



THE QUIET REVOLUTION

**The President's Faith-Based and
Community Initiative:
A Seven-Year Progress Report**

THE WHITE HOUSE
FEBRUARY 2008

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EXECUTIVE SUMMARY

On January 29, 2001, President George W. Bush signed the first two Executive Orders of his Administration, creating the White House Office of Faith-Based and Community Initiatives (OFBCI) and similar offices within five Federal agencies. The President's goal was to eliminate government barriers inhibiting partnerships with faith-based and grassroots charities and to strengthen the work of America's armies of compassion in tackling society's toughest problems.

Exactly seven years later, on January 29, 2008, President Bush visited the Jericho Program in Baltimore to commemorate the profound changes his Faith-Based and Community Initiative (FBCI) has brought to government, the nonprofit sector, communities, and individual lives both at home and abroad. This report chronicles the remarkable progress achieved during the past seven years, as the President's signature compassion agenda moved from vision to reality.

The Federal Government has long partnered with States and nonprofit organizations to deliver social services, yet no president had ever embraced the faith-based and community nonprofit sector as a central player in that effort. As George W. Bush promised in his first major policy speech as a Presidential candidate, on July 22, 1999, "In every instance where my Administration sees a responsibility to help people, we will look first to faith-based organizations, to charities, and to community groups."

President Bush understands that the 21st century's challenges are broad and complex and require the participation of every willing contributor. His FBCI, therefore, focused on expanding partnerships with nonprofit sector partners and soliciting private sector co-investors. Consistent with the FBCI's core objectives, government has become more welcoming to faith-based and grassroots partners while also strengthening existing partnerships with well-established nonprofit organizations.

The first Presidential initiative launched by the Bush Administration, the FBCI has grown each year and adapted to emerging challenges and expanded its influence at home and abroad. The framework of this activity includes:

- Five Executive Orders expanding the FBCI reach across the Federal Government;
- Sixteen agency-level rule changes and a myriad of smaller scale policy reforms to level the playing field for faith-based and community organizations;
- More than a dozen presidential initiatives aimed at some of society's most stubborn social problems;
- Provision of in-person training to build capacity for more than 100,000 social entrepreneurs;
- Measurement of the FBCI's progress, and ongoing improvement of program components as necessary;
- Replication at the State- and local-government level.

The FBCI initiated a profound cultural change resulting in wider acceptance of faith-based organizations in community problem-solving, as well as a heightened understanding of results-driven collaborations between government and the nonprofit sector. As this report shows, the FBCI has been a quiet revolution

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in how government engages community partners to address human need and how public and private interests combine for the common good.

The chapters of this report each present a distinct element of the quiet revolution advanced by the FBCI. While each chapter features a specific emphasis of the Initiative's reform or innovation, they combine to illustrate interdependent parts of a transformation of government to embed solutions to need in local communities and achieve better results through expanded public-private partnerships.

Chapter 1: Determined Attack on Need

At the heart of the President's FBCI is a shift from the large, distant, and impersonal transaction of Federal programs to the small, local and individualized care of effective faith-based and neighborhood organizations. Chapter 1 features a series of priority programs launched by President Bush, as well as agency-driven initiatives designed to test new public-private partnerships that address society's most challenging problems, including homelessness, addiction, unemployment, school dropout rates, and lack of access to health care. This chapter offers windows into the FBCI at work in eleven Federal agencies.

Chapter 2: Transforming Government

The FBCI was not designed to be an "add-on" to existing Federal programs, but rather to fundamentally alter the way government addresses human need. This work required identifying and then removing barriers to partnership between government and grassroots nonprofits. Chapter 2 describes the barriers identified in the FBCI's 2001 "Unlevel Playing Field Report" and the actions taken to address them. These changes were completed through policy reforms and the adoption of new regulations at each of the eleven Federal agencies operating the FBCI, positioning nonprofit organizations as a central player to address problems from prisoner reentry to HIV/AIDS in Africa. Finally, since all FBCI actions have been guided by established legal and Constitutional principles, this chapter also addresses the case law undergirding the FBCI and the Equal Treatment regulations adopted to set clear, legal guidelines for government partnership with faith-based and community organizations.

Chapter 3: Strengthening Faith-Based and Community Organizations

As the capabilities of nonprofits grow, their ability to solve community problems and meet needs expand. Promoting the growth of charitable organizations has been central to the FBCI, from increasing their access to Federal funds to in-depth training on specific operations issues such as outcomes tracking or board development. Chapter 3 explores these capacity-building efforts, including national and regional White House FBCI Conferences and training events hosted by FBCI Centers, as well as a series of technology-based trainings and other resources. To date, more than 100,000 of America's social entrepreneurs have received in-person training through these efforts, and countless more through other mediums, ranging from webinars and teleconferences to on-site technical assistance.

Chapter 4: Measurement Matters

Each of the FBCI's efforts point toward a single, overarching goal: enabling real results for people in need. Chapter 4 describes the objectives and accountability enforced across government to advance this goal, as well as the measurement mechanisms to evaluate its success. The chapter explains how the President's Management Agenda sets standards for the FBCI and holds agencies accountable for their implementation. It also describes the annual FBCI grant data collection to evaluate progress toward a "level playing field" in competitive Federal grants. One form of this effort will be an FBCI National

Conference on Research, Outcomes & Evaluation, scheduled for June 2008, where an expansive range of studies, evaluations, and reports on the outcomes achieved through the FBCI will be presented. In addition, this chapter highlights a number of programs and policy issues of major focus for the FBCI along with portraits of their outcomes to date.

Chapter 5: Taking Root in the Heartland

While placing primary focus on the Federal Government, the FBCI has also worked aggressively to expand implementation of the FBCI vision at the State and local level. Today, 35 governors—19 Democrats and 16 Republicans—have offices or liaisons dedicated to strengthening faith-based and community organizations and extending their work within the community. More than 100 mayors have established similar offices or liaisons, as well. Chapter 5 describes how these chief executives from across the political spectrum have embraced the FBCI vision as a practical way to solve real-world problems. This activity is thriving even in States without a formal FBCI office. For example, California doesn't yet have an official FBCI; yet, in 2006, its nonprofits won more than 1,550 competitive Federal grants totaling nearly \$1.1 billion dollars to serve their neighbors in need including implementation of a number of the President's signature FBCI initiatives (e.g., Prisoner Reentry). This chapter reveals how all States have implemented core elements of the FBCI, as well as the remarkable progress and diversity of State-led action.

TEN INNOVATIONS ADVANCED BY PRESIDENT BUSH'S FAITH-BASED AND COMMUNITY INITIATIVE

As detailed in this report, President Bush's Faith-Based and Community Initiative (FBCI) has championed a "determined attack on need" that fundamentally shifts the way government addresses poverty, disease, and other ills. This quiet revolution has been sweeping in scope and effect. However, certain signature innovations reverberate across most every aspect of the FBCI. These themes reflect the President's belief that while government can marshal great resources in response to human need, it is best administered through the personal touch of local charities and caring neighbors that individual lives can be transformed so that their distress is not merely mitigated but ultimately conquered.

Innovation #1: Leveling the Playing Field

President Bush's Executive Orders required his cabinet agencies to identify and remove all unwarranted barriers inhibiting government partnerships with faith-based and grassroots charities. Such barriers were identified in comprehensive audits completed by agency FBCI Centers and engaged through a combination of 16 rule changes and a myriad of smaller-scale policy reforms affecting virtually all human service programming in the Federal Government. These changes brought virtually all Federal programs and policies in line with modern First Amendment jurisprudences and "Charitable Choice" principles that protect the rights and integrity of religious charities as well as the rights of recipients of services. Today, faith-based charities are welcomed as respected and equal partners in all Federal programs, and clear Constitutional guidelines guide their use of public funds.

Innovation #2: Expanding Partnership with Grassroots Organizations

FBCI audits identified barriers to the participation of small and new charities, as well. In addition to extensive policy changes to minimize these barriers, the Administration has harnessed a portfolio of program models including vouchers, mini-grants, and intermediary grantees to vastly increase the number of grassroots organizations partnering with government. For example, the Compassion Capital Fund has used sub-granting through intermediaries and mini-grants to provide \$264 million to over 5,000 neighborhood-based groups. Mini-grants administered by the U.S. Department of Labor have demonstrated that smaller grants of \$25,000 to \$75,000 enable grassroots organizations to win grant competitions for the first time, while leveraging strong results in return. Vouchers have been applied successfully through the President's Access to Recovery (ATR) program, which has served nearly 200,000 clients (60 percent over goal).

Early evaluations suggest results that outpace traditional service models. The strong results were achieved through the holistic approach to recovery provided by the 5,494 partners engaged through ATR's voucher mechanism. Nearly one-third of ATR providers were faith-based organizations, and large percentages were first-time partners with government (e.g. 40 percent in Connecticut; 70 percent in Louisiana). These and other innovative models are being used across a wide range of programs, from the fight against HIV/AIDS in Africa to domestic violence prevention in the U.S.

Innovation #3: Implementing the FBCI through Cabinet Agencies

Rather than establishing the FBCI as a simple communications strategy or stand-alone program, President Bush embedded the Initiative within Federal agencies that administer human service programs. The result has been new and strengthened partnerships that further each agency's mission on issues

ranging from economic development in distressed neighborhoods (U.S. Department of Commerce), education outcomes (U.S. Department of Education), crime reduction (U.S. Department of Justice), employment opportunity (U.S. Department of Labor), homelessness (U.S. Department of Housing and Urban Development), substance abuse (U.S. Department of Health and Human Services), and food security (U.S. Department of Agriculture).

Innovation #4: Building Mutually-Reinforcing Clusters of Service

Many social ills are so intertwined they cannot be resolved by addressing just one isolated problem. Reflecting on this reality, FBCI programs often form a “cluster” of efforts directed at interconnected issues. One signature domestic application of the FBCI is a *justice cluster* of initiatives aimed at decreasing crime among adults, improving life outcomes for ex-offenders, and preventing criminal behavior by at-risk youth. President Bush announced the Prisoner Reentry Initiative (led by DOL and DOJ), the Mentoring Children of Prisoners program (led by HHS), and related efforts in State of the Union addresses, and his Administration has supported their implementation with hundreds of millions of dollars in new funding. These, and related initiatives, place special focus on recruitment of mentors from religious organizations and other community groups to provide life coaching and support to adults and youth. Early results from these initiatives indicate that ex-offenders participating in the program are half as likely to return to crime as the national average; separately, more than 70,000 individuals have answered the call to serve as mentors for children of prisoners in order to break the cycle of crime in families.

Innovation #5: Applying the FBCI Vision to International Aid and Development

The President’s Emergency Plan for AIDS Relief (PEPFAR) stands among the very best successes of the FBCI vision. First, it reflects a massive-scale response to the President’s call for a “determined attack on need,” saving lives and renewing communities ravaged by HIV/AIDS in Africa and around the globe. PEPFAR is structured to treat those afflicted with HIV/AIDS, care for the dying or orphaned, and prevent the spread of HIV/AIDS—and it establishes rigorous performance outcomes in each category. Second, despite its unprecedented scope and funding, PEPFAR centers its prevention, treatment, and care efforts around local community- and faith-based partners. Aggressive new partner strategies, such as a cap of 8 percent on the funding any one grantee can receive within focus countries, and other innovative policies translated into more than 80 percent of PEPFAR partners being indigenous faith- and/or community-based organizations. Other major international efforts, such as the President’s Malaria Initiative, also model these principles in action.

Innovation #6: Growing Key Elements of the FBCI in All 50 States

The FBCI is not merely a Federal initiative, but also a nation-wide vision taking root in all 50 States. Nonprofits in each state won a collective \$14 billion in direct, competitive Federal funding in 2006, ranging from nearly \$20 million in North Dakota to over \$1 billion in California. Many of these organizations are leading implementation of key FBCI programs, from prisoner reentry services to tutoring of at-risk youth. Meanwhile, even larger flows of Federal funds are provided to State and local government through formula and block grants. Governors increasingly recognize faith-based and community organizations as key allies in addressing their states’ most pressing needs, and more than two-thirds of state executives now seek to leverage such partnerships through state FBCI offices or liaisons. Even in states where a formal FBCI office does not yet exist, states are active, with demonstration projects, training for nonprofit leaders, Charitable Choice reforms, and expansion of public-private partnerships.

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Innovation #7: Building the Capacity of Nonprofit Sector Leaders through Training and Technology

The FBCI provides a host of training opportunities, technical assistance services, and other resources to social entrepreneurs that bolster the vitality of America's nonprofit sector. This, in turn, enables communities to benefit from strengthened private charities and the cross-sector collaboration that follows. The Compassion Capital Fund, alongside small grants for capacity-building, also provides grassroots grantees with intensive coaching on how to support growth and sustainability. Many small and new grantees of other programs also receive intensive technical aid and training. Additionally, the White House OFBCI and Federal agencies have provided in-person training to over 100,000 social entrepreneurs in skills such as competing for Federal grants, fund raising from private sources, building a stronger board of directors, recruiting volunteers, and performing outcome-based evaluations.

Innovations #8: Expanding Public-Private Partnerships

Just as equipping nonprofits with tools and resources benefits communities beyond any government-sponsored program's reach, so too does the FBCI's focus on increasing private capital for faith-based and community organizations. The most direct application of this strategy are Bush Administration-supported changes to tax policy, such as the 2006 changes allowing individual retirees to make tax-free donations to charities from their IRAs. The National Committee on Planned Giving reports that within the first year this option was available, 6,330 individual gifts were donated through IRA rollover, totaling \$111 million to the nonprofit sector. Public-private partnerships forged domestically by the U.S. Department of Commerce and internationally by the United States Agency for International Development have combined to deliver \$8 billion in private funds that have been directed to revitalizing distressed regions for job creation, economic development, and small business enterprise.

Innovation #9: Forge a United Strategy with the President's Call to Service

When President Bush formally launched his Faith-Based and Community Initiative in January 2001, he announced a partnership to give the FBCI reach into government and community service simultaneously. The FBCI partners with the Corporation for National and Community Service (CNCS) to administer the FBCI into ongoing CNCS programs. CNCS formed the Faith and Communities Engaged in Service (FACES) initiative to enhance the development of social capital and service infrastructure in communities across the country. Following 9/11, President Bush created USA Freedom Corps to build on the compassion of all Americans serving a cause greater than self and to coordinate domestic and international volunteer efforts. He also established the President's Council on Service and Civic Participation. The FBCI collaborates with all of these entities to fulfill the President's Call to Service and to more effectively manage volunteers at faith-based and community organizations.

Innovation #10: Catalyze the Compassion Agenda

The President's FBCI serves as a vehicle for the White House's compassion agenda. White House and Federal agency FBCI staff are instrumental in planning the budget for compassion agenda programs and extending related policies into existing programs. The Initiative sponsors monthly "Compassion in Action" events to heighten awareness of the greatest social crises of our day (e.g., prisoner reentry, school dropout rates, malaria) and profiles public and private strategies offering effective solutions to those same problems. These events feature interagency planning efforts that further collaborations across government as well as between government and civil society.

A DETERMINED ATTACK ON NEED

PRESIDENTIAL INITIATIVES TO RALLY THE ARMIES OF COMPASSION

When President George W. Bush signed the Executive Order establishing the Faith-Based and Community Initiative (FBCI) on January 29, 2001, he was acting on one of the cornerstone promises of his new Administration: to conduct a broad and targeted effort to help Americans rally to the aid of their neighbors in need.

The day following his signing of the FBCI Executive Order, President Bush transmitted a report to Congress offering a blueprint of how his Administration would commence this determined attack on need. Entitled “Rallying the Armies of Compassion,” the report stated that the FBCI would leverage the resources of government “to enlist, equip, enable, empower, and expand the heroic works of faith-based and community groups across America” to combat poverty and social distress. The President further wrote:

Government has a solemn responsibility to help meet the needs of poor Americans and distressed neighborhoods, but it does not have the monopoly on compassion. America is richly blessed by the diversity and vigor of neighborhood healers: civic, social, charitable, and religious groups. These quiet heroes lift people’s lives in ways that are beyond government’s know-how, usually on shoestring budgets, and they heal our nation’s ills one heart and one act of kindness at a time.

Strengthening and extending the work of these “neighborhood healers” called for more than any one set of programs or policies. These efforts sought not only actions *by* government, but transformation *in* government. Rejecting “the failed formula of towering, distant bureaucracies that too often prize process over performance,” the FBCI would work to fundamentally alter the way government addresses human need and remove obstacles hindering partnerships with foot soldiers in the armies of compassion.

As George W. Bush promised in his first major policy speech as a presidential candidate, on July 22, 1999, “[I]n every instance where my Administration sees a responsibility to help people, we will look first to faith-based organizations, to charities, and to community groups.” This vision would remain the great charge of the FBCI. In the face of systems designed to address social ills with large, impersonal machinery, the FBCI would push in the other direction—moving government toward solutions centered on the local, personal touch of neighbor serving neighbor.

Laying the Framework

Upon entering office, the President issued two Executive Orders establishing the FBCI’s White House Office and five initial Federal agency Centers. The Executive Orders called for an “audit to identify all existing barriers to the participation of faith-based and other community organizations in the delivery of social and community services.” Contrary to the fears of some, the Executive Order was unequivocal in affirming that clear, Constitutional guidelines must guide the Initiative—it was to be built upon “the bedrock principles of pluralism, nondiscrimination, evenhandedness, and neutrality.”

Executive Orders

- January 29, 2001: Executive Order 13199 created the White House Office of Faith-Based & Community Initiatives.
- January 29, 2001: Executive Order 13198 created five Centers for Faith-Based & Community Initiatives.
- December 12, 2002: Executive Order 13280 created two Centers for Faith-Based and Community Initiatives.
- December 12, 2002: Executive Order 13279 requires equal protection for faith-based and community organizations.
- June 1, 2004: Executive Order 13342 created three new Centers for Faith-Based & Community Initiatives.
- March 7, 2006: Executive Order 13397 created one new Center for Faith-Based & Community Initiatives.

While the Initiative welcomed faith-based organizations to work in expanded partnership with government, religion was not to be the focus. Faith-based groups would be invaluable allies, but would receive neither special favor nor disfavor. All organizations that could add value to efforts to serve the needy would be offered an open and level playing field. As stated in the Executive Orders, “[P]rivate and charitable community groups, including religious ones, should have the fullest opportunity permitted by law to compete on a level playing field, so long as they achieve valid public purposes, such as curbing crime, conquering addiction, strengthening families and neighborhoods, and overcoming poverty.”

The scope of activities called for under the Executive Orders was immense. But the ultimate purpose remained simple: “The paramount goal is compassionate results....”

Prosecuting the Attack

To prosecute this determined attack on need, an initial Executive Order established the White House Office of Faith-Based and Community Initiatives and five Executive Department Centers for Faith-Based and Community Initiatives (CFBCI)—at the Departments of Health and Human Services, Housing and Urban Development, Justice, Education, and Labor.

As the Initiative gained traction, the number of Federal agencies with FBCI Centers steadily expanded from the initial five. With the addition of the Department of Homeland Security in 2006, 11 major departments or agencies now have a Center via Executive Order.¹ In addition, the Corporation for National and Community Service also has an official director for Faith-Based and Community Initiatives within its executive team. Each of the Centers advances the Initiative within distinct areas of human need, always consistent with the mission of the broader department.

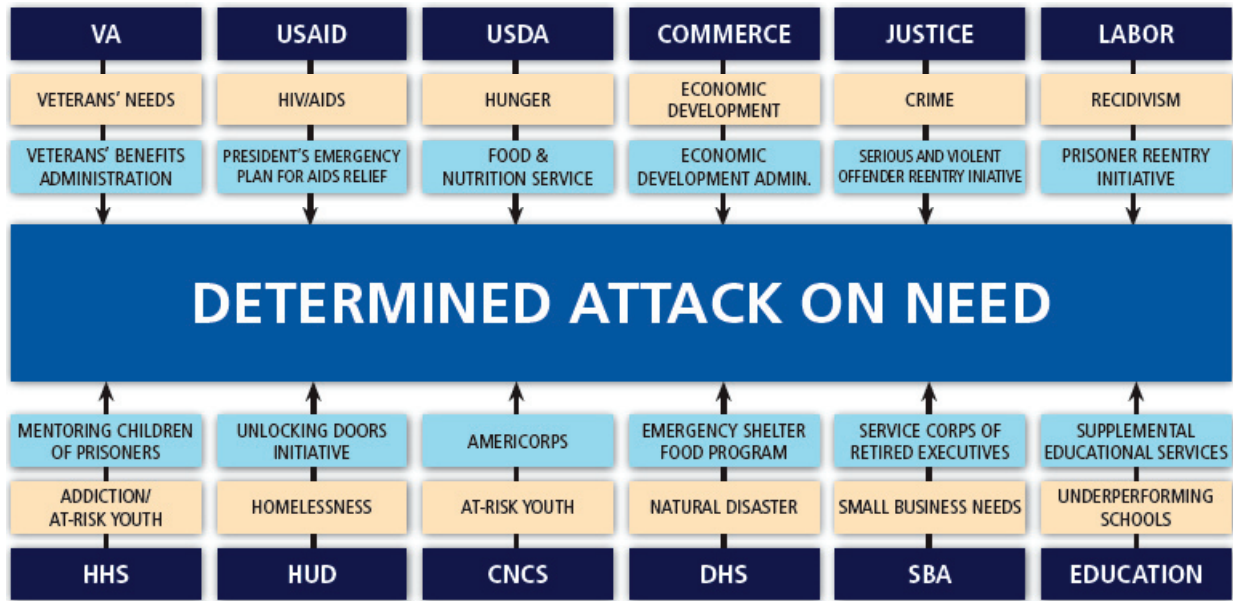
The decision to root the FBCI not only in the White House, but also within Federal agencies, revealed how sweeping its objectives were. No doubt, one or more high-profile programs or projects could have been undertaken from the White House itself. But deep institutional change is rarely ushered in from a distance. To truly reorient the way government addressed human need across the Federal Government and beyond, much of the effort would have to come from *within* individual agencies, programs and policies.

So, while the White House OFBCI would coordinate overarching policy, accountability, and provide other leadership, the Centers would advance the Initiative's vision in all aspects of their respective departments.

Like the White House OFBCI, the Centers would not offer funding or manage programs directly. Rather, they would work to integrate the vision set by the President throughout their Departments' program offices. The staff of each Center would learn the nuances of their agency's programs and policies; identify barriers to expanded partnerships with faith-based and community organizations and work to remove them; and design and promote pilot programs and other strategies to re-orient the way government solves problems.

Through the Centers, the FBCI operates not as an appendage of government, or even as a separate program, but rather as a mechanism for adding value to the highest priorities of each agency. David J. Wright, Project Director at the Rockefeller Institute's Roundtable on Religion and Social Welfare Policy, captured the result of this approach in describing the conclusions of a 2006 study of the FBCI by the Roundtable. He stated, "The Bush Administration has built a considerable management capacity to reach deeply into and widely across the Federal Government in order to implement the Faith-Based and Community Initiative as a presidential priority."

The central question guiding each Center is the same: How can expanded and enhanced partnerships with nonprofit groups help fulfill the agency's mission, from DOJ's goal of reducing gang violence to USAID's mission of fighting malaria to HUD's objective of reducing homelessness? The following chart depicts some of the Initiative's diverse problem-solving portfolio and offers a vivid representation of the FBCI as a governing strategy aimed at helping each respective agency solve their highest priority program goals by building public-private partnerships and testing innovative solutions.



The following is an agency-by-agency overview to explain the chart's elements in more detail.

U.S. Department of Education CFBCI

Established: January 29, 2001

The Center at the U.S. Department of Education works to ensure that every child in America has access to a quality education. Examples of these efforts include:

- Training FBCOs to become Supplemental Educational Services (SES) providers, which deliver extra academic enrichment to disadvantaged children attending schools in need of improvement under the No Child Left Behind Act. In the 2005-2006 school year, more than 515,000 children received educational services through SES providers, many of which are FBCOs.
- Expanding FBCO participation in the 21st Century Community Learning Centers program. In 2001, nonprofits were not even eligible to apply for this program; now, approximately one fifth of the program's funded partners are FBCOs. Additionally, FBCOs work as sub-partners to many other directly funded organizations. In 2009, the Administration will propose to transform this program into 21st Century Learning Opportunities to provide scholarships to disadvantaged students for academically-based after-school efforts, including those carried out by faith- and community-based organizations. This change will provide parents with more choices and help improve program accountability.
- Promoting engagement of FBCOs in innovative programs designed to boost student achievement, including charter schools, voucher programs like the DC Opportunity Scholarship Program, and other models that harness the abilities of FBCOs in education-related services.

U.S. Department of Health and Human Services CFBCI

Established: January 29, 2001

The Center at the U.S. Department of Health and Human Services addresses an array of human needs issues including at-risk youth, rural and urban poverty, asset development, substance abuse, and many others. Examples of these efforts include:

- Building the capabilities of FBCOs to address the social ills faced within their communities through the Compassion Capital Fund, which has provided small grants and training to raise effectiveness and capacity in more than 4,000 small faith-based and community-based service organizations.
- Championing mentoring opportunities for at-risk youth. Working through hundreds of FBCO partners, the Mentoring Children of Prisoners program has paired more than 70,000 children of prisoners with caring mentors.
- Employing innovative models to expand the work of FBCOs helping to fight addiction. Thousands of FBCOs have received government funding through the Access to Recovery program – many for the first time – to help nearly 200,000 individuals, who redeem vouchers for services at the provider of their choice.

U.S. Department of Housing and Urban Development CFBCI

Established: January 29, 2001

The Center at the U.S. Department of Housing and Urban Development (HUD) engages a wide range of issues related to housing and homelessness, including homeownership counseling, emergency shelter, transitional and permanent supportive housing, and housing for the elderly, persons with disabilities and persons with HIV/AIDS. Examples of these efforts include:

- Boosting FBCO participation in major HUD programs. From 2003 to 2006, the number of direct nonprofit grantees of HUD's Continuum of Care program grew by more than 30 percent, from 1,609 to 2,096.
- Delivering needed support to front-line FBCOs engaged in housing-related issues. For example, HUD has provided funding for more than 35,500 new, permanent, supportive housing beds since 2003, many of them at faith-based and community-based nonprofit organizations serving the homeless.
- Training FBCOs on ways to expand their work through partnership with government-funded projects. Since 2004, the HUD "Art and Science of Grant Writing" program has trained nearly 30,000 FBCO leaders through an intensive, two-day seminar.
- Boosting the ability of local government to build effective networks of FBCO partners. The Center has held 20 "Unlocking Doors" forums in partnership with mayors nationwide to boost local partnerships and capture best practices for implementation in other cities across the country.

U.S. Department of Justice Task Force for FBCI

Established: January 29, 2001

The Task Force for Faith-Based and Community Initiatives at the U.S. Department of Justice (DOJ) seeks to boost aid to victims of crime, abused spouses, at-risk juveniles and ex-felons returning home

from incarceration. Intervention efforts are vital to community safety and crime prevention. Examples include:

- Fighting gang involvement through programs like the Gang Reduction and Prevention Intervention pilot project, which has built coordinated networks of FBCOs in anti-gang work in cities from Los Angeles, CA to Richmond, VA, and the Comprehensive Anti-Gang Initiative which provides ten cities with prevention, enforcement, and reentry programming.
- Cutting crime and recidivism with efforts like the Serious and Violent Offender Reentry Initiative and the Weed & Seed Program.
- Expanding the work of FBCOs serving victims of domestic violence. For example, DOJ launched a demonstration project called Rural Domestic Violence and Child Victimization Grant Program that partnered with domestic violence-focused FBCOs to double the number of services provided to the victims they served.

U.S. Department of Labor CFBCI

Established: January 29, 2001

The Center at the U.S. Department of Labor (DOL) works to address a wide range of social ills with a consistent focus on establishing employment as an anchor to the process of life transformation. Some areas of emphasis include:

- Expanding involvement of FBCOs in the nation's Workforce Investment System, which is responsible for delivering training and other support to unemployed and underemployed Americans. For example, DOL's Grassroots program has provided mini-grants and extensive training to small FBCOs willing to work with government to serve Workforce Investment System's highest need clients.
- Reducing ex-offender recidivism. DOL's innovative Ready4Work reentry pilot program provided aid to returning prisoners in FBCOs with a focus on employment training and mentoring. Recidivism rates of participants were half the national averages. Similar success is being replicated in the nationwide expansion of Ready4Work, the Prisoner Reentry Initiative (which in 2008 was merged with another youth offender program to form the Reintegration of Ex-offenders program).
- Enabling local government to create networks of workforce-related FBCOs. DOL's SHARE Network allows local government to build Web-based referral networks with local FBCOs and to place government online resources within FBCO partners.

U.S. Department of Agriculture CFBCI

Established: December 12, 2002

The U.S. Department of Agriculture (USDA) Center places special focus on alleviating hunger and food insecurity both at home and abroad, as well as strengthening rural communities. Areas of emphasis include creating new partnerships with FBCOs in order to:

- Provide children and low-income individuals access to food, a healthful diet and nutrition education through domestic food and nutrition programs.
- Bring housing, community facilities, utilities, and other services to rural areas in need across the Nation.
- Deliver food aid and humanitarian assistance to those in need around the world, as well as agricultural support to newly emerging democracies.

U.S. Agency for International Development CFBCI

Established: December 12, 2002

The Center for Faith-Based and Community Initiatives at the U.S. Agency for International Development (USAID) works to advance America's international efforts to address poverty, sickness, illiteracy, and provide compassionate partnership to effect positive change in communities across the world. Areas of emphasis include:

- Delivering prevention, treatment and care for the global HIV/AIDS crisis. Both American and indigenous FBCO partners are vital to the work of the President's Emergency Plan for AIDS Relief (PEPFAR). PEPFAR's \$200 million New Partners Initiative and other aspects of the program are aggressively seeking to cultivate collaborations with new FBCO partners.
- Relying heavily upon FBCOs, through the President's Malaria Initiative and its Malaria Communities Program partners, in the delivery of education, medication, and other vital aspects of their operations.
- Expanding partnerships between both American and indigenous FBCOs with other USAID projects and missions around the globe.

U.S. Department of Commerce CFBCI

Established: June 1, 2004

The Center at the U.S. Department of Commerce (DOC) works to create conditions for economic growth and opportunity for communities in economic distress. Some emphases include:

- Promoting partnerships between business, government and FBCOs at the local level to create jobs and support economic vitality in struggling communities.
- Investing government funds to leverage private funds that promote economic growth in depressed areas. From 2001 to 2007, DOC's Economic Development Administration has provided more than \$171 million to 225 FBCOs that leverage major private sector investment to revitalize communities.
- Supporting FBCOs with identifying data and statistical information they need to better understand and engage in economic issues, including data vital to effective grant applications.

U.S. Small Business Administration CFBCI

Established: June 1, 2004

The Center at the U.S. Small Business Administration (SBA) seeks to promote entrepreneurship, small business growth and effective management within the nonprofit sector. Examples of efforts include:

- Ensuring FBCOs have full access to SBA resources. In 2005 and 2006 alone, SBA provided in-person training to more than 500,000 FBCO leaders and clients on the entrepreneurship support and other resources available through SBA.
- Boosting the effectiveness of FBCO management. Through SBA's SCORE program, a volunteer base of 10,500 working or retired business leaders coach FBCOs on business models to make their organization more effective, competitive, and sustainable.
- Through SCORE, publishing and distributing over 10,000 workbooks entitled "Business Planning Tools for Non-Profit Organizations" and developing a financial skills workshop for FBCO leaders.

U.S. Department of Veterans Affairs CFBCI

Established: June 1, 2004

The Center at the Department of Veterans Affairs (VA) works to address a wide range of issues related to veterans in need, especially those who are homeless, returning, disabled, and hospitalized. Examples of efforts include:

- Expanding networks of FBCOs providing services to homeless veterans. For example, the number of FBCOs in funded partnership with the VA's Homeless Veteran's Grants and Per Diem Program grew by 274 percent from 2002 to 2006, and 50,000 homeless veterans were served by these partners.
- Enlisting FBCOs in providing services to returning veterans. For example, local VA chaplains conduct half-day training events throughout the country to provide education and resources for clergy members regarding physical, mental, and spiritual health issues experienced by some returning warriors and their families. In FY 2007, VA chaplains conducted 21 training events attended by 1,330 participants.
- Engaging FBCOs to draw upon volunteers to assist hospitalized veterans. For example, more than 350 national FBCOs and many hundreds more State and local FBCOs are actively involved in providing services to hospitalized veterans in their local communities. In FY 2007, more than 85,428 were active volunteers, contributing a total of 11,633,454 hours and an estimated \$54 million in gifts and donations.
- Expanding partnerships with FBCOs around the country to provide opportunities for employment to service-connected disabled veterans. For example, in FY 2007, FBCOs in partnership with the VA's Vocational Rehabilitation and Employment Service hired 673 service-connected disabled veterans.

U.S. Department of Homeland Security CFBCI

Established: March 7, 2006

The U.S. Department of Homeland Security (DHS) Center for Faith-Based and Community Initiatives (CFBCI), the newest FBCI Center, is particularly focused on disaster preparation, response, and recovery issues. Examples of activities include:

- Training FBCOs to effectively join with government and the private sector in disaster preparation and response. By the end of 2008, the Center will have hosted 11 regional workshops across the U.S. titled, "Partnerships in Emergency Preparedness: A Faith-Based & Community Initiatives Workshop."
- Promoting coordination between government emergency response and FBCOs willing to join these efforts. The Center joined the incident command center at the recent California wildfires, acting as a liaison to FBCOs in the region, soliciting their help and coordinating their efforts with those of government.
- Strengthening the role of FBCOs in the new and improved National Response Framework, which outlines stronger partnerships between the public, private, and nonprofit sector to better leverage the resources of faith-based and community organizations in times of disaster.

Corporation for National and Community Service

Director named August 2001

The Corporation for National and Community Service plays a vital role in supporting the American culture of citizenship, service, and responsibility. The Corporation has a director for Faith-Based and Community Initiatives who collaborates with an internal agency-wide working group seeking to integrate FBCOs fully into all of its efforts, which include:

- Through Senior Corps, AmeriCorps and Learn and Serve America programs, leveraging the human capital of volunteers in communities.
- Delivering in person and online training and education resources to FBCOs on subjects ranging from volunteer management to increasing organizational capacity by leveraging volunteers to best practices for mentoring programs.
- Championing volunteerism nationwide, including the service of volunteers in local faith- and community-based organizations, through an aggressive research agenda.
- Working with Volunteers for Prosperity (VfP), a Presidential initiative promoting skilled volunteer opportunities abroad, to mobilize more than 30,000 volunteers in organizations abroad, including FBCOs, and launching a new public-private grant called VfPServ to help eligible American volunteers with travel expenses.

Implementing the Vision

The President's Faith-Based and Community Initiative (FBCI) ushered in a top-down overhaul of government's approach to issues best solved through bottom-up strategies. The President projected a vision for a new government strategy to address human need, rooted in the notion that the most effective way to address our communities' deepest needs is to work in partnership with the unique strengths of every willing community and faith-based partner.

In remarks given at The Fishing School in Washington, D.C. on January 30, 2001, President Bush announced that he was sending a blueprint to Congress for his FBCI to implement his new vision. This plan called for the elimination of barriers to faith-based and community groups and pledged to solidify its commitment to new partnerships with grassroots organizations by forming new initiatives serving specific needs. The President's report to Congress cited examples of this work including pursuits such as prisoner reentry and mentoring children of prisoners. Seven years later, these signature Presidential priorities have achieved tangible, transformational results in the lives of those in need.

Prisoner Reentry

The Issue

Each year, more than 650,000 inmates are released from prisons and reunited with their communities and families. Released prisoners face a myriad of challenges that contribute to their return to criminal activity, re-arrest, and re-incarceration, including joblessness, substance abuse, mental health problems, low levels of educational attainment, and lack of stable housing. In the absence of intervention, a majority of ex-prisoners relapse back into criminal activity. According to the U.S. Bureau of Justice Statistics,

two out of three returning inmates will be re-arrested for new crimes within three years of their release from prison, and more than half will be re-incarcerated. However, research shows a significantly lower recidivism rate for ex-offenders who find stable employment and develop social bonds.

The Response: Prisoner Reentry Initiative

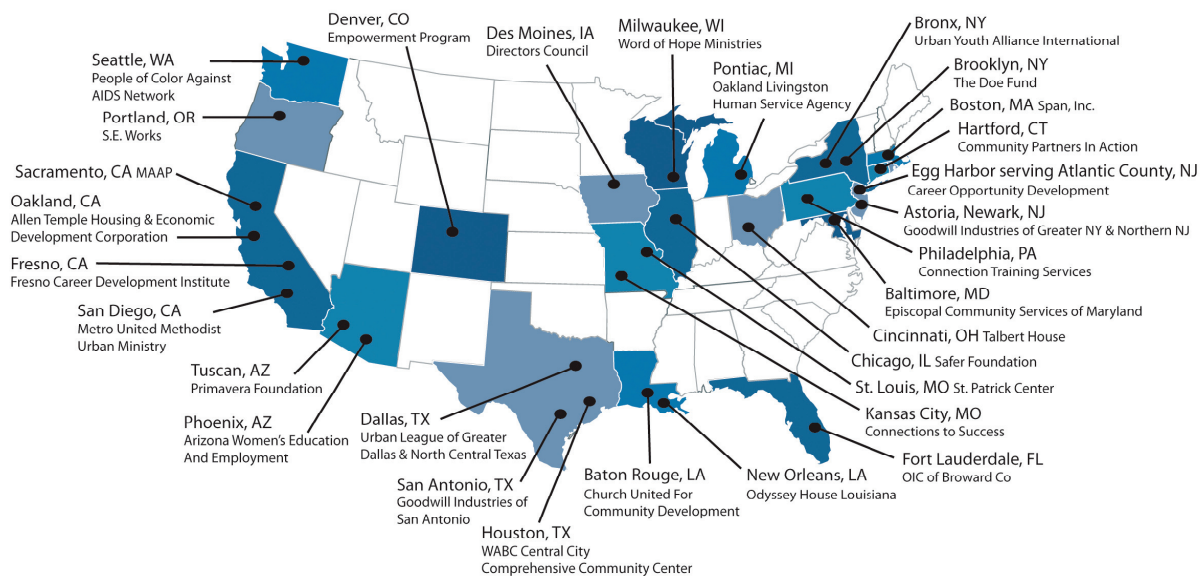
President Bush announced the Prisoner ReEntry Initiative (PRI) in his 2004 State of the Union address. Expanding on the elements of the U.S. Department of Labor's (DOL) Ready4Work three-year reentry pilot program, PRI assists returning offenders by linking them to faith-based and community institutions that help them find work and avoid a relapse into a life of criminal activity. These programs rely on local partners to deliver a wide range of social services to help ex-offenders successfully return to the community. Moreover, the programs draw upon the strength of faith-based and community organizations as trusted and influential institutions in the urban neighborhoods to which the majority of released inmates will return. Through the four-year PRI program, these organizations are helping provide services to approximately 6,250 ex-prisoners each year.

“America is the land of the second chance, and when the gates of the prison open, the path ahead should lead to a better life.”

—President George W. Bush, January 20, 2004

DOL awards PRI grants to FBCOs in urban areas across the country (see chart). Each site is working to reduce recidivism by helping return nonviolent prisoners to work through an employment-centered program that offers mentoring, job placement, job training and other holistic transitional services. Working in collaboration with DOL, the U.S. Department of Justice also awards PRI funds to State Departments of Corrections and Criminal Justice Administering Agencies to provide pre-release services to prisoners also served by the DOL grantees.

Prisoner Reentry Initiative (PRI) Grants



Graph found at: <http://www.doleta.gov/PRI/Grantees.cfm#map>

*Funding began March 1, 2006 to present

The Results

- Currently, 30 FBCO sites operate in 20 States through PRI. A new cadre of grantees will be operative in the coming months, in addition to the continued work of the existing sites.
- As of January 25, 2008, 11,565 PRI participants have been enrolled in the program and 6,879 participants have been placed into jobs.
- PRI participants' recidivism rate is currently less than half the national average recidivism rate at one year post-release.
- Each year, the PRI program serves approximately 6,250 participants. If the national average one-year recidivism rate of 44 percent were applied to these participants, then 2,750 ex-inmates would be re-arrested within one year of release and 2,118 would return to prison. At an annual cost of \$22,632 per inmate American taxpayers would annually pay \$47,934,576 to house this group of inmates alone.²

At-Risk Youth

The Issue

Approximately two million children in America are separated from at least one parent serving in a Federal or State correctional facility.³ Not only do these young people suffer disruption in the relationship with their parent, they often struggle with the economic, social, and emotional burdens of the incarceration. When parents are unable to play a consistent role, at-risk children need compassionate adults to stand in as role models. Data indicate that mentoring programs can help young people with incarcerated parents by reducing their first-time drug and alcohol use, improving their relationships and academic performance, and reducing the likelihood that they will initiate violence. In addition, mentoring programs can provide these children with opportunities to develop a trusting relationship with a supportive, caring adult and a stable environment that can promote healthy values and strong families.

The Response: Mentoring Children of Prisoners

The Mentoring Children of Prisoners (MCP) program was announced in the President's 2002 State of the Union address as an effort to pair the children of incarcerated individuals with caring mentors. MCP works to mitigate the odds faced by children of incarcerated parents by matching them with a dependable mentor to help teach them the skills they need to succeed in life. As the President described, "one mentor, one person can change a life forever."

Since the launch of the Initiative, the Bush Administration has invested about \$257 million for MCP grants to organizations in 49 States and Puerto Rico. To date, more than 440 three-year grants have been awarded to more than 320 FBCOs, as well as State and local governments and tribal consortia.

Beginning in 2008, the program will offer vouchers to families of children of prisoners so that they can enroll their children in accredited mentoring programs of their choice. This new feature will allow children and their families to access mentoring services from an organization in their neighborhood if they live outside of the communities served by the MCP grantees. Congress approved the voucher project and authorized \$30 million over the next three years to target an additional 24,000 youth during this timeframe.

The Results

- MCP launched with the goal of making 100,000 mentor matches. To date, more than 70,000 children have entered relationships with caring mentors. The Initiative is working to meet its goal of 100,000 matches by the end of 2008.
- In FY 2007 alone, the program made 30,307 matches— more matches than any other fiscal year. This total also reflects that on an average day more than 83 children of prisoners are matched with a compassionate adult in their community as a direct result of the MCP program.
- These children, whose average age is 10.5 years, are seven times more likely to enter the juvenile and adult criminal justice systems than their peers. They consistently indicate positive experiences while in the MCP program with their mentors. In 2006, 85 percent of surveyed youth reported a composite score of "good" or "very good" when describing the quality of the mentoring relationship. This rose to 90 percent of respondents in 2007.
- A long-term evaluation to further study outcomes in the program began in 2007 and will continue through 2008.

Addiction and Substance Abuse

The Issue

In 2006, according to the National Survey on Drug Use and Health (NSDUH), 21.1 million of the 23.6 million people needing treatment for an illicit drug or alcohol use problem did not receive treatment. Of the 21.1 million, only 940,000 reported that they felt they needed treatment for their drug or alcohol use problem, including 314,000 people who knew they needed treatment, but were unable to find care.

With treatment, even hard-to-reach populations reduce their illegal drug use by nearly half. Further, according to Health and Human Services, addiction treatment reduces criminal activity by 80 percent. Treatment markedly increases employment and decreases homelessness, improves physical and mental

health, and reduces risky sexual behaviors. When tailored to the needs of the individual, addiction treatment is as effective as treatments for other illnesses, such as diabetes, hypertension and asthma.

The Response: Access to Recovery

The Access to Recovery (ATR) program, announced in the 2003 President's State of the Union address, was launched to help expand the capacity of grassroots addiction recovery organizations, initiate a cutting-edge choice-based approach to recovery services, and increase the array of faith-based and community-based providers for clinical treatment and recovery support accessible within ATR-served regions. Through competitive grants awarded primarily at the State level, ATR established grantee-operated, voucher programs to help Americans recover from substance abuse and addiction. ATR clients determine where they will redeem their vouchers for clinical treatment and support services.

The process of recovery is personal and can take many pathways: physical, mental, emotional, or spiritual. With a voucher, people in need of addiction treatment and support can choose the programs and providers that will best meet their individual needs. Increased choice protects individuals and encourages quality.

Success of ATR is measured by outcomes, principally abstinence from drugs and alcohol, but also attainment of employment or enrollment in school; absence of continued involvement with the criminal justice system; receipt and maintenance of stable housing; social support; and access to care and retention in services.

The Results

- As of September 2007, 5,494 organizations in 14 States and one Tribal organization have participated in the ATR program by providing clinical or recovery support services.
- One signature goal of ATR was to increase treatment capacity by providing substance abuse clinical treatment and recovery support services to at least 125,000 additional clients in need of services. As of September 2007, that goal was exceeded by nearly 60 percent with ATR serving nearly 200,000 clients.
- Recent data show that nearly 74 percent of clients who were using or abusing alcohol or drugs when entering the ATR program were abstinent at discharge. This exceeds the success rate of most programs nationally, indicating a high degree of effectiveness.
- A goal of the program was to expand the substance abuse provider network in the areas where ATR services were provided. Data from States with ATR programs indicate participation by a significant number of new partners. For example, 40 percent of organizations redeeming vouchers in Connecticut, and 70 percent in Louisiana, were partnering with the State for the first time.
- Faith-based organizations were welcomed as vital partners in ATR. As of September 2007, nearly one-third (32 percent) of all vouchers redeemed for ATR services were by faith-based organizations. Additionally, faith-based organizations account for 23 percent of recovery support and 31 percent of clinical treatment providers.
- In addition to addiction-related outcomes, ATR programs helped clients produce a 31.4 percent decrease in unemployment and a 24.2 percent decrease in the number of individuals with no permanent place to live.
- Upon discharge, roughly 75 percent of ATR clients felt they had a supportive network or community, which represents a 60 percent decrease in the number who felt they had none upon first entering the program.

2003 State of the Union Excerpt

“Another cause of hopelessness is addiction to drugs. Addiction crowds out friendship, ambition, moral conviction and reduces all the richness of life to a single destructive desire. As a government, we are fighting illegal drugs by cutting off supplies and reducing demand through anti-drug education programs. Yet for those already addicted, the fight against drugs is a fight for their own lives.

Too many Americans in search of treatment cannot get it. So tonight I propose a new \$600 million program to help an additional 300,000 Americans receive treatment over the next three years.

Our nation is blessed with recovery programs that do amazing work. One of them is found at the Healing Place Church in Baton Rouge, La. A man in the program said, ‘God does miracles in people’s lives, and you never think it could be you.’ Tonight, let us bring to all Americans who struggle with drug addiction this message of hope: The miracle of recovery is possible, and it could be you.”

Combating the Global HIV/AIDS Pandemic

The Problem

The HIV/AIDS pandemic stands among the worst tragedies the world has seen. According to the UNAID and World Health Organization’s (WHO) “2007 AIDS Epidemic Update,” more than 20 million people have died from AIDS, and more than 33 million people live with HIV worldwide. Each day, some 5,700 individuals lose their lives to AIDS around the world.

The Response: President’s Emergency Plan for AIDS Relief

Announced in 2004, the President’s Emergency Plan for AIDS Relief (PEPFAR) is the largest commitment ever by a single nation toward an international health initiative — a multifaceted approach to combating HIV/AIDS around the world with the goals of treating two million people, preventing seven million new infections and providing care to 10 million people, including orphans and vulnerable children. Under the President’s leadership, the American people have already committed \$18.8 billion to the fight against global HIV/AIDS. Further, President Bush has called on Congress to reauthorize PEPFAR, consistent with the program’s founding, successful principles, and authorize \$30 billion for the next five years of the program. Doing so would bring the American people’s 10-year commitment to fight global HIV/AIDS to more than \$48 billion.

PEPFAR represents a massive-scale implementation of the FBCI vision, building an effective, multi-sectoral response to the HIV/AIDS pandemic. Recognizing that indigenous non-governmental organizations are the primary and sustainable service providers, PEPFAR caps grant awards to any single in-country organization at 8 percent of overall funding. This requires the U.S. Government and in-country leadership to identify new grassroots partners to administer PEPFAR’s treatment, prevention,

and care efforts. Within the first several years of implementation, more than 80 percent of PEPFAR grantees were indigenous nonprofit organizations rooted in local communities, drawing upon their unique capabilities to contribute an effective multi-sectoral response to HIV/AIDS pandemic. Part of this response involves promoting an abstinence-first message through the implementation of ABC principles, a policy at the heart of PEPFAR's success.

To further strengthen the capacity of these indigenous NGOs, President Bush launched the PEPFAR New Partners Initiative (NPI) on World AIDS Day December 2005, to provide HIV/AIDS prevention and care services in PEPFAR's 15 focus countries.⁴ Under NPI, PEPFAR awards a series of grants totaling approximately \$200 million to new partners. To ensure the sustainability of the response, NPI offers assistance to successful applicants, focusing on successful program implementation, needs analysis and organizational growth and improvement.

The Results

- PEPFAR is on track to exceed the President's commitment of \$15 billion over five years to support medical treatment for two million people, prevention of seven million new infections, and care for 10 million people infected and affected by HIV/AIDS, including orphans and vulnerable children.
- In FY 2007, more than 80 percent of PEPFAR partners across all focus countries were indigenous organizations, supporting more than 15,000 project sites for prevention, treatment, and care. More than 22 percent of all partners are faith-based organizations.
- As of September 2007, the initiative has supported:
 - Care for nearly 6.6 million, including care for more than 2.7 million orphans and vulnerable children;
 - Over 33 million counseling and testing sessions to date for men, women and children;
 - Life-saving antiretroviral treatment for about 1.4 million men, women and children;
 - Antiretroviral prophylaxis for HIV-positive women during more than 827,000 pregnancies;
 - Prevention of mother-to-child HIV transmission services for 10 million pregnant women; and
 - Prevention measures for more than 157,000 infant infections.

New Partners Initiative awardees:

Ajuda de Desenvolvimento de Povo para Povo – Machava, Mozambique
Catholic Medical Mission Board – New York City, New York, USA
Christian Reformed World Relief Committee – Grand Rapids, Michigan, USA
Church Alliance for Orphans – Windhoek, Namibia
Foundation for Hospices in Sub-Saharan Africa – Alexandria, Virginia, USA
Genesis Trust (Ugu AIDS Alliance) – Port Shepestone, South Africa
Geneva Global (Ethiopia) – Wayne, Pennsylvania, USA
Geneva Global (Cote d'Ivoire) – Wayne, Pennsylvania, USA
Global Outreach for Addiction Leadership and Learning – Aliquippa, Pennsylvania, USA
Kara Counseling and Training Trust – Lusaka, Zambia
Light and Courage Centre Trust – Francistown, Botswana
Luapula Foundation – Mansa, Zambia
Mothers 2 Mothers – Cape Town, South Africa
Natural Family Planning Center of Washington, D.C. – Bethesda, Maryland, USA
Nazarene Compassionate Ministries Inc. – Olathe, Kansas, USA
Nordic Assistance to Vietnam – Oslo, Norway
ONG Le Soutien – Abidjan, Côte d'Ivoire
Réseau Ivoirien des Organisations de PVVIH (RIP+) – Abidjan, Côte d'Ivoire
ServeHAITI, Inc. – Atlanta, Georgia, USA
Universidade Catolica De Mocambique – Beira, Mozambique
Visions in Action – Washington, D.C., USA
World Hope International – Alexandria, Virginia, USA
Youth Health Organization – Gaborone, Botswana
American Refugee Committee International (ARC) – Minneapolis, Minnesota, USA
Baptist AIDS Response Agency (BARA) – Nairobi, Kenya
CAMFED USA Foundation – San Francisco, California, USA
Children's Emergency Relief International (CERI) – Kingwood, Texas, USA
Comprehensive HIV/AIDS Management Programme (CHAMP) – Lusaka, Zambia
Handicap International Rwanda – Surrey, United Kingdom
Integrated Community Based Initiatives (ICOB) – Bushenyi District, Uganda
Matibabu Foundation Kenya – Ugenya, Kenya
St. Boniface Haiti Foundation – Randolph, Massachusetts, USA
Sophumelela Clinic Incorporated (SCI) – Eastern Cape, South Africa
Tearfund – Teddington, United Kingdom
THETA – Kampala, Uganda
Woorden Daad – Gorinchem, Netherlands
World Conference of Religions for Peace (WCRP) – New York, New York, USA

Malaria

The Issue

Although it is a largely preventable and treatable disease, malaria is the number one killer of children in Africa. Each year, more than one million people die of malaria, and the overwhelming majority of victims are children under the age of five. In fact, every 30 seconds one child in Africa dies from malaria.

The Response: President's Malaria Initiative

In June 2005, President Bush announced the President's Malaria Initiative (PMI), a \$1.2 billion initiative to fight malaria. PMI is accelerating delivery of proven preventive interventions to help cut malaria-related deaths by 50 percent in 15 target countries.⁵ The program is making strong progress in achieving this goal by targeting 85 percent of the most vulnerable groups—children under five years of age and pregnant women—with proven and effective prevention and treatment control measures.

Like PEPFAR, the PMI represents application of the core FBCI principles on a massive scale. One key element of the PMI strategy is the Malaria Communities Program (MCP), aimed at building new partnerships with indigenous NGOs to combat malaria in remote villages. Announced by President Bush in December 2006, MCP provides approximately \$30 million over four years in competitive awards to help new grantees take on community-based malaria prevention and treatment activities to build local ownership of malaria control and extend the reach of PMI interventions to a broader population. The MCP announced the first five grants in September 2007 and plans to make additional awards in 2008.

Faith-based and community organizations play a significant role in controlling malaria and preventing deaths in Africa. Religious and community organizations can mobilize grassroots volunteers and provide access to important leaders in their communities. Leaders of local groups play a powerful role in shaping opinions, attitudes, and behaviors in their communities, helping track the impact of malaria control efforts at the grassroots level, steering program implementation, and ultimately, preventing illness and saving lives.

The Results

- Through partnerships working in the first three target countries – Angola, Tanzania, and Uganda – aid from the American people has reached about 6 million Africans in the initial year of the Initiative. So far, the Initiative has reached 25 million who have received lifesaving medicines, sprays, and bed nets.
- PMI funding in Fiscal Year 2006 was \$30 million, rose to \$135 million in FY 2007, and to \$268 million in FY 2008. Funding for PMI is expected to increase to \$300 million in FY 2009 and to \$500 million in FY 2010.
- Indoor residual spraying in five PMI countries is benefiting more than 5 million people and was estimated to help protect about 10 million people by the end of 2007.
- Since PMI's launch in 2006, more than 2.3 million long-lasting insecticide-treated mosquito nets have been procured and distributed.

Adventist Development and Relief Agency

Since 1986, the Adventist Development and Relief Agency (ADRA) has improved the lives of more than 500,000 children through Child Survival (CS) programs, implemented in partnership with the U.S. Agency for International Development and the foreign assistance agencies of other nations including Denmark, Norway, and Sweden. Currently, ADRA is implementing CS projects in Nicaragua, Haiti, Madagascar, Zambia, Guinea, Yemen, and Cambodia. Examples of ADRA's CS projects include a malaria prevention program in Zambia, where ADRA provides Insecticide Treated Nets (ITN) to vulnerable populations. In Siguiri, a remote region of Guinea, ADRA is implementing an innovative program that includes the development of a health insurance program for families. In Haiti, ADRA has helped create community health committees that are chaired and operated by people who benefit from the program.

Inter-Religious Campaign Against Malaria in Mozambique

The Inter-Religious Campaign against Malaria in Mozambique includes Episcopal, Seventh Day Adventist, United Methodist and Catholic churches; Islamic relief organizations; media organizations; the UN Foundation; the World Bank and others. A working group was formed to assist the religious leaders in Mozambique to coordinate existing programs and mount a national campaign against malaria. This group will receive funding from PMI for health education work in Mozambique.

Mennonite Economic Development Associates (MEDA)

MEDA is an association of compassionate business women and men who invest in the lives of families living in poverty. MEDA seeks to bring hope, opportunity and economic well-being to low income communities around the world through a business-oriented approach to development. MEDA does this by offering affordable credit, marketing, and business training to low income entrepreneurs. In Tanzania, MEDA is working with PMI to support an innovative voucher program for malaria prevention among infants. MEDA is distributing vouchers to caregivers of children when they receive their measles vaccination at nine months that can be redeemed later for an insecticide-treated mosquito net (ITN). The voucher requires a small co-payment which increases the likelihood that the ITN will be properly and consistently used.

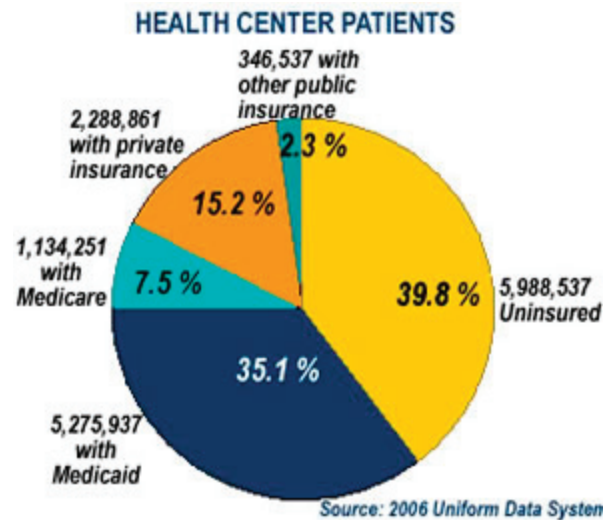
Access to Primary Health Care

The Issue

Some of America's most vulnerable communities lack ready access to comprehensive primary health care. Far too often, uninsured, low-income families rely on overcrowded emergency rooms to meet their medical needs. Without access to high quality preventive care, the medically underserved needlessly suffer illness and injury that early treatment might have otherwise avoided.

The Response: President's Health Center Initiative

Seeking to expand access to primary medical care in high-need areas, President Bush launched his Health Center Initiative in 2002. For more than 40 years, both faith-based and other community nonprofits have delivered primary health care services, many through a network of federally funded Community Health Centers (CHC). These Health Centers serve people of all ages, with or without health insurance, and regardless of race or ethnicity. The President set the goal of adding 1,200 new and expanded Health Center sites through Health Center Initiative within a five-year period, reaching millions of people who might otherwise have gone without basic medical care. As of December 2008, the Administration has since exceeded that goal with more than 1,200 new or expanded health center sites.



Administered through the U.S. Department of Health and Human Services' Health Resources and Services Administration (HRSA), CHC's serve a variety of populations, including the uninsured, those with limited English proficiency, migrant and seasonal farm workers, individuals and families experiencing homelessness, and those living in public housing.

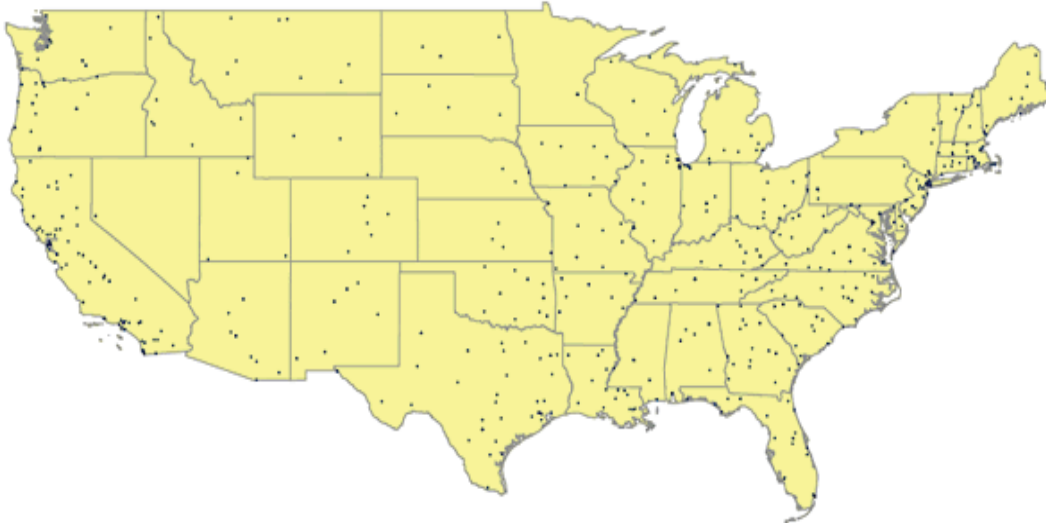
To receive Federal funding, CHCs must be governed by a community board composed of a majority (51 percent or more) of health center patients who represent the population served. With its finger on the community's pulse of need, CHCs can address their patients' priorities unlike any other health care provider and effectively deliver services in traditionally hard to reach areas.

Funding for CHCs in 2008 represents a nearly \$900 million (77 percent) increase over 2001 levels. Health Centers have received \$12 billion in funding from 2002 to 2008. Faith-based Health Centers are an important part of this work, winning more than \$70 million in 2006 alone.

The Results

- In 2006, Health Centers treated nearly six million uninsured patients, 40 percent of all CHCs patients. This is an increase of over 50 percent from the four million treated in 2001.
- With 2009 projected funding, the number of patients treated at Health Centers annually will have increased by 60 percent to an estimated 16.25 million. Patients receiving dental services increased 95 percent, and patients receiving mental health care increased 190 percent.
- The Administration has placed special focus on reaching high poverty areas previously not served by Health Centers. In August 2007, the Administration announced 80 new site awards in high poverty areas without a CHC, which will provide health care access to an estimated 300,000 Americans. The Administration will continue its work to establish these centers in medically underserved areas around the country.
- The neediest Americans are, and continue to be, the primary beneficiaries of CHCs.
 - Over 92 percent of health center patients are low-income individuals – meaning their income is below 200 percent of the poverty line.
 - 64 percent of Health Center patients reside in minority communities.

The President's Health Center Initiative 1,200 Health Centers, 2002-2007



Sites where Community Health Centers were either established or expanded

Educational Opportunities for Disadvantaged Youth

The Issue

When President Bush entered office in 2001, too many students were trapped in chronically under performing schools. This represented a major challenge to our system of public education, which was designed to provide all students with access to excellent schools regardless of race, income or zip code. This was clearly the civil rights challenge of our time, as those stranded in long-struggling schools were overwhelmingly low-income poor and minority children. Without access to higher-performing education alternatives, America's historically disadvantaged students would continue to lag behind their peers and be denied opportunities that result from a quality education.

The Response: School Choice and Supplemental Educational Services

President Bush sought to address America's K-12 education challenges through two related strategies: first, strengthening public education through greater flexibility and accountability; and second, providing educational alternatives for students trapped in failing schools. While the No Child Left Behind Act has primarily marshaled the considerable strength of local, State, and Federal agencies to vigorously pursue the first strategy, faith-based and community organizations have played a key role in the second.

The Bush Administration believes school choice is a key component of expanding educational opportunities. The D.C. Opportunity Scholarship Program (OSP), enacted in 2004 under President Bush's leadership, provides disadvantaged students in the Nation's capital with scholarships of up to \$7,500 to attend a participating faith-based or other private school. Today, more than 1,900 students attend one of 54 participating non-public schools in the District of Columbia. The Administration has also introduced and advocated for a number of other initiatives to involve private and faith-based

schools in the effort to close the achievement gap. For example, in the President's 2008 Budget, two new programs were proposed—Opportunity Scholarships and Promise Scholarships—that sought to expand the educational options available to low-income students in under-performing schools. In his 2009 State of the Union address and 2009 Budget, the President revised these proposals, introducing a new \$300 million “Pell Grants for Kids” program, which would provide scholarships to low-income students attending public schools in restructuring status or high schools with low graduation rates.

Additionally, the Department's Center for Faith-Based and Community Initiatives works to further options for families through Supplemental Education Services (SES), or free tutoring, to ensure they don't fall victim to what President Bush calls “the soft bigotry of low expectations.” Students attending a Title I low-income school identified as in need of improvement for two or more years are eligible for SES. Parents of eligible students may obtain these free services for their children from any approved provider of their choice.

Under NCLB, FBCOs may apply to provide these services. The Department's FBCI Center makes faith-based and community organizations aware of this opportunity and then helps them navigate the application process. As a result, many FBCOs have become State approved providers and are currently receiving aid to help disadvantaged public school students improve academically by providing tutoring and other enrichment services.

The President's 2009 Budget would also transform the current 21st Century Community Learning Centers program into the 21st Century Learning Opportunities program, which would enable parents to select from among a greater array of high-quality after school and summer school providers, including faith-based and community organizations.

The Results

- More than 2,600 low-income District of Columbia students have enrolled at non-public schools through the OSP since 2004.
- For school year 2005-2006, approximately 515,000 children were served under SES.
- A 2007 study by the RAND Corporation found that:
 - In a sample of nine large urban districts, student receiving supplemental educational services experienced gains in achievement that were statistically significant.
 - There is evidence that effects may be cumulative: students participating for multiple years experienced gains twice as large as those of students participating for one year.
 - African-American and Hispanic students had the highest participation rates in supplemental educational services, and experienced positive achievement effects from participating in supplemental educational services.

Key Agency-Level Activities

Beyond signature Administration initiatives highlighted in the President's annual State of the Union addresses, FBCI agency Centers have helped champion additional programs to level the playing field for local charitable and religious organizations. Following are key agency-level activities:

Care for Military Veterans

The FBCI Center was created at the Department of Veterans Affairs (VA) to engage faith-based and other community-based organizations in VA's mission "*To care for him who shall have borne the battle and for his widow and his orphan.*" This goal has been achieved through key pilot projects, such as Restore Vision for Homeless Veterans and FBCI = VetSuccess and Loan Guaranty Program for Multifamily Transitional Housing for Homeless Veterans. The Center also works to leverage greater FBCO involvement in traditional programs such as Vocational Rehabilitation & Employment Service (VR&E), Special Employer Incentive Program, Vocational Rehabilitation Services, NCA Contracting Services and Volunteerism, Homeless Grant and Per Diem Programs, Loan Guaranty Homeless Program, and Voluntary Service Programs.

Key Pilot Projects at VA

FBCI = VetSuccess Pilot

The Department's Vocational Rehabilitation and Employment Service partners with FBCOs around the country to provide service-connected disabled veterans opportunities for employment, career advancement, job mobility, family economic well-being and greater financial security. In FY 2006, FBCOs hired 673 service-connected disabled veterans, up from 362 in FY 2005.

VA Homeless Providers Grant and Per Diem Program

The Homeless Providers Grant and Per Diem Program is offered annually to fund community agencies providing services to homeless veterans. The purpose of the program is to promote the development and provision of supportive housing and/or services to help homeless veterans achieve residential stability, as well as to increase their skill levels, income, and independence. In FY 2007, VA awarded more than \$88.9 million through 458 grants and per diem to organizations to provide services for homeless veterans. This program has created more than 8,000 operational beds and serves more than 15,000 veterans annually.

Anti-Gang Initiative

The U.S. Department of Justice's (DOJ) Anti-Gang Initiative builds upon the effective partnerships and strategies developed through Project Safe Neighborhoods (PSN), another DOJ effort to leverage nonprofit organizations to reduce crime and build communities. The Anti-Gang Initiative dedicated approximately \$25 million in grant funding to support PSN anti-gang enforcement and prevention efforts and to provide training and technical assistance to community partners.⁶ This Initiative focuses on prevention, targeted enforcement and reentry of prisoners back into society. The U.S. Department of Justice's Anti-Gang Initiative provides pre- and post-release services and supervision for gang members returning to their communities after a period of incarceration in State, local, or other correctional facilities.

The program advances the President's vision for expanded choice by offering ex-offenders the option of selecting one of multiple faith-based and community providers. These organizations are reimbursed according to the number of ex-offenders they serve or treat in their communities. Probation/parole

officers, working closely with law enforcement agencies, prosecutors, treatment and service providers, FBCOs, mentors and others within the community, provide intensive supervision of the ex-offenders.

Six sites were awarded Anti-Gang Initiative grants during the fall of 2006: Cleveland, Ohio; Dallas/Ft. Worth, Texas; East Los Angeles, California; Milwaukee, Wisconsin; Tampa, Florida; and the “222 Corridor” between Lancaster and Easton, Pennsylvania. Four more cities - Indianapolis, Oklahoma City, Rochester, and Raleigh-Durham- were funded in 2007. Each site is using the funding to target 100 gang members who have a history of violence and pose a risk to their communities. Participants must be enrolled within six months of release from incarceration.

Services provided through the program include mentoring, risk/needs assessment, treatment services (including substance abuse, mental health, and anger management-cognitive restructuring), motivational interviewing, socialization skill development, domestic violence rehabilitation, job skills development, education, employment, housing, language skills, and child care resources.

Domestic Violence Prevention

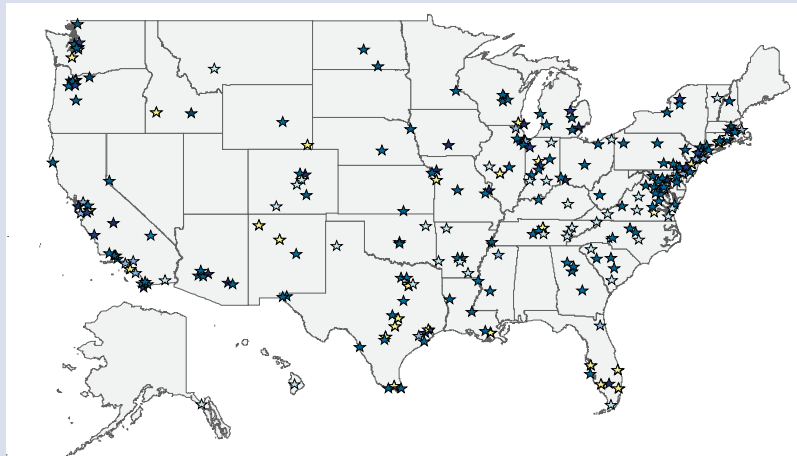
The DOJ Office on Violence Against Women (OVW) sponsored the Rural Domestic Violence and Child Victimization Grant Program to reduce domestic violence and increase services for victims in rural areas. This pilot provided funds to nonprofits in Idaho, Wyoming, and Montana who, in turn, acted as intermediaries between OVW and small community- and faith-based programs nationwide. They located potential grantees in underserved rural areas, oversaw a national grant competition, disseminated grant awards and provided technical assistance to sub-awardees in rural communities throughout the United States. The goal of the project was to build capacity in small grassroots organizations providing social services to victims of domestic violence in isolated communities. One of the intermediary grantees, Faith and Community Technical Support, or FACTS, provided funding and ongoing technical assistance to 39 such programs.

Successful programs included:

- Iva's Place Inc., Lenoir City, Tenn., serving Loudon and Monroe counties in lower east Tennessee
- The Family Peace Project, Henderson County, Texas
- Southwest Arkansas Domestic Violence Center, De Queen, Ark., serving six counties in Southwest Arkansas

Department of Justice Faith Based and Community Initiatives

2004-2006



Prisoner ReEntry

30 Locations in 20 States

10,000 + Served

Ready4Work

18 Locations in 14 States and D.C.

4,400 Served

Mentoring Children of Prisoners

49 States and Puerto Rico

70,000 + Mentor Matches

Gang Reduction Intervention Project

8 Locations

Rural Domestic Violence Project

39 Locations in 20 States

Over 1500 served per month

Fugitive Safe Surrender

As the enforcement arm of the Federal courts, the United States Marshall Service (USMS) retains primary responsibility for conducting fugitive investigations and arresting Federal fugitives. USMS has partnered with an unprecedented coalition of faith-based, nonprofit, law enforcement and judicial authorities to create Fugitive Safe Surrender, a program where fugitives voluntarily surrender to the law in a faith-based or other neutral setting. Since 2005, nearly 3,000 fugitives have peacefully surrendered at Fugitive Safe Surrender’s three-day events in Cleveland, Phoenix, and Indianapolis.

Assisting At-Risk and Adjudicated Youth

The U.S. Department of Labor (DOL) awarded a three-year, \$10 million grant to The Latino Coalition for Faith & Community Initiatives to help 1,200 at-risk and adjudicated Latino youth. The Reclamando Nuestro Futuro (RNF) project provides capacity building and support to 22 sub-grantees in six cities—Dallas, Denver, Houston, Los Angeles, Phoenix, and San Diego—that provide direct services in the areas of skills training, community service, subsidized and unsubsidized work experience, internships, job preparation, college preparation, GED preparation, basic and remedial education, language proficiency, substance abuse services, and mentoring.

According to results reported by the Latino Coalition, the service efforts and capacity building activities of the RNF project have produced the following results:

- A total of 2,911 at-risk and adjudicated youth have been served;
- 1,195 at-risk or adjudicated youth either entered the workforce for the first time, entered the military,

- entered and/or completed long term occupational training or entered full-time post-secondary school.
- 212 at-risk or adjudicated youth received their high school diploma, GED and/or a certificate.
- 41 percent of sub-grantees have acquired additional funding averaging \$244,400 over the next five years due to technical assistance and coaching.
- 22 sub-grantees implemented database tracking and reporting systems to support and expand their programs.

Sub-grantees have focused on targeting Latino youth, as 82 percent of project participants are Hispanic. Through the RNF project, 19.2 percent of participants have recidivated over a two-and-a-half year period. Recidivism is defined here as either revocation of probation or parole resulting in incarceration or conviction of a crime committed after entering the project.

Ready4Work

The Prisoner Reentry Initiative stemmed from the U.S. Department of Labor's (DOL) Ready4Work project, which provided mentoring and other transition services for men and women returning from prison in partnership with faith-based and community organizations. This \$25 million program was jointly funded by DOL, DOJ and a consortium of private foundations.

The Ready4Work pilot program ended in August 2006. The data collected from the program, and found reliable by an independent third party, indicate promising results. Of the nearly 4,482 formerly incarcerated individuals enrolled in Ready4Work, 97 percent received comprehensive case management services, 86 percent received employment services and 63 percent received mentoring services. Ready4Work sites placed 2,543 participants (57 percent) into jobs, with 63 percent of those placed retaining their job for three consecutive months or more after placement.

Data analysis on Ready4Work prepared by Public/Private Ventures show that only 2.5 percent of Ready4Work participants have been re-incarcerated in State institutions within 6 months of release, and 6.9 percent were re-incarcerated at the one-year post-release mark. These outcomes compare very favorably to national trends reported by the Bureau of Justice Statistics: Ready4Work recidivism rates are half the national re-incarceration rate at six-months and 44 percent lower than the national rate of re-incarceration one-year after release.

These impressive statistics underscore the value of mentoring as a component to successful community re-entry. Over 60 percent of Ready4Work participants received mentoring as part of their services, and those who met with a mentor at least once showed stronger outcomes than those who did not participate in mentoring in a number of ways:

- Mentored participants remained in the program longer than unmentored participants (10.2 months versus 7.2 months).
- Mentored participants were twice as likely to obtain a job. After the first encounter, an additional month of meetings between the participant and mentor increased the former's likelihood of finding a job by 53 percent.
- Meeting with a mentor increased a participant's odds of getting a job the next month by 73 percent over participants who did not take advantage of mentoring. Those who met with a mentor were 56 percent more likely to remain employed for three months than those who did not. An additional month of meetings with a mentor increased the participant's odds of remaining employed three months by 24 percent.

Economic Development Administration

The U.S. Department of Commerce has long awarded grants to FBCOs that assist distressed communities through its Economic Development Administration (EDA). EDA's mission is to lead the Federal economic development agenda by promoting innovation and competitiveness and preparing American regions for growth and success in the worldwide economy. Since 2001, EDA has invested over \$171 million in 225 faith-based or community projects, whose economic benefit was anticipated to create more than 88,000 jobs and \$3.8 billion in private investment.

Examples of these investments abound. In 2006, EDA invested \$3.5 million in the St. Patrick Center in St. Louis, Missouri. St. Patrick is the largest provider of homeless services in Missouri, with 22 programs serving more than 9,000 annually who are homeless or at risk of becoming homeless. EDA's investment supports St. Patrick's Project BEGIN (Business, Employment, Growth, Incomes and Neighborhood), a program designed to create in-house employment and entrepreneurship opportunities in light manufacturing and service-oriented businesses. Ranken Technical College has plans to offer an on-site comprehensive Trades Training Program to the homeless.

Unlocking Doors Initiative

The U.S. Department of Housing and Urban Development (HUD) Center established the Unlocking Doors Initiative (UDI) to highlight successful local strategies for involving FBCOs in developing affordable housing plans and promoting homeownership. Based on analysis of the best practices within the UDI cities, HUD informs officials in other cities of effective ways to replicate these practices and offers technical assistance to help cities provide affordable housing opportunities to residents. UDI is a two-part strategy that identifies methods and practices to make a city successful in its community housing efforts. HUD hosts roundtable discussions and forums with city officials to address topics like forming successful partnerships, allocating responsibilities and leveraging community funding in productive ways.

Local Government- Nonprofit Partnerships to Address Housing Needs

Catholic Charities Housing, Diocese of Venice, Inc.; Sarasota, Florida

Utilizing a variety of funding resources, including HOME funds, Catholic Charities Housing of the Diocese of Venice, Inc. developed residences and related services to create a community living opportunity that addresses the unmet needs of migrant farm workers in Desoto County, Florida. The community is now thriving and serves as home to more than 100 families. Total project development costs exceeded \$20 million and the community has all the necessary components to be self sufficient.

Housing and Mobile Outreach to Serve Homeless Veterans, Volunteers of America of Florida, Inc.; Tampa, Florida

Volunteers of America (VoA) of Florida researches areas of greatest need to avoid duplicating existing services. VoA's services and programs are built on lasting partnerships with State and local governments, churches, businesses, health care professionals and individual donors. One such collaboration is the Housing and Mobile Outreach to Serve Homeless Veterans. Within this effort, the Our Cabin in the Woods program is a uniquely designed project under development in Lake City, Florida, which will provide housing and support for 32 formerly homeless veterans from rural encampments.

Family and Senior Homeless Initiative; Denver, Colorado

One Congregation, One Family, is coordinated by the Denver Rescue Mission. A cornerstone of Denver's efforts to end homelessness, the program combines the efforts of faith-based partners and government to create effective, lasting strategies. Congregations mentor families and seniors as they depart from shelters and ensure that the families are able to successfully transition from homelessness. Families mentored by congregations are twice as likely to be off the streets after six months, as compared to families not engaged in mentoring relationships. Over 135 congregations and 250 families in Denver have participated in this program.

TRANSFORMING GOVERNMENT

A LEVEL PLAYING FIELD AND NEW PARTNERS

The Faith-Based and Community Initiative is built on the premise that government will most effectively address human need when it draws upon the strength of every willing partner. Yet when President Bush took office in January 2001, it was clear that two types of groups were not always welcome to work in partnership with the government: nonprofits motivated to service by their faith, and grassroots organizations lacking grant-writing skills and insight into the Federal grant process.

In response, the President required his Federal agencies to eliminate every unwarranted barrier to government partnerships with any faith-based or grassroots nonprofit capable of effectively delivering services to the needy. This work commenced in the second week of George W. Bush's presidency. On January 29, 2001, President Bush signed Executive Orders 13198 and 13199 creating the White House Office of Faith-Based and Community Initiatives (OFBCI), five initial Centers for Faith-Based and Community Initiatives within Federal agencies,⁷ and an agenda for the Initiative that ended discrimination against faith-based and grassroots nonprofit organizations.

Standing behind him during the signing ceremony were Catholic, Jewish, Protestant, and Muslim leaders as well as secular nonprofit leaders, foundation officials and others. The President articulated his vision of America as a pluralistic nation including good citizens of different faiths or of no faith at all, united in concern for those who live in the shadows of a society suffering from addiction and violence, homelessness and hopelessness. The President acknowledged that Americans share a common calling to respond to such needs. He emphasized the rightful responsibilities of government, yet said that when the toughest social problems arise, requiring love of one's neighbor as self, his Administration would look first to faith-based programs and community groups. He pledged not to fund the religious activities of any group, but also affirmed that government would not discriminate against effective nonprofits because of their faith.

The Executive Orders gave the FBCI its marching orders. For starters, Executive Order 13198 required the five Federal agency-based Centers to:

Conduct, in coordination with the White House OFBCI, a department-wide audit to identify all existing barriers to the participation of faith-based and other community organizations in the delivery of social services by the department, including but not limited to regulations, rules, orders, procurement, and other internal policies and practices, and outreach activities that either facially discriminate against or otherwise discourage or disadvantage the participation of faith-based and other community organizations in Federal programs... .

The results of these audits were published in an August 2001 report titled "Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs." The report identified 15 obstacles faced by faith-based and grassroots organizations that inhibited their ability to serve neighbors in need (see text box below). This chapter describes the nature of these obstacles, the

reforms fostered by a team of Bush Administration officials and dedicated career civil servants at 11 Federal agencies, and the guidance and training offered to government officials and nonprofit leaders to avoid bureaucratic mistakes and legal misinterpretations in the future.

Obstacles initially faced by faith-based organizations seeking to partner with government:

1. A pervasive suspicion of faith-based organizations on the part of many government officials.
2. The total exclusion of faith-based organizations from some Federal programs.
3. Excessive restrictions on religious activities.
4. Inappropriate expansion of restrictions on religious activities to new programs.
5. The denial of faith-based organizations' legally established right to take religion into account in employment decisions.
6. Failure to require and assist State and local officials in complying with Charitable Choice.

Obstacles initially faced by for small nonprofits, faith-based and secular, seeking to partner with government:

7. The limited accessibility of Federal grant information.
8. The heavy burden of regulations and other requirements.
9. Heavy requirements that have to be met before a group can apply for funds.
10. Complex grant applications and grant agreements.
11. Questionable favoritism in some programs toward faith-based organizations.
12. An improper bias in some programs in favor of previous grantees.
13. An inappropriate requirement to apply in collaboration with likely competitors.
14. Requiring 501(c)(3) status where a program statute requires only nonprofit status.
15. Inadequate attention in the Federal grant streamlining process to faith-based and community organizations.

Source: "Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs"

Seven years after the FBCI's inception, the Federal Government has become far more welcoming to the faith-based and community partnerships that the President envisioned. Foundational to this achievement are 16 rule changes affecting virtually all human service programs across government. These regulatory changes have been complemented by concerted action by Federal agencies to eliminate barriers to participation by grassroots nonprofits, both secular and faith-based, and the development of innovative program models for expanding partnerships with small and novice grassroots organizations. It is difficult to overstate the significance of leveling what was once a tilted playing field that disfavored possibly the most helpful and engaged organizations in solving the greatest social challenges facing the nation. Constitutional scholar and George Washington University law professor Robert Tuttle put it this way:

I think we have seen about the most dramatic administrative change that is possible for those inside the Beltway to conceive... the idea that you go from a government that was in form as well as practice quite hostile to many kinds of religious organizations participating in government funding programs to one that has now institutionalized an expectation—it's not always practiced, but an expectation of equal treatment. I mean, that's a remarkable change and that's a change that didn't happen because of Charitable Choice although the groundwork was there. It's happened because of the Faith-Based and Community Initiative.⁸

To comprehend the magnitude of this accomplishment, it is necessary to understand the Federal Government's shift from adherence to and application of the Supreme Court's pervasively sectarian standard to the equal treatment standards adopted by the Court over the past couple decades. While the Federal courts began moving in this direction in the 1980s, the Federal Government did not follow suit until President Bush's Executive Orders required it to do so.

Movement toward Neutrality in First Amendment Jurisprudence

Prior to the mid-20th century, the U.S. Supreme Court considered very few cases involving the Establishment Clause of the First Amendment. By the 1970s, the Court had interpreted the Clause to prohibit government aid to religious organizations deemed to be “pervasively sectarian,” meaning that groups with strong religious orientation were prohibited from participating in otherwise widely-available public programs. The Court's early cases nearly all dealt with the government providing direct financial assistance (cash or in kind) to religious schools.⁹ This pervasively sectarian doctrine required the courts to examine the religious beliefs and practices of religious organizations on a case-by-case basis to determine whether a “substantial portion of its functions are subsumed in [its] religious mission...”¹⁰

In the 1980s, the Court began moving away from a strict separationist paradigm to a philosophy of neutrality, which promotes pluralism and nondiscrimination and refrains from using the power of the government purse to coerce individuals' or organizations' religious beliefs or practices. A neutral policy provides equal access to government-sponsored programs and forums without requiring forfeiture of religious speech or character. Under the neutrality paradigm, the constitutionality of financial assistance provided directly to an organization rests on the type and use of such aid, instead of focusing on the nature or beliefs of the organization.¹¹

In its modern neutrality precedents, the Supreme Court made clear that faith-based organizations may participate as grantees of Federal social service programs, provided there is “nothing inherently religious” about services provided under the program.¹² Indeed, the Court added that Congress may “recognize[e] the important part that religion or religious organizations may play in resolving certain secular problems.”¹³ The Court abandoned the “pervasively sectarian” standard, permitting religious organizations to participate in neutral, secular direct aid programs, provided the aid is limited to secular uses and not diverted to religious uses.¹⁴ The constitutionality of a Federal program rests on the use of the aid provided, rather than the character of the organization receiving the aid.

The Supreme Court has also set forth distinct guidelines for programs that allow participants real choice among multiple service providers. Such programs do not provide government funds directly to organizations, but rather to individual participants, so the funding approach is referred to as “indirect aid.” In choice-based programs that deliver services using “indirect aid,” the Supreme Court shifted its focus from the nature of the organization providing the services to the nature of the choice provided

to the individual beneficiary.¹⁵ The Court held that “where a government aid program is neutral with respect to religion, and provides assistance directly to a broad class of beneficiaries who, in turn, direct government aid to religious [organizations] wholly as a result of their own genuine and independent private choice” the program is constitutional.¹⁶ In such programs, faith-based organizations are not required to alter their religious identity or separate religious activities, as any religious indoctrination that may take place is the result of the choice of the individual, rather than government.¹⁷

Key Modern Establishment Clause Cases

- ✧ *Zelman v. Simmons-Harris*, 536 U.S. 639 (2002): The U.S. Supreme Court approved a State program providing vouchers for children in a distressed public school district to attend private schools, including religious schools, as well as neighboring public schools. The Court held that “where a government aid program is neutral with respect to religion, and provides assistance directly to a broad class of beneficiaries who, in turn, direct government aid to religious schools wholly as a result of their own genuine and independent private choice,” the program does not violate the Establishment Clause.
- ✧ *Mitchell v. Helms*, 530 U.S. 793 (2000): The Court upheld a State and locally administered program that loaned educational materials, including books, computers, software, and audio/visual equipment, to schools in economically disadvantaged areas, including religious schools. The program required schools receiving the aid to limit their use of the materials to “secular, neutral, and nonideological” uses. A majority of the Court rejected the strict separationist theory that some organizations are too religious to participate in Federal aid programs. The plurality described the pervasively sectarian distinction as “offensive,” stating that, “[i]t is well established, in numerous other contexts, that courts should refrain from trolling through a person’s or institution’s religious beliefs,” which “is just what [the pervasively sectarian distinction] requires.” In her concurrence, Justice O’Connor, joined by Justice Breyer, held that for there to be a constitutional violation there must be actual diversion to religious use; providing public aid that merely “has the capacity for, or presents the possibility of, such diversion” is not automatically unconstitutional, thus essentially abandoning the pervasively sectarian standard.
- ✧ *Agostini v. Felton*, 521 U.S. 203 (1997): In *Agostini*, the Court took the rare step of explicitly overturning two of its strict separationist decisions. The Court upheld a program providing remedial education to students of private schools (including religious schools), in which instruction is given on the premises of those schools by public employees. The Court acknowledged that its Establishment Clause jurisprudence had significantly changed since the 1970s and 80s, especially with regard to its understanding of what constitutes an impermissible effect of state indoctrination of religion or constitutes a “symbolic union between government and religion.” The Court did not examine the character of the organizations aided by the program, and instead focused on whether any advancement of religion was reasonably attributable to the government.

- ✱ *Bowen v. Kendrick*, 487 U.S. 589 (1988): In *Bowen*, the Court upheld the constitutionality of the Adolescent Family Life Act (AFLA), which authorizes Federal grants to public and nonprofit organizations, including faith-based organizations, for services and research in the area of premarital adolescent sexual relations and pregnancy. The Court rejected the notion that a program that is facially neutral between secular and religious applicants would necessarily advance religion in violation of the Establishment Clause, noting that the Act contained no requirement that grantees be affiliated with any religious denomination and that there was “nothing inherently religious” about the education and counseling activities funded by the program.
- ✱ *Witters v. Washington*, 474 U.S. 481 (1986): In *Witters*, the Court approved a State program designed to provide vocational training to the blind under which beneficiaries could use State tuition grants at religiously affiliated colleges and to pursue ministerial degrees. The Court held that because the grants were “made available generally without regard to the sectarian-nonsectarian, or public-private nature of the institution benefited,” and flowed to religious organizations “only as a result of the genuinely independent and private choices of” individuals, the program did not have the effect of advancing religion.

Restrictive Federal Policy

The 2001 audits of social service programs at the Departments of Health and Human Services (HHS), Housing and Urban Development (HUD), Education, Justice (DOJ), and Labor (DOL) found that some Federal agencies retained both formal and informal barriers to funding “pervasively sectarian” organizations despite the U.S. Supreme Court’s repudiation of the doctrine. Specific examples of “a widespread bias against faith-based and community organizations in Federal social service programs” included:

- Restricting some kinds of religious organizations from applying for funding.
- Restricting religious activities that are not prohibited by the Constitution.
- Not honoring rights that religious organizations have under Federal law.
- Burdening small organizations with cumbersome regulations and requirements.
- Imposing anti-competitive mandates on some programs, such as requiring applicants to demonstrate support from government agencies or others that might also be competing for the same funds.¹⁸

While some limitations on religious organizations within a Federal program are constitutionally required and appropriate, the audit found that many Federal policies and practices went well beyond constitutional and legislative requirements, arising from an overriding misperception by Federal officials “that close collaboration with religious organizations was legally suspect.”¹⁹ These policies and practices included:

- Bans or other limitations on some or all religious organizations applying for funding.
- Requiring applicants to alter or disguise their religious character to be eligible for funding.
- Requiring religious organizations to forfeit their right under Title VII of the Civil Rights Act of 1964 to staff on a religious basis.

- Providing lists of prohibited religious activities without a positive affirmation of eligibility or guidance on how faith-based organizations *can* legally and effectively partner with government.
- Excessive restrictions on constitutionally permissible religious activities.

For example, the U.S. Department of Housing and Urban Development’s regulations for the Community Development Block Grant (CDBG) program (which provides Federal funds to localities to support nongovernmental services), and for the HOME program (which gives funds to States and localities who often enlist community groups in efforts to provide affordable housing) prohibited funding “as a general rule” from going to “primarily religious” organizations for “any activities, including secular activities.” Under the HOME program, a “primarily religious” organization could establish a “wholly secular entity” that could then take part in the program. In the CDBG program, a further regulation provided that a “primarily religious” organization could take part, if it agreed to a long list of restrictions, which included forfeiting its Title VII rights (a restriction not required by the authorizing statute). Similarly, the Department of Education’s guidance for the Even Start Family Literacy Program prohibited “pervasively sectarian” organizations from receiving direct funds under the program and permitted such organizations to participate only as a subordinate to a “nonsectarian” partner organization. Even where a program’s regulations or guidance documents did not specifically invoke the pervasively sectarian distinction, the audit found some Federal, State, and local program staff applied a similar, unwritten standard resulting in the exclusion of some faith-based organizations.²⁰

Additionally, where faith-based organizations were permitted to participate, some Federal agencies and their State or local administrators placed excessive restrictions on religious activities that were not required by constitutional law. For example, Head Start programs, often located in houses of worship, were sometimes locally pressured to remove or cover up religious art, symbols, or other items.²¹ Other faith-based organizations applying for locally administrated programs were told they would be ineligible unless they removed references to “God” from their mission statements or removed religious symbols from their walls.²²

Workforce Investment Act Job Training Vouchers

Under the Workforce Investment Act (WIA), the U.S. Department of Labor (DOL) provides a voucher-like system where an individual beneficiary selects from among a range of qualified job training programs and providers. The program requires the beneficiary, rather than the Federal Government, to choose the course of study and the provider; however, regulations prohibited beneficiaries from using indirect Federal funds “to be employed or trained in sectarian activities.” This Federal policy stood in clear contrast to guidance from the U.S. Supreme Court, which for over twenty years, had made clear that, when a program or provider is chosen by a private citizen and not designated by government, prohibiting training in religious vocations is not required by the Establishment Clause.²³

With assistance from its Center for Faith-Based and Community Initiatives, DOL revised its rules governing the WIA to allow for more choice and greater freedom by permitting beneficiaries of voucher-style programs to use that indirect funding to train for religious vocations.²⁴

Charitable Choice as the First Step to Equal Treatment

While First Amendment case law replaced the pervasively sectarian standard with equal treatment principles over the past two decades, no parallel transition was occurring in policymaking at the Federal agencies until the mid-1990s when Congress acted several times, by bipartisan majorities, to reduce barriers to participation by faith-based organizations in Federal social service delivery and to respond to the Supreme Court's more neutral, pluralistic interpretations of the Establishment Clause. Congress's remedy to the barriers faith-based organizations faced in several major Federal social service programs comprised a set of Federal laws known as "Charitable Choice."

Charitable Choice was first enacted in the 1996 Personal Responsibility and Work Opportunities Reform Act,²⁵ and covered State and local spending of Temporary Assistance to Needy Families (TANF) funds used to obtain services. Charitable Choice language was added to several additional programs including: the Welfare-to-Work program in 1997; the Community Services Block Grant (CSBG) program in 1998; and the Substance Abuse Prevention and Treatment Block Grant, the Projects for Assistance in Transition from Homelessness formula program, and the discretionary substance abuse treatment programs administered by the Substance Abuse and Mental Health Services Administration (SAMHSA) in 2000.

Charitable Choice provisions required program administrators to permit faith-based providers to compete in covered programs without abandoning their religious character or mission, while protecting the religious liberty of individual beneficiaries and prohibiting the use of direct Federal funds for inherently religious activities. Unfortunately, although the language of the statutes enacting Charitable Choice made its provisions mandatory for the covered programs, the 2001 audit of Federal social service programs found that the provisions "had been almost entirely ignored by Federal administrators, who had done little to help or require State and local governments to comply with the new rules for participation by faith-based providers."²⁶ Specifically, the Charitable Choice provisions had been insufficiently incorporated into the agencies' grant-making rules and procedures, and that State and local governments had received almost no guidance as to how to comply with the new rules for participation by faith-based providers.

In 2002, HHS, which administers the TANF, CSBG, and SAMHSA substance abuse treatment programs, announced regulations to fully implement the Charitable Choice provisions and to provide guidance to State and local administrators, as well as to faith-based organizations, regarding the provisions' practical application.²⁷

The core principles of Charitable Choice regulations are reflected in the equal treatment principles set out in Executive Order 13279 and in the agencies' equal treatment regulations (discussed below). However, some principles are applied in slightly different ways to their respective programs, and some additional provisions are unique to certain Charitable Choice statutes.²⁸

Fulfilling Charitable Choice Principles through Executive Orders

Charitable Choice provisions provided solid legal guidelines for how government could adopt the Supreme Court's modern neutrality principles in partnerships with faith-based organizations. However, these provisions governed only five major programs. Even more significantly, as noted above, they had been widely ignored by the Federal, State and local officials charged with putting them into action. Executive Order 13279 changed this by applying Charitable Choice principles to virtually all Federal programs serving the needy *and* by requiring robust action to ensure they were fully applied.

CHAPTER 2

Executive Order 13279 provides that “[n]o organization should be discriminated against on the basis of religion or religious belief in the administration or distribution of Federal financial assistance under social-service programs.”^[i] This provision directs Federal agencies to end discrimination against organizations based on their religious character, and prohibits government from favoring organizations of one faith over another or from preferring religious organizations to secular ones. It focuses government less on the organization’s mission statement or beliefs and more on the organization’s ability to effectively deliver services.

Executive Order 13279 also provides clear, uniform guidance on the constitutionally required restrictions on the use of Federal funds. In accordance with the Establishment Clause and the Free Exercise Clause, “...organizations that engage in inherently religious activities, such as worship, religious instruction, and proselytization, must offer those services separately in time or location from any programs or services supported with direct Federal financial assistance, and participation in any such inherently religious activities must be voluntary for the beneficiaries of the social service program supported with such Federal financial assistance.”²⁹

The Executive Order 13279 also protects freedom of religion by directing the agencies administering social service programs to prohibit organizations receiving financial assistance from discriminating against eligible beneficiaries of those social services programs “on the basis of religion, a religious belief, a refusal to hold a religious belief, or a refusal to actively participate in a religious practice.”³⁰

Introduction of the Equal Treatment Regulations

Implementing the Executive Orders through Agency Rule Changes

Upon publication of the President’s Executive Order 13279 requiring “Equal Protection of the Laws for Faith-Based and Community Organizations” and with additional guidance from the U.S. Department of Justice (DOJ), Federal agencies considered how to appropriately and constitutionally implement the FBCI. Federal social service programs vary greatly in size, content, and structure, and each agency which administers Federal social service programs has separate regulations, policies, and procedures, even among their own component organizations. Rules and practices may even vary from program to program. Therefore, regulatory and other administrative reforms needed to be tailored to individual agencies and programs.

Nine Federal agencies have produced 15 final rules, including general rules that cover the programs administered by seven agencies,³¹ three regulations implementing the Charitable Choice statutes,³² a U.S. Department of Labor (DOL) regulation permitting faith-based contractors to retain their Title VII right to take faith into account in making employment decisions,³³ and four regulations changing discriminatory or unnecessarily limiting language in specific HUD, Veterans Affairs, Commerce, and DOL programs.³⁴ A proposed sixteenth rule covering programs administered by the Department of Homeland Security was published on January 14, 2008.³⁵

The general rules for programs administered by HUD, USDA, HHS, USAID, Education, DOJ, DOL, and DHS closely follow the principles and guidance provided by Executive Order 13279. Each provides an affirmation that faith-based organizations are eligible to participate in Federal social service programs

on the same basis as any other private organization and that entities distributing Federal funds cannot discriminate either for or against an organization on the basis of religion or religious belief.

These rules also ensure that these programs are implemented in a manner consistent with the Supreme Court's interpretation of the Constitution. The regulations make clear that direct Federal funds cannot be used to support inherently religious activities, such as worship, religious instruction, and proselytizing. If an organization conducts such activities, the activities must be offered separately, in time or location, from the programs or services funded with direct Federal financial assistance, and participation must be voluntary for beneficiaries of the programs or services funded with such assistance.

The rules also reflect the different standard enunciated by the Supreme Court for programs of indirect aid, which permit inherently religious activities to be part of a funded program where the program is selected via a genuine and independent private choice of a beneficiary, provided the religious organizations otherwise satisfy the requirements of the program (see chart on page 38).

The general regulations promulgated provide clear and detailed guidance regarding faith-based organizations' religious character, independence, and religious activities, very closely tracking the language of Executive Order 13279. They also confirm the Title VII right of faith-based organizations to select employees who share their vision and mission, including religious beliefs, under all of the grant programs covered by the regulations.

The notable exception to this protection of Title VII hiring rights are grant programs governed by authorizing statutes that prohibit all grantees from considering religious beliefs in employment decisions. In such programs, applicants are directed to consult with the relevant program office to determine the scope of these requirements. As discussed below, in some cases other independent statutory provisions may supersede this prohibition, particularly the Religious Freedom Restoration Act (RFRA).

Prior to the issuance of Executive Order 13279 and subsequent regulatory changes, no Federal Government-wide standard prohibited religious discrimination by directly-financed providers against eligible beneficiaries of the funded services. With regard to the rights of individuals served by Federal social service programs, the general regulations following from Executive Order 13279 make clear that organizations may not discriminate against any eligible "program beneficiary or prospective program beneficiary on the basis of religion or religious belief."³⁶

The general regulations also contain provisions prohibiting Federal program officers or State or local administrators from disqualifying religious organizations because of their religious motivation, character, or affiliation or from requiring *only* faith-based organizations to sign assurances that they will not use direct funds for inherently religious activities. They provide guidance to State and local administrators regarding the legal effect of commingling Federal funds and clarify that nonprofit organizations, religious or secular, are not required to obtain Federal 501(c)(3) status in order to be eligible for funding (unless specifically required by a particular program's authorizing statute).³⁷

16 Regulations Implementing the Faith-Based and Community Initiative

AGENCY	DATE	DESCRIPTION	Federal Register	C.F.R.
HUD (HOME, CDBG, HOPE, HOPWA, ESG, S+C, Supportive Housing, Youthbuild)	Effective: 10/30/03	Changed discriminatory language in eight programs, applies general equal treatment principles.	68 Fed. Reg. 56396	24 CFR Parts 92, 570, 572, 574, 576, 582, 583, and 585
HHS TANF	Effective: 10/30/03	Implemented TANF Charitable Choice Provisions.	68 Fed. Reg. 56449	45 CFR Part 260
HHS SAMHSA	Effective: 10/30/03	Implemented SAMHSA Charitable Choice Provisions.	68 Fed. Reg. 56430	42 CFR Parts 54, 54a, and 96
HHS CSBG	Effective: 10/30/03	Implemented CSBG Charitable Choice provisions.	68 Fed. Reg. 56466	45 CFR Part 1050
DOL OFCCP	Effective: 10/30/03	Amended regulation to reflect President Bush's amendment to EO 11246 regarding Title VII exemption for Federal contractors.	68 Fed. Reg. 56392	41 CFR Part 60-1
DOJ	Effective: 02/20/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 2832	28 CFR Parts 31, 33, 38, 90, 91, and 93
ED	Effective: 07/06/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 31708	34 CFR Parts 74, 75, 76, 80
VA Homelessness Providers Grant and Per Diem Program	Effective: 07/08/04	Changes existing regulation to protect Title VII hiring rights and to remove "religious influence" language, general affirmative statement of equal treatment principles.	69 Fed. Reg. 31883	38 CFR Part 61
HUD	Effective: 08/09/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 41712	24 CFR Parts 5 and 570
USDA	Effective: 08/09/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 41375	7 CFR Part 16
HHS	Effective: 08/016/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 42586	45 CFR Parts 74, 92, 96, and 87
DOL	Effective: 08/11/04	General affirmative statement of equal treatment principles; permits individual training account vouchers to be used for religious job training; addresses accommodation of students' religious exercise in the Job Corps program.	69 Fed. Reg. 41882	20 CFR Parts 667, 670 and 29 CFR 2, 37
DOL WIA	Effective: 08/11/04	Addresses use of funds for employment constructing, operating or maintaining religious buildings.	69 Fed. Reg. 41894	29 CFR Part 37
HUD Indian CDBG & Indian HOME	Effective: 11/22/04	Amends HUD regulations regarding Indian programs in same manner as other CDBG and HOME rules were amended.	69 Fed. Reg. 62164	24 CFR Parts 954 and 1003
USAID	Effective: 10/19/04	General affirmative statement of equal treatment principles.	69 Fed. Reg. 61716	22 CFR Parts 202, 205, 211, and 226
DOC	Effective: 09/27/06	Amends Economic Development Administration rules to clarify eligibility of FBOs.	71 Fed. Reg. 56658	13 CFR Chapter III
DHS	Proposed: 01/14/08	General affirmative statement of equal treatment principles.	73 Fed. Reg. 2187	6 CFR Part 19 and 4 CFR Part 206

Agencies with programs that fund the acquisition, construction or rehabilitation of buildings, including HUD, USDA, USAID, and DOL, provide instruction on the intersection of those programs and the prohibition on the use of direct Federal funds for inherently religious activities, including the requirement that where structures are used for both eligible and ineligible activities, Federal funds may be used only in proportion to the eligible use.

While much of the texts of the general regulations are nearly identical, where necessary and appropriate, regulations were customized for the unique needs of the agency. The regulation for the DOJ, for example, includes language permitting direct funding of inherently religious activities when funds are provided for the activities of prison chaplains or organizations that provide programs in prisons, detention centers, or community corrections centers to assist chaplains, in order to provide for inmates' free exercise of religion.³⁸ Similarly, DOL's regulation permits direct funding for those activities, as well as language permitting direct funding where "social service programs involve such a degree of government control over the program environment that religious exercise would be significantly burdened absent affirmative steps" by government or providers.³⁹ In addition, USDA's regulation contains a specific section on the participation of religious schools in Federal school lunch programs.⁴⁰ Further, the proposed rule for the DHS incorporates the guidance provided by the DOJ regarding eligibility of faith-based organizations for Federal disaster relief and emergency assistance.⁴¹

In addition to the regulations promulgated by Federal agencies to implement the equal treatment provisions of Executive Order 13279 and the Charitable Choice laws, certain agencies developed regulations to address discriminatory or unnecessarily limiting language within particular programs.

Via two regulatory amendments, DOL revised its rules governing the Workforce Investment Act (WIA), an employment and training services program for adults, displaced workers, and youth. Previously, the regulations prohibited beneficiaries from using "vouchers" (indirect Federal funds) "to be employed or trained in sectarian activities." Consistent with the Supreme Court's rulings upholding the constitutionality of programs permitting individuals to use government grants, scholarships, or other forms of indirect aid to study at religious colleges or to train for religious vocations,⁴² DOL amended the WIA regulation to allow for more choice and greater freedom by permitting beneficiaries of voucher-style programs to use that indirect funding to train for religious activities.⁴³ DOL also clarified statutory limits on the use of funds to employ participants to perform "construction, operation, or maintenance" of facilities used for religious instruction or worship.⁴⁴

In addition to its general implementation of equal treatment, HUD amended regulations for eight specific programs⁴⁵ to remove a provision requiring only faith-based organizations to provide assurances that they will conduct eligible program activities in a manner that is "free from religious influences." The regulations were revised to require all organizations to conduct program activities in accordance with the Constitution, refraining from using direct Federal funds for inherently religious activities and providing services to all eligible beneficiaries, regardless of their religion or religious belief.

The U.S. Department of Commerce revised the general operating regulation for the Economic Development Administration (Commerce's principal component for social service grant-making) to specify that "community or faith-based non-profit organizations" are eligible participants in EDA programs.⁴⁶

The U.S. Department of Veterans Affairs' (VA) regulation repealed a prohibition within the regulation for the Homeless Providers Grant and Per Diem Program that prohibited faith-based organizations from making employment decisions on a religious basis, as the prohibition was not required by Congress in the statute authorizing the program. The regulation also included language requiring the equal eligibility of faith-based organizations and the protection of those organizations' independence and religious character. The regulation further prohibits the use of direct Federal funds for religious activities and prohibits discrimination against eligible beneficiaries on the basis of religion within the Homeless Providers Grant and Per Diem Program.⁴⁷

In addition, DOL amended its regulations implementing Executive Order 11246, which concerns civil rights and affirmative action in Federal contracting, to reflect the President's amendment of that order via Executive Order 13279 to permit religious organizations to retain their Title VII right to take faith into account in making employment decisions.⁴⁸

Many agencies also addressed these barriers by revising agency websites and grant documents such as solicitations and award letters, to include references to and explanations of the equal treatment regulations. For example, the 2001 audit of barriers to participation found that some programs at the DOJ had particularly long and complex solicitation forms.⁴⁹ In response to this finding, DOJ's Task Force for Faith-Based and Community Initiatives formed a working group with representatives of DOJ's major social service grant-making components to develop a standardized, simplified solicitation template. This template, now used by all DOJ grant-making components, contains standard language explaining the provisions of DOJ's equal treatment regulations, including: the requirements of non-discrimination in the application process; the ban on discrimination against eligible beneficiaries on the basis of religion; the prohibition on use of direct Federal funds for inherently religious activities; and the protection for faith-based organizations' independence and religious character. DOJ also incorporated similar guidance on the requirements of its equal treatment regulations in award letters sent to every new grantee and developed an FBCI website providing the text of the regulations, an explanation of the regulations' requirements, and related training materials.

Respect for Organizations' Religious Character and Independence

The Executive Order 13279 provided clear and detailed guidance regarding faith-based organizations' religious character, independence, and religious activities: "[F]aith-based organizations should be eligible to compete for Federal financial assistance used to support social service programs and to participate fully in the social service programs supported with Federal financial assistance without impairing their independence, autonomy, expression, or religious character."⁵⁰ While a religious organization may not use direct Federal financial assistance to support any inherently religious activities, the organization should be free to "continue to carry out its mission, including the definition, development, practice, and expression of religious beliefs."⁵¹ Further, Executive Order 13279 confirmed:

Among other things, faith-based organizations that receive Federal financial assistance may use their facilities to provide social services supported with Federal financial assistance, without removing or altering religious art, icons, scriptures, or other symbols from these facilities. In addition, a faith-based organization that applies for or participates in a social service program supported with Federal financial assistance may retain religious terms in its organization's name, select its board members on a religious basis, and include religious references in its organization's mission statements and other chartering or governing documents.⁵²

Executive Order 13279 addressed another issue essential to the ability of faith-based organizations to maintain their religious liberty and identity: the selection of employees who share their vision and mission. Title VII of the Civil Rights Act of 1967 protects Americans from employment discrimination based on race, color, religion, sex or national origin, by government, businesses, or other private organizations.⁵³ Title VII also secures the ability of religious organizations to protect their religious character by hiring employees who share their religious beliefs, in both their religious and secular activities.⁵⁴ In 1987, the Supreme Court unanimously held that it does not violate the First Amendment for Congress to provide this protection “alleviating significant governmental interference with the ability of religious organizations to define and carry out their religious missions.”⁵⁵ Executive Order 13279 amended a previous executive order governing civil rights in Federal contracting by allowing faith-based organizations to take faith into account in making employment decisions. This policy places faith-based organizations on equal footing with secular organizations, which are also permitted to hire based on their ideology and mission. Of course, nothing in the Executive Order or any of the implementing regulations permits any organization to discriminate in employment on the basis of race, color, sex, or national origin, or other categories that are prohibited by Federal law for all organizations.

The Executive Order 13279 addressed only Federal contracting, which has its own regulatory scheme apart from Federal social service grant programs. However, the equal treatment regulations extended the protection of the Title VII religious hiring provision to faith-based recipients of grant programs and of contracts.

Some grant programs, however, are exceptions to this general protection for the Title VII hiring rights of faith-based grantees. These programs are governed by statutes, like the Workforce Investment Act or the Omnibus Crime Control and Safe Streets Act, which require grantees of programs funded by those statutes to refrain from considering religion in employment decisions related to positions funded by the grant. The Bush Administration continues to urge Congress to fix these legal provisions, which are not required by the Establishment Clause and discourage participation in these social service programs by faith-based organizations that regard the values and convictions of their employees as an important part of their organization’s identity.

It is important to note, however, that even in programs governed by laws requiring the loss of Title VII hiring rights, individual grantees may seek relief through another law: the Religious Freedom Restoration Act (RFRA).⁵⁶ RFRA requires the Federal Government to give a religious exemption from general rules or practices to individuals and organizations whose free exercise of religion is substantially burdened by those rules or practices, except where government can demonstrate it has a compelling interest that justifies restricting religious freedom. The U.S. Department of Justice recently concluded that RFRA is reasonably construed, on a case-by-case basis, to protect the right of faith-based organizations to prefer co-religionists for employment even when a program’s authorizing statute contains a contrary provision, where the organization can show that complying with the statute’s hiring provisions would substantially burden the organization’s exercise of religion.⁵⁷

Monitoring Implementation of the Equal Treatment Regulations under the President’s Management Agenda

The White House OFBCI and the Office of Management and Budget (OMB) monitor implementation of the equal treatment regulations via agreements with 11 agency Centers for Faith-Based and Community Initiatives under the President’s Management Agenda (PMA). The PMA, discussed more fully in Chapter

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Four, sets clear objectives and measurable standards for government in areas of key importance for effective government, including the FBCI. OMB, in consultation with the White House OFBCI, monitors progress toward those standards via strategic planning objectives established in agreements with each of the Centers. Periodically, the standards are revised to reflect the ongoing advance of priorities and goals. PMA standards routinely include a section on implementation of the equal treatment regulations and other administrative reforms. In the current iteration of the PMA, the standard measuring equal treatment implementation requires, for a “green” (highest level) status, that the FBCI Center:

Provides and facilitates education on the equal treatment principles at the Federal, State and local levels; assists Federal programs within their purview in developing mechanisms for assessing compliance with appropriate regulations and in addressing violations once they are brought to the agency’s attention; and works to enable State- and locally-administered programs to implement equal treatment principles using proven models for partnering with FBCOs.⁵⁸

The White House OFBCI and OMB have recommended to the Centers best practices for implementing the PMA standards, which have been refined over time. Typically, best practices for the equal treatment standard include the development of an education strategy for Federal program staff, State and local administrators, and FBCOs on the requirements of the equal treatment regulations and the development of activities to monitor compliance with the regulations. Because Federal social service programs vary greatly in size, content and structure, and because each agency has separate regulations, policies, and procedures, even among their own component organizations, FBCI Centers tailor their activities to the unique challenges and opportunities within their agency and address barriers identified in the “Unlevel Playing Field Report,” for faith-based and community organizations.

Bush Administration Reforms to Provide Equal Treatment for Faith-Based Nonprofits

Issue	Pre-FBCI	Post-FBCI
Eligibility. Are faith-based nonprofits eligible to participate as providers in Federal social service programs?	Only if they do not appear to officials to be “too religious” or “pervasively sectarian,” or only if they agree to restrictions not required by the Constitution.	Yes, without government being forced to evaluate an organization’s character, beliefs, or practices.
Protections for Faith-Based Nonprofits. Are elements of identity such as a religious name, religious mission statement, religious symbols and voluntary religious activities protected?	No. In many cases these represented the characteristics marking a group as “too religious” when government assessed faith-based nonprofits according to the outdated pervasively sectarian standard.	Yes. These characteristics are specifically protected in the law and regulations governing equal treatment.
Religious Staffing. Is the right to hire based in part on shared religious belief or identity protected?	No. In some cases, religious staffing marked a group as “too religious” to satisfy the outdated pervasively sectarian standard. Some programs required organizations to relinquish Title VII protection, even where authorizing statutes did not.	Yes. Legal clarification has been provided to show that this freedom is not lost simply by virtue of accepting government funds. However, the freedom is lost in some Federal programs where an authorizing statute requires.
Beneficiary Protection. Is the religious freedom of service beneficiaries protected?	No. There was no explicit Federal Government-wide protection of service beneficiaries.	Yes. There are now specific protections in the law that are applied uniformly to service beneficiaries in all programs.
Limits on Religious Activities. What are the limits on religious activities with direct government grants and contracts?	Inconsistent. Some programs provided lists of prohibited activities, while others used more vague language that could be interpreted to exclude even secular activities when motivated by a religious belief.	Direct government funds cannot be used to pay for religious activities; however, the same service provider can offer religious activities in a separate time or location using private funds. This standard is consistent across all directly-funded programs.
Indirect Funding. Will the government support services that include religiously-integrated programming when the beneficiary can choose between providers?	Inconsistent. Some programs, such as the Child Care Block Grant, permitted beneficiaries to choose faith-integrated services, while others, like the Workforce Investment Act-funded training vouchers, did not permit beneficiaries to choose from both faith-based and secular programs.	Yes. Numerous voucher or beneficiary choice programs have been established at the Federal and State level to enable faith-integrated service provision.

Equal Treatment Principles Training and Communication

The regulatory reforms described above address the six barriers identified in the “Unlevel Playing Field Report” as inhibiting equal access to Federal programs for faith-based organizations, including: a suspicion of faith-based organizations (often based on the defunct “pervasively sectarian” standard); exclusion of faith-based organizations from some Federal programs; restrictions on religious activities not required by the Establishment Clause; expansion of those restrictions into new programs; lack of enforcement of the Charitable Choice; and the denial of faith-based organizations’ established right to take religion into account in employment decisions.

Creating the 16 rules (described earlier) that revise the administration of dozens of Federal programs is, in itself, a significant achievement for any Federal initiative. The White House OFBCI and agency FBCI Centers built out the implementation of equal treatment for faith-based organizations by working with program offices to refine and improve the grant-making process by removing non-regulatory barriers, including equal treatment practices in agency guidance to State and local officials and to applicants and grantees, and providing training for Federal and State program officials.

Yet, another problem existed. Even though the Federal Government had contracted with some faith-based organizations for decades, President Bush’s Faith Based and Community Initiative was the first concerted effort to train policymakers and practitioners with clear, Constitutional guidelines for government partnerships with faith-based organizations.

In concert with regulatory reforms described above, the White House OFBCI has trained thousands of key Federal and State program staff, as well as nonprofit leaders, on the implications of the equal treatment regulations and of broader equal treatment principles. This education has explicitly spelled out the changes these reforms mandate in order to apply these reforms to Government’s day-to-day practice.

To support this training, the White House OFBCI produced first-of-their-kind guidance documents on how Federal and State program staff should update legal standards and program practices. A vast body of educational materials has been created for faith-based and community organizations as well, informing them of the opportunities and obligations of partnering with government. This guidance has been delivered through a wide range of mediums, from White House OFBCI conferences to trainings hosted by Federal agencies to events sponsored by entities outside government, as well as via the Internet. In addition, the White House OFBCI, working with OMB, provided guidance for the agency FBCI Centers as they worked with Federal program offices to implement administrative reforms in order to level the playing field.

Many program offices, working with Federal agency Centers, also incorporated references to and explanations of the equal treatment regulation requirements in the guidance materials for specific programs, and developed training materials for State and local administrators. For example, in 2005, the U.S. Department of Education revised its Supplemental Educational Services (SES) Non-Regulatory Policy Guidance manual for State and local officials administering these Federal funds. The Department incorporated plain language guidance on the eligibility of faith-based organizations, the right of religious organizations to retain their religious character and mission, the right of beneficiary students to be served regardless of religion or religious belief, and the prohibition on the use of Federal funds for

inherently religious activities, as well as the availability of regional training workshops for faith-based and community organizations interested in becoming providers.

The U.S. Department of Education followed up on this guidance by providing all State administrators for SES– the 21st Century Community Learning Centers program and the Adult Education and Family Literacy Act State grants program– with revised PowerPoint training documents. These documents explained the impact of the equal treatment regulations and provided extensive guidance on their implementation, including recommended best practices for providing equal treatment for faith-based and secular grassroots organizations.

Similarly, the U.S. Department of Justice (DOJ) developed a PowerPoint training document for State and local administrators of DOJ formula programs, explaining the requirements of the equal treatment regulations and providing best practices for their implementation. DOJ FBCI Center staff presented this training at national and regional meetings of each of the DOJ’s formula program administrators and made the tutorial available on its Website. Likewise, the U.S. Department of Labor’s (DOL) FBCI Center will soon launch a new online training course on equal treatment law and principles entitled “Leveraging Compassion: The Faith-Based and Community Initiative & How It Applies to Workforce System Administrators and Staff and to Faith-Based and Community Organizations.” This course provides a basic framework for understanding the FBCI and its implementation at DOL.

Guidance Materials and Conferences

The White House OFBCI has led a full-scale implementation of this guidance process through published documents providing additional information to organizations interested in Federal social service programs, as well as guidance for State and local administration of formula and block grant programs. One such document, “Guidance to Faith-Based and Community Organizations on Partnering with the Federal Government,”⁵⁹ provides plain English answers to common questions about the availability and requirements of Federal social service grant programs. The booklet is designed to assist novice faith-based and community organizations in deciding whether partnering with the Federal Government would be appropriate and beneficial for their organization. The booklet provides explanations for common questions about the Federal grants process, such as how organizations can find out what types of services are funded through the Federal Government and where to find information about applying to become a provider under these programs. It also provides information on how to find training on writing and managing Federal grants and on understanding the legal obligations associated with accepting a Federal grant. For example, the booklet provides guidance on financial reporting requirements, cost-sharing/matching, record-keeping, performance reporting, and indirect costs, as well as advice on how to avoid audit problems.

The booklet also provides “Do’s and Don’ts” for faith-based organizations that receive government funding. These reiterate in plain language the equal treatment principles incorporated in the agency regulations and provide information regarding the protection of the religious identity and mission of faith-based organizations and their responsibilities toward the people they serve. Facts about the Charitable Choice laws are also presented in a conversational, accessible style. For example:

Q: If I cannot take government money to support religious activity, how do I separate our religious activities from our Federally-funded social service program?

A: A faith-based organization should take steps to ensure that its inherently religious activities, such as religious worship, instruction, or proselytization, are separate—in time or location—from the government-funded services that it offers. If, for example, your church receives Federal money to help unemployed people improve their job skills, you may conduct this program in a room in the church hall and still have a Bible study taking place in another room in the same hall (but no Federal money can be used to conduct the Bible study). Or a faith-based social service provider may conduct its programs in the same room that it uses to conduct religious activities, so long as its government-funded services and its religious activities are held at different times. If you have any questions or doubts, you should check with the official who administers your Federal funds.

Q: Can people who receive Federally-funded services from us also participate in our religious activities?

A: Yes, provided that a few rules are followed. It may be that some people have chosen to receive services from your organization because it is faith-based, and they will be eager to participate. But faith-based organizations that receive direct Federal aid may not require program participants to attend or take part in any religious activities. Although you may invite participants to join in your organization's religious services or events, you should be careful to reassure them that they can receive government-funded help even if they do not participate in these activities, and their decision will have no bearing on the services they receive. In short, any participation by recipients of taxpayer-funded services in such religious activities must be completely voluntary. For example, a church that receives direct government aid to provide shelter to homeless individuals may not require those individuals to attend a Bible study or participate in a prayer preceding a meal as part of the government-funded services they provide. But they may invite those individuals to join them, so long as they make clear that their participation is optional.

Q: What if we have someone on our staff who works for a government-sponsored program only part-time?

A: It is fine for a faith-based organization to employ someone on their staff to perform religious duties while also having that person administer part of a Federally-funded program. There are, however, rules that must be followed. The part-time worker must not engage in inherently religious activities while working on the Federally-funded portion of his or her job. And that part-time worker must also document that he met his time commitment to the government-sponsored program by keeping careful time records of his activities. This will make sure that government funds are spent only on non-religious activities.⁶⁰

The White House OFBCI and the agency FBCI Centers have also provided in-person training on these issues at regional conferences. Since the start of the FBCI, the White House OFBCI and staff from the Federal agency FBCI Centers have hosted conferences in 34 U.S. cities in 19 States and the District of Columbia, which have been attended by more than 28,000 people. The training provides an explanation of the guiding principles of the Initiative, restrictions on the use of Federal funds, the rights of eligible beneficiaries, and the rights and responsibilities of participating faith-based organizations. Further, the training provides plain-language answers to frequently asked questions, based on guidance from the equal treatment regulations and Supreme Court opinions. For example:

Q: What if religion is integrated throughout our program—can we still get government funds?

A: In most cases, no, because as a general rule inherently religious activities must be privately funded, separate, and voluntary. Exception: Vouchers”⁶¹

The training session also provides an open question-and-answer session where attendees can ask for further clarification on these issues. Conference attendees are also given the opportunity to meet with staff from the FBCI Centers at the various Federal agencies, and all attendees receive copies of informational materials including the “Guidance to Faith-Based and Community Organizations on Partnering with the Federal Government” booklet.

In 2005, the White House OFBCI began inviting State and local administrators of Federal social service programs to meetings before each regional conference. At these meetings, staff from the White House OFBCI and DOJ provide guidance on implementing the equal treatment and Charitable Choice regulations, including detailed information regarding:

- Neutrality and nondiscrimination, including the ban on quotas, set-asides, or presumptions that faith-based organizations are more or less effective than secular providers.
- The elimination of the pervasively sectarian standard or other measures that discriminate against a provider based on their religious character or practices.
- The applicability of the regulations to all levels of government that accept Federal funds, and to any intermediary organizations that make sub-grants with Federal funds.
- Restrictions on the use of direct Federal funds for inherently religious activities.
- The rights of faith-based providers to retain their character and independence.

To ensure compliance with Charitable Choice and the equal treatment regulations, the training advises State and local administrators to:

- Educate staff on the principles of equal treatment.
- Undertake a formal review of grant and procurement policies at various State and local agencies.
- Revise and clarify announcements, regulations, and compliance forms governing social service programs.
- Rotate members of peer reviewer panels more frequently.
- Avoid defining “community organizations” so as to exclude faith-based organizations.
- Base application point-preferences on results, not repeat grantee status.
- Provide technical assistance to novice and non-bureaucratic providers.
- Consider ways to incorporate vouchers and other indirect funding mechanisms into programs for greater flexibility.
- Take steps to foster relationships with all types of civic, charitable, faith-based, and community organizations.⁶²

The pre-conference meetings also provide administrators the opportunity to ask questions regarding the regulations and their application to specific programs via an open question-and-answer session. Additionally, State and local administrators and FBCI Center staff share successful strategies for integrating grassroots groups into Federal social service delivery. For State and local administrators who cannot attend a regional meeting, the White House OFBCI makes available on its Website the PowerPoint

presentation presented at the conference, “Promoting Equal Treatment: A Guide for State and Local Compliance with Federal Regulations.”⁶³

In addition to national and regional trainings hosted by the White House OFBCI, many agency FBCI Centers conduct trainings of their own that collectively have reached more than 70,000 individuals engaged in social services (see Chapter Three for more details). Alongside other content, these trainings consistently provide instruction on the equal treatment principles and their application.

The Other Discrimination: Grassroots Organizations

In addition to bias and inconsistency with regard to faith-based organizations, the report found a number of barriers to participation by community organizations and small newcomer organizations. Not all of these barriers could be addressed through regulatory change or legal clarification. The unequivocal establishment of a level-playing field, however, set a clear context in which barriers could be addressed. In addition to requiring the FBCI Centers in the cabinet agencies to conduct the audit and make regulatory reforms, President Bush’s Executive Order 13198 directed the Centers to take outreach and programmatic actions to ease participation by faith-based and community organizations in the delivery of social services, including:

- Coordinating a comprehensive departmental effort to incorporate faith-based and other community organizations in department programs and initiatives to the greatest extent possible.
- Proposing the development of innovative pilot and demonstration programs to increase the participation of faith-based and other community organizations in Federal as well as State and local initiatives.
- Developing and coordinating department outreach efforts to disseminate information more effectively to faith-based and other community organizations with respect to programming changes, contracting opportunities, and other department initiatives.

Media coverage of the 2001 “Unlevel Playing Field Report” gave almost exclusive attention to the barriers faced by faith-based organizations. Notably, however, nine of the 15 barriers emphasized by the report were “obstacles facing all smaller and novice organizations.” Although often enacted with little fanfare, efforts to remove these barriers have stood as a central focus of the FBCI since its inception.

Throughout both domestic and international efforts by the U.S. Government to address pressing human need, remarkable progress has been made in the expansion of partnerships with small and novice social service organizations. Through the FBCI, government agencies have worked to identify and remove any unnecessary barriers to expanded partnership, which has been vital to this effort. A myriad of administrative changes have served to remove many of the specific barriers facing these organizations.

Equally important, major programmatic innovations have advanced. Pioneering forms of mini-grants, intermediary grants, choice-based and other partnership models have helped enable government to take advantage of the unique strengths of small, locally-rooted FBCO partners.

Of course, any institution as large as the Federal Government will undoubtedly always face challenges in coordinating its systems and culture with those of smaller, local organizations, and vice-versa. However,

FBCI Victory in the Supreme Court

The Initiative realized a major legal victory in June 2007 when the Supreme Court rejected a constitutional challenge to the FBCI's regional conferences sponsored by the White House to strengthen government's partnership with faith-based and community organizations in providing social services to individuals across the nation. The original suit brought by the Freedom From Religion Foundation (FFRF) alleged that the Bush Administration was promoting funding for faith-based groups, thereby violating the Establishment Clause of the Constitution. Such characterization confuses equal treatment with favoritism and reflects an ignorance of the Court's consistent rulings over the past two decades (described in an earlier section) clarifying that the Establishment Clause requires neutrality toward religion, not a prohibition on involvement of faith-based organizations in Federal programs merely because of their religious character.

The principal aim of the White House FBCI conferences, which are open to attendance by any organization, is to educate all willing partners—large and small nonprofits, secular and faith-based organizations and public and private leaders—on partnership opportunities with the Federal Government and on general principles of how to strengthen the nonprofit sector's performance in confronting social problems. The conferences particularly address the needs of faith-based and secular, neighborhood-based groups inexperienced in forming such partnerships. This is a perfectly acceptable policy approach according to George Washington Law Professor Ira C. Lupu who has been a close observer of the Initiative. According to Lupu,

[T]his lawsuit was destined to lose. This was a very weak lawsuit on its merits. The government had very good reasons to sponsor these conferences. They said, 'Look, we want to promote the inclusion of faith-based organizations that heretofore have been excluded from participation in various Federal programs.' It can't be unconstitutional just to invite them to apply for some kind of Federal grants. And there's nothing wrong with government officers showing up at these conferences and saying good things about the power of faith organizations to contribute to the social good.⁶⁴

The complaint of FFRF did not even get to first base, as the trial court was not convinced that FFRF had a legal right ("standing") to bring such a complaint to court. Since none of the plaintiffs could point to a specific injury that they encountered as a result of these conferences, questions were raised about whether the Federal court system has jurisdiction even to consider the matter. This was the ultimate question brought before the Supreme Court in *Hein v Freedom from Religion Foundation* and the Court ruled on the side of the President and his Initiative. In general, taxpayers cannot sue the Federal Government alleging a particular expenditure of funds is illegal based solely on their status as a taxpayer. The Court held that FFRF was not entitled to an exception to this well-established rule.⁶⁵

In this case and others, the legal tenets underlying the FBCI have been affirmed. The FBCI has taken care in crafting its legal guidance to conform to established First Amendment case law. Moreover, the Initiative has been vigilant in training public officials and nonprofit leaders to abide by two co-equal values: protecting the religious identity and autonomy of faith-based organizations and protecting the religious freedom of all citizens they serve. These are now the twin pillars of government-FBO partnerships.

the context and requirements for such partnerships have deeply changed today from what they were seven years ago. Some of the changes the FBCI has advanced include:

Barrier: The limited accessibility of Federal grant information

As described in Chapter Three, the FBCI has undertaken massive-scale efforts to demystify the Federal grants process for small and novice FBCOs. More than 100,000 faith-based and community organization leaders have received instruction and training in this regard. For more than 30,000 of these leaders, training has included an intensive, two-day grant-writing course. Grant announcements are e-mailed to all organizations on FBCI Center listservs, usually the day the grant opens. Some agencies offer “pre-application” conference calls and Webinars to explain the nuances of the program and application, and allow time for questions. Grant details are highlighted on the Websites of the FBCI Centers in each Federal agency, often including FAQs relevant to new applicants. All Federal grants amenable to nonprofit service organizations are highlighted in the FBCI’s “Grants Catalogue.” Many Centers also provide easy-to-understand, one-page summaries on specific grants and offer additional information downloadable from their Websites.

Every Federal agency that offers FBCO-eligible grants is staffed with experts in its FBCI Center who guide FBCOs to appropriate grant programs by telephone or in-person meetings; FBCOs no longer need private consultants to help them navigate through the grant bureaucracy. In some programs, such as Access to Recovery at the State level, technical assistance providers work directly with potential applicants to help them effectively compete for funding. In others, pre-competition technical assistance is provided, such as the series of one- to three-day outreach and capacity building workshops provided by PEPFAR staff across the U.S. and Africa. The workshops provided potential applicants specific technical assistance on topics such as: initial needs assessment; proposal writing; pre-award audits; personnel recruitment; competition processes; and monitoring and evaluation planning. In addition, every concept paper that was submitted, whether it was selected or not, received feedback from the Technical Evaluation Committee on elements of the proposal that were positive or that needed improvement.

In 2002, the Federal Government launched a central, easily navigable Website for the grant community to find and apply electronically for Federal programs at *Grants.gov*. Prior to this watershed effort, grant processes varied widely across agencies and programs. Consequently, the process of finding and applying for Federal grant opportunities was complicated, burdensome, and costly.⁶⁶ All Federal agencies have migrated or are in the process of migrating their discretionary grant information and applications process to *Grants.gov*. Over \$450 billion of grant awards distributed annually by 26 Federal agencies are now accessible via *Grants.gov*. With this site, the grant process is now more accessible and transparent than ever.

Barrier: The heavy burden of regulations and other requirements

Government funds will always come with necessary regulations and certain “strings attached.” However, the FBCI Centers across the Federal Government have worked to remove unnecessary requirements that would unduly burden small organizations. These efforts have ranged from simplified data collection requirements focused on only high-importance data points to creation of more user-friendly online data reporting systems, such as DOL’s Prisoner Reentry Initiative Management Information System.

Regulations also have been clarified and policies have been changed. For example, in 2006 USDA removed a barrier to the work of faith-based and community organizations that offer drug and alcohol

rehabilitation programs. This action also allowed individuals seeking help for their drug or alcohol addictions to make an important personal choice as to which recovery program they enter without fear of losing their food stamp benefits.

USDA and HHS worked together to develop a policy that ensures residents of faith-based and community drug and alcohol addiction recovery programs can retain their food stamp benefits while receiving help for their addiction. This policy makes clear that as long as a facility is recognized by the State's Title XIX agency as furthering the purpose of rehabilitating drug addicts and/or alcoholics, the residents of the facility may retain food stamp benefits and the facility itself may be an authorized food stamp retailer. USDA's Food and Nutrition Service and Office of Faith-Based and Community Initiatives, in collaboration with HHS's Substance Abuse and Mental Health Services Administration, continue to conduct outreach and education activities to help ensure that all relevant parties understand and are implementing this policy guidance.

Teen Challenge, a faith-based organization that provides residential addiction recovery centers all over the country, is one of the organizations that benefited from the change in the Food Stamp guidance permitting all organizations dedicated to drug and alcohol rehabilitation to participate in the program. Teen Challenge reports that within one year of the regulatory change, they were able to increase their Food Stamp revenue 75 percent to \$3.5 million—allowing the organization to expand their service to those who needed it most.

Equally important, aggressive technical assistance elements have been incorporated into many Federal grant programs that could benefit from the expanded involvement of smaller, grassroots organizations that might otherwise lack the technical sophistication to manage government grants. Technical assistance providers support new and smaller grantees with compliance and reporting requirements and often work to strengthen other aspects of their program as well. To that end, an emphasis was put on improving technical assistance in FBCI-related pilot programs, such as Access To Recovery and the Prisoner Reentry Initiative. In innovative “intermediary model” grants (see below), larger nonprofits are awarded large grants and act as intermediaries, providing sub-grants and technical assistance to small service providers, allowing them to do less paperwork, focus on serving those in need, and increase their service capacity and professionalism.

To mediate some of the burden necessary for ensuring all legal, fiscal, and programmatic requirements are met by grantees, some Federal departments have developed training programs or guidance documents to assist grassroots organizations in managing their grants. For example, offices within the DOL, working with DOL's FBCI Center, developed a guidebook for grassroots community and faith-based grantees. The book was designed for small or novice nonprofit groups administering DOL grants to strengthen services for job-seekers in low-income neighborhoods and to link with local “One-Stop” job training and placement centers that provide job placement and pre-employment services. As a result of this guidance, grassroots community and faith-based grantees are able to leverage a variety of “One-Stop” services with their own complementary services, equipping individuals to find good jobs and retain employment.

Barrier: Heavy requirements that have to be met before a group can apply for funds

To the fullest extent possible, the FBCI has worked to limit requirements that have to be met before an organization can apply for funds to only those likely to directly impact grant performance. When a required element would directly impact an organization's ability to perform services successfully under the grant, the FBCI supports retaining the requirement or modifying it to be narrowly focused to achieve its purpose.

An excellent example of this strategy is the Corporation for National and Community Service's revision of its regulations governing the AmeriCorps program in 2005. The AmeriCorps State and National program provides funds to local and national organizations and agencies committed to using national service to address critical community needs in education, public safety, health, and the environment. Each of these organizations and agencies, in turn, uses their AmeriCorps funding to recruit, place, and supervise AmeriCorps members. The revised regulations⁶⁷ for this program provide a less stringent match requirement for organizations in economically-distressed and rural areas, so that organizations in those areas can easily sustain volunteers. The revised regulations also permit AmeriCorps members to devote part of their time to capacity-building activities for the organization in which they are placed, helping to increase the sustainability of the programs in which members serve.

Barrier: Complex grant applications and grant agreements

The FBCI understands that grant applications must elicit enough information for evaluators to make well-informed decisions about the quality of various applicants. However, wherever possible, the FBCI has promoted simplification and size reductions in grant-related documents. For example, many grants at HHS included technical language that made it difficult for new FBCOs to determine even what information needed to be included in their grant application. HHS's FBCI Center helped implement a "Plain Language Initiative" throughout HHS that trained the HHS staff who write program announcements. This training helped HHS staff communicate information about grant opportunities in way that made it as easy as possible for all organizations, including FBCOs, to understand. Toward the same goal, DOL developed a uniform grant solicitation template that simplifies the overall structure and clarity of grant solicitations.

Barrier: Questionable favoritism in some programs for faith-based organizations

As noted in a prior section, the equal treatment regulations championed by the FBCI explicitly require that no favoritism be shown either for or against any organization based on religious belief or non-belief. In every instance of the hundreds of trainings provided for Federal and State administrators and program staff, the same unequivocal standard is established: every organization, whether faith-based or secular, is to compete on a level playing field for Federal funds. The HHS FBCI Center alone trained over 1,000 grants reviewers at the Administration for Children and Families in 2003 on the parameters for participation by faith-based and community groups under the equal treatment regulations. In addition, the DOL FBCI Center has trained over 600 Federal, State, and local government program staff.

Barrier: An improper bias in some programs in favor of previous grantees

When the FBCI was launched, some Federal grant competitions contained an explicit bias in favor of current or prior grantees. In some cases, additional points were awarded to organizations simply for having received the grant in the past. The FBCI continues to work to remove any "bonus points" awarded merely for being an incumbent grantee. For example, HHS's Administration for Children and Families eliminated the bonus points system for grant applications from the Family and Youth Services

Bureau. Before the FBCI, the point system awarded a five point bonus to previous grantees of their Runaway and Homeless Youth program (RHY), which contains three program funding areas: Basic Center Program, Transitional Living, and the Street Outreach Program. Within an extremely tight competition for funding like RHY, five bonus points assured no change in the usual grant recipients. Leveling the playing field simply consisted of eliminating the bonus point language described in the request for proposals. This change helped widen the field of grant participants and stimulated greater effort and creativity among prior grantees.

Another, more subtle change has helped eliminate improper bias in grantee selection. In the past, grant review panels often had very little turnover, resulting in an inclination toward the status quo and an absence of fresh perspective in reviewing proposals. While veteran grant reviewers remain an important part of grant review panels, the FBCI has also worked to encourage inclusion of new reviewers among grant panels, particularly individuals with front-line, nonprofit experience. For example, the HHS FBCI Center works with their program offices to issue regular calls for grant reviewers who have expertise with grassroots organizations, regularly adding new reviewers to grant panels across HHS.

Taking another approach, the DOJ's Office of Justice Programs (OJP) has introduced a policy requiring at least one quarter of peer reviewers to be new peer reviewers, resulting in a dynamic and evolving pool of consultants with the skills and expertise necessary to provide OJP with an assessment on the overall quality and potential of competitive discretionary grant applications. OJP also limits the number of panels a reviewer may sit on simultaneously.

Barrier: An inappropriate requirement to apply in collaboration with likely competitors

Some Federal grants have required new applicants to apply jointly, or with approval from other organizations that might view a new organization as unwelcome competition. To the extent possible, the FBCI has advanced changes in such requirements. For example, HHS's Health Resources and Services Administration's (HRSA) applications for funding for local nonprofits seeking Federal funds for medical services to the poor in community-based clinics were required to apply with support from another HRSA-funded clinic in the area. This sometimes prevented effective new organizations from partnering with HRSA. With support from the FBCI Center at HHS, this barrier to new organizations has been removed.

Barrier: Requiring 501(c)(3) status where a program statute requires only nonprofit status

The FBCI strongly encourages local social service programs to incorporate as 501(c)(3) organizations. However, requiring 501(c)(3) status before an organization can apply for or receive Federal funds can prevent high-quality programs from partnering with the government. The equal treatment regulations promulgated via the FBCI establish that—except where explicitly required by statute—lack of 501(c)(3) status cannot alone be used to prevent an organization from receiving Federal funds. While it is often necessary to weigh various elements of an organization's maturity or capacity to determine its ability to deliver quality services, 501(c)(3) status is no longer allowed as a litmus test. FBCI Centers at agencies have taken various steps to ensure that this rule is understood. For example, DOJ responded to a number of questions regarding the necessity of 501(c)(3) status by distributing to each of the State agencies administering Justice formula funds a letter clarifying the legal requirement that, States may not make 501(c)(3) status a prerequisite for a sub-grant under any formula program. This letter has also been posted on the DOJ Website.

Barrier: Inadequate attention in the Federal grant streamlining process to faith-based and community organizations

As noted earlier, the FBCI has worked to streamline the Federal grants process to the fullest extent possible. In all efforts to improve the Federal grants system—most notably, the use of the one-stop website, *Grants.gov* for all Federal grants (described earlier)—the FBCI has worked to ensure that the improved system is fully accessible to even the smallest and most novice organizations.

Innovative Models for Expanding Partnership with Small and Novice Organizations

The changes noted in this section have significantly reduced many of the barriers to partnership between grassroots nonprofits and government. However, the massive scale of government makes partnering with frontline, community-based partners a continued challenge requiring dedicated effort.

For every social problem, there are both faith-based and community organizations (FBCOs) engaged at the front lines. Alongside their deep, personal commitment to the people they serve, these organizations often possess assets and capabilities that can serve as a tremendous complement to those of government.

Designing programs that can draw effectively upon these capabilities, however, is a policy challenge of the first order. Despite FBCOs' distinctive strengths, they frequently possess other traits that make partnering with them difficult for typical government agencies. Small size, limited administrative staff, distinct organizational priorities, and other unique attributes of FBCOs can frequently create gaps in culture, language, and expectations between FBCOs and government agencies.

Simply put, traditional Federal Government systems are designed to deal in bulk. Government agencies have generally found it easier to manage a handful of multi-million dollar grants to large, national nonprofits. In contrast, seeking to partner with hundreds or even thousands of local organizations in smaller-scale partnerships strikes many agencies as impossible. While many government officials and administrators affirm that locally-rooted organizations are key to solving deep social ills, the challenges of partnering with these groups have often stymied efforts to do so on any large scale.

A principal contribution of the FBCI has been the design, operation and evaluation of innovative program models that solve this dilemma. These now-proven models allow government to tap into small and novice nonprofits to address vexing social ills on a national, and even international, scale.

Mini-Grants Models

The simplest tool promoted by the FBCI to fund small and grassroots nonprofits is the “mini-grant.” Simply put, mini-grants are grants that are rightly sized for the management capabilities of small FBCOs. Many traditional government grants are far larger than small FBCOs can effectively manage. An organization with a few employees, dedicated volunteers, and a shoestring budget would likely be overwhelmed by a sudden influx of hundreds of thousands of dollars. Often, an organization like this can accomplish more with \$25,000 than large bureaucracies could do with triple that amount.

In addition to right-sized grants, effective mini-grants programs also contain substantive technical support for grantees. This assistance is designed not only to help first-time grantees meet all government performance standards, data reporting, and other requirements, but also to hone their programs and

operations in ways that will increase their capacity to provide quality services to their neighborhood long after the grant is over.

For example, the U.S. Department of Labor (DOL) has pioneered a mini-grant program to partner small nonprofits with local government “One Stop Career Centers” to serve high-need individuals. While the government offices are typically able to place many individuals into jobs, they find it much harder to help people with major barriers to employment, such as high school drop-outs, the homeless, the chronically unemployed, and ex-prisoners, secure and retain employment. DOL realized early on that small faith-based and community organizations are often uniquely equipped to provide the highly personalized training and support these individuals needed to succeed in employment. However, the size of typical DOL grants—in the hundreds of thousands or even millions of dollars—were unmanageable for most small organizations. Thus, DOL pioneered its “Grassroots Grants” program in 2002.

Through these grassroots grants, DOL has funded local organizations across the country that are uniquely able to help high-need individuals find and keep good jobs. The initial grants were capped at \$25,000 and limited to organizations with five or fewer employees. Over time, DOL realized that the administrative burden of these grants to DOL sometimes outweighed their measurable benefits. Accordingly, it increased the grant size to \$50,000-\$75,000, extended the service period from 12 to 18 months, and allowed organizations with more than five employees to apply. Those refinements have helped achieve a balance between the complexity of managing the grants and the drive to reach as deep into the “grassroots” as possible.

Half-way through their grants cycle, the 78 active grassroots grantees from 2006 had leveraged nearly 50,000 volunteer hours through their grant programs, and placed more than 4,330 high need clients in jobs and 1,712 in post-secondary education or training.

Intermediary Grant Models

While mini-grants can effectively tap into small and novice nonprofits, they carry a higher administrative burden for government. As DOL found early on with its Grassroots Grants program, despite the great benefits of mini-grants, the workload of managing large numbers of small grantees can be inefficient. Intermediary model grants help address this challenge by placing a large portion of the administrative burden on larger, more mature “intermediary” organizations.

Under an intermediary model, grants are made to a large nonprofit organization, educational institution, or other entity. These “intermediary organizations,” in turn, use their grant funds to provide smaller awards to grassroots nonprofits. In addition to the sub-awards, intermediary organizations are responsible for providing technical support to sub-awardees and ensuring full compliance with all government regulations, data collection, and other grant requirements. In many cases, intermediaries provide training to help build the organization strengths and program performance of sub-awardees.

The U.S. Department of Justice’s (DOJ) Faith-Based and Community Rural Pilot Program, profiled later, is built upon this model, as are DOL’s Workforce Investment Board Intermediary Grants. The Compassion Capital Fund’s “Demonstration Program” is also designed as an intermediary grant model. Through this one program alone, 112 grants have been made to intermediary organizations to date, which have turned into 4,100 grassroots sub-awardees in 47 States and the District of Columbia.

Choice-Based Models

Although there are an endless number of potential variations, under the basic voucher model government does not provide funds directly to any service provider. Rather, a government agency provides a “voucher” to an individual beneficiary—a recovering addict, homeless individual or child in need of mentoring. This individual may choose to redeem the voucher for services at any number of service providers.

Choice-based models, such as vouchers, allow government to tap into the broadest possible diversity of service styles and approaches. In addition, since clients—not government—are making the choice as to which organization will receive the funds, Establishment Clause concerns are obviated.

This choice-based delivery system allows flexibility and freedom to both recipients and providers, and enables groups that might otherwise be disinclined to partner with government to consider doing so. Since clients have free and independent choice among providers, organizations are free to include faith-related content in programs. This allows recipients to choose the provider best suited to his or her unique needs. The fact that participants are allowed choice also encourages greater engagement by recipients of aid in their own life changes, since they are expected to take ownership in choosing the services they will receive.

The FBCI’s largest voucher-based program is HHS’ Access to Recovery (ATR) (see Chapter One). In August 2004, the first round of ATR grants was awarded to 14 States and one tribal organization, enabling them to establish voucher-based substance abuse treatment and recovery support services. Through ATR, more than 5,000 organizations partnered with government to address addiction issues—many of these organizations for the first time. For example, in Connecticut, 40 percent of the organizations redeeming vouchers were first-time partners; in Louisiana, this number was 70 percent.

Continued Innovation

While each of the models described above has proven highly successful in a range of contexts, the push for innovation continues, testing entirely new models and new contexts for the application of existing models.

For example, HHS’s Mentoring Children of Prisoners (MCP) program has just begun piloting a voucher-based extension of the program designed to reach children in areas of the country not currently served by an MCP grantee (see Chapter one). Meanwhile, DOL has recently launched “Beneficiary Choice Contracting,” a pilot project that blends traditional government contracting with client choice. Internationally, an impressive array of mini-grant, intermediary model, and other innovative approaches to partnering with small and novice organizations are at work in virtually every one of the 15 focus countries of the President’s Emergency Plan for AIDS Relief. In addition, USDA’s Foreign Agricultural Service is currently engaged in a pilot project to facilitate the participation of small, grassroots organizations that have traditionally not been able to participate in its food aid grant programs. This project provides grant money to new organizations that seek assistance from veteran USDA food aid grant participants with the logistics and/or monetization of donated commodities under their proposed food aid programs. The strategy will help organizations new to these programs partner with veteran organizations in order to increase their organizational capacity and better serve those in need overseas.

All of these innovative models—and, more importantly, their impact in human lives—have now become an established practice at the Federal agencies, and each represent an important and sustainable contribution of the FBCI to reforming government.

STRENGTHENING AMERICA'S NONPROFIT SECTOR

The Faith-Based Community Initiative is a "...comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations...."

- President Bush's Executive Order 13199; January 29, 2001

President Bush believes that building the capacity of community- and faith-based organizations enlarges America's supply of compassion. As the capabilities of nonprofits grow, their community's ability to solve problems expands. Whether a volunteer association of rural citizens united against a community crisis or a major urban nonprofit capable of multi-million dollar development deals, neighborhoods and individuals benefit greatly as the nonprofits that serve them grow in effectiveness and reach.

This vision animates the President's Faith-Based and Community Initiative (FBCI). "Rallying the armies of compassion" does not merely involve honoring and celebrating the work of nonprofits. It also requires engaging their service in the most effective manner possible to address social ills. The Executive Order that launched the FBCI left no room for doubt; it was to be a "*comprehensive effort to enlist, equip, enable, empower, and expand the work of faith-based and other community organizations....*"⁶⁸

As anyone engaged in social services knows well, growing the capabilities of America's nonprofits to solve real-world problems requires a multi-dimensional strategy. Organizations vary as much as people—each with its own distinct strengths and weaknesses, organizational culture and unique needs. Some operate with the professionalism of a Fortune 500 company; others run more like an amiable but disorganized family.

The FBCI's efforts to strengthen nonprofits take on forms as diverse as the organizations it serves. Many nonprofits already have the capacity for effective partnership with government but simply need to better understand the Federal grants process. Others are eager for government funds to expand their work but require organizational growth before they would be capable of managing those funds. Some groups are open to collaboration with government agencies but have no interest in public dollars. Still others, while welcoming new knowledge and resources to expand their capabilities, prefer to work without ties to government. The FBCI provides training, and resources that are relevant to each of these organizations.

Trainings provided to FBCOs through programs within 11 Federal agencies achieve multiple FBCI goals, often simultaneously, including:

- Training boosts FBCOs' ability to partner with government effectively, broadening the network of dedicated partners government can draw upon to address social ills.
- Training sharpens and expands the broader capabilities of FBCOs to serve their communities— with or without government.

CHAPTER 3

- As government agencies engage FBCOs in training efforts, government itself comes to better understand the distinctive character, needs and abilities of its nonprofit allies.

Beyond training, the Federal Government is one of the primary investors in nonprofit organizations. In FY 2006, nonprofit organizations across all 50 States and the District of Columbia won more than \$14 billion in direct, competitive Federal funding.

In addition to providing training and direct funding through grants and contracts, the FBCI supports nonprofit organizations through government policy changes and promotion of non-government sources of support, such as philanthropy and volunteerism. Changes in the policy environment range from the elimination of barriers outlined in the previous chapter to new government efforts to engage smaller, less experienced nonprofits, and changes in tax policy to promote increased charitable giving and volunteerism.

These comprehensive efforts demonstrate the Bush Administration's belief that government solves more of society's toughest problems by engaging every willing partner, including faith-based and secular nonprofits, large, sophisticated nonprofits, and informal networks of private volunteers.

2006 Federal Funding by State for Faith-Based and Secular Nonprofits*

STATE	Faith-Based Nonprofits (FBOs)	Secular Nonprofits (CBOs)	TOTAL
Alabama	\$16,766,813	\$154,152,216	\$170,919,029
Alaska	\$4,811,083	\$44,088,456	\$48,899,539
Arizona	\$18,497,786	\$169,402,997	\$187,900,783
Arkansas	\$17,063,601	\$115,418,841	\$132,482,442
California	\$105,392,127	\$988,618,994	\$1,094,011,120
Colorado	\$19,052,313	\$119,252,107	\$138,304,420
Connecticut	\$10,287,635	\$101,860,915	\$112,148,550
Delaware	\$4,452,412	\$32,174,637	\$36,627,049
District of Columbia	\$29,797,765	\$116,719,034	\$146,516,799
Florida	\$119,235,683	\$385,030,855	\$504,266,538
Georgia	\$57,670,105	\$233,606,451	\$291,276,557
Hawaii	\$5,713,770	\$54,187,076	\$59,900,846
Idaho	\$3,086,585	\$53,815,242	\$56,901,827
Illinois	\$125,066,344	\$329,867,663	\$454,934,008
Indiana	\$9,390,705	\$142,111,216	\$151,501,921
Iowa	\$7,700,130	\$91,096,999	\$98,797,129
Kansas	\$9,746,760	\$66,074,233	\$75,820,993
Kentucky	\$24,417,053	\$128,858,950	\$153,276,003
Louisiana	\$28,275,411	\$170,392,366	\$198,667,777
Maine	\$2,493,906	\$92,114,749	\$94,608,655
Maryland	\$57,975,652	\$153,965,074	\$211,940,726
Massachusetts	\$14,915,497	\$289,160,844	\$304,076,341
Michigan	\$54,729,102	\$300,479,780	\$355,208,881
Minnesota	\$16,113,173	\$173,881,681	\$189,994,854
Mississippi	\$6,056,782	\$275,356,980	\$281,413,762
Missouri	\$69,150,836	\$170,694,770	\$239,845,606
Montana	\$1,017,680	\$47,256,275	\$48,273,955
Nebraska	\$11,371,266	\$61,208,475	\$72,579,741
Nevada	\$12,376,515	\$50,275,096	\$62,651,611
New Hampshire	\$308,481	\$35,153,923	\$35,462,404
New Jersey	\$29,637,041	\$176,927,422	\$206,564,463
New Mexico	\$19,690,374	\$93,479,044	\$113,169,418
New York	\$151,637,410	\$681,791,969	\$833,429,379
North Carolina	\$24,911,589	\$210,660,181	\$235,571,770
North Dakota	\$1,080,375	\$18,832,426	\$19,912,801
Ohio	\$45,237,805	\$388,301,896	\$433,539,700
Oklahoma	\$5,531,270	\$137,867,500	\$143,398,770
Oregon	\$10,789,980	\$129,136,913	\$139,926,892
Pennsylvania	\$56,309,681	\$332,206,407	\$388,516,088
Rhode Island	\$1,810,801	\$54,181,999	\$55,992,800
South Carolina	\$7,346,866	\$166,083,683	\$173,430,549
South Dakota	\$8,475,635	\$37,085,546	\$45,561,181
Tennessee	\$26,603,659	\$144,043,684	\$170,647,343
Texas	\$74,831,081	\$612,043,559	\$686,874,639
Utah	\$2,417,073	\$57,770,327	\$60,187,399
Vermont	\$6,321,046	\$37,367,100	\$43,688,146
Virginia	\$26,705,507	\$187,612,973	\$214,318,480
Washington	\$16,887,030	\$192,820,199	\$209,707,229
West Virginia	\$1,998,292	\$96,399,216	\$98,397,508
Wisconsin	\$10,610,910	\$144,929,470	\$155,540,380
Wyoming	\$1,691,512	\$24,085,246	\$25,776,758

*Note these totals do not include those funds distributed by the Federal agencies to States and localities, which often are sub-granted to local FBCOs. FY 2006 data are from a review of 134 competitive programs at HHS (65), HUD (11), DOJ (14), DOL (11), ED (5), USDA (20), DOC (6), VA (1), SBA (1), and 35 competitive program areas at USAID (26) and CNCS (9). CNCS used its own internal data collection method that differs in some ways from the standard process, notably that it included some programs from which grants to FBCOs came via State sub-grants rather than directly from the Federal Government.

Conferences and Trainings Emphasizing General Skills and Knowledge for FBCOs

White House Conferences on the Faith-Based and Community Initiatives

The most visible of the FBCI's training efforts are its national and regional White House Conferences on Faith-Based and Community Initiatives. To date, 34 conferences have trained approximately 30,000 nonprofit leaders from every State in the Union. These events are designed to help FBCOs understand the basics of the Federal grants process; opportunities available to their organization; parameters of partnering with government (including church-state issues); and necessary first steps for seeking funding. In addition, they include information on a range of other topics from securing foundation and corporate donors to skills for effectively tracking client outcomes. Increasingly, the events also highlight partnership opportunities at the State and local level. For this reason, recent conferences have been held in partnership with governors, including the past two Chairs of the National Governors Association: Governor Janet Napolitano (D-Ariz.) and Governor Tim Pawlenty (R-Minn.).

Helping America's Youth

Helping America's Youth (HAY) is a Presidential Initiative, led by Mrs. Laura Bush, to raise awareness of the challenges facing youth, particularly at-risk boys, and to motivate caring adults to connect with youth through family, school and community. In the fall of 2005, Mrs. Bush convened The White House Conference on Helping America's Youth, which was attended by more than 500 parents, civic leaders, faith-based and community service providers, foundations, educators, researchers and experts in child development to discuss the challenges facing America's youth and to share best practices shown to be successful in overcoming those challenges. The conference featured a new internet resource: The "Community Guide to Helping America's Youth," available at www.helpingamericasyouth.gov, developed by the White House and an interagency workgroup representative of nine Federal agencies. The "Community Guide" is an online resource to help communities form effective partnerships, assess community needs and map resources, identify areas of the community where specific problems or challenges exist and access a program tool that functions as a repository of research-based, youth-serving programs. Since the national conference, five regional HAY conferences have featured training for community coalitions, helping them strengthen cross-community and faith-based partnerships and learn about other successful strategies for effective collaboration, sustainability and leveraging of community resources. In addition to the regional training conferences, Mrs. Bush has traveled to many parts of the country visiting with youth and caring adults and highlighting community programs that are helping prepare young people for success.

The Art and Science of Grant Writing Training

In 2004, the Center at the U.S Department of Housing and Urban Development (HUD) Center for Faith-Based and Community Initiatives (CFBCI) launched its first training entitled "The Art and Science of Grant Writing Training." Since then, nearly 30,000 nonprofit leaders have been trained at 288 HUD events. The free, two-day workshop, offered in the U.S. and Puerto Rico, empowers emerging nonprofits with the knowledge and skills to compete for public and private grants. During the training, potential grantees learn about organizational development, Federal and non-Federal funding sources and the key components of writing a successful grant application.

Expanding from an emphasis on acquiring funding to learning skills for maximizing limited resources, the HUD Center has added a new training for 2008. Targeted to groups that have already been awarded grant funds, "Basic Grants Administration" will cover how to successfully administer grants and manage

grants-based programs. Topics include fiscal management, program monitoring, budget oversight, contracting and procurement, as well as grantor audits.

Department of Labor Results Technology Project

Effective measurement of client services and outcomes are among the most important and underdeveloped skills for nonprofits. A ready grasp of outputs and outcomes allows an organization to focus on the effectiveness of its programs to ensure results, not merely compassionate intentions. Equally important, measured outcomes demonstrate the viability of the organization to potential government, foundation, corporate, and individual donors.

Recognizing a need for small nonprofits to learn effective methods for measuring results, the U.S. Department of Labor (DOL) launched a year-long pilot program in the summer of 2007 for eight grassroots FBCOs. Early results show that a few hours of software training and follow-up technical assistance can greatly improve a grassroots FBCO's ability to measure and manage its program results. That pilot project grew into four, three-day "Results-Based Management" training events beginning in November 2007. DOL's CFBCI plans to provide both training and outcomes tracking software for up to 160 grassroots FBCOs that provide employment-related services. The progress of participant FBCOs will be tracked for one year to ensure that they are analyzing their programs using outcomes-based evaluations.

Corporation for National and Community Service Training and Assistance to FBCOs

With more Americans volunteering through religious organizations than any other type of institution, the Corporation for National and Community Service's (CNCS) CFBCI leverages this opportunity by providing multiple avenues for Americans of all ages and backgrounds to give back to their communities. CNCS's resource guide entitled "National Service: A Resource for Faith-Based and Community Groups" offers a framework for how CNCS encourages faith-based and other community organizations to accomplish their goals.

Additionally, CNCS offers workshops and conferences for the nonprofit sector that explore how FBCOs can partner with government through various national initiatives and that help FBCOs understand the legal guidelines surrounding public-private partnerships.

USAID Conferences for Private Voluntary Organizations (PVOs)

The United States Agency for International Development (USAID) hosts annual conferences for Private Voluntary Organizations (PVOs) to provide an orientation on available resources and capacity training through USAID. The wide-ranging conference content includes such topics as challenges of local non-governmental organization (NGO) sustainability, USAID Missions' perspectives on local NGOs, new Presidential initiatives, technical assistance training for results reporting, technical assistance training for Request for Proposal, grant programs, and orientation for interested and new PVOs. Since 2002, these conferences have reached approximately 800 PVO leaders annually.

Small Business Administration SCORE Advisors

The U.S. Small Business Administration (SBA) has extensive expertise in training entrepreneurs for business development, and the SBA CFBCI leverages many of those same resources for social entrepreneurs. In collaboration with SCORE, a 40-year-old nonprofit that utilizes a volunteer base of 10,500 working or retired business leaders as consultants, nonprofits are coached on business models

to make their organization more effective, competitive, and sustainable. FBCOs must not only operate a caring and creative enterprise, they must also run their operations as businesses. To help nonprofits improve their operations, SCORE has published and distributed over 10,000 workbooks entitled “Business Planning Tools for Non-Profit Organizations” and has developed a workshop in conjunction with the W.K. Kellogg Foundation and Executive Coaches of Orange County, CA, to aid nonprofits in furthering their financial resources and sustainability.

Conferences Emphasizing Issue-Specific Knowledge and Skills

In addition to trainings and conferences that offer knowledge and skills applicable to most nonprofits, the FBCI has developed a myriad of additional trainings geared toward specific programs and areas of human need. For example, the U.S. Department of Health and Human Services’ (HHS) Substance Abuse and Mental Health Services Administration (SAMHSA) provides training for FBCOs addressing drug and alcohol addiction and related issues. While initial trainings focused primarily on Federal grant opportunities, workshops now span a range of organizational development topics, from board development to coalition building. To date, 253 trainings have been held in 41 States, reaching approximately 8,500 community- and faith-based organization leaders.

Focus-group polling was conducted of 190 individuals participating in SAMHSA trainings from 2001-2006 to examine the results of the training. The majority of participant organizations were small, novice-level FBCOs. Below are the key findings:

- 25 percent of the discussion group reported that they had applied for HHS grants. Of that 25 percent, 36 percent received awards for a total of \$8.5 million.
- 41 percent applied for State government funding and received a total of \$4.6 million in grant awards.
- 30 percent applied for local government funding and received a total \$6.7 million in grant awards.
- 28 percent applied for private/foundation funding and received a total of \$1.3 million in grant awards.
- In total, approximately \$31 million was received in grant awards by the 190 organizations participating in this discussion.
- 15 percent became 501(c)(3) nonprofit organizations.
- 21 percent became members of community coalitions or collaborative partnerships.

As a result of the actions taken by CFBCIs at the eleven Federal agencies, this type of training is now being conducted at the program level of many operational divisions of Federal agencies and is producing similar results. This approach demonstrates the U.S. Government’s commitment to the nonprofit sector generally, as well as to the specific strategy of engaging FBCOs that served their neighbors in need without any previous government support. Examples include:

U.S Department of Education Technical Assistance Workshops

Since 2001, The U.S. Department of Education’s CFBCI has trained approximately 9,000 individuals from education-related FBCOs through 89 intensive workshops in 34 States. These workshops primarily focus on ways FBCOs can provide tutoring services through the No Child Left Behind Act’s Supplemental Educational Services (SES) provisions. In addition, they highlight education funding opportunities at the State and local levels. Other Federal agencies, State and local governments, parent and child advocacy groups, and education foundations participate in the workshops. Additionally, the Department has provided training to several thousand individuals at workshops sponsored by outside organizations. Of attendees responding to a survey following the seven workshops held in the first quarter of FY 2008: 88

percent agreed or strongly agreed that the workshop had strengthened their understanding of the grant application process; 97 percent agreed or strongly agreed that they now had a better understanding of how they could work in collaboration with parents, students, and schools; and 60 percent indicated that they planned to apply to become an SES provider.

U.S. Department of Housing and Urban Development Regional Conferences and Workshops

In addition to its “Art and Science of Grant Writing” training, the HUD CFBCI and its field liaisons hold conferences and workshops throughout the country to provide FBCOs addressing homelessness, affordable housing and other housing-related issues with information and resources pertaining to Federal equal treatment regulations, opportunities for funding, capacity building and organizational development. The Center held more than 250 conferences/workshops in 2006 and 2007 alone, reaching an estimated 54,000 individuals.

Family-Strengthening Conferences

In 2007, the U.S. Department of Health and Human Services collaborated with the Corporation for National and Community Service to host a national conference series on strengthening family. Attended by 1,471 community leaders, key themes of the conferences included family asset development, healthy marriages, gang resistance, prisoner reentry, grant opportunities, principles of the FBCI, and mentoring children of prisoners. At each conference local faith and community consortia co-sponsored or supported the events and featured local political, justice, faith, and community leaders.

Department of Veterans Affairs Homeless Veterans Celebration and Training Conference

The U.S. Department of Veterans Affairs (VA) hosts an annual conference to facilitate opportunities for collaboration with VA. The conference provides educational sessions on issues of importance to homeless veterans programs including homelessness prevention, collaboration and partnerships, outreach to veterans, program evaluation and best practices. The 2007 VA conference drew roughly 500 participants.

Department of Veterans Affairs Chaplain Service Veterans Community Outreach Initiative

Local VA chaplains conduct half-day training events throughout the country to provide education and resources for clergy members regarding physical, mental and spiritual health issues experienced by some returning war veterans and their families. This training is provided to pastors, priests, rabbis, imams, retired chaplains, Veterans Service Organizations’ chaplains, veteran patients and their families, and anyone else who wants to assist veterans who have recently returned from deployment. In FY 2007, VA chaplains conducted 21 training events attended by 1,330 participants.

U.S. Small Business Administration Workshops for Nonprofits

Small Business Administration’s (SBA) 68 district offices hold meetings and workshops with faith-based and secular nonprofits to provide information on a range of topics including small business loans and training sessions with SCORE volunteers to build sound business plans. In total, from FY 2005 to FY 2007, 8,927 conferences and meetings for nonprofit organizations reached a total of more than 600,000 individuals.

U.S. Agency for International Development Trainings

The U.S. Agency for International Development (USAID) provides a variety of conferences, technology-based training events and other informational tools for non-governmental organizations (NGO) on specific development, health and other vital issues. For example, USAID holds a series of skill-building workshops and technical updates for nonprofits in the U.S. and abroad delivering maternal child

health care and child nutrition services through the USAID Child Survival and Health Grants Program (CSHGP). The topics of these workshops include: Infant and Young Child Feeding, Community Case Management for Childhood Preventable Diseases, Safe Motherhood, Family Planning, Social and Behavioral Change Strategies and Avian and Pandemic Influenza Preparedness. Representative participation included 644 in Washington, DC; 531 in Bolivia; and 33 in Uganda.

TRAINING TO ENHANCE PARTNERSHIPS WITH LOCAL GOVERNMENT

While a significant share of funds for Federally sponsored human services is distributed to local nonprofit organizations via grant competitions, an even higher share of dollars is distributed to State and local governments to administer. Thus, the FBCI launched a series of Federal agency training activities to establish and enhance nonprofit organization partnerships with State and local partners.

U.S. Department of Housing and Urban Development Unlocking Doors Initiative Forums

The HUD CFBCI's Unlocking Doors Initiative identifies promising models for government-FBCO partnerships to address affordable housing needs. To date, HUD's CFBCI has hosted 20 *Unlocking Doors* forums in partnership with mayors' offices across the country. Each event brings together a mayor's office with community leaders and other FBCO partners to stimulate further collaboration between local government housing efforts and the region's FBCOs. In addition, from each event HUD draws local examples of promising government-FBCO partnerships and uses these to inform mayors and FBCOs nationwide about effective ways to replicate best practices in their own cities. As part of Unlocking Doors, the CFBCI also provides technical support to cities as they seek to replicate successful models.

U.S. Department of Veterans Affairs Chaplain Open Houses

VA Chaplain Open Houses are training and capacity-building events hosted throughout the nation to partner faith-based and community organizations with local VA efforts to serve veterans. The open house events provide the local community and grassroots organizations with information about the FBCI and existing programs and about how FBCOs can participate in these programs. The VA has hosted 23 Open Houses from FY 2005 to FY 2007, reaching nearly 700 participants.

U.S. Department of Homeland Security Disaster Preparedness Training

By the end of 2008, the FBCI's newest Center at the Department of Homeland Security, established in 2006, will have hosted 11 regional workshops across the country entitled, "Partnerships in Emergency Preparedness: A Faith-Based & Community Initiatives Workshop." Workshops held to date have drawn between 70 and 175 attendees representing both local government agencies engaged in disaster preparedness and response and FBCOs willing to work in partnership with them. These events are designed to equip FBCOs with the resources, knowledge, and skills critical to effectively engage disaster response and recovery efforts in partnership with local government.

U.S. Department of Labor New Partners Events for Workforce Investment Boards: "Build Your Community Network!"

Workforce Investment Boards (WIBs) are public agencies charged with guiding their State or region's workforce development efforts. The U.S. Department of Labor recently established mini-grants of

\$5,000 to \$10,000 to host “Build Your Community Network” conferences. At these events, WIBs bring together FBCOs from the region that share a commitment to serving individuals with serious employment challenges. The objective is to enable willing FBCOs to work more actively in tandem with the State or local WIBs to help unemployed Americans enter and successfully retain employment. Material covered at the events ranges from how WIBs function to tips on working with clients’ potential employers and details on ways eligible clients can tap into educational funding available through WIBs. Up to 50 “Build Your Community Network” conferences will be funded in 2008.

U.S. Department of Labor the SHARE Network

Through the SHARE Network Initiative, DOL has helped local and State governments replicate two promising practices for building networks of faith-based and community partners that help struggling Americans obtain employment. The first promising practice is a web-based referral network and resource directory, which enables referrals between government “One-Stop Career Centers” and nonprofits that provide extra support for high-need individuals seeking employment. This enables clients of either government or nonprofit services to access the resources of both. Nine States currently have active SHARE Networks. The most active of these, in Missouri, has engaged more than 5,000 nonprofit and government agencies through its network.

The second promising practice known as creating “Access Points,” enables local government agencies to train FBCOs in targeted, high poverty communities or neighborhoods to help people look for jobs and prepare for employment using web-based tools, including job banks. “Access Points” essentially serve as satellite offices for government services in targeted communities. To date, 24 Workforce Investment Board regions nationwide have opened “Access Points” through 84 nonprofit organizations and trained them as extensions of local government offices—a number expected to more than double in the coming year.

U.S. Agency for International Development In-Country Training

In 2007, USAID joined with the U.S. Ambassador to Moldova to host the first regional FBCI conference outside the U.S., in Chisinau, Moldova. The conference provided faith- and community-based NGOs in Moldova with capacity-building training, information about funding from USAID, and an opportunity to build partnerships among NGOs and government entities.

In addition to workshops on relationship building and collaboration among organizations, the conference included programs on anti-trafficking, strategic fundraising, and grant proposals. USAID partnered with groups such as the International Organization for Migration (IOM) Moldova, Catholic Relief Services (CRS) Moldova and ORT International to provide these trainings.

USAID in-country offices (known as Missions) often host regional training events designed to strengthen NGOs’ abilities to provide community services and meet needs within a local context. Typically, the training events focus on building the skills of indigenous organizations working to engage issues in specific USAID policy focus areas, such as disaster response, educational training, and sector strengthening. For example:

- In April 2006, USAID and Mercy Corps held five-day workshops in Pakistan to train engineers, project managers, and builders from local and international NGOs in earthquake-resistant design so they could, in turn, teach these reconstruction methods to quake-affected communities.

- In July 2007, lecturers from the regional USAID Financial Management Center in Budapest organized a financial management tools seminar for local NGO partners with assistance from the USAID Participant Training Program. The seminar provided NGOs with a short accounting overview, and they were trained to use a basic financial management tool. The seminar will be further customized to meet the needs of specific target groups of organizations and will be offered to other USAID partnering organizations in the region, and potentially worldwide.

Technology-Based Tools and Training

While regional training is designed to strengthen relationships among multi-sector agencies serving their geographic neighbors, the FBCI also harnesses technology to offer a wide range of applications to a worldwide constituency. Many of these efforts are designed to inform FBCOs about specific funding opportunities and equip them to effectively compete for them. Other tools provide instruction on opportunities for non-financial partnership with government or private entities. Still others seek to help FBCOs develop competencies related to particular human needs and services. Some examples include:

White House Office of Faith-Based and Community Initiatives Grants Catalogue

The White House Office works with the agencies' FBCI Centers to identify and catalogue grant opportunities from across the Federal government, most likely of interest to FBCOs. The White House OFBCI Grants Catalogue offers 243 different grant opportunities in an easily accessible format on the White House Website, which drew over 10,000 viewers per month during the fourth quarter of 2007 alone. While the Bush Administration's implementation of grants.gov creates unprecedented access to the Federal grants process, the Grants Catalogue helps guide the FBCOs to programs particularly relevant to their work.

Pre-Application Conference Calls

Many FBCI Centers regularly work with grant program offices to host "pre-application" meetings or conference calls for FBCOs. These help organizations discern if a particular grant program they are considering fits with their organization's mission and capabilities and, if so, how to effectively compete for the funds. Pre-application conferences cover the specifics of the grant program and the application process, and answer the potential applicants' questions. For example, the 2007 Compassion Capital Fund Pre-Application Conference Calls were joined by 835 individuals and received 2,753 clicks for on-demand audio copies and transcripts of the calls and 2,920 clicks on "supporting guidance." In addition, the Department of Veterans Affairs Grant and Per Diem Office hosted 36 monthly Provider Training Conference Calls from FY 2005 to FY 2007, which were joined by 1,800 participants.

White House USA Freedom Corps Volunteer Network

The USAFC Volunteer Network – the largest clearinghouse of volunteer opportunities ever created – currently offers more than four million volunteer opportunities both in the U.S. and abroad and is a free resource for FBCOs to recruit volunteers. Since 2002, when the USAFC Volunteer Network was created at www.volunteer.gov, more than two million volunteer opportunity searches have been performed by over 20 million site visitors.

U.S. Department of Housing and Urban Development SuperNOFA Web Broadcast

Since 2003, the HUD CFBCI has produced sections of HUD's SuperNOFA (Notice of Funds Availability)

Webcast. This web training is managed by the HUD Office of Grants Management, which is responsible for coordinating the announcement of HUD grant programs each fiscal year. Each spring, the agency announces all of its competitive grants and explains the application guidelines and any submission or eligibility changes. The initial broadcast is offered live and archived for later viewing. HUD's CFBCI estimates there are between 30,000 and 50,000 annual viewings of the webcast in either its live or archived form.

U.S. Department of Labor "Touching Lives & Communities" Video Workshop Series

The U.S. Department of Labor's "Touching Lives and Communities Technical Assistance Video Workshops" (TLC Video Workshops) deliver a total of nine hours of training for nonprofit organizations seeking to expand the impact and reach of their program. The five TLC Video Workshops feature subject-matter experts on the following topics: **Capacity Building and Strategic Planning; Corporation and Foundation Giving; Board Development and Individual Giving; Government Grant Applications and Grant Management; and Program Evaluation.** The TLC Video Workshops are available both online and on DVD. To date, DOL has distributed more than 15,000 copies of the TLC Video Workshops on DVD, and the online version has reached more than 6,500 viewers.

U.S. Department of Education Webcasts

Since 2003, the U.S. Department of Education has produced 13 technical assistance webcasts for FBCOs engaged in tutoring, after-school programs and other education-related work. In addition to information on how to apply for Federal- and State-administered funding opportunities, the webcasts cover topics such as compliance with church-state legal parameters and grants administration. A particular webcast, entitled "How to Write a Quality Grant Proposal," received 2,483 viewers in a single year and collectively over 15,000 viewers have watched the webcast online.

Corporation for National Service Reentry Webinars

The Corporation for National and Community Service has produced 24 training and technical assistance webinars related to FBCOs and prisoner reentry. The webinar topics have ranged from "Ex-Offender Support Systems" to "Prisoner Reentry and the Challenge of Housing." Together, these webinars have reached more than 400 learners.

Corporation for National Service Online E-Courses

The Corporation for National and Community Service produced an online e-course on how FBCOs can secure the services of an Americorps VISTA volunteer to help fight poverty in the U.S. When acquired, a VISTA volunteer can serve with nonprofits free of charge to help build the organizations' capabilities—from the recruiting of volunteers or mentors to more effective service delivery. More than 600 nonprofit representatives have participated in this online e-course.

U.S. Department of Labor Teleconferences

The U.S. Department of Labor CFBCI has made extensive use of teleconferences to train FBCOs, particularly in skills to improve employment-related services. The teleconference topics have ranged from "Helping Ex-Offenders Find Work" to "Effective Partnership with the Workforce Investment System." Teleconferences include synced phone and PowerPoint presentations and often include a series of teleconference events over weeks or months. For example, the "Building Business Partnerships" series included five teleconferences training FBCOs on how to form alliances enabling business owners to meet their bottom line while providing employment opportunities for nonprofit program participants. The teleconference speakers included

human resource consultants and employer representatives from four high-growth industries. In total, more than 1,000 representatives have participated in DOL's teleconferences.

Information Listservs

The White House OFBCI and each of the FBCI Centers maintain listservs of organizations that have expressed interest in receiving FBCI-related information. The content delivered through the listservs ranges from recently available grant opportunities to resources focused on specific areas of service and from substance abuse recovery to affordable housing and community development. Together, these listservs deliver information to more than 85,000 email addresses.

Center Websites

In addition to the White House OFBCI Website, each of the FBCI Centers maintains websites providing a wide range of information on the Initiative and on individual Federal programs. In addition, many websites also house highly specific information for FBCOs engaged in particular areas of service. For example, USAID's Website links to the Development Experience Clearinghouse (DEC), the largest online resource for USAID-funded technical and program documentation, containing over 50,000 international aid and service documents available for electronic download. In addition, DOL's Website presents a range of materials related to building strategic alliances with employers to help individuals find and retain long-term employment.

EDUCATIONAL MATERIALS AND PROGRAM-SPECIFIC TRAINING

The Faith-Based and Community Initiative resources and other tools receive extensive use from organizations seeking to expand their knowledge and skills. Like other training mediums, content ranges from general information on grant opportunities to government-FBCO partnership models and issues of concern for FBCOs. For example, the Substance Abuse and Mental Health Service Agency (SAMHSA) has developed a number of training manuals for FBCOs. In total, 70,000 hardcopies of the following publications have been distributed; and are also available for download on SAMHSA's website:

- "Maximizing Program Services Through Private Sector Partnerships and Relationships: A Guide for Faith and Community-Based Service Providers"
- "Successful Strategies for Recruiting, Training, and Utilizing Volunteers: A Guide for Faith- and Community-Based Service Providers"
- "Core Competencies in Substance Abuse Knowledge"
- "A National Review of State Alcohol and Drug Treatment Programs and Certification Standards for Substance Abuse Counselors and Prevention Professionals"

There are many similar training programs in other FBCI Centers, who work alongside their agency program staff to provide training and technical assistance to FBCO grantees. Examples of these training programs include:

Mentoring Children of Prisoners

An annual conference and at least four to six regional training sessions are held to build the strengths of Mentoring Children of Prisoners grantees. In addition, experienced trainers deliver one-on-one

technical assistance to all 320 grantees, building their capabilities in such areas as best practices of effective mentoring programs and outcomes measurement.

Ready4Work

Through its technical assistance provider Public/Private Ventures (P/PV), DOL offered extensive training to more than 100 FBCO staff members in all 18 organizations receiving funding for prisoner reentry projects through the Ready4Work pilot program between FY 2003 and FY 2006. Training included regular conference calls, webinars, conferences, and in-person meetings, as well as more than 60 site visits for in-person technical assistance and training. The training topics ranged from data reporting and other compliance issues to programmatic elements like case management and mentoring.

The President's Prisoner Reentry Initiative

This same approach has carried forward into the President's Prisoner Reentry Initiative. From 2005 to 2007, DOL trained more than 150 staff of FBCOs funded under this initiative at four conferences, in addition to regular conference calls and technical assistance activities. To date, more than 80 in-person site visits have been made to these FBCOs for high-intensity training and technical assistance.

Government-funded Programs That Build New Partner Capacity

Through a series of innovative new policies for grassroots organizations, in combination with training and funding, the FBCI has established a collaborative relationship with literally thousands of new community partners. Through programs that combine funding with training and utilize intermediaries through mini-grants and vouchers, these policies serve the dual purpose of addressing human need while building the capacity of the participating organizations to bolster their effectiveness.

The programs described below feature government monies provided primarily to fund specific services; additionally, organizations receive intensive technical assistance and training as they “learn by doing” in delivering government-funded services.

The U.S. Department of Health and Human Services Compassion Capital Fund

The U.S. Department of Health and Human Services' Compassion Capital Fund (CCF) represents the most extensive of the FBCI's capacity-building programs. CCF provides grants alongside intensive training to build the capacity of FBCOs by increasing their effectiveness, enhancing their ability to provide social services, expanding their organizations, and creating collaborations to better serve those most in need. Since the program began in 2002, approximately \$264million has been awarded to over 5,000 organizations in all States and two territories (the U.S. Virgin Islands and Puerto Rico) through three different funding mechanisms. CCF grants take three forms:

1. CCF Targeted Capacity Building Program

Under the Targeted Capacity Building Program, competitive grants of up to \$50,000 are provided directly to grassroots FBCOs engaged in service to distressed communities. Organizations with a range of programmatic emphases are eligible to apply, including at-risk youth, homelessness, healthy marriage, and social services for rural communities. The grants may not be used to fund client services directly, but rather must be applied to grow the service capabilities of the organization

via focused development in at least one of five areas: leadership development, organizational development, program development, revenue development strategies, or community engagement. From FY 2003 to 2007, nearly 1000 competitive grants were awarded under this program for a total of over \$48 million. A retrospective study of the CCF Targeted Capacity Building Program is underway and scheduled for release in 2008.

2. CCF Demonstration Program

The objectives of the CCF Demonstration Program are similar to the Targeted Capacity Building Program. However, the Demonstration Program provides grants to “intermediary” organizations that, in turn, make competitive sub-awards to grassroots FBCOs. Grantees choose at least one social service priority area of need to address, such as at-risk youth, prisoner reentry, homelessness, or families in transition from welfare to work.

A large portion of the FBCOs that receive sub-awards from intermediary organizations would not yet be capable of winning or managing even the modest-sized Targeted Capacity Building grants. For many, the sub-award represents their first receipt of Federal funds. The intermediary organization carries primary responsibility for handling compliance issues, accounting, data reporting, and other burdens that could be overwhelming to first-time grantees. As a result, this “intermediary model” allows the program to reach out to the smallest front-line organizations.

Additionally, along with providing sub-awards, the intermediary organizations also provide extensive technical assistance and training both to their sub-awardees and to other FBCOs from the community that want to improve their programs. At least 50 percent of training provided by an intermediary must be direct and individualized technical assistance to address the identified, priority needs of FBCOs (i.e., one-on-one assistance to the organization’s leadership, key staff and/or board).

From FY 2002 to FY 2007, 112 awards, totaling \$154.8 million, have been made to intermediary organization grantees. These organizations have, in turn, competitively awarded funds to more than 4,100 grassroots sub-awardees in 47 States and the District of Columbia.

An outcomes evaluation of the CCF Demonstration Program is in progress and scheduled for release in mid-2008. An impact evaluation is also underway and expected in the spring of 2009. A retrospective study of the CCF Demonstration Program was completed by Abt Associates in 2007 (see text box).

Sub-Grantees in CCF Retrospective Study (2007) reported that CCF assistance made a positive difference in:	
Improved level or quality of services they deliver to the needy	90%
Improved outcomes for the people they serve	88%
Improved financial stability	79%
Increased ability to serve more clients	74%

3. Communities Empowering Youth

Inspired by President Bush’s Helping America’s Youth Initiative—led by First Lady Laura Bush—the third Compassion Capital Fund program is Communities Empowering Youth (CEY). CEY was

created in FY 2006 to strengthen existing coalitions that are working to combat gang activity, youth violence, child abuse and neglect in their communities. CEY grants are made to “lead organizations” who provide capacity building training and technical assistance to their coalition of FBCO partners. The lead organizations also provide financial assistance to their partners. Through these efforts, the coalition is better able to implement and sustain their services to the community.

In FY 2006, \$30 million in grants were awarded to 100 projects. Another 31 grants were awarded in FY 2007 for a total \$7.5 million. Currently, 39 States and Puerto Rico have at least one CEY grantee in operation. A three-year outcomes study of the CEY program will begin in FY 2008.

The U.S. Department of Justice Rural Domestic Violence and Child Victimization Pilot Program

While CCF builds the capacity of FBCOs for a wide range of social services, other programs combine funding with technical assistance to combat a single area of need. The U.S. Department of Justice’s (DOJ) Rural Domestic Violence and Child Victimization Pilot, for example, focuses exclusively on violence against women and their children.

DOJ’s Office on Violence Against Women (OVW) funds these efforts to increase the depth and breadth of services available to victims of domestic violence. Mature domestic violence service providers in rural States serve as intermediaries to make sub-grants and train new grassroots FBCOs in rural America. These intermediary organizations solicit, review, award, train, and manage competitive sub-awards to FBCOs that provide services to rural domestic violence victims. The intermediaries also provide technical assistance to sub-awardees to develop their capacities to serve more victims in more ways and to sustain their activities independent of Federal dollars through other public and private funds. The intermediaries are required to pass 80 percent of their awards to sub-grantees.

The services these rural providers undertake are vital and varied: transporting community members to emergency medical services; accompanying victims to court; advocating for them to the sheriff; assisting with moving to shelter and applying for crime victims compensation; locating safe, permanent housing; organizing support groups; advancing rent and utility deposits to get the homeless out of shelters; arranging child-care and after-school programs; collecting and distributing food and clothing; and offering emotional support.

OVW funded a \$1 million independent evaluation through the DOJ’s National Institute of Justice, which is expected in the second quarter of FY 2008. Interim results appear strong. For example, OVW’s largest award (almost \$3 million) was awarded in April 2006 to the Montana Department of Justice, Office of Victims of Crime, which partnered with Baylor University’s pre-existing Faith and Community Technical Support (FACTS) program. FACTS solicited sub-award proposals nationwide and received 145 applications; of these applications, OVW approved 39 applications, including 11 faith-based organizations, from 21 States, totaling \$2.4 million. FACTS has reported that their 39 sub-grantee agencies were serving 2,100 to 2,200 victims per month. FACTS sub-grantees also reported, on average:

- 20 percent increase in the number of victims served per month;
- 105 percent increase in the number of services offered to victims per month;
- 300 percent increase in domestic violence community education programs offered per month;
- 80 percent increase in the number of volunteer workers serving domestic violence victims (from approximately 350 to well over 600); and an
- 87 percent increase in the number of FBCOs that won private grants (from 8 to 15).

Charitable Giving, Public-Private Partnerships, and Volunteerism

Americans give their time, talent, and treasure at levels unlike any other nation in human history. Indeed, approximately 75 percent of Americans donate money to charity each year and up to 50 percent donate their time as volunteers. This is the trait that makes our country not only a great one but a good one. However, it is not simply a sentimental gesture of goodwill; philanthropy and volunteerism are engines necessary to solve many of our communities' problems. Therefore, a key plank in the FBCI has been to support the nation's nonprofit sector by amplifying the President's call to service and his efforts to boost charitable giving.

Charitable Giving

According to [Giving USA](#), Americans set an all time record in philanthropy with \$295 billion in charitable gifts offered during 2006. While individual donations comprise a large majority of these contributions, there are also 68,000 foundations in America holding a half trillion in their endowments, indicating that the nation's philanthropic sector is vast and active.

Throughout his Administration, President Bush has sought to increase private giving through Federal legislation incentivizing charitable contributions. Although Congress failed to adopt the President's proposal to allow Americans that do not itemize to receive tax deductions for their charitable contributions, it did adopt provisions championed by the Administration in the Pension Protection Act of 2006. These included the IRA Rollover exception allowing tax-free donations from IRAs to charities, as well as deductions for food and book donations to pantries and schools.

Additionally, a growing number of Americans have accumulated large assets in their IRA and other retirement accounts and would like to draw on their IRA assets to make substantial contributions to charitable organizations.⁶⁹ However, many donors have been reluctant to make charitable contributions from their retirement assets because this transaction would count as a withdrawal fully taxable as income. The new IRA Rollover provision permitted American taxpayers, starting at age 70 ½, to make tax-free charitable gifts totaling \$100,000 per year from their IRA directly to public charities without counting the distributions as taxable income. The National Committee on Planned Giving reports that within the first (and only) year of this option, 6,330 individual gifts were donated through IRA rollover, totaling over \$111 million to the nonprofit sector.

The provisions for charitable giving incentives legislated in the Pension Protection Act of 2006 expired in December 2007. However, legislation has been introduced before Congress to make these incentives permanent and available for the benefit of the nonprofit sector.

In North Dakota, \$15,000 was donated to Lutheran Social Services of North Dakota through the IRA rollover provision, enabling the organization to further their mission to bring healing, help, and hope to those in need by serving the needs of orphans, at-risk youth, refugees, farmers, and ranchers. Lutheran Social Services credits the IRA rollover with encouraging increased and sustained giving.

Source: Independent Sector

Another tax strategy employed to support American families in addressing an area of great need is the expansion of the adoption tax credit. President Bush championed a major expansion of the adoption tax credit in the Economic Growth and Tax Relief Reconciliation Act of 2001, which increased the credit from \$5,000 per adoption to \$10,000 per child for qualified adoption expenses. For special needs adoptions, it increased the credit from \$6,000 to \$10,000. Both the expense limit and the phase-out income limit are indexed for inflation. For 2008, the tax credit is valued at up to \$11,650 per adoption.

The latest data available from the IRS shows significant growth of adoptive families using the tax credit: from less than 48,000 in 2001 to almost 85,000 families in 2005, (a 75% increase.) Even more significant, the actual aid provided grew by more than 250%—from less than \$90 million in 2001 to nearly \$320 million in 2005. This policy reflects a premise at the heart of the FBCI: government alone cannot provide the kind of love needed by children without families, but it can support its provision through caring individuals across the country.

In addition to tax policy incentives, President Bush stimulated and leveraged private giving through the launch of new strategies and initiatives. One such program was created in response to the devastation wrought by Hurricane Katrina. President Bush called on his two immediate predecessors—President George H.W. Bush and President Bill Clinton—to raise support for groups working to rebuild communities and restore lives affected by the storm and flooding.

As of July 2007, with support of generous donors from around the world and many corporate contributions, the Bush-Clinton Katrina Fund raised \$130 million. The Bush Administration worked with the former presidents to create an organizational structure administered by high-capacity volunteers, enabling 100 percent of the funds to be used for grants. According to the Fund leadership, “the grantees are rebuilding schools and libraries, rehabilitating housing, building new houses, helping people get back to work, providing mental and medical health services, educating youth and helping ensure that the region’s rich culture and heritage remain distinguishing characteristics of the Gulf region.”

Specifically, contributions are being used for four primary purposes:

- To provide assistance to institutions of higher education (\$30 million);
- To help the States of Alabama, Mississippi, and Louisiana rebuild and recover (\$40 million);
- To support interfaith houses of worship (\$25 million); and
- To support other health, housing, education, and community needs (\$35 million).

Public-Private Partnerships

American generosity does not stop at our nation’s borders. Public and private contributions to the developing world have steadily increased over the past several decades. While the overall dollars trend moving upward, the proportion of taxpayer versus private source contributions has changed dramatically. Forty years ago, approximately 70 percent of U.S. capital flows to the developing world came in the form of U.S. official development assistance, compared to 30 percent private funds. Today, the ratio is reversed: 80 percent of America’s support to developing nations is from private sources and only 20 percent is official support from the government.

USAID builds new public-private partnerships through the Global Development Alliance (GDA). The GDA draws resources from the private sector to form alliances as quickly as needs emerge. In response to the devastating tsunami of December 2004, for example, the agency formed 18 alliances with the

private sector in affected countries, leveraging more than \$17 million in private sector funds from partners including Mars, Inc., Chevron Corporation, Microsoft, The Coca-Cola Company, Prudential, Deutsche Bank, IBM, 3M, and ConocoPhillips.

More than 600 active alliances exist today as a result of nearly \$7.9 billion in combined public-private funds. These partnerships harness the fundamental forces now shaping the development landscape—the spread of globalization, the rise of private giving and the need for cooperative solutions to the most significant development problems.

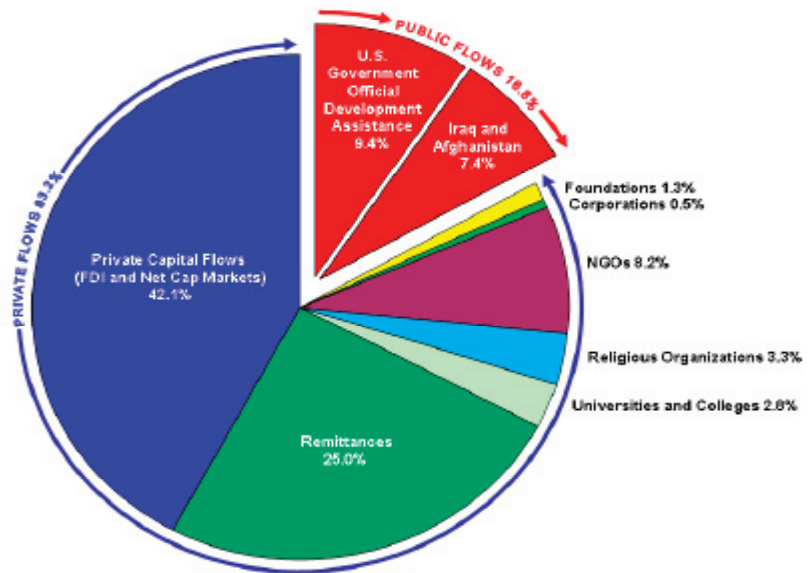
Back home, the U.S. Department of Commerce (DOC) is using the same strategy to restore and revitalize distressed American neighborhoods through public-private investment in nonprofit solutions. DOC enjoys a long history of providing grants to faith-based and community organizations that offer assistance to distressed communities through its Economic Development Administration (EDA). EDA targets its investment assistance to attract private capital investment and to create higher-skill, higher-wage jobs in communities and regions suffering from economic distress. Based on locally and regionally developed priorities, EDA works in partnership with State and local governments, regional economic development districts, public and private nonprofit and tribal organizations, and Indian tribes to address problems associated with long-term economic distress, as well as sudden and severe economic dislocations, such as natural disasters, the closure of military installations and other Federal facilities, changing trade patterns, and the depletion of natural resources.

In 2007 alone, EDA invested more than \$28 million in 41 such projects, with an anticipated benefit of more than 6,000 created jobs and more than \$229 million in private sector investment.

There are numerous examples of these investments. In 2003, an EDA investment of \$2.5 million in Goodwill Industries of South Florida, Inc., in Miami helped purchase equipment to expand manufacturing facilities. With the help of this investment, Goodwill created over 1,200 jobs, generated revenues of more than \$47 million, and provided over \$158 million in new wages and \$37 million in new Federal, Social Security, and Medicare tax revenues.

The Department of Homeland Security (DHS) also leverages private resources to assist with disaster response. Rather than matching funds, as described at USAID and DOC, DHS has designed a system that facilitates goods and services necessary to recover from natural disasters. At the start of the hurricane season in 2007, the Federal Emergency Management Agency (FEMA) expanded their online donation management system through a collaborative venture with Aidmatrix. This new venture connects donors to America’s 50 largest disaster charities, many of which serve as umbrella organizations

US TOTAL FLOWS TO THE DEVELOPING WORLD IN 2005: \$164 BILLION



USAID, June 2007

for smaller faith-based and community nonprofits. Some States are expanding this network to include grassroots nonprofits directly, and local governments are increasingly making connections to their State's network.

In the wake of a disaster, getting the right relief supplies to the right people at the right time can oftentimes be problematic. An outpouring of inappropriate or unusable items – however well-intentioned – have prompted responders to describe the situation as the “second disaster.” The new FEMA-Aidmatrix system avoids this problem by allowing ‘one-stop shopping’ for those who have something to donate and for those who need donations. The supply side (corporations) post products that they wish to donate and then the demand side (local government and nonprofits) post their needs during a disaster situation. Matching supplies with needs is handled efficiently via electronic platforms.

This system was implemented in California just prior to the catastrophic wildfires in 2007, enabling emergency relief workers a common platform to access available resources on a 24/7 basis. It has also proven successful in recent disasters, ranging from Oklahoma's ice storms to Alabama's tornado catastrophes.

Volunteerism

Following the tragedies of September 11, 2001, President Bush highlighted how ordinary citizens contribute to the country in significant ways. In his 2002 State of the Union Address, the President called on all Americans to serve a cause greater than self and to build upon the countless acts of service, sacrifice, and generosity the American people have shown in times of devastation and in times of peace. Two of the President's signature initiatives—OFBCI and the USA Freedom Corps (US AFC)—joined with the Corporation for National and Community Service to help Americans answer that call and foster a culture of service, citizenship and responsibility.

Volunteers are the lifeblood of the nonprofit sector. For example, four out of five charities registered with the IRS—an estimated 174,000 organizations—rely on the helping hands of volunteers. And that number does not include the nearly 400,000 small charities in the U.S., virtually all of which are run entirely by volunteers. In addition, an estimated 83 percent of the nation's 380,000 religious congregations manage social service community development and neighborhood organizing projects.

Organizations value their volunteers for these important reasons:

- They are instrumental in reducing costs;
- They improve the quality of services provided;
- They raise awareness of the organization in the community.⁷⁰

Volunteers provide many hours of service and financial support that allow faith-based and community organizations to meet their constituents' needs. According to the Bureau of Labor Statistics, 60.8 million Americans volunteered in 2007, with each typically serving an average of 52 hours of volunteer activity. Nearly 36 percent of volunteers served through faith-based organizations, followed by 26 percent with educational or youth-service organizations, and 13 percent with social and community service organizations.

Examples of Corporation for National and Community Service collaborations with faith-based and other community organizations:

The Potter's House (Dallas, TX)

Service program/grant connection: The Potter's House works with the Corporation through its Challenge Grant.

Number of volunteers: The Potter's House prisoner support network utilizes 130 volunteers. An additional 100 volunteers served on The Potter's House Texas Offenders Reentry Initiative.

Type of service provided: The Potter's House oversees 50-plus outreach programs, including a comprehensive outreach and ex-offender reentry initiative. As part of The Potter's House reentry initiative, selected life skills television programming is broadcast to prisons nationwide. Prisoner support groups operated by the church provide former male and female offenders and their families with an accepting atmosphere where they can share time with counselors who offer understanding, concern and mentoring.

Impact: Although the Texas Offenders Reentry Initiative is a new program, The Potter's House ex-offender reentry initiative has already served 33,000 prisoners and broadcasts selected television programs to more than 425 prisons located throughout the country. The goal of both programs is to decrease the average recidivism rate of program participants.

Jewish Youth Philanthropy Institute (Rockville, MD)

Program/grant connection: The Jewish Youth Philanthropy Institute (JYPI) works with the Corporation through its Next Generation Grant.

Number of volunteers: In 2005, more than 100 teens distributed the equivalent of \$70,000 in grants to local, national and international nonprofit organizations. An additional 400 teens participated in service-learning and alumni programming.

Type of service provided: JYPI's mission is to advance the development of youth philanthropy and civic engagement in the Jewish community by engaging in tzedakah (charitable acts) and tikkun olam (repairing the world).

Impact: Four years after its inception, JYPI teens had donated more than \$120,000 and hundreds of hours of community service to 36 different organizations, while gaining a holistic view of the philanthropic process and developing a lifelong ethic of service. By the end of this program year, approximately 230 teens will have gone through the JYPI philanthropy program, providing brief but intense assistance to 20 nonprofit agencies serving a wide range of needs.

Notre Dame Mission Volunteers (Baltimore, MD)

Program/grant connection: Notre Dame Mission Volunteers works with the Corporation's AmeriCorps*State/National Program.

Number of AmeriCorps members: There are more than 270 Notre Dame AmeriCorps members at 118 partnering sites in 15 cities.

Type of service provided: Notre Dame AmeriCorps members work to empower the poor through education and personal hands-on support. Members tutor children and adults in literacy, GED, and ESL, organize after-school enrichment activities, model and teach conflict resolution/parental effectiveness, and involve community professionals in the learning process.

Impact: Over the last nine years, Notre Dame AmeriCorps members have helped almost 90,000 individuals learn to read, finish high school and develop necessary life skills through literacy, after-school and mentoring programs. In the last three years alone, Notre Dame AmeriCorps members provided tutoring and small group instruction to more than 22,000 low-income children and adults, helping more than two-thirds of these individuals advance to the next reading level. Notre Dame AmeriCorps' out-of-school enrichment programs have provided access to homework clubs, art, music, creative writing and sports for more than 9,000 at-risk children.

Together, USAFC and the FBCI are embedding civil society principles within Administration policies and initiatives, including immigration, disaster relief, global diplomacy, education, homeland security, defense, environment, and history and civics. For example, the President’s Task Force on New Americans recognized the vital role of faith-based and community organizations in assimilation. Responding to the President’s call to strengthen resources for these grassroots organizations, USAFC and DHS launched the New Americans Project. Through the USAFC website, www.volunteer.gov, individuals can now find volunteer opportunities to help immigrants settle into American society.

Another example of the Administration’s efforts to embed volunteerism into government policy and programs is through disaster preparedness and response. As demonstrated by the response and recovery efforts in the aftermath of Hurricanes Katrina and Rita, FBCOs provide vital resources in times of disaster. USAFC worked with leaders from the field to strengthen the role of FBCOs and the partnership capabilities between the public, private, and nonprofit sector. This partnership significantly strengthened the National Response Framework (NRF), the nation’s key document for guiding response in times of domestic disaster. The guide has been updated to help ensure a more coordinated response among all partners at all levels, including FBCOs.

To engage more Americans in service abroad, President Bush strengthened Peace Corps to a 37-year high in the number of volunteers serving around the world. He also established a short-term international volunteer initiative called Volunteers for Prosperity, which promotes skilled volunteer service opportunities abroad with organizations, including FBCOs. Moreover, the recently launched VfPServ, a public-private grant program providing matching grants, helps eligible Americans volunteer with overseas organizations.

CITIZENS AT THE CENTER: A NEW APPROACH TO CIVIC ENGAGEMENT

“Getting citizens more involved in the civic life and health of their communities must begin with citizens themselves.” -Dr. Cynthia Gibson, Author, *Citizens at the Center: A New Approach to Civic Engagement*

The Case Foundation has published new research entitled “Citizens at the Center: A New Approach to Civic Engagement.” This report presents insights into societal change occurring from bottom-up community solutions rather than top-down government prescriptions. The FBCI vision attempts to harness this spirit and act on the premise this is something for policymakers to discover and leverage rather than to program and control. By government at the local level seeking partnerships with faith-based or secular nonprofits, whether professional or informal problem solvers, the FBCI is advancing the American tradition of self-government and citizenship.

The collective action of nonprofit and citizen-centered endeavors is enormous, as measured by persons and dollars. More than 1.5 million nonprofit organizations in the U.S. employ one in 12 Americans. The nonprofit sector generates combined annual revenue of more than \$670 billion, and its asset base of \$1.76 trillion renders it the sixth largest economy in the world.⁷¹ These organizations provide unique services locally, nationally, and internationally, ranging from small, community tutoring centers to massive disaster relief efforts.

CHAPTER 3

The FBCI operates on a simple but powerful partnership equation: government plus nonprofits equals problem-solving. In order to continue to prosper, nonprofits require reliable support from the government, an increasing supply of funding from private sources and an influx of new volunteers willing to invest their highest skill sets to serve their neighbors in need.

MEASUREMENT MATTERS

OBJECTIVES, OUTCOMES & ACCOUNTABILITY

“The measure of compassion is more than good intentions, it is good results.”
 --President George W. Bush, April 30, 2002

President Bush set the Faith-Based and Community Initiative (FBCI) in motion as a sweeping strategy to address human need more effectively, from homelessness, student success, and prisoner reentry here at home to combating malaria and HIV/AIDS in the developing world. To solve some of society’s most challenging problems, the FBCI works to strengthen both secular and faith-based nonprofit organizations and expand partnerships with them at every level of government.

While noble aspirations are important, what ultimately matters is delivering tangible outcomes: transformed government, strengthened nonprofits, and lives changed for the better. As President Bush expressed, “The measure of compassion is more than good intentions, it is good results.”⁷²

Attaining results first demands clarion objectives, persistent measurement, and hard-edged accountability. The FBCI is marked by each of these elements through the President’s Management Agenda, the FBCI’s annual grants data collection exercise, and the FBCI National Conference on Research, Outcomes & Evaluation to be held in Washington, D.C., from June 26-27, 2008.

I. THE PRESIDENT’S MANAGEMENT AGENDA: OBJECTIVES, MEASUREMENT AND ACCOUNTABILITY

The President’s Management Agenda (PMA) is the authoritative management document for implementation of the FBCI. The White House Office of Faith-Based and Community Initiatives (OFBCI) works with the Office of Management and Budget (OMB) annually to establish clear, measurable PMA objectives for the FBCI in the coming year.

These standards drive agency-level strategic planning and quarterly milestones, shape long-term goals, and hold agencies accountable for achieving the President’s objectives. Under the PMA, good intentions are not enough. Agencies must demonstrate success based on measurable progress and real results.

What is the President’s Management Agenda?

The PMA was announced in the summer of 2001 as a “bold strategy for improving the management and performance of the Federal Government.” In launching the PMA, President Bush acknowledged, “Government likes to begin things—to declare grand new programs and causes. But good beginnings are not the measure of success. What matters in the end is completion. Performance. Results. Not just making promises, but making good on promises.”

CHAPTER 4

To this end, the PMA sets clear objectives and measurable standards in key areas to ensure effective governance. These include five government-wide goals ranging from “Expanded Electronic Government” to “Budget and Performance Integration.”

The PMA includes nine additional areas of emphasis that apply to specific portions of the Federal Government. The first of these is “Faith-Based and Community Initiatives.” The stated criterion for inclusion of the Faith-Based and Community Initiative (FBCI) and other agency-specific reforms within the PMA includes:

- Severity of the problem and the importance of the problem to those served;
- Direct and demonstrable benefit to citizens;
- Opportunity to make a dramatic and material difference in program performance; and
- Probability of achieving improvements in the near term.

Each government agency’s chief operating officer (COO) holds responsibility for implementing the agency’s PMA responsibilities. Working through their respective COO and other senior agency staff, FBCI Centers map out the agency’s strategy and planned actions for meeting PMA standards. As a result, the FBCI is integrated within the agency’s core mission.

PMA Standards and Evaluation

OMB sets the standards for each of the 14 PMA focus areas, including the FBCI. Each year, the White House OFBCI works with OMB to establish goals and benchmarks for the coming year.

The standards for PMA evaluation take effect each year on July 1. These standards are formalized in a document entitled, “Proud to Be.” This name reflects the idea that agencies can feel “proud to be” at certain levels of accomplishment in implementation of PMA objectives by the end of the annual cycle. OMB measures agencies’ success in reaching these standards every quarter, evaluating agencies on both “progress” over the prior quarter and overall “status” in achieving the PMA’s primary measures of success.

The “Proud to Be” standards are now in their fifth iteration, known as “Proud to Be V,” which went into effect on July 1, 2007. They are publicly available at: <http://www.whitehouse.gov/results/agenda/standardsforsuccess08-2007.pdf>.

The PMA and the FBCI: A Brief History

The FBCI received its first PMA rating in June 2002. OMB issued ratings to the five Federal departments with established FBCI Centers on both “progress” and “status” for implementing the PMA objectives. These standards, among other objectives, included launching pilot projects to test innovative program improvements; coordinated outreach and technical assistance to faith-based and community organizations; and systematic use of evaluations for key aspects of the impact of the FBCI and reported results.

Although measuring the accomplishments of the five departments, the 2002 ratings were issued as an aggregated, government-wide rating rather than as a rating of each respective agency. With rating options of red, yellow and green, with green being the highest rating possibly, the FBCI earned a “yellow” rating for “progress” and a “red” rating for “status.”

As the PMA matured, two significant improvements ensured a more sophisticated and effective FBCI rating. In June 2003, OMB issued its first FBCI ratings to each respective agency, rather than using the blunt tool of a government-wide rating. This served as a powerful accountability mechanism for departments and agencies, as PMA ratings are considered a serious matter by senior departmental leadership. As a result, desire to improve and/or sustain high PMA ratings drives agency priorities and allocation of attention and resources. Inclusion of the FBCI in individual PMA ratings helped secure senior-level support for FBCI objectives within each agency.

A second major innovation began with “Proud to Be II.” As implementation of the FBCI took shape in a wide range of agencies, distinctive models and approaches proved to be particularly effective. These elements were incorporated into PMA standards as “best practices.” Beginning in July 2004, each agency’s rating would depend upon effective implementation of specific best practices, as well as innovations and new models.

Each annual iteration of “Proud to Be” has brought new best practices, higher standards for an agency to receive “green,” or successful, status, and additional refining. Meanwhile, the primary goals articulated in the original “Proud to Be” remain central to the PMA’s standards for the FBCI.

Proud to Be V Standards for the FBCI

As noted, “Proud to Be V” set updated objectives for FBCI implementation for the year beginning July 1, 2007. In addition to its six overarching standards, “Proud to Be V” includes a total of 21 specific “best practices.” Each of the overarching objectives must be achieved for full “green” status, including engagement of all 21 best practices. For “yellow” status, an agency must demonstrate at least partial achievement of all six objectives, including engagement of at least 15 best practices.

The six objectives ensure that each Agency:

1. Implements a comprehensive outreach and technical assistance strategy for enhancing opportunities of faith-based and community organizations (FBCOs) to compete for Federal funding, including working with State and local officials to expand access to Federal funding awarded through them. This strategy employs all seven best practices;
2. Provides and facilitates education on the equal treatment principles at the Federal, State and local levels, assists Federal programs within their purview in developing mechanisms for assessing compliance with appropriate regulations and in addressing violations once they are brought to the agency’s attention, and works to enable State and locally administered programs to implement equal treatment principles using proven models for partnering with FBCOs. Activities employ all nine best practices;
3. Collects accurate and timely data as requested by the White House Office of Faith-Based and Community Initiatives (OFBCI) on participation of FBCOs and other applicants, including government entities, in selected Federal non-formula programs. When requested by the White House OFBCI, works with Federal formula program offices, in partnership with State and local administrators and State FBCI Liaisons, to collect information on FBCO participation at the State and local level;
4. Implements pilot programs to strengthen the partnership between FBCOs and the Federal Government to deliver services and inform implementation of the FBCI, and expands the use of pilots to test new strategies when appropriate;

5. Undertakes outcome-based evaluations of its pilot programs where FBCOs participate, provides quarterly progress reports and interim results to the White House OFBCI throughout the life of the program, and builds an evaluation component into new pilots. Incorporates FBCO component into broader program evaluations when appropriate; and
6. Implements an aggressive strategy to facilitate the expanded participation of grassroots faith-based and community organizations in services funded by both Federally-administered and Federal block/formula funds. Activities include initiation of all five best practices within the FY 2007 grant funding cycle.

Quarterly OMB Evaluation of FBCI Implementation

Prior to the beginning of the current PMA cycle in July 2007, each agency included in the FBCI collaborated with OMB to set specific milestones for each quarter in the coming year. The milestones are specific, planned activities to achieve “Proud to Be” standards. Although milestones are set at the beginning of the annual cycle, they may be updated quarterly to reflect changing situations.

Each quarter throughout the year, a department or agency must submit to OMB a Scorecard reporting its achievements for the past three months. The Scorecard presents specific steps taken to execute “Proud to Be” objectives, and achievements are weighed against the milestone activities the agency had set as goals. Although these Scorecards are generally prepared by an agency’s FBCI Center, it reports on activities related to the FBCI from across the agency.

Once a Scorecard has been submitted, OMB examiners launch a formal review, engaging the agency much like an auditor. Examiners seek clarification on unclear items reported in the Scorecard, request documentation of important claims, and explore areas where it is unclear whether Centers have fully met goals set in the prior quarter.

During the Scorecard process, OMB examiners frequently elicit guidance and feedback from the White House OFBCI. Examiners seek to ensure that the actions an agency reports do indeed represent achievement of the objectives set forth in the current “Proud to Be.”

Examiners generally provide an initial rating to the agency’s overall status and progress in implementing PMA standards. Agencies that disagree with ratings can appeal to the examiner or, in more extreme cases, to senior OMB staff. Once appeals have been settled, the rating is made final and appears as a part of the department or agency’s PMA rating.

As noted, OMB delivered the first FBCI agency-specific PMA ratings in March 2003 for the five departments initially charged with implementation of the FBCI. Ratings were as follows:

President’s Management Agenda Ratings for FBCI March 2003

Faith-Based and Community Initiative	Current Status	Progress in Implementation
*Education		
*HHS		
*HUD		
*DOJ		
*DOL		

With the addition of the Department of Homeland Security in 2006, eleven Federal departments and agencies are now formally responsible for implementation of the FBCI. Each submits quarterly PMA Scorecards and receives quarterly PMA ratings from OMB. For the quarter ending December 31, 2007, the ratings were as follows:

Program Initiatives Scorecard

Faith-Based and Community Initiative:	Current Status	Progress in Implementation
• Agriculture		
• Commerce	↑	
• Education		
• HHS		↑
• DHS		↑
• HUD		
• Justice		
• Labor		
• VA		
• AID		
• SBA		

Weekly Progress

In addition to OMB’s quarterly Scorecards, the White House OFBCI cultivates a more frequent, granular level of accountability from departments and agencies.

Each week, agencies report to the White House OFBCI their highest-priority actions, key challenges they are addressing, developments in major programs, and other data. This regular flow of information increases government-wide coordination of the FBCI through the hub of the White House Office. Digests of these weekly reports, shared with all FBCI agencies, enable agencies to draw upon the effective practices of others and build collaborative efforts.

Since weekly reporting reflects the same priorities as the “Proud to Be,” issues that might otherwise arise only at the end of a quarter when Scorecards are submitted can be identified and addressed immediately.

II. ANNUAL FBCI GRANTS DATA COLLECTION: A KEY PROXY MEASURE

As explored throughout this report, the FBCI seeks to reorient the way government solves problems. It works to shift the emphasis from large, distant, and bureaucratic programs driven from Washington to, whenever possible, local, personal solutions rooted deep within the community.

As much as this transformation requires policy and programmatic changes, it equally entails a “cultural shift” in government’s approach to addressing human need. Thus, while the PMA guides and measures specific steps in implementation, a fundamental question remains: Is government actually changing the way it meets human need?

Even in the early years of the FBCI, anecdotal reports evidenced the beginning of a transformation. Government was changing in the way any massive institution changes—slowly, and by fits and starts. But quantitative measures were desired, as well. The question now revolved around what data could be used to measure this change.

As President Bush articulated from the start of the FBCI, faith-based service organizations stand among America’s most vital frontline soldiers in any attack on need. Yet—as had long been known by observers and was systematically described in the FBCI’s 2001 “Unlevel Playing Field” report—these organizations were often forced to work in isolation from government. While often unintended or erected with positive motives, a range of barriers kept many of these organizations from partnering with government, even to address problems they were particularly skilled at solving.

Thus, removing unnecessary barriers to ensure a level playing field for faith-based organizations stood as a foundational goal of the FBCI. However, this was not the *final* goal. The ultimate purpose was a “determined attack on need.” These internal changes were critical in doing everything possible to enlist and equip every willing partner. As the President stated in launching the FBCI in January 2001, “We will encourage community and faith-based programs, without changing their mission. We will eliminate barriers to charitable works, wherever they exist....”

Thus, if government was truly being transformed and new partners were being welcomed, the change would undoubtedly be reflected in an expansion of government partnerships with faith-based organizations.

Admittedly, any quantitative measure would be limited in capturing the full scope of change advanced by the FBCI. However, this data—measuring the expansion of partnership with faith-based organizations—could serve three invaluable purposes: First, it would document the delivery of financial resources to vital allies in the attack on need; Second, it could serve as a gauge to determine whether barriers to the participation of faith-based organizations were indeed coming down; and Third, it would serve as a proxy measure of broader transformation in government’s approach to addressing human need.

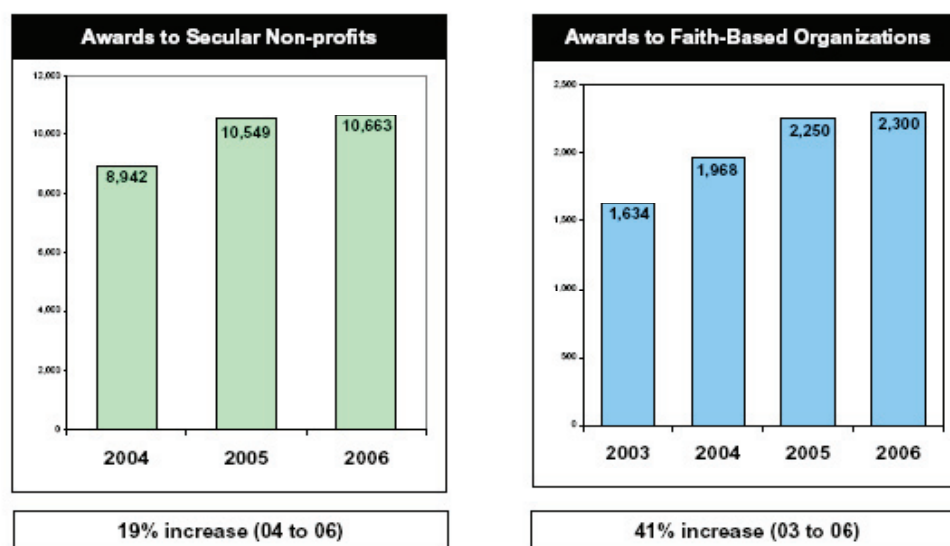
As a result, since FY 2003, Federal grants data have been captured and analyzed on a massive scale. The scope and sophistication of the data has grown every year. In the first year, data was collected for a set of programs open to nonprofits from within the first five Departments housing FBCI Centers—Health and Human Services, Housing and Urban Development, Justice, Labor, and Education. By FY 2006, the data collection efforts compiled and analyzed information on competitive grants from 134 programs and 35 program areas at 11 Federal agencies.

The FY 2006 data captured in excess of 27,000 direct Federal competitive awards. Of these, more than 15,000 were won by secular nonprofits and over 3,000 by faith-based nonprofits. In total, secular nonprofits won \$12.56 billion and faith-based nonprofits won \$2.18 billion.

The comparison of awards from five agencies between FY 2003 and FY 2006 reveals a 41 percent increase in the number of competitive awards made to faith-based organizations (from 1,634 to 2,300). Data for competitive awards to secular nonprofits saw an upward trend as well, with a 19 percent increase in the number of awards made from FY 2004 to FY 2006. (Note: secular nonprofit data was not collected for FY 2003).

These data trends not only indicate a leveling of the playing field for faith-based organizations, but they also suggest a growing government inclination toward expansion of partnerships with nonprofits of all kinds to address social ills.

History of Awards to Faith-Based and Secular Non-Profits Across Five Agencies



Note:

Data based on a review of amenable programs from the 5 agencies (HHS, HUD, DOJ, DOL and ED) for which data are available for the years shown.

CHAPTER 4

Data of this nature was not widely collected in years prior to the FBCI, so no exhaustive comparison between pre- and post-FBCI grants data is possible. However, meaningful comparisons exist that hint at the magnitude of the change wrought by the FBCI.

For example, Welfare-to-Work grants awarded by the U.S. Department of Labor (DOL) in FY 1998 and 1999 represent an early movement toward the goals of the FBCI. Welfare-to-Work supporters emphasized nonprofits as key to helping struggling individuals transition from welfare to successful employment, and often affirmed that faith-based organizations were uniquely positioned to add value to the effort. This inclination was further bolstered by the inclusion of “Charitable Choice” in the legislation governing Welfare-to-Work grants, essentially requiring a level playing field for faith-based applicants. DOL appears to have taken Charitable Choice requirements seriously, engaging aggressive outreach efforts for grant applications by faith-based organizations.

Yet despite the Charitable Choice requirements, strong intellectual justification, and active outreach for full inclusion of willing faith-based partners, only 3.1 percent of grant awards and 2.3 percent of grant funding went to faith-based organizations.

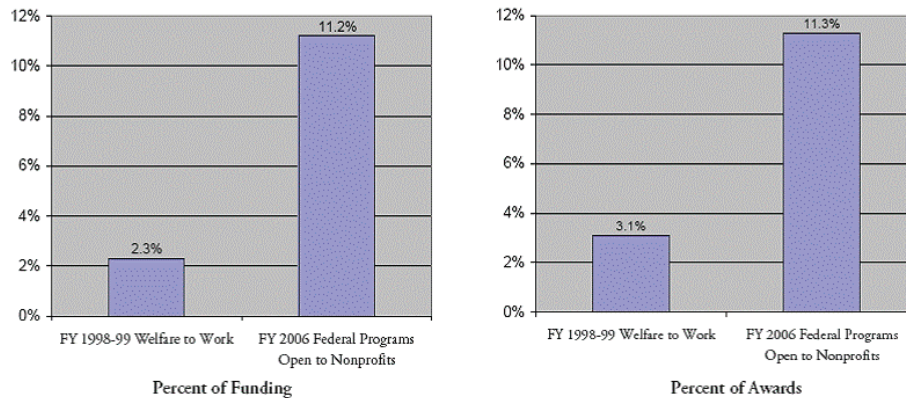
These numbers were considered a significant improvement over other Federal grant programs at the time. For example, of all competitive grants awarded in FY 1998 and FY 1999 by the Employment and Training Administration (which administered Welfare-to-Work), less than one percent of funds were won by faith-based organizations. However, despite the positive comparison against the Federal Government more broadly, the Welfare-to-Work statistics seemed to reveal the presence of major barriers for faith-based organizations—even in the face of Charitable Choice. This is particularly notable since helping unemployed, high-need individuals has been at the heart of many faith-based organizations’ work since long before DOL existed.

Weighed against the Welfare-to-Work grants data—which, again, was officially governed by Charitable Choice legislation and bolstered by aggressive outreach efforts—the progress of the FBCI is remarkable.

By comparison, in FY 2006, a total of \$2.18 billion in competitive Federal awards went to faith-based organizations. This dollar figure represents 11.2 percent of all competitive award funding measured and a significant increase compared to the 2.3 percent of funding won by faith-based organizations under Welfare-to-Work. Likewise, the 3,125 Federal competitive awards won by faith-based organizations represents 11.3 percent of all awards in FY 2006— a number more than three and a half times the percent of awards won under Welfare-to-Work.

Funding and Awards Won by Faith-Based Organizations

FY 1998-99 Welfare to Work Versus FY 2006 Federal Programs



Qualitative reports, evaluations, and other indicators remain vital to understanding the changes enacted by the FBCI. These “softer” assessments are invaluable to understanding this transformation of government’s approach to human need. But the data delivered by the FBCI’s annual Federal data collection provide firm evidence that what they represent is more than just piecemeal change. Government is, indeed, welcoming both faith-based and nonreligious community nonprofits as full and equal partners. The playing field has been leveled, at least to an extent hardly imaginable a decade ago. It is, quite simply, a broad reorientation in government’s approach to addressing human need.

III. FBCI NATIONAL CONFERENCE ON RESEARCH, OUTCOMES & EVALUATION

As a “determined attack on need,” the FBCI seeks to measure not only the transformation of government and strengthening of nonprofits, but also the reach of the FBCI’s efforts into the lives of the needy.

Government programs do not often use evaluation techniques to measure human impact on programs. Evaluation may be costly, complicated, and time consuming, but failure to measure results is unacceptable. Compassionate intentions are not enough. Programs that spend money without impact are an affront to taxpayers and even worse for the people they purport to serve. Meanwhile, efforts that work should be built upon and expanded.

A range of reports, evaluations, case studies, and other measurement tools have been released since 2001, providing an initial window into the results of the FBCI for people in need. Likewise, the “Compassion in Action Roundtables,” hosted monthly by the White House OFBCI, have explored impact in areas ranging from prisoner reentry to addiction. However, no single undertaking has sought to capture and present the full picture of the FBCI’s outcomes.

This is the purpose of the Faith-Based and Community Initiative Conference on Research, Outcomes & Evaluation, which will be held in Washington, D.C., June 26 and 27, 2008.

The FBCI National Conference will explore the full gamut of both qualitative and quantitative research on the Faith-Based and Community Initiative's history, activities and outcomes. The Conference and its follow-up materials are being planned to include:

- Reports on the measured success of each of the FBCI's Presidential initiative programs and other major programs and projects;
- Ten major new academic papers by respected independent researchers on FBCI programs and innovations in social service delivery;
- Fifteen academic papers by emerging scholars on the FBCI;
- Results of the FBCI's FY 2007 data collection;
- Reports from Federal agencies on the impact of the FBCI within their field(s) of engagement;
- A report on the expansion of the FBCI in State and local governments nationwide and the impact of the FBCI through major international programs;
- Presentations from leading scholars, writers, think tanks and other respected observers on the innovations, results-to-date, and future of the FBCI; and
- A website that parallels and expands the content provided through the Conference, including more than 100 studies of FBCI-related programs.

The two sets of academic papers noted above (10 major papers and 15 by emerging scholars) have been solicited by the U.S. Department of Health and Human Services through a nationwide Call for Papers. Abstracts were solicited in late 2007 for papers on research and innovations related to the FBCI. Research in both categories will cover quantitative and qualitative aspects of the FBCI's implementation and impact. Papers will range in scope from studies of major Federal programs that partner with FBCOs nationwide to in-depth evaluations of FBCOs engaging a single issue at the local level.

In addition to new academic research generated through the Call for Papers, a wide range of other research papers and evaluations of FBCI-related Federal programs are currently in progress, many of which will be presented at the Conference. Examples of these are included in the following chart.

Research Papers and Evaluations of FBCI-related Federal Programs (in Progress)

Name of Sponsoring Agency	Title of Evaluation	Description of Research
Corporation for National and Community Services	<i>Serving Country and Community: A Longitudinal Study of Service in AmeriCorps</i>	Assesses the long-term impact of participation in AmeriCorps*State and National and AmeriCorps*NCCC on members' civic engagement, education, employment, and life skills.
Corporation for National and Community Services	<i>CNCS National Evaluation of Youth Corps</i>	Assesses the impact of participation in youth corps on corps members' employment, education, life skills and civic engagement.
Corporation for National and Community Service	<i>Volunteering in America: 2007 State Trends and Rankings in Civic Life</i>	Provides a detailed breakdown of America's volunteering demographics, habits, and patterns by State and region, and a ranking of levels of civic engagement by State through a new Civic Life Index.
Corporation for National and Community Service	<i>Volunteering in America: 2007 City Trends and Rankings</i>	Provides an analysis of volunteer trends among major metropolitan (metro) areas, including a ranking and detailed profile of volunteering for 50 of the largest metro areas in the United States.
U.S. Department of Homeland Security	<i>Homeland Security Institute- Heralding Unheard Voices: The Role of Faith-Based Organizations and Nongovernmental Organizations During Disasters</i>	Informs DHS of the capabilities that FBOs and NGOs have at their disposal during times of crisis.
U.S. Department of Commerce	<i>Private Sector Community Investment Research Project</i>	Explores emerging practices in private sector investment, trends and changing attitudes about private sector investment among business leaders.

Name of Sponsoring Agency	Title of Evaluation	Description of Research
U.S. Department of Justice	<i>HOPE II: FBCO Program Evaluations</i>	Assesses the outcomes and process for distributing subgrants, effectiveness of technical assistance and strategies for capacity building, and enhanced organizational and service delivery among FBCOs.
U.S. Department of Justice	<i>Gang Reduction Program</i>	Analyzes incident level crime data in serious gang violence, both longitudinally and spatially.
U.S. Department of Justice	<i>Serious and Violent Offender Reentry Initiative</i>	Examines the extent to which the program increased services and programming, improved employment, health, and personal functioning, and reduced criminal activity of returning prisoners.
U.S. Department of Justice	<i>Comprehensive Anti-Gang Initiative</i>	Identifies comparison areas for tracking gang crime for area-based interventions and comparison groups of individuals for reduced gang violence.
U.S. Department of Labor	<i>Homeless Veterans Reintegration Program (HVRP)</i>	Analyzes HVRP, including reporting on assessments, participants enrolled, placements, retention, placement rate, and cost per participant.
U.S. Department of Labor	<i>Latino Coalition Intermediary Grant Program Evaluation</i>	Analyzes and reports on the outcome data generated by Latino Coalition’s 28 FBCO sites in six cities that serve at-risk and adjudicated youth.
U.S. Department of Labor	<i>Grassroots Grants Evaluation</i>	Reports outcomes of the Department of Labor’s grants to small faith- and community-based organizations, with a special focus on work with government One-Stop Centers and social services to high-need demographics.
U.S. Department of Labor	<i>Beneficiary Choice Pilot Analysis</i>	Analyzes the outcome data generated by the beneficiary choice contracting program.

Name of Sponsoring Agency	Title of Evaluation	Description of Research
U.S. Department of Health and Human Services	<i>Compassion Capital Fund Evaluation (Retrospective)</i>	Contains the results of a retrospective survey of a sample of FBCOs that received support from intermediaries funded during the 2002 CCF grant cycle and targeted capacity building funding from CCF.
U.S. Department of Health and Human Services	<i>Mentoring Children of Prisoners</i>	Provides in-depth, outcome evaluation based on assessments of mentored MCP youth and the outcomes in their lives that can be attributed to their mentoring experience.
U.S. Department of Health and Human Services	<i>Intermediary Model Benchmarking Study</i>	Draws from top-performing intermediary organizations to report best-practice intermediary traits, models and behaviors for strengthening FBCOs.
U.S. Small Business Administration	<i>Large Community Organizations Outreach Test</i>	Will assess whether SBA's outreach partnerships with large non-profit organizations (faith-based and secular) can significantly increase its ability to back potential entrepreneurs and small businesses.
U.S. Department of Agriculture	<i>Children, Youth and Families at Risk Program, New Communities Projects (Cooperative State Research, Education, and Extension Service, USDA) (CYFAR)</i>	Will review the role that faith-based and community organizations play as partners in its CYFAR program to determine the effectiveness of community-based programs serving children, youth, and families in at-risk environments.
U.S. Agency for International Development	<i>Organizational Development Traits of Successful NGO Networks</i>	Compares eleven NGO networks in a sample, grouping NGO networks by effectiveness, accountability, and sustainability. They determined those features of organizational development that lead to clustering of the networks, along the dimension of effectiveness, sustainability, and accountability.

TAKING ROOT ACROSS AMERICA

FBCI ACTIVE IN ALL 50 STATES

Faith-based and community initiatives have taken root in each State and countless communities across the nation as a pragmatic way of addressing society's toughest human service needs. State- and city-led strategies have included efforts to strengthen the network of government and nonprofit organizations to improve the welfare of citizens, build the capacity of faith-based and community organizations, and address specific challenges.

As described throughout the previous chapters of this report, the President's Faith-Based and Community Initiative (FBCI) has produced deep change in the Federal Government's approach to social services by providing opportunities for grassroots nonprofit organizations to collaborate with the Federal Government in both financial and other partnership forms. A "level playing field" has largely been secured to allow the full participation of faith-based and community organizations (FBCOs) in efforts to aid the needy. Innovative programs and pilot projects are tapping into the unique strengths of FBCOs to address issues ranging from prisoner reentry to drug addiction. However, this is only the first chapter in the story.

A second chapter is already being written in State and local governments across America, where the same quiet transformation is taking root, as well. Already, 35 governors⁷³ and more than 100 mayors have Faith-Based and Community Initiative offices or liaisons. These offices reflect the bi-partisan appeal of this Initiative, as 19 of these States are currently led by Democratic governors and 16 are led by Republican governors. Further, it is noteworthy that FBCI liaisons or offices have remained in place in each of the twelve States that have experienced a change in gubernatorial leadership since the FBCI was established there, including the seven States that had a transition in party leadership.

The variety of models used to implement statewide efforts reflects the pragmatic, problem-solving nature of their respective leaders. The governors of 17 States⁷⁴ have a faith-based and community liaison located within their office. Fourteen States⁷⁵ have located their faith-based and community liaison within a State agency and have allocated resources through that agency to support the operation of the office and the agency's priorities. Four States have located the State faith-based liaison within non-profit organizations. Two of those States, Florida and Texas, leveraged their nonprofit status to include the operations of the FBCI with their State's respective commissions on volunteerism and created a combined entity.

Some States and cities lack formal FBCI structures, yet their public-and private-sector leaders are advancing FBCI strategies to reform policy, launch new programs, and train nonprofit organizations to better solve social problems in their communities. For example, Missouri is home to effective prisoner reentry, workforce development, and substance abuse partnerships. In Little Rock, Arkansas and Lake County, Illinois, a wide range of faith-based organizations have partnered to organize significant efforts to engage volunteers to build better neighborhoods and strengthen families. These actions— in addition to the efforts of nonprofits from all 50 States that won Federal grant competitions, participated in the Bush Administration demonstration projects, and participated in trainings being sponsored nationwide— illustrate how the FBCI is growing in all 50 States.

At the local level, numerous mayors have established liaisons and/or offices to advance the FBCI since the U.S. Conference of Mayors officially endorsed President Bush's FBCI in 2001. The Conference itself established a task force to develop and implement government-FBCO strategies in communities across the nation, many of which are profiled throughout this chapter.

While States and cities pursue an FBCI agenda in remarkably different ways, their organizational structure and policy strategies appropriately align with the unique needs and interests of their regions. Yet, similar to the Federal effort described earlier in the report, all State FBCI efforts focus on a common set of four strategies:

- Strengthening nonprofit networks and leveraging volunteers;
- Reducing barriers for faith-based and community social services providers;
- Building the capabilities of nonprofit organizations, especially grassroots groups; and
- Advancing specific policy priorities to solve the State's and/or city's social problems.

Strengthening Networks and Leveraging Volunteers

A primary mission for each State's liaison is to strengthen their government's network with FBCOs. Virtually all of the liaisons are involved in efforts to help small FBCOs become aware of government grant opportunities. In addition, many State liaisons are engaged in creating more strategic and effective opportunities for FBCO volunteers to participate in non-financial partnerships with government.

Strengthening connections between volunteers and nonprofit organizations is a growing State strategy. Toward that end, some States combine the operations of the Governor's Office of Faith-Based and Community Initiatives and the Governor's Commission on Volunteerism, as noted in the Florida and Texas examples above. Alabama, Indiana, and Maryland have united their FBCI with the State's volunteer commission within their governor's office. North Dakota and Utah have taken similar steps and operated from within State agencies. Uniting efforts to promote community service, volunteerism, and faith-based and community initiatives has allowed these States to better mobilize volunteers and build the capacity of FBCOs to respond to their neighbors in need. Several of these States have also recognized increased operational efficiency.

Reducing Barriers

A primary goal for many State FBCI liaisons is to identify and reduce improper barriers to effective partnership between government and FBCOs. Several States, including Virginia, Texas, and Florida, have engaged in a thoughtful process to assess and reduce barriers through their respective statewide offices of faith-based and community initiatives. In addition, the State volunteer service commissions in Alabama, Ohio, and Vermont reviewed their respective award processes for AmeriCorps members to identify ways in which they could further engage small FBCOs.

The Volunteer Florida Foundation (VFF) recently produced a vendor bidding system specifically designed for FBCOs to improve access to information on FBCOs of government grant opportunities.

As is the case in many States, Florida had no central location for nonprofits to learn about all of the State's funding opportunities. Florida's State agency leaders streamlined the grants/contract notification process and required that all notifications be made available at an online vendor bidding system, *www.MyFloridaMarketplace*.

The State of New Jersey has reduced the barrier of access to funding opportunities for its Supplemental Nutritional Program for Women, Infants and Children (WIC). State officials recognized that FBCOs were spending more time processing grant applications than actually delivering the services supported by their grant. The State simplified and streamlined the process for applicants seeking \$25,000 or less in grant funds. The new process is straightforward and provides greater access to funding necessary to deliver WIC services.

Capacity-Building Efforts Led by the States

Several States have made a concerted effort to build the capacity of FBCOs to serve their neighbors in need, with or without these nonprofit organizations having a formal connection to government. These efforts have largely centered on improving access to information about government grant opportunities and on equipping FBCOs to make competitive proposals for public or private sources. Four States and one municipal office⁷⁶ of faith-based and community initiatives received Federal Compassion Capital Fund Demonstration Program grants since 2004 to serve as intermediary organizations and boost their ability to strengthen FBCOs. These grants enabled the intermediaries to leverage local investments to provide significant training, technical assistance, and mini-grants to help expand the reach of much needed social services.

Examples of Compassion Capital Fund Grantees

Ohio

In 2004, the Ohio Governor's Office of Faith-Based and Community Initiatives became the first government entity to receive a Federal Compassion Capital Fund (CCF) Demonstration grant as an intermediary organization. The purpose of this program was to assist faith- and community-based organizations throughout Ohio in increasing their effectiveness and enhancing their ability to provide social services to people and families in need. All of the grant funds were used to support either training, technical assistance, or mini-grants to Ohio FBCOs. Over the course of the Federal grant period, OCCP awarded more than \$1 million in 100 sub-awards and trained more than 2,000 FBCOs in 11 key areas of capacity building, including: Technology in NonProfits, Internal Fiscal Controls, Establishing Your NonProfit, Strategic Planning, Fiscal Management, Board Development, Outcomes Management, HR/Volunteer Management, Fund Development, Grant Writing, and Organizational Development.

Greater Boston

The Black Ministerial Alliance of Greater Boston (BMA) received CCF Demonstration grants in 2002, 2005, and 2007. With the most recent award, they will deliver 19 workshops each year to as many as 200 local FBCOs. BMA will provide an average of 32 hours of technical assistance to 25 organizations and distribute \$200,000 per year in mini-grants. Since 2002, BMA and partners have reinvested \$7,400,000 in the community through the provision of capacity building services, ranging from technical assistance to hundreds of training workshops. BMA is an alliance of 83 FBCOs with a 40 year history of serving the black community in Boston.

Texas

The OneStar Foundation in Texas received a CCF Demonstration Program grant in collaboration with the Texas Workforce Commission to build the capacity of FBCOs in four urban counties. Specifically, the project facilitates partnerships between FBCOs and local workforce centers to create a stronger and more sustainable workforce development system that is better connected to the communities it serves. With State funds, OneStar is also implementing the Rural Texas Demonstration Project within the Council of Government regions in Central Texas, Heart of Texas, and Brazos Valley. The impact of these two projects has enabled OneStar to strengthen 37 diverse FBCOs through strategic training, coaching, and networking opportunities, benefiting more than 1,000 FBCO staff and volunteers.

Policy Priorities

As true laboratories of democracy, State and local officials are increasingly creating their own innovative efforts to draw upon the distinctive capabilities, dedicated volunteers, and deep commitment to service found in FBCOs. These efforts are enhancing services to the needy, enriching community life, boosting the effectiveness of government, and providing life-changing aid to many who might otherwise fall through the cracks.

The statewide offices of faith-based and community initiatives which are part of the respective governor's office reflect his or her priorities to focus on issues such as: education, health care, workforce development, economic development, substance abuse, emergency preparedness, prisoner reentry, support for veterans and their families, hunger, and rural poverty. The statewide offices of faith-based and community initiatives located within a State agency indicate their heightened policy focus on such issues as strengthening families, serving at-risk youth, reducing homelessness, and increasing affordable housing.

Alabama's Office of Faith-Based and Community Initiatives has concentrated much of its efforts on strengthening the State's ability to respond to emergencies through partnerships with urban and rural FBCOs. Indiana's Office has focused many of its resources on equipping volunteers from FBCOs to help secure a brighter future for youth, including the opening of a U.S. Dream Academy in Indianapolis to provide support to children with incarcerated parents. In Texas, the OneStar Foundation is making a meaningful investment to build the capacity of the State's nonprofit FBCOs to respond to their neighbors in need. OneStar operates effective and extensive literacy and mentoring programs, as well.

The following profiles offer a portrait of the diverse focus and accomplishments being led by State and local officials.

Emergency/Disaster Preparedness, Relief and Recovery

State of Alabama

Be Ready Alabama is a joint effort led by the Governor's Office of Faith-Based and Community Initiatives, Alabama Department of Homeland Security, and the Alabama Emergency Management Agency. One particularly innovative component of this statewide effort is the Be Ready Camp for 6th graders.

In 2007, the Governor's FBCI Office partnered with the Alabama Department of Homeland Security and U.S. Space and Rocket Center in Huntsville, Alabama, to host the second Be Ready Camp. One hundred and forty youth preparedness delegates (YPD) were selected from across the State to attend the camp. The YPDs spent a week at the residential camp at the U.S. Space and Rocket Center. The curriculum included creating a family disaster plan, building an emergency kit, basic first aid/CPR, incident command, career exploration, light search and rescue, and basic survival skills. The camp also included a realistic mock disaster utilizing local emergency equipment and personnel. The mock disaster provided the YPDs, who were shadowed by professional responders, an opportunity to utilize their training and respond to a disaster in a safe environment.

Upon returning to their communities, YPDs are charged with sharing the information they have gained with fellow students, family members, local media, and elected officials. YPDs have made presentations at their schools and to their county commissions. Alabama's Be Ready Camp was highlighted by the U.S. Department of Homeland Security as part of the 2007 National Preparedness Month best practices and has been covered by CNN and international homeland security journals.

State of Florida

The Volunteer Florida Foundation (VFF) has engaged tens of thousands of volunteers in disaster relief, recovery, and prevention efforts over the past few years. In 2004 and 2005, the VFF provided grants to more than 300 nonprofit organizations who, in turn, engaged thousands of FBCO volunteers in long-term hurricane recovery work. During this time, VFF engaged a substantial number of volunteers in the "My Safe Florida" Home program to strengthen the homes of low-income families at risk for future hurricane damage.

VFF also launched the innovative virtual warehouse, "Neighbors to the Rescue," to effectively manage donated products. The "Neighbors to the Rescue" program offers communities a unique web-based donation tracking system that encourages people to register their offered donations or services and hold them at their present locations until a suitable direct match can be located.

Prisoner Re-Entry and Crime Prevention

State of Ohio

In 2006, the Ohio General Assembly established a bipartisan Correctional Faith-Based and Community Task Force and charged the Taskforce members to do the following:

- Study faith-based solutions to correctional system problems by focusing on programs and services for incarcerated individuals and their families, diversion programs, and faith-based/nonprofit programs and services;
- Examine existing faith-based/nonprofit programs in Ohio prisons and other States for the possibility of replication; and
- Develop model faith-based and community programs to reduce adult and juvenile recidivism rates and assist juveniles with incarcerated parents and juveniles held over to the adult penal system.

The Task Force developed 16 recommendations in four categories including infrastructure, alternatives to incarceration, institutional programming, and reentry programming. Some of these recommendations are already being implemented through two pieces of legislation. H.R. 113 proposes to set up a new legal framework to encourage more high-impact, life-changing programming to be available at every State corrections institution in Ohio. This allows inmates to build the relationships and bridges they need to successfully re-enter the community. H.R. 130 is a comprehensive package that addresses, in part, many obstacles currently in place that create needless barriers often preventing ex-prisoners from getting back on their feet.

Another prisoner reentry project in Ohio, designed by Peter J. Elliott, United States Marshal for the Northern District of Ohio, encourages felony fugitives to voluntarily surrender, without offering amnesty.

Launched during a four-day event at Cleveland's Mount Sinai Baptist Church, *Fugitive Safe Surrender* resulted in 842 individuals surrendering to authorities, including 324 individuals wanted for felony crimes. Non-violent felons were given bond and new court dates and released directly from the church, while those wanted for violent crimes, or those with violent records, were safely taken into custody. Authorized by Congress in July 2006, *Fugitive Safe Surrender* is believed to be the first program of its kind in the nation and has been replicated by the Marshals Service in Phoenix, Arizona, and Indianapolis, Indiana. In the months and years ahead, the Marshals Service plans to conduct *Fugitive Safe Surrender* programs, similar to the successful Cleveland initiative, in 18 additional cities.

California's \$1 Billion Solution

California presents a unique FBCI story because it lacks a gubernatorial-appointed office or liaison. For a casual observer of the Initiative, that would suggest that the State is inactive. Yet, the State's faith-based and community sector is responding to the President's call for action and achieving impressive results.

In FY 2006, California nonprofits won 1,563 competitive Federal awards. These awards brought nearly \$1.1 billion to California to boost services to the needy. During a time of restrained State resources for social services, leveraging Federal competitive award dollars is especially meaningful.

Examples of California nonprofits advancing innovative public-private partnerships to solve stubborn social ills include:

- The Prisoner Reentry Initiative (PRI): Four California nonprofit sites won grants of \$660,000 per year to provide post-release job training, mentoring and other transition services to ex-prisoners. The California Department of Corrections has received grants to provide pre-release services in tandem with these sites. Nationwide, PRI participants recidivate at rates less than half the national average.
- Access to Recovery (ATR): \$35 million in Federal grants to the State of California and the California Rural Indian Health Board have enabled the creation of voucher-based addiction recovery programs. Through more than 400 nonprofit partners, ATR in California has provided clinical and/or support services to over 17,000 recovering addicts. ATR clients had a higher change in reduction of alcohol and drug use when compared to those receiving non-ATR services.
- Mentoring Children of Prisoners (MCP): MCP grants to California nonprofits have enabled the matching of more than 3,000 caring mentors with children of incarcerated parents.
- The Compassion Capitol Fund (CCF): Since 2002, more than 100 nonprofits across 50 California cities have won grants ranging from \$50,000-\$500,000 to expand their capabilities to serve the needy.
- Hundreds of other nonprofits have used Federal funds to partner with Federal, State and local government to shelter homeless veterans, tutor students in struggling schools, provide job training, and serve their communities in a vast diversity of other ways.

Military Families

Minnesota

When the Minnesota Army National Guard's 1st Brigade Combat Team received its notice that they would be extending their tour of duty in Iraq, Governor Tim Pawlenty created the "Yellow Ribbon Task Force" to identify opportunities to better support them and their families. This campaign has quickly become a national model on how to support the reintegration of deployed and returning veterans and military members.

In 2007, the Minnesota Governor's Council on Faith-Based and Community Initiatives launched an effort called "Minnesota Families United" to help strengthen FBCOs who serve families that are separated due to military service. In partnership with the Governor's "Beyond the Yellow Ribbon Program," the Council created online and printed guides containing resources that faith and community leaders can use to support the families. Highlights of this service included: more available and affordable respite child care to families; specialized training, which focuses on the special needs of children with deployed or returning parents; day- and week-long camps for K-12 children; and technical assistance for FBCOs beginning mentoring programs for military members, their spouses, children, siblings, and parents. The effort also established special hotlines and websites to assist veterans and their families in crisis or needing assistance with housing, employment, higher education, health, or chemical dependency issues.

The FBCI and "Minnesota Families United" continue to expand grassroots faith-based and community solutions. The Governor's Special Advisor on Faith and Community Initiatives leads a team of individuals representing internal and external State agencies that focus on the needs of military children and families. Highlights of these efforts include:

- Over 600 hours of volunteer respite childcare was provided to military families;
- Specialized training on the needs of military children and families was provided to teachers, mental health care professionals, child care providers, clergy, and others engaged in the care of military children;
- Special resources to support families of military members were established on websites within the Minnesota Department of Education, the Department of Health, and the Minnesota Housing Finance Agency;
- Over 34 Hidden Heroes training events were conducted around the State in support of military families;
- Camp Noah and Operation Military Kids camps for military children of all ages were held throughout the State;
- The Minnesota Department of Education sponsored the "Yellow Ribbon" day at the Minnesota State Fair where activities were offered for military children; and
- Military family advocates were trained and established within faith communities throughout the State.

Addiction Recovery

State of Connecticut

Connecticut recognizes the strengths and resources of FBCOs to serve individuals in need within their own communities and to provide a system of sustained care and support for individuals struggling

with addiction. Through a Federal Access to Recovery grant, the State was empowered to engage new faith-based and community partners serving individuals in need of substance abuse treatment with a range of recovery support services. By funding cost-efficient support services at the community level, Connecticut has realized that the time between treatment and relapse can be lengthened, resulting in many individuals struggling with addictions requiring expensive clinical treatment less often.

At-Risk Youth

State of Virginia

Virginia's capital city of Richmond received funding from the U.S. Department of Justice to operate a Gang Reduction and Intervention Prevention Program (GRIP) to reduce gang activity and to provide youth and the community a safer and healthier environment. Richmond's GRIP is designed to approach the problem by attempting to prevent children from joining gangs in the first place. The primary prevention strategy involves the establishment of one-stop resource centers in high-crime and high-risk areas. A secondary prevention component identifies children between the ages of seven and 15 at risk of joining gangs, and offers them educational involvement in schools and FBCOs.

The gang intervention effort targets gang members, their associates, former gang members, and those who are being released from prison. Under the gang suppression method, gang leaders are targeted by local, State and Federal law enforcement officers and removed from the community using Federal charges, aggressive prosecutions, and enhanced sentences.

Finally, a reentry program seeks to return former gang members to their communities, paying special attention to those who may face multiple legal or lifestyle obstacles. A key part of this plan is the sharing of information between confinement facilities, probation and parole officers, and community intervention service providers.

During the period that GRIP has been implemented in Richmond, the target area has seen a decrease in crime. The GRIP target area saw a 47.06 percent reduction in robbery and a 71.43 percent reduction in aggravated assault during the GRIP funded period. Richmond's GRIP has also worked with local, State, and Federal resources and over 45 partners to bring additional resources to the target area in an effort to reduce gang crime and provide youth with healthy alternatives.

“City Hall and Religion: An Online Curriculum for Public Managers”

Following his work to help design and launch President Bush’s FBCI, former Indianapolis mayor Steve Goldsmith joined Harvard University to lead a project aimed at strengthening city government partnerships with neighborhood faith-based and community organizations. Harvard’s activities included an executive forum in 2002 of more than 30 mayors, religious and civic leaders, and academics designed to equip local public administrators for effective collaboration with neighborhood faith-based groups and to produce a series of living case studies of such best practices.

The signature product in this series is “City Hall and Religion: An Online Curriculum for Public Managers,” administered by the JFK School of Government. This material features case studies written by leading scholars in the field about some of the most innovative partnerships underway in America’s cities. The series is designed for both illumination and replication by would-be innovators.

Papers produced by Harvard University’s JFK School of Government to inform city leadership about faith-based and community initiatives include:

City Hall and Religion: When, Why and How to Lead. Steve Goldsmith

Faith and Mortar: Religious Organizations and Affordable Housing Strategy in Urban America. Xavier de Souza Briggs

Churches, City Hall, and Community Renewal. Brent Coffin

Citizen Empowerment: Faith and Community Organizing. (Executive Summary) Ronald Thiemann, Rev. John Heinemeier

Perfect Fit or Shotgun Marriage? The Power and Pitfalls in Alliances of “Partnerships”. Xavier Briggs

Race Relations in Boston: A Tale of Two Mayors. Raymond L. Flynn, Thomas M. Menino. (R. Jackson and C. Winship)

A Mega-Church Takes on Urban Problems: Fellowship Bible Comes to South Midtown. H. Husock

United Way Mass Bay and Faith & Action Initiative: Should Faith Be Funded? K. Lundberg

United Way Mass Bay and the Faith & Action Initiative: Going for the Gold? K. Lundberg

Faith in the City: Patrick McCrory and the Mayor’s Mentoring. Alliance (J. Berger)

City Hall and Religion: When, Why and How to Lead. S. Goldsmith

Models of Collaboration: Churches, City Hall and Community Change. B. Coffin

Citizen Empowerment: Faith and Community Organizing. R. Thiemann & J. Heinemeier

Starting Amachi: The Elements and Operation of a Volunteer-based Social Program. H. Husock

Mayor Purcell and the Faith Community Confront Nashville’s Housing Needs. X. Briggs, B. Coffin & B. Banks

Source: Harvard University

This report offers a portrait of President Bush's compassion agenda in action. The preceding chapters reveal the multi-dimensional nature of the Faith-Based and Community Initiative, which has marked strong progress on numerous fronts, including: reforms to level the playing field for faith-based charities and expand partnership with grassroots organizations; innovations to solve social problems at home and abroad; aggressive capacity building for the nonprofit sector; and replication of the President's vision at the State and local level.

The Faith-Based and Community Initiative has advanced a new era of public-private partnerships. This unique strategy has placed faith-based and community organizations at the center of Government's response to human need. The President's vision for empowering local, personal-touch solutions is now active across virtually every Federal agency and helping America's armies of compassion touch thousands of lives.

While this ongoing transformation has leveraged widespread impact, much work remains. Thirty-five governors and more than 100 mayors have formed Faith-Based and Community Initiative offices to respond to their ever-changing local needs. At the Federal level, agencies will continue to advance innovative solutions by engaging all willing partners from America's nonprofit community as an enduring governing strategy.

¹ Eleven Centers are located within: Department of Labor, Department of Education, Department of Agriculture, Department of Justice, Department of Health and Human Services, Department of Housing and Urban Development, Department of Homeland Security, Agency for International Development, Small Business Administration, Department of Commerce, and Department of Veterans Affairs

² Stephan, James J. 2004. *State Prison Expenditures, 2001*. Washington, DC: Bureau of Justice Statistics, American taxpayers would annually pay \$47,934,576 to house this group of inmates alone. Based on the known one-year re-incarceration rate reported by PRI sites (20 percent), 1250 of the 6,250 participants will be re-arrested annually, and 963 will be re-incarcerated. The annual cost to incarcerate these ex-prisoners is \$21,794,616—a savings of \$26,139,960. Subtracting the annual cost of the PRI program (\$19.6 million), an annual savings of \$6,539,960 can be identified. Notably, these savings account only for incarceration-related costs, and would be far higher if other factors like judicial system costs, victimization costs, and other crime-related impacts were added. It is important to note that a random-assignment study was not performed for PRI; therefore a strict control group does not exist for the sake of comparison. Without longer term follow-up and a formal evaluation, the widely-accepted data from the Bureau of Justice Statistics is the best and most recent data that can be used for the sake of comparison.

³ Mumola, Christopher J. *Incarcerated Parents and Their Children, 2000*. Washington, DC: Bureau of Justice Statistics, p. 1,

⁴ Botswana, Côte d'Ivoire, Ethiopia, Guyana, Haiti, Kenya, Mozambique, Namibia, Nigeria, Rwanda, South Africa, Tanzania, Uganda, Vietnam and Zambia

⁵ Angola, Tanzania, Uganda, Malawi, Mozambique, Rwanda, Senegal, Benin, Ethiopia (Oromia Region), Ghana, Kenya, Liberia, Madagascar, Mali, and Zambia

⁶ In FY 2006, six sites were chosen at \$2.5 million each, for a total of 15 million. In FY 2007, four more sites were chosen for an additional \$10 million.

⁷ Executive Order 13198 created centers at the Departments of Health and Human Services, Housing and Urban Development, Education, Justice, and Labor. Between 2002 and 2006, six additional centers were added via executive order. Executive Order 13280, signed December 12, 2002, established centers at the Department of Agriculture and the Agency for International Development. Executive Order 13342, signed June 1, 2004, created the centers at the Small Business Administration, the Department of Commerce, and the Department of Veterans Affairs. On March 7, 2006, Executive Order 13397 established a center at the Department of Homeland Security. For internal organizational purposes, the center at the Department of Justice is known as the “Task Force for Faith-Based and Community Initiatives,” and the center at the Department of Agriculture is known as the “USDA Faith-Based and Community Initiatives,” however, for purposes of this report they are referred to as “Centers.” The eleven centers are located at nine cabinet-level departments and two independent Federal agencies. For purposes of this report the eleven departments and agencies are referred to collectively as Federal agencies.

⁸ Transcript of Opening Remarks, Plenary Session: Acts of Law, Roundtable on Religion and Social Policy, p. 32 (December 5, 2007).

⁹ See *Aguilar v. Felton*, 473 U.S. 402 (1985) (invalidating remedial education for disadvantaged students that was delivered by public school teachers on campuses of religious schools); *Grand Rapids Sch. Dist. v. Ball*, 473 U.S. 373 (1985) (invalidating supplemental courses taught by public school teachers on campuses of religious schools); *Wolman v. Walter*, 433 U.S. 229 (1977) (invalidating State program to provide instructional materials to religious schools); *Roemer v. Maryland Pub. Works Bd.*, 426 U.S. 736 (1976) (permitting State program providing noncategorical grants to religiously affiliated colleges, provided the colleges are not pervasively sectarian and the grants are not used for sectarian purposes); *Meek v. Pettinger*, 421 U.S. 349 (1975) (invalidating State program to provide instructional materials to religious schools); *Hunt v. McNair*, 413 U.S. 734, 743 (1973) (permitting State program to provide bonds for construction of buildings at religiously affiliated colleges, provided college not pervasively sectarian and buildings not used for sectarian purposes); *Levitt v. Committee for Pub. Ed.*, 413 U.S. 472 (1973) (invalidating State payments for State-required tests designed and graded by teachers in religious schools); *Lemon v. Kurtzman*, 403 U.S. 602, (1971) (invalidating State payments for portion of salaries of teachers in religious schools, textbooks and instructional materials); *Tilton v. Richardson*, 403 U.S. 672 (1971) (permitting federal program to provide grants for construction of buildings at religiously affiliated colleges, provided college not pervasively sectarian and buildings not used for sectarian purposes). See also Ira C. Lupu & Robert W. Tuttle, *Government Partnerships with Faith-Based Providers: State of the Law* (2002); Ira C. Lupu, testimony before the Committee on the Judiciary, Subcommittee on the Constitution, U.S House of Representatives, June 7, 2001; Douglas Laycock, *The Underlying Unity of Separation and Neutrality*, 46 Emory L.J. 43 (1997).

¹⁰ *Hunt*, 413 U.S. 734, 743 (1973).

¹¹ See Ira C. Lupu & Robert W. Tuttle, *Government Partnerships with Faith-Based Providers: State of the Law* (2002); Ira C. Lupu, testimony before the Committee on the Judiciary, Subcommittee on the Constitution, U.S House of Representatives, June 7, 2001; Eric W. Treene, *Religion, the Public Square, and the Presidency*, 24 Harv. J.L. & Pub. Pol’y 573 (2001); Carl H. Esbeck, *Myths, Miscues, and Misconceptions: No-Aid Separationism and the Establishment Clause*, 13 Notre Dame J.L. Ethics &

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Pub. Pol’y 285 (1999); Douglas Laycock, *The Underlying Unity of Separation and Neutrality*, 46 Emory L.J. 43 (1997); Stephen V. Monsma and J. Christopher Sopher, eds., *Equal Treatment of Religion in a Pluralistic Society* (1998).

¹² See *Mitchell v. Helms*, 530 U.S. 793 (2000) (permitting State-administered program loaning secular educational materials and equipment to public and private schools, including religious schools); *Agostini v. Felton*, 521 U.S. 203 (1997) (permitting remedial education for disadvantaged students that was delivered by public school teachers on campuses of religious schools); *Bowen v. Kendrick*, 487 U.S. 589 (1988) (upholding participation of religious organizations in adolescent pregnancy education and services grant program).

¹³ *Bowen*, 487 U.S. at 607.

¹⁴ *Mitchell*, 530 U.S. 793, 853-60 (O’Connor, J., concurring in the judgment).

¹⁵ See *Zelman v. Simmons-Harris*, 536 U.S. 639 (2002) (upholding a State program permitting parents to use vouchers at religiously affiliated schools); *Zobrest v. Catalinina Foothills Sch. Dist.*, 509 U.S. 1 (1993) (permitting a student to receive State-funded sign language interpretation services at his at a religiously affiliated school); *Witters v. Washington*, 474 U.S. 481 (1986) (upholding a program permitting tuition grants to be used at religiously affiliated colleges and for ministerial studies); *Mueller v. Allen*, 463 U.S. 388 (1983) (upholding a State tax deduction for private school tuition paid to religiously affiliated schools).

¹⁶ *Zelman*, 536 U.S. at 652.

¹⁷ See *Zelman v. Simmons-Harris*, 536 U.S. 639 (2002) (upholding a State program permitting parents to use vouchers at religiously affiliated schools); *Zobrest v. Catalinina Foothills Sch. Dist.*, 509 U.S. 1 (1993) (permitting a student to receive State-funded sign language interpretation services at his at a religiously affiliated school); *Witters v. Washington*, 474 U.S. 481 (1986) (upholding a program permitting tuition grants to be used at religiously affiliated colleges and for ministerial studies); *Mueller v. Allen*, 463 U.S. 388 (1983) (upholding a State tax deduction for private school tuition paid to religiously affiliated schools).

¹⁸ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, p.2 (2001).

¹⁹ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, p.10 (2001).

²⁰ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, p.11 (2001).

²¹ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs* p.14 (2001).

²² *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs* p.14 (2001).

²³ See *Zelman v. Simmons-Harris*, 536 U.S. 639 (2002) (upholding a State program permitting parents to use vouchers at religiously affiliated schools); *Zobrest v. Catalinina Foothills Sch. Dist.*, 509 U.S. 1 (1993) (permitting a student to receive State-funded sign language interpretation services at his at a religiously affiliated school); *Witters v. Washington*, 474 U.S. 481 (1986) (upholding a program permitting tuition grants to be used at religiously affiliated colleges and for ministerial studies); *Mueller v. Allen*, 463 U.S. 388 (1983) (upholding a State tax deduction for private school tuition paid to religiously affiliated schools).

²⁴ 20 C.F.R. Part 667.266(b)(1).

²⁵ 42 U.S.C. Sec. 604a.

²⁶ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs* p.2 (2001).

²⁷ 45 C.F.R. Part 260 (implementing Charitable Choice provisions of TANF); 45 C.F.R. Part 1050 (implementing Charitable Choice provisions of CSBG); 42 CFR Parts 54, 54a, and 96 (implementing Charitable Choice provisions of SAMHSA).

²⁸ Provisions in SAMHSA and TANF laws, for example, require implementing agencies to allow beneficiaries to receive services from an alternate provider if the beneficiary objects to receiving services from a religious provider. Statutory provisions for CSBG and SAMHSA require faith-based organizations to maintain separate accounts for the Federal funds they receive. See 45 C.F.R. Part 260 (implementing Charitable Choice provisions of TANF); 45 C.F.R. Part 1050 (implementing Charitable Choice provisions of CSBG); 42 CFR Parts 54, 54a, and 96 (implementing Charitable Choice provisions of SAMHSA).

²⁹ Exec. Order No. 13279 (December 12, 2002).

³⁰ Exec. Order No. 13279 (December 12, 2002).

³¹ 28 CFR Parts 31, 33, 38, 90, 91, and 93 (Justice); 34 CFR Parts 74, 75, 76, 80 (Education); 24 CFR Parts 5 and 570 (HUD general programs); 24 CFR Parts 954 and 1003 (HUD Indian programs); 7 CFR Part 16 (USDA); 45 CFR Parts 74, 92, 96, and 87 (HHS); 20 CFR Parts 667, 670 and 29 CFR 2, 37 (Labor); 22 CFR Parts 202, 205, 211, and 226 (USAID).

³² 45 C.F.R. Part 260 (implementing Charitable Choice provisions of TANF); 45 C.F.R. Part 1050 (implementing Charitable Choice provisions of CSBG); 42 CFR Parts 54, 54a, and 96 (implementing Charitable Choice provisions of SAMHSA).

³³ 41 C.F.R. Part 60-1.5.

³⁴ 24 CFR Parts 92, 570, 572, 574, 576, 582, 583, and 585 (amending regulations for eight HUD programs); 38 CFR Part 61

(amending VA Homelessness Providers Grant and Per Diem programs); 20 CFR Parts 667, 670 and 29 CFR 2, 37, 29 CFR Part 37 (amending regulations for Labor's WIA and Job Corps); 13 CFR Chapter III (Commerce's Economic Development Administration programs).

³⁵ 73 F.R. 2187.

³⁶ 28 C.F.R. Part 38.1(d).

³⁷ Nonprofits which have not applied for 501(c)(3) status may demonstrate their nonprofit status via a statement from a State taxing body or the State secretary of State certifying that the organization is a nonprofit organization operating within the State and that no part of its net earnings may lawfully benefit any private shareholder or individual, or a certified copy of the applicant's certificate of incorporation or similar document that clearly establishes the nonprofit status of the organization. Chapters of a larger State or national nonprofit organization may demonstrate their status with copy of any qualifying document issued to the parent organization, together with a statement by the State or parent organization that the applicant is a local nonprofit affiliate.

³⁸ 28 C.F.R. Part 38.1(b)(2).

³⁹ 29 C.F.R. Part 2.33(b)(3).

⁴⁰ 7 C.F.R. Part 16.3.

⁴¹ 44 C.F.R. Part 206.226(l), 206.434(a)(2). See also, Op. Off. of Legal Counsel, "Authority of FEMA to Provide Disaster Assistance to Seattle Hebrew Academy," (2002).

⁴² See *Zelman v. Simmons-Harris*, 536 U.S. 639 (2002) (upholding a State program permitting parents to use vouchers at religiously affiliated schools); *Zobrest v. Catalina Foothills Sch. Dist.*, 509 U.S. 1 (1993) (permitting a student to receive State-funded sign language interpretation services at his at a religiously affiliated school); *Witters v. Washington*, 474 U.S. 481 (1986) (upholding a program permitting tuition grants to be used at religiously affiliated colleges and for ministerial studies); *Mueller v. Allen*, 463 U.S. 388 (1983) (upholding a State tax deduction for private school tuition paid to religiously affiliated schools).

⁴³ 20 C.F.R. Part 667.266(b)(1).

⁴⁴ 29 C.F.R. Part 37.6(f).

⁴⁵ 24 CFR Parts 92, 570, 572, 574, 576, 582, 583, and 585. Programs amended were: HOME Investment Partnerships, Community Development Block Grants, Hope for Homeownership of Single Family Homes, Housing Opportunities for Persons With AIDS, Emergency Shelter Grants, Shelter Plus Care, Supportive Housing, and Youthbuild.

⁴⁶ 13 C.F.R. Part 300.3.

⁴⁷ 38 C.F.R. Part 61.

⁴⁸ 41 C.F.R. Part 60-1.5.

⁴⁹ *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, p.22 (2001).

⁵⁰ Exec. Order No. 13279 (December 12, 2002).

⁵¹ Exec. Order No. 13279 (December 12, 2002).

⁵² Exec. Order No. 13279 (December 12, 2002).

⁵³ 42 U.S.C. 2000e-2.

⁵⁴ 42 U.S.C. 2000e-1.

⁵⁵ *Corp. of the Presiding Bishop v. Amos*, 483 U.S. 327, 339 (1987).

⁵⁶ 20 U.S.C. 2000bb.

⁵⁷ See "Effect of the Religious Freedom Restoration Act on Faith-Based Applicants for Grants," available at <http://www.usdoj.gov/fbci/effect-rfra.pdf>.

⁵⁸ "Standards for Success," available at <http://www.whitehouse.gov/results/agenda/standardsforsuccess08-2007.pdf>

⁵⁹ http://www.whitehouse.gov/government/fbci/guidance_document_01-06.pdf.

⁶⁰ "Guidance to Faith-Based and Community Organizations on Partnering with the Federal Government," p. 11-12, available at http://www.whitehouse.gov/government/fbci/guidance_document_01-06.pdf.

⁶¹ "Do's and Don'ts for Faith-Based Organizations" FBCI Conference Presentation, slide 16.

⁶² "Promoting Equal Treatment: A Guide for State and Local Compliance With Federal Regulations," slide 15, available at <http://www.whitehouse.gov/government/fbci/pdf/etpc-presentation.pdf>.

⁶³ <http://www.whitehouse.gov/government/fbci/pdf/etpc-presentation.pdf>.

⁶⁴ Transcript of Opening Remarks, Plenary Session: Acts of Law, Roundtable on Religion and Social Policy, p. 5-6 (December 5, 2007).

⁶⁵ The Court in the past has recognized an exception to that general rule, holding that a taxpayer has "standing" to bring to court a claim that an expenditure by Congress violates the Establishment Clause. But in *Hein* the FFRF was challenging Initiative conferences and speeches that were paid not out of specific appropriations but out of general Executive Branch operational funds; the Court was unwilling to widen the slender exception to entertain this broader claim against White House activities. The plurality noted that accepting such cases "would enlist the federal courts to superintend, at

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the behest of any federal taxpayer, the speeches, statements, and myriad daily activities of the president, his staff, and other Executive Branch officials.”

⁶⁶ For more information, see “Grants.gov Annual Report for Fiscal Year 2007,” available at <http://www.grants.gov/assets/AnnualReport2007.pdf>.

⁶⁷ 45 C.F.R. Parts 2510, 2520, 2521, etc.

⁶⁸ Executive Order 13397

⁶⁹ Independent Sector, IRA Charitable Rollover: Tax-Free Withdrawals from IRAs for Charitable Contributions, available at <http://www.independentsector.org/programs/gr/irarollover.html>

⁷⁰ Corporation for National and Community Service, <http://www.nationalservice.gov/about/volunteering/nonprofit.asp>

⁷¹ The National Council of Nonprofit Associations, *United States Nonprofit Sector Report, 2003*

⁷² *Remarks April 30, 2002.*

⁷³ AL, AK, AZ, AR, CO, CT, FL, GA, HI, ID, IN, IA, KS, KY, LA, MD, MI, MN, MO, MS, NC, ND, NH, NJ, NM, NY, OH, OK, SC, TX, UT, VA, WA, WI and WY.

⁷⁴ AL, AZ, IN, KS, KY, LA, MD, MI, MN, MO, MS, NM, NC, OH, SC, WA, and WI.

⁷⁵ AK, AR, CO, GA, HI, ID, NJ, ND, NH, NY, OK, UT, VA, and WY.

⁷⁶ Ohio, Texas, Alaska, Florida and the City of Miami