

**Engaging New Leadership Voices
for Catalyzing and Sustaining
Community Change**

**A Report Prepared for the Leadership Cross-Cutting Theme
W.K. Kellogg Foundation**

Presented by:

Development Guild/DDI Inc.

Claire Reinelt, PhD., Senior Consultant

Siobhan Sullivan, Consultant

Paul Foster, Consultant

November 2001

Acknowledgments

Development Guild/DDI would like to thank the members of the Leadership Cross-Cutting Theme Steering Committee who assisted us in shaping the scope of this project; participating in learning dialogues; identifying and contacting grantees for us to interview; and reviewing and providing feedback on earlier drafts of this report.

Members of the Leadership Cross-Cutting Theme Steering Committee include:

- Leah Austin
- Pam Bruinekool
- Rick Foster
- Val Johnson
- Chris Kwak
- Karen Roth
- Craig Russon
- Velma Monteiro-Tribble
- Frank Taylor
- Henrie Treadwell
- Ali Webb

We are grateful to Ricardo Millett, who in his capacity as WKKF Director of Evaluation, gave us his unwavering support and encouragement.

We also would like to thank the people we interviewed -- those who are working to develop and support new leaders in their communities; and those new leaders themselves, who are committed to making positive change in their communities. The insights you shared with us deepened our knowledge about what supports new leadership voices to emerge and how those voices can be sustained over time to benefit people and their communities.

Please feel free to contact us at:

Development Guild/DDI
233 Harvard Street, Suite 107
Brookline, MA 02446
617-277-2112
creinelt@developmentguild.com

Executive Summary

Leaders make change. The kind of change that leaders make depends on who is at the table when priorities are set and decisions are made that have an impact on the social and economic well-being of individuals and communities. Too often decisions are made that have a profound impact on people's lives without including them in the decision-making process. The Kellogg Foundation is committed to changing this outcome by investing in the development of new leaders.

The Kellogg Foundation's Leadership Cross-Cutting Theme Steering Committee partnered with Development Guild/DDI, a consulting firm in Brookline, Massachusetts, to design a research project to learn how foundation initiatives and grantees are supporting the emergence of new leadership that is capable of leading change that will have a positive impact on communities.¹ The choice to focus this project on emerging new leadership voices came about as a result of several observations.

- 1) There is an emerging consensus among program staff at the Kellogg Foundation that successfully engaging new leadership voices, especially youth, is key to catalyzing and sustaining change.
- 2) Knowledge about what Kellogg Foundation grantees and program directors are learning about how to develop and support the emergence of new leadership is not well-documented.
- 3) This learning project provides WKKF program teams and grantees with an opportunity to learn from one another and to use that knowledge to improve and expand their efforts to develop emerging leaders.

We collected data by reviewing documents; conducting nearly 30 interviews with program directors, grantees, and new leaders; and holding a "program conversation" at the Foundation to which five grantees were invited to discuss how they build leadership capacity in their communities.

In this study we address the following six questions:

1. Who are new leadership voices for catalyzing and sustaining community change and what assets do they bring to the table?
2. In what venues are new leadership voices being supported and developed?
3. What strategies are being used to support and develop the engagement of new leadership voices?
4. What impacts are new leaders having?
5. What challenges must be addressed to effectively support and sustain new leaders?
6. How can foundations best support the development of emerging leaders?

¹ The term "community" is used broadly to include geographic communities as well as communities of interest.

New Leadership Voices for Catalyzing and Sustaining Community Change

New leadership voices that are committed to making a difference in communities are emerging from very different contexts and bring vastly different perspectives and experiences. The diversity of voices was continually identified as an asset in setting community priorities, and addressing community issues or problems. New leadership voices include: those who are socially and economically marginalized and who may, in the past, have been overlooked as potential leaders; those who have emerged as leaders in their communities, but may not yet be present at leadership tables where decisions are made, resources distributed and policies set that impact people in communities; and those leaders who may be visible in professional and policymaking arenas, but whose commitment to working with leaders in community is just emerging.

Assets of New Leadership Voices

New voices bring many different assets to the work of catalyzing and sustaining community change, such as enthusiasm and a desire to make a difference; open-mindedness and creativity; a broadened perspective; willingness and ability to work with others who are different from them; information and expertise; and access to new resources.

Venues for Developing New Voices

We have identified five venues through which new leadership voices are being supported and developed. Each venue reaches different audiences and develops its own approaches to leadership development depending on the outcomes it seeks. Some venues use more formal leadership development approaches, such as training programs, while others engage people in developing their leadership through assuming leadership roles in their communities; often a combination of approaches is used.

- ❖ Educational Institutions – Educational institutions are an important venue for developing youth leadership, often through programs that have a community service component. In recent years educational institutions have become a more important resource for community leadership development through the formation of institutes and centers that focus on building bridges between institutions and communities, sharing resources, and collaborating on projects and programs that build community leadership capacity.
- ❖ Community Leadership Development Organizations – Community leadership development organizations, because they are located in communities, are more responsive to local needs. These organizations provide leadership learning opportunities to groups of emerging leaders who live and work in those communities, often around a pressing issue or for a particular constituency. Through these organizations, emerging leaders develop skills, knowledge, and a network of relationships that support them in their changemaking efforts.
- ❖ Service Organizations – Service organizations focus on meeting a personal need that a particular population has (e.g. education, job training, etc.). As these programs search for innovative ways to achieve their missions and meet the needs of those they are serving,

they are engaging in leadership development. These organizations are creating opportunities for their “clients” to become active “citizens.”

- ❖ Advocacy Organizations – Advocacy organizations focus on changing policy, transforming fields, shaping public perceptions, developing useable knowledge, and expanding available resources around an issue or a problem. Often these organizations take an active role in developing new leadership capable of leading campaigns for change around a social problem or issue.
- ❖ Foundation-Sponsored Initiatives – Many emerging leaders have been identified and supported to develop their leadership capacity through foundation-sponsored initiatives. Initiatives use different leadership development strategies to support the emergence of new leadership voices, including creating leadership opportunities, encouraging community engagement, engaging in shared learning projects, launching partnerships or commissions, and convening networking meetings.

Strategies for Developing New Voices

A. Readiness

The issue of leadership readiness is a complex one. The readiness of an individual, group, or partnership to contribute their experiences, knowledge, and skills to improving the quality of life in their communities depends on many factors. For some people there are survival issues that prevent them from making this contribution, such as the lack of a job or job skills, the inability to read or write, or poor mental and/or physical health. Others face financial or logistical barriers to their participation such lack of transportation, limited financial resources that make volunteering a hardship, or family responsibilities. Established leaders may be uncomfortable sharing power, valuing diverse perspectives or fearful about working in a community-centered environment which differs from their professional lives. Paying attention to what needs to be in place to support new leaders to emerge will contribute significantly to expanding whose voices are heard.

B. Experiential Learning

New voices , when given responsibility and opportunities to lead, develop their leadership capacity. Most programs we studied included an experiential component. Experiential learning can happen in a variety of ways such as giving people leadership positions and roles, engaging people in community projects, and providing people opportunities through re-granting to come up with and implement their own ideas.

C. Mentoring/Coaching

Mentoring, coaching, and other one-on-one support strategies are critical for new leadership voices to be successful. Mentoring is especially needed when people are asked to take on leadership roles and operate in an environment that may be unfamiliar to them. Our interviews indicate that, though coaching and mentoring require a considerable investment of resources, this is an important component of any successful leadership development strategy for emerging new leaders.

D. Skill Development

Skill development is an outcome of every leadership development opportunity or program. The range of skills being developed varies tremendously depending on the venue for leadership development. Several areas of skill development emerged as particularly important across many venues. These included job and life skills, cultural competence, community organizing skills, and research and information gathering skills. Community leaders also need to develop process skills, such as coalition-building, resolving conflict, decision-making, facilitating, running a meeting, listening, mediating, keeping an open mind, planning, priority-setting, building relationships, self-awareness, public speaking, and visioning.

E. Relationships

Building solid relationships, based on trust and mutual respect, is at the heart of developing new leadership. We consistently heard from program participants, that one of the most valuable experiences they have had, is meeting with others who share their commitment to change. These relationships enable people to share resources, knowledge, and skills, while giving each other support to catalyze and sustain change efforts. When communities have dense relationship networks built on trust, they are more capable of working together to improve the social and economic well-being of their communities, and to accomplish more than they could acting alone.

F. Knowledge and Information Development

Several organizations and foundation-sponsored initiatives engage emerging leaders in developing new information and knowledge. The process of developing new knowledge builds skills and relationships that are valuable to the community over time. In addition, quality information, in a useable form, that addresses community priorities, is a powerful tool for making the case for change.

G. Resources

Foundations provide resources that enable nonprofit organizations to develop and expand opportunities for leadership development. Often these resources enable an organization to strengthen its programs and infrastructure to reach more people in the community. Sometimes foundation grants enable organizations to regrant dollars to community-determined priorities. In addition to the resources that foundations provide, other important resource development strategies are training new leaders in skills such as grant writing and fundraising; and attracting government resources into the community that stimulate economic and community development which in turn create more leadership opportunities.

Impact of New Voices

The impact that new leadership voices are having is multi-dimensional and complex. Some of these impacts are quantifiable, such as legislation or executive orders passed, new programs established, and new people in leadership positions. Other impacts are more qualitative and

difficult to measure, but of equal importance for engaging and supporting the emergence of new leadership voices. These include the personal empowerment of new leaders, changes in attitudes and perspectives of existing leaders, and a community's feelings of renewed commitment and hope for creating a better future. We found seven areas of significant impact.

- ❖ Developing a leadership voice – Many people we interviewed developed confidence, knowledge, and skills that not only benefited them personally, but have transformed them into change agents working to organize others and make positive changes in their communities.
- ❖ Becoming positional leaders – Emerging leadership voices are moving into leadership positions. In some cases, these are elected positions; and in other cases, they are leadership positions in community organizations. Attaining a leadership position gives emerging leaders a platform for mobilizing others to make change.
- ❖ Challenging the thinking of existing leaders – Those, who by virtue of their position have more power in a situation, often have not been exposed to the perspectives, ideas, and information that new voices bring to the table. When new leadership voices are present in forums where existing leaders gather, they have opportunities to educate and inform the thinking of established decision-makers.
- ❖ Changing policies and institutional practices – When given the training, support, and information, those who have not had a voice in setting a policy agenda or determining how institutions will implement policies can develop an effective voice that can improve the well-being of the whole community.
- ❖ Building communities – Emerging leaders are the source of innovative and creative ideas that can have a positive impact on addressing community needs and improving the quality of life.
- ❖ Expanding resources to communities of color – New leaders have effectively mobilized at the federal level to expand the resources that are available to communities of color.
- ❖ Transforming fields – New leaders are transforming fields, e.g. bodies of knowledge and sets of practices that have institutional authority. This is particularly evident in educational fields such as service learning, middle schools education, health professions education and food systems education.

Challenges for Developing New Voices

Throughout our research, we heard about some significant challenges to fully engaging new leaders, sustaining new leadership voices over time, and leveraging the full potential of the many new leadership voices that are emerging at the local, state, and national levels. We highlight the major challenges here in hopes that they will become the focus of future efforts to develop and support leaders to more effectively work together across boundaries.

- ❖ Renewing and expanding new leadership voices – Often there is some catalyst that drives an organization to reach out to new voices, but there is not necessarily an on-going organizational commitment to nurturing new voices. Finding and sustaining new leadership voices requires an on-going commitment that many organizations do not have the time, knowledge, resources, or desire to make.

- ❖ Sustaining new voices – When new voices speak, they are often advocates for change to existing systems that are not meeting the needs of individuals and communities. While new voices bring positive change to communities, they may also create new forms of conformity and exclusion that need to be challenged by newer leadership voices. Institutionalizing a culture of change that seeks out and supports the engagement of new leadership voices is a difficult challenge that requires community-based organizations that know how to remain innovative and supportive of change.
- ❖ Community economic development – Successful community economic development expands leadership opportunities in communities. To date we have found few models, among the grantees we interviewed, where the private sector has been successfully engaged with citizen-based efforts to foster economic development.
- ❖ Spanning boundaries between existing and new leadership – The effective engagement of new voices requires that existing leaders, who may feel threatened by new voices or lack an appreciation of what they bring to the table, be willing and capable of sharing power.
- ❖ Institutional and political barriers – Existing power arrangements that are often institutionalized in laws, regulations, and government and political activities, can act as significant barriers to engaging the participation of new leadership voices. Changing these laws, regulations and institutional practices can create conditions that allow new leaders to emerge, especially those who have been disadvantaged and underrepresented at decision-making tables.
- ❖ Entrenched prejudices and inequalities – Engaging those from traditionally “underrepresented” or marginalized communities requires addressing historically entrenched prejudices and inequalities. Racism, classism, and adultism were most often identified as presenting barriers to involving new voices in decision-making processes. Continuing to find more effective ways to move beyond prejudices and address inequality will create more opportunities for new leaders to emerge.
- ❖ Creating integrated and layered levels of activism – One challenge of systemic change efforts is building the capacity and infrastructure for participation and engagement at the community, state, and national levels. Sometimes there are conflicts between activists at different levels because their point of view, approaches, and priorities differ. Creating opportunities for communication, networking, and partnerships contributes to strengthening collective leadership voices for change.

The Foundation’s Role

In conversations with grantees, we asked how the Kellogg Foundation has aided their efforts to support the emergence of new leadership and what additional efforts foundations could undertake to increase grantees’ impact. Following are several of the key suggestions made by grantees.

- ❖ Financial support – Foundations’ significant resources, and accompanying ability to give sizeable grants for multiple purposes, is very valuable to grantee organizations at all stages of development and in many fields. Giving money that is flexible—not focused on a specific deliverable—and long-term is an added value. Foundations can improve their financial support by investing in long-term relationships; smaller, riskier grants to grassroots organizations; and funding organizing efforts.

- ❖ Sustainability – The durability of an organization over the long-term will depend on its ability to build local ownership and financial support. Foundations can help and support organizations to plan for, and build a sustainable base for the achievement of their mission, through strategies like technical support in identifying potential sources of long-term support.
- ❖ Expertise and advice – National foundations are able to provide expertise and technical assistance to their grantees that is invaluable. In some cases, this is as simple as foundation staff or consultants serving as neutral “outside” observers who can provide feedback. In other cases, it is more formally organized coaching or training of grantees.
- ❖ Convening and brokering – Because of their position, credibility, and visibility, foundations are in a unique position to be brokers between different sectors or different groups within a community. This convening power also allows foundations to bring together networks of people across communities who are doing similar work.
- ❖ Planning and evaluation – By supporting adequate planning phases and program evaluation, foundations support organizations to do their work better, to learn from what they are doing and to make program improvements.

Topics for Further Study

While this study has begun to answer key questions about developing new leadership voices to catalyze and sustain community change, there remain a number of topics that could be further investigated. Following are some of the questions that merit future evaluation.

- ❖ Impact – What impact are new voices having at the individual, community, institutional, and policy level? How can new voices be better engaged and supported to have an increasing impact on each of these areas? How can the development and impact of new voices be more effectively captured and documented?
- ❖ Private sector engagement – Given that the business sector’s involvement will be crucial in community change efforts, what are effective models and strategies for engaging the private sector?
- ❖ Mitigating inter-group tensions – How can established and emerging leaders bridge differences so that they can effectively work for the common good? What strategies are effective at sustaining the engagement of leaders who come together with very diverse perspectives and experiences?
- ❖ Sustainability for new voices – How can foundations effectively support their grantees to continue engaging new voices after initiative funding ends?

Table of Contents

Introduction	1
Who are New Leadership Voices for Catalyzing and Sustaining Community Change and What Assets Do They Bring to the Table	4
In What Venues are New Leadership Voices being Supported and Developed	7
Strategies for Developing and Supporting the Engagement of New Voices	14
Assessing the Impact of New Leadership Voices	24
Challenges	31
Foundations Supporting the Emergence of New Voices	38
Conclusion	41
Appendices	42

Introduction

Leaders make change. The kind of change that leaders make depends on who is at the table when priorities are set and decisions are made that have an impact on the social and economic well-being of individuals and communities. Too often decisions are made that have a profound impact on people's lives without significantly including them in the decision-making process. Welfare recipients; the uninsured; students and parents -- all have only a limited voice in discussions about welfare reform; health insurance; and curriculum development and educational reform, respectively. Community leaders are underrepresented when business and government leaders meet to discuss food policy or health care policy. Large numbers of citizens and community-based organizations have had too little opportunity to make their voices heard.

The Kellogg Foundation is committed to changing this trend by investing in the development of new leaders who can be voices for positive change in how resources are allocated; decisions are made; and laws and regulations are implemented. There are a number of WKKF initiatives that have focused on developing new leadership opportunities for people of color, the underserved, youth, and women. These include:

- The *Native American Higher Education Initiative*, the *Historically Black Colleges and Universities Initiative*, and *ENLACE* which have sought to improve access to higher education for Native Americans, African-Americans, and Latinos respectively;
- The *Community Voices* and *Devolution* Initiatives which have provided opportunities for the underserved (e.g. the working poor, those who receive public assistance, and those who lack any or adequate health insurance) to develop their capacity to participate more effectively in policymaking discussions that affect health care and welfare decisions;
- The *Michigan Community Foundations Youth Project*, the *College Age Youth Initiative*, *Kellogg Youth Initiative Partnerships*, and *Learning InDeed* which have supported programs that develop youth leadership; and
- The *Women in Philanthropy Initiative* which focuses on developing the leadership of women in the field of philanthropy.

Still other initiatives have focused on strengthening community leadership capacity.

- The *Grassroots Leadership Initiative* connected “disadvantaged, disenfranchised, underrepresented and overlooked constituencies” to appropriate programs to develop their leadership skills and encourage their growth and success.²
- The *Comprehensive Community-Based Leadership Initiative* supported community colleges to develop the leadership capacity of the communities where they were located.
- *Mid-South Delta Initiative* is mapping and networking leadership programs in the Mid-South Delta region to strengthen that region's leadership capacity.
- *Managing Information with Rural America* supported community teams in rural areas to enhance economic and community development.

² Sara Gould and Jeff Malachowsky, Why Invest in Grassroots Leadership Development? In *Grassroots Leadership Development: A Guide for Grassroots Leaders, Support Organizations, and Funders*.

Each of these initiatives has contributed to the Kellogg Foundation's knowledge about how to develop and support the emergence of new leadership voices; however this knowledge is not well documented. Because there is an emerging consensus among program staff at the Kellogg Foundation that successfully engaging new leadership voices, especially youth, is key to catalyzing and sustaining change, WKKF's Leadership Cross-Cutting Theme Steering Committee identified the topic of "engaging new leadership voices for catalyzing and sustaining community change" as its learning priority for 2001. This project is part of a larger learning effort on the part of the Leadership CCT to better understand the multiple factors that contribute to creating positive sustainable change in communities.³

Together with the Leadership CCT, Development Guild/DDI, a consulting firm committed to strengthening non-profit leadership, designed a research strategy for exploring this topic. For a discussion of our methodology see Appendix A. It is our hope that this learning project will provide WKKF program teams and grantees with an opportunity to learn from one another and to use that knowledge to improve and expand their efforts to develop emerging leaders.

The report is divided into seven sections.

Section 1. Who are new leadership voices for catalyzing and sustaining community change and what assets do they bring to the table? New leadership voices for catalyzing and sustaining community change come from many sectors of the community. They include:

- ❖ Those who are socially and economically marginalized and who are often overlooked as potential leaders – this includes youth and many other segments of the population whose capacity to lead is seriously undermined in the present economic and political environment;
- ❖ Those who have emerged as leaders in their communities and are committed to leading change and creating opportunities for impact, but who may not yet be present at the leadership tables where decisions are being made, resources distributed, and policies set that impact people in communities; and,
- ❖ Those leaders who may be very visible in professional and policymaking arenas but whose commitment to working with leaders in community is only just emerging.

Every new leadership voice brings unique knowledge, experiences, and perspectives to the table. Identifying and valuing these assets enables leaders from diverse backgrounds to work together more effectively.

Section 2. In what venues are new leadership voices being supported and developed? We identify five venues in which new leadership voices are being supported and developed: educational institutions, grassroots leadership development organizations, service organizations, advocacy organizations, and foundation-sponsored initiatives. For each of these venues we highlight programs or initiatives that were described to us, along with the approach and strategies that each program or initiative uses.

³ A previous Leadership Cross-Cutting Theme Learning Project focused on how community-institution partnerships catalyze change by engaging diverse participants who together make decisions and take action that respond to community priorities and needs.

Section 3. What strategies are being used to support and develop the engagement of new leadership voices? We distinguish seven categories of strategies that support the engagement of new leaders—enabling strategies, experiential strategies, mentoring strategies, skill development strategies, relationship-building strategies, knowledge and information development strategies; and resource development strategies.

Section 4. What impacts are new leaders having? We focus first on changes that have occurred for individuals who may never have thought about themselves as leaders before. Important changes include developing leadership confidence and becoming positional leaders. Without these changes, other impacts would not be possible. We go on to discuss how emerging leaders are challenging the perspectives and attitudes of existing leaders, changing policies and institutional practices, building communities, expanding resources, and transforming fields.

Section 5. What challenges must be addressed to effectively support and sustain new leaders? As communities invest in developing and supporting the emergence of new leadership voices they face a number of challenges, including: entrenched prejudices and inequalities, the need to continually renew and expand new leadership voices, institutional and policy barriers that make it difficult to engage new voices, and the resistance of existing leaders.

Section 6. How can foundations best support the emergence of new leaders? Foundations play a critical role in supporting community leadership development. In this section we share what grantees feel has worked well in their relationship with the W.K. Kellogg Foundation and ways that they believe foundation support can be enhanced.

Section 7. Conclusion. In conclusion we identify ten principles for supporting the emergence of new leadership voices. When applied, we believe these principles will strengthen the motivation of emerging leaders to engage in change efforts, support their development, and increase their impact.

Who are New Leadership Voices for Catalyzing and Sustaining Community Change and What Assets Do They Bring to the Table

There is a diversity of new leadership voices that are emerging in communities.⁴ Some of these new leadership voices have been overlooked as potential leaders in the past, such as young people or those who have been economically and socially marginalized. Others have a long history of being volunteer leaders or working in nonprofit organizations; yet, they have never been present at leadership tables where decisions are made, resources distributed and policies set that impact their communities. Still other leaders, who are well-established in their professional or policymaking careers, recently have developed a commitment to working with leaders in community. New leadership voices should not be thought of exclusively in terms of individuals. Equally important are the networks and partnerships that are forming and becoming effective advocates for change. These individuals, groups, and organizations all have a commitment to improving the quality of life in their communities.

Examples of new leadership voices

- ❖ A woman on welfare who is trained as a home health care aide and in return becomes a volunteer for improving the care of the elderly in her community.
- ❖ A day care owner in Mississippi who becomes a national advocate for child care legislation and a spokesperson and trainer for those in her community who have an interest in starting their own small businesses.
- ❖ Two PTA presidents whose commitment to their school evolves to a focus on improving student achievement and reforming the curriculum.
- ❖ A tribal community college president who attends a national meeting of land grant institutions and challenges those present to reconnect with the original grassroots vision of land-grant universities to be responsive to and meet the needs of the communities where they are located.
- ❖ A high school teacher who creates a community center at the high school to give young people an opportunity to learn about the assets of their community and develop projects that serve the community where they live.
- ❖ A group of young people engaged in research and training to transform the service learning field's vision of service.
- ❖ An elected official who sponsors legislation to expand opportunities for young people to serve on nonprofit boards.

⁴ The term "community" is used broadly to include geographic communities as well as communities of interest.

- ❖ The Michigan Middle Start Network that advocates for middle school educational reform.
- ❖ An advocacy network of Asian Pacific Islander American community partners, which advocates for a federal executive order to bring resources and attention to Asian Pacific Islander American communities.
- ❖ Young people who evaluate and make funding decisions about which youth projects to support in their communities.
- ❖ A white banker in Mississippi who sits on the loan committee of a community development corporation in a predominantly African American community.
- ❖ A young woman coming out of prison who shares her life experiences juggling the demands of the child welfare system, schools, parole boards, and the welfare systems with welfare reform advocates.
- ❖ A venture philanthropist who sits on the board of a nonprofit organization.
- ❖ A physician who practices in a community health center and becomes an advocate for policy and institutional changes that will improve the health of communities.

The diversity of new leaders brings many assets that enrich community discussion, and contributes to making decisions that are based on broad participation and engagement. These assets include:

- ❖ Experience– Every person brings a unique set of experiences to decision-making tables. The mother on welfare and the banker each have knowledge and experience that can contribute to developing responsive community policies and programs that meet people’s needs.
- ❖ Enthusiasm and a desire to make a difference – When emerging leaders have the opportunity to contribute to making a difference in their communities they often demonstrate passionate advocacy for change, social justice and equity.
- ❖ Open mindedness and creativity – People who do not hold leadership positions and who do not represent vested interests bring an open-mindedness and sense of creative possibility to discussions of problems and their solutions.
- ❖ A broadened perspective – New voices, because of their diversity, broaden the perspectives, experiences, and knowledge at the table.
- ❖ A willingness and ability to work with others who are different from them -- The experience of exclusion often makes people more tolerant and respectful of the differences that others bring to the table.
- ❖ Overlapping spheres of influence – Diverse leaders bring with them differing spheres of influence. One of the keys to catalyzing change is having spheres of influence that overlap between established leaders and grassroots leaders.⁵

⁵ The idea of overlapping spheres of influence is developed in a Health Goal Evaluation Substudy Report, *Leadership: A Framework for Assessing the Leadership Resources to Improve Community Health*, July 1999.

- ❖ An ability to organize and mobilize others – Grassroots leaders bring an ability to organize and mobilize others to participate in change efforts.
- ❖ Information and expertise – Community leaders, particularly those who are working around a policy issue, have information and expertise that is valuable in making a case for change. Established leaders often have significant leadership experience that they can offer to groups, as well as knowledge about business practices and policy that community voices may lack.
- ❖ Credibility – Established leaders bring institutional credibility to community change efforts. Those who have been excluded from sharing their experiences with policymakers bring credibility to the decision-making process when their voices are heard.
- ❖ Ability to bridge the sphere of institutions and community – Some leaders have an ability to communicate in both the institutional sphere and in communities, and can often act as bridge or boundary-spanning leaders.
- ❖ Access to resources – Bankers, business leaders, politicians, and other established leaders have access to resources that are valuable for supporting community change efforts.

New leaders are being supported to develop their skills, knowledge and experience in many different venues. In the next section we explore five venues for leadership development that were described to us.

In What Venues are New Leadership Voices Being Supported and Developed

In this section we focus on a variety of venues that are supporting the emergence of new leadership voices. We highlight organizations and initiatives that we learned about through our interviews and share briefly their approaches to developing and supporting new leadership. It is notable that many of the efforts described below are not delivered through formal leadership development programs, rather they occur by creating leadership opportunities within organizations, bringing together coalitions and partnerships, and addressing the economic, educational, and health needs of people in communities.

Educational institutions

The W.K. Kellogg Foundation has a long history of supporting the development of youth leadership through educational institutions.⁶ In addition to focusing on youth leadership development, educational institutions have also been the site for programs whose focus is building the community's leadership capacity.⁷ Several of the people we interviewed for this project are based in educational institutions, and have developed programs that seek innovative ways to span the boundaries between the institution and the community.

Delta State University

Delta State University's Center for Community Development houses the *Delta Partners Initiative* (DPI). This program is described as a "public service and educational program to help communities and regional organizations create solutions for critical problems in leadership development, community development and economic development in the 18-county Mississippi Delta region." The DPI has put in place a number of programs that build leadership capacity using a diversity of approaches.

The goal of the *Delta Emerging Leaders Program* is to develop a Delta-wide network of diverse leaders who will work individually and collectively to benefit the region. The program identifies and selects "emerging leaders" -- defined as people between 25 and 50 years of age who have demonstrated some form of competence in leadership and who have a commitment to their community and the Mississippi Delta.⁸ This is an intensive two-year program that gives participants an "opportunity to develop an understanding of life in the region from a diverse perspective, to develop lasting cross-cultural relationships, and to thoroughly examine and enhance their individual leadership skills." The program consists of four weekend retreats on such topics as personal understanding, organizational effectiveness and multi-culturalism. Each

⁶ See "How Service Works: Summary of the W.K. Kellogg Foundation's "Service Works": A Retrospective Evaluation of Higher Education Service Programs," and "Leadership in the Making: Impact and Insights From Leadership Development Programs in U.S. Colleges and Universities."

⁷ See "Cluster Evaluation of the W.K. Kellogg Foundation Comprehensive Community-Based Leadership Cluster," July 1999.

⁸ Myrtis Tabb and Christy Riddle Montesi, "A Model for Long-Term Leadership Development Among Groups of Diverse Personas: The Delta Emerging Leaders Program," June 3, 2000.

retreat is a mix of training sessions, seminars, field visits and cultural and social activities. In addition, the program uses study tours, action research teams, journal writing and individual learning plans.

An example of a project-based model for youth leadership development is the *Delta Partnerships Initiative Youth Program*. This program has held two youth summits. These summits identified 10 students from each of eighteen high schools and brought these young people together for three-day summits. The first summit gave young people an opportunity to identify their action priorities. These included better educational systems, safe after school programs, mentoring programs, and dealing with race issues. The second summit established a youth steering committee (composed of two representatives from each school) that had the responsibility to review and select three youth-initiated projects for funding. Both the youth who participated in the review and selection process, and the youth who designed and implemented the winning projects, had the opportunity to develop their leadership skills.

The DPI is also launching a *Community Demonstration Program* that will foster partnership building and collaboration among four Mississippi Delta Communities by creating opportunities for citizens, government officials and private sector leaders to join forces in tackling social and economic problems. This approach is designed to strengthen the leadership capacity of whole communities to solve problems.

Llano Grande Center for Research and Development

The Llano Grande Center is a “school and community based non-profit organization” that is located at Edcouch-Elsa High School in a rural Texas community 15 miles north of the Texas-Mexican border. The Llano Grande Center expands opportunities for young people to apply the skills they learn by “going beyond the four walls of the classroom.” The community becomes the classroom. Among the activities that the Center supports are service-learning projects, internships, youth training, doing history research, making public presentations, writing grants, participating in conferences, hosting and planning conferences and participating in teacher trainings.

Frank Guajardo, director of the Center, described an oral history project in which students interviewed elders in their community. Through this process both the young people and the elders developed stronger commitments to make a difference in their communities. Young people have learned how to do oral histories and conduct surveys. They have identified community needs and through a process of re-granting have had an opportunity to take their ideas for improving the community and make them a reality. Young people publish a city newspaper and run a community radio station.

Turtle Mountain Community College

Dr. Carty Monette, President of Turtle Mountain Community College, spoke about the creation of the Center for New Growth and Economic Development, whose mission is to promote small business development and train the next generation of leaders in economic and social community development. This center actively pursues locating and acquiring federal resources that are available to support economic development. In addition, the college is deeply engaged in other community activities that promote health and well-being, preserve Ojibwe language and culture,

and provide skills building and training on such topics as “how to write a proposal and “how to access money.”

Grassroots Leadership Development Organizations

The W.K. Kellogg Foundation has supported grassroots community leadership development by funding programs whose focus is catalyzing community change and improvement through the development of individual leaders and organizational capacity building.⁹ Grassroots leadership development organizations support people in communities to become more effective leaders by designing and implementing programs that provide emerging leaders with skills training;, mentoring; peer engagement; and project planning and implementation, among others. These programs may be issue oriented or target specific populations. They often reach out to non-positional leaders or people who may be new to a leadership position within a non-profit organization.

21st Center Youth Leadership Program

The 21st Century Youth Leadership Program is a leadership program for young people to learn organizing skills. According to Positive Pathways president, Nakeisha Perkins, the Youth Leadership Program holds three training camps each year on conflict resolution, organizing skills, and meditation. Local chapters of young people, like Positive Pathways, then take what they learn through their training and engage in their own organizing projects. These may include activities like voter registration, mobilizing citizens to pass a school tax increase, or “working to shut down companies that abuse animals.”

Southern Empowerment Program

The Southern Empowerment Program (SEP) trains community leaders to become organizers for organizations who are members of the program. The project began with a group of leaders from five community organizations in the upper south who wanted to deal with racism and its impact on communities. The program has evolved over time from an eight-week program to a three-week summer training for community organizers. There is a week of training on each of the following: skills for organizing, power and the “isms,” and grassroots fundraising. June Rostan, SEP Executive Director, noted that one of the biggest challenges emerging leaders they train encounter, is having an organization that they can work within that has a commitment to developing new roles for experienced leaders.

Service Organizations

Service organizations are primarily focused on meeting a personal need that a particular population has. Commonly, these are: education, job training, substance abuse or health care related needs. As these programs search for innovative ways to achieve their missions and meet the needs of those they are serving, they are engaging more and more in leadership development. These organizations are creating opportunities for their “clients” to become active “citizens.” They are engaged in transforming people’s self-perceptions, sense of opportunity about what

⁹ The evaluation of the Grassroots Community Leadership Initiative and subsequent publications document the Foundation’s efforts in this area. See “Grassroots Leadership Development: A Guide for Grassroots Leaders, Support Organizations, and Funders.”

they can achieve in their own lives, and what they have to offer others. Typically these programs develop leadership through intensive mentoring, recognition and support for good ideas, and providing leadership opportunities.

Wilcox County Department of Human Services

The Wilcox County Department of Human Services has initiated a number of projects that respond to the needs of people in the rural Alabama communities it serves. One such project provided training and education for family members to care for their elderly relatives. While the project was originally intended to meet the needs of the elderly in the community, it resulted in the training of 100 women as home health aides. This training enabled many of these women, who were moving off welfare, to find employment as home health aides. In exchange for the training, participants were asked to volunteer their time to projects organized by the University of Alabama. These volunteer projects gave women valuable skills and experience that enabled some of them to become active community leaders.

Another project was developed to respond to a community need for tutoring and after school care. The Better Activities to Make All-Around Kids program was launched. Many of the children who started out in this program when they were young became tutors in the program when they got older. When the children turn twelve they can also join the Positive Pathways program, which is affiliated with the 21st Century Youth Leadership Program, and become trained as community organizers.

Quitman County Development Organization

The Quitman County Development Organization runs a micro-enterprise program that makes available federal loan money to small business owners. Antoinette Green has found that people in her community who have an interest in applying for a federal loan often require intensive training and mentoring in order to prepare themselves to apply. This process of working with small business owners in the community engages them in activities that develop their skills, confidence, and commitment to helping others in their community. A day care owner, whom Ms. Green worked closely with, has become a “great role model” for others who are also interested in starting or expanding a small business. In the process of meeting a personal need, this woman developed her leadership skills that now benefit the larger community.

STRIVE and Bon Secours Baltimore Health System

Both Kenneth Santana with STRIVE and Hakim Farrakhan with the Bon Secours Baltimore Health System made presentations to the Foundation’s June 2001 Program Conversation about their work to support the emergence of new leadership voices. Each of these organizations is seeking to serve men who have had little opportunity for, or access to, employment and/or health care. These organizations simultaneously provide services and opportunities for men to contribute to setting program priorities and supporting others in need.

Advocacy Organizations

Advocacy organizations focus on changing policy, transforming fields, shaping public perceptions, developing useable knowledge, and expanding available resources around an issue

or a problem. Often these organizations take an active role in developing new leadership capable of leading campaigns for change around a social problem or issue.

Prichard Committee for Academic Excellence

The Prichard Committee for Academic Excellence is an education advocacy organization in Kentucky that works to improve education and student achievement. The Committee established and sponsors the *Commonwealth Institute for Parent Leadership*. The Institute provides training to parents to support them to become effective catalysts for change in Kentucky schools around issues of student achievement. Participants receive six days of training (three two-day sessions over a two to three month period), commit to remain engaged in effecting change for two years, and implement a project in their community that involves other parents. The Institute encourages people from communities to come in teams so that they have support and partnership in their change efforts.

National Youth Leadership Council

The National Youth Leadership Council is an advocacy organization for service learning and national service. The organization is engaged in convening the service learning field at an annual national conference, assisting in educational reform, advocating for national service policies, developing and publishing curricula, and youth and adult leadership development. In an interview with Joy DesMarais we learned about the Council's efforts to develop and support young people to take leadership roles as researchers, trainers, and participants on national commissions. Learning by doing and mentoring are leadership development strategies that are core to the Council's approach to developing and supporting emerging young leaders.

Asian Pacific Islander American Health Forum

The Asian Pacific Islander American Health Forum (APIAHF) is a national advocacy organization that is promoting policy, programs and research efforts for the improvement of the health status of all Asian American and Pacific Islander Communities. They act as a network and clearinghouse for information that communities need to advocate for resources and changes in policy that will improve health. In addition they conduct their own research to gather data that is useful for making their case in policy discussions. Tessie Guillermo, APIAHF Executive Director, describes their approach as building the collective leadership of Asian Pacific Islander communities through catalyzing and supporting coalitions of like-minded organizations to work together in partnership to achieve shared goals. One of the strengths of APIAHF is its diversity. The challenge is to work together to expand resources for all communities rather than having communities competing against each other for their share of the pie.

Foundation-Sponsored Initiatives

Many emerging leaders have been identified and supported to develop their leadership capacity through foundation-sponsored initiatives. Initiatives use different leadership development strategies to support the emergence of new leadership voices, including creating leadership opportunities, encouraging community engagement, engaging in shared learning projects, launching partnerships or commissions, and convening networking meetings. Leadership emerges from all of these efforts. Below we briefly describe how five W.K. Kellogg Foundation initiatives are supporting the emergence of new leaders.

Learning InDeed

The Learning InDeed Initiative has as one of its goals to create a leadership network for the field of service learning. The intent of the network is to bring together a diverse group of stakeholders to create a collective leadership voice on critical issues in the service learning field. In addition to a leadership network the initiative has also established a National Commission on Service Learning composed of opinion leaders in the field. The Commission spearheads the public communication effort. Young people we interviewed, like Lauren McAlee, serve on the Commission.

According to WKKF Program Director Chris Kwak, one of the challenges for the initiative has been building strong, productive relationships between the Commission and the leadership network in a coordinated effort to advance the field. Struggles over turf issues, distrust of opinion leaders by those working in communities, and the reluctance of existing leaders to share leadership all impede the field's ability to develop a collective leadership voice. Working through these issues is one of the goals of this initiative.

Middle Start

The Middle Start Initiative is a state and national effort to reform middle schools education. The initiative engages many new leadership voices in communities including parents, students, and teachers. A core strategy of the Middle Start Initiative has been to engage teachers, principals, and students in learning activities that gather school-based data that can be used to make a case for reform both within the school and at the state level. An important leadership development strategy for this initiative has been the design and implementation of "school quality reviews." Teams of school personnel and peers from other schools assess whether schools are achieving what they want to achieve. These teams work collaboratively to identify school goals and indicators of achievement. The teams are composed of teachers, principals, and people from the communities. The process of working together creates a culture of shared leadership, an opportunity for reflection, and a commitment to expand this process in other school districts. WKKF Program Director Leah Austin described this peer review process as a critical leadership development strategy for both the school and the field of middle school education reform.

Community Voices

Community Voices is an initiative designed to improve access to quality health services. Thirteen communities participate in the initiative. Each community has developed projects and approaches to creating health care access that are responsive to community needs. The underserved, e.g. the working poor, individuals or families who receive public assistance, and those who lack any or adequate health insurance are actively involved in shaping projects in their community and contributing to a national debate on health access and quality.

In Baltimore, the Vision for Health Consortium (VHF) has sought the active involvement of Sandtown-Winchester residents in shaping its priorities and partnerships. VHF employs community residents as community outreach workers who serve as a bridge between residents and health care services and between the Consortium and community residents. According to WKKF Program Director Henrie Treadwell, VHF recently opened the first ever men's health

clinic in the nation. This clinic provides both health care to those who have no other access and opportunities for community residents to become new leadership voices in the community.

Mid-South Delta Initiative

The Mid-South Delta Initiative is a community and leadership development initiative that focuses on 55 counties in Arkansas, Louisiana, and Mississippi. MSDI has mapped the leadership development resources that exist in the region, and has convened community-based representatives to investigate ways to enhance existing leadership programs and opportunities in the Delta. A MSDI Leadership Committee has been created with the mission of creating a shared leadership vision and enhancing leadership skills and opportunities for people and communities to undertake innovative, collaborative, and comprehensive approaches to community development. MSDI plans to launch a Tri-State Leadership Development Program that will target individuals who have been historically excluded from decision-making opportunities.

Michigan Community Foundation's Youth Project

The Michigan Community Foundation's Youth Project gave young people the opportunity to lead by making possible the creation of 49 Youth Advisory Councils at community foundations. Nearly 1500 young people participated in YACs, raising money and making grants that supported programs or projects that affected youth and families in their community.

Each of these venues, whether an organization, institution, or foundation-sponsored initiative, supports the emergence of new leaders. In the next section we explore the range of strategies that have been used to develop and support leaders to take an active role in improving their communities.

What Strategies Are Being Used to Support and Develop the Engagement of New Leadership Voices

In this section we focus on seven strategies that organizations or initiatives are using to support the emergence and engagement of new leadership voices. The categories of strategies we discuss are:

- ❖ Enabling strategies
- ❖ Experiential strategies
- ❖ Mentoring strategies
- ❖ Skill development strategies
- ❖ Relationship building strategies
- ❖ Knowledge and information development strategies
- ❖ Resource development strategies

Enabling strategies

Enabling strategies create the conditions that encourage and support new leadership voices to engage in community change efforts. There are often logistical, emotional, and attitudinal barriers that prevent people from engaging actively in their communities. These barriers differ depending on the circumstances of the participant, e.g. the young person who may have no transportation to get to a meeting, or may be intimidated to speak up in a group of adults; or the established leader who may undervalue what community leaders bring to the table.

Acknowledging and developing strategies to address and pay attention to these barriers can encourage and support people to be more active, productive participants in community change efforts.

Addressing and Meeting Basic Needs

For many new voices, there are practical limitations to their ability to participate in change efforts. These include: limited financial resources that make volunteering a hardship, lack of transportation, family responsibilities, an inability to read and write, and skills to get and hold a job that pays a living wage.

Some people do not have the resources to participate in community activities. Most of these activities require a volunteer commitment. One young woman wanted to volunteer in the BAMA Kids program, but she told the organizers that she could not do it because she had to work. As a result some grant money was made available to pay her, and others, as interns.

Transportation and travel costs are a major barrier for some people to participate in leadership opportunities. Joy DesMaris notes that “transportation is a real issue for blue-collar kids” because their parents cannot bring them to meetings. To address this, the BAMA Kids program has a van that picks up youth participants who cannot attend meetings any other way.

It is not just youth who need practical support to participate. In order to encourage people to volunteer in support of a disease prevention project in Alabama, adult volunteers were given

support including transportation, provision of places to meet, access to an office and copying, etc.

The Commonwealth Institute for Parent Leadership has struggled to engage fathers in their program training parents. This is largely because fathers often have less flexible work schedules or less understanding employers. To make participation possible by fathers, the Institute works with fathers' employers to help them understand what the program is, why it is important for the father to participate, and how they can provide support.

Creating a welcoming and inclusive environment for participation

Many of the community change efforts that we reviewed involve bringing new voices together with those who may be more comfortable and confident in their leadership roles. New voices may find it difficult to participate unless efforts are made to create an environment that welcomes and supports their participation. We identified several strategies that support new voices to participate.

One strategy is to insure that new voices are not isolated or given token positions at the table. One young person found, when she first joined the Board of a national WKKF initiative, that it was hard to speak to the Board. She was the only young person there, and it did not feel like a safe environment. She received no orientation and felt discussions were often over her head. New voices feel more permission and support to participate when there are others like them at the table and when more attention is given to providing them with the knowledge to participate effectively.

Language often creates a barrier for emerging new leaders. In the Turning Point Initiative, new leaders challenged traditional leaders "not to 'jargonize' their talk." They pointed out how jargon creates an insider-outsider language that excludes their participation. WKKF Program Director Barbara Sabol reflects, "everyone comes to the table with their own language. The challenge is to create a common language that is clear, inclusive, and gives everyone an equal opportunity to express themselves and be understood." When the language is not inclusive decisions can be made that may later be derailed because some people were left out of the discussion.

When Kellogg's KYDS initiative found that young people were not saying anything at the table with adults, they pulled the youth out for a youth caucus. A facilitator helped the youth discuss their concerns and issues amongst themselves and then together the young people returned to the table and shared what they had discussed in the caucus—they were heard.

Another important strategy for inclusion is creating a shared history and knowledge base. When diverse voices come to the same table, they bring different histories, knowledge, and experiences with them. Often there are deep wounds, particularly around racial conflict. Providing opportunities for people to work through some of their pain and prejudices is essential for enabling a group, coalition or partnership to be an effective leadership voice. WKKF Program Director Frank Taylor shared a story about an exercise that a consultant conducted with a group facing issues of inclusion. The consultant had each person draw a picture of how he or she viewed the opposing group. "The nastiness that came through was amazing." These pictures provided an opportunity for a deeper discussion about stereotypes and prejudices that many

community and business leaders have of each other. Several people mentioned the need to have a skilled facilitator to assist in this process.

In another example, Betsey McGee described the value of a session held at this year's Learning InDeed retreat on "Co-Creating Our History." The purpose of this session was to get "everyone to be on the same page about history and language." Taking time to pay attention to developing a shared history enabled the group to work together more effectively.

Taking the Necessary Time

Developing new voices and engaging them in leadership requires time and a long-term commitment. Antoinette Green says it often takes a year or more working one-on-one with someone to prepare them to be ready to apply for a loan. MSDI Program Director, Freddie Webb-Pettet described a project that had been the slowest at implementation but the most successful at engaging young people. Joy DesMarais indicated that many organizations only pay lip service to youth involvement because it takes so much sustained effort and time. One interviewee commented about developing new leadership voices, "you need to stick with it long enough to give it a chance to work."

Acknowledging success

We heard from several people about the importance of celebrating and recognizing success. The process of improving the quality of life for people in communities takes considerable commitment and effort. Taking the opportunity to celebrate success validates regularly the efforts that people make. WKKF Program Director Henrie Treadwell comments, "We don't honor change or celebrate success enough. People need acknowledgement . . . to keep going." When people's successes are honored, then their confidence is increased and their commitment to continuing their engagement is sustained.

Developing an asset perspective

Established leaders need to develop readiness to engage in community change efforts with emerging leaders. At a minimum they need to view new leaders as assets whose perspectives and experiences are valuable. In our interview with Joy DesMarais she spoke about the efforts of the National Youth Leadership Council to launch a youth leadership camp that sent young people home with projects to implement. "It became clear," she said, "that adults in their communities were not ready to work with them." Adults have to be prepared to welcome the involvement and ideas of youth.

Actively reaching out to engage new voices

Antoinette Green described her efforts to continually create opportunities for white business leaders to get involved with the Quitman County Development Organization. Her tenacity and persistence, along with the role of the W.K. Kellogg Foundation in convening business leaders in the community, resulted in one banker joining the organization's loan committee. Ms. Green emphasized the importance of approaching business leaders professionally. If they feel threatened or perceive a hidden agenda, especially around issues of race, then a relationship of trust is unlikely to develop.

Experiential Strategies

Experiential strategies provide emerging leaders with opportunities to learn leadership through the experience of leading. There are three strategies that we want to highlight in this section: giving people leadership positions and roles, engaging them in community projects, and providing them opportunities through re-granting to design and implement their own ideas.

Empowering through positions and roles

One strategy for developing new leaders is to place them in positions or roles where they have responsibility for priority-setting and decision-making. For instance, the Michigan Community Foundation's Youth Project Youth Action Committees give young people the responsibility to decide which youth projects will be funded. The National Youth Leadership Council empowers young people through its Youth Project Teams. They are trained as trainers, travel with staff, and learn to run a nonprofit organization.

Kiira Guftason and Nnennia Ejebe, both in high school at the time they were involved with a national Kellogg initiative, engaged in the day-to-day operations of a national program. They participated in setting up a national youth summit with more than three thousand people in attendance.

Community Projects

A common strategy, particularly in formal leadership development programs, is requiring participants to undertake a project in their community either during or after the program. The Commonwealth Institute for Parent Leadership requires each participant to implement a project that engages other parents, is focused on achievement, and is sustainable. Similarly, youth attending Learning InDeed's youth leadership camp are assisted to develop an action plan for a community project that they implement upon return to their community. These projects give people hands-on opportunities to lead.

Other leadership programs, while not requiring community projects as part of their formal curriculum, teach participants community organizing skills. Nakeisha Perkins and her Positive Pathways colleagues, organized a voter registration drive, lobbying efforts, and a community rally for increasing school taxes. Through these efforts they learned organizing and communication skills.

Providing leadership opportunities through re-granting

A powerful strategy for giving new leaders experience is re-granting. Re-granting makes dollars available to support projects that are envisioned by emerging leaders and designed to have a positive impact on the community. Significant trust and confidence is communicated to people when money, and the accompanying responsibility, is placed in their hands.

Francisco Guajardo has used re-granting to give young people opportunities to realize their ideas. One young person wanted to start a youth radio station, another a community print shop. With the help of mini-grants they were able to realize their goals.

Mentoring Strategies

Mentoring, coaching, and other one-on-one support strategies are critical for new leadership voices to be successful.

Youth members of the National Youth Leadership Council's Youth Project Team are each given a staff "partner." This is an intentional, one-on-one mentoring relationship. The term partner is used deliberately, because it is intended that each pair will move from mentoring to partnership in accomplishing their work. Joy DesMarais notes that a relationship moves from mentoring to partnering when, "the adult partner is willing to give the youth partner responsibility and space to make mistakes."

A rather different example of mentoring was described to us by a youth member of the Battle Creek Community Foundation's Youth Advisory Council. After spending a year abroad, Derron Parks returned to his community but did not step back into his community role with much energy. As he describes, "a program officer blasted me out for not being involved." This strategy worked and Derron became reengaged. Having someone who respected his contribution and had the courage to challenge him, gave him the push he needed to reconnect.

Mentoring is not exclusively reserved for youth. The Commonwealth Institute for Parent Leadership has regional staff around Kentucky who, after parents complete the program, continue to coach them through the implementation of their projects and beyond. Coaches are a source of information, a shoulder to cry on, and they provide access to networks of parents.

The Native American Higher Education Initiative has identified mentoring as a pivotal strategy for developing new leaders. The mentoring relationship can benefit both those who are mentoring and those who are being mentored. Those who mentor learn how to support and develop new leaders; those being mentored can "try-on" leadership and have a space for reflection and modification.

Mentoring is especially critical when people are asked to take on leadership roles and operate in an environment that may be unfamiliar to them. Betsey McGee spoke about the importance of supporting young people who are recruited from non-traditional backgrounds to participate fully in the Learning InDeed network. "Many young people have never worked on a national level before. The learning curve is big. Young people need coaches/mentors to support them. We don't have one standard approach for every young person, we apply different strategies depending on the circumstances."

Skill Development Strategies

The development of new skills is often a primary focus of programs that support and develop emerging new leaders. The types of skills a program develops depend on who is participating in the program and the mission of the organization. Some of the skill development that was most important to organizations we learned about was developing job and life skills, cultural competency, community organizing skills, and research and information gathering skills. We

also identify process skills that new voices (and others) have mentioned that are critical for diverse groups to be effective in working together.

Job and life skills

The capacity of people to take a leadership role in their communities is enhanced when they have the job and life skills that enable them to support themselves and their families. Several of the organizations we described in this report focus on developing job and life skills of disadvantaged populations. The Wilcox County Department of Human Resources trained women moving off welfare to become home health aides; STRIVE works with disadvantaged men to develop skills and attitudes that will enable them to find long-term employment; and Quitman County Development Organization works with people to learn money management and other business skills.

Cultural competence

Strengthening the abilities of people to understand and value diversity, and confront their own internalized biases and prejudices is a primary focus of the Southern Empowerment Project (SEP) and the Delta Partnership Initiative (DPI). Both June Rostan (SEP) and Myrtis Tabb (DPI) describe how their programs build cross-cultural relationships and understanding by bringing together diverse groups of people who develop lasting relationships with one another.

In our conversation with Carty Monette we learned about another dimension of cultural competence – preserving and transmitting cultural heritage. Turtle Mountain Community College runs Ojibwe language programs in the community so that young people will have the opportunity to learn Ojibwe language and culture.

Community organizing skills

Both the Southern Empowerment Project and the 21st Century Leadership Program build the capacity of leaders to mobilize others to participate in identifying and addressing pressing community issues. Community organizing empowers people to help themselves rather than doing something for them.¹⁰

Research and information gathering skills

The ability of leaders to gather and use information effectively is a powerful tool for change. Several of the organizations that we have described in this report are developing the capacity of their participants to gather and use information including the Commonwealth Institute for Parent Leadership, the Asian Pacific Islander American Health Forum, the National Youth Leadership Council, the Llano Grande Center for Research and Development, and the Delta Emerging Leaders Program. Having the right information enables leaders to make a case for change. The process of gathering this information can also build community and a sense of validation of one's own experiences, as well as research and communication skills.

Other skills that were mentioned to us include:

- ❖ Coalition-building;

¹⁰ Seth Borgos and Scott Douglas, "Community Organizing and Civic Renewal: A View from the South," https://www.virginia-organizatin.org/articles/community_organizing.html#footnote.

- ❖ Conflict-resolution;
- ❖ Decision-making;
- ❖ Facilitation;
- ❖ Group process skills;
- ❖ Listening;
- ❖ Communication;
- ❖ Planning;
- ❖ Mentoring
- ❖ Priority-setting;
- ❖ Relationship-building;
- ❖ Self-awareness; and
- ❖ Visioning.

Relationship building strategies

Relationship building strategies are critical to catalyzing change efforts that have a positive impact on communities. Relationships are the vehicle through which people share resources, knowledge and skills; and give each other support to stay the course when change is often slow in coming. We found many terms being used to describe individuals and organizations in relationship with one another including partnerships, coalitions, networks, associations, and learning communities. Each of these may have a different purpose but they are all built on the assumption that people in relationship with one another have a stronger capacity to make change that catalyzes and sustains social and economic well-being than do individuals or organizations acting alone.

Cheryl Threadgill with the Wilcox County Department of Human Resources described how whenever a new issue emerges in her community the first thing she does is identify organizations that her organization can partner with to address that issue. She has found it is more effective to partner with others than try to address issues alone.

Partnerships

Many WKKF initiatives have used a partnership strategy to achieve change.¹¹ Partnerships are often characterized by bringing people who work in professional systems and institutions into connection with community leaders.¹²

In some cases, partnerships are challenging traditional expectations about who needs to be at the table to improve the health of communities. Both the Community Voices and Turning Point Initiatives have established partnerships with faith-based communities in order to increase enrollment of the uninsured, and improve public health systems. Each of these initiatives has also sought to reach communities that are often left out of partnerships including immigrant and tribal communities.

¹¹ See Community-Institution Partnerships: A WKKF Strategy for Catalyzing Change and Developing Leadership.

¹² The Community Based Public Health Initiative is an example of this approach.

Networks

Often relationships are built by establishing and nurturing networks. The Middle Start Initiative has successfully used networking strategies to develop the leadership capacity of middle school reform advocates in Michigan. With considerable success at the state level, a National Forum

Tessie Guillermo of the Asian Pacific Islander American Health Forum uses networks and coalitions as a primary organizing strategy to improve the health of APIA communities. Her organization's network addresses domestic violence, tobacco abuse, and HIV/AIDs. In addition, Ms. Guillermo described a coalition effort among Filipino leaders, who are concerned, that even though there are many emerging Filipino leaders advocating for healthier communities in their positions as executive directors of agencies and organizations, the health of Filipino communities is not improving fast enough. By coming together to document and share what they have learned they are hoping to build the leadership capacity of smaller, less evolved community-based organizations in Filipino communities.

was created that brings together leaders from around the country who would like to see changes in the way that middle schools educate adolescents. These networks give people an opportunity to meet people in other locations who are engaged in similar efforts, share strategies and lessons learned, and develop a support system for catalyzing and sustaining change efforts over time.

Some networking efforts are for an entire field. For example, Learning InDeed is creating a leadership network for the field of service learning. This network is

focused on the expansion of leaders in the field of service learning. The network has eight hundred founding members including more than two hundred organizations; individuals from schools or nonprofit organizations; and some youth.

Knowledge and information development strategies

Making a case for change

A number of WKKF initiatives and grantees are developing new information that can be used to make a case for change. Too often the information that is needed to make a case for change does not exist in a useable format. The Devolution and Community Voices Initiatives are investing in creating new knowledge and information based on people's experiences with welfare and

Tessie Guillermo with the Asian Pacific Islander American Health Forum described how her organization uses data to make a case for change. For instance, she describes how policymakers have a perception that there is an overrepresentation of Asian MDs. The APIAHF has demonstrated that most Asian MDs are Chinese-American who work in specialty care. There are few MDs from other Asian communities and many Asian-American communities that do not have adequate access to primary care.

health systems at the community level. Without these new voices, the case for change would not reflect the needs of those who are directly affected by welfare and health policies.

Knowledge development and civic participation

Francisco Guajardo described how the South Texas community where he lives used an oral history project to gather information from elders and leaders in the community. The result is increased participation of young people and others in community change efforts. The National Youth Leadership Council's Diversity YES! Project is using a research-based approach to empower young people of color to take an active role in shaping the agenda of the service learning community.

Beverly Raimondo and Cindy Heine with the Commonwealth Institute for Parent Leadership described how parents have been able to effectively use school-based information on student achievement to advocate for curriculum and educational reform in Kentucky. Gaining access to this information, and disaggregating it in ways that were useful, were keys to being able to make a case for change.

Broadening perspectives and developing research skills

The Turning Point Initiative develops the knowledge base of new leaders by developing resource books on topics like "What is and how do you affect policy?" Another common strategy is site visits to model programs. Both the Delta Emerging Leaders Program and the KYDS Seminars used visits to community programs as a means to broaden perspectives about what is possible to achieve, learn about the community, and talk to leaders on the ground.

Legitimizing areas of new knowledge

Sometimes leaders need to distinguish a whole new area of information and knowledge in order to get policymakers and others to pay attention to the needs of a specific population. One example is the work that the Middle Start Initiative has done to legitimize middle school education as a distinct area of expertise that should have its own training and certification. The Middle Start Initiative helped change the certification process for middle school teachers in Michigan. Now middle school teachers can have an endorsement added to their certificate saying they are "experts" in middle school education. There is now a specific body of knowledge that helps middle school teachers improve their work.

Resource development strategies

Every change strategy requires resources for implementation. In this section we focus on several strategies for developing sustainable resources.

Developing fundraising skills

An important resource development strategy is training new leaders in fundraising. A number of programs provide training to emerging leaders in skills like grant writing. The Southern Empowerment Project takes a slightly different approach with an emphasis on grassroots fundraising training as a core piece of its leadership development efforts. Grassroots fundraising training is based on the belief that community ownership of an organization's change agenda depends on developing support and ownership from members of the community. Effective community organizing requires not only that community members participate in setting priorities and developing strategy but that they also support change efforts with money as well.

Bringing new resources into the community

Several grantees spoke to us about bringing new resources into the community. These resources stimulate economic and community development. One of the primary strategies of the Turtle Mountain Economic Development Center is to locate and successfully bring in federal resources to North Dakota tribal communities.

Antoinette Green, working with a community development organization, said lots of people have difficulty obtaining the necessary assets for business development (collateral for loans, etc.). Her organization helps people overcome these issues and qualify for loans. This community development organization is supported by a community team made up of local leaders. The team contributes to enhancing the economic well-being of the community through its efforts to identify and distribute resources.

The use of mini-grants

We discussed earlier the use of mini-grants as a strategy to support innovative projects. These grants have also been used successfully to develop the resource capacity of community-based organizations. The Asian Pacific Islander American Health Forum has a mini-grants program for grassroots community organizations.

Wong Communications Network, now a 501(c)(3), was started by a woman and her husband trying to increase health awareness in their community. They received a mini-grant from APIA Health Forum to mobilize children in statewide tobacco prevention efforts. They were supported by the Forum to obtain state and local money for their program, and they now have four or five programs and eight staff. This organization's ability to be an effective policy advocate depended on the resources they received.

Using grantmaking to increase credibility and influence

Another form of resource development, or capacity building, is giving grants to people or organizations who, by receiving a grant, have increased credibility and influence in their community.

Middle Start gave grants to teachers who were pushing middle schools to be more effective because the teachers' voices were heard when they brought money to the table.

NAHEI gave separate grants to student programs or projects, within Native American higher education institutions, to focus the attention of existing leaders on the needs and priorities of students.

There is a wide array of strategies that are being used to develop and support new leaders. While we do not have the information to evaluate whether a particular combination of strategies is more effective in some situations than others, we do note that most organizations and initiatives use a combination of strategies in their programs suggesting that the capacity to be effective improves when multiple strategies are used. In the next section we will examine the impact new leaders are having in catalyzing change in communities.

What Impacts are New Leaders Having

The Foundation has supported the development of emerging new leaders with the expectation and desire that they will have a positive impact on the social and economic well-being of communities. While determining the full impact of emerging leadership would require much more extensive investigation than we were able to undertake in this project, we did ask WKKF program directors and grantees to share with us anecdotal evidence of the impacts that new leadership voices are having.

What we learned is that new leaders are bringing new information, different priorities, and unique perspectives to the table. The impact of these new voices varies tremendously. In some instances, they may have an impact on attitudes and perceptions, such as how existing leaders perceive and relate to sectors of the population that they may have ignored or stereotyped in the past. In other instances, there are more tangible accomplishments such as a change in policy, a presidential executive order, or a change in how resources are allocated. Perhaps some of the most profound changes are the personal ones – emerging leaders feel more confident, hopeful, and competent to make a difference in their own lives and the lives of their communities.

In what follows we share stories of impact and transformation told to us by new leaders and by those who work to develop and support the emergence of new voices. These stories fall into the following categories:

- ❖ Developing a leadership voice;
- ❖ Becoming positional leaders;
- ❖ Challenging the thinking of existing leaders;
- ❖ Changing policies and institutional practices;
- ❖ Building communities;
- ❖ Expanding resources to communities of color; and,
- ❖ Transforming fields.

Developing a Leadership Voice

In many of our interviews we heard stories of people who were transformed by finding their leadership voice. Through the training and support they received, they not only gained confidence, and acquired new knowledge and skills that benefited them personally; they also went on to become change agents—working to organize others to make changes that will have a positive impact on their communities.

June Rostan, Executive Director of the Southern Empowerment Project, spoke about the impact that her organization's training had on one woman who participated. This particular woman had never been exposed before to the concept of white privilege. When she first came through the training she had "rejected any notion of white privilege." The training, however, made her think about issues of race in ways that she had never considered. When she came back for a second time, she had "absorbed and thought about a lot of things and had changed her ideas." This woman went on to get a degree from a historically black college and now serves on the Southern Empowerment Project's board of directors.

A day care owner in Mississippi had been in business for over twenty years. She needed a new facility for her day care center but could not get a bank loan because her credit rating was inadequate. She came to Antoinette Green who runs a micro-enterprise program for the Quitman County Development Organization. Ms. Green counsels people through the long process of preparing to apply for a federal loan. She says, "I don't want to set people up to fail. It is a long-term investment getting them ready for a loan." The day care owner did get the loan she needed. She has become a "great role model." She spoke at a program orientation last year to inspire others to go through the process. She told them that it wasn't easy but that it was worth it. She not only got the loan, but also knowledge and skills that have enabled her to get other grants as well. She has become an advocate for day care in the Delta, even traveling to Washington to inform her congressman on the issue.

Becoming Positional Leaders

There are many instances in which emerging new leaders have moved into leadership positions. In some cases these are elected positions such as when parents, who participated in the Commonwealth Institute for Parent Leadership, became school board members; or KYDS Seminar participant, Mark Schauer, becoming an elected state representative. Other times emerging leaders have taken leadership positions with community organizations, running or leading programs that they themselves have benefited from. Attaining a leadership position gives emerging leaders a platform for mobilizing others to make change.

Mark Schauer was 26 years old when he became the Executive Director of a Community Action Agency in Central Michigan. Mark comments, "the board took a big risk to hire me." As a young leader Mark participated in the KYDS Seminar. He learned model approaches for involving youth, elements of youth service delivery and how to collaborate. As a result of his own personal experience as a young leader and his participation in the KYDS Seminar he developed a deep belief in the contributions that young people can make to their communities, especially in addressing issues that affect their lives, e.g. peer pressure, substance abuse, teen pregnancy, etc. Mark went on to become a legislator and sponsored legislation in Michigan to allow youth to serve on boards. He hired a young intern to work for passage of the legislation who in turn engaged young people to testify for the bill. Mark is now thinking about pursuing legislation that will allow youth to serve on school boards.

Nakeisha Perkins is a high school student in Alabama. She started participating in activities organized by BAMA Kids, a comprehensive youth development program, when she was in 4th grade. When Ms. Perkins became 12 years old she was eligible to join Positive Pathways, a 21st century youth leadership program. This program provides young people with leadership training. Nakeisha became active in Positive Pathways and received training to be a tutor for children in the BAMA Kids summer enrichment program, a position she has held for the past two years. Nakeisha went on to become the President of Positive Pathways. She and other young people organize many different projects that support young people to take an active role in their community. They throw Super Tuesday parties with cake and presents for young people who register to vote. They were recently active organizers in a local effort to increase school taxes. The bond issue was defeated, but Positive Pathways organized young people to attend and speak at rallies, to talk with people in the community, and to bring a perspective to the discussion about school funding that only they had based on their own experiences in the schools.

Changing the Perspectives and Attitudes of Existing Leaders

Existing leaders—those who by virtue of their position have more power in a situation than emerging leaders—often have not been exposed to the perspectives, ideas and information that new leaders bring to the table. They have had the privilege to ignore or stereotype others without being aware of the consequences or how a failure to acknowledge diverse perspectives may limit their understanding and the quality of decisions that they are able to make. We heard several stories about changing perspectives and attitudes of existing leaders.

WKKF Program Director Barbara Sabol spoke about how her work with Turning Point Initiative grantees has made her much more sensitive to Native American perspectives and issues. In the past if Native Americans were not present at a networking meeting she did not notice their absence; now she does. At a recent Turning Point gathering she questioned one delegation about why they did not have any Native American representation. As a Program Director, Ms. Sabol has a platform for raising these questions and challenging others to consider whose perspectives are being left out. Her own change has made her a more effective advocate for Native American participation.

WKKF Program Director Tyrone Baines described a number of efforts as part of the KYIP Initiative where adults and young people were placed in situations where the young people were responsible for leading. Sometimes they were given money to implement an idea. When the power dynamics between young people and adults are shifted from normal patterns, adults have the opportunity to appreciate and value what young people have to offer. Often they bring to the table what they experience in their day-to-day lives. When adults listen to young people talk about their lives, they develop a deeper appreciation for the strengths they have “to manage within their context.”

When new leadership voices are present in forums where existing leaders gather, they often bring a perspective and new ideas that make existing leaders think differently.

Dr. Carty Monette, President of Turtle Mountain Community College, is a “new voice” at national gatherings of land grant universities. He spoke about how he was able to bring a different perspective to one recent meeting he attended. Members of the group were sitting in a circle discussing the mission of land grant universities. Dr. Monette mentioned that Native Americans look at things in a circular way and that it was appropriate that they be sitting in a circle for this discussion. He suggested that land grant universities needed to come around again to the beginning of the circle to reconnect with their original grassroots mission. Dr. Monette feels that his presence and participation reminds leaders from much larger land grant universities where they came from and reconnects them to their roots.

Changing Policies and Institutional Practices.

When given training, support, and information, those who have not had a voice in setting a policy agenda or determining how institutions will implement policies, can develop an effective voice that can improve the well-being of children, youth, and their families.

Kentucky parents are being trained to take a leadership role within school systems to address issues of student achievement. While the ultimate impact of this leadership development effort may be improved student achievement scores, there are many other elements of impact that are just as important, and may be indicators of long-term institutional change that will benefit students over time. Beverly Raimondo, the director of the Commonwealth Institute for Parent Leadership, noted several important outcomes of this project. Parents, teachers, and principals are having different types of conversations with one another as a result of this project. As parents become more informed about how students are performing in a variety of subjects, they become motivated to talk with principals and teachers about problem areas and what can be done to address underachievement.

Two parents, who were active as PTA chairs, and participants in the Commonwealth Institute of Parent Leadership program, learned about the level of student achievement in their children’s schools. They became concerned that students were underachieving in science and social studies. Through the program they were asked to look for evidence that core standards were being addressed in these two subject areas. They did so by talking to teachers, principals, and looking at their children’s homework. These two parents approached the principal for a conversation about their concerns and he became “a bit crazy,” pulling out curriculum notebooks and telling the parents that he did not have time for these questions and they could take the curriculum frameworks and figure it out. These parents subsequently met with their coach from the Commonwealth Institute and reported what happened at the meeting. The coach worked with them to develop strategies to mend their relationship with the principal. They did so and worked with him to develop a proposal for an outdoor classroom, for which they got community support in the way of donated labor and supplies and funding to develop the curriculum. What began as a hostile encounter with the principal ended with a new program designed to enrich the learning opportunities of the children in the school.

Several people we spoke with have been active in campaigns to pass legislation and transform institutional policies that will give young people meaningful leadership opportunities on boards and as grantmakers. We related the story of how Mark Schauer emerged as a leader who went on to pass legislation that allowed young people to serve on boards. Representative Schauer had been approached about sponsoring this legislation by a group of young activists that included Derron Parks.

Derron Parks started volunteering for the Battle Creek Community Foundation when he was in junior high. They had a program to match volunteers with community organizations. Through the encouragement of “some wonderful adults,” he was drafted to serve as a member of the Youth Alliance Committee. The committee is a group of young people who receive proposals and make grants focused on youth efforts. Derron was part of a contingent of young people who approached Mark Schauer about sponsoring “youth on boards” legislation. Due to the passage of “youth on boards” legislation, there is now youth representation on the Battle Creek Community Foundation’s board. Derron was recently involved in working to get a youth member on a university board. They encountered resistance from the Attorney General who felt this would be a “conflict of interest,” but the campaign itself “made a really big impact and got people thinking about youth.”

Barbara Sabol described a policy change that came about as a result of engaging new voices through the Devolution Initiative. The childcare application process in Mississippi had been a barrier for a lot of people since they had to go to a central office to fill out the form. The inconvenience meant that many people who were entitled to childcare assistance never received it. Successfully enrolling more children would require changing the application process and making it more accessible to parents. As a result of listening to people’s needs, changes were made in the application process such as having outreach people at childcare centers and applications available on line and at children’s schools. Barbara explained, that the changes in policy are important, but “the really hard work is getting people to take advantage of these changes.”

Building Communities

Emerging leaders are the source of innovative and creative ideas that can have a positive impact on addressing community needs and improving the quality of life. Creating opportunities for people to express their thoughts and bringing resources to those ideas has been a significant strategy for building leadership, community development, and a sense of community ownership.

Frank Guajardo believes that people will emerge as leaders when they are given an opportunity to be heard. This belief led him to work with young people to do an oral history project to capture the wisdom and knowledge of elders and leaders in the community. This project validated the lives of those who had lived and worked in the community all their lives. Elders sharing knowledge of the community’s past gave young people “the spirit and energy to become leaders.” Leaders also emerged from some of the people who were interviewed, many of whom were empowered by telling their stories, to get involved in their community. Resources were

available for mini-grants for good ideas. Some young people started a youth radio station; others started a print shop that now prints the local newspaper. When people have the opportunity to come up with a good idea and the resources to implement it, they create community assets. These assets create additional opportunities thereby strengthening the community's overall social and economic well-being making it an attractive place to live and work, not some place to be abandoned for better opportunities elsewhere.

We learned about several programs that did not start out intentionally as leadership programs or community development programs; rather, they provided those in the community who were receiving welfare, or who were chronically unemployed, with an opportunity to learn and apply new skills. Because they were encouraged and supported to contribute to their communities, many went on to become community leaders.

A program in Alabama began as an effort to keep the elderly in their homes by training family members, many of whom were receiving public assistance, to look after their elderly parents. In exchange for the training, these aides were required to volunteer on community projects. They were given the opportunity to define their own projects, which included such efforts as raising money to buy medication for people who could not afford it, organizing Saturday clean-up projects, and building street ramps for the elderly. Some of these women were recognized for their leadership and were asked to take jobs on projects sponsored by the University of Alabama. One of these projects brought water to homes in the east end of Wilcox County. This project had not been considered for funding by either the Kellogg Foundation or the University of Alabama, but when they learned from community members about the need, they agreed to support the project. Listening to people in the community and giving them an opportunity to set priorities increased community participation, buy-in, and the quality of the community's leadership.

Expanding Resources to Communities of Color

One powerful impact of emerging new leaders has been their ability to mobilize around federal policies that have expanded the resources that are available to communities of color. A particularly effective tool has been the presidential Executive Order.

The Asian Pacific Islander American Health Forum was instrumental in organizing a national effort to get an Executive Order signed that would mandate every federal agency to deliver programs to Asian Pacific Islander populations. Tessie Guillermo says, "now every federal agency has to have a plan for how they will address the needs of Asian Pacific Islander populations." This mandate has had an impact on both policies and budgets. Getting the Executive Order was a significant achievement in itself, but its full impact requires on-going efforts by advocacy organizations, like the Health Forum, to bring recommendations to agencies about what they can do for Asian Pacific Islander communities and to monitor their implementation. As a result of this order the NEA, for example, has put together a "missing in history" tour that focuses on Asian Pacific Islanders.

Dr. Carty Monette indicated that a 1996 Executive Order significantly expanded the amount of resources available to tribal colleges. With support from the Kellogg Foundation, Turtle Mountain Community College established an Economic Development Center. This Center has been a conduit for bringing federal resources into the community and for developing partnerships to take advantage of funding opportunities.

Transforming the Field

An important impact of new leadership voices is bringing new and different perspectives to an existing field. A field is characterized by a body of knowledge and a set of practices around an issue or topic of concern. Ways of knowing and working are often innovative and new when they are developed, but over time they may become solidified and unresponsive to new ideas. Several of the Foundation's initiatives are intended to have a transformative impact on a field. Many of these are in the field of education, e.g. service learning, middle schools education, health professions education and food systems education.

The service learning movement is intended to change how young people learn. Many of these changes are being demanded by students who want educational experiences that are more linked to the community and promote community well-being. According to WKKF Program Director Chris Kwak, service learning is now in 60% of schools nationwide. While service learning has challenged many of the assumptions in the field of education, its own assumptions as a field are also being challenged.

Joy DesMarais facilitates the Diversity YES Learning Circle, a project of the National Youth Leadership Council, an advocacy organization for service learning and national service. This project is training nine emerging service learning leaders by giving them the opportunity to conduct research on different models of service within different racial and ethnic cultures. Drawing from their own experiences these young people are validating different approaches to service and challenging the service learning field to move from a charity approach to a social justice approach to service. Ultimately each participant will develop a 90 minute training module on their research that will be shared with others in the field.

The impact that new leadership voices are having is multi-dimensional and complex. Some of these impacts are quantifiable, such as legislation or executive orders passed, new programs established, and new people in leadership positions. Other impacts are more qualitative and difficult to measure, but they are equally important outcomes of engaging and supporting the emergence of new leadership voices. These include the personal empowerment of new leaders, changes in attitudes and perspectives of existing leaders, and a community's feelings of renewed commitment and hope for creating a better future.

What Challenges Must Be Addressed to Effectively Support and Sustain New Leaders

In our document review and interviews with WKKF program staff and grantees we were often presented with the challenges faced by those who are committed to involving new voices in community change. Engaging new voices is difficult, time-consuming work, which is, in part, why these voices have not traditionally been heard.

We have alluded to many of these challenges throughout this paper including:

- ❖ The lack of personal resources to enable individuals to participate in leadership development;
- ❖ The difficulty of obtaining reliable, accessible information; and
- ❖ The economic and social disadvantage of some new voices.

In this section of the report we highlight some additional challenges to involving new leaders in sustainable community change. We have organized these challenges into the following categories:

- ❖ Renewing and expanding new leadership voices;
- ❖ Sustaining new voices and innovative organizations for change;
- ❖ Creating leadership opportunities through community economic development;
- ❖ Spanning boundaries between existing and new leaders;
- ❖ Institutional and political barriers;
- ❖ Entrenched prejudices and inequalities; and,
- ❖ Creating integrated and layered levels of activism.

Renewing and expanding new leadership voices

One challenge we heard frequently is the difficulty of creating organizational structures and processes that can continually identify, nurture, and support the emergence of new leaders.

Often there is some catalyst that drives an organization to reach out to new voices – such as an expectation that the Kellogg Foundation may have of a prospective grantee. New voices will be engaged, but there is not necessarily an on-going organizational commitment to nurturing new voices. A new voice is only “new” for a period of time; therefore, truly engaging these voices requires an on-going commitment that many organizations do not have the time, knowledge, resources or desire to make.

Some organizations have made the commitment to involving new voices, and still they find it very difficult to sustain. One

Joy DesMarais spoke about the commitment it takes for the National Youth Leadership Council to identify and engage young people in their organization. She noted how hard it was to build what she called a “cascading model” in which young people at all different stages of development are ready to step up when older members of the group are ready to move on. More typical is the cultivation of a group of young people who come into the program at the same time and who move on at the same time. This recently happened to NYLC when they lost all but one of their young leaders.

WKKF Program Director said it is challenging to involve new voices continually in programs because the lack of continuity of leadership and participation makes forming relationships more difficult.

Another related challenge for organizations is to continually examine what new voices need to be involved. For instance, Ms. DesMarais mentioned that in her organization they had a very heterogeneous group of young people with regards to gender and race but very homogeneous in terms of class. NYLC is taking the opportunity of having a large group of young leaders move on to consider ways that it can reach out to, and support, young leaders who are living in more challenging economic circumstances.

Several interviewees spoke about groups of people who were not yet being reached even though the initiative's commitment is to cultivate new voices. WKKF Program Director Freddie Webb-Pettet, who leads MSDI, spoke about how difficult it is for small rural communities to recognize that diversity might be something other than black and white. There are growing Asian and Hispanic populations in the rural South that are not present in discussions about their communities. Young people have also not been actively engaged because of an attitude among adults that "young people should be seen and not heard." Expanding people's perceptions of who should be at the table takes time and requires vigilance on the part of the group to continually identify those populations that remain marginalized.

Sustaining new voices and innovative organizations for change

When new voices speak, they are often advocates for change to existing systems that are not meeting the needs of individuals and communities. One of the challenges is how to sustain these voices for change. June Rostan and Carty Monette spoke about the challenges of sustaining leaders in organizations that may be resistant to change. Often leaders are easy targets for those with power who may feel threatened by their presence or perspective. Finding ways to support innovative leaders is critical to their success. There is also a tendency for leaders who once were at the forefront of change movements to find themselves over time resisting including new leadership voices. We heard several stories about how former civil rights leaders were often unwilling to share power with emerging leaders in their communities.

Sometimes individuals are part of efforts that bring positive change for communities; yet, at the same time they create new forms of conformity and exclusion that need to be challenged by new leadership voices. For example, the field of service learning challenged traditional educational practices and then itself became the focus of challenges from new voices who felt it was dominated by a charity perspective of service.

WKKF Program Director Betty Overton said that many institutional changes happen as a result of a specific project. However, she has seen only one or two institutions that have successfully institutionalized a culture of change in which change is valued, integrated, and on-going. Freddie Webb-Pettet made a similar observation when she noted that those organizations or partnerships that are serious about engaging new voices have a vision and long-term plan for sustaining this engagement; it is not "just a project."

Institutionalizing a culture of change that seeks out and supports the engagement of new leadership voices is a difficult challenge. Several program directors and grantees believe the best way to address this challenge is by making a commitment to engage young people. Young people, when given the opportunity, are and will likely always be, voices for change.

Another strategy for sustaining a culture of change is to help community-based organizations, the vehicles through which much change work gets done in communities, remain innovative and supportive of change. We have found in our interviews that there is a strong interest in how to sustain innovative, inclusive organizations not as ends in themselves but as vibrant forums where people come together to work on a common agenda to address a shared concern. Organizations tend to want to solidify and continue doing what they do well rather than create a culture of risk-taking and innovation. Key to keeping organizations dynamic is bringing in new voices, and providing leadership opportunities.

Creating leadership opportunities through community economic development

The sustainability of communities depends on economic development. In many communities there are too few opportunities for people to engage in productive, meaningful, and remunerative activity. This presents a challenge for engaging and developing new community leadership voices because this lack of opportunity forces new leaders to leave their community in search of a place to use their skills.

Dr. Carty Monette spoke about the lack of economic opportunity on tribal reservations and how important it is to create these opportunities so that young people who are being educated and prepared as leaders have the jobs they need to stay in the community and contribute their skills and abilities. This sentiment was echoed by a Program Director who spoke of a young woman, who after going to a leadership development program outside of her community, chose not to return because the community lacked opportunity for her. This Program Director and the community share a concern about how to create opportunities that will provide an incentive for people to stay. One of the high school students that we spoke with, Nakeisha Perkins, openly acknowledged that as much as she hopes that she will be able to return to her community in Wilcox County, Alabama, after college, she believes that this will not be possible because there simply will not be a job there for her.

In our conversations we often heard that successful community economic development will require much more active participation by the business community. In fact, businesses were often mentioned as a critical “new voice” because they are frequently not at the table when community issues are being addressed. We have found few models where the private sector has been successfully engaged with citizen-based efforts to foster economic development. This is particularly true in the South in poor communities of color where there is a long history of racial division.

Spanning boundaries between existing and new leaders

The effective engagement of new voices requires that existing leaders be willing and capable of sharing power. This is often a challenge for existing leaders who may feel threatened by new

voices or lack an appreciation for what new voices bring to the table. WKKF Program Director Chris Kwak spoke of her efforts to try to involve new voices in her work creating a network for the service learning field. She has found that many well-intentioned current leaders have difficulty embracing new leaders and organizations because they view the newcomers as competition, rather than as assets.

Even when both existing leaders and current leaders are committed to sharing leadership there are still significant challenges. It is often hard for new leaders to participate in discussions because they are not well versed in the jargon or history of the current group. This is particularly the case when there are only one or two new voices in a larger group of existing voices. Kiira Guftason shared with us the difficulty she encountered as one of only a few young people on the NYLC's board. Initially she had a hard time understanding what the Board was talking about - much of the conversation "was over her head." She also shared that she is often "bored" by the seemingly endless adult conversations that she participates in as a member of the Board.

Conversely, existing leaders sometimes have difficulty understanding the language of the new leadership voices. This is particularly relevant for adults working with youth. Tyrone Baines shared how difficult it is for adults to value young peoples' slang and music, even though this was a critical communication tool for the young people.

Another instance, in which language and cultural differences are a challenge, is between community leaders and established business leaders. Business leaders tend to value action-oriented language and processes. The way that they typically do business is very different than the longer timeframe and more inclusive process of community efforts. This difference in language and culture often causes business "new voices" to drop out of community processes.

Institutional and political barriers.

Government rules and regulations, and other institutional policies, can be a significant barrier to engaging the participation of those who are most disadvantaged. Barbara Sabol and Alice Warner shared two such stories from the Devolution Initiative. The first story involves a mother who was recently released from prison. When released she had so many required commitments (probation meetings, parent-teacher meetings, TANF meetings, etc.) that it was very difficult for her to manage all of her commitments and participate in advocacy efforts to change these policies. In another case, a man in New Mexico was participating in a leadership development

A young college student, Nnennia Ejebe, shared her experience as a freshman in college when she was involved in an organization primarily run by upperclassmen. Initially, the upper classmen dismissed her ideas without consideration because she was a "lowly freshman" and she was infringing on their power. Nnennia took a different tact with her next idea. She presented it in such a way as to let the upperclassmen think that it was their idea, therefore leaving them with the power. The upperclassmen soon realized that Nnennia had much to contribute and now openly listen to her and involve her in decision-making. She had proved to them that she was an asset. We found that younger people often needed to prove themselves to adults before the adults were willing to share leadership responsibility.

program that provided a small stipend. This stipend was going to negatively affect his eligibility for public assistance therefore his participation in the program was in jeopardy. In both of these cases, institutional policies and practices interfered with the ability of these individuals to participate as active citizens.

In some cases, it is not only the policies that are problematic for new voices, but the policy-makers.

Cheryl Threadgill noted that sometimes those that need the training in how to share power and engage the community the most are the ones who refuse to get it. Ms. Threadgill shared how the lack of effort and responsibility of those in power in Wilcox County has created a cycle of harm for the area. She noted that Wilcox County has the lowest level of tax support for schools in the nation and the elected officials refuse to “step up to the plate” and address this issue. This lack of commitment by the government has created mistrust among citizens; therefore, they do not want to increase taxes for schools because they do not think that the funds will be properly spent. In addition, businesses will not come to the county because the schools are so bad. In turn, there is little economic opportunity, so there is not revenue to improve the community, and there are few opportunities for community members.

Derron Parks, after participating in a successful effort to change legislation that prohibited young people from serving on non-profit boards, encountered a roadblock in an effort to have a student appointed to the Michigan State University Board. The Michigan Attorney General used what Mr. Parks thought was a spurious excuse when he announced that students could not sit on the University Board because it would present a “conflict of interest.”

Finally, Dr. Carty Monette shared with us that tribal politics has serious repercussions for involving new voices because tribes are often resistant to change, outsiders, and young voices.

Entrenched prejudices and inequalities

Engaging those from traditionally underrepresented or “marginalized” communities in leadership efforts requires addressing historically entrenched prejudices and inequalities. In our conversations, the following three “isms” were most often identified as presenting barriers to involving new voices in decision-making processes: racism, classism, and adultism.

Racism, particularly in the South, is a huge barrier to engaging new voices in decision-making. Because there exists such a long history of discrimination and institutionalized racism, there are deep wounds and feelings of mistrust.

June Rostan shared the racial challenges that the Southern Empowerment Project, an organization that trains community organizers, faces. In many instances participation in SEP programs is the first time that many blacks and whites have engaged each other in meaningful communication. There is significant distrust between the groups that must be overcome. The SEP has worked hard to help white participants understand how they benefit and maintain white privilege. This notion of white privilege is often very challenging and difficult for whites to grasp because it is a concept that holds white people accountable for the perpetuation of racism and inequality. This concept empowers blacks and whites to have a different conversation about race.

Even in instances when diversity is valued, achieving diversity can present a challenge. Betsey Mc Gee, from the Academy for Educational Development, shared how those involved in creating a service-learning leadership network had to change their initial committee structure in order to involve a diverse group. The initial plans for the group were for it to consist of the up-and-coming leaders in the field; however, when this structure proved to be creating an extremely homogenous group, the structure had to be redefined so that the group would be more diverse. Lauren McAlee, a high school student who was also involved in these efforts with Ms. McGee, shared that even with the new structure, they still had difficulty involving young people in the committee. Identifying and involving a diverse group takes time and requires extra effort on the part of the organizers.

Joy DesMarais, with the National Youth Leadership Council and the Diversity YES! Project, spoke about the challenges that she and her organization have had in creating an inclusive leadership group of young people, especially with regards to class. She believes that in our communities, we are least able to raise and discuss issues of class. The result is that we may achieve race/ethnic diversity and gender diversity in our programs, but rarely class diversity. Dealing seriously with issues of class forces an organization to question many of its basic operating assumptions. For instance, whereas middle class people can afford for their children to volunteer, poor young people would be harming their families by not working. There is a great deal of difficulty in raising and dealing fairly with class issues. Young people who do not have sufficient resources to participate are often reluctant to ask for what they need, and privileged young people are likely to feel that they are being treated unfairly if someone else receives assistance and they do not. Working through these issues requires a good deal of time, and a commitment to not just talking about equity and justice but figuring out how to make these authentic in people's interactions with each other.

In our conversations with young people, and those who work closely with young people, we heard much about the challenge of addressing adultism. Adultism is a view, commonly held by adults, that youth lack the experience, knowledge and maturity to be effective leaders. Oftentimes, adults do not trust that youth can act on their own, and see youth as victims that need to be protected, rather than assets that need to be developed and involved in change efforts.

Derron Parks, a college student who has been involved in leadership positions since high school, shared that throughout his leadership efforts he has encountered resistance from adults. He noted that “for the most part it has been a few, select individual adults with open views” that have made for a successful youth engagement. He thinks that adults are resistant to youth because they don’t want to give up their territory, don’t want to have to deal with youth issues and tend to view youth as troublemakers rather than as assets. Derron posed that if adults had more interaction with youth, and were made aware of what young people are capable of, much of the adultism could be overcome.

WKKF Program Director, Tyrone Baines, echoed many of Derron’s points. He noted that during the KYDS Seminars at first the adults discounted the youth ideas. Once they started to listen to youth, the adults tended to compare the youth to their own childhoods, (using “when I was a child...” thinking) which caused them to miss the context of today’s youth. Finally, once the adults engaged in meaningful projects with the youth, they understood the value that the young people had to offer.

Creating integrated and layered levels of activism

One of the challenges of systemic change efforts is building the capacity and infrastructure for participation and engagement at the community, state and national levels. The Devolution Initiative has intentionally sought to foster participation, develop knowledge, and build an advocacy infrastructure at the community and state levels, and integrate those with national efforts. Similarly the Turning Point Initiative is strengthening the capacity of local health departments to have a more active voice in discussions of public health policy at the state level.

Sometimes there are conflicts between activists at different levels because their point of view, approaches, and priorities differ. WKKF Program Director Chris Kwak shared with us how in the Learning InDeed initiative there is some conflict between the network of service learning professionals, that is closer to the community, and the Commission, which is a more high-profile, national, lobbying group. Shma Shah, a high school teacher involved in the network, shared with us her feelings about how many in the network really are not grounded in what it means to implement service learning into the day-to-day work of teachers. Learning InDeed was very intentional in creating layers of involvement in order to try to keep the effort rooted in community needs, yet it still has difficulties doing so. In another example, Antoinette Green spoke of how all of the organizations involved in micro enterprise in Mississippi do not even know about each other. This presents a significant challenge for organizing, larger, more regional or national efforts.

In the final section of this report we address what grantees value about the support they have received from the Kellogg Foundation and make recommendations for how the relationship between foundation and grantees can be strengthened so that there is a strong partnership for continuing to support and develop new leaders.

How Foundations Can Best Support the Emergence of New Leaders

In conversations with WKKF grantees we asked how the Foundation has aided their efforts to support the emergence of new leadership and what additional efforts they think that WKKF (and foundations in general) could undertake to increase their impact. In general, grantees were very pleased with the role that the Foundation has taken and most of their suggestions for additional support were around augmenting those things that they are already doing well: providing financial support, expertise and advice, supporting sustainability and evaluation efforts and acting as broker and convener.

Financial support

For almost every grantee, financial support is one of the first things mentioned and appreciated about the Kellogg Foundation's involvement. The Foundation's significant resources, and accompanying ability to give sizeable grants for multiple purposes, is very valuable to grantee organizations at all stages of development and in many fields. This money makes possible the engagement and development of new voices.

Beyond just money, the Foundation can further help grantees when the money is given with flexibility. One grantee said that funding which is not focused on a specific deliverable but instead invests in an organization's mission, while more difficult to evaluate, is important. In her words, "Foundations would do well to invest in the mission of organizations rather than just specific services they provide." Another grantee was appreciative of capacity-building money because, though they were accountable to their proposal, there were "no strings attached" giving them the flexibility to spend the resources where they needed them most.

The Kellogg Foundation's willingness to provide support over the long-term was also noted as significant. The knowledge that it takes time to develop new voices means that longer term investments provide more opportunities for leadership voices to emerge.

When one grantee was questioned by the Foundation for not more effectively engaging youth—rightly questioned in the eyes of the grantee—they were given additional resources to support youth engagement efforts. This ability, to not only provide feedback and input to organizations but resources to back up improvement, is powerful.

Several grantees noted the following ways that foundations could improve their financial support.

- ❖ Deep, long-term relationships with grantees are important in a context in which community change is the goal. While grants may not always be the currency of these relationships, support in some form is important over a sustained period.
- ❖ Smaller, riskier grants to grassroots organizations are important for the development and emergence of new voices. Many of these new voices that the Kellogg Foundation is attempting to develop will not come from academic institutions and national nonprofits but from smaller, local organizations. Funding these

- organizations is more risky, but as one grantee said, “funding policy wonks will do nothing if you do not have someone organizing from the grassroots.”
- ❖ Fund organizing efforts that are bringing organizing approaches to engaging and developing new voices. Organizing efforts build leadership capacity because they actively engage people in defining and solving the problems they perceive.

Sustainability

While foundations can provide critical support to grantee organizations, several grantees were clear that the ultimate durability of an organization will be based on their ability to build local ownership and financial support. Based on grantee comments, helping and supporting organizations to plan for and build a sustainable base for the achievement of their mission is almost as significant as the dollars grantees receive from foundations. One method for this is the provision of advice and technical support in identifying potential sources of financial and other long-term support.

Another strategy is providing grants to support organizations in their efforts towards sustainability. One grantee we interviewed has received resources from another foundation to provide grassroots fundraising training to community organizers.

Expertise and advice

Because of their size, influence, resources, and networks, national foundations are able to provide expertise and technical assistance to their grantees that is invaluable. In some cases this is as simple as foundation staff or consultants serving as neutral “outside” observers who can provide feedback. In other cases, it is more formally organized coaching or training of grantees. Providing advice and expertise requires careful balance, as one grantee noted, it is helpful when the foundation does not give all the answers but lets grantees find out for themselves.

Citing the support, connections, and advice she received from her Program Director, one grantee noted her comfort level with asking questions. Another grantee suggested that, for developing new voices, foundations could provide resources specifically for coaching or training in areas like engaging youth or diversity.

Several grantees mentioned a need for more and better expertise. One suggested that the Kellogg Foundation compile a list of experts in various fields—like facilitation, planning, or marketing—that could be accessed by grantees in need of technical assistance. Another grantee felt that the Foundation could play a more significant role in supporting micro-enterprise development by hosting trainings for micro-enterprise people from various organizations or initiatives.

Convening and brokering

Because of their position, credibility, and visibility, foundations are in a unique position to be brokers between different sectors or different groups within a community. They also have the access and recognition to bring national champions to an effort. For one grantee we interviewed,

the Kellogg Foundation convened a meeting between her organization and community businesspeople. The result of this meeting is that a banker now serves on one of the organization's committees.

One Program Director at the Kellogg Foundation said that her colleagues should use their position to bring together people who are active in innovation—like young people, women, communities of color, new wealth creators, social entrepreneurs, and business innovators—and engage them to change philanthropy. This is a powerful ability to bring such a diverse group together around a common mission.

This convening power also allows foundations to bring together networks of people across the country, and world, who are doing similar work. The Kellogg Foundation, in almost all their initiatives, provides opportunities for networking with others from different regions or sectors.

Evaluation

Through evaluations and accountability, the Kellogg Foundation is supporting organizations to do their work better. One grantee noted her appreciation that the Kellogg Foundation holds her organization accountable through evaluations, monthly reports, and annual reports. Another grantee said that the Foundation is very good at supporting evaluation, and she felt that this support helped her develop a more sustainable organization. The evaluation process also helps organizations to have a clear understanding of and plan for their programs, which positions them to make additional funding requests.

Strategies specific to engaging new voices

Following are several specific suggestions for how foundations can support organizations in the development of new voices.

- ❖ Keeping people in the community for their development so that they understand leadership (and the need for leadership) in the context of their community and do not leave their community once their skills and knowledge have developed.
- ❖ Focusing on youth in all initiatives. Given that youth are among the most discussed new voices, one grantee suggested that the Kellogg Foundation involve youth in the design of all programs and initiatives and emphasize youth engagement in all grants.
- ❖ Bring visibility to grantee efforts to engage and develop new voices. Because of their unique position and visibility, foundations can publicize grantee efforts far more effectively than grantees themselves. In addition to making grantees more visible, this would also support the replication of effective program models.
- ❖ Supporting those working differently to engage new voices. Through funding, letters of reference, and forums that highlight grantee work, foundations can support those who are trying new strategies or “thinking out-of-the-box” in engaging new voices for community change.

Conclusion

In conclusion we want to share some principles for engaging new leadership voices for catalyzing and sustaining community change. These principles, we believe, apply to all effective leadership development efforts regardless of who is being engaged or the precise form their learning and development takes.

- ❖ **Valuing diversity.** Developing new leaders from every sector of the population fundamentally requires valuing diverse perspectives and experiences.
- ❖ **Resources.** Developing new leadership requires resources to create opportunities for people to learn, act, and make change.
- ❖ **Asset Perspective.** In order to identify, engage and develop new voices who will have the motivation to work for meaningful, positive change, program or collaborative efforts must begin with a perspective that understands and values the assets that every individual or community brings to the table.
- ❖ **Relationships.** Building solid relationships, based on trust and mutual respect, is at the heart of developing new leadership.
- ❖ **Ownership.** Individuals and communities develop new leadership capacity when they set their own agenda for change and feel a sense of ownership for the process that supports them to make those changes.
- ❖ **An inclusive process.** In order for new and existing leaders to effectively communicate and collaborate with each other, it is critical to use clear and inclusive language and develop a shared understanding of collective history.
- ❖ **Outcome oriented, experiential learning.** New leadership is most successfully developed when people¹³ have a goal they want to achieve, a set of activities that move them towards that goal, and the ability to reflect about and learn from their experiences.
- ❖ **Information.** The creation of and access to quality, usable information that validates the experiences of new leaders is critical to their ability to motivate themselves and others to act and make changes.
- ❖ **Skills.** New leaders need to develop skills and abilities that enable them to successfully engage in activities that will lead to personal, family, community and societal well-being.
- ❖ **Connections.** New leaders are more effective when they are connected through programs, organizations, or networks to others who share and support each other to achieve their goals.

¹³ “People” does not refer just to individuals, but also to collaborative partnerships, organizations or any other structured group of people who share a common agenda or purpose.

Appendix A Methodology

Development Guild/DDI staff began this learning project by reviewing selected documents from each of the Foundation's four program areas. These documents included concept papers and evaluation reports, as well as documents that were designed for wider public distribution. A list of some of the primary documents we reviewed is attached in Appendix B. While some of the documents were helpful in our thinking about emerging new leadership and what best supports them to develop, there was a feeling on the part of the Leadership CCT Steering Committee that the most significant knowledge and learning had not been documented and that conversations with program directors and grantees would be the best resource for enhancing the Foundation's learning.

We talked with each of the program area representatives on the Leadership CCT and some additional program directors from each of the four program areas who were recommended to us. Through these conversations we learned about initiatives and leadership development strategies that each program area is using to support the emergence of new leadership voices. We also drew on lessons learned from initiatives and programming efforts in the area of Leadership, which had been a programming area before it became "a cross-cutting theme." For a list of program staff we talked to and the initiatives on which we focused our discussions, please see Appendix C. The protocol for our learning dialogues with program staff is attached in Appendix D.

In our conversations with program staff we asked for recommendations of grantees whom they believed would make an important contribution to our learning about how to support the emergence of new leadership voices. Our decisions about who to interview were determined using several criteria. First, we wanted to make sure that we had a cross-section of grantees from each program area. Second, we focused on grantees working with youth and with communities that are economically and politically marginalized. Some of the individuals we talked with worked with projects and organizations that have been deeply supported by the Foundation while others had received only a small, one-time grant. A list of people we interviewed is attached in Appendix E. The protocol for these learning dialogues is attached in Appendix F. In addition to conversations with grantees we also talked with "new voices" – primarily youth who had been recruited by grantees to participate in their programs and activities.

In June 2001 the L-CCT organized a program conversation on the theme of "Emerging New Leadership Voices." Five grantees were invited to participate in discussions about how best to build the leadership capacity of communities to address problems of poverty, unemployment, economic inequality, etc. These grantees came from each of the four primary programming areas and from Battle Creek Programming. A list of participants is attached in Appendix G. The session was videotaped.

Appendix B Primary Documents Reviewed¹⁴

Leadership Grantmaking:

- Boundary Crossers: Community Leadership for a Global Age; Neal Pierce and Curtis Johnson; 1997
- Cluster Evaluation of the WKKF's Comprehensive Community-Based Leadership Cluster; Mary Piontek & Colleen Orsburn; June 1999
- Record of the First Planning Meeting of the Civil Institute for Women of Color; November 4-6, 1998
- Hispanic/Latino Leadership Initiative: Evaluation of a Cluster of Grants by the W.K. Kellogg Foundation 1997-2000; Michael Cortes; July 15, 2000.
- Community-Institution Partnerships: A Program Initiative Strategy to Develop Leadership and Catalyze Change; Claire Reinelt; January 2001
- Building Leadership for Capacity for the 21st Century: United States Leadership Scan; Maggie Alexander; 12/29/98 (Draft)
- W.K. Kellogg Foundation Leadership Forum- Leading Change in the New Millennium: A Call to Action Conference Report; April 2000
- Developing Leadership in and International Context: Final Evaluation Report of the Kellogg International Leadership Program II; Ricardo Millett, Claire Reinelt, William Weber; May 1999.
- Memo to Board of Trustees - Re: Leadership Update; Anne Petersen; January 12, 2001

Grassroots Leadership:

- Grassroots Leadership Development: A Guide for Grassroots Leaders, Support Organizations and Funders*
- Grassroots Leadership Development: Workbook for Aspiring or Current Grassroots Leaders*

College Age Youth:

- Conference Summary -- Nurturing Young Adults as Leaders: A powerful catalyst for community change
- Leadership in the Making: Impact and Insights From Leadership Development Programs in US Colleges and Universities.

Youth and Education:

- Adults as Allies; Barry Checkoway
- Young People Creating Community Change

¹⁴ The documents on this list are those that we found to be the most informative regarding the topic of engaging new voices for sustaining community change. Additional documents, which are not listed here, were also reviewed during this project.

* Many of the findings in these two documents were derived from prior work completed by Campbell and Associates. This work is documented in *Final Report of the Grassroots Community Leadership Cluster Evaluation*; September 1997.

- Leadership Reconsidered: Engaging Higher Education in Social Change; Alexander Astin, Helen Astin; January 2000

Food Systems and Rural Development:

- Retrospective: Agricultural Leadership Development Programs; Linda Helstowski; December 31, 2000
- A Model for Long-Term Leadership Development Among Groups of Diverse Persons: The Delta Emerging Leaders Program; Myrtis Tabb and Christy Riddle Montesi; June 30, 2000
- Community Development Demonstration Program Overview and Outcomes; Les Range, Jonathan Troyka, Myrtis Tabb, and Jerry Robinson, Jr.; February 2001.

Health:

- Health Goal Evaluation, Sub Study Report: Task 7 – Leadership: A Framework for Assessing the Leadership Resources in Communities for Improve Community Health; Lewin Group; 1999
- Characteristics of Leadership Associated with Successful Curricular Reform Through Collaborative Arrangements; Carole Bland, Sandra Starnaman, Larry Hembroff, Harry Perlstadt, Rebecca Henry
- Recommendations to Assess Readiness and Engage Communities in Strategic Change-Making: CCHMs 2000 Annual Report; James Dearing, R. Sam Larson, Greg Cline, and Kelly Morrison; 2000
- Strategic Grantmaking and Community Building; Gloria Smith; Summer 1998
- Deeper, Wider, Faster, Farther: What Health Programming Teaches Us About Building the Pipeline and Fostering Leadership Development
- Community-Based Public Health: A Partnership Model; Thomas Bruce, Steven Uranga McKane, Eds.; American Public Health Association, 2000.

Devolution:

- The Devolution Initiative: State Views on Sustainability; Harvard Family Research Project; October 2000
- Five DI Lessons Linked to Sustainability and its attachment, DI Lessons Applied to the Five States (January 2001)

Philanthropy and Volunteerism:

- Weaving in a Future Tense: Youth in Community – Youth in Citizenship...

Appendix C
W.K. Kellogg Foundation Staff Learning Dialogues

❖ Leah Austin, Program Director	Middle Start; Commonwealth Institute for Parent Leadership
❖ Tyrone Baines, Program Director	KYIP; KYDS Seminars
❖ Caroline Carpenter, Program Director	MIRA
❖ Oran Hesterman, Program Director	IFS; FAS
❖ Chris Kwak, Program Director	Learning InDeed; Woman and Philanthropy
❖ Velma Monteiro-Tribble, Executive Liaison to Programs and Program Director	Leadership Programming (KNLP, Grass-roots, etc.)
❖ Betty Overton, Program Director	Enlace; NAHEI; HBCU
❖ Barbara Sabol , Program Director	Turning Point; Devolution; CHSP
❖ Frank Taylor, Program Director	MSDI; KILP
❖ Henrie Treadwell, Program Director	CHSP; GMNE; Community Voices
❖ Alice Warner, Program Associate	Devolution
❖ Freddye Webb-Pettet, Program Director	MSDI; KILP

Appendix D
Program Director Interview Protocol

1. Who are the new leadership voices you are trying to develop through your initiative?
 - a. Who receives grants
 - b. Who grantees reach out to and engage
 - c. Who is given leadership opportunities at networking meetings
2. Why do you think it is so important to develop these new leadership voices?
3. What do these voices bring to the table?
4. In what ways are new leadership voices different from traditional leadership voices?
5. What are the capacities that emerging leaders and existing leaders need to work effectively together?
6. What have you learned about how best to support and/or develop new leadership voices? Discuss both formal and informal approaches.
7. What are some of the biggest barriers you see in fully engaging new leadership voices?
 - a. Contextual factors, e.g. history, racism, economic inequality, etc.
 - b. Assumptions and attitudes
 - c. Existing leadership
 - d. Access and availability of resources
 - e. Policies
8. What have you found to be effective in addressing these barriers?
9. What changes have you seen that you think would not have happened without the participation of new voices?
 - a. Changes in existing leaders
 - b. Changes in how resources are allocated and accessed
 - c. Changes in how decisions are made
 - d. Changes in how institutions respond to communities and their most “vulnerable” populations
 - e. Changes in policies or policy priorities
 - f. Changes in communities – its leadership capacity, its ability to catalyze and sustain change, its identity
10. Whom have you worked with whom you think has an important perspective to offer on the topic of emerging new leadership?

Appendix E
W.K. Kellogg Foundation Grantee Learning Dialogues

- ❖ Joy Desmarias *Program Director for National Youth Leadership Council*
- ❖ Nnennia Ejebe *College Student, National Youth Leadership Council*
- ❖ Antoinette Green *Quitman County Development Organization*
- ❖ Tessie Guillermo *Asian and Pacific Islander Health Forum*
- ❖ Kiira Guftason *High school student, member of National Youth Leadership Council Youth Project Team*
- ❖ Lauren McAlee *Learning InDeed, high school student*
- ❖ Betsey McGee *AED, Learning InDeed Initiative*
- ❖ Dr. Gerald Monette *President, Turtle Mountain Community College*
- ❖ Derron Parks *Former Battle Creek Foundation Youth Advisory Council member, currently a college student*
- ❖ Nakeisha Perkins *High school student, President of Positive Pathways*
- ❖ Beverly Raimondo *Commonwealth Institute for Parent Leadership*
- ❖ June Rostan *Southern Empowerment Project*
- ❖ Rep. Mark Schaeur *Former KYDS participant, sponsored Youth on Boards*
- ❖ Shma Shah *Former Chicago teacher involved in Learning InDeed, currently a graduate student*
- ❖ Anita Smith *Delta Youth Leadership Program & Project “YES”*
- ❖ Dr. Myrtis Tabb *Delta State University Center for Community Development*
- ❖ Cheryl Threadgill *Wilcox County Department of Human Resources*

Appendix F Grantee Interview Protocol

1. In your work, whose leadership voices are you trying to develop and support?
2. What do these voices bring to the table?
3. Specifically, how are you going about bringing new leadership voices to the table?
4. Once these new voices are at the table, what have you (others) done to ensure that these voices are heard?
5. What strategies have you found most effectively support the emergence of new leadership voices?
6. What have you learned about how to sustain the engagement of new voices, particularly after WKKF funding is no longer involved?
7. How do WKKF's practices (e.g. who they grant funds to, how they organize network meetings, etc.) help and/or hinder the development of new voices?
8. What are some of the biggest barriers you see in fully engaging new leadership voices?
 - a. Contextual factors, e.g. history, racism, economic inequality, etc.
 - b. Assumptions and attitudes
 - c. Existing leadership
 - d. Access and availability of resources
 - e. Policies
9. What have you found to be effective in addressing these barriers?
10. What changes have you seen that you think would not have happened without the participation of new voices?
 - f. Changes in existing leaders
 - g. Changes in how resources are allocated and accessed
 - h. Changes in how decisions are made
 - i. Changes in how institutions respond to communities and their most "vulnerable" populations
 - j. Changes in policies or policy priorities
 - k. Changes in communities – its leadership capacity, its ability to catalyze and sustain change, its identity

Appendix H
W.K. Kellogg Foundation June 2001 Program Conversation Participants

- ❖ *Patti Chang* President and CEO of the Women's Foundation
- ❖ *Hakim Farrakham* COO of the Bon Secours Baltimore Health System
- ❖ *Frank Guajardo* Teacher at Edcouch-Elsa High School and one of the founders of the Llano Grande Center for Research and Development
- ❖ *Cindy Heine* Associate Executive Director of the Prichard Committee for Academic Excellence
- ❖ *Kennet Santana* Executive Director of STRIVE