

# The Silent Crisis II:

A Follow-Up Analysis of Latin@ Participation in City Government Boards, Commissions, and Executive Bodies in Boston and Chelsea, Massachusetts

June 2017



**GREATER BOSTON  
LATINO NETWORK**

# Preface

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## About the Greater Boston Network

Formed in 2013, Greater Boston Latino Network (GBLN) is a collective of Latino-led community-based organizations in Greater Boston that work together to address the historical underrepresentation of Latinos in leadership roles across the region. GBLN is led by a Steering Committee that includes:

- Vanessa Calderón-Rosado, Inquilinos Boricuas en Acción
- Alex Oliver-Davila, Sociedad Latina
- Samuel Hurtado, South Boston en Acción
- Celina Miranda, Hyde Square Task Force
- Marisol Amaya, La Alianza Hispana
- Frank Ramirez, East Boston Ecumenical Community Council
- Ivan Espinoza-Madrigal, Lawyers' Committee for Civil Rights & Economic Justice
- Gladys Vega, Chelsea Collaborative
- Juan Leyton, activist and Roslindale resident

## Mission & Vision

The mission of GBLN is to promote and sustain Latino leadership in decision-making positions across all sectors; and to increase funding and resources for building the capacity of Latino-led organizations in Greater Boston. GBLN advocates for policies and initiatives that will advance and benefit the Latino community. The vision of this collective is the reflective representation of Latinos in leadership positions who are working together toward better outcomes for Latinos in Greater Boston.

## Priorities

The efforts and initiatives of GBLN aim to increase the visibility, impact, and voice of the Latino community.

## *Increase our visibility*

Continue work of increasing Latino representation

- On government boards and commissions – prioritizing Education, Economic Development, and Zoning.
- At high-level positions in government, e.g. heads of cabinets and departments, Chief of Personnel
- On foundation boards and staff, particularly senior-level positions

## *Increase our impact*

Advocate for increased funding for Latino-led and Latino focused organizations

- To build organizational capacity
- To strengthen organizational infrastructure
- To support organizational development
- To plan executive transitions

## *Increase our voice*

Leverage our collective power to ensure Latino voice is heard and needs are met

- Counted as 'thought partners'
- Included in discussions of policies that impact the Latino community

In 2014, GBLN released *The Silent Crisis: Including Latinos and Why It Matters*; revealing that despite our growing population, Latinos in Boston, Chelsea, and Somerville are under-represented in executive positions in city government, as well as on municipal boards and commissions. The *Silent Crisis* went further, beyond the issue of reflective representation, to argue that active representation is often necessary to promote policies and strategies that can better the situation of under-represented groups. The report presented specific recommendations for the leaders of municipalities as well as for the Latino community to support such representation. These are the starting points



of The Silent Crisis II: A Follow-Up Analysis of Latin@ Participation in City Government Boards, Commissions, and Executive Bodies in Boston and Chelsea, Massachusetts. This second study was commissioned, both to update the “Silent Crisis” report after more than two years in terms of Latino reflective representation in the city governments of Boston and Chelsea and to assess progress toward the active participation of Latinos in those governments.

This study was conducted by Prof. Miren Uriarte, Prof. James Jennings, and Jen Douglas with support from the Barr Foundation. The views expressed in this report are those of the authors and do not necessarily reflect the views of the Barr Foundation.

### **Acknowledgments**

The authors wish to thank Mayor Martin Walsh for his support of our research efforts. He and his staff provided invaluable information and insights. Particular thanks to Tania Del Rio in the Mayor’s Office of Diversity, who generously assisted us in obtaining and fact-checking information on the municipal leadership structure. All the individuals interviewed in Boston engaged in open and honest dialogues, and offered suggestions for increasing and enhancing the quality of diversity in Boston. Similarly, we want to thank City Manager Tom Ambrosino, for his openness in discussing the accomplishments and the challenges facing the City of Chelsea as it works to improve services to Latinos, and Luis Prado, Director of Health and Human Services, for orienting us early in the project to the challenges facing Latinos in Chelsea. We owe a very special thanks to Gladys Vega and the staff of the Chelsea Collaborative for offering their perspective on the Latino community in Chelsea and for their guidance and support at all points throughout the project. We hope we have done justice to the contributions of everyone, in both cities.



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# About the Authors

James Jennings is Professor Emeritus of Urban and Environmental Policy & Planning, Tufts University. He has lectured and published widely on urban affairs, and has consulted with public agencies and foundations in the areas of education, housing and youth.

Jen Douglas works as an independent researcher for community-based clients in Boston. Her primary research interests are housing, neighborhoods, and gentrification. In the past she has worked in research and grantwriting positions for organizations including South Boston en Acción, United for a Fair Economy, the National Consumer Law Center, and the Massachusetts Human Services Coalition.

Miren Uriarte is a sociologist and Professor Emerita of Human Services at the College of Public and Community Service and Senior Research Associate at the Gaston Institute for Latino Community Development and Public Policy at UMass Boston. She has lectured and published on topics related to the Latino community of the region, most recently in the area of education. In January 2015, she was appointed by Major Martin Walsh to the Boston School Committee and for this reason she did not participate in any aspect of the data gathering, analysis, or writing of the Boston case. She concentrated exclusively on the Chelsea case for this report.

*In memory of Natividad Báez Jennings  
and Esperanza Martín Uriarte*

Dedication



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This report provides an update on the participation of Latin@s in city government in Chelsea and Boston. Since 2001 several studies have documented a severe under-representation of Latin@s in policy-making bodies in government institutions that affect their lives (e.g., Hardy-Fanta, 2002; Uriarte, Jennings, & Douglas, 2014). The Silent Crisis, the 2014 study (Uriarte et al., 2014) commissioned by the Greater Boston Latin@ Network, found significant under-representation of Latin@s in the city governments of Boston, Chelsea, and Somerville. In each of the three cities, the representation of Latin@s in the population far outpaced their role in the municipal governments.

The Silent Crisis focused its analysis primarily on reflective representation, but went on to show that this type of representation is often not enough to promote policies and strategies that better the situation of under-represented groups. The Silent Crisis presented active representation as a strategy that is more conducive to these gains. It argued that the representational advance of larger numbers of Latin@s in decision-making positions can be leveraged in several ways: by appointing them to policy areas that are especially relevant to the life of Latin@s in the city, by having city leaders support their association with other Latin@s in high-level positions, and, finally, by providing political support for their efforts to improve the conditions of Latin@s. The report presented specific recommendations for the leaders of municipalities as well as for the Latin@ community to support a more responsive representation, and provided evidence from the research literature that actively representative bureaucracies produce gains that are broadly shared across racial and ethnic groups.

The specific purpose of the current report is to update the The Silent Crisis after two years in regard to two of the three cities:

Boston and Chelsea. We analyze the reflective representation of Latin@s in these cities' municipal governments, and assess the progress of Latin@s along some dimensions of active participation in these governments. A new focus to Silent Crisis II is a look at how city government leaders see the role of government in promoting Latin@ inclusion, and how Latin@ appointees understand and respond to the social and economic challenges facing Latin@ communities in these two cities.

The study was guided and organized by the following broad queries:

- *How has Latin@ reflective representation changed from that which was documented in 2014's The Silent Crisis?*
- *How do the roles of Latin@ appointees relate to the social and economic challenges facing Latin@ communities?*

It is important to understand these broad questions in the context of both cities' growing Latin@ population, especially in Chelsea, which now has a majority Latin@ (64.2%) population. A younger generation of Latin@s portends continual and rapid growth, not only in numbers but also in the Latin@ share of the total population. In Boston, for example, where Latin@s are slightly under one fifth of the total population (18.8%); 27.9% of all males under 5 years of age, and 27.2% of all females in this age category, are Latin@s. More detail about the demographic characteristics of both Latin@ communities is provided in Appendix 3.



# I. Introduction

# II. Methodology

To address the above-listed queries, we conducted three types of analysis. The first was an assessment of the proportion of Latin@s in Chelsea and in Boston relative to the overall population using the most recent data available from the U.S. Decennial Census and the American Community Survey.

The second analysis documented the proportion of Latin@s on boards, commissions, and authorities in these cities. We calculated the participation of Latin@s in each city's governmental boards and commissions in relation to their share of the city's population to ascertain the level of under-, over-, or appropriate representation. These more recent numbers were generally compared to the findings of the 2014 study to assess progress. We documented appointments that had taken place prior to March 1, 2017. (See Appendix 3 for a detailed description of how we identified Latin@s in government positions.)

Finally, the third type of analysis was based on in-depth interviews with a total of eight Latin@ appointees in the two cities. Interviews covered the following topics: their impression of key issues facing their Latin@ communities, the challenges faced by Latin@ government

appointees in leadership positions, their perception of their roles vis-à-vis the Latin@ community, their actions (if any) in relationship to Latin@ community needs, and the support/lack of support received for these actions. Interviews were confidential and therefore names are not given in the report. The interview guides appear in Appendix 1 (Methodology).

In addition to these interviews, discussions about the scope of the project were conducted with city leaders and with members of Latin@ community-based organizations. Our interviews with city officials sought to elicit their perspectives on the inclusion of Latin@s in city government, the barriers they faced in this effort, and the strategies being followed by the City to address Latino inclusion. In Boston this took the form of a conversation with staff in Mayor Martin Walsh's office. In Chelsea, a formal research interview was held with City Manager Tom Ambrosino. Discussions with Latino community-based organizations in both cities focused on perspectives on Latino inclusion in each city and were helpful in framing and confirming information gathered about the issues facing the Latin@ community, as well as identifying and confirming Latin@ appointees.



# III. Select Social and Demographic Overview of Chelsea and Boston

The information about the demography and select social and economic characteristics of Latin@ communities in Boston and Chelsea is primarily based on the latest census data available, the American Community Survey 2011–2015 5-Year Estimates, but where indicated in the summaries below, some data from the 2010 Decennial Census is also included. The organization and presentation of the data below are guided by the categories that we used in *Silent Crisis I*: population characteristics and changes; distribution of age by sex; distribution of nativity and ancestry among Latin@s; language characteristics for Latin@s; housing characteristics including tenure; employment and economic status of Latin@s; and educational attainment of Latin@s. Appendix 3 provides the raw data and tables upon which these observations are based.

## **Total Population 1**

- Tables 19, 20, and 21 in Appendix 3 show

racial breakdowns in Boston and Chelsea. The Census category of “Hispanic or Latino@” is separate from the Bureau’s racial categories. Thus, within the Latin@ population, individuals may describe themselves as “White alone,” “Black or African American alone.” or any of a half-dozen racial designations, but are all included in the “Hispanic or Latino@” category, which is used in all of the statistics that follow.

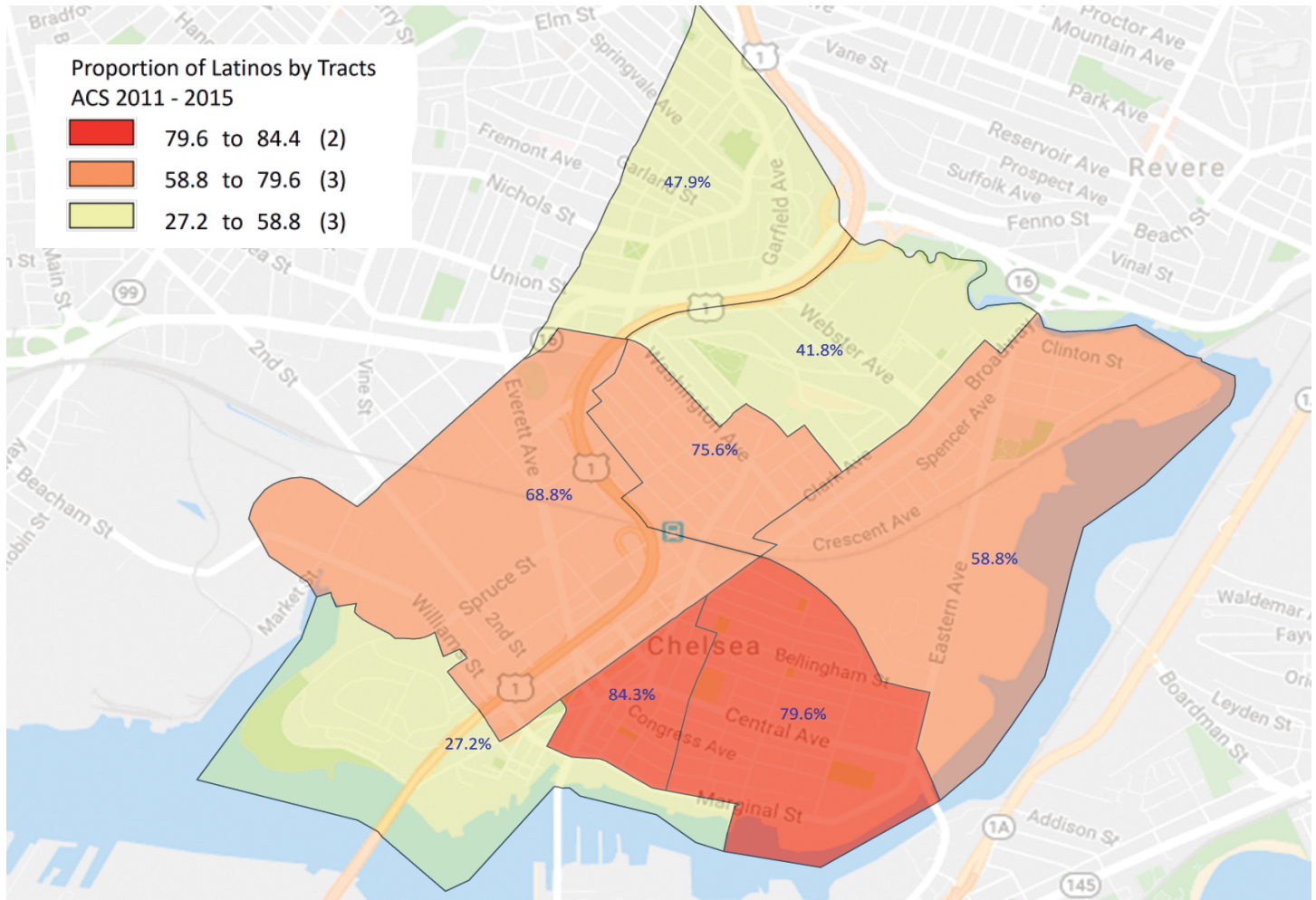
- As reported in the Decennial Census, while the total population of Chelsea is much smaller than Boston, it had a Latin@ proportion in 2010 that was among the highest in Massachusetts, 62.0%; this compared to a Latin@ proportion of 17.0% for Boston in the same year (Table 19).
- As of 2011–2015, it appears that the Latin@ population in both cities continues to grow. Latin@s are estimated to be 64.2% of Chelsea residents and 18.8% of Boston residents (Table 21).



## Residential Patterns

The following two maps show the residential patterns of Latin@s in Boston and Chelsea, also based on the American Community Survey 5-Year Estimates 2011–2015.

MAP 1: RESIDENTIAL PATTERNS OF LATIN@S IN CHELSEA BY CENSUS TRACTS



- The map for Chelsea shows that, despite majority status, Latin@s tend to be concentrated in certain sections of the city.
- In Boston, the Latin@ community is more dispersed but still concentrated in some areas of the city.

### Population Changes <sup>2</sup>

- Using the 2010 decennial census as a base, and comparing to findings in the

American Community Survey 2011- 2015, the Latin@ population in Boston grew by approximately 12%, and in Chelsea by 9.4% (Table 23).

### Youthfulness of Population <sup>3</sup>

- Latin@s in both cities continue to reflect youthfulness in their age distributions. The case is more dramatic for Boston since, unlike Chelsea, Latin@s are not the majority in the population.

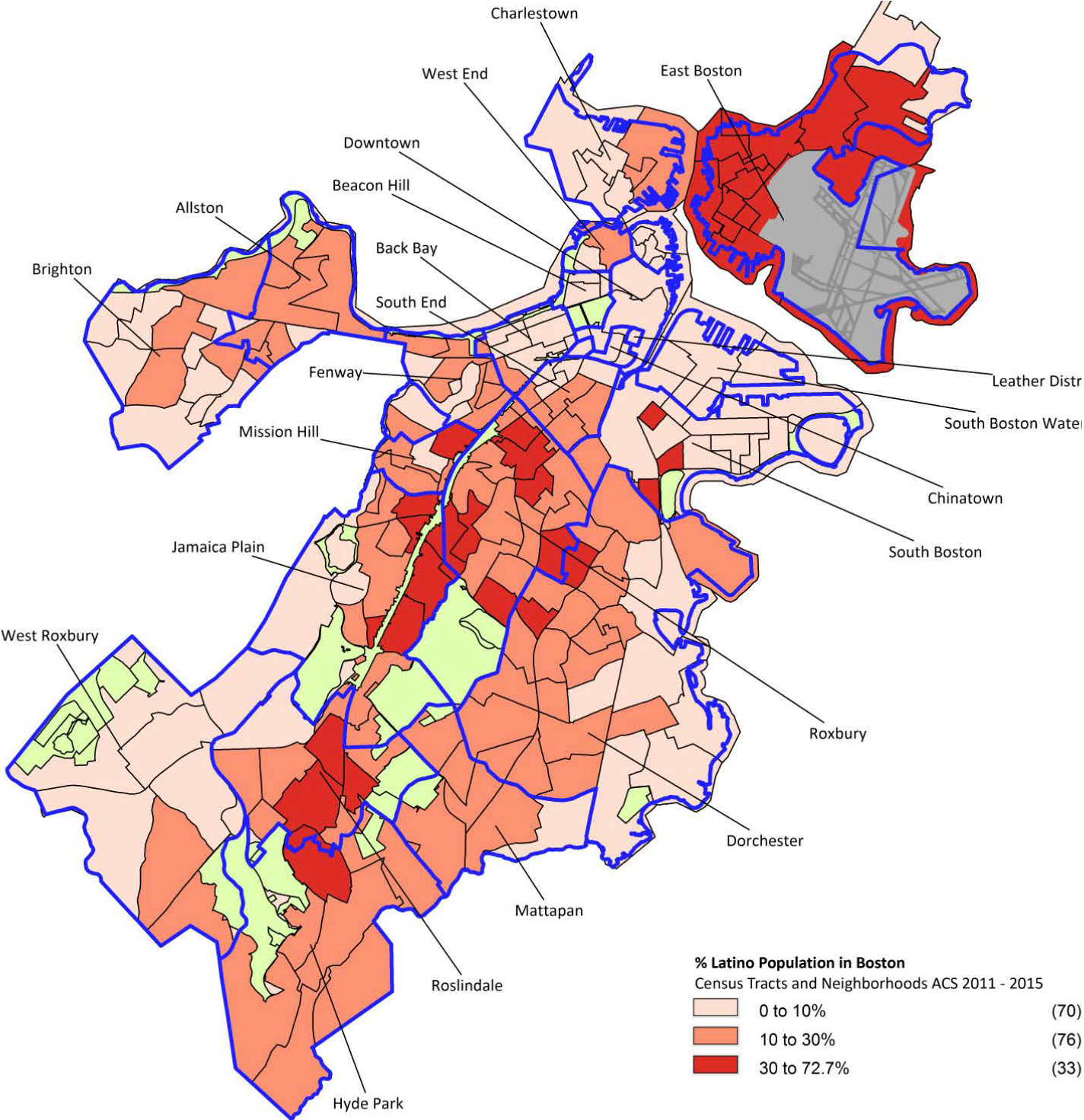
<sup>1</sup> See, Total Population by Race and Ethnicity, Boston and Chelsea, 2010; Total Population by Race; and Latin@ Origin by Race, in Appendix 4.

<sup>2</sup> See, Growth Latin@ Population and ACS 2011–2015, Boston; Growth Latin@ Population and ACS 2011–2015, Chelsea.

<sup>3</sup> See, Total Population by Sex and Age, Boston; Total Population by Sex and Age, Chelsea; Median Age by Sex; Median Age by Sex (Latin@).



MAP 2: RESIDENTIAL PATTERNS OF LATIN@S IN BOSTON  
BY NEIGHBORHOODS AND CENSUS TRACTS





- While Latin@s overall comprised 17% of Boston's total population in 2010, they comprised a much higher percentage in the youngest age category. Latinos represented 27.9% of all males under 5 years of age and Latinas represented 27.2% of all females in this age category (Table 24).
- Median age is also lower for Latin@s than for the overall population in both cities. In Boston it is 31.6 for the overall population and 28.4 for Latin@s; the corresponding figures for Chelsea are 32.1 and 28.8 (Table 26).

#### **Nativity and Ancestry<sup>4</sup>**

- As was reported in Silent Crisis 1 and reaffirmed in Table 27, the proportion of foreign-born Latin@s in Boston, for both males and females, is much higher for people 18 years and over than for younger Latin@s. This is dramatically the case where 80.1% of males 18 and over, but only 3.4% of males under 18, are foreign-born. (The difference is slightly smaller for Latinas in Chelsea.)
- The Latin@ community in both cities continues to reflect a range of ancestries, as shown in Table 28. But in Boston, Puerto Ricans and Dominicans together represent a majority (53.2%) of Latin@s, while in Chelsea Latin@s of Central American ancestry represent two thirds (66.9%).

#### **Language<sup>5</sup>**

- There are language differences between the two cities. Among Boston Latin@s who speak Spanish, a majority (51.8%) also report that they speak English "very well"; this is true for barely a third (36.9%) for the same group in Chelsea (Table 29).

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<sup>4</sup> See, Nativity and Ancestry; Latin@ Ancestry;

<sup>5</sup> See, Latin@ Population 5 Years and Over by Ability to Speak English, Boston and Chelsea.



- Notably, 15.3% of all Latin@s 5 years and over speak only English; the comparable figure for Chelsea is 8.1%.

## Education<sup>6</sup>

- There are major differences in the higher education characteristics of Latin@s in the two cities. In Boston, 35.6% of all Latin@s over the age of 3 are enrolled as undergraduates or graduate students, compare to 12.3% in Chelsea (Table 30).
- Half (50.4%) of Latino males 25 years and over in Chelsea have schooling less than a high school diploma; for Latinas, it is 46.8%. The corresponding figures for Boston are 35.5% and 31.9% (Table 31).
- As shown in the same table, only 7% of all Latin@s over 25 have earned a bachelor's degree in Chelsea, whereas the figure for Boston is over 18% for both males and females

## Public School Experiences

- Boston, with 22,389 Latin@ students, is the district with the largest Latin@ enrollment in the Commonwealth. Chelsea has the second densest presence of Latin@s in its enrollment (85.4%), second only to Lawrence. Latin@s make up the largest racial/ethnic cohort in the enrollment of both Boston and Chelsea Public Schools, accounting for 41.8% and 85.4% respectively.<sup>7</sup>
- 2016 PARCC testing outcomes for public school students grades 3 through 8 for the last two years are reported across five categories in Table 33, from 5 (exceeded expectations) to 1 (did not meet expectations)

with gradients of achievement in between. In Boston about 1/3 of Latin@ students have outcomes at levels 4 and 5 (exceeded or met expectations), but only 25% of Latin@ 3–8th graders in Chelsea reach these levels; 20% of Latin@ students in these grades did not meet expectations.<sup>8</sup>

- 2016 MCAS testing outcomes are reported for 10th graders since passing the 10th grade MCAS tests are required by law to graduate from high school. In Boston 79% of Latin@ 10th graders are advanced or proficient in ELA while 60% are proficient or advanced in Math and 46% show this level of achievement in Science. As Table 33 shows, Chelsea's testing outcomes for 10th graders are considerably lower:<sup>9</sup>
- Graduation and dropout rates are the focus of many initiatives to engage students and improve their persistence to graduation. As Table 34 shows, graduation rates of Latin@ students increased by about 3 percentage points in both Boston and Chelsea between Academic Years 13-14 and 15-16 while their dropout rates declined by almost 3 percentage points in both cities.<sup>10</sup>
- The same table shows improvement in both districts in the proportion of Latin@ students who are suspended out-of-school: from 5.2% to 4.3% in Boston and from 7.5% to 3.4% in Chelsea.<sup>11</sup>

## Housing Characteristics<sup>12</sup>

- Latin@ homeownership continues to be much lower than for the overall population in both cities, especially in Boston, where the percentage of occupied housing units that were renter-occupied in 2010 was 64% for

<sup>6</sup> See, School Enrollment by Detailed Level of School for Population, 3 Years and Over; Educational Attainment: Sex by 25 Years and Over, Latin@.

<sup>7</sup> See, Public School Enrollment and Latin@ Enrollment. Boston and Chelsea, 2014 and 2017.

<sup>8</sup> Academic Testing Outcomes for Latin@s in Boston and Chelsea Public Schools. PARCC (grades 3–18) and MCAS (grade 10), 2016

<sup>9</sup> Academic Testing Outcomes for Latin@s in Boston and Chelsea Public Schools. PARCC (grades 3–18) and MCAS (grade 10), 2016

<sup>10</sup> Graduation Rates, Drop Out Rates and Suspension Rates for Latin@ Students, Boston and Chelsea. AY13-14 and 15-16

<sup>11</sup> Ibid.

<sup>12</sup> See, Total Population and Latin@s in Occupied Housing by Tenure; Housing: Tenure; Housing: Tenure (Latin@); Occupancy Per Room.



the overall population and 81% for Latin@s (Table 35). The figures for 2011–2015, shown in Table 36, suggest that the rate for Latin@ homeownership has been slipping slightly in Boston and Chelsea.

- Table 37 on occupancy per room can be a proxy for overcrowding according to the U.S. Census Bureau and HUD; Table 37 it shows that 6.6% of all Latin@s in Boston, and 15.8% of Chelsea Latin@s, may be experiencing overcrowding.
- As of December 2016, Latin@s made up 44.5% of the tenants of the Boston Housing Authority (Table 38).
- As of December 2016, Latin@s made up 44.5% of the tenants of the Boston Housing Authority (Table 38).

### **Economic Characteristics**<sup>13</sup>

- Both Latin@ communities are faced with continuing economic challenges, including poverty. Table 39 shows that one third of Latin@s in Boston, and 23.2% of Latin@s in Chelsea, lived in households with incomes lower than the official poverty rate determined by the federal government. Among the Latino poverty population, Latino/a children under 5 represent 10.3% of all persons in Boston, but 17.5% in Chelsea.
- The reality and extent of poverty are reinforced by noting the proportion of households who receive SNAP (Table 40): 38.8% of all Latin@ households in Boston,

and 42% in Chelsea receive SNAP/food stamps.

- Median per capita income in Boston in 2015 was \$35,728 for the overall population and \$17,787 for Latin@s. The corresponding figures for Chelsea, where Latin@s constitute a much higher part of the population, were \$21,722 and \$16,868 (Table 41).
- Latin@s reported high unemployment rate: in Boston, for 11.6% of males and 12.9% of females; in Chelsea, 9.4% of males, and 12.6% of females (Table 42).

### **Latin@s in Occupations**<sup>14</sup>

- In both cities, Latinas tend to hold jobs in sales and office, as well as service, occupations. For Latinas in Boston, the combined figure for these occupations is 29.3%, and for Latinos it is 34.3 percent. In Chelsea, 40.7% of all jobs held by Latinas are in these same occupations, and the figure for Latinos in this city is 51.1% (Table 43).

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<sup>13</sup> See, Latin@ Persons with Income the Past 12 Months below Poverty Level, Boston and Chelsea; Households Receiving SNAP by Latin@ Origin and Race, Boston and Chelsea; Median Income and Per Capita Income; Sex by Age by Employment Status for Population 16 Years and Over, Race and Latin@ Origin, Boston and Chelsea.

<sup>14</sup> See, Distribution of Latin@s in Industry Occupations, Boston and Chelsea.



# IV. Reflective Representation of Latin@s in City Government

At the center of the “silent crisis” is the observation that, despite the growth of the Latin@ population in the region, there remains a considerable gap in their representation in city government. This gap has been described in various research studies that have documented the dearth of Latin@s in executive appointments and boards and commissions at many levels: in Massachusetts state government (Hardy-Fanta, 2002); in city government in Boston, Chelsea, and Somerville (Uriarte et al., 2014); and in leadership positions and corporate boards of for-profit companies as well as non-profit hospitals, institutions of higher education, and cultural institutions in the state (Hardy-Fanta & Stewartson, 2007).

In the opinion of disenfranchised groups and, indeed, in the research on “representation,” it is well established that, as policy is developed and applied, disenfranchised racial, ethnic, and gender groups are better represented when persons who understand the lived experience of these groups have a voice where and when these decisions are made. “Representation” is an indicator that the understanding of those lived experiences matters to the success of policies oriented to the public and, most especially, to initiatives directed to the needs of these groups. Consistent with the research literature it is our contention that governance in Chelsea and Boston will function better and deliver better services to all populations when their municipal bureaucracies are proportionally inclusive of Latin@s and when Latin@ bureaucrats seek to actively represent Latin@ constituents.

Academics have analyzed the types and levels of “representation.”<sup>15</sup> The terms passive representation and reflective representation

(Evans, 1974; Riccucci & Saidel, 1997) describe a bureaucracy that is reflective of the population, such that demographic differences—of race, ethnicity, and gender—are distributed similarly in the bureaucracy to their distribution in the represented population. “Nonminority” bureaucrats less readily use their “discretion to act on behalf of minority clients” (Marvel & Resh, 2013, pp. 9-10). A government work force that mirrors the society suggests that everyone is included and lends considerable legitimacy to bureaucracies. Constituents and clients tend to perceive that people who are like themselves will be more empathetic to their needs and circumstances (e.g., Lim, 2006; Marvel & Resh, 2013), even if that is not always the case (Watkins-Hayes, 2011). These symbolic benefits are increasingly seen to exert “substantive effects through the alternative mechanism of enhanced trust and cooperation on the part of citizens” (Riccucci, Van Ryzin, & Li, 2016, p. 121). This is particularly true insofar as residents “coproduce” policy outcomes through actions that cooperate and comply with government objectives (e.g., by acts such as reporting domestic violence, participating in a recycling program, or even feeling satisfied with the quality of a municipal service) (Riccucci & Van Ryzin, 2017).

Academics use the term active representation when a bureaucrat from the under-represented group embraces an advocacy role, seeking to improve the relevance of policies, and the effectiveness of services, to non-represented racial, ethnic, or gender groups (e.g., Meier & Bohte, 2001; Wilkins & Williams, 2008). The circumstances that foster active representation are explored more deeply in conversations

<sup>15</sup> See Appendix 2 for a brief narrative presentation and chart summary of this literature.



with appointees, presented in Section V of this report. Two issues, however, are relevant to the counting exercise presented here. First, active representation is best fostered in circumstances where Latin@ bureaucrats work in substantive areas that are of import for Latin@ communities: appointees from under-represented racial, ethnic, and gender groups are more likely to act successfully upon issues that are already perceived to have relevance to their co-ethnics (Meier, 1993). Second, there needs to be a “critical mass” of appointees (not a few Latin@s working in isolation) to make possible improved outcomes. In many cases, “passive representation translates into active representation only when minority bureaucrats constitute a nontrivial percentage of a bureaucracy’s total workforce” (Marvel & Resh, 2013, p. 7).

In this section, we focus on the reflective representation of Latin@s in the executive positions and boards and commissions in the cities of Boston and Chelsea. We will determine that full representation is taking place when the level of representation is near to, or equal to, the proportion of Latin@s in a city’s population and that under-representation exists when the level of representation in government bodies falls below the proportion of Latin@s in the population of each city. We also, as far as the data allow, assess the potential for more active representation in areas of concern to the Latin@ population. To do this, we:

1. Document the representation of Latin@s in executive positions in both cities in 2017, in comparison to 2014 (when Silent Crisis I was conducted).
2. Document the representation of Latin@s on boards and commissions in both cities in 2017, in comparison to 2014 (when Silent Crisis I was conducted). To understand whether board and commission appointments represent leadership

positions with decision-making authority, we pay special attention to the type of board or commission, of which we consider four types that differ according to the scope of responsibilities and extent of decision-making authority.<sup>16</sup> They include:

- **Advisory** bodies that provide advice to city policy-makers, conduct research, and provide residents’ or professionals’ perspectives on an issue.
- **Managerial** bodies that have administrative duties, have oversight or supervisory responsibilities, may allocate funding within some programs, and are authorized to develop policy in specific areas.<sup>17</sup>
- **Regulatory** bodies, quasi-judicial bodies that exercise regulatory authority, have power to make rulings and impose penalties based on the city’s laws, and are authorized to develop policy in specific areas.
- **Trustee** boards that act as trustees over city trust funds.
- **Nonprofit boards of trustees** that have managerial and fiduciary oversight of non-profits affiliated with city departments.

3. Assess the level to which Latin@s—both in executive positions and on boards and commissions—are represented in key areas of Latin@ concern. We looked for Latin@ leadership in three substantive areas chosen to be consistent with the Latin@ community priorities that emerged from the community profiles:

- Education
- Housing and land use

<sup>16</sup> To arrive at these definitions we considered those that appeared in the 1994 Charter of the City of Chelsea, MA (<https://library.municode.com/index.aspx?clientId=14939>) and those offered by for Washington D.C. by Collins (n.d.).

<sup>17</sup> In the City of Chelsea, this type of board or commission is called “Ministerial.” We use the term Managerial for the purpose of uniformity.



- Economic development

City leaders in both Boston and Chelsea expressed support for inclusive city governments. To ascertain city efforts in this direction, we discussed perspectives and strategies for inclusion with several of these leaders in cities. The report of these conversations appears at the end of this section.

The 2014 Silent Crisis report documented that the representation of Latin@s in Boston's city government's executive positions and boards and commissions was well below the representation of Latin@s in the population of the city, signaling significant under-representation. This 2017 update of these proportions shows that this situation remains the same, although there have been important improvements in Latin@ representation in executive positions in Boston's city government. Table 1 shows that in 2017, Latin@s made up 18.8% of the population of Boston but only 13.1% of the appointees to executive positions and 5.85.1% of appointees to seats on the city's boards and commissions. Nevertheless, the improvement in the proportion of Latin@ appointees to executive positions is an important gain for both the Latin@ community and the city.



# Boston's Latin@ Representation

The 2014 Silent Crisis report documented that the representation of Latin@s in Boston's city government's executive positions and boards and commissions was well below the representation of Latin@s in the population of the city, signaling significant under-representation. This 2017 update of these proportions shows that this situation remains the same, although there have been important improvements in Latin@ representation in executive positions

in Boston's city government. Table 1 shows that in 2017, Latin@s made up 18.8% of the population of Boston but only 10.5% of the appointees to executive positions and 5.1% of appointees to seats on the city's boards and commissions. Nevertheless, the improvement in the proportion of Latin@ appointees to executive positions is an important gain for both the Latin@ community and the city.

TABLE 1.  
**LATIN@ REPRESENTATION IN EXECUTIVE POSITIONS AND ON BOARDS AND COMMISSIONS. CITY OF BOSTON, 2014 AND 2017**

	2014 <sup>18</sup>			2017		
	# OF POSITIONS OR SEATS	# OF LATIN@ APPOINTMENTS	% OF APPOINTEES WHO ARE LATIN@	# OF POSITIONS OR SEATS	# OF LATIN@ APPOINTMENTS	% OF APPOINTEES WHO ARE LATIN@
<b>Latin@ Population of Boston</b>	17%			18.8%		
<b>Executive Positions</b>	66	5	7.5%	57	6	10.5%
<b>Boards and Commissions</b>	395	28	7.1%	467	24	5.1%

**Sources:** Latin@ population data comes from the U.S. Decennial Census, 2010 for 2014 and from the American Community Survey, 5-Year Estimates, 2011–2015 for 2017.

## Reflective Representation in Executive Positions

We counted 57 executive positions in the City of Boston, including chiefs within the Mayor's Office; cabinet chiefs; and heads of departments, independent agencies, and quasi-independent agencies. There were 29 new appointments in the 2015–2017 period, representing half (50.9%) of all executive

positions, and 4 of the 29 (or 13.8%) were Latin@ appointees. Since 2014, the number of Latin@ cabinet chiefs grew from one to two, and the number of Latin@ department heads grew to four. In total, there are six Latin@ appointees in 2017, representing 10.5% of all executive positions.

<sup>18</sup> The totals for 2014 given in Tables 1 and 3 are taken directly from the TSC-I report. Because the structure and count of executive positions changed somewhat between the two reports, apples-to-apples comparisons are also provided in the summary rows of Table 2.



TABLE 2.  
**EXECUTIVE POSITIONS. CITY OF BOSTON, 2014 AND 2017**

AGENCY / DEPARTMENT	2014		2017			
	OCCUPANT	LATIN@	OCCUPANT	LATIN@	APPOINTED 2015-2017	LATIN@ APPOINTED 2015-2017 <sup>1</sup>
<b>Arts and Culture</b>	Vacant		Julie Burros			
Public Library	Amy Ryan		David Leonard			
<b>City Clerk<sup>2</sup></b>	Maureen Feeney		Maureen Feeney			
<b>Civic Engagement<sup>3</sup></b>	-		Jerome Smith			
Commission on Affairs of the Elderly <sup>4</sup>	Emily Shea		Emily Shea			
<b>Economic Development</b>	John Barros		John Barros			
Consumer Affairs and Licensing	Patricia Malone		Christine Pulgini			
Mayor's Office of Workforce Development <sup>5</sup>	Trinh Nguyen		Trinh Nguyen			
Tourism and Special Events	Tony Nunziante		Amy B. Yandle			
<b>Boston Planning and Development Agency<sup>6</sup></b>	Brian Golden		Brian Golden			
<b>Education<sup>7</sup></b>	Rahn Dorsey		Rahn Dorsey			
<b>Environment, Energy and Open Space</b>	Brian Swett		Austin Blackmon			
Environment	Nancy Girard		Carl Spector			
Inspectional Services	Bryan Glascock		William Christopher			
Parks and Recreation	Christopher Cook		Christopher Cook			
<b>Finance and Budget</b>	David Sweeney		David Sweeney			
Assessing	Ronald Rakow		Ronald Rakow			
Auditing	Sally Glera		Sally Glera			
Budget	Karen Connor		Katie Hammer			
Human Resources <sup>8</sup>	Vivian Leonard		Vivian Leonard			
Labor Relations <sup>9</sup>	Paul Curran		Alexis Finneran-Tkachuk			
Purchasing	Kevin Coyne		Kevin Coyne			
Registry	Patricia McMahon		Patricia McMahon			
Treasury	Vivian Leo		Vivian Leo			
<b>Health and Human Services</b>	Felix Arroyo		Felix Arroyo			
Boston Centers for Youth and Families	Christopher Byner		William Morales			
Office of Fair Housing and Equity <sup>10</sup>	Dion Irish		Janine Anzalota			
Disabilities Commission <sup>11</sup>	Kristen McCosh		Kristen McCosh			
Office for Immigrant Advancement <sup>12</sup>	Alejandra St. Guillén		Alejandra St. Guillén			
Veterans Services	Francisco Urena		Giselle Sterling			
<b>Boston Public Health Commission<sup>13</sup></b>	Barbara Ferrer		Monica Valdes Lupi			
<b>Housing and Neighborhood Development</b>	Sheila Dillon		Sheila Dillon			
<b>Boston Housing Authority</b>	Bill McGonagle		Bill McGonagle			



AGENCY / DEPARTMENT	2014		2017			
	OCCUPANT	LATIN@	OCCUPANT	LATIN@	APPOINTED 2015-2017	LATIN@ APPOINTED 2015-2017 <sup>1</sup>
<b>Information and Technology</b>	Justin Holmes		Jascha Franklin-Hodge			
Broadband and Cable	Michael Lynch		Michael Lynch			
<b>Mayor's Office (Chief of Staff)</b>	Daniel Koh		Daniel Koh			
Chief Communications Officer	Lisa Pollack		Laura Oggeri			
Chief of Policy	Joyce Linehan		Joyce Linehan			
Corporation Counsel (Law) <sup>14</sup>	Eugene O'Flaherty		Eugene O'Flaherty			
Elections <sup>15</sup>	Geraldine Cuddyer		Dion Irish			
Mayor's Office of Diversity	-		Danielson Tavares			
Mayor's Office of New Urban Mechanics	Nigel Jacob		Nigel Jacob			
	Chris Osgood		Kristopher Carter			
Mayor's Office of Public Safety	-		Daniel Mulhern			
Mayor's Office of Resilience and Racial Equity	-		Atyia Martin			
Mayor's Office of Women's Advancement <sup>16</sup>	Megan Costello		Megan Costello			
<b>Operations and Administration</b>	Joseph Rull		Patrick Brophy			
Boston Retirement Board <sup>17</sup>	Timothy Smyth		Timothy Smyth			
Intergovernmental Relations	James Sullivan		Kathleen King			
Property Management	Michael Galvin		Gregory Rooney			
Public Facilities <sup>18</sup>	-		Patricia M. Lyons			
<b>Public Safety</b>	(3 Joint Chiefs listed below)		(3 Joint Chiefs listed below)			
Emergency Services	Rene Fielding		Rene Fielding			
Fire	John Hasson		Joe Finn			
Police	William Evans		William Evans			
<b>Schools</b>	John McDonough		Dr. Tommy Chang			
<b>Streets, Transportation and Sanitation</b>	Vacant		Chris Osgood			
Public Works	Michael Dennehy		Vacant (Chris Osgood, Acting Director)			
Transportation	James Gilooly		Gina Fiandaca			
<b>Boston Water and Sewer Commission<sup>19</sup></b>	Henry Vitale		Henry Vitale			
<b>Apples-to-Apples Tally</b>	57	4	57	6	29	4
		7.0%		10.5%	48.3%	13.8%
<b>From TSC-I<sup>20</sup></b>	66	5 <sup>21</sup>				
		7.5%				
KEY	TAN SHADING INDICATES INDEPENDENT AGENCIES					

For notes to this table, see Appendix 11: Notes to Tables.





Three of the four new Latin@ appointees and five of the six total Latin@ appointees are lodged within the Health and Human Services (HHS) cabinet, one of two cabinets headed by a Latin@ leader. In 2017, the presence of Latin@ executives is largely due to prior and increased Latin@ inclusion in HHS leadership.

TABLE 3.  
EXECUTIVE POSITIONS BY LEVELS OF APPOINTMENT.  
CITY OF BOSTON, 2014 AND 2017

	2014 <sup>19</sup>			2017		
	Number of Positions	Latin@s Appointed	Percentage of Appointees Who Are Latin@	Number of Positions	Latin@s Appointed	Percentage of Appointees Who Are Latin@
<b>Cabinet Chiefs and Chief-level appointments within the Mayor's Office</b>	15	1	6.7%	19	2	10.5%
<b>Heads of Departments, Independent Agencies, and Quasi-Independent Agencies</b>	51	4	7.8%	38	4	10.5%
<b>Total</b>	<b>66</b>	<b>5</b>	<b>7.5%</b>	<b>57</b>	<b>6</b>	<b>10.5%</b>

**Note:** Background data for this table appear in Appendix 4: Executive Positions and Latin@ Appointments to Executive Positions in Areas Most Relevant to Latin@ Needs. City of Boston, 2017.

### Representation in Critical Areas:

Just one of the Latin@s currently in an executive position in the City has responsibility over substantive work related to housing, and no Latin@s oversee work in the areas of education and economic development.

### Reflective Representation on Boards and Commissions

There are 59 boards and commissions in the City of Boston, with a total of 467 seats (including 29 alternate seats). Each board or commission has requirements and restrictions about who may and/or who must fill seats, whether by other position held (e.g., the director of a city agency), area of expertise or affiliation (e.g., an architect, a representative of organized labor,

TABLE 5.  
SUMMARY OF LATIN@ PRESENCE ON BOARDS AND COMMISSIONS.  
CITY OF BOSTON, 2017

	Boards and Commissions	SEATS / APPOINTEES <sup>22</sup>		LATIN@ PRESENCE		
		Seats	New mayoral discretionary <sup>23</sup> (re)appointments 2014-2017 <sup>24</sup>	Latin@ Appointees 2017	New discretionary (re) appointees who are Latin@s	Entities with 1 or more Latin@ Appointees
<b>Totals</b>	<b>59</b>	<b>467</b>	<b>191</b>	<b>24</b>	<b>15</b>	<b>16</b>
<b>Latin@s hold. . .</b>						
· 5.1% of all seats						
· 7.9% of all new mayoral discretion seats						
<b>Latin@s are present on. . .</b>						
· 27.1% of boards and commissions						

<sup>19</sup> Three of the four new Latin@ appointees and five of the six total Latin@ appointees are lodged within the Health and Human Services (HHS) cabinet, one of two cabinets headed by a Latin@ leader. In 2017, the presence of Latin@ executives is largely due to prior and increased Latin@ inclusion in HHS leadership.



a nominee who is proposed by a business group or trade association), or residency (e.g., a Boston resident, a resident of a particular neighborhood, a tenant). To the extent that seats are required to be filled by people in city executive positions, the power of those roles is multiplied through associated commission duties.

As of January 2017, Latin@s filled 24 of the 467 seats (for a total of 22 Latin@ appointees, since two people serve on two entities) and sit on 17 entities. Thus, Latin@s are thinly distributed on Boston boards and commissions—they are present on 27.1% of all entities, but fill just 5.1% of all seats. There is some evidence of a recent increase in Latin@ appointments, with Latin@s representing 7.9% of all new (or re-) appointments over which the mayor exercises discretion. Nonetheless, the overall percentage of Latin@s appointees declined from 7.1% in 2014 to 5.1% in 2017.

Representation on Different Types of Boards and Commissions: Latin@ appointees most often serve on managerial entities, where 50.0% of Latin@ appointees are seated and 10.1% of all appointees are Latin@s. There are fewer Latin@s on either regulatory or advisory boards and commissions. The five Latin@s who sit on regulatory boards comprise 2.8% of all appointees to regulatory entities and 20.8% of all 24 Latin@ appointees. The six Latin@s on advisory boards are 25.0% of all 24 Latin@ appointees, and 5.0% of all appointees to advisory entities. Latin@s hold just one seat on the trusts that make decisions to allocate funds (meaning that Latin@s hold 3.2% of all such seats) and are entirely absent from City-affiliated non-profit entities.

Representation in Critical Areas: As with executive positions, we examined the extent to which Latin@ appointees are present on boards and commissions whose work focuses on three substantive areas—education,

housing and land use, and jobs and wages—and whether there appears to be any greater movement toward a critical mass of Latin@ appointees in these crucial areas in comparison to other areas.

- In 2017, Latin@s are equally likely to sit on boards and commissions working in areas of particular import to Latin@ communities (where they hold 5.1% of seats) as they are to sit on entities whose substantive work is less closely tied to community concerns (on which they hold 5.2% of seats).
- On boards and commissions, Latin@s are best represented in the education field, though their numbers are small. Four appointees are present on two of the three relevant boards and commissions. They comprise 13.9% of all appointees to education-related entities.
- Six Latin@s serve on entities in the areas of housing and land use, but they occupy only 3.0% of all seats.
- Latin@s are thinly represented on those entities that work in areas related to economic development, with just three appointees who fill 8.1% of seats.



TABLE 6.  
**LATIN@ PARTICIPATION IN ACTIVE BOARDS AND COMMISSIONS.**  
**CITY OF BOSTON, 2014 AND 2017<sup>25</sup>**

Cabinet / Department	Boards and Commissions	Type	Area	2014			2017 <sup>26</sup>		
				# of Seats	# Latin@s	% Latin@	# of Seats	# Latin@s	% Latin@
<b>Arts and Culture</b>									
	Boston Arts Commission	Managerial	Other	5	1	20.0%	9	1	11.1%
	Boston Cultural Council	Managerial	Other	9	2	22.2%	21	3	14.3%
Public Library	Boston Public Library Board of Trustees	Managerial	Other	9	2	22.2%	9	2	22.2%
<b>City Clerk</b>									
	Archives and Records Advisory Commission	Advisory	Other	9	0	0.0%	9	0	0%
<b>Economic Development</b>									
Jobs and Community Services	Living Wage Advisory Committee	Advisory	Economic Development	-	-	-	7	0	0%
	Neighborhood Jobs Trust	Trustee	Economic Development	3	0	0.0%	3	0	0%
Small and Local Business Enterprise	Boston Employment Commission	Managerial	Economic Development	7	0	0.0%	7	1	14.3%
Tourism and Special Events	Fund for Boston Neighborhoods, Inc.	Non-profit Board of Trustees	Other	7	0	0.0%	5	0	0%
<b>BOSTON PLANNING AND DEVELOPMENT AGENCY (FORMERLY BOSTON REDEVELOPMENT AUTHORITY)</b>	Boston Planning and Development Agency (BPDA) / Economic Development Industrial Corp (EDIC) Board of Directors	Regulatory	Economic Development	5	1	20.0%	5	1	20.0%
	Boston Civic Design Commission	Advisory	Other	11	0	0.0%	11	0	0%
	Boston Industrial Development Finance Authority	Managerial	Economic Development	11	1	9.1%	5	0	0%
	Boston Zoning Commission	Regulatory	Housing & Land Use	5	0	0.0%	11	1	9.1%
<b>Environment, Energy and Open Space</b>									
<b>Environment</b>	Air Pollution and Control Commission	Regulatory	Other	5	0	0.0%	5	0	0%
	Boston Landmarks Commission	Regulatory	Housing & Land Use	9	0	0.0%	18	0	0%
	Aberdeen Architectural Conservation District	Regulatory	Housing & Land Use	5	0	0.0%	7	0	0%
	Back Bay Architectural District	Regulatory	Housing & Land Use	9	0	0.0%	14	0	0%



Cabinet / Department	Boards and Commissions	Type	Area	2014			2017 <sup>26</sup>		
				# of Seats	# Latin@s	% Latin@	# of Seats	# Latin@s	% Latin@
Environment	Back Bay West / Bay State Road Conservation District	Regulatory	Housing & Land Use	5	0	0.0%	7	0	0%
	Bay Village Historical District	Regulatory	Housing & Land Use	5	0	0.0%	8	0	0%
	Beacon Hill Architectural Commission	Regulatory	Housing & Land Use	5	1	20.0%	10	1	10.0%
	Fort Point Channel Landmark District	Regulatory	Housing & Land Use	5	0	0.0%	7	0	0%
	Mission Hill Triangle Architectural Conservation District	Regulatory	Housing & Land Use	5	0	0.0%	7	0	0%
	South End Landmark District	Regulatory	Housing & Land Use	4	0	0.0%	7	0	0%
	St. Botolph Architectural Conservation District	Regulatory	Housing & Land Use	5	0	0.0%	7	0	0%
	Boston Conservation Commission	Regulatory	Housing & Land Use	7	0	0.0%	7	0	0%
	Boston Waterways Board	Advisory	Other	-	-	-	9	0	0%
Inspectional Services	Animal Control Commission	Regulatory	Other	-	-	-	13	1	7.7%
	Board of Examiners–Inspectional Services	Regulatory	Housing & Land Use	-	-	-	3	0	0%
	Zoning Board of Appeals	Regulatory	Housing & Land Use	7	2	28.6%	14	0	0%
Parks and Recreation	Fund for Parks and Recreation, Inc.	Non-profit Board of Trustees	Other	3	0	0.0%	3	0	0%
	Parks and Recreation Commission	Regulatory	Housing & Land Use	6	0	0.0%	7	0	0%
<b>Finance and Budget</b>									
<b>Auditing</b>	Audit Committee	Managerial	Other	5	1	20.0%	5	1	20.0%
<b>Assessing</b>	Board of Review–Assessing	Regulatory	Housing & Land Use	3	0	0.0%	3	0	0%
<b>Boston Retirement Board</b>	Boston Retirement Board	Managerial	Other	-	-	-	5	0	0%
	City of Boston Scholarship Fund	Trustee	Education	9	1	11.1%	9	0	0%
<b>Treasury</b>	City of Boston School Trust Fund	Trustee	Education	7	1	14.3%	7	1	14.3%
	Edward Ingersoll Browne Trust Fund	Advisory	Other	3	0	0.0%	3	0	0%
	George Robert White Fund	Trustee	Other	-	-	-	5	0	0%



Cabinet / Department	Boards and Commissions	Type	Area	2014			2017 <sup>26</sup>		
				# of Seats	# Latin@s	% Latin@	# of Seats	# Latin@s	% Latin@
Treasury	Neighborhood Housing Trust Fund	Trustee	Housing & Land Use	7	0	0.0%	7	0	0%
	Trustees of Charitable Donations to Inhabitants of Boston	Non-profit Board of Trustees	Other	12	0	0.0%	12	0	0%
<b>Health and Human Services</b>									
Boston Public Health Commission	Boston Public Health Commission Board of Health	Managerial	Other	7	1	14.3%	7	0	0%
Office of Fair Housing and Equity	Boston Fair Housing Commission	Managerial	Housing & Land Use	5	0	0.0%	5	1	20.0%
Office of Fair Housing and Equity	Boston Human Rights Commission	Advisory	Other	-	-	-	7	0	0%
Commission for Persons with Disabilities	Boston Disability Advisory Committee	Advisory	Other	9	0	0.0%	13	0	0%
-	Youth Fund/ Youth Council <sup>27</sup>	Advisory	Other	85	4	4.7%	-	-	-
<b>Housing and Neighborhood Development</b>									
Neighborhood Development	Public Facilities Commission	Managerial	Other	-	-	-	3	0	0%
Boston Housing Authority	Boston Housing Authority Monitoring Committee	Managerial	Housing & Land Use	9	2	22.2%	9	0	0%
	Resident Advisory Board	Advisory	Housing & Land Use	30	6	20.0%	30	3	10.0%
<b>Mayor's Office</b>									
Law	Boston Elections Commission	Regulatory	Other	4	0	0.0%	4	0	0%
<b>Operations and Administration</b>									
Human Resources	Boston Compensation Advisory Board	Advisory	Other	5	0	0.0%	5	0	0%
Property and Construction Management	Residency Compliance Commission	Regulatory	Economic Development	7	0	0.0%	7	1	14.3%
<b>Schools</b>									
Public Schools	Boston School Committee	Managerial	Education	7	1	14.3%	7	2	28.6%
	Boston School Committee Nominating Panel	Advisory	Education	-	-	-	13	2	15.4%
<b>Streets, Transportation and Sanitation</b>									
Public Works	Freedom Trail Commission	Managerial	Other	4	0	0.0%	5	0	0%
Public Works	Off-street Parking Facilities Board	Managerial	Other	-	-	-	3	0	0%
Public Works	Public Improvement Commission	Regulatory	Other	-	-	-	4	0	0%

Cabinet / Department	Boards and Commissions	Type	Area	2014			2017 <sup>26</sup>		
				# of Seats	# Latin@s	% Latin@	# of Seats	# Latin@s	% Latin@
Boston Water and Sewerage Commission	Boston Water and Sewer Commission Board of Commissioners	Managerial	Other	3	0	0.0%	3	0	0%
<b>Other Agencies</b>									
Boston Finance Commission	Boston Finance Commission Board of Commissioners	Managerial	Other	5	0	0.0%	5	0	0%
Boston Groundwater Trust	Boston Groundwater Trust-Trustees	Advisory	Housing & Land Use	-	-	-	12	0	0%
Boston Licensing Board	Licensing Board for the City of Boston	Regulatory	Economic Development	3	1	33.3%	3	0	0%
Mass. Water Resources Authority	Mass. Water Resources Authority Board of Commissioners	Managerial	Other	-	-	-	11	1	9.1%
				395	28	7.1%	467	24	5.1%
<b>KEY</b>	Salmon: Independent or Quasi-independent Agency								
	Light Grey Inactive								

TABLE 7.

**PROPORTION OF LATIN@ APPOINTEES ON ACTIVE BOARDS AND COMMISSION BY TYPE OF BOARD OR COMMISSION. CITY OF BOSTON, 2014 AND 2017**

TYPE	2014			2017			
	# SEATS	# LATIN@S	% LATIN@S	# SEATS	# LATIN@S	% OF LATIN@ APPOINTEES ON ENTITIES OF THIS TYPE	% OF ALL APPOINTEES ON THIS B&C TYPE WHO ARE LATIN@S
Advisory	152	10	6.6%	119	6	25.0%	5.0%
Managerial	76	10	13.2%	119	12	50.0%	10.1%
Regulatory	115	6	5.2%	178	5	20.8%	2.8%
Non-profit	26	2	7.7%	20	0	0.0%	0.0%
Trustee	22	0	0.0%	31	1	4.2%	3.2%
<b>Sum</b>	<b>395</b>	<b>28</b>	<b>7.1%</b>	<b>467</b>	<b>24</b>	<b>100.0%</b>	<b>5.1%</b>

**Note:** Background data for this table appear above in Table 6. Latin@ Participation in Active Boards and Commissions. City of Boston, 2014 and 2017.

TABLE 8.

**LATIN@ PARTICIPATION IN ACTIVE BOARDS AND COMMISSIONS BY AREAS RELEVANT TO THE LATIN@ POPULATION. CITY OF BOSTON, 2014 AND 2017**

Type	2014				2017			
	# Entities	# seats	# Latin@s	% Latin@s	# Entities	# seats	# Latin@s	% Latin@s
Education	3	23	3	13.0%	4	36	5	13.9%
Housing and Land Use	19	142	12	8.5%	21	200	6	3.0%
Economic Development	5	27	2	7.4%	7	37	3	8.1%
Subtotal	27	192	17	8.9%	32	273	14	5.1%
Entities with No Policy Code	20	203	11	5.4%	27	194	10	5.2%
<b>Total</b>	<b>47</b>	<b>395</b>	<b>28</b>	<b>7.1%</b>	<b>59</b>	<b>467</b>	<b>24</b>	<b>5.1%</b>

**Note:** Background data for this table appear above in Table 6. Latin@ Participation in Active Boards and Commissions. City of Boston, 2014 and 2017.



TABLE 9.  
**VACANCIES ON ACTIVE BOARDS AND COMMISSIONS IN AREAS RELEVANT TO LATIN@  
NEEDS. CITY OF BOSTON, 2017**

Area	Board / Commission	Number of Vacancies
<b>Housing &amp; Land Use</b>	Aberdeen Architectural Conservation District	2
	Back Bay Architectural District	2
	Back Bay West / Bay State Road Conservation District	2
	Bay Village Historical District	2
	Boston Landmarks Commission	4
	Fort Point Channel Landmark District	2
	Mission Hill Triangle Architectural Conservation District	5
	South End Landmark District	1
	St. Botolph Architectural Conservation District	3
	Zoning Board of Appeals	5
<b>Economic Development</b>	Boston Employment Commission	2
<b>Other</b>	Animal Control Commission	2
	Boston Arts Commission	1
	Boston Cultural Council	1
	Boston Disability Advisory Committee	3
	Boston Finance Commission Board of Commissioners	5
	Boston Human Rights Commission	7
	Boston Waterways Board	1
	Fund for Parks and Recreation, Inc.	1
	Public Improvement Commission	1
	Trustees of Charitable Donations to Inhabitants of Boston	4
<b>Total</b>		<b>56</b>

There are a total of 56 unfilled seats on Boston boards and commissions, but these vacancies present modest opportunities to increase Latin@ leadership. Close to half (26) of the unfilled seats are on entities that do not focus in substantive areas of import for Latin@ communities. Of the 28 openings on Housing and Land Use-related bodies, 75% of the openings are for alternate seats.

**In sum...**

Latin@ appointees in Boston are few in number relative to the presence of Latin@s in the population. Among executive positions, an increase from five to seven Latin@ executives was achieved largely through the presence of a concentration of Latin@ leaders in the Health and Human Services cabinet, in which has a Latin@ sits at the helm and

five of seven department head positions are held by Latin@s. The extent to which this concentration represents movement toward a “critical mass” of Latin@ leaders, with the capacity to shape agency policy and practice to be responsive to the needs of Latin@ communities, is explored in our interview findings. There are no Latin@ leaders in the critical areas of education and economic development and just one working in the areas of housing and land use. On boards and commissions, the story is of a small number of Latin@ appointees spread thinly across a minority of entities. While Latin@s are dotted among a substantial number of managerial entities, they have scant presence on regulatory and fund-allocating bodies. There is a somewhat stronger presence of Latin@s on education-related entities, but scant other evidence of growing Latin@ leadership in municipal areas of particular importance for Latin@ communities.

# Chelsea's Latin@ Representation

Since 1994, when the City of Chelsea emerged from several years of a receivership imposed by the Commonwealth, the city has operated under a City Manager, hired by the City Council. The City Manager is charged with supervising an array of city departments as they implement the policies developed by the City Council. In the period covered by this report, the City experienced a transition in leadership at both levels of this City Council/City Manager government in Chelsea. For one, Jay Ash, the long-time City Manager, assumed a position as Secretary of Housing and Economic Development for the State of Massachusetts in December 2014 after 14 years at the helm of city government in Chelsea. Tom Ambrosino, the former Mayor of Revere, assumed the management of the city in the summer of 2015. And on the City Council end, the elections of November of 2015 swept in a majority of Latin@s in both the City Council and the School

Committee. For the first time, the majority Latin@ city of Chelsea also boasted a majority Latin@ elected city government.

During these years of transition, Latin@ representation in appointed positions in city government has improved slightly. As Table 9 shows, there have been increases in the representation of Latin@s both in executive positions and on boards and commissions. In 2017, 24% of executive positions and 12.5% of the seats on boards and commissions are held by Latin@s, up from 16% and 9.6% respectively just three years ago. However, these compare to a proportion in the population of 62.1% in 2014 and 64.2% in 2017, showing that in both periods, reflective representation in executive positions and on boards and commissions remains an aspiration for Latin@s in Chelsea.

TABLE 10.  
**LATIN@ REPRESENTATION IN EXECUTIVE POSITIONS AND BOARDS AND COMMISSIONS. CITY OF CHELSEA, 2014 AND 2017**

	2014			2017		
	# of Positions or Seats	# of Latin@ Appointments	% of Appointees who are Latin@	# of Positions or Seats	# of Latin@ Appointments	% of Appointees who are Latin@
Latin@ Population of Chelsea	62.1% <sup>1</sup>			64.2% <sup>2</sup>		
Executive Positions	25	4	16.0%	25	6	24.0%
Boards and Commissions	94	9	9.6%	88	11	12.5%

**Note:** (1) U.S. Decennial Census, 2010 (2) American Community Survey, 5 Year Estimates, 2011–2015





## Reflective Representation in Executive Positions

Although there has been progress in the number of appointments to executive positions as a result of the ascent of the well-liked City Manager Ambrosino, the progress has been limited. The transition from Ash to Ambrosino brought in eight new hires across the top levels of city government. Only one of these was Latin@: City Clerk Janette Jeanette Cintron White. Table 9 shows that

Latin@ representation in executive positions in the City has indeed improved, but that it

has done so primarily as the result of her appointment. In addition to being City Clerk, she heads the Department of Licensing, Permitting and Consumer Affairs. So, singlehandedly, her appointment moved the percentage of Latin@ executive appointees from 16% to 24% from 2014 and 2017.

As of 2017, the City of Chelsea boasts six executive positions held by Latin@s. Of these, as Tables 10 and 11 show, four are heads of city departments (the City Clerk, and the heads of the Departments of Health and Human Services, IT Services, and Licensing, Permitting and Consumer Affairs).

TABLE 11.

**EXECUTIVE POSITIONS AND LATIN@ APPOINTMENTS TO EXECUTIVE POSITIONS.  
CITY OF CHELSEA, 2014 AND 2017**

Agency / Department	2014		2017			
	Occupant	Latin@	Occupant	Latin@	Appointed '14-'17	Latin@ Appointed '14-'17
City Manager	Jay Ash		Thomas Ambrosino			
Chelsea Housing Authority	Albert Ewing		Albert Ewing			
Chelsea Public Schools	Sup. Mary Bourque		Sup. Mary Bourque			
City Clerk	Deborah Clayman		Jeanette Cintron White			
Finance Department						
Assessor	Steve Roche		Mary Lou Ireland			
City Auditor	Ed Dunn		Ed Dunn			
Procurement	Dylan Cook		Dylan Dook			
Treasurer/Collector	Robert Boulrice		Robert Boulrice			
Department of Health and Human Services	Luis Prado		Luis Prado			
Public Library	Sarah Gray		Sarah Gray			
Health Department	Luis Prado		Luis Prado			
Elder Services	Tracy Nowicki		Tracy Nowicki			
Veterans Services	Francisco Toro		Francisco Toro			
Chelsea Community Schools	Beatrice Cravatta		Beatrice Cravatta			
Human Resources	Robert Joy		Diane Carey			
IT Services Department	Ramon Garcia		Ramon Garcia			
Inspectional Services Department	Joseph Cooney		Mike McAteer			
Law Department	Cheryl Watson Fisher		Cheryl Watson Fisher			
Licensing, Permitting and Consumer Affairs	Deborah Clayman		Jeanette Cintron White			
Planning and Development Department	John DePriest		John DePriest			



Agency / Department	2014		2017			
	Occupant	Latin@	Occupant	Latin@	Appointed '14-'17	Latin@ Appointed '14-'17
Public Safety						
Emergency Management, E-911	Allan Alpert		Allan I. Alpert			
Fire	Robert Better		Leonard Albanese			
Police	Brian Kyes		Brian Kyes			
Public Works Department	Joe Foti		Bertram Taverna			
Retirement	David Pickering		Barbara A O'Brien			
<b>Total</b>	<b>25</b>	<b>4</b>	<b>25</b>	<b>6</b>	<b>8</b>	<b>2</b>
<b>Percent</b>		<b>16.0%</b>		<b>24.0%</b>	<b>32.0%</b>	<b>25.0%</b>

**Notes:** (1) City Manager position is included in totals because this is an appointed position. (2) Chelsea Housing Authority and the Chelsea Public Schools are independent agencies each with an independent appointing authority and process. Only top administrators are listed in this table. (3) The column labeled "Appointed '14-'17" tallies those current position holders who were appointed between March '14 and March '17.

This represents the doubling of Latin@ presence at this level, although the increase is accounted for solely by the appointment of Ms. Cintron White. Two sub-departments are led by Latin@s: one each in the Health Department and the Department of Veteran Affairs. The proportion of Latin@s at this level has remained unchanged from 2014. Both sub-departments headed by Latin@s are part of the Department of Health and Human Services, which is led by a Latin@ executive, Luis Prado.

TABLE 12.

**EXECUTIVE POSITIONS AND LATIN@ APPOINTMENTS TO EXECUTIVE POSITIONS BY LEVELS OF APPOINTMENT. CITY OF CHELSEA, 2014 AND 2017**

	2014			2017		
	Number of Positions	Latin@s Appointed	Percentage of Appointees Who Are Latin@	Number of Positions	Latin@s Appointed	Percentage of Appointees Who Are Latin@
<b>Heads of City Departments or Independent Agencies</b>	20	2	10%	20	4	20%
<b>Heads of Sub-Departments</b>	5	2	40%	5	2	40%
<b>Total</b>	<b>25</b>	<b>4</b>	<b>16.0%</b>	<b>25</b>	<b>6</b>	<b>24.0%</b>

**Notes:** (1) City Manager position is included in totals because this is an appointed position. (2) Chelsea Housing Authority and the Chelsea Public Schools are independent agencies each with an independent appointing authority and process. Only top administrators are listed in this table



TABLE 13.  
**EXECUTIVE POSITIONS AND LATIN@ APPOINTMENTS TO EXECUTIVE POSITIONS  
 IN AREAS MOST RELEVANT TO LATIN@ NEEDS. CITY OF CHELSEA, 2017**

	2017		
	Number of Positions	Latin@s Appointed	Percentage of Appointees Who Are Latin@
Education	2	0	0
Housing and Land Use	4	0	0
Economic Development	1	0	0
Subtotal	7	0	0
Other Positions	21	6	28.6%
<b>Total</b>	<b>25</b>	<b>6</b>	<b>24.0%</b>

**Notes:** Background data for this table appears in Appendix 7.

### Representation in critical areas:

The demographic analysis of Chelsea’s Latin@ population presented previously, leads to similar areas of need as we observed in Boston. Housing was frequently mentioned by Chelsea interviewees as an area of grave concern due to the increasing cost of housing that has accompanied gentrification in Chelsea. Similarly, education, long a focus of attention and activism in Chelsea, remains a priority, particularly the situation of immigrant students and the perilously high dropout rate among Chelsea high schoolers. Overall economic development, jobs, and small business development are also priorities for Chelsea Latin@s. Table 12 shows the representation of Latin@s in executive positions in these critical areas. As can be observed, none of the Latin@s currently in an executive position in the City has responsibility over any of these areas (although about half can be found in another area of priority, Health and Human Services).

### Reflective Representation in Boards and Commissions

The Charter for the City of Chelsea describes in detail the boards and commissions that support

and guide the work of city government. Nineteen boards and commissions are specified; of these fifteen are active at the time of our review. The listing of active boards appears in Table 13. The table also indicates the department responsible for the work of the board, the type of board, the board’s area of focus, and, for both 2014 and 2017, the number of seats available and the number of seats occupied by Latin@ appointees.

The sole appointing authority for all except two boards and commissions is the City Manager in consultation with the City Council and appropriate agency departments. In the case of the Board of Commissioners of the Chelsea Housing Authority and the Economic Development Board, the Governor and the Executive Office of Housing and Economic Development, respectively, also have a role in appointments. For those where the City Manager is the appointing authority, candidates can submit letters of interest and qualifications to the Head of the appropriate department or directly to the City Manager. After a due diligence review, the candidate may be interviewed and, if approved, the City Manager submits the name to the City Council for review. The Council has 30 days to reject the appointment, which becomes official if the Council does not veto it.<sup>20</sup>

<sup>20</sup> The Charter of the City of Chelsea is clear on the role of the City Manager as the sole appointing authority for all boards and commissions, called Multiple-Member Bodies in the Charter, and the consultation required with the City Council, who in essence has veto power: “The City Manager appoints all members of multiple-member bodies; provided, however, that appointments made by the City Manager shall become effective on the 30th day following the day on which notice of the proposed appointment is filed with the City Council, unless the City Council shall within such period by majority of the full City Council vote to reject such appointment or has sooner voted to affirm it.”(Sect1.03) [https://www.municode.com/library/ma/chelsea/codes/code\\_of\\_ordinances?nodeId=PTIICOOR\\_APXAADCO\\_INREAU](https://www.municode.com/library/ma/chelsea/codes/code_of_ordinances?nodeId=PTIICOOR_APXAADCO_INREAU)



TABLE 14.  
**LATIN@ PARTICIPATION IN ACTIVE BOARDS AND COMMISSIONS.  
CITY OF CHELSEA, 2014 AND 2017**

City Manager / Department	Boards and Commissions	Type <sup>1</sup>	Area	2014			2017		
				# of Seats <sup>2</sup>	# Latin@s <sup>3</sup>	% Latin@	# of Seats <sup>2</sup>	# Latin@s <sup>3</sup>	% Latin@
City Manager	Affordable Housing Trust Fund Board	Trust	Housing and Land Use	7	0	0	7	1	14.3%
Chelsea Housing Authority	Board of Commissioners	Managerial	Housing and Land Use	5	1	20%	5	1	20%
City Clerk / Parking Clerk	Board of Registrar of Voters	Managerial and Regulatory	Other	4	0	0	4	1	25%
	Traffic and parking Commission	Advisory and Regulatory	Other	5	1	20%	5	1	20%
Finance	Board of Assessors	Advisory and Regulatory	Other	3	0	0	3	0	0%
Health and Human Services	Cultural Council	Advisory and Managerial	Other	5	0	0	5	0	0%
	Board of Trustees of the Chelsea Public Library	Advisory	Other	7	0	0	7	1	14.3%
	Board of Health	Advisory and Regulatory	Other	5	0	0	5	1	0%
	Council on Elder Affairs	Advisory	Other	17	1	5.9%	11	2	18.2%
	Community School Advisory Board	Advisory	Education	9	2	22.2%	9	1	11.1%
Licensing, Permitting and Consumer Affairs	Licensing Commission	Advisory and Regulatory	Other	5	2	40.0%	5	1	20%
Planning and Development Department	Conservation Commission	Advisory and Regulatory	Other	5	0	0	5	0	0%
	Economic Development Board	Advisory, Managerial, and Regulatory	Economic Development & Jobs	5	0	0	5	0	0%
	Planning Board	Advisory and Regulatory	Housing and Land Use	9	1	11.1%	9	0	0%
	Zoning Board of Appeals	Advisory Regulatory	Housing and Land Use	3	1	33.3%	3	1	33%
<b>Total</b>				<b>94</b>	<b>9</b>	<b>9.6%</b>	<b>88</b>	<b>11</b>	<b>12.5%</b>

**Notes:**

<sup>1</sup> In some cases, the charter of the City of Chelsea listed multiple types for a single board or commission. We chose to count these under the type that represented the highest level of authority. They are marked in bold in this table.

<sup>2</sup> Source for information is [www.municode.com/library/ma/chelsea/codes/code\\_of\\_ordinances?nodeId=PTIICOOR\\_APXAADCO\\_PTIIMUMBAPOR\\_S18.00CHAFHOTRFUBO](http://www.municode.com/library/ma/chelsea/codes/code_of_ordinances?nodeId=PTIICOOR_APXAADCO_PTIIMUMBAPOR_S18.00CHAFHOTRFUBO)

<sup>3</sup> Latin@ appointees were identified by observing Spanish names in the website for boards and commissions operated by the City of Chelsea and then checking for accuracy in discussions with community-based organizations in the City.



From 2014 to 2017, the number of available seats on boards and commissions declined due to a reduction in seats from 17 to 11 in the Council of Elder Affairs, which was approved by the City Council in 2016. In that period, the number of Latin@s appointed increased from 9 in 2014 to 11 in 2017; in 2017, 12.5% of the seats on boards and commissions are occupied by an appointee who is Latin@, an increase of almost 3 percentage points since 2014. However, except for the Council of Elder Affairs, where two Latin@s hold seats, none of the 10 boards and commissions where Latin@s hold seats has more than one Latin@. In 2014, two boards had more than one Latin@ appointee: the Community Schools Advisory Board and the Licensing Commission.

Representation on Different Types of Boards and Commissions: Of the 15 active boards and commissions in Chelsea, the largest number (9) are boards whose main function is regulatory,

followed by advisory (3), managerial (2), and trusts (1). Table 13 shows the type assigned to each board/commission and Table 15 summarizes this data, showing in addition the percentage of all appointees who are Latin@ and the percentage of all Latin@ appointees sitting in each type of board or commission.

In 2017, Latin@s hold seats across all types of boards and commissions in Chelsea, an improvement over 2014, when there were no Latin@s represented in trusts. The largest proportion of Latin@ appointees (45.4%) serve on regulatory boards, which is a type of board that exerts considerable responsibility in its area. But this represents a decline from the 55.6% of Latin@s who served in regulatory boards in 2014. The second largest group of Latin@ appointees (36.4%) serve on advisory boards, representing a slight increase from their density in this type in 2014. Just over 9% of Latin@s serve in both trusts and on managerial boards.

TABLE 15.

**PROPORTION OF LATIN@ APPOINTEES IN ACTIVE BOARDS AND COMMISSIONS BY TYPE OF BOARD OR COMMISSION. CITY OF CHELSEA, 2014 AND 2017**

Type1	2014					2017			
	# of B&C	# of Seats	# of Latin@s	% Latin@	% of Latin@ appointees	# of Seats	# of Latin@s	% Latin@	% of Latin@ appointees
Advisory	3	33	3	9.1%	33.3%	27	4	14.8%	36.4%
Managerial	2	5	1	20.0%	11.1%	5	1	20.0%	9.1%
Regulatory	9	49	5	10.2%	55.6%	49	5	10.2%	45.4%
Trust	1	7	0	0%	0	7	1	14.3%	9.1%
<b>All B&amp;C</b>	<b>15</b>	<b>94</b>	<b>9</b>	<b>9.6%</b>	<b>100%</b>	<b>88</b>	<b>11</b>	<b>12.5%</b>	<b>100%</b>

Source: Table 4

Representation in critical areas: In this report, supported by interviews in both Chelsea and Boston, we focus on housing and land use, education, and economic development (jobs and small business development) as critical areas for Latin@s in a region marked by a strong polarization of economic opportunity and gentrification.

Interviews conducted for this study showed

that, although Chelsea has a high proportion of Latin@ homeowners, the potential displacement of the Latin@ renters is a major concern due to the strong force of gentrification in the city. One interviewee related examples of families doubling and tripling up in small apartments, where at times porches without bathrooms were used for housing, even in the winter. Of the 15 boards and commission that are active in Chelsea today, 4 focus on housing



and community development: the Affordable Housing Trust, the Chelsea Housing Authority Board of Commissioners, the Planning Board, and the Economic Development Board. One board focuses on education and one on economic development. In the housing and land use area, Latin@s hold 14.3% of the available seats, an improvement over 2014 where they accounted

for less than 10% of the appointees. They are absent, though, from the critical Planning Board, which develops and oversees a vision for physical and social development of the City, including new construction and development. In the board focused on economic development, Latin@s are absent. This board maps the strategy for economic development including urban renewal.

TABLE 16.

**LATIN@ PARTICIPATION IN ACTIVE BOARDS AND COMMISSIONS BY AREAS RELEVANT TO LATIN@ NEEDS. CITY OF CHELSEA 2017**

	# of B&C	2014				2017			
		# of Seats	# of Latin@s	% Latin@	% of Latin@ Appointees	# of Seats	# of Latin@s	% Latin@	% of Latin@ Appointees
Education	1	9	2	22.2%	22.2%	9	1	11.1%	9.1@
Housing and Land Use	4	21	2	9.5%	22.2%	21	3	14.3%	27.3%
Economic Development	1	5	0	0.0%	0	5	0	0.0%	0
Other	9	59	5	8.5%	55.6	53	7	13.2%	63.6%
<b>Total</b>	<b>15</b>	<b>94</b>	<b>9</b>	<b>9.6%</b>	<b>100%</b>	<b>88</b>	<b>11</b>	<b>12.5%</b>	<b>100%</b>

**Note:** Background data for this table appears above in Table 14. Latin@ Participation in Active Boards and Commissions. City of Chelsea, 2014 and 2017.

In education, both the data presented previously and the interviews conducted for this study revealed that there were strong concerns as well. The situations of unaccompanied immigrant children and English Language Learners were often mentioned as were the high dropout rates in the district’s schools. Chelsea’s elected School Committee, now majority Latin@, provides opportunities for a strong voice in setting policy that affects the education of Latin@ children. However, the only board whose mandate is related to education is the Community Schools Advisory Board, which has one Latin@ member.

In Chelsea the area of economic development and jobs is guided by the Economic Development Board, charged with advising and assisting in the preparation of economic development plans and initiatives

as well as overseeing the implementation of projects directed to promote the growth of local businesses. There are no Latin@s on this important board.

Opportunities for increasing Latin@ participation are available in the number of vacancies that exist currently on boards and commissions, including those that address these critical areas. Table 8 shows the boards and commissions with vacancies. The Planning Board, the Economic Development Board, the Conservation Commission, and the Board of Health—none of which have Latin@ representation—have vacancies that could accommodate Latin@ voices in areas of high interest for Latin@s. Vacancies on the Chelsea Community Schools Advisory Board and the Council of Elder Affairs offer additional opportunities for increasing Latin@ participation.



TABLE 17.  
**VACANCIES IN ACTIVE BOARDS AND COMMISSIONS IN AREAS RELEVANT  
 TO LATIN@ NEEDS. CITY OF CHELSEA, 2017**

Area	Board / Commission	Number of Vacancies
Education	Chelsea Community Schools Advisory Board	5
Housing and Land Use	Planning Board	1
Economic Development	Economic Development Board	1
Other	Council of Elder Affairs	1
	Board of Health	1
	Conservation Commission	2
<b>Total Vacancies</b>		<b>11</b>

**In Sum...**

There is no doubt that there has been improvement in the overall representation of Latin@s in executive positions and on boards and commissions in Chelsea. The presence of a new Latin@ City Clerk—whose influence extends across several areas of city government—is an important addition. But it is the only addition at this level since 2014. There has also been improvement in Latin@ participation in boards and commissions, but concerns remain here as well. The incomplete representation of Latin@s across boards (5 five do not have any Latin@ representation at all) is an important gap in a meaningful representation by Latin@s in critical areas such as city planning and economic development. The sparse representation within the boards where Latin@s are present is also a concern. Meaningful participation—one that has impact in changing the conditions of the life of city—often requires more than one representative with expertise and experience on the needs and perspectives of Latin@s. This is especially a concern in a city where Latin@s account for most of the population.

Although the focus of this report is on appointed positions, the fact is that the story of Latin@ participation in city government in Chelsea would not be complete without a

mention of the tremendous electoral advances wielded by this community in the last two years. Today, as a result of the November 2015 elections, 7 seven of 11 City Council members are Latin@s, as are 5 five of 9 nine School Committee members. In all, 55% of all elected officials in Chelsea are Latin@ compared to 20% in 2014. Interviews of Chelsea activists and appointees point out that this is a diverse group of officials in terms of gender, nationality, ideology, time in the community, and perspective. Nevertheless, activists report that candidates felt challenged to run by the opening offered by the change in government in Chelsea, by the broad-based support of the community, and, as one community leader expressed, by the evident need “to elevate activism into the arena of power” in the city. Although this was not the first instance of Latino representation in the electoral arena in Chelsea, such an overwhelming electoral success in 2015 has created significant expectation. Activists and elected officials point to successes such as the Community Preservation Act and the city’s activism in defense of immigrants as results of this electoral success. Yet to be seen in the effect of this change on the integration of Latin@s in other areas of city government such as positions of leadership in the management of the city and representation in the city’s boards and commissions.



TABLE 18.  
**ELECTED OFFICIALS, CITY OF CHELSEA, 2014 AND 2017**

2014		2017	
Members	Latin@	Members	Latin@
<b>City Council</b>			
Leo Robinson		Leo Robinson	
Calvin Brown		Roy Avellaneda	
Brian Hatleberg		Damary Vidot	
Paul Murphy		Paul Murphy	
Christopher M Cataldo		Luis Tejada	
Matthew R Frank		Matthew R. Frank	
Paula Barton		Enio A. Lopex	
Joseph Perlatonda		Judith A. Garcia	
Giovanni Recupero		Giovanni Recupero	
Clifford J Cunningham		Yamir G. Rodriguez	
Daniel B. Cortell		Daniel B. Cortell	
<b>Total</b>	<b>11</b>		<b>11</b>
<b>% Latin@</b>	<b>0.0%</b>		<b>54.5%</b>
<b>School Committee</b>			
Shawn O'Regan		Shawn O'Regan	
Rosemarie Carlisle		Rosemarie Carlisle	
Jeanette Velez		Jeanette Velez	
Carlos J Rodriguez		Richard Maronski	
Lucia Henriquez		Diana Maldonado	
Lisa Lineweaver		Joseph Pereira	
Ana Hernandez		Ana Hernandez	
Charles Klaunder		Kelly Garcia	
Edward Ellis		Yessenia L. Alfaro-Fernandez	
<b>Total</b>	<b>9</b>		<b>9</b>
<b>% Latin@</b>	<b>44.4%</b>		<b>55.6%</b>
<b>% of all Chelsea Elected Officials who are Latin@</b>	<b>20%</b>		<b>55%</b>

## Municipal Strategies for Inclusion: Boston and Chelsea

Boston and Chelsea city government leaders expressed support for inclusive city governments and for the increased participation of Latin@s in city affairs. To ascertain city efforts in this direction, we held broad discussions with leaders and with staff in both cities. All recognized that Latin@ inclusion was not yet reflective of the population of Latinos in their respective cities and discussed barriers and the strategies the City is implementing to address the gap in participation.

In the City of Boston, leaders pointed to the need to better understand the racial and ethnic composition of the municipal workforce and to identify and address barriers to employment of residents of color. These efforts have an institutional home in the Mayor's Office of Diversity, which is charged with developing hiring processes that open opportunities and advancement to under-represented demographics. Strategies being developed or implemented during the spring of 2017 include:





- Centralized workforce data reporting across all departments, along with a “diversity dashboard” tool that a) creates transparency about the administration’s efforts to diversify the workforce and b) produces quarterly reports on hiring statistics for each department.
- Collaboration between the Office of Diversity and the Human Resources Department in hiring processes with the objective of addressing recruitment challenges.
- Collaboration between the Office of Diversity and the Mayor’s Press Office to expand recruitment outreach by using more social media, reaching out to community leaders, and broadcasting through radio, print, and TV, with a special interest in ethnic media.
- A review of hiring policies to ensure they do not allow for discrimination.
- Looking for opportunities to incorporate implicit bias training for the municipal workforce.
- Developing employee engagement surveys that will collect feedback directly from municipal employees on challenges they experience in the workplace.

Two new officials—a Diversity Recruitment Officer & Exam Administrator in the Police Department and a Diversity Officer in the Fire Department—have been hired to address issues of inclusion in recruitment and hiring. In addition, there have been mayoral actions aimed at increasing diversity in the municipal workforce. One was an executive order to increase subcontracting with minority- and women-owned businesses (issued February 2016).<sup>21</sup> Another was an initiative to strengthen the provisions of the Boston Residents Job Policy administered by the

Boston Employment Commission as “part of an ongoing effort to create more employment opportunities for Boston residents, persons of color and women” (announced in December 2016).<sup>22</sup>

These efforts reflect support for the idea of including more Latin@s in the municipal bureaucracy. However, there is not yet a particular effort to increase Latino leadership as part of governing in a way that can better address the challenges facing Latino communities. Nor are there explicit strategies in place to support existing Latino appointees in adopting an advocacy role or becoming active representatives of Latino communities.

The City of Chelsea is wrestling more directly with the challenges and opportunities that a largely Latin@ city represents to a mostly non-Latin@ city government. The challenge of communication and language is a major factor pushing Chelsea toward the inclusion of Latin@s within municipal government. There are so many residents who only or primarily speak Spanish that it is not possible to provide basic municipal services effectively with an English-speaking municipal staff.

The City is pursuing several approaches to Latino inclusion at all levels of the municipal workforce.

- A key strategy has been the establishment of strong relationships and good rapport with Latin@ community-based organizations and businesses. For examples, officials have reached out to organizations such as the Chelsea Collaborative to help the City attract Spanish-speaking job applicants for front-line / entry-level positions and to jobs that require the Civil Service Exam; to seek recommendations for candidates to fill openings on boards and commissions; and to promote job opportunities through Latin@ outlets and networks.

<sup>21</sup> See, <http://www.cityofboston.gov/news/Default.aspx?id=20529>

<sup>22</sup> See, <http://dailyfreepress.com/2016/12/02/mayor-walsh-announces-initiative-to-increase-job-opportunities/>



- There is a consistent focus from the City Manager on increasing Spanish language skills at all levels of the municipal workforce. Spanish-language skills are being added as a hiring requirement to a growing number of municipal positions. The importance and legitimacy of speaking Spanish have been established.
- There is an evolving, not yet formalized, framework that includes assessing leadership candidates who are not Latin@ in terms of their capacity to address the needs of the Spanish-speaking population. In hiring for upper-tier management positions, non-Latin@ candidates may be assessed in terms of whether they have the support of Latin@ communities; their understanding of the circumstances and needs of Latin@ communities; and their awareness of the necessity to engage Latin@ residents in learning about how government works and how to get involved.
- Some of the tools that are being utilized include: a consistent and clear focus on increasing Spanish language skills at all levels of the municipal workforce; on promoting job opportunities through Latin@ outlets and networks; on relationship building and the establishment of good rapport between community organizations and municipal staff; and on ensuring visibility on the part of the City Manager in Latin@ communities.
- Because Chelsea is a majority Latin@ city, the goals of resident employment and Latino inclusion are closely related. The City Manager's office is working to spread the message to residents that entry-level positions can be the start of stable long-term careers in municipal government.
- The City Manager strives to make himself,

and thus the city government, visible in Latin@ communities.

- Key among the challenges the City of Chelsea is wrestling with is identifying Latin@ professionals. City leaders report that identifying Latin@ professionals to fill high-skill positions is often not successful. This has moved the City to hire Latinos at more junior positions and then promote from within.

City leaders point to some important gains. For one, the importance and legitimacy of speaking Spanish has been established for a city where a large number of residents do not speak English. Hiring efforts have also increased, in part as a result of the City's partnership with Latino community-based organizations: among the gains have been a significant appointment in City Hall (the City Clerk, Jeannette Cintroón White); the hiring of Latin@ police officers (at least 10 out of a recent hire of 15 officers); and increasing presence of a strong second layer of Latin@ staff across the departments in City Hall.

The recent increase in Latin@ electoral power has been helpful in moving forward an agenda of diversity. Latin@s are building power in Chelsea, demonstrated by recent electoral gains, a policy victory (adoption of the Community Preservation Act), and anticipated growth of influence in the future (perhaps resulting in changes to the form of city government). In short, Latin@s are organized and are planning and executing strategies that the City responds to and incorporates. The combination of electoral gains, the community mobilization behind these gains, the intense interaction between the government of Chelsea and the Latin@ community, and a city administration squarely focused on both Latino inclusion and active representation of Latino communities presents an encouraging picture for possibilities in Chelsea.



# V. Perspectives and Experiences of Reflective and Active Representation:

## Interviews with Latin@ Appointees

In a carefully-targeted set of interviews we explored municipal goals and strategies for increasing Latin@ inclusion in leadership (i.e., passive representation) or the absence of such, and probed the opportunities and challenges for Latin@ bureaucrats to adopt an advocacy role on behalf of Latin@ communities (i.e., active representation). Among experts on representative bureaucracy, there is general concurrence that individual, organizational, and contextual circumstances shape whether bureaucrats act to benefit constituents and clients. Thus, while it matters that Latin@s be included, a range of factors determine whether bureaucrats will become advocates for others like themselves (Sowa & Selden, 2003).<sup>23</sup> The factors we focused on in interviews were designed to explore the extent to which appointees had the drive, discretion, supports, and community relationships to actively represent Latin@s.

- **Adoption of an advocacy role.** Whether an appointee sees it as relevant to adopt an advocacy role vis-à-vis Latin@ communities; the extent to which they see themselves as representatives of the Latin@ community or as bridges with the Latin@ community (Meier, 1993; Riccucci & Saidel, 1997; Sowa & Selden, 2003)
- **Formal expectations.** Whether an appointee

has the support of formal expectations to adopt an advocacy role on behalf of Latin@s or to advance equity, in terms of how the role is defined, explicit job duties, and the expectations of superiors (Meier, Wrinkle, & Polinard, 1999)

- **Internal and external political supports.** Whether an appointee participates in peer networks with other Latin@ leaders, or has other forms of professional support for adopting an advocacy role (Thompson, 1976)
- **Advocacy in hiring.** Whether an appointee is working to (and is in a position to) increase Latin@ inclusion at lower levels of the municipal hierarchy (Leal, Martinez-Ebers, & Meier, 2004; Meier, McClain, Polinard, & Wrinkle, 2004; Mitchell, 2011)
- **Available strategies.** The strategies an appointee uses, if any, to assume an active role in representing Latin@s (Brenner, 2009; Lim, 2006)
- **Connections to Latin@ communities and influence of mobilized constituencies.** The modes by which an appointee comes to understand the status and major challenges facing Latin@ communities; whether an appointee is faced with demands from community groups or comes to understand Latin@ community needs through engagement with mobilized constituents (Marvel & Resh, 2013)

<sup>23</sup> See the Appendices 1 and 2 for a) a brief narrative presentation and chart summary of this literature and b) the complete list of questions that guided interview discussions.

- **Challenges and opportunities.** The appointee's overall understanding of the challenges to and opportunities (including municipal strategies) for increasing Latin@ inclusion, and advocating for government that is responsive to Latin@ communities

Two group and nine individual interviews were conducted (one interviewee was interviewed twice) to explore these themes. Our sampling protocol focused on interviewees working in substantive areas seen to have particular resonance for Latin@ communities, drawing on wisdom from the literature which finds that bureaucrats are more likely to advocate to redress inequities when the agency's mission or impact has a clear relationship to a racial or ethnic group or to women (Wilkins & Keiser, 2006). Group interviews were held with the staff of the Chelsea Collaborative (also interviewed twice). Individual interviewees were Latin@s of varying ages and tenures: four from Chelsea and four from Boston; four men and four women; four appointees to executive positions, three appointees to boards or commissions, and one elected official. Interviewees in both cities were long-time residents and involved with community affairs before their appointments to city government. They were professionals with experience in their area of appointment in either government or nonprofit sectors.

### **The Challenges and Opportunities facing Latin@ Communities in Boston and Chelsea**

Latin@ interviewees raised several concerns regarding the state of Latin@ affairs in both cities. They made some reference to the fact that this is still a very impoverished community in terms of the official designation of such on the part of the federal government and in comparison to other groups in these cities. Unemployment and lack of occupational diversity are problems reflected in the hard numbers earlier, and also raised as concerns by some of the interviewees.

The most frequently mentioned issue facing

Latin@s is their potential displacement in view of the pressure of the current real estate market and the high percentage of renters in both communities. Gentrification looms large in both cities. People are extremely concerned about their loss of housing and community in the face of intense real estate activity on the part of the private market. The issue is talked about in Boston, and is just as intensely feared in Chelsea. Topics include rent increases, evictions, overcrowding as families double and triple up in small apartments, the ongoing challenges of development that serves upper-income residents and development processes that inadequately include community voices.

Concern about the future of Latin@ youth was also high. Interviewees in both cities underscored the fact that demography points to a Chelsea with greater numbers of young Latin@s based on the current age structure, a situation that is similar in Boston with its growing numbers of Latin@ and Black youth. In both cities, the public schools are majority Latin@ with a high proportion of English Language Learners and, in Chelsea, young immigrant students who are unaccompanied minors. There is some concern regarding the preparedness of both cities for this demographic revolution within a context of economic inequalities.

### **Active Representation of Latin@s**

The interviewees all believed that being Latin@ was indeed a factor in their appointments, but not the sole factor given their own professional experiences. In Boston, where the increase in appointments to executive positions has been significant, some interviewees believed that their appointments have helped the Walsh administration in several ways. First, they have helped position Mayor Walsh for leadership on a number of issues relevant to the Latin@ community. In one case, for example, the Mayor's national profile on immigration issues has increased. In another case, there is a perception that greater sensitivity to language access issues has risen in prominence



as consequence of Latin@ appointments. Some appointees felt that it is necessary to tread carefully as an appointee in attempting to govern with Latin@s as a core constituency. In Chelsea, top executive appointments have not increased by much but there exists much hope in the openness of the Ambrosino administration, in the growing number of lower-level Latin@ staff moving up in City Hall, and in the increasing electoral activism that led to a Latin@ majority in both the City Council and the School Committee. In both cities, there is recognition that having a Latin@ “chief” or department head makes a difference: it is under Chief Felix Arroyo in Boston and Department Head Luis Prado in Chelsea that most second-tier Latin@ executive appointments have taken place.

Most interviewees believed that they have a responsibility to advocate for the Latin@ community. Some Boston and Chelsea interviewees were quite passionate about this. One believes that their appointment was specifically to provide greater voice to Latin@ concerns. This interviewee emphasized that part of their responsibility is to remain aware of the changing needs of the Latin@ community, but in a way that makes government more responsive to all neighborhoods. Another described a range of strategies they use to make their agency more responsive to Latin@ clients and constituents (including the interviewee’s own presence as a Latin@ and knowledge about Latin@s communities, efforts to increase employees with Spanish language skills, collaboration with community partners), to change policies and practices at City Hall that result in fewer Latin@ hires, to stay up-to-date with expert knowledge about Boston Latin@ communities (through relationships with university researchers), and to build a talent pool of young Latin@ professionals (by creating city internships, mentoring students, and partnering with other Latin@ leaders in the municipal bureaucracy in advancing those goals). A third saw him/herself as advancing concerns that Latin@s shared with

other Boston communities of color as well as low-income Bostonians, including ensuring that they have a meaningful voice in city development processes and that development creates benefits beyond those for high-income residents. Finally, a young appointee in Chelsea saw clearly his/her role in connecting city resources to community resources and needs: “I make sure that the community is there and that their voice is heard and that their needs and their interest are also taken into consideration.”

But these were not universal positions. A senior appointee in Chelsea explained that although the appointee was Latin@ they had to make sure that things work for everyone by taking care of all in a way that recognized the different needs. In this way, they argued, he could take care of the needs of Latin@s when these were salient and the needs of others when those needed to be the focus of attention. Similarly, another senior leader, a former City Councilor and now an appointee to a board, perceived a difference in the dynamics of advocacy by elected versus appointed leaders. “Elected officials have constituencies,” in the case of appointments professional approaches should be most salient, explained the interviewee.

Even among those favoring an advocacy stance on the part of Latin@ appointees, advocacy wore many hats. For example, some interviewees explained that a discussion and substantive follow-through on diversity represents a public service and an advocacy activity. Others pointed out that greater Latin@ voice in city government can mean the asking of questions and the raising of issues that are linked to the well-being of the Latin@ community. Others saw that expertise on Latin@ issues was also an asset. For example, often the Latin@ community is perceived as ethnically and even racially monolithic; but this is clearly not the case and represents a cultural nuance that is often overlooked in the absence or low level of Latin@ representation.





Some interviewees reported that there was expectation on the part of some in the community that Latin@ appointees should be more responsive. But it was pointed out that Latin@ appointees should consider the nature of their positions and appointments as a way to help in wearing advocacy hats. It should be again noted that the interviewees, for the most part, all had earlier community experiences and thus were not unaware of some of the dynamics and concerns in the Latin@ community. We did not encounter any challenge to the idea that Latin@ appointees should be helping to connect the Latin@ community to City government.

Interviewees also offered that the City leaders although they may understand the connection between diversity and better government, may face important barriers. There still may be resistance to what mid- and lower level government workers think of the notion of diversity and how it can make local government more effective. They may see the continual calls for diversity as insensitive to their own roles and positions in that they may feel ignored. Another problematic issue is the relationship between greater Latin@ diversity as policy- and program-related, versus a narrow cultural dimension. In other words, some in government may see the call for greater Latin@ representation not in terms of its substantive implications for new, or stronger policies and programs, but simply as a way to bring into city government more Latin@ faces, primarily for showcasing. Interviewees urged that a narrative around diversity move beyond simply counting the number of Latin@ faces, although this is important.

Interviewees reported mixed feelings about internal support groups or supportive networks that could assist Latin@ appointees. There was a sense in both Boston and Chelsea that such networks were non-existent for many interviewees, who often had no appetite to create them. Other interviewees described supportive networks as critical, but officially unrecognized. Where they do exist, they are often lodged outside the city bureaucracy and may face difficulty in advancing an agenda

within the city structure. One Boston interviewee described the import of serving alongside others with ties to Boston communities of color and how it increases his resolve to push equity concerns and deepens his knowledge about the need to do so, though there was no plan to leverage this learning and joint action outside the commission where it occurred. Another described coordinated efforts among Latin@ leaders to create templates for process reforms that could remove barriers to hiring more Latin@s and other residents of color, but they are essentially blocked in implementing these strategies. Networking around cultural issues such as Latin@ Heritage Month creates visibility for Latin@s within City agencies, but is not in itself a substantial change strategy. At the same time, interviewees highlighted external networks that have been helpful to them as Latin@ professionals. It should be noted that some interviewees have participated in supportive networks outside of City government, but this is something that is viewed as part of their professional responsibilities. One interviewee noted that it is common today for the corporate sector to encourage and help sustain supportive affinity groups, or spaces for networking. Local government should follow this example given the important role of mentoring among professionals.

## Challenges

Interviewees mentioned other issues that represent barriers to Latin@ inclusion in City government. One entails the superficial understanding of the diversity of the Latin@ community itself. This is not a monolithic community in terms of race, ancestry, class, and socio-economic status. Another observation offered by some of the interviewees, particularly those from Boston, is that the City may sometimes lump all groups of color under a racial equity framework, which may disadvantage various groups, especially Latin@s. It means that “communities of color,” though a powerful organizing narrative, can minimize why it is critical to enhance the presence and voices of Latin@s

in City government. This is especially problematic because the tapping of Latin@ voices can be discouraged. This scenario is worsened when the narrative under a racial equity framework is limited to a White–Black dimension that overlooks a growing group like Latin@s. Another negative side effect is that individual Latin@s can be tokenized, expected to speak for all Latin@s and to be at any community meetings involving Latin@s, but perhaps not having decision-making power over a range of issues that may arise.

Beyond a socio-economic profile that raises questions about the efficacy of some policies and programs, there was concern about the closing or lack of capacity on the part of Latin@-based community organizations. This sector is perceived as critical for connecting government and community services, but there is a sense that the sector has been weakened over the years. A similar observation was made about Latin@ businesses in Boston. While Latin@ businesses are prominent in some localized places, for the most part there is not a huge presence given the growing Latin@ community in this City.

## Influence of Mobilized Constituencies

There was some critique of Latin@ community-based leadership and activism along several dimensions. One person believes that immigration has become too identified as exclusively Latin@, perhaps discouraging bridge-building with other communities. An interviewee believed that the Latin@ community was not pushing hard enough, politically speaking, around specific policies or programs they may wish the City to adopt. One interviewee commented on the problem of “old guard-ism” in the Latin@ community, that is, younger professionals not feeling that they can work with longtime leaders who are set in their ways. Too many times, the same individuals are turned to for advice regarding the Latin@ community at the cost of overlooking younger and emerging talent, signaling a need to ensure a more collective voice between these two sectors.



Some interviewees spoke of the competition for leadership among Latin@ subgroups and those with different ideological perspectives. This diversity means that the demand by non-Latin@s for “one Latin@ voice,” or opinion, is often a problematic proposition. At the same time, this becomes a reason for greater Latin@ diversity in City government; the latter becomes a tool for ensuring that Latin@ representation reflects a range of experiences in this community.

All the interviewees offered some ways in which the Latin@ community can have greater voice in governmental decision-making. One Boston interviewee focused on the building of electoral power, and most importantly, voter registration. In Chelsea, the concern focused on the capacity of the recently elected Latin@ City Councilors to avoid competition and work collaboratively toward community goals. Another suggestion had to do with the need, not just for greater vigilance regarding the policies and programs that are adopted and how they may or may not serve the Latin@ community, but also awareness about how the policies and programs are implemented.

Finally, respondents felt that the Latin@ community needed to control the civic narrative regarding Latin@ representation in city governments. Perhaps more cohesive strategies built around specific goals and visions could galvanize support for greater Latin@ representation. This would also help bridge the many differences within the Latin@ community and support the development of a broader and more encompassing Latin@ agenda.

### **Latin@ Representation Moving Forward...**

Interviewees offered thoughts about how to increase and enhance the quality of Latin@ representation in both city halls. Some frustration was expressed regarding the potential for Boston and Chelsea to really move the needle as examples for other cities across the country in terms of Latin@ recruitment and appointment strategies that are scalable and measurable. In Boston, most

Latin@ appointments at high levels are in Health and Human Services and on related commissions and boards. As noted in the data presented earlier, there are other key departments (economic development; procurement; budget and policy; legal; operations) that should have a greater presence of Latin@s at all levels so that their work can be more connected to the needs of the Latin@ community. This seems to be an especially glaring issue in Boston, where Latin@ appointments at all levels are not plentiful. The absence of Latin@s in some of these key departments may hinder the potential networking and mutual support that could be beneficial to new Latin@ appointees. It would also help in the institutionalization of Latin@ appointments in city government regardless of different administrations.

In Chelsea, there is a great deal of expectation of the impact that a majority Latin@ City Council and a City Manager committed to inclusion will have on the diversity of city appointments to positions across the city bureaucracy and boards and commissions focused on critical areas of Latin@ interests. There was great pride in the role of the City Council in passing the Community Preservation Act and in the position of the City in response to the aggressive immigration policies being promoted by the Trump Administration.<sup>24</sup>

A recommendation was voiced several times by interviewees, as noted in the next section: city leadership should seek to tap external groups as part of a sustained and strategic outreach to recruit more Latin@s. Interviewees called for a strong city–community partnership that could help Boston government identify emerging Latin@ talent for municipal appointments. This is being attempted now in Chelsea. Further, the outreach should be intentional and measurable in terms of progress over temporal periods. This would help ensure that Latin@s are more exposed to available or forthcoming opportunities for city government. This is especially important for younger professionals.

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<sup>24</sup> The City of Chelsea is a Sanctuary City and has sued the federal government over the penalty threats being issued to cities embracing a protective position toward undocumented immigrants. <https://www.bostonglobe.com/metro/2017/02/08/chelsea-lawrence-sue-trump-over-sanctuary-city-penalties/tXbFN0dM6WY88gHEjwxdYO/story.html>







## VI. Recommendations

There searchers offer several recommendations aimed at enhancing the presence of Latin@s in the city governments of Chelsea and Boston. First, there should be a review of recommendations in *Silent Crisis I* (2014) since some of the observations still resonate with the recommendations made earlier. For example, there are suggestions about outreach as well as proposed actions on the part of Latin@ leadership in Boston and Chelsea that should be considered for continual application. See Appendix 10.: Recommendations Presented in *The Silent Crisis* (2014).

*Second*, there are city departments that do not reflect the growing numbers and diversity of Latin@s in the cities of Boston and Chelsea. The leadership of these departments should be charged with developing outreach plans to a) share information about upcoming career and position possibilities widely; b) develop metrics by which to assess the impact of outreach over a period of time; and c) meet periodically with representatives of the Latin@ community, broadly defined.

A *third* recommendation is for both city governments to convene a meeting of Latin@ appointees and invited guests to discuss the findings and implications of *Silent Crisis II*; in fact, this could possibly be a trigger for the building of a space, or networking, to ensure that city government takes

advantage of its Latin@ presence. This could be a model for other focus groups on a range of topics and challenges facing Latin@s and communities of color in Boston, and the Latin@ community in Chelsea. But it will be important not to drown the presence of Latin@s or any community of color, under an umbrella, “communities of color.” While this phrase has strong organizing potential, it should not obscure the fact that groups within the umbrella may have different needs, and should express their own voices.

A *fourth* recommendation is directed to leaders in the Latin@ community in both cities. A group of Latin@ activists, broadly representative of the respective communities, should convene a meeting with the leadership of city government to consider a framework for continual communication. Such a framework could be informal if it provides space for honest dialogue and debate. It need not be logistically burdensome, but periodic in the form of a sort of seminar focusing on specific topics of concern. These sessions would not necessarily result in decision-making, but that would be possible. The major purpose of these periodic meetings would primarily be to share concerns, ideas, and suggestions about how the Latin@ community and the city government can work more closely together for the interests of the city and all its communities.

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# APPENDIX 1: Methodology

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The study sought to address the following questions:

1. *How has Latin@ reflective representation changed from that which was documented in 2014's The Silent Crisis?*
2. *How has the role of Latin@ appointees related to the social and economic challenges facing Latin@ communities?*

The report approached these questions using publicly available data and interviews conducted with government officials and appointees in both Boston and Chelsea in the following manner:

**(1) updating the extensive literature review** conducted for the 2014 Silent Crisis report on the concept of representative bureaucracy and its meaning in addressing the concerns of under-represented groups.

**(2) updating the demographic profiles of the Latin@ population of both cities** using data from the U.S. Census Bureau, specifically, the 2000 and 2010 Decennial Censuses and the American Community Survey 5-Year Estimates for 2011-2015.

**(3) developing a listing of the cities' departments,** as they appeared in each of the cities' websites, and determining the occupant of leadership positions within these departments from information on the websites and phone calls to departments in each of the cities. We focused on positions within the top two tiers of the municipal hierarchies. For Chelsea, a list of departments was readily drawn from the City's website. For Boston, we found the City's website was organized in a way that makes a complete picture of the municipal

hierarchy less visible. On the advice of city staff, we combed through the City's Budget Books<sup>25</sup> to build a draft list of cabinet and department head positions, and checked it against supplementary information available at the "City Departments by Cabinet" on the City's old website<sup>26</sup> and at the "Departments" page on the City's new website.<sup>27</sup> This first draft then went through several rounds of clarification and correction with the help of staff at the Mayor's Office of Diversity.

**(4) developing a listing of the boards, commissions, and authorities,** as they appeared in each City's website or in listings of ordinances for each of the cities, and classifying these by types based on their mission and on their area of focus. For Chelsea, Municode, a website listing ordinances of commissions and commissions, was used to determine the mission, membership requirements, and appointing authority of each board and commission. In the case of Boston, the source was often a direct link to the enabling legislation provided on the Boards and Commissions page of the City's website. We used the American Legal Publishing Corporation's listing of the City of Boston Municipal Code when no link was provided, and tracked down state statutes or other sources where necessary to establish current mission, membership requirements, and appointing authority (all cited within the report). City of Boston staff provided this information in several instances, and staff at the Mayor's Office of Diversity assisted us in reviewing all information for accuracy.

**(5) obtaining the current membership of boards and commissions and names of city executives** through public information available from each city, media reports, and interviews with staff in each of the cities.

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<sup>25</sup> The City's Budget Books are available at <https://www.boston.gov/departments/budget>.

<sup>26</sup> "City Departments by Cabinet," organized to reflect aspects of the municipal hierarchy, is at <http://www.cityofboston.gov/government/cityDeptAlpha.asp>.

<sup>27</sup> "Departments," at <https://www.boston.gov/departments>, is organized to present programs and services to residents with less focus on where those entities are lodged within (and sometimes alongside) the municipal structure.

**(6) identifying Latin@ persons in executive positions and as members of boards and commissions** using several strategies. Because existing records do not identify the racial/ethnic background of appointees, we used Spanish surnames as an initial indicator that a specific appointee was Latin@. This was followed by the identification of potential Spanish surnames, which were checked against the U.S. Census List of Spanish Surnames and identified as Latin@ if the name is included. Although this is the established method for identification used broadly in research projects, this method runs the risk of under-identification of Latin@s in a population. Some Latin@s do not have Spanish surnames due to intermarriage between Latin@s and persons from other ethnic groups in the U.S. as well as due to the diversity of heritage nationalities that make up the population of Latin America and the Caribbean which include African, European, and Asian nations. To minimize this under-identification, we sought additional confirmation qualitatively, that is, we consulted persons interviewed for this study, made calls to the offices of the specific boards or commissions and consulted with leaders of Latin@ organizations familiar with city appointments. Although it is impossible to eliminate all under-identification of Latin@s in this (or any) study, we are confident that we have minimized this problem as much as possible. The City of Boston provided data on Latin@ identity for appointees to executive positions.

**(7) computing the percentage of individuals on each board and commission who had Latin@ surnames and comparing this proportion to the proportion of Latin@s in the cities' populations.** In addition, we computed the percentage of bodies with any and with no Latin@ representation.

**(8) gathering information from municipal officials** to ascertain their perspective on Latin@ inclusion and the barriers they face in addressing this issue. Extensive notes were taken of these conversations.

**(9) conducting interviews with 8 appointees** to gain insight into the experience of Latin@ appointees in leadership positions. We explored their perception of their roles vis-à-vis the Latin@ community, the extent to which they see themselves as representatives of the Latin@ community, their actions (if any) in relationship to Latin@ community needs, and the support/lack of support received for these actions. Interviewees were offered full confidentiality (see the consent form below). In some cases, these interviews were recorded and transcribed and in others extensive notes were taken. The interviews addressed the following themes:

- a. The background of the interviewee
- b. Their perspective on issues and opportunities facing the Latin@ community with a special focus on the area of each appointee's appointment.
- c. The appointment, i.e., the appointee's experience in the substantive area, and whether being Latin@ was a factor in the appointment)
- d. Perspectives on active representation, including challenges, barriers, and opportunities for addressing the needs of the Latin@ community)
- e. Participation in networks or associations
- f. Challenges and opportunities for Latin@ leadership
- g. Ways in which The Silent Crisis II can be helpful to Latin@ goals in each city.

<sup>28</sup> For Chelsea, the URL for Municode is [www.municode.com/library/ma/chelsea/codes/code\\_of\\_ordinances?nodeId=PTIICOOR\\_APXAADCO\\_PTIIUMBAPOR](http://www.municode.com/library/ma/chelsea/codes/code_of_ordinances?nodeId=PTIICOOR_APXAADCO_PTIIUMBAPOR)

<sup>29</sup> For City of Boston boards and commissions, see [www.cityofboston.gov/boardsandcommissions](http://www.cityofboston.gov/boardsandcommissions).

<sup>30</sup> The American Legal Publishing Corporation's listing of the City of Boston Municipal Code is available at: [http://amlegal.com/nxt/gateway.dll/Massachusetts/boston/cityofbostonmunicipalcode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:boston\\_ma](http://amlegal.com/nxt/gateway.dll/Massachusetts/boston/cityofbostonmunicipalcode?f=templates$fn=default.htm$3.0$vid=amlegal:boston_ma)

<sup>31</sup> The Census List of Spanish Surnames appears in (<https://fcds.med.miami.edu/downloads/DataAcquisitionManual/dam2014/25%20Appendix%20E%20Census%20List%20of%20Spanish%20Surnames.pdf>).



## Consent to Participate in Interview

### Project Title:

*The Silent Crisis II—A Continual Look and Analysis of Latin@ Participation in City Government Boards, Commissions, and Executive Bodies*

### Researchers:

James Jennings, Jen Douglas and Miren Uriarte

### Sponsor:

Greater Boston Latin@ Network (GBLN)

*The Silent Crisis II* seeks to provide an update on the participation of Latin@s in city government in Chelsea and Boston documented in the GBLN's first study conducted in 2014. The current report will explore progress towards the active participation of Latin@s in the governments of Boston and Chelsea. Data will be presented to characterize Latin@ communities in each city along key indicators, and to document the extent that Latin@s fill key appointed positions in municipal government. Interviews with appointees and will seek to alight the challenges faced by Latin@ government appointees in leadership positions including their perception of their roles vis-à-vis the Latin@ community, the extent to which they see themselves as representatives of the Latin@ community, their actions (if any) in relationship to Latin@ community needs and the support/lack of support received for these actions. Interviews with community leaders will assess how Latin@ representation is related to social and economic challenges facing Latin@ communities

The interview will be conducted \_\_\_\_\_ (where) on \_\_\_\_\_ (when) and will last approximately 60 minutes. If there are any questions you would rather not answer, please let me know at the time of the interview and we will skip the question or end the interview. I will be recording the interview; the content will be shared only among the researchers. At the end of the research (July 2017) the recording will be erased. The

interviews will be analyzed collectively and your individual responses will be anonymous. In the event that we would like to quote you directly in the report in a way that will identify you, we will ask you for permission to use the quote. Because we are giving you full confidentiality, we foresee negligible risks for your participation in this research.

## Participant's Agreement

1. I am aware that my participation in this interview is voluntary. I understand the intent and purpose of this research. If there are any questions I would rather not answer, I can ask to skip the question or end the interview without having to give an explanation.
2. I am aware that the perspectives I share with the research team will be anonymous. But in the event that a direct quote from my interview is used in a way that could identify me, I will be asked for permission to use the quote.
3. The interview will be recorded. The content will be heard only by the researchers. At the end of the research the recording will be erased.
4. If I have any questions about this study, I am free to contact the researchers, James Jennings (617-283-1116), Miren Uriarte (617-312-2348), Jen Douglas (617-999-9771) or the Greater Boston Latin@ Network (617-595-8872).
5. I will indicate my agreement with the content of this form by voice at the start of the interview or by signing below:

\_\_\_\_\_

Name

Date



## The Silent Crisis II: Interviews with appointees

*Interviews will seek to alight the challenges faced by Latin@ government appointees in leadership positions including their perception of their roles vis-à-vis the Latin@ community, the extent to which they see themselves as representatives of the Latin@ community, their actions (if any) in relationship to Latin@ community needs and the support/lack of support received for these actions.*

### 1. BACKGROUND IN BRIEF

- Where are you from? How long have you been in Boston? When were you appointed to your current role? What experience did you bring in the area of this appointment?

### 2. OPEN-ENDED EXPLORATION

- What were your personal goals as you approached the work of this appointment?
- From the perspective of your position/role, how would you describe the status of the Latin@ community in this city?
- (How can we make The Silent Crisis II be as helpful as possible to the advancement of the goals of active representation of Boston's Latin@ communities? What do you want to know?)

### 3. FOLLOW-UP PROBES

*Active representation and the activist bureaucrat*

- How important to your appointment was being Latin@?
- Do you think of yourself in your role as a representative of Latin@ communities? If so, how do you pursue an advocacy role? What makes it possible? What are the challenges?
- Are there steps are being taken at City Hall to make it possible for Latin@ appointees to actively represent Latin@ communities? What do you think should be done?

- Do you participate in networks/associations of Latin@ leaders? What professional supports do you rely on in carrying out your role?
- Do you see it as part of your role to represent Latin@ communities? Are there any ways that that expectation is a formal or explicit part of your role?

*Inclusion at the leadership level*

- What do you see as the opportunities for and barriers to increasing Latin@ leadership? What strategies have you used, and how have you tried to overcome the barriers you encountered? How and why do you think inclusion matters?

*Inclusion at all staffing levels*

- For leaders with a role in hiring: Do you have a goal to hire more Latin@s / to pursue a more inclusive bureaucracy? What are your strategies? Do you have support for this goal from the administration? from colleagues?

*Influence of mobilized constituencies*

- How would you describe the key concerns of Latin@s in Boston related to the substantive area of your work? Are there ways that you in your leadership role come to know about the circumstances of Boston Latin@ communities?

### Conversation with Staff in the Office of the Mayor for The Silent Crisis II with James Jennings and Jen Douglas January 11, 2017

We want to discuss the below questions with staff in the Mayor's Office to learn about relevant strategies used and challenges experienced by the administration.

#### 1. INCLUSION AT THE LEADERSHIP LEVEL.

What do you see as the opportunities for and barriers to increasing Latin@ leadership?



What strategies have you used, and how have you tried to overcome the barriers you encountered? How and why do you think inclusion matters?

**2. ACTIVE REPRESENTATION AND THE ACTIVIST BUREAUCRAT.** What is your administration doing to make it possible for Latin@ bureaucrats to actively represent Latin@ communities? What would you like to be doing? What are the challenges? How are you addressing these challenges?

**3. INCLUSION AT ALL STAFFING LEVELS.** Are leaders with a role in hiring operating with explicit directives to pursue a more inclusive bureaucracy?

**4. INFLUENCE OF MOBILIZED CONSTITUENCIES.** How do you and your administration come to know about / understand / take action related to the circumstances of Boston Latin@ communities?

**5. CONTENT OF *The Silent Crisis II*.** How might the follow-up report be useful to your administration?

In addition to interviews, we are also replicating the count of executive positions and board/commission seats that was part of *The Silent Crisis I*. We would like to ask the mayor for the name of a person with whom we could talk to ensure that we have a complete list of all leadership positions and that we have accurately depicted the current municipal organizational structure.

**Conversation with Chelsea City Manager  
Tom Ambrosino for *The Silent Crisis II*  
With Miren Uriarte and Jen Douglas  
March 16, 2017**

We are interested in learning the City Manager's perspectives on Latin@ inclusion

in municipal leadership and the active representation of Latin@ communities by Latin@ staff members. Toward that end, we hope to have a conversation with him about the five areas below.

**INCLUSION AT THE LEADERSHIP LEVEL.**

- What do you see as the opportunities for and barriers to increasing Latin@ participation at the leadership level in the City of Chelsea?
- Have you used any specific strategies to increase opportunities for Latin@s? To reduce barriers to their participation?
- How and why do you think inclusion matters in Chelsea?

**INCLUSION AT OTHER STAFFING LEVELS.**

- Is there agreement across departments that there needs to be more Latin@ representation in city government?
- Are leaders with a role in hiring operating with explicit directives to pursue a more inclusive hiring?

**ACTIVE REPRESENTATION**

Research on the effectiveness of minority representation in government points to the importance of Active Representation, that is a representation that is conscious of its constituencies' needs and actively attempts to pursue addressing these needs.

- How important is Active Latin@ representation in Chelsea's city government?
- If important, is your administration taking affirmative steps to promote active Latin@ representation? Can you explain?
- What challenges do cities like Chelsea, where Latin@s are a majority, face in promoting active representation?

## INFLUENCE OF MOBILIZED CONSTITUENCIES.

- How do you and your administration come to know about / understand / take action related to the circumstances of Chelsea's Latin@ communities?

## CONTENT OF THE SILENT CRISIS II.

- Our study will entail (1) updating the count of Latin@ representation in executive positions and on boards and commissions in the City of Chelsea.
- Would you mind taking a look at the information on executive appointments that we have gleaned from the city website and point out any errors?
- Is this the most effective way to represent the structure of city government in Chelsea?
- Do you have any questions or concerns that you would like us to pursue as we conduct this research?

## APPENDIX 2. Representative Bureaucracy: Evidence from the Literature

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This report examines the extent to which Latin@s are represented in appointed positions at the executive level and on boards and commissions within the bureaucracies of three municipal governments. But what difference does this sort of representation make to Latin@ residents and communities? Does it make for more responsive, accessible, and efficacious government?

A scholarly literature on “representative bureaucracy” offers lessons for considering the relationship between two questions

- *Are Latin@s included in municipal bureaucracies?* Researchers use the term *passive representation* to describe a bureaucracy that is reflective of the population, such that demographic differences—of race, ethnicity, gender—are distributed similarly in bureaucracy to their distribution in the represented population. In other words, “the personnel who staff administrative agencies reflect the demographic characteristics of the public they serve” (Sowa & Selden, 2003, p. 700).
- *Are Latin@ constituents well-represented and well-served by municipal bureaucracies?* Researchers use the term *active representation* when bureaucrats take action to change policy and practice, and when passive representation leads to improvements in services to and outcomes for a particular group (e.g., Meier & Bohte, 2001; Wilkins & Williams, 2008).

### Does passive representation matter?

Yes, passive representation is important.

- *It has symbolic benefits.* A government work force that mirrors the society suggests that everyone is included and lends considerable legitimacy to bureaucracies. Constituents and clients tend to perceive that people who are like themselves will be more empathetic to their needs and circumstances (e.g., Lim, 2006; Marvel & Resh, 2015), even if that is not always the case (Watkins-Hayes, 2011).
- *Symbolic benefits yield substantive effects.* Increasingly, symbolic benefits are seen to exert substantive effects “through the alternative mechanism of enhanced trust and cooperation on the part of citizens” (Norma M. Riccucci et al., 2016, p. 121). These effects are visible in the extent to which residents are willing to “coproduce” policy outcomes through actions that cooperate





and comply with government objectives (e.g., by acts such as reporting domestic violence, participating in a recycling program, or even feeling satisfied with the quality of a municipal service) (Andrews, Ashworth, & Meier, 2014; Riccucci & Van Ryzin, 2017; Riccucci, Van Ryzin, & Lavena, 2014; Riccucci et al., 2016).

- *The absence of representation is just that.* “Nonminority” bureaucrats less readily use their “discretion to act on behalf of minority clients” (Marvel & Resh, 2013, pp. 9-10) (although women may be “more likely to push for programs and issues that benefit women in the general population” (Riccucci & Van Ryzin, 2017, p. 23), perhaps not unrelated to women’s concentration within substantive areas that are seen to have particular import for women constituents).

However, passive representation on its own has limited effects.

- *Individual, organizational, and contextual circumstances shape whether bureaucrats take action to benefit constituents and clients.* The individual racial and gender characteristics of bureaucrats matters, but does not necessarily mean that a particular bureaucrat will become an advocate for others like themselves (e.g., Sowa & Selden, 2003).

### **How does passive representation become active representation?**

A great deal of research has demonstrated “a significant positive relationship between passive representation and substantive benefits for focal groups (minorities and women) in public organizations or administrative districts” (Lim, 2006, p. 198). The evidence indicates “that minority bureaucrats implement policies or use their discretion to reduce the disparate treatment

minority clients have historically received from various public bureaucracies” (Wilkins & Williams, 2008, p. 778). For example, following implementation of Proposition 227, a California ballot initiative that sought to end bilingual education, “the presence of Latin@ bureaucrats increased the likelihood of districts continuing their bilingual programs” (Bali, 2003, cited in Theobald, 2004, p. 8) by applying for waivers. Similarly, California school districts with Latin@ superintendents tended to allocate greater resources to English language learners, and to be more likely to offer bilingual programs over those focused primarily on English instruction (Theobald, 2004, pp. 20-21).

However, there is widespread agreement that active representation does not automatically result from passive representation. For example, in a qualitative study of elected, government agency, and nonprofit Latin@ leaders in Utah, informants described themselves as part of a small group of highly-educated usual suspects who didn’t necessarily feel well-connected to Latin@ communities, but who were sought after to play leadership roles that often lacked substantial decision-making authority (de Lancer Julnes & Johnson, 2011). Under what circumstances are bureaucrats likely to “implement policies or use their discretion to reduce the disparate treatment minority clients have historically received from various public bureaucracies” (Wilkins & Williams, 2008, p. 778)?

Bureaucrats are more successful if they have sufficient discretion to make change, if they enjoy political and professional supports from inside and outside their agencies, and are sufficiently numerous to reach a critical mass.

- *Discretion is crucial.* Discretion is perhaps the most important factor linking active and passive representation (e.g., Meier & Bohte, 2001). Organizational culture is recognized to shape discretion. For

example, teachers are widely studied as an example of bureaucrats with considerable latitude. This is because they tend to have substantial discretion to shape the distribution and character of educational services, from influencing who is tracked into gifted classes, to who receives special education services, to how disciplinary measures are carried out. Numerous studies have shown that increasing the numbers of black and Latin@ teachers in multi-racial school districts leads to improved performance for black and Latin@ students (e.g., Meier et al., 2004; Meier et al., 1999). Police officers, in contrast, are seen to be highly constrained by departmental expectations, as borne out by a study which found that the greater presence of black and Latin@ officers does not necessarily result in a reduction in racial profiling or other disparate treatment of residents (Wilkins & Williams, 2008).

- *A mobilized constituency can push bureaucrats to embrace an advocacy role.* There is some evidence that client demand and bureaucrat discretion co-operate. For example, a handful of studies have shown that black school superintendents face greater constituent pressure from black constituents than do white superintendents, and that they consequently tend to place greater priority on advancing the interests of black students. “The idea here is that minority clients’ demands induce minority bureaucrats to claim discretion to act on their behalf” (Marvel & Resh, 2013, pp. 10-11).
- *A critical mass may be necessary to achieve improved outcomes.* In many cases, “passive representation translates into active representation only when minority bureaucrats constitute a nontrivial percentage of a bureaucracy’s total workforce” (Marvel & Resh, 2013, p. 7). In

some cases, outcomes for a newly better-represented group may worsen at first, and only improve after a critical mass is reached. For example, in a study of Florida school districts, an increase in Latin@ principals was associated at first with an increase in disciplinary action against Latin@ students. But as the percentage of Latin@ principals grew, disciplinary action declined (Meier, 1993, pp. 407-408).

- *Bureaucrats more readily serve as advocates on issues that are seen to have policy relevance for the group in question.* It is thought that bureaucrats are more likely to advocate to redress inequities when the agency’s mission or impact has a clear relationship to a racial group (as in the case of addressing policing practices that rely on racial profiling or racially disparate outcomes in education) than they are when the value of taking action to actively represent minority groups is perceived as unclear. Similarly, women representatives are seen to be more likely to act on behalf of women constituents in areas perceived to have policy salience, like child support (Wilkins & Keiser, 2006).

Bureaucrats in senior positions—roles like those examined for this report—face particular challenges that can constrain their ability to adopt an advocacy role.

- *Organizational socialization may be a constraint.* By the time that employees achieve senior positions in agencies, they may have adopted the values of the organization or be focused on “ensuring compliance with standard operating procedures” (Sowa & Selden, 2003, p. 703), leaving them less likely to “adopt a minority representative role” (Meier, 1993) or to become advocates for change.
- *Loyalty to appointers may be a constraint.* The loyalties of political appointees tend



to lie with their appointers, although they may sometimes break rank if agency goals come into conflict with an appointer's goals (Ricucci & Saidel, 1997).

- *Limited discretion may be a challenge.* In general, frontline workers are seen to possess more discretion over service delivery than are senior bureaucrats (e.g., Nicholson-Crotty, 2016), because they have many opportunities to impact service delivery. Managers are more distant from services and more constrained by agency norms, despite their greater authority over policy, program, and expenditure decisions. "In representative bureaucracy parlance, street-level bureaucrats are an important cohort of public employees because they have the power to influence the quality and quantity of services their agencies deliver" (Ricucci & Saidel, 1997, p. 424) and "influence the nature of the environment in which interactions between the government and individuals take place" (Smith & Monaghan, 2013, p. 52). For example, in a study of Florida school districts where Latin@s were present, Latin@ "teachers were more likely to be associated with positive results for Latin@ students than were principals" (Meier, 1993, p. 411), from decline in disciplinary action to improvement in performance and access to advanced coursework.

Senior bureaucrats are most likely to adopt an active representative role when supports are in place to counteract organizational socialization and increase their discretion.

- *Internal and external political supports are critical.* Internally, political supports may come from close working relationships with other colleagues of color, including the formation of employee associations that can provide protection (against others within the bureaucracy who may resist

change) and "serve as socializing agents" to raise awareness of inequities among staff broadly (Thompson, 1976). External political supports come from mobilized constituents. A major function of political support is to counteract organizational socialization.

- *Formal supports shape possibilities.* Individuals are more likely to assume an advocacy role if the organization has a focus on equity (Meier et al., 1999), or if they perceive that they are "expected to increase minority access to programs" (Sowa & Selden, 2003, p. 702) as a part of their jobs.

Senior bureaucrats may influence the broader composition of the municipal workforce.

- *Some research suggests that an increase in the presence of senior-level administrators from under-represented populations leads to an increase in mid- or street-level staff from those groups.* Meier and Stewart found that "minority administrators lead to more minority teachers" (described in Meier et al., 2004, p. 402) and that "minority board members contribute to increased numbers of minority administrators" (Meier et al., 2004, p. 407). Mitchell found that, within federal government agencies, "African Americans at the senior level were the most significant contributors to the positive change in the percentage of African Americans at the mid level" (Mitchell, 2011, p. xi). Leal et al. found that the presence of Latin@s in school systems was determined by the presence of Latin@s at the next level up in the hierarchy, such that "the primary determinant of Latin@ administrators is Latin@ school board membership, and the primary determinant of Latin@ teachers is Latin@ administrators" (Leal et al., 2004, p. 1224)

Other aspects of bureaucratic representation are notable.

- *Scarcity may promote conflict between groups, while relationships between groups may be interdependent or cooperative in situations where scarcity is not present.* For example, in a study of nearly 200 large, multi-racial school districts in Texas, gains in administrative and teaching positions by African Americans were often associated with losses by Latin@s, while additional positions for Latin@s meant losses by African Americans—the scarce number of positions set up a competitive circumstance. But the same study observed that when student performance improved for either group, the other group also demonstrated improved performance—there was no trade-off (Meier et al., 2004).
- *There may be a close relationship between elected and bureaucratic representation in municipal government.* A study several decades ago found that “[t]he single most important determinant of Hispanic employment”—particularly in upper-level positions—“in cities is Hispanic representation on city councils” (Meier, 1993, p. 395, describing work by Dye and Renick (1981)). This finding held true for cities of differing sizes, with different percentages of Latin@ residents, across variations in income and education.
- *Gender differences may matter.* Rocha and Wrinkle found that, for Latin@s, women representatives made a greater difference in substantive representation. In an examination of the impact of Latino and Latina school board members on a district’s bilingual education services, they observed that “having one Latina board member increases the financial commitment of districts toward bilingual education to the same degree as having two Latino board members” (Rocha & Wrinkle, 2011, p. 319)

and was the equivalent of 1.6 Latino board members related to gains in the allocation of teachers to such programs (Rocha & Wrinkle, 2011, p. 320). The presence of non-Latina women on school boards had no substantive impact on resource allocation to bilingual education.

- *When bureaucrats assume an active role in representing a racial or ethnic constituency, they do so by pursuing a range of strategies.* They may check and restrain discriminatory behavior of colleagues, re-socialize colleagues, alter agency norms (Lim, 2006), advocate for policy changes (Smith & Monaghan, 2013), or lead in changing practice, and influence clients directly or indirectly by being present in the organization as a role model (Meier et al., 2004). In a multi-city qualitative study of how Latinas in municipal government sought to serve Latin@ communities, interviewees described serving as liaisons to build links between municipal agencies and Latin@ community leaders, working with mayors to secure appointments of Latin@s to boards and commissions, and advocating with department leaders for better services in Latin@ neighborhoods (Brenner, 2009).

In summary, better outcomes might be expected by broadly increasing representation of Latin@s in decision-making positions, and by doing so in policy areas seen as particularly relevant to Latin@ communities. Individuals in those positions would be expected to be most effective when they have the support of associations with one another as well as political support and pressure from outside. Their presence can be leveraged to improve representation at other levels of municipal bureaucracy. Strategies may be needed to confront or avoid conflict with other communities over scarce leadership positions, and to target goals likely to have broad benefits.



## TOWARD ACTIVE REPRESENTATION—FACTORS THAT MATTER

<b>Passive representation</b>	Visible inclusion	Are Latin@ bureaucrats a visible presence in city government and the delivery of city services? If not, it is unlikely that government will reflect understanding of and concern for the needs of Latin@ communities. If so, there may be symbolic benefits with substantive effects, including greater willingness of residents to “coproduce” public services by cooperating and complying with government goals. The inclusion of Latin@s is also a necessary prerequisite for active representation.
<b>Enhancing a bureaucrat’s opportunities to actively represent Latin@s</b>	Discretion	Does a Latin@ bureaucrat have sufficient discretion to make changes that will benefit Latin@ communities? For senior-level bureaucrats, can they use their position to change policy and funding allocations? For frontline staff, do they have sufficient latitude to change practices and influence policies? If bureaucrats are to play an advocacy role, they require sufficient discretion to act.
	A mobilized constituency	Is a Latin@ bureaucrat being challenged and held to account by an organized and vocal constituency of Latin@s and allied communities? Bureaucrats tend to play a more substantial advocacy role when they are responding to the demands of constituents and clients. This external pressure may also increase the bureaucrat’s discretion to take action.
	Internal political supports	Are there networks and associations of Latin@ bureaucrats, and/or bureaucrats of color? Such internal political supports can provide a counterbalance to factors that may inhibit individuals from serving as change agents, like organizational socialization and loyalty to appointers.
	Formal organizational supports	Is it a formal part of a Latin@ bureaucrat’s job to improve services to, and/or increase the involvement of, Latin@s or other under-represented groups? Does the organization have an explicit focus on equity? Bureaucrats are more likely to adopt an advocacy role when it is part of or consistent with the formal expectations of their position.
<b>Choosing campaign targets to enhance representation and outcomes for Latin@s</b>	Policy relevance	To consider: Is the policy issue one that is understood to have particular relevance to Latin@s? Latin@ bureaucrats may be most successful at playing an advocacy role in policy areas that are seen as important to the community.
	Scarcity (conflict and cooperation)	To consider: Does the circumstance targeted for change involve a scarce resource? (For example, leadership positions are scarce, while better student performance at public schools is not.) If so, strategize about how to anticipate and address potential conflicts that may arise with other groups. If not, build alliances with other groups who also stand to benefit from the desired changes.
<b>Setting expectations</b>	Critical mass	Are Latin@s a nontrivial portion of the bureaucracy? Small numbers of Latin@s working in isolation may not be able to achieve the desired changes. Resistance to their presence, or efforts by Latin@ bureaucrats to avoid being perceived as exhibiting favoritism toward Latin@s, may mean that service outcomes for Latin@ constituents are worsened until a critical mass of Latin@ bureaucrats is reached.
	Organizational position	When demands are made of a Latin@ bureaucrat, are they consonant with the opportunities and constraints of that person’s position within the broader organization? Bureaucrats in senior roles may be well-positioned to increase the representation of Latin@s at mid- and front-line levels in the bureaucracy. Frontline bureaucrats, when they are in organizations that allow employee discretion, may be the most impactful at improving services and changing day-to-day organizational practices in ways that benefit Latin@ clients and communities.



## APPENDIX 3: Demography

### Total Population

TABLE 19.  
TOTAL POPULATION BY RACE AND ETHNICITY. BOSTON AND CHELSEA, 2010

	Boston		Chelsea	
<b>Total:</b>	<b>617,594</b>		<b>35,177</b>	
<b>Not Hispanic or Latin@:</b>	<b>509,677</b>	<b>83.0%</b>	<b>13,322</b>	<b>38.0%</b>
White alone	290,312	57.0%	8,882	66.7%
Black or African American alone	138,073	27.1%	2,341	17.6%
American Indian and Alaska Native alone	1,227	0.2%	55	0.4%
Asian alone	54,846	10.8%	1,052	7.9%
Native Hawaiian and Other Pacific Islander alone	182	0.0%	2	0.0%
Some Other Race alone	10,078	2.0%	423	3.2%
Two or More Races	14,959	2.9%	567	4.3%
<b>Hispanic or Latin@:</b>	<b>107,917</b>	<b>17.0%</b>	<b>21,855</b>	<b>62.0%</b>
White alone	42,721	39.6%	7,950	36.4%
Black or African American alone	12,364	11.5%	645	3.0%
American Indian and Alaska Native alone	1,172	1.1%	315	1.4%
Asian alone	389	0.4%	42	0.2%
Native Hawaiian and Other Pacific Islander alone	83	0.1%	5	0.0%
Some Other Race alone	41,815	38.7%	11,403	52.2%
Two or More Races	9,373	8.7%	1,495	6.8%

Source: 2010 Decennial Census

TABLE 20.  
TOTAL POPULATION BY RACE. BOSTON AND CHELSEA

	Boston		Chelsea	
<b>Total:</b>	<b>650,281</b>		<b>37,581</b>	
White alone	344,823	53.0%	19,387	51.6%
Black or African American alone	163,999	25.2%	2,453	6.5%
American Indian and Alaska Native alone	2,400	0.4%	103	0.3%
Asian alone	60,588	9.3%	1,088	2.9%
Native Hawaiian and Other Pacific Islander alone	91	0.0%	0	0.0%
Some other race alone	48,814	7.5%	33,32	8.9%
Two or more races:	29,566	4.5%	11,218	29.9%

Source: American Community Survey, 5-Year Estimates, 2011–2015



TABLE 21.  
**LATIN@ ORIGIN BY RACE. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Total:</b>	<b>650,281</b>		<b>37,581</b>	
<b>Hispanic or Latin@</b>	<b>122,317</b>	<b>(18.8% of total)</b>	<b>24,130</b>	<b>(64.2% of total)</b>
White alone	48,937	40.01%	10,232	42.40%
Black or African American alone	16,396	13.40%	456	1.89%
American Indian and Alaska Native alone	1275	1.04%	39	0.16%
Asian alone	424	0.35%	15	0.06%
Native Hawaiian and Other Pacific Islander alone	26	0.02%	0	0.00%
Some other race alone	40,403	33.03%	3,132	12.98%
<b>Two or more races:</b>	<b>14,856</b>	<b>12.15%</b>	<b>10,256</b>	<b>42.50%</b>

Source: American Community Survey, 5-Year Estimates, 2011–2015

## Population Changes

TABLE 22.  
**GROWTH OF THE LATIN@ POPULATION SINCE 2010. CITY OF BOSTON**

	2010	2011-2015	Change	%Change
<b>Total:</b>	<b>617,594</b>	<b>650,281</b>	<b>32,687</b>	
Not Hispanic or Latin@	509,677	527,964	18,287	
Hispanic or Latin@	107,917	122,317	14,400	11.8%

Source: 2010 Decennial Census; American Community Survey, 5-Year Estimates, 2011–2015

TABLE 23.  
**GROWTH OF THE LATIN@ POPULATION SINCE 2010. CITY OF CHELSEA**

	2010	2011-2015	Change	%Change
<b>Total:</b>	<b>35,177</b>	<b>37,581</b>	<b>2,404</b>	
Not Hispanic or Latin@	13,322	13,451	129	
Hispanic or Latin@	21,855	24,130	2,275	9.4%

Source: 2010 Decennial Census; American Community Survey, 5-Year Estimates, 2011–2015

## Youthfulness of Population

TABLE 24.  
AGE AND SEX. CITY OF BOSTON

	Total Population by Sex and Age, Boston	Boston Latin@	%Boston Latin@
<b>Total:</b>	<b>650,281</b>	<b>122,317</b>	
<b>Male:</b>	311,843	59,680	19.1%
Under 5-Years	17,861	4,984	27.9%
5 to 9 years	13,872	4,165	30.0%
10 to 14 years	13,998	4,645	33.2%
15 to 17 years	9,021	2,788	30.9%
18 and 19 years	13,801	2,753	19.9%
<b>Female:</b>	<b>338,438</b>	<b>62,637</b>	
Under 5-Years	17,082	4,642	27.2%
5 to 9 years	14,368	4,707	32.8%
10 to 14 years	13,134	4,266	32.5%
15 to 17 years	8,792	2,836	32.3%
18 and 19 years	16,485	2,688	16.3%

Source: American Community Survey, 5-Year Estimates, 2011–2015

TABLE 25.  
AGE AND SEX. CITY OF CHELSEA

	Total Population by Age, Sex, Chelsea	Chelsea Latin@	%Chelsea Latin@
<b>Total:</b>	<b>37,581</b>	<b>24,130</b>	
<b>Male:</b>	18,987	12,382	65.2%
Under 5-Years	1,748	1,311	75.0%
5 to 9 years	1,216	1,063	87.4%
10 to 14 years	1,307	995	76.1%
15 to 17 years	618	518	83.8%
18 and 19 years	489	263	53.8%
<b>Female:</b>	<b>18,594</b>	<b>11,748</b>	<b>63.2%</b>
Under 5-Years	1,777	1,356	76.3%
5 to 9 years	1,287	1,012	78.6%
10 to 14 years	1,177	815	69.2%
15 to 17 years	638	427	66.9%
18 and 19 years	333	259	77.8%

Source: American Community Survey, 5-Year Estimates, 2011–2015





TABLE 26.  
MEDIAN AGE. BOSTON AND CHELSEA

MEDIAN AGE BY SEX	Boston	Chelsea
<b>Total:</b>	31.6	32.1
Male	30.9	31.6
Female	32.1	32.4

MEDIAN AGE BY SEX (HISPANIC OR LATIN@)	Boston	Chelsea
<b>Total:</b>	28.4	28.8
Male	27.4	28.6
Female	29.7	29

Source: American Community Survey, 5-Year Estimates, 2011–2015

## Nativity and Ancestry

TABLE 27.  
LATIN@ FOREIGN BIRTH NATIVITY. BOSTON AND CHELSEA

	Boston		Chelsea	
<b>Total</b>	<b>122,317</b>		<b>24,130</b>	
Male:	59,680		12,382	
<b>Under 18 years:</b>	<b>16,582</b>		<b>3,887</b>	
Native	15,192		3,464	
Foreign-born:	1,390	8.4%	423	3.4%
Naturalized U.S. citizen	183		0	
Not a U.S. citizen	1207		423	
<b>18 years and over:</b>	<b>43,098</b>		<b>8,495</b>	
Native	19,058		1,693	
Foreign-born:	24,040	55.8%	6,802	80.1%
Naturalized U.S. citizen	7,748		1,247	
Not a U.S. citizen	16,292		5,555	
<b>Female:</b>	<b>62,637</b>		<b>11,748</b>	
<b>Under 18 years:</b>	<b>16,451</b>		<b>3,610</b>	
Native	15,014		3,330	
Foreign-born:	1437	8.7%	280	7.8%
Naturalized U.S. citizen	254		34	
Not a U.S. citizen	1183		246	
<b>18 years and over:</b>	<b>46,186</b>		<b>8,138</b>	
Native	21,544		2,753	
Foreign-born:	24,642	53.4%	5,385	66.2%
Naturalized U.S. citizen	11,257		1,368	
Not a U.S. citizen	13,385		4,017	

Source: American Community Survey, 5-Year Estimates, 2011–2015

## Latin@ Ancestry

TABLE 28.  
LATIN@ ORIGIN AND ANCESTRY. BOSTON AND CHELSEA

	Boston		Chelsea	
<b>Hispanic or Latin@:</b>	<b>122,317</b>		<b>24,130</b>	
<b>Mexican</b>	7,211		680	
<b>Puerto Rican</b>	34,280	28.0%	4,495	18.6%
<b>Cuban</b>	2,459		194	
<b>Dominican (Dominican Republic)</b>	30,851	25.2%	784	3.2%
<b>Central American:</b>	27,197	22.2%	16,142	66.9%
- Costa Rican	895		356	
- Guatemalan	5,864		3,350	
- Honduran	4,641		4,707	
- Nicaraguan	413		103	
- Panamanian	1,105		0	
- Salvadoran	13,258		7,492	
- Other Central American	1,021		134	
<b>South American:</b>	13,726	11.2%	1,349	5.6%
- Argentinean	860		114	
- Bolivian	172		0	
- Chilean	395		0	
- Colombian	7,611		759	
- Ecuadorian	757		175	
- Paraguayan	76		0	
- Peruvian	2,296		247	
- Uruguayan	17		29	
- Venezuelan	1,370		8	
- Other South American	172		17	
<b>Other Hispanic or Latin@:</b>	6,593		486	
<b>Spaniard</b>	1,562		50	
<b>Spanish</b>	1,112		12	
<b>Spanish American</b>	112		0	
<b>All other Hispanic or Latin@</b>	3,807		424	

Source: American Community Survey, 5-Year Estimates, 2011–2015



## Language

TABLE 29.  
LATIN@ POPULATION 5-YEARS AND OVER BY ABILITY  
TO SPEAK ENGLISH. BOSTON AND CHELSEA

	Chelsea		Boston	
<b>Total Latin@</b>	<b>21,463</b>		<b>112,691</b>	
<b>Speak only English</b>	<b>1734</b>	<b>8.1%</b>	<b>17,196</b>	<b>15.3%</b>
<b>Speak Spanish:</b>	<b>19,633</b>		<b>94,422</b>	
Speak English very well	7,235	36.9%	48,880	51.8%
Speak English well	3,670	18.7%	17,095	18.1%
Speak English not well	4,788	24.4%	18,602	19.7%
Speak English not at all	3,940	20.1%	9,845	10.4%
Speak other language	96	0.5%	1,073	1.1%

Source: American Community Survey, 5-Year Estimates, 2011–2015

## Education

TABLE 30.  
SCHOOL ENROLLMENT BY DETAILED LEVEL  
OF SCHOOL FOR THE LATIN@ POPULATION 3 YEARS AND OVER. BOSTON AND CHELSEA

	Boston		Chelsea	
<b>Total:</b>	<b>116,845</b>		<b>22,687</b>	
<b>Enrolled in school:</b>	<b>41,365</b>		<b>6,135</b>	
Enrolled in nursery school, preschool	2,029	4.9%	463	7.5%
Enrolled in kindergarten	2,693	6.5%	488	8.0%
Enrolled in grade 1	1,959	4.7%	491	8.0%
Enrolled in grade 2	1,608	3.9%	331	5.4%
Enrolled in grade 3	1,678	4.1%	362	5.9%
Enrolled in grade 4	1,729	4.2%	267	4.4%
Enrolled in grade 5	1,908	4.6%	613	10.0%
Enrolled in grade 6	1,932	4.7%	294	4.8%
Enrolled in grade 7	1,716	4.1%	253	4.1%
Enrolled in grade 8	1,820	4.4%	407	6.6%
Enrolled in grade 9	1,927	4.7%	441	7.2%
Enrolled in grade 10	2,126	5.1%	318	5.2%
Enrolled in grade 11	1,609	3.9%	351	5.7%
Enrolled in grade 12	1,896	4.6%	300	4.9%
Enrolled in college, undergraduate years	11,867	28.7%	671	10.9%
Graduate or professional school	2,868	6.9%	85	1.4%
<b>Not enrolled in school</b>	<b>75,480</b>		<b>16,552</b>	

Source: American Community Survey, 5-Year Estimates, 2011–2015



TABLE 31.  
**EDUCATIONAL ATTAINMENT BY LATIN@S 25 YEARS AND OVER. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Total:</b>	<b>69,875</b>		<b>14,118</b>	
<b>Male:</b>	<b>33,175</b>		<b>7,235</b>	
Less than high school diploma	11,784	35.5%	3,647	50.4%
High school graduate (includes equivalency)	9,820	29.6%	2,498	34.5%
Some college or associate's degree	5,483	16.5%	582	8.0%
Bachelor's degree or higher	6,088	18.4%	508	7.0%
<b>Female:</b>	<b>36,700</b>		<b>6,883</b>	
Less than high school diploma	11,701	31.9%	3,219	46.8%
High school graduate (includes equivalency)	9,957	27.1%	2,136	31.0%
Some college or associate's degree	8,184	22.3%	1,049	15.2%
Bachelor's degree or higher	6,858	18.7%	479	7.0%

Source: American Community Survey, 5-Year Estimates, 2011–2015

## Public School Experiences

TABLE 32.  
**PUBLIC SCHOOL ENROLLMENT AND LATIN@ ENROLLMENT.  
BOSTON AND CHELSEA, 2014 AND 2017**

	2013–2014		2016–2017	
	Enrollment	% Latin@	Enrollment	% Latin@
<b>Massachusetts</b>	955,739	17.0%	953,748	19.4%
<b>Boston</b>	54,300	40.4%	53,263	41.8%
<b>Chelsea</b>	6,118	82.1%	6,338	85.4%

Source: [http://profiles.doe.mass.edu/state\\_report/enrollmentbyracegender.aspx?mode=district&year=2017&Continue=View+Report](http://profiles.doe.mass.edu/state_report/enrollmentbyracegender.aspx?mode=district&year=2017&Continue=View+Report)

TABLE 33.  
**ACADEMIC TESTING OUTCOMES FOR LATIN@S IN BOSTON AND CHELSEA PUBLIC SCHOOLS.  
PARCC (GRADES 3–18) AND MCAS (GRADE 10), 2016**

	Boston			Chelsea		
	PARCC	PARCC Level 1	MCAS Advanced/Proficient	PARCC	PARCC	MCAS
	Levels 4/5			Levels 4/5	Level 1	Advanced/Proficient
<b>Grade 3-8 ELA</b>	33	17	NA	25	20	NA
<b>Grade 3-8 Math</b>	30	16	NA	30	16	NA
<b>Grade 10 ELA</b>	NA	NA	79	NA	NA	60
<b>Grade 10 Math</b>	NA	NA	60	NA	NA	39
<b>Grade 10 Science</b>	NA	NA	46	NA	NA	33

Source: <http://www.doe.mass.edu/parcc/results.html> and <http://www.doe.mass.edu/mcas/results.html>



TABLE 34.  
**GRADUATION RATES, DROPOUT RATES, AND SUSPENSION  
RATES FOR LATIN@ STUDENTS. BOSTON AND CHELSEA, AY13-14 AND 15-16**

	Boston		Chelsea	
	2013-2014	2015-2016	2013-2014	2015-2016
Graduation Rate (5-year adjusted)	70.3%	73.9%	71.3%	73.5%
Drop Out Rate	16.6%	13.9%	19.5%	16.7%
Out-of-School Suspensions	5.2%	4.3%	7.5%	3.4%

**Source:** <http://profiles.doe.mass.edu/dropout/default.aspx?orgcode=00350000&orgtypecode=5&leftNavId=15627&> and [http://profiles.doe.mass.edu/state\\_report/ssdr.aspx](http://profiles.doe.mass.edu/state_report/ssdr.aspx)

## Housing Characteristics

TABLE 35.  
**TOTAL POPULATION AND LATIN@S IN OCCUPIED HOUSING BY TENURE.  
BOSTON AND CHELSEA, 2010**

	Boston		Latin@ Boston		Chelsea		Latin@ Chelsea	
Total population in occupied housing units:	<b>571,380</b>		<b>101,283</b>		<b>34,495</b>		<b>21,800</b>	
Owned with a mortgage or a loan	168,574	30%	17,877	17.7%	8,484	24.6%	4,583	21.0%
Owned free and clear	35,789	6%	1,375	1.4%	1,275	3.7%	187	0.9%
Renter occupied	367,017	64%	82,031	81.0%	24,736	71.7%	17,030	78.1%

**Source:** 2010 Decennial Census

TABLE 36.  
**HOUSING TENURE. BOSTON AND CHELSEA, 2011-2015**

	Boston		Chelsea	
<b>Total:</b>	<b>256,294</b>		<b>12,290</b>	
Owner occupied	87,958	34.32%	3,434	27.94%
Renter occupied	168,336	65.68%	8,856	72.06%
<b>Hispanic or Latin@ Householder</b>	<b>Boston</b>		<b>Chelsea</b>	
<b>Total:</b>	<b>40,144</b>		<b>6,331</b>	
Owner occupied	6,653	16.57%	1,197	18.91%
Renter occupied	33,491	83.43%	5,134	81.09%

**Source:** American Community Survey, 5-Year Estimates, 2011-2015

TABLE 37.  
**OCCUPANCY PER ROOM. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Latin@ Occupancy Per Room</b>	40,144		6,331	
<b>1.00 or fewer occupants per room</b>	37,511	93.4%	5,330	84.2%
<b>1.01 or more occupants per room</b>	2,633	6.6%	1,001	15.8%

**Source:** American Community Survey, 5-Year Estimates, 2011–2015

TABLE 38.  
**RACE/ETHNICITY OF TENANTS IN BOSTON HOUSING  
AUTHORITY PUBLIC HOUSING DEVELOPMENTS**

	Boston	
Non-Hispanic		
American Indian	60	0.3%
Asian	1,697	7.8%
Black	7,358	34.0%
Native Hawaiian	28	0.1%
White	2,870	13.3%
Hispanic	9,635	44.5%
<b>Total</b>	<b>21,648</b>	<b>100.0%</b>

**Source:** From “Demographics by Development,” December 6, 2016, available from Laurie Roy, Records Access Coordinator, Boston Housing Authority. Data include all public housing that the BHA fully owns and directly oversees/manages.

TABLE 39.  
**LATIN@ POVERTY STATUS BY AGE. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Latin@ Total:</b>	<b>117,976</b>		<b>24,102</b>	
<b>Income in the past 12 months below poverty level:</b>	39,035	33.1%	5,581	23.2%
Under 5-Years	4,006	10.3%	979	17.5%
5-Years	792	2.0%	126	2.3%
6 to 11 years	5,048	12.9%	670	12.0%
12 to 17 years	4,497	11.5%	546	9.8%
18 to 64 years	22,037	56.5%	2,810	50.3%
65 to 74 years	1,558	4.0%	336	6.0%
75-Years and over	1,097	2.8%	114	2.0%

**Source:** American Community Survey, 5-Year Estimates, 2011–2015. Persons can be in family or non-family households.



## Economic Characteristics

TABLE 40.  
**HOUSEHOLDS RECEIVING SNAP BY LATIN@ ORIGIN AND RACE. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Latin@ Households</b>	40144		6331	
Household received Food Stamps/SNAP in the past 12 months	15593	38.8%	2657	42.0%
Household did not receive Food Stamps/SNAP in the past 12 months	24551	61.2%	3674	58.0%

**Source:** American Community Survey, 5-Year Estimates, 2011–2015

TABLE 41.  
**MEDIAN INCOME AND PER CAPITA INCOME. BOSTON AND CHELSEA**

	Boston	Chelsea
Median Income All (2015 Inflation-adjusted)	\$ 55,777	\$ 47,733
Median Income Latin@	\$ 30,883	\$ 47,264
Per Capita All (2015 Inflation-adjust)	\$ 35,728	\$ 21,722
Per Capita Latin@	\$ 17,787	\$ 16,868

**Source:** American Community Survey, 5-Year Estimates, 2011–2015

TABLE 42.  
**SEX BY AGE BY EMPLOYMENT STATUS FOR LATIN@ POPULATION 16 YEARS AND OVER. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Latin@ Total:</b>	<b>92,692</b>		<b>17,225</b>	
<b>Male:</b>	<b>44,880</b>		<b>8,858</b>	
16 to 64 years:	42,000		8,469	
In labor force:	31,314	74.6%	7,380	87.1%
In Armed Forces	24		0	
Civilian:	31,290		7,380	
Employed	27,660	88.4%	6,683	90.6%
Unemployed	3,630	11.6%	697	9.4%
Not in labor force	10,686	25.4%	1,089	12.9%
<b>Female:</b>	<b>47,812</b>		<b>8,367</b>	
16 to 64 years:	43,585		7,730	
In labor force:	30,292	69.5%	5,742	74.3%
In Armed Forces	0		0	
Civilian:	30,292		5,742	
Employed	26,396	87.1%	5,019	87.4%
Unemployed	3,896	12.9%	723	12.6%
Not in labor force	13,293		1,988	25.7%

**Source:** American Community Survey, 5-Year Estimates, 2011–2015

TABLE 43.  
**DISTRIBUTION OF LATIN@S IN OCCUPATIONS. BOSTON AND CHELSEA**

	Boston		Chelsea	
<b>Latin@s by Occupations</b>	<b>182,656</b>		<b>4,548</b>	
<b>Male:</b>	92,628		2,451	
Management, business, science, and arts occupations	54,525	58.9%	796	32.5%
Service occupations	10,849	11.7%	471	19.2%
Sales and office occupations	16,298	17.6%	527	21.5%
Natural resources, construction, and maintenance occupations	6,044	6.5%	374	15.3%
Production, transportation, and material moving occupations	4,912	5.3%	283	11.5%
<b>Female:</b>	90,028		2,097	
Management, business, science, and arts occupations	57,650	64.0%	897	42.8%
Service occupations	10,581	11.8%	467	22.3%
Sales and office occupations	20,266	22.5%	614	29.3%
Natural resources, construction, and maintenance occupations	317	0.4%	19	0.9%
Production, transportation, and material moving occupations	1,214	1.3%	100	4.8%

**Source:** American Community Survey, 5-Year Estimates, 2011–2015





**EXECUTIVE POSITIONS AND LATIN@ APPOINTMENTS TO EXECUTIVE POSITIONS IN AREAS MOST RELEVANT TO LATIN@ NEEDS. CITY OF BOSTON, 2017**

Agency / Department	2017		
	Area of Need	Occupant	Latin@
Arts and Culture	Other	Julie Burros	
Public Library	Other	David Leonard	
City Clerk	Other	Maureen Feeney	
Civic Engagement	Other	Jerome Smith	
Commission on Affairs of the Elderly	Other	Emily Shea	
Economic Development	Economic Development	John Barros	
Consumer Affairs and Licensing	Economic Development	Christine Pulgini	
Mayor's Office of Workforce Development	Economic Development	Trinh Nguyen	
Tourism and Special Events	Economic Development	Amy B. Yandle	
Boston Planning and Development Agency	Economic Development	Brian Golden	
Education	Education	Rahn Dorsey	
Environment, Energy and Open Space	Other	Austin Blackmon	
Environment	Other	Carl Spector	
Inspectional Services	Housing and Land Use	William Christopher	
Parks and Recreation	Housing and Land Use	Christopher Cook	
Finance and Budget	Other	David Sweeney	
Assessing	Housing and Land Use	Ronald Rakow	
Auditing	Other	Sally Glora	
Budget	Other	Katie Hammer	
Human Resources	Other	Vivian Leonard	
Labor Relations	Other	Alexis Finneran-Tkachuk	
Purchasing	Other	Kevin Coyne	
Registry	Other	Patricia McMahon	
Treasury	Other	Vivian Leo	
Health and Human Services	Other	Felix Arroyo	
Boston Centers for Youth and Families	Other	William Morales	
Office of Fair Housing and Equity	Housing and Land Use	Janine Anzalota	
Disabilities Commission	Other	Kristen McCosh	
Office for Immigrant Advancement	Other	Alejandra St. Guillén	
Veterans Services	Other	Giselle Sterling	
Boston Public Health Commission	Other	Monica Valdes Lupi	
Housing and Neighborhood Development	Housing and Land Use	Sheila Dillon	
Boston Housing Authority	Housing and Land Use	Bill McGonagle	
Information and Technology	Other	Jascha Franklin-Hodge	
Broadband and Cable	Other	Michael Lynch	
Mayor's Office (Chief of Staff)	Other	Daniel Koh	
Chief Communications Officer	Other	Laura Oggeri	
Chief of Policy	Other	Joyce Linehan	
Corporation Counsel (Law)	Other	Eugene O'Flaherty	
Elections	Other	Dion Irish	
Mayor's Office of Diversity	Other	Danielson Tavares	
Mayor's Office of New Urban Mechanics	Other	Nigel Jacob	
	Other	Kristopher Carter	

Agency / Department	2017		
	Area of Need	Occupant	Latin@
Mayor's Office of Public Safety	Other	Daniel Mulhern	
Mayor's Office of Resilience and Racial Equity	Other	Atyia Martin	
Mayor's Office of Women's Advancement	Other	Megan Costello	
Intergovernmental Relations	Other	Kathleen King	
Property Management	Other	Gregory Rooney	
Public Facilities	Other	Patricia M. Lyons	
Public Safety	Other	(3 Joint Chiefs listed below)	
Emergency Services	Other	Rene Fielding	
Fire	Other	Joe Finn	
Police	Other	William Evans	
Schools	Education	Dr. Tommy Chang	
Streets, Transportation and Sanitation	Other	Chris Osgood	
Public Works	Other	Vacant (Chris Osgood, Acting Director)	
Transportation	Other	Gina Fiandaca	
Boston Water and Sewer Commission	Other	Henry Vitale	
<b>Total</b>		<b>57</b>	<b>6</b>
<b>Percentage Latin@</b>			<b>10.5%</b>



APPENDIX 5.

**BOARDS AND COMMISSIONS CITY OF BOSTON. MISSION, APPOINTING AUTHORITY, APPOINTMENT REQUIREMENTS, TYPE, SUBSTANTIVE AREA OF ACTIVITY, AND LATIN@ PARTICIPATION IN 2014 AND 2017**

Cabinet/ Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Arts and Culture</b>								
	Boston Arts Commission	Managerial	Mayor	The Art Commission shall have the custody and care of all works of art owned by the City and heretofore under the control of any department thereof.	Other	1 chosen from 3 candidates nominated by Boston Society of Architects; 1 chosen from 3 candidates nominated by Museum of Fine Arts; 1 chosen from 3 candidates nominated by Boston Public Library trustees; 1 chosen from 3 candidates nominated by Isabella Stewart Gardner Museum; 1 chosen from 3 candidates nominated by Massachusetts College of Art and Design; 2 persons who have demonstrated distinguished service to the arts who are chosen by the Mayor's Office of Arts, Tourism and Special Events to include diverse perspectives on the arts; the director of the Mayor's Office of Arts, Tourism and Special Events; and the head of urban design at the Boston Planning and Development Authority.	1	-
	Boston Cultural Council	Managerial	Mayor	Distributes funds allocated by the Massachusetts Cultural Council to support innovative arts, humanities, and interpretive sciences programming that enhances the quality of life in our City.	Other	At least 15 and not more than 21 members. All with demonstrated relationship with the arts, humanities, or interpretive sciences; and as a group broadly representative of all fields of the performing arts, fine arts, and humanities. 1 member each is a resident of 2 years or more from each of 9 Boston districts.	1	-
Public Library	Boston Public Library Board of Trustees	Managerial	Mayor	Oversees the Boston Public Library system	Other	9 members. No statutory restrictions on membership.	-	1
<b>City Clerk</b>								
	Archives and Records Advisory Commission <sup>31</sup>	Advisory	Mayor	Oversees the development and implementation of citywide policy and procedures for the systematic management and disposition of all the municipal government records of Boston.	Other	9 members. Of these 6 should be senior city officials (City Clerk, the City Registrar, the Corporation Counsel, the director of the Public Library, the director of the Office of Arts and Humanities, and the Director of Administrative Services, or designees). Three persons to be appointed by the Mayor (giving preference to persons associated with institutions concerned with archival materials).	-	-
<b>Economic Development</b>								
Jobs and Community Services	Living Wage Advisory Committee <sup>32</sup>	Advisory	Mayor	Oversees the implementation of the Boston Jobs And Living Wage Ordinance .	Economic Development	7 members: 1 from a labor union, 2 from community-based organizations operating solely within the City, 1 from the Greater Boston Chamber of Commerce, and 1 from an organization representing small and local businesses operating solely within the City.	-	-
	Neighborhood Jobs Trust <sup>33</sup>	Trustee	Mayor	Trust receives jobs linkage fees.	Economic Development	A member of the City Council appointed by the Mayor; the Director of the Office of Jobs and Community Services; and the Collector- Treasurer.	-	-
Small and Local Business Enterprise	Boston Employment Commission <sup>34</sup>	Managerial	Mayor	The Commission ensures that findings may be determined with respect to compliance of the Boston Residents Jobs Policy in a manner that is comprehensive, consistent, and fair for all parties involved.	Economic Development	7 persons, all residents of Boston, who are representative of business, minorities, women, organized labor, Building Trades Council, with demonstrated commitment to equal employment opportunity.	2	-
Tourism and Special Events	Fund for Boston Neighborhoods, Inc. <sup>35</sup>	Non-profit Board of Trustees	Mayor	The Fund for Boston Neighborhoods, Inc. (FBNH) provides and maintains charitable, recreational, literary, educational, artistic, theatrical, and musical functions for residents and visitors of the City of Boston.	Other	5 members.	-	-

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
Boston Planning and Development Agency (formerly Boston Redevelopment Authority)	Boston Planning and Development Agency (BPDA)/ Economic Development Industrial Corp (EDIC) Board of Directors	Regulatory	Mayor, Governor	Board oversees the work of the BDPA (formerly BRA). The agency is charged with growing the tax base, cultivating the private jobs market, training the workforce, encouraging new businesses to locate in Boston and existing businesses to expand, planning the future of neighborhoods with the community, identifying height and density limits, charting the course for sustainable development and resilient building construction, advocating for multi modal transportation, responding to the City's changing population, producing insightful research on our City, and ensuring Boston retains its distinctive character.	Economic Development	1 member appointed by the Governor and 4 by the Mayor.	-	-
	Boston Civic Design Commission	Advisory	Mayor	The Boston Civic Design Commission (BCDC) provides a forum for the general public and professional design community to participate in the shaping of the City's physical form and natural environment. Members of the Commission are seasoned design professionals with a deep understanding of local context.	Other	11 members, Boston residents and design professionals.	-	-
	Boston Industrial Development Finance Authority	Managerial	Mayor	The Boston Industrial Development Financing Authority (BIDFA) promotes economic growth and employment in the City of Boston by issuing bonds that finance the capital needs of the City's businesses and institutions. It is guided by Boston residents with professional expertise in real estate development and finance.	Economic Development	5 members, all residents of Boston. 1 each with professional expertise in real estate development, finance, and city or town government.	-	-
	Boston Zoning Commission <sup>36</sup>	Regulatory	Mayor	The Boston Zoning Commission serves as the legislative body for adoption of all Boston's zoning regulations and amendments.	Housing & Land Use	11 members, all residents of Boston. 1 chosen from 2 candidates nominated by Greater Boston Labor Council AFL-CIO; 1 chosen from 2 nominated by Greater Boston Real Estate Board; 1 chosen from 3 candidates (2 nominated by Boston Society of Architects and 1 by Boston Society of Landscape Architects); 1 chosen from 2 nominated by Greater Boston Chamber of Commerce; 1 chosen from 4 candidates (2 nominated by Building Trades Employers' Association and 2 by Contractor's Association of Boston, Inc.); 3 selected at large by the Mayor (of which 1 is an owner-occupant of a home with 3 or fewer units and 1 has operational control of a retail store or manufacturing company with 5-50 employees); and 3 who have served for at least 1 year on the governing body of a non-profit or city-affiliated residential neighborhood organization that meets certain criteria.	-	2
<b>Environment, Energy and Open Space</b>								
Environment	Air Pollution and Control Commission	Regulatory	Mayor	Protects air quality through air pollution, noise, and parking freeze regulations	Other	5 members: the Commissioner of Health and Hospitals, ex officio; the Commissioner of Traffic and Parking, ex officio; and 3 without restrictions.	-	-

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Environment, Energy and Open Space</b>								
	Boston Landmarks Commission	Regulatory	Mayor	Preserves historic properties through regulatory review and providing information on best practices	Housing & Land Use	9 members and 9 alternates, all Boston residents. 2 members and 2 alternates, chosen from 4 candidates each, who are registered architects nominated by Boston Society of Architects; 1 member and 1 alternate, chosen from 2 candidates each, who are architectural historians nominated by Society for the Preservation of New England Antiquities; 1 member and 1 alternate, chosen from 2 candidates each, who are city planners nominated by Regional Chapter of the American Institute of Planners; 1 member and 1 alternate, chosen from 2 candidates each, who are landscape architects nominated by Boston Society of Landscape Architects; 1 member and 1 alternate, chosen from 2 candidates each, nominated by the Greater Boston Real Estate Board; 1 member and 1 alternate, chosen from 2 candidates each, nominated by the Greater Boston Chamber of Commerce; 2 members and 2 alternates who have demonstrated knowledge and concern of those physical features important to the City's distinctive character, selected at large by the mayor.	4	-
	Aberdeen Architectural Conservation District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts	Housing & Land Use	5 members and 2 alternates. 3 seats for members of the Landmarks Commission; 1 seat and 1 alternate for tenants of the district; 1 seat and 1 alternate for owner-occupants in the district. Commissioners cannot own more than 6 properties within the district.	2	-
	Back Bay Architectural District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	9 members and 5 alternates. from nominations by the Back Bay Association, the Neighborhood Association of the Back Bay, the Boston Society of Architects, the Greater Boston Real Estate Board.	2	-
	Back Bay West / Bay State Road Conservation District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 2 alternates. usually nominated by neighborhood associations, the Landmarks Commission, and others.	2	-
	Bay Village Historical District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 3 alternates. usually nominated by neighborhood associations, the Landmarks Commission, and others.	2	-
	Beacon Hill Architectural Commission	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 5 alternates. usually nominated by neighborhood associations, the Landmarks Commission, and others.	-	-
	Fort Point Channel Landmark District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 2 alternates. 3 seats for members of the Landmarks Commission; 1 seat and 1 alternate for a district resident; 1 seat and 1 alternate for a district owner of commercial property.	2	-
	Mission Hill Triangle Architectural Conservation District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 2 alternates. usually nominated by neighborhood associations, the Landmarks Commission, and others.	5	-
	South End Landmark District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 2 alternates. 3 seats for members of the Landmarks Commission; 1 seat and 1 alternate for a resident of the district area north of Tremont Street; 1 seat and 1 alternate for a resident of the district area south of Tremont Street.	1	-
	St. Botolph Architectural Conservation District	Regulatory	Mayor	Reviews exterior design changes in one of nine local Historic Districts.	Housing & Land Use	5 members and 2 alternates usually nominated by neighborhood associations, the Landmarks Commission, and others.	3	-
<b>Environment</b>								

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Environment, Energy and Open Space</b>								
Environment	Boston Conservation Commission	Regulatory	Mayor	The Boston Conservation Commission protects and preserves open space and other natural areas of the City including wetlands. The Commission also owns a number of natural, open space properties known as Urban Wilds, and holds several conservation restrictions on various properties within the City.	Housing & Land Use	7 members including the Commissioner of Parks and Recreation, and 6 Boston residents including 2 appointed from candidates nominated, 1 each by: the Massachusetts Audubon Society, Inc., the Massachusetts Forest and Park Association, the Massachusetts Roadside Council, the Trustees of Reservations, the Eastern Massachusetts Group of the New England Chapter of the Sierra Club, Boston Green Space Alliance, the Boston Harbor Associates, Boston Urban Gardeners, Friends of the Boston Harbor Islands, Save the Harbor/Save the Bay, the Boston Natural Areas Fund, the Charles River Watershed Association, and the Neponset River Watershed Association.	-	1
	Boston Waterways Board	Advisory	Mayor	Provide a public forum to ensure the most effective, safe, fair, and equitable use of the waterways	Other	9 members. Must include Harbormaster and representatives from a variety of classes of users of city waterways.	1	-
	Animal Control Commission	Regulatory	Mayor	Establishes and maintains a Boston Animal Spay and Neuter Clinic at one or more locations in the City; coordinates the work of all public and private agencies concerned with animal care, protection, and control; enforce legal ordinances and laws governing animals (including inspections and investigations).	Other	13 members. 9 appointed by the mayor from the public at large (at least 1 of whom will be a veterinarian), the Commissioner of Health and Hospitals, the Police Commissioner, the Commissioner of Parks and Recreation, and the Dog Officer.	2	-
Inspectional Services	Board of Examiners - Inspectional Services	Regulatory	Mayor	Makes rules and regulations for all categories of work involved in constructing, altering, removing, and tearing down buildings; holds examinations of persons desiring to register as qualified within one of these licensing categories. Is responsible for issuing Boston Builders Licenses to qualified applicants who complete the application process and pass the examination.	Housing & Land Use	3 members, 1 an architect or engineer with at least 5 years' experience in the City, 1 a contractor or person qualified in the supervision of construction work with at least 5-Years' experience in the City, and 1 a lawyer or other person with proper legal qualifications.	-	-
	Zoning Board of Appeals	Regulatory	Mayor	Schedules public hearings and rules on all requests for variances to the Zoning Code.	Housing & Land Use	7 members and 7 alternates. 1 member and 1 alternate chosen from 4 candidates nominated by the Greater Boston Real Estate Board, 1 member and 1 alternate chosen from 4 candidates nominated by the Boston Society of Architects, 1 member and 1 alternate chosen from candidates nominated by 4 enumerated building trades groups, 1 member and 1 alternate chosen from 4 candidates nominated by the Building Trades Council of Greater Boston, 1 member and 1 member selected at large, and 2 members and 2 alternate members who serve as officers in residential neighborhood organizations that meet certain criteria. All members must be Boston residents.	5	-
Parks and Recreation	Fund for Parks and Recreation, Inc. <sup>37</sup>	Non-profit Board of Trustees	Mayor	The Fund for Parks and Recreation, the City of Boston's not-for-profit parks endowment, accepts charitable donations to restore and improve Boston's renowned open spaces.	Other	3 members: the City Treasurer, ex officio; the Parks Commissioner, ex officio; and a member of the City Council (who is typically appointed by the Council President).	1	-
	Parks and Recreation Commission	Regulatory	Mayor	Services and upgrades parks facilities ranging from tot lots to the 527-acre Franklin Park.	Housing & Land Use	7 members. The Commissioner of Parks and Recreation, 1 Assistant Commissioner, and 5 Associate Commissioners.	-	-

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Finance and Budget</b>								
Auditing	Audit Committee	Managerial	Mayor	Oversees the Auditing Department, the mission of which is to present a complete and accurate statement of the City's financial condition.	Other	5 members. All residents of Boston.	-	1
Assessing	Board of Review - Assessing	Regulatory	Mayor	Oversees Assessing Department, which is responsible for the valuation of real estate property for tax purposes.	Housing & Land Use	3 members. 1 member from the Real Estate Appraisal Division of the Assessing Department, 1 member from the Statistical Research Division of the Assessing Department, 1 member from the public at large.	-	-
Boston Retirement Board	Boston Retirement Board <sup>38</sup>	Managerial	Mayor, others	Manages the contributory retirement system for municipal employees.	Other	5 members. The City Auditor, a member appointed by the Mayor, two members who are both participants in the City of Boston retirement system and elected by other participants, and one member who is not an employee or retiree of the City who is elected by the other four board members	-	-
	City of Boston Scholarship Fund	Trustee	Mayor	Boston Scholarship Fund has offered college scholarships to scores of outstanding Boston residents with a financial need to further their education. The fund is supported by taxpayer donations and fundraising events.	Education	9 members. The Superintendent of Schools or designee, and the others all residents of Boston.	-	3
Treasury	City of Boston School Trust Fund	Trustee	Mayor	Comprised of a series of different trust funds established in the 1800s to support certain educational efforts including the purchase of books or arts/crafts supplies, awards to students, awards to teachers, and other purposes specified in detail as part of each trust.	Education	7 members, all members of the Boston School Committee.	-	-
	Edward Ingersoll Browne Trust Fund	Advisory	Established by trust	The Browne Fund was created under a will from attorney Edward Ingersoll Browne in 1892 for the "erection of statues, monuments, fountains for men and beasts and for the ornament of its streets, ways, squares and parks in such manner as will promote the pleasure, comfort, education, patriotism and good taste of its citizens."	Other	3 members. The Mayor, the senior member in time of service of City Council, the Collector-Treasurer.	-	-

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Finance and Budget</b>								
Treasury	George Robert White Fund	Trustee	Established by donor	The George Robert White Fund was established in White's will when he left a trust of \$5,000,000 to the City of Boston as a permanent charitable fund. The net income of the fund is to be used only for creating public beauty and utility for the inhabitants of the City, and cannot be used for any of the normally provided services of the municipality. Management of the fund is seated in the Mayor of Boston, the President of the City Council, the City Auditor, the President of the Chamber of Commerce, and the President of the Boston Bar Association.	Other	5 members including the Mayor, the President of the City Council, the City Auditor, the President of the Chamber of Commerce, and the President of the Boston Bar Association.	-	-
	Neighborhood Housing Trust Fund <sup>39</sup>	Trustee	Mayor	Manages housing linkage funds. Funds are generated through the City's linkage payment fee system (commercial development projects in excess of 100,000 square feet pay a fee of \$8.34 per square feet) and expended as gap financing for residential development, with priority to projects serving the greatest number of low-income households.	Housing & Land Use	7 members. In addition, First Assistant Collector-Treasurer serves ex officio.	-	-
	Trustees of Charitable Donations to Inhabitants of Boston	Non-profit Board of Trustees	Mayor	To administer and execute all trusts, bequests, legacies, endowments, and charities that are given to the City of Boston for the benefit of residents.	Other	12 members. All residents of Boston.	4	-
<b>Health and Human Services</b>								
Boston Public Health Commission	Boston Public Health Commission Board of Health	Managerial	Mayor	Board oversees work of the Boston Public Health Commission.	Other	7 members appointed with approval of City Council. 1 the Collector-Treasurer; 2 officers or medical directors of neighborhood health centers affiliated with BMC; 1 chosen from a list of 3 candidates proposed by representatives of organized labor; and 3 others.	-	-
Office of Fair Housing and Equity	Boston Fair Housing Commission	Managerial	Mayor	Works to eliminate discrimination and increase access to housing through investigation and enforcement, affirmative marketing, housing counseling, and interagency coordination. The BHC also works to provide low-income households increased access to housing in 126 cities and towns of metropolitan Boston by managing a computerized listing service of regional housing opportunities.	Housing & Land Use	5 members, all Boston residents. 1 a tenant who is income-eligible for assisted housing in Boston; 1 a real estate agent working in residential real estate; 1 an administrator of a community-based non-profit organization focused on housing, and 1 a person with governmental experience in civil rights.	-	-



Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions	2017	
							Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>
<b>Health and Human Services</b>								
Office of Fair Housing and Equity	Boston Human Rights Commission <sup>40</sup>	Advisory	Mayor	Inactive since 1994.	Other	7 residents of Boston.	7	-
Commission for Persons with Disabilities <sup>40</sup>	Boston Disability Advisory Committee	Advisory	Mayor	The Commission facilitates full and equal participation in all aspects of life by persons with disabilities in the City of Boston. They strive to reduce architectural, procedural, attitudinal, and communication barriers that affect persons with disabilities.	Other	Not less than 5 and not more than 13 members. A majority must be persons with disabilities; also 1 immediate family member of a person with a disability; 1 city official.	3	-
-	Youth Fund/ Youth Council	Advisory	Mayor	[This council is not a formal board/ commission.]	Other	-	-	-
<b>Housing and Neighborhood Development</b>								
Neighborhood Development	Public Facilities Commission	Managerial	Mayor	Oversees the Public Facilities Department.	Other	3 members. No member may be the Mayor, a City Councilor, no a School Committee member.		
Boston Housing Authority	Boston Housing Authority Monitoring Committee	Managerial	Mayor	Reviews matters relating to the management and performance of the Boston Housing Authority, including budgets and property dispositions, and reports on these matters to the mayor.	Housing & Land Use	9 members, all residents of Boston. 5 are public housing tenants, selected from a list of 20 or more names submitted to the mayor through a process agreed upon by city-wide public housing tenant organizations and public housing development-based tenant organizations of the BHA. 4 are persons with experience in public health, public safety, legal advocacy for low-income tenants, public accounting, property management or development and organized labor who have a demonstrated commitment to publicly assisted housing; these appointments are subject to confirmation by the Boston City Council.	-	-
	Resident Advisory Board	Advisory	Elected by their peers	Established in response to the Quality Housing and Work Responsibility Act of 1998, the Resident Advisory Board (RAB) consists of public housing and Section 8 residents who assist the BHA and make recommendations regarding development of the Agency Plan.	Housing & Land Use	30 members. 10 should be residents of elderly public housing developments elected by their local tenant organizations; 10 should be residents of BHA family housing elected by their local tenant organizations; 10 should be participants in the BHA's Section 8 voucher, homeownership, or moderate rehabilitation program and be elected by BHA Section 8 participants.	-	13
<b>Mayor's Office</b>								
Law	Boston Elections Commission	Regulatory	Mayor	Oversees Boston Election Department which conducts all municipal, state, and federal elections within the City of Boston; conducts the Annual Listing of Boston residents.	Other	4 members. No statutory restrictions on membership.	-	-

Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions		2017	
						Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>		

**Operations and Administration**

Office of Fair Housing and Equity	Boston Human Rights Commission <sup>40</sup>	Advisory	Mayor	Inactive since 1994.	Other	7 residents of Boston.	7	-	-
Human Resources	Boston Compensation Advisory Board	Advisory	Mayor	Said Board shall study the adequacy of salaries and expenses of the Mayor, members of the City Council, members of the School Committee, members of Boards, Commissions, and Authorities in the City of Boston, City Officers whose compensation is set or subject to approval by the Mayor and City Council and other senior municipal officials not covered by collective bargaining agreements. At least 2 members of the Board shall have demonstrated experience in the field of personnel management.	Other	5 members. At least 2 members should have experience in the field of personnel management.	-	1	-
Property and Construction Management	Residency Compliance Commission	Regulatory	Mayor	Oversees the implementation of the Boston Residency Requirement.	Economic Development	7 members, 5 appointed by the Mayor. Of the 5, 1 is a city union representative and 2 are members of Save Our City; the City's Affirmative Action Officer and the President of the City Council serve ex officio.	-	-	-

**Schools**

	Boston School Committee	Managerial	Mayor	Oversees the Boston Public Schools	Education	7 members. All Boston residents, with a directive that the Mayor "shall strive to appoint individuals who reflect the ethnic, racial and socioeconomic diversity of the City of Boston and its public school population."	-	-	-
	Boston School Committee Nominating Panel	Advisory	Mayor, others	Nominates persons for consideration by the mayor for appointment to the Boston School Committee.	Education	13 members: 4 parents of children in the Boston Public School system (one selected by the Citywide Parents Council; 1 selected by the Citywide Educational Coalition; 1 selected by the Boston Special Education Parents Advisory Council; one selected by the Bilingual Education Citywide Parent Advisory Council); 1 teacher in the Boston Public School system (selected by the Boston Teachers Union from its membership); 1 headmaster/principal in the Boston Public School system (selected by the Boston Association of School Administrators and Supervisors from its membership); 1 representative from the Boston business community (with shorter rotating terms of members selected in turn by the Private Industry Council; the Boston Municipal Research Bureau; and the Boston Chamber of Commerce from their respective memberships); 1 president of a public or private college or university (selected by the Chancellor of Higher Education for the Commonwealth of Mass.); the Commissioner of Education for the Commonwealth of Mass.; and 4 members appointed by the mayor.	-	-	-

**Streets, Transportation and Sanitation**

Public Works	Freedom Trail Commission	Managerial	Mayor	Designate a route of 3 miles or less to pass by 12 historic sites (the Freedom Trail); make recommendations for City appropriations necessary to maintain the physical delineation of the route.	Other	5 members. 2 members are selected from a list of recommended appointees presented by the Freedom Trail Foundation, Inc.	-	-	-
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Cabinet / Department	Boards and Commissions <sup>28</sup>	Type	Appointing Authority	Mission	Area	Requirements & Restrictions		2017	
						Vacant Seats <sup>29</sup>	Overflow Seats <sup>30</sup>		

**Streets, Transportation and Sanitation**

Public Works	Off-street Parking Facilities Board	Managerial	Mayor	Oversee public off-street parking facilities.	Other	3 members. The commissioner of transportation, the commissioner of property management, and an executive officer of the board appointed by the mayor.	-	-
Public Works	Public Improvement Commission	Regulatory	Established by ordinance	The Boston Public Improvement Commission (PIC) is the owner and regulator of the City's rights of way. The PIC plays an integral role in the City's development and permitting process.	Other	4 members. Commissioner of Public Works, Commissioner of Real Property, Commissioner of Traffic and Parking, and Building Commissioner, ex officio.	1	-
Boston Water and Sewage Commission	Boston Water and Sewer Commission Board of Commissioners	Managerial	Mayor	The Board's primary responsibility is to ensure the sound, economical and efficient maintenance of the water and sewer systems for the citizens of Boston.	Other	3 members. All Boston residents. At least 1 member with experience in accounting and finance and at least 1 with experience in administration or business.	-	-

**Other Agencies**

Boston Finance Commission	Boston Finance Board of Commissioners	Managerial	Governor	The Boston Finance Commission, or FinComm, is an independent watch-dog agency which monitors "any and all business of the City of Boston." The goal of the Commission is to ensure an efficient and transparent city government.	Other	5 members.	5	-
Boston Groundwater Trust	Boston Groundwater Trust-Trustees	Advisory	Mayor	Charged with overseeing funds placed in a trust to monitor groundwater levels and make recommendations to raise, restore, or protect the water table in areas where it is low; low groundwater levels cause rot of the underground wood pilings that form the structural support for buildings that are constructed on filled land.	Housing & Land Use	12 Trustees. 9 constituent trustees appointed by the Mayor from city residents or persons that maintain a business in the City upon recommendation of the President of the Greater Boston Real Estate Board, the President of the Fenway Community Development Corporation, the President of the Neighborhood Association of the Back Bay, Inc., the President of the Boston Preservation Alliance, the President of the Beacon Hill Civic Association, Inc., the President of the Back Bay Association, the President of the Ellis Neighborhood Association, the Chinatown Neighborhood Council, the President of the North End Neighborhood Council; 3 city officials from the executive branch of the City government who serve ex officio, and 1 trustee is the President of the City Council. (Note: The statute enumerates 13 appointees, although it also states that the total membership will be 12 persons.)	-	-
Boston Licensing Board	Licensing Board for the City of Boston	Regulatory	Governor	Issues and regulates alcohol, food, hotels/inns, lodging houses, fraternities/dormitories, billiards/pool tables/sippio, bowling alleys, and fortune teller licenses within the City of Boston.	Economic Development	3 members. No member may be engaged in the manufacture of sale of alcoholic beverages; all must be residents of Boston for at least 2 years. At least 1 member must come from each of the two leading political parties.	-	-
Mass. Water Resources Authority	Mass. Water Resources Authority Board of Commissioners	Managerial	Governor, Mayor, others	Provides wholesale water and sewer services to eastern and central Massachusetts.	Other	11 members. Of these first 5, 1 must be a "minority person"; the Secretary of the Executive Office of Environmental Affairs; 4 appointed by the governor (1 resident of a Connecticut river basin community who represents water resources protection interests, 1 resident of a Merrimack river basin community who represents water resources protection interests, 1 recommended by the mayor of Quincy, 1 recommended by the Winthrop board of selectmen). The remaining six are: 3 appointed by the Mayor of Boston, 3 appointed by this advisory board.	-	-
<b>KEY</b>	Tan	Independent or Quasi-independent Agency					<b>56</b>	<b>21</b>
	Light Grey	Inactive						

**LATIN@S APPOINTED TO BOARDS AND COMMISSIONS. CITY OF BOSTON, 2017**

Board / Commission	Appointee <sup>42 43</sup>
Animal Control Commission	Alexandra Lopez-Cuadra
Archives and Records Advisory Commission	Julie Burros
Audit Committee	Lourdes Germán
Beacon Hill Architectural Commission	Miguel Rosales
Boston Arts Commission	Julie Burros
Boston Cultural Council	Aubre Carreon-Aguilar
	Priscilla Rojas
	Yaritza Pena
Boston Employment Commission	Jorge Martinez
Boston Fair Housing Commission	Michelle Feliz-Rosario
Boston Planning and Development Agency (BPDA)/Economic Development Industrial Corp (EDIC) Board of Directors	Priscilla Rojas
Boston Public Library Board of Trustees	Evelyn Arana-Ortiz
	Zamawa Arenas
Boston School Committee	Alexandra Oliver-Davila
	Miren Uriarte
Boston School Committee Nominating Panel	Angeline Camacho
	Tony Barros
Boston Zoning Commission	Nelson Arroyo
City of Boston School Trust Fund	Claudio Martinez
Mass. Water Resources Authority	Brian Peña
Residency Compliance Commission	Blanca Tosado
Resident Advisory Board	Marilyn Lopez
	Perfecta Laboy
	Ramona Lara
<b>Total seats filled by Latin@s</b>	<b>24</b>
<b>Total unique Latin@ members</b>	<b>22</b>



**EXECUTIVE POSITIONS AND LATIN@ APPOINTMENTS TO EXECUTIVE POSITIONS IN AREAS MOST RELEVANT TO LATIN@ NEEDS. CITY OF CHELSEA, 2017**

Agency / Department	2017		
	Area of Need	Occupant	Latin@
Chelsea Housing Authority	Housing and Land Use	Albert Ewing	
Chelsea Public Schools	Education	Sup. Mary Bourque	
City Clerk / Parking Clerk	Other	Jeanette Cintron White	
Finance Department	Other	Ed Dunn	
Assessor	Other	Mary Lou Ireland	
City Auditor	Other	Ed Dunn	
Procurement	Other	Dylan Dook	
Treasurer/Collector	Other	Robert Boulrice	
Department of Health and Human Services	Other	Luis Prado	
Public Library	Other	Sarah Gay	
Health Department	Other	Luis Prado	
Elder Services	Other	Tracy Nowicki	
Veterans Services	Other	Francisco Toro	
Chelsea Community Schools	Education	Beatrice Cravatta	
Human Resources	Other	Diane Carey	
IT Services Department	Other	Ramon Garcia	
Inspectional Services Department	Housing and Land Use	Mike McAteer	
Law Department	Other	Cheryl Watson Fisher	
Licensing, Permitting and Consumer Affairs	Other	Jeanette Cintron White	
Planning and Development Department	Economic Development, Housing and Land Use	John DePriest	
Public Safety	Other		
Emergency Management, E-911	Other	Allan I. Alpert	
Fire	Other	Leonard Albanese	
Police	Other	Brian Kyes	
Public Works Department	Housing and Land Use	Bertram Taverna	
Retirement	Other	Barbara A O'Brien	
<b>Total</b>		<b>25</b>	<b>6</b>
Percentage Latin@			30.0%

## BOARDS AND COMMISSIONS CITY OF CHELSEA. MISSION, APPOINTING AUTHORITY, APPOINTMENT REQUIREMENTS, TYPE, SUBSTANTIVE AREA OF ACTIVITY AND LATIN@ PARTICIPATION IN 2014 AND 2017

City Manager / Department	Boards and Commissions	Type	Appointing Authority	Mission	Requirements & Restrictions
City Manager	Affordable Housing Trust Fund Board	Trust	City Manager	The Board oversees the City of Chelsea's Affordable Housing Trust Fund. The Board advises and assists in the creation of new affordable housing and the preservation, rehabilitation and maintenance of existing affordable housing in the City of Chelsea. The Board is authorized to receive and accept contributions to the trust fund and ensures the monies in the trust fund are used appropriately.	7 trustees, including the City Manager; 4 are residents of the City of Chelsea; one with experience in financial/lending and one in housing development.
	The Tree Board	Advisory	City Manager	The Board shall advise and assist the City's management of all public shade trees as described in Mass. Gen. Laws c. 87 [M.G.L. c. 87]; and more specifically described as those trees within the public rights-of-way and adjacent to public buildings and commons. The Board shall establish rules and regulations as to the care and control of all trees within the control of the City.	5 members, 4 of whom are residents of Chelsea
	Youth Commission	Advisory	City Manager	The Youth Commission advises and assists the City Council, the School Committee, and the City Manager in the development of policies, programs and delivery of services for the health and welfare of youth and their families. The Commission regularly assesses the needs of youth as individuals and community members, in order to advocate for, coordinate and/or develop policies and programs to address these needs. The Commission further advises and otherwise assists the City Manager, the president of the City Council and the chair of the School Committee on utilization of all federal, state, and municipal programs and services available to youth, and provides education and referral resources to all members of the community.	15 members ages 13 to 18, including the presidents of the freshman, sophomore, junior and senior classes at Chelsea High School; two upper class students at Chelsea High School recommended by the Superintendent of Schools. No more than eight members shall represent the recognized youth organizations within the City as determined by the City Manager, and at least one, shall be appointed by the City Manager after a solicitation of interest advertised by the City Manager in a manner the City Manager shall see fit.
Chelsea Housing Authority	Board of Commissioners	Managerial	City Manager and Governor	The Board of Commissioners oversees the operations of the Chelsea Housing Authority	5 members; 4 appointed by the City Manager and 1 by the Governor
City Clerk / Parking Clerk	Board of Registrar of Voters	Managerial and Regulatory	City Manager	The Board of Registrars has exclusive authority to carry out the duties and responsibilities assigned to it by the laws of the commonwealth. Registrar of voters holds sessions for the registration of voters, receives affidavits of registration and applications to qualify for voting for electors of president and vice-president, prepares an annual register containing the names of all qualified voters for the current year, by district, and seasonably furnishes the same to election officers and investigates errors and corrects the list as necessary. Upon submission of a properly filed petition for recount, the board of registrars shall hold a recount as required by law. The Board of Registrars of Voters is a managerial and regulatory board of the City.	4 members: the City Clerk and three residents. Members represent the two leading political parties in equal number.
	Traffic and Parking Commission	Advisory and Regulatory	City Manager	The Traffic and Parking Commission has the exclusive authority, subject to approval of the City Council, to adopt, amend, alter and repeal rules and regulations, not inconsistent with general laws, relative to vehicular traffic in the City, and to the movement, stopping or standing of vehicles on, and their exclusion from, all or any streets, ways, highways, roads, and parkways under the control of the City, including rules and regulations, designing any way or part thereof as a through way under and subject to the provisions of section nine of chapter eighty-nine of the general laws, and may prescribe penalties for violation of any rule or regulation adopted.	5 members including the chiefs of police and fire, the director of public works; the director of planning and development, and one resident. This Commission currently has more members than required.
Finance	Board of Assessors	Advisory and Regulatory	City Manager	The Board of Assessors annually makes a fair cash valuation of all estates, both real and personal, subject to taxation within the City. The board determines the annual tax rate necessary to meet all sums voted by the City. The board hears and decides all questions relating to the abatement of taxes levied by it. The board has all of the other powers, duties and responsibilities which are given to boards of assessors by General Laws.	3 members
Health and Human Services	Cultural Council	Advisory and Managerial	City Manager	The Cultural Council decides the distribution of arts lottery funds or other funds that may be available to it and may also conduct other activities to promote and encourage the arts, humanities, or interpretive sciences.	5 members with demonstrated scholarship or creativity in, or distinguished service to, the arts, humanities, or interpretive sciences.
Public Library	Board of Trustees	Advisory	City Manager	The Board of Trustees of the library manages the library and all property of the City relating to the library. The board of trustees represents to the City, the interests, issues, and concerns of the library. The Board of Trustees establishes a written policy for the selection of library materials and the use of materials and facilities in accordance with the standards adopted by the American Library Association.	7 members



City Manager / Department	Boards and Commissions	Type	Appointing Authority	Mission	Requirements & Restrictions
Health Department	Board of Health	Advisory and Regulatory	City Manager	The Board of Health preserves and maintains the City's public health standards and protects its environmental resources through community education, and by promulgating reasonable rules and regulations pertaining to those matters placed under its jurisdiction by this administrative code, which shall include the communicable diseases, the sanitary code, the environmental code, food purity and quality, housing quality, solid waste, establishments possessing, processing, operating, or dealing in hazardous and/or toxic waste, solid waste haulers, septage haulers, noisome trades, fuel and chemical storage systems, dilapidated structures and lead paint, and all other areas of environmental quality.	5 members, one must be a physician
Elder Services	Council on Elder Affairs	Advisory	City Manager	The Council of Elder Affairs coordinates and implements programs designed to meet the needs of the aging. The Council of Elder Affairs surveys the elderly population to better determine their needs, problems and concerns. The council develops criteria for program and supportive services development based upon an assessment of needs and participates in programs offered by the commonwealth's department of elder affairs. The Council of Elder Affairs is an advisory multiple-member body of the City.	11 members; at least 60% should be over the age of 60.
Chelsea Community Schools	Community Schools Advisory Board	Advisory	City Manager	The Community Schools Advisory Board advises the director of community schools on matters relating to the administration, operation, and further development of the Chelsea community schools program.	9 members
	Human Rights Commission	Advisory		The Human Rights Commission has the authority to initiate and conduct hearings, and conduct investigations into the existence of unlawful discrimination or denial of equal access to housing, employment, education, public accommodations, services and facilities affecting any group or individual on the basis of their race, color, religious creed, national origin, disability, veteran status, ancestry, sexual orientation, or public benefits status. It may attempt to resolve disputes through the use of mediation, and may report to the City Manager on any matters which cannot be resolved through mediation. The commission has the authority to refer matters to the Massachusetts Commission Against Discrimination for enforcement. The commission does not hear complaints alleging discrimination on the part of any city agency or official.	7 members representative of classes protected under state and federal law, including but not limited to, race, color, religious creed, national origin, sex, age, disability, veteran status, ancestry, sexual orientation, or public benefit status.
Licensing, Permitting and Consumer Affairs	Licensing Commission	Advisory and Regulatory	City Manager	The Licensing Commission acts as the licensing authority for the City with all power to grant, suspend, or revoke licenses and permits for intoxicating liquors, and all licenses and permits now or hereafter vested by the General Laws in the mayors and city councils of cities of the Commonwealth, including all licenses and permits not placed within the jurisdiction of another municipal department, agency, officer or employee by the Charter, ordinances, or [the] this Code.	5 members including the director of the Municipal Inspections Department and four residents. Members shall not be engaged, directly or indirectly, in the manufacture or sale of alcoholic beverages.
Planning and Development Department	Conservation Commission	Advisory and Regulatory	City Manager	The Conservation Commission protects, promotes and enhances the quality of the natural resources within the City, especially wetlands and water resources. The Conservation Commission is responsible for the preservation and protection of flood plains and other wetlands within the City.	5 members
	Cable Television Advisory Committee	Advisory	City Manager	The Cable Television Advisory Committee advises the City Manager on matters relating to the licensing and administration of a contract for cable television services in the City. Consistent with the cable television contract, the committee may be designated by the City Manager to exercise certain authorities under the contract.	3 members
	Economic Development Board	Advisory, Managerial, and Regulatory	City Manager Secretary of EOHED	The Economic Development Board advises and assists in the preparation of economic development plans and strategies, in the development of economic development initiatives and proposals, and in the implementation of specific economic development projects and programs to promote the growth and development of existing local businesses, new businesses, and businesses interested in locating in the City. In particular, the Economic Development Board is responsible for coordinating and approving industrial development projects for financing by means of industrial revenue bonds. The Economic Development Board provides for the increased economic health and strength of the City and its residents by developing an economic development policy and a comprehensive plan for the economic development of the City, and strategies for carrying out the plan's goals and objectives. The board shall be and operate as an urban renewal agency within the meaning and requirements of chapter 121B of the General Laws [M.G.L. c. 121B]. The board shall be and operate as an urban redevelopment corporation within the meaning and requirements of chapter 121A of the General Laws [M.G.L. c. 121A]. The board shall be, and operate as an economic development and industrial corporation within the meaning and requirements of chapter 121C of the General Laws [M.G.L. c. 121C]. In all such capacities the board shall operate as in conformity with the restrictions contained in these chapters. The board shall be an industrial development financing authority within the meaning of chapter 40D of the General Laws [M.G.L. c. 40D].	5 members, one of whom shall be appointed by the Secretary of the Executive Office of Communities and Development (now Housing and Economic Development).



City Manager / Department	Boards and Commissions	Type	Appointing Authority	Mission	Requirements & Restrictions
	Planning Board	Advisory and Regulatory	City Manager	The Planning Board coordinates the development of the City's vision, policies, goals and objectives for the physical, environmental, economic and social growth and development of the community. The board provides advice for the incorporation of the vision, policies, goals and objectives into a comprehensive plan and reviews planning and development proposals for conformance with that plan. The Planning Board continuously develops and revises the comprehensive plan for the physical, environmental and social needs of the City, and its constituent functional plans for housing, transportation, parks and open space, historic preservation, and geographic plans for the City's neighborhoods and retail business districts. The Planning Board assists in the development and review of the City's capital improvements program. It reviews and approves the subdivision plan for the City. The Planning Board is the agency assigned to review and provide comments on environmental impact reports. The Planning Board also acts as the historical commission for the City, with its authorities and responsibilities to preserve, protect and develop the historical assets of the City.	9 members
	Zoning Board of Appeals	Regulatory	City Manager	The Zoning Board of Appeals hears and decides individual cases brought by persons seeking relief from the requirements of the zoning ordinance, all as provided for by state legislation, and by the city zoning ordinance. Specifically, the Board hears and decides cases which involve variances from the zoning ordinance. It also hears and decides applications for special permits and special permits for planned developments.	3 members: one, the executive director of the Planning and Development Department and up to two associate members. This commission currently has more members than required.
<b>KEY</b>				Rows in white (no shading) indicate dormant entities.	

APPENDIX 9.

**LATIN@S APPOINTED TO BOARDS AND COMMISSIONS. CITY OF CHELSEA, 2017**

Board/Commission	Appointee
Affordable Housing Trust	Norieliz DeJesus
Chelsea Housing Authority	Juan Vega
Board of Registrar of Voters	Jeanette Cintron White
Traffic and Parking Commission	George Pazos
Board of Trustees of the Library	Alexandria Christmas
Council of Elder Affairs	Antonio Ortega
	Jaime Santos
Chelsea Community Schools Advisory Board	Carolina Anzola
Licensing Commission	Silvia Guzman
Zoning Board of Appeals	Marilyn Vega-Torres

**Notes:** (1) Source: <http://www.chelseama.gov/boards> (2) Latin@ appointees were identified by observing Spanish names and checking for accuracy in discussions with community-based organizations in the city.





## RECOMMENDATIONS PRESENTED IN THE SILENT CRISIS (2014)

### Recommendations for Municipalities

#### *Pursue the inclusion of Latin@s at the leadership level*

- Adopt a vision statement endorsing the importance of greater governmental representativeness of a changing demography.
- Consider adoption of a formal city-wide outreach strategy for recruitment of Latin@s with requisite skills and experiences for board and commission appointments, who also have understanding of community-based issues.
- Create an explicit goal to develop a “critical mass” of Latin@ leaders, whose influence can be felt in improved outcomes for Latin@ residents.

#### *Support bureaucrats in adopting an advocacy role and actively representing Latin@s*

- Encourage the formation of internal political supports, like independent networks and associations of Latin@ bureaucrats or bureaucrats of color.
- Establish objectives that make the work of increasing the involvement of Latin@s and improving services to Latin@ communities an explicit part of agency and individual expectations.
- Target initial efforts in substantive areas in which Latin@ communities have a particular stake, including housing, education, and economic development.

#### *Leverage efforts at the leadership level to pursue a more inclusive bureaucracy at all staffing levels.*

- For leaders with a role in hiring, support in pursuing a more inclusive staff throughout an agency's workforce.

### Recommendations for Communities

#### *Be organized and vocal*

- Make specific demands to which leaders must respond.
- Anticipate the “nonlinear” nature of change and continue to press for inclusive government, working toward the “critical mass” with the capacity to effect change.

#### *Build alliances with other groups that also are under-represented in municipal leadership*

- Strategize to avoid competition for limited leadership positions.
- Work collaboratively for a broadly inclusive workforce and for service improvements to communities, recognizing that all residents will likely benefit.
- Monitor openings on boards

#### *Collaborate with the cities in developing goals, strategies and oversight for efforts to diversify workforces*

- Continue to review the taxonomy of boards and commissions in order to determine their salience in terms of Latin@ living conditions
- Develop a listing of persons knowledgeable about the community's issues who are willing to volunteer for boards and commissions and/or be employed to provide service in city government

## APPENDIX 11: NOTES TO TABLES

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*Notes to Table 2. Executive Positions and Latin@ Appointments to Executive Positions. City of Boston, 2014 and 2017*

- <sup>1</sup> The column labeled “Appointed 2015–2017” tallies those current position holders who were appointed between March 2015 and March 2017.
- <sup>2</sup> City Clerk is one of three non-mayoral entities, and is appointed by the City Council. (The other two are the City Council and the Finance Commission.)
- <sup>3</sup> The Civic Engagement cabinet is newly created since TSC-I.
- <sup>4</sup> The Commission on Affairs of the Elderly was part of Health and Human Services in TSC-I. Note that it is not included by the City in the list of boards and commissions—it appears only within this executive positions chart.
- <sup>5</sup> The Mayor’s Office of Workforce Development was previously called Jobs and Community Services.
- <sup>6</sup> The Boston Planning and Development Agency was previously called the Boston Redevelopment Authority.
- <sup>7</sup> The Chief of Education position is new since TSC-I was released in 2014.
- <sup>8</sup> The Human Resources department was part of Operations and Administration in TSC-I.
- <sup>9</sup> The Labor Relations department was part of Operations and Administration in TSC-I.
- <sup>10</sup> The Office of Fair Housing and Equity was previously called Civil Rights.
- <sup>11</sup> The Commissioner of the Disabilities Commission is a seated member of that entity. Thus the position is listed in this executive positions table but not included in its summary counts; it is counted instead as part of the boards and commissions appointments.
- <sup>12</sup> The Office for Immigrant Advancement was previously called the Office for New Bostonians.
- <sup>13</sup> The Boston Public Health Commission is counted here and in the boards and commissions table, because the executive director is not also a commissioner.
- <sup>14</sup> Law was presented as a separate department within TSC-I.
- <sup>15</sup> The Commissioner of the Elections Commission, is a seated member of that entity. Thus the position is listed in this executive positions table but not included in its summary counts; it is counted instead as part of the boards and commissions appointments. Elections was a sub-entity of the Law department in TSC-I.
- <sup>16</sup> The Mayor’s Office of Women’s Advancement was previously called the Women’s Commission. It was part of Health and Human Services in TSC-I.
- <sup>17</sup> The Boston Retirement Board is counted here and in the boards and commissions table, because the director is not also a commissioner.
- <sup>18</sup> Public Facilities was not listed in TSC-I.
- <sup>19</sup> The Boston Water and Sewer Commission is counted here and in the boards and commissions table, because Henry Vitale, Executive Director, is not also a commissioner.
- <sup>20</sup> The total count of executive positions in TSC-II (54) is different from that in TSC-I (66) because of changes in the municipal organization and improvements to counting procedures. In this table, we present an apples-to-apples comparison of the total number of positions in 2014 and 2017, using the 2017 list of positions. We also present the total number of positions that were included in the actual 2014 count. The changes between the two lists are explained below.

Some changes decreased the total count of executive positions.

- A number of entities included in TSC-I were removed from TSC-II because of reorganizations in the municipal hierarchy:
  - a) Archives and Records moved from second-tier within City Clerk’s office to third-tier within Civic Engagement;
  - b) Small and Local Business Enterprise / Boston Residents Jobs Policy, within Economic Development, is now third-tier in that cabinet’s hierarchy;
  - c) Animal Care and Control moved from second-tier within Health and Human Services to third-



tier within Inspectional Services; d) the Food Initiatives program moved from second-tier within Health and Human Services to third-tier within a Mayor's Office entity; e) Health Insurance was moved from a second-tier Operations and Administration location, where it had its own director, to second-tier within Finance and Budget, where it is overseen by the cabinet chief (our convention is to list only those second-tier entities that have a leader other than the cabinet chief); f) Neighborhood Services moved from a second-tier position under Operations and Administration to second-tier within Civic Engagement, where it is overseen by the cabinet chief; g) the Parking Department is now third-tier within Streets, Transportation and Sanitation; h) Boston Bikes is not a second-tier entity within Streets, Transportation and Sanitation.

- Some entities included in TSC-I were removed from TSC-II because of improved record-keeping and counting rules between the two versions: a) two entities that were counted under executive positions in TSC-I—the Disabilities Commission and Elections—have been omitted from the TSC-II count due to revised counting rules that we believe improve accuracy (we are now excluding executive entities from the total count when the leadership position is already counted as part of a board or commission); b) five third-tier entities within the Housing and Neighborhood Development (Policy Development and Research, Boston Home Center, Neighborhood Housing Development, Office of Business Development, and Real Estate Management and Sales) and one third-tier entity within Boston Centers for Youth and Families (Youth Engagement and Employment, previously called Youth Fund/Youth Council) were erroneously included in TSC-I and have been removed from TSC-II; c) the Innovation and Technology department, a second-tier entity under Information and Technology that is overseen by the cabinet chief, was removed; d) four cabinet-level positions—Superintendent of Schools, Joint Chief of Public Safety (Emergency), Joint Chief of Public Safety (Fire), Joint Chief of Public Safety (Police)—were counted within both cabinets and departments and are now counted only once.

Some changes increased the total count of executive positions.

- Some entities have been added anew with TSC-II as a result of changes in the municipal hierarchy: a) there is one new cabinet, called Civic Engagement; b) there are four new departments within the Mayor's Office—Mayor's Office of Diversity, Mayor's Office of New Urban Mechanics, Mayor's Office of Public Safety, Mayor's Office of Resilience and Racial Equity; c) two existing departments—Public Facilities (part of Operations and Administration) and Central Fleet Management (part of Streets, Transportation, and Sanitation)—are now included as second-tier entities.
- One entity—an existing cabinet position, Chief of Education—was added with TSC-II because of improved record-keeping and counting rules between the two versions of The Silent Crisis.

<sup>21</sup> We noted five Latino appointees for in TSC-I's 2014 count but only four in our TSC-II's 2014 re-count, because one headed an entity that we subsequently determined to be third-tier in the municipal hierarchy (the Office of Business Development within the Department of Neighborhood Development).

*Notes to Table 5. Summary of Latin@ Presence on Boards and Commissions. City of Boston, 2017*

<sup>22</sup> Counts of seats, appointees, and Latin@ appointees include alternate seats.

<sup>23</sup> We included in our analysis those seats that grant the mayor any level of discretion in selecting the appointee. The extent of mayoral discretion varies substantially. In some instances the Mayor may select any person or any Boston resident; in other cases the appointee must possess certain expertise; for some bodies the Mayor may select from a field of candidates named by a specified private neighborhood, trade, business, or labor group while in others the Mayor approves or disapproves just one candidate nominated by a specified private organization. Appointments with no mayoral discretion include those made by the Governor or others, or seats that filled by appointees who serve ex officio (because they hold another position in municipal government, like a cabinet chief or department head).



<sup>24</sup> The period 2014–2017 runs from 3/1/2014 through January 28, 2017.

*Notes to Table 6. Latin@ Participation in Active Boards and Commissions. City of Boston, 2014 and 2017*

<sup>25</sup> Full source citations for the data in this table are found in the companion table, Appendix 5: Boards and Commissions City of Boston. Mission, Appointing Authority, Appointment Requirements, Type, Substantive Area of Activity and Latin@ Participation in 2014 and 2017.

<sup>26</sup> In 2017, counts of seats, appointees, and Latin@ appointees include alternate seats. The following entities are included in TSC-II, but were excluded from the TSC-I count of boards and commissions, and .

- Living Wage Advisory Committee (was inactive in 2014)
- Boston School Committee Nominating Panel
- Boston Waterways Board
- Animal Control Commission
- Inspectional Services–Board of Examiners
- Boston Retirement Board
- Off-street Parking Facilities Board
- Public Facilities Commission

<sup>27</sup> The Youth Council was included in the TSC-I count of boards and commissions but has been removed in 2017 because it is not an official commission.

*Notes to APPENDIX 5. Boards and Commissions City of Boston. Mission, Appointing Authority, Appointment Requirements, Type, Substantive Area of Activity and Latin@ Participation in 2014 and 2017.*

<sup>28</sup> Unless specified otherwise, the information in this table was drawn from two sources: the City of Boston’s full list of boards and commissions at [www.cityofboston.gov/boardsandcommissions/Default.aspx](http://www.cityofboston.gov/boardsandcommissions/Default.aspx), along with links provided at that page to enabling legislation; and the American Legal Publishing Corporation’s listing of the City of Boston Municipal Code at <http://library.amlegal.com/nxt/gateway.dll/Massachusetts/boston/cityofbostonmunicipalcode>. City of Boston contact members listed at Additional clarifying information was generously provided by Tania Del Rio, Diversity Outreach Director, Office of Mayor Martin J. Walsh.

<sup>29</sup> On the following boards, some or all of the vacant seats are for alternate seat appointments: Aberdeen Architectural Conservation District; Back Bay Architectural District; Back Bay West / Bay State Road Conservation District; Bay Village Historical District; Beacon Hill Architectural Commission; Fort Point Channel Landmark District; Mission Hill Triangle Architectural Conservation District; St. Botolph Architectural Conservation District; Zoning Board of Appeals.

<sup>30</sup> The term “Overflow Seats” is used to describe a number of members that exceeds the number of statutory seats.

<sup>31</sup> State enabling legislation for the Archives and Records Advisory Commission at <http://zork.net/dsaklad/acts.html>.

<sup>32</sup> Living Wage Advisory Committee enabling legislation at [www.cityofboston.gov/images\\_documents/Employee%20Living%20Wage%20Fact%20Sheet\\_tcm3-39456.pdf](http://www.cityofboston.gov/images_documents/Employee%20Living%20Wage%20Fact%20Sheet_tcm3-39456.pdf).

<sup>33</sup> Neighborhood Jobs Trust enabling legislation at [www.cityofboston.gov/images\\_documents/NJTGUIDE\\_tcm3-40280.pdf](http://www.cityofboston.gov/images_documents/NJTGUIDE_tcm3-40280.pdf).

<sup>34</sup> Boston Employment Commission enabling legislation at [https://www.cityofboston.gov/images\\_documents/Amend\\_BEC\\_tcm3-3202.pdf](https://www.cityofboston.gov/images_documents/Amend_BEC_tcm3-3202.pdf).

<sup>35</sup> Fund for Boston Neighborhoods mission information from [www.guidestar.org/FinDocuments/2013/046/185/2013-046185609-09d188bf-9.pdf](http://www.guidestar.org/FinDocuments/2013/046/185/2013-046185609-09d188bf-9.pdf).

<sup>36</sup> Mission and requirements for membership for the Boston Zoning Commission from <http://www.bostonredevelopmentauthority.org/zoning/zoning-commission>, <http://archives.lib.state.ma.us/actsResolves/1993/1993acts0461.pdf>, <http://www.bostonplans.org/zoning/zoning-commission>.



<sup>37</sup> Fund for Parks and Recreation mission information from <http://www.guidestar.org/FinDocuments/2012/042/784/2012-042784811-09727d86-9.pdf>.

<sup>38</sup> Boston Retirement Board Statutory purpose, GL c. 32, sec. 2, at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter32/Section2> appointing authority, GL c. 32, sec. 20(4), at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter32/Section20>, membership requirements, GL c. 32, sec. 3, at <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleIV/Chapter32/Section3>.

<sup>39</sup> Neighborhood Housing Trust Fund mission and operations described at [http://www.cityofboston.gov/dnd/PDFs/NHT\\_Report.pdf](http://www.cityofboston.gov/dnd/PDFs/NHT_Report.pdf) and <http://nlihc.org/rental-programs/catalog/bostons-neighborhood-housing-trust-fund>.

<sup>40</sup> The Human Rights Commission has been inactive since 1994, per communication from J. Anzalota on 4/23/14.

<sup>41</sup> The upper limit on the size of the Boston Disability Advisory Commission was 9 members until June 30, 2016. <https://malegislature.gov/Laws/GeneralLaws/PartI/TitleVII/Chapter40/Section8>.

*Notes to APPENDIX 6. Latin@s Appointed to Boards and Commissions City of Boston, 2017*

<sup>42</sup> Source: <http://www.cityofboston.gov/boardsandcommissions/Default.aspx>.

<sup>43</sup> Latin@ appointees were identified by observing Spanish names and checking for accuracy through secondary sources (press releases, online career and biographical information).

*Notes to APPENDIX 8. Boards and Commissions City of Chelsea. Mission, Appointing Authority, Appointment Requirements, Type, Substantive Area of Activity and Latin@ Participation in 2014 and 2017.*

<sup>44</sup> Source for information on Chelsea board and commission type, appointing authority, mission, and requirements & restrictions is [https://www.municode.com/library/ma/chelsea/codes/code\\_of\\_ordinances?nodeId=PTIICOOR\\_APXAADCO\\_PTIIUMUMBAPOR\\_S18.00CHAFHOTRFUBO](https://www.municode.com/library/ma/chelsea/codes/code_of_ordinances?nodeId=PTIICOOR_APXAADCO_PTIIUMUMBAPOR_S18.00CHAFHOTRFUBO)

<sup>45</sup> For boards and commissions that the City labels with more than one type, we chose the one deemed most complex for the analyses in this report (indicated with bold text).

<sup>46</sup> The City of Chelsea website lists more members for the Traffic and Parking Commission than is required by statute. The number listed in this table corresponds to the number of members required by statute.

<sup>47</sup> The City of Chelsea website lists more members for the Zoning Board of Appeals than is required by statute. The number listed in this table corresponds to the number of members required by statute.



# GREATER BOSTON LATINO NETWORK



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