

## **Executive Summary**

*The Relationship Between the Workforce Investment Act and the  
Charitable Choice Initiative*

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## **Abstract**

A survey of all State and Local Workforce Investment Boards (WIBs) indicates while the expanded services provided by faith- and community-based organizations (FBOs/CBOs) are beneficial, it is their modus operandi that makes these services of value in helping them achieve the performance standards of the Workforce Investment Act (WIA). Their value is framed by who they are, their mission and commitment; their location; the types and quality of services they provide; the delivery strategies they employ; and the population they serve.

The study, conducted by the State University of New York, University Center for Academic and Workforce Development, through a contract with Partnerships for Quality, identifies the characteristics of the relationships that exist between the WIA and the President's Charitable Choice Initiative (CCI) in metropolitan and non-metropolitan areas. Categories of focus include: (a) prevalence of relationships between WIBs and FBO/CBOs, (b) types of FBOs/CBOs working with local WIBs, (c) types of services provided by FBOs/CBOs, (d) funding provided to FBOs/CBOs through the WIBs, (e) prevalence of Memorandums of Understanding with FBOs/CBOs, (f) how WIBs determine the services provided by FBO/CBOs, (g) prevalence of FBO/CBOs' co-location at One-Stop Career Centers and satellites, (h) effectiveness of FBOs/CBOs at meeting the WIA performance standards, and (i) the value WIBs place on working with faith- and community-based initiatives. Interviews and a focus group were conducted to clarify information.

The information gleaned from this inquiry can guide further research, assist WIBs with establishing and/or enhancing relationships with FBOs/CBOs, and inform the United States Department of Labor and elected representatives of the value and status of relationships between the WIA and the CCI.

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## Section I

### Introduction

#### Background

On January 29, 2001, in an effort to expand opportunities for faith-based and other community organizations and to strengthen their capacity to better meet the social needs in America's communities, President Bush issued Executive Order 13198 to establish the White House Office for Faith-Based and Community Initiatives, along with five cabinet centers created within the Departments of: (a) Education, (b) Health and Human Services (USDHHS), (c) Housing and Urban Development (USDHUD), (d) Justice, and (e) Labor (USDOL). Since the inception of the five cabinet centers, two other centers have been developed, in the Agency for International Development and the Department of Agriculture.

The purpose of each Center for Faith-Based and Community Initiatives (CFBCI) is to coordinate their department's efforts to eliminate regulatory, contracting, and other programmatic obstacles in an effort to facilitate the participation of faith-based organizations (FBOs) and other community-based organizations (CBOs) in providing social services. According to a review of the literature by the U.S. General Accounting Office (USGAO), the term FBOs is commonly defined as religious organizations or religiously affiliated not-for-profit entities that could be classified into two major categories for purposes of providing social services. Those categories are: sectarian or pervasively religious organizations such as churches, temples, synagogues, mosques, and congregations; and non-sectarian or separate, secular organizations created by a religious organization to provide social services, such as Jewish Family Services, Catholic Charities USA, Lutheran Social Services, and the Salvation Army (USGAO, 2002b).

According to the Executive Order, each of the centers will: (a) conduct a department-wide audit to identify all existing barriers to the participation of FBOs/CBOs as they relate to the delivery of social services with respect to rules, orders, procurement, internal policies and practices, and outreach activities; (b) coordinate a comprehensive effort to include FBOs/CBOs in programs and initiatives to the greatest extent possible and eliminate regulatory, contracting, and other programmatic obstacles so they can fully participate in the provision of social services; (d) develop innovative pilot and demonstration programs in Federal, state, and local initiatives which would include FBOs/CBOs; (e) ensure information is disseminated more effectively to FBOs/CBOs through communication and technical assistance; (f) conduct a comprehensive review of policies and practices affecting existing funding streams governed by charitable choice legislation (to be completed by the Centers for the USDHHS and USDOL); (g) create a hospitable environment for groups which have not traditionally collaborated with government; (h) implement special programs designed to showcase and pioneer innovative efforts; and (i) submit a report within 180 days, and annually thereafter, that will include identification and analysis of the barriers preventing full participation of FBOs/CBOs in the delivery of social services, strategies to eliminate them, and identification of technical assistance and other information available for the purpose of preparing grants, cooperative agreements, contracts, and procurement and performance indicators (Executive Order 13199, 3 C.F.R.).

Shortly after the Executive Order, on February 28, 2001, President Bush addressed Congress and shared his budget and vision for the coming year. Within the President's address, *A Blueprint for New Beginnings*, he called upon Americans to champion compassionate conservatism.

Compassionate conservatism means providing vigorous and thorough support for those in need, while preserving the dignity of the individual and fostering personal responsibility. It means that caring must be accompanied by more than education and assistance. It must come with encouragement, and an expectation of success. It means that every compassionate effort must extend beyond the temporary amelioration of want toward independence and personal authority ... With this budget, the President commits our Nation to mobilizing the armies of compassion - charities and churches, communities and corporations, ministers and mentors - to transform lives. These groups are proving that real change comes from the bottom up, not the top down. Moreover, these faith-based and community organizations will be permitted to compete for Federal funds as long as secular alternatives are also available. Faith-based organizations can maintain their religious characteristics, but the Federal Government cannot fund inherently religious activities" (White House, 2002a).

The *Blueprint for New Beginnings* called for the following: (a) creating a Compassion Capital Fund (CCF) to invest in charitable best practices; (b) allowing community groups, churches, and charities to conduct after-school programs; (c) making Federal funds available on a competitive basis for faith-based pre-release programs at Federal facilities; (d) allowing FBOs/CBOs to focus on improving the prospects of low-income children of prisoners to apply for grants; (e) ensuring that faith-based and other non-medical drug treatment programs have equal access to increased drug treatment funding; (f) establishing second chance homes for unwed teenage mothers; (g) promoting responsible fatherhood; (h) increasing the adoption tax credit to \$7,500 and making it permanent; (i) expanding efforts to help low-income families pay rent and avoid homelessness; (j) expanding charitable choice to all applicable Federal laws that authorize the government to use non-governmental entities to provide services to beneficiaries of Federal dollars; and (k) encouraging the establishment of state offices of faith-based action (White House, 2002a).<sup>1</sup>

The first report required by the Executive Order, *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, was released on August 16, 2002. According to the report, the President's Charitable Choice Initiative (CCI) helps to: (a) clarify and codify the right of faith-based groups to participate by addressing the misperceptions and doubts about whether religious groups may deliver Federally-funded social services; (b) replace government suspicion of religious providers with a welcoming environment by giving a green light to expanded collaborations with government and making such partnerships plausible and possible; (c) ratify and give a legal foundation to current flexible practice by clarifying that the Constitution does not require 100% secularism, but neutrality and equal opportunity instead; (d) overcome anti-faith barriers in Federal programs by overturning restrictions on participation and activities not required by the Constitution; (e) enrich the mix of service providers in many states; (f) enable formerly excluded

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<sup>1</sup> See Table 7 for details on the CCF.

groups to offer their effective services by freeing local officials to create new collaborations that involve faith-based charities previously wary of partnering with government; (g) better fulfill the service mission of current religiously affiliated providers by permitting established groups to get rid of the excessive government-imposed limits that have wrongly hobbled services and kept them from better integrating a moral dimension into their programs; and (h) build on successful principles in other areas of Federal funding which are based on principles of accountability, performance, pluralism, and religious liberty (White House, 2002b). The President's Executive Order and subsequent related activities clarified and expanded the potential of the charitable choice provision of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) and became known as the aforementioned CCI.

As early as 1996, Section 104 of the PRWORA addressed the services provided by charitable, religious, or private organizations including state programs funded under Part A of Title IV of the Social Security Act and any other program established or modified under Title I or II of the Act. Section 104, known as the charitable choice provision of the PRWORA, allows states to contract with religious organizations, or to allow them to accept certificates, vouchers, or other forms of disbursement " ... on the same basis as any other nongovernmental provider without impairing the religious character of such organizations, and without diminishing the religious freedom of beneficiaries of assistance funded under such programs" (Personal Responsibility and Work Opportunity Reconciliation Act, 1996). Programs must be implemented consistent with the Establishment Clause of the United States Constitution: "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances" (First Amendment: Establishment Clause of the United States Constitution). Organizations cannot be discriminated against on the basis of their religious character.

The Act makes the following provisions: (a) religious organizations will retain their independence from Federal, state, and local governments, including such organizations' control over the definition, development, practice, and expression of its religious belief, and will not require a religious organization to alter its form of internal governance or remove religious art, icons, scripture, or other symbols; (b) if an individual has an objection to the religious character of the organization or institution, the state must provide an alternative provider that is accessible to the individual and of equal or greater value; (c) a religious organization's exemption under 702 of the Civil Rights Act of 1964 (42 U.S.C.2000e-1a) regarding employment practices will not be affected by its participation in, or receipt of, funds from programs authorized by this section; (d) religious organizations cannot discriminate against an individual in regard to providing assistance on the basis of religion, religious beliefs, or refusal to actively participate in a religious practice; (e) religious organizations are subject to the same regulations as other contractors and must use generally accepted auditing principles for the use of funds under these programs (if they maintain separate accounts, only the accounts with Federal funds will be subject to audit); (f) any party which seeks to enforce its rights under this section may assert a civil action for injunctive relief exclusively in an appropriate State Court against a FBO, which allegedly commits such violation; and (g) no funds provided directly to institutions or organizations to provide services and administer programs will be expended for sectarian

worship, instruction, or proselytizations (Personal Responsibility and Work Opportunity Reconciliation Act, 1996, Section 104).<sup>2</sup>

While these provisions apply to the passage of Welfare-to-Work in 1997, Community Services Block Grant in 1998, and Substance Abuse and Mental Health Services Act Block Grant and Drug Treatment Funds in 2000, the funding stream most immediately influenced by the CCI appears to be Temporary Assistance for Needy Families (TANF) under the provision of the PRWORA and administered by the USDHHS. While some Federal, state, and local government agencies had long-standing relationships with FBOs/CBOs prior to the passage of the PRWORA, the language of Section 104 and the President's focus on, and support of, the initiative served to help expand some of the existing relationships and forge new ones. Faith- and community-based organizations themselves have an established commitment to, and history of, serving those in need with and without government funding. How do these provisions impact other pieces of legislation such as the Workforce Investment Act (WIA) of 1998?

The WIA is an effort by Congress to consolidate, coordinate, and improve employment, training, literacy, and vocational rehabilitation programs in the United States "in an effort to provide universal access to services to the satisfaction of job seekers and businesses" (Workforce Investment Act of 1998). "The overriding principles behind the legislation were to create a locally driven, State-coordinated System that: (a) improves individual choices; (b) reflects local conditions; (c) results in increased employment, retention and earnings of participants; and (d) results in less welfare dependency and a higher quality workforce" (USDOL, 2002, June 14). The System, as depicted in Figure 1, is part of the community and it partners with many local agencies and organizations. By partnering with others, it is possible to provide more comprehensive services and to be more effective in achieving goals by leveraging the collective resources of the community.

The Act, implemented July 1, 2000, required local implementation by the Chief Elected Official of an area that appoints a local Workforce Investment Board (WIB) comprised primarily of local employers and mandated partners. The local WIB is responsible for achieving the performance standards through the One-Stop Career System (See Table 1). The state WIB, appointed by the state's governor, coordinates activities of local WIBs. This System, according to the Act, will eliminate fragmentation among training, education, and employment programs. Partners enter into Memorandums of Understanding (MOUs) with WIBs in order to participate in the One-Stop Career System. These agencies and others wishing to provide services within the System must meet specific criteria and become approved as eligible providers. Those involved in the One-Stop Career System agree to be part of a performance-driven System that is accountable to job seekers and business customers, the state and local WIBs, and the USDOL, the Federal agency responsible for administering the WIA (See Table 2).

Collaboration implies a willingness on the part of organizations to change the way services are delivered by: Jointly developing and agreeing to a set of common goals and directions, sharing responsibility for obtaining those goals, and working together to achieve those goals, using the expertise of each collaborator (Bruner, 1991, p. 6).

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<sup>2</sup> The Act refers to an individual receiving services as one who receives, applies for, or requests to apply for assistance.

The WIA is an attempt to change the way services are delivered on a local level by developing a set of common goals and creating partnerships with a variety of organizations in an effort to obtain these goals.

Services take place through a One-Stop Career Center and satellites that provide integrated services through a seamless One-Stop Career System. According to the Federal One-Stop Career Center System Request for Proposal (RFP), the One-Stop Career Center is the organizing vehicle for transforming the current fragmented array of employment and training programs into a coordinated information and service delivery system for individuals seeking first, new, or better jobs and for businesses seeking to build a world class workforce. The focus of such integration includes a system customized to the particular needs of the local labor market and connected to state and national systems (USDOL, Employment and Training Administration, 1996).

. . . this system is characterized by its emphasis on serving its customers. It should meet the needs of all customers by providing a common core of information and services, which are standard and universal at any access point . . . The system should be easy to locate and use, be information-rich, and offer customers choice in where and how to get services. Finally, this system must be focused on constant improvement by gauging customer satisfaction with services and using the information to improve the system . . . This system should be flexible, comprised of entities that are learning organizations with staff capable of leading and evolving. This flexible system is also high-tech where technology is used to give and expand high quality services to customers in a variety of manners and media (USDOL, Employment and Training Administration, 1996, p. 1).

“A One-Stop Career Center is a place where local, State and Federal employment, education and training programs are brought together as a single network of public and private resources” (USDOL, 2002). This relationship is depicted in Figure 2. There are three levels of service provided through the One-Stop Career System: (a) core, (b) intensive, and (c) training. Elements of the services are included in Table 3.

In an effort to build upon the local partnerships and capacity created through the WIA, on April 17, 2002, the USDOL issued a Training and Employment Guidance Letter (No. 17-01) requesting: “. . .that states take actions to broaden the number of grassroots community-based organizations, including faith-based organizations, which partner with local WIBs and One-Stop Career Centers.” On July 1, 2002, the USDOL became the first Federal agency to award grants targeted specifically toward states and intermediary organizations. As a result, \$17.5 million was awarded to 12 states and 29 organizations in an effort to link faith-based and grassroots community organizations to the One-Stop Career System.

While it is too early to study the results of these initiatives by the USDOL, it is possible to identify the characteristics of relationships that exist between state and local WIBs with FBOs/CBOs. Research on the role of government funding of faith-based initiatives has been more extensive than specific research on the use of Federal funding under the PRWORA. Even less research has been conducted on the relationship between other pieces of legislation and

faith- and community-based initiatives, such as the WIA. This is so primarily because researchers have focused their efforts on studying the pieces of legislation directly impacted by the provision. A very limited number of studies have included organizations funded through the WIA and in most cases only because they administer the Welfare-to-Work grant program (WtW) authorized through the Balanced Budget Act of 1997 as part of the TANF Block Grant, sometimes administered through the WIB. The WtW funding is administered by the USDOL, the same Federal agency that administers the WIA.

The spirit of the CCI would suggest the provisions of Section 104 be applied to other Federal funding sources. The USGAO found by the end of the year 2001 there was no "... national picture of the extent to which States have responded to charitable choice provisions" with respect to the funding provided through TANF and substance abuse treatment and prevention programs under amendments to the Public Health Services Act in 2000 (U.S. GAO, 2002, September).

After an exhaustive review of the literature, it is evident the role of the WIA and the CCI has not been studied on a national level. Two studies are relevant, one by the California State Employment Development Department that has yet to be published, and the second by the Urban Institute. The California study evaluates the California Community and Faith-Based Initiative, partially funded through the WIA: The findings have yet to be released (Campbell, 2003). The Urban Institute, under contract with the USDOL, conducted a study of five communities for the purpose of providing a basic understanding of the extent to which FBOs are providing employment-related services. The authors state the findings are exploratory, but they aid in providing insight into the possible scale of activity by FBOs in the One-Stop Career System. The focus of this study included three inquiries: (a) how much Federal employment and training funding is going to FBOs, (b) what type of employment-related services are provided by FBOs, and (c) how many employment-related services are provided by FBOs and to whom.

The value added to this study, in addition to interviewing staff of the WIBs, is the interviews conducted with congregations to determine the level of employment-related services they provide. While the study is limited by its focus on a small population, it does serve to provide information on the following: (a) the number of contracts with FBOs as a percentage of the WIB's budget, (b) the scope of funding provided to FBOs (c) the source of funding, (d) services provided by FBOs, and (e) the types of organizations. The findings indicate: (a) there are great variations between the levels of relationships between various WIBs and FBOs with respect to the amount of money contracted to the FBOs by the WIB; (b) approximately half of the congregations interviewed did not provide employment services, while approximately one-third provided informal or episodic services; (c) the nature of the facility may influence the type and level of services provided; (d) the nature of services consisted of a comprehensive mix of employment, education, training, and support services for the majority of FBOs; (e) approximately half the programs offered by the FBOs received public funding for employment related services, but less than half received Federal funding; and (f) the majority of Federal funding came from the USDHUD with other funding from the USDOL and the USHHS (Kramer, 2002, pp. 10, 21). The authors conclude there are three additional questions to be posed: (a) what is the level of interest of faith-based organizations in expanding their services or receiving public funding under public rules; (b) what is the capacity of congregations or other

faith-based community organizations to expand their services; and (c) what types of services are faith-based organizations best suited to deliver and how does the effectiveness of current FBO services and service models compare to current Federally funded programs providing such services (Kramer, 2002)?

In addition to this study by the Urban Institute, other researchers such as Amy Sherman with the Hudson Institute, April Bender under contract with the State University of New York, and John Bartkowski and Helen Regis who have worked with various organizations, have authored several works focusing on faith and community collaborations within the context of TANF and to a lesser extent the WtW Block Grant Program (See the bibliography). Amy Sherman has completed what may be the most comprehensive research on the relationship to date between TANF and the CCI with respect to FBOs (See Sherman, 2002 and Sherman, 1998b). Her study of the WIBs has been primarily limited to the WtW funding they administer, and not to the WIA.

In addition, various religious organizations and agencies such as the American Muslim Council and Interfaith Funders have conducted surveys of their constituents. The American Muslim Council focused on the perceptions of FBOs with respect to the role they should play in government. Seventy-five percent of the respondents were in favor, in principle, of the initiative to allow FBOs of all religions to compete to provide social services using public funds and 83 percent would favor using public funds to support the social service work of their organization provided the government agreed to not direct, advise, or restrict the character and mission of Muslim organizations (American Muslim Council, 2001, p. 4).

A survey conducted by Chaves, The National Congregations of Churches, found 23 percent of the key informants from congregations in the study were aware of the charitable choice provision in the legislation. In addition, 15 percent of congregations were so opposed to receiving public funds that they have policies forbidding working with the government in this capacity. The study suggests as many as 36 percent of the congregations are potentially willing to apply for government money to support human service programs (Chaves, 1999, pp. 6-7, 14).

Interfaith Funders conducted a study of organizations involved in faith-based community organizing (FBCO) in 2001. There are 133 local organizations and they include 4,000 member institutions, of which 87 percent are religious congregations and 13 percent are composed of unions, public schools, and other CBOs (Warren, 2001, p. 2). The report addresses three types of collaborations beyond the local FBCO: network, cross-network, and local area collaborations. Approximately 50 percent of their respondents reported engaging in economic and social service projects such as: (a) housing initiatives, (b) worker training, (c) worker cooperatives, (d) job cooperatives, (e) credit unions, (f) micro loans, (g) gang prevention, (h) homework centers, (i) welfare-to-work transition services, (j) immigrant naturalization assistance, (k) land trust funds, and others (Interfaith Funders, 2001, p. 19). The perspective of FBOs regarding the relationships their organizations should and/or can have with the government is, according to Smith and Sosin (2001), based on a relationship of faith to organizational culture and is complex. Coffin states that while conservatives are promoting and liberals opposing the CCI, liberal religious congregations are more likely to be interested in receiving public funds to provide faith-based services to the poor; however, race appears to be more significant than theological orientation:

“Larger African-American congregations are the most likely to act on their interest and actually develop new partnerships” (Coffin, 1999, p. 20).

There is a variety of non-empirical information from various WIBs and provider agencies identifying the value of faith and community organizations in their proposals for funding, published reports and documents and other work.<sup>3</sup> As an example, the State of Colorado, Department of Labor and Employment, has published their findings on promising practices from Texas, which has a long history of relationships between TANF and FBOs, California, New Jersey, and Colorado, although there are no criteria utilized to define what constitutes a promising practice (Policy Studies, Inc., 2002). Sherman worked with a task force in Florida to offer recommendations on strategies for building collaborations between Florida’s faith communities and One-Stop Career Centers. In her report to the task force, she states: “In addition to resources, Florida’s faith community can help the State’s System meet the challenges of recruitment and retention” (Sherman, 2002, p.12). In addition, she states many faith-based nonprofits are providing job training, mentoring, literacy, drug rehabilitation, and transportation programs to the poor. Her report does not indicate if these services are currently provided through the One-Stop Career System and if these organizations are eligible providers of services.

This review of the literature does not expand upon the research conducted on the relationship between TANF and the CCI. It may be impossible to draw a correlation between the research conducted on this relationship and the one between the CCI and the WIA for several reasons. First, agencies working with TANF have a longer history of working with the charitable choice provision, while the WIA, a separate piece of legislation apart from the PRWORA, was not implemented until 2000, and the USDOL did not formally request states to broaden the number of grassroots community-based partnerships with the WIBs until 2002. While the intent of President’s Bush’s Executive Order 13198 appears to have implications for all Federal agencies and funding, Federal agencies have formally applied the charitable choice provision to their agencies in different ways, some earlier than others. Some Federal agencies have been working with FBOs/CBOs effectively prior to and since the passage of the PRWORA. Sixty percent of the FBOs surveyed by the USGAO in 2001 reported contracting with the government before the passage of the charitable choice legislation (U.S. GAO, 2001, p. 13). Research conducted on the established relationships between agencies administering TANF and FBOs/CBOs may not adequately reflect the same characteristics of relationships just beginning or in their infancy with other Federal legislation. For example, research from the Hudson Institute and the USGAO indicates the number of faith-based providers of social services utilizing TANF funding has grown: Without additional data, it is unknown if this increase is mirrored with respect to WIA funding (See Sherman, 2002, and USGAO, 2002).

Second, TANF and the WIA are two separate pieces of legislation, each with its own purpose, despite the fact they share many of the same goals for the population being served by TANF. Populations served by TANF and the WIA differ, as do some of the services offered, eligibility requirements, and perceptions regarding the purpose of the funding. In many states and counties, recipients of TANF are served by the WIB, but WIBs also serve a variety of other job seeker and employer customers. It is unknown whether these differences may make some FBOs/CBOs more or less likely to partner with government agencies administering TANF versus

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<sup>3</sup> See Van Stine, 2001, and Falgout, 2003

the WIA. Thus, the existing relationships, issues, strategies, and outcomes may be very different between TANF and WIA agencies partnering with FBOs/CBOs.

The California State Employment Development Department is in the process of evaluating their Community and Faith-Based Initiative, and they are identifying the services provided; however, their report is not ready for dissemination. Sherman's work identifies 40 distinct services of FBOs funded through TANF and WtW (Sherman, 2002a). Bender's study, while focusing on the relationship between TANF and the CCI, analyzed the comprehensive services provided by FBOs/CBOs and the variety of funding streams utilized to achieve the outcomes required by the state and local agencies administering TANF programs. In her study, state level respondents identified 30 different services provided through 11 different funding streams including TANF and the Maintenance of Effort required: These funds also included money from the WIA. Local level respondents identified 40 different services funded through 14 different funding streams (Bender, 2003). There is also the need to analyze the difference between services funded through the legislation versus those offered without the assistance of government funding. Given the three categories of service for WIA job seekers, FBOs/CBOs may be able to provide additional support services that cannot be funded by the WIA. It would be helpful to know the difference between services offered by FBOs/CBOs through government contracts, specifically those funded through the WIA, versus the ones offered through other funding sources.<sup>4</sup>

Third, while there appears to be a lack of awareness by FBOs/CBOs of the potential to access federal funding, there also appears to be more of an awareness regarding services and funding traditionally linked with welfare reform and the CCI, as opposed to workforce development and the services provided through the WIBs. While research has documented the social services provided by FBOs/CBOs, little has been done to document the services provided by organizations typically associated with preparing someone for a job, helping them retain the job, building a career pathway, and providing services directly to employers. This awareness may have influenced the number and type of relationships established with TANF versus WIA administered agencies. For example, research indicates many FBOs offer services on an informal basis, never reaching the definition of what could be considered a relationship and/or something identified through an MOU and/or contract (Colorado Partnerships, 2002). It may be impossible or inappropriate to draw conclusions from the prevalence of FBOs/CBOs that provide welfare services and their level of funding to those providing workforce services through MOUs and/or contracts from agencies administering the WIA.

In their survey, the USGAO found FBOs' lack awareness of funding opportunities, have limited administrative and financial capacity, lack experience with government contracting, and hold beliefs about the separation of church and State, and that these issues constrain the ability of small FBOs to contract with the government (U.S. GAO, 2001). These findings are consistent with research conducted by the State University of New York, University Center for Academic and Workforce Development, of state and local TANF agencies. Approximately 71 percent of those involved in the study stated lack of awareness was the greatest barrier to the establishment

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<sup>4</sup> Maintenance of Effort is the Federally mandated level of spending that states are required to continue to provide in order to qualify in return for the receipt of TANF.

of relationships between FBOs/CBOs and the government with respect to TANF (Bender, 2002b, p. 42).

Fourth, the oversight of TANF on a local level rests ultimately within the hands of government. The WIBs, although appointed through the county elected official, are primarily composed of employers, and they have the oversight role on a local and state level. It is unknown whether the level of authority resting with local employers may influence the prevalence and/or level of relationships government agencies have with FBOs/CBOs.

Fifth, the level of funding through TANF and the WIA available for, and contracted to, FBOs/CBO initiatives may differ, and the extent to which funding either predicts or influences the relationship is unknown. There may be more or less money available from one Federal funding stream to collaborate with other agencies. Other partnerships may not require more than sharing the same mission, population, and services, each of which is different for TANF and WIA funded agencies. It may not be accurate to suggest the research on the funding provided to FBOs/CBOs under PRWORA can shed light on the funding provided to the same organizations under the WIA.

A survey conducted by the USGAO found contracts with faith-based organizations accounted for 8 percent of the one billion dollars in Federal and state TANF funds spent by state governments on contracts with non-governmental entities in 2001, with contracting occurring at the state level in 24 states, at the local level in 5 states, and at both levels in 20 other states and the District of Columbia (USGAO, 2002a, p. 8). Sherman's study adds that ten additional states are developing government-faith collaborations (Sherman, 2002, p. 5). For example, Coffin believes devolution has been a catalyst for the CCI, possibly irrespective of whether initiatives are funded by TANF or the WIA (Coffin, 1999).

There is increasingly less Federal money and more emphasis on local flexibility, control and responsibility. Bender, in her study of the implementation of TANF and the WIA, found many One-Stop Career Systems did not have the funding to provide services to existing customers, let alone trying to expand to different populations and providers: "There isn't enough money in the system to serve the people we've got" (Bender, 2001, p. 184). This frustration would be echoed by informants and survey respondents in this study. Trying to spread funding too thinly across providers could threaten the capacity of providers and the System. It appears these factors may influence a more visible and/or renewed role for FBOs/CBOs across funding streams.

Finally, researchers have not fully identified and described the criteria necessary for a relationship between FBOs/CBOs with government to be considered successful, and whether these criteria differ from relationships with other organizations. Without these criteria, it is difficult to do more than study the characteristics of the relationship. The Colorado study identifies strategies that can be used to develop successful partnerships, but they do not identify the criteria necessary to describe the elements of a successful partnership. The work by the California Employment Development Department may provide additional information necessary to identify such criteria.

It may be necessary to create some of the same baseline data collected on the relationship between the CCI and TANF for the relationship between the CCI and the WIA in order to understand if the research specific to TANF can provide insight into the relationship between the WIA and the CCI. By studying TANF and the WIA funded agencies in isolation, it is difficult to conclude what role FBOs/CBOs have in developing and leveraging resources in their community to better serve their community. A more comprehensive environmental scan of the entire community across Federal funding streams may be necessary in order to fully understand the benefit of relationships between FBOs/CBOs and the government. The results from this study may help to create some of the baseline data needed to understand how the government is working with FBOs/CBOs across the nation.

## Methodology

This national study identifies some of the characteristics of the relationships that exist between state and local WIBs with FBOs/CBOs. Each state and local WIB was surveyed in the winter of 2002 and extending into 2003, with interviews and a focus group taking place in the spring of that year (n=643). The following characteristics of these relationships are analyzed in this study: (a) prevalence of relationships between WIBs and FBO/CBOs, (b) types of FBOs/CBOs working with local WIBs, (c) types of services provided by FBOs/CBOs, (d) funding provided to FBOs/CBOs through the WIBs, (e) prevalence of Memorandums of Understanding with FBOs/CBOs, (f) how WIBs determine the services provided by FBO/CBOs, (g) prevalence of FBO/CBOs' co-location at One-Stop Career Centers and satellites, (h) effectiveness of FBOs/CBOs at meeting the WIA performance standards, and (i) the value WIBs place on working with faith- and community-based initiatives.<sup>5</sup>

Both quantitative and qualitative methods were utilized. The primary source of data collection was a survey sent to each state and local WIB. The survey questions consisted of: (a) open-ended questions requiring identification and explanation, (b) yes/no response, and (c) use of a ten point Likert scale. Respondents were asked to attach copies of their MOUs and any other information helping to explain the relationship existing between their One-Stop Career System and FBOs/CBOs. The survey was e-mailed and faxed, and a hard copy was mailed to each state and local WIB. Each state and local WIB was contacted by telephone a minimum of once to ensure they received a copy of the survey, and to request they complete and return the survey. Approximately five percent of respondents answered the survey over the telephone.

In addition to the survey, structured interviews were conducted with approximately 10 percent of respondents to help clarify existing information or secure missing information from their surveys. A focus group was facilitated to validate information from local WIB directors in an effort to clarify and validate information from the survey. Primary sources such as MOUs, procedures, press releases, and other documents shared by respondents were analyzed. An open-ended question on the survey and during the interviews provided the respondents and informants with the opportunity to provide other relevant information.

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<sup>5</sup> This report focuses on data collected from the respondents that have relationships with FBOs/CBOs. Data collected from the respondents that do not work with FBOs/CBOs will be evaluated in the future.

Where relevant, data was analyzed with respect to the following five categories of focus: (a) responses from the total population of State and local WIBs, (b) state level WIB responses, (c) local WIB responses, (d) local WIB responses from metropolitan counties, and (e) local WIB responses from non-metropolitan counties. The total population consists of each state and local WIB including the 50 states, the District of Columbia, Guam, Puerto Rico, Marshall Islands, North Marianna, and America Samoa (n=643).<sup>6</sup> There was a 37 percent response rate (n=238) (See Tables 4 and 5). Responses were received from 92 percent of the states with representation from each part of the nation (n=46/50) (See Figure 3). The response rate for state level WIBs was 40 percent (n=20/50). Approximately 50 percent of the state WIBs that received funding from the USDOL in an effort to link faith-based and grassroots community organizations to the One-Stop Career System responded to the survey (n=6/12) (See Table 6). The response rate for locals WIBs was 37 percent (n=218/593). The response rate for local WIBs from metropolitan counties was 38 percent (n=153/400). The response rate for local WIBs from non-metropolitan counties was 34 percent (n=65/193).

The following percentages represent the composition of the total population that responded: approximately 8 percent were from state WIBs (n=20); 92 percent were from local WIBs (n=218); approximately 64 percent of the local WIBs were from metropolitan counties (n=153); and approximately 27 percent of the local WIBs were from non-metropolitan counties (n=65).<sup>7</sup> Approximately 9 percent of the state level WIB responses were the only responses from the state (n=4). Approximately 57 percent of the states that responded had responses only from local WIBs. Approximately 35 percent of the states that responded had responses from both state and local WIBs (n=16). The breakdown of the number of responses by state and metropolitan and non-metropolitan counties can be found in Table 6.<sup>8</sup>

There are at least three limitations to this study. First, data collected from the survey took longer than expected, leaving limited time for interviews: Survey respondents were contacted a minimum of four times in an effort to secure a response (n=643). In an effort to shorten the survey instrument and decrease the response time to something appealing to respondents, some of the questions that would have yielded further clarity were omitted. For example, respondents were asked whether they had relationships with FBOs/CBOs, and to name the organizations for which they have relationships. The type and level of relationship, beyond the existence of a MOU or contract and type of services provided by each FBO/CBO, was not requested.

Second, only 53 percent of the respondents rated the effectiveness of FBOs/CBOs at meeting the WIA performance standards (n=85). Some of the reasons for not answering this question included: (a) unwillingness to rate or discomfort with rating these organizations; (b) some organizations are not required to meet standards as they are reimbursed for allowable costs;

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<sup>6</sup> Delaware, South Dakota, West Virginia, Wyoming, Guam, Puerto Rico, Marshall Islands, North Marianna, and America Samoa did not respond to the survey.

<sup>7</sup> There were three anonymous surveys that were not included in the analysis of the study given there was no way to contact the respondents to clarify their response.

<sup>8</sup> The 1999 standards from the U.S. Office of Management and Budget were used to define Metropolitan counties: one city with 50,000 or more inhabitants, or a Census Bureau-defined urbanized area (of at least 50,000 inhabitants and a total metropolitan population of at least 100,000 or 75,000 in New England) (U.S. Census, 2003).

(c) there was no way to analyze outcomes achieved by FBOs/CBOs separate from all providers of services; and (d) they had not worked with them long or closely enough to rate their effectiveness. These reasons are consistent with findings by the USGAO in their study related to TANF in 2001 (USGAO, 2002b, pp. 22-23).

Third, respondents were asked to list the FBOs/CBOs they work with, irrespective of whether they were a national organization or local initiative and faith or community-based organization. As Coffin describes in his research, “Vendors may voluntarily choose to report their religious or charitable choice status” therefore, not even the survey respondent may know the status of the organizations they are working with (1999, p. 10). While it was possible to identify national organizations, it was not always possible to identify the difference between FBOs and CBOs, those operating under a separate 501(c) (3) from their religious affiliation, and those with sectarian and/or non-sectarian purposes.

In order to reduce the limitations of this study, the survey would have been much longer and more demanding of respondents. The initial draft consisted of several charts and matrices to be completed in addition to open-ended questions. The draft would have required respondents an average of 30 to 45 minutes to complete. The instrument used was estimated to require 15 to 20 minutes to complete and return contingent upon the extent of the relationship. Given the purpose of the study was to provide a national perspective that would help provide policy makers with the first national blush of this information and to help frame future studies, the density of the data collected was intentionally less than it could have been, in an effort to take as broad a snapshot as possible and in a reasonable amount of time. As it was, the human resources dedicated to achieving a 37 percent response rate was immense and intense.

The results of this study can serve to illuminate the path other researchers will take in an effort to fully study the relationship between the WIA and the CCI on a national level. Information gleaned from respondents and informants should help the USDOL and elected representatives develop a context for future research.

## Section II

### Overview of Findings and Implications

#### Introduction

The relationship between the WIA and the CCI has not been identified and explored on a national level. There appear to be at least five separate perspectives from which to study this relationship: (a) WIBs, (b) FBOs, (c) CBOs, (d) government and (e) customers. As a subset of these groups, researchers could study the perspective of organizations that receive money from the WIB, those providing services without reimbursement and the WIBs providing money to these organizations, as well as those that do not provide money, but benefit from informal services provided by FBOs/CBOs. In addition, researchers can study these perspectives in isolation or in tandem with one another. For example, the Urban Institute's study conducted interviews with the local WIBs in addition to those FBOs/CBOs they contracted with and local FBOs that did not have contracts with the WIB (Kramer, 2002). These relationships may also be studied from a local, state, and/or national perspective.

This study focuses on the perspective of state and local WIBs in an effort to identify how the relationship between them and FBOs/CBO help achieve the performance standards of the WIA. The relationship between the WIA and the CCI, for the purpose of this study, is defined in the broadest sense and within the spirit of the Charitable Choice provision and Executive Order 13198 that would expand the provisions of Section 104 of the PRWORA to other Federal laws and funding. The relationships being studied may have no informal or formal connection to the funding released through the CCF nor formal CCIs of Federal and/or state and local governments (See Table 7). For the purpose of this study, a relationship between the WIA and the CCI is defined as any informal or formal arrangement between the WIB and FBOs and/or CBOs for the purpose of providing services to job seekers and/or employers in the community in an effort to meet the performance standards of the Act. The relationships described by respondents and informants did not always include formal MOUs or contracts.

The following characteristics of these relationships are analyzed in this study: (a) prevalence of relationships between WIBs and FBO/CBOs, (b) types of FBOs/CBOs working with local WIBs, (c) types of services provided by FBOs/CBOs, (d) funding provided to FBOs/CBOs through the WIBs, (e) prevalence of Memorandums of Understanding with FBOs/CBOs, (f) how WIBs determine the services provided by FBO/CBOs, (g) prevalence of FBO/CBOs' co-location at One-Stop Career Centers and satellites, (h) effectiveness of FBOs/CBOs at meeting the WIA performance standards, and (i) the value WIBs place on working with faith- and community-based initiatives.

#### **Prevalence of Relationships Between Workforce Investment Boards and Faith- and Community-Based Organizations**

The WIA requires the One-Stop Career System to create a variety of relationships with other agencies in an effort to provide a comprehensive, integrated, universal System that will

meet the needs of job seeker and employer customers. The Act requires specific partners to be part of the WIB. In addition to required partners, the Act identifies additional partners. Table 8 includes a list of required and additional partners. According to Section 117 of the WIA, the local WIB composition must include representatives of CBOs, including organizations representing individuals with disabilities and veterans, for a local area in which these organizations are present (Workforce Investment Act of 1998). There is nothing in the Act specifying other types of CBOs that may be included or the role of FBOs. Interviews with informants revealed WIBs have been contracting with CBOs to provide services primarily to youth since the implementation of the Act. Some of the WIBs retaining staff from the Job Training Partnership Act, the Act replaced by the WIA, stated they have had contractual relationships with CBOs for several years prior to the implementation of the WIA. The full extent to which WIBs work with CBOs, and to a greater extent FBOs, is unknown, especially within the context of the CCI. This study attempts to identify and describe some of these relationships.

State and local WIBs were asked whether they work with FBOs/CBOs. There was a 100 percent response rate to this question. Of the total population surveyed, 67 percent stated they work with FBOs/CBOs (n=159). Of the state WIBs that responded, 80 percent stated they work with FBOs/CBOs (n=16). Of the local WIBs that responded, 66 percent stated they work with FBOs/CBOs (n=143). Of the local WIBs that responded from metropolitan counties, 71 percent stated they work with FBOs/CBOs (n=109). Of the local WIBs that responded from non-metropolitan counties, 52 percent stated they work with FBOs/CBOs (n=34).

Less than two percent of the respondents that work with FBOs/CBOs stated they had negative feelings and/or experiences with, or reservations about, working with these organizations. The majority of these responses fell into one of two categories. One category of response included comments from respondents who believe the services of the One-Stop Career System should be left to them, the experts, and not FBOs/CBOs. Another category of response included comments from respondents that have found these organizations do not have the capacity to receive Federal funding and implement programs: “[name of organization] has proven more challenging due to the need of the community-based organizations to develop increased capacity to implement programs and coordinated funding.” Another respondents adds:

... However, some that have not had much experience with contract services or dealing with government agencies have great difficulties with data entry, reporting, financial management, and contract administration in general. By contrast, more experienced CBOs generally do very well even administratively.

“Don’t use the F word. We can work with CBOs, but we are scared to death of working with faith-based organizations.” When this informant was asked why she felt this way she explained:

We are afraid that they are going to take our money. Are they going to take our money? We don’t know how to work with churches. It is the whole church and state thing, trying to keep them separate. What if something goes wrong and there is a conflict? The WIB gets the black eye. The church goes on with their

mission. We struggle to regain our position in the community. We can't afford that.

These feelings were not prevalent among respondents; however, those that expressed these sentiments were worried about the perceived increasing role of FBOs in their local One-Stop Career System.

“Money seems to be the driving issue for WIA – everyone thinks that WIA can fund their initiative. Because of the war efforts and the state of the economy, faith/community based organizations are experiencing a decrease in donations and fierce competition for government and private funds. With our federal mandated WIA funds, it is difficult to fund any of the agencies, but we are trying to work with any agency that is willing to partner with us in our One-Stops.”

These respondents do raise an issue inherent in working with the One-Stop Career System. Most of the partners are responsible for achieving the performance standards; it appears very few are reimbursed for costs incurred without some performance measure tied to their funding. If the partner does not achieve their performance standards their contract could be terminated or they may not receive another contract. The WIB must then rely on other partners to achieve additional numbers or risk not meeting their performance standards. Under-performing WIBs may receive less funding, secure another operator for the One-Stop Career Center, change the staff of the WIB, or in some states be placed under corrective action if they do not achieve their performance standards. It appears the majority of respondents have positive relationships with a variety of FBOs/CBOs.

### **Types of Faith- and Community-Based Organizations Working With Local Workforce Investment Boards**

In order to provide all of the services required of the WIA and to meet the diverse needs of customers within the One-Stop Career System, the WIB must access and integrate a variety of services across the community. This study attempts to identify which FBOs/CBOs WIBs are working with. Respondents were asked to provide the names of the FBOs/CBOs they work with in their local One-Stop Career System. The organizations range from those which are nationally affiliated to one-of-a-kind organizations found only in their local communities. Of the respondents that work with FBOs/CBOs, 65 percent responded to this question (n=104). Seventy-three percent of the local WIBs responded (n=104). Seventy-five percent of the metropolitan counties responded (n=82) and 65 percent of the non-metropolitan counties responded (n=22). The state WIB data was not included in the analysis given the question was targeted to local WIBs.

The nationally affiliated organizations with the most frequency of response, in descending order are: (a) Catholic Charities (n=22); (b) Community Action (n=16); and (c) Goodwill (n=15.) The local WIBs were approximately three times as likely to work with organizations with a local basis of operation, as they were organizations with a national association. The question did not require respondents to identify the organizations by

FBOs/CBOs, nor into those providing sectarian, non-sectarian or both types of activities. It appears an increasing number of faith-based organizations are establishing separate entities under the 501(c) (3) status. Unless identified by their name, it would be difficult to associate their religious affiliation, if any, with their organization. Therefore, it is possible that community-based organizations could have a religious nature and/or affiliation unknown to the WIB. It may not be enough to distinguish between faith and community-based organizations by their name alone: Other criteria might need to be considered.

Sixty-seven percent of the respondents have relationships with 1021 FBOs/CBOs in their One-Stop Career System. Workforce Investment Boards in metropolitan areas have an average of 11 relationships with FBOs/CBOs whereas WIBs in non-metropolitan areas have an average of five relationships. A complete list of all organizations can be found in Table 9. The Table is organized to demonstrate the variety and number of organizations working with each local WIB by metropolitan and non-metropolitan areas. Workforce Investment Boards in metropolitan areas work with an average of approximately eleven FBOs/CBOs whereas those in non-metropolitan areas work with an average of approximately five of these organizations. The average number of relationships is only one variable. The types of services provided by FBOs/CBOs, the scope of those services, and the value they bring to the One-Stop Career System are other important elements.

### **Types of Services Provided by Faith- and Community-Based Organizations**

Local WIBs have flexibility in determining the service constellation they will fund for each customer through the WIA. Given WIA funding is not intended to cover the entire cost of the System, it becomes necessary to rely on partners and other community-based organizations to provide the additional services necessary for the customer to be successful and for the WIB to meet their performance standards. It appears important for the WIB to find ways to strengthen their capacity through existing community resources according to respondents: “They fill the ‘gap’ in underserved needs that One-Stops cannot so that individuals can get to work more quickly, i.e., transportation, child care, clothing.”

State and local WIBs were asked to identify the types of services provided by FBOs/CBOs in conjunction with their One-Stop Career System. The survey included an open-ended question for respondents to list the services provided by CBOs/FBOs they work with. Respondents referenced services provided to a wide range of population groups as identified in Table 10. Of the number of respondents that stated they work with FBOs/CBOs, there was a 92 percent response rate to this question (n=147) with 88 percent of the state WIBs responding (n=14). Of the 93 percent of the local WIBs that responded (n=133), 95 of the metropolitan counties responded (n=104) and 85 percent of the non-metropolitan counties responded (n=29). Youth appear to be the largest group for which services are provided by FBOs/CBOs. Of the respondents that work with FBOs/CBOs, 43 percent of the respondents from metropolitan counties (n=45), and 52 percent from non-metropolitan counties (n=15), state these organizations provide youth services to their customers.

The services most frequently identified by respondents as being provided by FBOs/CBOs involve job training and placement. Fifty-three percent of the local WIBs that work with FBOs/CBOs receive job-training services from these organizations (n=71) and 40 percent receive job placement and employment services (n=53). The frequency of job training and job placement and employment services in metro- and non-metropolitan counties is similar. The complete list of services provided by FBOs/CBOs and their frequency is included in Table 11. Given many of the services reported by respondents may be arranged through the MOU or RFP process, it is possible FBOs/CBOs provide other services free of charge and/or outside the relationship with the WIB and therefore are not accounted for in this study. This listing should not be considered a comprehensive list of services provided by FBOs/CBOs, but a list of services provided through and/or in tandem with the One-Stop Career System to help the System achieve its goals.

In keeping with the intent of the Act, the majority of services provided by FBOs/CBOs fall within the purview of workforce development, whether: (a) job training, (b) readiness/lifestyle skills, including assessment, literacy and subsequent educational services, (c) placement; or (d) hiring. In addition, the majority of the FBOs/CBOs cited by the WIBs also provide social and human services. The types of these services vary between WIBs, and may include offerings as diverse as: (a) emergency housing, (b) refugee resettlement, and (c) immigrant acclimation.

Some respondents and informants alluded to an additional dimension of the services provided by FBOs/CBOs, but only one respondent identified it as being a “spiritual” component of what they bring to the relationship “... because of the multiple services and the community support systems they provide, worker training, mentoring, personal growth, spiritual growth and in most cases, these organizations lead by example.” Respondents provided more insight into this and other dimensions of services provided by these organizations when they described the funding provided to them and the value these organizations bring to the One-Stop Career System.

### **Funding Provided to Faith- and Community-Based Organizations Through the Workforce Investment Board**

The local WIBs rely on more than just funding from the WIA to sustain their System and capacity. The System relies heavily on the resources of local partners. Since the WIA provides for a comprehensive, integrated service delivery System that is responsible at the local level for meeting the needs of job seeker and business customers, it also requires a variety of local agencies to contribute their federal, state, and local dollars to the System. This survey explored the prevalence of funding for FBOs/CBOs from two Federal funding streams, the WIA and TANF. Under Federal legislation, TANF administrative agencies are not required to be members of the local WIB however, given the WIA requires a focus on those job seeker customers most in need, many recipients receive services funded by TANF and may be eligible for the same or additional services provided by local WIBs: “It provides agencies with the opportunity to identify and reach out to those ‘most in need’.” Some of the services provided

through the WIA and TANF have different outcomes. There are differences between eligibility requirements, services that can be provided, and sometimes the duration of services.

There are two primary reasons for focusing on these funding streams. First, local WIBs report working with FBOs/CBOs, but it was unknown how many of them provide funding to these organizations. Many of the relationships described by respondents and informants are informal and do not consist of the exchange of funds for services. Some relationships consist of including FBOs/CBOs in their network and/or making referrals to the services they provide, but the outcomes they achieve through these informal relationships cannot always be included as part of the local WIB's performance standards.

In order to credit the outcomes of the job seeker to the System, he or she must be registered in the System. A portion of those registered are required to achieve the performance standards. This is a two-edged sword as one informant explained:

If you put them in the denominator [referring to the job seeker] you want to be able to put them in the numerator. You are taking a risk that they will indeed be successful and become part of the numerator. If they don't, they work against you in meeting your performance standards.

Core services, or self-help services, are offered to job seekers prior to registering them in the System. It appears the additional services provided by FBOs/CBOs prior to registration may be effective in helping individuals and their families achieve their personal, educational, and employment related goals: "The faith- and community-based organizations are often able to work on barriers which the WIA funds are not." They may not be reimbursed by the WIB for these services. Since these job seekers are not registered in the System, it is very difficult for the System to track their progress. To what extent do WIBs fund these and other services provided by FBOs/CBOs?

This survey became a vehicle by which to identify the number of WIBs that have formal relationships with FBOs/CBOs based on MOUs specifying their contribution to the performance standards required by the Act, and to a lesser extent the informal roles FBOs/CBOs have in providing services and achieving outcomes that may not be captured by the One-Stop Career System. If the local WIB provides funding to FBOs and/or CBOs, they would be in a position to identify, describe, and verify the more formal elements of the relationships.

Second, if the local WIBs utilize TANF funding as part of the network of resources that sustains their One-Stop Career System, it would be beneficial to recognize the connection between the WIA and TANF with respect to funding FBOs/CBOs. Given the majority of research conducted on the CCI has focused on TANF, it may be possible, now, with additional research, to draw correlations between the role of TANF and the CCI with the WIA and CCI in the future. It does appear some WIBs utilize TANF funding to meet the needs of those eligible: "Without their services [referring to FBOs/CBOs], we could not reach out to the homeless community, assist all of the low and moderate low income persons seeking employment, and provide welfare assistance to TANF participants." There does appear to be a connection between funding provided by TANF and the WIA with respect to the role of FBOs/CBOs in the

System. Another respondent adds: “Those CBOs are instrumental in the recruitment, outreach, marketing, and delivery of WIA/TANF services to inner city youth and adults. They play a major role in our Workforce Development System.”

Respondents were asked to identify whether they fund FBOs/CBOs through the WIA, TANF, or both sources of funding. Ninety-two percent of those working with FBOs/CBOs answered this question (n=147). Eighty-one percent of the state WIBs responded (n=13) and 94 percent of the local WIBs responded to this question (n=134). Of the local WIBs that responded, 95 percent of the metropolitan counties responded (n=103) and 91 percent of the non-metropolitan counties responded (n=31). Of the respondents that work with FBOs/CBOs, 64 percent fund them with the WIA (n=94), 48 percent with TANF (n=71), 43 percent with both the WIA and TANF (n=63), and 48 percent using other funding sources (n=71). Other funding sources included: (a) Welfare-to-Work, (b) volunteers, (c) Community Services Block Grant, (d) USDOL faith based grant, (e) USDOL Employment and Training Administration, (f) adult education funding from state education agencies, (g) Refugee Employment Training Program, (h) private donations, (i) governor’s general fund, (j) USDOL (no source identified), (k) National Education Grant, (l) Child Care and Development Fund (CCDF), (m) state outreach grant, (n) Wagner-Peyser, (o) governor’s general fund, (p) Consolidated Act of 1988, (q) foundations, and (r) Displaced Homemaker grant.<sup>9</sup> Less than one percent of the respondents stated they were obligated to fund FBOs/CBOs: “We statutorily [have] to spend certain levels of funds with faith- and community-based organizations that provide after school activities. Otherwise, we would probably not contract with some of the agencies that we do business with.”

Fifty-four percent of the state WIBs use WIA funding to fund FBOs/CBOs (n=7); 54 percent use TANF (n=7); 46 percent use both WIA and TANF (n=6); and 61 percent use other sources of funding (n=8). Sixty-five percent of the local WIBs use WIA funding to fund FBOs/CBOs (n=87); 48 percent use TANF (n=64); 43 percent use both WIA and TANF (n=57); and 47 percent use other sources of funding (n=63). Sixty-one percent of the local WIBs located in metropolitan counties use WIA funding to fund FBOs/CBOs (n=63); 49 percent use TANF funding (n=50); 44 percent use both (n=45); and 52 percent use other funding (n=54). Seventy-seven percent of the local WIBs located in non-metropolitan counties use WIA funding to fund FBOs/CBOs (n=24); 45 percent use TANF (n=14); 39 percent use both (n=12); and 29 percent use other funding (n=9) (See Figure 4). It appears more WIBs in non-metropolitan counties use funding from the WIA to fund services provided by FBOs and CBO than metropolitan counties. If WIBs provide funding to other organizations, it appears there must be a MOU and/or contract with the organization that details the specifics of the relationship.

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<sup>9</sup> None of the respondents indicated they use the MOE from the TANF to fund services provided by FBOs and CBOs, however, the category of TANF could be perceived by respondents to include MOE funds.

## **Prevalence of Memorandums of Understanding with Faith- and Community-Based Organizations**

The WIA requires the WIB, with the agreement of the Chief Elected Official, to develop a MOU between the local WIB and the One-Stop Career Center partners regarding the operation of the One-Stop Career System. The MOU must contain the following: (a) the services to be provided through the System; (b) how the costs of the services and the operating costs of the System will be funded; (c) methods for referral of individuals between the One-Stop Career Center operator and the partners for appropriate services and activities; and (d) the duration of the memorandum and the procedures for amending the memorandum during the term of the memorandum (Workforce Investment Act of 1998). Memorandums of Understanding allow the One-Stop Career System to ensure that necessary operating costs and services will be provided by the partners. The partners in turn know what they can expect to receive. Relationships based in part or in their entirety on MOUs are more formal than those that may merely include a verbal agreement to make referrals or exchange information, for example. The existence of a MOU does not imply that a relationship is more positive or beneficial than informal relationships or those negotiated through a contract.

The formality of the relationships defined by a MOU may restrict and/or threaten relationships established prior to the implementation of the WIA. Bender's study of the implementation of the WIA and TANF in rural areas found several counties in the study resisted the MOU process:

It appears the Workforce Investment Act would make this system less fluid and formal by requiring provider agencies to stipulate the elements of their relationship in a time-limited Memorandum of Understanding: County A was in the process of doing this, whereas County B was avidly preserving their existing relationships and success despite the implementation of the one size fits all Workforce Investment Act approach (Bender, 2001).

Some partners who had a history of positive relationships were now required to renegotiate those relationships with new criteria, often, according to informants in Bender's study, favoring the WIB with too much reliance on funding from partners. In the process of renegotiations sometimes old wounds surfaced and embers rekindled. Informants in the focus group conducted to provide clarity on this, among other issues, shared that the MOU process is primarily utilized to ensure operating costs and procedures are clarified with the partners. Funding for the exchange of services is done primarily through the RFP process and the contracts that result.

According to informants, contracts are just as formal and binding as MOUs. The MOU is, however, the mechanism by which partners enter into a relationship with the WIBs. For this reason, it is beneficial to know how many WIBs have MOUs with FBOs/CBOs. For example, informants explained they could have both MOUs and contracts with partners and throughout the course of the fiscal year the MOU can be amended and new contracts awarded, changing the composition of the relationship. It may be necessary to study these issues from the perspective of FBOs/CBOs to determine the likelihood of them being in a position to enter into a MOU and

the value they place on relationships based on a MOU, contract, or no formal mechanism for the provision of services. Data from this study did not reveal whether WIBs or FBOs/CBOs initiated the relationship.

Respondents were asked whether or not they had MOUs with FBOs/CBOs. Ninety-two percent of the respondents working with FBOs/CBOs answered this question (n=147). Eight-one percent of the state WIBs responded (n=13) and 94 percent of the local WIBs responded (n=134). Ninety-five percent of the metropolitan counties responded (n=103) and 91 percent of the non-metropolitan counties responded (n=31). Of the number of WIBs working with FBOs/CBOs, 37 percent of the WIBs have MOUs with these organizations (n=55). Of the number of WIBs working with FBOs/CBOs, 64 percent use funding from the WIA to fund services provided by these organizations (n=94). At least 33 percent of the WIBs that have relationships with FBOs/CBOs have some type of contractual agreement with them based on a competitive RFP process (n=49). In addition, at least 41 percent of the WIBs having MOUs with FBOs/CBOs also have engaged in the RFP process with these organizations (n=61). Approximately 52 percent of the WIBs providing WIA funding to FBOs/CBOs do not have MOUs with these agencies (n=48). Twenty-one percent of the respondents have MOUs with FBOs/CBOs but do not provide WIA funding to them (n=18).

Twenty-three percent of the state level WIBs have MOUs with FBOs/CBOs (n=3) and 54 percent of them utilize funding from the WIA to fund services provided by these organizations (n=7). Thirty-nine percent of the local WIBs have MOUs with FBOs/CBOs (n=52), while 65 percent of them use funding from the WIA to fund services provided by these organizations (n=87). In metropolitan counties, 41 percent of the local WIBs have MOUs with FBOs/CBOs (n=42) while 61 percent use funding from the WIA to fund services provided by these organizations (n=63). In non-metropolitan counties, 32 percent of the local WIBs have MOUs with FBOs/CBOs (n=10) while 77 percent use funding from the WIA to fund services provided by these organizations (n=24) (See Figure 5). The process of negotiating a MOU and/or contract is not the only mechanism by which WIBs determine the services provided by FBOs/CBOs.

### **How Workforce Investment Boards Determine the Services Provided by Faith- and Community-Based Organizations**

State and local WIBs have the flexibility to identify the services needed on a local level in order to achieve the performance standards required (See Table 1). In addition to the services funded through the Act, additional services customers need in order to be successful in achieving all of their personal, educational, and employment related goals are leveraged by partners and provider organizations in the community: “Because we have many of these CBOs providing services through our One-Stops, we are able to leverage their resources and provide enhanced services we would not be able to afford through WIA funding alone.” As demonstrated, some of these services are provided at no cost to the System while others are arranged through formal MOUs and contracts.

Respondents were asked how they determine what services will be provided by FBOs/CBOs. There was a 93 percent response rate from respondents that work with FBOs/CBOs (n=147). Approximately 81 percent of the state WIBs responded (n=13) and 94 percent of the local WIBs responded (n=134). Of the local WIBs that responded, 95 percent of the metropolitan counties responded (n=103) and 91 percent of the non-metropolitan counties responded (n=31). The most frequently cited means of determining services on a local level was through the RFP process. Of the number of WIBs working with FBOs/CBOs, 42 percent use the RFP process to determine services (n=61) and 33 percent use the contractual process (n=49). Thirty-one percent of state level WIBs determine services using the RFPs process (n=4) and 31 percent use the contractual process (n=4). On a local level, 42 percent of the WIBs use the RFP process to determine services (n=61), 33 percent utilize the contractual process (n=49). Forty-five percent of the respondents from metropolitan counties stated they use the RFP process (n=46) and 31 percent use the contractual process (n=32). Approximately 36 percent of the respondents from non-metropolitan counties determine services through the RFP process (n=11) whereas 42 percent determine services through the contractual process (n=13). It would appear for every RFP, some type of contract or formal arrangement would be made between the WIB and the organization, although respondents did not provide evidence to suggest this. In addition, some respondents stated organizations determine the service they provide. It is unknown whether the organizations identify these services on their own or from a menu of services the WIBs provided in a RFP. One plausible answer would be that services are identified on the RFP for all providers and each provider identifies the service they want to provide through the RFP process with the contract specifying the elements of those services.

While the response rate to this question was high, 94 percent, the frequency of responses ranged over 47 categories: It is impossible to account for the variety of ways services are determined. It is apparent WIBs do not always use a MOU or RFP/contractual process to determine the services that will be provided by FBOs/CBOs. This information does help to explain information shared by informants regarding the function of MOUs. It is not necessary for FBOs/CBOs to have a MOU in order to provide services or to receive funding from the WIB: The RFP process is another means by which funds from the WIA can flow to FBOs/CBOs. In some areas, WIBs do not make distinctions between FBO/CBOs and other agencies: “We do not distinguish between CBOs, FBOs, etc. in terms of who we seek to deliver services. We do our best to set quality thresholds and have groups meet those standards.” These services may be provided at One Stop Career Centers, satellites, at the organization’s location, and/or through other co-location arrangements.

### **Prevalence of Faith- and Community-Based Organizations’ Co-Location at One-Stop Career Centers and Satellites**

The WIA requires services be co-located at a centralized physical space called a One-Stop Career Center. In order to ensure customers have access to services and a variety of points at which to enter the System, satellite sites are created throughout the community as demonstrated in Figure 2. Local WIBs have the flexibility to determine where services will be located throughout the community and whether they will be co-located with other services. Respondents were asked to identify whether FBOs/CBOs were co-located with One-Stop Career

Centers, satellites, or in both locations. Eight-five percent of the respondents working with FBOs/CBOs answered this question (n=136). Eighty-one percent of the state WIBs responded (n=13) and 86 percent of the local WIBs responded (n=123). Of the local WIBs that responded 86 percent of the metropolitan counties responded (n=94) and 85 percent of the non-metropolitan counties responded (n=29).

Of the WIBs working with FBOs/CBOs, 63 percent have these organizations co-located at the One-Stop Career Center (n=86), 52 percent are co-located at satellites (n=71), 51 percent are co-located at both the One-Stop Career Center and satellites (n=69) and 55 percent have other co-location arrangements (n=75). Forty-six percent of the state WIBs stated FBOs/CBOs are co-located at the One-Stop Career Center (n=6), 46 percent stated they are co-located at satellites (n=6), 46 percent stated they are co-located at both the One-Stop Career Centers and satellites (n=6), and 69 percent stated there are other co-location arrangements (n=9).

Sixty-six percent of the local respondents that work with FBOs/CBOs stated these organizations are co-located at their One-Stop Career Center (n=80), 53 percent are co-located at satellites (n=65), 51 percent are co-located at both One-Stop Career Centers and satellites (n=63), and 54 percent of the local WIBs stated that they have other co-location arrangements (n=66). Of the local WIBs located in metropolitan counties, 65 percent have FBOs/CBOs located at One-Stop Career Centers (n=61), 54 percent at satellites (n=51), 53 percent co-located at both One-Stop Career Centers and satellites (n=50), and 52 percent state there are other co-location arrangements (n=49). Of the local WIBs located in non-metropolitan counties, 66 percent are co-located at the One-Stop Career Center (n=19), 48 percent at satellites (n=14), 45 percent are co-located at both One-Stop Career Centers and satellites (n=13), and 59 percent state there are other co-location arrangements (n=17). One hundred percent of the respondents that have FBOs/CBOs co-located at the One-Stop Career Centers also have them co-located at satellites (See Figure 6). Faith- and community-based organizations may serve as satellites in some communities and partners and/or providers may be co-located with these organizations.

Some respondents and informants explained that many of the FBOs/CBOs, while not co-located at a the One-Stop Career Center or satellite, do provide services on site:

They are not co-located as agencies at our One-Stops; however, some of their services are provided at the One-Stop as part of their contract, e.g., English as a Second Language classes offered at the One-Stop are all provided by agencies listed above [referencing the FBOs/CBOs they work with].

Bender, in her research on the implementation of the WIA in rural areas, found many rural areas did not have the resources required to be financially contributing partners of the One-Stop Career Center and maintain their existing location(s) in the community: “Despite the apparent benefits of co-location, there may be other more effective ways of delivering services in rural areas and still preserving the tenets of the System ... Due to low population density there may only be few people who need a service. If they are scattered across the county, it may only be possible to co-locate five or six of them in a central location” (Bender, 2001, p. 441). The central location for these individuals may or may not be the One-Stop Career Center.

Co-location implies a permanent presence in a physical location at least for the duration of the MOU; however, the limits of physical space and funding to develop the capacity necessary to house everyone the WIB may want and/or need to have co-located may not always be possible. Some organizations have established networks within their community and serve specific populations and therefore may have no desire or need to extend beyond the boundaries of their community on a permanent basis. The value of co-location of FBO/CBO with One-Stop Career Centers and satellites is unknown from the perspective of the WIB and these organizations. One of the greatest values respondents place on working with FBOs/CBOs is their grassroots presence. To remove them from their local environments may be to the detriment of the One-Stop Career System. It may be more effective for these organizations to become a part of the System through the satellites existing throughout the community or remain in their location and become networked with the One-Stop Career System.

### **Effectiveness of Faith- and Community-Based Organizations at Meeting the Workforce Investment Act Performance Standards**

The WIA requires each WIB to be accountable for meeting performance standards. It is unlikely a WIB would choose to work or continue to work with an organization that was ineffective in helping them achieve these performance standards, however, little has been done to document the effectiveness of FBOs/CBOs within the context of the WIA. Forty-seven percent of the respondents working with FBOs/CBOs did not answer this question. While many did not provide reasons for omitting their response, some shared they would prefer not to rate these organizations:

Although I would rather not rate the effectiveness on a numeric scale, I will say that when the Workforce Centers and the faith- and community-based organizations truly support and rely on one another through a referral process and information sharing, targeted clients have more chance of success - this makes the performance measures more easily attained in the client's case. We have begun stressing the importance and built-in benefit of collaborating with the organizations as a means to support their efforts and provide the most benefit to our clients who may have needs outside the range of services that the Workforce Centers offer.

Others stated FBOs/CBOs were not required to meet the performance standards either because they are working with them informally and no WIA funding is provided to them, or because they are reimbursed for expenditures, not performance, therefore it would not be possible to rate their effectiveness. Some respondents stated they did not have a way to analyze the performance standards of individual organizations. Some stated they had not worked with them long enough or closely enough to rate their effectiveness: "One organization has just recently become a provider of WIA services, so we have no performance information to date."

Some respondents and informants stated the performance measures of the Act are not the only measure of success. One respondent comments:

Some are highly effective, particularly working with youth, while others do not contribute positively to the areas of performance. This does not mean they are not good organizations, they simply have values and goals at times that differ from the grant.

Respondents were asked on a scale of one to ten, with one being low and ten being high, how effective FBOs/CBOs are at meeting the performance standards of the WIA. The ten point Likert scale used was patterned after the scale and the calculation for the American Customer Satisfaction Index used by the USDOL to gauge customer satisfaction from customers of the One-Stop Career System. The survey did not require respondents to submit performance outcomes and compare these outcomes to those from other organizations nor to those achieved collectively by the WIB.

There was a 53 percent response rate from local WIBs (n=85). Nineteen percent of the state WIBs responded (n=3) and 57 percent of the local WIBs responded (n=82). Fifty-eight percent of the metropolitan counties responded (n=63) and 56 percent of the non-metropolitan counties responded (n=19). The weighted average of all respondents was 6.83. State WIBs rated the effectiveness of FBOs/CBOs as 8.67 (n=3). Local WIBs rated the effectiveness of FBOs/CBOs as a 6.76 (n=82). Respondents from metropolitan counties rated their effectiveness as 6.63 (n=63) whereas respondents from non-metropolitan counties rated their effectiveness as 7.16 (n=19). It appears the respondents that did share their perceptions find FBOs/CBOs to be more effective than not and a contributing factor to their success. The comments provided by respondents on the value they place on FBOs/CBOs helps qualify the effectiveness of these organizations. One state WIB respondent shared: “[name of state] met and exceeded all performance measures in Program Year 2001. This would not have been possible if these service providers were not effective at what they do in the Workforce Development System.”

### **The Value Workforce Investment Boards Place on Working With Faith- and Community-Based Initiatives**

One-Stop Career Systems are driven by performance standards. To that end, they are primarily interested in brokering services that are in the best interest of their customers. These services must be of the level and quality necessary for WIBs to achieve their performance standards. It is apparent respondents and informants place value on the relationships they have with FBOs/CBOs. Ninety-five percent of the respondents that work with FBOs/CBOs answered this question (n=151). One hundred percent of the state WIBs responded (n=16) and 94 percent of the local WIBs responded (n=135). Ninety-five percent of the local WIBs from metropolitan counties responded (n= 104) and 91 percent of the local WIBs from non-metropolitan areas responded (n=31).

It is not surprising the contribution most valued by respondents is the expanded services provided by FBOs/CBOs, however, it appears it is their modus operandi that makes these services of value to the WIBs. The value described by respondents and informants focuses less on the specific types of service provided and more on who these organizations are as people and

their mission and commitment that provides the context in which they deliver services. A respondent explains the various dimensions of the value FBOs/CBOs bring to the WIB:

These organizations often bring resources (both financial and human) to the workforce system that would otherwise not be available to individuals. The individual involvement with volunteers associated with faith or community based organizations as mentors, tutors, etc., is a significant benefit. While it is more of a quality measure than a quantity or performance measure, it is often reflected in retention and follow-up. These are areas where faith and community based organizations often excel because of their commitment to maintain a long-term relationship with individuals receiving their services.

Their modus operandi includes: (a) who they are, their beliefs, mission, commitment and overall culture of their organizations; (b) location in which the organization exists and provides services; (c) the type and quality of services provided; (d) the delivery strategies used to provide services; and (e) the population they serve. The majority of respondents have found these to be positive attributes FBOs/CBOs contribute to the relationship.

These organizations operate from their mission to be of service to others, and to their community: “[They have] Both an excellent connection to targeted groups and a sincere desire to help serve the community.” Respondents’ descriptions of staff from FBOs/CBOs as being compassionate, committed, and sincere describe some of the less tangible characteristics that appear to make these organizations effective. As respondents describe: “. . . Staff are often passionate about the organization’s goals” and “The faith- and community-based organizations are of great value especially in the TANF program because they have developed a reputation of doing whatever needs to be done to make the customer successful.” These characteristics may contribute to customers having a more positive perception of staff of FBOs/CBOs than of government employees: “We believe that faith-based and community-based organizations are good resource to access. They do not represent government and sometimes that allows individuals to feel less threatened . . . Neither type of organization is ‘caught up’ in a bureaucracy and can be more compassionate toward people being served.”

Services provided by FBOs/CBOs are primarily delivered where they exist, in their local communities: “They have a strong connection with the neighborhoods they serve.” Many respondents referred to this as a “grassroots” or “community” approach. This connection to the community appears to place staff and services directly with the people who most need them. Physical location, combined with caring, committed, and sincere staff make FBOs/CBOs accessible, knowledgeable of the needs of the community, and a safe place for customers: “They have a closer connection with the community, and residents see the church as a ‘safe’ haven.” It appears they have demonstrated the ability to serve many of the customers of the WIA that live in the same community: “Faith-based and community-based organizations often have strong ties to their neighborhoods and employers in the neighborhoods. In some cases they focus on a particular population and have ‘expertise’ with [the] population.” Location and the relationships established within the community also make outreach and recruitment for services easier.

Faith-based and CBOs provide services of value to the WIB and also serve as a conduit for referrals. These organizations recruit individuals from their communities to access services of the One-Stop Career Center and the Center makes referrals to FBOs/CBOs for services they do not provide or for services contracted to these organizations. In addition, at least 63 percent of the respondents working with FBOs/CBOs state these organizations provide services on-site at the One-Stop Career Centers and/or satellites (n=86). While respondents listed all of the services provided by these organizations (See Table 11), the ones they reference specifically as bringing value to the WIB include: (a) after school programs; (b) career advancement; (c) career planning; (d) child care; (e) clothing; (f) counseling; (g) drug and alcohol services; (h) education; (i) follow-up; (j) housing; (k) job placement; (l) job search; (m) literacy instruction; (n) mentoring; and (o) services provided to families.

There are several other elements regarding the quality services provided by FBOs/CBOs that appear important to their relationship with the WIBs. First, they have an established history and experience working with at least a significant portion of the same population: “The advantage of working with established faith and community based agencies is their history of quality service.” It appears respondents find value in their ability to work with customers: “... Their experience in human investment is unmatched ... ” They have the operational framework in place to respond immediately to the WIBs’ needs: “In many cases these organizations already have mechanisms in place that could allow you to expand services, lower costs, and/or allow both groups to leverage resources available within a community.” Second, they are cost effective in some counties: “Quite often [FBOs/CBOs] can provide quality services cheaper than government operated programs, however it is largely because they pay very low wages in comparison.” Third, by working with these organizations, the entire resources of the community can be leveraged on behalf of the customer: “In addition, these community-based organizations, many times, tend to bring match (both in-kind and cash) to the table as well as other wrap-around services that can be incorporated into their program.” Fourth, by leveraging resources, comprehensive and holistic services can be provided to customers and their families:

The value of connecting with FB [FBOs] entities is in the flexibility of the organization to serve numerous customers with workforce development needs, as well as the needs of the entire family. This holistic approach to service is a strong asset for faith-based activities and our One-Stop Operators.

Fifth, they can assist WIBs with meeting their performance standards: “They are very familiar with resources and the community and they provide excellent case management. Usually meet or exceed performance standards.” Finally, some of these organizations may do more than help WIBs achieve their performance standards by providing additional services and continuing relationships with job seekers after services funded from the WIA have ended:

Many times, the CBOs and FBOs bring a more compassionate (as opposed to governmental) flavor to the mix. Although all of our contracts with community and faith-based organizations have performance outcomes as part of the contractual agreement, these smaller organizations tend to focus more on performance as it relates to the success of the participant as opposed to simply meeting state or federally mandated performance targets.

Another respondent adds: “They will allow services to be coordinated and delivered locally. Non-profits are usually more flexible than state agencies. They also bring unique, value-added resources that complement service delivery.” These elements are summarized by another respondent: “... These organizations have the ability to offer a broad range of services to a very diverse population at a high quality and reasonable cost.” The other benefits they bring to the WIB are the strategies they utilize to deliver services.

The delivery strategies utilized by FBOs/CBOs are partly inherent upon their location. One of the largest advantages of being a FBO/CBO is that they are located where services need to be delivered. Services are often available outside of the schedule of the One-Stop Career Centers and satellites with staff available during the evenings and weekends and beyond the time period funded through the WIA or other funding sources: “... FBOs/CBOs can provide services/assistance outside of the Mon-Fri, 8-5 window, which is often when people need them the most.” This flexibility appears to make them particularly effective in responding to crises: “The faith-based community's greatest asset is that it is very adept at providing needed crisis services. They have the ability to provide customized, flexible, immediate service, something no government agency is able to do.” Relationships with FBOs/CBOs appear to aid the community.

Faith-based and community-based organizations provide great value in the delivery of services in our community. In many instances, faith- and community-based organizations are the most appropriate agency to provide services to end users, those most in need. Generally, [faith- and community-based organizations] are located in our communities, are accessible, are familiar to the populous and can easily connect to individuals in need of services. The success of FBOs/CBOs in delivering services is directly tied to the economic and community development in our region.

Being in close proximity to customers allows these organizations to have a better understanding of the needs of the customers and the environments in which they live and work. One respondent states their location provides “Natural access to clients, expertise in service provision, and service to niche groups.” Some respondents believe they have “... extreme hands-on experiences with the targeted customers” that make them successful. This experience also allows them to customize services for each customer: “A lot - many agencies are maxed out and they provide much needed one-on-one customer services.”

Partnering with these organizations also allows the WIB to expand its capacity and to enrich the comprehensiveness of services offered to customers.

[Name of agency] partners with organizations and agencies, including those that are faith-based and community-based, to collaborate to create a seamless system of service delivery that will enhance access to programs and services and improve the long-term employment outcomes for individuals.

The value, then, of the services provided by FBOs/CBOs includes not only the provision of services, but access to the population they serve: “We believe that working with such organizations has great value because of their community contacts and their commitment to

working within the community and with the citizens who are ultimately the recipients of many of our services.” They serve a population that may not access the One-Stop Career Center or respond to recruitment efforts from those they do not trust: “They often have the trust of the customers who may not have had good experiences in public or private for-profit school.”

Respondents identified the variety of populations served by FBOs/CBOs. When describing the value FBOs/CBOs bring to the WIB, they referenced the following populations: (a) at-risk youth; (b) hard to reach; (c) hard to serve; (d) homeless; (e) individuals from different ethnic backgrounds; and (f) recipients of TANF. These populations appear to have one characteristic in common: “CBOs and FBOs often have technical expertise/experience working with disadvantaged populations.”

While these organizations provide access to some of the same populations served by the WIA, they may make connections with individuals that would not access the One-Stop Career Center and they can leverage the expertise necessary to assist them: “... they usually have particular segments of the community that they focus on serving and through [the] consortium they are sharing information so they can direct customers to organizations with experience in addressing the particular need of the customer.”

The elements of their modus operandi contributes to the value the WIBs place on relationships with FBO/CBOs. These relationships result in diverse and additional services being offered to a population sometimes unserved and/or unreachable by the WIB. In some cases, WIBs benefit from leveraging their combined resources.

Working with faith-based and community-based organizations enables the Local Workforce Investment Area to leverage resources available through non-profits. They also have access to residents in the community. Establishing strong partnerships enables both systems to more effectively serve the needs of our community.

The benefits of the relationship are evidenced in the performance standards achieved by the WIBs and in the lives of the customers receiving services, sometimes receiving additional services beyond the scope of the WIA.

There is value in working with faith- and community-based initiatives. Primarily, the value lies in maximizing the effectiveness of resources employed to meet the needs of those on the local service area, minimizing duplication of efforts, providing a quicker response mechanism for sharing information and resources, and providing services to eligible individuals that otherwise might not be reached.

## **Implications**

The WIBs currently working with FBOs/CBOs place value on the type and quality of services they provide, the delivery strategies they employ, the population they have access to, and the overall relationships they have with them. These relationships allow them to collectively

marshal and combine resources to create the type of comprehensive, integrated, and accountable System identified through the WIA and the community envisioned through the CCI. It appears many WIBs are applying the principles of the CCI to the WIA and that customers and local communities benefit from their efforts.

This research provides a national perspective from approximately 37 percent of all state and local WIBs (n=238). Approximately 67 percent of the respondents are working with FBO/CBOs (n=159). While much has been learned from their response, there is much more that can be gleaned from this research. First, additional analysis will provide a deeper understanding of the relationships that exist between WIBs having MOUs with FBO/CBOs. Second, some of the limitations of the study will be addressed. More time will be leveraged in an effort to glean responses from states that did not participate and from states whose responses were limited to either the state WIB or local WIB. Interviews will be conducted with respondents in an effort to better understand the effectiveness of the FBOs/CBOs in meeting performance standards. Respondents will be provided with a matrix of the FBOs/CBOs they work with and asked to identify additional elements of the relationship they have with them. Third, responses from the 33 percent of the respondents that do not work with FBOs/CBOs will be analyzed. Fourth, additional information will be secured from states that received funding from the USDOL in an effort to link FBOs/CBOs to the One-Stop Career System. Fifth, local state profiles could be developed for those states for which there was a high response rate. Finally, a paper will be issued focusing on the relationship between FBOs/CBOs and the WIB in non-metropolitan counties.

Researchers will be able to use the information from this study to frame other national and local efforts. First, researchers will want to study the growing number of WIBs that establish relationships with FBOs/CBOs and the characteristics of those relationships. Second, it may be beneficial to understand why some WIBs do not have relationships with FBOs/CBOs: Why are some afraid of the “f” word and what have WIBs done to overcome this fear? Third, documentation on the outcomes achieved by FBOs/CBOs is needed in order to more fully understand their role. Fourth, the outcomes achieved by these organizations with respect to the WIA performance standards need to be correlated with the amount of funding provided by the WIBs and other funders in order to understand their effectiveness and efficiency. Fifth, the informal role of the FBOs/CBOs needs to be explored. It appears many of these organizations are providing services without MOUs or contracts. Does this imply they are not being reimbursed for these services and if so, what is the monetary value of these services to the System and what is their source of funding? Sixth, is there value in FBO/CBOs, given their grassroots approach, being co-located with others in the One-Stop Career Center and/or satellites and what are the characteristics of the other types of co-location arrangements identified by respondents? Seventh, what role, if any, do members of the WIB, given the majority are from the business community, play in recruiting and/or sustaining relationships with FBOs/CBOs? Finally, researchers may want to gain a more comprehensive understanding of these relationships through the perceptions of FBOs/CBOs and job seeker and employer customers.

Faith and CBOs have a long-standing tradition of providing many of the services authorized through the WIA and needed by customers of the System. They provide these services to a population unserved or underserved by the current System and in ways sometimes

outside the service delivery structure and funding provided through the Act. Many have partnered with their WIBs for many years, contributing their experiences and resources to the System. They can be “powerful allies” in the WIBs’ efforts to meet performance standards and the needs of job seeker and employer customers.

Most of the Workforce Investment Boards that are on the cutting edge realize that strategically we have to redefine our role ... from providers of programs for certain groups of people to builders of systems that keep industries competitive and our customers jobs that pay a family-sustaining wage. To do that, we need to network with every resource in the community that will support that mission. CBOs and FBOs are powerful allies that do things that our public system can't ... that's why our system embraces them.

**Section III**  
**Tables**

Table 1

*Workforce Investment Act Performance Measures*

Indicator	Population			
	Adult	Dislocated	Youth Ages 19-22	Youth Ages 14-18
Entry into unsubsidized employment	X	X	X	
Retention in unsubsidized employment after entry into employment	X	X	X	
Earnings received in unsubsidized employment six months after entry into employment	X	X	X	
Attainment of educational credential, occupational skills credential for adults entering employment after training	X	X		
Attainment of educational credential, occupation skills credential for youth ages 19 to 22 entering post-secondary education, advanced training, or employment after training			X	
Attainment of basic skills and, as appropriate, work readiness or occupational skills				X
Attainment of secondary school diplomas and their recognized equivalents				X
Placement and retention in post-secondary education or advanced training, or placement and retention in military service, employment, or qualified apprenticeships				X
Participant satisfaction	X	X	X	X
Employer satisfaction		All Employees		

(Workforce Investment Act of 1998, and Bender, 2002a)

Table 2

*The Underlying Tenets of the Workforce Investment Act*

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Tenets
Network of services
Integration of services and governance
Performance-driven
Customer choice
Customer satisfaction
Universal access to core services
Increased accountability
Strong roles for business
Improve youth programs
Local Workforce Investment Boards led by local businesses;
Flexibility on state and local levels;
Common goals, objectives, and outcomes; definitions; intake and assessment; referral procedures; and accountability;
Coordinated case management
Continuous improvement
Full utilization of technology

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(Workforce Investment Act of 1998)

Table 3

*Three Categories of Services Authorized Under the Workforce Investment Act*

Services*		
Core	Intensive	Training
Determination of the types of assistance for which a person qualifies	Assessment of skill levels	Evaluation to determine if additional assistance is needed and level of skills and qualifications necessary to benefit from training
An initial assessment of a person's needs	Development of an individual employment plan	
Assistance in job search	Group counseling	Training services must be linked directly to occupations that are in demand in local areas or relocation areas
Career counseling	Individual counseling and career planning	
Information about the current labor market	Case management	Welfare recipients and other low-income individuals may receive priority in training funds are limited
Information on training and other providers	Short-term pre-vocational services	
Information on activities at the One-Stop Career Center		Information about training providers and their performance and graduate placement is provided
Information on filing Unemployment Insurance claims		
Assistance establishing eligibility for Welfare-to-Work and financial assistance		
Follow-up services		

\*Eligible job seekers receive the level of services necessary to secure employment.

(USDOL, 2002, June 14).

Table 4

*All Respondents, Listed in Alphabetical Order*

Agency	City	State
Adams County One-Stop Career Center	Commerce City	CO
Alachua/Bradford Jobs & Education Partnership, BCN Associates, Inc.	Gainesville	FL
Anaheim Workforce Investment Board	Anaheim	CA
Anchorage Metanuska Susitna Borough Local Workforce Investment Board	Anchorage	AK
Arizona Department of Commerce	Phoenix	AZ
Arizona Department of Commerce, Workforce Development	Phoenix	AZ
Arkansas Workforce Investment Board	Little Rock	AR
Atlantic and Cape May Counties Workforce Investment Board	Atlantic	NJ
Bennington County Workforce Investment Board	North Bennington	VT
Bergen County Workforce Investment Board	Paramus	NJ
Berkshire County Regional Employment Board, Inc.	Pittsfield	MA
Berrien-Cass-Van Buren Office of Michigan Works	Benton Harbor	MI
Broward Workforce Development Board, Workforce One	Lauderhill	FL
Bureau of Targeted Services, Office for Workforce Development	Columbus	OH
Burlington County Workforce Investment Board	Mt. Holly	NJ
Calhoun Workforce Development Board	Marshall	MI
Camden County Workforce Investment Board	Cherry Hill	NJ
Cameron Works - Cameron County Workforce Development Board	Brownsville	TX
Capital Area Michigan Works!	Lansing	MI
Capital Region Workforce Development Board	Hartford	CT
Career Development Office	Wichita	KS
Carons/Lomita/Torrance Workforce Investment, WiN Worksource Center	Carson	CA
CDO Workforce - Chenango/Delaware/Otsego Counties Workforce Investment Board	Norwich	NY
CDO Workforce - Chenango/Delaware/Otsego Counties Workforce Investment Board	Norwich	NY
Center of Workforce Innovations	Valparaiso	IN
Central Area Michigan Works!	Greenville	MI
Central Career Center, Fulton County Workforce Preparation & Employment System	Atlanta	GA
Central Florida Jobs & Education Partnership	Winter Park	FL
Central Iowa Employment and Training Center	Des Moines	IA
Central Oklahoma Workforce Investment Board	Oklahoma City	OK
Central Texas Workforce	Belton	TX
Central Western Maine Workforce Investment Board	Lewiston	ME

Agency	City	State
Centralina Workforce Development Board	Charlotte	NC
Chautauqua Works	Jamestown	NY
Chemung/Schuyler/Steuben Workforce New York	Corning	NY
Chipola Regional Workforce Board	Chipley	FL
Circle Seven Workforce Investment Board	Greenfield	IN
City of Los Angeles Community Development Department, Planning/Contracts Unit	Los Angeles	CA
CobbWorks Workforce Development System	Marietta	GA
Cook County President's Office of Employment and Training, Local Workforce Investment Area #7	Chicago	IL
County of Essex Department of Economic Development	East Orange	NJ
Crater Region Workforce Investment Board (15)	Petersburg	VA
Cumberland County Service Delivery Area	Fayetteville	NC
DC Workforce Investment Council	Washington	DC
Deep East Texas Local Workforce Investment Board, Inc.	Lufkin	TX
Department of Community Development and Housing	Glendale	CA
Detroit Workforce Development Board	Detroit	MI
Douglas Workforce Investment Board Region 6	Roseburg	OR
Dutchess County Workforce Investment Board	Poughkeepsie	NY
Eastern Area Workforce Development Board, Eastern Plains Council of Governments	Clovis	NM
Eastern Maine Development Corporation, Tri-County Workforce Investment Board	Bangor	ME
Eastern Upper Peninsula Michigan Works!	Sault Ste. Marie	MI
Eastern Washington Partnership Workforce Development Council	Colville	WA
First Planning District Consortium	Chalmette	LA
Frederick County Job Training Agency, Frederick County's Workforce Development Resource	Frederick	MD
Fresno County Workforce Investment Board	Fresno	CA
Gaston County Workforce Investment Act	Gastonia	NC
Georgia Mountains Workforce Investment Area 2 Region 2	Gainesville	GA
Gloucester County Workforce Investment Board	Woodbury	NJ
Golden Crescent Workforce Development Board	Victoria	TX
Greater Nebraska Workforce Investment Board	Lincoln	NE
Greater New Bedford Workforce Investment Board	New Bedford	MA
Greater Peninsula Workforce Development Consortium	Hampton	VA
Greenlee Workforce Investment Board - Greenlee Career Center	Clifton	AZ
Grundy, Livingston, Kankakee Workforce Investment Board	Kankakee	IL
Gulf Coast Business Services Corp.	Gulfport	MS
Gulf Coast Workforce Development Board	Panama City	FL
Heartland Workforce Investment Board	Avon Park	FL
Henry County Department of Job and Family Services	Napoleon	OH
Howard County Employment & Training	Columbia	MD

Agency	City	State
Idaho Governor's Workforce Development Council	Boise	ID
Illinois Valley Community College	Oglesby	IL
Iowa Western Workforce Development Region 13	Council Bluffs	IA
Iowa Workforce Development	Des Moines	IA
Iowa Workforce Development (Region 10)	Cedar Rapids	IA
Iowa Workforce Development Region 14	Creston	IA
Jefferson Parish Workforce Investment Board	Jefferson	LA
Jefferson-Lewis Workforce Investment Board	Watertown	NY
Job Training Center, Inc.	Fort Pierce	FL
Kalamazoo-St. Joseph Michigan Works!	Kalamazoo	MI
Kings County Job Training Office	Hanford	CA
Lake County Department of Job & Family Services	Painesville	OH
Lake County Workforce Development Board	Waukegan	IL
Lancaster County Workforce Investment Board	Lancaster	PA
Land of Lincoln Workforce Investment Board	Springfield	IL
Lowcountry Workforce Investment Area	Yemassee	SC
Lower Savannah Council Of Governments	Aiken	SC
Lumber River Job Training Consortium	Lumberton	NC
LWIA-1, Alliance for Business and Training	Elizabethon	TN
Macomb/St Clair Workforce Development Board, Inc.	Clinton Township	MI
Madison County Employment and Training Department	Edwardsville	IL
Maine Department of Labor	Augusta	ME
Man-Tra-Con Corporation	Marion	IL
Maricopa County Human Services Department	Phoenix	AZ
Maryland Governor's Workforce Investment Board	Baltimore	MD
Maryland Institute for Employment and Training Professionals	Columbia	MD
Massachusetts State Workforce Investment Board, MassJobs Council	Boston	MA
Mayor's Office of Employment Development	Baltimore	MD
Mendocino County Workforce Investment Board	Ukiah	CA
Merced County Department of Workforce Investment	Merced	CA
Merimack Valley Workforce Investment Board	Lawrence	MA
Michigan Works! Association	Lansing	MI
Michigan Works! Region 7B Consortium	Harrison	MI
Mid-Carolina Council of Governments	Fayetteville	NC
Middle Georgia Consortium, Inc.	Warner Robins	GA
Missouri Career Center	Paris	MO
Missouri Department of Economic Development	Jefferson City	MO
Monmouth County Workforce Investment Board	Red Bank	NJ
Monroe County Workforce Investment Board	Rochester	NY
Montana Job Training Partnership	Helena	MT
Morris/Sussex/Warren Workforce Investment Board	Morristown	NJ
Mountain Area Job Training Services	Asheville	NC

Agency	City	State
Navajo Department of Workforce Development, The Navajo Nation	Window Rock	AZ
Nebraska Workforce Development	Lincoln	NE
New York State Workforce Investment Board	Albany	NY
New York State Workforce Investment Board, Department of Labor	Canadaigua	NY
Niagara County Employment & Training	Niagara Falls	NY
North Central Massachusetts Workforce Investment Board	Leominster	MA
North Central Pennsylvania Regional Planning and Development Commission	Ridgeway	PA
North Central Workforce Development Council (fka Pentad)	Wenatchee	WA
North Dakota Workforce Development Division	Bismarck	ND
North Texas Workforce Development Board, Inc.	Wichita Falls	TX
Northeast Workforce Investment Board	Claremore	OK
Northern Area Local Workforce Development Board	Santa Fe	NM
Northern Indiana Workforce Investment Board	South Bend	IN
Northeast Indiana Workforce Investment Board	Fort Wayne	IN
Northwest Georgia Workforce Investment Area Region	Rome	GA
Northwest Piedmont Workforce Development Board	Winston-Salem	NC
NW Iowa Planning (Regions 3&4)	Spencer	IA
Ocean City Workforce Investment Board	Toms River	NJ
Office of Housing and Community Development	Hilo	HI
Ohio Option Area 7/27, Darke County Department of Job & Family Services	Greenville	OH
Oklahoma Employment Security Commission, Employment & Training Division	Oklahoma City	OK
Orange County Employment & Training Administration	Goshen	NY
Oswego County Employment and Training	Mexico	NY
Ouachita Parish Workforce Investment Board	Monroe	LA
Pasco Hernando Jobs and Education Partnership Regional Board, Inc.	Brooksville	FL
Pee Dee Region Workforce Area	Asheboro	NC
Pee Dee Workforce Investment Board	Florence	SC
Pennsylvania Partners, Pennsylvania's Workforce Development Association	Camp Hill	PA
Permian Basin Workforce Development Board	Midland	TX
Pike's Peak Workforce Center	Colorado Springs	CO
Pima County Workforce Investment Board	Tucson	AZ
Polk County Workforce Development Board	Barstow	FL
PolkWorks	Barstow	FL
Region 9 Workforce Investment Board, Columbia Gorge Community College	The Dalles	OR
Regional Employment Board of Hampden County, Inc.	Springfield	MA
Regional Partnership Local Area	Asheboro	NC

Agency	City	State
Rensselaer County Department of Employment & Training	Troy	NY
Rhode Island Tri County Consortium		RI
Richmond/Burke Job Training Authority, WIA/Career Workforce Community Link	Augusta	GA
RochesterWorks! Rochester Resource Alliance, Inc.	Rochester	NY
Rockland County Workforce Investment Board	Spring Valley	NY
Sacramento Works, Inc.	Sacramento	CA
San Benito County Community Service & Workforce Development	Hollister	CA
San Joaquin County WorkNet	Stockton	CA
San Luis Obispo County Workforce Investment Board	San Luis Obispo	CA
San Mateo County Workforce Investment Board	Belmont	CA
Saratoga County Employment & Training	Ballston Spa	NY
SE/CT Workforce Investment Board	Norwich	CT
Sonoma County Workforce Investment Board	Santa Rosa	CA
South Bay Workforce Investment Board	Hawthorne	CA
South Carolina Workforce Development Board	Columbia	SC
South Central Idaho Works! Area 4	Twin Falls	ID
South Central Indiana Workforce Investment Board	Vincennes	IN
South Central Michigan Works	Hillsdale	MI
South Central Oklahoma Workforce Investment Board	Duncan	OK
South Central Workforce Council	Mankato	MN
South Florida Workforce Board - Region 23, Miami-Dade/Monroe Counties	Miami	FL
South Texas Workforce Development Board	Laredo	TX
Southeast Georgia Workforce Investment Board	Waycross	GA
Southeast Michigan Community Alliance, SEMCA Michigan Works!	Taylor	MI
Southeast Texas Workforce Development Board	Nederland	TX
Southern Allegheny Planning & Development Commission	Altoona	PA
Southern Essex Workforce Investment Board	Salem	MA
Southern Maryland Workforce Investment Board	Waldorf	MD
Southern Nevada Workforce Investment Board	Las Vegas	NV
Southern Seven Workforce Investment Board, Inc.	New Albany	IN
Southwest Florida Workforce Development Board, Inc. - Region 24	Bonita Springs	FL
Southwest Georgia Workforce Investment Board	Camilla	GA
Southwest Human Resource Agency, LWIA #11	Henderson	TN
Southwestern NC Service Delivery Area, SW Planning Commission	Bryson City	NC
St. Lawrence County Office of Economic Development	Canton	NY
Stanislaus County Department of Employment and Training	Modesto	CA
State of Vermont Vocational Rehabilitation	Springfield	VT
Suffolk County Department of Labor, Suffolk County One-Stop	Hauppauge	NY

Agency	City	State
Suncoast Workforce Board, Inc.	Sarasota	FL
Tarrant County Work Advantage	Fort Worth	TX
Team Pennsylvania Workforce Investment Board	Harrisburg	PA
Tecumseh Area Partnership	Lafayette	IN
Tennessee Workforce Investment, Tennessee Department of Labor and Workforce Development	Nashville	TN
The Center for Capacity Development, A Project of the WorkPlace, Inc.	Bridgeport	CT
The Coordinating & Development Corporation	Shreveport	LA
The Work Connection	Klamath Falls	OR
Three Rivers Workforce Investment Board	Pittsburgh	PA
Tompkins County Workforce Investment Board	Ithaca	NY
Town of Hempstead Department of Occupational Resources	Hempstead	NY
Tribal Workforce Investment Board	Phoenix	AZ
Tri-County Workforce Center	Golden	CO
Tulare County Workforce Investment Boards, Inc.	Visalia	CA
Ulster County Workforce Investment Board	Kingston	NY
Union/Wallowa/Baker County Workforce Investment Board	LaGrande	OR
Utah Department of Workforce Services	Salt Lake City	UT
Ventura County Workforce Investment Board	Ventura	CA
Vermilion County Workforce Investment Board	Danville	IL
Vermont Human Resources Investment Council	Montpelier	VT
Virginia Workforce Council	Richmond	VA
West Central Arkansas Planning & Development District	Hot Springs	AR
West Central Michigan Works!		MI
West Central Workforce Development Board	Abilene	TX
West Kentucky Workforce Investment Board	Hopkinsville	KY
Western Arkansas Economic Development Area	Van Buren	AR
Western Maryland Consortium	Hagerstown	MD
Western Upper Peninsula Michigan Works!		MI
Western Upper Peninsula Workforce Investment Board	Ironwood	MI
Westmoreland/Fayette Workforce Investment Board	Youngwood	PA
White River Planning and Development	Batesville	AR
Wood County Employment Resource Center	Bowling Green	OH
Workforce Board of South Central Wisconsin	Madison	WI
Workforce Board of the Treasure Coast	Port St Lucie	FL
Workforce Boulder County	Boulder	CO
Workforce Connection of Central New Mexico	Albuquerque	NM
Workforce Development Board of Okaloosa and Walton Counties	Shalimar	FL
Workforce Development Board of St. Louis County	St Louis	MO
Workforce Development Board of the Treasure Coast	Port St Lucie	FL
Workforce Development Division, Alabama Department of Economic & Community Affairs	Montgomery	AL

Agency	City	State
Workforce Development One-Stop	Corning	NY
Workforce Florida, Inc.	Tallahassee	FL
Workforce Investment Board #61, Rapides Parish Office of Economic & Workforce Development	Alexandria	LA
Workforce Investment Board of Herkimer, Madison, Oneida Counties, Inc.	Utica	NY
Workforce Investment Board of Southeast Missouri	Cape Girardeau	MO
Workforce Investment Board of the Southwest Region	Joplin	MO
Workforce Tulsa	Tulsa	OK
Worknet Pinellas	Clearwater	FL
WorkSOURCE	Boise	ID
Worksource Greater Austin Area Workforce Board	Austin	TX
WorkSource of the South Plains	Lubbock	TX
Yonkers Employment Center	Yonkers	NY

Table 5

*All Respondents Listed by State Workforce Investment Boards and Local Workforce Investment Boards Located in Metropolitan and Non-Metropolitan Counties and by State*

State Workforce Investment Board Respondents		
Workforce Development Division, Alabama Department of Economic & Community Affairs	Montgomery	AL
Arkansas Workforce Investment Board	Little Rock	AR
Workforce Florida, Inc.	Tallahassee	FL
Iowa Workforce Development	Des Moines	IA
Idaho Governor's Workforce Development Council	Boise	ID
Massachusetts State Workforce Investment Board, MassJobs Council	Boston	MA
Maryland Governor's Workforce Investment Board	Baltimore	MD
Maine Department of Labor	Augusta	ME
Michigan Works! Association	Lansing	MI
Montana Job Training Partnership	Helena	MT
North Dakota Workforce Development Division	Bismarck	ND
Nebraska Workforce Development	Lincoln	NE
New York State Workforce Investment Board	Albany	NY
Bureau of Targeted Services, Office for Workforce Development	Columbus	OH
Oklahoma Employment Security Commission, Employment & Training Division	Oklahoma City	OK
Team Pennsylvania Workforce Investment Board	Harrisburg	PA
South Carolina Workforce Development Board	Columbia	SC
Utah Department of Workforce Services	Salt Lake City	UT
Virginia Workforce Council	Richmond	VA
Vermont Human Resources Investment Council	Montpelier	VT
Local Workforce Investment Board Respondents, Metropolitan Counties		
Western Arkansas Economic Development Area	Van Buren	AR
Arizona Department of Commerce	Phoenix	AZ
Arizona Department of Commerce, Workforce Development	Phoenix	AZ
Maricopa County Human Services Department	Phoenix	AZ
Pima County Workforce Investment Board	Tucson	AZ
Tribal Workforce Investment Board	Phoenix	AZ
Anaheim Workforce Investment Board	Anaheim	CA
Carons/Lomita/Torrance Workforce Investment, WiN Worksource Center	Carson	CA
City of Los Angeles Community Development Department, Planning/Contracts Unit	Los Angeles	CA
Department of Community Development and Housing	Glendale	CA

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 Local Workforce Investment Board Respondents, Metropolitan Counties
 

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Fresno County Workforce Investment Board	Fresno	CA
Merced County Department of Workforce Investment	Merced	CA
Sacramento Works, Inc.	Sacramento	CA
San Joaquin County WorkNet	Stockton	CA
San Mateo County Workforce Investment Board	Belmont	CA
Sonoma County Workforce Investment Board	Santa Rosa	CA
South Bay Workforce Investment Board	Hawthorne	CA
Stanislaus County Department of Employment and Training	Modesto	CA
Tulare County Workforce Investment Boards, Inc.	Visalia	CA
Adams County One-Stop Career Center	Commerce City	CO
Pike's Peak Workforce Center	Colorado Springs	CO
Tri-County Workforce Center	Golden	CO
Workforce Boulder County	Boulder	CO
Capital Region Workforce Development Board	Hartford	CT
SE/CT Workforce Investment Board	Norwich	CT
The Center for Capacity Development, A Project of the WorkPlace, Inc.	Bridgeport	CT
DC Workforce Investment Council	Washington	DC
Alachua/Bradford Jobs & Education Partnership, BCN Associates, Inc.	Gainesville	FL
Broward Workforce Development Board, Workforce One	Lauderhill	FL
Gulf Coast Workforce Development Board	Panama City	FL
Job Training Center, Inc.	Fort Pierce	FL
Pasco Hernando Jobs and Education Partnership Regional Board, Inc.	Brooksville	FL
South Florida Workforce Board - Region 23, Miami- Dade/Monroe Counties	Miami	FL
Suncoast Workforce Board, Inc.	Sarasota	FL
Workforce Board of the Treasure Coast	Port St Lucie	FL
Workforce Development Board of Okaloosa and Walton Counties	Shalimar	FL
Workforce Development Board of the Treasure Coast	Port St Lucie	FL
Worknet Pinellas	Clearwater	FL
Central Career Center, Fulton County Workforce Preparation & Employment System	Atlanta	GA
CobbWorks Workforce Development System	Marietta	GA
Middle Georgia Consortium, Inc.	Warner Robins	GA
Richmond/Burke Job Training Authority, WIA/Career Workforce Community Link	Augusta	GA
Central Iowa Employment and Training Center	Des Moines	IA
Iowa Western Workforce Development Region 13	Council Bluffs	IA
Iowa Workforce Development (Region 10)	Cedar Rapids	IA
WorkSOURCE	Boise	ID

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 Local Workforce Investment Board Respondents, Metropolitan Counties
 

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Cook County President's Office of Employment and Training, LWIA #7	Chicago	IL
Grundy, Livingston, Kankakee Workforce Investment Bd	Kankakee	IL
Lake County Workforce Development Board	Waukegan	IL
Land of Lincoln Workforce Investment Board	Springfield	IL
Madison County Employment and Training Department	Edwardsville	IL
Vermilion County Workforce Investment Board	Danville	IL
Center of Workforce Innovations	Valparaiso	IN
Circle Seven Workforce Investment Board	Greenfield	IN
Northern Indiana Workforce Investment Board	South Bend	IN
Northeast Indiana Workforce Investment Board	Fort Wayne	IN
Southern Seven Workforce Investment Board, Inc.	New Albany	IN
Tecumseh Area Partnership	Lafayette	IN
Career Development Office	Wichita	KS
West Kentucky Workforce Investment Board	Hopkinsville	KY
First Planning District Consortium	Chalmette	LA
Jefferson Parish Workforce Investment Board	Jefferson	LA
Ouachita Parish Workforce Investment Board	Monroe	LA
The Coordinating & Development Corporation	Shreveport	LA
Workforce Investment Board #61, Rapides Parish Office of Economic & Workforce Development	Alexandria	LA
Berkshire County Regional Employment Board, Inc.	Pittsfield	MA
Greater New Bedford Workforce Investment Board	New Bedford	MA
Merimack Valley Workforce Investment Board	Lawrence	MA
North Central Massachusetts Workforce Investment Board	Leominster	MA
Regional Employment Board of Hampden County, Inc.	Springfield	MA
Southern Essex Workforce Investment Board	Salem	MA
Frederick County JTA, Frederick County's Workforce Development Resource	Frederick	MD
Howard County Employment & Training	Columbia	MD
Maryland Institute for Employment and Training Professionals	Columbia	MD
Mayor's Office of Employment Development	Baltimore	MD
Southern Maryland Workforce Investment Board	Waldorf	MD
Western Maryland Consortium	Hagertown	MD
Central Western Maine WIB	Lewiston	ME
Eastern Maine Development Corporation, Tri-County Workforce Investment Board	Bangor	ME
Berrien-Cass-Van Buren Office of Michigan Works	Benton Harbor	MI
Calhoun Workforce Development Board	Marshall	MI
Capital Area Michigan Works!	Lansing	MI
Detroit Workforce Development Board	Detroit	MI
Kalamazoo-St. Joseph Michigan Works!	Kalamazoo	MI
Macomb/St Clair Workforce Development Board, Inc.	Clinton Township	MI

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 Local Workforce Investment Board Respondents, Metropolitan Counties
 

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Southeast Michigan Community Alliance, SEMCA Michigan Works!	Taylor	MI
Workforce Development Board of St. Louis County	St Louis	MO
Workforce Investment Board of the Southwest Region	Joplin	MO
Gulf Coast Business Services Corp.	Gulfport	MS
Centralina Workforce Development Board	Charlotte	NC
Cumberland County Service Delivery Area	Fayetteville	NC
Gaston County Workforce Investment Act	Gastonia	NC
Mid-Carolina Council of Governments	Fayetteville	NC
Mountain Area Job Training Services	Asheville	NC
Northwest Piedmont Workforce Development Board	Winston-Salem	NC
Greater Nebraska Workforce Investment Board	Lincoln	NE
Atlantic and Cape May Counties Workforce Investment Board	Atlantic	NJ
Bergen County Workforce Investment Board	Paramus	NJ
Burlington County Workforce Investment Board	Mt. Holly	NJ
Camden County Workforce Investment Board	Cherry Hill	NJ
County of Essex Department of Economic Development	East Orange	NJ
Gloucester County Workforce Investment Board	Woodbury	NJ
Monmouth County Workforce Investment Board	Red Bank	NJ
Morris/Sussex/Warren Workforce Investment Board	Morristown	NJ
Ocean City Workforce Investment Board	Toms River	NJ
Northern Area Local Workforce Development Board	Santa Fe	NM
Workforce Connection of Central New Mexico	Albuquerque	NM
Southern Nevada Workforce Investment Board	Las Vegas	NV
Chautauqua Works	Jamestown	NY
Dutchess County Workforce Investment Board	Poughkeepsie	NY
Monroe County WIB	Rochester	NY
New York State Workforce Investment Board, Department of Labor	Canandaigua	NY
Niagara County Employment & Training	Niagara Falls	NY
Orange County Employment & Training Administration	Goshen	NY
Oswego County Employment and Training	Mexico	NY
Rensselaer County Department of Employment & Training	Troy	NY
RochesterWorks! Rochester Resource Alliance, Inc.	Rochester	NY
Rockland County Workforce Investment Board	Spring Valley	NY
Suffolk County Department of Labor, Suffolk County One- Stop	Hauppauge	NY
Town of Hempstead Department of Occupational Resources	Hempstead	NY
Workforce Investment Board of Herkimer, Madison, Oneida Counties, Inc.	Utica	NY
Yonkers Employment Center	Yonkers	NY
Lake County Department of Job & Family Services	Painesville	OH
Wood County Employment Resource Center	Bowling Green	OH

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 Local Workforce Investment Board Respondents, Metropolitan Counties
 

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Central Oklahoma Workforce Investment Board	Oklahoma City	OK
Northeast Workforce Investment Board	Claremore	OK
Workforce Tulsa	Tulsa	OK
Region 9 Workforce Investment Board, Columbia Gorge Community College	The Dalles	OR
Lancaster County Workforce Investment Board	Lancaster	PA
North Central Pennsylvania Regional Planning and Development Commission	Ridgeway	PA
Pennsylvania Partners, Pennsylvania's Workforce Development Association	Camp Hill	PA
Southern Allegheny Planning & Development Commission	Altoona	PA
Three Rivers Workforce Investment Board	Pittsburgh	PA
Westmoreland/Fayette Workforce Investment Board	Youngwood	PA
Lower Savannah COG	Aiken	SC
Pee Dee Workforce Investment Board	Florence	SC
LWIA-1, Alliance for Business and Training	Elizabethton	TN
Southwest Human Resource Agency, LWIA #11	Henderson	TN
Tennessee Workforce Investment, Tennessee Department of Labor and Workforce Development	Nashville	TN
Cameron Works - Cameron County Workforce Development Board	Brownsville	TX
Central Texas Workforce	Belton	TX
Golden Crescent Workforce Development Board	Victoria	TX
North Texas Workforce Development Board, Inc.	Wichita Falls	TX
Permian Basin Workforce Development Board	Midland	TX
South Texas Workforce Development Board	Laredo	TX
Southeast Texas Workforce Development Board	Nederland	TX
Tarrant County Work Advantage	Fort Worth	TX
West Central Workforce Development Board	Abilene	TX
Worksource Greater Austin Area Workforce Board	Austin	TX
WorkSource of the South Plains	Lubbock	TX
Crater Region Workforce Investment Board (15)	Petersburg	VA
Greater Peninsula Workforce Development Consortium	Hampton	VA
Workforce Board of South Central Wisconsin	Madison	WI

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 Local Workforce Investment Board Respondents, Non-Metropolitan Counties
 

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Anchorage Metanuska Susitna Borough LWIB	Anchorage	AK
West Central Arkansas Planning & Development District	Hot Springs	AR
White River Planning and Development	Batesville	AR
Greenlee Workforce Investment Board - Greenlee Career Center	Clifton	AZ
Navajo Department of Workforce Development, The Navajo Nation	Window Rock	AZ

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 Local Workforce Investment Board Respondents, Non-Metropolitan Counties
 

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Kings County Job Training Office	Hanford	CA
Mendocino County Workforce Investment Board	Ukiah	CA
San Benito County Community Service & Workforce Development	Hollister	CA
San Luis Obispo County Workforce Investment Board	San Luis Obispo	CA
Ventura County Workforce Investment Board	Ventura	CA
Central Florida JEP	Winter Park	FL
Chipola Regional Workforce Board	Chipley	FL
Heartland Workforce Investment Board	Avon Park	FL
Polk County Workforce Development Board	Barstow	FL
PolkWorks	Barstow	FL
Southwest Florida Workforce Development Board, Inc. - Region 24	Bonita Springs	FL
Georgia Mountains Workforce Investment Area 2 Region 2	Gainesville	GA
Northwest Georgia Workforce Investment Area Region	Rome	GA
Southeast Georgia Workforce Investment Board	Waycross	GA
Southwest Georgia Workforce Investment Board	Camilla	GA
Office of Housing and Community Development	Hilo	HI
Iowa Workforce Development Region 14	Creston	IA
NW Iowa Planning (Regions 3&4)	Spencer	IA
South Central Idaho Works! Area 4	Twin Falls	ID
Illinois Valley Community College	Oglesby	IL
Man-Tra-Con Corporation	Marion	IL
South Central Indiana Workforce Investment Board	Vincennes	IN
Central Area Michigan Works!	Greenville	MI
Eastern Upper Peninsula Michigan Works!	Sault Ste. Marie	MI
Michigan Works! Region 7B Consortium	Harrison	MI
South Central Michigan Works	Hillsdale	MI
West Central Michigan Works!		MI
Western Upper Peninsula Michigan Works!		MI
Western Upper Peninsula Workforce Investment Board	Ironwood	MI
South Central Workforce Council	Mankato	MN
Missouri Career Center	Paris	MO
Missouri Department of Economic Development	Jefferson City	MO
Workforce Investment Board of Southeast Missouri	Cape Girardeau	MO
Lumber River Job Training Consortium	Lumberton	NC
Pee Dee Region Workforce Area	Asheboro	NC
Regional Partnership Local Area	Asheboro	NC
Southwestern NC Service Delivery Area, SW Planning Commission	Bryson City	NC
Eastern Area Workforce Development Board, Eastern Plains Council of Governments	Clovis	NM
CDO Workforce - Chenango/Delaware/Otsego Counties Workforce Investment Board	Norwich	NY

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 Local Workforce Investment Board Respondents, Non-Metropolitan Counties
 

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CDO Workforce - Chenango/Delaware/Otsego Counties Workforce Investment Board	Norwich	NY
Chemung/Schuyler/Steuben Workforce New York	Corning	NY
Jefferson-Lewis Workforce Investment Board	Watertown	NY
Saratoga County Employment & Training	Ballston Spa	NY
St. Lawrence County Office of Economic Development	Canton	NY
Tompkins County Workforce Investment Board	Ithaca	NY
Ulster County Workforce Investment Board	Kingston	NY
Workforce Development One-Stop	Corning	NY
Henry County Department of Job and Family Services	Napoleon	OH
Ohio Option Area 7/27, Darke County DJFS	Greenville	OH
South Central Oklahoma Workforce Investment Board	Duncan	OK
Douglas Workforce Investment Board Region 6	Roseburg	OR
The Work Connection	Klamath Falls	OR
Union/Wallowa/Baker County Workforce Investment Board	LaGrande	OR
Rhode Island Tri County Consortium		RI
Lowcountry Workforce Investment Area	Yemassee	SC
Deep East Texas Local Workforce Investment Board, Inc.	Lufkin	TX
Bennington County Workforce Investment Board	North Bennington	VT
State of Vermont Vocational Rehabilitation	Springfield	VT
Eastern Washington Partnership Workforce Development Council	Colville	WA
North Central Workforce Development Council (fka Pentad)	Wenatchee	WA

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Table 6

*Responses by State*

State	State Response	Local Response			
		Metro	Non-Metro	Number of Local Workforce Investment Boards	Percent Response form Local Workforce Investment Boards
Alabama	1	0	0	2	0
Alaska	0	0	1	2	50
American Samoa	0	0	0	0	0
Arizona*	0	5	2	19	37
Arkansas	1	1	2	10	30
California	0	13	5	52	35
Colorado*	0	4	0	10	40
Connecticut*	0	3	0	8	38
Delaware	0	0	0	0	0
District of Columbia*	0	1	0	1	100
Florida*	1	11	6	25	68
Georgia	0	4	4	20	40
Guam	0	0	0	0	0
Hawaii	0	0	1	4	25
Idaho	1	1	1	6	33
Illinois	0	6	2	27	30
Indiana*	0	6	1	15	47
Iowa	1	3	2	15	33
Kansas	0	1	0	7	14
Kentucky	0	1	0	10	10
Louisiana	0	5	0	17	29
Maine	1	2	0	4	50
Maryland	1	6	0	15	40
Massachusetts*	1	6	0	18	33
Michigan	1	7	7	26	54
Minnesota	0	0	1	17	6
Mississippi	0	1	0	6	16
Missouri	0	2	3	15	33
Montana	1	0	0	1	0
Nebraska	1	1	0	3	33
Nevada	0	1	0	2	50
New Hampshire	0	0	0	0	0
New Jersey	0	9	0	19	47
New Mexico	0	2	1	4	75
New York	1	14	9	33	70
North Carolina	0	6	4	24	42
North Dakota*	1	0	0	0	0
Ohio*	1	2	2	23	17
Oklahoma	1	3	1	13	31
Oregon	0	1	3	15	27

State	State Response	Local Response			
		Metro	Non-Metro	Number of Local Workforce Investment Boards	Percent Response from Local Workforce Investment Boards
Pennsylvania*	1	6	0	23	26
Puerto Rico	0	0	0	4	0
Rhode Island	0	0	1	1	100
South Carolina	1	2	1	12	25
South Dakota	0	0	0	0	0
Tennessee	0	3	0	8	38
Texas	0	11	1	28	43
Utah	1	0	0	5	0
Vermont	1	0	2	2	100
Virginia*	1	2	0	11	18
Washington	0	0	2	2	100
West Virginia	0	0	0	5	0
Wisconsin*	0	1	0	4	25
Wyoming	0	0	0	0	0
Total	20	153	65	593	
<b>Totals</b>					
Total State Response		20			
Total Local Response			218		
Total Local Metro Response		153			
Total Local Non- Metro Response		65			
Total Responses		238			

\*State WIBs funded through the United States Department of Labor to work with grassroots and community-based organizations, including faith-based organizations.

Table 7

*Elements of the Compassion Capital Fund*

Elements	Description
Funding	Funding is authorized by section 1110 of the Social Security Act governing Social Services Research and Demonstration activities and: the Departments of Labor, Department of Health and Human Services, Department of Education, and Related Agencies Appropriations Act, 2003, Public Law 108-7.
Purpose	The purpose of the CCF is to: help build capacity and knowledge among faith- and community-based organizations; increase efficiency and effectiveness of these organizations by expanding and diversifying their funding; assist in creating collaborations that act to serve those most in need; and encourage the replication of effective approaches and programs.
Eligibility	Intermediary organizations with demonstrated expertise in working with and providing technical assistance to faith- and community-based organizations in a variety of areas. These organizations will serve as a bridge between the Federal government and small faith- and community-based organizations.
Funded Activities	Activities include: conducting a needs assessment; strategic planning and project development; legal assistance; development and implementation of internal operating controls and procedures; grant writing and business plans; information and referrals; access to funding sources; training and information on applicable Federal and other funding requirements; financial management and accounting; development and use of outcome measurements and methods of evaluation; and linking to and networking with other organizations.

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(U.S. Health and Human Services, 2003)

Table 8

*Mandated and Additional Partners of the Workforce Investment Board*

Mandated Partners	Additional Partners
Programs authorized under the Act	Programs authorized under part A of Title IV of the Social Security Act
Programs authorized under Wagner-Peyser Act	Programs authorized under section 6(d) (4) of the Food Stamp Act of 1977
Adult education and literacy activities authorized under Title II	Work programs authorized under section 6(0) of the Food Stamp Act of 1977
Programs authorized under Title I of the Rehabilitation Act of 1973	Programs authorized under the National and Community Service Act of 1990
Programs authorized under section 403(a) (5) of the Social Security Act	Other appropriate Federal, state, or local programs, including programs in the private sector.
Activities authorized under Title V of the Older Americans Act of 1965	
Postsecondary vocational education activities authorized under the Carl D Perkins Vocational and Applied Technology Education Act	
Activities authorized under chapter 41 of Title 38 United States Code	
Employment and training activities carried out under the Community Services Block Grant Act	
Employment and training activities carried out by the Department of Housing and Urban Development	
Programs authorized under State unemployment compensation laws	

(Workforce Investment Act of 1998)

Table 9

*Faith- and Community-Based Organizations That Work With the Workforce Investment Boards by Metropolitan and Non-Metropolitan Counties*

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
1	Cumberland Community Action Program.
1	Catholic Charities Services of Lake County
28	Isaiah:58, St Vincent DePaul, Salvation Army, Christian Home, Santa Rosa Food Bank, Lutheran Food Bank, West Texas Food Bank, Catholic Charities, El Buen Vecino, Pecos County Community Action, First Presbyterian Church, Rose of Sharon Baptist Church, Golf Course Church of Christ, Casa de Amigos, Christian Women's Job Core, Kelview Baptist Church, Crestview Baptist Church, First Baptist Church, Church of Jesus Christ of Latter Day Saints, Our Lady of Guadalupe, Holy Trinity Episcopal Church, Bellview Baptist Church, Church of Christ Main Street, First United Methodist, Christian Church of Midland, West Texas Opportunities, Westside Lions Club, Fort Stockton Ministerial Alliance
7	Kankakee County Community Services, Inc., Salvation Army, Catholic Charities, Gateway Coalition, Futures Unlimited, Options Center for Independent Living, Kankakee County Youth Intervention
4	Faithworks, Empower Lewiston, Samali Community, varied Church mentoring program
4	Atlantic City Rescue Mission, Atlantic City Covenant House, Vision 200, Inc., Catholic Charities
1	Coordinated Youth Services
2	St. Francis Community Center, Temple Community Development Corp
4	In July 02 CT/DOL received a Grant to pilot a one-year FB/CB initiative. See attached "Overview." The State agencies linked to this project are: CT DSS, Connecticut Judicial Branch, HUD, and the State Department of Education.
4	Center for Child and Family Services (CCFS), Regional Job Support Network (RJSN), Alternatives, Inc. (AI), St. Paul's Episcopal Church (SPEC)
3	Goodwill Industries of Southern New Jersey, Occupational Training Center, Burlington County Community Action Program
12	Operation Bootstrap, North Shore Community Action Program, Action Inc., Salem Family Investment Center, Salem Harbor CDC, MassJob Training, Girls Inc., Wellspring House, Independent Living Center, Catholic Charities, Jewish Family Services, Essex County Community Organization.
5	Catholic Family Center, Urban League of Rochester, Action for a Better Community, Ibero-American Action League, Center for Youth Services.
7	Friendship of Women, Women Together, TDHS, Tropical Texas, CDCD, Harlingen Housing, Cameron County Housing Authority

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
22	Jericho Road Ministries, Habitat for Humanity of Hernando County, Holy Trinity Lutheran Church, Salvare Inc. d/b/a Dawn Center, St. Vincent DePaul St. Theresa Conference, St. Joan of Arc Catholic Church, Catholic Charities Diocese of St. Petersburg, First Church of God, Christian Life Assembly of God, Sunrise of Pasco County, Christian Social Services, Lighthouse Pentecostal Church International Inc., St. Stephen's Episcopal Church, Resource Center for Women, Gulf Coast Community Care, Stepping Stones to Independence/Our Lady Queen of Peace Catholic Church, Some of My Best Friends, Deaf Service Bureau of West Central Florida, The Salvation Army Domestic Violence Program of West Pasco County, New Beginnings Miracle and Deliverance Center, Pasco Family Protection Team/Healthy Families.
3	Community Action Program of Western Indiana, Wabash Center Inc., Abilities Services Inc.
1	Chaplains at Work
4	RECAP, NCAC, Occupations Inc., Best Resources
4	CareerWorks, SER Metro Detroit, Detroit AAA, Wings of Faith
1	St. Marks
2	Greater Deliverance Church, Friends of the Franklin County Public Library
2	Lee Economic Development Partnership, Harnett Prod. Enterprises
5	People Acting in Community Endeavors, Coastline Elderly Services, MY TURN Inc., Educational Opportunity Center, Lifestream, Inc.
4	Goodwill Industries, Tableland Services, Family Services of Blair County, Bedford-Fulton Human Services
8	Merced County Community Action Agency, WIC, CHERISH Senior Nutrition Program, Seniors Brown Bag and Surplus Food Programs, Community Service Centers, CAP Weatherization Program, CAP Housing and Shelter Program, CAP Workforce Development Department
5	I Care, Inc., Salisbury- County Service Council, Inc., Union County Community Action, Inc., Greater St. Matthews Lighthouse Gospel Word Ministries, Richmond County Support Center
3	Goodwill Industries of San Joaquin County, California Human Development Corporation, Council for Spanish-Speaking (Concilio)
6	Urban League, Literacy Volunteers of America, Norwescap, Morris County College Women's Center, Employment Horizons, United Way
9	Family Partnership, Office of Children and Families, Bishop Claggett Center, 4-H, YMCA, Stay Station, Frederick Works Project, Community Action, City Housing.
1	Economic Security Corporation
100	The Suffolk WIB through its partnership system has worked with an excess of over 100 local faith and community based agencies. There are far too many to provide an itemized listing of the agency names.

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
15	Trinity Church, Lutheran Services, Jewish Community Services, Catholic Charities, Center for Independent Living, Spinal Cord Living Assistance Development Inc., Florida Institute for Workforce Innovation, James E. Scott Community Association, Jobs for Miami, SER Jobs for Progress, SABER Inc., Youth Co-op, Inc., Adult Mankind Organization, Miami Beach Development, ASPIRA
3	Adelente! Youth Center, Methwen Arlington Neighborhood, Hope Street Youth Center
2	Catholic Charities, Oswego Career Opportunities.
4	Methodist Church of Valparaiso, Catholic Charities, Starke County Ministerial, Faith Works of Jasper and Newton County
6	Catholic Social Services, Laredo Food Bank, Holding Institution, Casa De Misericordia, Buckner Children and Family Services, Centro Aztlan
2	Mill Street Loft, Youth Resource Development Corporation
1	St. Marks
3	Catholic Charities, Genesis Group, Goodwill Industries of the Chesapeake
1	Emerald Coast Promise
35	Urban League of Broward County, Catholic Charities, Goodwill Industries of Broward County, Hispanic Unity of Florida, SER Jobs for Progress Inc., Family Central, First Call for Help of Broward County, Liberia Economic & Social Development Corp., OIC of Broward County, Victory Living Programs Inc. Additionally, we have a Faith-Based Organization/Community Based Organization (FBO/CBO) Grant from the USDOL to work with 25 FBO/CBO in the area.
4	Catholic Charities, Interfaith Hospitality, United Way, Dress for Success
4	Education and Assistance Corporation, Economic Opportunity Commission of Nassau County (EOC), Goodwill Industries of Greater New York and Northern New Jersey, Circulo de la Hispanidad.
4	Ministerial Alliances, Rogers County Drug Abuse, Grand Lake Mental Health, Community Action
1	Gulf Coast Community Action Agency
6	Catholic Charities, Goodwill Industries, United Methodist Urban Ministries, Wichita Children's Home, Job Readiness Training, Kansel
12	Asian Resources, Crossroads Diversified Services, Greater Sacramento Urban League, LaFamilia Counseling Center, Mutual Assistance Network of Del Paso Heights, Northern California INALLIANCE, PRIDE Industries, Sacramento Chinese Community Service Center, Sacramento Lao Family Community, Inc., Sacramento Occupational Advancement Resources, Inc., Turning Point Community Programs, Visions Unlimited, Inc.
3	Easter Seals, Goodwill, El-Ada Community Action Agency
5	Goodwill Industries, Catholic Charities, Latin American Association for Development, Community Outreach Program for the Deaf, Independent Living Resource Center
2	Arizona Call-A-Teen, St. Joseph the Worker

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
5	Center for Family Services, Abilities Center for Southern New Jersey, St. Matthews Baptist Church, Second Baptist Church, Youth Advocacy Program
17	Lifespan, Native American Cultural Center, Action for a Better Community, American Red Cross, Baden Street Settlement, Center for Youth Services, Community Place of Greater Rochester, Ibero American Action League, PRISM, Rochester Landscape Technician Program, Urban League, YWCA, Threshold Center for Youth, Outreach Temple, Boys and Girls Club, Catholic Youth Organization, Puerto Rican Development
11	Friends Outside, Central Valley Opportunity Center, Center for Human Services, Center for Senior Employment, Excell Center, YMCA, Westside Community Center, United Way, NorCal Center on Deafness, The Great Valley Center, Youth for Christ
10	Jeffco Action Center, STRIDE, Seniors' Resource Center, Family Tree, Lutheran Refugee Services, Colorado Homeless Families, Interfaith Task Force, Loaves & Fishes, Cerebral Palsy of Colorado, Job Corps
9	Community Action Program, Handicrafters, Spanish-American Civic Association, Urban League of Lancaster County, Literacy Council of Lancaster County, Salem United Methodist Church, Neighborhood Services, Lancaster Council of Churches, BASE.
4	Catholic Charities, Shiloh Baptist Center, OIC, Centro de Comunidad.
25	Baptist Temple Church, Christ of Vicar Lutheran Church, Church of Christ, County Extension Office, Cuero Christian Academy, Cuero ISD, First Baptist Christian Day Care, First Baptist Church, First Presbyterian Church, First United Methodist Church, Housing Authority, Jerusalem Baptist Church, Lord's Little Angels, Mid Coast Family Services, Minnehulla Baptist Church, Nazareth Academy, Our Lady of the Gulf, Salvation Army, Solid Rock Christian Learning Center, St. James Catholic Church, STAR Family Service, Trinity Episcopal, YMCA, Shiloh Baptist Church
21	A-Prep Center, United Community Centers, Heavenly Gospel Church Transformation Center, Tarrant Area Community of Churches/Family Pathfinders, The Women's Center of Tarrant County, MHMR of Tarrant County, East Fort Worth Montessori School, Tarrant Council on Alcoholism and Drug Abuse, The Institute for Responsible Fatherhood and Family Revitalization, Tarrant County ACCESS, Cassata Learning Center, TCU/CCWW, Job Bank, Emergency Assistance of Tarrant County, Faith-In-Action Committee (United Way), Boys & Girls Clubs of Greater Fort Worth, Tarrant County College, Near Northside Partners Council, Community Learning Center, CCPP Program, STYEP Program
1	Advent House Ministries
5	Crowley's Ridge Development Council, City Youth Ministries, Consolidated Youth Services, Boys/Girls Club, Parks & Recreation
5	Experience Works, Rural Opportunities Inc., WSOS Community Action Commission, YW Child Care Connections, Behavioral Connections of Wood County

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
34	Catholic Charities of the Diocese of Beaumont Inc., Beaumont Housing Authority, Beaumont ISD Adult Basic Education Program, City of Orange Housing Authority, Orange County Housing Authority, Greater Orange Area Literacy Service, Lamar University - Orange, Lamar University - Port Arthur, Port Arthur ISD Adult Basic Education, Port Arthur Housing Authority, Port Arthur Literacy Support, Hardin County Indigent Health Care, Some Other Place, The United Board of Missions, US Army Recruiting Company Beaumont, STERPC National and Community Services Act Programs, Advocacy Incorporated, UBI-Caritas Project Welcome, Texas Rehabilitation Commission, Programs for Human Services - Senior Aide Program Title V, Texas Commission for the Blind, South East Texas Management Network, Texas Workforce Commission, South East Texas Regional Planning Commission - Transportation Planning Commission, The Texas Educational Foundation/Job Corps, US Probation Department of Beaumont, Samaritan Counseling Center of Southeast Texas, Port Arthur ISD Memorial High School, Beaumont ISD Ozen High School, BISD Central High School, West Orange-Cove Consolidated ISD West Orange Stark High School, West Hardin County Consolidated ISD, Richard Milburn Academy, Lamar Institute of Technology, Lamar State College - Orange, LamarUniversity
3	Experience Works, Ya-Ka-Ama, West County Community Services
6	Connellsville Ministerium (sp), United Way of Westmoreland County, New Kensington YMCA, Communities in Schools, Goodwill of Fayette County, Adam Memorial Library
2	30901 Development Corporation, Beulah Grove Community Resource Center
4	Chautauqua Opportunities, The Resource Center, Trinity Church, Lutheran Social Services
6	Catholic Charities, Camden County Office on Economic Opportunity, The Work Group, Hispanic Family Center, Respond Inc., PRUP
21	The Training Institute - America, Chicana Action Service Center, Build Rehabilitation, Carson Lomita Torrance WIB, MCS Rehabilitation, Career Planning Center, Goodwill Industries, ACS, Los Angeles Mission College, Community Centers Inc., United Auto Workers LETC, Watts Labor Community Action Committee, El Proyecto del Barrio, Los Angeles Urban League, Community Career Development, Pacific Asian Consortium for Employment, Chinatown Service Center, Los Angeles Community College District, Housing Authority of Los Angeles, Career Encores, South Bay WIB, Advanced Computing Institute
2	First United Methodist Church, St. Paul Methodist Church
20	Atlanta Enterprise Center Inc., Communities in Schools of Atlanta, Community Concerns Inc., Covenant House Georgia, Families First Inc., Genesis Prevention Coalition Inc., Literacy Action Inc., Literacy Volunteers of America - Metropolitan Atlanta, Nonprofits for Nonprofits Inc., Project Connect of Jewish Family & Career Services, Project Open Hand/Atlanta, Quality Living Services

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
	Inc., Samaritan house of Atlanta Inc., SCLS W.O.M.E.N. Inc./Women's Organization Move for Equality Now), SERO-NSSFNS, South Fulton Community Coalition Inc., Spectrum Technical Institute Inc., The Sullivan Center Inc., Turning Point Enterprises Inc., Viewpoint of Metropolitan Atlanta Inc.
2	Mt. Zion Human Services, Catholic Charities
2	Bethel Community Facility, Visions of Restoration Inc.
10	Crosspoint, The Redemption Center, Prairie Center, Consumer Credit Counseling Services, Community Action Agency, Boys & Girls Club, YMCA/YWCA, Dave Coleman Ph.D., Salvation Army, various social services
3	CHR Inc., GNJ Family Life Center, Victory Neighborhood Services Center
221	Community Action Council of Central WI, Community Action Council of South Central WI, CAP Services, Dodge County Multi-Cultural Council - Dodge English Language Earner, Employment and Training Assoc Inc., Forward Service Corporation, Madison Literacy Council, Marquette County Literacy Council, Operation Fresh Starter, Opportunities Inc., Salvation Army. We also work with about 200 different community based and faith based organizations for the purpose of identifying support services to meet our customers barriers. There are also 10 community based organizations who are individual training account vendors.
2	Springfield Urban League, Springfield Community Federation
6	First Presbyterian Church, Housing Resources, Deacon's Conference, Ministry with Community, Hope Network, New Genesis, Inc.
2	MERS Goodwill, Urban League
73	Fresno Interdenominational Refugee Ministries, One By One Leadership, American Indian Center Of Central CA, Big Brothers/Big Sisters, Ca State University Foundation, Care Line, Central Valley Children's Services Network, Central Valley Crisis Pregnancy Center, Chicano Youth Center, Community Link, Inc, Comprehensive Youth Services, Inc. Exceptional Parents Unlimited, Family First Health Care (Planned Parenthood), Family P.A.C.T., Fresno Barrios Unidos, Fresno Career Development Institute, Inc, Fresno Institute For Urban Leadership, Fresno Metro Ministry, Genesis, Inc, Girl Scouts, Golden Valley Council, Glorybound Ministries, HIV/Aids Program, Hope Now For Youth, Inc, House Of Hope For Youth, Inc, Juvenile Justice Ministries (Youth For Christ, League Of Hispanic Women, Local Conservation Corp, Marjaree Mason Center, New Life For Girls, Parenthood Mar Monte, Phone-A-Friend, Planned Parenthood, Rescue The Children, Safe Place Mentor Program, Sanctuary Safe Place Youth Shelter, SPCA Education Department, State Center Consortium (STC), Summitt Adventure, Teen Connection (YMCA), Teen Pregnancy Resource Center, Teen Smart Outreach Program, Tobacco Program, Turn On To Teens, Upward Bound (FCC), Youth For Christ, Boys & Girls Club Of Fresno County, Fresno Indian Education, Project Access, School Age Child Enrichment, Stone Soup

Number	Faith- and Community-Based Organizations, in Metropolitan Counties
	Fresno, 4-H Development Programs, Parlier Youth Center, Bear Roots, Kings River Corps, Partnership For Better Living, Police Explorer Youth Group, West Fresno Pregnancy Prevention Program, Pastoral Counseling For Youth, San Joaquin Youth Center, Westside Youth Center, Latino Issues Forum, Proteus, Inc, Ser Jobs For Progress, Inc, I-5 Social Services Corporation, Fresno County Economic Opportunities Commission, I-5 Business Development Corridor, Fresno Regional Foundation, Encourage Tomorrow, Catholic Charities, Central California Consortium, FCC, YMCA/YWCA, Goodwill
Number	Faith- and Community-Based Organizations, in Non-Metropolitan Counties
3	Community Action Council, SkillSource, Youth Dynamics
2	Umpqua Community Action Network, Umpqua Training & Employment
8	Lowcountry Community Action Agency, Beaufort-Jasper Economic Opportunity Corporation (CSBG Block Grants), Colleton County Literacy Association, Beaufort County Literacy Association, Hampton County Literacy Council (WIA Title II funds). These agencies provide staff and/or information at each One-Stop. Each agency has provided written information on the services they offer. Each of these agencies has entered into a MOU. Trinity Ministries, Greater Community Foundation, New Life Center. These agencies provide staff and/or information at each One-Stop. Each agency has provided written information on the services they offer. Each of the agencies has entered MOU. These agencies do not receive TANF or WIA funding.
5	Gateway Community Industries, St. Cabrini Home, YMCA, SCORE, Family of Woodstock
21	Hepburn Library of Lisbon, Canton Free Library, Norwood Library, Potsdam Library, Massena Public Library, St. Mary's Church and School, Trinity Catholic School, First United Methodist Church, St Vincent DePaul, Sacred Heart Church/Calvary Cemetery, Historical Society of St Lawrence County, NYS ARC, North Country Freedom Homes, SLC Community Development Program, Head Start, American Red Cross, Can AM Youth Service, Rose Hill, Massena Neighborhood Center, Salvation Army, Massena Independent Living Center
3	Lake Wales Care Center, Help of Fort Meade, Luster-All Pastoral Care
5	ZOE Christian Center Duncan, ZOE Christian Center Lawton, WIB Board members, WIA youth contacts, Chamber of Commerce
1	Goodwill Industries
3	United Christian Ministries, United Methodist Churches, Catholic Churches
3	Catholic Charities of the Southern Tier, Pro Action of Steuben & Yates, Economic Opportunity Program
1	Saint Joseph's Mercy Care Services, Inc., d/b/a Mercu Senior Care, Inc.
2	Robeson County Church and Community Center, Center for Strategic Action
3	Hawaii Island Catholic Social Ministries., Hawaii County Economic Opportunity Council, Goodwill Industries

Number	Faith- and Community-Based Organizations, in Non-Metropolitan Counties
5	Quality Life Centers of Southwest Florida, Goodwill Industries, Workforce Council of Southwest Florida, Southwest Florida Employee Assistance Program, Planned Parenthood of Collier County
4	Catholic Charities, Washington County EOC/Employment & Training Center, Cornell Cooperative Extension, CWI, many others
3	The Jobs Partnership of Florida, Inc., The Holden Heights Front Porch Revitalization, The Goldsboro Front Porch Council
6	Gateway Community Industries, St. Cabrini Home, YMCA, WDB Representation, SCORE, Family of Woodstock
16	Ionia County Literacy Council, RAVE Domestic Violence Program, EightCAP, Ionic Economic Alliance, Montcalm Alliance, Montcalm Adult Reading Council, Community Closet, Business and Professional Women, Salvation Army, Community Ministerial Services, Experience Works, Greater Gratiot Economic Development, Middle Michigan development Corp., America's Promise, Goodwill Industries, and local services clubs.
1	Joint Orange Chatham Community Action Agency
1	Lutheran Social Services
1	Concerted Services Inc.
1	Rural Challenge Initiative or RCI
16	List is too long to fax - we have 16 providers that are owned by faith-based organizations

Table 10

*Populations Served by Faith- and Community-Based Organizations, Listed in Alphabetical Order*

Populations Identified by Groups and by Specific Needs	
Adults	Illiterate
Alcohol and substance abuse issues	Immigrants
Child Abuse (victims of)	Incarcerated juveniles
Disabled	Judicial system (involved with)
Dislocated workers	Mental health issues (adversely affected)
Displaced homemakers	One-stop operator staff
Educationally disadvantaged individuals	Parents
Ex-offenders	Pregnant and parenting youth
Emergency food and shelter	Refugees
Ethnic backgrounds (differences)	Seniors
Hard to reach	Social service recipients
Hard to serve	Victims of domestic violence
Health Issues	Youth
Homeless	

Table 11

*Services Provided by Faith- and Community Based Organizations in Conjunction With the Workforce Investment Board*

Types of Services	Frequency in Metropolitan Counties	Frequency in Non-Metropolitan Counties
Alcohol and substance abuse	5.7%	3.4%
Advocacy	1.9%	3.4%
Assessment	5.7%	3.4%
Case management	8.6%	10.3%
Child abuse prevention	<1%	0%
Child care/after school care	6.7%	6.8%
Clothing	9.6%	0%
Counseling	18.3%	13.7%
Education (GED, post-high, etc)	17.3%	6.8%
English as a second language	3.8%	3.4%
Financial/fiscal	7.6%	0%
Food	16.3%	6.8%
Fuel assistance	7.6%	0%
Health/medical	10.6%	3.4%
Housing	23.1%	10.3%
Job placement	21.1%	20.7%
Job training	53.8%	52%
Life skills/soft skills	21.1%	13.8%
Literacy	4.8%	6.8%
Mental health	9.6%	3.4%
Mentoring	12.5%	6.8%
Parenting	3.8%	3.4%
Pregnancy/prevention	1.9%	3.4%
Referrals	13.5%	6.8%
Refugee resettlement	<1%	0%
Technical assistance	3.8%	10.3%
Transportation	9.6%	6.8%
Tutoring	1.9%	3.4%

**Section IV**

**Figures**

Figure 1. The One-Stop Career Center System provides a common system across agencies, organizations, and programs within the community for job seekers and employers (Adapted from Bender, 2001).

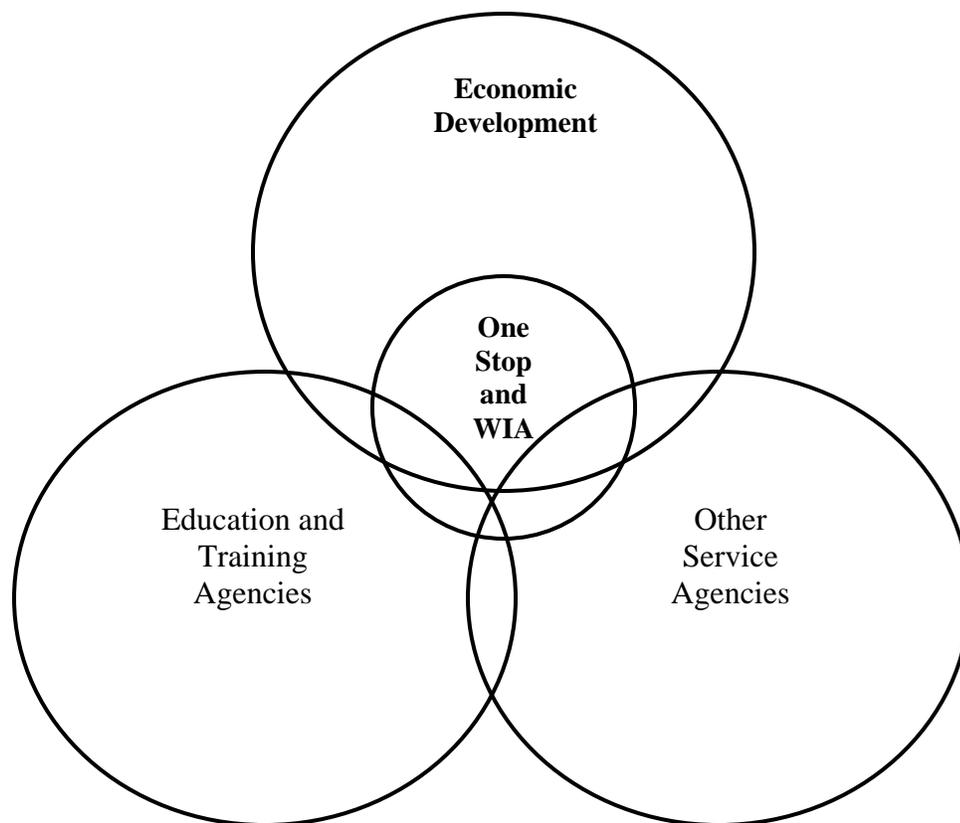


Figure 2. The One-Stop Career System links the One-Stop Career Center with satellites and provider agencies. The One-Stop is where agencies and services are co-located. Satellites may not have all of the services within the physical confines of their agency, but they have the capacity to make appropriate referrals and engage customers in the System. A solid line indicates formal linkages between agencies signified by a Memorandum of Understanding. A dotted line signifies less formal relationships between the One-Stop and partners, satellites, and/or providers. Together, they provide a network of services for job seekers and employer customers (Adapted from Bender, 2001).

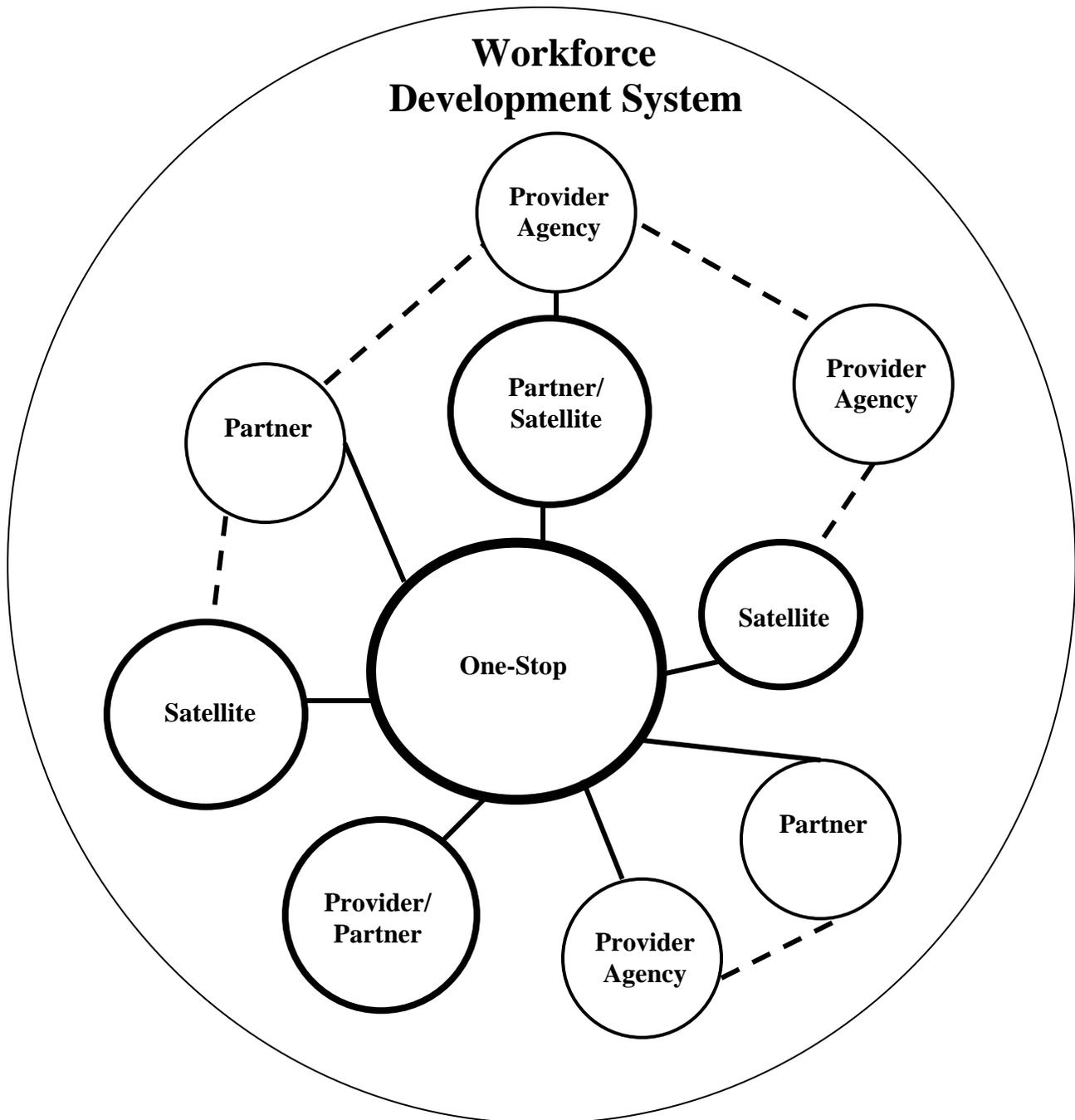


Figure 3: Responses were received from state and local Workforce Investment Boards from 82 percent of the nation's states, exclusive of the District of Columbia.

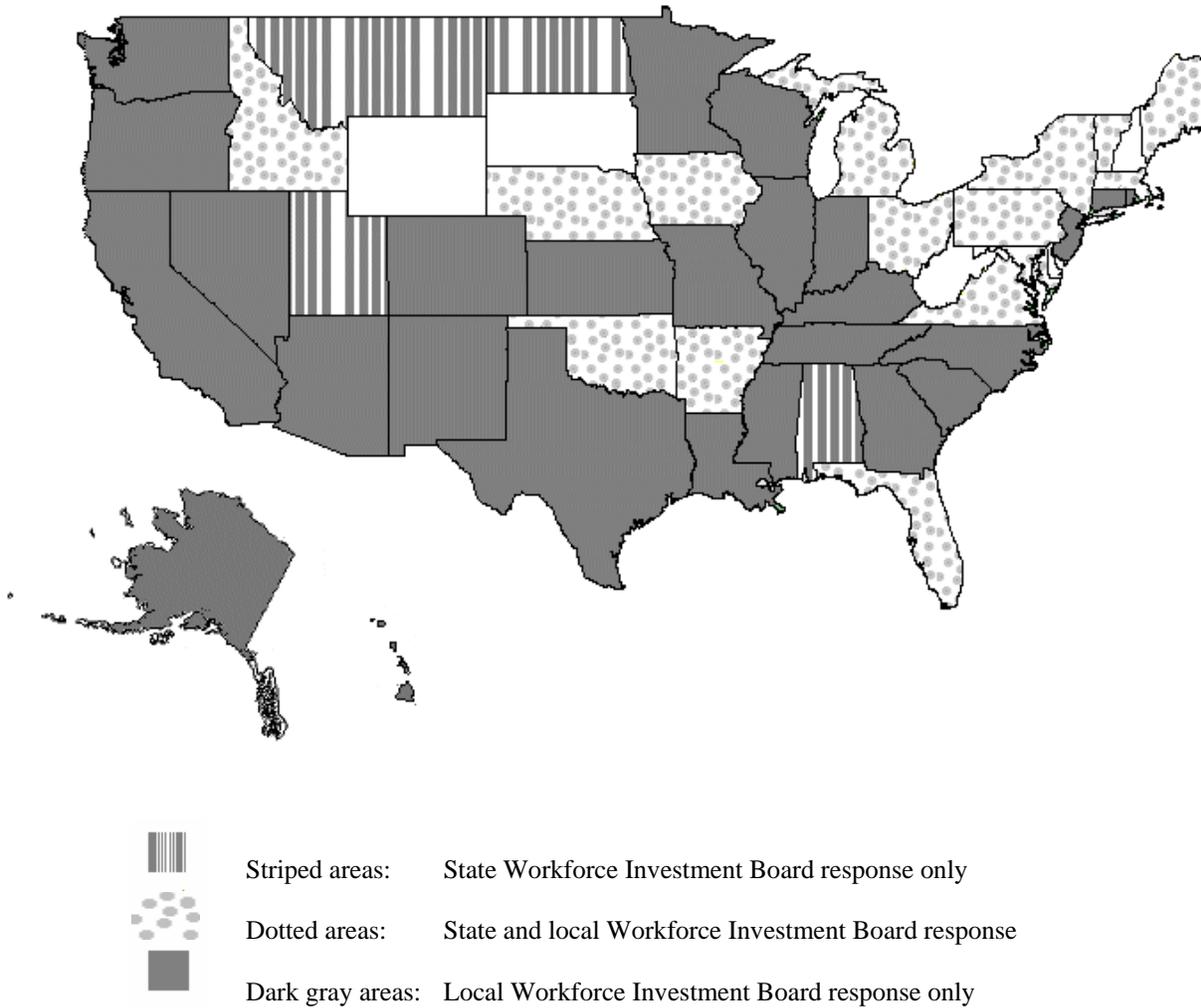


Figure 4: The WIBs fund FBOs/CBOs through WIA, TANF, and other funding streams.

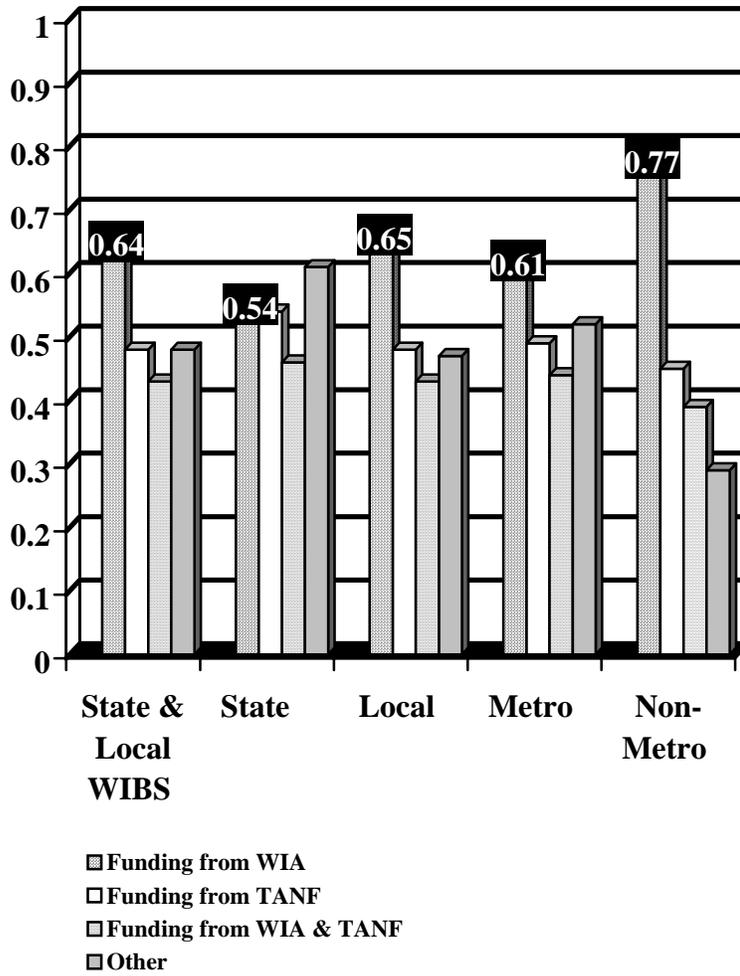
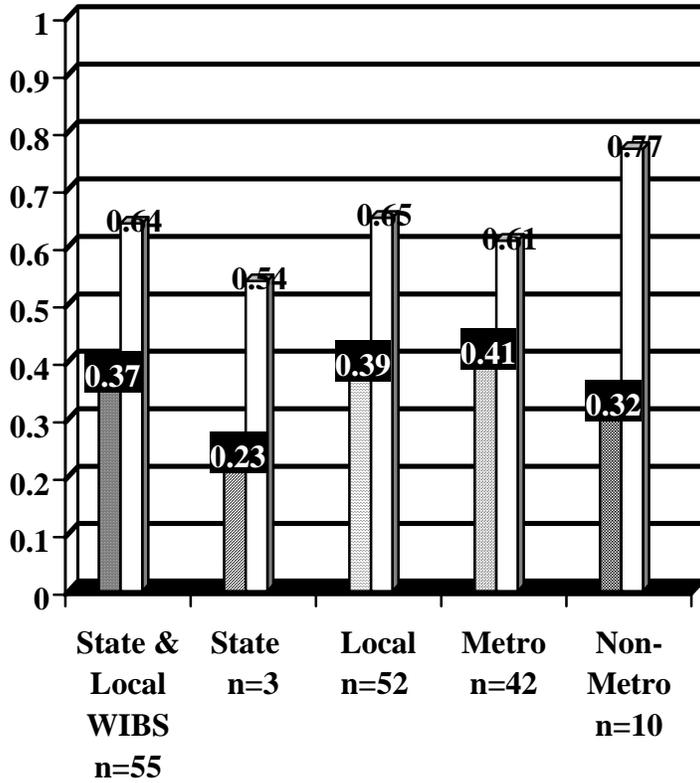


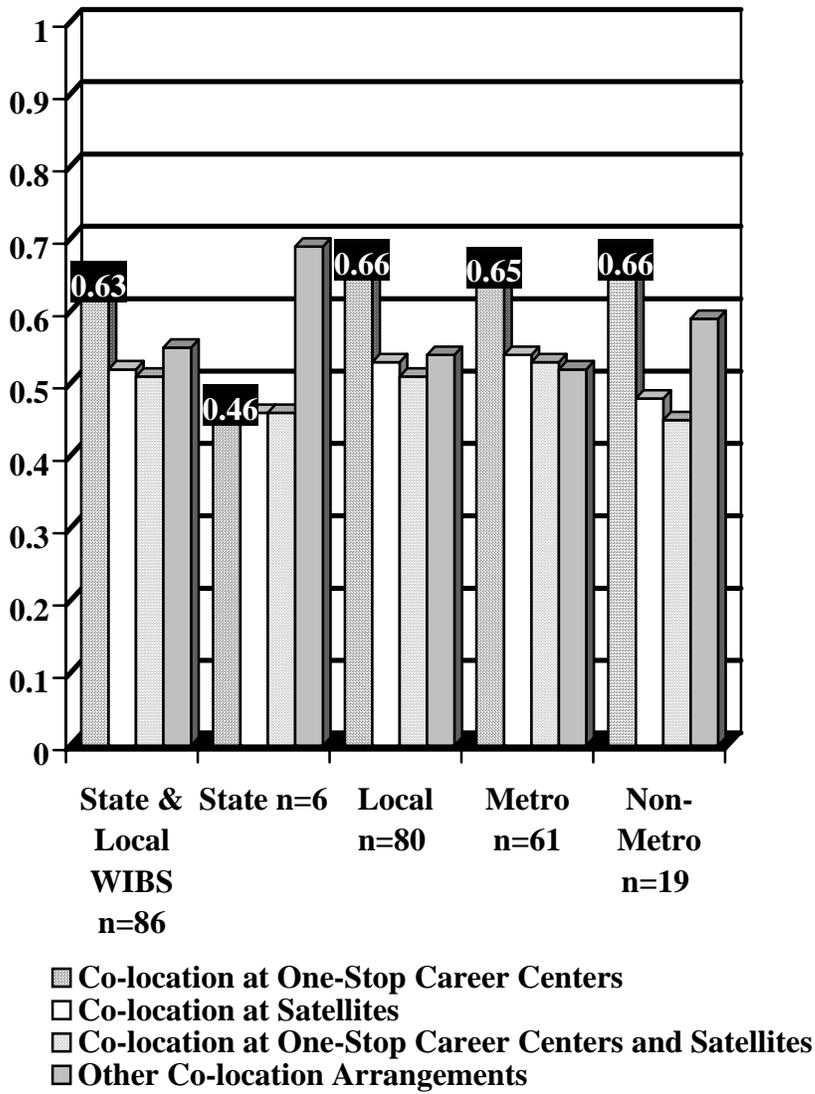
Figure 5: The number of WIBs providing funding through the WIA to FBO's/CBO's is higher than the number of WIBs with MOUs with these organizations.



The first bar represents the percent of WIBs that have MOUs with FBOs/CBOs: The number of responses is provided for this data set.

The second bar represents the percent of WIBs that provide funding to FBOs/CBOs through the WIA.

Figure 6. Other co-location arrangements are almost as prevalent as co-location at One-Stop Career Centers and satellites.



## Section V

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