

Community Foundations/Intergroup Relations Program

A program funded by The Ford Foundation and the Charles Stewart Mott Foundation



Building Bridges, Fueling Social Change

Prepared by
Association for the Study and Development of Community

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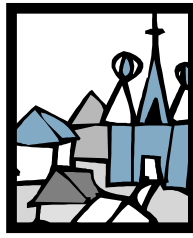
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PREFACE

In October 1998, the Ford and Charles Stewart Mott Foundations engaged ASDC to provide technical assistance, documentation, and evaluation for the CF/IR Program. This booklet presents an overview of the documentation and evaluation completed during the four years of the program. We have included information from the systematic collection of data as well as ongoing reflections of CF/IR participants.

The purpose of this booklet and its companion video is to introduce community foundation boards, donors, and grantees to intergroup work. We hope that they will be encouraged to begin similar efforts in their own communities. In addition, we believe that other foundations and organizations may find these materials useful.

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To learn more about building intergroup relationships,
visit www.capablecommunity.com/project.html#IRVD



Introduction

For four years, from October 1998 through December 2002, the Ford Foundation's Peace and Social Justice Program and the Charles Stewart Mott Foundation's Race and Ethnic Relations Program collaborated to support the Community Foundations/Intergroup Relations (CF/IR) Program, which involved six community foundations. The CF/IR Program built on an earlier partnership between the two foundations that produced a report called *Together In Our Differences*, and their longstanding interest in racial justice, immigrant rights, and community foundations. The CF/IR Program was an opportunity to explore the intersection between immigrant rights and race relations in communities that were experiencing high levels of immigration and intergroup tensions. Community foundations provided a strong base for implementing the program locally. The six community foundations received technical assistance on planning, design, implementation, and evaluation from the Association for the Study and Development of Community. In addition, Dorothy Reynolds, consultant for the Mott Foundation, helped with donor development and other matters related to community foundation internal operations and leadership, and Frank Sharry from the National Immigration Forum assisted with public information and policy advocacy strategies.

This report captures the capacities required and lessons learned by the six community foundations, their grantees, and others in their efforts to promote intergroup relations. This report includes: descriptions of each community foundation's intergroup work; examples of intergroup projects in the six cities; lessons learned; a set of principles for building intergroup relations (Appendix A); a conceptual framework that illustrates the evolution of intergroup relations (Appendix B); and a guide to help community foundations prepare for intergroup work in their institutions (Appendix C).

As a first step, the community foundations established special advisory committees that included community leaders, experts, advocates, and local funders for their intergroup initiative. Then with the help of these committees, each foundation developed and supported the following activities:

- Regranting for community assessments, community-building projects, technical assistance, and training.
- Identification of technical and financial resources at the local and national levels.

3 GOALS

- To support innovative neighborhood and community projects that work to improve race and ethnic relations between newcomers and long-time residents.
- To strengthen community foundations to effectively address intergroup relations.
- To enable community foundations to build capacity, expertise, and funds to conduct and sustain intergroup work.

- Public relations and communications strategies that encouraged cultural understanding and relationship-building.
- Development of a learning community.

Each foundation implemented its program in a different way, but they all emphasized **intentional relationship building** between two or more racial, ethnic, and cultural groups, and **explicit outreach** to newcomer groups. All six gave out one-year grants with the option of continued funding in subsequent years, depending on the success of the community projects. The grants ranged from \$2,500 to \$50,000. The number of grants given out each year ranged from five to 16.

THE SAN DIEGO FOUNDATION contracted with a local institute to conduct community assessments in two neighborhoods to learn more about the residents. The assessments identified organizations, public agencies, schools, and leaders who could lead intergroup efforts. The foundation developed a grant program to support community projects that would address the issues and build on the opportunities that had been identified in these neighborhoods. The foundation also awarded a grant to a local organization that provided community-building and conflict-resolution assistance to community leaders throughout San Diego County.

THE MINNEAPOLIS FOUNDATION launched a public education campaign that highlighted the changing face of Minneapolis using print and electronic media (for example, billboards, newspaper ads, and radio interviews). The foundation also conducted a training for long-time residents and new immigrants on leadership development and community organizing, and designed VOICE, an intergroup initiative for the Phillips neighborhood, a traditional multi-racial and ethnic community undergoing transition. VOICE's goal was to mobilize racially, ethnically, and culturally diverse residents so they could identify common concerns, current intergroup programs and activities, existing organizations and institutions in the neighborhood, and opportunities for cross-cultural collaboration. One project led to a first-time relationship between a Native American and a Somali Benadiri organization.

THE COMMUNITY FOUNDATION OF NEW JERSEY designed a parent-organizing strategy, known as Parents Organizing Parents Strategy or POPS. Parents from diverse backgrounds were recruited to participate in leadership-development training and to work collaboratively with schools on issues affecting their children. At the end of the training, parent teams who developed community action projects received seed grants of \$5,000. The parent projects engaged institutional representatives in several cities and neighborhoods. This strategy initially focused on two cities, Elizabeth and Jersey City, but it has since expanded to other areas in New Jersey.

Who ARE NEWCOMERS AND LONG-TIME RESIDENTS?

In general, long-time residents included European, African, and Native Americans. Newcomers were typically first-generation immigrants from Latin America, Asia, Africa, Eastern Europe, and the Middle East. But this depended on which groups lived in the community and how long each had lived there. One community's newcomers could be another's long-time residents.

THE DADE COMMUNITY FOUNDATION created "Miamians Working Together," a grant program that included community-organizing training and technical assistance. The program supports community projects in Miami-Dade County that focus on eight priority areas. Projects brought together two or more groups that represent different cultural, racial, or ethnic segments of the community. In one project, African American, Haitian, and Latino leaders came together because of their shared interest in supporting youth.

THE COMMUNITY FOUNDATION FOR GREATER ATLANTA developed a grant program that supported community projects in 22 metropolitan Atlanta counties. The foundation matched technical assistance providers with grantees to help them with proposal development and project implementation. In one project a HeadStart program partnered with a newcomer community organization to improve childcare. The result was improved relationships between African American and African immigrant childcare providers and parents.

THE COMMUNITY FOUNDATION FOR THE NATIONAL CAPITAL REGION took over a grant program that was initially led by the Eugene and Agnes E. Meyer Foundation. The Initiative to Strengthen Neighborhood Inter-group Assets funded projects in suburban Maryland, Northern Virginia, and the District of Columbia. This program provided technical assistance to grantees and hired an evaluator to evaluate the program and document the lessons learned. The initiative helped to develop and support community leaders work across lines of race, culture, and class.



Listening to the Community

A large influx of newcomers from all over the world has changed the communities served by the six community foundations. To understand what is going on in their communities, the foundations must listen to the voices of all current residents in the racial and ethnic communities they serve. The community foundations recognized that there is no single voice or community. They had to reach out to as many community leaders as possible in a wide variety of racial and ethnic communities to get diverse perspectives about issues affecting newcomers and long-time residents.

HOW THEY DID IT

One definition of listening is “to hear with thoughtful attention.” This kind of listening is the first step in building intergroup relations. All six foundations devised ways to listen and engage local communities, especially newcomer groups, such as the Kurds in San Diego County and the Somalis in Minneapolis.

Some foundations conducted one-on-one interviews with community leaders and advocates. Others held neighborhood roundtables with residents. **Face-to-face interaction** between foundation staff members was most important, regardless of the actual method used. The intentional outreach to communities that the foundations had not previously supported was a new experience for everyone involved. These listening activities became one means of identifying potential members for the advisory committee.

Two community foundations hired new staff members whose primary responsibility was to

LESSONS LEARNED

- Before starting an intergroup initiative, community foundations must understand how current residents perceive the nature of relationships among different groups. There are many “communities” within the community and often, more than one leader or organization representing them. The foundations must listen to as many residents and community leaders as possible.
- Listening sessions and other discussions should take place in a neutral location that no group can claim as its own “territory.” The location should be accessible and comfortable, and the event should be scheduled at a time that is convenient for community residents. The event should not conflict with religious and cultural holidays.
- It takes time to understand the intragroup issues and “communities” within a community. It is essential to ensure the participation of representatives from as many religious factions, political parties, or clans as possible.
- It is useful to hire a staff member or contract with a consultant who can focus on listening, learning, and relationship building while the senior program officer manages and administers the program. The foundation staff, however, must be involved as much as they can in the listening, learning, and relationship building process. For the three foundations that did this, the relationship-building and planning process was more manageable.
- Listening and relationship-building are time-consuming and labor-intensive.

identify leaders in newcomer communities, build relationships, and engage them in the intergroup program. A third foundation hired a consultant.

ACHIEVEMENTS

- New relationships were formed between the foundations and leaders of newcomer and long-time resident groups. These relationships carried over to other programs and, in some cases, to donors and board members. For example, the Community Foundation for Greater Atlanta was able to recommend donor support for two organizations that had been identified through the intergroup relations effort.
- Leaders of these groups formed new relationships among themselves or found new opportunities to collaborate.
- Different groups, such as Somalis and Native Americans, saw that they shared many commonalities in traditions, values, and concerns.
- The process increased the foundations' visibility among groups who had no experience with foundations in general.

Listening to the Community CLOSE UP

The San Diego Foundation engaged in an intensive process of listening that involved neighborhood roundtable discussions in eight neighborhoods across San Diego County. During these meetings, participants identified intergroup issues and shared concerns.

The foundation eventually decided to focus on two neighborhoods, El Cajon and National City. These neighborhoods had the least capacity to do intergroup work, but the foundation hoped to help them build capacity.

This led to a few initial successes. For example, the El Cajon Community Development Corporation, through the creation of the International Women's Kitchen, developed the capacity to work with immigrants.

But overall, the foundation discovered that such capacity-building required a lot more technical assistance support than anticipated. For example, a technical assistance provider who expected to help tenant groups with legal issues couldn't find any established groups. Instead she spent time talking to individual tenants about their concerns.

Nevertheless, the listening process did help community groups develop some capacity to collaborate on social, housing, and economic issues. For example, the Interfaith Coalition in National City brought together Latino and Filipino community and faith leaders to address affordable housing issues. It also organized a candidate forum before the mayoral election to discuss affordable housing, and the dis-

“ The whole family gets to benefit from this. The kids play with the other kids. [The International Women's Kitchen] really is turning out to be quite a community-builder. It doesn't just involve the women. It involves their whole family. ”

– Laura Jones, kitchen manager, International Women's Kitchen, El Cajon

discussion continued with the mayor and city council after the election.

The San Diego Foundation has become more culturally competent, which improved strategic grantmaking. This was due to:

- New relationships with ethnic and cultural groups in El Cajon, National City, and other neighborhoods.
- A database that can be used to identify and refer groups to each other.
- A better understanding about the importance of including immigrants and their concerns in the foundation's grantmaking.



■ WHAT IS community capacity for building intergroup relations?

To do successful intergroup projects, a community needs:

- **Knowledge** about
 - the groups in the community and their history
 - problems that affect more than one group
 - the causes and consequences of these problems
 - existing relationships to build on
- **Resources**, including
 - adequate funding and support for capacity-building
 - human expertise and the necessary technology for interpretation and translation
 - organizations willing to "work with" immigrants and other marginalized residents rather than "doing for" them
 - an intermediary or support organization to facilitate, provide technical assistance, and build a support network
- **Skilled individuals** who can
 - facilitate group processes and transform conflicts
 - build bridges across group and cultural boundaries
 - do community-organizing
- **Influential, accessible, and well-connected leaders** who are committed to intergroup relationship-building. Look for these leaders in
 - immigrant and long-time resident communities
 - institutions such as nonprofits and public agencies
 - public office
 - schools



Starting the Dialogue

The foundations needed to create an incentive that would inspire newcomers and long-time residents to begin talking to each other.

HOW THEY DID IT

All six foundations established **advisory committees** to help them **develop relationships** with various communities. The advisory committees consisted of community leaders, community experts, advocates, and funders. These committees provided the foundations with the insight they needed to be sure that their initiatives were both **feasible and responsive** to the community's needs. The committees also provided an avenue for starting the dialogue among newcomers and long-time residents.

Three foundations changed the membership of their advisory committees when they moved from planning to implementation. They found that having community leaders and experts on the committee was helpful during the planning phase because their presence ensured that the program design was responsive to the community's needs. During implementation, however, the foundations found that including more local funders helped guide the grant-making process. Working with local funders also prevented any conflict of interest with potential community grantees and strengthened the philanthropic community's knowledge about intergroup relations.

The Community Foundation for the National Capital Region began the dialogue with strategy sessions that included a diverse group of funders, nonprofit directors, and community leaders. In these sessions, the discussion focused on the nature of intergroup relations in their communities, what has been done, and what could be done to address the issues.

The Community Foundation for Greater Atlanta started

LESSONS LEARNED

- When participants speak different languages, dialogue is more difficult. Technical assistance, including professional interpretation, is necessary.
- Even when people speak English, the same words may carry different meanings. This is especially true for non-native speakers.
- Some words — for example, "power" or "assets" — may have negative connotations for certain participants.
- Some individuals and organizations participated because they hoped for funding from the foundation. They had no genuine motivation for developing intergroup relations.
- Other direct service providers were not ready to engage newcomers in a more meaningful and equitable way, especially in decision making. Instead, they saw intergroup relations only as a way of expanding and diversifying their clientele.
- Intragroup tensions can be as challenging as intergroup tensions. People are as likely to stereotype individuals from their group as they are to stereotype members of other groups.
- Strategies must build on existing efforts and assets, incorporate existing resources, and overcome past negative experiences and conflicts.

out with community-briefing sessions about its intergroup relations program. During these sessions, the foundation also laid out its expectations for the program. Two organizations, serving different populations, discovered at one session that they shared similar concerns and decided to collaborate on an intergroup project.

The Minneapolis Foundation began a community-assets mapping process in the Phillips neighborhood. During this process the grantees shared information with each other, continued to build relationships, and learned how to connect the relationships and the information they had gained.

“We started understanding that our community would succeed...[by] working with other groups. ... Now my feeling is [Phillips] is a vibrant place. It is a place with a lot of opportunities. I see it quite differently than I used to see it.”
— Saeed Fahia, Confederation of Somali Community, Minneapolis

ACHIEVEMENTS

- Community organizations learned about each other's work.
- Foundation boards, donors, and staff became more aware of immigrant issues and overall community diversity.
- Increased awareness has led foundation staff to consider community diversity and immigrant issues in all aspects of their work.
- The foundations became more visible in the community, and, in some cases, attracted new donors and corporate funders.
- Programs benefited from increased momentum and community ownership.

Listening to the Community

CLOSE UP

VOICE, the intergroup relations initiative facilitated by The Minneapolis Foundation, provided people in the Phillips neighborhood with new ways to learn about each other. Many nonprofits in the neighborhood had never worked together because they did not have the opportunity, the capacity, or the motivation. This intergroup project provided that opportunity by funding efforts to build relationships—not something that funders often support.

One grantee said that this was the first time he had met people outside of his organization. Another summed it up this way: "It's the relative concept...you're now a relative of so and so, and we can [both] benefit from this relationship."

Here are a few examples of these new relationships:

- An African American grantee helped the Somali community plan a week of cultural events.
- A group of East African business leaders received technical assistance from Latino leaders who had created the Mercado Central, a Latino-owned marketplace.

- A local community development corporation developed a new relationship with a Southeast Asian community organization. Together they worked to improve business development opportunities for newcomers.

WHY DO COMMUNITY ORGANIZATIONS NEED TECHNICAL ASSISTANCE?

Intergroup projects can be slowed by racial stereotypes, differences in communication styles, and lack of knowledge about cultural traditions. Good intentions aren't enough. An **intentional strategy** is needed to deal with intergroup tensions and challenges. Without such a strategy, participants can get stuck in the middle of the process.

Technical assistance for group facilitation, conflict transformation, language interpretation, and community-organizing is critical to the success of intergroup work. Technical assistance also is often needed to help grantees move from dialogue into action. But sometimes groups tend to ask for technical assistance for organizational development and are less interested in developing the capacity for intergroup work. Foundations should be proactive about providing technical assistance, instead of waiting until grantees ask for help.

INCORPORATING THE INTERGROUP PRINCIPLES

The Association for the Study and Development of Community (ASDC) developed a list of ten principles to guide intergroup relationship-building efforts (see Appendix A). ASDC used these principles when providing technical assistance and training to the community foundations.

Trainers, technical assistance providers, and the foundations also found these principles useful in their work. For example:

- The Dade Community Foundation's technical assistance provider and trainer asked grantees to rate themselves on how well they were practicing each principle.
- The Community Foundation for Greater Atlanta required that applicants show how they were incorporating at least five of the principles in their intergroup work.
- The Community Foundation for the National Capital Region used the principles in the evaluation of its intergroup initiative.



■ **ARE THEY READY** for collaboration?

It's not possible to accurately assess genuineness of relationships and commitment, but the answers to these questions can indicate whether an organization or group is truly interested in working with others:

- How many of their partners and community participants are present and participate during the foundation's site visit?
- Is there visible or active support, and not just passive agreement (e.g., a commitment letter only) from the leadership of each partnering organization?
- How well do the partners know each other? Have they worked together before?
- How thoroughly did the organizations engage a diverse group of residents in the planning of its intergroup project?
- Do the partners share decision-making?
- Do the partners exchange information and resources?
- Are there bridge builders who are capable of and committed to working across race, ethnicity, and culture in the partners' organizations?



Working Toward A Common Goal

Research has repeatedly shown that bringing people together to work toward a **common goal** helps them get to know one another, learn to communicate, reduce prejudice, develop a collective voice to act on an issue that affects everyone, and improve intergroup relations.

HOW THEY DID IT

All six foundations made working toward a common goal an **explicit** part of their intergroup program. Every grant application made clear that this was a requirement for funding.

ACHIEVEMENTS

- Common goals brought together individuals and groups that had little previous contact, had experienced tense relationships, or had even seen each other as competitors for assistance and services.
- When all partners felt strongly about the goal and agreed to work together to achieve it, they were more successful in realizing their objectives.

The goal of the Parents Organizing Parents Strategy (POPS) funded by the Community Foundation of New Jersey was to create a more welcoming school environment for all families in the community. The first group of parent leaders was trained by the Princeton Center for Leadership. These leaders, in turn, recruited and trained other parents. By October 2001, some 450 parent leaders had been trained.

Parent leaders facilitated conversations among friends, acquaintances, and families about the challenges facing young people in their communities. They also collaborated with other organizations to extend a program for children who need eye care, establish an after-school program, and create activities to help Brazilian immigrants adapt to their new surroundings.

LESSONS LEARNED

- The need for a common goal was a new idea for many grantees and program participants. They were surprised that identifying and working on a common goal could bridge differences and bring people together.
- The common goal should not be threatening to any group. Instead it should transcend racial and ethnic differences and be important to everyone. Such a goal often involves children, public safety, or healthier communities.
- An intentional strategy is needed if groups are to achieve the common goal and strengthen intergroup relations. The strategy must include methods for helping participants learn about each other's similarities and cultural traditions. It must also allow them to deal with racial stereotypes and conflicts that arise from group differences. In addition, the strategy must help groups organize for collective action and find ways to engage people with decision-making power.

Parent leaders developed relationships among themselves and with other parents from a wide range of racial, ethnic, and cultural backgrounds. This resulted in:

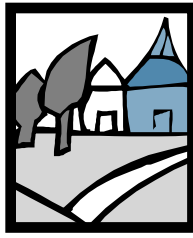
- Increased knowledge about other cultures. One Latina parent learned that Indian women tend to be physically reserved and limit signs of affection to their spouses. This insight helped her feel more comfortable with Indian parents.
- Reduced stereotypes. An African American parent found parents in her group were surprised that she didn't fit the stereotype of the pushy African American woman. She also encouraged the other parents to address a conflict with a Middle Eastern parent without being confrontational and without concluding that her behavior was a reflection of all Middle Easterners.
- New interactions. Parents of different backgrounds now stop to talk with each other on the streets outside the school. They have also started to watch each other's children.
- Common ground. The POPS process allowed parents to understand that they had common concerns, no matter what their background. They began to develop a new appreciation for each other.

“When parents went into the schools before, they really felt alone. ... [But] it's...not true. It's just that you don't know the other parents.”
—Lynn Jones, POPS parent coordinator

PROMOTING THE PURPOSE

Community foundations can facilitate relationship-building across racial, ethnic, and cultural lines and help groups work toward a common goal by:

- Convening leaders and organizations in the private and public sectors around common issues.
- Providing and mobilizing funds to support an idea or effort.
- Educating donors and other local funders about a particular issue.
- Engaging experts to provide technical assistance and other capacity-building support to grantees.



Strengthening the Community Foundation From Within

All intergroup projects led to changes in personal relationships. Many led to collaboration between groups or communities that had never before worked together. But some of the most profound changes occurred at an institutional level within the foundations themselves.

HOW THEY DID IT

All six community foundations reported that the Community Foundations/Intergroup Relations (CF/IR) Program was a **catalyst** that strengthened their commitment to diversity. CF/IR provided an incentive, through **financial support, peer networking, and technical assistance**, to become more inclusive in their grantmaking, increase the cultural awareness of their staff, and develop new relationships.

Among the activities conducted by the community foundations to strengthen their institutions' capacity to do intergroup work were:

- Brown bag lunches to discuss lessons learned by the intergroup initiatives.
- Addition of newcomer leaders to their boards.
- Hiring of new staff members from diverse cultural backgrounds.
- Presentations by grantees at donor forums and board meetings.

LESSONS LEARNED

- The foundation's senior staff and board must commit to intergroup work. Their buy-in is the key to sustaining the momentum created by CF/IR. Inviting grantees to share their experiences with board members helps put a face on this work, which cannot be easily measured. It also exposed community groups to the philanthropic world, which was especially valuable for groups whose culture has no tradition of formal charitable work.
- The intergroup initiative should be linked to other departments and grant programs within the foundation. This allows the staff to benefit from the relationships and knowledge of colleagues who are acquainted with community groups.
- Donor relations staff should be kept "in the loop." Program staff should help them explore options for expanding the donor base to include immigrant, African American, and other nontraditional donors. Program staff can also suggest possible institutional donors such as banks and corporations that have been affected by changing demographics. Donor relations staff should participate in donor briefings, site visits, and community meetings planned by their foundations' intergroup initiatives.
- Foundation leaders and staff must be willing to examine past grantmaking practices as well as their own beliefs and attitudes about people different from them. They must also be willing to learn from others.

But the work also posed major challenges. For example:

- There was discussion about the role of the foundation and whether intergroup work was an appropriate activity.
- Intergroup work took a significant commitment of time.
- Intergroup work required trust and linkages with immigrants and other communities of color.
- It was hard to convince foundation boards that CF/IR was worthwhile. Unlike projects that create affordable housing or improve public health, intergroup outcomes were less quantifiable.

ACHIEVEMENTS

- More foundation staff are now "getting out" in the community and learning first-hand about different cultures and their intra- and intergroup dynamics.
- Program officers now routinely ask how grant applicants have engaged or will engage newcomers in their projects.
- All the foundations have new relationships, learned to go "deeper" in the communities they serve, and recognize new leaders and not just the "usual suspects."
- Three foundations reached out and engaged new donors.
- Four foundations are actively discussing how they can help create an infrastructure that will support communities as they strive to manage their growing diversity.
- The Community Foundation for Greater Atlanta, the Dade Community Foundation, and The San Diego Foundation now include language about relationship-building between immigrants and long-time residents in all grantmaking guidelines.
- The Community Foundation for the National Capital Region developed a new focus area called "Bridging Differences," which includes the intergroup-relations initiative and another immigrant-related program. The foundation also hired a senior program officer, and a two-person team now oversees the grantmaking and programming in this new focus area.
- The Community Foundation for Greater Atlanta and The San Diego Foundation engaged immigrants and other persons of color to serve on its committees and board.

Strengthening the Community Foundation From Within

CLOSE UP

Through its participation in CF/IR, the Community Foundation for Greater Atlanta learned about organizations that serve various racial and ethnic groups. These organizations had not previously been recognized by grantmakers. This new knowledge benefited the foundation in many ways. For instance, when a donor showed an interest in supporting health organizations that serve Latinos, the foundation's Vice President for Programs and Initiatives could immediately identify two appropriate organizations.

“Asians don't have that idea... asking [for] money to do good work. That's not in our culture.”
—Chaiwon Kim, Executive Director,
Center for Pan Asian Community
Services, Atlanta

”

The foundation's intergroup relations program also attracted funding from Coca-Cola and Delta Airlines. These multinational companies understand the importance of intergroup relations. It is likely that other corporations and institutions that have been impacted by changing demographics will find similar programs attractive.

The Community Foundation of Greater Atlanta now includes language about relationship-building between immigrants and long-time residents in its grantmaking guidelines. Program officers in all of the foundation's priority areas now ask potential grantees how they plan to engage newcomer groups in their projects.

Even before it became involved with CF/IR, the foundation was beginning to attract people from diverse backgrounds to its board. CF/IR reaffirmed the importance of continuing to do so. The board now includes two Asian American and one Latino member, a significant accomplishment for the foundation.

“The major challenge is bringing the African American community into relationship with the newcomer community... to help them to understand that the newcomers were not displacing them.”

– Winsome Hawkins, former Vice President for Programs and Initiatives, The Community Foundation for Greater Atlanta

ENGAGING THE AFRICAN AMERICAN COMMUNITY

All six participating community foundations found it challenging to engage the African American community in intergroup projects. Several of the Atlanta grantees believed that effects of slavery on the African American community and the larger society are critical to understanding the role of African Americans in intergroup relations. But they noted that many people are reluctant to talk about slavery and its impact on our current society.

Other grantees noted that there are two Black Americas separated by class issues. Like most communities of color, African Americans have difficulty dealing with class divisions. Issues related to intergroup relations add another layer to the division and further complicate matters.

Immigrants don't always understand the history and experiences of African Americans, and they adopt stereotypes and prejudices about them. The two groups often see each other as competitors for jobs and other resources rather than potential allies.

Intergroup initiatives should not focus only on immigrants. They also must be prepared to acknowledge and address issues, such as racism, as they relate to African Americans. In many of the communities, immigrant issues appeared to push aside the issues and interests of African Americans. This was one of the greatest and least successfully addressed challenges facing the CF/IR Program.

In communities of color:

- There must be intentional strategies to address racism and to incorporate issues relevant to African Americans.
- Immigrant organizers must be challenged to move beyond their own immigrant group and develop alliances with other groups, including African Americans.
- Community organizers must be respectful of existing institutions in the African-American community and find ways to engage and support them during the organizing process.



Organizing Across Cultures

Intergroup relationship-building takes place on a continuum. At its simplest level, relationship-building leads individuals to forge new personal relationships that promote understanding. At the deepest and most complex level, individuals and groups meld to take collective action on common concerns about community and other social conditions.

HOW THEY DID IT

This collective voice results from **effective community organizing** and **conflict transformation**. The need for community organizing and conflict transformation arose in nearly every one of the intergroup programs. This was especially true of projects where intergroup relationships were created in the context of community-building and social justice.

But many groups and their leaders did not have community-organizing nor conflict transformation skills. In addition, even experienced organizers needed to develop **cross-cultural communication skills** since these projects involved two or more racial, ethnic, or cultural groups.

Most importantly, all groups involved in a project needed to stay focused on their goal. In other words,

LESSONS LEARNED

- Foundation support gives credibility to community organizing.
- The organizing approach should encourage collaboration rather than an "us vs. them" dichotomy. Real change happens only when institutions and leaders with decision-making power can buy into the work.
- The capacity (knowledge, skills, and relationships) to organize is critical to intergroup work. But in recent immigrant communities, community organizing is often unfamiliar or unfeasible. Organizations in these communities are often service providers that must use their resources for basic assistance. Newcomer communities are, therefore, caught between the need to address immediate concerns and the need to organize to meet future challenges.
- Community-organizing requires bridge-builders. These are people with the knowledge and skills to facilitate cross-cultural communication across group boundaries.
- Foundations need to provide ongoing proactive technical assistance, training, and support (for example, peer-to-peer exchange). They should not assume that cross-cultural capacity is present.
- Reliable partners are essential. A large nonprofit may pay little attention to a small intergroup grant. Large nonprofits, especially service providers, may also be less able and sometimes, less willing, to change their way of doing business. Therefore, they may be weak partners. Small advocacy-oriented organizations may make better partners because they are more concerned about equity issues and less concerned about sustaining their programs. A small intergroup grant could mean a lot to them. But not all small organizations have sufficient resources to carry out the work. Tensions may also occur between small and large organizations because of differences in their organizational cultures.

they were organizing to accomplish something concrete, such as increased access to healthcare. As they worked together, they came to know each other and build relationships. But intergroup relationships were always a byproduct of community organizing rather than its goal. Consequently, intergroup relationship building was overshadowed by other priorities.

Several foundations incorporated community organizing into their technical assistance and training. For example, the Community Foundation for the National Capital Region conducted a small workshop on the basics of organizing.

The Minneapolis Foundation developed a curriculum on community organizing in a multicultural community and as part of it, helped grantees and other leaders conduct a power analysis. Community organizing became a major element of the foundation's intergroup-relations initiative when it was spun off into an independent organization.

The Community Foundation of New Jersey made organizing a cross-cutting part of their Parents Organizing Parents Strategy (POPS) by encouraging parent leaders from different institutions and cultures to identify other parents/leaders and help them become involved in their children's schools.

One of the Dade Community Foundation's goals was to help a local organization, Power University, build its capacity so it could support community organizations doing intergroup work. Power University was an essential element of the foundation's intergroup initiative, "Miamians Working Together." The initiative consisted of two parts: training in community organizing, conducted by Power University, and a community change grant program. Several grantees said that the training in community organizing helped them understand what they were trying to do and how to do it. The training also allowed them to develop a common language for talking about their goals. Power University also provided them with technical assistance in strategy development and group facilitation.

ACHIEVEMENTS

- In New Jersey, POPS increased parent participation in school meetings and activities, succeeded in improving conditions and programs in several schools, and began to actively collaborate with school administrators.
- In Miami, the Human Services Coalition, GALATA, and the West Perrine Christian Association organized Latino, Haitian, and African American communities to address health-related injustices. This project helped bring about policy change related to medical benefits, and established new relationships among individuals and organizations.
- In Minneapolis, VOICE helped organize the East African community and facilitated the development of two business collaboratives.
- In the Washington metropolitan area, the Tenants' and Workers' Support Committee organized African American and Latino parents to advocate for improving the quality of education for their children.

Sweet Vine, a project of the "Miamians Working Together" initiative, was created by a woman who realized that exchanges of racial slurs between children in her neighborhood were ending in physical altercations. Because they did not feel safe outside, many children stayed cooped up in their homes.

At the beginning, Sweet Vine brought the children together to talk about why they thought and acted as they did. The program then engaged the children in simple activities that helped them learn about each other's cultures. One such activity involved the re-enactment of a civil rights march. The children dressed up and made speeches.

During the march, neighborhood residents saw the children interacting and enjoying themselves. Many residents commented on how beautiful it was to see such a culturally diverse group of children working on something together. Over time, the children have become concerned for each other's welfare and have established friendships with each other outside of Sweet Vine.

The executive director of Sweet Vine says that the training in community organizing she received as part of the "Miamians Working Together" initiative strengthened her skills and helped her understand the role of organizing in Sweet Vine's community work.

“ We didn't bring people together to talk to each other. We brought people together to talk to each other about what they could do to change what ”

— *Ruth Shack, president, Dade Community Foundation*

DIALOGUE MUST LEAD TO ACTION

Intergroup initiatives begin with conversations among the participants. Such conversations allow people of different backgrounds to get to know each other as individuals and not just by their group identity. But talk must eventually lead to action. Conversations that do not intentionally lead to action leave people frustrated and reluctant to participate in future efforts. Collective action helps people focus on interdependence, accountability to the larger group, attention to common concerns, and awareness of their impact on others. Successful collective action must be recognized and celebrated, even when the success seems trivial relative to the overall goal. The celebration of all accomplishments— large and small —creates positive feelings about intergroup efforts and energizes participants.

The goal of intergroup work is to change the way people think and go about doing business. To achieve this goal, leaders and organizers must become intentional about creating processes that will engage people from different racial, ethnic, cultural, and socioeconomic backgrounds to work together in common cause.



Sustaining the Work

HOW THEY'RE DOING IT

Fostering intergroup relations is a long-term process, not a one-or four-year project. But projects, both short-and long-term, are essential to the process because they motivate individuals and groups to transcend racial, ethnic, and cultural differences.

For example, VOICE, the intergroup initiative developed by The Minneapolis Foundation, was successful because once participants got acquainted with each other, they saw the potential benefits of collaboration and formed an organization.

To get beyond this "getting-acquainted" stage, however, groups need a shared goal that can be achieved by concrete action. Parent leaders in the Parents Organizing Parents Strategy (POPS), initiated by the Community Foundation of New Jersey, created deeper relationships because they were all working toward the same outcome: better schools for their children.

One might say that a project is like a boat floating on the river of process. Without the river current, nothing moves forward. Without the boat (or project), however, groups cannot stay afloat and continue the journey. Successful intergroup work balances project and process, and leads to lasting changes because it strengthens and builds institutions and community organizations.

ACHIEVEMENTS

Here are some ways that the participating foundations are ensuring that the process will continue to

LESSONS LEARNED

- Once an intergroup project is established, it must be encouraged and supported. Capacity building has to be an ongoing process. Successful projects are like healthy plants that wither if they are neglected.
- Intergroup relations evolve in a series of developmental stages, starting with relationships that are superficial and sometimes even competitive and progressing to whole-hearted mutuality in which all participants learn from, share with each other, and act together. (See Appendix B.)
- When relationships are built at many levels, the potential for community-wide impact is increased. Relationships must be built:
 - Among staff (community organizers, trainers, facilitators) who work on the intergroup project.
 - Between project staff and community residents.
 - Among institutional leaders and partners.
 - Among project participants (parents and youth, parents among themselves).
- Groups that are beginning new relationships need continued support to deepen and sustain them as they begin to work together to address inequities.
- Technical assistance must be aligned with the grantees' developmental needs and capacities. Assistance must also take into account changes in the environment such as new groups moving into a neighborhood or new intergroup tensions that result from a general economic downturn.
- New organizations and coalitions that engage leaders and residents from different racial, ethnic, and cultural backgrounds need continuous support to build and strengthen their capacity.

flow now that the four-year CF/IR Program has concluded:

- The San Diego Foundation has incorporated "community knowledge working groups" into its organizational structure. These groups are modeled on the advisory committee required by CF/IR and are required to be diverse.
- The Minneapolis Foundation provided a large grant to help VOICE with the transition from a project to a community organization. VOICE has since received funding commitments from two other foundations and will become an intermediary to build the capacity of immigrant groups in the Twin Cities area.
- The Community Foundation of New Jersey continues to support Parents Organizing Parents Strategy (POPS). The foundation has started to connect POPS leaders with graduates from its Neighborhood Leadership Institute. Together they are addressing issues related to children's health. The foundation has also expanded the work of POPS to other neighborhoods and townships.
- The Community Foundation for Greater Atlanta and The Community Foundation for the National Capital Region increased awareness about the importance of intergroup work among the local funders in their communities.
- The Dade Community Foundation, the Community Foundation for New Jersey and the Community Foundation for Greater Atlanta developed new relationships with other foundations, banks, and corporate donors for funding of future efforts.
- The funding collaborative that supported the intergroup initiative created by The Community Foundation for the National Capital Region remains in existence. The collaborative assures that the work will continue, even if it does so on a smaller scale.

Local funding collaboratives allow participants to share ownership of both process and project. Collaboratives ensure continued support for intergroup initiatives after national funding ends. They also sustain changes that have occurred within the local philanthropic community as a result of intergroup work.

Sustaining the Work

CLOSE UP

Long-time African American residents of Alexandria, Virginia, were struggling with their new Latino neighbors. Inter-group tensions based on socioeconomic, ethnic, and linguistic differences were common. Both groups, however, were concerned about affordable housing and the quality of their local schools.

The Tenants' and Workers' Support Committee, a grantee of The Community Foundation for the National Capital Region, organized African American and Latino residents around the common goal of better educa-

“ In this society, to the working class and communities of color, always things are... 'Here, here it is for you, now take it.' And the community doesn't want that. The community wants to be part of something.”

—Edgar Rivera, Tenants' and Workers' Support Committee, Washington, DC

tion for their children. The Support Committee, which was previously perceived as a Latino organization, hired bridge-builders to engage the African American community.

Organizers went out and talked with parents, teachers, and eventually members of school board, who are predominately European Americans. This intergroup project led to the availability of literature classes taught in Spanish in George Washington Middle School, as well as English interpretation for Spanish speakers attending school board meetings.

It also resulted in the creation of a dual-language program at Mount Vernon Community School. One-half of the students in each elementary grade are native Spanish-speakers. The other half are native English-speakers. Morning classes are taught in Spanish. In the afternoon, classes are held in English.

“... this is very long-term work. This is not three years in and we’re out. Now since the Ford and Mott funding has run out, it is all local dollars that are funding this initiative.”
—Terri Lee Freeman, President, The Community Foundation for National Capitol Region

The program has proven effective in raising achievement levels, and is starting to attract European American families. It works because, as one organizer of the Tenants and Workers Support Committee points out, parents had a say in creating the program, and they feel respected by the teachers, the system, and the school system.

THE COMMUNITY FOUNDATION’S POWER TO CONVENE

Community foundations are uniquely positioned to promote intergroup relationship building. They can influence the leaders of both grassroots community organizations and large established organizations. They can broker relationships and convene group discussions. Their position is especially valuable during times of conflict because they can engage a broad range of constituencies.

The San Diego Foundation, for example, brought together the El Cajon police chief and executive director of the Kurdish Human Rights Watch. Because of this relationship, the two organizations were able to work together to reduce the fear felt by Muslim and other residents after the events of September 11, 2001.

Despite the emotionally charged atmosphere created by the Elian Gonzalez case, the Dade Community Foundation was able to convene a group of organizations that were involved in or considering intergroup projects.



APPENDIX A

Principles for Building Intergroup Relations

1. The right people must be engaged and involved in the planning and implementation process.

Before launching any project officially, it is critical to ensure that leaders from the right institutions and racial and ethnic groups are consulted, engaged, and involved. These leaders should be individuals who have influence over their constituencies. Their institutions should have credibility and a strong track record within the communities they serve. The leaders should also demonstrate a current or prior interest in building intergroup relations. They should express a willingness to treat individuals from other groups with equal respect.

2. Groups must identify an important common issue 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.

Intergroup relations can be improved if there is a compelling goal for members of each group involved. The goal should be one that no group can achieve without participation of the others. Each group must have a distinct and clear role that reflects its unique and complementary strength. The identification of the common goal must be demonstrated by each group and not assumed. The goal must also be challenging, but achievable.

3. People and organizations representing different groups must be brought together as equals in terms of power, respect, and importance.

In successful community efforts, local grassroots leaders and representatives of formal institutions work together as equals. Grassroots leaders provide important knowledge about their community's needs, while leaders of formal institutions provide linkages to resources. Formal policies that foster and support equality must be established and enforced. These policies must be linked to informal processes that support relationship-building across groups.

4. There needs to be an opportunity for members of groups to get to know one another as individuals and learn to respect each other's cultures and traditions.

When people get to know each other on the individual level, they are less likely to perceive another groups as monolithic and homogenous. Personal relationships help people to recognize that even though they differ in some ways, they may share common interests. But strategies that encourage members of different groups to get to know one another will only be effective if individuals are also led to examine the reasons for the differences in their power and privilege.

5. In any effort to strengthen intergroup relations, participating groups need to consider both their similarities and their differences.

In searching for a common ground, individuals must identify their similarities and at the same time, recognize that they are also shaped by distinct historic and cultural experiences.

6. Groups need to identify each other's strengths or assets, and use them as part of the intergroup process.

Groups must recognize, acknowledge, and appreciate each other's unique and specific cultures, traditions, languages, and history as part of the process to bridge differences and maximize each other's strengths when working together.

7. Conflicts need to be identified, respected, and transformed into improved capacity and relations.

Conflict can have many positive functions. Conflict can be an opportunity to improve the ability to achieve common goals. An environment that fosters constructive norms for the handling of error, risk, and disagreement should be established.

8. Successful collective action not only improves the communities for all groups, but it also strengthens their relations.

The more positive the experience, the greater the bond. Successful cooperation increases intergroup attraction because the feelings of satisfaction are generalized to the individuals associated with the positive experience. To ensure successful collective action, groups at all levels must focus on their interdependence, accountability to the larger group, attention to the needs and demands of the group's overall goals, and awareness of one's impact on others. Events and activities should give participants a sense of achievement.

9. Relationships and intergroup strategies must be developed and sustained at multiple levels (between individuals, organizations, and communities) to support the process for strengthening intergroup relations.

Frequent contact and cooperation among groups with equal status are critical for fostering intergroup relations. Sufficient time must be provided for groups to overcome their initial feelings of anger and prejudice towards one another and develop trust. Relationships must be ongoing at multiple levels in order to effect long-term change.

10. There must be institutional support for promoting intergroup relations.

Support from institutions, such as local governments, funders, the media, federal government agencies, intermediary organizations, and community networks, is instrumental in promoting and strengthening intergroup relations. The sanction of these institutions can reinforce relationships or divisions among groups. When such institutions coordinate intergroup programs, their efforts can lead to the creation of a system that provides resources, incentives, and education for intergroup work. Institutional support is essential for the creation of strong and lasting intergroup relationships.



Appendix B

Stages of Development for Building Intergroup Relations

There is little theory, documentation, or research that can be easily applied to the design and implementation of community initiatives to build intergroup relations. The extent to which such relationships succeed depends primarily on the context of the situation, the current state of relationships among groups, the commitment of leaders to work across groups, the community's vision of what is possible, and available resources. The creation of intergroup relationships is a community-building process that is distinguished by changes in the ability of participating groups to develop common membership, share priorities and meet common needs, share power and influence, and share history and make an emotional connection.

Five stages of development have been identified: competition, co-existence, cooperation, collaboration, and integration.

At the competition stage, groups perceive each other as competing for resources. They do not have positive relationships and have little interest in getting to know each other. During co-existence, groups may be reaching out to each other while respecting their turf and boundaries. They are aware of each other's existence and may be communicating for the first time about their respective communities and programs. Cooperative groups may work with one another by co-sponsoring events, sharing facilities, or assisting each other as requested (for example, helping to recruit participants for a project or providing letters of endorsement for a grant proposal).

As the groups move into collaboration and become comfortable with their unique roles and complementary capacities, they may work together on a common concern. Each group still maintains its unique organizational identity and priorities. One group takes the lead in decision-making and has the primary responsibility of coordinating the collaborative effort. Integration occurs after the groups have transformed their differences into capacities. They are now ready for a more integrated effort that involves shared responsibilities, decision making, and power. The groups combine their resources and act interdependently on priorities, issues, and inequities due to racial, ethnic, and other group differences.

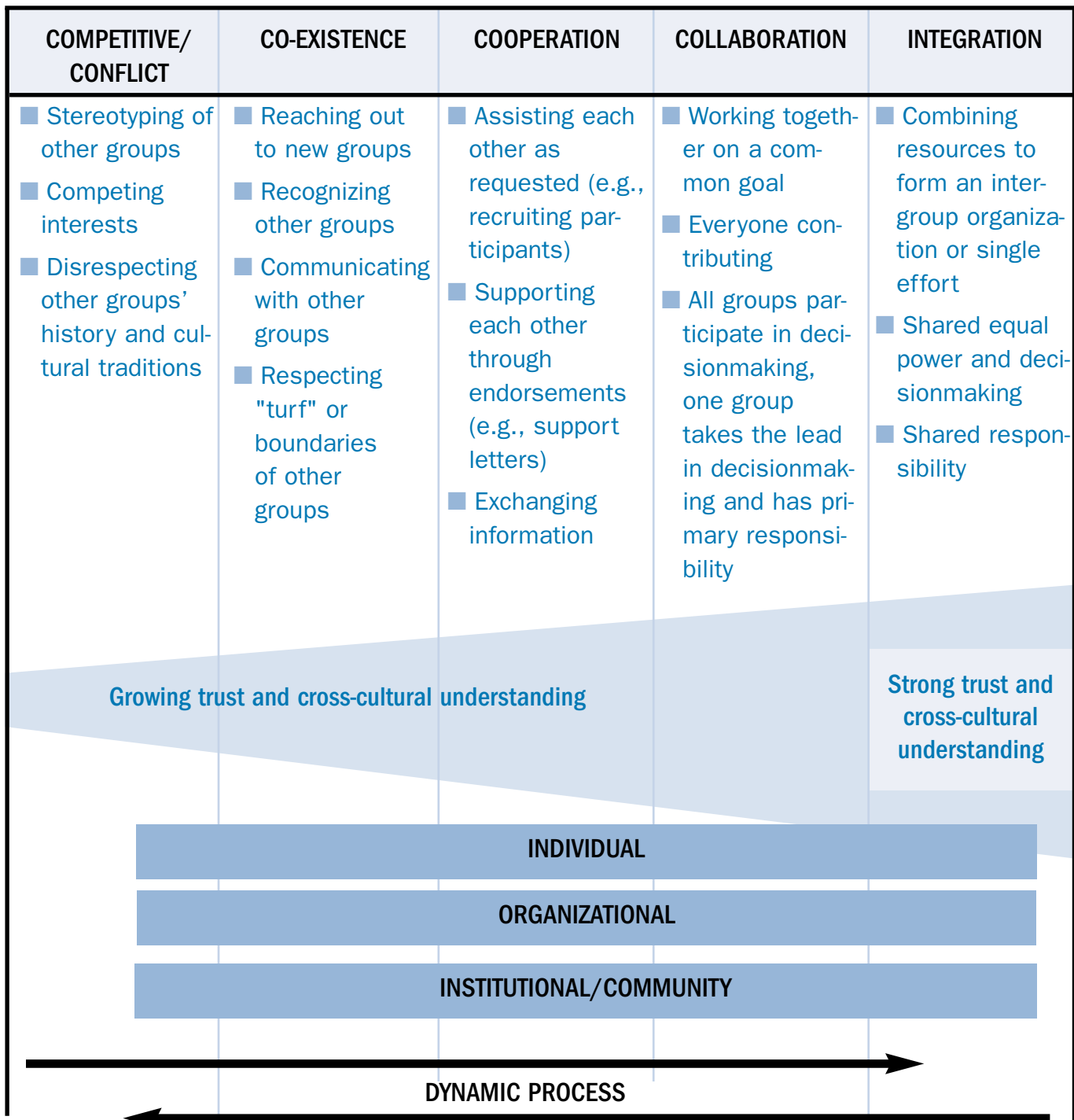
Trust and cross-cultural understanding grow gradually as groups progress from the competitive to the integration stage. Intergroup relations must be built at three levels: among individuals, organizations, and

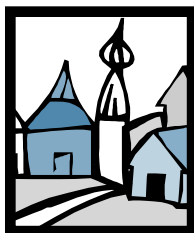
This work is
about investing in
relationship
building.

communities. In some instances, participants in an intergroup project have strong relationships with one another, but the organization that conducts the project has not been able to develop partnerships with other organizations that represent different racial or ethnic groups.

In order to capture and portray the possible range and levels of intergroup relations, ASDC developed the conceptual framework depicted in Figure 1. This framework can be used by funders, organizations, program managers, and technical assistance providers to determine the stage of an intergroup effort and the capacities (knowledge, skills, resources, and relationships) needed to advance the effort. The framework can also be used by evaluators to determine the indicators of the success for an intergroup effort.

Continuum of Developmental Stages and Levels of Intergroup Relationship Building





Appendix C

Planning For An Intergroup Grant Initiative: Issues for Consideration

CONTEXT

The six community foundations that participated in the Community Foundations/Intergroup Relations Program were expected to establish advisory committees to guide the development of their intergroup grant initiatives. Choices about the advisory committee's membership, role, and structure affected the design of the grant program, from preparation to evaluation. This guide was first developed to assist the community foundations in the initial stage of establishing their advisory committees, and refined later based on their experiences and lessons learned.

The purpose of this guide is to stimulate further thinking about issues related to the creation of an advisory committee and development of the planning process for an intergroup initiative. There are unique challenges associated with establishing an advisory committee for an intergroup relations initiative that might not exist for other efforts.

This guide does not intend to be a prescription for your intergroup initiative. It is only intended to guide you in the development of a process that works for you and within the appropriate context for your effort. Hypothetical examples are provided to clarify each step and dilemmas that you might encounter.

The Advisory Committee

ROLES AND EXPECTATIONS

It is important to consider what role the Advisory Committee will play in your intergroup initiative as early in the process as possible. The role of the Committee will help determine the membership, that is, whether more emphasis should be placed on recruiting community representatives, local funders, public officials, intermediaries, and/or technical experts.

The Advisory Committee has several roles:

■ Information access

Committee members can be used to access information on several levels. They can, for example, obtain demographic information that has been collected by the city government; find out about the grassroots leadership in a particular community; and learn more about available funding sources for strengthening intergroup relations.

■ Technical assistance

Committee members can be used to assist grantees depending on their areas of expertise, such as conflict transformation, community organizing, strategic communication, fundraising, and advocacy.

■ Networking

Committee members can be used as a link to additional and wider networks, such as private funders, government agencies, non-profit organizations, informal community networks, and businesses. Committee members can also help provide access to policymakers, grassroots leaders, and potential grant applicants.

■ Policy

Committee members can be used to influence policymakers, such as convincing county officials to establish stricter enforcement against absentee landlords.

OTHER ISSUES TO CONSIDER

WHEN SELECTING ADVISORY COMMITTEE MEMBERS:

1. Is the Advisory Committee representative of the groups and institutions that you would like to target?
2. What is the level of leadership that is committed? (For example, is the vice president of a local corporation a member or is it his/her administrative assistant.)
3. Is the representative a legitimate leader in the community and what is his/her history of leadership? (For example, ability to maintain momentum, strong ties with government agencies and other large institutions.)
4. How does the representative frame intergroup and immigration issues?
5. Have the expectations for membership been communicated clearly to Committee members? (For example, number of meetings they are expected to attend, review of proposals, and site visits.)

■ Facilitation

Committee members can be used to facilitate collaboration, such as among groups that traditionally do not work together; leaders across community sectors (for example, businesses and youth development groups); and groups that have similar missions. Committee members can also serve as facilitators during learning activities (for example, small group discussions), provide translation, and secure meeting space in the neighborhoods.

■ Advocacy

Committee members can be used to advocate for funding and other supports for community issues by participating in other national or local efforts, coalitions, task forces, or steering committees.

STRUCTURE AND ORGANIZATION

Once you have defined the role and expectations for your Advisory Committee, it is important to establish a structure that works for everyone.

■ Leadership

The Committee can elect a chairperson or facilitator. This can be a staff member of the community foundation or a committee member. The chairperson can be responsible for facilitating meetings, communicating with all the members, determining when it is necessary to meeting, and/or developing meeting agendas.

■ Communication

The members must decide on the best method and frequency of communication. A useful tool for keeping all the members informed of the intergroup program's activities is meeting summaries. The summaries not only update members that cannot attend a meeting, they also help document the process of the program.

■ Decision-making

The Committee must agree on how decisions are made (for example, number of votes and by consensus). Some members may not be able to attend meetings or provide feedback and they need to decide if the other members can make the decision. Members can also vote to leave the decision-making to the staff of the community foundation.

■ Authority

The community foundation and the Committee must determine the extent of the Committee's authority. Can the Committee make decisions and if so, about what? (For

It is important to acknowledge the strengths each Committee member brings to the table. This increases the members'

sense of equality and ownership of the intergroup effort. It also helps members adopt an assets perspective.

example, the Request for Proposal, the number and size of grant awards, or award criteria.)

■ **Subcommittees or task forces**

Subcommittees or task forces can be established to divide the responsibilities of the Advisory Committee. A smaller subcommittee can dedicate more time to a particular issue or component of the intergroup program and/or provide a specific expertise. The members must then decide if a subcommittee can make independent decisions, or if the subcommittee merely gathers information to submit to the entire Advisory Committee for final decisions. A staff person or member must be assigned to coordinate the subcommittees or task forces to ensure that there is no duplication of activities and timely progress.

■ **Process versus action**

It is not unusual to have members with different working styles—some may be more process-oriented, while others may be more task- or action-oriented. For instance, some Committee members may want to develop their own intergroup skills, while others may want to focus on decision-making. The Committee must be clear on its role and expectations—does it come together for discussions or merely to make decisions? The best approach is a balance of both and to develop a process that leads to action.

■ **A common language and key concepts**

The Advisory Committee must come to a consensus on a common language for the intergroup work it is about to conduct. For instance, the term "cross-cultural" may be more appropriate than "multicultural" because the former implies more interaction and exchanging across cultures. The term "intergroup relations" can mean relations between Asians and African Americans (different races), Somalis and Ethiopians (different ethnicity), youth and senior citizens (different age groups), or tenants and homeowners (different socioeconomic groups). The Advisory Committee should also keep in mind the ten principles for strengthening intergroup relations and, if appropriate, develop additional key concepts. In addition, Committee members should not assume that the terms they use mean the same thing to everyone. The common language that the Committee develops for itself should be consistent with the language that will be used to convey the goals of the intergroup program to the neighborhoods and/or institutions targeted.

■ **Evolving membership**

The planning process must include a periodic reassessment of the Advisory Committee's membership to assess whether the Committee is comprised of the "right" people. The membership can change depending on the needs of the intergroup program and its developmental stage. A process must also be established to orient new members. New members can receive an orientation packet and/or meet with a few "older" members to get a historical perspective of the program.

The Advisory Committee

With the assistance of the Advisory Committee and its members' knowledge, skills, and resources, you can begin to develop the planning process for identifying the program's focus area and considerations, assessing needs and challenges for strengthening intergroup relations, and designing the regrating process.

FOCUS AREA AND OTHER CONSIDERATIONS

■ Geographic

There may be neighborhoods with:

- A history of conflict,
- Growing number of newcomers,
- Agencies and organizations that lack the capacity to adequately address the needs of newcomers,
- Clear boundaries that have already been drawn, and
- Outside actors who have intervened and had a negative or positive impact on the neighborhoods.

■ Institutional

There may be specific institutions where newcomers and long-time residents come together resulting in tension or conflict. For instance, the program may focus on the public school system because the schools are struggling with the large number of immigrant children that have specific language and special needs. Involvement of immigrant parents can be difficult, particularly when the parents come from a culture that does not challenge the school authority. Some school boards may show strong prejudice against students that they believe are illegal immigrants.

■ Geographic and Institutional

The program will focus on the nonprofit and public institutions within a neighborhood that are operating independently or lacking adequate capacity to serve the needs of diverse newcomer groups.

STRATEGY DEVELOPMENT

It is important to understand the demographics, tensions, and issues in the area of focus (for example, neighborhood and/or institution), and the challenges of conducting intergroup work in that area. The following questions need be answered before the appropriate strategy can be developed:

■ What are the challenges of bringing newcomers and long-time residents together?

Some of the challenges may include:

- More intensive effort (for example, resources, leadership training, and technical assis-

tance) required to organize the newcomer communities;

- Tensions between established gatekeeper organizations and fledgling grassroots groups that serve newcomers, which makes collaboration or access to the newcomer communities difficult;
- A newcomer community has more urgent needs that must be addressed first, such as housing, food, clothing, and health;
- Need for translation services in several languages;
- Intergroup tensions exist within a larger sociopolitical context (for example, city government, education board); and
- The newcomer communities' civic participation practices, which are incompatible with the civic participation traditions of the United States.

■ **What are the issues** shared by newcomers and long-time residents?

For example, police harassment of street vendors, housing conditions, lack of alternative activities for youth, closing down of a community health center, etc.

■ **What has been done** and what is out there? What are examples of successful organization and projects and what strategies did they use that brought people together? It is important to explore previous community-organizing efforts and attempts to address conflicts. Much can be learned from previous successes and failures.

■ **Who are the key players?**

Getting acquainted with the key players serves several purposes:

- Ensure that you are not "stepping on someone's toes";
- Obtain their buy-in to lend credibility to your intergroup effort;
- Gain access to their networks;
- Learn from their intergroup relations; and
- Build upon their knowledge and experiences.

In some cultures, a great deal of deference is given to community leaders. In getting to know the key players who are most likely also the community leaders, you are demonstrating respect and cultural sensitivity.

ISSUES TO CONSIDER FOR TARGET AREA SELECTION:

1. Which neighborhoods are experiencing an increase or enclaves of newcomers?
2. Which institutions are most affected by an increasing number of newcomers and are not adequately addressing their needs or tensions?
3. Where are the opportunities for newcomers and long-time residents to come together around an issue?
4. Where are the tensions and conflicts? They might be on the systems level because of European American control of the power-structure; intergenerational because the youth are loitering on street corners and offending the elderly residents; interracial because the Koreans have bought out the local convenience stores in a primarily African American neighborhood; or inter-institutional because the police are harassing street vendors.
5. Is there charismatic and indigenous leadership?
6. How will neighborhood leaders and residents work with the media to disseminate information?

■ **How much** does the intergroup program engage in power structures?

The community foundation and Advisory Committee need to consider this question in advance. In some neighborhoods, the intergroup tensions may be nested within a larger power structure and institutionalized racism may be prevalent. In order to strengthen intergroup relations, the intergroup program may have to get involved in larger institutions. This involvement can increase the visibility of the community foundation and the intergroup program and this may be positive or negative depending on whose perspective. This involvement can also require the community foundation and Advisory Committee members to take sides on an issue.

METHODS

There are several ways to gather information to respond to the above questions.

■ **Strategy sessions**

Strategy sessions can be conducted with Advisory Committee members, community leaders, and other key players to answer the above questions.

■ **Focus groups**

Focus groups can be conducted with different groups—public officials, representatives of nonprofit organizations, grassroots leaders, youth, senior citizens, or by ethnic group.

■ **One-on-one interviews**

While this method can be time consuming, it may be more effective when asking about more sensitive issues.

■ **Archival sources**

For example, census reports and community assessments.

■ **Reports**

There may be existing reports of studies previously conducted by the state, county, or local agency, and nonprofit groups. Programs are usually required to submit annual reports to their funders. Therefore, if you identified any past or current efforts that addressed the needs of newcomers and long-time residents, be sure to ask for reports that they had to submit to their funders.

■ **Newspaper articles**

Newspaper articles, especially local community newspapers are useful sources for information on conflicts and community activities. Local community newspapers also tend to publicize celebrations and ceremonies to recognize activists and leaders, and are a great resource for identifying community leaders.

ANALYSIS OF INFORMATION

The information gathered should be analyzed to identify specific themes in the following areas.

■ Areas of conflict

Conflicts may exist between different newcomer communities (for example, Latinos and Vietnamese), newcomers and long-time residents (African Americans and Salvadorans), institutions (police and local businesses, or established nonprofits and grassroots groups), generations (youth and senior citizens, or first-generation Mexicans and second-generation Mexican Americans), groups of different socioeconomic status (tenants and homeowners), different religious groups (Muslims and Christians), or groups with different political status in their home countries (Ethiopians and Eritreans).

It is **essential to remember** that some cultures, particularly the Asian cultures, tend to have more passive members that are less comfortable speaking up in a large group. In this case **one-on-one interviews may be more effective.** Some cultures are based on an authoritarian structure and their members are encouraged to please the authority or authoritative figure. Therefore, a foundation staff may not be the right person to conduct a focus group or interview because the respondents will try to depict a "everything is fine" picture.

■ Common issues faced by newcomers and long-time residents

For example, the Latino and Vietnamese communities may both be struggling with poor housing conditions in a particular housing development, or there may be a lack of recreational activities for both youth and senior citizens.

■ Opportunities to meet challenges through funds and capacity-building efforts

The information must be analyzed to see how resources (funds, technical assistance, and training activities) can be used to address challenges and whether the groups have come together before on common issues. For instance, Latino and Vietnamese tenants have come together before to try and get the housing management to improve their living conditions. However, because of language barriers and lack of organization, they have been unsuccessful. There is an opportunity for the intergroup program to provide funds for translation services and a community organizer.

■ Existing efforts and community resources

The intergroup program may be able to build on existing assets. There may be another initiative or coalition in the neighborhood that need additional resources to enhance its efforts.

■ Communication channels and outreach strategies

What are the best methods for communicating and reaching out to the communities? For example:

- Faith institutions (mosque, temple, church)
- Local community newspapers
- Newsletters distributed by organizations and groups in the neighborhood
- Spanish radio stations
- Library
- Ethnic grocery stores
- Vietnamese cable program
- Social service agencies
- English as A Second Language classes
- Restaurants

GRANTMAKING STRATEGY

The Advisory Committee can begin to design the grantmaking strategy once the above information is complete. The Advisory Committee needs to consider the following issues.

■ Number and type of groups to be reached with the available funds

The Advisory Committee must determine whether the funds should be distributed widely to many newcomer and established communities across the city (for example, Somalis, Vietnamese, African Americans, Russians), specific newcomer communities (Mexicans and Salvadorans), or to organizations that serve youth and senior citizens only.

■ Number and size of grants

When considering the number and size of grants, the Advisory Committee must think about the issue of sustainability. If the purpose of the grant is to help sustain the recipient, the grant size must be relatively large; therefore, the number of grants is smaller. On the other hand, if the purpose of the grant is to provide seed money, the grant size can be relatively smaller; therefore the number of grants is larger.

■ Use of grants

What can the funds be used for — to hire staff or a community organizer, computer equipment, a consultant to assist in organizational development, and/or program activities? Once again, the Advisory Committee must consider the issue of sustainability. If the grant can be used to hire a staff person to reach out to the Spanish-speaking residents, what will happen to the outreach and intergroup process when the funds finish? The Advisory Committee might also want to consider existing funding gaps and think about ways for the intergroup funding to fill in the gaps. For example, public funds and foundation grants typically do not support community organizing; yet this activity is essential to intergroup relationship building.

■ Type of regrantees

Will the grants be used to support tax-exempt organizations only, public organizations such as schools, and/or grassroots groups that do not have tax-exempt status? The type of regrantees may be dependent on the community foundation's policies.

Throughout the process of developing the grantmaking strategy, the Advisory Committee should keep in mind the **ten principles of a successful intergroup project** and integrate the principles into the language used in the grant announcement and selection criteria.

■ Process for soliciting applicants

The Advisory Committee may choose to distribute a request for proposals or invite only certain participants. Both processes have their advantages and disadvantages. The RFP process can be more inclusive since it is distributed more widely and it is up to the groups to apply. With the invitation process, the Advisory Committee will risk the criticism of excluding some groups.

■ Pre-proposal technical assistance

The community foundation and Advisory Committee must decide whether technical assistance for proposal preparation will be available. If assistance is available, then the best process for delivering assistance must be determined. It can be time consuming for a staff or Committee member to review drafts of proposals, but pre-proposal assistance can help ensure high quality applications that meet the program criteria. Briefing sessions can be conducted and/or a telephone line can be dedicated to answer questions about the intergroup program and grant requirements. Pre-proposal technical assistance will also be especially helpful for less established groups that are unfamiliar with grant writing.

■ Grant selection criteria

It is essential that the selection criteria and grant requirements be conveyed clearly to applicants. The Advisory Committee must be clear about whether it is seeking process- or action-oriented projects, and the expected outcomes. The best approach would be to encourage a process that leads to action. It may be helpful for the grant announcement (whether that be the RFP or invitation) to include examples of intergroup projects that will be funded.

■ Measures of success

The community foundation and Advisory Committee must decide and convey clearly the expected outcomes of the intergroup relations grant initiative. Realistic benchmarks must be considered. It is important to remember that intergroup relationship building takes time and small action steps are required to build trust. The measures of success should include both process and outcome measures.