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U.S. DEPARTMENT OF EDUCATION

**An Evaluation of the
Participation of Faith-Based
And Community Organizations
In U.S. Department of Education
Discretionary Grant Programs
And as Supplemental Educational
Services Providers**

An Evaluation of the Participation of Faith-Based and Community Organizations in U.S.
Department of Education Discretionary Grant Programs and as Supplemental Educational
Services Providers

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Office of Planning, Evaluation and Policy Development

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Executive Summary

Historically, faith-based organizations (FBOs) and community-based organizations (CBOs) have been involved in the provision of social services, such as drug treatment, job training, community redevelopment, housing, and education. However, FBOs and CBOs have not often participated in U.S. Department of Education (the Department) grant programs. In 2001, the Center for Faith-Based and Community Initiatives (Center) was created within the Department to “break down existing barriers and empower faith-based and community groups, enlisting them in support of the Department’s mission to ensure equal access to education and to promote educational excellence for all Americans.”¹ Since then, the Center has worked to promote participation by faith-based and community organizations (collectively referred to as FBCOs) in Department programs. This evaluation examines three questions:

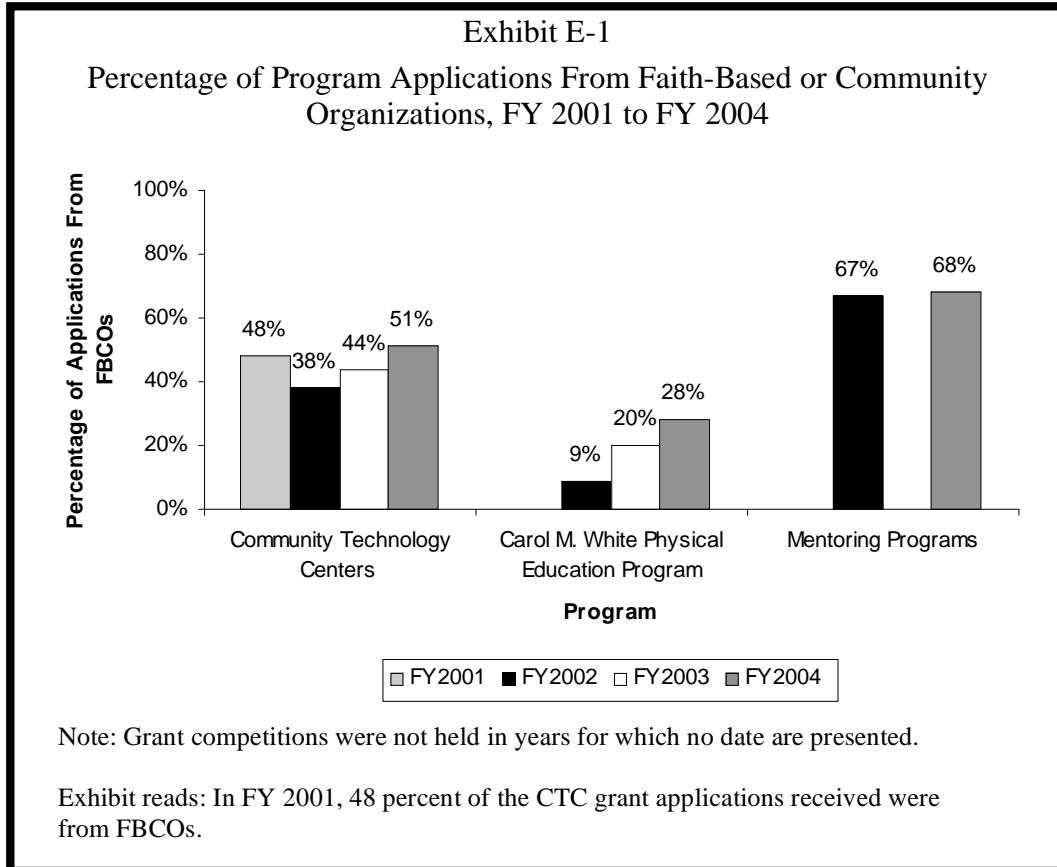
1. Are FBCOs as successful as non-FBCOs in winning discretionary grants?
2. Has the quality of programs funded by the Department, as measured by applicant scores, increased from fiscal year (FY) 2001 to FY 2004 as a result of FBCO participation in the grant application process?
3. How many FBOs have been approved by states as supplemental educational services (SES) providers under Title I of the *Elementary and Secondary Education Act of 1965*, as amended?

To address questions one and two, the report presents data on three federally administered grant programs— Community Technology Centers (CTC), the Carol M. White Physical Education Program (PEP), and Mentoring Programs (Mentoring). Although these programs are markedly different in purpose and scope, they were selected for this report for three reasons: (1) the Department has worked actively to promote FBCO involvement in these programs; (2) FBCO participation in the three programs is large enough to permit analysis; and (3) the programs have run new award competitions since the inception of the Center in 2001. At the time of selection, CTC, PEP, and Mentoring were the only Department programs that met all three criteria for inclusion. The data used in these analyses derive from two sources: the Grant Award Database and the Grant Administration and Payment System database (GAPS). The Grant Award Database includes all records of applications received during an award competition. GAPS contains applicant information and the average score assigned by the three-person team that reviewed each application.

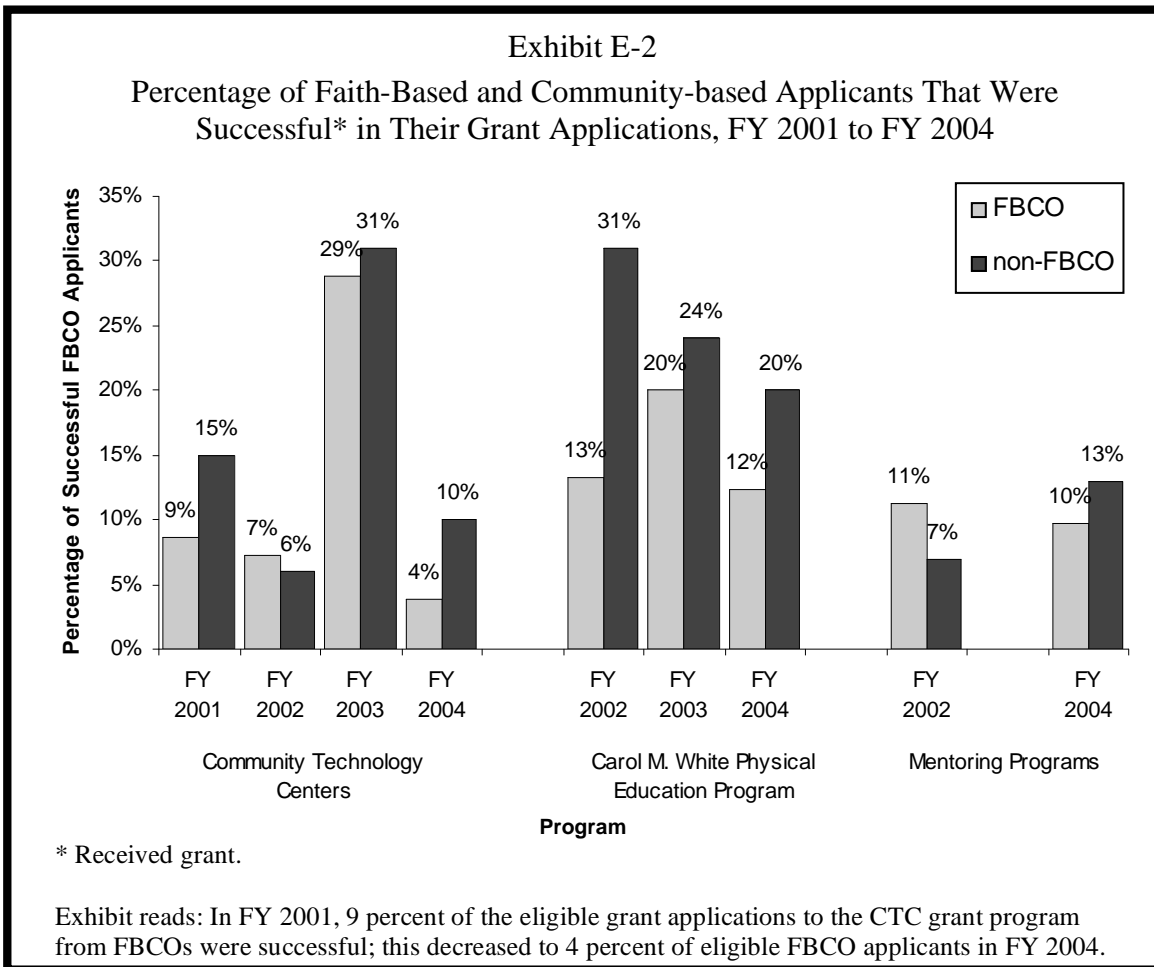
This report also presents data on the number of FBOs that have received approval to provide SES. (CBO data not available.) From December 2002 through May 2005, the Department collected monthly information on state-approved SES providers.

Main Findings

Between FY 2002 and FY 2004, applications from FBCOs to CTC, PEP and Mentoring increased. In FY 2004, FBCOs comprised a greater proportion of the applicants for CTC and PEP grants than in FY 2002. Additionally, the proportion of FBCO applicants for Mentoring grants remained fairly consistent (Exhibit E-1).



The success rates for FBCO applicants to PEP and Mentoring have, with the exception of FY 2003, remained fairly stable while they declined for FBCO applicants to the CTC grant program. Both PEP and CTC saw large increases in the percentages of FBCO applicants that received grants in FY 2003. The percentage of successful FBCO applicants for CTC grants, however, declined from 7 percent in FY 2002 to 4 percent in FY 2004. In FY 2002 and FY 2004, the percentages of FBCO applicants to receive grants under PEP and Mentoring were fairly constant (Exhibit E-2).

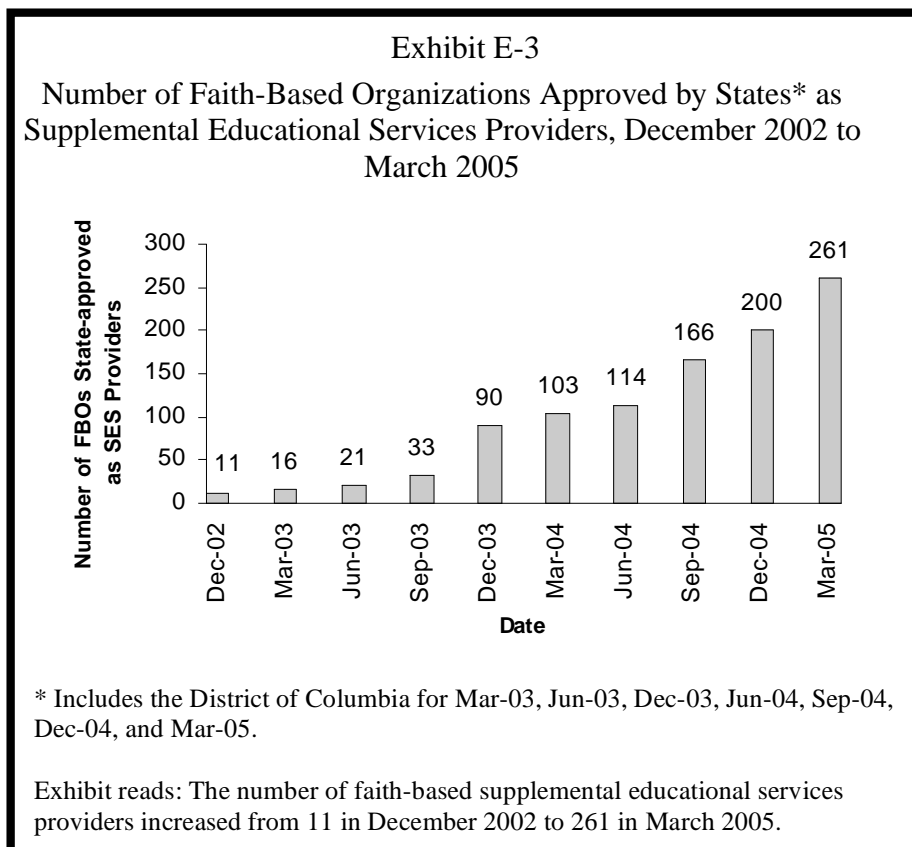


The participation of FBCOs is associated with an increase in the pool of higher-quality applicants to PEP and Mentoring as measured by applicant scores; the evidence for CTC is neutral. Among the top-scoring applicants, gaps between FBCOs and non-FBCOs in PEP application scores closed considerably from FY 2002 to FY 2004. In Mentoring, the top FBCO applicants shared similar scores to the top non-FBCO applicants in both competition years. These trends suggest that competition among the applicants most likely to receive awards (e.g., those with the highest scores) increased as a result of FBCO participation in the PEP and Mentoring competitions. In the CTC program, however, gaps between FBCO and non-FBCO application scores at the higher ends of their distributions persisted from FY 2001 to FY 2004, indicating that FBCO participation was not necessarily associated with an improvement in the pool of higher-quality applicants to this program.

The report uses overall applicant scores as the measure of quality and does not evaluate the criteria by which the applicants are judged in the scoring process. In competitions for new awards, applicants receive scores based on several factors, including the degree to which their proposal meets program requirements and other aspects that may not directly relate to implementation. The Department may establish a competitive preference for a grant program. In competitions with competitive preferences, applicants are eligible to receive points in addition to the usual 100 points available based on selection criteria. When assessing applicant scores in this report, the scores reflect the peer reviewer scores plus any competitive preference.

States approved an increasing number of faith-based organizations as supplemental educational services providers between December 2002, when states first began approving SES providers, and March 2005. The number of faith-based SES providers increased twenty-fold (from 11 to 261), while the total number of approved SES providers increased fourfold (from 662 to 2,689) during this time period. Furthermore, the proportion of SES providers that are FBOs increased from 2 percent of all providers to 10 percent. Lastly, the number of states that have approved FBOs as SES providers grew from six in December 2002 to 29 in January 2005. Throughout this report, the District of Columbia is classified under the term “state.”

The lack of available data prevented more in-depth analyses of several important topics, especially the participation of FBCO partnerships in federal grant programs and as SES providers. Nonprofits, including faith-based and community-based organizations, can join with local districts, states, colleges and universities, and national organizations to apply for federal grants. In such cases, the Department records the participation of the lead applicant only and not the FBCO (Exhibit E-3).



Introduction

Historically, faith-based organizations (FBOs) and community-based organizations (CBOs) have been involved in the provision of social services, such as drug treatment, job training, community redevelopment, housing, and education. However, FBOs and CBOs have not often participated in U.S. Department of Education (the Department) grant programs. The White House Office of Faith-Based and Community Initiatives found that, in fiscal year (FY) 2000, the Department awarded approximately 2 percent (25 of 1,091) of its discretionary grants to FBOs and CBOs (collectively referred to as FBCOs).² This percentage was nearly the same in the previous fiscal year with a slight increase from FY 1997 and FY 1998. That same report cited several barriers to participation by FBOs in government regulation and oversight of federal grants.

In response, President George W. Bush issued Executive Order 13279, “Equal Protection of the Laws for Faith-Based and Community Organizations” in December of 2002. The executive order mandates that federal agencies shall not discriminate against FBOs and CBOs their applications for federal financial assistance for the provision of social services in programs for which they are eligible. Furthermore, FBOs and CBOs do not have to alter their missions, nor do they need to remove any religious art, icons, scriptures, or other symbols from their facilities. The executive order also enumerates several responsibilities for FBOs and CBOs that receive federal funds. These organizations may not engage in inherently religious activities while providing federally funded services. Additionally, recipient organizations of federal financial assistance cannot discriminate against individuals seeking program benefits on the basis of individuals’ religious preferences. On June 4, 2004, the Department issued final regulations on the participation of FBOs and CBOs in its programs to further clarify that religiously affiliated organizations should be able to compete on the same basis as other eligible organizations for Department funding within the framework of constitutional church-state guidelines.³

Established in early 2001, the goal of the Department’s Center for Faith-Based and Community Initiatives (Center) is to “break down existing barriers and empower faith-based and community groups, enlisting them in support of the Department’s mission to ensure equal access to education and to promote educational excellence for all Americans.”⁴ The Center has provided outreach and technical assistance to FBOs and CBOs in several federal education discretionary grant programs, including Community Technology Centers (CTC), the Carol M. White Physical Education Program (PEP), and Mentoring Programs (Mentoring). In addition, the Center also has provided outreach and technical assistance to FBOs and CBOs that wish to be approved as supplemental educational services (SES) providers.

Evaluation Purpose

The purpose of this evaluation is to determine if FBOs and CBOs are as successful as traditional grant recipients (non-FBCOs) in competing for the Department’s discretionary grants in programs in which they are eligible and in becoming SES providers. The study also investigates

whether the participation of FBO and CBO applicants in federal grant competitions has improved the overall quality of the applicant pool.

This evaluation will examine three questions:

1. Are FBCOs as successful as non-FBCOs in winning discretionary grants?
2. Has the quality of programs funded by the Department, as measured by applicant scores, increased from FY 2001 to FY 2004 as a result of FBCO participation in the grant application process?
3. How many FBOs have been approved by states as supplemental educational services providers under Title I of the *Elementary and Secondary Education Act of 1965*, as amended?

This report addresses the evaluation questions through analysis of data collected from Department records, including grant applications, grant application reviews, and state-by-state summaries of SES providers.

Data and Methodology

This evaluation focuses on the participation of FBCOs in CTC, PEP, and Mentoring. Although these programs are markedly different in purpose and scope, they were selected for this report for three reasons: (1) the Department has worked actively to promote FBCO involvement in these programs; (2) FBCO participation in the three programs is large enough to permit analysis; and (3) the programs have run new award competitions since the inception of the Center in 2001. At the time of selection, CTC, PEP, and Mentoring were the only Department programs that met all three criteria for inclusion. The report also investigates FBO participation as SES providers. Specifically, the report presents data on the number of FBOs states have approved to provide SES between December 2002 and March 2005. It was not possible to collect information on the participation of CBOs as SES providers for the report. This section opens with a description of each of the programs, including changes in focus that may affect the interpretation of data. Following that discussion, the section ends with a summary of each of the evaluation topics, and the data, concepts and methods used to answer each question.

Data Sources

Data used in the analyses of FBCO participation in CTC, PEP, and Mentoring in Department discretionary grant programs was amassed by the Department as part of a large database that included information on grant applicants and recipients. The Department derived the data from two sources: the Grant Award Database and the Grant Administration and Payment System database (GAPS). The Grant Award Database includes all records of applications received during an award competition. This data is supplemented with applicant information contained within the GAPS database, including the average score assigned to each application by the three-person review team. The three grant programs under review in this report each use a peer review process to assess grant applications. The Department retains the services of external experts, who rate each application according to a specific set of criteria established by the program office that administers the grant program. Three reviewers evaluate each grant application, and the scores from the three are averaged.

The Department may establish a competitive preference for a grant program. In competitions with competitive preferences, applicants are eligible to receive points in addition to the usual 100 points available based on selection criteria. A competitive preference is established before the grant competition, and is a vehicle by which the Department encourages applications from entities that have certain characteristics or that agree to meet specified conditions of grant implementation. For example, the competitive preference for novice applications (generally an applicant that has never received a grant under the program from which it seeks funding and has not had any federal grant in the five prior years) is designed to help such applicants compete more effectively with experienced applicants who have received one or more federal grants. Rater scores typically range from 0 to 100, but may exceed 100 when a competitive preference for a grant competition has been announced by the Department. For this evaluation, the Office of the Chief Financial Officer assembled a database of applicants for the three programs, and the Department identified the FBOs and CBOs included among these applicants.⁵

The report's analyses of grant applicants focus solely on competitions for new awards, and do not include grantees that received continuation awards. The original database included records of both applicants and grant recipients requesting a continuation of their existing grants. Focusing the analyses solely on new competitions allows for a more accurate reflection of the impact of changes in the participation of FBOs and CBOs in Department grant programs. The analyses did not include the following grantees receiving continuing awards: 122 CTC grants applying for continuation awards in FY 2002, 121 Mentoring grants receiving continuation awards in FY 2003, and 121 Mentoring grants receiving continuation awards in FY 2004.⁶

The report also includes information on state-approved Title I SES providers, information the Department collected monthly from December 2002 through May 2005.⁷ These lists identify providers that are FBOs. They do not, however, identify those that are CBOs, preventing analyses on the number of CBO SES providers. States are required by law to approve only those providers that have a demonstrated record of effectiveness and to monitor the providers' effectiveness in improving student achievement in order to maintain their status as approved providers.

Program Descriptions

Community Technology Centers

The purpose of CTC was to fund local technology centers in economically distressed urban and rural communities. These centers provided training in information technology and other related areas to the community and also supplemented instruction to 9th- through 12th-grade students enrolled in high-poverty, low-performing schools. CTC has not been funded since 2005. CTC selection criteria maintained some similarity over the time period covered in this evaluation. However, while the competition for FY 2001 funds made no special provision for novice applicants, in FY 2002 novices were eligible to receive an additional five points. In FY 2003, the Department ran two separate competitions, one exclusively for novices and another for both novices and non-novices. In FY 2004, the Department ran one competition; however, the Department indicated it would rank and fund the two groups separately, reserving at least 75 percent of the total program funds for non-novice applicants and up to 25 percent for novice applicants.⁸ Furthermore, non-novices also had to meet an additional requirement—applications from non-novices had to include a partnership between a community organization and a local education agency or school.

The dollar value of new applicants funded for CTC dropped substantially between FY 2001 and FY 2004 (Exhibit 1).

Exhibit 1	
Dollar Amount of Grants Funded in the Community Technology Centers Program, FY 2001 to FY 2004	
Fiscal Year	Amount (\$)
FY 2001	\$34,414,822
FY 2002	\$12,204,954
FY 2003	\$29,577,969
FY 2004	\$9,551,518

Note: Amounts are in actual, unadjusted dollars.

Exhibit reads: The dollar value of CTC grants funded declined from \$34,414,822 in FY 2001 to \$9,551,518 in FY 2004.

Carol M. White Physical Education Program

The PEP program provides grants to local education agencies and community-based organizations to support efforts to initiate, expand, or improve physical education programs for students in grades kindergarten through 12. Applicants must include a plan to assist students in meeting state standards for physical education. The program requires that grantees fund at least 10 percent of the total project cost in the first year and at least 25 percent in the second and third

years.⁹ In the FY 2004 competition, grantees could receive funding for up to three years; prior to this, awards were made for one year only.

The PEP competition process also has changed over time. In FY 2002, the Department held one competition and novice applicants were eligible to receive five points added to their score. In FY 2003, the Department held two separate competitions, one for novice applicants and one for non-novice (and those that did not request novice status) applicants. Up to 25 percent of available grant funds was reserved for novice applicants.¹⁰ In FY 2004, one competition was held, and novice applicants received an additional five points in the review process.

The amount of funding appropriated for the PEP program increased substantially from FY 2002 to FY 2004 (Exhibit 2).

Exhibit 2	
Dollar Amount of Grants Funded in the Carol M. White Physical Education Grant Program, FY 2002 To FY 2004	
Fiscal Year	Amount (\$)
FY 2002	\$49,174,485
FY 2003	\$59,050,088
FY 2004	\$68,355,741

Note: Amounts are in actual, unadjusted dollars.

Exhibit reads: The dollar value of PEP grants funded increased from \$49,174,000 in FY 2002 to \$68,355,741 in FY 2004.

Mentoring Programs

Mentoring Programs funds school districts, FBCOs, and partnerships between them for school-based mentoring programs. Mentoring Programs serves children in grades 4 through 8 in rural areas, high-crime areas, troubled homes, or who are enrolled in schools with violence problems. Mentoring projects focus on students with the greatest need to improve academic performance and interpersonal skills, increase the likelihood of remaining enrolled in school, and decrease the likelihood of joining a gang and engaging in delinquent behavior.¹¹ Competitions for new grant applicants were held in FY 2002 and FY 2004. In the FY 2002 competition, novice applicants were eligible to receive five points in addition to the score assigned by the peer reviewers.¹² In the FY 2004 competition, the competitive preference was changed to provide five points to consortia between districts and nonschool FBCOs as well as between a private school that qualifies as a nonprofit CBO and another, nonschool FBCO. Also, in the FY 2004 competition, requirements dictated that services had to be school-based. An additional statutory requirement called for the selection of at least one grant recipient from each state for which there is an eligible entity that submits an application of sufficient quality.

The amount appropriated for Mentoring Programs increased in FY 2004 (Exhibit 3).

Exhibit 3	
Dollar Amount of Grants Funded in Mentoring Programs, FY 2002 and FY 2004	
Fiscal Year	Amount (\$)
FY 2002	\$17,325,000
FY 2004	\$29,685,610

Note: Amounts are in actual, unadjusted dollars.

Exhibit reads: The dollar value of Mentoring Programs grants funded increased from \$17,325,000 in FY 2002 to \$29,685,610 in FY 2004.

Research Topics and Organization of Results

Results are organized along four main topics: number of applicants, applicant success rates, the quality of applications as measured by applicant score, and the number of SES providers.

Number of grant applications

The first results section reports on the number and distribution of applications received from FBOs, CBOs, and non-FBCOs for each of the three grant programs covered by this report. Growth in the number of FBO and CBO applicants is one indication that they perceive that the door to Department grant programs has opened.

A further question of interest is the number of eligible applications received from each type of provider. That is, each program has specific requirements that, if not met, will disqualify the application before it gets to peer review. The Grant Award Database and GAPS file system do not have a field to indicate that a specific applicant was determined to be ineligible to receive funding. However, in these cases, the applicant receives a final score of 0. The assumption is made in this analysis that a rater score of 0 indicates that the application was deemed ineligible. Note that this may slightly overstate the number of ineligible applications in that it is possible a review team could assign a grant application a score of 0; this is unusual, however.

Grant application success rates

This section examines the relative success rates for FBOs and CBOs compared with other organizations and whether any gap in success rates has narrowed over time. Grant application success rates are calculated as the proportion of eligible applicants who receive funding.

Quality of applications

One question is whether the participation of FBOs and CBOs in the Department grant process has enabled the Department to fund higher-quality applications. This analysis compares the application scores of FBO and CBO applicants with the peer review scores of non-FBCO applicants. If FBOs and CBOs receive high scores, then the participation of FBCOs expands the pool of higher-quality applications.

However, comparing application scores of FBOs and CBOs to non-FBCOs is not straightforward. FBOs and CBOs are often novice applicants,¹³ and each of the grant programs offers preferential treatment for novice applicants. In Mentoring (for the FY 2002 but not the FY 2004 competition) and PEP, novice applicants were eligible to receive an additional five points added to their final reviewer score. In CTC, the Department held separate review processes for novice and non-novice applicants in FY 2001 through FY 2003. In FY 2004, the Department held one competition but ranked and awarded novices and non-novices separately, reserving at least 75 percent of the funds for non-novice applicants. Between two applicants that received the same peer reviewer score, these various types of preferences make it more likely that the novice applicant will receive funding. Analyses that rely on the scores assigned by peer review teams, then, should be separated out into novice and non-novice applicants. However, these data have only been collected for FY 2004, preventing this disaggregation. Therefore, the analysis compares applicants' overall scores.

Number of FBOs who are approved SES providers

The last set of research questions examines the changes in the number of FBOs approved as SES providers. Three measures will be used to track changes from December 2002 to March 2005. First, the total number of FBOs approved as SES providers is one indicator of the degree of participation. Another indicator is the percentage of all approved providers that are FBOs. Increases in this percentage over time demonstrate that the number of approved FBOs has grown faster than the number of approved non-FBOs. The third indicator is the number of states that have approved an FBO as an SES provider. This is a useful measure of the degree to which acceptance of FBOs has spread across states.

Data Limitations

There are several limitations, due to the source and availability of data, that warrant caution in interpreting findings. First is that inferences about changes in the quality of applications across years should not be made by comparing scores across years. Different program requirements and selection criteria from one year to the next, as well as different panel reviewers, result in scores that are not comparable across programs or years.

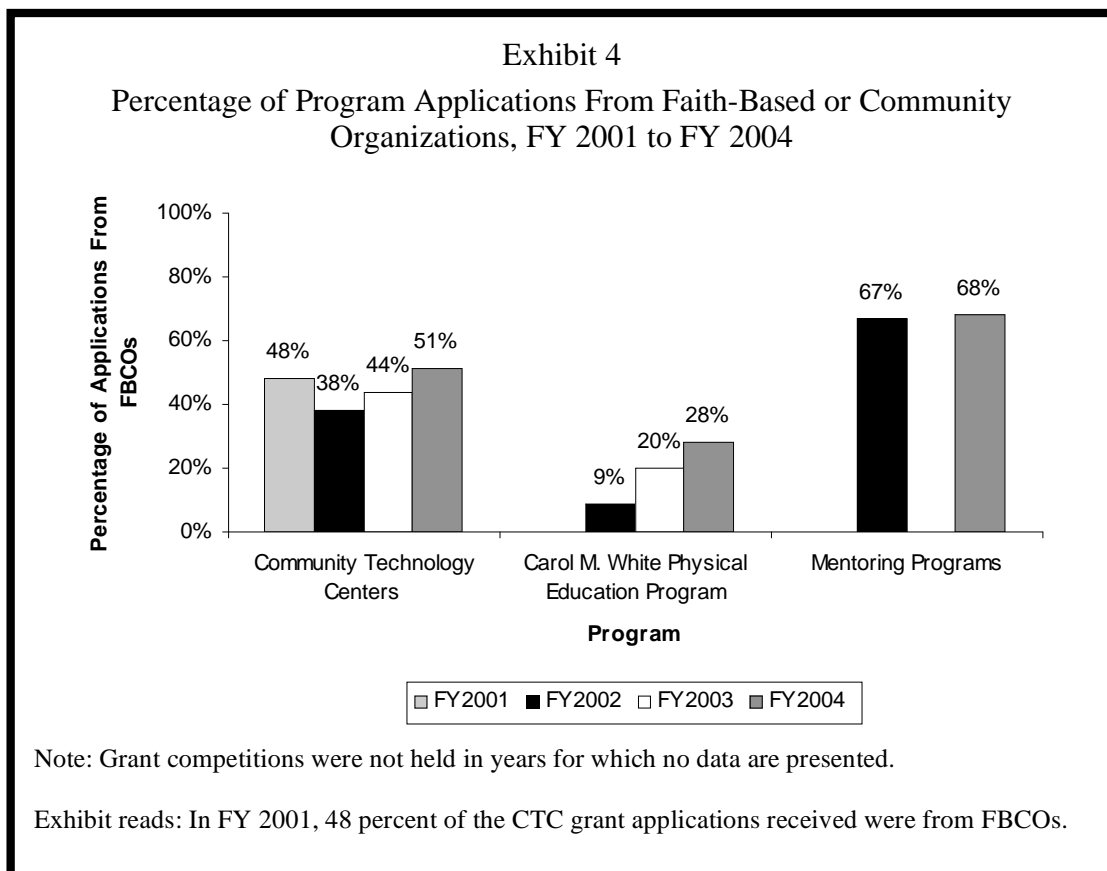
A second limitation is that other factors contribute to the distribution of scores of funded applications aside from application quality. One such factor is the amount of funding available. That is, with more funding, a program can choose more applicants to receive grants. However, as the number of funded applicants increases, average scores may decrease. This is a result of the way grantees are selected. Generally, program offices rank applicants by their scores. The program office then goes down the list, and funds applicants until the funding limit is reached. On the other hand, reductions in funding could have the effect of inhibiting potential applicants in that they may consider their chances of receiving funding low, and thus they may not apply. Ultimately, then, while available funding may affect the pool of applicants and the range of scores selected, it is difficult to know the specific impact.

Results

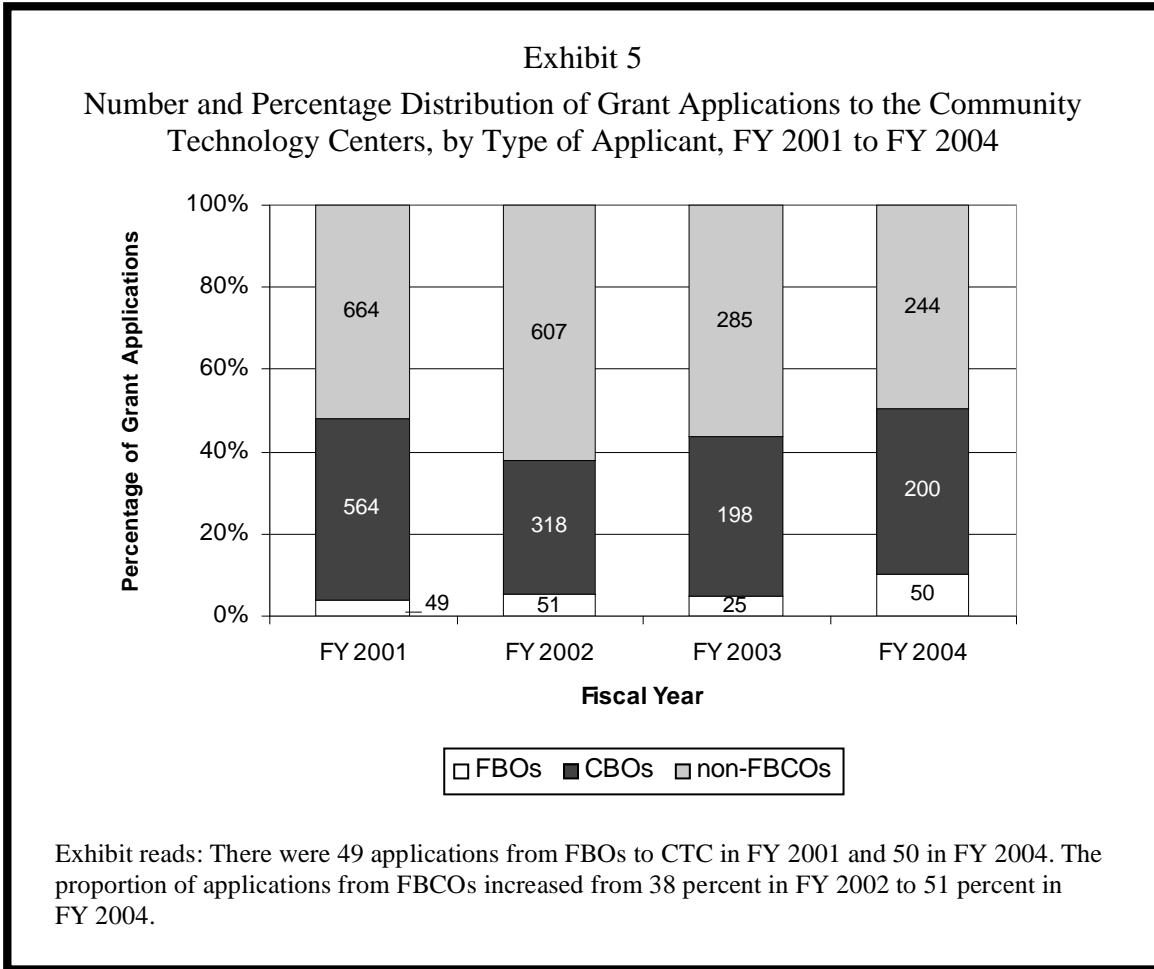
Prior to examining the success rates and quality of funded applications, it is important to note the degree to which application rates from FBOs and CBOs have changed. Following this examination of application rates is an analysis of success rates. The next section then presents analyses on whether FBCO participation is associated with a change in the pool of higher-quality applicants. A discussion of the participation of faith-based organizations in supplemental educational services rounds out the analyses in this section.

Grant Application Rates

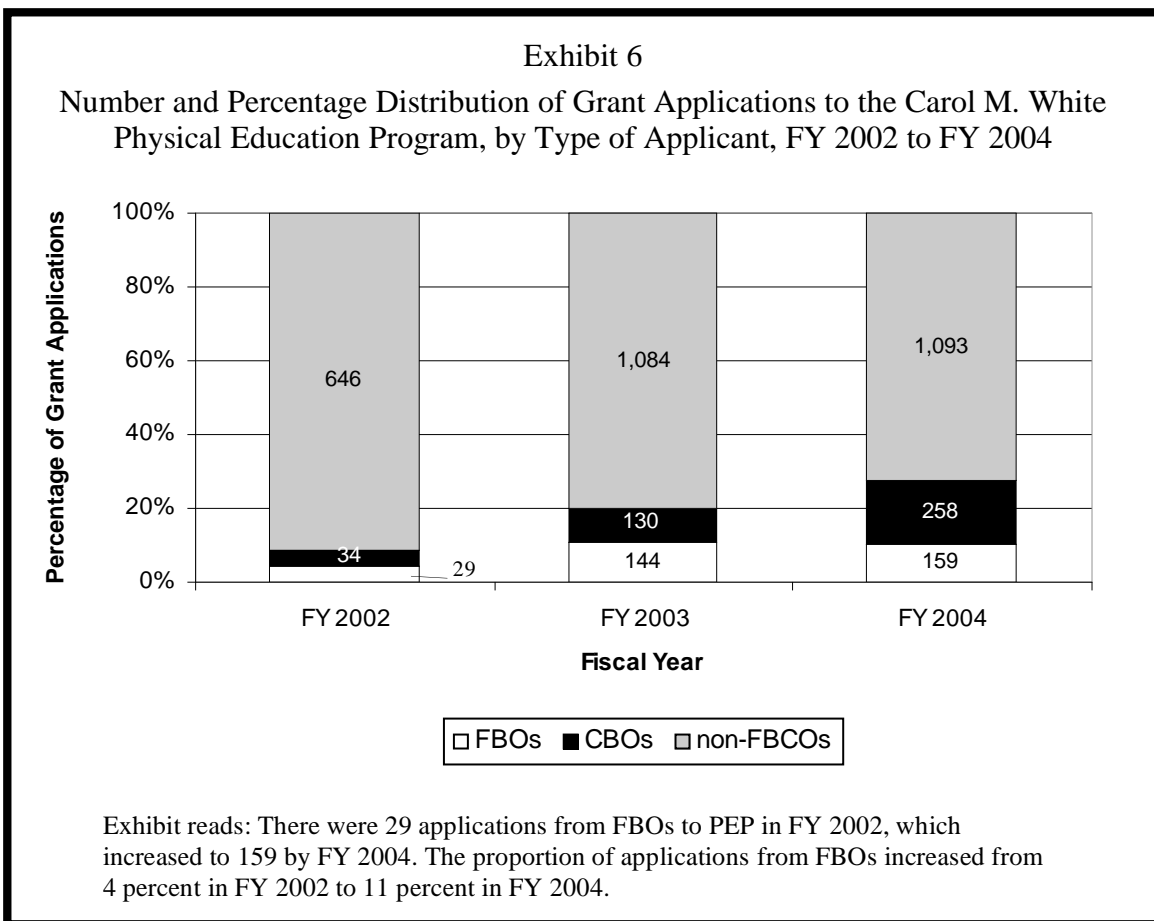
Since FY 2002, faith-based and community organizations have become more active in applying to the three Department grant programs under review in this report. FBOs and CBOs have become a greater proportion of the applicants for CTC and PEP grants (Exhibit 4). Additionally, the proportion of applicants for Mentoring that are FBOs and CBOs has remained fairly consistent from FY 2002 to FY 2004.



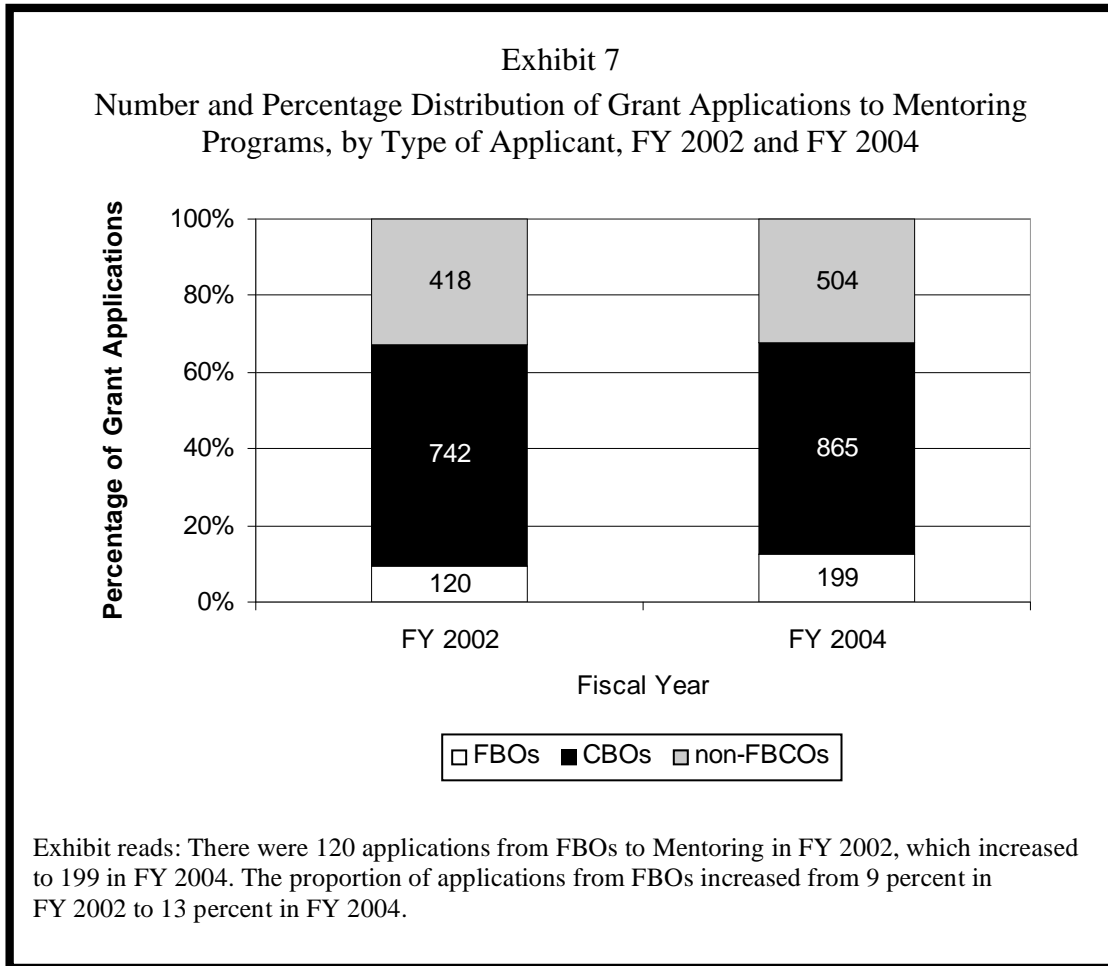
Overall, the number of applicants to CTC declined from 1,277 in FY 2001 to 494 in FY 2004, a decline of 61 percent (Exhibit 5). Throughout the four years, the number of faith-based applicants remained fairly consistent while the total number declined, such that by FY 2004, they comprised 10 percent of all applicants. The number of CBO applicants also declined during the same time period, but the proportion of applicants who were CBOs remained around 40 percent of all applicants.



The numbers of applications from FBOs and CBOs to PEP have grown substantially since FY 2002, when 34 CBOs and 29 FBOs submitted applications (Exhibit 6). Furthermore, the pace of growth in applications from FBOs and CBOs has outdistanced that of non-FBCOs, even as the total number of applications received increased from 709 in FY 2002 to 1,510 in FY 2004, an increase of 113 percent. Almost all of the growth in the number of applications between FY 2003 and FY 2004 was due to increases in applications from CBOs. Applications by FBOs as a proportion of all applications grew between FY 2002 and FY 2003 such that, in both FY 2003 and FY 2004, FBOs comprised approximately 11 percent of all applicants. The proportion of applications received from CBOs has grown steadily throughout the time period studied, increasing from nearly 5 percent in FY 2002 to 10 percent in FY 2003 and 17 percent in FY 2004.



Overall, the number of applications to Mentoring has increased 23 percent from FY 2002 to FY 2004, increasing from 1,280 applications to 1,568 (Exhibit 7). The number of grant applications to Mentoring from FBOs and CBOs has grown over the time period to keep pace with the number of applications from non-FBCOs. In FY 2002, the Department received 120 applicants from FBOs, which constituted 9 percent of all applications. Two years later, the number of applications from FBOs increased to 199, or 13 percent of total applications. During the same time period, the number of applications from CBOs increased from 742 to 865, while the percentage of applications received from CBOs dropped slightly, from 58 percent to 55 percent.



The rates of applications to CTC and Mentoring that were received from FBOs and CBOs and then subsequently disqualified were the similar to or lower than the non-FBCO or overall rates of application disqualification (Exhibit 8). However, larger proportions of applications from FBOs and CBOs to PEP were disqualified than non-FBCOs.

Exhibit 8

Number and Percentage of Disqualified Applications to CTC, PEP and Mentoring
By Type of Applicant, FY 2001 to FY 2004

Program	FBO		CBO		Non-FBCO		Overall	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Community Technology Centers	21	12%	227	18%	308	17%	556	17%
Carol M. White Physical Education Program*	68	20%	84	20%	412	15%	564	16%
Mentoring Programs*	8	3%	51	3%	42	5%	101	4%

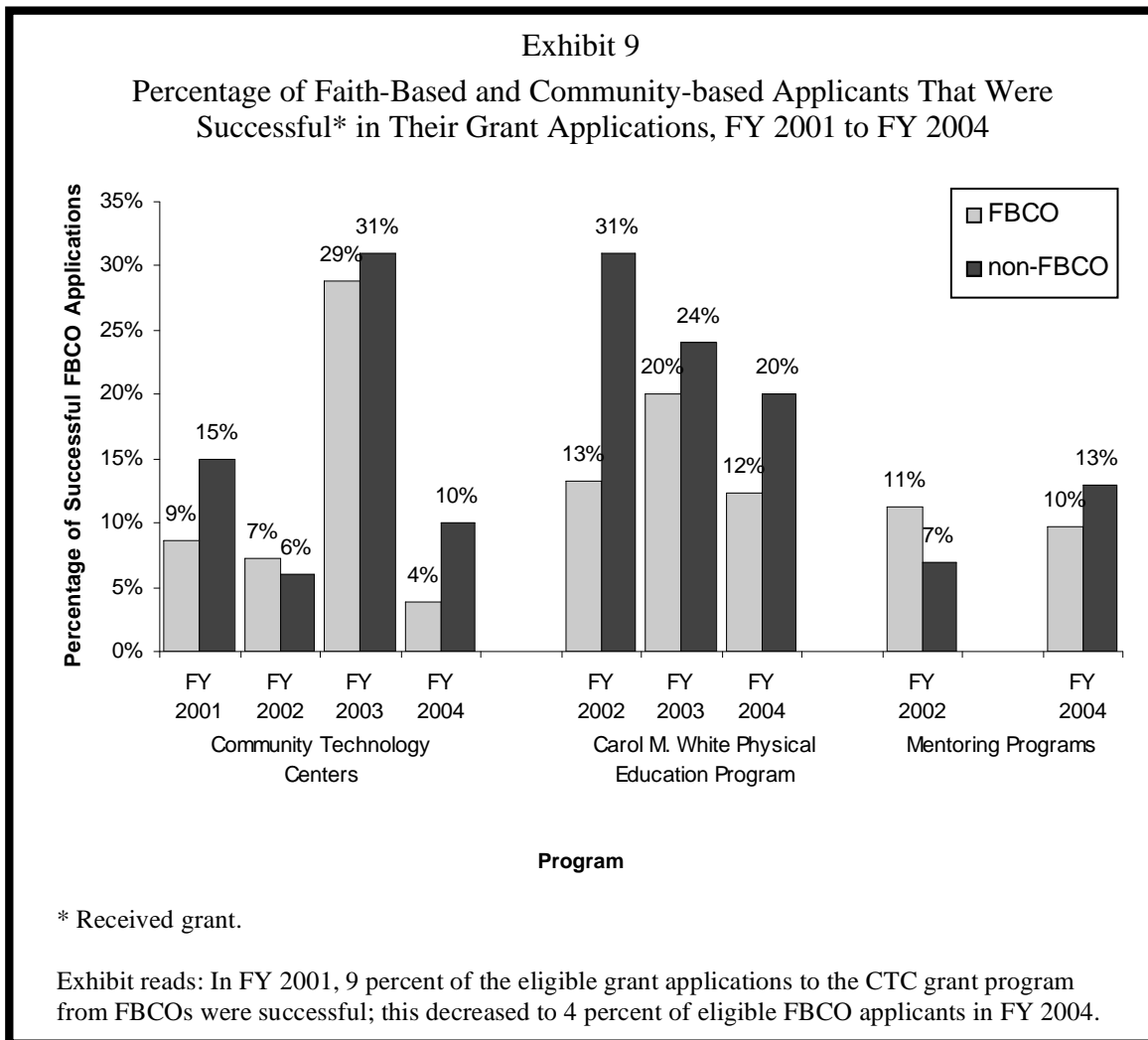
* PEP results includes data from FY 2002 to FY 2004, and Mentoring includes only FY 2002 and FY 2004. (Grant competitions were not held in years for which no data are presented.)

Note: Percent refers to percentage of total applications from that type of applicant.

Exhibit reads: Twenty-one of the applications received from FBOs to the CTC grant program from FY 2001 to FY 2004 were disqualified.

Grant Application Success Rates

The success rates for FBCO applicants to PEP and Mentoring have, with the exception of FY 2003, remained fairly stable while they declined for FBCO applications to the CTC program. The percentage of FBCO applicants for CTC grants who were successful declined from 9 percent in FY 2001 to 4 percent in FY 2004 (Exhibit 9). Among FBCO applicants to PEP, the percentage that received a grant increased by seven percentage points from FY 2002 to FY 2003, and then decreased by eight percentage points in the subsequent year. The percentage of FBCO applicants successful in their applications for Mentoring decreased by one percentage point from the FY 2002 to FY 2004 competitions. The trend in FBO success rates mirrored the trend in non-FBCO success rate for PEP and Mentoring (see Exhibits 11 and 12), whereas the trend in CBO success rates differed from the trend in non-FBCO success rates (see Exhibits 10–12).



Between FY 2001 and FY 2004, the FBO and CBO success rates for applications to CTC fluctuated relative to the non-FBCO success rate (Exhibit 10). During this time, the total number of CTC grants funded declined from 148 to 25. Concurrently, CTC grants to FBOs and CBOs also declined. However, by FY 2004, the FBO and non-FBCO rates were nearly the same. CBO applicants were typically less successful than non-FBCO applicants.

Exhibit 10
Number and Success* Rate of Grant Applications for Community
Technology Centers, by Type of Applicant, FY 2002 to FY 2004

	FBO		CBO		non-FBCO		Total	
	Number	Success Rate	Number	Success Rate	Number	Success Rate	Number	Success Rate
FY 2001	4	8%	47	9%	97	15%	148	12%
FY 2002	4	9%	18	7%	34	6%	56	7%
FY 2003	5	22%	32	30%	42	31%	79	30%
FY 2004	3	8%	4	3%	18	10%	25	7%
Total	16	10%	101	10%	191	13%	308	11%

* Received grant.

Exhibit reads: In FY 2001, four CTC grant applications from FBOs were successful. These four successful grant applications were 8 percent of the eligible grant applications to the CTC grant program from FBOs.

While the success rates for FBO and CBO applicants to the PEP grant program from FY 2002 to FY 2004 are typically lower than that of non-FBCOs, differences over time have decreased (Exhibit 11). In FY 2002, the success rate for FBOs was 14 percentage points less than the non-FBCO rate and declined to a difference of seven percentage points in FY 2004. The CBO success rate has fluctuated substantially during the time period under review. In FY 2002, the CBO success rate was 21 percentage points below the non-FBCO success rate; in the next fiscal year, the CBO success rate exceeded the non-FBCO success rate by two percentage points. The CBO success rate then fell to eight percentage points below the non-FBCO success rate in FY 2004.

Exhibit 11
 Number and Success* Rate of Grant Applications for Carol M. White
 Physical Education Program, by Type of Applicant, FY 2002 to FY 2004

	FBO		CBO		non-FBCO		Total	
	Number	Success Rate	Number	Success Rate	Number	Success Rate	Number	Success Rate
FY 2002	4	17%	2	10%	170	31%	176	30%
FY 2003	15	14%	28	26%	213	24%	256	23%
FY 2004	17	13%	25	12%	195	20%	237	18%
Total	36	14%	55	16%	596	21%	687	20%

* Received grant.

Exhibit reads: In FY 2002, four PEP grant applications from FBOs were successful. These four grant applications were 17 percent of the eligible grant applications to the PEP program from FBOs.

In both years during which there were competitions for Mentoring, the FBO success rates were below the non-FBCO success rates; the CBO success rate at first exceeded that of non-FBCOs but fell below in FY 2004 (Exhibit 12). Between FY 2002 and FY 2004, the FBO success rate increased by four percentage points; however, the difference between the FBO and non-FBCO success rates also increased. In FY 2002, the FBO success rate was one percentage point below the non-FBCO rate; by FY 2004, this difference increased to three percentage points. The CBO success rate declined by two percentage points over the course of the two competitions; whereas the CBO success rate exceeded the non-FBCO success rate by five percentage points in FY 2002, it fell short of the non-FBCO success rate by three percentage points in FY 2004.

Exhibit 12
 Number and Success* Rate of Grant Applications for the
 Mentoring Programs, by Type of Applicant, FY 2002 and FY 2004

	FBO		CBO		non-FBCO		Total	
	Number	Success Rate	Number	Success Rate	Number	Success Rate	Number	Success Rate
FY 2002	7	6%	87	12%	28	7%	122	10%
FY 2004	20	10%	81	10%	64	13%	165	11%
Total	27	9%	168	11%	92	10%	287	10%

* Received grant.

Exhibit reads: In FY 2002, seven Mentoring grant applications from FBOs were successful. These seven grant applications were 6 percent of the eligible grant applications to Mentoring Programs from FBOs.

FBOs have increased the share of grant funds they received each year in each of the three programs, while the percentage received by CBOs has fluctuated throughout (Exhibit 13). The share of CTC grant funds received by FBOs increased from 2 percent in FY 2001 to 11 percent in FY 2004; the share of PEP grant funds received increased from 2 percent in FY 2002 to 9 percent in FY 2004; and the share of Mentoring grant funds increased from 5 percent in FY 2002 to 11 percent in FY 2004. CBOs were very involved in CTC and Mentoring, receiving 32 percent and 71 percent of grant funds for those two programs in the first years of this evaluation, respectively. After increasing their share of CTC grant funds to 40 percent in FY 2003, CBOs only received 14 percent of CTC grant funds in FY 2004. In Mentoring, the share of funds going to CBO applicants decreased to 48 percent in FY 2004. CBOs received less than 10 percent of PEP grant funds in FY 2003 and FY 2004.

Exhibit 13

Dollar Amount and Percentage of Grant Funds Received, by Program and Recipient, FY 2001 to FY 2004

Community Technology Centers							
	FBO		CBO		non-FBCO		Total
	Amount	Percent	Amount	Percent	Amount	Percent	Amount
FY 2001	\$710,445	2%	\$11,006,126	32%	\$22,698,251	66%	\$34,414,822
FY 2002	\$745,901	6%	\$3,946,176	32%	\$7,512,877	62%	\$12,204,954
FY 2003	\$2,020,520	7%	\$11,935,830	40%	\$15,621,619	53%	\$29,577,969
FY 2004	\$1,005,468	11%	\$1,380,401	14%	\$7,165,649	75%	\$9,551,518
Total	\$4,482,334	5%	\$28,268,533	33%	\$52,998,396	62%	\$85,749,263

Carol M. White Physical Education Program							
	FBO		CBO		non-FBCO		Total
	Amount	Percent	Amount	Percent	Amount	Percent	Amount
FY 2002	\$965,996	2%	\$142,319	<1%	\$48,066,170	98%	\$49,174,485
FY 2003	\$2,289,567	4%	\$4,993,946	8%	\$51,766,575	88%	\$59,050,088
FY 2004	\$6,129,555	9%	\$6,112,345	9%	\$56,113,841	82%	\$68,355,741
Total	\$9,385,118	5%	\$11,248,610	6%	\$160,896,586	89%	\$181,530,314

Mentoring Programs							
	FBO		CBO		non-FBCO		Total
	Amount	Percent	Amount	Percent	Amount	Percent	Amount
FY 2002	\$934,991	5%	\$12,336,515	71%	\$4,053,494	23%	\$17,325,000
FY 2004	\$3,173,750	11%	\$14,116,815	48%	\$12,395,245	42%	\$29,685,810
Total	\$4,108,741	9%	\$26,453,330	56%	\$16,448,739	35%	\$47,010,810

Exhibit reads: In FY 2001, successful FBO applicants received a total of \$710,445; this represented 2 percent of the total dollar value of CTC grants that year.

Quality of Applications

This section addresses two aspects of application quality. First, the report assesses the relationship between FBCO participation in competitions and the overall quality of all eligible applications to determine if there have been improvements in the application pool. The second section addresses the quality of funded applications, and if there have been improvements over time in their quality.

Application scores are used as the measure of quality. Each eligible application received a score from a review by three panelists and also may have been awarded a competitive preference. Scores assigned to faith-based and community organizations are compared to those assigned to non-FBCOs within each year to see if there are any relative changes. If the average scores received by FBO and CBO applications are initially lower than those received by non-FBCO applicants, and then the differences close in subsequent application cycles, one may presume that the quality of applications from FBOs and CBOs has increased and more closely matches the quality of applications from non-FBCOs. As a result, the pool of higher-quality programs, as measured by applicant score, may have increased due to the participation of FBOs and CBOs.

The Quality of All Eligible Applications

Changes in application quality, as measured by average scores, were mixed across the three grant programs (Exhibit 14). Scores of FBCO applicants to CTC increased relative to non-FBCO applicants from FY 2001 to FY 2004, resulting in no statistically significant difference between average scores for the two groups in the last two fiscal years. The average scores of FBCO applications to PEP remained significantly lower than those from non-FBCOs between FY 2002 and FY 2004, though the gap closed over time. The difference between FBOs and non-FBCO scores narrowed by four points while the difference between community organizations and non-FBCO scores closed by 13 points. The average application scores of FBO applicants in Mentoring remained statistically significantly lower than those of non-FBCOs, and the differences increased by two points from FY 2002 to FY 2004. There was no statistically significant difference in average application scores between CBOs and non-FBCOs for Mentoring in FY 2002. However, in FY 2004, the difference was statistically significant, though the difference between average scores of CBOs and non-FBCOs was still smaller than the difference between average scores of FBOs and non-FBCOs.

Exhibit 14
Average Grant Application Scores, by Type of Applicant, by Program,
FY 2001 to FY 2004

	FBOs	CBOs	Non-FBCOs
Community Technology Centers Program			
FY 2001	76*	77*	83
FY 2002	80*	83*	86
FY 2003	69	67	67
FY 2004	71	68	70
Carol M. White Physical Education Program**			
FY 2002	62*	52*	73
FY 2003	49*	59*	64
FY 2004	63*	62*	70
Mentoring Programs**			
FY 2002	70*	74	75
FY 2004	68*	72*	75

*The difference between this group of applicants and non-FBCO applicants was statistically significant at $p < .05$.

** Grant competitions were not held in years for which data are not presented.

Note: Comparisons across years should not be made, as the criteria may change between competitions, different reviewers are used, and the maximum score may change.

Exhibit reads: In FY 2001, the average score on applications from FBOs to CTC was 76, while the average score on applications from non-FBCOs was 83; the difference is statistically significant. In FY 2004, the average score on applications from FBOs to CTC was 71 while the average score on applications from non-FBCOs was 70; the difference is not statistically significant.

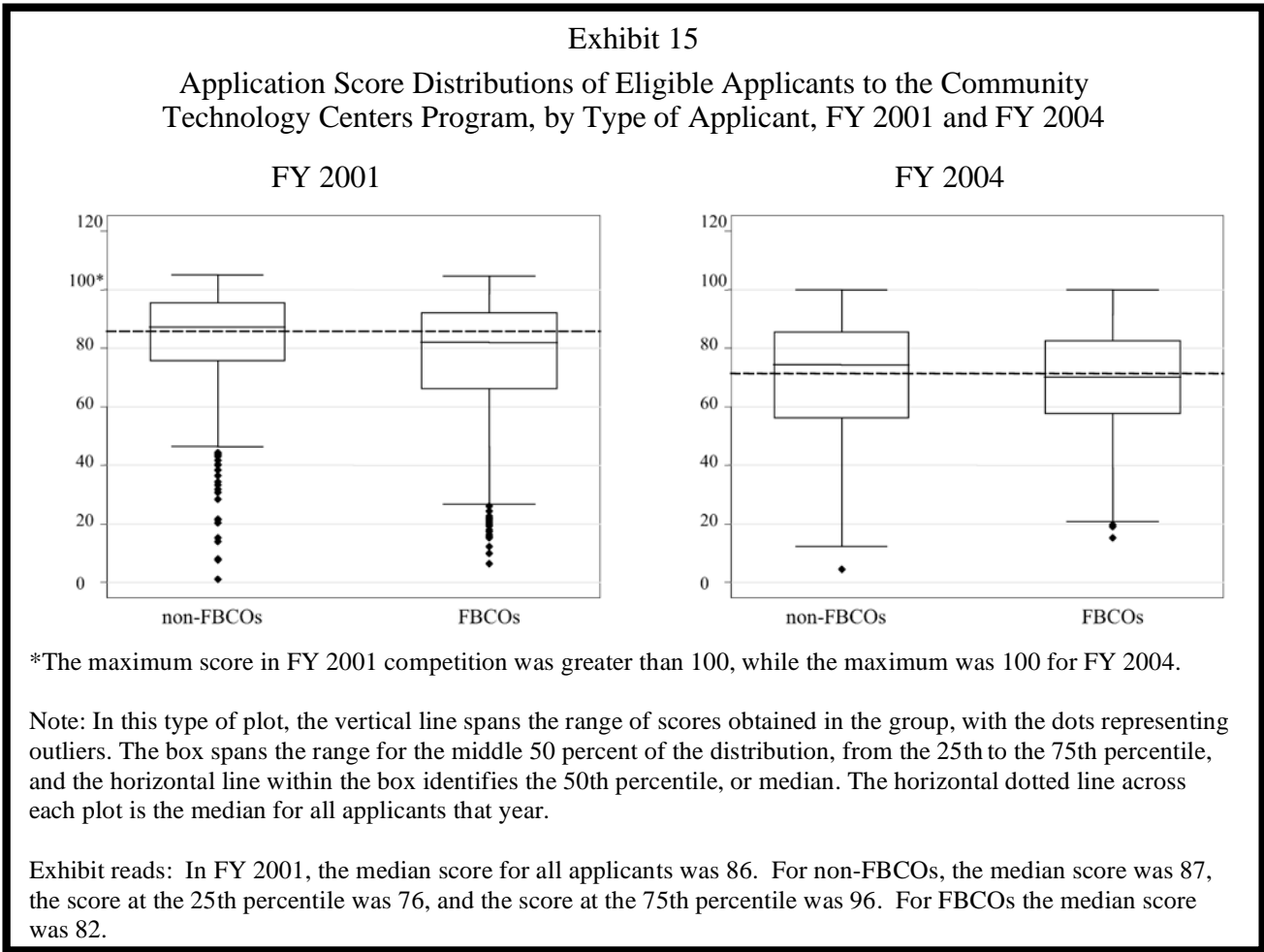
While average scores provide a measure of the overall quality of the applicant pool, they do not indicate whether the quality of grant recipients (i.e., funded grant programs) may have improved. Grant recipients are selected from among the top-scoring applicants. Examining the overall distribution of scores allows for detecting the degree to which faith-based and community organizations scored in this select group of competitive applicants. If the scores of the top FBCOs were similar to those of the top non-FBCOs, then one could presume that there were more top-scoring applicants as a result of the FBCO participation.

The remainder of this section relies on box plots to illustrate how the distributions of scores changed over time. Referring to Exhibit 15, the dotted horizontal line is the median score for all eligible applicants in that year. Each of the vertical bars illustrates the distribution of scores received by that group in that year. The solid horizontal line in the middle of each box is the median score in that group. The box surrounding that horizontal line illustrates those applicants whose scores fell within the 25th and 75th percentiles of all scores for that group that year. The

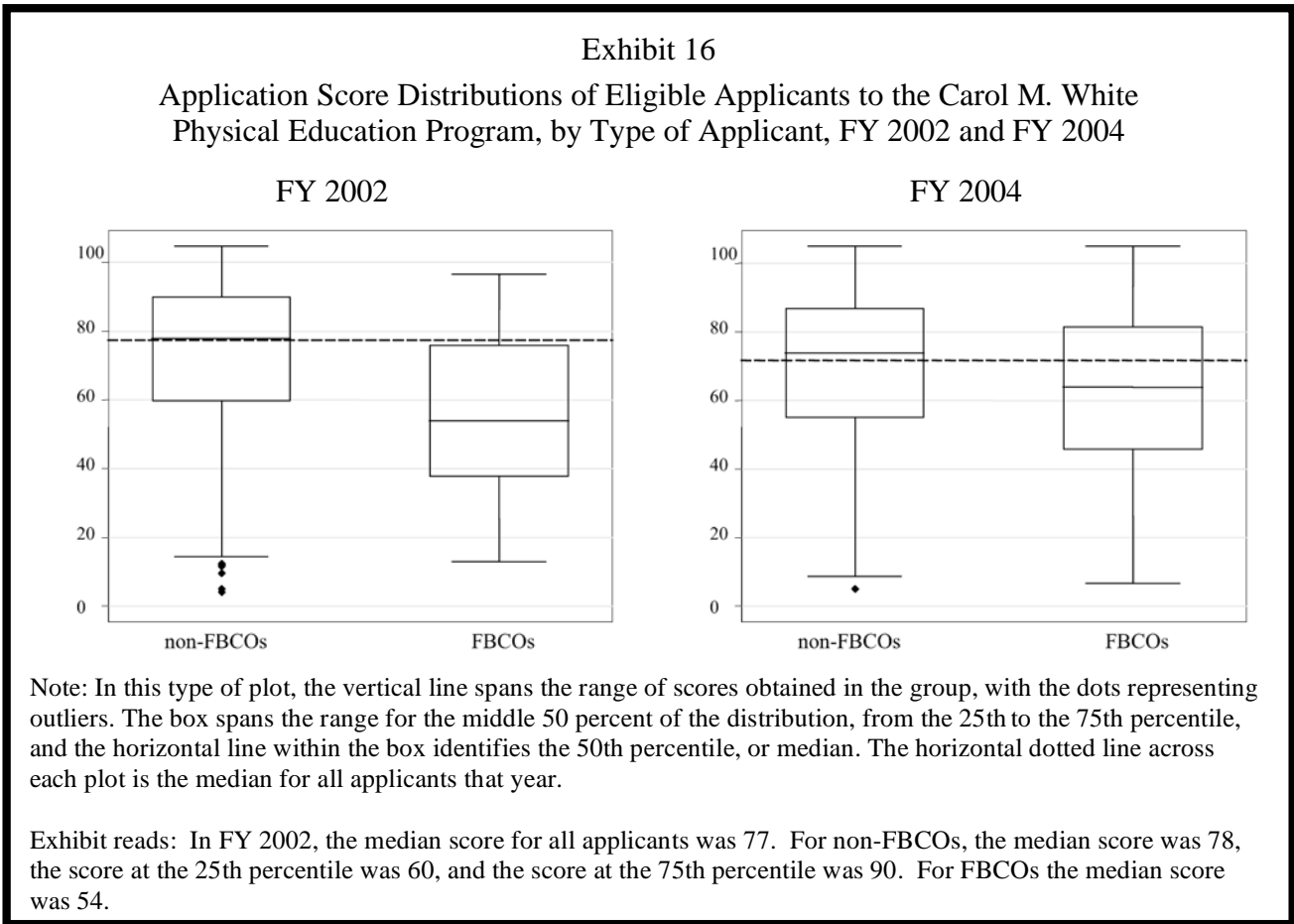
vertical lines (also known as whiskers) extending from the boxes show the range of most, or all, of the remaining scores. Beyond the whiskers, dots indicate extreme outliers.

Even though differences in average scores among applicants to CTC mostly disappeared by FY 2004, differences in the top-scoring applicants remained. There were only small changes in the top end of application scores from FBCOs relative to those of non-FBCOs (Exhibit 15). In FY 2001, the median and 75th percentile scores of FBCO applicants are five and four points below the median and 75th percentile scores of non-FBCO applicants, respectively. By FY 2004, these differences only decreased by one point each. This fact suggests that the quality of the top-applicants to CTC did not improve as a result of FBCO participation. Note that the highest scoring FBCO organization had about the same score as the highest scoring non-FBCO organization in FY 2001 and again in FY 2004.

One noticeable change, however, was in the lower end of the score distributions for CTC applicants. In FY 2001, the 25th percentile and minimum scores of FBCOs were lower than those of non-FBCOs. By FY 2004, however, FBCO applicants scored much higher than non-FBCOs in FY 2001. This shift in the distributions of scores among the least qualified applicants explains why the average difference between FBCO and non-FBCO narrowed for the program. That is, the relative changes in average CTC scores reported in Exhibit 14 are due in large part to a higher percentage of non-FBCOs scoring below 40 in FY 2004 than in FY 2001.

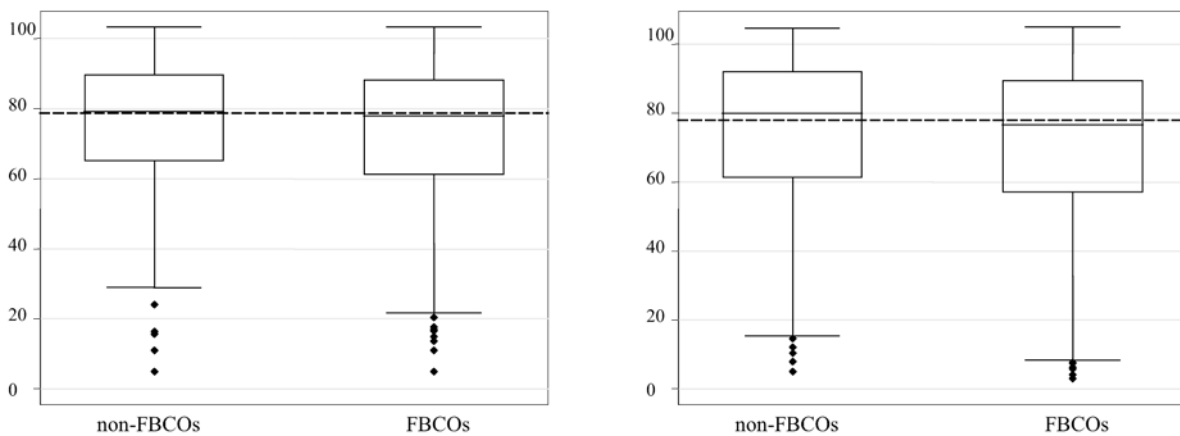


The participation of FBCOs in the PEP grant process is associated with an increase in the pool of high-scoring applicants due to the increase of FBCO scores at the higher end of the distributions in FY 2004 (relative to non-FBCO scores). Although differences in the average scores of applications between FBOs and CBOs compared with non-FBCOs remained statistically significant through FY 2004, the distribution of scores of FBCO applicants to the PEP grant program at the higher end increased relative to non-FBCO applicants (Exhibit 16). The difference in the median scores between FBCO applicants compared with non-FBCOs decreased from 24 points in FY 2002 to 10 points in FY 2004. Similarly, the differences at the 75th percentiles decreased from 14 points to five points. Finally, there was no difference in the maximum scores in FY 2004 whereas the difference in FY 2002 was eight points.



The participation of FBCOs in Mentoring was associated with an increase in the pool of high-scoring applicants in both FY 2002 and FY 2004. Recall that Exhibit 14 showed that in both FY 2002 and FY 2004, the differences in the average scores between FBOs and non-FBCOs were statistically significant. However, the scores at the higher ends of both the FBCO and non-FBCO distributions were very similar (Exhibit 17). At the 75th percentile, the difference was one point in FY 2002 and two points in FY 2004. There were almost no differences in the 90th percentile and maximum scores in both years.

Exhibit 17
Application Score Distributions of Eligible Applicants to Mentoring Programs,
By Type of Applicant, FY 2002 and FY 2004



Note: In this type of plot, the vertical line spans the range of scores obtained in the group, with the dots representing outliers. The box spans the range for the middle 50 percent of the distribution, from the 25th to the 75th percentile, and the horizontal line within the box identifies the 50th percentile, or median. The horizontal dotted line across each plot is the median for all applicants that year.

Exhibit reads: In FY 2002, the median score for all applicants was 79. For non-FBCOs, the median score was 79, the score at the 25th percentile was 65, and the score at the 75th percentile was 90. For FBCOs the median score was 78.

The Quality of Funded Applications

As would be expected in a competitive grant process, there was almost no difference in the average scores of successful applicants across programs in each year (Exhibit 18). The largest difference, four points, is found between FBO and non-FBCO applicants to PEP in FY 2003.¹⁴

Exhibit 18			
Average Grant Application Scores of Successful* Applicants, by Type of Applicant, FY 2001 to FY 2004			
	FBOs	CBOs	Non-FBCOs
Community Technology Center Program			
FY 2001	101	101	101
FY 2002	106	105	106
FY 2003	91	88	89
FY 2004	97	97	97
Carol M. White Physical Education Program			
FY 2002	95	92	94
FY 2003	86	89	90
FY 2004	97	96	95
Mentoring Programs			
FY 2002	97	97	97
FY 2004	99	99	100

Note: Comparisons across years should not be made, as the criteria may change between competitions, different reviewers are used, and the maximum score may change.

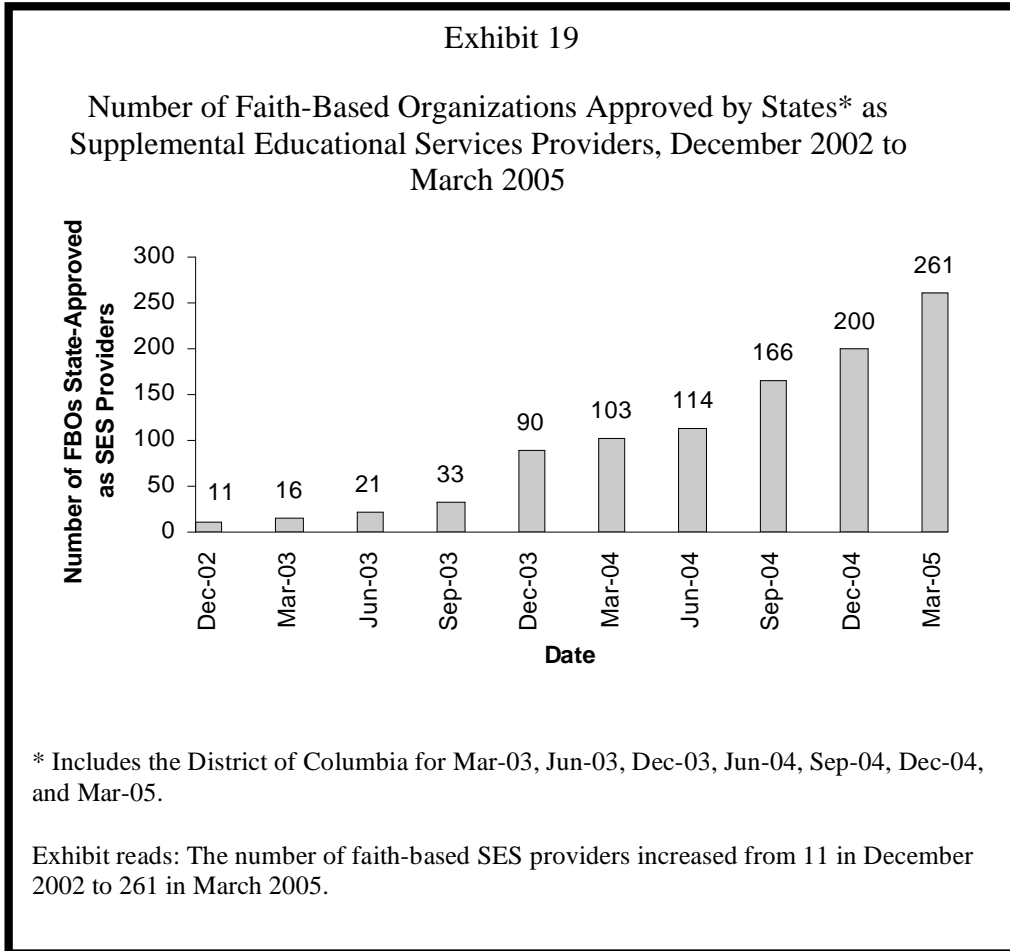
*Received grant.

Exhibit reads: In FY 2001, the average score of funded FBO, CBO, and non-FBCO applications to CTC is 101.

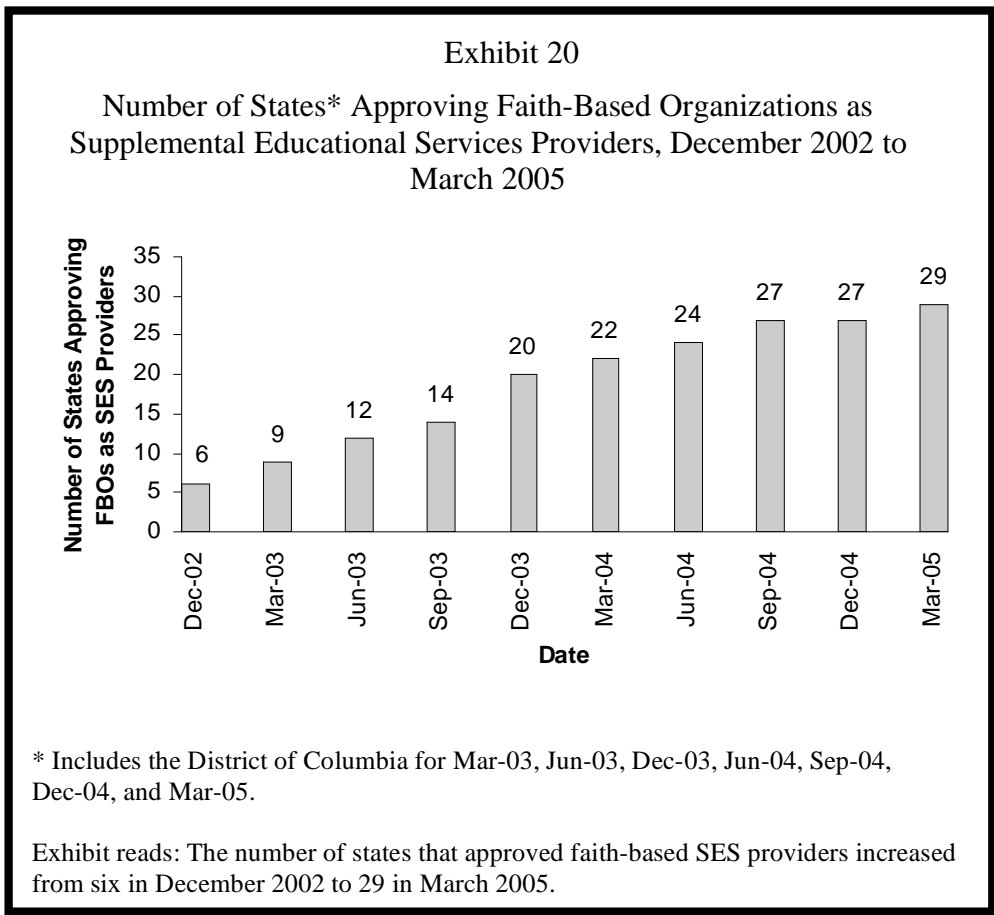
Supplemental Educational Services Providers

States' approval of faith-based organizations as supplemental educational services (SES) providers has increased substantially since December 2002, when states first began approving SES providers.¹⁵ The number of faith-based SES providers increased from 11 to 261 (over twentyfold) between December 2002 and March 2005 while the total number of approved SES providers increased fourfold (from 662 to 2,689) over the same time period. Furthermore, the number of states that have approved FBOs as SES providers increased from six in December 2002 to 29 in March 2005. Lastly, the proportion of SES providers that are FBOs increased from 2 percent of all providers to 10 percent during the same time period. The number of faith-based state-approved SES providers increased dramatically since the beginning of SES under the *No Child Left Behind Act of 2001 (NCLB)* (Exhibit 19). In December 2002, states had approved 11

faith-based providers. As states worked to implement the requirements of *NCLB*, the number of approved faith-based SES providers increased gradually through September 2003, by which time states had approved 33. Between September and December 2003, the number of approved faith-based SES providers increased by 57. The next six months were relatively slow in the number of approved faith-based SES providers, but then picked up through March 2005 as the number almost tripled to 261.

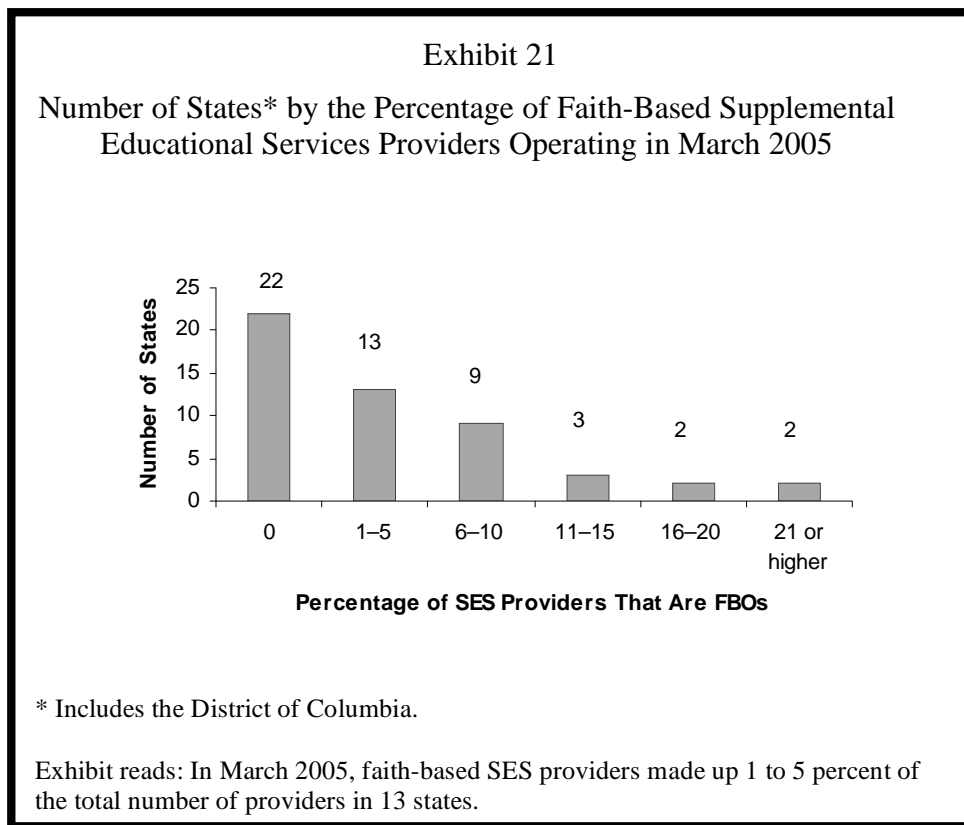


The number of states that have approved faith-based SES providers also has increased since states first began approving providers (Exhibit 20). At first, six states had approved faith-based SES providers. This number increased gradually to 11 states and the District of Columbia in June 2003. Between then and December 2003, an additional eight states that had not approved faith-based SES providers added them to their rolls. During the subsequent 12 months, the number of states with approved faith-based SES providers increased by seven. Since January 2005, two additional states have added at least one faith-based SES provider to their approved lists, bringing the total number of states with approved faith-based SES providers to 29.

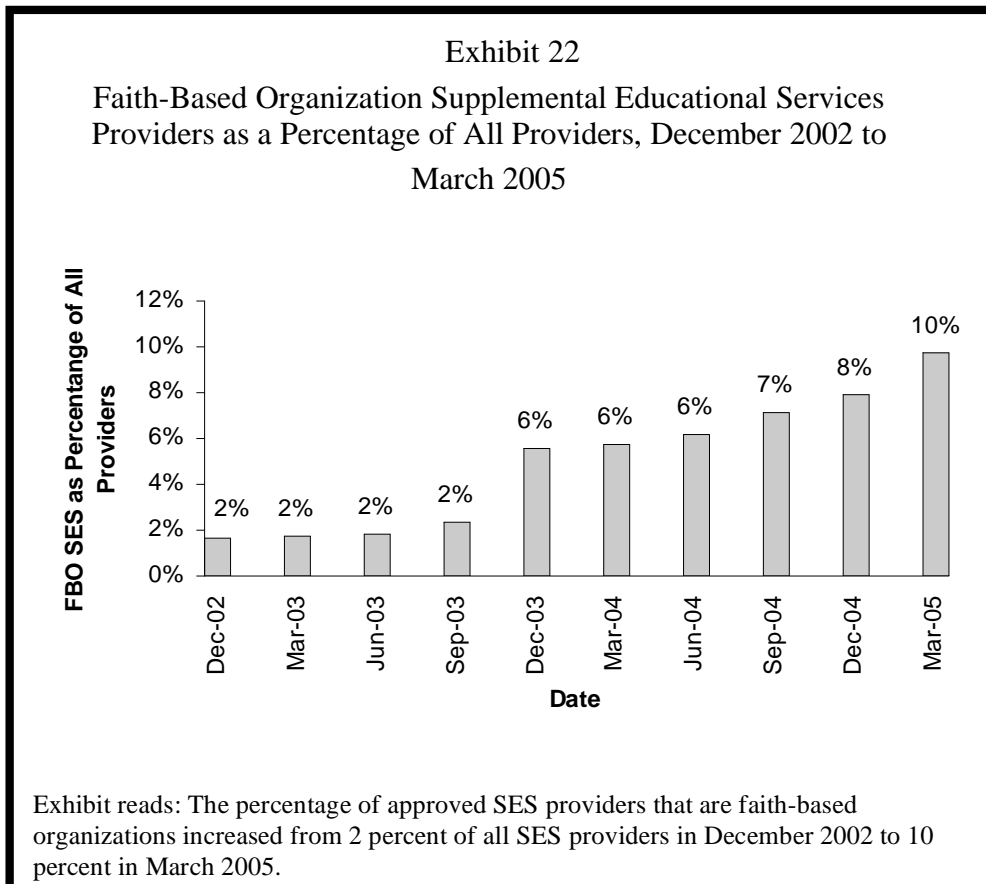


The 29 states that had approved faith-based SES providers in March 2005 were Alabama, Arkansas, California, Colorado, Connecticut, Delaware, the District of Columbia, Florida, Georgia, Illinois, Indiana, Kansas, Kentucky, Louisiana, Maryland, Michigan, Minnesota, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Tennessee, Virginia, Washington, and Wisconsin. The number of faith-based SES providers by state ranged widely. Twenty-one of the 29 states had approved only one to five faith-based providers. There were five states, however, that had more than 20 faith-based organizations listed among their approved providers. In March 2005, the state with the greatest number of approved faith-based providers was Ohio, with 57 faith-based providers on its approval list.

The variance in the number of approved faith-based providers by state is related to the total number of approved providers, including non-faith-based organizations, in the state. Demand and availability for SES likely explain most of the variation in the overall numbers. Rural states or states with fewer schools identified for improvement tend to be more likely to have lower numbers of approved SES providers. Faith-based organizations make up less than 10 percent of the approval list in over four-fifths of the states (Exhibit 21). In Wisconsin and Ohio, however, FBOs constitute a substantial proportion of all providers. In Wisconsin, FBOs made up 24 percent of all providers, while in Ohio, they accounted for more than a quarter (27 percent) of them. Both states were among the top 10 states with the largest overall numbers of approved providers. It is unclear why faith-based providers appear to have been more successful in certain states.



The overall percentage of SES providers that are FBOs increased from 2 percent in December 2002 to 10 percent in March 2005 (Exhibit 22). During the first nine months when states began approving SES providers, the percentage that was faith-based remained around 2 percent. This proportion increased dramatically through December 2003, to 6 percent. Growth in the percentage of SES providers that are faith-based has been fairly steady since then, increasing to 10 percent by March 2005.



Conclusions

It is clear that, since FY 2001, faith-based organizations (FBOs) and community-based organizations (CBOs) have sought to become more active in the three grant programs reviewed in this report. While funds to the CTC program had diminished by FY 2004, the proportion of grant applicants who were FBOs and CBOs increased. Furthermore, the numbers of FBO and CBO applicants to the PEP and Mentoring grant programs increased during the time period covered in this report and, in both instances, became larger proportions of applicants to those two programs.

There were no clear patterns in the disqualification rates for FBOs and CBOs to the three grant programs. Among applicants for CTC grants, the disqualification rate for FBOs was lower than the disqualification rate for non-FBCOs while the CBO disqualification rate was about the same as the non-FBCO rate. Among applicants for PEP grants, applications from FBOs and CBOs were disqualified at higher than applications from non-FBCOs. The disqualification rates for FBO and CBO applicants for Mentoring grants were about the same as the non-FBCO rate.

While FBOs and CBOs have been more active in applying for Department grants, they have met with mixed results in the success of those applications. FBO success rates have typically been lower than overall success rates. FBO success rates twice exceeded the overall success rates for CTC applications, in FY 2002 when 56 grants were awarded and again in FY 2004, when only 25 grants were awarded to FBOs. Furthermore, FBO success rates were consistently below overall rates for PEP and Mentoring. By FY 2004, the gaps in the success rates between FBOs and non-FBCOs had closed in CTC and PEP but increased slightly in Mentoring. CBO applicants did not fare much better. Their success rates for each program sometimes exceeded the overall rates and sometimes fell well below them.

The participation of FBCOs is associated with an increase in the pool of higher-quality applicants to PEP and Mentoring as measured by applicant scores, however the evidence for CTC is neutral. Among the top-scoring applicants, gaps between FBCOs and non-FBCOs in scores for the PEP grant program closed considerably from FY 2002 to FY 2004. In the Mentoring program, the top FBCO applicants shared similar scores to the top non-FBCO applicants in both competition years. These trends suggest that competition among the applicants most likely to receive awards (e.g., those with the highest scores) increased as a result of FBCO participation in the PEP and Mentoring competitions. In the CTC program, however, gaps between FBCO and non-FBCO scores at the higher ends of their distributions persisted from FY 2001 to FY 2004, indicating that, based on scores alone, FBCO participation did not necessarily improve the quality of grant recipients to this program.

Lastly, there was tremendous growth in the participation of FBOs in the provision of supplemental educational services (SES). The number of FBOs approved to be SES providers increased from 11 in December 2002 to 261 in March 2005. This growth rate vastly exceeded that of non-FBOs, as the percentage of all providers who were FBOs grew from 2 percent to 10 percent during the same 26-month time period, and a greater number of states have approved FBOs as SES providers.

Notes

¹ U.S. Department of Education. “Center for Faith-Based and Community Initiatives.” <http://www.ed.gov/about/inits/list/fbci/index.html?src=oc> (last accessed on Nov. 29, 2007).

² White House Office of Faith-Based and Community Initiatives (2001). *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*. <http://www.whitehouse.gov/news/releases/2001/08/unlevelfield.html> (last accessed on Nov. 29, 2007).

³ U.S. Department of Education, “Participation in Education Department Programs by Religious Organizations; Providing for Equal Treatment of All Education Program Participants”; final rule, 69 *Fed. Reg.* 31707–31715 (June 4, 2004), codified at 34 *CFR* 74.44(f), 75.52, 76.52, 80.36(j).

⁴ U.S. Department of Education. “Center for Faith-Based and Community Initiatives.” <http://www.ed.gov/about/inits/list/fbci/index.html?src=oc> (last accessed on Nov. 29, 2007).

⁵ In Title IX, Sec. 9101, of the *Elementary and Secondary Education Act*, a CBO is defined as a “public or private nonprofit organization of demonstrated effectiveness that—(A) is representative of a community or significant segments of a community; and (B) provides educational or related services to individuals in the community.” The Department does not have a standard definition for an FBO. The Department identifies FBOs using a combination of methods. For example, a nonprofit organization that applies for federal funds may self-identify as an FBO as part of a voluntary survey that is included in grant application packages. In cases where an organization elects not to complete this survey, the Department applies a number of other methods to identify organizations, including the review of information from grant applications, information provided by program staff familiar with the organization, Internet research, or name recognition. If there is any uncertainty, an applicant is not identified as an FBO.

⁶ These grants were identified by extracting the two-digit award year from the grant award number. When a grant application is first received, it receives an award number, a portion of which is the fiscal year.

⁷ U.S. Department of Education, Policy and Program Studies Service. “Supplemental Service Providers on State Web Sites,” (May 3–5, 2004 and April 28–30, 2003), unpublished database.

⁸ U.S. Department of Education, “Office of Vocational and Adult Education; Community Technology Centers Programs; Notices,” 69 *Fed. Reg.* 20765, 20769 (April 16, 2004).

⁹ See 20 *U.S.C.* 7261e(a).

¹⁰ U.S. Department of Education, “Office of Safe and Drug-Free Schools--Carol M. White Physical Education Program; Notice Inviting Applications for New Awards for Fiscal Year (FY) 2003”; 68 *Fed. Reg.* 15912 (April 1, 2003).

¹¹ U.S. Department of Education, “Office of Safe and Drug-Free Schools; Overview Information; Mentoring Programs; Notice for Inviting Applications for New Awards for Fiscal Year (FY) 2004”; 69 *Fed. Reg.* 30799 (May 28, 2004).

¹² U.S. Department of Education, “Office of Safe and Drug-Free Schools; Overview Information; Mentoring Programs; Notice for Inviting Applications for New Awards for Fiscal Year (FY) 2002”; 67 *Fed. Reg.* 36580, 36581 (May 24, 2002).

¹³ An internal OSDfS FY 2002 Mentoring Programs summary found that 72 percent of FBCO applicants were novice applicants and 53 percent of LEA (non-FBCO) applicants were novice applicants. Considering that FBCOs

are, or were, barred from many Department grant programs, it is not surprising that most FBCO applicants were novices. While there are no data for other years or other programs, it is reasonable to conclude that FBCOs are often novice applicants.

¹⁴ Tests for the statistical significance of difference were not run due to small group size, below 10 in many cases.

¹⁵ All counts of SES providers include the 50 states and the District of Columbia.



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