Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program

Rural Pilot Program
Abstract

Andrew Klein, Ph.D.
Advocates for Human Potential, Inc.
Principal Investigator

Mitchell Brown, Ph.D.
Institute for Community Peace

Mark Small, J.D, Ph. D.
Clemson University

Debby Tucker, M.P.A.
National Center on Domestic and Sexual Violence

Rob Fischer, Ph.D.
Case Western Reserve University

June 2009

Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program, Rural Pilot Program

Abstract

This report details the evaluation of the Office of Violence Against Women's (OVW) Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program (Rural Pilot Program), funded by the National Institute of Justice (NIJ). The Rural Pilot Program was designed to reach out to small faith and community-based organizations (FBCO) not already addressing domestic violence in order to expand domestic violence services in rural areas for underserved populations. Like other federal faith-based and community initiatives, it was designed to be administered through a cooperative agreement with select intermediary organizations, charged with recruiting FBCOs, supporting their domestic violence activities, and providing them technical assistance to develop their capacity. OVW allocated $4 million for this program, with 80% of this amount passed through the intermediaries to the FBCOs for a one year period.

Although Congress mandated that the Rural Pilot Program include an evaluation under the auspices of NIJ, the program itself was not designed to accommodate a rigorous outcome or impact evaluation. Nonetheless, this report includes a process evaluation, a capacity study, and an examination of faith-infusion and the value-added of the faith-based approach. The evaluation utilized a mixed-methods approach, including case studies, organizational assessments, surveys, interviews, and focus groups. It also compares the Rural Pilot Program with the non-governmental agencies funded in 2005 through OVW's on-going rural domestic violence

funding program, the Rural Domestic Violence and Child Victimization Enforcement Grants Program.

The evaluation findings are captured in four main areas: structure of the grant program; the intermediaries; organizational capacity; and faith infusion and differences between the faith-based and community organizations. In summary, it found that the organization of the Rural Pilot Program hampered its ability of the intermediary organizations to administer the program. The differences in size and scope of the three intermediaries produced three very different sets of outcomes. The types of assistance needed for organizational development differed from that anticipated by OWV. Differences between self-identified faith-based and community organizations were found in the activities of the organizations and in minimal differences in organizational capacity, revolving around governance, funding streams, and volunteerism.

In sum, the Rural Pilot Program mostly funded established domestic violence programs, resulting in some expansion of domestic violence services but not domestic violence programs, and most of these were for community-based programs. The goal of building the capacity of funded subgrantees to sustain the provision of domestic violence services was overshadowed by service demands. And while its inception was creative, the on-going OVW rural discretionary program appears to fund FBCOs that provide at least equivalent services to victims in rural communities as that provided by the Rural Pilot Program although the latter increased participation of faith-based agencies.

Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program

Rural Pilot Program
Executive Summary

Andrew Klein, Ph.D.
Advocates for Human Potential, Inc.
Co-Principal Investigator

Mitchell Brown, Ph.D.
Institute for Community Peace
Co-Principal Investigator

Mark Small, J.D., Ph.D.
Clemson University
Co-Principal Investigator

Debby Tucker, M.P.A.
National Center on Domestic and Sexual Violence

Rob Fischer, Ph.D.
Case Western Reserve University

Christina Walsh
National Center on Domestic and Sexual Violence

June 2009

Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program, Rural Pilot Program

Executive Summary

This report details the evaluation of the Office on Violence Against Women's (OVW) Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program (Rural Pilot Program), funded by the National Institute of Justice (NIJ). The Rural Pilot Program was designed to reach out to small faith-based and community organizations (FBCOs) not already addressing domestic violence in order to expand domestic violence services in rural areas for underserved populations. The Rural Pilot Program was designed to be administered through a cooperative agreement with select intermediary organizations charged with recruiting FBCOs, supporting their domestic violence activities, and providing them technical assistance to develop their capacity. OVW allocated $4 million for this program, with 80% of this amount passed through the intermediaries to the FBCOs. It was initially envisioned that the program would extend over a one-year period.

Although Congress mandated that the Rural Pilot Program include an evaluation under the auspices of NIJ, the program itself was not designed to accommodate a robust outcome or impact evaluation. Notwithstanding these challenges, this report includes a process evaluation, a capacity study, and an examination of faith-infusion and the value-added of the faith-based approach. The evaluation utilized a mixed-methods approach, including case studies, organizational assessments, surveys, interviews, and focus groups. It also compared the Rural Pilot Program with the nongovernmental agencies funded in 2005 through OVW's ongoing rural

domestic violence funding program, the Rural Domestic Violence and Child Victimization Enforcement Grants Program.

Program Summary

In October 2005, OVW selected three intermediary organizations to administer the Rural Pilot Program (one of these organizations withdrew from the process, and a replacement organization was named 10 months later). Although the roles of the three intermediary organizations were the same, they were assigned different geographical catchment areas of significantly different sizes (one had a multi-county catchment area, the second had a state catchment area, and the third covered the remainder of rural United States). The intermediaries were allowed two months to canvass their areas and solicit grants; none recruited as many applicants as they anticipated in their proposals to OVW.

One hundred seventy-two FBCOs applied for funding, and 54 were funded. OVW awards ranged from $12,172 to $100,000, averaging $55,630. The funded applicants (subawardees) were located in 24 states around the country. All but two of the subawardees were located in rural jurisdictions. A third of the subawardees identified themselves as faith-based organizations, and included congregation-based organizations, faith-based service organizations, and ministerial alliances. Although the Rural Pilot Program aimed to expand services for underserved rural victims by reaching out to FBCOs new to domestic violence service, almost all of the subaward agencies had pre-existing domestic violence service programs, though 80% were not primarily organized as domestic violence service providers. The age of the subaward organizations ranged from new to 81 years, with a mean of 16 years; there was no statistically significant relationship between the age of the organizations, whether or not they were funded, and the intermediary through which they applied for funding. Almost 40% had received prior Federal funding relating

to domestic violence. The funded activities of the subawardees divided into two major groups: provision of direct victim advocacy and services and domestic violence education. Many of the activities funded by the Rural Pilot Program represented the expansion of existing programs or the resurrection of activities that had been previously cut or reduced.

Findings

The evaluation findings are captured in four main areas: structure of the grant program, the intermediaries, organizational capacity, and faith infusion and differences between the faith-based and community organizations.

Structure of the Grant Program

Organization of the Rural Pilot Program by OVW limited the ability of the intermediary organizations to administer the program. This occurred in three areas: first, by the decision-making process for subawards whereby there were two separate reviews and conflicting decisions about awards; second, through inconsistent processes among the three intermediaries for reporting and funding allocations; and third, through slow and inconsistent responses to intermediary requests for information and assistance. The demand for Federal funding to provide domestic violence programming by small, rural FBCOs, at least as reflected in applicant rates to this particular grant program, was substantially overestimated by OVW and the intermediary organizations.

Intermediaries

The differences in size and scope of the three intermediaries produced different outcomes in terms of the ability of the intermediaries to do their job. The almost national catchment area assigned to one of the intermediary organizations compromised its ability to fulfill program requirements to canvass jurisdictions to determine funding needs and then grant subawards

accordingly. The intermediary with the smallest catchment area experienced conflict of interest in its funding recommendations and conflict with the agencies that were eventually funded, as a result of direct competition with their FBCOs over future funding. This intermediary, however, was able to recruit significantly more faith-based applicants than the other two intermediaries, due in large part to being allowed to conduct a second round of the RFP process.

Each of the intermediary organizations took a different approach to addressing technical assistance content and delivery. While each of these delivery models possessed strengths and limitations, these did not affect capacity changes among the subaward organizations over the life of the grant. The intermediary organizations were also expected to develop ongoing supportive relationships with the subawardees after the life of the grant. Half of the FBCOs reported having contact with the intermediary organizations after funding ended, though this "assistance" primarily comprised forwarded e-mails about trainings and upcoming conferences. One of the intermediary agencies, established specifically in response to the OVW request for proposals, disbanded when its funding terminated.

Organizational Capacity

From a reading of the original RFP for the Rural Pilot Program, it was expected that many of the subaward organizations would need assistance with very basic operational functions. While the successful applicants proved to be in need of technical assistance and support in many areas, the types of assistance needed differed from those anticipated by OWV. There were few capacity changes for the subaward organizations between the time they were awarded the grants and the end of the grant period. Further, some positive changes were experienced by the funded organizations as compared to those organizations that were not funded, though these changes were small and centered around improvements in management and operations, organizational

governance, and fundraising and resources. Many of the organizations also noted increases in exposure to grassroots organizations in their communities, increases in media attention, and increases in endorsements from public officials that they would not have received had it not been for receipt of Rural Pilot Program funding.

Part of the intent of a focus on organizational capacity building was enhancing program sustainability after Federal funding ended. Organizational capacity was measured a third time 6-12 months after funding ended, and some of the gains made over the grant period were sustained. Maintenance of these changes was seen in organizational staff size, information technology, and organization funding. However, this capacity assessment was conducted prior to the economic downturn, and therefore we cannot know whether these organizational changes endured through the crisis that arose in 2008.

Faith Infusion and Differences between Faith-Based and Community Organizations

All funded organizations were assessed to examine the extent that "faith" played a role in their organization's structure, administrative practices, and in the implementation of their domestic violence program. While one third of the subaward organizations noted that they were faith-based in their applications, using a faith-infusion survey, 47% of organizations noted some faith component to their work, though only 20% could be counted as being a "faith-infused," meaning that organizational characteristics have a distinctive faith-based approach. In terms of organization administration, only 6% of organizations were characterized by a faith-based approach, and, examining programming, less than 20% had a faith-based approach.

The difficulty in defining what faith-based actually means aside, differences between self-identified faith-based and community organizations were found in two main areas. First, there were some differences in the activities of the organizations. Community-based

subawardees were more likely to offer victim advocacy, legal advocacy, and emergency services as compared with the faith-based subawardees. The faith-based subawardees were more likely to offer victims emergency cash assistance and staff, volunteer, and clergy training. They were equally likely to provide shelter services and education to the community. Second, there were some minimal differences in organizational capacity between the faith-based and community organizations. These differences revolved around governance, funding streams, and volunteerism.

Conclusions

In sum, the Rural Pilot Program mostly funded established domestic violence programs, resulting in some expansion of domestic violence services but not domestic violence programs, and most of these were for community-based programs. The goal of building the capacity of funded subgrantees to sustain the provision of domestic violence services was overshadowed by service demands. And while the Rural Pilot Program's inception was creative, the ongoing OVW rural discretionary program appears to fund FBCOs that provide at least equivalent services to victims in rural communities as those provided by the Rural Pilot Program.

In terms of policy, the faith-based initiative is an example of the positive effects of policy innovation and diffusion. Our field observations suggest that the program brought beneficial assistance to FBCOs in rural areas. At the same time, there are areas in which the program could be improved.

1. Commit to longer-term funding of both the intermediaries and subaward organizations if the goal of programs is to increase service delivery outputs and outcomes and organization/programmatic sustainability. One year was simply inadequate to achieve any

of the capacity and sustainability goals that were outlined in the original RFP for this program.

2. Several improvements could be made to the intermediary model, including: greater training and resources for the intermediaries before the start-up of the programs, increasing the cap of 20% of programs funds for intermediary efforts, allowing the intermediary more time before and after the funding period for the subaward organizations, and increasing the amount of time and resources intermediaries had to recruit applicants. Finally, it cannot be assumed that agencies who submit the best applications to be intermediaries necessarily have the resources to fulfill the different roles required of them—thus intermediary selection may need to include more than the normal application review, for example, site visits to the top rated applicants to assess their capacity to carry out the work.
3. Of the national, state, and regional intermediary models, the statewide model appears to have the most potential. State domestic violence coalitions that receive ongoing Violence Against Women Act funding would appear to represent good options.
4. OVW continues to need to work on developing a reporting system that is user-friendly, particularly if the priority is to attract smaller programs that have never before received Federal assistance.
5. Design FBCO grant programs that allow for experimental or even quasi-experimental evaluation studies, both of the value-added of faith-based service delivery, and of the intermediary model.

The report also includes eight case studies of various subawardees funded through the three intermediary agencies, including both faith-based and community organizations. They

include: 1) Advocacy and Resource Center, Sheridan, Wyoming; 2) Wyoming Association of Churches (Wyoming); 3) City Life, Inc., Emmet, Idaho; 4) First Christian Church: Families of Faith Prevention Project, Cheyenne, Wyoming; 5) Ministry Alliance in Regaining Your Safety, Pickens, South Carolina; 6) Crisis Intervention Services, Cody, Wyoming; 7) Blount County CASA Association, Oneconta, Alabama; and 8) Southwest Arkansas Domestic Violence Center, DeQueen, Arkansas. There is an additional case study of the Christians Associated in United Service where Federal funding was withdrawn after it was learned that the clergy Director was on parole for assaulting a former intimate partner. The study illustrates differences between how some in the faith community and the domestic assault advocacy community view abusers and their reformation. Finally, the report includes a survey on the particular dimensions of domestic violence in rural communities completed by almost all of the subawardees.

Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program

Rural Pilot Program

Andrew Klein, Ph.D.
Advocates for Human Potential, Inc.
Co-Principal Investigator

Mitchell Brown, Ph.D.
Institute for Community Peace
Co-Principal Investigator

Mark Small, J.D., Ph.D.
Clemson University
Co-Principal Investigator

and

Debby Tucker, M.P.A.
National Center on Domestic and Sexual Violence

Rob Fischer, Ph.D.
Case Western Reserve University

Christina Walsh
National Center on Domestic and Sexual Violence

June 2009

TABLE OF CONTENTS

i. Introduction:

Background of Program and Evaluation

Need for initiative to reach out to underserved rural America

The Office on Violence Against Women's (OVW) Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program (hereafter referred to as "Rural Pilot Program"), like OVW's general Rural Domestic Violence and Child Victimization Enforcement Grant Program (Rural Domestic Violence),[1] was designed to expand domestic violence services to underserved, rural populations.

Research suggests a particular need for expanded services for victims of domestic violence in rural areas (Tiefenthaler, 2005). Analyzing the distribution of programs to assist victims of intimate partner violence across the county,[2] less than a third of rural counties had domestic violence victim service programs, including shelter, hotline, legal services, or counseling programs (35). By comparison, 71% of urban counties had such programs. Discrepancies were also greater in terms of specific services available to victims of domestic violence. For example, only 25% of rural counties had battered women shelters compared to 66% of urban counties. Even if a rural county had a shelter, in large rural counties, that shelter may have been inaccessible to most of the county residents. Specific rural regions had even less resources. Mississippi and Kentucky, for example, had domestic violence programs in only 15% of their counties.

The same research also documented the difficulty Federal authorities have had reaching underserved areas. Existing funding processes favor ongoing organizations. To receive funding from OVW's largest program, the STOP Violence Against Women Formula Grants Program, for

[1] 42 U.S.C. §13971, Violence Against Women Act, Title IV of the Violent Crime and Law Enforcement Act of 1994.
[2] Research based on listing provided by the National Coalition Against Domestic Violence as of 2000.

example, local agencies must apply for grants, administered by states. As a result, existing agencies tend to expand, but new programs that may target underserved women are often excluded. Many rural counties simply do not have domestic violence advocates or personnel available to even apply for these funds.

OVW's Rural Pilot Program was designed to reach out to small faith-based and community organizations (FBCOs) not addressing domestic violence, to expand domestic violence services in rural areas for underserved populations. As specified in the original OVW solicitation:

> The geographical isolation, economic structure, particularly strong social and cultural pressures, and lack of available services in rural jurisdictions significantly compound the problems confronted by those seeking support and services to end the violence in their lives and complicate the ability of the criminal justice system to investigate and prosecute domestic violence, dating violence, and child victimization cases. In addition, socio-cultural, economic, and geographic barriers create difficulties for victim service providers and other social services professionals to identify and assist victims of domestic violence, dating violence, and child victimization (OVW, 2005, 3).

Unlike OVW's congressionally mandated discretionary rural funding program, Rural Domestic Violence, Dating Violence, Sexual Assault, Stalking, and Child Victimization Enforcement Grants, as well as its other discretionary programs,[3] the Rural Pilot Program was designed to be administered through a cooperative agreement with select intermediary organizations. These intermediary organizations were charged with 1) supporting the activities of

[3] Grants to Indian Tribal Governments; Grants to Encourage Arrest Policies and Enforcement of Protection Orders; Legal Assistance for Victims Grant Program; Grants to Combat Violent Crimes on Campuses; Grants to State Sexual Assault and Domestic Violence Coalitions; Grants to Tribal Domestic Violence and Sexual Assault Coalitions; Enhanced Training and Services to End Violence Against and Abuse of Women in Later Life; Education, Training, and Enhanced Services to End Violence and Abuse of Women with Disabilities; Safe Havens: Supervised Visitation and Safe Exchange Grant Program; Transitional Housing Assistance Grants for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault; and Enhancing Culturally and Linguistically Specific Services for Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking.

small, grassroots faith-based and community organizations in serving rural victims of domestic violence through the management of competitive subawards, and 2) providing technical assistance (TA) to subaward recipients to develop their capacity to provide services to rural victims of domestic violence. The Director of OVW, however, retained final authority regarding subawards by the intermediary organizations.

Although intermediaries have been used in the past by Federal agencies, the Federal faith-based and community initiatives have made them a cornerstone to distribute subawards and technical assistance to grassroots and nonprofit organizations. First formally institutionalized through the faith-based and community initiative at the Department of Health and Human Services (HHS), intermediaries are now used throughout Federal agencies and play a much more prominent role than they have in the past. The model is now recognized as one of the key innovations of the Federal FBCO initiatives (White House, 2008, viii, cited in Fisher, 2008).

The OVW solicitation specified particular interest in responding to needs of underserved victims, including migrant workers; geographically isolated victims; the elderly; individuals with disabilities; and cultural, linguistic, or ethnic minority groups. OVW allocated $4 million to the Rural Pilot Program. It required that 80% of the amount awarded to the intermediary agencies (grantees) be passed through to faith-based and community organizations (subawardees) (OVW, 2005). The award period for the pilot program was to be no more than 12 months.

OVW emphasized that grantee organizations selected would be those who had a history of working with small faith-based and community organizations, expertise in providing services to victims of domestic violence, and a demonstrable capacity to reach and train a broad network of small, grassroots, faith-based and/or community organizations. Further, OVW stipulated that grantees must be able to

> create new avenues of partnership and collaboration between small faith-based and community organizations and law enforcement officers, prosecutors, victims' advocacy groups, and other related parties to investigate and prosecute incidents of domestic violence and dating violence (OVW, 2005).

The program was designed to tap into and promote the involvement of rural faith-based and community organizations because OVW expressed the belief that "[m]ore often than not, victims of domestic violence seek the comfort, guidance, and assistance of faith-based and community organizations because these organizations are trusted members of the communities in which they live." The trust afforded these organizations allows them to provide social services on a level not traditionally supported by the Federal government.

> OVW recognizes the value of this history and seeks to promote greater and more equitable participation of faith-based and community organizations in social service programs supported by the Department of Justice through the Faith-based and Community Initiative in order to fulfill its mandate to effectively serve victims of domestic violence (3).

A rural state is a state with a population density of 52 or fewer persons per square mile or a state in which the largest county has fewer than 150,000 people based on the 1990 census. Although rural communities in non-rural states were eligible to receive Pilot Program subawards, the grantees were restricted to agencies in rural states. Intermediary grantee applications were due April 18, 2005.

The initial solicitation also included a list of intermediaries' duties:

1) Developing a process for selecting subgrantees, 2) Educating subaward recipients about victim safety and promising practices, 3) Conducting needs assessment for all subgrantees, 4)

Implementing organizational and business management policies, 5) Establishing administrative mechanism for reporting of subgrantee activities, and 6) Establishing mechanisms for the delivery of "satisfactory" technical assistance.

The types of technical assistance to be provided by the intermediary agencies was described in some detail, including incorporation of "best practices"; appropriate and effective community education and prevention; development of mechanisms to ensure timely and accurate reporting on award activities; outreach, recruitment, and management of volunteers and non-governmental support; and legal assistance for incorporation and related matters. Also, the intermediary agencies were to provide needs assessments to identify subaward recipients' needs and the needs of their communities, and to develop organizational and business management policies and practices. Finally, OVW stipulated that grantees must ensure that funded activities promoted victim safety and deny funding to potential subgrantees that compromised that safety.

The solicitation described potential subgrantees as "small" faith-based or community organizations, with preference for those that had **not** received prior funding from the U.S. Department of Justice. The subgrantees were restricted to those with fewer than 10 full-time employees and an annual budget of less than $100,000. Later, OVW amended that requirement to not more than $100,000 budget for domestic violence services and $300,000 for the overall subgrantee budget. The $300,000 figure was subsequently increased to $350,000. The activities to be supported included providing treatment, counseling, and/or assistance to victims, including immigration matters, and developing domestic violence education and prevention strategies in cooperation with the community being served.

How this process would theoretically work is captured in a logic model developed based off of the original RFP for the intermediary organizations. It can be found in Appendix A. In

short, intermediaries would issue their own RFP to which faith-based and community organizations would respond. Grants would be awarded, and then intermediaries would assess the needs of these subawardees and develop a tailored technical assistance program for them. Through the grant funds and technical assistance received from the intermediaries, subaward organizations would, at a minimum, achieve the benchmarks mentioned above. In the long run, these organizations would hopefully turn these short-term successes into larger outcomes, including increased ability to reach and serve victims in rural areas and provide effective assistance to victims through proven and sustainable practices.

The National Institute of Justice (NIJ) solicited proposals to evaluate the Rural Pilot Program two months after OVW solicited proposal for intermediary grantees (NIJ, 2005). Specifically, NIJ sought to evaluate "the effectiveness of intermediary organizations receiving funding under the … Pilot Program (2)."

> The evaluation will provide the first independent assessment of the extent to which the goals and objectives of the… Pilot Program are being achieved. The intermediaries are participating in a wide array of activities designed to increase the management and service capacity of …[subgrantees]. Some of the outcomes of these activities at the subgrantee level might include diversification of funding streams, attainment of nonprofit status, increased and improved management control and functioning, incorporation of appropriate and effective community education and prevention strategies, and increased ability to reach and serve women and families in need. This evaluation will attempt to assess the extent to which the Rural Pilot Program is contributing to these positive developments (4).

ii. Organization of Evaluation

The evaluation is organized into eight chapters.

Chapter I contains a literature review with which we attempt to place this OVW initiative within the context of other Federal faith-based and community initiatives (FBCIs) to further our understanding of this program, how it was unique, and how it was typical of a developing model for the delivery of federally funded FBCI services. The lead author of this chapter was Dr. Rob Fischer.

Chapter II describes the methodology employed in analyzing and evaluating this program.

Chapter III consists of a process evaluation, describing the initiative both historically and operationally. It also includes a brief comparison of the Rural Pilot Program with a co-existing OVW rural discretionary program. The lead author of this chapter was Dr. Andrew Klein. The case studies referred to in this chapter and described in Appendix P were completed by Debby Tucker, M.P.A., and Christina Walsh, National Center on Domestic and Sexual Violence.

Chapter IV addresses the delivery of technical assistance and training by the intermediaries as well as capacity outcomes, whether or not the initiative achieved its goal of creating sustained domestic violence programming in the rural jurisdictions that received funding. The lead author of this chapter was Dr. Mitchell Brown.

Chapter V details the role that faith played in this initiative and in the delivery of domestic violence services. The lead author of this chapter was Dr. Mark Small.

Chapter VI describes our conclusions, including what we believe are the implications of this evaluation for both domestic violence programming in rural America and the general role of faith-based and community organization initiatives in the delivery of human services.

Chapter I: Literature Review

The Rural Pilot Program was established to expand and improve services provided by faith-based and community organizations, and to expand the availability of services to victims of domestic violence in rural areas. From its inception, the program was designed to work through intermediary organizations that would 1) support small FBCOs in serving rural victims of domestic violence through the offering of funding subawards, and 2) provide technical assistance to subaward recipients to enhance their capacity to provide services to their clientele. The decision to administer the program through intermediary organizations was informed by emerging evidence about the particular benefit of this approach, as well as an interest in furthering the knowledge base on this topic. This chapter describes the current evidence on intermediaries and how the Rural Pilot Program builds on what is known.

A. Programmatic Context[4]

Beginning in 2001, the Faith-Based and Community Initiative has sought to encourage greater participation by faith-based and community organizations in federally funded human service programming. The FBCI is rooted in the notion of drawing on the natural capacities and strengths of FBCOs to deliver effective programming. These organizations, as indigenous entities with staff who often reside in the surrounding neighborhoods, are seen as having invaluable connections and credibility within their communities. FBCOs often have "direct and consistent contact" with the most needy in their communities and their articulated mission serves to dedicate their efforts to serving these needs as best they can (Fink & Branch, 2005, p. 1). Also, FBCOs have established roots and connections both within the geographic area where they are located as well as within the broader faith communities.

[4] Section adapted from summary in Fischer (2008).

FBCOs are recognized as having particular expertise and advantage in some areas. For example, in its narrative on the Compassion Capital Fund, the U.S. Department of Health and Human Services describes FBCOs as being "uniquely situated" to serve "families in poverty, prisoners reentering the community and their families, children of prisoners, homeless families, and at-risk youth" (HHS, 2002). The dialogue about the prospective effectiveness of FBCO programming has had a tendency to outpace the actual data available, or to focus on effects for subgroups of participants (Singer & Friel, 2007; Wall Street Journal, 2003). This situation underscores the need for additional research on the outcomes of FBCO-sponsored programs, specifically in comparison to conventional programming or the absence of programming entirely.

Research reviews are an important building block in developing a research literature, in that they offer a periodic reflection on the state of the evidence base. A critical and influential review, entitled "Objective Hope," was done by Johnson, Tompkins, and Webb in 2002. The report presents a review of nearly 800 studies, including a core group of 25 studies examining the effectiveness of FBCO services. The remainder of these studies related either to the relationship between religion and health outcomes or to the relationship between religion and other forms of well-being. Based on the quantity and quality of literature existing at the time on FBCO effectiveness, the authors concluded that although the overall body of work showed promising effects, most areas of FBCO service "have not been the subject of serious evaluation research (21)."

A recent review, conducted by Ferguson, Wu, Spruijt-Metz, and Dyrness (2007), used the systematic review approach to examine how effectiveness has been defined in research on FBCOs. Using the keywords "faith-based" and "program effectiveness," the authors searched a range of electronic databases as well as the Web sites of known institutional sponsors and

producers of such research. The authors discuss how effectiveness has been defined across these studies and offer a narrative summary of the findings within each of six outcome areas (e.g., health, criminal recidivism). They ultimately concluded, based on the limited number and quality of prior studies, that "the quality of findings from some previous evaluation studies on the effectiveness of faith-based programs remains questionable (272)." They offered a number of useful recommendations for the field, such as working to broaden outcomes beyond the client level and more clearly describing the role of faith in program models.

Collectively, the reviews suggest three general observations. First, engagement in religious behaviors is convincingly associated with numerous indicators of positive health and well-being. The majority of these studies are correlational in nature; thus, they do not control for other factors. Second, there is a growing body of evidence that participants in FBCO programming do show improvement on identified outcomes over the course of their involvement with these programs. The limited number of comparative studies shows that FBCO-served populations may fare better in relation to comparison groups in some aspects. Third, the prior two observations do not provide sufficient evidence for documenting the benefit of FBCO programming. Rather, comparative studies using well-constructed reference groups are needed to more fully illuminate the effectiveness dimension. In a quantitative synthesis of 18 comparative studies of faith-based interventions, Fischer (2008) reported that the overall effect of FBCO programs, although modest in size, demonstrates that these programs tend to produce somewhat better outcomes compared with usual services, secular services, or no special programming. The collection of available studies, however, are limited to specific categories of intervention programming, and the degree of faith infusion in the interventions was not able to be assessed.

B. Evidence on Intermediaries

The use of intermediate organizations to fulfill key operational aspects of a grant making or program agenda has been documented across a range of program domains. For example, in the community development arena intermediaries have been used since the 1960s and in the 1980s were consolidated under three national intermediaries focused on affordable housing and supporting the work of community development corporations (Liou & Stroh, 1998). In general, intermediaries are charged with capacity building for a set of entities aligned in a shared service mission. Capacity building has been defined as "strengthening nonprofits so they can better achieve their mission," and the focus of activities include topics such as finance, governance, and human resources (Backer, 2001).

Research evidence on the use of intermediaries is limited, and mostly restricted to narrative descriptions of approaches used. In order to place the Rural Pilot Program in context, three other national intermediary models were examined. These are 1) the Compassion Capital Fund (CCF), 2) the Department of Labor's one-stop delivery system funding, and 3) an Urban Institute study of three Compassion Capital Campaign intermediaries conducted by Kramer et al. (2005). Characteristics of these examples along with the Rural Pilot Program are shown in Exhibit # 1.

Intermediaries have conventionally been asked to take on two roles in their work with FBCOs. One role is as a provider of technical assistance and supportive services aimed at enhancing capacity. A second role is as a grantor, providing targeted assistance to FBCOs from the pool of funds allocated by the Federal government to the intermediary. The relative proportion of funds allocated to these two roles has varied across Federal agencies and over time. The study by Fink and Branch (2005) notes that the CCF intermediaries used subawards to promote two types of activities - capacity building (training, consultation) and program

expansion. The capacity building subawards essentially allowed the agencies to hire a third party to work with them in a focused way.

C. Compassion Capital Fund

In the first three years of the Compassion Capital Fund, the Administration for Children and Families (ACF) and the HHS Office of Community Services (OCS) funded 45 intermediary organizations (21 in 2002, 10 in 2003, and 14 in 2004). The goal of the Compassion Capital Fund Demonstration Program is to assist faith–based and community organizations in increasing their effectiveness, enhancing their ability to provide social services, expanding their organizations, diversifying their funding sources, and creating collaborations to better serve those most in need. This is accomplished by funding established intermediary organizations in well–defined geographic locations.

In the funding announcements from the Compassion Capital Fund, the amount required to be allocated to subawards increased from 25% as recently as 2004 to 40% in 2007. Among the CCF-funded intermediaries in 2003-2005, the proportion of awards allocated to subawards averaged 40%, but ranged from 25 to 80% for individual intermediaries. The number and size of the subawards varied markedly across intermediaries as well. The distribution of funds between the technical assistance and funder roles reflects the expectations of the intermediary in regard to the needs of the target population of FBCOs with which they intend to work.

D. Department of Labor

In this funding announcement, the Department of Labor identified as the targeted subgrantee population nonprofit social service organizations with budgets of $350,000 or less, or fewer than six employees. The overarching goal was to expand the system of One-Stop service delivery sites, principally by increasing the engagement of FBCOs in this system (U.S GAO, 2006). Under this funding, the Department made awards to nine intermediaries in 2002 and eight

additional intermediaries in 2003. In addition, awards were made to 12 state grantees in 2002. Intermediaries usually provided funding of less than $100,000 to FBCO subgrantees to offer supportive services and referrals to job seekers in the community. All of the intermediaries provided training and technical assistance services, as well as networking support to their subgrantees as part of the intermediary role (McConnell et al., 2005).

Exhibit #1: Selected Characteristics of Intermediary Approaches

	Compassion Capital Fund	**Department of Labor**	**CCF grantees in three Cities**	**Rural Domestic Violence**
Years	2002-2005	2002-2003	2002-2004	2005-2007
Goal	Increase FBCOs receiving Federal awards	Increase FBCOs in One-Stop delivery system	Increase FBCOs receiving Federal awards	Increase FBCOs in rural DV services
N of funded intermediaries	45	17	3	3
Average award/ intermediary	$670,000	$510,000	$1,500,000	$1,333,405
N of subawards per intermediary	24	10	16	18
% of subawards to FBOs	40%	N/A	56%	35%

Note: Data extracted by author from agency reports and grant summaries.

E. Urban Institute Study: Birmingham, Boston, and Denver

One relevant comparison is the 2005 study by Urban Institute (Kramer et al., 2005). They examined three CCF intermediaries (Birmingham, Boston, and Denver) and reported the proportion of subawards made to faith-based organizations (FBOs). In Boston 15 of 32 (46.4%) and in Denver 12 of 16 (72.3%) subawards went to FBOs. Birmingham had made no awards at the time of the report. (Keep in mind these are the proportion of subawards not of applications to the intermediary.) Across these two entities, 56% of subawards went to FBOs. The proportions partly reflect the intermediaries' intention and approach. In the Boston case, the United Way partnered with three church organizations but strove to disperse the subawards evenly between

FBOs and community-based organizations (CBOs). In Denver, the intermediary (JVA Consulting) delegated substantial responsibility to the Metro Denver Black Church Initiative, in an effort to reach the African-American faith community.

F. Rural Pilot Program

In the Rural Pilot Program, most applications (66%) came from community organizations. All of the intermediaries experienced difficulties in generating applications from faith-based organizations as will be detailed in the subsequent chapter. Consequently, we can say that the Rural Pilot Program appears to have been somewhat less successful at making subawards to FBOs (35% vs. 56% in CCF case), though the proportion may simply be reflective of the explicit intentions of the intermediaries and/or the type of services to be delivered by subgrantees.

Across all domains, almost all of the intermediary work has been contracted to universities and nonprofits. There appears to be limited instances of state involvement as the intermediary in the CCF domain. In 2004, the CCF awarded $750,000 to the Ohio Governor's Office of Faith-Based and Community Initiatives to serve as an intermediary (and $1 million more in 2005 and 2006). In addition, the CCF awarded $724,080 to the Cherokee Nation in 2004 to serve as the intermediary within their legal jurisdiction (14 counties in northeast Oklahoma); they were awarded $965,440 more in 2005. Finally, the State of Alaska, Department of Health and Social Services received $500,000 in 2006, though it is unclear whether this was for intermediary services or for direct programming. In addition, in two instances, states received funding from CCF but not for intermediary services - the Louisiana Office of the Governor also received $50,000 in 2006, and the California Department of Health & Human Services received $300,000 in 2006.

A recent report from the White House Office of Faith-Based and Community Initiatives (2008) explores the practices of selected intermediaries funded through the Compassion Capital

Fund. The report identifies ten practices as particularly salient and promising in maximizing the effectiveness of the work of intermediaries. These practices are: 1) designing replicable programs, 2) building university partnerships, 3) developing standards, 4) aligning an organization, 5) creating multi-sector solutions, 6) managing network performance, 7) providing cluster grants, 8) incubating service providers, 9) assessing readiness for change, and 10) supplying capacity to nontraditional social service providers.

G. Role of Smaller FBCOs

Since its launch in 2001, the FBCI has dramatically increased the role of smaller FBCOs in the delivery of federally funded social services (White House, 2008). Concurrently, there has been expanded interest in enhancing the ability of FBCOs to increase their organizational effectiveness and sustainability. Despite considerable effort and progress, the existing evidence base remains limited. In order to further contribute to existing knowledge in this domain, efforts should be continued in at least three areas, as described below.

H. Building FBCO Capacity

FBCOs targeted since 2001 tend to be smaller nonprofits with limited capacity for ongoing programming. The available evidence suggests that because of their limited size and relative inexperience with the management of programming, many FBCOs need specific assistance to develop capacity to manage their programs in an ongoing way. A central implication of the capacity issue is the imperative of addressing the developmental needs of FBCOs. The recognition that FBCOs require specialized assistance in fully developing and assessing their programs has resulted in the funding of intermediary organizations to help build the capacity of FBCOs (Sherman, 2002). For example, of the Compassionate Capital Fund monies initially appropriated, $25 million (83%) was for intermediary organizations to aid FBCOs “to replicate or expand best practices and model programs in targeted areas” (Sherman, 2002). As the capacity

of FBCOs is better understood, there can be better planning to address their capacity-related needs (Clerkin & Gronbjerg, 2007). The Compassion Capital Fund National Resource Center (2005) has recognized the value of this approach and has produced a set of manuals for use by intermediary organizations assisting FBCOs to build subgrantee capacity.

There is a strong emphasis on working to increase the capacity of FBCOs through promoting internal development and external support via intermediary organizations (Fink & Branch, 2005; Sherman, 2006). In fact, the strategy is now recognized as one of the key innovations of the FBCI (White House, 2008). Because organizational capacity is inextricably linked to an organization's ability to document its outcomes and take part in more rigorous research, investments in FBCO capacity will facilitate further development of the research literature as well. The growth of outcomes measurement has spurred a major shift in the way nonprofits view their work and the way they communicate their work to their funders, clients, and other stakeholders (Fischer, 2001).

I. Understanding the Role of Faith

An area of great interest and debate has been in characterizing the nature of faith-based programs. For example, the Working Group (2003) defines an FBCO as "any entity that is self-identified as motivated by or founded on religious conviction (2)." The ability to assess the relative degree of faith intensity of a social service program is central to clarifying the program's theory, logic, and, ultimately, the key outcomes. If the role of faith is a key ingredient in the expected success of the faith-based programs, then it is essential to better understand and measure its presence (Fischer, 2004). Faith can be both a matter of the context or environment of programs as well as part of the intervention itself, and as yet there are very limited data on this distinction.

J. Enhancing the Effectiveness of Intermediaries

Presently there is mixed evidence in regard to the characteristics of intermediaries that appear to be associated with effective engagement of FBCOs. This record is very case-specific and related to the broader agenda of the funding entity. On the issue of the benefits of involvement with intermediaries, there does appear to be a consistency in the positive reports of FBCOs (e.g., subgrantees and others). For the entities that are successfully recruited and engaged, there appear to be tangible benefits with respect to building their own organizational capacity in the short-term. However, on the issue of sustainability, no systematic data are currently available to assess the extent to which intermediaries are actually helping FBCOs establish continuity of programming and funding beyond on the initial period of support.

Chapter II: Research Design and Methodology

Although Congress mandated that the Rural Pilot Program include an evaluation under the auspices of the National Institute of Justice, the program was not designed to accommodate a robust outcome or impact evaluation. There was no provision for a control or comparison group, no collection of pre-initiative performance data, and no other standard provisions designed to allow for an evaluation of program effectiveness. Activity data required by participating programs were limited and rudimentary. In addition, the limited data that were submitted by the funded organizations proved to be inaccurate in many cases.

Even the completion of a process evaluation was hampered by constraints placed by the Office on Violence Against Women. OVW officials would not share with evaluators the subawardee applications for those organizations that were not funded, nor the criteria used by OVW in making final funding determinations. This information was important because these decisions in some cases overruled or differed with that recommended by the intermediary agencies selected by OVW to administer the program.

Notwithstanding these challenges, researchers completed the evaluation using a mixed-method design in order to increase confidence in the findings. We also attempted to distinguish between the static (contextual) and dynamic (variable changes consistent across contexts) elements related to these changes to identify the value-added of the program generally. The evaluation thus is divided into several components: a process evaluation, an examination of the value-added of the faith component, and an organizational capacity assessment.

Process Evaluation

We completed a detailed process evaluation describing the initiative from historical, developmental, administrative, and programmatic contexts. In completing the process evaluation,

we relied on frequent input from the three intermediary agencies and their monthly activity reports as well as their semiannual reports to OVW, case studies, and surveys of the funded organizations.

We also examined the activity reports filed by subawardees to quantify aggregate program activities. We compared activities reported by faith-based and community organizations.

The case study portion of the process evaluation included 12 organizations, chosen because the sites appeared to provide examples of the various types of programs funded through the initiative. However, because all of the initiative funded programs were small, located in relatively isolated rural communities spread across the country, and largely influenced by the personalities of specific program staff, as well as the population and communities served, we cannot claim the case studies to be representative of all initiative programs funded. Select case studies are included in Appendix P.

In examining the case studies, we reviewed each site's application and subsequent activity reports as well as any materials sites developed, such as announcements of training programs or informational materials developed for victims or community professionals. We conducted in-depth interviews with the project director of each program, often supplemented with conversations with any staff or board members who had played a key role in implementing the project.

At each site we obtained the name and contact information for at least two other community representatives to be interviewed. The range was from two to six contacted for additional input and an "outside" perspective. We developed a questionnaire which was given either in person or in writing to these key informants. They included individuals from community agencies such as the state domestic violence coalition, local domestic violence

programs, criminal justice and social service professionals, and in some instances individuals from social or service organizations who were likely to have contact with victims of violence and who may have a connection with the site program. The purpose of the interview was to give us a more detailed picture of informants' understanding, views, and/or involvement with the services provided by the faith-based or community organization pilot project. Copies of the questionnaires are contained in Appendix B.

The persons interviewed depended upon the nature of the project. For example, in Sheridan, Wyoming, we interviewed four of the local faith leaders, a victim who had been provided services, and a social worker in another community agency. In the DeQueen, Arkansas project we interviewed the executive director and project director of the local domestic violence agency that received the project grant, the Chief of Police, a County Administrator for the Department of Health and Human Services, and a member of the Ministerial Alliance. The most interviews were conducted for the Wyoming Association of Churches project that involved nine denominations because the project involved providing training across the state to faith leaders and others intervening in domestic violence. We interviewed the executive director of the Association, who is an Episcopal priest; the trainer for each of the programs offered, who is a Catholic priest; four of the five directors of local domestic violence programs where the training was offered, and who assisted in the advertising and delivery of the training; and a Board member of the Association of Churches representing the Episcopal Church.

After the interviews were completed and all source material reviewed, a draft report was drawn up on each site. A copy was given to each local project director, usually the executive director of the grantee agency. Each was given a few weeks to review the report and identify any misrepresentations of their project or its activities and to suggest alternative language that would

be more accurate and descriptive of their experience. In a few cases the draft report was also sent to a key player in the project. For example, the Wyoming Association of Churches report draft was reviewed by the both the executive director and the trainer for each of the programs.

The funded organizations responded to a survey to provide information on what characterized the major challenges in responding to domestic violence in rural America they sought to address. The survey was designed by evaluators based on a review of the literature on domestic violence in rural areas (Klein, 2004) and was intended to assist in the assessment of whether or not the initiative programs were able to address key issues they themselves identified as priorities. See Appendix Q for a copy of this survey.

The selection of Rural Pilot Program subawardees was also compared to the grantees funded through OVW's other rural discretionary program, the Rural Domestic Violence and Child Victimization Enforcement Grants Program. Although the programs differ in many respects, because they both fund domestic violence services in rural America, we compared the two to suggest how those differences impact the selection and funding of different arrays of service providers, including the significance of the level of involvement of faith-based agencies.

The data relied upon to analyze the agencies funded through the Rural Domestic Violence and Child Victimization Enforcement Grants Program was obtained from the Muskie School of Public Policy of the University of Southern Maine, which is responsible for the collection of OVW discretionary grant activity reports from funded agencies. The brief illustrations of specific grantees were based on narrative reports the grantees also provide the Muskie School of Public Policy semiannually.

Role of Faith

We examined the role of faith and faith-based agencies in the program. All funded organizations filled out a survey designed to measure how faith-infused the organizations are, and to provide further details about the role of faith and faith-based agencies within the initiative. The faith-infusion component used five variables to determine the faith character of organizations (Montiel & Wright, 2006). The survey built on research by Jeavons (1998, 2004), Monsma (2002), Netting (2004), Sider and Unruh (2004), Smith and Sosin (2001), and the Working Group on Human Needs and Faith-based and Community Initiatives (2002). The survey is included in Chapter V.

Capacity Assessment

We also examined the impact of the program in terms of building the capacity of participating agencies. Capacity components were examined in six areas: management and operations, board of directors and governance, key allies, resources, program planning and implementation, and evaluation (see Appendix M). These areas comprise the most frequently cited and used aspects of organizational capacity in capacity studies and were developed in part through an adaptation of the McKinsey and Company (2001) capacity assessment report and tool. They were also developed through the experiences of the Institute for Community Peace (ICP), a national violence prevention organization begun in 1994 as a public-private partnership working with grassroots community organizations to prevent an array of forms of violence. The questionnaire, focus group protocols, site visit protocols, and monthly telephone interview protocols discussed below were all developed around each of these areas.

To assess the effectiveness of the capacity building portion of the Rural Pilot Program, a triangulated approach was used that included case studies of a subset of funded pilot sites (four

from FACTS, two from the WCADVSA, and two from AAFV); pre-capacity and post-capacity assessments at two time periods of all applicants, whether funded or not, which were delivered on-line (or on paper for those organizations unable to fill out an on-line survey); and focus groups conducted with all of the funded organizations. In addition, the intermediary organizations were interviewed monthly for 18 months and an OVW representative was interviewed once. All respondents were assured confidentiality.

Case study sites were chosen to profile the different issues faced by faith-based as opposed to community grantees and newer as opposed to established organizations. Only organizations that received funding were included in the case studies. During the course of the grant, six of the eight case study sites were visited (two of the sites twice), and monthly telephone calls were held with each site. The one- to two-day site visits were used to assess the organization's strengths and needs as well as their capacity to provide domestic violence services. For each organization, the project director and other organization staff were interviewed. The site visits were also used for document collection. The monthly calls covered the activities of the organizations, the different capacity-building supports that the subawardees received, and their successes and challenges.

An on-line, self-administered capacity assessment was sent to each of the applicants, whether funded or not, at the start of the program, at the end of the subgrant year, and six months to one year (depending upon the funding period of the FBCO) after the end of the subgrant year. Organizations that could not fill out the on-line survey because of technical limitations were given the option of filling out and returning a paper version or being "interviewed" via telephone with an ICP staff member who then filled out the on-line survey for the respondent. The response rate was:

- 90.2% for pre-assessment funded organizations, 48.8% for pre-assessment non-funded organizations;
- 98% for post-assessment funded organizations, 28.8% for post-assessment non-funded organizations; and
- 33.3% for the second post-assessment funded organizations, 23% for the second post-assessment non-funded organizations.

Although the lower response rates from the non-funded organizations are disappointing, they are not atypical of survey response rates in general. Nonetheless, the possibility exists that this lower response rate introduces some bias into the data, raising the possibility that the findings about the non-funded organizations are not necessarily representative.

To encourage participation, each organization that filled out the assessment was entered into a raffle for a $35 gift certificate, and five winners were selected for each of the assessments.

To analyze these data, a combination of descriptive statistics was used as well as measures of change by type of subawardee (funded versus unfunded, by which intermediary agency each was funded and provided TA, and faith-based versus community) between the start and end of the study. The analyses reported in the findings section include cross-tabulations, correlations, and difference of means and difference of proportions tests.

The evaluation team convened a national meeting in Denver, CO, in September 2006. We held focus groups with the subawardees to discuss their capacity to carry out their work, areas of strengths and needs, the utility of the capacity support provided, and suggestions for program improvements. These data were used to augment findings from the case studies and capacity reports. As a result of the late start-up of the Faith and Community Technical Support program (FACTS), as of this conference, only the Wyoming Coalition Against Domestic Violence and

Sexual Assault (WCADVSA) and Advocates Against Family Violence (AAFV) subawardees had been operational for most of their grant periods.

In-depth conversations with the intermediaries were held at the start of the grant period, as well as monthly telephone conversations throughout the grant period. The first conversation focused on capacity-building plans, whereas the actual services provided and the intermediaries' perspectives on what did and not work well were discussed during the monthly conference calls. In addition, each of the subawardee organizations was surveyed about their experiences with the intermediaries, particularly around the areas in which they received support and the value-added of the support received. The response rate for this survey was 88%. Finally, on-site visits to the offices of two of the intermediaries at the start of their grant were used to discuss their programs; for the third intermediary, this process and the information presented were observed at one of their regional TA meetings.

Team-Based Data Reviews

In order to facilitate coordinated data analysis, the evaluation team held bi-monthly conference calls through the first 18 months of the project and monthly calls thereafter to report findings and strategize about additional data collection and analysis. In addition, the team met in person at five points throughout the grant period to coordinate activities and analysis, and to provide feedback to each other on interim reports. Despite the fact that the evaluation design was severely limited by the program design, using a multi-method, triangulated approach, the evaluation team gathered data on each facet of the Rural Pilot Program from multiple sources using a variety of techniques and analytic methods. While we cannot make causal inferences about the effects of the program, we feel confident in the quality and depth of the data gathered and the findings and recommendations generated from them.

Chapter III: Process Evaluation

A. Selection of FBCO Rural Pilot Program Grantees and Subgrantees

One of three awarded intermediaries immediately dropped out.

In October 2005, OVW selected three out of nine applicants to serve as intermediary grantees to administer the FBCO Rural Pilot Program: 1) Advocates Against Family Violence, located in Caldwell, Idaho; 2) Crisis Center for Battered Women (CCBW), located in Fort Smith, Arkansas; and 3) Wyoming Coalition Against Domestic Violence and Sexual Assault, located in Laramie, Wyoming.

Although CCBW was selected as an intermediary grantee, its proposal provided that the work was to be directed by Dr. Byron Johnson and done by personnel from Baylor University's Institute for Studies of Religion, located in Austin, Texas. The Institute itself was ineligible for funding because of its location in a non-rural state.

Shortly after the intermediary awards were made, however, the executive director of CCBW who had written the application with Dr. Johnson retired. Upon her retirement, the CCBW board of directors voted to withdraw from the program. Ten months later OVW replaced CCBW with a new intermediary agency, the Montana Office of Victim Services (OVS), located in Helena, Montana. OVS maintained the same arrangement with Baylor University's Institute for Studies of Religion and Dr. Byron Johnson. The OVS and Baylor collaborators titled their joint program The Faith and Community Technical Support Program (FACTS).

Although the role of the three intermediary agencies was the same, they were assigned different geographical catchment areas of radically different sizes. As it proposed in its application, AAFV was assigned southwestern Idaho, making it, in effect, a regional intermediary. WCADVSA, as it proposed, was assigned the state of Wyoming, making it a state intermediary. FACTS was assigned the rest of rural America, including rural counties in urban

states. Given its large mandate, FACTS became, in effect, a national intermediary, with the exception of Wyoming and southwestern Idaho. In its original application, FACTS had proposed serving the entire country.

The three intermediary grantees were funded for one year. Subgrantees were also funded up to one year, although their grants began several months after the intermediaries'.

B. Profile of Intermediary Grantees

Three very different agencies assigned very different catchment areas

Although not specifically designed to enhance the evaluation of intermediaries, the three very different intermediaries selected allowed evaluators to compare them against each other and suggest how their differences may have affected initiative activities and outcomes. Following is a brief description of each.

1) Advocates Against Family Violence

AAFV is a small community organization located in Caldwell, Idaho. It was initially established to serve three counties in southwestern Idaho: Canyon, Gem, and Owyhee, with a combined population of 170,000 residents, covering 8,865.85 square miles. Created in July 2002 as a 501(C)(3) nonprofit corporation, it was founded by several victim witness coordinators frustrated with their inability to keep their rural victims safe due to lack of services. The nearest shelters for communities served by AAFV were 20 to 100 miles away and had long waiting lists. Further, many rural victims complained that they were ill-served by these shelters once admitted.

AAFV's first mission was to establish a shelter in Caldwell. In its campaign to raise money to open its shelter, AAFV sought state assistance from Idaho's two primary domestic violence funding sources, the state's STOP formula grant program and its Victims of Crime program. Neither provided funding. Nonetheless, thanks to local support, including a large subsidy from Oddfellows which owned the building that became AAFV's battered women's shelter, AAFV

was able to open "Hope's Door," a 25-bed battered women's shelter facility, to its first victim in July 2004. Through it, AAFV provided emergency shelter, transitional housing, 24/7 victim services hotline, victim advocacy, educational outreach, individual and group counseling to victims, and victim life skills seminars and workshops.

In applying for the Rural Pilot Program, AAFV formed a steering committee of local faith and community agencies concerned with domestic violence, including: Albertson College of Idaho, a Presbyterian liberal arts college; Catholic Charities of Idaho; City Life, Inc., a faith-based domestic violence agency in Gem County; Healthy Families Nampa, a faith-based community collaboration promoting healthy marriages; the Canyon County Domestic Violence Task Force; the Idaho Department of Health & Welfare; and the Idaho Migrant Council.

Until it received Rural Pilot Program funding, AAFV had never served as a funding source for programs other than its own. To administer the project, AAFV hired additional personnel.

2) Wyoming Coalition Against Domestic Violence and Sexual Assault

The WCADVSA is a nonprofit, nongovernmental membership organization, founded in 1984. As it name implies, it constitutes the state's coalition for both domestic violence and sexual assault programs and advocates. Its 15-member staff includes four rural resource developers, three staff attorneys, a public policy staffer, and one sexual assault prevention coordinator, as well as a paralegal and a secretary. The Coalition also administers an economic justice program, Wyoming Women's Business Center. The Coalition serves one of the most rural states in the union with a population of less than 500,000 spread over 97,818 square miles, the ninth largest state in size and the state with the lowest population. Most of the state has a population of one to five persons per square mile, making it a "frontier state."

As a recognized state domestic violence and sexual assault coalition, WCADVSA receives annual grants from OVW. The Violence Against Women Act allocated annual grants to every state's domestic violence and/or sexual assault coalition(s).

The Rural Pilot Program represented the first time that WCADVSA served as a funding body although it has had small grants in the past to provide equipment and technical assistance to member agencies and others.

Unlike Idaho, where local agencies must compete for state domestic violence funding, by state policy in Wyoming, one domestic violence program is funded for each county across the state. OVW state STOP funding is divided so that each region receives a base of $50,000 with the remainder based on size (20%) and population (80%). When this distribution formula was instituted, rural funding was increased statewide. Previously, funding went to individual shelters, as opposed to regions. As a result of the funding formula Wyoming provides domestic violence services in all of the state's 24 counties as well as on the Wind River Indian Reservation.

The WCADVSA had a history of working with faith-based organizations. One of its four resource developers was specifically assigned to work with faith-based institutions. At the time of writing this proposal, WCADVSA had already submitted to OVW an application for its statutory Rural Domestic Violence and Child Victimization Grant Program to work with faith-based and community organizations to develop awareness and service delivery strategies addressing domestic violence and child victimization. Proposed activities included developing a statewide Faith Advisory Committee and adapting Nebraska's Faith Leader Train the Trainer Manual on Domestic Violence for use in Wyoming. One of the reasons WCADVSA applied to be an intermediary agency, in addition to expanding its then current efforts to reach out to faith organizations, was to counter "bad information" regarding domestic violence.

As proposed in its application, when funded, WCADVSA partnered with the Faith Initiative of Wyoming (FIW) to assist it in reaching the faith community. FIW is a statewide intermediary organization founded in 2002, a subsidiary of High Country Consulting, LLC, founded in 1998. Before partnering with WCADVSA, FIW had served as an intermediary agency for dissemination of Family Service funding in October 2003 (grants totaling $95,000) and Department of Health and Human Service funds in 2004-2005 (grants totaling $98,000). FIW was primarily funded through grants from the White House Compassion Capital Fund. Wyoming was one of the 12 states to receive CCF grants in 2004. While FIW relies on the state's association of churches and the Catholic dioceses, according to its director, a minister, FIW has "no baggage," serving all religious organizations. According to a FIW survey completed in 2004, Wyoming had 760 places of worship and 500 faith and community based organizations across the state.

To administer the program, the Coalition hired several additional part-time staff and consultants, as well as subcontracting with FIW.

3) Faith and Community Technical Support Program

Unlike the two other intermediaries, FACTS was established specifically in response to the Rural Pilot Program solicitation. FACTS was organized principally by experts in domestic violence including Drs. Byron Johnson and Neil Websdale. Dr. Johnson also serves as co-director of Baylor's Institute for Studies of Religion, which examines the role of faith-based institutions in dealing with social problems. Dr. Neil Websdale is an expert in rural domestic violence and a professor at Northern Arizona University in Flagstaff. The two collaborated on the first domestic violence fatality review conducted in Florida (Websdale & Johnson, 2001). Websdale also wrote an acclaimed treatise on rural domestic violence in Kentucky (1997).

The Baylor Institute also administers the National Domestic Violence Fatality Review Initiative (NDVFRI), funded by an $819,025 grant also awarded by the Office on Violence Against Women, Office of Justice Programs, U.S. Department of Justice. The NDVFRI serves as a clearinghouse and resource center dedicated to domestic violence fatality review.

The Montana Office for Victim Services is a government agency operated out of the office of the state attorney general. OVS serves as a central reference point for victims of crime and offers information and referrals. It also provides training and information for those who work with victims, including law enforcement, victim advocates, probation and parole workers, and local community organizations. While OVS served primarily as a conduit of the funding, its director, based on his extensive knowledge and experience, also provided training and technical assistance to subgrantees, supplementing FACTS expert consultants in these efforts.

To administer the program FACTS hired a full-time project coordinator as well as several other new staff.

C. Recruitment of Subgrantees by Intermediaries

Recruiting applicants concerted but varying among intermediaries

The first task of the intermediaries was to canvass their catchment areas and recruit subawardees. Initially, the three intermediaries planned to fund up to139 FBCOs, providing grants up to $150,000 and as low as $2,500. AAFV and WCADVSA were required to complete their canvassing within two months and solicit grants over the month of December, 2005. FACTS followed, due in July 2006.

1) Advocates Against Family Violence

AAFV had little trouble identifying the needs of its local communities. There were few other programs in existence that served domestic violence victims in their catchment area. The

two that existed outside of Caldwell were struggling, recently having to substitute volunteers for paid staff as a result of prior funding cuts.

AAFV staff reached out to as many local faith-based and community organizations as it could find to fill gaps in services the project identified. Potential applicants were sent RFPs, ads were run in the local newspaper, notices were sent to the state's domestic violence and sexual assault coalition and the Governor's Council, responsible for Victims of Crime Act (VOCA) funding disbursements. Staff made personal contact with the Housing and Urban Development (HUD) Faith-based Liaison, the Salvation Army, and Idaho Catholic Charities to identify and recruit faith-based applicants.

However, after completing its initial canvas, staff discovered few agencies outside Canyon County were eligible to receive funding. In Owyhee County, for example, AAFV found that only three agencies qualified to even apply for funding even though there was no existing agency in that county that offered victim services. Staff targeted area churches, visiting some of the few churches identified across Owyhee County, but failed to persuade any to apply for funding.

Staff similarly failed to persuade any faith-based agencies to apply in more populous Canyon County, despite meeting with church officials and agencies like Catholic Charities that provided other services. According to staff, the faith-based institutions were very willing to refer victims, but unwilling to establish new programs to serve victims of domestic violence.

Rose Advocates, located in Weiser, Washington County, indicated that it was interested in expanding its domestic violence program to adjoining Payette and Adams Counties where no domestic services existed. AAFV petitioned OVW for permission to expand its catchment area to include these additional rural counties. Approval was subsequently granted by OVW.

Based on its initial canvass, AAFV reduced its estimated total applicants from 25 to 15, indicating that it would increase individual awards accordingly. Applications were sent out December 12, 2005 initially due January 6, 2006. OVW later extended the deadline for both Idaho and Wyoming to January 13, 2006.

2) Wyoming Coalition Against Domestic Violence and Sexual Assault

While WCADVSA membership included most major domestic violence agencies across the state, its partnership with FIW provided ready access to the faith-based community. FIW assigned three of its regional representatives to recruit and assist potential candidates at a series of workshops across the state. To generate attendance, FIW completed three sets of mailings to FBCOs. The first went out to more than 2,400 FBCOs announcing the initiative; the second to more than 850 FBCOs with more detailed explanations of the project; and the third was a reminder post card to all 75 previous FIW subgrantees from prior faith-based initiatives.

Four separate four-hour workshops were held in December in Cody at the First Presbyterian Church, in Casper at the Middle Cross Baptist Church, in Cheyenne at the First Christian Church, and in Green River at the Hilltop Baptist Church. The four regional conferences were well attended, each attracting representatives from a little less than a dozen, mostly faith-based, agencies. The conference included a presentation from FaithTrust, a national domestic violence service agency for clergy.

3) Faith and Community Technical Support Program

Being responsible for the entire remainder of rural America, FACTS did not complete a canvass of need for domestic violence programming, focusing instead on recruiting applicants from among faith-based, community, rural, and child victimization organizations. Subsequently,

FACTS was informed by OVW to drop child victimization organizations as the Rural Pilot Program (unlike OVW's regular rural initiative) did not include child victimization.

Like FIW, FACTS utilized several faith-based agency networks already developed. These included state Governors' faith-based offices that existed in 24 states; lists generated by Dare Mighty Things, the faith-based agency that hosts the national resource center and clearinghouse in the White House for information related to technical assistance for faith and community organizations; and Faith and Service Technical Education (FASTEN), an initiative of Pew Charitable Trusts (although FASTEN is primarily involved in urban areas). FACTS staff used similar lists assembled by Centers for Faith-Based and Community Initiatives housed within various Federal agencies including Department of Justice, Health and Human Services, Housing and Urban Development, Education, Agriculture, Commerce, Veterans Affairs, and the Small Business Administration.

To reach rural organizations, FACTS relied on the Center for Rural Affairs, a nonprofit advocating for family farms and rural communities; the National Rural Development Partnership; the Rural Community Assistance Corp; the Rural Local Initiative Support Corporation; and Rural Opportunities, Inc.

To reach domestic violence agencies, FACTS used lists including Baylor's domestic violence fatality review mailing list, OVW's Family Justice Center Initiative list, as well as lists obtained from the National Council of Juvenile and Family Court Judges Family Violence Project, STOP technical assistance providers, National Clearinghouse for Defense of Battered Women, and state domestic violence coalitions.

A FACTS staffer spent four to five months on the Internet assembling various listservs for potential applicants, beginning by entering "domestic violence" on Google and going on from

there. FACTS staff utilized listservs maintained by various religious denomination service providers, such as Lutheran and Catholic Services, to reach faith-based organizations. FACTS was careful to send out only 25 emails at a time so that mailings were not intercepted as spam.

The lists were eventually considered to be exhaustive when the proportion of repeats increased significantly from one listserv to another. By the middle of June, FACTS had sent out over 4,600 letters and 1,000 emails. Two weeks later, FACTS had sent out 4,300 follow-up post cards to those who received letters and emails (that were not returned). All in all, FACTS sent out 20,000 emails.

FACTS describes its efforts as creating a "cascading, snowballing effect." It found, for example, that some recipients of its letters or emails reposted them on their own agency listservs. For example, the Indiana Youth Institute put the FACTS announcement on its email newsletter that was sent, in turn, to 10,000 additional recipients.

D. Subgrantee Awards

OVW rejected many intermediary recommendations

The application for funding was designed to be simple, accessible to small agencies that had never applied for Federal funding before. A copy of the application can be found in Appendix T. WCADVSA included an additional condition that all applicants had to negotiate "Memoranda of Understanding" between the applicant and either a faith-based partner, if the applicant was a community organization, or a domestic violence program partner, if the applicant was a faith-based organization.

Exhibit #2 lists all awards recommended and subsequently funded by OVW and whether or not they self-designated as faith-based, what they requested, what the intermediary recommended, what OVW awarded, and the difference, if any, between the intermediary

recommendation and the actual award. FACTS awards were made six months after initial WCADVSA and AAFV awards due to its late start-up.

Exhibit #2: Awards

Wyoming					
Faith-Based	**Applicant**	**Request (19)**	**Coalition (11)**	**OVW (7)**	**Difference Intermediary/OVW**
No	Advocacy and Resource Center	$20,000	$30,000	$40,000	+$10,000
No	Carbon County C.O.V.E.	$50,000	$30,000	$50,000	+$20,000
No	Crisis Intervention Services	$25,197	$35,197	$40,000	+$4,803
Yes	Douglas Ecumenical Ministries, Inc.	$12,217	$25,000	$25,000	0
Yes	First Christian Church	$49,917	$49,917	$50,000	+ $83
No	Goshen County Task Force	$5,000	$10,000	$15,000	+$5,000
Yes	Wyoming Association of Churches	$14,184	$29,184	$29,184	0
Idaho					
Faith-Based	**Applicant**	**Request (9)**	**AAFV (9)**	**OVW (4)**	**Difference Intermediary/OVW**
Yes	City Life, Inc.	$50,000	$50,000	$50,000	0
No	Rose Advocates, Inc.- Adams Cty	$50,000	$40,000	$50,000	+$10,000
No	Rose Advocates, Inc.- Payette Cty	$50,000	$40,000	$50,000	+$10,000
No	Rose Advocates, Inc.- Washington Cty	$50,000	$40,000	$50,000	+$10,000
FACTS					
Faith-Based	**Applicant**	**Request (144)**	**FACTS (57)**	**OVW (39)**	**Difference Intermediary/OVW**
Yes	Safe Passage, Inc.	89,827	89,827	89,827	0
No	Comite Civico Del Valle, Inc.	100,000	100,00	70,000	-30,000
Yes	Holy Family Catholic Church	100,000	70,000	70,000	0
Yes	North Kingstown United Methodist Church	23,875	23,875	24,000	+125
Yes	Mercy Ministries Shelter for Battered Women and Children	99,000	70,000	80,900	+10,900
No	San Luis Valley Immigrant Resource Center	26,838	27,000	30,000	+3,000
No	Women's Mountain Passages	100,000	50,000	60,000	+10,000
Yes	Break the Chain Against Domestic Violence (BTC),The Family Peace Project (FPP)	72,804	72,804	72,804	0
No	Options, Inc.	82,570	60,000	82,570	+22,570
No	Women's Crisis Center of Northeast Arkansas, Inc.	100,000	100,000	100,000	0
Yes	Mary's House (Ministry Alliance for Regaining Your Safety)	100,000	51,000	100,000	+49,000
Yes	Interfaith Hospitality Network of Greater Johnson City	97,211	60,000	90,000	+30,000
Yes	YWCA of Oak Ridge, TN	95,139	60,000	90,000	+30,000
No	Elijah Haven Crisis Intervention Center, Inc.	29,836	25,000	29,836	+4,836
No	Archuleta County Victim Assistance Program, Inc.	19,096	19,000	19,096	+96

No	Park County Crisis Center, Inc.	75,000	60,000	75,000	+15,000
No	Macoupin Community Health Centers, Inc.	91,875	60,000	91,875	+31,875
No	Blount County CASA	39,114	39,114	39,114	0
No	Safeline, Inc.	64,576	46,000	46,000	0
No	Iva's Place, Inc.	83,388	60,000	60,000	0
No	United Way of Colleton County	97,845	70,000	70,000	0
No	Safe Haven of Person County, Inc.	100,000	50,000	50,000	0
Yes	Zoe Institute	97,000	52,000	52,000	0
No	Deaf Smith County Crisis Center	75,000	50,000	50,000	0
No	Hill Country Community Needs Council	52,820	53,000	53,000	0
Yes	Desert Rose Foundation, Inc.	78,000	60,000	50,000	-10,000
No	Women's Shelter of Hope, Inc.	100,000	50,000	60,000	+10,000
No	Rural Enrichment and Counseling Headquarters, Inc. (REACH)	30,333	20,000	30,333	+10,333
No	Hawaii Family Law Clinic dba Ala Kuola	100,000	50,000	80,000	+30,000
No	Southwest Arkansas Domestic Violence Center	58,218	40,000	58,218	+18,218
No	Western Racine County Family Violence Community Coalition	28,000	20,000	28,000	+8,000
No	CASA Women's Shelter	80,274	50,000	80,274	+30,274
Yes	Ozer Ministries	12,172	12,172	12,172	0
No	Jennings County Council on Domestic Violence	30,000	25,000	30,000	+30,000
No	Let's Talk, Inc.	100,000	60,000	60,000	0
No	Amherst County Against Domestic Violence	100,000	70,000	100,000	+30,000
No	Newton County D.A.W.N.	55, 272.85	35,000	45,000	+10,000
No	Monroe County Community Health Access Committee	100,000	50,000	60,000	+10,000
No	Esther's Haven House, Inc.	99,290	75,000	50,000	-25,000

None of the intermediary grantees generated as many applicants as they estimated in their initial proposals to OVW. AAFV initially generated nine applicants from southwestern Idaho, WCADVSA generated 19 applications from across Wyoming, and FACTS generated 144 from 40 states. The highest proportion of applicants from self-designated faith-based organizations, almost two-thirds, came from Wyoming. A little less than a third of FACTS and a quarter of Idaho's applications were from self-designated faith-based organizations.

AAFV recommended all applications it received be funded. WCADVSA recommended that 58% be funded and FACTS recommended 33% be funded. Applications were rejected primarily for two reasons: 1) the applicants failed to spell out how their program would target

victims of domestic violence, or 2) the proposed activities were inconsistent with those allowed by OVW. WCADVSA, for example, rejected applicants targeting sexual assault victims, incest survivors, a faith-based organization targeting people with disabilities, and one targeting persons suffering from Alzheimer's. It also rejected an application that proposed mediation between abusers and victims; another that proposed proselytizing among victims, insinuating that poor family values contributed to their victimization; a proposal to reunite sexual assaulters and their victims; and another that proposed services to abuse perpetrators.

FACTS rated all applicants and then proposed funding those with the highest ratings, although it disqualified ten applicants because the sponsoring organizations' budgets exceeded the budget caps set by OVW. In addition, FACTS received nine applications from Idaho. Based on instructions from OVW, it did not consider these applications, including those from areas of Idaho not covered by AAFV initially. These applications were subsequently passed on to AAFV for its second round of funding. FACTS staff reduced funding requested by many of the highly rated applicants because there was not enough money for all of the qualified applicants. The 144 applications collectively asked for $10 million, far exceeding the total amount available.

While AAFV funded applicants for a year, WCADVSA and FACTS did so for only six months, the former because it felt pressure was needed to get applicants to accomplish something quickly, and the latter because of the delayed start-up. Both intermediaries, however, anticipated recommending no-cost extensions as needed.

OVW further reduced the number of funded applicants. OVW rejected the majority of AAFV's recommended applicants. Hope's Door's application was ruled a conflict of interest because of its affiliation with AAFV, the intermediary. The application from a prosecutor's office was ruled ineligible because it was not a FBCO. The others were rejected because either

they did not properly explain their activities or their proposed activities were considered out of scope.

OVW initially rejected only two of WCADVSA's recommendations, finding them to be out of scope. Subsequently, two more applications filed by the same faith-based organization were rescinded after being initially funded by OVW. The awards were withdrawn after WCADVSA staff learned that the minister heading both programs was on parole from prison for seriously assaulting a former girlfriend (See Appendix S for a case history).

As a result of the delayed start-up of FACTS, to expedite the awarding of applicants so that all successful applicants could attend a national evaluation conference sponsored by the evaluators in September 2006,[5] OVW staff restricted its review of FACTS subgrantee applicants to the 56 applicants recommended for funding by FACTS. It rejected 17 and increased the amount of approved awards for 22 subgrantees, while lowering two. OVW also stipulated special conditions for a handful of FACT subgrantees, including additional expenditures for victim assistance, associated administrative expenses, and domestic violence training.

While applicant requests ranged from $5,000 to $100,000 with a mean of $62,990, most requested the full $100,000. The intermediary agencies recommended funding from $5,000 to $100,000 with a mean recommendation of $63,624. OVW awards ranged from $12,172 to $100,000 with a mean of $55,630.

As a result of the less than anticipated number of applicants funded, OVW suggested to both AAFV and WCADVSA that they reopen applications for a second round. AAFV sponsored a second round. WCADVSA did not, feeling it had reached all potential applicants across Wyoming and that opening up the solicitation again would create especially hard feelings among

[5] To the eternal gratitude of the evaluators who were otherwise unable to reschedule the conference planned after the selection of the three initial intermediaries.

those agencies already rejected for funding. Instead, staff asked permission from OVW to extend existing subgrantee funding in order to sustain them after the grant funding ended, a request that OVW approved.

The second round afforded AAFV the time to work intensively with several faith-based organizations that had either expressed interest in the first round or AAFV had targeted in the first round, but who had not completed applications. In October 2006, based on AAFV recommendations, OVW made four more awards from Idaho. They are included in Exhibit # 3.

Exhibit #3: Second Round AAFV Awards

Idaho					
Faith-Based	**Applicant**	**Request (4)**	**AAFV (4)**	**OVW (4)**	**Difference Intermed/OVW**
Yes	Evergreen Mennonite Church Advocacy	$49,962	$49,962	49,962	0
Yes	Safe Place Ministries	$49,991	$49,991	$49,991	0
Yes	Rock of Ages Supervised Visitation	$50,000	$50,000	$50,000	0
No	Boundary Cty Youth Crisis Ctr	$24,858	$24,858	$24,858	0

Two of the applicants, Rock of Ages and the Mennonite Church, were specifically recruited by AAFV. In addition, AAFV helped them complete their applications. The other two initially applied to FACTS for funding and were located outside the area initially assigned AAFV. OVW also approved an AAFV budget request for an additional $8,691 in order to extend its services to the agencies funded outside AAFV's initial jurisdiction.

E. Description of Subawardees

Subawardees disproportionately from Idaho and Wyoming

The funded applicants were located in 24 different states. All but two of the subawardees were located in rural jurisdictions. The two exceptions included one in New Orleans, Louisiana, that proposed to serve victims in rural Plaquemines, St Bernard, Lafourche, and Southern Jefferson Parishes, and another in Boise, Idaho, that would serve victims in rural Canyon, Payette, and Owyhee Counties.

OVW selection of AAFV and WCADVSA as intermediaries and their assignment to their home states provided for disproportionately greater representation of subawardees from Idaho and Wyoming, although neither Wyoming nor Idaho is among the top ten states with the highest rural populations. Nonetheless, Idaho subawardees served three frontier counties while Wyoming subawardees served four frontier counties as classified by the National Center for Frontier Communities (www.frontierus.org/2000.htm). FACTS funded subawardees from four out of the ten states with the highest percent rural population and six out of the nine states with the highest percent of people living in frontier jurisdictions.

Mostly community organizations

A third of the subawardees identified themselves as faith-based organizations. These self-identified faith-based organizations included those that were: 1) congregation-based, 2) faith-based service organizations, and 3) ministerial alliances. Examples of congregation-based subawardees included the Holy Family Catholic Church, located in Booneville, Kentucky; the Evergreen Heights Mennonite Church, located in Caldwell, Idaho; the First Christian Church, located in Cheyenne, Wyoming; and the United Methodist Church, located in North Kingston, Rhode Island. Faith-based service agencies included the YWCA of Oak Ridge, Tennessee; the Mercy Ministries Shelter for Battered Women and Children, located in Cheraw, South Carolina; the Desert Rose Foundation, Inc., located in Martinsville, Indiana; and the Zoe Institute, located in Tahlequah, Oklahoma. Ministerial alliances included the Douglas Ecumenical Ministries, Inc., located in Douglas, Wyoming; the Wyoming Association of Churches located in Cody, Wyoming; and the Interfaith Hospitality Network of Johnson City, located in Johnson City, Tennessee.

Mostly from established programs

Although the Rural Pilot Program aimed to expand services for underserved rural victims by reaching out to faith-based and community organizations new to domestic violence service, almost all of the subgrantee agencies had pre-existing domestic violence programs. While the number of years their organizations had operated ranged from one to 81, the mean was 15.5 years. The mean age of their domestic violence programs was 10.7 years. Almost 40% of the subgrantees had received prior Federal funding relating to domestic violence, including all of Idaho's four initial subgrantees, 57.1% of Wyoming's, and 30.8% of FACTS' subgrantees. Federal funding included Victim of Crime Act and Violence Against Women STOP grants. Most of the subawardees, 80%, were not primarily organized as domestic violence service providers.

A third of the funded organizations (18) had less than two years of past domestic violence work prior to initiative funding, although only three subawardees began their domestic violence programs with Rural Pilot Program funding. For example, the domestic violence visitation center sponsored by the Rock of Ages was organized specifically for the Rural Pilot Program with assistance from AAFV staff. Additionally, although both the Evergreen Heights Mennonite Church and the Douglas Ecumenical Ministries, Inc. indicated their domestic violence programs were already established, the initiative funding represented their first specific budgets for domestic violence programs.

Only two of the subawardee agencies indicated they were not registered as 501(c) (3) not-for-profit agencies. However, one of the two indicated when it applied for FBCO Rural Pilot Program funding that an application for such status was pending.

Subawardees proposed victim services and community education

The activities proposed by the subawardees based on their applications divided into two major groups: 1) provision of direct victim advocacy and services and 2) domestic violence education.

Fifty-one of the subawardees proposed providing direct victim services as their only or primary activity. These included victim advocacy, legal advocacy, individual counseling, group counseling, youth counseling, shelter services, transportation, emergency services, emergency cash assistance, supervised visitation, and outreach to linguistic minorities. The most common direct victim service proposed was victim advocacy that included, but was not limited to, resource referral, referral to other providers, and employment assistance. Advocacy was followed by group counseling and shelter provisions. Thirteen subawardees provided shelter, either short or long term.

The least common services proposed overall were youth counseling, supervised visitation, and provision of emergency cash assistance.

In addition to providing direct victim services, most of the subawardees, 85%, proposed various educational initiatives. The majority (57%) proposed to educate the general community regarding domestic violence. To accomplish this, more than a quarter specifically planned to distribute education material and resources. Specific community education targets included other social service providers and local school systems. The Blount County CASA program, located in Oneonta, Alabama, for example, planned to develop and conduct dating violence workshops in local high and middle schools. The Women's Crisis Center in Northeastern Arkansas hired an outreach coordinator who presented at the area's rural hospital to educate nurses and emergency medical personnel, their first exposure to domestic violence education.

As many of the subawardee programs relied on volunteers, many of the proposals specifically earmarked funding for staff and volunteer training. For example, the Ozer Ministries, located in East Palestine, Ohio, proposed to conduct quarterly trainings to educate staff and volunteers on counseling and mentoring clients in its Appalachian jurisdiction. A third of the subawardees specifically proposed to educate the faith community.

Services provided by organizations differed whether faith-based or secular

There were differences in what community and faith-based subawardees proposed as illustrated in Exhibit # 4. Community subawardees were almost twice as likely to offer victim advocacy programming than faith-based organizations, 78% compared to 41%. Community subawardees were twice as likely to offer legal advocacy and emergency services as faith-based subawardees. Only community subawardees offered youth counseling. Consistent with traditional faith-based agency activities, faith-based subawardees were more than three times more likely to offer victims emergency cash assistance, while community subawardees were twice as likely to offer non-cash emergency services. Both were equally likely to provide shelter services with community agencies providing six and faith-based seven such programs.

Reflecting either their reliance on volunteers and/or the fact that more of the faith-based subawardees were new to domestic violence, faith-based subawardees were much more likely to propose staff and volunteer training than secular programs. Not surprisingly, faith-based programs were almost twice as likely to propose training clergy than community subawardees.

Both were equally likely to provide for general community education, education to the faith community, and education to service providers.

Exhibit # 4: Comparison of Proposed Outreach Activities by Subgrantees

Proposed Outreach Activity*	**Community- based (36)**	**Faith-based (18)**	**Total (54)**
Victim Services			
Advocacy Services	79%	41%	65%
Shelter Services	39%	47%	41%
Group Counseling	36%	47%	39%
Transportation	33%	29.5%	31.5%
Legal Advocacy	30.5%	17.5%	26%
Individual Counseling	28%	23.5%	26%
Emergency Services	28%	12%	22%
Emergency Cash	8%	29.5%	15%
Youth Counseling	11%	0%	11%
Supervised Visitation	3%	6%	4%
Educational Outreach			
Educate Community	55.5%	59%	57%
Educate Faith Community	33%	35%	33%
Educate Service Providers	33%	29.5%	31.5%
Educate Staff & Volunteers	17%	47%	26%
Produce and/or Distribute Educational Resources	25%	29.5%	26%
Provide School-Based Education	25%	18%	22%
Educate Clergy	11%	23.5%	15%

* Individual subgrantees may propose multiple activities so totals exceed 100%.

Most funds used for program expansion or revival

As most of the subawardees had on-going domestic violence programs, many of the proposed activities represented expansion of existing ones or, in some cases, resurrection of activities that had been cut or reduced as a result of prior funding cuts. The Southwest Arkansas Domestic Violence Center (SADVC), for example, proposed specifically increasing the number of educational brochures and flyers it distributed as well as adding to the number of its support groups for battered women. Rose Advocates, located in Weisner, Idaho, planned to re-establish services by hiring three new advocates to staff new offices in neighboring counties. The Douglas Ecumenical Ministries, Inc. proposed making emergency services for victims more accessible by having staff available one hour each day at its office in Douglas, Wyoming.

About a third of the subawardees indicated in their applications that they proposed offering services or programs that would be new for their agency. For example, the CASA Women's Shelter, located in Pine Bluff, Arkansas, planned to launch what it called a "Family Violence Prevention and Awareness Campaign," providing door-to-door canvassing. The Mercy Ministries Shelter for Battered Women and Children, located in Cheraw, South Carolina, planned to develop a new mentoring program for victims living in its shelter. Given that funding was only for one year, some of the subawardees specifically proposed funding time-limited activities that would end when the grant ended. For example, Goshen County Task Force in Wyoming conducted a public relations campaign that included bringing in a nationally recognized speaker, Nicole Brown, to bring greater local awareness to domestic violence issues. The Advocacy and Resource Center (ARC) in Sheridan, Wyoming purchased two sets of training materials, one on how to work with clergy and the other to assist clergy working on domestic violence related activities.

A dozen subawardees specifically proposed serving special targeted immigrant populations within their communities. These included several that planned to expand services to largely Hispanic migrant farmers. For example, Crisis Intervention Services, Inc. (CIS), located in Cody, Wyoming, specifically targeted Hispanic migrant workers in Park County. By hiring a Spanish-speaking advocate, the program hoped to reach out to clients it was previously unable to serve.

While proposed subawardee activities were those typically offered by domestic violence service providers across the nation, reflecting the rural communities these subawardees served, proposed services also included, for example, provision of transportation services. The Women's Shelter of Hope in Hialeah, Florida, for example, provided bus tokens to rural clients so that victims could attend sessions held at the shelter and make it to out-of-state courts to testify.

Phone calling cards were also provided. The Hawaii Family Law Clinic, Ala Kuola, established off-site locations for victims to apply for court protective orders without having to travel to Honolulu.

Subawardee activities differed by intermediary

As illustrated in Exhibit #5, subawardee activities varied by which intermediary funded them. WCADVSA subawardees were more likely to focus on educational outreach, especially in the faith community, and less on direct victim services, with the exception of the provision of emergency cash to victims. FACTS subawardees alone offered individual victim counseling and were most likely to support battered women shelters. The limited number of subawardees, especially AAFV and WCADVSA subawardees, means that the aggregate activities listed more likely reflect the specific missions of the individual subawardees than any particular preference of the intermediaries. The major differences between the subawardees of WCADVSA and the other intermediaries may reflect the fact that all of Wyoming's rural counties already had equivalent basic domestic violence service programs, but most did not have extensive partnerships with local faith institutions.

Exhibit # 5: Subawardee Activities by Intermediary

Proposed Outreach Activity*	**AAFV(8)**	**FACTS(39)**	**WCADVSA(7)**
I. Victim Services Activities			
Advocacy Services	100%	64%	43%
Shelter Services	25%	51%	14%
Group Counseling	38%	49%	0%
Transportation	25%	41%	0%
Legal Advocacy	25%	33%	0%
Individual Counseling	0%	36%	0%
Emergency Services	25%	23%	14%
Emergency Cash	0%	13%	43%
Youth Counseling	0%	10%	0%
Supervised Visitation	13%	3%	0%
II. Educational Outreach Activities			

Educate Community	25%	62%	57%
Educate Faith Community	13%	33%	57%
Educate Service Providers	38%	28%	43%
Educate Staff & Volunteers	25%	28%	14%
Produce and/or Distribute Educational Resources	38%	21%	57%
Provide School-Based Education	13%	26%	14%
Educate Clergy	13%	13%	29%

F. Intermediary Provision of Technical Assistance to Subawardees

The delivery of limited TA varied by intermediary

The intermediaries were asked to play two distinct roles. One role was grantor, providing targeted assistance to FBCOs from the pool of funds allocated by OVW. The second was to provide technical assistance to the subgrantees. The Office on Violence against Women required that 80% of the funds awarded to each intermediary organization be passed to the subgrantees leaving only 20% for the intermediary organizations to fulfill both their funding and technical assistance obligations.

It was the expectation of OVW that many of the subawardees would have limited capacity and would require technical assistance in many areas, from effective domestic violence programming to organization operations to organizational aspirations and strategy. The literature suggests that faith-based organizations in particular, especially those new to domestic violence services, would need training and technical assistance in understanding domestic violence because of traditional reluctance among many faith traditions to acknowledge or support victims of abuse (Lasco, 2001, also, see Literature Review).

All three of the intermediaries began their technical assistance programs with meetings attended by representatives of all of their subawardees. WCADVSA held its meeting with all subawardees on March 15, 2006 in Cody, Wyoming at the Holiday Inn. All subawardees, as well as applicants that were not funded, were invited to attend. The training, "Religious Resources

and Roadblocks to Ending Violence Against Women," was facilitated by the Reverend Mary E.N. Hanke of FaithTrust Institute. WCADVSA provided full travel scholarships to all who attended this training, including three nights' lodgings. The AAFV subawardees also attended as did the AAFV TA Coordinator.

Serendipitously, FACTS was able to assemble all of its subawardees in Denver in September 2006 in conjunction with an evaluation conference previously organized by the program evaluators to coincide with the assumed completion of the funding period. Instead, of course, due to the delay in start-up of FACTS, its subawardees were just beginning their grants. The FACTS meeting also primarily addressed substantive issues concerning domestic violence.

After the kick-off meetings, the three intermediaries went their separate ways in the provision of technical assistance. AAFV held monthly meetings on a range of substantive topics led by topical experts that subawardees were required to attend. The topics covered in these meetings varied, from dealing with child victims of sexual assault to grant writing. These monthly meetings were supplemented by phone or in-person technical assistance on request. These requests generally centered around operational issues, in particular reporting through the MIS software that AAFV supplied and required recipients to use. A few of the newer organizations (from the second round of grant applications) needed extensive help, and AAFV responded by developing a “job shadowing program” to give representatives from these newer organizations a “crash course” on domestic violence services.

WCADVSA hired a full-time TA provider who regularly traveled to different programs around the state. She also responded to phone call requests. Requests concerned both substantive and operational issues. WCADVSA also provided assistance on how to comply with electronic reporting requirements, publicizing, creating brochures, volunteer training and management, and

managing transitions. Many of the programs, especially the faith-based programs, did not seek WCADVSA technical assistance.

FACTS divided the subawardees into four regions, conducting a TA meeting in each region. Additionally, it held monthly conference calls with each region. FACTS TA experts also provided information and resources to subawardees via listserv and on their Web site (www.factsdv.org). The material provided primarily addressed substantive issues about domestic violence. In addition, subawardees frequently contacted the FACTS coordinator with questions, and she would then refer these questions to the appropriate person to provide individualized assistance. However, FACTS also received requests for assistance that staff did not respond to because they felt the topics to be outside of what was called for in the grant (many of these concerned operational needs like selecting board members, developing board training manuals, board accountability, and finances). FACTS staff reported that some of the best technical assistance was provided among the subawardees via the listserv and regional meetings.

All three of the intermediaries spent considerable time with subawardees on reporting issues required by OVW. Part of the challenge of filling out these forms was that they were not fully developed by OVW until after subgrantees had been funded. Before that, the intermediaries had provided either no or different activity report forms for the subawardees to complete. Many of the subawardees continued to fill out the monthly activity reports incorrectly throughout the initiative.

The intermediaries were required to quantify the technical assistance and training activities they provided subawardees each month and the number of "reports or feedback…recorded from subgrantees," and report this to OVW. Only WCADVSA provided these monthly reports, although all three intermediaries did provide other monthly reports of subawardee efforts to

secure additional public and private funding. WCADVSA reported that it completed an average of almost nine individual consultations with subawardees each month. In addition, approximately five subawardees received technical assistance each month, although WCADVSA reported it had seven technical assistance services to offer each month. Each month, the intermediary recorded an average of 6.25 feedback reports from subawardees.

Each of the intermediary organizations took a different approach to addressing sustainability technical assistance. One utilized a listserv to distribute grant announcements to the subawardees as the announcements came in, though they did not provide assistance in writing or reviewing grant applications because of conflict of interest concerns. Another took a similar approach, though it did help with grant reviews. The third collaborated with subawardees in putting together an application for a large Federal grant program that was eventually funded. However, after the award was made, decisions about how the monies were to be used and distributed produced disagreements between the intermediary and subawardees that ultimately had to be settled with arbitration.

In regard to assistance with staff training and development, extending to volunteer training and development as well, one of the intermediaries responded by providing phone assistance, sometimes bringing in expert consultants, to handle issues on a case-by-case basis. Another intermediary sent staff to the subaward sites and provided new staff and volunteer training, saving the organization staff time and resources. However, only a portion of the need that was expressed by the subaward organizations was met, according to subawardees.

A more detailed description, discussion, and analysis of the role of the intermediaries in the delivery of technical assistance is contained in Chapter IV.

G. Subawardee Activities: Monthly Report Data from Subawardees

With funding, services doubled, staff/volunteers increased marginally

OVW required the subgrantees to provide through their intermediaries monthly performance data. The data requested is contained below in Exhibit #6.

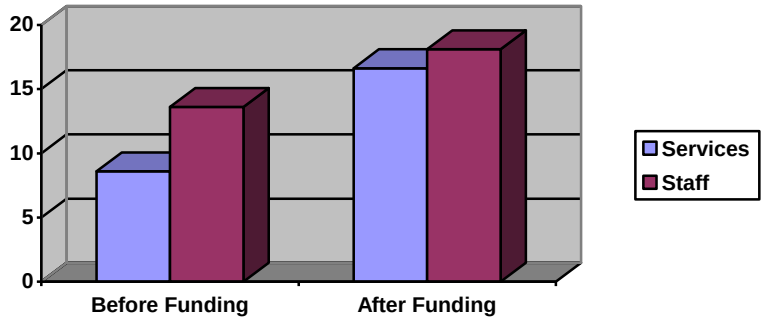
Exhibit # 6: OVW Questions

Number of DV services offered by subgrantee before OVW subaward
Number of DV services offered by subgrantee after OVW subaward
Number of subgrantee organization staff/volunteers before OVW subaward
Number of subgrantee organization staff/volunteers after OVW subaward
Number of victims served by subgrantees
Number of victims not served by subgrantees
Number of outreach brochures developed and distributed by subgrantees
Number of community education programs
Number of subgrantee's staff who have attended DV trainings

FACTS asked subgrantees to provide data for all related activities for the period of beginning February 2006 until funding was received in September of 2006. The data for FACTS' 39 subgrantees provided evaluators with a baseline of service provision before initiative funding. FACTS and AAFV collected and maintained monthly assessments from each subawardee. WCADVSA maintained only aggregate numbers for all of its subawardees.

Overall, the average number of services offered prior to funding was a little less than nine per program per month. After funding, this nearly doubled to be a little less than 17 per program per month. The number of staff/volunteers also increased, on average from 13.6 to 18 per program, per month. However, most of the staff/volunteer increases occurred among the FACTS subawardees with increases from 9.7 to a little over 18. Levels remained constant among WCADVSA subawardees. The aggregate totals from all three intermediaries are illustrated in Exhibit # 7, below, for both services and staffing levels.

Exhibit # 7: All Subgrantee Services and Staff Before and After Funding



The subawardees, on average, served 52 victims per month. On average only three were turned away each month because resources were not available to assist them. Ironically, the FACTS subawardees reported both serving **and** turning away **more** victims after grant funding. The number served increased from 40 per program on average before funding to 48 afterwards. The number of unserved increased from 9 per program to 15, although most programs did not turn away any victims. It appears that expanded and new programs attracted more demand for services than could be met.

On average, each program conducted five educational programs per month, distributing 215 educational brochures per program per month. Finally, programs on average sent a little over two staff members per month to attend domestic violence training sessions.

Among FACTS subawardees, the number of community education programs increased from a little over fifty between February and September 2006 to over 200 between October 2006 and February 2007. Brochures distributed increased during these same periods from over 2,000 to over 8,000. The number of volunteers increased from 350 to 650.

Examples

The following examples illustrate some of the effects of funding on subawardees and their activities:

- While Rose Advocates, Inc. in Weisner, Idaho had served victims of domestic violence for 18 years, the Rural Pilot Program grant allowed it to expand into three neighboring rural counties and not only resume services previously discontinued as a result of funding cuts, but establish full-time offices in each of these counties.
- The Safe Place Ministries, located in Boise, Idaho, used its funding to educate local congregations and churches. Prior to funding, this organization was affiliated with approximately 20 churches in the area. After funding, it reported increasing that number to 51. To achieve this, the agency reported conducting a total of five educational programs and distributing an average of nearly 300 pieces of material per month during the funding period.
- Both long-employed staff and new staff participated in training. For example, in Idaho, both Safe Place Ministries, a faith-based organization that had been in business for 11 years, and Rock of Ages, an organization new to domestic violence, reported 11 and 9 staff trained respectively with grant funding.
- Crisis Intervention Services, Inc., located in Cody, Wyoming, used grant funds to hire a Spanish-speaking advocate who assisted 15 Spanish-speaking victims as well as 32 other rural victims over the course of the program, providing relocation and self-sufficiency guidance, and financial assistance. Victims included a non-English speaking mother of 13 children with almost no resources, fleeing her abusive husband. The advocate was able to provide her with emergency resources, support, and guidance and enable her to secure housing and employment. The new advocate also translated the agency's educational resources and brochures into Spanish, which, in turn, increased the flow of referrals from various criminal justice agencies and hospitals.

- The Advocacy and Resource Center in Sheridan, Wyoming developed a PowerPoint presentation titled "Working Together: Working with Victims from Diverse Religious and Spiritual Traditions" based on the book by Jean Anton (2006). It also developed two new brochures targeting Evangelical and Muslim populations. As a result of these activities, ARC reported greater cooperation from the more conservative ministerial groups, including more communication and collaboration in providing support and services to victims.
- The Wyoming Association of Churches' Peacemaking Initiative successfully conducted five educational programs around the state, with an average attendance of between 10 and 25 people at each. Reverend Patrick Bradley conducted four statewide trainings for church leaders and clergy members. Topics such as local resources, domestic violence concerns, and how a faith-based organization approaches domestic violence were discussed.
- Blount County CASA, a community organization located in Oneonta, Alabama, aimed to advocate for 35 children and families who were victims of domestic violence. To fulfill this goal, it hired a new outreach specialist whose role included recruiting and training new volunteers, as well as developing and launching the organization's support groups. She recruited a local church to supply the meeting place for these support groups. She also worked with other service providers and faith groups to establish a network of resources and services. By March 2007, the program had recruited and trained 16 new volunteers. It developed its first children's support group titled "Children in Crisis." Twenty-three children attended the first meeting in April, 2007. A volunteer children's advocate was assigned to the children to speak on their behalf, provide guidance, and

help locate needed resource materials for them. In addition to providing advocacy to young children, the program targeted middle and high school aged children, providing dating violence prevention workshops, as well as a booklet detailing what constitutes dating violence, its effects, and how to prevent its occurrence.

- Let's Talk, Inc. in Chesapeake, Virginia, established the "Healthy Relationships Program for Teens," a program held twice a month to discuss topics including the cycle of domestic violence and the impact it can have on self-esteem. It also developed "College Campus Dating Violence Seminars" which reached out to over 20 college students as of February 2007.
- CASA Women's Shelter, located in Pine Bluffs, Arkansas, a 24-year-old shelter that serves victims in rural areas of Southeast Arkansas including Jefferson, Cleveland, and Lincoln counties, had a staff consisting of 20 employees and volunteers before initiative funding. As a result of the grant money, the shelter added 14 new staff members. With increased staffing, it reported expanding its outreach services including securing and coordinating complicated services involving victims, law enforcement, and courts as reported in the following case: *In March (2007), we helped a woman retain a legal Order of Protection against her abuser. The abuser was considered to be very dangerous and is wanted for questioning regarding a murder in the area. He has made several threats that he would kill anyone who tried to help the victim. We were able to arrange for a police escort to court and also arranged her transportation to a safe location after the court hearing.*
- Options, Inc., located in Monticello, Arkansas, had been in operation for 17 years before OVW funding. With funding, it enhanced existing direct services and expanded into five

rural counties in Southeast Arkansas, including Ashley, Bradley, Chicot, Desha, and Drew. Enhancing the outreach provided to these five counties contributed to a great increase in number of victims served. Prior to funding, this organization served an average of 5.6 victims per month; after funding, this organization served an average of 23 victims per month, quadrupling the number served. Behind each number of victims served are individual stories such as this one offered by Options, Inc. in its November 2006 monthly report*: A victim was reunited with her 18 month old child with the help of Options, Inc. The child had been taken for visitation by his father, a man with a history of violence toward the victim. The father then ran off with the child to a town five hours away. The father refused to return and threatened to kill both the baby and himself. Options, Inc. was able to intervene, providing both legal assistance and victim advocacy. As a result, the child was safely returned to his mother.*

- The Southwest Arkansas Domestic Violence Center, located in De Queen, Arkansas, a young organization which had been in operation for only four years prior to funding, used its grant to reach out to an immigrant population that had increased significantly over the prior four years as a result of two major chicken processing plants, Tyson and Pilgrim's Pride, located in the region. With additional funding, SADVC was able to increase and train Spanish speaking staff and volunteers. Prior to initiative funding, SADVC did not distribute any literature in the community. After funding, on average it distributed over 14,000 items of literature per month. It reported: *The promotion of services, as well as the distribution of educational materials, has proved to be a catalyst in getting the community to open up about domestic violence. Several women have shared their own stories as well as stories of friends… Many people are seeing*

brochures and flyers at local churches and stores in the community. The Care Coordinator has been approached numerous times and therefore has been able to provide outreach services to current and former clients.

- Safeline Inc., an experienced community-based outreach provider serving the counties of Orange and Upper Windsor in Vermont, had proposed to use its grant money to develop 12 community presentations at local schools, churches, and community social events. It surpassed this goal, developing and conducting over 100 community education programs during initiative funding. For one such event, it produced a play entitled "Surviving Abuse in Orange County" which it put on in collaboration with Safe Art and the Orange County Task Force. The event drew over 50 audience members.
- The Jennings County Council on Domestic Violence, a community organization located in Indiana, hosted its annual "Strawberry Festival." The money raised as a result was used to raise awareness and help the organization maintain its ability to provide 24 hour access for victims, pay for phone calls, and provide pamphlets to both victims and local schools. That year the proceeds reached $1,385.
- Zoe Institute in Tahlequah, Oklahoma, a small faith-based organization established just two years before the grant, had been able to send only one staff member to domestic violence training. During the grant period, five staff members were able to attend trainings on various practices involving domestic violence prevention and outreach. This training greatly facilitated the acceptance of the Zoe Institute into the secular network of domestic violence providers in Oklahoma, according to a state domestic violence coalition coordinator.

H. Comparison with OVW Rural Domestic Violence and Child Victimization Enforcement Grants Program

The Rural Pilot Program in 2005 was only one of two OVW initiatives targeting rural America. In 2005, OVW also made awards through its Congressionally-mandated Rural Domestic Violence and Child Victimization Enforcement Grants Program. Unlike the Rural Pilot Program, these awards were made directly to rural programs without use of intermediary agencies. In addition, this program included funding to address child victimization and provided awards to governmental and tribal government agencies. Awards under this program were for two years and were renewable.

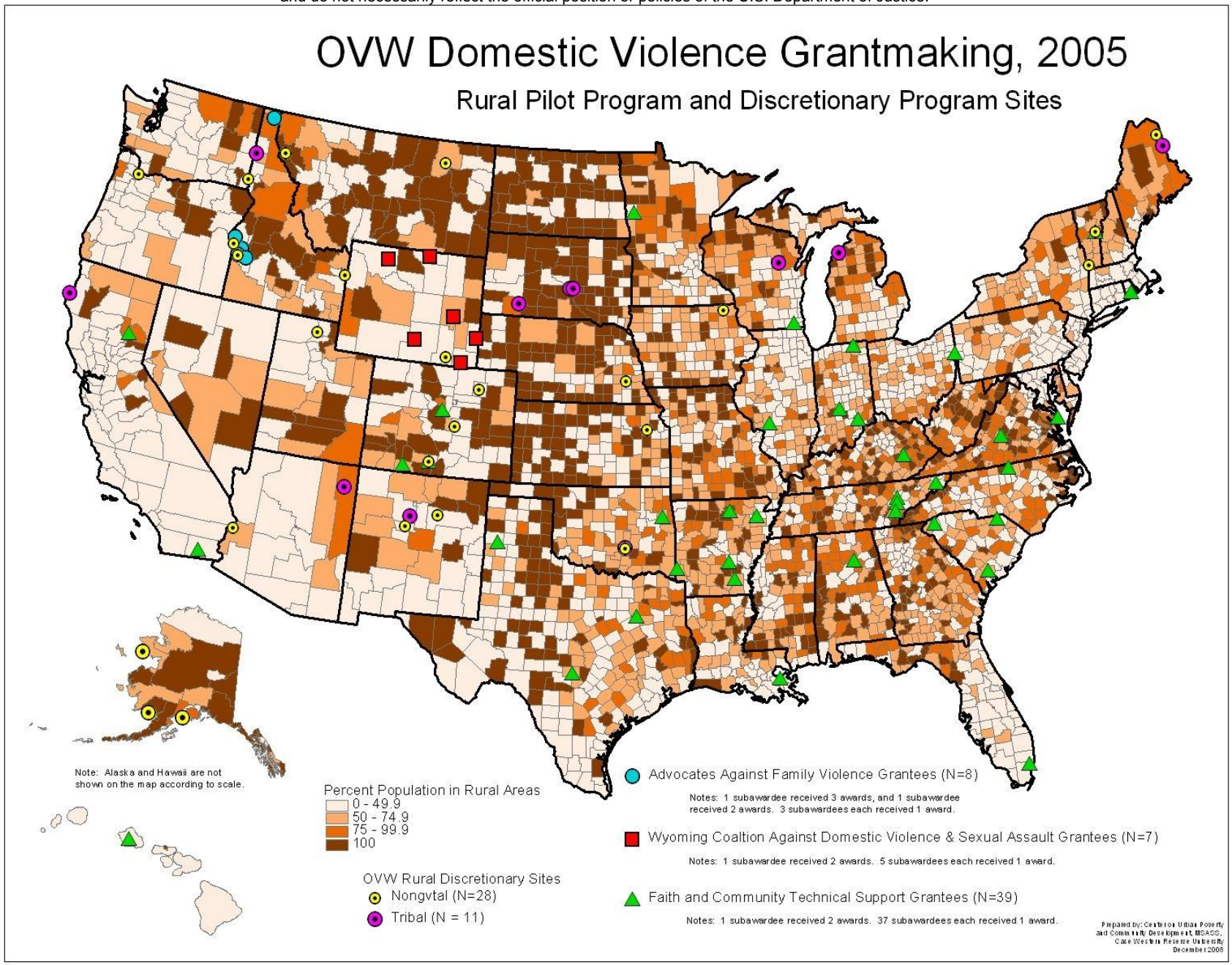
In 2005, OVW made Rural Domestic Violence awards to 28 nongovernmental and non-tribal community agencies.[6] The average award grant was $459,505, ranging from $167,777 to $900,000. According to the FY 2005 Rural Pilot Program solicitation, local and state agencies and tribal governments serving fewer than five rural counties were eligible to receive up to $500,000. Multi-jurisdiction, multi-state, and tribal consortium projects were eligible to receive up to $900,000. (Multi-jurisdictional projects are those that propose to serve five or more rural counties.) Approximately 9 of the 28 awarded grants were continuation projects (32.1%), and 11 of the 2005 grantees were refunded in 2007 (39.3%). Four of the grantees re-funded in 2007 had also been funded before the 2005 grants. As a result, more than half of grantees (57.1%) that received OVW funding in 2005 received consecutive grants for at least four years.

Most of the nongovernmental and non-tribal agencies awarded Rural Domestic Violence grants in 2005 were for victim services programs for rural victims of domestic violence, dating violence, as well as child victimization. Three of the 28 agencies were faith-based organizations, including Catholic Charities in Portland, Oregon; Interchurch Ministries of Nebraska; and

[6] In 2005, OVW also awarded Rural Domestic Violence grants to 11 tribal agencies. These are considered governmental agencies so are not included in this analysis.

YWCA of Lewiston/Clarkson, Idaho. That constituted a little more than ten percent of all of the nongovernmental rural grantees (10.7%). The nongovernmental grantees were mostly confined to largely rural states including Alaska, Arizona, Colorado, Iowa, Idaho, Kansas, Nebraska, New Mexico, Maine, Montana, Oklahoma, Oregon, Utah, Vermont, and Wyoming.

Across the two grant programs, 93 awards were made in 35 states. Though the two programs made awards in a similar number of states (23 in the Rural Pilot Program, 19 in the Rural Domestic Violence Program), the programs made awards in separate regions of the country, for the most part. Only 7 of the 35 states (20%) had awardees from both programs (California, Colorado, Idaho, Oklahoma, Vermont, Wisconsin, and Wyoming). The OVW discretionary program made a preponderance of awards in the upper west and northwest, making three or more awards in Colorado, Idaho, New Mexico, South Dakota, as well as Alaska. The Rural Pilot Program had a number of subawardees in Idaho and Wyoming, the designated catchment areas of two of the intermediaries. In addition, its subawardees were more often in the Midwest and South with three or more subawards in Arkansas, Indiana, South Carolina, Tennessee, as well as Colorado and Texas. Thus, the two programs appear to have reached distinctly different jurisdictions and regions, with 80% of the awards occurring in states that were reached by only one of the two programs. Exhibit #8 compares the locations of the Rural Pilot Program grantees and OVW's other Rural Domestic Violence grantees awarded rural discretionary grants in 2005.



Aside from the home state of the awardee, another consideration is the level of "ruralness" of the local community setting where the awardee is located. Exhibit #9 summarizes the level of ruralness in the counties where awards were made by both programs. As can be seen, the Rural Pilot Program was less successful at serving jurisdictions with the highest percent of rural populations. On the other hand, it served fewer jurisdictions with the smallest percent of rural populations.

Exhibit #9: OVW Grants via Rural Pilot Program and Discretionary Program by Ruralness

	Rural Pilot Program Subawardees (n=54)	**OVW Discretionary Awardees, 2005 (n=39)**
Population living in rural areas (%)		
Mean	50.0%	51.4%
Standard deviation	26.9	33.2
Median	45.1%	53.2%
Population living in rural areas (%)		
<10%	7.4%	15.4%
10-24.9%	7.4%	12.8%
25-49.9%	38.9%	17.9%
50-74.9%	27.8%	20.5%
75-99.9%	11.1%	20.5%
100%	7.4%	12.8%

The activities funded under this OVW initiative were similar to those funded under the Rural Pilot Program, including the provision of victim services, training, outreach, advocacy and counseling. However, the goals of this initiative included not only increasing victim safety, but also child safety, as well as increasing offender accountability.

Although the specific content requirements were different, these rural grantees also had to submit periodic activity reports. Based on the submitted reports from 2005, the non-government Rural Domestic Violence awardees trained 2,301 professionals during 175 events, educated 13,528 people during 329 events, and served 3,281 victims and 1,808 children. People trained

included victim advocates, law enforcement officers, attorneys, social services organization staff, health professionals, clergy, and others. Education was provided for community members, middle/high school students, university/college students, and others. The services included victim and child advocacy (actions designed to help the victim/survivor obtain needed resources or services), civil legal assistance, crisis intervention, and support groups/counseling. Safety planning, referrals, and information were provided to victims as needed.

Reviewing the narrative reports submitted by these rural grantees, their reported activities and accomplishments appear to be more sophisticated, comprehensive, and specialized than those reported by Rural Pilot Program awardees. Given the greater size of grants provided, longer grant periods, and the fact that most awardees were funded over multiple funding periods, this is not surprising. At the very least, the different funding provisions allowed awardees to accomplish or attempt what Rural Pilot Program subawardees attempted or accomplished, but on a much larger scale.

While the Rural Pilot Program grants allowed many subawardees to expand advocacy and support services or domestic violence education campaigns to adjoining rural counties and communities, the Rural Domestic Violence grants allowed far more ambitious expansions. For example, the Rural Domestic Violence award allowed the YWCA of Lewiston/Clarkson, Idaho to expand its reach to five counties in Idaho and two counties in Washington, as well as the Nez Perce Tribe. Prior to receiving this grant, the program sent an advocate to several of the counties only once a month, and then only to the county seats. Several other counties and the Nez Perce tribe seldom saw an advocate. Victims needing its services had to travel many miles or make do with phone calls for assistance. As a result of funding, advocates are stationed in all of the

counties and the Tribe, tripling referrals from the surrounding communities. Advocates accompany victims to area courts as needed, including the tribal court.

Similar to the Wyoming Council of Churches funded through the Rural Pilot Program, the Interchurch Ministries of Nebraska, funded with a Rural Domestic Violence grant, was able to serve as a statewide ecumenical agency that provided ongoing planning and program support to cooperating denominations across Nebraska. It provided training and education to the statewide faith community to allow them to plan and implement training and education on domestic violence issues within their respective faith-based traditions. Unlike the Wyoming effort, the grant allowed the Interchurch Ministries to provide grants to denominations to utilize and integrate domestic violence materials into continuing education programs for their clergy on a statewide basis. Campus ministries were used to integrate intimate partner violence educational materials into established student awareness activities and presentations. As a result of the funding, the Interchurch Ministries noted a greater response by clergy and lay leadership to address the issues of domestic violence and to involve the faith community throughout Nebraska.

Examples of the more specialized services provided victims include Have Justice — Will Travel, Inc., a Rural Domestic Violence grantee serving several rural counties in Vermont. It used grant funding to provide legal and supportive services for battered, low-income women and their children. Staff lawyers provided legal representation for victims, including long-term, ongoing support and *pro se* litigants in Family Court. In addition, the agency provided call in legal assistance and referrals. By combining legal and support services, the agency continued to support women after their legal issues were resolved.

Safe and Fear Free Environment, Inc. (SAFE), located in Dillingham, Alaska, served a geographic area approximately the size of the state of Ohio. SAFE joined with other related

organizations funded by the Centers on Disease Control through the state domestic violence coalition and the Alaska Children's Trust and Legal Advocacy and Village Services through a state OVW STOP Violence Against Indian Women grant to the Bristol Bay Native Association. The Rural Domestic Violence grant funded SAFE's Aurora Project, which allowed it to serve as the nexus for the Community Justice Alliance, a collaboration including law enforcement, community, civil, and other criminal justice responders to domestic violence and a host of other collaborative efforts among agencies and entities that work with and for victims/witnesses of violence. SAFE provided the collaborative with training for law enforcement, medical and behavioral health workers, community and faith leaders, elders, tribes, social service workers, schools, and more. It provided capacity building, benefits to staff and volunteers who provided direct services to victims, and comprehensive education and awareness for the community.

TESSA was the primary agency dedicated specifically and solely to the issues of domestic violence and sexual assault in El Paso and Teller Counties in Colorado. Rural Domestic Violence grants allowed it to provide free, confidential advocacy, counseling, and therapy to rural victims of domestic violence. It also allowed TESSA to collaborate more actively with other public agencies, such as law enforcement, the Teller County Department of Social Services, the courts, the District Attorney's office and the court *Guardians Ad Litum* in rural areas. Attesting to the collaboration and integration of TESSA into the community, all of the aforementioned agencies routinely referred clients to TESSA. In addition, the TESSA Teller County Advocate served on the weekly Child Protection Team (CPT) with the Teller County DSS. Its Rural Educator provided on-the-job training (domestic violence-related) and technical assistance training with front-line DSS workers, attended case staffings, and consulted with DSS staff on their most intensive cases involving the co-occurrence of domestic violence and child victimization.

I. Findings and Conclusions

1. Organization of the Rural Pilot Program by OVW limited applicants to serve as intermediary grantees and their ability, once funded, to administer the program.

OVW generated fewer applicants for intermediary grantees than generally obtained in other Federal FBCO initiatives as described in the Literature Review. For example, the Capital Compassion Fund Demonstration Program of the Department of Health and Human Services, in operation since 2002, routinely receives hundreds of applications from organizations seeking to act as intermediaries. One factor that limited applicants was OVW's stipulation that applicants be from rural states, even though the initiative was not limited to rural states.

Where an intermediary agency is located does not appear to be essential if it is to serve a catchment area that extends beyond a specific rural region or state. While limiting intermediaries to those in rural states proved relevant and beneficial for both Idaho and Wyoming, ensuring that the intermediaries were familiar with local needs as well as their eventual subgrantees, it was not relevant for FACTS. Whether located in Arkansas, Montana, or Texas, FACTS staff could not be familiar with the local needs and eventual subgrantees from jurisdictions spread across almost all of rural America.

Further, although FACTS was officially funded through the Montana Office of Victim Services, OVS acted as a pass-through agency, making its location in a rural state largely irrelevant, although the OVS director contributed to FACTS. Further, in the final analysis, most of the subawards made by FACTS were from programs in rural areas of non-rural states.

The provision of grants for one year to both intermediaries and subgrantees proved problematic. Even with no-cost extensions, funding for the largest intermediary grantee ran out before subgrantee grants. Consequently, FACTS officially closed its program at the end of October 2008 and directed all subawardees to return their unexpended grant monies to OVW. At

least five subawardees, and as many as fifteen, may have had unexpended grant monies which they were required to return to OVW.

Generally, across FBCO initiatives, the intermediary agency is funded both before subgrantees and after the funding for subgrantees expires.

Finally, the amount allocated to intermediaries, 20% of the overall funding, and the tight time constraints placed on intermediaries to canvass their catchment area for needs, solicit, and then fund subgrantees, all proved problematic. Intermediary and subawardee staffs all concur that they needed more time to accomplish basic program goals, including building subgrantee program capacity to sustain themselves after the funding expired. The amount allocated to the intermediaries was much lower than that generally proved intermediary grantees across Federal FBCIs as described in the Literature Review.

2. The almost national catchment area assigned one of the intermediary grantees compromised its ability to fulfill program requirements to canvass jurisdictions to determine funding needs and then grant subawards accordingly.

While WCADVSA and AAFV were able to canvass their communities, meeting with potential applicants in person, FACTS, with the largest catchment area, had to rely principally on electronic mailings to reach potential applicants. This limited potential applicants to more established agencies tied into the Internet and capable of responding to requests for proposals without additional personal encouragement or assistance. It also precluded specific efforts to prioritize recruitment of applicants from those rural communities with the greatest needs for services. FACTS was unable to attract applicants from some rural areas with the lowest number of victim service programs per capita (Tiefenthaler, 2005). Even if FACTS had unlimited funding, it did not receive applications from many rural jurisdictions. FACTS was unable to fund any programs in six out of the ten states with the highest percent rural population and three out of the nine states with the highest percent of people living in frontier jurisdictions.

3. While the need for additional domestic violence services existed in many rural jurisdictions, the willingness and/or ability of small, rural agencies to apply for Federal funding was substantially overestimated by OVW and the intermediary grantees.

The willingness and ability of small, rural FBCOs with no or fledging domestic violence programs to apply for Rural Pilot Program awards was not as anticipated by OVW or the intermediary grantees. Both WCADVSA and AAFV, with more limited catchment areas and the ability to reach out to potential applicants, were still unable to fund as many subgrantees as initially proposed. Each ended up spending less money than initially granted to them by OVW. Exhibit #10 breaks down number and amount of proposed and funded subgrantees.

Exhibit #10: Intermediary Awards: Proposed and Realized (April, 2006)

Intermediary Grantees	Proposed # subgrantees	Total Planned Awards	Actual subgrantees	Actual Total Awards	Intermediary Admin. Grant
WCADVSA	30	$420,000	7	$249,200*	$105,000*
AAFV (SW Idaho, round 1)	12-15	$400,000	4	$200,000	
AAFV (Idaho, round 2)			4	$174,811	
AAFV Total	(12-15)	$400,000	8	$374,811	$100,209
FACTS	74-84	$2,380,000	39	$2,380,019**	$595,007
Rural Pilot Program OVW Allocation	116-129	$3,200,000	54	$3,199,784	$800,216

* Leftover funding awarded to subawardees or returned to OVW. ** Unspent funding returned to OVW when FACTS disbanded in late 2008.

4. The intermediary with the smallest catchment area experienced conflict of interest in its funding recommendations and conflict with the agencies that were eventually funded as a result of direct competition over future funding.

AAFV experienced specific challenges due to the smaller size of its catchment area. While closer to the community it served, that very closeness made it more difficult for AAFV to avoid conflict of interest in its funding recommendations. OVW rejected one of AAFV's recommended applicants because of overlapping board membership and staff between it and AAFV. AAFV also appeared inhibited in exercising its screening role as an intermediary, recommending every

application it received for funding. Consequently, it suffered the highest OVW rejection rate of intermediary recommended applicants of the three intermediary agencies. Finally, AAFV was a direct competitor with its applicants for additional OVW, state, and foundation domestic violence funding. Conflict between AAFV and some of its funded applicants over subsequent OVW funding, in fact, subsequently undermined its ability to work with funded applicants and deliver technical assistance. At one point, some of its subawardees threatened a lawsuit against AAFV, although eventually the parties agreed to settle their differences in arbitration.

5. The selection process of subawardees proved problematic, requiring two separate reviews, first by the intermediary agency and then OVW.

The power and control exercised by OVW over the awarding of subawards was unique among Federal FBCO initiatives. In other Federal initiatives, the selection of subgrantees is left to the intermediary agencies once their selection process is approved by the Federal agency. In the Rural Pilot Program, by design, the final selection was made by the Director of OVW (not project director). Further, OVW either failed to communicate its selection criteria with the intermediaries or the intermediaries failed to understand them sufficiently, resulting in OVW disapproval of applications recommended for funding by the intermediaries. OVW ultimately funded less than a third (31%) of applications received. The time required for OVW to review the selections made by the intermediaries reduced the amount of time available for the intermediaries to recruit applicants and administer the program. One of the rationales of the Capital Compassion Fund Demonstration Program, which spearheaded the use of intermediaries in FBCO initiatives, was the efficiency achieved by delegating selection of subgrantees to the intermediary agencies. Such was not the case in regard to the Rural Pilot Program which maintained, in effect, a dual application selection process, one by intermediaries followed by another by OVW.

While AAFV was the most successful of the three intermediaries at generating successful applications and the most that were faith-based, it also required, in effect, the most duplicate efforts from OVW in terms of reviewing and screening applicants. FACTS, on the other hand, the intermediary with the largest catchment area required the least OVW oversight in terms of screening eligible applicants. However, FACTS was least able to generate faith-based applicants. WCADVSA, serving an entire state, was between AAFV and FACTS in terms of successful generation of faith-based applicant, and OVW acceptance of recommended applicants.

6. The Rural Pilot Program mostly funded established domestic violence programs, resulting in the expansion of domestic violence services but not programs.

Most of the successful applications came from established FBCOs, 40% of which had received prior Federal domestic violence funding, according to their applications. The intermediary agencies had difficulty recruiting less mature organizations or organizations new to domestic violence. Further, applications from such agencies were not as competitive as those from the more established agencies, based on intermediary selections and OVW funding. For example, all but one of the 13 applicants that did not already have 501(c)(3) nonprofit status was rejected for funding.

7. Most subawardees were granted to community agencies.

Most applications (66%) came from community organizations. The success of intermediary agencies in funding faith-based applicants was inversely proportional to the catchment area they were assigned to cover. AAFV, with the smallest catchment area, had the largest proportion of faith-based organizations at 50%, including several taking on domestic violence programming for the first time, followed by WCADVSA, covering a single state, at 43%, and FACTS, covering the rest of the country, with only 28%. Overall, the percent of faith-based organizations funded was lower than that found in other Federal FBCO initiatives (see Literature Review).

However, the percent is higher than those funded directly by OVW in its other rural discretionary funding program during the same time period.

It appears there were two reasons why the number of faith-based program participants was limited. First, based on field observations and reports from intermediary staffs, it appears that at least part of the challenge in generating applications from faith-based organizations was ideological, reflecting a divide between the domestic violence service community and the faith community, especially as represented by small, rural churches and religious institutions not affiliated with the major religious denominations. Many of these faith organizations, according to the intermediaries, feared domestic violence services were antithetical to marriage promotion, the subject of prior Federal faith-based funding that faith-based agencies had received in the past.

The most dramatic example of the tension between faith-based and secular domestic violence service providers occurred in Wyoming. Although initially approved by OVW, funding to a faith-based agency providing domestic violence services in two rural counties was actually rescinded after it was learned the agency's director, a minister, was on parole after having served several years in prison for assaulting his former girlfriend. Although the minister had worked closely with the director of the FIW on federally-supported prison ministry programs after his release from prison, the WCADVSA informed OVW that it could not support the minister's continued funding. While the WCADVSA director wrote that she believed there was a role for former batterers, her organization did not believe the role of project director and victim counselor to be appropriate. Its partner, FIW, knew of the minister's background and supported his funding, believing the minister transformed through his religious rebirth. A full write up of this case is included in Appendix S.

Second, a comparison of successful and unsuccessful applicants reveals that while successful faith-based applicants were less likely than secular awardees to have received Federal funding in the past, unsuccessful faith-based applicants were the ***least*** likely to have received prior Federal funding. This suggests that faith-based applicants may have been less competitive than the community organizations. These organizations had less experience in successfully responding to Federal grant opportunities.

The intermediaries most successful in the recruitment of faith-based applicants approached, if not crossed, the line in regard to providing special attention and services to faith-based applicants that were not offered to community applicants.

8. The goal of building the capacity of funded subgrantees to sustain the provision of domestic violence services was overshadowed by service demands.

Generally, the subawardees did not earmark funding for program infrastructure, building the capacity of their organizations, or means to sustain the organizations once the Federal funding ended. In this, they were encouraged by the intermediaries who pressed for immediate, increased victim services and community education programs. This, in turn, was enforced by OVW's monthly data reports required from each subawardee that focused on the number of victims served, services provided, pieces of literature distributed, and the like. In short, service delivery was emphasized over capacity development in practice, notwithstanding the initial stated goals of the program. The subawardee RFP, for example, included a section entitled "Capacity/Implementation" where applicants were asked to identify areas where their organizations needed assistance. Applicants were also asked to discuss strategies to "build the capacity of [their] organizations." However, the RFP for intermediaries did not call for a specific budget item indicating monies reserved for the provision of technical assistance or training to increase subawardee capacity and program sustainability.

9. The ongoing OVW rural discretionary program appears to fund FBCOs that provide services to victims in rural communities at least equivalent to those provided by the Rural Pilot Program.

The larger Rural Domestic Violence grant program provided services to victims and communities equivalent to those, albeit through larger organizations, provided by the Rural Pilot Program FBCOs. Longer terms and greater funding allowed for more comprehensive and specialized victim services as well as more opportunities for programs to build their capacity to sustain these services after Federal funding expired. Further, it allowed grantees to serve, in effect, as nascent intermediary agencies, providing limited funds and training to smaller community agencies, as well as provide direct victim services and community education. There is no indication that they were less able to reach into small, isolated, rural communities even though funds were not restricted to small faith and community agencies. They were not, however, as successful as the Rural Pilot Program in funding faith-based grantees.

Chapter IV. Capacity and Sustainability

From the inception of the Rural Pilot Program, OVW expected that many of the FBCO applicants would have limited capacity and would require technical assistance in many areas, from effective domestic violence programming to organization operations to organizational aspirations and strategy (OVW RPP Request for Proposals, 2005). For our part as evaluators, we anticipated that faith-based organizations in particular would need assistance, a view that stemmed from the heterogeneity of these groups (Chaves, 1993); that is, the fact that religious organizations have varying types and levels of formalized organization that react differently to outside influences (Benson & Dorsett, 1971; De Vita & Wilson, 2001; Harris, 1998). Additionally, because of a reluctance among some faith traditions to acknowledge or support victims of domestic abuse (Lasco, 2001) for fear that to do so works against the goal of keeping marriages and families together, we anticipated at least some of the awardees would need TA for the safe delivery of appropriate services to victims.

As it turned out, as a result of the screening and selection process utilized by the intermediaries and OVW, the level of knowledge and expertise in addressing domestic violence of those agencies funded was high across the program, for both faith-based and community subawardees. While intermediaries provided subawardees with TA in the delivery of domestic violence services, the greater challenge proved to be TA in the area of organizational capacity.

Organizational capacity refers to a myriad of areas, including both functional capacity and the capacity to provide services. Typically, capacity comprises the following components: management and operations, board of directors and governance, key allies, resources, program planning and implementation, and evaluation. A key question that drives an interest in

organizational capacity is to determine the best way to ensure the sustainability of programs and organizations after Federal funding ceases.

Six key factors have been found to be important to sustainability across different types of community organizations. First, organizations must have the ability to develop a vision or legacy, particularly one that is shared by key allies and partners (Center for Mental Health in Schools, 2001; Cutler, 2002; Hayes & Bryant, 2002; Kaufman, 2002; Wolff, n.d.). Second, organizations must take part in evidence-based planning and evaluation, and need to have the commitment of key allies to their goals (Cutler, 2002; Hayes & Bryant, 2002; Kaufman, 2002; Kubisch et al., 2002; Schorr, Sylvester, & Dunkle, 1999; Wolff, n.d.). Third, organizations need to develop the capacity to create and strengthen collaborations and partnerships, and need to nurture these relationships over time and approach them in such a way that there is mutual and complementary buy-in and commitment (Kubisch et al., 2002; Wolff, n.d.). Fourth, organizations need to attain and sustain sufficient funding and other forms of resources, including in-kind resources and volunteer support (Hayes & Bryant 2002; Schorr et al., 1999; Staggenborg, 1988). Fifth, organizations need to develop the ability to influence policy and change norms, certainly at the local level but also at the state and national levels (and to the extent that issues cross borders, at the cross-national level) (Hayes & Bryant, 2002; Schorr et al., 1999; Staggenborg, 1988). Finally, organizations need to develop flexibility and the ability to adapt to changing contextual factors (Hayes & Bryant, 2002; Imig, 1992; Minkoff, 1999; Schorr et al., 1999). Many challenges to sustainability have also been identified, including geography (Wolpert & Reiner, 1984); low levels of community social capital (Gomez & Santore, 2001); organizational size, age, and transitions (Minkoff, 1993); and tensions in collaborations around funding and planning (Banaszak-Holl, Allen, Mor, & Schott, 1998).

Expectations

Given the short grant time-period, six months to one year, our expectations for capacity changes at the start of this program were minimal. We agreed that if capacity-building efforts were successful, the program should result in FBCOs being able to:

1. Obtain funds, beyond the Rural Pilot Program grants that they most likely would not have otherwise obtained;
2. Make new connections to sources of volunteers and sources of in-kind support;
3. Access relevant technical assistance that would not otherwise have been obtained;
4. Improve their social marketing skills to increase their exposure to grassroots groups, the media, and endorsements;
5. Improve their organizational, administrative and fiscal controls with such changes as approval of a 501(c)(3); and
6. Develop regular intensive and extensive organizational mentoring and coaching relationships with the intermediary.

In addition, there were expectations by OVW that funding would improve organizational sustainability for FBCOs as well as increase their ties with local law enforcement.

How this process would theoretically work is captured in a logic model developed based on the original RFP for the intermediary organizations (see Appendix A). In short, intermediaries would issue their own RFP to which faith-based and community organizations would respond. Grants would be awarded, and then intermediaries would assess the needs of these subawardees and develop a tailored technical assistance program for them. Through the grant funds and technical assistance received from the intermediaries, subaward organizations would, at a minimum, achieve the benchmarks mentioned above. In the long run, these organizations would

then turn these short-term successes into larger outcomes, including increased ability to reach and serve victims in rural areas, and provide effective assistance to victims through proven and sustainable practices.

Organizational Baseline and Needs

The organizations that responded to the capacity assessment ranged in age from new at the start of the grant to 56 years old; the mean date that organizations began was late in 1992 and the median was 1997, suggesting that many, if not most, of the organizations were relatively new. There was no statistically significant relationship between the age of the organizations, whether or not they were funded, and intermediary.

In the pre-assessment, a third of the respondents (33.9%) reported that they were faith-based organizations. Few of the faith-based groups described their faith traditions when asked, and of those that did, the reports included Protestant, non-denominational Christian and a council of churches.

From a reading of the original RFP, it was expected that many of the subgrant awardees would need assistance with very basic operational functions. While the successful applicants proved to be in need of technical assistance and support (by their own assessment), the types of assistance needed differed from that anticipated by OVW. For example, it was expected that many of the subawardees would need assistance with very basic operational functions like obtaining 501(c)(3) status. However, only 13 of the 133 organizations that applied for funding (and that responded to evaluators) did not have this status at the time of application and only one of these 13 organizations was actually funded.

All of the organizations reviewed by the evaluators were professional enough to have previously identified mission and/or vision statements. They were all also skilled at managing

volunteers and acquiring in-kind resources, a reflection of their limited resources which required that they be creative in attracting "free" resources. Although most of the subawardees felt they had identified benchmarks for evaluative purposes, evaluators found, in large part, the organizations were unfamiliar with basic strategies for evaluation of their work, other than counting the number of people that used services and occasionally asking clients how useful those services were. Even in this basic effort, there was no unified approach to counting people that used services, even after OVW imposed uniform reporting requirements during the grant period. While some counted an individual woman and the dozen services she used as a "1" on their monthly activity report, others counted each specific service and interaction they had per client, resulting in, for example, a "12" on their monthly activity report, despite the actual number of interactions being exactly the same between the two organizations.

Reflecting this confusion, perhaps, when asked to identify their most critical needs for assistance, the majority of subawardees, 59.1%, identified “reporting to OVW.” The second highest need item reported was “sustainability planning” (38.1%), followed by “budgeting” (32.6%), “developing or changing operating policies” (31.8%), and finally “staff training and development” (27.9%). The areas that subawardees needed the least amount of support (again by self-report) included “help obtaining a nonprofit status,” “volunteer management,” and “developing or refining a mission statement or vision.”

Both subawardees and intermediaries recognized problems in reporting. Many of the problems arose, ironically, because OVW endeavored to make the program more accessible to small, resource-poor organizations with no prior experience applying for Federal funding. As a result, the subawardees were not required to use the standard OVW reporting procedures. New procedures were developed. Many problems arose, however, because the reporting forms and

requirements were not made prior to the award decisions and when made, they were not consistent across the intermediaries.

Intermediaries were more successful responding to related OVW budget reporting needs. Approximately a third of the responding subawardees reported that they needed assistance with budgeting, primarily related to questions and concerns about moving items and changing amounts within their grant budget categories. All of these problems were satisfactorily resolved.

Each of the intermediary organizations took a different approach to addressing technical assistance. One utilized a listserv to distribute grant announcements to the subawardees as the announcements came in, though they did not provide assistance in writing or reviewing grant applications because the intermediary believed it would constitute a potential conflict of interest as the intermediary, itself, was also seeking additional funding. Another took a similar approach, though did help with grant reviews. A third collaborated with its subawardees in putting together an application for a large Federal grant program, OVW's congressionally-mandated discretionary rural grant program, that was eventually funded.

In regard to assistance with staff training and development, including volunteer training and development, one of the intermediaries responded by providing phone assistance, sometimes bringing in expert consultants, to handle issues on a case-by-case basis. Another intermediary sent staff to the subaward sites and directly provided new staff and volunteer training, saving the organization staff time and resources. However, only a portion of the staff training and development need that was expressed by the subaward organizations was met according to subawardees.

There were only minimal differences of needs between the faith-based and community organizations. These differences revolved around three areas: governance, funding streams, and

volunteerism. First, faith-based groups were less likely than community groups to have a board of directors overseeing their operations. If they had boards, the boards had fewer domestic violence experts, but more clergy, ministers, and staff. While not unexpected, these differences had important implications in the ability of organization to deliver domestic violence services. While faith-based group boards suffered from lack of expertise in domestic violence, the community organization boards suffered from lack of connections to clergy and the faith community. Second, with respect to prior funding, the faith-based organizations were less likely to have received government funding. Third, in regard to volunteers, recruitment varied between faith and community based subawardees. While the faith-based organizations were, naturally, more able to recruit from churches, the community organizations were much more likely to recruit from newspapers, radio, and television. This translated into a real difference between the two types of organizations in the number of volunteers they are were able to recruit. The median number of volunteers for faith-based organizations at the start of the program was 29, and for the community organizations, it was only 15. In short, the faith-based organizations generated significantly greater numbers of volunteers.

The study by Fink & Branch (2005) notes that the intermediaries funded by the Capital Compassion Fund, established by the White House to promote FBCO initiatives, used subawards to promote two types of activities - capacity building (training, consultation) and program expansion. In the initiative, the intermediaries focused more on the latter. This was reinforced by OVW's emphasis on monthly tracking of program activities, such as victims served or brochures distributed. Whether or not this focus, and the specific strategies employed by the individual intermediaries, translated into greater improvements for subgrantees is not evident. None of the pre-post assessment differences can be tracked back to the different intermediary agencies.

In regard to capacity building, not only did few of the subawardees recognize a need for better in-house evaluative efforts, the intermediaries did no better in identifying and responding to these needs. The one intermediary that had the capacity in-house to offer technical assistance decided to focus primarily on substantive, as opposed to organizational, assistance. Their overriding concern expressed to evaluators was ensuring that subawardees did not compromise victim safety. It should be noted that there was substantial overlap between the intermediary project director and staff with the National Domestic Violence Fatality Review Initiative also located at Baylor University, undoubtedly heightening concern in this area.

However, in one measure related to capacity building and sustainability, seeking private and public funding, OVW asked intermediaries to track monthly funding activities of the subawardees. The initial AAFV subawardees, along with AAFV, were collectively the most successful in securing additional Federal funding. AAFV submitted for itself and on behalf of area subawardees an application for OVW rural discretionary funding which it was subsequently awarded while the original program was still ongoing. While the new funds went to AAFV, AAFV assigned personnel to work directly with the subawardees. As a result, although the structure of the programs altered with the new funding arrangement, the initiative-funded services were maintained in the area.

WCADVSA reported that almost five of its subawardees applied for additional public and private funding respectively each month and a little less than five received additional public funding each month during the funding period. In addition, it was reported that six subawardees received additional private funding each month during the initiative funding period. The amounts received were not reported.

During the funding period, on average, each FACTS subawardee applied for additional public and private funding at least two times. The subawardees reported receiving additional public and private funding from at least one outside source for approximately four months out of the 12 month grant funding. The amount of funding involved was not reported.

Capacity Changes and Organizational Outcomes

While we examined changes in all of the areas detailed in Appendix A, changes were seen in only a few (for a summary of pre-post assessment changes see Exhibit #11). Two major themes emerge from the examination of the pre-post data. First, positive changes in organization capacity were experienced by many of the funded organizations as compared to those organizations that were not funded, though these changes were small. This finding is not unexpected given the short timeframe of the grant period and the small amounts of the awards. Second, the funded organizations also appeared to backslide on some measures of the more sophisticated components of organization capacity. However, findings from the case studies suggest that, in fact, what happened is that that in answering the pre-assessment survey questions respondents did not understand the full extent of the questions being asked. Through exposure to materials in these areas given by the intermediaries, the organizations increased their knowledge (but not practice) and did not backslide on these items through the course of the grant period but instead answered more accurately in the post-assessment than in the pre-assessment. In other words, they learned, for example, that simply counting victims coming through their door for services did not constitute an adequate evaluation of their program.

Exhibit #11: Summary of Pre-Post Assessment Changes (Difference of Proportions & Means Tests)

Component	Area	Funded	Not Funded
Management & Operations	• HR Policies		+ (p<.05)
	• MIS		+ (p<.05)
	• E-mail	+ (p<.05)	
	• Web site	+ (p<.05)	
	• Staff size	+ (p<.01)	
Board/ Governance	• Require board financial support	+ (p<.05)	
	• Rep: Community memb	+ (p<.10)	- (p<.10)
	• Rep: Community leader		- (p<.05)
	• Rep: Field experts	+ (p<.05)	- (p<.10)
	• Rep: Lawyers	- (p<.05)	
	• Rep: Clergy, ministers		- (p<.05)
Key Allies	• No volunteers		+ (p<.05)
	Recruitment methods		
	• Word of mouth		- (p<.05)
	• Church/faith		- (p<.01)
	• News		- (p<.05)
	• Radio		- (p<.01)
	• Internet	- (p<.01)	- (p<.10)
Resources	• Fundraising plan	- (p<.05)	- (p<.05)
	• Government funding	+(p<.001)	+ (p<.10)
Program Planning	• Strategic Plan	- (p<.05)	
	• Asset map	- (p<.05)	
Evaluation	• Theory of change	- (p<.05)	

Funding

The pre-post assessments do not indicate that the funded organizations increased the diversity of their funding base over the course of the grant. However, the case studies do suggest that state and local funders became more engaged with the organizations after they received their OVW grants. In particular, respondents felt that the grant gave them credibility that they previously did not have.

Of the funded organizations that completed the second post-assessment, 52.38% reported receiving funding after the grant that they most likely would not have otherwise obtained had they not first received these Rural Pilot Program funds. The plurality of these grant monies were over $25,000 (31.3%). The rest were for smaller amounts (25% received between $1 and $4,999; 18.8% received between $5,000 and $9,999, and 25% received between $10,000 and $14,999). While these amounts appear small, given the budget size of most of these organizations (the budget range for domestic violence related activities at the time that they received their award ranged from $0 to $125,000), these additional monies constitute a significant addition to their resources. While we were unable to track differences in funding over time between the organizations that were funded and those that were not because OVW did not release these data on the unfunded applicants, we were able to examine funding differences between the time of application and the second post-assessment for the funded organizations only. For the funded organizations, the average annual budget at the time of the pre-assessment was $117,929, by the time of the second post-assessment the average budget had raised to $224,309. This represents a statistically significant and positive change for these organizations.

Both funded and unfunded organizations had increased funding from government sources between the pre- and post-assessments. It makes sense that there might be such an increase for the organizations that were funded, but it does not necessarily follow that those that did not receive funding would also experience such increases. While it is not possible to know for certain given the current data, it may be that there was something about the process of applying for this grant program that either encouraged applicants, even unsuccessful ones, to pursue other government funding, or helped them to develop important local contacts to facilitate the process. Given the available data, other explanations cannot be ruled out, but this may potentially be a

positive and unintended consequence of the program that deserves greater scrutiny in the future with similarly constructed programs.

Volunteers and In-kind Support

With respect to volunteers, the only change for the funded organizations through the grant period was a decrease in one form of volunteer recruitment: using the Internet. At the time of the first post-assessment, there appeared to be no change in volunteer recruitment, and in some cases a ***decrease***. Judging from the experiences of the case study organizations, what actually happened was that the grant funds allowed these organizations to bring on volunteers in a paid capacity. Thus the finding of no change or a slight drop in volunteers is misleading because, by comparison, the organizations that were not funded experienced significant changes during the grant period. Several organizations stopped using volunteers altogether and the types of recruitment outlets dropped for word-of-mouth, church/faith partners, newspaper, radio, and the Internet.

Of the organizations that were funded and responded to the second post-assessment, 42.9% reported recruiting from a greater number of sources of volunteers that they would not have been able to reach, were it not for the grant. One third of these organizations also reported having more volunteers than they would have if it were not for the grant. The two most common reasons given for the increase in volunteers were greater notice of the organizations from attention in the media and increased in-roads with the faith community. Other reasons given were increased collaborations and relationships with other organizations, opening up new places to recruit.

A few of these organizations also reported gaining access to more sources of in-kind support (14.3%). These sources included the broader community, the court system, other

agencies, Internet service organizations, other nonprofits, and churches. However, this finding does not represent a statistically significant difference.

Delivery of Technical Assistance

According to the FBCOs, most of the support delivered by the intermediaries was given by phone, followed closely by the meeting in Denver, then via e-mail. Ironically, the Denver meeting was actually organized solely to facilitate the evaluation of the initiative. However, as a result of the delayed start-up of FACTS, serendipitously, the meeting represented the first for FACTS subawardees, just two weeks after they had received notice of their awards.

According to subawardees, most of the time when they requested assistance from the intermediaries, they received it. However, we heard a variety of responses about how accessible intermediaries were:

- "… hardly any [help] ever was [available]. In fact, early on I requested some of this assistance, more than once, to no avail."
- "I think I did ask for help when I needed it, but I understand that sometimes, [the intermediary] can only do so much with their time available. I don't blame them for not being able to help. So many times, our needs are very big and it is impossible to do everything."
- "I always get the help I need from the [intermediary]. However, I have been doing this work for 17 years, I have excellent and well-trained staff/volunteers and the best board of directors I have ever had...so I rarely need any sort of technical assistance. It was very helpful for [our intermediary contact] to come and do the volunteer training with my new staff and volunteers. This saved me time and allowed me to focus on finding sources of sustainability for this Migrant Outreach Project. [Having her] conduct the

training also freed up current staff time - so that they could focus on direct client services and not have to use flex-time to train a new co-worker and new volunteers."

The areas in which the subgrantees needed assistance but were least likely to receive it were in planning for sustainability, program planning and implementation, and finally in developing operating policies.

We also examined whether there was a difference in the effectiveness of the different types of TA provided by the intermediaries. The data suggest that, in fact, the difference between the intermediaries as measured by the organizational capacity of the grantees was not in the quality of capacity-building TA they provided but in their initial ability to attract and fund quality organizations. That is, looking at the subgrantees by intermediary, where we saw marked improvements in organizational capacity, compared with organizations that were not funded, those organizations that did well had greater capacity even before they were funded.

There was a difference between the intermediaries in their ability to recruit faith-based applicants. The regional intermediary was able to recruit significantly more faith-based applicants than the other two intermediaries, due in large part to timing. This intermediary was able to recruit a second round of applicants after the initial subawards were approved because OVW did not fund many of the initial applicants the intermediary approved. The intermediary was able to go out into the counties they served and recruit additional grassroots faith-based and community organizations to apply for the grant. The new applicant organizations were small and church-based; none had received government funding before, nor did they have much infrastructure. The intermediary painstakingly walked them through the application process, reviewing drafts of applications and making significant revisions, and providing individualized,

hands-on TA about setting up and running their programs. Much of this was done on a volunteer basis, as funding for the intermediary was largely exhausted by this point.

While these unique circumstances allowed this intermediary the opportunity to specifically target and recruit faith-based applicants, it also raises questions and concerns. One of the stated objectives of the FBCO initiatives is to create "an even playing field" for both faith-based and community organizations to compete for Federal funding. To the extent that one type of organization is favored or provided more assistance in acquiring Federal funds than another, that playing field may be unfairly tilted.[7]

For the most part, the subgrantees were satisfied with the assistance they received. The areas in which they felt they received inadequate assistance included developing a theory of change, developing a strategic plan, grant writing, using a management information system, forming governmental partnerships, technology, learning about and adopting evidence-based practices, forming institutional partnerships, adopting effective services, volunteer recruitment, and developing a fundraising plan. What most of these issues have in common, however, is that they were items about which less than a quarter of the subgrantees requested assistance. There were also a few areas where respondents reported receiving too much assistance: the role of boards, board leadership, budgeting, physical infrastructure, and volunteer training. The topics about which there was the most variance in the evaluations were: developing and using Management Information Systems (MIS), reporting, technology, expanding services, and identifying evidence-based practices.

Each of the three intermediaries provided TA in different ways and focused on different issues. The regional model implemented monthly meetings, which grantees were required to

[7] Whether or not this would specifically be in violation of the law is beyond the scope of this evaluation or the evaluators' competence to judge.

attend, that covered a range of substantive topics led by experts. They also provided telephone or in-person TA on request, primarily about operational issues. The statewide model hired a full-time TA provider who regularly traveled to the different programs and responded to telephone requests concerning substantive and operational issues. The national model divided the country into regions and held monthly conference calls with each, as well as one regional meeting, and, in addition, frequently provided resources to the subawardees via a listserv. The materials provided primarily concerned substantive issues.

Each of these delivery models possesses strengths and limitations. The national intermediary brought greater experience, contacts with national experts and funding, and the ability to leverage these resources to craft a TA program that included frequent information exchange via listserv and conference calls as well as the ability to respond to individual problems through their consultant network. The limitation of this model was that the national intermediary had fewer personal contacts with its subawardees, restricted to the meeting in Denver (serendipitously underwritten by the National Institute of Justice evaluation effort), its regional meetings, and visits to approximately one third of the subaward sites.

The statewide intermediary hosted a training meeting at the start of the award period that was open both to the programs that were funded and those that were not. Following that meeting, all other TA was provided through telephone calls and regular visits to the program sites by a staff member whose time was dedicated to providing assistance. The staff member put thousands of miles on her car covering the vast expanses of Wyoming to provide TA. While the subaward programs received more face-to-face time with the state TA provider, the content of that TA was less sophisticated than that provided by the national model.

Finally, the regional program, with the regular, mandatory contacts appeared to be the most promising of the models, based on the amount and quality of contact and feedback from the subawardees. This system, however, faced significant challenges toward the end of the grant period because of a conflict between the subaward organizations and the intermediary. The intermediary organization partnered with the subaward organizations to cooperatively apply for additional OVW rural funding and succeeded in obtaining that funding. However, when the new project was implemented, the subaward organizations felt they had been verbally promised resources that the intermediary organization did not deliver. The subaward organizations later lost this challenge in arbitration, but, as a result, communication between the subawardees and the intermediary agency were all but discontinued.

A key question is whether one or another of these the intermediary approaches to TA translated into greater improvements for subawardees. Based on the current findings, the answer is not promising. None of the pre-post assessment differences could be tracked back to the different intermediary models. The only differences among the intermediaries came from the subaward assessments of the utility of the support they received from the intermediaries. Among the more than 30 capacity areas they were asked to rate, differences among the intermediaries came up in four areas: budgeting, technology, volunteer recruitment, and data collection and management. For each of these areas, the national intermediary received higher scores for helpfulness than the state or regional intermediaries.

Exposure to Grassroots, Media, and Endorsements

One of the ways that FBCOs can increase their outreach, capacity to serve people, and resources, is through gaining positive attention from other grassroots organizations, the media, and endorsements from public officials. Of the funded organizations that responded to the second

post-assessment, 28.6% responded that they received greater exposure from grassroots groups because of the grant. This came from churches, other domestic violence organizations, e-mail and listservs, informational gatherings, Justice Centers, funders, and support groups. One grantee was particularly excited to create in-roads with a fundamentalist church that had previously been unwilling to cooperate with them.

Two thirds responded that they received greater media exposure because of the grant. The most frequently cited source was articles in local newspapers, followed next by radio interviews and ads. Other sources included Web sites, free ads in newspapers, local television, and mailings and newsletters.

One third of the organizations also reported that they received endorsements from public officials that they would not have received had it not been for receipt of this grant. The main sources of endorsements were community leaders and other organizations. Other sources included Catholic Charities, the Salvation Army, other churches (again, including a fundamentalist church), and law enforcement.

Organization Administration and Fiscal Controls

While the organizations that received Rural Pilot Program grants were more sophisticated than anticipated when the program was developed, they nonetheless had room for organizational growth. The funded organizations saw a statistically significant increase in staff size and technological capacity (e-mail and Web sites) over the life of the grant. Each of these increases can directly be linked to having greater flexibility to spend cash resources on these items because of the OVW grant. These organizations also were more likely to require board financial support after funding, and saw significant increases in community members and experts on their boards.

Beyond these changes, the organizations that were funded did not realize statistically significant changes in any other aspects of their administrative or fiscal controls.

The organizations that were not funded realized statistically significant increases in having formal policies and procedures, whereas the funded organizations did not. Consistent throughout much of these findings, it is evident that the organizations that were not funded had far less organizational capacity to begin with. It is possible that their failure to obtain Rural Pilot Program funding made them realize that to be funded for a national competitive grant in the future, they needed to become more professionalized. However, this is only conjecture, as we had no way to determine the cause of this unexpected finding.

Ongoing Relationship with Intermediary

The last expectation we had for these organizations based on the goals of the policymakers that developed the Rural Pilot Program was that through this process the subawardees would develop ongoing support relationships with the intermediaries. Of the organizations that responded to the second post-assessment, 52.4% noted that they continued to have contact with their intermediary organizations (again, this survey was taken 6-12 months after the end of the grant period). Most of this "assistance" was information about trainings and upcoming conferences, and also included computer assistance and legislative updates. These respondents stated that they preferred electronic information/e-mail most, followed closely by in-person meetings, and finally telephone assistance. One third of these contacts were initiated by the subaward organization.

There was no difference by intermediary, although none of the AAFV subawardees answered this question. The information from the case studies suggests that, at completion of the original subaward, the relationship between subgrantees and intermediaries had been completely

discontinued. The contacts with FACTS initially were e-mails generated by staff about conferences and grants. These contacts, however, were discontinued after FACTS staff funding ended. WCADVSA provided the most significant post-grant assistance to the subaward organizations. They elected to utilize grant monies from another program to keep their field liaison in place, and she continued to take calls and respond to requests for assistance from all of the subaward organizations on an as-needed basis. It should be noted that WCADVSA alone is guaranteed to receive ongoing OVW funding as the Violence Against Women Act stipulated that 5% of OVW state block grants be granted to state domestic violence and sexual assault coalitions.

Sustainability

Sustainability is a crucial goal of successful capacity building. Grants are provided both to increase grantees' capacity to deliver services and also their capacity to maintain this higher level of service delivery after their grant support has ended. OVW must be particularly concerned with the sustainability of grantees it funds. Given its relatively tiny budget, OVW cannot possibly offer sustained funding to enough grantees to meet the needs of domestic violence victims across the country. In all of its grant programs, OVW can only provide seed money and temporary funding to grantees.

The simplest sustainability test is to examine whether or not the funded organizations are able to maintain the changes they made during the grant period six months to one year past it. Per the discussion above, the biggest changes Rural Pilot Program subawardee organizations saw were in staff size and technological capacity. In short, not only were the funded organizations that responded to the second post-assessment able to sustain changes in these areas, they also continued to grow them. For example, at the time of the pre-assessment, staff size for funded

organizations averaged a little over two and one half persons (2.567). By the end of the grant period, this increased to a little over three, 3.147. Not only did the subawardees sustain this growth, but they continued to grow six to twelve months out, to an average of almost three and one half staff, 3.476. However, the second post-assessment was conducted prior to the economic downturn, and therefore we cannot know whether these organizational changes were able to endure through the economic crisis that arose in 2008.

Organizational technological changes saw similar positive changes. The proportion of organizations with e-mail capacity at pre-assessment was .911. It rose to .957 by the time of the post-assessment. They maintained this change by the time of the second post-assessment (proportion was .952 but the difference was not statistically significant). For organizational Web sites, the proportion at the pre-assessment was .477. This increased to .522 by the time of the post-assessment, and further increased to .619 by the time of the second post-assessment.

To the extent that cash resources are an indicator of sustainability, the capacity of these organizations to sustain change increased over the grant period and did not diminish after the OVW funding ended. For the funded organizations, the average annual budget at the time of the pre-assessment was $117,929; by the time of the second post-assessment the average budget had raised to $224,309. Again, this time period is 6-12 months after Rural Pilot Program funding ended, indicating that there organizations were able to garner new and expanded resources to support their work.

Sustainability, however, is more complicated and multi-faceted than this. Arguably all of the capacity measures are components of an organization's ability to sustain positive changes. To simplify analysis of this, we compressed the capacity instrument into measures for each capacity component using a scoring grid (see Appendix D for an overview). We then turned each of these

descriptive categories into numeric scores ranging from 1 (low) to three (high). We scored each of the organizations that filled out the capacity assessment and also scored each of the case study organizations (based upon site visit notes and monthly calls) to determine whether the capacity assessment could provide us an accurate measure for these indicators. The correlations between the assessment and case study scores were high, ranging from to 1.000 at the highest ($p<.000$ for Key Allies) to .476 at the lowest (for Evaluation). The other correlations were .739 ($p<.01$ for Management & Operations), .742 ($p<.01$ for Resources), .834 ($p<.000$ for Program Planning & Implementation), and .577 at the lowest ($p<.10$ for Board of Directors & Governance). The correlations for the averaged overall capacity scores were .927 ($p<.000$).

For the organizations that responded to all three of the capacity assessments, we saw minor shifts in organizational capacity. The overall capacity scores moved from 2.007 at pre-assessment to 2.052 at the post-assessment, but then dropped again at the time of the second post-assessment to 1.955. The rise between the pre-assessment and first post-assessment can be attributed primarily to improvements in management and operations, board of directors and governances, and resources. Between the pre-assessment and the second post-assessment there were continued increases in management and operations and board or directors and governances. However, there were drops in each of the other areas. The largest drops between the pre-assessment and second post-assessment were in program planning and implementation and key allies.

However, given the work that has been done on sustainability for OVW grantees (see, for example, Gwiasda, Bowen, & Brown, 2005), the Rural Pilot Program design was not likely to induce the ability to sustain any changes that were actually made over the grant period.

Findings and Conclusions

The initiative was largely successful to the extent that it met the minimal expectations outlined above regarding subawardee capacity building provided by the intermediary agencies. The exception to this is the development of regular and extensive organizational mentoring beyond the life of the grant. While this happened with one of the intermediaries, it did not with the other two. In one case, a conflict between the intermediary and the subaward organizations made this impossible; in the other the intermediary ceased to exist after funding ended.

In the future, it will be important to have evaluators work in conjunction with program specialists to design FBCO grant programs that allow researchers to conduct controlled studies, both of the value-added of faith-based service delivery as well as of the intermediary model. Such research will enhance the strength of our findings about the utility of this type of work and will help to build better policy and programs in the future.

In terms of policy, the faith-based initiative is an example of the positive effects of policy innovation and diffusion, however it was hampered by at least four basic structural problems with the initiative. Our field observations suggest that the program brought beneficial assistance to FBCOs in rural areas. At the same time, there are areas in which the program could be improved, particularly if this administration and future administrations intend to continue to devolve government functions and programs to states and localities.

First, agencies must commit to longer-term funding if they intend for the programs they support to show improvements in outputs and outcomes and if they hope for these programs to be sustainable in the long-term. One year was simply inadequate to achieve any of the capacity and sustainability goals that were outlined in the original RFP for this program. Further, evidence from the experience of the regional intermediary that was allowed to engage in

a second round of recruitment showed that with targeted efforts over a long period of time, relationships, knowledge, and trust could be built to develop the capacity of these organizations to apply for and receive Federal funding. However, this process is untenable in a typical RFP period, and the time and support needed for these organizations to get up and running is longer than a year.

Second, agencies could improve the intermediary model by providing greater training and resources to intermediaries before the start of the programs. This initiative was predicated upon the notion that the intermediaries selected would be experts in every area in which they were to work. However, that was not the case, and at least one of the three intermediaries struggled to attain the necessary proficiency to effectively run their grant program. Because of the short time frame of the program, by the time the intermediary mastered such skills the program was effectively at an end.

Third, OVW continues to need to work on developing a reporting system that is user-friendly, particularly if attracting smaller programs that have never before received Federal assistance is a priority. Further, the reporting system should be designed to encourage programs to measure both service delivery and organization capacity development.

Fourth, if capacity building and technical assistance provision remain a priority, the percentage limit allowance for intermediary organizations should be substantially increased to provide this assistance. A twenty percent budget allowance for intermediaries under this model was much lower than in other examples of the faith-based initiative. This particular initiative demonstrated that the start-up costs alone for attracting these organizations is substantial, meaning that the intermediaries (at least the regional and statewide groups)

continued to provide TA to the subawardees after they used their allotted 20% by pulling from other pots of money not associated with this grant program.

It appears that a statewide intermediary model has the most potential to identify subgrantees and provide required technical assistance to improve and sustain them. Although we were unable to properly examine the impact of the different intermediary models on subaward outcomes because of the uneven nature of the catchment areas, numbers of subawardees, and allotment of funding, the data we have been able to collect suggest that of the three, the statewide model has the most potential. They were able to partner with other statewide experts to reach out to the faith community, thus enhancing their recruitment of faith-based organizations; were able to provide regular, in-person assistance to the subawardees that was tailored to their needs; and had enough resources to bring in outside experts as needed. This model was preferable to the regional approach because the statewide organization had enough distance (in terms of scope of work) to not be competitors for the same pots of money as the subawardees, helping them avoid the conflicts of interest that arose in the regional program. At the same time, they were close enough to their subawardees that they were able to provide intensive and hands-on TA on a regular and as-needed basis. This approach was improved by the fact that the intermediary was also the state coalition. After funding ceased, the supportive relationship continued as they have a permanent infrastructure that outlasted the grant period. They will to continue providing support, unlike the national program which was housed, in effect, at a university dependent upon continued funds to maintain their relationship with the subawardees.

Chapter V: The Role of Faith

The role of churches and faith-based organizations in rural community life cannot be overstated. In the poorest rural areas, churches and faith-based organizations often represent the only viable social institution capable of connecting people within the community and/or providing community services. Especially in small communities, questions of faith, religion, and church attendance often define social ties and dictate norms related to seeking help from domestic violence service providers. Unfortunately, to date there is little written on how best to build the capacity of rural churches and faith-based organizations.

As part of the evaluation of the Rural Pilot Program, we attempted to examine the role "faith" played in the initiative. What we found foremost is that the term "faith-based" has no commonly understood definition and for purposes of this program, few programmatic consequences.

To understand this, we present a brief overview of the legal context of the Federal Faith- and Community Initiative, followed by a description of the general challenges facing rural faith-based groups. Next, we present an empirical examination of the role "faith" plays in the structure and function of the Rural Pilot Program intermediaries and their subawardees. We conclude with findings and recommendations to improve Federal capacity-building efforts of rural faith-based organizations.

The Designation of "Faith-Based"

Historically, churches and other faith-based organizations have played important roles in the provision of social services. For the most part, these services are underwritten by nongovernmental sources. Where government financing on faith-based organizations has occurred, the primary beneficiaries typically have been large religious organizations bureaucratically structured to accept Federal monies without violating separation of church and

state doctrine (e.g., Catholic Social Services, Salvation Army, Jewish or Lutheran Family Services).

In the mid 1980s, a shift in national political philosophy transferred Federal responsibility for administering many social services to states. Known as "devolution," this process also encouraged states to take advantage of grassroots resources to be responsive to local community needs. To accomplish this objective, many state agencies began cultivating relationships with nonprofit organizations, including faith-based organizations, to develop new ways to deliver services. Perhaps unsurprisingly, larger churches and faith-based organizations that had already established government relations benefited the most from this new government investment. For many smaller churches and faith-based organizations, serious expansion of community services was not made possible until passage of the Welfare Reform Act of 1996.

Under the "charitable choice" provision of the Welfare Reform Act, the Federal government allowed states to fund churches and other faith-based organizations to help move people from welfare to work. Although slow to get started, churches took advantage of new opportunities to expand and customize programs beyond simple charity. To meet the personal and community needs of congregations, early programs focused on providing personal services directly relate to job-readiness. Church-run programs were created to teach basic life skills, reading skills, interviewing, and other skills necessary to prepare people for work. While important, these programs often failed to address interrelated problems that prevented people from making a successful transition to work. Consequently, subsequent Federal programs were created or expanded to address issues relate to health, substance abuse and mental health, and, now, domestic violence.

The use of the term "faith-based" grew accordingly with each subsequent policy initiative.

The primary governmental purposes for promoting the designation of "faith-based" were to alert religious organizations that they were eligible for funding and to demonstrate the government's commitment to expanding the pool of potential service providers. For local community organizations, the only purpose for self-designating as a "faith-based" organization was to comply with Federal grant application procedures.

Challenges Facing Rural Faith-Based Organizations

Despite the growth of Federal funding encouraging faith-based agency involvement in social service programming, several factors limit the potential effectiveness of rural churches' and faith-based organizations' involvement. Most notable among these factors are two: 1) the fewer numbers of churchgoers in communities with declining populations, and 2) the growing religious diversity in rural communities with increasing populations. Further limiting the potential of churches and faith-based organizations are larger social trends including:

- Church attendance has declined over the last 30 years
- Churches are less engaged in communities
- Rural churches face many structural challenges
- Rural churches have limited membership
- People will drive to more responsive community churches
- Limited membership restricts the number of programs and services that faith-based organizations are able to offer
- Rural churches are fiscally challenged
- Pastors are seldom full-time and may live outside the communities they serve

In addition to these social trends affecting the capacity of rural churches or faith-based organizations to provide any type of social service, proving domestic violence services proved

particularly challenging.

As noted, teasing out the role "faith" plays in rural organizations that provide domestic violence services is complicated. Although one can describe the structure and function of "faith" in organizations and programs, the description often ignores the larger social and faith context of rural community life. For example, what happens when both victim and batterer wish to attend the same religious service? Policy initiatives that attempt to reweave the fabric of social life in small communities often fail to take into account the interdependence of rural residents.

Definition of "Faith-Based"

As pointed out by the Working Group on Human Needs, "the debates over faith-based initiatives have underscored the critical need for a new vocabulary that more accurately reflects the complex realities in contention (2003)." This is particularly important when one considers just how many FBOs are providing social services. It is estimated that 18% of all private human service provision is done through FBOs (based on a survey conducted by Sealy and Wilbert in New York and reported in Wuthnow, 2004).

The term "faith-based organization" is applied indiscriminately to a broad array of institutions, from storefront churches to national networks such as Catholic Charities and Jewish Family Services. The term is applied to organizations of explicitly religious character and programming as well as those that are religious in affiliation only. Some efforts have been made to expand the vocabulary used to describe these organizations. Jeavons (1994) uses the term "religious service organizations" and describes them as organizations that "intend to combine a commitment to specific and stable concrete goals in service with harder to measure goals in nurturing and sharing faith (57)". Elsewhere, Jeavons (1997) refers to "religious organizations" as those who act on a particular system of faith and worship that is connected to a religion.

The Working Group on Human Needs (2003) defined an FBO as "any entity that is self-identified as motivated by or founded on religious conviction" and uses the term in a broad sense to include corporations, unincorporated associations, churches, trusts, foundations, and educational institutions. To distinguish between congregations and organizations in terms of their purpose and function, some classify with the term "faith-based social service organizations (Smith & Sosin, 2001; Vanderwoerd, 2003; Wuthnow, 2004)." Smith and Sosin (2001) stipulate further that faith-related agencies are social service organizations that have any of the following: a formal funding or administrative arrangement with a religious authority or authorities, a historical tie of this kind, a specific commitment to act within the dictates of a particular established faith, or a commitment to work together that stems from a common religion.

In another variation, Bielefeld, Littlepage, and Thelin (2003) use the term "faith-influenced organizations." Others have referred to "faith-based programs" instead of organizations to stress that the program is more relevant when discussing the role of faith, and they define the programs by the presence of implicit or explicit religious or spiritual content (Sider & Unruh, 2004; Monsma & Mounts, 2002; Neff, Shorkey & Windsor, 2006). Additionally, Ebaugh, Chafetz, and Pipes (2006) use the term "faith-based social service coalition" to refer to organizations that meet all four of the following criteria: organization defines itself as faith-based, it delivers at least one social service, religious congregations are in some manner affiliated with the organization, and it has its own board of directors.

In summary, the term "faith-based" is generally operationally defined by researchers for the purposes of a particular study, adding yet another confusing layer to how organizations become classified as "faith-based." Whether and how an organization is defined as faith-based thus

depends on who is doing the labeling—researchers, the government, the organization itself—and for what purpose.

Rural Pilot Program Evaluation Faith Analysis

Although there is much public discourse on the topic of opening up public treasuries to "faith-based" organizations, to date, there has been little systematic study of the role "faith" plays in federally-funded organizations that have self-identified themselves as being "faith-based." One study seeking to answer the question as to what extent faith-based organizations receive Federal discretionary grant awards examined 99 Federal discretionary grant programs from nine departments, which resulted in 28,000 Federal discretionary grant awards.[8] In order to determine which of the organizations were faith-based, the study used five variables to determine the faith character of organizations (Montiel & Wright, 2006).[9]

The variables examined were: 1) the organization's *public face,* referring to the organization's overt use of religious words and/or symbols in their name, logo, or slogan that publicly express their faith character; 2) the organization's mission or value statement, looking for *religious or spiritual reference*; 3) the organization's *history,* such as whether the group was founded by a religious order or for an expressed religious purpose, or whether the organization was established and staffed by people of faith; 4) the organization's *affiliation*, that is whether it was explicitly religious; and, finally, 5) the organization's *activities and services*, to assess whether they involved the study of religious texts, worship, or religious services. The study

[8] The nine departments were the Agency for International Development; the Corporation for National and Community Service; and the Departments of Agriculture, Commerce, Education, Health and Human Services, Housing and Urban Development, Justice, and Labor.

[9] The study built on research by Jeavons (1998, 2004), Monsma (2002), Netting (2004), Sider and Unruh (2004), Smith and Sosin (2001), and the Working Group on Human Needs and Faith-based and Community Initiatives (2002).

relied upon Internet searches of mission statements as well as examination of Federal tax documents to help answer the questions.

Of the 1,146 organizations examined, roughly 25% (291) could be characterized as "faith-based" according to all five variables (Exhibit # 12). A total of 80% could be characterized as "faith-based" according to positive responses to at least three variables. Only 51 organizations responded affirmatively to only one of the variables. Thus, the designation of whether an organization is "faith-based" is somewhat arbitrary depending on how many variables one considers in the classification.

Exhibit # 12: Montiel and Wright Table, Frequency of Organizational Characteristics Used to Define Faith-Based Organizations

Number of Variables to define FBO	Number of FBOs defined	Percent of FBOs defined*
All 5 variables	291	24%
4 variables	320	28%
3 variables	314	27%
2 variables	170	15%
1 variable	51	4%
Total	1,146	100%

* Percentages are rounded

The methodology used in this study, as described in Chapter II, sought to build upon the work of Montiel and Wright (2006) and expand upon the assessment of the extent "faith" plays a role in an organization's structure by also inquiring about the role "faith" plays in an organization's administrative practices and in the implementation of a domestic violence program. Moreover, in contrast to Montiel and Wright's approach of categorizing an organization as "faith-based" based on Internet searches and observations of self-descriptions, the present study sought to ask executive directors to self-describe the extent to which their organization and operations were "faith-based."

The present survey consisted of 14 multiple choice questions. Six of the questions addressed the organization's structural characteristics, such as an organization's mission statement, how it was founded, and what affiliations it may have to external congregations or denominations. Four of the questions looked at an organization's administrative practices, such as how board members are selected and whether financial and non-financial support comes from the religious community. The remaining four questions related to the actual program(s) offered by the organization, addressing their content, the environment in which they are administered, and desired outcomes.

The survey was administered to 49 individuals representing organizations that received subawards from two intermediary organizations. Specifically, the survey was administered during a required training and explanations of all questions were provided. Thus, prior to completing the questionnaire, each question was described and participants had the opportunity to ask for clarifications.

Results (Organizational Structure)

Exhibit #13 shows the questions related to organizational structure.

Exhibit # 13: Organizational Structure Questions

1. Does your organization refer to itself as a "faith-based organization, religious organization, or faith-affiliated organization (e.g., Christian organization)"?
   a. yes b. no
2. Does your organization overtly use religious words and/or symbols in their name, logo, and/or slogan that publicly express a faith character?
   a. yes b. no
3. Which best describes your organization's mission statement?
   a. Explicitly religious (specific references to God, Christ, or a denomination)
   b. Implicitly religious (reference to "spiritual well being")
   c. No religious or spiritual content, but implicit or explicit references to values are often present
   d. Don't know organization's mission statement
4. Which best describes how your organization was founded?
   a. By a religious group or for a religious purpose that continues today

b. May have historic ties to a religious group, but the religious connection is no longer present

c. No reference to religious identity of founders

5. Is your organization affiliated with an external congregation or denomination that is explicitly religious (Catholic, Baptist, Protestant, Jewish, Muslim)?

a. Yes Name _____

b. No

6. Does your organization provide religious activities (e.g., Bible study, prayer services) or programs with religious components (e.g., mentoring program based on Christian principles)?

a. Yes

b. No

Exhibit # 14 summarizes the responses to the six questions used to determine organizational structure.

Exhibit # 14: Responses to Organizational Structure Questions Used to Define Faith-Based Organizations

Number of Questions to define FBO	Number of FBOs defined	Percent of FBOs defined*
All 6 questions	3	6%
5 questions	1	2%
4 questions	5	10%
3 questions	1	2%
2 questions	6	12%
1 question	7	14%
0 questions	26	53%
Total	49	100%

* percentages are rounded

By far, the greatest category of organizations receiving grants (i.e. subawardees) from intermediaries is organizations in which the role of faith is not dominant (53%). This non-dominant group is often contrasted with faith-based organizations and classified as "community-based."

Categorizing Organizations as "Faith-Based"

Given the absence of a common definition of a faith-based organization, for the purposes of our evaluation, "faith-based" is defined as an organization that has answered affirmatively to at least one of the questions presented.

Accordingly, this would classify 23 of the 49 organizations (that responded to the survey) as having some element of "faith" present in the organizational structure. It should be noted that this number exceeds the number of subawardees that self identified their agency as "faith-based" in their initial applications to the intermediaries for funding.

At least one agency that did not identify itself as faith-based but answered positively to at least one of the above questions revealed it purposely "hid" the fact that it was "faith-based" so as not to discourage all potential domestic violence victims from seeking its services.

Characterizing Organizations as "Faith-Infused"

Given the absence of a common definition of what defines a faith-infused organization, for the purposes of our evaluation, the level of "faith-infusion" is determined by the number of questions answered to characterize the organization as a faith-based organization. An organization is considered "faith-infused" if it is characterized as having answered affirmatively to at least four of the six questions presented in Exhibit # 15.

Exhibit # 15: Administrative Practices Questions

7. Which best describes the selection of members of your controlling board?
    a. Explicitly religious. May be a) self-perpetuating board with explicit religious criteria; b) board elected by a religious body.
    b. Some, but not all, board members may be required or expected to have a particular faith or ecclesiastical commitment.
    c. Board might have been explicitly religious at one time, but now selected with little or no consideration of members' faith commitment.
    d. Faith commitment of board members is not a factor in selection.
8. Which best describes your selection of senior management?
    a. Faith commitment is an explicit prerequisite.
    b. Normally (perhaps by unwritten expectation) senior management share the organization's faith commitment.
    c. Faith commitment is not relevant.
    d. Required to have respect for, but not to share faith of religious partners.
    e. Consideration of faith commitment considered improper.
9. Which best describes your selection of other staff?
    a. Religious faith is very important at all staff levels; most or all staff share organization's faith commitments.

b. Religious faith is very important for faith-centered projects, but is sometimes less important in other positions. Most staff share organization's faith commitments.
c. Project staff expected to have knowledge of and sensitivity to faith commitment of the organization; religious beliefs motivate some staff/volunteers.
d. Little or no consideration of faith commitment of any staff; religious beliefs may motivate some staff/volunteers.
e. Relies significantly on volunteers from faith-based organizations.
f. Consideration of faith commitment for any staff considered improper.

10. Which best describes your financial support and non-financial resources?
    a. Intentional cultivation of financial and in-kind support from religious community.
    b. May or may not cultivate volunteer and in-kind support from religious community.
    c. Little cultivation of financial and in-kind support from religious community.

Accordingly, this would classify 9 of the 49 organizations as "faith-infused." The following are results related to administrative practices. Exhibit # 16 summarizes the responses related to administrative practices. If a respondent marked either *a* or *b,* the organization was characterized as having answered in the affirmative. Of the 49 organization's participating in the survey, 6% are classified as faith-based based on their responses to the four questions addressing administrative practices.

Exhibit # 16: Responses to Administrative Practices Questions Used to Define Faith-Based Organizations

Number of Questions to define FBO	Number of FBOs defined	Percent of FBOs defined
All 4 questions	3	6%
3 questions	5	10%
2 questions	4	8%
1 question	13	27%
O questions	24	49%
Total	49	100%

Faith Programming

The following are results related to domestic violence programming. Exhibit #17 is a list of the questions used to determine the faith nature of the domestic violence programming. Exhibit # 18 summarizes the responses related to domestic violence programming.

Exhibit # 17: Domestic Violence Programming Questions

11. In the environment where you implement domestic violence programs, are there religious symbols present?
    a. Usually
    b. Often
    c. Sometimes
    d. Never
12. Which best describes your religious content of program?
    a. In addition to acts of compassion and care, the program also includes explicitly religious, mandatory content integrated throughout the program; staff and participants are expected to take part in religious activities and discussions of faith.
    b. In addition to acts of compassion and care, the program also includes explicitly religious content that is usually integrated with social service provision, but may be segregated into separate components. Participants have the option not to take part in religious activities. Staff may initiate discussions of faith or invite participants to religious activities outside the program.
    c. The religious component is primarily in acts of compassion and care. Little (entirely optional) or no explicitly religious activities or discussions of faith initiated by staff as part of the program. Staff may invite participants to religious activities outside program parameters, or hold informal religious conversations with participants. No explicitly religious content in program. Religious materials or resources may be available to participants who seek them out. The religious component is seen primarily in the motivation of individual staff members.
    d. No religious content.
13. Which best describes your main form of integration of religious content with other program components?
    a. Integrated/mandatory (engagement with explicitly religious content is required of all participants).
    b. Integrated/optional or invitational (engagement of participants with explicitly religious content is optional, or takes place in activities outside program parameters).
    c. Invitational or relational (virtually all engagement of participants with explicitly religious content takes place in optional activities outside the program, or in informal relationships cultivated with staff).
    d. Implicit (participants only encounter religious content if they seek it out)
    e. None.
14. Which best describes your expected connection between religious content and desired outcome?
    a. Expectation of explicitly religious experience or change, and belief that is essential to desired outcome.
    b. Strong hope for explicitly religious experience or change, and belief that this significantly contributes to desired outcome.
    c. Little expectation that explicitly religious experience or change is necessary for desired outcome. Some belief that acts of compassion alone (without verbal religious component) have a spiritual impact that contributes significantly to desired outcome.
    d. No expectation that explicitly religious experience or change is needed for desired outcome.

Exhibit # 18: Responses to Organizational Programming Questions Used to Define Faith-Based Organizations

Number of Questions to define FBO	Number of FBOs defined	Percent of FBOs defined
All 4 questions	0	0%
3 questions	4	8%
2 questions	4	8%
1 question	8	16%
0 questions	33	67%
Total	49	100%

As shown in Exhibit # 18, none of the participants responded in a way that would suggest they were faith-based, with the majority responding in the negative to all four questions.

Findings and Conclusions

The term "faith-based" serves primarily as a policy and research tool, with little relevance to individual organizations.

The subawardees described no reason for understanding or designating the extent to which faith played a role in their organization other than to comply with Federal requirements. The lack of motivation for self-reflection likely increases the chance that organizations will flexibly present themselves in a light perceived to be most favorable for Federal funding. Until the term is defined empirically, it will remain a political construct of limited value outside that arena.

The term "faith-based" was undefined, leaving intermediary organizations and subawardees freedom to define the term for their own purposes with unanticipated consequences.

As apparent from the survey, reinforced by the case studies and other data collected in this evaluation, because of a misunderstanding of the Office on Violence Against Women's requirements for this initiative, one intermediary organization misinterpreted the intent of the program and required faith-based organizations to be partners in all subawardee applications filed by community agencies.

Moreover, because of a misunderstanding of the influence with which a "faith-based" self-designation would confer a favorable funding review, some subawardees were more likely to self-designate themselves as faith-based. Conversely, because some organizations believed their "faith-based" programming might lead to an unfavorable review, they were less likely to self-designate as "faith-based."

Finally, because of a misunderstanding of intermediary requests for proposals, some non-faith-based organizations (e.g, community organizations) interpreted the "faith-based" language as precluding them from applying for subawards.

The failure to develop a meaningful and consistent definition of faith-based agencies in this initiative compromised the ability of intermediaries to deliver pertinent and needed technical assistance to subawardees.

Determining the extent to which "faith" is present in the organizational structure, administrative practices and domestic violence service programming provides a foundation for providing technical assistance. Rural areas pose formidable problems for domestic service providers. For policy makers, increasing domestic violence service providers through capacity-building of faith-based organizations would improve with an understanding of the extent to which faith plays a role in an organization's structure, administrative practices, and domestic service provides services. A continuum of technical assistance could be constructed so that the more faith-infused an organization, the more aid could be given in facilitating increased capacity.

The technical assistance delivered by each intermediary varied in the extent to which the "faith-based" self designation was prominent in the solicitation of subawardee applicants. Accordingly, intermediaries with more faith-based organizations as subawardees were more likely to target technical assistance toward issues regarding the integration of capacity-building

delivery of domestic violence services within a faith-based context, though the majority of technical assistance delivered by all three intermediaries was not differentiated.

Overall, subawardees were knowledgeable of the prohibitions of using Federal monies for religious instruction, to proselytize, or to evangelize.

During focus groups, all subawardees responded appropriately to a quiz that assessed knowledge of prohibitions against using Federal monies for religious purposes, with only a few misunderstandings of proper use of Federal dollars. However, there were several instances where intermediaries, in their efforts to encourage the participation of faith-based organizations, provided faith-based applicants extended assistance and resources not provided to secular, community organizations. The requirement imposed by one intermediary that secular community applicants must execute Memoranda of Understanding (MOUs) with faith-based agencies (and vice versa) may cross the line of permissible conduct.

Common ground can be found between domestic violence victim advocates and leaders of faith-based organizations.

Although there is sometimes disagreement between domestic violence victim advocates and leaders of faith-based organizations as to the appropriate approach for dealing with troubled families, domestic violence service providers reported successful new efforts in outreach and educating select leaders of faith-based organizations. Without funding that provided opportunities for information exchange and dialogue, suspicions regarding the motivations of each organization would likely have remained.

Teasing out the role of faith in rural organizations is complicated by the religious homogeneity in many rural communities.

Because rural communities are frequently more religious and less religiously diverse than

urban areas, teasing out the role faith plays in a community organization or network of service providers is difficult. Thus, describing the role faith plays in an organization's structure, administrative practices, and domestic violence programming still fails to address the religious influence of each organization member, all of whom are likely Christian.

More than one anecdotal account was offered by faith-based subawardees of the difficulty of providing domestic violence services to families where all members of the family, as well as members of law enforcement and service providers, attend the same church.

Although individual rural faith-based organizations have little capacity for domestic violence services, ministerial alliances and interchurch councils collectively have capacity.

Because capacity of individual churches in rural areas is often limited by part-time pastors and small congregations, ministerial alliances and interchurch councils were more likely to participate in domestic violence service program initiatives. For this reason, it may be more productive for future initiatives to target these faith-based associations rather than specific churches or church organizations.

Chapter VI: Conclusions and Implications

The Federal faith-based initiative is likely to be the foremost domestic legacy of the Bush administration, and President Obama has vowed to continue. There is a growing body of evaluations about the Federal initiative; the problem with this corpus is that program planning and implementation has been inconsistent, as has funding for evaluation, leaving us with few decisive conclusions about making improvements in future iterations of the Federal initiative. This evaluation adds to our knowledge about this important presidential initiative and suggests ways to approach the program in the future to enhance its reach and effectiveness. While this FBCI specifically targeted domestic violence programming in rural America, it raises issues that apply to such initiatives broadly. Further, apart from its FBCI implications, the Rural Pilot Program raises issues that apply broadly to enhancing programs to safeguard and serve victims of domestic violence across rural America. We will explore the implications of this study in both regards. Finally, we will look at the role of faith-based institutions in expanding and enhancing domestic violence services and programming across rural America.

1. Implications for Faith-Based and Community Initiatives

The structure and organization of an FBCI appear to be crucial to its ability to achieve its goals.

The structure and organization of the Rural Pilot Program seriously compromised its ability to achieve its goals. Both the intermediary and subgrantee agencies were funded for one year notwithstanding the fact that the former were funded three months before the latter and were supposed to oversee the expenditure of the grants to subawardees. As a result, even though "no cost" extensions were granted by OVW, intermediary funding ran out before subawardee funding, requiring the intermediary agency responsible for three-quarters of the entire initiative to ask subawardees to return to the Federal government monies earmarked for victim services.

Initiative timing also proved problematic. The initial period provided for subgrantee applicants coincided with the month of December. This proved particularly challenging for small faith-based agencies targeted by the initiative because clergy and staff were engaged in holiday related activities. As a result, intermediary staff reported that some faith-based agencies intended to but were unable to complete applications for funding.

The time provided intermediaries to solicit applications was too short. In order to recruit more FBCOs to apply for funding, particularly those new to providing domestic violence services, the intermediary agencies all concurred that they needed up to a year, not several months. The one intermediary (AAFV) that had a second chance to go back after six months for a second round of applications was the most successful at recruiting new, as well as faith-based, agencies to apply for funding.

Limiting eligible agencies permitted to apply to serve as intermediaries to those in rural states resulted in undue complications, delaying start-up of the major intermediary agency (FACTS). This requirement played no obvious role and was, *de facto*, ignored by OVW in awarding the grant to a Montana state agency, but allowing the program to actually operate out of Baylor University in Texas, a non-rural state.

The size of the specific catchment area assigned the intermediary, as well as the type of agency selected as an intermediary, impact program outcomes.

As detailed, each intermediary in the Rural Pilot Program displayed different strengths and weaknesses. While many of these differences may have related to the specific agencies selected by OVW as intermediaries, it appears many of the differences among intermediaries related to the size of the catchment area assigned to each intermediary as well as the specific type of agency selected as an intermediary.

Without regard to the actual staff involved in each intermediary agency, all things considered, it appears that smaller catchment areas afforded the intermediary agency better opportunities to recruit and sustain faith-based and community agencies to expand services to underserved rural victims and communities. However, if the catchment area is too small, it may be difficult to avoid the conflict that arose in Idaho between the intermediary and subawardee agencies over future funding, an issue that undermined what had been a successful technical assistance effort by the intermediary agency.

Of the three intermediary agencies selected by OVW for the Rural Pilot Program, only two survived the grant period. One of the disadvantages of funding an agency specifically established to serve as an intermediary is that the agency may disappear after the funding ends. The collaboration and relationships between subawardees and intermediaries can only survive as long as the latter survive. In the case of OVW, given that they, by statute, provide ongoing funding to state domestic violence coalitions such as WCADVSA, those coalitions may be better future intermediaries for related initiatives.

Limited FBCI funding periods do not allow grantees time to develop sustainable programs.

Short term funding of programs, particularly if the intent is to recruit new agencies to deliver services to underserved populations as it was in the Rural Pilot Program, proved problematic. One year did not provide agencies with enough time to institutionalize activities or even secure trained staff. Once funded, it took subawardees a month or two to hire additional staff. The new staff then needed to be trained both in terms of job assignment and domestic violence in general. By the time this was all accomplished, the grant was half over in some cases. For this reason, some of the more mature agencies, for example, specifically did not try to institutionalize new grant funded activities but provided one time only services designed to

expire after the grant period. While these activities proved beneficial while they existed, they had limited impact on sustained service delivery.

All of the intermediaries expressed the desire for more time for themselves and their subawardees. As one staff told us: "The front end of the project was rushed in selecting the sites and getting the awards out. The project never should have been one year. We mentioned this to OVW [and t]heir response was that they didn't write [the Rural Pilot Program initiative]." Another stressed that working with FBCOs that were new to domestic violence programming required more time to educate and to build what they needed to be sustainable, suggesting that three years would have been appropriate. "A year for the grant process, a year for education and start-up, and a year for implementation to see what's working and what's not."

While almost all programs spent at least part of their grants on community education programs, these too must be sustained to make a lasting impact. Due to turnover among clergy and agency personnel, it is not enough to provide training education once and expect to have any lasting impact.

In some cases, the short term funding actually hurt the agency in the longer run. Some of the subawardees, for example, used their funding to replace volunteers with paid staff (or paid former volunteers). As a result, after funding expired, some of the agencies found that they had less paid and volunteer staff to continue services than they had before grant funding.

The Federal agency responsible for an FBCI plays a critical oversight role for the intermediary agencies, providing them with the technical assistance and support they need to do their job.

The OVW project director was a new hire and was assigned as project director after just two weeks on the job. She had not been involved in the formulation of the proposal and did not

have a background in the field of violence against women. Assisting her were three program specialists, each assigned to one of the intermediary grantees. While the employees who served as project officers had more OVW experience and background in the field of domestic violence, there was turnover and gaps in the assignments of these positions. As a result, according to intermediary agencies' staffs, communication with OVW was made more difficult because, "there wasn't just one person dealing with us — we got lost in the shuffle and sometimes we would go for months without hearing from anyone…We had no problem staying in touch with [subawardees] but not with OVW." The high rate of OVW rejections of intermediary subgrantee funding recommendations may have been avoided, according to one intermediary, if OVW had "better guidelines… that weren't too confusing."

The role of intermediary agencies requires multiple skill sets and expertise that cannot be assumed to be possessed based on grant submissions, no matter how well written or conceived.

Intermediary roles include both serving as a grant solicitor and screener and a provider of technical assistance once grants are awarded. To fulfill the first role, intermediaries require sufficient understanding of Federal funding requirements, conflict of interest rules, and content-specific criteria to choose among applicants. To fulfill the second, they must have content knowledge, understand issues regarding separation of church and state, and have sufficient capacity building expertise.

By restricting intermediary applicants to those in rural states, OVW limited the pool of eligible applicants. Only nine agencies applied to be intermediaries in the Rural Pilot Program. Of the three initially selected, one almost immediately bowed out after its board of directors learned of the legal liabilities entailed as reported to it by its OVW project officer. The final three

intermediaries selected by OVW had different levels of experience and expertise in regard to their major roles. The delivery of basic technical assistance proved problematic. In many cases, for example, intermediaries failed to provide sufficient training to subawardees to assure the accuracy of monthly activities required by OVW. Technical assistance to provide capacity building was uneven across the three intermediaries. In some instances, intermediaries lacked expertise and resources to deliver the technical assistance required. In others, subawardees did not request intermediary assistance and none was given. In other areas, however, the intermediaries excelled, particularly in the delivery of technical assistance in regard to substantive issues relating to domestic violence and victim safety.

OVW failed to provide the intermediaries with almost any substantive technical assistance to help them fulfill their roles as required in the initiative. For example, OVW did not provide intermediaries with technical assistance in regard to issues of church-state separation, fundamentally important in an FBCI.

Sufficient intermediary agency funding is necessary to enable them to administer the program and provide requisite technical assistance to subawardees.

The relative proportion of funds allocated to intermediaries in the Rural Pilot Program to complete a needs assessment, solicit and screen subgrantees, provide technical assistance to subawardees, and administer the program was limited to 20% of the total grant, less than that generally provided in other FBCIs. While time constraints imposed in the Rural Pilot Program limited the needs assessment, screening, and technical assistance tasks of the intermediary agencies, had they been given more time, they would not have been able to function with the proportion of funding allotted them. As it was, intermediary agencies frequently relied on

additional non-grant funding or volunteered additional time and resources to fulfill their duties as intermediaries.

2. Implications for Domestic Violence Programming

Modest funding can expand, at least temporarily, crucial basic services to rural victims of domestic violence, often providing the only support and services available to them.

The OVW goal of expanding domestic violence services for underserved rural populations, including migrant workers and geographically isolated victims, as well as ethnic and linguistic minorities, appears to have been met at least during the period during which subgrantees received Rural Pilot Program funding, based on their activity reports.

While the numbers of persons served were relatively small, given that funded programs were minimally staffed and served sparsely populated rural areas, the funded programs met or exceeded the goals set in their applications. While an evaluation of the impact of these programs was beyond the scope of this study, the numbers and anecdotal cases suggest that the programs reached out to many rural communities and victims that would have otherwise been ignored. As the FACTS staff concluded in its Interim Report to OVW (undated), "Our initial impressions are that FACTS funding, albeit fairly rudimentary, has made enormous in-roads into the lives of rural women."

Representatives of the subawardees were asked to complete a questionnaire on challenges they faced in rural communities responding to domestic violence. Forty-six of the subawardees completed the questionnaire. A full summary of the findings as well as the questionnaire are contained in Appendices Q and R. Asked to identify the biggest barrier for victims of domestic violence, they identified, not surprisingly, their isolation in rural communities, community attitudes, and lack of social services generally. Asked to rate how active their "religious leaders

[are] in advocating for domestic violence victims/service," most said they fell between "a little" and "somewhat."

The lack of other services targeted to victims of domestic violence and their children means that, by and large, the subawardees are alone in their communities serving victims of domestic violence, reducing the possibilities of establishing the "coordinated community response" to domestic violence advanced by OVW and other advocates. Other than problematic criminal justice agencies and local faith-based institutions, there appear to be few other organizations for subawardees to coordinate with.

Given what the subawardees describe, it is not difficult to understand the positive impact of the provision of even rudimentary services in rural areas where victims are both geographically and socially isolated; where any response from law enforcement will be delayed, if at all; and where an often hostile culture climate downplays domestic violence.

Rural criminal justice agencies, often despite a lack of understanding about domestic violence, will enthusiastically refer victims to domestic violence programs for support and assistance.

The second goal of OVW to create new avenues, partnerships, and collaboration between small faith-based and community organizations and criminal justice agencies to investigate and prosecute incidents of domestic violence also appears to have been consistently met, at least in part. According to subawardees, by and large, local criminal justice responses to domestic violence were problematic in their rural communities. Several case studies revealed, however, that local sheriffs and courts, for example, were more than delighted to refer victims seeking protective orders or who had criminal cases pending against their abusers to subawardees for services and assistance. Whether or not these collaborations increased arrests of abusers and/or

successful prosecutions of abusers is beyond the scope of this evaluation. Evaluation case studies included interviews with local criminal justice officials, however. All interviewed express support for the funded programs in their communities and found them to be beneficial.

Local synergy between rural faith-based organizations and domestic violence programs can be realized and enhance services and support for victims of domestic violence.

OVW intended to involve more faith-based and community organizations in delivering domestic violence services as victims, it asserted, more often than not seek the comfort, guidance, and assistance of trusted faith-based and local communities. While the success of the Rural Pilot Program in recruiting new faith-based and community organizations to deliver domestic violence services was modest, the initiative appears to have created some synergy among agencies, particularly between faith-based and community communities. The WCADVSA's requirement that all community organizations negotiate MOUs with faith-based agencies within their communities and vice versa, for example, assured at least a significant first step in cementing collaborations between faith-based and community agencies. The MOU process, at the very least, began the necessary dialogue between faith and community agencies around domestic violence. In addition, many of the community education initiatives launched by subawardees reached out to faith communities and had an immediate effect, according to our case studies and subawardee feedback, in increasing referrals and collaboration.

Limited, single year, nonrenewable funding to small rural faith-based and community agencies through intermediary agencies does not appear to provide obvious benefits over existing OVW efforts to target domestic violence in rural communities, with the possible exception of increased involvement of faith-based agencies.

Whether or not the Rural Pilot Program constitutes the best vehicle to expand or enhance

domestic violence services in rural America was beyond the scope of this evaluation. However, the limited comparison with OVW's other rural discretionary program, the Rural Domestic Violence and Child Victimization Enforcement Grants Program, described in Chapter III, does not suggest any dramatic improvement over that program. The Rural Pilot Program's major enhancement was increased involvement of faith-based agencies. This begs another issue, however: Did the involvement of faith-based agencies enhance the delivery of domestic violence services in these rural communities?

3. Implication for Involving Faith-Based Agencies in Domestic Violence Programming

The role and value of faith-based agencies appears to have added value in the availability of domestic violence programming.

Theoretically, reaching out to faith-based organizations and encouraging them to develop domestic violence programming makes a lot of sense, especially in sparsely populated rural communities where there are limited, if any, domestic violence support and service programs available to victims of domestic violence (Hightower & Groton, 2002; Stith, et. al. 2000; Sullivan & Bybee, 2000; Umberson, et. al., 1998; Websdale, 1997). Additionally, it is believed, although not empirically researched, that many victims of domestic violence turn to their religious leaders and communities for assistance and support in a crisis.[10] The response they receive may very well determine whether or not they, and their children, are able to survive abuse-free.

It has been documented that some faith-based organizations and clergy are either unsympathetic or uninformed about domestic violence and are consequently unable or unwilling

[10] There is some research that suggests relatively few abused women turn to clergy. A survey of a small sample of women almost murdered by their intimate male abusers found that although half regularly or occasionally attended religious services, only 15% said they had ever sought clerical help because of domestic violence, including one who did so after her attempted murder (Adams, 2007).

to help victims of domestic violence or condemn their abusers (Lasco, 2001; Andersen, 2007). At the very least, targeting faith-based agencies may help educate them. Prior Federal faith-based and community organization initiatives promoting marriage, for example, have raised concerns among some domestic violence advocates that these programs fail to recognize the danger of promoting marriages in which there is domestic violence (Perilla, 2006). The need to educate faith-based organizations and their leaders, therefore, may provide an essential ingredient in educating the community at large about domestic violence. Some research suggests the importance of spirituality in the lives of domestic violence survivors as a source of strength and/or comfort (Gillum, T., Sullivan, C., & Bybee, D., 2006).

The Rural Pilot Program sheds some additional light on the efficacy of faith-based organizations as deliverers of domestic violence services and advocacy. As administered, the three intermediary organizations were charged with recruiting and overseeing faith and community organizations in rural and frontier communities to deliver domestic violence programming. Consequently, they worked directly within their respective catchment area communities with an array of faith-based and community organizations to promote and expand the delivery of domestic violence services and programming in rural and frontier communities across America.

Based on this experience over the course of the initiative, they were asked to assess the role of faith-based organizations in the delivery of domestic violence services and programming within their communities. Their responses could not have been more contradictory, ranging from enthusiastic to dismissive. "[The initiative] is the perfect kind of faith-based project…Before we started this, we didn't know exactly [the] level of need for rural victims of services that are responsive to matters of faith would be. We now have the research to show that these issues are

important to battered women." In contrast, another intermediary representative concluded, "I don't think the faith-based idea works. There aren't enough victims that turn to [faith-based organizations] to make it worth…the effort and money." She continued that funding faith-based organizations to do domestic violence programming amounted to "trying to reinvent the wheel through churches."

A third intermediary spokesperson confined her comments to lamenting how difficult it was working with the most prevalent faith-based organizations in her communities, including "Baptists, fundamentalist churches [like Nazarene, and Church of Christ], Mormons, and some of these more closed communities…where we see greater [abuse] incidents. They won't even come to meetings because they don't want to align themselves with Ecumenical groups because they each feel they are the true voice. One of the churches in [a frontier community] publicly spanks women when women sin."

The intermediary with the most negative assessment had mixed success with its faith-based subawardess. One of the faith-based organizations it recruited and worked closely with to develop a domestic violence program failed to attract victim referrals from the community and folded immediately after its Federal funding expired. On the other hand, another of its subawardees continued after the Rural Pilot Program ended and continues to work closely with the intermediary agency itself, accepting the latter's "faith-centered victim" referrals and cooperating in organizing joint training programs across the region for law enforcement, advocates, and others.

The intermediary expressing the most enthusiasm for the role of faith-based domestic violence programming had the lowest rate of faith-based subawardees. It also had the largest catchment area. As a result, the applications it received from faith-based organizations were

skewed to those faith-based organizations already providing domestic violence programming to specific communities with victims who accepted or sought out faith-based domestic violence programming. The intermediary did not have the resources to approach faith-based organizations except through electronic mailings.

In all likelihood, although contradictory, both perspectives, pro- and anti-faith-based targeting for domestic violence programming, may be valid within different contexts. While the targeting and recruitment of specific faith-based organizations may not be an efficacious way to expand domestic violence programming in a given rural community, if a faith-based organization within a community is already committed to serving victims of domestic violence consistent with OVW guidelines, it may offer value-added programming for victims of domestic violence. The extent to which faith-based programs reach vulnerable victims that would not otherwise be reached by secular programs is not revealed by this initiative. Generally, rural victims in initiative-funded communities had no choice. They went to what was in their community or did not go at all. Similarly, it appeared that rural law enforcement agencies and courts relied on what was offered them, notwithstanding whether they were faith-based or secular.

There was, at least in some jurisdictions, tension between existing secular domestic violence organizations and newly-funded faith-based organizations. In at least one jurisdiction we know of, the tension dissipated when representatives of the latter attended domestic violence training with existing secular agency staff. The rule, however, was collaboration and cooperation between faith-based and community organizations. This was facilitated greatly by one of the intermediary's requirement that both faith-based and community agencies had to agree to MOUs between them in order to receive funding.

It appears from our evaluation that the involvement of faith-based agencies enhanced the

domestic violence services available for rural victims. We reached this conclusion, conceding, however, that the term "faith-based," itself, appears fairly elastic. Based on our questionnaire administered to the subawardees (discussed in Chapter V), some of the agencies that self-designated "faith-based" had no faith content in their activities that would differentiate them from purely secular agencies. Others that self-designated as secular, in fact, had more faith content than some of their peers who labeled themselves as faith-based. At least one agency that self-designated as secular informed us that it was secretly faith-based, but did not want it disclosed as staff feared it might deter potential victims from accessing its services. Ironically, this contradicted OVW's rationale for sponsoring the Rural Pilot Program. It asserted that in rural communities, victims would be reluctant to seek assistance from secular agencies and naturally turn to faith-based ones for help.

Only a handful of the activities of the self-designated faith-based agencies were faith-infused, where their religious beliefs and ceremonies formed a large basis of their activities. One such agency, however, asked victims whether or not they agreed to have prayer and other faith-based content as part of their counseling. If they did not agree, those aspects of the counseling/support program were avoided. According to the director, only one client, a self-designated witch, declined.

From site visits and reviews by intermediary agencies, it appears that the faith-based subawardees provided essential services, encountering few, if any, problems or challenges as a result of being faith-based. However, this is not to say that any faith-based agency could undertake similar tasks without problems. The faith-based participants in this initiative were rigorously screened (with at least one exception, see the case study concerning Christians Associated in United Service in Appendix S). First, presumably only some applied for subawards

and second, those that did were reviewed by both intermediary and OVW screeners. Therefore, we cannot assume, based on the Rural Pilot Program, that all faith-based agencies are suitable domestic violence service providers across rural America and should be encouraged to apply for Federal funding toward this end.

All of the Rural Pilot Program faith-based agencies exhibited a willingness and ability to work with secular domestic violence agencies in their respective communities. On the other side, it was also noteworthy that the community agencies found their collaboration with faith-based agencies to be very productive. Even after the Rural Pilot Program ended, the WCADVSA, for example, maintained its collaboration with the Wyoming Council of Churches and more closely integrated it into Coalition activities. The Coalition also became more closely tied with the Catholic Archdiocese, continuing to conduct training jointly with both faith-based groups. A Coalition staff member has continued to work one-third time tasked with faith-based agencies. The involvement of faith-based agencies also reportedly evolved as a result of the ongoing collaboration between community and faith-based organizations as well as intermediary involvement in some instances. Prior to the Rural Pilot Program, faith-based agencies limited their role to being charity providers, donating to domestic violence shelters or victims. After, they became "more engaged" and actively involved in discussing domestic violence as an issue that affected their community and a problem to be solved, not simply a charity to be donated to.

On the other hand, it is also true that across the initiative, despite the efforts of all three intermediaries, faith-based participation was basically limited to mainstream religious denominations. Further, most of the faith-based organizations involved in the initiative were religious service collaboratives, not individual religious institutions. As a result, faith-based involvement was limited, excluding, for the most part, rural churches, particularly the large

proportion that was unaffiliated with mainstream denominations and religious associations.

Whether secular, community-based agencies could have provided the same level of services and reached out to the same number of victims as those provided by the faith-based agencies is beyond the scope of this evaluation. As mentioned, for the most part, whichever agency was funded in any jurisdiction, whether faith or community-based, it was the only provider of domestic violence services in that community.

Summary

In summary, the Rural Pilot Program, as administered by OVW, experienced many of the challenges facing any new program. The initial RFP to intermediaries was unduly restrictive and resulted in few applications. From this limited pool of applicants, the three intermediaries chosen had little or no experience in acting as intermediaries. Combined with a lack of support from OVW, problems arose in communications between OVW and intermediaries and between intermediaries and subawardees regarding implementation requirements. Despite these problems, the overall initiative was successful in building the capacity of organizations to provide domestic violence services, including creating capacity in some faith-based and community organizations which were previously uninvolved. Although the full potential of the initiative was unrealized, the lessons learned provide valuable guidance for future efforts to reach victims of domestic violence in rural areas.

References

Abt Associates, Inc. (2007). Findings from a Retrospective Survey of Faith-Based and Community Organizations (FBCOs): An Assessment of the Compassion Capital Fund. Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

Ackerman, D. & Burke, V. (2001). Charitable Choice: Background and Issues. Huntington, NY: Novinka Books.

Andersen, J. (2007). Women Submit! Christians and Domestic Violence. Auburndale, FL: One Way Café Press.

Anton, J. (2006). Walking Together: Working with Victims from Diverse Religious and Spiritual Traditions. Seattle, WA: FaithTrust Institute.

Backer, T. E. (2001). Strengthening Nonprofits-Foundation Initiatives for Nonprofit Organizations (pp. 31-83). In DeVita, C. J., & Fleming, C. (eds). Building Capacity in Nonprofit Organizations. Washington, DC: The Urban Institute.

Banaszak-Holl, J., Allen, S., Mor, V., & Schott, T. (1998). *Organizational Characteristics Associated with Agency Position in Community Care Networks*. Journal of Health and Social Behavior, 39, 368-385.

Bancroft, L. & Silverman, J. (2002). The Batterer as Parent: Addressing the Impact of Domestic Violence on Family Dynamics. Thousand Oaks, CA: Sage.

Benson, K.J., & Dorsey, J.H. (1971). *Toward A Theory of Religious Organizations*. Journal for the Scientific Study of Religion, 10, 138-151.

Bielefeld, W., Littlepage, L., & Thelin, R. (2003). Management challenges of faith-influenced providers of IMPACT services. Center for Urban Policy and the Environment School of Public and Environmental Affairs at Indiana University-Perdue University. Retrieved October 20, 2008, from http://www.independentsector.org/PDFs/srf03/bielefield_woflgang.pdf

Black, A., Koopman, D., & Ryden, D. (2004). Of Little Faith: The Politics of George W. Bush's Faith-Based Initiative. Washington, DC: Georgetown University Press.

Bushy, A. (1998). *Health Issues of Women in Rural Environments: An Overview*. Journal of the American Medical Women's Association, 53 (2), 53-56.

Carlson-Thies, S. (2003). Charitable Choice: Bringing Religion Back Into American Welfare. In H. Heclo and W. McClay (Eds.) Religion Returns to the Public Square: Faith and Policy in America (pp. 269–298). Baltimore, MD: The Johns Hopkins University Press.

Center for Mental Health in Schools. (2001). New Initiatives: Considerations Related to Planning, Implementing, Sustaining, and Going-to-Scale. Los Angeles, CA: University of California.

Chaves, M. (1993). *Intraorganizational Power and Internal Secularization in Protestant Denominations*. The American Journal of Sociology, 99, 1-48.

Clerkin, R.M., & Gronbjerg, K.A. (2007). *The Capacities and Challenges of Faith-Based Human Service Organizations*. Public Administration Review, 67 (1), 115-126.

Cutler, I. (2002). End Games: The Challenge of Sustainability. Baltimore, MD: Annie E. Casey Foundation.

Dare Mighty Things, Inc. (2005). Identifying and Promoting Promising Practices. Intermediary Development Series. Washington, DC: U.S. Department of Health and Human Services, Compassion Capital Fund National Resource Center.

Davis, L.V., Hagen, J.L & Early, T.J. (1994). *Social Services for Battered Women: Are They Adequate, Accessible and Appropriate?* Social Work, 39, 695-794.

DelCour, J. (2006). Safe Harbor: Helping Victims of Domestic Violence. Tulsa, OK: Tulsa World.

Derk, S. & Reese, D. (1998). *Rural Health Care Providers' Attitudes, Practices and Training Experience Regarding Intimate Partner Violence*. *Morbidity and Mortality Weekly Report, 47* (32), 670-673.

DeVita, C.J., & Fleming, C. (eds). (2001). Building Capacity in Nonprofit Organizations. Washington, DC: The Urban Institute.

De Vita, C., & Wilson, S. (2001). Faith-Based Initiatives: Sacred Deeds and Secular Dollars (Brief #5 from the Seminar Series Emerging Issues in Philanthropy). Washington, DC: Urban Institute.

Ebaugh, H.R., Chafetz, J.S., & Pipes, P. (2006). *The influence of evangelicalism on government funding of faith-based organizations.* Review of Religious Research, 47, 380-392.

Ebaugh, H.R., Chafetz, J.S., & Pipes, P.F. (2006, Summer). *Where's the faith in faith-based organizations? Measures and correlates of religiosity in faith-based social service coalitions.* Social Forces, 84, 2259-2272.

Faith Initiative of Wyoming. (n.d.). Faith in Action: Working Together to Change Lives. Cheyenne, WY: Faith Initiatives of Wyoming.

Farley, C., & McClanahan, W.S. (2007). Issue Six-Ready4Work in Brief: Update on Outcomes; Reentry May Be Critical for States, Cities. Philadelphia, PA: Public/Private Ventures.

Ferguson, K.M., Wu, Q., Spruijt-Metz, D., & Dyrness, G. (2007). *Outcomes Evaluation in Faith-Based Social Services: Are We Evaluating Faith Accurately?* Research on Social Work Practice, 17 (2), 264-276.

Fink, B., Branch, A.Y., & Branch Associates, Inc. (2005). Promising Practices for Improving the Capacity of Faith- and Community-Based Organizations. Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families.

Fischer, R.L. (2004). *The Devil is in the Details: Implementing Outcome Measurement in Faith-Based Organizations*. Nonprofit Management & Leadership, 15 (1), 25-40.

Fischer, R.L. (2008). In God We Trust-All Others Bring Data: Assessing the State of Outcomes Measurement for Faith-Based and Community-Based Programming (pp. 179-212) (eds., P. Joshi, S. Hawkins, & J. Novey). Innovations in Effective Compassion: Compendium of Research Papers Presented at the Faith-Based and Community Initiatives Conference on Research, Outcomes, and Evaluation. Washington, DC: U.S. Department of Health and Human Services.

Fischer, R.L., & Stelter, J.D. (2006). *Testing Faith: Improving Evaluation Research on Faith-Based Human Services*. Journal of Religion & Spirituality in Social Work, 25 (3/4), 105-122.

Formicola, J., Segers, M., & Weber, P. (2003). Faith-Based Initiatives and the Bush Administration: The Good, the Bad, and the Ugly. Lanham, MD: Rowman & Littlefield.

Fortune, M. (1995). Ministry in Response to Violence in the Family: Pastoral and Prophetic. In Charlsen, D., Family Violence and Religion: An Interfaith Resource Guide (pp 245-266). Volcano, CA: Volcano Press.

Gillum, T., Sullivan, C. & Bybee, D. (2006). *The Importance of Spirituality in the Lives of Domestic Violence Survivors*. Violence Against Women, 12 (3), 240-250.

Gomez, R. & Santore, E. (2001). *Membership Has Its Privileges: The Effect of Social Capital and Neighborhood Characteristics on the Earnings of Microfinance Borrowers*. The Canadian Journal of Economics/Revue Canadienne d'Economique, 34, 943-966.

Hall, J.S. (2004). Faith, Hope and Charitable Choice in Arizona: 2003. Albany, NY: Rockefeller Institute of Government.

Harris, M. (1998). *A Special Case of Voluntary Associations: Towards A Theory of Congregational Organization*. The British Journal of Sociology, 49, 602-618.

Hayes, C.D., & Bryant, E. (2002). Sustaining Comprehensive Community Initiatives: Key Elements for Success. New York, NY: The Finance Project.

Healy, K. (2004). *Altruism as an Organizational Problem: The Case of Organ Procurement*. American Sociological Review, 69, 387-404.

Imig, D.R. (1992). *Resource Mobilization and Survival Tactics of Poverty Advocacy Groups.* The Western Political Quarterly, 45, 501-520.

Institute for Educational Leadership. (2004). Engaging and Partnering with Faith-Based Organizations in Initiatives for Children, Youth, and Families. Toolkit Number 6. Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Jeavons, T.H. (1997). *Identifying characteristics of "religious" organizations: An exploratory proposal.* In Demerath, J. III, Hall, P. D., Schmitt, T., & Williams, R. H. (Eds.), Sacred companies: organizational aspects of religion and religious aspects of organizations. New York, NY: Oxford University Press. 79-95.

Jeavons, T. H. (2004). *Religious and Faith Based Organizations: Do We Know One When We See One?* Nonprofit and Voluntary Sector Quarterly, 33, 140-145.

Jeavons, T.H. (1994). When the bottom line is faithfulness: Management of Christian service organizations. Indianapolis, IN: Indiana University Press.

Jeavons, T.H., & Cnaan, R.A. (1997). *The formation, transitions, and evolution of small religious organizations.* Nonprofit and Voluntary Sector Quarterly, 26 (Suppl.), S62-S84.

Johnson, B.R., Tompkins, R.B., & Webb, D. (2002). Objective Hope-Assessing the Effectiveness of Faith-Based Organizations: A Review of the Literature. Philadelphia, PA: University of Pennsylvania, Center for Research on Religion and Urban Civil Society.

Kaufman, M. (2002). Building Sustainability in Demonstration Projects for Children, Youth and Families. Washington, DC: Institute for Educational Leadership.

Klein, A. (2004). The Criminal Justice Response to Domestic Violence. Belmont, CA: Thomson/Wadsworth.

Klein, A., & Wilson, D. (2005). Domestic Violence Shelter and Advocacy Services. Providence, RI: Rhode Island Justice Commission.

Kramer, F.D., Finegold, K., De Vita, C. & Wherry, L. (2001). Assessing the New Federalism. Washington DC: The Urban Institute.

Kramer, F.D., Finegold, K., De Vita, C.J., & Wherry, L. (2005). Federal Policy on the Ground: Faith-Based Organizations Delivering Local Services. Washington, DC: The Urban Institute.

Kubisch, A.C., Auspos, P., Brown, P., Chaskin, R., Fulbright-Anderson, K., & Hamilton, R. (2002). Voices from the Field II: Reflections on Comprehensive Community Change. Washington, DC: The Aspen Institute.

Lasco, C. (2001). Faith-Based Responses to Domestic Violence. Washington, DC: National Center for Victims of Crime.

Liou, Y.T., & Stroh, R.C. (1998). *Community Development Intermediary Systems in the United States: Origins, Evolution, and Functions*. Housing Policy Debate, 3, 575-594.

Louisiana Attorney General (n.d.), Programs and Services: Crime, Statistics and Data. Retrieved on May 1, 2007 from www.ag.state.la.us/violence.aspx.

McConnell, S., Burwick, A., Derr, M., Winston, P., Van Noy, M., & Max, J. (2005). Building Relationships Between the Workforce Investment System and Faith-Based and Community Organizations: A Background Paper. Princeton, NJ: Mathematica Policy Research.

McKinsey & Company. (2001). Effective Capacity Building in Nonprofit Organizations. Washington, DC: Venture Philanthropy Partners.

Miller, P. (2004). The Public Sector in Montana. In Proceedings from the Rural Sociological Society Meeting 2004: Rural Challenges to the Faith-Based Initiatives. Columbia, MO: Rural Sociological Society.

Minkoff, DC (1999). *Bending with the Wind: Strategic Change and Adaptation by Women's and Racial Minority Organizations*. American Journal of Sociology, 104, 1666-1703.

Minkoff, DC (1993). *The Organization of Survival: Women's and Racial-Ethnic Voluntarism and Activist Organizations, 1955-1985*. Social Forces, 71, 887-908.

Monsma, S. V. (2002). Working Faith: How Religious Organizations Provide Welfare-to-Work Services. Philadelphia, PA: Center for Research on Religion and Urban Civil Society, University of Pennsylvania.

Monsma, S.V., & Mounts, C.M. (2002). *Working faith: How religious organizations provide welfare-to-work services*. Davenport Institute. Retrieved October 15, 2008, fromhttp://www.publicpolicy.pepperdine.edu/davenportinstitute/reports/workingfaith/working2.html

Montiel, L. & Wright, D. (2006) Getting a Piece of the Pie: Federal Grants to Faith-Based Social Service Organizations, Albany, NY: Rockefeller Institute of Government.

National Institute of Justice. (2005). Evaluation of the Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program. Washington DC: National Institute of Justice.

Neff, J.A., Shorkey, C.T., & Windsor, L.C. (2006). *Contrasting faith-based and traditional substance abuse treatment programs*. Journal of Substance Abuse Treatment, 30, 49-61.

Netting, F. E. (2004). *Faith-based Agencies and Their Implications for Aging Services*. Journal of Religious Gerontology, 16(1/2), 37-65.

Office on Violence Against Women. (2005). RFP for the Rural Domestic Violence and Child Victimization Enforcement Grant Program Special Initiative. Faith-Based and Community Organization Pilot Program. Application # 2005-93556-MA-IJ. Washington, DC: National Institute of Justice.

Office on Violence Against Women. (2005). Rural Domestic Violence and Child Victimization Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program, Fiscal Year 2005 Solicitation. Washington, DC: U.S. Department of Justice.

Oklahoma State Bureau of Investigation. (2003). State of Oklahoma Uniform Crime Report Annual Report January-December 2003. Retrieved on May 1, 2007 from http://www.ok.gov/osbi/Publications/Crime_Statistics.html.

Oklahoma State Bureau of Investigation. (2004). State of Oklahoma Uniform Crime Report Annual Report January-December 2004. Retrieved on May 1, 2007 from http://www.ok.gov/osbi/Publications/Crime_Statistics.html.

Pearson, J. (2001). *Balancing Safety and Self-Sufficiency: Lessons on Serving Victims of Domestic Violence for Child Support and Public Assistance Agencies*. Violence Against Women, 7, (176-185).

Perilla, J. (2006). A Community Psychologist's Perspective on Domestic Violence. From the May 2006 conference Building Bridges: Marriage, Fatherhood, and Domestic Violence. Washington, DC: Center for Law and Social Policy.

Schorr, L., Sylvester, K., & Dunkle, M. (1999). Strategies to Achieve A Common Purpose: Tools for Turning Good Ideas Into Good Policies. Washington, DC: Institute for Educational Leadership.

Sherman, A.L. (2006). Strengthening the Street Saints: Intermediaries Providing Capacity-Building Assistance to Faith-Based Organizations. In R.V. Anglin (Ed.), Building the Organizations that Build Communities: Strengthening the Capacity of Faith- and Community-Based Development Organizations (pp. 73–88).Washington, DC: U.S. Department of Housing and Urban Development, Office of Policy Development and Research.

Sider, R. J. & Unruh, H. R. (2004). *Typology of Religious Characteristics of social Service and Educational Organizations and Programs.* Nonprofit and Voluntary Sector Quarterly, 33(1), 109-134.

Smith, S. R., & Sosin, M. R. (2001). *"The Varieties of Faith-Related Agencies."* Public Administration Review 61, 651-670.

Soukamneuth, S., & Harvey, S. (2008). Literature Review: Intermediaries and FBCOs Working Together. Oakland, CA: Social Policy Research Associates.

Staggenborg, S. (1988). *The Consequences of Professionalization and Formalization in the Pro-Choice Movement*. American Sociological Review, 63, 585-605.

Sullivan, C.M., & Bybee, D. (1999). *Reducing Violence Using Community-Based Advocacy for Women with Abusive Partners*. Journal of Consulting and Clinical Psychology, 67, 43-53.

Tiefenthaler, J., Farmer, A., & Sambira, A. (2005). *A County-Level Analysis of the Provision of Services to Combat Intimate Partner Violence in the US.* Marriage and Family, 67 (3), 565-578.

Turetsky, V. (2000). What If All the Child Support Money Came Home? Washington, DC: Center for Law and Social Policy.

U.S. Government Accountability Office. (2006). Faith-Based and Community Initiative: Improvements in Monitoring Grantees and Measuring Performance Could Enhance Accountability. GAO-06-616. Washington, DC: U.S. Government Accountability Office.

Umberson, D., Anderson, K., Glick, J. & Shapiro, A. (1998). *Domestic Violence, Personal Control, and Gender*. Journal of Marriage and the Family, 60 (22), 442-452.

Van Hightower, N.R., & Gorton, J. (2002). *A Case Study of Community-Based Responses to Rural Woman Battering*. Violence Against Women, 8 (7), 845-872.

Vanderwoerd, J.R. (2003, March 6). How faith-based social services organizations manage secular pressures associated with government funding. 2003 Spring Research Forum, Independent Sector and the Nelson A. Rockefeller Institute of Government. Retrieved October 11, 2008, from http://www.religionandsocialpolicy.org/docs/events/2003_spring_research_conference/vanderwoerd.pdf

Ward, S. (2006). Burn Victim Fights for Life After Attack. The Advocate.

Websdale, N. & Johnson, B. (Amended 2000). Full Faith and Credit: Passport to Safety. Reno, NV: National Council of Juvenile and Family Court Judges.

Websdale, N. (1997). Rural Woman Battering and the Justice System. Thousand Oak, CA: Sage Publications.

Websdale, N. (1998). Rural Woman Battering and the Justice System: An Ethnography. Thousand Oaks, CA: Sage Publications.

Websdale, N. (1999). Understanding Domestic Homicide. Boston, MA: Northeastern University Press.

Websdale, N., & Johnson, B. (2001). Implementing New Fatality Review Teams. Tallahassee, FL: Florida Department of Children and Families.

White House Office of Communications. (2008). The Quiet Revolution: A Seven-Year Progress Report. Washington, DC: White House Office of Communications.

White House. (2008). Breakthrough Performance: Ten Emerging Practices of Leading Intermediaries. Washington, DC: Office of Faith-based and Community Initiatives.

White House. (2008). The Quiet Revolution-The President's Faith-Based And Community Initiative: A Seven-Year Progress Report. Retrieved March 20, 2008, from http://www.whitehouse.gov/government/fbci/reports.html.

Wilson, D., Small, M., & Brown, M. (2005). Evaluation of the Rural Domestic Violence and Child Victimization Enforcement Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program. Application # 2005-93556-MA-IJ. Washington, DC: National Institute of Justice.

Witkowski, K. & Murphy, R. (1999). How Much Can Child Support Provide? Welfare, Family Income and Child Support. Washington, DC: Institute for Women's Policy Research.

Wolff, T. (n.d.). Coalition Building Tip Sheets. Amherst, MA: AHEC/Community Partners. Retrieved from http://www.tomwolff.com/healthy-communities-tools-and-resources.html#pubs.

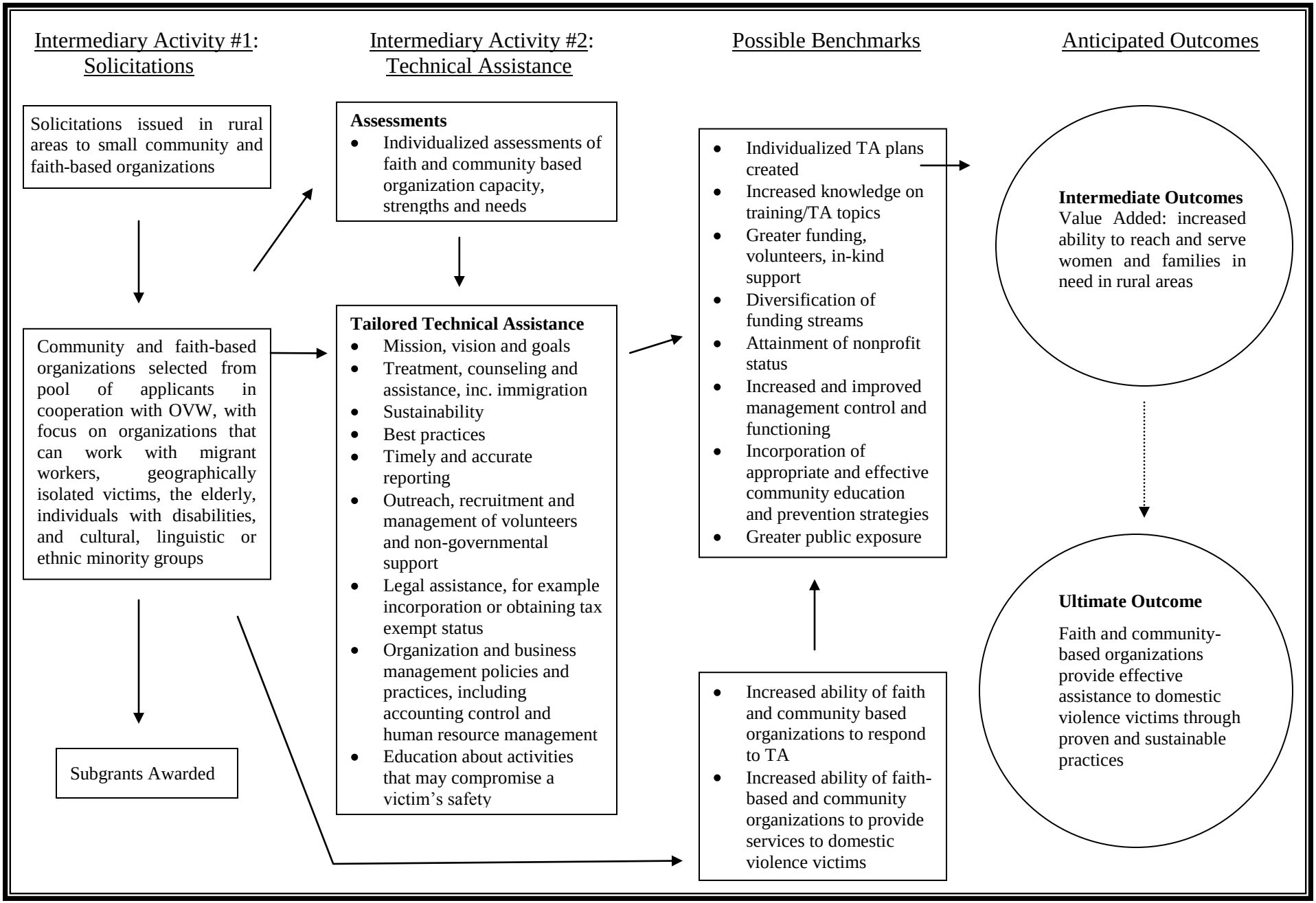
Wolpert, J., & Reiner, T. (1984). *Service Provision by the Not-For-Profit Sector: A Comparative Study*. Economic Geography, 60, 28-37.

Working Group on Human Needs and Community and Faith-Based Initiatives. (2003,April). Harnessing civic and faith-based power to fight poverty. Retrieved October 1,2008, from http://www.community-wealth.org/_pdfs/articles-publications/anchors/booksider-lynn.pdf

Wuthnow, R. (2004). Saving America? Faith-based services and the future of civil society. Princeton, NJ: Princeton University Press.

Appendices

A: Faith-Based and Community Organization Pilot Program Logic Model



B. Key Informant Interview Protocol

Evaluation Of The Rural Domestic Violence Faith-Based And Community Organization Pilot Project

Introduction

Thank you for participating in this interview. To evaluate the rural domestic violence faith-based and community organization pilot project, we are interviewing individuals from community agencies such as the State Coalition, local domestic violence programs, criminal justice and social service professionals, and in some instances individuals from social or service organizations who are likely to have contact with victims of violence and who may have a connection with this project. The purpose of this interview is to give us a more detailed picture of your understanding, views, and/or involvement with the services provided by the faith-based community or community organization pilot project.

- If interview is in-person:
  Before we start, I would like you to read and sign the Key Informant Interview Consent Form. It outlines the purpose of the evaluation and interview, any risks associated with participation, and our obligation to protect your confidentiality. **[Stop and allow respondent to read and sign consent form]**

- If interview is via phone:
  Before we start, I would like to read to you our Key Informant Interview Consent Form. It outlines the purpose of the evaluation and interview, any risks associated with participation, and our obligation to protect your confidentiality. If you agree to participate, I will note this for our records. If you would like, I can send you a copy of our consent form for your records.

I will be taking notes during the interview. The notes will be stored in a locked cabinet. Your name or other identifying information will not be linked to any information that you provide that is used in presentations, reports, or publications by staff of this project unless you specifically authorize me to do so.

There are no right or wrong answers to any of the questions in the interview. Your opinions are valuable and your answers are appreciated. Please remember that your participation in this interview is voluntary. You are free to refuse to answer any question you do not want to answer, and you can stop participating in the interview at any time. Thank you again for taking the time to do this interview and contribute information that will be useful in improving services for women who have experienced domestic violence.

Do you have any questions before we begin?

Interview Questions for Community Agency Professionals:

A. If project provides direct services to victims, ask these questions:

1. What is your current job title, what are your job responsibilities, what agency do you work for, and where are you assigned?

2. How long have you worked in that capacity?

3. Are you aware of the domestic violence services provided by _____?

4. Have you worked with this project and if so how?

5. What kind of relationship have you formed with this project (e.g., problem-solving, informational/etc.)?

6. Have there been referrals to or from this project and if so what kind?

7. Has there been problem-solving with the project to address community issues related to the needs of victims and their families? If so, what are the issues?

8. When you first heard of this project, what were your thoughts and concerns?

9. Now that the project is underway what have you learned about it and have your concerns been addressed?

10. What have been the changes that you have noticed as a result of the project?

11. What has been the impact of the domestic violence services offered (in the community and/or to the women served or target population)?

12. What is the single most effective contribution of this project?

13. Have there been any unintended consequences of the services offered?

14. [Ask if a faith-based project] What aspect of faith traditions do you draw on in educating the community or your own congregation?

15. Do you think the project should be continued?

16. Are there special/unique aspects of the services that fill a specific need?

17. Is there anything else you that you would like to add?

Thanks you so much for participating in this interview

B. If project provides non-victim services such as education, ask these questions:

1. What is your current job title, what are your job responsibilities, what agency do you work for, and where are you assigned?

2. How long have you worked in that capacity?

3. When you first heard of this project, what were your thoughts and concerns?

4. Now that the project is underway what have you learned about it and have your concerns been addressed?

5. To whom is the project targeted in your understanding?

6. What kinds, if any, of outreach efforts did you observe the project used to reach the target population? Did you find the outreach effective in reaching the targeted audience?

7. Was any media used in the project and if so what kind and how often?

8. What was/were the goal(s) of the project (i.e., attitudes, beliefs, or behaviors to be changed as a result of the project)?

9. What was the impact of the project?

10. What is the single most effective contribution of this project?

11. Were there any unintended consequences to the project?

12. Do you think the project should be continued?

13. Is there anything else you that you would like to add?

Thanks you so much for participating in this interview

Interview Questions for Faith-based or Community Organizations

1. What is your current job title, what are your job responsibilities, what agency do you work for, and where are you assigned?

2. How long have you worked in that capacity?

3. Why did you choose your project's focus?

4. Did you consult with anyone in the project design and if so, who?

5. To whom have you reached out to form partnerships?

6. Have there been referrals to or from this project and if so what kind?

Interview Questions for Faith-based or Community Organizations cont'd

7. Have the services been implemented as expected, or have there been changes in your emphasis once you began implementation? If so, what changes and why?

8. With which agencies and programs have you had the most contact since this project began?

9. What are the most important things you've learned about the challenges for victims of domestic violence as a result of this project?

10. What are the things you would have done differently now that you know more and have put the project in place?

11. Will you continue this project even if not refunded by Federal, state, or local government?

12. What services do victims need that you were unable to provide or find available in the community?

13. How did your organization or congregation change as a result of this project?

14. [Ask if a faith-based project] In what way did you perceive the project drawing from the faith traditions of the organization/congregation leading the project?

15. Are there special/unique aspects of the project that fill a specific need?

16. Is there anything else you that you would like to add?

Thanks you so much for participating in this interview

C. Key Informant Interview Consent

EVALUATION OF THE RURAL DOMESTIC VIOLENCE FAITH-BASED AND COMMUNITY ORGANIZATION PILOT PROGRAM

ADVOCATES FOR HUMAN POTENTIAL, INC.
490-B Boston Post Road, Suite 200, Sudbury, MA 01776
Andrew Klein, Ph.D., Evaluation Principal Investigator [11]

- The **purpose of this form** is to request your consent to participate in a Key Informant Interview for the Evaluation of the Rural Domestic Violence Faith-based and Community Organization Pilot Program. You are free to answer or not answer any of the interview questions. If you do not wish to answer any or all of the interview questions, this information will not be reported to anyone.

- The **purpose of this interview** is to give us a more detailed picture of your understanding, views, and/or involvement with the services provided by the faith-based community organization pilot program. The interview will be no longer than an hour.

- The **purpose of this evaluation** is to evaluate the role of intermediary organizations in expanding services for victims of domestic violence in rural areas. This evaluation is funded by the National Institute of Justice, the research arm of the U.S. Justice Department, on behalf of the Office on Violence Against Women.

- The **primary risk** of your participation in this interview is the possibility that your identity may not be totally concealed by virtue of sample size or uniqueness of the population. However, there are no risks to your funding as a result of your interview or this evaluation as it will not be completed until after the initiative has been completed.

- The **primary benefit** of your participation in this interview is to inform the development of faith-based community organization's domestic violence services in rural areas to better meet the needs of women who have experienced domestic violence. Participation in the evaluation may help to find ways to strengthen and improve services for women who have experienced domestic violence.

- All information that we collect in the interview will be **confidential**. Interviews and notes will be kept in locked files. When we report on these interviews, your name will not be connected with any of your answers unless you specifically authorize me to quote you or attribute your remarks to you. Only evaluation staff employed by Advocates for Human Potential will see your responses.

By signing this form, I voluntarily give my informed consent to participate in the Key Informant Interview.

_____
Signature of Key Informant, Agency

_____
Name in print Date

_____
Interviewer Date

[11] If you have any questions or concerns about the Key Informant Interview or Evaluation Study, please contact Dr. Andrew Klein, Evaluation Principal Investigator, at Advocates For Human Potential (978-261-1435 or email at aklein@ahpnet.com)

D: AAFV Canvass of Area FBCOs

County	Community Organizations	Faith-Based Organizations	Agencies Canvassed
Owyhee • Population 10,998 (U.S. Census Bureau, 2004) • 71.7% white, 23.1% Hispanic, 3.2% Indian • Language other than English spoken at home: 23% • 16.9% population below poverty level (1999) • 7666 square miles; 1.4 persons/square mile	• Terry Reilly Health Services – Marsing • Marsing Resource Center • Marsing Senior Center • Grandview Lions Club • Homedale Lions Club • El Ada Community Action Partnerships –Homedale • Women of Color Alliance	• The Salvation Army (in Canyon County) • 20 churches	• Prosecutor's Office • Women of Color Alliance • HUD –Idaho Faith-Based Liaison • Idaho Council on Domestic Violence and Victim Assistance • Marsing Assembly of God • Community Resource Treasure Valley Referral • Owyhee County Court • Canyon County 3rd District Probation and Parole • Salvation Army • El Ada Community Action Partnership • Michelle Ramirez
Gem • Population 15,963 (U.S. Census Bureau, 2004) • 93.8% white, 6.9% Hispanic • Language other than English spoken at home: 7.2% • 13% population below poverty level • 564 square miles; 27 persons/square mile	• Gem Youth Services • Western Idaho Community Action Program - Emmett • Hope's Door- Domestic Violence Shelter (Caldwell) • Emmett Lions Club • Treasure Valley Referral Directory	• Northgate Christian Fellowship Church • City Life, Inc. • Salvation Army - Emmet • 29 churches	• HUD - Idaho Faith-Based Liaison • Idaho Coalition on Domestic Violence • Idaho Council on Domestic Violence and Victim Assistance • Salvation Army • Treasure Valley Referral Directory. • Kingdom Hall • City Life, Inc.

Canyon • Population 158,038 (U.S. Census Bureau, 2004) • 77.9% white, 18.6% Hispanic, 3.5% Other • Language other than English spoken at home: 17% • 12% population below poverty level • 603 square miles	• Caldwell/Nampa Optimist Club • Kiwanis Club of Caldwell/Nampa • Rotary Club • United Way of Treasure Valley • Girl Scouts of Silver Sage • Easter Seals • Terry Reilly Health Services • Idaho Migrant Council – Oasis Women's Group • Hope's Door Domestic Violence Shelter • Valley Crisis Domestic Violence Shelter • Family Justice Center – Nampa Police • Lighthouse Rescue Mission • Nampa Lions Club • Caldwell Lions Club • Women of Color Alliance • Treasure Valley Resource Center (Referrals) • Vineyard Pantry (Food) • MADD Idaho • Western Idaho Community Action Program • Soroptimist International Club of Caldwell	• New Life Celebration Food Bank • Our Lady of the Valley Outreach – (Catholic Outreach for Utilities and Food) • Salvation Army • Seventh Day Adventist Community Services • Benediction Outreach of Caldwell (Educational training) • Catholic Charities • 154 churches in or near Caldwell	• Prosecutor's Office • Hope's Door • Catholic Charities • Caldwell Housing Authority/ Farmway Village. • HUD – Idaho Faith-Based liaison • Idaho Coalition on Domestic Violence • Idaho Council on Domestic Violence and Victim Assistance • St.Mary's Catholic Church • Oasis Worship Center • Treasure Valley Referral Directory • Western Idaho Community Action Partnership. • Idaho Catholic Charities • Salvation Army • MADD
Washington • Population 10,059 (U.S. Census Bureau, 2004) • 83.1% white, 13.8% Hispanic • 1474 square miles **Payette** • Population 21,587 (U.S. Census Bureau, 2004) • 84.7% white, 11.9% Hispanic • 403 square miles **Adams** • Population 3,451 (U.S. Census Bureau, 2004) • 96.3% white, 1.6% Hispanic • 1370 square miles	• Good Neighbor Service Center • Western Idaho Community Action Program - Payette • Western Idaho Community Action Program – Weiser • Lady Elks • Jobs Daughters • Kiwanis Club • Japanese American Women's Club • American Legion • Shriners Club • Soroptimist Club of Weiser	• Washington - 20 churches • Payette - 35 churches • Adams - 12 churches	• HUD – Idaho Faith-Based Liaison • Idaho Coalition on Domestic Violence • Idaho Council on Domestic Violence and Victim Assistance • Western Idaho Community Action Partnership • Salvation Army • Treasure Valley Referral Directory • Rose Advocates

E. Capacity Evaluation Components of the Rural Pilot Program

Institute for Community Peace

1522 K Street NW, Suite 1100, Washington, DC 20005

Management and Operations

- Accounting policies
- Accounting structures
- Human resource policies
- Operating policies
- Operating oversight
- Management information system
- Nonprofit status
- Reporting
- Work within budget
- Managing transitions
- Physical infrastructure
- Technology
- Staff recruitment
- Staff training/development
- Plan for sustainability

Board of Directors and Governance

- Composition
- Leadership
- Clear role
- Board involvement/ support
- Accountability

Key Allies

- Volunteer recruitment
- Volunteer training
- Volunteer management
- Institutional partners
- Community partners
- Governmental partners
- Faith partners (within)
- Faith partners (outside)

Resources

- Diversified base
- Fundraising plan
- Grant writing
- Grants management
- In-kind resources

Program Planning

- Mission/vision
- Strategic plan
- Program match/goals
- Needs assessment
- Asset map
- Long-term focus
- Reflection
- Practice theory development
- Community education
- Prevention
- Responsive/effective services
- Evidence-based practice
- Substantive expertise
- Training/qualifications

Evaluation

- Theory of change
- Program reflects TOC
- Outcomes identified
- Benchmarks identified
- Data collection and management
- Mid-course corrections
- Process evaluation
- Output evaluation
- Outcome evaluation

F. Institute for Community Peace Capacity Scoring Grid

	Management & Operations	Board of Dir. & Governance	Key Allies	Resources	Program Plan & Implement	Evaluation
High	Accounting policies AND structures; human Resource policies; has both email and website; formal processes for staff recruitment, training and development; operating policies; MIS and reporting system; sustainability plan; has 501(c)(3)	Has a Board of Directions with clear role and active support from board members, with accountability policies in place for board members.	Formal channels for volunteer recruitment, training and oversight; has diversified community and institutional partners, including government; community; business; nonprofit and faith groups.	Has a fundraising plan and a diversified funding base, with at least four of the following: foundation, government, business, in-kind, donation and fee-for-service support.	Has a clear mission and/or vision statement and program activities match this; has conducted a needs assessment along with asset mapping; activities include some form of prevention work, along with community education; is able to demonstrate that services are responsive and effective.	Program has a written (text or logic model) theory of change; program has clearly identified benchmarks and formal process for data collection and management; program has conducted an outcome evaluation to document effectiveness.
Med	Has either accounting policies or accounting structures; has either a website or email; some form of staff training and development; capable of and responsive to reporting requests from funders.	Has a Board of Directions with documented role but uneven participation and minimal accountability.	Volunteers receive limited training OR have minimal oversight. Some community partners but not much diversification.	Either does not have a fundraising plan or does not have a diversified base fundraising base.	Has mission/vision statement and program activities match this; has conducted a needs assessment; activities either include some form of prevention work or community education.	Program has clearly identified benchmarks and formal process for data collection and management; program has conducted either a process evaluation or some form of output assessment.
Low	Limited formal management and operating policies and procedures; does not have email or website.	No functioning Board of Directors.	Volunteers training and oversight minimal. Few to no outside partner groups or organizations.	No fundraising plan and no diversified funding base.	If there is a vision/ mission statement, programmatic activities do not match this. No systematic needs assessment conducted.	To the extent that program collects data on program, no systematic assessment or analysis is conducted to document work.

G: Capacity Building Evaluation Protocols & Surveys

Institute for Community Peace

1522 K Street NW, Suite 1100, Washington, DC 20005

(rev. 12/5/05)

To assess the effectiveness of the capacity building portion of this pilot program, we will utilize four different semi-structured interview protocols, two focus group protocols and two surveys, described below. The draft version of each of these protocols and surveys is also attached.

1) A *site visit protocol with intermediary organizations* will be used at the start and end of the grant period. During the first site visit we will discuss plans for their capacity building program and their ability to provide it. During the second site visit we will discuss the actual services provided and their perspective on what did and not work well. We will use this with each of the intermediary organizations, and will talk with each of the project directors as well as any other staff involved in capacity building support. All responses will be confidential, and in write-ups no organization or staff names will be used. We will also use the site visits for document collection.

2) A *phone interview protocol with intermediary organizations* will be used every other month during the life of the project. During these calls we will discuss the different capacity building supports that the intermediaries are providing, what is working well, and struggles. In addition, we will use these conversations as opportunities to request any documents from the intermediaries. We will conduct these calls with each of the intermediary organizations, and will specifically talk with the person(s) who provide capacity building support to the subgrantees. All responses will be confidential, and in write-ups no organization or staff names will be used. We will also use the site visits for document collection.

3) A *focus group protocol with intermediary organizations* will be used during the national conference planned for September 2006. During this focus group respondents will be asked to discuss the capacity of the subgrantees to carry out their work, areas of strengths and needs in their ability to provide capacity-building support and ideas for improvements to this model of support. We will invite representatives from each of the intermediary organizations to take part in the focus groups. All responses will be confidential, and in write-ups no organization or staff names will be used.

4) A *site visit protocol with subgrantee organizations* will be used at the start and end of the subgrantee award period. During the first site visit we will assess the organization's capacity to provide domestic violence services, strengths and needs. During the second site visit we will conduct a follow-up capacity assessment and discuss their perspective on what did and not work well about the capacity building supports they received. We will use this with a total of six subgrantee organizations, one from the Idaho group, two from the Wyoming group and three from the third intermediary. We will decide which specific subgrantees for the case studies after the subgrantee selection has been made. For each organization, we will speak with the project director and other organization staff. All responses will be confidential, and in write-ups no organization or staff names will be used. We will also use the site visits for document collection.

5) A *phone interview protocol with subgrantee organizations* will be used every other month during the life of the project. During these calls we will discuss the different capacity building supports that the subgrantees are receiving, what is working well, and struggles they are having. In addition, we will use these conversations as opportunities to request any documents from the subgrantees. We will conduct these calls with the project directors of the subgrantee organizations described above (see protocol description #4). All responses will be confidential, and in write-ups no organization or staff names will be used.

6) A *focus group protocol with subgrantee organizations* will be used during the national conference planned for September 2006. During this focus group respondents will be asked to discuss their capacity to carry out their work, areas of strengths and needs, the utility of the capacity support provided, and suggestions for program improvements. We will invite representatives from a total of 50 of the subgrantees to participate. All responses will be confidential, and in write-ups no organization or staff names will be used.

7) A self-administered *capacity assessment* will be sent to each of the subgrantees at the start and at the end of the subgrant year. This will include ratings on: incorporation of best practices; effective community education and prevention strategies; needs assessments; timely and accurate reporting; outreach, recruitment and management of volunteers and nongovernmental support; legal assistance; accounting controls; human resources management; and sustainability. (This list is subject to change depending on the capacity-building services provided by the different intermediaries to be identified in the site visits discussed in protocol description #1, planned for early February 2006.) All responses will be confidential, and in write-ups no organization or staff names will be used.

8) A *subgrantee evaluation* of the utility of the capacity building assistance provided by the intermediaries will be collected through an on-line survey of all of the subgrantees. Through this process we hope to gather information on the value-added of the capacity building services from the perspective of the subgrantees. All responses will be confidential, and in write-ups no organization or staff names will be used.

H. Intermediary Site Visit Protocol

Institute for Community Peace

1522 K Street NW, Suite 1100, Washington, DC 20005

Introduction:

Thank you for participating in this interview. My name is _____ and I am with the Institute for Community Peace in Washington, DC. We are working as part of the evaluation team examining the effectiveness of the Rural Domestic Violence and Child Victimization Enforcement Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program. We are conducting this site visit to get a more detailed picture of your plans for providing capacity building portion of your work as an intermediary program in this project.

Before we start, I would like you to read and sign the Key Informant Interview Consent Form. It outlines the purpose of the evaluation and interview, as well as any risks associated with your participation. Additionally, the form describes our obligation to protect your confidentiality.

[Stop and allow respondent to read and sign form.]

I will be taking notes during this interview, and those notes will be stored confidentially. Your name and other identifying information will not be linked to any information or views that you provide in these interviews. Your personal information will not be used in presentations, reports, or publications unless you specifically authorize me to do so.

Your opinions are valuable and your honest answers are greatly appreciated. You may refuse to answer any question that you don't feel comfortable answering. Thank you again for taking the time to contribute information that will be useful in improving services for survivors of domestic violence and sexual assault.

Do you have any questions before we begin?

Semi-structured Interview Protocol:

1. What background does this organization have providing capacity building support? With what groups? What did you do? How successful were your efforts? How do you know?*

2. What do you hope to accomplish with your capacity building efforts in this project? What are your expectations at this point of the needs of the subgrantees? What do you realistically believe you can accomplish in the time period you have?*

3. What kinds of contacts do you plan to have with the subgrantees for capacity building? How often?*

4. Which of the following areas will your capacity building efforts focus on?*

Management and Operations
Board of Directors and Governance
Key Allies
Resources
Program Planning
Program Implementation
Evaluation

For each, what specifically will you focus on? [Use prompts from capacity components list if necessary.] What do you plan to do? What materials will you use?

5. Internally, what measures of success do you plan to use?*

6. [For staff involved in capacity building efforts] What experience do you personally have with building capacity or organizations? Providing technical assistance? Training?

*Get copies of any protocols or relevant materials.

I. Intermediary Phone Interviews

Introduction:

Thanks for taking the time to speak with me today. The purpose of our call today is to follow-up on the capacity building supports you've been providing over the past __ weeks/months. Like the conversations we had during our site visit, this conversation will be confidential, and no identifying information will be included when I write up reports and findings. Before we begin, do you have any questions for me?

Semi-structured Interview Protocol:

1. Since the last time we spoke, how many times have you provided capacity building supports to your subgrantees?

2. I want to talk about each of these instances. [For each, have respondent answer the following questions.] With which organization(s)? What was the topic? What kind of support did you provide? Using what materials? How well received were your efforts?

3. Have you received capacity building requests that you couldn't meet? How many?

4. I want to talk about each of these instances. [For each, have respondent answer the following questions.] From which organization(s)? What was the request for? Why couldn't you provide the support? Do you have plans to follow up with the organization on this?

5. If you had unlimited resources for capacity building, what other supports would you want to provide? Why?

J. Intermediary Organization Focus Groups

Introduction:

The purpose of this focus group is to highlight the successes and challenges that all intermediary organizations involved in the Pilot Program Initiative encountered throughout the duration of the project. This focus group is unique because it gives intermediary organizations the opportunity to compare and contrast their experiences. The topics that intermediaries should discuss in this focus group include:the capacity of the subgrantees to carry out their work; strengths in intermediary organizations' abilities to provide capacity-building support; and improvements for this mode of support. Like the site visits and our phone interviews, this conversation will be confidential, and no identifying information will be included when I write up reports and findings. Before we begin, does anyone have any questions for me?

Focus Group Questions:

1. What have the most pressing capacity building needs of your subgrantees been? Why do you think this is the case?

2. What is working well in your capacity building efforts? Why is this working? How do you know?

3. What isn't working well? Why? How do you know?

4. I would like you all to take some time to discuss the grant program and its expectations. Are the capacity building goals realistic? Why or why not? Do you think more resources should be included to support capacity building? Why or why not? If you could re-structure this program to better support capacity building, what would you do? Why do you think that would work better?

K. Subgrantee Site Visits

Introduction:

Thank you for participating in this interview. My name is _____ and I am with the Institute for Community Peace in Washington, DC. We are working as part of the evaluation team examining the effectiveness of the Rural Domestic Violence and Child Victimization Enforcement Grant Program Special Initiative: Faith-Based and Community Organization Pilot Program. We are conducting this interview to get a sense of your capacity to carry out domestic violence services, as well as any needs your program has.

Before we start, I would like you to read and sign the Key Informant Interview Consent Form. It outlines the purpose of the evaluation and interview, as well as any risks associated with your participation. Additionally, the form describes our obligation to protect your confidentiality.

[Stop and allow respondent to read and sign form.]

I will be taking notes during this interview, and those notes will be stored confidentially. Your name and other identifying information will not be linked to any information or views that you provide in these interviews. Your personal information will not be used in presentations, reports, or publications unless you specifically authorize me to do so.

Your opinions are valuable and your honest answers are greatly appreciated. You may refuse to answer any question that you don't feel comfortable answering. Thank you again for taking the time to contribute information that will be useful in improving services for survivors of domestic violence and sexual assault.

Do you have any questions before we begin?

Semi-structured Interview Protocol:

[After tour of facility, discuss organization structure and program components.]

1. Our approach to organizational capacity includes 7 components with a variety of subcomponents for each. I want to go through these with you today to discuss how your organization is approaching the area.

   A. Management & Operations
   - When did this organization develop? How/why did it come about?*
   - Do you have formal accounting policies?*
   - Do you have an accounting system set up? If yes, what do you use?
   - Do you have formal human resource policies?*
   - Do you have a management information system? If yes, what do you use?

- Does this organization have it's own 501-c-3? If no, who is your fiscal agent? Do you have a formal agreement with this agent?* Are you considering getting a 501-c-3?
- Do you have a formal process for regular reporting to your grantor agencies?* If no, how do you handle grant reports? Who is in charge of this?
- Do you have an operating budget?* Who makes budgeting decisions? Have you ever had an audit done?
- Have you ever had a leadership transition? Was it planned for ahead of time? How did it happen? Were there any effects on your program?
- Where do services take place? Do you own the facility? If no, do you rent it or is it provided as an in-kind donation? Is it adequate for your needs?
- Do you have a website? E-mail access for staff?
- How are staff recruited? Do you have a formal structure for recruitment and hiring?*
- Do you do any staff training/development? If yes, what? How regularly?
- Do you have a sustainability plan?* If no, does the management staff or board have discussions about sustainability? What do they focus on?

B. Board of Directors & Governance

- Do you have a board of directors?
- If yes, who is on the board? How were they selected? How is the board structured? How does it operate? Who are the leaders of the board? What are the specific responsibilities of the board? Does the board get involved in program? If yes, how? Does the board financially support the organization? How much? Is this mandated?*
- If no, who provides oversight of your activities? How?

C. Key Allies

- Do you have volunteers?
- If yes, how are they recruited? What kind of training do you provide? Who manages the volunteers? What do they do? What kind of retainment do you have?
- If no, why not?
- Do you have any partners that support your work from other institutions? If yes, who? What do they do? If no, have you done any outreach to other organizations? What happened?
- Do you have any community partners other than your volunteers? If yes, who? What do they do? If no, have you done any outreach to the community? What happened?
- Do you have any governmental partners? If yes, who? What do they do? If no, have you done any outreach to the community? What happened?
- Do you have any faith partners? If yes, who? Are they from within your own faith (if a faith-based organization)? What do they do? If no, have you done any outreach to the faith community? What happened?

D. Resources

- How many different sources of funding do you have for this work? For each, how long have they been funding you?
- Do you have a fundraising plan?*
- Do you have a person whose job is grants management? If no, who does this?
- Who manages grants? What do they do?
- Do you receive any in-kind resources? If yes, what and from whom?

E. Program Planning

- Does the organization have a mission/vision?*
- Does the organization have a strategic plan?* If yes, how closely are you following it? Where there are differences between programs in place and goals, is this being addressed? How? Why does the difference exist?
- Have you conducted a community needs assessment?* If yes, who did it? When? What did it show? If no, why not?
- Have you conducted asset mapping?* If yes, who did it? When? What did it show? If no, why not?
- What time frame(s) do your program need to be accomplished?
- Have you ever taken the time to reflect on program goals and accomplishments? If yes, what did you do? What was the outcome? How often do you do this?
- Have you developed a theory of practice?* If yes, how closely does your program mirror this theory? If it doesn't, why not?

F. Program Implementation

- Do you have a community education component of your program? If yes, what does it do? How effective has it been? How do you know? If no, why not?
- Do you do prevention work? If yes, what do you do? How effective has it been? How do you know? If no, why not?
- Do your services meet the needs in the areas? If yes, how do you know? If no, are you planning on expanding services? If yes, what is your plan?*
- How did you develop your current program? Did you actively try to replicate other evidence-based practices? If yes, which ones? Where did you get the information from?
- Does your staff have substantive expertise in the areas in which they work? What degrees/other background experience do they have?*

G. Evaluation

- What is your theory of change? If yes, have you written this down or do you have it as a logic model?* Does your program sufficiently reflect the activities needed to achieve the desired outcomes as laid out in the theory of change? What are the specific outcomes and benchmarks identified in the theory of change?
- If no, what are the outcomes your program is trying to achieve? What benchmarks have you identified to help you get there?
- Do you keep data on the services you provide, your clients, and/or outcomes? If yes, how do you manage these data? Who is in charge of this?

- Do you have a process evaluation?* Who is conducting this? What are they doing? If you do have an evaluation, are you able to review findings as you work to aid in making any mid-course corrections?
- Do you have an outcome evaluation? Who is conducting this? What are they doing? If you do have an evaluation, are you able to review findings as you work to aid in making any mid-course corrections?

2. Finally, I want to talk about your capacity needs. What are they? Have you communicated this with the intermediary organization [put in name of group]. How responsive have they been to these needs? Does the support they've given help? How? Is it adequate? If not, what else do you need?

*Review and/or collect any relevant documents.

L. Subgrantee Phone Interviews

Introduction:

Thanks for taking the time to speak with me today. The purpose of our call today is to follow-up on the capacity building supports you've received over the past __ weeks/months. Like the conversations we had during our site visit, the conversation will be confidential, and no identifying information will be included when I write up reports and findings. Before we begin, do you have any questions for me?

Semi-structured Interview Protocol:

1. Since the last time we spoke, how many times have you asked for capacity building assistance?

2. I want to talk about each of these instances. [For each, have respondent answer the following questions.] What kind of support did you request? What was the response? Using what materials? How useful did you find the assistance?

3. Do you have any capacity building needs for which you didn't ask for help? [If yes, ask the following questions.] What were they? Why didn't you ask? Do you have plans to follow up on this?

4. [If any needs were identified during the site visit and/or a previous call, ask the following questions.] During the site visit/last call, we discussed some struggles you were having with _____. Has that been resolved? What's going on?

M. Subgrantee Focus Groups

Introduction:

The purpose of this focus group is to highlight the successes and challenges that all subgrantee organizations involved in the Pilot Program Initiative have encountered. This focus group is unique because it will give you the opportunity to compare and contrast your experiences. The topics that we will cover include: the strengths your organizations bring to this work; your needs; the utility of the capacity building supports you've been given; and any improvements to the program you may have. Like the site visits and our phone interviews, this conversation will be confidential, and no identifying information will be included when I write up reports and findings. Before we begin, does anyone have any questions for me?

Focus Group Questions:

1. What have your most pressing capacity building needs been? Why is this?

2. Of the capacity building supports you've received, what's working well? Why is this working? How do you know?

3. What isn't working well? Why? How do you know?

4. I would like you all to take some time to discuss the grant program and its expectations. Are the goals realistic? Why or why not? Do you think more resources should be included to support capacity building? Why or why not? If you could re-structure this program to better support capacity building, what would it do? Why do you think that would work better?

N. Capacity Assessment

Introduction Letter:

[ON LETTERHEAD]

[Date]

Dear Pilot Program Grantee:

Congratulations on receiving a grant from the Rural Domestic Violence Faith-Based and Community Organization Pilot Program. This is a great opportunity to expand rural domestic violence services in your area.

The Rural Domestic Violence Faith-Based and Community Organization Pilot Program is a grant funded by the Office on Violence Against Women in the Department of Justice. The National Institute of Justice is funding an evaluation to determine the effectiveness of this pilot project. The Institute for Community Peace (ICP), located in Washington, DC, is part of this evaluation team. ICP is a leading national organization working to prevent violence and promote peace as a means to achieving social justice. We are specifically looking at the capacity of faith-based and community organizations in rural areas to undertake this work, as well as the utility of the capacity building supports provided by the intermediary organizations.

To help us with this evaluation, please complete the attached survey and send it to ICP in the enclosed, self-addressed stamped envelope, or complete it on our website at www.peacebeyondviolece.org. Participation is completely voluntary. All identifying information will not be used in presentations, reports, or publications unless you specifically authorize us to do so. Additionally, there are no right or wrong answers to any of the questions in the enclosed survey. Your opinions are valuable and your honest answers are greatly appreciated.

In order to process this data swiftly, please return this assessment no later than ____. To show our thanks for your participation, we will hold a raffle for _____, and all organizations that take part in this survey will be eligible to win.

If you have any additional questions or concerns about the survey or the evaluation process, please don't hesitate to contact me at (202) 393-7731 or mbrown@instituteforcommunitypeace.org. Thank you in advance for your participation. I look forward to working with you.

Sincerely,

Mitchell Brown
Research Director

Capacity Assessment

Directions: Please answer the following questions to the best of your ability and return to ICP in the attached self addressed stamped envelope. If you have any questions, please contact Mitchell Brown at 202-393-7731 or mbrown@instituteforcommunitypeace.org.

Date _____

Name of Person Completing Form _____

Organization Name _____

Section A: Management and Operations

What is your organization's vision and/or mission statement? (Describe below or attach.)

_____

_____

_____

2. Does your organization do any kind of prevention work? Yes ☐ No ☐

3. Is this a faith-based organization? Yes ☐ No ☐
(If yes, which faith? _____)

4. What year did your organization begin? _____

5. Does your organization have a 501(c)(3) status? Yes ☐ No ☐
If no, yes do you have a fiscal agent? Yes ☐ No ☐
If yes, who is the fiscal agent? _____

6. How many paid full-time equivalent (FTE) staff members does your organization currently employ? _____ FTEs

7. How many volunteers has your organization had in the past 12 months? _____ Volunteers

8. Does the organization have formal policies and procedures for:
   a. accounting procedures? Yes ☐ No ☐
   b. recruitment and hiring? Yes ☐ No ☐
   c. human resources and/or personnel? Yes ☐ No ☐
   d. staff training and development? Yes ☐ No ☐
   e. information management? Yes ☐ No ☐

9. Do you have a:
   a. strategic plan? Yes ☐ No ☐
   b. fundraising plan? Yes ☐ No ☐
   c. sustainability plan? Yes ☐ No ☐

10. Have you conducted
   a. a needs assessment? Yes ☐ No ☐
   b. asset mapping? Yes ☐ No ☐

11. Are your strategies long-term (over 5 years), medium term (1 to 5 years), or short term (less than a year)? Check all that apply.
   Long term ☐ Medium term ☐ Short term ☐

12. How are your programs and strategies developed? Using locally or nationally developed models?

   Local model ☐ National model ☐
   If a national model is used, have you tailored the program to local needs and strengths?

   Yes ☐ No ☐

13. Do you have an operating budget? Yes ☐ No ☐

14. Does your organization receive support from the following sources?

Does the organization receive funding from	***Yes/No***	***If yes, type***
a. Foundations	Yes ☐ No ☐	Cash ☐ In-kind ☐ Other ☐
b. Government	Yes ☐ No ☐	Cash ☐ In-kind ☐ Other ☐
c. Businesses	Yes ☐ No ☐	Cash ☐ In-kind ☐ Other ☐
d. Fee-for-service/products	Yes ☐ No ☐	Cash ☐ In-kind ☐ Other ☐
e. Other (identify source below) _____	Yes ☐ No ☐	Cash ☐ In-kind ☐ Other ☐

15. Does your organization have
   a. a website? Yes ☐ No ☐
   b. E-mail access for employees? Yes ☐ No ☐

Section B: Board of Directors & Governance

16. Does your organization have a board of directors? Yes ☐ No ☐

If no, answer question 17 and then skip to Section C.
If yes, skip question 17 and go to question 18.

17. Describe who provides oversight of your activities and how. (Use back if necessary.)

_____

_____

_____

18. How many people are on the board? _____ Persons

19. What are the backgrounds of people who serve on the board? (Check all that apply.)

community members	☐	funders	☐
volunteers	☐	clergy, ministers, etc.	☐
community leaders	☐	staff	☐
field experts	☐	other	☐
lawyers	☐	(describe: _____)	

20. Describe the role and responsibilities of the board. (Use back if necessary.)

_____

_____

_____

21. Are board members required to financially support the organization as part of their board responsibilities? Yes ☐ No ☐
If yes, what are the specific requirements?

_____

Section C: Key Allies

22. Do you have volunteers? Yes ☐ No ☐

If no, skip to question 27.

23. How are they recruited? (Check all that apply.)

Word of mouth	☐	Television	☐
Through church/faith activities	☐	Internet	☐
Newspaper	☐	Other	☐
Radio	☐	(Describe: _____)	

24. Do they receive training? Yes ☐ No ☐

If yes, how many hours? _____ Hours

Describe the content of the training.

_____

_____

_____

25. Who supervises the volunteers? (Select one.)

Staff member ☐
Another volunteer ☐
No supervision ☐

26. Describe the activities that volunteers perform. (Use additional sheets if necessary.)

_____

_____

_____

27. What other outside partners do you have to support your work? (Check all that apply.)

Nonprofit organizations ☐
Businesses ☐
Faith organizations ☐
Community groups ☐
Government agencies ☐
Other ☐
(Describe: _____)

Section D: Activities and Evaluation

28.Describe your programmatic activities by filling out the following chart. If an evaluation of the activity has been conducted, please indicate what kind of evaluation it was by checking the appropriate box and send us a copy of the results. If you need more space, please attach an additional page

Activity and Description	*Has an evaluation been conducted? (Check box if yes.)*
	Process ☐ Impact ☐ Outcome ☐
	Process ☐ Impact ☐ Outcome ☐
	Process ☐ Impact ☐ Outcome ☐
	Process ☐ Impact ☐ Outcome ☐
	Process ☐ Impact ☐ Outcome ☐

29. Do you have a theory of change? Yes ☐ No ☐

30. Do you keep data on the services you provide, your clients, and/or outcomes?
Yes ☐ No ☐
If yes, describe what kind of data you collect.

_____

_____

_____

Please return this survey using the attached envelope. Thank you for your time.

O. Intermediary Evaluation by Subgrantees

Email Text:

Dear Pilot Program Grantee:

In order to continue to evaluate the utility of the assistance that the intermediary organizations that are working with you have provided, we have created a short survey, which is attached to this email for your convenience.

Please take a few minutes to complete the survey. Like the capacity surveys, participation is completely voluntary. All identifying information will not be used in presentations, reports, or publications unless you specifically authorize us to do so. Additionally, there are no right or wrong answers to any of the questions. Your opinions are valuable and your honest answers are greatly appreciated.

Thank you in advance for your cooperation in this matter.

Sincerely,

Mitchell Brown
Research Director
Institute for Community Peace

Evaluation:

NOTE: Question #3 will be tailored to the capacity building services provided by each of the intermediary organizations—it will be much shorter in its' final version.

Name of Organization _____

1. How many times did you receive technical assistance or some other type of capacity building support from [name of intermediary organization] during the grant period?
   _____ contacts

2. In what form(s)? (Check all that apply.)
   _____ phone
   _____ materials by mail
   _____ materials by e-mail/web-based
   _____ in person at intermediary office
   _____ in person in our community
   _____ meeting in Denver
   _____ other (describe_____)

   Which of these was most useful? Why?

3. Which topics did you receive capacity building support on? (Check yes or no.) For those questions to which you answer "yes," rate that support on a scale from 1 to 4 (circle the most appropriate category), where 1 is inadequate, 2 is useful but needed more support, 3 is met needs, and 4 is provided more than needed. For items that receive a score of "1" or "2," please state what else you needed.

Capacity Area	Did you receive support?	If yes, how would you rate this? (1=inadequate, 2=useful but needed more, 3= met needs, 4=more than needed)	If you circled "1" or "2,"what else was needed?
Management & Operations			
Accounting policies	**Yes** No	1 2 3 4	
Human resource policies	**Yes** No	1 2 3 4	
Operating policies	**Yes** No	1 2 3 4	
Management Information System (MIS)	**Yes** No	1 2 3 4	
Nonprofit status	**Yes** No	1 2 3 4	

Capacity Area	Did you receive support?	If yes, how would you rate this? (1=inadequate, 2=useful but needed more, 3= met needs, 4=more than needed)	If you circled "1" or "2," what else was needed?
Reporting	**Yes** No	1 2 3 4	
Budgeting	**Yes** No	1 2 3 4	
Managing transitions	**Yes** No	1 2 3 4	
Physical infrastructure	**Yes** No	1 2 3 4	
Technology	**Yes** No	1 2 3 4	
Staff recruitment	**Yes** No	1 2 3 4	
Staff training/development	**Yes** No	1 2 3 4	
Plan for sustainability	**Yes** No	1 2 3 4	
Board of Directors & Governance			
Composition	**Yes** No	1 2 3 4	
Leadership	**Yes** No	1 2 3 4	
Role	**Yes** No	1 2 3 4	
Board involvement/support	**Yes** No	1 2 3 4	
Accountability	**Yes** No	1 2 3 4	
Key Allies			
Volunteer recruitment	**Yes** No	1 2 3 4	

Capacity Area	Did you receive support?	If yes, how would you rate this? (1=inadequate, 2=useful but needed more, 3= met needs, 4=more than needed)	If you circled "1" or "2," what else was needed?
Volunteer training	**Yes** No	1 2 3 4	
Volunteer management	**Yes** No	1 2 3 4	
Institutional partners	**Yes** No	1 2 3 4	
Community partners	**Yes** No	1 2 3 4	
Governmental partners	**Yes** No	1 2 3 4	
Faith partners (within)	**Yes** No	1 2 3 4	
Faith partners (outside)	**Yes** No	1 2 3 4	
Resources			
Fundraising plan	**Yes** No	1 2 3 4	
Grant writing	**Yes** No	1 2 3 4	
Grants management	**Yes** No	1 2 3 4	
In-kind resources	**Yes** No	1 2 3 4	
Program Planning			
Mission/vision	**Yes** No	1 2 3 4	
Strategic plan	**Yes** No	1 2 3 4	
Needs assessment	**Yes** No	1 2 3 4	

Capacity Area	Did you receive support?	If yes, how would you rate this? (1=inadequate, 2=useful but needed more, 3= met needs, 4=more than needed)	If you circled "1" or "2,"what else was needed?
Asset map	**Yes** No	1 2 3 4	
Reflection	**Yes** No	1 2 3 4	
Program Implementation			
Community education	**Yes** No	1 2 3 4	
Prevention	**Yes** No	1 2 3 4	
Responsive services	**Yes** No	1 2 3 4	
Effective services	**Yes** No	1 2 3 4	
Expanded services	**Yes** No	1 2 3 4	
Evidence-based practice	**Yes** No	1 2 3 4	
Evaluation			
Theory of change	**Yes** No	1 2 3 4	
Identifying outcomes	**Yes** No	1 2 3 4	
Identifying benchmarks	**Yes** No	1 2 3 4	
Data collection and management	**Yes** No	1 2 3 4	
Process evaluation	**Yes** No	1 2 3 4	
Output evaluation	**Yes** No	1 2 3 4	

Capacity Area	Did you receive support?	If yes, how would you rate this? (1=inadequate, 2=useful but needed more, 3= met needs, 4=more than needed)	If you circled "1" or "2,"what else was needed?
Outcome evaluation	**Yes** No	1 2 3 4	

4. Are there other areas you needed support in that you didn't get? If yes, please list them? For each, did you ask for help? What reasons were you given for not receiving the help you asked for?

Pearson, J. (2001). Balancing safety and self-sufficiency: Lessons on serving victims of domestic violence for child support and public assistance agencies, 7, Violence Against Women 176 (185) (citing Witkowski, K. & Murphy, R. (1999). How much can child support provide? Welfare, family income and child support. Institute for Women's Policy Research; Turetsky, V. (2000). What if all the child support money came home? 5 Public Interest L. Report 13 (15).

P. Case Studies

1) Advocacy and Resource Center

Sheridan, Wyoming

The Advocacy and Resource Center (ARC) Faith-Based Domestic Violence Education and Services Project, located in Sheridan, Wyoming, like most of the subgrantees funded through the Rural Pilot Program, had been in existence prior to receiving Rural Pilot Program funding, in this case for 25 years. A nonprofit, community organization, it has provided domestic violence services for its entire existence. Its organizational budget, at $309,414, met the limit set by OVW; its prior domestic violence budget was just under the maximal allowed, at $93,500. In addition to providing domestic violence services, ARC works with victims of sexual assault, stalker, elder abuse, including elder fraud and other nonviolent crimes against elders, and victims of all other violent crimes.

Ironically, ARC's decision to apply for funding resulted from its concern regarding a proposal a faith-based organization circulated to ARC. The faith-based organization proposed expanding the availability of mediation and couples counseling in domestic violence cases. ARC was concerned that if a faith-based initiative were funded, it would send exactly the wrong messages to the faith community about the proper response to domestic violence. So ARC decided to apply for the funding itself and use the grant to reach out to clergy to enlist them in serving victims of domestic violence properly, teaching them the difficulties in intervening with batterers in order to understand that working with couples and mediation was inappropriate.

ARC offered faith-based organizations a simple proposition: "We can better help each other help victims." It proposed achieving this by increasing the knowledge of clergy and others in the community who come into contact with victims, with a special emphasis on how to best work with women of faith, immigrant women, older women, and other underserved victims. As

required by the Coalition, ARC negotiated memorandums of understanding with faith-based representatives: clergy from Holy Name, Bethesda Worship Center, Trinity Lutheran Church, Hope Community Church, Cornerstone Church, First Congregational United Church of Christ, First Baptist Church, Immanuel Lutheran Church, St. Peter's Episcopal Church, St. Robert's Episcopal Church, First United Methodist Church, First Christian Church of Christ, and Joy Junction, a children's Sunday School and summer camp.

The Coalition scored its application as 100 and recommended ARC receive $30,000 although ARC applied for only $20,000. Subsequently, OVW increased the award to $40,000. The $20,000 increase was specifically provided to allow ARC to subsidize its proposed training featuring Lundy Bancroft to make it a statewide event, as well as to provide another $10,000 for "additional victim assistance funding and associated administrative expenses."

Proposed grant activities included: 1) distributing material about domestic violence to faith-based groups and other groups working with underserved victims, including, but not limited to, materials in various languages and materials for Christian, Jewish, Muslim, and other religious groups; 2) holding a training for both victim advocates and clergy; 3) conducting individual meetings between advocates and clergy unable to attend the training; 4) meeting with clergy and victims when appropriate; 5) conducting a community-wide training session to better address the needs of as many underserved victims as possible and to address the potential dangers of providing mediation or couples' counseling in domestic violence cases; and 6) providing financial assistance to enable victims to escape violent partners by paying for rent, telephone, relocation expenses, and more.

Once funded, ARC began by sending a letter to all clergy in and around Sheridan announcing the awarding of the grant and a training to be held in Casper on March 15 by the

Wyoming Coalition Against Domestic Violence and Sexual Assault. The training featured a presenter from the FaithTrust Institute, an organization that specializes in training clergy in domestic violence. Staff began reaching out directly to various faith institutions, including meeting with representatives of the Jehovah's Witnesses, the pastor of the First Christian Church, and a representative of the Church of Jesus Christ of Latter-Day Saints.

Often, ARC succeeded as a result of personal, serendipitous connects made by staff members. For example, ARC staff discovered that the man who cleaned the office windows was a Jehovah's Witness. He then put them in touch with the Church's Ward Deacon. As a result, ARC was able to provide a quantity of domestic violence literature to that church and found the church very receptive.[12] Similarly, despite distributing educational and informational materials to local churches, including the Seventh Day Adventist Church, ARC got no response from that congregation. However, one day a woman from the Seventh Day Adventist church came in to donate a variety of items and the staff informed her that they had contacted her church to no avail. After hearing this, the woman took numerous educational materials for her congregation, and organized a drive at the church to collect things needed by battered women such as shampoo and other hygienic essentials from a list compiled by ARC.

ARC partnered with faith-based organizations to identify and provide assistance to victims of domestic violence through the faith organizations. With this project's implementation, on several occasions ARC was able to leverage its funds along with a specific church to share the cost of rent, telephone, utilities and other relocation expenses for victims who were members of the church's congregation.

[12] Books provided included Help for Battered Women, Women Deserving of Respect, Divorce: The Human Cost, When Marital Peace is Threatened, Uncovering the Roots of Abusive Speech, When Words Become Weapons, and From Words that Hurt to Words that Heal.

As staff reached out, they also worked to educate and train themselves to better serve underserved victims. A former victim of abuse by her pastor husband as hired as a consultant and provided training to ARC staff and assisted them with reviewing possible materials for purchase. Staff developed a PowerPoint presentation based on the book by Jean Anton (2006), Working Together: Working with Victims from Diverse Religious and Spiritual Traditions: a Guide for Domestic Violence Advocates. Staff also developed two new brochures: Special Resources for the Evangelical Community and Special Resources for the Muslim Community.

ARC organized and promoted several roundtable meetings in July and August, inviting clergy and others to work with them to improve services to victims. Staff developed a church bulletin insert and mailed it to all Sheridan County churches announcing a special training featuring Lundy Bancroft, author of The Batterer as Parent. More than 100 attended from diverse backgrounds, including clergy, mental health professionals, Department of Family Services (DFS) caseworkers, advocates, law enforcement, and members of the general public. According to ARC, it received positive feedback from many participants, one exclaiming, "It was as if light bulbs were going off all over the room."

Distribution of materials to clergy also proved popular, resulting in the ARC providing 100 books to various faith-based and other libraries.

There are two ministerial groups in the Sheridan area: Pastors United in Christ, whose members are from the more conservative churches, and the Ministerial Association of Sheridan County, known as the "Downtown 5," which are the activist churches. The latter consists of First Christian Church, St. Peter's Episcopal Church, Methodist Church, First Congregational Church, and Holy Name Catholic Church. Prior to receiving Rural Pilot Program funding, ARC had little contact with the former with the exception of the Bethesda Worship Center, whose pastor had

signed one of the initial MOUs supporting the grant application. The Center had become involved with ARC around the support of congregation family survivors of a vehicular homicide.

As a result of grant activities, ARC staff report greater cooperation with the more conservative ministerial group, including more communication and collaboration in providing support and services to victims. Researchers noted several concrete examples of how specific clergy were affected by the training and meetings. One, for example, expanded his pre-marital counseling to eight sessions and has couples complete a survey called "Prepare and Enrich" to help individuals see their strengths and what they need to work on. Not long ago, he had a couple go through the survey discussion who then decided not to marry. He reports the longer process is better, helping people really think about their compatibility and skills for marriage. Another pastor who missed one of the two roundtables and the Bancroft training attended an unrelated ministerial association meeting. At the meeting, several ministers volunteered how much they appreciated the ARC efforts and how much they learned. They were particularly excited about the books and materials they were given and revealed that they had listed the new material in their church newsletters so members would know about them. Finally, a pastor's wife, attending one of ARC's trainings, apologized to a victim of domestic violence also attending for not having understood what the woman had been going through for the past several decades, married to an abuser. The woman went to her pastor years ago to report the abuse, but the pastor, according to the victim, had dismissed it, asking her merely if it was "little or big A abuse."

According to staff, ARC had made more referrals to churches for help than before now that it "knows there are educated pastors in our community who are willing to support battered women and their children appropriately."

While the impact of the project on law enforcement is not known, two law enforcement officers attended one of ARC's roundtables and the Sheriff, Police Chief, and several officers attended a Domestic Violence Awareness Month event during the grant period.

According to the Director of the Advocacy and Resource Center, the pastor of the an area church has become one of the most active people involved with their center as a result of the program. She reports that, "his contributions alone have had an amazing impact given that he is a conduit of exchange among and between all the church leaders and the Center." In fact, he was found at the March against Violence talking with one of the most conservative ministers in their community. As a result, a connection was made that linked the Center with another congregation and the conservative minister that ARC continues to develop. Another key partnership was strengthened with one of the "most liberal ministers in the community" who has been a source of consistent support for the Center's work and also assisted in building relationships with other congregations and faith leaders. The Center's work has also attracted the interest of a minister affiliated with the Salvation Army who would like to discuss a possible collaboration with the Center on the provision of services.

The project seems to have created a better understanding within the ministerial community about intricacies of domestic violence and how "blaming the victim" is tantamount to colluding with the batterer. As a result of the relationships built throughout this project, the Center is convinced "not to give up" in approaching other community religious leaders, despite local reputations for being distant, or appearing to be unsympathetic to their cause. She has learned that this project has shown that appearances can be deceiving and that they may have allies in the fight against domestic violence that they had not realized before.

In addition to addressing domestic violence, the Center is convinced the project has reduced all forms of family violence and that by assisting ministers to increase their knowledge and skills on this subject, they are able to offer support to families in a way that stops the violence and encourages everyone's well being.

2) Wyoming Association of Churches
Peacemaking Churches Initiative

The Wyoming Association of Churches (WAC) Peacemaking Churches Initiative is a long-standing organization, organized 26 years ago. WAC is an association of churches from nine denominations that work together by consensus to support social justice concerns in Wyoming. Member churches include the American Baptist Churches USA, Christian Church (Disciples of Christ), Episcopal Church, Evangelical Lutheran Church of America, Presbyterian Church, Roman Catholic, United Church of Christ, and the United Methodist Church. The Unitarian Universalists are observers, not yet members. Its last year's budget was a little over $85,000. In applying for funding, being faith-based as required by the Coalition, WAC signed MOUs with five community-based domestic violence service providers across the state. In addition, as a condition of funding, WAC subsequently negotiated an MOU with the Coalition itself. Unlike most subgrantees in the Rural Pilot Program, this project represented WAC's first domestic violence program.

WAC and its partners proposed a series of four trainings to be held across the state, specifically aimed at educating clergy on domestic violence, with special emphasis on serving Hispanic victims, as Wyoming's Hispanic population is growing rapidly. WAC targeted churches directly involved in the Association as well as reaching out to others, with the hope that 60 congregations representing 9,000 church members would be impacted by the clergy and church workers attending the training. According to WAC's domestic violence trainer, many of

the Hispanics coming to the state are joining conservative, fundamentalist churches that are not active in domestic violence support programs.

WAC requested $14,184. The Coalition recommended $29,184, scoring WAC at 94.5, and OVW awarded WAC $29,200.

The Rev. Warren Murphy, WAC Director of Mission and Ministry, administered the grant. WAC's full-time director since November 2004, he had been involved in the organization since 1977 and an Episcopal priest in Wyoming for 30 years. The Rev. T. Patrick Bradley, an ordained Roman Catholic Deacon, was chosen to be the lead trainer and present at all the conferences. He serves as the Director of Pastoral Care at the United Medical Center in Cheyenne. Both clergy have extensive leadership experience in domestic violence as well as the faith community. The former served for over 10 years on the Board of Crisis Intervention Services and was President of the Board from 1996-2002. The latter currently serves on the Wyoming Governor's Domestic Violence Elimination Council and was its chair in 2002-2003.

WAC decided to apply for this grant because it seemed a natural fit with its education and training functions. While the more active churches in the Association know local domestic violence programs well, WAC felt that many churches not active in the Association have had little involvement, so this also seemed like a good way to reach out and encourage participation. According to Rev. Murphy, the faith community has not on the whole been as aware of domestic violence issues as other social and governmental institutions, and training is important to help clergy and church workers recognize that abuse is actually being committed within their congregant families and that they have the skills to intervene and link victims to resources.

The four local domestic violence organizers who signed the MOU with WAC assisted in the delivery of the training programs held in their areas, including publicity and presenting

information about local resources.[13]

WAC held the four conferences as planned but attendance was lower than anticipated. Each conference averaged only 10-25 participants even though flyers were sent to all churches on its mailing list as well as that of the Faith Initiative of Wyoming, and press releases and other advertising methods were employed. However, clergy from the following denominations attended: Church of the Nazarene, United Methodist, Roman Catholic, Community of Christ (reorganized LDS), Assembly of God, Christian Missionary Alliance, ELCA Lutheran, United Church of Christ, Episcopal, and Baptist. Rev. Bradley included in his presentations immigration- related issues as particularly affecting the Hispanic community although the conferences were not translated into Spanish, as no attendees spoke only Spanish. At least one of the conferences included a Hispanic staff person from a local domestic violence programs that did a workshop at the lunchtime on assisting victims from the Hispanic community. The conferences featured Broken Vows, as video produced by the FaithTrust Institute.

WAC expressed great disappointment that no Catholic priests attended the trainings, especially given that this is the largest denomination in the state and the Bishop is pictured on the posters distributed by the Governor's Office against domestic violence. The Rev. Bradley approached the Bishop to ask him to encourage priests to attend, but the Bishop declined to do so, explaining that priests, pressed with 500-2,000 people in their parishes, were struggling as it was to handle their duties.

The conferences were well received by those who attended, according to WAC and participant surveys. Most of the clergy attending were surprised to learn that the legal definition of domestic violence covered current and former unmarried couples, as well as divorced couples

[13] The four programs included the Crisis Intervention Services in Park County (Powell), the Teton County Community Safety Network (Jackson), the YWCA Support and Safe House of Sweetwater County (Rock Springs) and the Converse County Coalition (Douglas).

and household members. Many were not familiar with protective orders and other legal measures available to victims and Rev. Bradley emphasized clergy role as "first responders." There were, also, "unhappy" participants. One minister bristled at the section that presented how abusers use the scripture to justify abuse, expressing support for a fundamentalist interpretation of the Bible that supports the submission of women. Although he struggled with the presentation, he stayed and listened. Another minister challenged that "truly Christian women were not abused." However, another participant, a female clergy, spoke up and shared her story of being abused. According to WAC, at each conference, at least one member of the audience rose to tell her story of being abused.

Local television unexpectedly appeared at the Jackson conference and aired a special report on the training.

One of the local sponsors of the trainings lamented the limited turn out, expressing the feeling that more conservative church clergy may have avoided the training because of the sponsorship of the WAC and the fact that the meeting was held in the local Episcopal Church. At the time that church was in the news for approving a gay Bishop. She told researchers that she had personally invited half a dozen individuals from the Church of Jesus Christ of Latter-Day Saints (LDS) and other more conservative churches in hopes they would attend, but they did not. On the other hand, she noted that the 15 who attended were not "the usual suspects." The smaller number of attendees meant more discussion and allowed Rev. Bradley to respond directly to issues raised, including whether leaving a marriage is breaking the covenant.

At the Rock Springs training, more clergy attended, including the Missouri Synod Lutheran, a United Church of Christ pastor, a Methodist minister, and a lay person representing the Episcopal Church since it did not have a clergy person at that time. There was more

discussion of the scriptures. Also attending were two domestic violence advocates from Laramie and two from Rock Springs, as well as a private attorney. The latter may yield unexpected benefits as, it turned out, the attorney was running for county attorney.

The smallest conference was in Douglas and few clergy attended. As the local domestic violence program explained, having the conference on a weekday may have kept many of the pastors and other professionals away. Also she noted that smaller, more isolated churches do not come to training offered by WAC, nor do they respond to invitations from the Douglas Ecumenical Ministries (which also received a Rural Pilot Program grant). The local domestic violence director noted that she personally conducted a follow-up program on a Saturday morning at her church, the United Methodist. It was advertised by the Douglas Ecumenical Ministries and she offered breakfast as well as mailing many flyers. Ten people came, all new people in attendance and it was a good session and discussion.

In Powell, several people from the LDS attended as well as individuals from the reorganized LDS (Community of Christ) who were very interested in how the Book of Mormon deals with abuse. There was a fair amount of denial that domestic violence happens in the LDS community but again a victim spoke up and countered that during the conference. Despite resistance expressed by some clergy and others regarding how advocates interpreted the scriptures, at this conference, it was reported that a very conservative Baptist explained at one point, “Oh my God, I’ve sent women back into terrible situations.”

After completing its four conferences, WAC had grant monies left over and, at the suggestion of the WCADVSA, sponsored a fifth conference at the centrally located Wind River Indian Reservation in September. Enough money remained allowing it to pay for participants’ transportation to the reservation. The Wind River Indian Reservation is shared by the tribes of

Shoshone and Arapaho, historically hostile tribes forced together by the United States government. The workshop was held on the grounds of the Shoshone Episcopal Mission in Ft. Washakie, Wyoming. It was again led by the Rev. Patrick T. Bradley of Bradley Consulting and he was assisted by Carla Thurin of Safehouse /Sexual Assault Services, Inc. of Laramie. A representative of the Wind River Alliance, who helped co-sponsor the event, outlined specific domestic violence concerns on the Reservation. There were 32 people in attendance from all over the state of Wyoming.

There were several clergy in attendance including the senior Roman Catholic priest at St. Stephens Mission on the reservation as well as clergy from the Episcopal, Lutheran, and American Baptist churches. A Catholic nun from Ft. Washakie was also in attendance. Six Native American participants also attended. The event was advertised in the *Casper Star Tribune*, *Riverton Ranger*, *Lander Journal*, and *Wind River News*. Many said they appreciated being invited to the Reservation and seeing the historic Mission grounds that have long been a part of the Shoshone sacred traditions. There was some extra discussion on the unique situation of domestic violence as it is related to Native American people.

A year later, Revs. Murphy and Bradley report that they continue to "see the ripple effect of the project." They believe that the trainings have had a wider impact on the community, not just for those who attended. While they still receive consultation calls from ministers who attended their trainings, they are also receiving calls from those who did not. Some calls have been from church members who are being abused or who are abusing others. Many of their calls have been about cases of child abuse in which they sometimes learn that the wife is also being abused. Still others have reached out to local domestic violence programs and spoken out about their belief that "families must be a safe place for women and children."

Despite the lack of specific additional funding to conduct trainings, the Wyoming Coalition has chosen to continue to offer some training. They recently held a training in Jackson, Wyoming at the Catholic church in which Rev. Bradley partnered with Naomi Tucker of Shalom Bayit in San Francisco to conduct a faith cross-training. Those who attended had developed plans to implement in their own congregations.

The WCADVSA and Rev. Bradley aim to continue training and are completing work on a quick reference guide for ministers based on the Nebraska manual. While they are proud of the trainings they first held under the grant, those trainings mainly reached Episcopalians and Catholics. Current outreach efforts are geared toward Methodists, Baptists, Jews, and the LDS, which has a significantly large presence in their state and is a group that has historically been beyond the reach of domestic violence programs.

They pointed out that there were tremendous difficulties in working with OVW throughout the project (e.g., high turnover among project managers, difficulty accessing project funds, questions about draw downs and reporting). Due to significant difficulties or unclear expectations from OVW, they were forced to access their own funds to support the local projects and grantees. They added that "serving as an intermediary for OVW was a thankless task and the entire 18 months they never seemed to have anyone who could answer questions or truly help carry out the project." At times, project activities seemed rushed—"to do what we wanted to do, we needed more time." As mentioned earlier, their work reached "Catholics, Episcopalians and Methodists" but they felt they still needed to bridge a gap with other prevalent religious groups such as, Baptists, Mormons, and other fundamentalist churches (e.g., Nazarene, Church of Christ). The latter groups are viewed as "more closed communities" and ones "where we see greater incidents" of domestic violence. However, they reportedly do not attend meetings so as

not to align themselves with Ecumenical groups. One church in Rock Spring is reported to spank women publicly in church when they sin—they "need to figure out how to connect with these people as well."

The faith advisory committee started by the WCADVSA has expanded beyond the organizations that received funding from this grant. Relationships with faith-based MOU partners have increased through their work. For example, through their involvement with the Coalition, members of Wyoming Healthy Families (formerly the Faith Initiative of Wyoming) are participating in domestic violence training to prepare them to deal with incidents of domestic violence that may be disclosed during marriage counseling sessions. A greater awareness of domestic violence issues has also come about as a result of relationships between county-level partners and the faith communities in their area.

While a great deal of work has been accomplished, they "wish they could have been refunded, given that they've only touched the tip of the iceberg."

3) City Life, Inc.

Emmett, Idaho

City Life, Inc., located in the tiny town of Emmet, Idaho, population 6,100, serves Gem County (population 16,000). Emmett is the largest town in the county, with just three other very small towns. More than two-thirds of the residents commute to Boise or Nampa, 30 miles away, for work. There is no public transportation and the few jobs available in Gem County are low paying, with little or no benefits.

City Life had been in existence as a domestic violence advocacy and service provider for almost three years before receiving Pilot Program funding. Although it has received Federal domestic violence funding in the past, it has been basically a one person operation assisted by a volunteer. The one person, Fleda Wright, is the wife of a local minister whose church provides

office space and resources for this faith-based program. She is also a member of the Gem County Ministers Association and attends its monthly meetings. The association is aware of City Life's services and, on a couple of occasions, has donated. City Life's budget before receiving the Pilot funding was $64,167 although during its history, its director volunteered her time.

City Life applied for and received $50,000 as recommended by AAFV to enhance and expand services it provides to victims of domestic violence. Before applying, Wright had to resolve how to be a faith-based agency and accept funding from the Federal government without running into church and state problems. Prior to submitting her grant, she talked with lots of people and researched this issue thoroughly.

City Life offers a number of classes for victims, including an eight-week safety planning and education class, a five week anger management class, a six-week self-esteem class, an eight-week parenting class, a 12-week recovery class, and individual life and job skills training. Because City Life is small it has the ability to spend time one-on-one with victims. For example, when child protective services sent a client to attend City Life's parenting class who was a domestic violence victim and had had a significant head injury, the instructor was able to spend nearly two additional hours after class with her to make sure she understood everything. A larger agency probably would not have been able to spend this time with her.

In addition, City Life provides essential transportation for victims to get to shelter outside the county or temporary shelter in a local motel, and refers victims for additional services as necessary. With the grant, City Life hired additional staff, including a part-time Hispanic advocate who translated City Life materials into Spanish, and a part-time court advocate. A new volunteer was recruited who is a licensed social worker. With more than one staff, City Life could cover court to assist victims seeking protective orders and still keep the office open for

victims seeking assistance. Before the grant, the office closed every time the director was called to court which she was, by agreement, for any civil or criminal case involving a domestic violence victim. As a faith-based agency, Biblical scriptures and prayers are incorporated into the classes and counseling offered. However, before doing so, clients are asked for permission to include this material. According to the director, only one client has ever objected and the religious material was omitted for her. On occasion, a victim requests City Life to contact her church on her behalf. City Life has done outreach to the approximately 20 churches in the community. It has also received referrals from the churches and some churches have requested that City Life provide them with materials on domestic violence.

As a result of the grant, City Life was able to increase distribution of materials across the county and network with other agencies and organizations to enhance services for victims. During the course of implementing this grant, City Life developed or expanded relationships with the following organizations/agencies including: Magistrate's Court, Health and Welfare Department, Prosecutor's Office and the Victim Witness Coordinator, Western Idaho Community Action Program, Adult Probation and Parole, Juvenile Probation and Parole, Counselors, Emmett Police Department, Gem County Sheriffs' Department, and the Emmett Foodbank. The number of clients served increased as more victims came to know about City Life. The number of Hispanic clients also increased. More volunteers were also recruited to augment City Life resources, allowing it to, for example, open up a thrift store.

Other agencies began to refer clients to City Life for mandatory treatment. The local child welfare and probation and parole departments are mandating their clients to attend City Life's classes, so City Life expanded its curriculum to address some issues for this broader audience and to satisfy the needs of the referring agency. Offenders, for example, are required to complete

a Domestic Battery Evaluation and complete a certain number of classes by court order. While abusers must pay on a sliding scale, classes remain free for victims.

In Gem County, victims who want to drop no contact provisions which are attached to their abusers' criminal domestic violence bails are also sent to City Life to attend a seven week safety planning class. Apparently this arrangement is common throughout Idaho.

Not surprisingly, as the reach has expanded, the director reports so has the variety of victims, each with unique and often complex needs. As Director Wright summarized to a researcher: "With the grant and our ability to expand services, we've recognized the complexity of victims' needs. It isn't as simple as educating them about domestic violence – that it isn't a magic wand – for so many victims they have such a variety of issues that they need help in practically every area of their lives and that creates a challenge. They can be exacerbated by drug or alcohol use, troubles with the law themselves, issues with their children, lack of job skills, and the need for counseling."

City Life has directly impacted the criminal justice response to domestic violence across the county according to local justice offices. City Life workers now come to court every time a victim requests a protective order. They have taken over from the Deputy Court Clerk the job of assisting victims to complete the requisite paper work and explaining the court process. The Magistrate and judge have come to rely on City Life to accompany and assist victims in criminal cases, too. It is not uncommon for the court to ask City Life to advise it regarding sentencing of abusers. In addition, court officials note the entire county has been educated by City Life about domestic violence, increasing awareness across the board. Officials do not discern any limitations resulting from City Life's faith orientation. A victim witness coordinator refers to City Life as a "God send," and expresses amazement at how the county functioned before City

Life was established. Prosecutors have made it possible for City Life personnel to read case files, allowing their involvement in a multi-disciplinary team process that provides input on child custody and child welfare issues as well as criminal cases over a longer period of time.

Prior to City Life, the Coordinator notes she was unable to devote the time needed to provide safety planning and handle the protection order applications, nor could she guarantee in her position victim confidentiality. In addition, there was a conflict of interest in the no-contact orders for the criminal cases.

A victim, interviewed by researchers who was referred to City Life when she went to court to seek a protective order was thrilled to learn that it offered her, in addition to assistance in filling out the order application, "shelter in a motel, food, and money for bills." The victim commented that "[t]here is no other resource like this in Emmett and it is too far to go to Boise. So having it in Emmett is important."

Initial concerns some criminal justice officials had about working with a faith-based organization were quickly overcome when officials found no scriptural references in the material provided to court-referred victims for court related activities such as securing protective orders. They were also reassured that City Life "doesn't proselytize." It appears that City Life has taken extreme care to incorporate its faith-based values in the classes it offers and to inquire about a victim's faith needs during the intake process, without discouraging or deterring victims from utilizing its services. City Life is flexible and honors victims' preferences on the extent to which faith-based issues are incorporated in the services they receive.

According to the director, the Rural Pilot Program grant carried City Life "through what would have been a very difficult year and allowed us to expand our services. City Life now works in Boise County, a large frontier county adjacent to Gem County, as well as Gem County.

We provide advocacy services there and established the first-ever Victim Witness Coordinator working with the Boise County Prosecutor. We now have two part-time advocates working for City Life."

City Life also received a Health and Human Services grant in a pilot project to provide a mental health counselor for rural areas and partnered with Rose Advocates (another domestic violence program in neighboring counties) in that project. This allows City Life to have a part-time mental health counselor right in its office.

In regard to the Federal grant, the director reported her agency obtained training that benefited her agency and established relationships with other agencies that continue today. But, she concluded: "Also, I think the grant should be for a minimum of two years. One year is just not enough time to really establish a program. Also, it should be offered to new and existing agencies and programs."

4) First Christian Church, Families of Faith Prevention Project

Cheyenne, Wyoming

The First Christian Church is dedicated to being a place where all people are invited to a saving relationship with God through Jesus Christ. It represented one of the subgrantees whose activities were judged to be the most faith-infused based on the following criteria: An organization is considered "faith-infused" if it is characterized as having answered affirmatively to at least four of the six questions presented in Exhibit # 13. The First Christian Church answered in the affirmative for all six questions.

The Church's budget was almost $200,000 a year but its prior domestic violence-related program budget was $42,000 annually. Its domestic violence program had been running for three years when it received funding. It requested $49,917 which was recommended by WCADVSA.

OVW awarded it $50,000. While it had proposed couples counseling, that was disallowed as a funded project activity.

Typical of faith-based subawardees, the primary activity of the project was community education, especially in schools, with a special targeting of clergy. Being faith-based, pursuant to WCADVSA requirements, the project signed an MOU with a secular domestic violence program, Safehouse. The goal of the church's domestic violence program, Families of Faith Prevention Project, was to conduct a White Ribbon Campaign**,** a domestic violence awareness campaign in the community emphasizing the role of men in stopping domestic violence. The project intended to target the 75 to 100 churches and social service agencies in the community with a goal of partnering with at least 20%. To accomplish its outreach, the program proposed to develop a PowerPoint presentation and hold two domestic violence awareness workshops and distribute resource packets.

The program bought kits from the National White Ribbon Campaign. It worked with the Faith Initiative of Wyoming to develop pastoral resource packets on domestic violence. The packet included Domestic Violence: What Every Pastor Needs to Know by Al Miles, Violence in Families: What Every Christian Needs to Know by Al and Marie Fortune (FaithTrust), and Ending Violence in Teen Dating Relationships: A Resource Guide for Parents and Pastors.

The first workshop was held on June 20, 2006 and was attended by 33 individuals from various faith and secular agencies. The former included the Cheyenne Christian Center, United Medical Center Chaplain Services, and Samaritan Outreach Ministries. One participant was identified as a "Christian Counselor." Secular organizations represented included the Wyoming National Guard Family Assistance Program, Casey Family Foundation, Warren Air Force Base

Family Advocacy Program, and several school districts. The First Christian Church Reverend held a special four hour workshop just for attending clergy.

A survey revealed that 84% of the attendees found the sessions were useful. A dozen indicated they would be using what they learned to teach others.

The second workshop was held on August 3, 2006 at the First Christian Church. It was attended by 38 participants including individuals from the Baha'i Faith Church, Cheyenne Christian Center, and the First Presbyterian Church, as well as secular agencies including the Children's Justice Center of the Wyoming Supreme Court, the Division of Victim Services of the state's Attorney General Office, and the Pathfinder Drug and Alcohol Program and Safehouse.

This time 92% of those who attended and filled out surveys found the workshop to be useful. Forty percent of those attending indicated that they have never been involved in addressing domestic violence and dating violence before. All gave high marks for the material disseminated.

According to the project director, collaboration with Safehouse was essential to the program's success. While the director admitted it was hard to measure what the project accomplished, he could report that they had saturated area schools with material and reached out to many teachers, supplying them with resource material. They felt a benefit of the information, materials, and referral information provided to the community was that it could be useful without requiring further training or certification. He also noted that he believed the military involvement was impressive and progressive. They also reported that the project demonstrated that a faith based program has the ability to reach both a secular and non-secular audience.

For her part, the director of Safehouse reported the project had a positive impact in the community, emphasizing that her agency and the Church had a real and long-lasting partnership

as a result. Participating area churches, she thought, were much more willing as a result of the project to admit that domestic violence was a problem that they needed to address. Rather than ask that a victim be put in God's arms, the churches were more willing to work to make her safe. By working directly with the First Christian Church, Safehouse was able to reach beyond its typical white, middle aged, middle class audience. They were able to reach out to all segments of the community. She also acknowledged the assistance of the WCADVSA for helping the project succeed.

After the funding ended, too soon according to both the project and Safehouse directors, collaboration continued between the two. The Church sponsors two fairs a year, with Safehouse running a booth at both. They also noted that the Army National Guard had used the project material statewide.

5) MARY'S (Ministry Alliance for Regaining Your Safety) House Domestic Violence Victim Services

Pickens, South Carolina

More atypically for faith-based projects, MARY'S House program delivered services to victims of domestic violence. It was established as a not-for-profit agency a few years before the Rural Pilot Program funding. Its prior funding was $75,000 a year. It requested $100,000 from the Rural Pilot Program. FACTS recommended $51,000, OVW awarded it $100,000.

Its mission, to provide support for abused women and children, was intended to be accomplished in a "Christ-centered environment." When it applied for funding, it was in the process of building the first shelter for battered women in the county, a county of 512 square miles with a population of slightly over 100,000. At the time, the nearest shelter was 45 miles away.

Before receiving its award, MARY'S House was totally volunteer based. The grant allowed it to hire three staff. The grant also allowed MARY'S House to expand its services dramatically, including establishing a teen dating program; running ads in the newspaper; working in local high schools, including targeting football team players and speaking in health classes; and more. The project employed two curriculums, Break the Cycle (http://www.breakthecycle.org/resources-curriculum-and-video.html), and an additional faith-based training component.

Many of the outreach efforts continued after funding, including its involvement with the Fellowship of Christian Athletes, speaking at schools and elsewhere.

According to the director, the faith infusion helped the program especially because of the deep faith roots of the community. She noted, for example, that, "they still say a prayer before football games." She said that the program had encountered no problems as a result of its faith-but admitted that such problems may arise outside the "Bible Belt." On the other hand, she reported that in applying for state funding, she was told that her agency would have a better chance if it removed the cross from its logo. However, subsequent to the ending of the grant, her agency did apply and received state funding. The director attributes the self confidence and acceptance given to her program by FACTS to her willingness to apply for the later grant. The grant allowed the program to continue with paid employees.

The program is supported by a religious alliance of multiple ministries from different denominations. MARY'S House was the first faith-based agency to participate in the state domestic violence training program offered by the state's Victim Assistance Academy sponsored by the Governor. The program was also invited to write up its activities for publication in a national journal published by the Civil Research Institute.

Prior to the grant, there was not much involvement between local law enforcement and MARY'S House. Two individuals involved in law enforcement—the crime victim's advocate and an officer from a local university—served on the MARY'S House Board of Directors. However, their involvement mainly consisted of attending various events.

As a result of the grant, however, the law enforcement Board members became more informed about domestic violence and developed a beneficial relationship with domestic violence advocates. As the advocates became more familiar with the law enforcement Board members, and vice versa, the advocates were able to create a nonthreatening atmosphere for victims to file incident reports and apply for protective orders. This relationship enabled advocates from MARY'S House to aggressively encourage victims to enlist the help of law enforcement through the filing of incident reports and applying for protective orders.

The executive director reported that while the grant activities did not specifically address law enforcement, she felt they would have been affected as part of their community outreach efforts. In her opinion, although she does not have any numbers to document this, she feels the grant increase law enforcement's awareness of their program.

6) Crisis Intervention Services, Inc.

Cody, Wyoming

Crisis Intervention Services, Inc. (CIS) has been in operation for 24 years, serving several rural counties comprising 8,000 square miles in northwestern Wyoming – an area known as the Big Horn Basin It is comprised of Big Horn, Park, and Hot Springs counties. CIS is headquartered in Cody, population 9,000, situated in Park County. Park County has a population of approximately 26,000 and includes a permanent and transient population comprised of 355 Hispanic and 345 non-Hispanic migrant workers.

CIS has provided domestic violence services for all of its 24 years and has received Federal

domestic violence funding in the past. Its prior total budget the year before receiving Rural Pilot Program funding was $270,892, with $80,543 earmarked for its domestic violence services. It has a duplex, one half for the administrative offices and the other for a battered women's shelter. In addition, it rents a facility, called Hope House, for $1.00 per year from Christ Episcopal Church. It shares the use of Hope House with the Department of Family Services (DFS). The main floor is a supervised visitation and exchange center. CIS also contracts with DFS to handle DFS's overflow of cases. Prior to the opening of Hope House, supervised visitation was conducted at a DFS social worker's office and exchanges were made in the sheriff's office.

CIS also owns a duplex in Powell, population 9,000, 22 miles north of Cody, also in Park County. The front half is an office, also used for supervised visitation and exchanges, and the back half is a shelter. It shares the supervision and exchange facility with DFS and also contracts to handle DFS's overflow cases. Prior to this grant, there was only one staff member in the Powell office. On average, CIS advocates carry a caseload of 26 clients. Every month, CIS publishes an on-call calendar that is distributed throughout the county that lists which advocate is on call – it averages to be 3 to 5 nights per month, with volunteers handling the balance of the days in the month. With this calendar, law enforcement, DFS, and the hospitals know which advocate to contact after hours when they have a domestic violence or sexual assault case.

The executive director of CIS, employed since November 1999, and who previously served on the Board of Directors of the Wyoming Coalition Against Domestic Violence and Sexual Assault, applied for the grant to increase CIS's capacity to serve the region's growing Hispanic population, including its migrant farmer population.

In the past, when the Park County Migrant Health Project (MHP) referred people to CIS, it would also have to provide interpretation services for CIS. It became obvious to both

organizations that a Spanish-speaking advocate, specifically targeting the migrant community was needed. With the influx of the migrant community, the courts and law enforcement also had a growing need for an advocate with Spanish-interpretation skills who could help victims in court. None of the court forms are in Spanish and the prosecutor's victim-witness personnel do not speak Spanish. Since CIS only had one advocate in its Powell office and Powell is in the heart of the farming area of Park County, it decided it would locate its Spanish speaking advocate there.

CIS requested $25,197 to target domestic violence services for migrant laborers in Park County. The Coalition recommended it receive $35,197 and OVW awarded it $40,000. With the grant, CIS hoped to provide advocacy and services to 25 Hispanic migrant workers as well as 50 other rural victims. Services would include providing emergency financial assistance, relocation, and self-sufficiency to 17 victims. To reach out to victims, it proposed distributing 200 brochures and flyers in Spanish as well as collaborating with other organizations, including the Migrant Health Office and the local faith organizations and churches. With its increased funding, OVW required CIS to provide increased victim assistance funding, also earmarking additional funding for administrative expenses and domestic violence education materials.

CIS hired a full-time Spanish speaking advocate, providing advocacy and support services to 15 Spanish-speaking victims and 32 other rural victims, including relocation and self-sufficiency assistance to nine victims and emergency assistance to two additional victims. It also translated its educational and outreach material into Spanish. While the program worked with a network of community agencies, including the West Park Hospital in Cody and the Valley Hospital in Powell as well as the Migrant Health Project and the Department of Family Services, it worked mostly with local criminal justice agencies and personnel including the Powell and

Cody Police Chiefs, the County Sheriff, the Curcuit Court Judge who conducted protective order hearings, and the Victim Witness Program of the County's Attorney's Office.

Almost immediately after the Spanish-speaking advocate was hired, various criminal justice agencies sought her services to translate for victims and defendants alike. CIS's director had to explain that the advocate could only interpret for victims. She could not also provide services for the victims' abusers. Another challenge CIS has not been as successful in meeting is being able of offer immigrant victims legal services so that they can remain in the country legally. Nonetheless, CIS was able to reach more people and serve a population that they tried to reach previously, but with whom they had not been successful. CIS attributes its success to having a Spanish-speaking advocate from the local Hispanic community as well as simply having a second advocate in its Powell office that has been good for morale and ultimately better for the clients.

Examples of improved collaboration between CIS and other agencies as a result of the grant include the relationship between CIS and the Migrant Head Start Program (MHS). Previously, the latter's involvement with CIS was primarily making referrals. However, with this grant, the two agencies have begun to share resources and coordinate activities. For instance, CIS was conducting a garage sale and MHS posted a flyer promoting the sale so their families could participate. Another example is that when CIS receives clothes or furniture that their clients cannot use or do not need, they will call Migrant Head Start to see if any of their clients can use them. On a staff level, every month, all the Head Start staff members receive training. The agency now utilizes the CIS staff to train on relevant issues such as child abuse and neglect, social and emotional issues for victims of domestic violence, mental health, and drug awareness (what parents should look for in their children).

The Spanish-speaking advocate hired by CIS not only is bilingual but because she is from the local community she has helped educate local criminal justice personnel about Hispanic culture to improve their response to victims. Some of the migrant victims, for example, are from minority Indian tribes who not only don't speak English, but also don't speak Spanish. As a result, they may be totally dependent upon their husband, who is also abusive, to function in Wyoming.

Prior to the grant opportunity, law enforcement was not very educated or knowledgeable on violence against women issues. CIS works well with law enforcement and have been able to increase knowledge and to provide them with materials to distribute appropriate information to victims. Another layer of complexity in Park County is that the seasonal migrant farm worker families tend to be from Texas, while the permanent families in Powell are from Mexico. Understanding these differences and nuances are essential to working effectively with victims from these communities.

One of the reasons CIS was not able to reach out to as many victims as initially proposed was that it took time for the Hispanic community to trust in its services. Even though the advocate was Hispanic, from the community, it still took time. She slowly overcame this barrier by doing presentations at one of the Head Start parent group meetings, attending MHP health fairs, and generally being as visible as possible in the community.

After the Rural Pilot Program grant ended, CIS also lost another grant and had to lay off one full-time and one half-time person in order to keep the Hispanic Advocate employed. Also family medical coverage was discontinued. The director was forced to replace staff laid off or lured to other agencies because of higher salaries with "a very part-time young person (age 21) for $10 per hour/16 hours per week. Her other jobs are waiting tables and life guarding at the

Rec Center. She only has a high school diploma, but no other adults or anyone with a degree would take this job for the hours and money." As a result, the quality of the advocacy staff has suffered. Given choices, other projects than those initiated through the Rural Pilot Program were ended. The agency continues to serve the migrant community.

7) Blount County CASA Association

Oneconta, Alabama

Blount County CASA Association (CASA) is located in Oneconta, Alabama. The population of the entire county is 51,000. It is a poor county whose major employers are Tyson Chicken and Wal-Mart. Only four percent of the residents are college graduates and 40% never graduated high school. The county is the third largest producer of methamphetamines in the state.

CASA has been in existence for four years. Its last year's budget, prior to receiving Federal funding, was $52,000. While it has been serving victims of domestic violence since its inception, it has never had a specific budget for domestic violence activities before receiving Rural Pilot Program funding. It has never received Federal domestic violence funding before. It asked for $39,114 which was endorsed by FACTS, given its application a score of 86.5, and was funded by OVW for that amount.

CASA advocates for victims in court. In the year before receiving the funding, it worked with over 400 victims involved in court. With grant funding, CASA hoped to advocate for 35 children and families who are victims of domestic violence using current CASA volunteers and to recruit and train 20 additional volunteers. It also sought to increase education and awareness of domestic violence issues across the county.

CASA is a community-based nonprofit but has worked with Hope House, a faith-based victim service provider, as well as a local YWCA program. CASA's Executive Director has served on the county's Domestic Violence Task Force.

In April 2007, the program organized its first childrens' support group, "Children in Crisis," for child victims of domestic violence. This is a step towards improving the way domestic violence cases involving children are handled. That month 23 children received services, assisted by a new volunteer advocate.

8) Southwest Arkansas Domestic Violence Center

DeQueen, Arkansas

Southwest Arkansas Domestic Violence Center (SADVC) also existed for four years before receiving Rural Pilot Program funding. Unlike CASA, however, the agency had a prior budget for domestic violence related activities in the amount of $88,123 the year before receiving program funding out of a total organizational budget of $330,000. SADVC had also previously received Federal domestic violence funding. SADVC, headquartered in De Queen, Arkansas serves six rural counties with a growing Hispanic population.

The community-based nonprofit agency was formed after DeQueen's young mayor (youngest in the nation at the time) approached the current director, then a gift shop operator, and asked her to establish a shelter for battered women. Together, they found a two-story abandoned house, formed a board, and established the shelter, opening in May 2003. The shelter initially had room for 20 women and children but has since expanded to take over the house next door. The shelter has a six foot electric fence surrounding it and its director carries a firearm at all times.

The grant was written to establish outreach services in five unserved counties. SADVC requested $58,218; FACTS recommended $40,000, scoring the application at 84.5, but OVW

restored the SADVC requested amount in the final award.

SADVC produced a handout for local church clergy members entitled "Responding to Domestic Violence: A Guideline for Clergy." This document included a list of Dos and Don'ts when dealing with victims of domestic violence. The list included: *DO reassure her that this is not her fault, she doesn't deserve this treatment, it is not God's will for her* AND *Don't recommend programs that deal with couples' problems. They are not designed for battered women.*

Another series of flyers were produced to express the risk for children exposed to domestic violence. A series of facts were included in the handouts as well as a list of symptoms noticed with children who are involved in or exposed to domestic violence.

The promotion of services, as well as the distribution of educational materials, has proved to be a catalyst in getting the community to open up about domestic violence. Several women have shared their own stories, as well as stories of friends, with the Care Coordinator at the Center. Many people are seeing brochures and flyers at local churches and stores in the community. The coordinator has been approached numerous times and has therefore been able to provide some outreach to current and former victims. After presentations given at local churches, the coordinator is often approached by congregation members who have stories to share, or questions regarding how to obtain services for themselves or loved ones.

As the result of a hotline call, a mother of two children, ages 18 months and 6 years, was helped transition from an abusive environment to a safehouse. SADVC also covered transportation, over 80 miles distance, and assisted in finding the victim a job, finding childcare, and enrolling her older child in school.

The Outreach Coordinator was contacted for a situation where a woman was abusing her husband, and possibly her 9 year old son. The husband was disabled and of small stature and could not defend himself well. The possible case of child abuse was reported to law enforcement and brochures and outreach information was given to the victim.

With the aid of local churches, food, personal hygiene products, and meeting space have been acquired. SADVC is now able to hold meetings in four communities. Venturing into very isolated areas allows them to identify new victims and potential victims.

Q. Subgrantee Questionnaire

I. Rural Domestic Violence

1. What are the biggest obstacles victims of domestic violence face in your community? *(circle as many as appropriate)*
   a. isolation
   b. lack of domestic violence advocacy and services
   c. nature of criminal justice and court response
   d. attitudes of community members
   e. Other
   _____

2. What are the biggest obstacles that victim service providers face in your community?
   a. lack of resources
   b. lack of volunteers
   c. attitudes of social service agencies victims need
   d. attitudes of local criminal justice and court officials
   e. Other
   _____
   _____

3. How active are area religious leaders in advocating for domestic violence victims/services?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

4. How far is the nearest battered women's shelter from your community/population center of your county?
   a. Less than a mile
   b. Between a mile and 20 miles
   c. More than 20 miles
   d. More than 50 miles
   e. More than 100 miles

4a. How do victims reach the nearest shelter?
   a. Require own car or someone to drive them
   b. Bus
   c. Taxi
   d. Walk
   e. Other _____

5. On average, how long would it take law enforcement to respond to a 911 domestic violence call in your community?
   a. Less than an hour
   b. Between one and two hours
   c. More than two hours
   d. More than five hours
   e. May not respond

6. On average, how long would it take law enforcement to respond to a 911 domestic violence call from the outskirts of your county?

f. Less than an hour
g. Between one and two hours
h. More than two hours
i. More than five yours
j. Might not respond

7. Are most area law enforcement personnel knowledgeable and responsive to needs of victims of domestic violence in your county?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

8. How likely are law enforcement officers to arrests domestic violence suspects found on the scene if there are no visible victim injuries?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

9. How likely are law enforcement officers to follow up and arrest domestic violence suspects who have left the scene of a domestic assault before law enforcement arrives?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

10. Are prosecutors knowledgeable and responsive to needs of victims of domestic violence in your county?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

11. If arrested, how likely is it that prosecutors will prosecute suspects for domestic violence assault?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

12. If arrested, how likely is it that prosecutors will prosecute suspects for a violation of a protective order?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

13. How easy is it to secure a protective/restraining order in your community?

Not at All	A Little	Somewhat	Mostly	Very
1	2	3	4	5

14. Can orders be obtained after court hours?

a. Yes
b. No

15. Are there legal services for divorce/child custody issues available for abused women in your community?

a. Yes
b. No

16. What services are available for victims of domestic violence in your county other than what your agency is providing or plans to provide with this grant? (*Circle as may as appropriate)*

a. Shelter/Safe Haven
b. Transitional Housing
c. Emergency Cash Assistance
d. Court Advocacy
e. Domestic Violence Counseling
f. Domestic Violence Support Groups
g. TANF Family Violence Option Program Assistance
h. Legal Assistance (Custody/visitation)
i. Visitation Center
j. Domestic Violence Advocacy
k. Supportive Pastoral Counseling
l. Other_____

II. Role of Intermediary Agency

A. How would you rate the helpfulness of the intermediary agency in the following areas?

1. Developing and completing the award application?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

2. Providing technical assistance to implement the program?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

3. Training subgrantee staffs?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

4. Educating the community?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

5. Facilitating community partnerships with either faith-based or community organizations?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

6. Building organizational capacity?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

7. Assisting to secure additional funding?

Not at All Helpful	A Little	Somewhat	Mostly	Very Helpful
1	2	3	4	5

B. What are your suggestions for future initiatives?

a. Application process?

_____
_____
_____
_____
_____
_____

b. Scope of allowable activities?

_____
_____
_____
_____
_____

c. Award amounts?

_____
_____
_____
_____
_____

d. Grant period?

_____
_____
_____
_____
_____

e. Role of intermediaries?

_____
_____
_____
_____

III. Grant Impact

A. Has the grant…

1. Made things better for victims of domestic violence?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

2. Increased community understanding of domestic violence?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

3. Educated clergy about domestic violence?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

4. Educated law enforcement and courts about domestic violence?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

5. Increased number of victims receiving assistance?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

6. Increased the number of services your agency has to offer victims?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

7. Strengthened your agency's ability to deliver services to victims?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

8. Helped cement new relationships with other organizations/agencies?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

9. Strengthened existing relationships with other organizations/agencies?

Strongly agree	Somewhat agree	No change	Somewhat disagree	Strongly disagree
1	2	3	4	5

10. If Yes to # 8 or 9, please specify which specific agencies or types of agencies

_____
_____
_____
_____
_____
_____
_____
_____

B. Accomplishments and Obstacles

1. What have you **not** been able to do that you hoped to do?

2. What has been your biggest accomplishment to date?

3. What will happen to your project when this grant ends?

One year from now, do you expect things to be better for victims than before you received this grant? Why or why not?

R. Results of Rural Domestic Violence Survey By Subawardees

How domestic violence and domestic violence services are viewed by rural grantees

The following information was obtained from a questionnaire completed by 46 subawardees who attended the Denver evaluation conference September 19 and 20, 2006.

This represents 92% of the total funded Rural Pilot Program subawardees.

Subawardees were asked to select the biggest obstacles victims of domestic violence face in their communities. They were given four choices as well as the opportunity to add any additional obstacles they chose. Not unexpectedly, most (72%) picked "isolation" as the biggest obstacle, followed by "attitudes of community" (67%), and the "nature of criminal justice and court response" (65%). Less than half, 43%, selected "lack of domestic violence advocacy and services." Although the majority of rural counties across the country do not have such services (Tiefenthahaler, 2005), the fact that only a minority of the subawardees indicated that lack of services constituted victims' biggest obstacle was probably because almost all of the subawardees themselves provided victim services prior to the current Rural Pilot Program funding.

Half of the subawardees wrote in additional obstacles or amplified those listed in the questionnaire. Related to "isolation," subawardees specifically wrote in "lack of transportation (except for senior bus)," "few safe places to hide," "lack of confidentiality or safe shelter." Related to "attitudes of the community," subawardees specified "good ol' boy mind set," lack of "compassion for victims," "male/female role structure," as well as "religious leaders being unaware of prevalence of violence against women" and "hostility" to advocates who are seen as "advocates for divorce." Related to "nature of criminal justice and court response," subawardees wrote in lack of "court security," and lack of "offender accountability," including "repeat

offenders due to court not setting stiff enough fines." A few specifically identified local sheriffs as their biggest obstacle. Several of the subawardees detailed in subsequent responses that local law enforcement responses varied with local police being better than county sheriffs in several instances.

Additional obstacles listed focused on the general lack of resources available in their rural communities, including lack of housing, employment, health insurance, and daycare, made worse in some communities as a result of "poverty." However, lack of resources was most often cited as an obstacle for service providers.

Three quarters of subawardees identified lack of resources as the biggest obstacle that victim service providers face in their communities. The lack of resources applied to the subawardees themselves. Of course, the sample is skewed because the subawardees, by OVW rule, included only agencies with domestic violence program budgets of less than $100,000, although in the rural counties represented, there were probably few, if any, larger domestic violence agencies.

The second biggest obstacle selected by 61% was "attitudes of criminal justice and court officials." Less than half, 41%, selected "lack of volunteers" or attitudes of non-domestic violence agency social service providers as their biggest obstacles. It is noteworthy that apart from lack of resources, the subawardees identified the criminal justice system as the biggest obstacle they faced in serving victims. In other words, according to the subawardees, their local criminal justice systems represented one of the biggest obstacles both the victims and those that serve them face. In regard to the criminal justice system, one subgrantee described the biggest obstacle to be "most of our judges," while another specified "education in and with the legal systems to include city attorney, judges, law enforcement officers."

A dozen subawardees listed additional obstacles. Many of the additional obstacles listed repeated the general obstacles listed that victims also face, including "distance to travel," "no public transportation," as well as performance of criminal justice officials. Several amplified lack of resources, reporting "too many clients, too few helpers," and difficulty "advertising our presence so victims know we are there." One added "no inpatient treatment for victims with dual diagnosis of domestic violence and substance abuse," noting that nearest inpatient treatment facility was 400 miles outside the county. One subgrantee included "looongg (sic) reports due all the time for grants."

Subawardees were asked to rate how active their "religious leaders [are] in advocating for domestic violence victims/services." On a scale of one to five, with five being the most active, the average score was 2.8, between "a little" and "somewhat." Only two subawardees indicated that their religious leaders were "not at all" active but only one said they were "very active." It should be noted that the 30% of the subawardees identify themselves as coming from faith-based organizations. As a result, one would expect the sample of jurisdictions in this study to disproportionately include religious leaders active in domestic violence advocacy and service. This indicates, despite the recruitment effort of intermediaries and the Rural Pilot Program in general to target faith-based organizations, the activity of religious leaders in domestic violence is limited even within these funded communities.

In order to gauge the rural nature of the communities, subawardees were asked how far the nearest battered women's shelter was from their community's or county's population center. Most, 59%, reported the nearest shelter was within 20 miles, but only 17% said it was within a mile. Only one reported it was more than 100 miles away, but 37% reporting it was between 20 and 100 miles away. Several reported the nearest shelter was in a neighboring state. To access

shelters, most victims (74%) had to rely on others to drive them or they had to drive themselves (61%). Only a few subawardees indicated that victims could take a bus, taxi, or walk to a shelter. A number of subawardees wrote in that domestic service providers or local law enforcement most often transported victims to their nearest shelters. One specified that local law enforcement "relayed" victims across multiple jurisdictions to reach the nearest shelter.

In terms of law enforcement response time once a 911 call was received, most subawardees, 85%, said the response took less than an hour. Only six said it would take longer, up to five hours, although five said that law enforcement might not respond at all. One subawardee indicated that there was no 911 telephone system in its county.

Subawardees were asked to break down in more detail the response to domestic violence of key criminal justice officials in their communities. In regard to local law enforcement personnel "knowledge and responsiveness to needs of victims of domestic violence," the average score given was three, on a scale of one (lowest) to five (highest). Only one subgrantee gave law enforcement the lowest score while two gave them the highest. Law enforcement scored lower (2.4), however, on the likelihood they would actually arrest a suspected domestic violence perpetrator at the scene if the victim did not have physical injuries. Nine gave them the lowest score and only two gave them the highest. In terms of their likelihood to follow up and arrest suspects who have left the scene before law enforcement arrived, the average score given was 2.5. It may be that suspects are more likely to leave after physically injuring their victims which might prompt law enforcement officers to follow up on suspects who have fled. Generally, arrest rates of suspects found at the scene are substantially higher than those who flee the scene (Klein, 2004,109-111).

Prosecutors were rated almost the same as law enforcement officers in terms of knowledge

and responsiveness to victims (2.9). Four subawardees gave them highest ratings and only one gave them the lowest rating. In terms of the likelihood that prosecutors would go forward and prosecute a domestic violence case after an arrest was made, the average score was three. The score was less, 2.8, when subawardees were asked to assess the likelihood prosecutors would go forward on a violation of a protective order arrest case. A little over forty percent reported that it was either "not at all" likely or only "a little" likely they would prosecute an abuser arrested for an order violation. Only three indicated it was "very" likely.

In regard to protective orders themselves, most indicated they were "somewhat" to "mostly" (3.7) "easy to secure." However, almost three quarters of the subawardees (who knew) specified that orders could not be obtained after court hours. Two others indicated it was possible to obtain orders outside court hours but it was rarely done.

Ironically, the subawardees paint a picture of protection orders generally available to victims, but rarely enforced. Lack of enforcement of protection orders has been widely acknowledged to constitute their "Achille's heel (Finn, 1991)."

Most, 62%, revealed there were legal services for divorce/child custody issues available to abused women but several indicated they were only available through paid, private attorneys.

In order to determine services available to battered women and their children apart from those specifically funded by the Rural Pilot Program, subawardees were asked to indicate the availability of eleven specified services commonly offered battered women. The majority of subawardees reported no such services existed in their county outside their own programs. The most prevalent services reported were "domestic violence counseling" and "supportive pastoral counseling," included by 42% of the subawardees. These were followed by "court advocacy" at 39%, emergency cash assistance, TANF Family Violence Option Program Assistance, and

domestic violence advocacy at 33%. A little more than a quarter of the subawardees indicated there were also shelter/safe havens, domestic violence support groups, and legal assistance offered outside their agencies. Only seven reported visitation centers and only four reported transitional housing programs. None reported additional services available outside their own agencies. The relatively large percentage of subawardees that noted TANF family violence programs in their counties probably reflects the disproportionate number of domestic violence victims who must rely on public assistance (TANF).

The lack of other services targeted to victims of domestic violence and their children means that by and large the subawardees are alone, reducing the possibilities of establishing the "coordinated community response" to domestic violence advanced by OVW and other advocates. Other than problematic criminal justice agencies and local faith-based institutions, there are few other organizations for subawardees to coordinate with.

Subawardees and intermediaries also brought up other points. In regard to isolation, they stressed lack of telephone service for victims. Things are also worse in winter because of snowfall, preventing transportation to shelters. They also stressed how even legal mandates can be ignored in rural areas by criminal justice officials who have street level veto power over their enforcement. As expressed, "the good old boy system is well, alive in the community." Others concluded that while laws are made "universally," they "take time filter down to rural areas."

In another area, participants mentioned that rural volunteers may find it difficult to travel to cities to complete long training programs to be credentialed. Yet victims may be intimidated by "people with degrees" and don't seek services. Other service providers may devalue domestic violence and sexual assault advocates and service providers because they do not have enough credentials to be "real" professionals.

S. Christians Associated in United Service

Torrington/Goshen and Cheyenne/Laramie Counties, Wyoming

Among those agencies contacted by FIW to assist WCADVSA to reach faith-based applicants was Christians Associated in United Service (CAUSE), headquartered in Cheyenne, Wyoming. CAUSE filed two applications, each entitled "Child Secondary Domestic Violence Victim Pilot Project;" one to serve Torrington/Goshen County and the other Cheyenne/Laramie County. CAUSE requested $49,887 for each project. The applications were submitted by the CAUSE Executive Director. In the application, the director indicated that CAUSE was a "faith-based" 501(c)(3) not-for-profit agency recognized by IRS on November 16, 2004 (Fed. ID 90-0167592). CAUSE stated in its application that it had never received Federal funding before. However, FIW was very familiar with CAUSE since its inception in 2003. In 2003 and 2004 the CAUSE Executive Director worked with FIW and the First Christian Church of Cheyenne "in a TANF Grant from Wyoming Department of Family Services."

Since its founding, CAUSE also had joined with faith-based partners on other programs, mostly focusing on prison ministries and re-entry projects. These included mentoring prisoners re-entering the community; building and operating a re-entry, mentoring, and habilitation faith-based service network for prisoners and families in Laramie County; coordinating Angel Tree Mentoring; and conducting five regional training conferences funded by the Catholic Diocese of Cheyenne with FIW's Executive Director on best practices for prison and jail ministries. Angel Tree Mentoring is a prison-based program begun by the Prison Fellowship founded by Chuck Colson, imprisoned for his role in the Watergate crimes.

CAUSE had a budget of a little under $45,000 at the time of the application, down from a little under $60,000 the year before. CAUSE's prior funding had been obtained from private

grants, including Wells Fargo Bank, the Wyoming Centennial Lasting Legacy Fund, the Kresge Fund from the Wyoming Community Foundation,and a Compassion Capitol Fund (CCF) subgrant award administered by FIW.

Although CAUSE listed domestic violence as an issue it addressed, it identified only $1,200 of its budget targeted for domestic violence in the past year. However, it noted that it had extensive experience serving "at risk children, especially families and children of prisoners, including children (who were) secondary and primary victims of domestic violence, prisoners and addicts." CAUSE also noted that the vast majority of prisoners it worked with "have been involved in DV cycles" and "[o]ver 90% of the children…are child secondary victims of DV."

In its application, CAUSE indicated that there were no programs aimed at children suffering from domestic violence in Goshen County. While Laramie County had Safehouse, a shelter program, Safehouse focused primarily on women victims. As a result, there were no primary programs in the county for children victims. In Laramie County, CAUSE signed a Memorandum of Understanding (MOU) with Safehouse and Compass Point Wellness Abuser Education Program, an abuser program. In Goshen County, CAUSE signed an MOU with GCTF of Torrington, the county's only "primary domestic violence service agency" and Project Safe, an abuser re-education program. Both agencies are members of WCADVSA. CAUSE also signed MOUs with Cheyenne Hills and North Hills churches, who agreed to supply space for CAUSE project group meetings.

Proposed CAUSE staff included the executive director to serve as grant director and Manager. According to the CAUSE application, the executive director was a graduate of the Berean School of the Bible, located in Springfield, Missouri and an ordained minister, St. Luke's Evangelical. He was also a certified adult basic education instructor, a Truthought Cognitive

Intervention Practitioner, and a certified "Domestic Violence and Child Victimization Worker," Florida State School of Social Work Rural Victimization Project.

In addition, his wife would serve as project deputy administrator. She was listed as a certified "DV Crisis Intervention Specialist" and "DV victim advocate" as well as a certified "Domestic Violence and Child Victimization Worker," Florida State School of Social Work Rural Victimization Project. Other CAUSE staff members were also to be funded by the projects but were not specifically identified in the applications.

The proposed projects listed eight goals, including: 1) developing a referral mechanism for children clients; 2) supplying age appropriate materials for up to 50 clients; 3) serving 20 adult victims by offering parenting/family FV issues cognitive intervention; 4) serving up to 30 children with age appropriate cognitive intervention; 5) serving up to 20 children with faith-based mentoring (Angel Tree Mentoring program) and individual mentoring; 6) serving up to 30 children through life skills building programs; 7) providing transportation as needed; and 8) promoting healing by accountability meeting between abuser and child.

After review, WCADVSA recommended that CAUSE receive $30,000 for each proposed project, suggesting that the two budgets could be pared down from that requested by sharing resources across counties. After its review, OVW agreed with the Coalition's recommendations and approved CAUSE for $30,000 for each program. On March 22, 2006, CAUSE's Executive Director signed a contract with WCADVSA for the two projects. WCADVSA Executive Director signed the next day.

Before the final award had been executed, FIW staff working with WCADVSA received a call from a Wyoming Department of Corrections Parole Office that the CAUSE Executive Director was on parole for a domestic assault. While FIW officials already knew that the director

had a prior prison record they had not asked nor been informed of the specifics of that record. CAUSE's two local MOU partners were not aware of the CAUSE Director's criminal history. FIW staff forwarded the information on to WCADVSA.

The WCADVSA Executive Director immediately informed the available OVW Program Specialist she reached in Washington. As she understood it, she was directed to proceed with awarding the grants as approved by OVW. Consequently, a contract was signed with the CAUSE Executive Director for both grants and a CAUSE representative was invited to the March meeting of all Wyoming and Idaho subgrantees held in Casper, Wyoming. The CAUSE Executive Director, accompanied by his wife, also a CAUSE employee, as well as another CAUSE staffer, attended the meeting on March 15, 2006.

At the meeting, the CAUSE Executive Director told the group that both he and his wife had grown up on isolated rural ranches where violence was the mode of the day. They also both grew up in dogmatic religions that made it hard for the director "to think of himself as a Christian." According to one of the members of the National Institute of Justice initiative evaluative team who attended the meeting, the director reported that he had "many aunts and uncles and cousins that did not make it to adulthood due to domestic violence." The executive director expressed the belief that "the healing he and his wife experienced" helped him to see that "ending domestic violence is at the core of creating real change." He reported that his own rebuilding process has been long and arduous and much of it occurred when he was in prison.

The CAUSE Executive Director did not reveal that he was currently on parole or the details of that case. In 1995, he was charged with and convicted of two counts of aggravated assault and battery against his girlfriend (WY.Stat. §6-2-502) and sentenced to 10 to 20 years at Wyoming's State Penitentiary and ordered to pay restitution to the victim. He was released on parole in April

2003 and was being supervised by the Department of Corrections in Cheyenne. He had also been imprisoned in 1989 for a prior assault and battery for which he received a sentence of from three to five years imprisonment. The identity of the victim was not revealed.

Following the meeting, WCADVSA Executive Director emailed the OVW Program Specialist recommending that the CAUSE funding be rescinded. Among other things, she wrote that she was "struggling with my moral issues" regarding the CAUSE Executive Director's criminal history as well as "work[ing] through the legal issues." She continued:

> One of my concerns around awarding this grant … is the impact this will have on the victim and her family. I question the message my organization would be sending to the victim if we are supporting the batterer in attempting to provide advocacy and support services to other victims of domestic violence. While I believe that batterers can be re-educated and that they have an important place in the domestic violence movement, I am not convinced that working directly with victims and their children is the right or most effective place.

She noted that five of CAUSE's goals centered around "working directly with adult victims and their children through cognitive intervention education groups, mentoring programs and transportation." CAUSE's final goal had been stricken because it proposed working with offenders which did not qualify for OVW funding. She confessed that "[g]iven [his] criminal history, this type of direct contact with victims and their children makes me uncomfortable."

> My second concern is for the organization for which I work. Our mission is to provide advocacy and safety options for victims of domestic violence. With my co-workers, we are committed to working with our local DVSA programs, victims,

> community members, etc., ethically, honestly and openly. [The CAUSE Director] is not operating and has not operated in that manner.

The executive director also reported that the parole officer was not sure that allowing CAUSE to receive this funding was supportive of the message the Wyoming Department of Corrections wanted to send either. The officer reported that she had asked the CAUSE Executive Director that day if he thought that he would further endanger women by doing this work and his response was "no, I don't think so." The officer was further upset that her parolee had not informed everyone of the specifics of his record. She further asked him if he was planning to share his past with the victims he would be working with and he said he could. She then asked him if he had an alternative plan for women who did not want to work with him after the disclosure and his response was "no." She then asked him if he thought that some women may not want to work with him and his response was, "I guess." The officer concluded that if she had known he was considering applying for this grant, she, as his parole officer, would have not allowed him to do so. She said her responsibility was to supervise her parolees in order to help increase public safety.

The WCADVSA Executive Director concluded her email to OVW:

> I do not believe it is ethical or in victims' best interest to provide funding to a person who ten years ago threatened to kill his victim and her family, burned her with keys, strangled her, leaving bruises on her neck, held a knife up to her throat and threatened to kill her and held a lit cigarette near her right eye and threatened to burn it. And these are only the incidents for which he was convicted under the 1995 aggravated assault and battery charge. As much as I am trying to be comfortable and settled with the funding award … I ultimately am not.

Subsequently, OVW informed WCADVSA that it should not have awarded the grants to CAUSE. OVW rescinded the grants to CAUSE. WCADVSA so informed CAUSE on March 30, writing and emailing:

> The Wyoming Coalition Against Domestic Violence and Sexual Assault (WCADVSA) received written notice, dated March 30, 2006, from the Office on Violence Against Women (OVW) indicating that OVW is terminating a portion of our Faith-Based and Community Organization Pilot Program….Because of your 1995 conviction for two counts of aggravated assault and battery, OVW has notified us that they are terminating the portion of our grant upon which your grant was funded. We therefore have no alternative but to terminate our contract with your organization.

T: Rural Pilot Program Subaward Application

SUBAWARD APPLICATION

I. COVER PAGE/SUMMARY DATA SHEET (1 Page – 5 points)

Organization Information:

Applying Organization's Legal Name: _____

Street Address: _____ Mailing Address: _____

City, State, Zip Code: _____

Phone: _____ Fax: _____ E-Mail: _____

President/Executive Director: _____

Application Contact: _____

Does your organization have a current IRS 501(c)(3) not-for-profit status? □Yes □No*

*If no, explain: _____

Organization Type (check all that apply): □Faith-Based □Community-Based

Is your organization in a rural jurisdiction? _____

Organization's Federal I.D. Number: _____

Has organization received any prior Federal grants related to Domestic Violence? □Yes* □No

*If yes, list grant program(s) and amount received: _____

_____

Organization budget for past year: _____Current year: _____

Domestic Violence program budget for past year: _____ Current year: _____

Number of years organization has been in operation: _____

Number of years organization has spent working on violence against women issues? _____

Mission and purpose of applicant organization? _____

_____

Project Information:

Project Title: _____

Amount Requested: _____ (Not to exceed $XXXXX)

Geographic area served by the project: _____

Target population served by the project: _____

II. DESCRIPTION OF NEED (2 Pages – 20 points)

Describe your organization's need for domestic violence program funding. Explain the specific concern, challenge or opportunity you plan to address. How does this project or proposal address rural victims of domestic violence?

III. SUMMARY (3 Pages – 35 points)

Background: Provide a description of your organization and its programs that serve victims of domestic violence. Also include your organizations history of working with small, faith-based and community organizations and experience in providing services to victims of domestic violence.

Goals: How does your organization intend to accomplish the goals of the Rural Pilot Program? Describe the types of activities that will require funding.

Objectives: Broadly discuss strategies your organization will employ to accomplish the goals of the Rural Pilot Program, build the capacity of your organization and provide services to rural victims of domestic violence. What measures will you use to determine whether or not your objectives are met?

Activities: What specific activities will you employ to accomplish your goals and objectives? How will you enhance the safety of victims of domestic violence?

IV. CAPACITY/IMPLEMENTATION (2 Pages – 20 points)

Describe the capacity of your organization to undertake the proposed project. Who will implement the various components of the program described above? Identify tasks and responsible personnel. Also identify areas where your organization may need assistance.

V. BUDGET (1 Page – 10 points)

Include a budget to demonstrate how you will accomplish set goals. Identify a basis and timeframe for each cost.

VI. REQUIRED ATTACHMENTS (4 Pages – 10 points)

1. Timeline (1 Page)
2. Certification of Number of Employees (1 Page)
3. Certification of Budget (1 Page)
4. Certification of Faith-Based or Community Organization Status (1 Page)

VI. APPLICATION FORMAT

1. 12-Point, Times New Roman font
2. 8 ½ x 11 in. paper
3. One inch margins
4. Double-spaced
5. 13-Pages maximum
6. All sections must be included and in order

U. Biographies of Authors

Mitchell Brown

Mitchell Brown, (B.A. Meredith College, M.A. George Washington University, M.A. & Ph.D. University of Maryland) is an Assistant Professor in the Department of Political Science at Auburn University and Research Director for the Institute for Community Peace (ICP) in Washington, DC. At ICP, Dr. Brown leads research projects on community-based efforts to prevent violence and trainings on a variety of topics related to violence prevention, community building and organizational development. Her broader research agenda focuses on the empowerment efforts of marginalized communities. She has received numerous fellowships and awards, including an Outstanding Service Award from the Center for Mental Health Services at SAMHSA for her work developing a housing fidelity instrument. She previously served as a Research Associate at Vanderbilt University and has taught political science courses at American University, the University of Maryland, and the George Washington University.

Robert L. Fischer

Robert L. Fischer (B.A. Duke, M.A., Ph.D., Vanderbilt University) serves as Research Associate Professor at the Mandel School of Applied Social Sciences of Case Western Reserve University, where he is also the Co-Director of the Center on Urban Poverty and Community Development, conducting evaluation research and teaching evaluation methods to students in social science administration and nonprofit management. Currently, he coordinates various evaluation projects including the evaluation of Invest in Children, a national early childhood initiative. From 1994-2001, Dr. Fischer served as Director of Program Evaluation for Families First, a nonprofit family and children's agency in metropolitan Atlanta. Dr. Fischer is an active member of the American Evaluation Association (AEA) and currently serves as the co-program chair of the Social Work Evaluation topical interest group. He is also the current president of the Ohio Program Evaluators' Group, a state-wide professional organization affiliated with the AEA. He has served as an evaluation methods consultant in the areas of organ donation promotion, faith-based programming, arts and cultural education, and alternative education for youth. He is the 2006 recipient of the Teacher of the Year Award from the Mandel Center for Nonprofit Organizations and the 2003 recipient of the Emerging Scholar Award from the Association for Community Organization and Social Administration. He is widely published.\

Andrew Klein

Andrew Klein (B.A. Harvard, M.A. & Ph.D. Northeastern University) has served as a principal investigator on numerous research and evaluation grants for multiple federal, state and county government and nonprofit agencies as a Senior Research Analyst for Advocates for Human Potential, Inc. located in Massachusetts. His work has covered research on domestic violence, victim rights, batterer intervention programs, administration of justice, TANF, and residential prison substance abuse treatment. A columnist and editor for the National Bulletin on Domestic Violence Prevention, he is also author of Alternative Sentencing, Probation, and Intermediate Sanctions (Anderson Publishing Co.); and The Criminal Justice Response to Domestic Violence (Thomson/Wadsworth). As a nationally recognized expert on domestic violence and

criminal justice, Dr. Klein has served on numerous national commissions and advisory boards dealing with the development of domestic violence courts, probation, sentencing and supervision of youthful drunk drivers, and related topics. He has provided technical assistance, keynoted conferences, and provided professional training in his areas of expertise in almost every state of the Union and at U.S. Military bases abroad.

Mark A. Small

Mark A. Small (B.A., M.A., University of Nevada-Las Vegas; J.D., Ph.D., University of Nebraska-Lincoln) is a professor of psychology at the Institute on Family and Neighborhood Life at Clemson University. He has served as principal investigator on grant projects funded by agencies within the U.S. Department of Justice, U.S. Department of Health and Human Services, and private foundations within South Carolina. Currently, he is principal investigator for the South Carolina Rural Communities Compassion Project, a multi-year, multi-million dollar initiative funded by the U.S. Department of Health and Human Services to build the capacity of rural faith- and community-based grassroots groups and non-profit organizations in South Carolina. Prof. Small is author or co-author of ten book chapters and over 40 peer-reviewed publications in law reviews, psychology journals, and criminal justice journals as well author or co-author of several monographs and technical reports for state agencies, the majority of which are related to the topics of families, child maltreatment, community development, and justice. Prof. Small has served on the editorial boards of *Law and Human Behavior* and *Behavioral Sciences and the Law*, and is past treasurer and council representative for the American Psychology and Law Society, Division 41 of the American Psychological Association (APA). He has also served on APA's Committee on Legal Issues.

Debby Tucker

Debby Tucker (B.A., University of Texas, M.P.A. Texas State University) is Executive Director for the National Center on Domestic and Sexual Violence, located in Austin, Texas. Debby has been dedicated to ending violence against women since becoming a volunteer with the first rape crisis center in Texas in 1973, becoming Assistant Director of the Austin Rape Crisis Center, and then serving as a founder and Executive Director of the Austin Center for Battered Women from 1977 until 1982. In 1982, she became the first Executive Director of the Texas Council on Family Violence which grew to be one of the largest state coalitions with over 50 staff providing training and technical assistance, public education and advocacy. The Texas Council started the National Domestic Violence Hotline (1-800-799-SAFE), with 24/7 service for all U.S. states and territories. In August 1996, Debby and Sarah M. Buel, J.D., opened Tucker, Buel and Associates, offering customized consultation and training. In May 1998, Sarah and Debby co-founded the National Center to provide training, consultation and advocacy nationwide. Debby served as Co-Chair of the U.S. Department of Defense Task Force on Domestic Violence from 2000-2003, was founding Chair of the National Network to End Domestic Violence during its development and passage of the Violence Against Women Act in 1994. She is a member of the Board of Advisors for the Corporate Alliance to End Partner Violence and for WomensLaw.org.

Christina Walsh

Christina Walsh (B.S., St. Mary-of-the-Woods College) has worked in the battered women's movement since 1992, becoming the Communications Director of the National Center on Domestic and Sexual Violence in 1998. She assisted in writing and edited both the 36-hour *Domestic Violence: A Rural Law Enforcement Response Train-the-Trainer Program* for the National Center's collaboration with the Federal Law Enforcement Training Center and the 16-hour *Rural Law Enforcement Training: Domestic Violence Intervention and Investigation* with the National Sheriffs' Association. She is STAR-certified trainer by the Federal Law Enforcement Training Center. She is the primary writer and editor for the National Center and writes a variety of reports, proposals and newsletters for diverse audiences. Prior to joining the Center, she worked for six years at the Texas Council on Family Violence, editing and writing *The River*, its news letter, and coordinating the statewide Texas Silent Witness march, implementing the national public relations plan to launch the National Domestic Violence Hotline, and serving as agency spokesperson and more. She is a former Chair of the Board of Directors of the Women's Advocacy Project in Austin, Texas, a statewide nonprofit legal organization for victims of domestic and sexual violence.