desire to get to know each other and little caring for each other's well-being.

When the racial, ethnic, and cultural groups in the community begin to accept that they share a common space and may as well learn to get along, the context changes from tolerance to co-existence. They begin to reach out to each other while respecting turf and boundaries. They begin to communicate for the first time their respective histories, concerns, and aspirations. They might even co-sponsor events, exchange resources, and assist each other when requested.

The context shifts from co-existence to collaboration when the groups become less passive and more pro-active about getting to know each other and working together. Each group still maintains its unique identity and priorities; however, boundaries are beginning to disappear and stereotypes are continuously dispelled. Power dynamics remain clear still, with one group in a more dominant position.

In a context of integration, the groups become very pro-active about working together. They develop a collective identity because they care about each other and understand their interdependence. They act collectively to ensure equity for everyone. Also, there is shared power in this context. More important, these expectations, attitudes, and behaviors become norms for the whole community.

4.2 Determinants of Different Contexts

The quality of the following characteristics determines which context the community is in:

- History and nature of relationships;
- History and nature of power dynamics;
- Sense of community, which includes a sense of shared identity or history, influence over the decisions and actions of the community, fulfilled of needs by being part of the community, and finally, an emotional bond with others in the community;²
- Personal will to create and sustain a multicultural community; and
- Personal will to create and sustain a multicultural community.

Questions to ask. To determine the quality of each characteristic, the funder, capacity building, and community partner need to ask certain questions and collect the data necessary to answer the questions. We recommend that the funder, capacity builders, and community partner independently seek the answers to the above questions and then discuss the answers in a group meeting. Such discussion will enable the three parties to identify any consistencies or discrepancies in their findings and any potential pitfalls in the process and in their relationship to each other, including their fit in worldviews, experiences, and capacities (as explained in Section 3.5). Such discussion also will reveal the extent to which the community is ready (see Section 3.2) for the change process and if there is an openness to learning among the three parties as they consider the pros and cons of proposed strategies and the intentionality of the strategies (see Sections 3.3 and 3.6). The following questions serve as a starting point.

History and nature of relationships:

- How are the different racial, ethnic, and cultural groups represented in mainstream and alternative media?
- How do the different groups related to one another? In what ways have they interacted in the past and what were the outcomes of the interactions?
- What existing mindsets need to be shifted in order for the community to come together?

History and nature of power dynamics:

- What inequities exist and who are the people affected by these inequities? How are they affected?
- Has any organization or group of people tried to change these inequities in the past and what happened as a result of their effort? How were the people affected by the inequities involved in the process?
- How do the people affected by the inequities describe the causes of the inequities and the solutions they think are needed to resolve the crisis?
- Who are the people seen to have “connections”?
- Who are the opinion shapers or influential voices in the community? What role do they play in the community?

² McMillan, D. & Chavis, D. (1986). Sense of Community: Definition and Theory. *Journal of Community Psychology*, 14 (1): 6-23

- What has to change within the existing power structure to ensure a successful change effort?
- Who is initiating the change process and to what extent do they authentically reflect the voices of the people who are affected by the issues? What do they stand to lose or gain from the effort?

Sense of community:

- Do the different groups feel that they share a common history, fate, or identity? In what ways is this feeling reflected?
- Do they feel that they have influence over the decisions and actions of others in the community? In what ways is this feeling reflected?
- Do the groups feel that their needs are fulfilled by being part of the larger community? In what ways is this feeling reflected?
- Do the groups feel an emotional bond with one another? In what ways is this feeling reflected?
- Do neighbors interact with each other and how frequently?

Personal will to create and sustain a multicultural community:

- What is the level of volunteerism in the community?
- Who typically volunteers and what do they volunteer for?
- What types of civic institutions are people involved in?
- What is the percentage of people who vote in local elections?
- To what extent do people go out of their way to attend cultural events and frequent different cultural institutions?

Public will to create and sustain a multicultural community:

- What issues related to diversity and equity are reflected in op-eds and letters-to-the-editor?
- What public commitments have been made to value diversity and promote equity for everyone? Who made them?
- What type of leaders have community members supported and elected in the past? Do these leaders value diversity and promote equity?
- Have there been any referenda put forward that reflect a value for diversity and equity for everyone?
- Do events in the community draw large crowds of people from all racial, ethnic, and cultural backgrounds?

Analysis of the answers to the above questions will suggest the context within which the target community is in, as shown in Figure 3.

Figure 3: Illustrative Indicators of Different Contexts

	Indifference & Disrespect	Tolerance	Co-existence	Collaboration	Integration
History and nature of relationships	<p>Negative portrayal of different racial, ethnic, and cultural groups (e.g., as “criminals,” “lazy,” “illegal,” “model minority”)</p> <p>Volatile relationships that have erupted in violence</p> <p>Blaming the other group for the community conditions</p> <p>Clear physical boundaries between groups</p>	<p>Separate events for each group and no effort to invite another group to participate</p> <p>Outstanding group members may be viewed as “exceptional,” rather than the “norm”</p> <p>Acceptance of each other’s presence as long as they do not impinge on each other (e.g., “as long as they keep their problems to their own, it’s okay”)</p>	<p>A handful of people from one group have relationships with a few people from another group</p> <p>Separate events for each group, but there is effort to invite another group to participate</p> <p>Members of one group dismiss stereotypes about another group</p> <p>Occasional co-sponsorship of events and exchange of information</p>	<p>More people have relationships across groups</p> <p>Interactions occur outside of organized and formal settings</p> <p>Members of one group go out of their way to dispel stereotypes about another group</p> <p>Frequent co-sponsorship of events and exchange of information</p> <p>Joint actions (e.g., diverse planning committees, clean-up campaigns)</p>	<p>A disproportionately high percentage of people have relationships across groups</p> <p>People describe each other as individuals without referring first to their race, ethnicity, or culture</p> <p>Mainstream and alternative media portray people as individuals without referring first to their race, ethnicity, or culture</p> <p>People describe positive experiences working with each other in all types of venues</p>

	Indifference & Disrespect	Tolerance	Co-existence	Collaboration	Integration
History and nature of power dynamics	<p>Large disparities among groups in health, education, and economic status</p> <p>Recognizable opinion shapers and influential voices represent a particular race or ethnicity</p> <p>Decision-makers represent a particular race or ethnicity</p> <p>Change is typically initiated by individuals who represent a particular race or ethnicity</p>	<p>Groups are aware of the disparities and are open to discussing them</p> <p>There is effort to identify and engage opinion shapers and influential voices who represent different racial and ethnic groups</p> <p>There is effort to engage people from different racial and ethnic groups in decision-making</p> <p>Change is initiated by people from different racial and ethnic groups</p>	<p>They denounce the disparities and express preliminary understanding about how the disparities affect everyone in the community</p> <p>Groups are beginning to work together to address the disparities, while still protecting their self-interests</p> <p>People from different racial and ethnic groups begin to run for elected positions at all levels (e.g., organizational, district, town, county), while still protecting their groups' self-interests</p>	<p>Deep understanding about the root causes of the disparities and how they affect everyone in the community</p> <p>Pro-active efforts to eliminate the disparities through systems change</p> <p>Multi-racial, ethnic, and cultural leadership is accepted and expected</p> <p>There are structures and processes in place to ensure that everyone has the opportunity to be heard and to influence decisions that affect their lives (e.g., citizen committees, "watch dog" committees")</p>	

	Indifference & Disrespect	Tolerance	Co-existence	Collaboration	Integration
Sense of community	<p>Desire not to be associated with another group or with the community</p> <p>Embarrassed about being from that community</p> <p>Disempowered with no ability to influence or change anything in the community</p> <p>People go out of their way to make another group feel unwelcomed</p>	<p>Indifferent towards the community (neither positive or negative about being from that community)</p> <p>No interest in influencing or changing anything in the community</p> <p>Sense of community is limited to the person's own group</p>	<p>Acknowledgement of similarities (e.g., shared concerns about children's safety, history of organizations established by each group)</p> <p>A growing pride about being from that community because of its diversity</p> <p>Empowered to influence the decisions and actions of others in the community</p>	<p>Actively seeking and promoting similarities and using them to address common concerns</p> <p>Expressed pride in common history and fate</p> <p>Engaged in processes to influence the decisions and actions of others in the community</p> <p>Proud about being a member of the community</p> <p>Sense of community moves beyond the person's own group to the larger community</p>	<p>Pro-actively recognize the members' shared identity, history, and fate</p> <p>Expressed pride in the community's diversity</p> <p>Joyfulness about being part of the community (e.g., "cannot imagine living anywhere else")</p> <p>Pro-actively engaged in processes to influence the decisions and actions of others in the community</p> <p>Advertisements about the community's assets and invitations to others to come live in the community</p>

	Indifference & Disrespect	Tolerance	Co-existence	Collaboration	Integration
Personal will	<p>Involvement in activities that marginalize other groups and promote discrimination</p> <p>Support for decisions and policies that marginalize other groups</p> <p>Deliberate actions to boycott or disrupt activities conducted by other groups</p>	<p>Desire not to be involved in any group activity or institution that neither marginalizes nor supports other groups</p> <p>Indifference about decisions and policies that marginalize other groups</p> <p>No desire to attend activities conducted by other groups</p>	<p>Desire to become more involved in group activities and institutions that support the value of diversity</p> <p>Willingness to learn more about other groups in the community</p> <p>Attendance of activities conducted by other groups, when convenient</p> <p>Indifference about decisions and policies that marginalize other groups</p>	<p>Effort to become more involved in group activities and institutions that support the value of diversity</p> <p>Effort to learn about other groups (e.g., take courses, read books)</p> <p>Become member of institutions that value diversity</p> <p>Pro-active attendance of activities conducted by other groups</p> <p>Actively advocates against decisions and policies that marginalize other groups</p>	<p>Volunteer for activities and institutions that value diversity</p> <p>Become an active member of institutions that value diversity</p> <p>Actively advocates for decisions and policies that promote diversity and equity</p> <p>Go out of the way to learn about other groups</p>

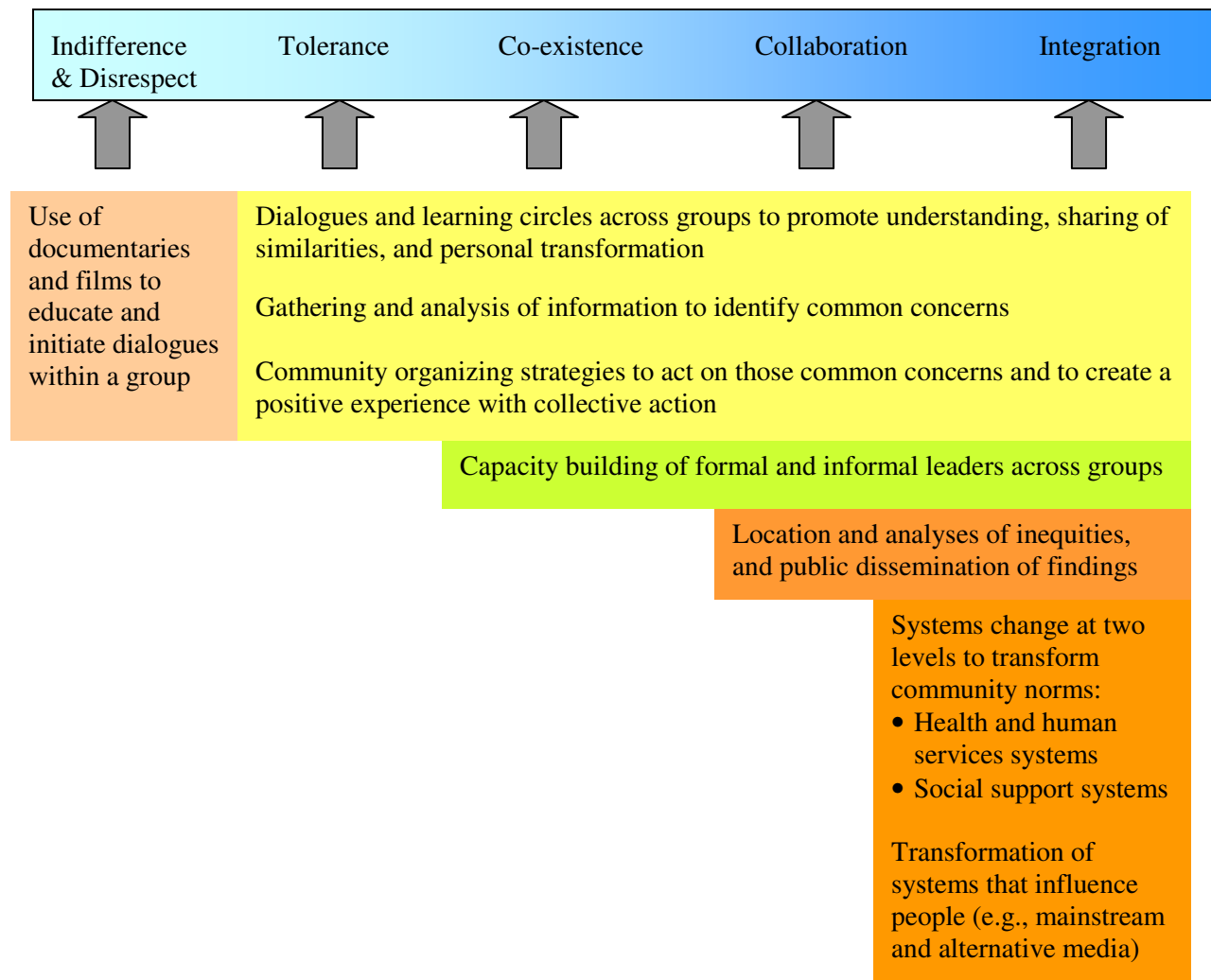
	Indifference & Disrespect	Tolerance	Co-existence	Collaboration	Integration
Public will	<p>Op-eds and letters-to-the-editor reflect negative comments about other groups</p> <p>Public commitments focus on the needs of one group only</p> <p>Support is shown for leaders who regret the presence of other groups</p> <p>Referenda are frequently proposed that marginalize other groups</p>	<p>No commentary in op-eds and letters-to-the-editor about other groups</p> <p>Public commitments focus on the needs of one group only</p> <p>Support is shown for leaders who neither regret nor welcome the presence of other groups</p> <p>No referendum is introduced that neither marginalizes nor supports the needs of other groups</p>	<p>Occasional commentary about other groups that are neither positive nor negative</p> <p>Public commitments begin to address the needs of other groups</p> <p>Support is shown for leaders who passively welcome the presence of other groups</p> <p>An occasional referendum is introduced that supports the needs of other groups</p>	<p>Increasing number of op-eds and letters-to-the-editor about other groups, their assets, and their needs</p> <p>Public commitments address the needs of other groups and suggest improvements</p> <p>Support is shown for leaders who speak positively about the presence of other groups and their contributions</p> <p>Referenda are proposed that address the needs of other groups</p>	<p>Increasing number of op-eds and letters-to-the-editor that demands the reduction of disparities and promotion of equity</p> <p>Public commitments emphasize the importance of addressing the needs of all groups, and not just certain groups</p> <p>Support is shown for leaders who actively advocate against discrimination and for equity</p> <p>Referenda are frequently proposed that promote equity for everyone</p> <p>A culture of caring about everyone becomes a community norm</p>

4.3 Proposed Interventions

The interventions to build community amidst diversity will obviously depend on the context within which the interventions will have to operate. As shown in Figure 3, there is a continuum of contexts and certain indicators that signal which context the community is in at that time. The goal of the interventions and any other support, therefore, is to change the indicators in one context to reflect those in the subsequent context. In short, the goal is to shift the nature of the relationships and power dynamics, sense of community, and personal and public will from a negative, low, or weak position to a positive, high, or strong position. A cautionary note—it is possible for the community to revert from the current context to the preceding context.

It is an overwhelming task to attempt to shift all the dimensions shown in Figure 3. Often, the reality is that there are insufficient resources to tackle everything all at once. Where does one begin then? Figure 4 illustrates the types of interventions that make most sense for each context.

Figure 4: Proposed Interventions for Each Context



As the interventions progress from left to the right, their goals shift from changing individuals to changing structures and ultimately, transforming community norms. Funders, capacity builders, and community partners have to ask themselves and each other what knowledge, skills, resources, and relationships they currently have and will need to successfully implement the interventions.

The recommendations for how to approach building community amidst diversity, as described in this entire section, imply a lengthy process. Some funders deliberately design a planning phase in their initiatives to allow for information gathering, relationship building, and strategy development. Determining the context in which the community partners are operating should become a critical component of the planning phase. The amount of effort during this phase is well worth it to prevent misunderstandings and misinterpretations and to plan for potential barriers.