

FINAL REPORT

An Assessment of the Strengthening Communities Fund Capacity-Building Program

Prepared by:

Carol J. De Vita and Elaine Morley
Co-Principal Investigators
and
Urban Institute SCF Team
Erwin De Leon
Saunji D. Fyffe
Sarah L. Pettijohn

July 2, 2013

This report was written by the Urban Institute in the performance of the US Department of Health and Human Services, Administration for Children and Families, Office of Community Services Grant contract number HHSP23320095654WC. Any opinion, findings, and conclusions or recommendations expressed in this material are those of the authors and do not necessarily reflect the views of the US Department of Health and Human Services, Administration for Children and Families, Office of Community Services, or of the Urban Institute, its trustees, or its funders.

CONTENTS

| | |
|--|------|
| EXECUTIVE SUMMARY | VI |
| Structure of the SCF Grant Program | VI |
| Implementation of SCF | VII |
| Capacity-Building Activities | VIII |
| Lessons Learned | IX |
| I. INTRODUCTION | 1 |
| II. OVERVIEW OF THE SCF INITIATIVE | 2 |
| Structure of SCF Grant Programs | 3 |
| SCF Grantee Requirements | 4 |
| III. THE STUDY'S RESEARCH METHODS | 6 |
| Research Questions | 7 |
| Data Sources | 7 |
| Administrative data | 8 |
| Web-based surveys | 8 |
| Telephone interviews | 8 |
| Fieldwork | 8 |
| IV. CHARACTERISTICS OF SCF GRANTEES | 9 |
| SCF Grantees' Primary Service Activity or Level of Government | 9 |
| Budget Size | 11 |
| Paid Staff and Volunteers | 11 |
| Prior Capacity-Building Experience | 12 |
| Target Area Served | 13 |
| Effects of the Recession on SCF Grantees | 14 |
| V. CHARACTERISTICS OF FBCOS THAT RECEIVED SCF CAPACITY-BUILDING ASSISTANCE | 15 |
| Budget Size | 16 |
| Paid Staff and Volunteers | 17 |
| Number of People Served | 18 |
| Amount of Time in the SCF Program | 18 |
| VI. GRANTEE IMPLEMENTATION OF SCF CAPACITY-BUILDING ACTIVITIES | 19 |
| Recruitment and Selection of FBCOs | 19 |

| | |
|---|----|
| Training, Technical Assistance, and Subawards | 22 |
| Training | 23 |
| Content and Structure of Training | 24 |
| Technical assistance | 25 |
| Content and structure of technical assistance | 26 |
| Oversight of TA | 28 |
| Subawards to FBCOs | 28 |
| Internal Capacity Building by Government Program Grantees | 30 |
| Evaluation of effectiveness | 31 |
| Collaboration and community engagement | 32 |
| Organizational development | 33 |
| Program and service development | 33 |
| Leadership development | 34 |
| VII. ACTIVITIES AND OUTCOMES | 34 |
| Capacity-Building Activities Completed | 34 |
| Internal Capacity of Government Program Grantees | 37 |
| Collaborations and Partnerships | 38 |
| Reasons for developing collaborations and partnerships | 39 |
| Organizational characteristics required for collaborations and partnerships | 40 |
| Outcomes | 41 |
| Defining outcomes and indicators for SCF | 41 |
| Expanded and enhanced programs and services | 42 |
| Interagency collaborations | 43 |
| FBCO and Grantee Views on What Was Accomplished | 44 |
| Evaluation of effectiveness | 46 |
| Leadership | 47 |
| Program development | 47 |
| Organizational development | 47 |
| Collaboration/community engagement | 48 |
| VIII. CHALLENGES AND PROMISING PRACTICES | 48 |
| Challenges Related to Training and Technical Assistance | 48 |
| Time constraints on grantees | 48 |

| | |
|--|----|
| Time constraints on FBCOs | 49 |
| Different levels of FBCO experience | 49 |
| Challenges Related to Partnerships and Collaborations | 50 |
| Challenges related to reporting outcomes | 51 |
| Promising Practices | 52 |
| To deliver training | 53 |
| To deliver technical assistance | 55 |
| To monitor and coordinate technical assistance | 57 |
| To monitor and report outcomes | 58 |
| IX. PROSPECTS FOR SUSTAINING NEWLY BUILT CAPACITY | 58 |
| Practices to Enhance and Sustain Capacity-Building Efforts | 59 |
| To sustain the capacity already built | 59 |
| To sustain partnerships and collaborations | 60 |
| FBCO Perspective on Sustaining Capacity | 60 |
| Board development | 61 |
| Improvement in FBCOs' finances | 61 |
| Grantees' Perspective on Sustaining Capacity | 62 |
| Continuation of training and technical assistance | 63 |
| X. IN SUMMARY | 65 |
| APPENDIX A. DATA SOURCES AND STUDY METHODS | 70 |
| Data Sources | 70 |
| Performance Progress Report | 70 |
| ARRA recipient reported data | 71 |
| Qualitative Data Collection | 71 |
| Grantee telephone interviews | 71 |
| Site visits | 72 |
| Preparation for Qualitative Data Collection | 73 |
| APPENDIX B. SURVEY METHODOLOGY | 76 |
| Review Procedures for Data Collection | 76 |
| Urban Institute's Institutional Review Board | 76 |
| OMB clearance under the Federal Paperwork Reduction Act | 76 |
| Grantee Survey | 77 |

| | |
|---|----|
| Questionnaire design | 77 |
| Data collection | 77 |
| Response rate and survey weights | 78 |
| FBCO Survey | 78 |
| Population and sample | 78 |
| Questionnaire design | 79 |
| Data collection | 79 |
| Response rate | 79 |
| Sample weights | 81 |
| APPENDIX C. GRANTEE TARGET AREAS AND FEDERAL AWARDS | 83 |
| APPENDIX D. SCF CAPACITY-BUILDING ACCOMPLISHMENTS: ALLOWABLE ACTIVITIES | 89 |

EXECUTIVE SUMMARY

In response to the recession that began in 2007, the Strengthening Communities Fund (SCF) authorized under the American Recovery and Reinvestment Act of 2009 (ARRA) was designed to build organizational capacity of faith-based and community organizations (FBCOs) so they could contribute to the economic recovery and help ensure that information and services available through ARRA reached disadvantaged and hard-to-serve populations. Operated by the Office of Community Services (OCS), Administration for Children and Families, US Department of Health and Human Services (HHS), the SCF was a very small portion (\$50 million) of the overall ARRA stimulus package.

This report presents the findings of an extensive evaluation undertaken by the Urban Institute to assess the services, promising practices, and challenges that emerged during the two-year SCF initiative. Conducted from October 2009 to September 2012, the evaluation used both primary and secondary data. Primary data collection includes surveys of SCF grantees and FBCOs that received capacity-building assistance, telephone interviews with grantees, and site visits to eight grantees and selected FBCOs receiving assistance from these grantees. Secondary data include information derived from grantee quarterly performance progress reports (PPRs), ARRA 1512 reports, and grantee applications and work plans.

Structure of the SCF Grant Program

SCF comprised two separate grant programs: one targeted at lead nonprofit organizations; the other at State, Local, and Tribal government offices (such as those with responsibility for outreach to FBCOs) or organizations designated to administer the SCF grant on behalf of the government entity (e.g., generally, nonprofit organizations).¹ Both grant programs shared the objective of building capacity of FBCOs, but differed somewhat in focus, activities conducted, and the types of organizations funded.

Under the SCF Nonprofit Capacity-Building Program (Nonprofit Program), OCS made awards to 35 lead nonprofit organizations totaling \$34 million. Under the SCF State, Local, and

¹ In cases where a government entity designated a nonprofit organization to apply for the SCF grant, the nonprofit became the lead agency; the government entity was not required to have continuing involvement in the program.

Tribal Government Capacity-Building Program (Government Program), OCS made awards to 49 State, Local, or Tribal entities or their designated nonprofit organizations (designees) that totaled \$12 million. Grants under both programs were awarded through a competitive process. The one-time, two-year grant awards were announced in September 2009, and most ended in September 2011.² As part of ARRA, the grants were closely monitored to ensure proper expenditure of funds.

Both programs provided training and technical assistance (T/TA) to FBCOs; Nonprofit Program grantees also provided subawards to selected FBCOs. The SCF program originally called for two rounds of subawards to FBCOs, although in some cases this was modified to only one round. Government Program grantees also were expected to build their own internal capacity to provide capacity-building assistance to, and partner with, FBCOs and to involve FBCOs in the economic recovery.

Implementation of SCF

SCF enabled the 84 grantees to deliver capacity-building assistance to more than 13,000 FBCOs over the two-year grant period.³ Collectively, about 78,500 hours of technical assistance were provided by the two groups of grantees. As designed, SCF grantees generally provided assistance to smaller FBCOs. A quarter of the FBCO survey respondents had budgets of less than \$100,000; almost half reported budgets below \$250,000. About one in six FBCOs (16 percent) reported no paid staff. For those with paid staff, the median number of paid staff was 4.4.

Training and technical assistance was the most common form of capacity-building assistance provided. SCF nonprofit grantees provided intensive assistance to 1,004 FBCOs that received subawards. FBCOs commonly used their subawards to hire consultants to obtain more individualized assistance or to invest in infrastructure, such as computers and software. During interviews and site visits, grantees and FBCOs frequently noted that the subaward was the first government grant some FBCOs had received. This helped build the FBCO's capacity to manage and report on grant funds.

² A small number of grantees received no-cost extensions, some through December 2011 and others through March 2012.

³ Data are tabulated from summaries of PPR data provided to the Urban Institute by National Resource Center (August 10, 2012), which shows 13,235 FBCOs received training and 3,876 received technical assistance. Because most FBCOs that received technical assistance also received training, there is overlap in these counts. The counts cannot be unduplicated.

Capacity-Building Activities

Grantees were expected to provide capacity-building activities in five core areas: organizational development, program development, leadership development, collaboration and community engagement, and evaluation effectiveness. In total, grantees reported that FBCOs completed a total of 10,887 capacity-building activities during the two-year SCF program⁴ as a result of the capacity-building assistance provided by the grantees. The three core areas with the largest number of completed activities were organizational development, leadership development, and collaboration/community engagement.

Because SCF grantees addressed the individual needs of the participating FBCOs, the specific activities completed under each core area varied considerably. For example, the top two activities of the FBCOs that worked with Nonprofit Program grantees were related to human resource development—that is, providing training to board members (#1) and to staff (#2). Creating a strategic plan was the third most common activity for this group. Other frequently completed activities related to outreach, such as creating or updating websites (#5) and creating marketing materials (#6), and to investments in organizational infrastructure, such as buying equipment and supplies (#4) and installing IT infrastructure (#7). These activities invested in the organization’s human resource capacity and improve organizational infrastructure—activities that lay the groundwork for sustaining FBCOs over time.

In comparison, for FBCOs working with Government Program grantees, two of the three top activities were related to financial resource development: identifying potential funding sources (#1) and creating a revenue development plan (#3). Ranking #2 was creating a strategic plan. Other top-ten activities included activities related to service delivery and clients—for example, making current programs and services more effective (#4), serving more people (#6), and expanding the scope of services (#7). Improving and expanding operations are likely to go hand-in-hand with fundraising and resource development, and may be regarded as responses to immediate demands for service.

⁴ Grantees reported FBCO’s capacity-building activities on the quarterly PPR. They were instructed to list only completed activities, not planned activities or those in progress.

Lessons Learned

This assessment of SCF identified several lessons that can inform other programs intended to strengthen the capacity of the charitable and voluntary sector and enable them to address community needs and be stronger partners with government.

- **Program length and timing.** Because ARRA was an unusual and unanticipated initiative, early start-up procedures for SCF, such as the time needed to review and accept work plans, resulted in several months' delay before grantees could begin implementing activities. This effectively shortened the time available for SCF program activities. Some grantees had to truncate services to at least some FBCOs, such as by providing fewer training workshops or fewer hours of technical assistance, or to compress activities. The delay was seen as a major stumbling block by most grantees. Additionally, the two-year grant period was a tight time frame for grantees to carry out the multiple steps involved in program implementation and to achieve desired outcomes. Participating FBCOs were stretched thin with their existing workloads (given that many had few staff), and thus found it difficult to make time to participate in T/TA, spend down their subawards, and complete their capacity-building projects in less than a year, which was the time frame most FBCOs had to work within. Future capacity-building efforts might benefit from having a longer period for working with FBCOs, or by limiting programs to a single cohort within a two-year grant period.
- **FBCO capacity and readiness for change.** Many FBCOs participating in SCF could be classified as "emerging" organizations, often run by volunteers on a part-time basis, while other FBCOs had considerably more experience. FBCOs in the latter category frequently said workshops were often geared toward less-experienced FBCOs, thus being less valuable to them. Some grantees identified this disparity as a challenge for training. This finding suggests that some form of tracking might be considered in future programs when such disparities exist. A related question is whether Federal capacity-building efforts should be awarded to very small and emerging FBCOs or targeted to ones that already demonstrate some ability to move to the next level and possibly scale-up their services to assist more people in need.

- **Balance of training and technical assistance.** FBCOs in general were satisfied with and appreciated the T/TA received through SCF. Nonetheless, FBCOs and grantees frequently indicated that TA was more helpful than training because of its customized nature, thus suggesting that more emphasis should be placed on TA in other capacity-building efforts. However, opportunities to interact with other FBCOs, in training workshops, for example, were felt to be particularly important both for peer learning and for opportunities for networking, which contributed to developing partnerships and collaboration.
- **Internal capacity building of Government Program grantees.** In addition to providing capacity-building assistance to FBCOs, Government Program grantees were expected to develop their own capacity to provide such assistance, to partner with FBCOs, and to increase FBCOs' involvement in the economic recovery. The majority of Government Program grantees (86 percent) reported they had improved their capacity to work with FBCOs (considerably or somewhat). However, building capacity of FBCOs appeared to take precedence over internal capacity building in some cases. If future efforts involve internal capacity building, it may be desirable to provide more specific guidance regarding what this entails, or how much of the overall effort is intended to be directed toward internal versus external capacity building. Additionally, the practice of providing the award to a nonprofit designee raises a question of whose internal capacity should be enhanced: that of the government agency or of the nonprofit designee.
- **Reporting outcomes.** Identifying appropriate outcomes for a capacity-building effort and obtaining data on them is challenging since the outcomes of greatest interest are often those achieved by recipients of the service and many of these are not likely to occur in the short term. Future capacity-building efforts might consider including post-program data collection in the initiative, such as by funding a post-implementation period during which FBCOs would collect and report the desired data to grantees. The SCF program promoted greater awareness of outcome measurement by providing webinars, written materials, and individual TA and guidance to grantees through the program's National Resource Center. OCS also provided training to its Federal program monitors (who reviewed outcome information reported by grantees). A key lesson learned is that

considerable assistance is needed at both the grantee level and the Federal agency level to achieve outcome reporting objectives such as those desired for SCF.

- **Sustaining capacity built.** Institutionalizing new practices or procedures is a key factor in sustaining them when the executive director or other key staff involved in capacity building leaves the FBCO. Some grantees sought to address sustainability by requiring more than one person (such as the executive director and a board member or other key staff member) to participate in training or by providing written or electronic materials that could be used by other FBCO staff. One grantee used a “train the trainer” approach to institutionalize use of a benefits portal by FBCOs. Future capacity-building efforts should consider encouraging or requiring use of such practices to promote institutionalization of capacity improvements.

Overall, survey results found that a large number of grantees and FBCOs believed that the assistance received through the SCF program helped build their organizational capacity in a relatively short time. Two-thirds of FBCOs that received subawards or intensive TA rated their overall experience with SCF as “excellent;” one-quarter rated it as “good.” Over half the FBCOs felt it improved their ability to help those affected by the recession considerably or to a fair amount. About three-quarters of FBCOs felt SCF improved their ability to continue operating in the future considerably or to a fair amount.

Although self-reports of improvement were very positive, the actual return on investment for this type of program cannot be measured in the relatively short time frame that SCF operated. The full extent of SCF’s capacity-building efforts in terms of serving more individuals in need or providing more services may not have been fully realized soon after the end of the grant period and would require a follow-up study to determine its long-term achievements. Nonetheless, SCF provides important lessons for future efforts to develop a program aimed at building the capacity of community-based organizations.

I. INTRODUCTION

In response to the recession that began in 2007, the Strengthening Communities Fund (SCF), authorized under the American Recovery and Reinvestment Act of 2009 (ARRA),⁵ was designed to build organizational capacity of faith-based and community organizations (FBCOs) so they could contribute to the economic recovery and help ensure that information and services available through ARRA reached disadvantaged and hard-to-serve populations. FBCOs often have a strong presence in local communities, especially in low-income neighborhoods, and are frequently viewed by local residents as a trusted community resource.

The SCF program was administered by the Office of Community Services (OCS) Administration for Children and Families (ACF), US Department of Health and Human Services (HHS). SCF was structured as two separate grant programs: one provided grants to lead nonprofit organizations (hereafter called Nonprofit Program grantees); the other provided grants to State, Local, or Tribal government offices (such as offices with responsibilities for outreach to FBCOs), or organizations designated to administer the SCF grant on behalf of government entities (hereafter called Government Program grantees). Both programs shared the objective of providing capacity-building assistance, including training and technical assistance (T/TA), to FBCOs in the grantees' target areas. In addition to T/TA, Nonprofit Program grantees gave subawards to competitively selected FBCOs. Government Program grantees did not give subawards.

This report presents the findings of an extensive evaluation undertaken by the Urban Institute (UI) to assess the services, promising practices, and challenges that emerged during the two-year SCF initiative. The lessons learned from SCF can provide valuable insights for other capacity-building initiatives and for organizations that provide capacity-building assistance.

The evaluation was conducted over a three-year period (October 2009 to September 2012), using both primary and secondary data. Primary data included surveys of SCF grantees and FBCOs that received capacity-building assistance from the grantees, telephone interviews with

⁵ Section 1110 of the Social Security Act governing Social Services Research and Demonstration Activities; Title VIII of the American Recovery and Reinvestment Act of 2009, Public Law 111-5.

grantee staff administering local SCF programs, and site visits to eight grantees. Site visits entailed in-person interviews with grantee staff and others involved in implementing the local SCF program and with selected FBCOs that received capacity-building assistance. Secondary data included information derived from the grantee quarterly performance progress reporting system (PPR), ARRA 1512 reports, and grantee applications and work plans.

SCF enabled the 84 grantees to deliver local capacity-building assistance to more than 13,000 FBCOs over the two-year period. This number includes both training and technical assistance.⁶ SCF Nonprofit Program grantees provided intensive assistance to the 1,004 FBCOs that received subawards.

The report begins with an overview of the SCF initiative and a brief description of the study's research methods. It then describes the SCF grantees, the FBCOs assisted, and the implementation of the SCF awards, followed by the FBCOs' perspective of the program. The report also examines the types of activities undertaken during SCF and the outcomes achieved, including an examination of collaborations and partnerships developed. Next, this report assesses the challenges and promising practices identified through implementation of SCF, and finally, summarizes lessons learned that can help sustain and strengthen the capacity of community-based organizations and make them stronger partners with government.

II. OVERVIEW OF THE SCF INITIATIVE

The Strengthening Communities Fund Program, operated by OCS, was initiated under ARRA. ARRA-funded programs, including SCF, were initiated in response to the breadth, depth, and length of the recession that began in 2007.⁷ The US unemployment rate reached 9.3 percent in 2009 and increased to 9.6 percent in 2010.⁸ Home values decreased considerably during the recession (more so in some areas than others) and foreclosures increased.

⁶ Data are tabulated from summaries of PPR data provided to Urban Institute by National Resource Center (August 10, 2012), which shows 13,235 FBCOs received training and 3,876 received technical assistance. Because most FBCOs that received technical assistance also received training, there is overlap in these counts. The counts cannot be unduplicated.

⁷ Goodman, C. J., and S. M. Mance, "Employment Loss and the 2007–09 Recession: An Overview," Bureau of Labor Statistics. *Monthly Labor Review*, April 2011. <http://www.bls.gov/opub/mlr/2011/04/art1full.pdf>.

⁸ Bureau of Labor Statistics Data, Databases, Tables and Calculators by subject http://data.bls.gov/timeseries/LNU04000000?years_option=all_years&periods_option=specific_periods&periods=Annual +Data accessed June 4, 2012.

ARRA-funded initiatives had two important objectives: (1) to infuse financial resources into communities across the country to help address recovery, and (2) to help people in economic distress. While SCF grants contributed directly to economic recovery by providing financial support for Nonprofit and Government program grantee staff to administered the local programs and hire consultants to give training and technical assistance to FBCOs, SCF's key objective was to strengthen and build the capacity of FBCOs so they could better assist people in need. SCF supported various capacity-building activities that were intended to increase FBCO effectiveness and sustainability; enhance their ability to provide services to those in need; provide information about ARRA-related benefits and services, such as State and Federal benefits and tax credits; and promote collaborations and partnerships between FBCOs, public agencies, and other nonprofit organizations to better contribute to the economic recovery.

The SCF program was a very small portion of the ARRA stimulus package. Approximately \$174 billion was allocated under ARRA between April 2009 and February 2010.⁹ SCF received \$50 million of ARRA funds, of which \$46 million was awarded to grantees across the United States.¹⁰ The bulk of those awards (approximately \$34 million) went to Nonprofit Program grantees that distributed subawards to FBCOs.¹¹ Approximately \$20.6 million in recovery funds was provided to FBCOs as subawards.¹² Government Program grantees received approximately \$12 million.

Structure of SCF Grant Programs

SCF comprised two separate grant programs: one targeted at lead nonprofit organizations, the other at State, Local, and Tribal government offices (such as those with responsibility for outreach to faith-based and community organizations) or organizations designated to administer

⁹ Committee for a Responsible Federal Budget. *Happy Birthday ARRA: The American Recovery and Reinvestment Act One Year Later*. February 16, 2010. http://crfb.org/sites/default/files/ARRA_One_Year_Later.pdf.

¹⁰ A total of \$46 million was distributed to grantees to provide training, technical assistance and/or subawards to FBCOs. The remaining \$4 million was distributed as contracts for the provision of training and technical assistance support services and an evaluation of SCF. US Department of Health and Human Services, "Strengthening Communities Fund American Recovery and Reinvestment Act Implementation Plan," <http://www.hhs.gov/recovery/reports/plans/pdf20100610/ACF%20SCF%20June%202010.pdf>. See also US Department of Health and Human Services, "HHS Awards \$46 Million in Recovery Act Funds to Create Jobs and Spur Economic Improvement," news release, September 30, 2009, <http://www.hhs.gov/news/press/2009pres/09/20090930d.html>. Accessed December 9, 2009.

¹¹ US Department of Health and Human Services, Administration for Children and Families. Funding list linked to press release: http://www.acf.hhs.gov/news/press/2009/scf_chart.html. Accessed October 7, 2009.

¹² Data are from summaries of PPR data provided to the Urban Institute by the National Resource Center (August 10, 2012).

the SCF grant on behalf of the government entity (e.g., generally, nonprofit organizations).¹³ Both grant programs shared the objective of building capacity of FBCOs but differed somewhat in focus, activities conducted, and the type of organization funded.

Under the SCF Nonprofit Capacity Building Program (Nonprofit Program), OCS made awards to 35 lead nonprofit organizations. Under the SCF State, Local, and Tribal government capacity-building program (Government Program), OCS made awards to 49 State, Local, or Tribal entities or their designated nonprofit organizations (designees). Grants under both programs were awarded through a competitive process. The one-time, two-year grant awards were announced in September 2009, and most ended in September 2011.¹⁴ As part of ARRA, the grants were closely monitored to ensure proper expenditure of funds.

SCF Nonprofit Program grantees could receive awards of up to \$1 million, while Government Program grantees could receive awards of up to \$250,000.¹⁵ All but a few grantees in each category received the full award amount or an amount close to it (that is, within a few percentage points of the maximum). Only a handful of grantees in each group received awards that were substantially below the maximum.¹⁶

SCF Grantee Requirements

As noted above, SCF required both Nonprofit and Government Program grantees to provide training and technical assistance to FBCOs to build their capacity. Under both programs, the training and technical assistance could vary based on the needs of FBCOs. Nonprofit Program grantees were required to address the following five core areas; Government Program grantees were not required to address them, but they were provided as examples of topics they could address.¹⁷

1. Organizational development—such as strengthening boards, or developing internal systems such as financial systems, information technology, or planning.

¹³ In cases where a government entity designated a nonprofit organization to apply for the SCF grant, the nonprofit became the lead agency; the government entity was not required to have continuing involvement in the program.

¹⁴ A small number of grantees received no-cost extensions; some through December 2011, and others through March 2012.
¹⁵ Grantees of both programs were required to provide a 20 percent cost share (or match) of the total approved cost of the project.

¹⁶ Five Nonprofit Program grantees received awards ranging from about \$765,000 to \$880,000; five Government Program grantees received awards ranging from about \$168,000 to \$222,000.

¹⁷ US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, pp. 10-11 and HHS-2009-ACF-OCS-SI-009, 10–11.

2. Program development—such as enhancing programs or developing new curriculum.
3. Collaboration and community engagement—such as developing collaborations or partnerships, referral systems, or disseminating information about benefits.
4. Leadership development—such as staff professional development, training volunteers, or specifying board composition and function.
5. Evaluation of effectiveness—such as developing program measures, assessing program outcomes, or conducting a program evaluation.

The SCF Nonprofit Program differed from the Government Program in that Nonprofit Program grantees were required to provide subawards of at least 55 percent of their award amount to a competitively selected set of FBCO partner organizations to use for capacity building. Nonprofit Program grantees were expected to conduct at least two financial award cycles, but a FBCO could receive only one such award. Subawards were to be used by FBCOs for capacity building that would improve their social service efforts, including building capacity to expand and strengthen programs or services that addressed economic recovery. Such activities might include developing a directory of benefits, providing services to help access benefits or strengthening employment-related programming such as employment training or related support services such as child care or emergency food assistance. FBCOs could not use subawards for direct service provision.¹⁸

The SCF Government Program had two requirements that were not included in the Nonprofit Program.

1. Build the grantee's *own* capacity to partner with FBCOs and government entities and its capacity to provide outreach, training, technical assistance, and other capacity-building services (such as facilitating partnerships) to FBCOs to help them better serve those in need and increase FBCOs' involvement in the economic recovery. Grantees' internal capacity-building efforts were expected to focus on one or more of the critical capacity-building areas identified for FBCO capacity building.¹⁹

¹⁸ US Department of Health and Human Services Notices of Funding Opportunity HHS-2009-ACF-OCS-SI-009, 3–4, 15.

¹⁹ US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, 3, 5.

2. Provide outreach or education to increase the involvement of FBCOs in services related to economic recovery, such as providing information about benefits or services, facilitating access to benefits or other funding sources, and facilitating partnerships or serving as a liaison between government entities and FBCOs.²⁰

Table 1 summarizes the key requirements for the two SCF grant programs.

Table 1. SCF Grant Requirements by Type of Grantee

| | Nonprofit Program grantees | Government Program grantees |
|--|-----------------------------------|------------------------------------|
| SCF capacity-building activities | | |
| Provide training to FBCOs | X | X |
| Provide technical assistance to FBCOs | X | X |
| Provide financial assistance (subawards) to selected FBCOs | X | |
| Build internal capacity | | X |
| Conduct outreach and education to FBCOs | | X |

In addition to the grants, OCS provided support to SCF grantees through a National Resource Center (NRC). The NRC provided assistance to SCF grantees through webinars, meetings, conference calls, and individualized technical assistance. Its website served as a repository for information and capacity-building tools for grantees and FBCOs.²¹

III. THE STUDY’S RESEARCH METHODS

OCS commissioned this evaluation to understand better the implementation process and outcomes of the SCF program and to learn how to improve similar programs in the future. Data were obtained from multiple perspectives, including the SCF grantees and FBCOs. Research questions were framed to explore factors that influenced SCF program implementation and outcomes.²² Surveys obtained quantitative information, and telephone interviews and fieldwork protocols collected qualitative information. Relevant secondary data sources, such as grantees’ quarterly reports to OCS and ARRA 1512 reports, were used as a cost-effective way to gather

²⁰ US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, 3, 5.

²¹ Administration for Children and Families, Office of Community Services “About the National Resource Center,” 2012.

²² UI conducted early site visits and telephone discussions with eight grantees (four Government Program and four Nonprofit Program grantees) in spring 2010 to inform development of the research design and survey instruments.

quantitative data. Appendix A further describes the study's data sources and qualitative data collection methods, and Appendix B describes the study's quantitative survey methods.

Research Questions

Three overarching objectives guided the evaluation.

1. To inform HHS about the implementation and outcomes of SCF.
2. To help government officials and other stakeholders better understand how SCF fared in meeting its goals.
3. To inform and improve capacity-building programs.

These objectives were addressed through the following research questions.

- What were the characteristics of SCF grantees?
- What capacity-building activities did grantees implement?
- What kinds of collaborations or partnerships emerged?
- What outputs or early outcomes were achieved?
- What were the challenges, promising practices, and lessons learned?
- To what extent did FBCOs find the SCF program helpful?
- To what extent do grantees and FBCOs expect to sustain their capacity?

Data Sources

Four data sources, described below, were primarily used in the evaluation (Figure 1).

Figure 1. Sources of Evaluation Information



Administrative data

Administrative data such as grantee proposals and work plans, the SCF grantee reporting system (PPR), and ARRA 1512 reports (quarterly progress reports) were used as a cost-effective way to gather primarily quantitative information. These documents were provided to the UI evaluation team by OCS or accessed through www.recovery.gov. The data are self-reported by the grantees.

Web-based surveys

The UI developed separate survey questionnaires to obtain quantitative information from SCF grantees and FBCOs that received capacity-building assistance provided by grantees. The survey was based on samples of 600 FBCOs that received subawards from the Nonprofit Program grantees and 440 FBCOs that Government Program grantees identified as having received 10 or more hours of training or technical assistance from them.²³

All 84 grantees participated in the grantee survey, yielding a 100 percent response rate. The FBCO survey had a 66.8 percent response rate—a considerably high response rate for a survey of this type. Further detail on the survey methodology is provided in Appendix B.

Telephone interviews

UI developed a semistructured telephone interview guide to obtain primarily qualitative data from all 84 SCF grantees. The telephone interview, which lasted 60 to 90 minutes, addressed such topics as the way capacity building was structured and delivered, the effects of the recession in their area, implementation of the SCF program, challenges encountered, outreach to and selection of FBCOs, collaborations and partnerships, and factors contributing to or hindering success. The Government Program grantee interview guide also addressed the focus of internal capacity-building efforts and outreach/educational efforts.

Fieldwork

Site visits obtained in-depth information about the program's implementation, the challenges encountered, successful practices, and lessons learned from grantees and selected FBCOs that participated in their SCF initiative. Five Nonprofit Program grantees and three Government

²³ The Urban Institute drew a sample of 600 FBCOs from a list of the 1,004 FBCOs that received subawards. UI also drew a sample of 440 FBCOs from a list of 1,100 FBCOs that received 10 or more hours of TA from Government Program grantees.

Program grantees were visited. Two grantees were selected from each of four major US Census regions (Northeast, South, Central/Midwest, and West). Sites were selected to reflect variations in the area served (e.g., cities of varying sizes and non-metropolitan areas), the design and focus of SCF programs, and the type of agency administering SCF.²⁴

Site visits consisted of one-on-one interviews and small group interviews. In addition to interviews with grantee staff administering the SCF initiative and those delivering capacity-building services, each site visit included interviews with three to six FBCOs selected to reflect variation in the types of FBCO that participated in SCF.

IV. CHARACTERISTICS OF SCF GRANTEES

An organization's characteristics are often viewed as an indicator of capacity. Most SCF grantees were relatively large in (budget) size and had experience in providing capacity-building assistance to FBCOs, although smaller and less-experienced grantees also received SCF awards. As indicated below, the recession affected not only people in the community, but also the capacity of SCF grantees to implement the program.

SCF Grantees' Primary Service Activity or Level of Government

Many different types of organizations were selected to receive SCF grants. Nonprofit Program grantees were characterized by their primary service activity;²⁵ Government Program grantees were best classified by their level of government.

The 35 Nonprofit Program grantees encompassed a range of organizational types (Table 2). Most (10) were community and economic development organizations, including housing-focused organizations; the fewest (4) were universities. Other types of SCF Nonprofit Program grantees include groups that primarily provide management and technical assistance services, and human services or multiservice organizations. Foundations and national associations also were among the groups awarded SCF Nonprofit Program grants.

²⁴ The names of States and grantees that participated in the site visits are not disclosed in this report to ensure respondent confidentiality.

²⁵ The National Taxonomy of Exempt Entities (NTEE) was used to classify Nonprofit Program grantees. The NTEE is used by the US Internal Revenue Service to group tax-exempt entities by similarity of purpose, activity, type, and major function.

A few Nonprofit Program grantees (about 11 percent) self-identified as faith-based organizations;²⁶ two Nonprofit Program grantees focused on Tribes or Tribal populations

Table 2. Nonprofit Program Grantees by Primary Activity

| Primary activity | Number of grantees |
|---|---------------------------|
| Community and economic development, including housing | 10 |
| Management and technical assistance | 7 |
| Human services or multiservice | 7 |
| Foundation or Association | 7 |
| University | 4 |
| Total | 35 |

Source: Authors' classification of SCF Nonprofit Program grantees, using the National Taxonomy of Exempt Entities.

SCF Government Program grantees are best classified by their level of government. Almost half the Government Program grants (23 of 49) were awarded to Local-level agencies or their designees, primarily to city or county agencies (Table 3). Most of the Local-level awards (17 of 23) went to local government entities. In contrast, 12 of the 18 State-level awards were received by nonprofit designees, with only six State agencies receiving awards. Two of the latter included the Governor's Offices of Community and Faith-Based Initiatives of their respective States. State-level designees included universities, state associations of nonprofit organizations, and one nonprofit organization that identified itself as a faith-based organization.

Table 3. Government Program Grantees by Level of Government

| Level of government | Government entity | Nonprofit designee | Total |
|----------------------------|--------------------------|---------------------------|--------------|
| State | 6 | 12 | 18 |
| Local | 17 | 6 | 23 |
| Tribal | 4 | 1 | 5 |
| Territories | 3 | - | 3 |
| Total | 30 | 19 | 49 |

Source: Authors' classification of SCF Government Program grantees.

Note: The District of Columbia is counted among State-level grantees. One of the territorial entities is a local government located in a territory.

Five Government Program grants focused on Tribes (three grants were awarded directly to tribal governments; one was awarded to an association of Tribes, and one to a nonprofit designee on behalf of a Tribe).

²⁶ Some grantees self-identified as faith-based organizations in their SCF proposals or other materials, or were identified as such in the NTEE.

Budget Size

The organizations (or government offices) that received SCF grants reported large operating budgets (Table 4). The median annual operating budget for Nonprofit Program grantees was \$4.1 million, while Government Program grantees reported median annual budgets of \$2.5 million. Government Program grantees tended to have either very small or very large budgets, while Nonprofit Program grantees tended to cluster mid-range (\$1 million to \$10 million). The average budget for Government Program grantees was \$1.4 billion because a few government agencies that administered SCF had very large budgets. The average operating budget for Nonprofit Program grantees was \$12.1 million.

Table 4. Operating Budget for SCF Grantees

| Operating budget | Government Program grantees (%) n = 49 | Nonprofit Program grantees (%) n= 35 |
|-------------------------------|---|---|
| Less than \$1 million | 42 | 11 |
| \$1 million to \$4.99 million | 18 | 46 |
| \$5 million to \$9.99 million | 9 | 29 |
| \$10 million or more | 31 | 14 |
| Average budget | \$1.4 billion | \$12.1 million |
| Median budget | \$2.5 million | \$4.1 million |

Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

Most SCF grantees had prior experience administering government grants. Almost all the Nonprofit Program grantees (97 percent) and 80 percent of the Government Program grantees reported their organization had received funding from Federal, State, or Local government before the SCF award. This experience, no doubt, helped the grantees administer the SCF ARRA funds, which were of relatively short-term and subject to intense monitoring.

Paid Staff and Volunteers

The number of paid staff in an organization roughly indicates the capacity of an organization to manage Federal grants, which can have complex and demanding administrative requirements. While small organizations have admirably managed government contracts, larger ones may have an advantage because of their larger pool of employees to oversee and fulfill contract requirements.

As Table 5 shows, SCF Government Program grantees typically had fewer paid staff than their Nonprofit Program counterparts. The median number of paid employees for Government Program grantees, which may have included relatively small offices within a government agency or a nonprofit designee, was 8 compared with 20 for Nonprofit Program grantees. About a quarter of both Nonprofit and Government Program grantees had 50 or more paid staff in their organizations, but a handful of very large Government Program grantees pushes up the Government Program grantee average to 6,600 paid staff.

Table 5. Number of Paid Staff in SCF Grantee Organizations

| Number of paid staff | Government Program grantee (%) n = 49 | Nonprofit Program grantee (%) n = 35 |
|------------------------------|--|---|
| None | 4 | 3 |
| 1–9 | 51 | 23 |
| 10–24 | 14 | 37 |
| 25–49 | 6 | 11 |
| 50 or more | 25 | 26 |
| Average number of paid staff | 6,600 | 270 |
| Median number of paid staff | 8.4 | 19.8 |

Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

When asked how many paid staff was directly involved with the SCF grant, the numbers drop considerably. Nonprofit Program grantees used somewhat more paid staff, on average, to implement SCF (5.3) than did Government Program grantees (2.5). The typical (or median) number of paid staff that worked on SCF was four for Nonprofit Program grantees and two for Government Program grantees.

Organizations sometimes use volunteers to supplement the work of paid staff. However, roughly half of SCF grantees (51 percent for Government Program grantees and 43 percent for Nonprofit Program grantees) reported their organization did not use volunteers. Organizations that had volunteers reported having fewer than 10 volunteers in a typical month. The typical (or median) number of volunteers that directly worked on SCF was two for Government Program grantees and three for Nonprofit Program grantees.

Prior Capacity-Building Experience

Most SCF grantees had considerable experience providing T/TA to build the capacity of FBCOs. Nearly 80 percent of all grantees reported in the UI survey that they had more than five years of

such experience.²⁷ More Nonprofit Program grantees were in this group than Government Program grantees: 91 versus 67 percent, respectively. Only one grantee had provided T/TA to FBCOs for less than a year (Table 6).

Table 6. Grantee Experience Providing Training or Technical Assistance to FBCOs

| Years of experience | Nonprofit Program Grantees | | Government Program Grantees | | All Grantees | |
|---------------------|----------------------------|---------|-----------------------------|---------|--------------|---------|
| | No. | Percent | No. | Percent | No. | Percent |
| 1 year or less | 0 | 0.0 | 1 | 2.8 | 1 | 2.8 |
| 2 to 3 | 1 | 2.9 | 5 | 13.9 | 6 | 8.5 |
| 4 to 5 | 2 | 5.7 | 6 | 16.7 | 8 | 11.3 |
| More than 5 | 32 | 91.4 | 24 | 66.7 | 56 | 78.8 |
| Total | 35 | 100.0 | 36 | 100.0 | 71 | 100.0 |

Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

Note: Thirteen grantees did not provide information on this survey question.

The extent to which Nonprofit Program grantees had more experience providing T/TA than their Government Program counterparts is likely because this group includes several associations of nonprofit organizations, and management and technical assistance providers that typically give T/TA to members and clients. Additionally, nearly a third (11) of the Nonprofit Program grantees had previously received Federal grants to provide capacity-building training or technical assistance to nonprofit organizations; some had received more than one such grant.

Target Area Served

Grantees were located in all regions of the United States and in three US territories. In total, 36 States, plus the District of Columbia, had one or more grantees. The SCF program was implemented in large US cities (such as New York, Chicago, Philadelphia, Boston, and Seattle) as well as in States with predominately rural areas (such as Maine, New Hampshire, and Iowa). Many grantees indicated they would focus their efforts on places within their State or city that had particularly high unemployment or poverty rates. Grantees generally worked within a single State, except for two Tribal grantees and one Nonprofit Program grantee that focused on FBCOs working in tribal areas.

²⁷ Many grantees partnered with other organizations or consultants to provide some or all of their training or technical assistance. The experience of those partners or consultants is not reflected in these data.

The geographic areas targeted by grantees are shown in Appendix C. Most (12 of 18) State-level Government Program grantees or designees identified their entire State as their service area. Similarly, Local Government Program grantees generally focused on their respective city or county, or in some cases the metropolitan area in which they are located. In their proposals or work plans, some grantees indicated that they planned to work in distressed cities or counties in their State or in distressed neighborhoods with especially high unemployment or poverty rates.

Nonprofit Program grantees also targeted a specific local area, such as a city, county, or metropolitan area. Only three Nonprofit Program grantees had a statewide focus. Approximately half of the Nonprofit Program grantees had an urban focus, serving a single city or urban area. Almost a third served predominately rural areas (including one working with Native Alaskan communities and another working with Native American reservations). The remaining Nonprofit Program grantees focused on distressed regions that include small or mid-size cities, or suburban communities and some rural areas.

Effects of the Recession on SCF Grantees

During site visits and telephone interviews, several grantees recounted that their organizations had been affected by the recession, leading to reductions in staff. Sometimes these staffing constraints affected the SCF program.

- One Nonprofit Program grantee said it had about 40 staff in 2007 but was down to about 25 by 2009, due to losses in public and private funding. Another Nonprofit Program grantee in another State reported it lost all its State funding. It had around 30 employees when it applied for SCF in 2009 but was down to 16 in late 2011.
- A State Government Program grantee reported its State was having “massive layoffs” around the time the grant was awarded. The project manager noted that she had been transferred to the SCF project because of the loss of State resources in her former division.
- A Government Program designee for a large city government agency indicated that there had been layoffs and turnover among leadership at that city agency. Although the city staff with whom they worked were still there, they were “stretched because they have had to take on more and more work for people who were laid off.”

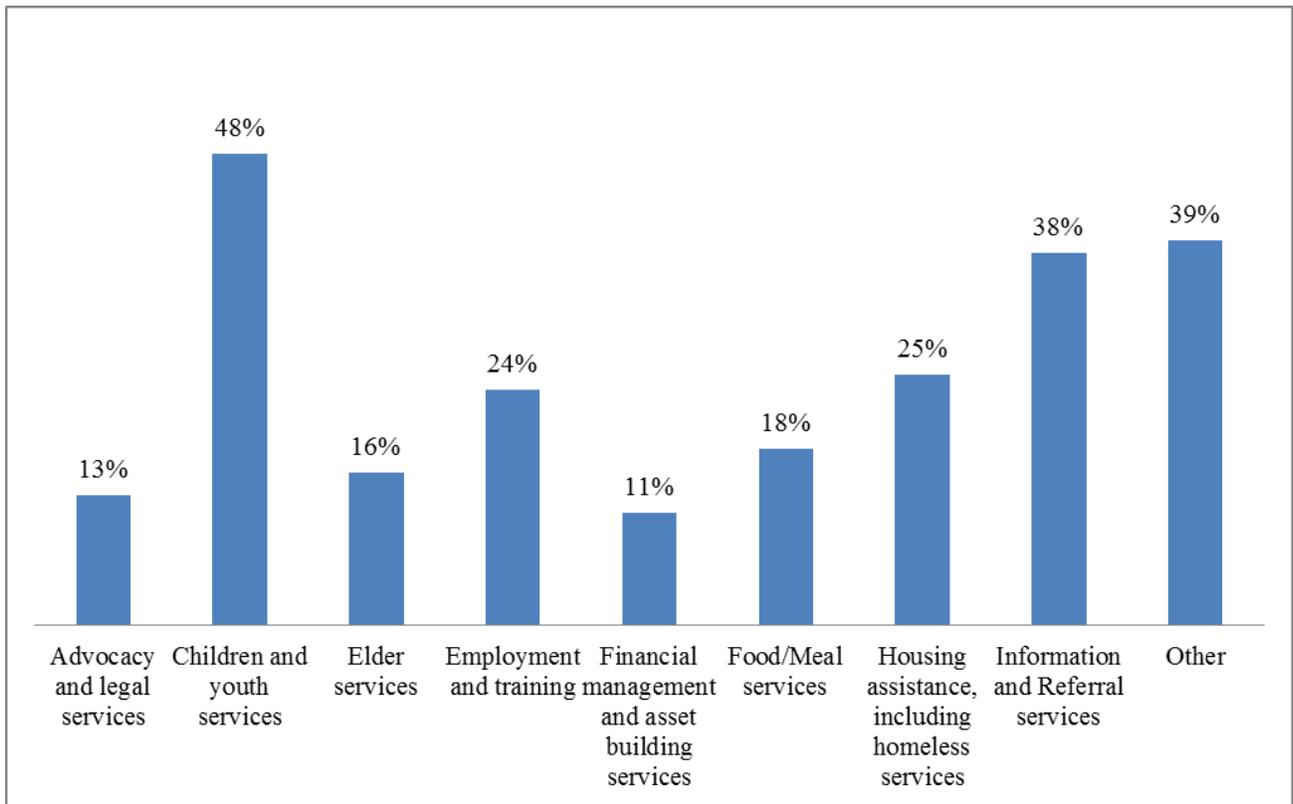
A few grantees pointed out that receipt of ARRA grants had shielded them from the immediate effects of the recession. One Nonprofit Program grantee in a rural area noted it had been “a real struggle to keep the doors open,” and it had laid off employees in other programs as State and grant funds disappeared. It said that SCF helped the organization “keep its administrative core” together. The SCF program coordinator in a large urban nonprofit organization indicated that she and the SCF TA provider would have lost their jobs after a prior grant ended if not for receiving the SCF grant. For more information on this topic, see the UI research brief, “SCF and the Economic Recession.”²⁸

V. CHARACTERISTICS OF FBCOS THAT RECEIVED SCF CAPACITY-BUILDING ASSISTANCE

Many different types of FBCOs participated in the SCF program. As the FBCO survey results indicated, some offered one service or program; others were multifaceted, offering multiple services to address a holistic set of needs. The two most common service areas addressed by FBCO survey respondents were children and youth services (48 percent of FBCOs provided this service) and information and referral services (38 percent). Roughly a quarter of the respondents said their organization provides housing assistance, including homeless services, or employment and training services. Nearly 40 percent offered some other type of service such as family support services, language and literacy, prison reentry services, health care, mental health services, and addiction services (Figure 2).

²⁸ See full brief, *SCF and the Economic Recession* at <http://www.urban.org/publications/412863.html>.

Figure 2. Main Services Provided by Percentage of FBCOs Offering the Service



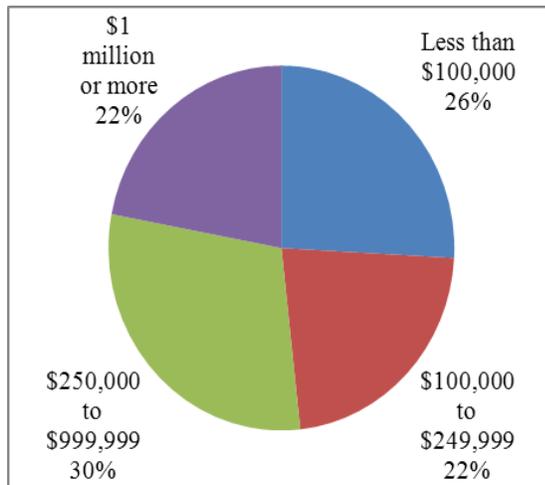
Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation FBCO Survey (2012).

Note: FBCOs were allowed to provide multiple responses to the question related to the main services provided by their organization. Thus, survey responses will not total 100 percent.

Budget Size

Most FBCOs that participated in SCF were relatively small. Nearly half reported operating budgets of less than \$250,000 (Figure 3). About a fifth had budgets of \$1 million or more, with fewer than 10 percent reporting budgets of \$5 million or more. Budgets ranged from \$0 to \$200 million. The average budget was around \$ 1.8 million, and the median budget about \$250,000.

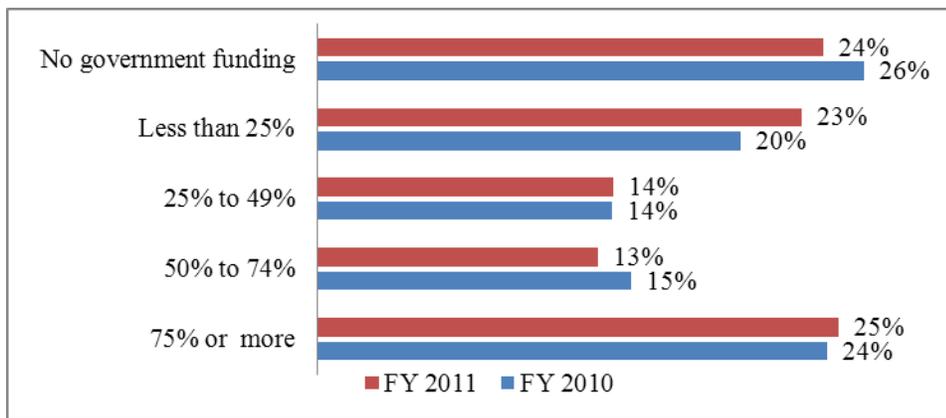
Figure 3. Size of FBCO Operating Budget, 2012



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation FBCO Survey (2012).

Seventy-five percent of FBCOs reported they received government funds (Federal, State, or Local) with roughly two in five saying that half or more of their operating funds came from government (Figure 4). These data suggest that FBCOs had prior experience working with government before participating in SCF, although the nature of these arrangements is not known.

Figure 4. Percentage of FBCO Operating Budgets from Government Funding



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation FBCO Survey (2012).

Paid Staff and Volunteers

The number of staff and volunteers in these organizations also is indicative of the small size of the FBCOs that received SCF capacity-building services. In fact, the typical FBCO in the study had more volunteers than paid staff. Indeed, about one in six FBCOs (16 percent) reported no paid staff. For FBCOs with paid staff, the median number of paid staff was 4.4. In contrast, only

7 percent of FBCOs in the study did not have volunteers, and the median number of volunteers per month was 10.

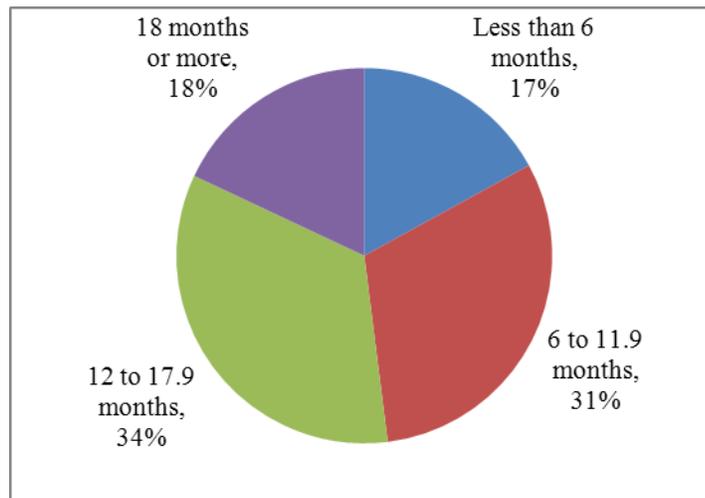
Number of People Served

Given the small budgets and small numbers of staff and volunteers, it is not surprising that these FBCOs serve relatively few people in a typical month. Approximately 12 percent of FBCOs reported that they do not provide direct services to clients. Another two-thirds of the FBCO survey respondents reported serving fewer than 250 people a month—or approximately eight people a day. The median is 144 people a month, or four to five a day. To be sure, some of these programs offer very individualized and highly intensive services, so to be effective the number of clients served may need to remain small. On the other hand, the numbers may also reflect the relatively limited capacity of these FBCOs to serve larger numbers of people in their communities.

Amount of Time in the SCF Program

FBCOs selected to participate in the SCF program spent varying amounts of time in the program. Nearly half (48 percent) of the FBCOs received SCF assistance for 12 months or less (Figure 5).

Figure 5. Number of Months FBCOs Received SCF Assistance



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation FBCO Survey (2012).

About a third (34 percent) participated for 12 to 18 months, and the remainder received up to 24 months of assistance. As many FBCOs noted, their time in SCF was not sufficient to both learn and implement all the capacity building information that SCF provided. Although the

reasons for the variation in time spent in the SCF program are not known, some variation may reflect the delays that grantees experienced in starting up their programs and/or the program's design—that is, some grantees may have limited assistance to 12 months or less in order to provide assistance to two cohorts of FBCOs.

VI. GRANTEE IMPLEMENTATION OF SCF CAPACITY-BUILDING ACTIVITIES

Prior to the start of specific implementation activities, the SCF grantees refined and finalized their work plans and received approval for them from the SCF program office. Grantee activities addressed the core SCF program elements as outlined in the funding announcement.²⁹ This section describes the grantees' implementation of their SCF programs.

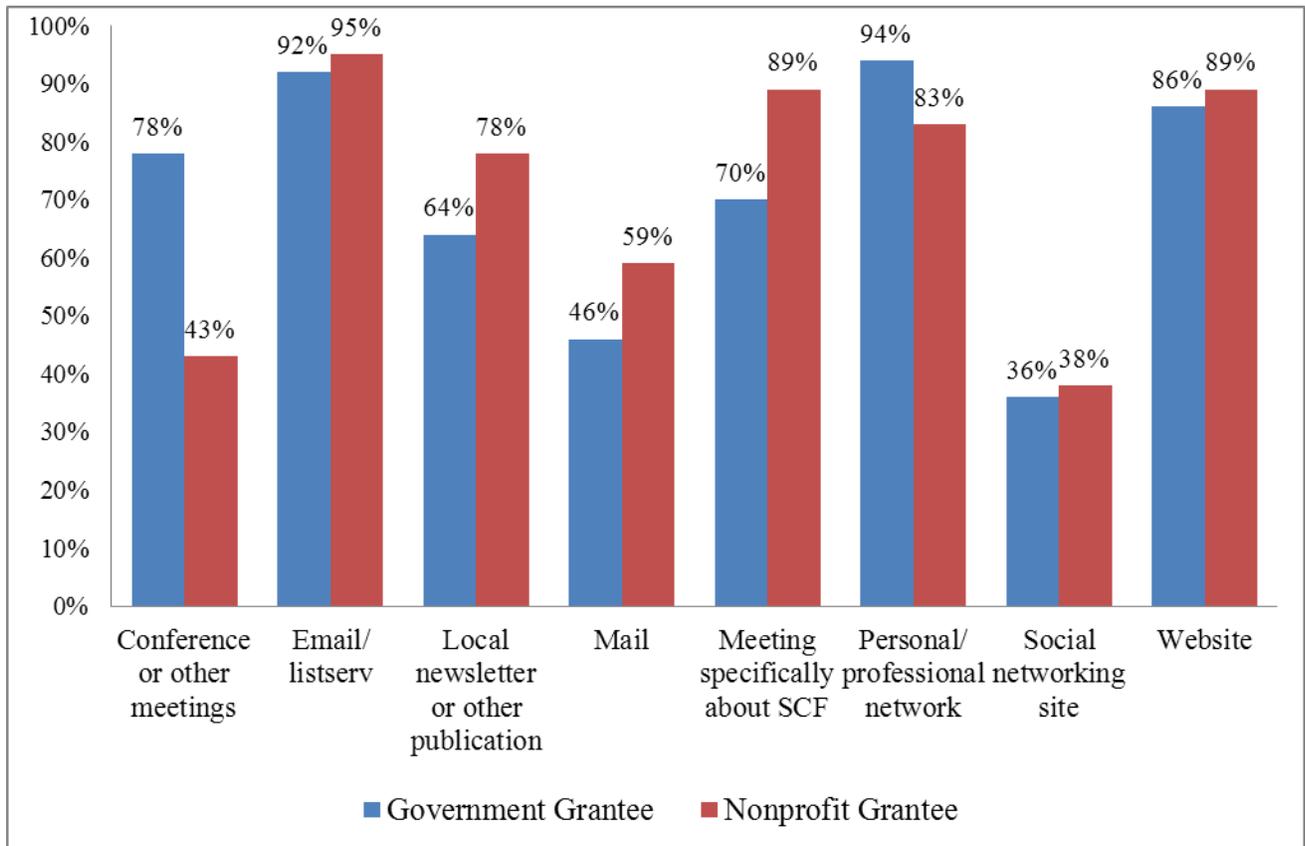
- Recruitment and selection of FBCOs
- Provision of training, technical assistance, and for Nonprofit Program grantees, subawards
- Capacity-building activities completed
- Internal capacity building by Government Program grantees

Recruitment and Selection of FBCOs

A first step in the implementation process was for SCF grantees to inform FBCOs of the program's opportunities and recruit participants. Government and Nonprofit Program grantees reported using fairly similar approaches to do so (Figure 6). Emails, websites, and professional/personal networks were the most commonly used approaches; social networking was used least. A larger share of Government Program grantees was more likely than Nonprofit Program grantees to use conferences as a vehicle to inform FBCOs about the SCF program, while Nonprofit Program grantees were more likely than their Government counterparts to use newsletters, regular mail, and host special meetings.

²⁹ US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, p. 12 and HHS-2009-ACF-OCS-SI-009, 10, 16.

Figure 6. Methods Used by Grantees to Inform FBCOs about SCF

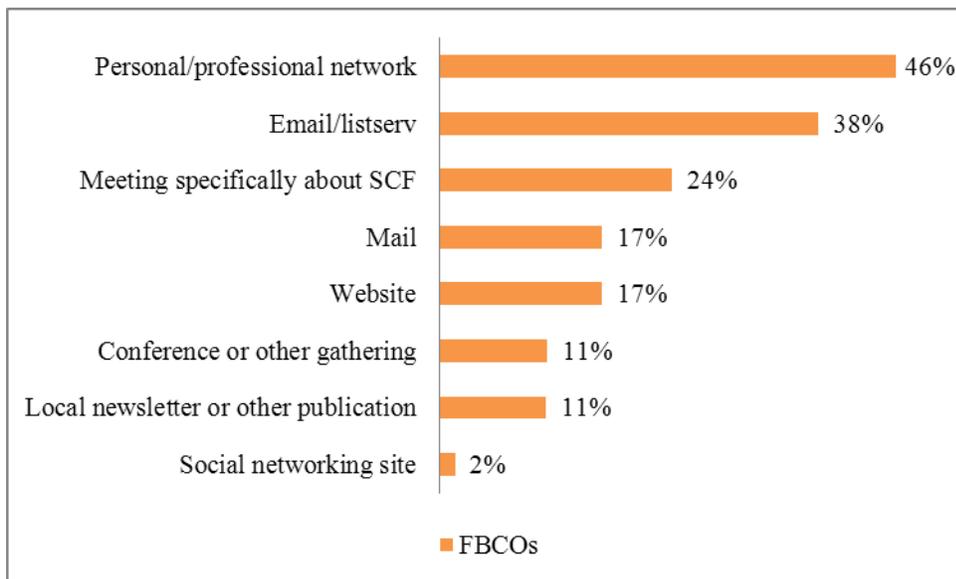


Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

Note: Grantees were allowed to provide multiple responses to the question related to how they informed FBCOs about SCF and its services. Thus, survey responses will not total 100 percent as grantees utilized multiple approaches to inform FBCOs.

From the FBCO’s perspective, the two most common ways that FBCOs learned about the SCF program was by professional networks (46 percent) and emails or listservs (38 percent). Only two percent of FBCOs in the UI survey reported that they heard about SCF through social networking sites (Figure 7). The overlap between methods most frequently used by grantees to inform FBCOs about SCF and the sources from which FBCOs most frequently learned about SCF suggests the powerful influence of personal and professional networks and the importance of electronic communications.

Figure 7. Ways That FBCOs Learned about the SCF Program



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation FBCO Survey (2012).

Note: Survey respondents were allowed to provide multiple responses to the question related to how they were informed about SCF and its services. Thus, survey responses will not total 100 percent as FBCOs learned about the program through multiple means of communication.

After conducting outreach activities, SCF grantees developed systems to select the FBCOs that would receive capacity-building assistance. While both Nonprofit Program and Government Program grantees provided capacity-building training, Nonprofit Program grantees were also required to issue subawards to select FBCO partner organizations through a competitive process.³⁰ Government Program grantees, on the other hand, were required to select FBCOs that would receive more intensive TA (as opposed to those that would receive training only).³¹

Nonprofit Program grantees typically used a single application to select FBCOs for either training and/or subawards. Applications, particularly for subawards, were reviewed by a panel, which generally included members external to the grantee organization. Most Government Program grantees also used an application process to select FBCOs to receive intensive TA, and some used the same application to select FBCOs for both training and TA.

³⁰ Nonprofit Program grantees were required to provide two rounds of subawards during the grant period. However, because of delays in the start of some activities, this requirement was eased, and several Nonprofit Program grantees provided only one round of subawards.

³¹ US Department of Health and Human Services Notice of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, 21.

Because SCF grantees were expected to assess capacity-building needs of the FBCOs they assisted,³² some grantees included self-assessment tools or questions asking about the FBCO's capacity-building needs as part of the application process; others did so after FBCOs were selected. Several grantees reported that they considered the application and needs assessment processes to be capacity-building exercises, noting that this was the first time some new or small FBCOs ever completed a formal application for assistance or had to identify their strengths and weaknesses.

Training, Technical Assistance, and Subawards

Training and technical assistance were the primary methods used by SCF grantees to build capacity. As noted above, only Nonprofit Program grantees provided subawards to selected FBCOs.

In their work plans and in consultation with SCF program specialists, SCF grantees projected the number of FBCOs they planned to provide with each of the three types of capacity-building assistance (i.e., training, TA, and subawards). Roughly half of Nonprofit Program grantees (46 percent or 16 grantees) planned to provide both TA and a subaward to the same set of FBCOs and to provide training to a separate and larger group of FBCOs. About a quarter of Nonprofit Program grantees (23 percent, or 8 grantees) indicated their programs would provide all three forms of capacity building to the same set of FBCOs. The remaining grantees projected different numbers of FBCOs for each type of assistance.³³

Just over a third of Government Program grantees (35 percent or 17 grantees) designed their programs to provide both training and TA to all the FBCOs selected for their SCF program. All but two of the remaining Government Program grantees planned to provide training to more FBCOs than were projected to receive TA.³⁴

³² US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, 9, and HHS-2009-ACF-OCS-SI-009, 11–12.

³³ Based on authors' review of Nonprofit Program grantees' projected numbers in the PPR data summaries provided to the Urban Institute by the National Resource Center.

³⁴ Based on authors' review of Government Program grantees' projected numbers in the PPR summary data provided to the Urban Institute by the National Resource Center.

Training

Under SCF, the term “training” referred to group-based educational and skill-building activities, such as workshops. Training generally was provided to all FBCOs considered enrolled in the grantee’s SCF program and often was made available to other FBCOs if space was available. Table 7 summarizes the number of organizations that participated in training and the hours of training provided as reported by Nonprofit and Government Program grantees.³⁵ These data should be interpreted with caution, as it is not clear that all grantees used consistent methods for counting and reporting these measures. Some grantees that reported large numbers of organizations or hours may have included training provided via webinars or other forms of distance learning, while those with smaller numbers may not have used such modes or may have only reported their in-person training. Similarly, a few grantees conducted workshops in conjunction with large conferences, thus reaching (and reporting) large numbers of FBCOs at a single training.

Table 7. Training Provided by SCF Grantees

| Measure | Number of Organizations Receiving Training from | | Number of Hours of Training Provided by | |
|----------------------------------|---|-----------------------------|---|-----------------------------|
| | Nonprofit Program grantees | Government Program grantees | Nonprofit Program grantees | Government Program grantees |
| Cumulative target amount | 2,454 | 6,822 | 4,787 | 5,297 |
| Cumulative actual amount | 3,742 | 9,493 | 5,923 | 7,352 |
| Amount in excess of target | +1,288 | +2,671 | +1,136 | +2,055 |
| Percent of target amount | 152% | 139% | 124% | 139% |
| Median actual number per grantee | 66 | 129 | 100 | 127 |

Source: Summaries of PPR data provided to Urban Institute by National Resource Center (August 10, 2012).

Note: Grantees established their projected amounts (or targets) in consultation with SCF program monitors at the beginning of the grant.

In total, Government Program grantees provided training to more FBCOs and gave more hours of training than Nonprofit Program grantees. Government Program grantees trained more than twice as many FBCOs as Nonprofit Program grantees (9, 493 versus 3,742, respectively) and provided about 24 percent more hours of training. In part, this difference is because there were more Government Program grantees than Nonprofit Program grantees. Also, since Government grantees received smaller awards than Nonprofit grantees, they may have focused

³⁵ These data are based on PPRs submitted by August 10, 2012. Although a few SCF grantees were given extensions to complete their grants, these data are the cumulative total of all SCF training and technical assistance activities.

more on training as a lower cost approach to capacity building than TA. The median number of organizations trained and hours of training provided was also higher for Government Program grantees.

Most grantees exceeded their projected (or targeted) number of organizations to be trained and hours of training to be provided (Table 7). Many did so by considerable amounts. Combined, the two groups of grantees provided training to 13,235 FBCOs, 3,959 more than projected. The number of training hours provided also exceeded the projected target by roughly 3,200 hours.

There are several possible reasons for grantees exceeding their projections. Because SCF was a new program, grantees may have had no (or little) experience on which to base these projections. Some may have been conservative in setting their targets to be sure they would reach their goals; others may simply have underestimated the demand for training. As one grantee explained: “With the economic climate and nonprofits needing somewhere to get consultation or be able to network or talk through organization development issues...the group training just traveled through word of mouth. It was free, and people started to migrate in.” Some grantees increased the number of workshops provided and/or organizations served in response to requests for training on particular topics.

Content and Structure of Training

Grantees generally used training as a forum to present core concepts and develop a foundation that could be built on through technical assistance. Thus, grantees typically addressed all or most of the five core capacity-building topics in their group trainings. Some SCF grantees also provided training on specific topics where they had expertise, such as workforce development, homeless services, or access to benefits.

Training was generally provided through a series of workshops, often conducted over a period of months. Since Nonprofit Program grantees were expected to provide at least two separate rounds of subawards, they generally structured their training as a set of workshops that was repeated for each cohort of FBCOs. Government Program grantees often provided a single series of workshops. In addition to in-person training, some grantees used webinars to accommodate distance learning.

Grantees used various approaches to provide training. In-person training was commonly half- or full-day workshops. Trainers for workshops included grantee staff, consultants (such as

professional consultants or trainers, university faculty, and experienced nonprofit executives), staff of partner agencies, or a combination of these. Two grantees partnered with local universities and offered classes leading to a Certificate in Nonprofit Management, which FBCOs received after completing the necessary classes. One grantee issued “coupons” to FBCOs enabling them to select workshops of their choice from the grantee’s ongoing skill-building series.

Grantees serving tribes, rural areas, or large areas (such as entire states) tended to structure training differently than those serving a more compact area. Some repeated training workshops in multiple locations to facilitate access from different parts of a state. Others concentrated their training into multiday workshops held in a location accessible to the area served, or provided training in conjunction with conferences that the targeted FBCOs usually attend. Some of these grantees also used webinars and teleconferences. A Government Program grantee that provided training in five regions commented that a few FBCOs dropped out of the program because they could not afford to travel to meetings because of rising gas prices.

Technical assistance

Under SCF, technical assistance refers to assistance or consultation customized to the needs of the FBCO. Grantees typically selected fewer FBCOs to receive TA than training because TA was individualized and provided on a one-to-one basis. Nonprofit Program grantees generally provided TA only to the FBCOs that received subawards. FBCOs with a subaward could use all or some of the subaward to hire consultants of their choice and obtain additional TA. Table 8 summarizes the number of organizations that received TA from grantees and the hours of TA provided by grantees.³⁶ It does not include data on TA purchased through subawards.

³⁶ These data are based on PPRs submitted by August 10, 2012. Although a few SCF grantees were given extensions to complete their grants, these data are the cumulative total of all SCF training and technical assistance activities. The quality of the TA-related data may be better than the training-related data because grantees had a direct and prolonged relationship with FBCOs that received TA.

Table 8. Technical Assistance Provided by SCF Grantees

| Measure | Number of FBCOs Receiving TA from | | Number of Hours of TA Provided by | |
|--------------------------------------|-----------------------------------|-----------------------------|-----------------------------------|-----------------------------|
| | Nonprofit Program grantees | Government Program grantees | Nonprofit Program grantees | Government Program grantees |
| Cumulative target amount | 1,180 | 2,276 | 49,527 | 25,737 |
| Cumulative actual amount | 1,518 | 2,358 | 51,164 | 27,379 |
| Amount in excess of target | +338 | +82 | +1,637 | +1,642 |
| Percent of projected amount | 129% | 104% | 103% | 106% |
| Median number per grantee | 31 | 26 | 1,059 | 420 |
| Average hours of TA per organization | | | 33.7 | 11.6 |

Source: Summaries of PPR data provided to Urban Institute by National Resource Center (August 10, 2012).

The median number of FBCOs that received TA from Nonprofit Program grantees was 31, compared with 66 for training. For Government Program grantees, the median number receiving TA was 26, compared with 128 for training.

Both Government and Nonprofit Program grantees exceeded their projected targets. Combined, the two groups of grantees provided TA to 3,876 FBCOs, which totaled roughly 78,500 hours of TA. They assisted 420 more organizations than projected and provided 3,279 more hours of TA. Nonprofit Program grantees provided considerably more hours of TA than Government Program grantees. On average, Nonprofit Program grantees provided almost 34 hours of TA per FBCO, compared to 12 hours per FBCO provided by Government Program grantees. During site visits, many consultants providing TA said they went beyond the number of TA hours they were contracted to provide because the FBCOs had extensive need for assistance. It is not clear if these extra hours are counted in these data.

Content and structure of technical assistance

As with training, SCF grantees provided TA (sometimes called coaching or mentoring) in various ways. TA was generally provided in-person and often on site at the FBCO's offices. However, grantees and FBCOs alike indicated that TA also was provided by telephone and email, to help FBCOs as they implemented new practices. Typically, grantees allocated a specific number of hours of TA per FBCO. In cases where FBCOs did not need, or were not able to use, their full amount of time, unused hours were generally reallocated to other FBCOs that could use them.

TA was commonly provided to the FBCO's executive directors and to other staff involved in the type of assistance being provided (e.g., staff with financial or data management responsibilities). Board retreats were a common method of TA used when building the capacity of FBCO boards.

TA was designed to address SCF's five core capacity-building areas, but the particular ones addressed were tailored to the FBCO's individual needs. The TA focus was generally determined through the grantee's review of the FBCO's self-identification of needs (typically a part of the application process), some type of needs assessment tool, and consultation between the grantee and the FBCO. In several cases, TA focused on specific topics that reflected the grantee's expertise or the focus of its SCF efforts, such as access to benefits or particular services (such as employment training services).

TA providers were commonly staff members of the grantee organization, staff of partner organizations, consultants, or a combination of these. Many grantees had their trainers provide TA, but others asked different or additional in-house staff or consultants to provide TA. Some grantees used different TA providers for different topics, thereby ensuring that FBCOs had expert coaches in specific areas.

The geographic spread of FBCOs sometimes influenced the way TA was provided (i.e., in-person or by phone or email). For example, a grantee working with FBCOs in different areas of a large state made one TA site visit per FBCO, but provided most of the remaining TA by phone or online. This grantee selected a TA consultant who was experienced with online training. Another grantee serving a large rural area similarly provided some onsite TA, but relied on phone or web for most TA.

During site visits and telephone interviews, a few grantees said they provided group TA in addition to individual TA. One Government Program grantee, at the request of several FBCOs, started providing small-group TA. The FBCOs wanted collaborative sessions so three or four agencies could meet with a coach and focus on a specific project or service delivery issue. In another case, a university-based grantee held all-day meetings for CEOs on a monthly basis and provided group TA on topics the FBCOs identified or the grantee thought they needed. These optional meetings were also intended to promote networking.

Oversight of TA

Grantees provided oversight of the TA received by FBCOs, and, where applicable, helped coordinate the TA received from multiple providers. One Nonprofit Program grantee assigned each FBCO a “liaison coach” who would ensure TA was being provided and, if needed, locate a more appropriate TA provider if the assigned coach could not address a FBCO’s particular needs.

Oversight procedures also demonstrated accountability practices to FBCOs and required them to be accountable. Numerous grantees indicated they conducted regular in-person or telephone meetings with FBCOs to monitor progress on their individual work plans and ensure they were appropriately keeping records of how they spent their subawards (where applicable).

- One Nonprofit Program grantee described its approach as a “program officer model” and considered it to be part of the capacity-building approach. A grantee staff member was assigned to each FBCO, and met with the FBCO to discuss its application, needs assessment, and work plan. The assigned “officer” would call or meet with the FBCO regularly to check progress and nudge them to meet deadlines and to provide guidance in doing so.
- Another grantee working with FBCOs in several cities started a Google chat system to check in with each subawardee monthly. Because the FBCOs knew they would be having the chat, they made an effort to have some progress to report. The grantee noted that an advantage of this approach was that it introduced the FBCOs to a technology new to some of them.
- A consultant that provided training and TA on resource development set up a spreadsheet with performance milestones to monitor FBCO progress. FBCOs reported their accomplishments (e.g., number of contacts made, amount of resources raised) through email surveys or telephone calls. The spreadsheets were discussed at group training sessions both to recognize accomplishments and motivate FBCOs.

Subawards to FBCOs

In addition to providing training and technical assistance, SCF required Nonprofit Program grantees to award a minimum of 55 percent of their SCF grant funds as subawards to selected

FBCOs (partner organizations) through a competitive grant process. Table 9 shows that 1,004 FBCOs actually received subawards, which totaled \$20.6 million. This exceeds the cumulative level grantees originally targeted for the program.

Table 9. Subawards Provided by SCF Nonprofit Program Grantees

| Subawards | Number of FBCOs given subawards | Amount provided in subawards |
|--------------------------------|--|-------------------------------------|
| Target amount | 987 | \$17,917,492 |
| Actual amount | 1,004 | \$20,616,833 |
| Amount in excess of target | 15 | \$2,699,341 |
| Range of subawards per grantee | 10–90 | \$460,040–\$696,755 |
| Median subawards given | 24 | \$19,489 |

Source: Summary of PPR data provided to Urban Institute by National Resource Center (August 10, 2012).

Individual subawards to FBCOs ranged from less than \$100 to \$102,900, but the most common amount awarded was roughly \$20,000. Few FBCOs were at the extreme ends of these ranges: two FBCOs received \$1,000 or less; 18 received more than \$50,000.

FBCOs that received subawards usually were required to develop a work plan identifying the projects they would work on with the SCF funds (e.g., developing a strategic plan). FBCOs used their subawards in various ways. Depending on the amount of the subaward, FBCOs often used the funds for more than one type of capacity-building activity, such as to purchase needed equipment and pay for consultant time or training other than that provided by the grantee. A portion of the subaward funds could also be used for staff time associated with capacity-building activities or travel costs associated with participation in training or TA.

Because the PPR and other administrative records did not provide aggregate information on how FBCOs used their subawards, the examples (below) were gathered from Nonprofit Program grantees during telephone and site visit interviews and with selected FBCOs during site visit interviews. Thus they do not represent the full range of use of subawards.

FBCOs commonly used subawards to hire consultants to get more individualized attention and work on completing specific capacity-building activities. Common topics included developing a strategic plan, training in use of computers or software, developing or improving websites, marketing materials (e.g., brochures, business cards, posters, banners), or creating fundraising plans. FBCOs also commonly used subawards to strengthen capacity of their

governing board, such as by hiring consultants to conduct board retreats or training sessions, or for informational materials to increase board understanding of their roles and responsibilities, or to help recruit and retain board members. Some FBCOs used consultants to conduct specialized training for their accounting or technological staff. FBCOs also used SCF funds to create or improve databases to enable them to better track financial or client information.

One of the most common ways that FBCOs used their subawards was to strengthen infrastructure, particularly by purchasing computers, software, and other electronic equipment. Some FBCOs and grantees commented that FBCOs often lacked resources to update their old IT equipment; the subawards provided an opportunity to do so. Some FBCOs also used subawards to pay for training staff and volunteers to use the newly acquired equipment.

Other FBCOs used subawards to enhance or expand programs and services. One grantee reported that two FBCOs used subaward funds to purchase equipment for use in employment training programs (e.g., carpet cleaning equipment and a cash register, respectively). Another grantee reported that a FBCO purchased weatherization equipment to use in training for green jobs.

Internal Capacity Building by Government Program Grantees

Previous government-supported efforts to build capacity of FBCOs often focused on the needs of the FBCOs. Under SCF, Government Program grantees were also expected to build their own organizational capacity to better provide capacity-building services (such as T/TA or partnership facilitation) and involve nonprofit organizations in the economic recovery.³⁷

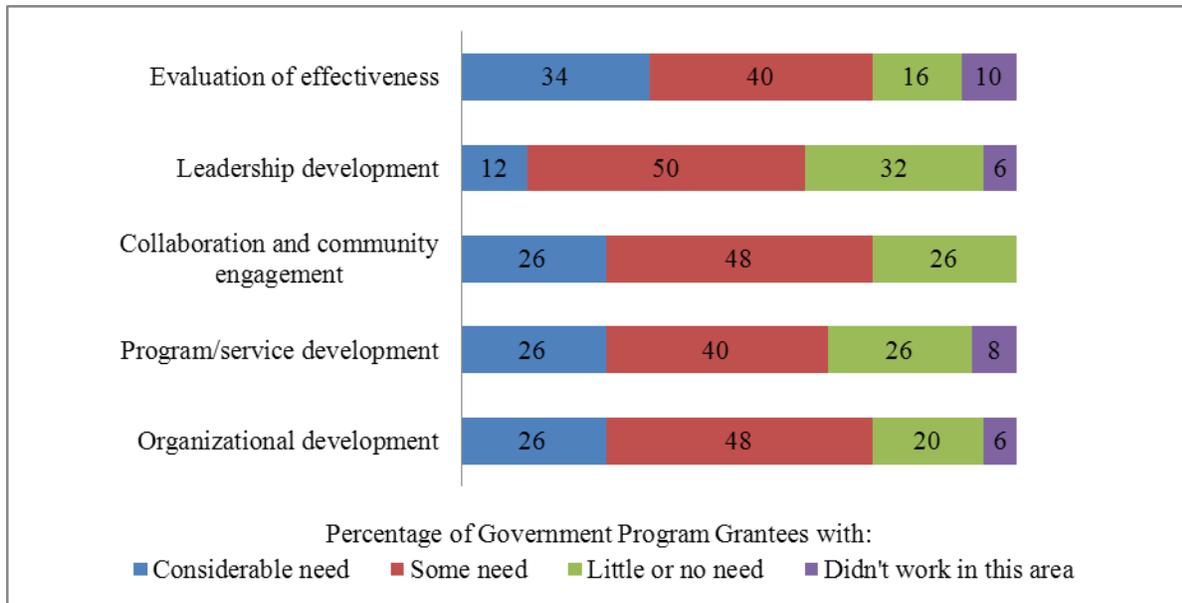
Like FBCOs, Government Program grantees had to determine which core capacity areas needed attention. They initially identified their needs in their proposals and finalized them in their work plans approved by OCS staff. Some grantees conducted a formal needs assessment as part of this process; one grantee reported its staff completed the same assessment process as the FBCOs.

When asked to rate their level of need in each capacity-building area, between 62 and 74 percent of Government Program grantees indicated they had “some” or “considerable” need in all five capacity-building areas (Figure 8). More grantees expressed “considerable” need in the

³⁷ US Department of Health and Human Services Notices of Funding Opportunity #HHS-2009-ACF-OCS-SN-0092, 9, 12.

area of evaluation of effectiveness than other areas (34 percent versus 26 percent for collaboration, program development, or organizational development). Few Government Program grantees (12 percent) expressed “considerable” need in the area of leadership development. Capacity-building activities in each of these areas are described below.

Figure 8. Assessment of Internal Capacity-Building Needs by Government Program Grantees



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

Evaluation of effectiveness

A third of Government Program grantees identified evaluation of effectiveness as the core capacity-building area in which they had considerable need, that is, the category with the largest response. To address this need, grantees bought computer hardware and software and invested in staff training.

- One organization focused on Results Oriented Management and Accountability (ROMA)³⁸ and had several staff members certified as ROMA trainers. These staff members then trained both internal staff and FBCOs to help better plan and implement programs that tracked results. The organization also identified a need for a common tracking system that would interface between FBCOs and the grantee, and procured a

³⁸ ROMA is a reporting system used by State and local organizations that receive Community Services Block Grants.

database that tracked demographic information and services provided and links the information to outcomes achieved.

- Other organizations built or improved databases to strengthen their capacity to evaluate their programs. Before SCF, some organizations could not tell where their resources were going and what outcomes were achieved within the community. Grantees were able to use SCF funds to train employees on using a database and explain the importance of accurately tracking information and using outcomes.
- Some grantees used SCF funds simply to learn about evaluation metrics and how to use them.

Collaboration and community engagement

About a quarter of Government Program grantees identified collaboration and community engagement as an area that needed considerable capacity building. Within this core area, developing or updating websites was a common internal capacity-building activity, as was developing marketing materials to become better known in the community.

- Websites were used by grantees to post information about benefits and services, including ARRA benefits. Websites were also used to post capacity-building information, such as training webinars and sharing success stories. At least one grantee hosted a focus group of nonprofit organizations to determine the major barriers to using the agency's website and receive feedback on how to make the site more user-friendly.
- Another organization positioned itself to be more central to all the communities it served, especially in discussing economic recovery and economic development. The grantee said, "People think of us as helping small business only, so there was some [internal] capacity building to examine how we present ourselves, our role in the community." The grantee developed a brochure to inform the community about the services it offered, and it partnered with a statewide organization that had a lot of traffic on its website to become better known.

Organizational development

Similar to community engagement, about a quarter of Government Program grantees reported they had considerable need to address organizational development issues and almost half said they had some need in this area. Grantees focused on planning and revenue strategies.

- One Government Program grantee noted it “developed a business plan that looks at staffing, board development and structure, programs and services, as well as training and capacity building. We did a lot of work on where we are now and where we want to go. SCF was integral in helping us put the plan into action. It allowed us to see if this is sustainable, and figure out what works and what the right delivery mechanisms are.”
- Because of limited public funds, another Government Program grantee helped create a nonprofit organization that would have access to funds not available to government entities. “The nonprofit can do private fundraising, such as major gift campaigns and special events, which the city cannot do. The nonprofit can raise money to support the program collaboratives that were formed [with SCF funds].” This grantee used SCF funds to hire a consultant to develop a business plan and an attorney to prepare the legal documents to form the 501(c)(3) organization.

Program and service development

Government Program grantees used SCF funds to improve or add new programs or services. Nearly three-quarters of grantees assessed that they had a need to strengthen their program and service capacity. Of those, 26 percent felt they had a considerable need in this area. One approach was to build curriculum to strengthen programs; another approach was to concentrate on grant writing and fundraising.

- One Government Program grantee wanted to continue to provide capacity-building services to small FBCOs after the SCF grant ended. Because the needs of large and small FBCOs differ, this grantee used some of its SCF funds to develop curriculum that would address the needs of small FBCOs (budgets under \$750,000).
- Another grantee prepared a how-to guide on starting a nonprofit organization and related materials to help emerging and small FBCOs.

Leadership development

Although only 12 percent of Government Program grantees considered leadership development a considerable need, nearly half said there was some need for improvement in this area. For grantees that worked in this core area, training programs for various levels of leadership was common.

- Train the trainer models were a common form of leadership development. Grantees sent staff to various types of training programs; in turn those staff trained other staff members and FBCOs in what they learned.
- Some Government Program grantees that were nonprofit designees (rather than government offices or agencies) worked on strengthening their boards of directors. They hosted board retreats, updated board policies, and worked with staff on how to better engage the board.

VII. ACTIVITIES AND OUTCOMES

SCF grantees were required to report two types of capacity-building information: (1) activities completed by the FBCOs they assisted, and (2) outcomes achieved through SCF-related activities.³⁹ The information was reported by the FBCO to the grantee and the grantee then conveyed the information to OCS through the PPR. The following analysis primarily uses information collected through the PPR, supplemented with telephone interview and site visit information.

Capacity-Building Activities Completed

As indicated above, SCF grantees focused on building FBCO capacity in the five core areas. (Appendix D lists the activities that fall under each core category). Overall, the three core areas with the largest number of completed activities were organizational development, leadership development, and collaboration/community engagement. Because SCF grantees addressed the individual needs of the participating FBCOs, the specific activities completed under each core area varied considerably.

³⁹ Because so many activities were undertaken to address the individual FBCO needs, OCS asked the grantees to report on activities completed, which can be viewed as outputs or intermediate outcomes, rather than planned activities or those in progress to obtain a better sense of the types of capacity that FBCOs had actually developed during the contract period.

In total, grantees reported that FBCOs completed 10,887 capacity-building activities during the two-year SCF program. A FBCO may have completed multiple activities in one or more core areas. Government Program grantees reported fewer completed activities (2,590) by their FBCOs than Nonprofit Program grantees (8,297). The difference may be attributable to the structure of the two grant programs. Government Program grantees were required to report on activities completed by FBCOs that received 10 or more hours of technical assistance. Likewise, Nonprofit Program grantees also reported on the activities of FBCOs with 10 or more hours of TA, but also those that received subawards.⁴⁰ The receipt of subawards created a more intensive and interactive relationship between grantee and FBCO that may have contributed to the higher level of completed activities.

Table 10 provides a summary of the 15 most common activities completed by FBCOs. As the table illustrates, the number of FBCOs that completed any particular activity is relatively small because assistance was tailored to the individual FBCO needs.

⁴⁰ There was considerable overlap in the Nonprofit Program grantees' lists of FBCOs that received 10 or more hours of technical assistance and those that received subawards.

Table 10. Most Frequent FBCO Capacity-Building Activities

| FBCOS in Nonprofit Program (n) | Rank | FBCOS in Government Program (n) |
|---|-------------|--|
| Provide training/written information for board of directors (380) | 1 | identify potential funding sources (135) |
| Provide management/leadership training to staff (370) | 2 | Create a strategic plan (130) |
| Create strategic plan (365) | 3 | Create a revenue development plan (104) |
| Obtain program-related equipment and durable supplies (318) | 4 | Take steps to increase the effectiveness of existing services (93) |
| Create/update website (303) | 5 | Provide training/written information for board of directors (89) |
| Create marketing materials (291) | 6 | Take steps to increase the number of clients served in existing geographic area (79) |
| Install IT infrastructure (286) | 7 | Take steps to increase the number of scope of services (77) |
| Take steps to increase the effectiveness of existing services (277) | 8 | Engage executive coach (76) |
| Create revenue development plan (253) | 9 | Develop new strategic partnerships (67) |
| Identify potential funding sources (246) | 10 | Create action plan for coordinating/collaborating (66) |
| Research and develop new programs or services (239) | 11 | Provide management/leadership training to staff (65) |
| Develop new strategic partnerships (223) | 12 | Recruit volunteers (Non-board) (61) |
| Create or update a brochure (202) | 13 | Provide revenue development training to staff (59) |
| Recruit board members (189) | 14 | Create board policies (56) |
| Make presentations to community groups (177) | 15 | Research and develop new programs or services (56) |

Source: Summary of PPR data provided to Urban Institute by National Resource Center (August 10, 2012).

The frequency with which particular activities were completed differed somewhat between FBCOs that worked with Nonprofit Program grantees and those that worked with Government Program grantees. For example, the top two activities of the FBCOs that worked with Nonprofit Program grantees were related to human resource develop, that is, providing training to board members (#1) and to staff (#2). Creating a strategic plan was the third most common activity for this group. Other frequently completed activities related to outreach, such as creating or updating websites (#5) and creating marketing materials (#6). These FBCOs also bought equipment and supplies (#4) and installed IT infrastructure (#7). Overall, these activities invested in the organization’s human resource capacity and improved organizational infrastructure—activities that lay the groundwork for sustaining FBCOs over time.

In comparison, for FBCOs working with Government Program grantees, two of the three top activities were related to financial resource development, that is, identifying potential funding sources (#1) and creating a revenue development plan (#3). Ranking #2 was creating a strategic plan. Other top ten activities included activities related to service delivery and clients—for example, making current programs and services more effective (#4), serving more people (#6), and expanding the scope of services (#7). Improving and expanding operations are likely to go hand-in-hand with fundraising and resource development, and may be regarded as responses to immediate demands for service.

Internal Capacity of Government Program Grantees

In addition to building the capacity of FBCOs, SCF required Government Program grantees to build their own internal capacity in any of the five core areas. Government Program grantees reported completing a total of 224 internal capacity-building activities, the largest number (74) of which was in the core area of collaboration and community engagement (Table 11). Indeed, a greater share of Government Program grantees completed work in this area than the FBCOs in the study.

The next most frequent areas of internal capacity building were in program development (56 activities completed) and organizational development (50 activities completed). Far less work was completed in the areas of evaluation effectiveness (23) and leadership development (21).

While SCF sought to strengthen the internal capacity of Government Program grantees, not every grantee addressed this goal to the same extent. During telephone interviews, some Government Program grantees said they focused their time and resources on building capacity of the FBCOs rather than their own internal capacity. As one grantee said, “The primary focus was the FBCOs; building internal capacity of our office was not in the forefront.”

Table 11. Most Frequent Government Program Grantee Internal Capacity Activities

| Rank | Activity (n) | Core capacity area |
|------|--|------------------------------------|
| 1 | Make presentations to community groups (13) | Collaboration/Community Engagement |
| 2 | Create or update a website (12) | Collaboration/Community Engagement |
| 3 | Develop new strategic partnerships (11) | Collaboration/Community Engagement |
| 4 | Install IT infrastructure (10) | Organizational Development |
| 5 | Provide management/leadership training to staff (10) | Leadership Development |
| 6 | Take steps to increase the effectiveness of existing services (10) | Program Development |
| 7 | Take steps to increase the number of clients served in existing geographic area (10) | Program Development |
| 8 | Identify potential funding sources (9) | Organizational Development |
| 9 | Research and develop new programs or services (9) | Program Development |
| 10 | Create a strategic plan (8) | Organizational Development |
| 11 | Obtain program related equipment and durable supplies (8) | Program Development |
| 12 | Take steps to expand current services to new geographic area (8) | Program Development |
| 13 | Conduct assessment of community needs (8) | Collaboration/Community Engagement |
| 14 | Create an action plan for coordinating/collaborating (8) | Collaboration/Community Engagement |
| 15 | Create or update a brochure (7) | Collaboration/Community Engagement |

Source: Summary of PPR data provided to Urban Institute by National Resource Center (8/10/2012).

Collaborations and Partnerships

SCF encouraged both grantees and FBCOs to develop and expand partnerships and collaborations as a way of building organizational capacity.⁴¹ Findings from the UI survey indicated that grantees were somewhat more likely than FBCOs to engage in this activity. Eighty-six percent of Nonprofit Program grantees and 80 percent of Government Program grantees reported they formed new partnerships during SCF; 69 percent of FBCOs did so. Joining an existing collaboration or alliance for the first time was a less common form of collaboration.

The most common partnerships were with secular nonprofits. Over 90 percent of Nonprofit Program grantees, 85 percent of Government Program grantees, and 75 percent of FBCOs

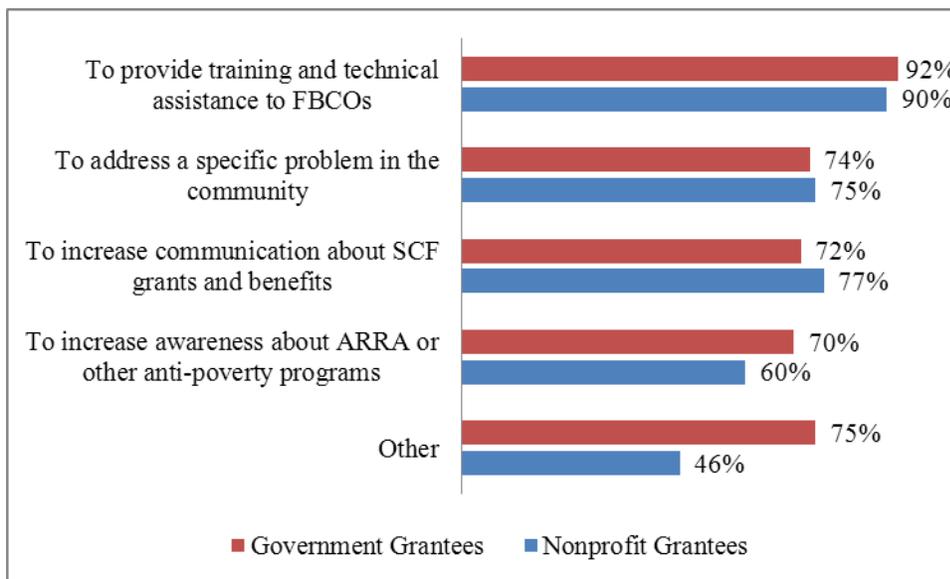
⁴¹ For more information on this topic, see the UI research brief “Collaborations and Partnerships: The SCF Experience” at <http://www.urban.org/publications/412864.html>.

identified secular nonprofits as their partner. For SCF grantees, the second most common partner was government. In contrast, government was the least likely partner for FBCOs.

Reasons for developing collaborations and partnerships

Overwhelmingly, SCF grantees sought partnerships to help them provide training and technical assistance to FBCOs (Figure 9). Ninety percent cited this reason. Other reasons included increasing communication about SCF grants and benefits, addressing specific community problems, and increasing awareness of the Federal economic recovery programs.

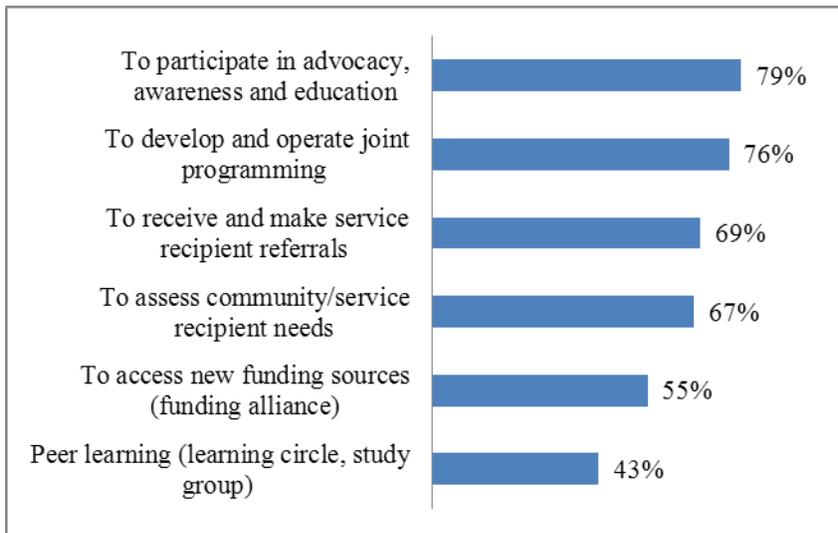
Figure 9. Reasons That SCF Grantees Formed Partnerships and Collaborations



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee Survey (2012).

For FBCOs, the number one reason for partnering, cited by nearly 80 percent of survey respondents, was to participate in advocacy, awareness, and education that would enhance community engagement (Figure 10). The second most frequent response was to develop and operate joint programs with other organizations (76 percent), followed by receiving and making client referrals (69 percent). Least often cited was learning from peers (43 percent). A little over half (55 percent) said they worked with other groups to access new funds.

Figure 10. Reasons That FBCOs Formed Collaborations and Partnerships



Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee and FBCO Surveys (2012).

Organizational characteristics required for collaborations and partnerships

Interviews with dozens of grantees revealed that FBCOs generally need two key characteristics to successfully engage in partnerships and collaborations.

First, organizational leadership must be open and willing to form alliances with other nonprofits. “There is a level of self-control that [the FBCO executive director] must give up in order to collaborate,” the head of one such group explained. “Partnering starts with leadership at the top.”

Second, FBCOs need the organizational infrastructure and capacity to participate in collaborative efforts. An SCF grantee shared his experience:

In an early session, we talked about partnering with the Federal government. We provide information on how to manage public funds; how to start a 501(c)3. Most were churches and many didn’t have the structure to work with the Federal government. For many, they needed to understand the implications of getting funding directly or having a 501(c)3...Once the board structure is in place, what’s next? Who is leading the group?

A representative from a faith association stressed what a luxury it is to have a staff member in charge of building bridges with other nonprofits and stakeholders.

For the larger ones [FBCOs], those who had money to hire someone or had someone already on staff that dealt with partnerships, that was helpful if their only job is to continue to build partnerships and collaborations and make connections—those organizations were easy, they could reach out to smaller organizations themselves

and woo them, and point out the benefits of the partnership. Those helped. Also, showing smaller organizations that collaboration with a big agency is helpful, such as being able to send a client for case management handled by bigger organizations, rather than do it themselves so they can focus on training [or other activities].

Outcomes

For many FBCOs, going beyond anecdotal stories and measuring outcomes by a standard method was new and difficult. One grantee noted: “Doing the reporting is a challenge. I never had a Federal grant before. But the support from the program officer and [National Resource Center] was very helpful.” OCS devoted a considerable amount of resources to define outcomes and train grantees via training sessions and webinars to measure outcomes appropriately.

Defining outcomes and indicators for SCF

OCS established two outcome categories to measure performance and accomplishments under SCF: expanded or enhanced programs and services, and new/improved collaborations. SCF grantees were instructed to use nine standard indicators to assess these outcome areas by applying data resulting from the capacity-building activities completed by FBCOs receiving 10 or more hours of training/TA or financial subawards (Table 12).

Table 12. SCF Outcomes and Standard Indicators

| Outcome Category | Standard Indicators |
|---|--|
| Expanded/Enhanced Programs and Services | <ul style="list-style-type: none"> • Increase in persons served. • Improved effectiveness of services. • Increased scope of services offered, including a new service. • Expansion of services to include a new geographic area. • Expansion of services to include a new group of service recipients. |
| New/Improved Collaborations | <ul style="list-style-type: none"> • Inter-organizational effort resulting in a new/improved social service. • Inter-organizational effort resulting in a new/improved interagency referral system. • Inter-organizational effort resulting in a new/improved interagency data collection system. • Inter-organizational effort resulting in a new/improved community engagement/awareness campaign. |

Source: PPR instructions for identifying and reporting standard indicators (section F for Government Program grantees and section G for Nonprofit Program grantees).

Similar to the activity measures described above, the information about FBCO outcomes was self-reported to the SCF grantees who, in turn, reported the information on the PPR. OCS program specialists, assisted by NRC and the Urban Institute, reviewed the entries to determine

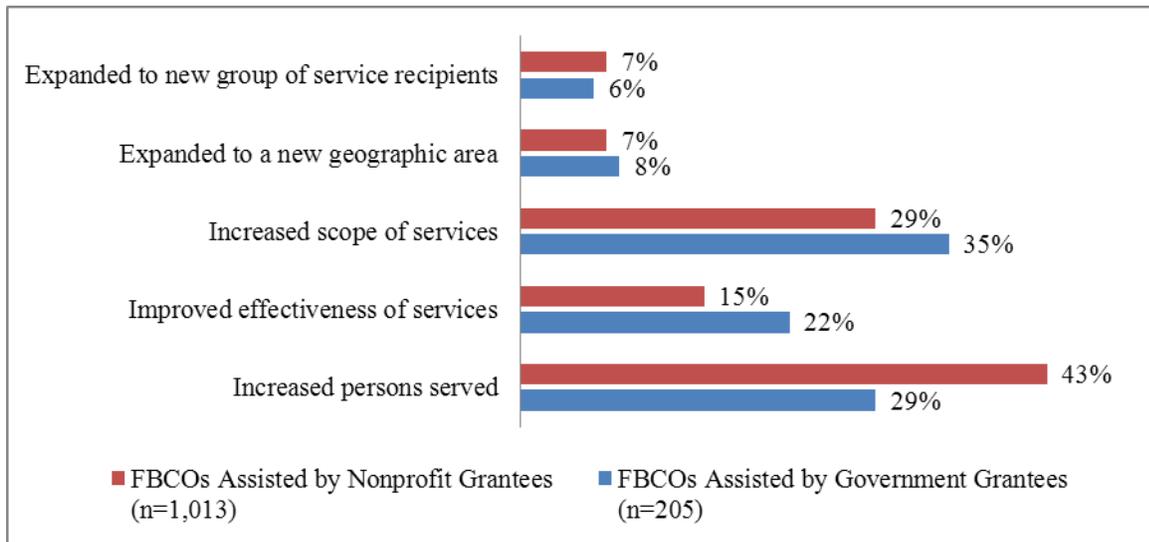
if the descriptions provided by the grantees were consistent with the outcome definitions established for each outcome category; the data reported were not externally validated.

The NRC and Urban Institute reviewed 2,530 outcome entries (1,798 from Nonprofit Program grantees and 732 from Government Program grantees) to determine if the descriptions were consistent with the outcome definitions established for the expanded and enhanced programs and services outcome category. Sixty-nine percent of these entries met definitional standards and were reported in the PPR. A smaller percentage of outcomes submitted by Government Program grantees met the definitional standards (46 percent) than did those of Nonprofit Program grantees (78 percent). The close interaction Nonprofit Program grantees had with FBCOs that received subawards may have contributed to the greater consistency of outcome reporting by the latter.

Expanded and enhanced programs and services

As Figure 11 shows, the outcomes reported by FBCOs assisted by Nonprofit Program grantees varied somewhat from those working with Government Program grantees. The major difference was in increased number of persons served. A larger percentage of FBCOs working with Nonprofit Program grantees (43 percent) reported this outcome than those working with Government Program grantees (29 percent). However, Government Program grantees were more likely than their counterparts to report increasing the scope of their services (35 versus 29 percent, respectively) and improving effectiveness of their services (22 versus 15 percent). Increasing the scope of services was often described as implementing new services such as job training, computer literacy training, community arts programs, after school tutoring, rent and utilities assistance, and financial and credit counseling services. Relatively few FBCOs (less than 10 percent) in either group reported expanding services to a new group of service recipients or expanding their services to a new geographic area.

Figure 11. Improved Program and Service Outcomes



Source: Summaries of PPR data provided to Urban Institute by National Resource Center (8/10/2012).

Interagency collaborations

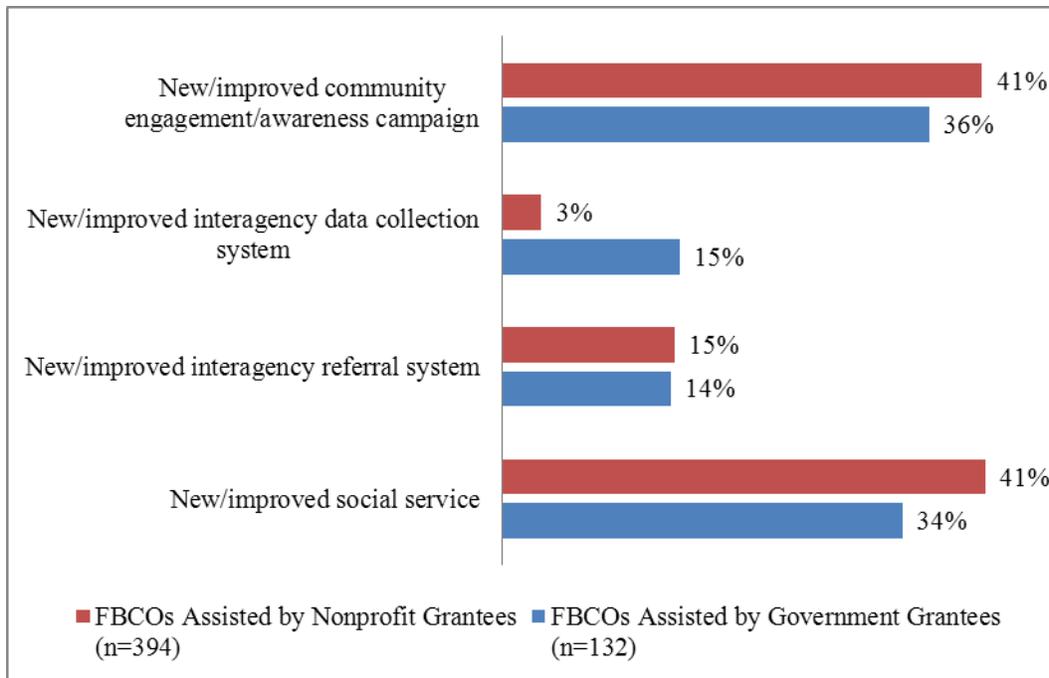
FBCOs and grantees were less accurate in reporting outcomes for interagency collaborations and partnerships than for programs and services. Of the 705 entries related to interagency collaborations that were submitted for review, only 526 (75 percent) met the definitions established by OCS for reporting outcomes and are included in this analysis.

The pattern for specific outcomes achieved by FBCOs is similar for the two groups of grantees (Figure 12). The two most frequently achieved outcomes reported were new/improved community engagement awareness campaigns and new/improved social services. Approximately 40 percent of FBCOs that worked with Nonprofit Program grantees and 35 percent of FBCOs that worked with Government Program grantees reported these outcomes. FBCOs described activities such as joining and forming new networks to raise awareness of their programs and services, collaborating to deliver GED classes and art workshops, developing training curriculums, and partnering with other organizations to expand services to clients.

The share of FBCOs reporting other outcome indicators is much lower. About 15 percent of both groups reported new/improved interagency referral systems; however FBCOs working with Government Program grantees were five times more likely than those working with Nonprofit Program grantees to report new/improved data collection systems (15 versus 3 percent). The emphasis within government at all levels for greater measurement and accountability may have

encouraged Government Program grantees to place more focus on data collection systems. Further research is needed to explore this idea.

Figure 12. Improved Interagency Collaboration Outcomes



Source: Summaries of PPR data provided to Urban Institute by National Resource Center (8/10/2012).

FBCO and Grantee Views on What Was Accomplished

The UI surveys asked both FBCOs and grantees to assess the extent to which the SCF program helped build or improve FBCO capacity. Table 13 provides information from both perspectives. Because the questions asked of SCF grantees focused on the five core capacity-building areas and the questions asked of FBCOs focused on specific types of activities, the data are not fully comparable. However, the comparisons offer unique insights and contrasts into the perceptions and viewpoints of the grantees and the FBCOs that were assisted.

In general, grantees tended to report the FBCOs achieved higher levels of improvement than the FBCOs self-reported. The FBCO respondents indicated that the assistance they received was helpful, although a substantial portion reported they experienced little or no improvement in the respective capacity-building areas. These percentages vary according to the specific type of activity being discussed. Further study is needed to probe for reasons behind these (sometimes) differing points of view. For example, it may be that FBCOs that reported lower levels of improvement may have overestimated how much capacity building could be achieved within a

given time frame, or some FBCOs may have received assistance for a shorter period of time than other FBCOs, or had less time after completing the SCF program to fully implement all they intended to do. It should also be kept in mind that some forms of capacity building, such as securing and training new board members, or applying for and being awarded funds from new sources, may take longer than other activities to complete.

Table 13. Perceived Level of FBCO Improvement in Capacity Areas

| Capacity-Building Area | Perceived Level of FBCOs Improvement (percent) | | | |
|--|--|-------------|-----------|-----|
| | Considerable | Fair amount | Little/No | N/A |
| Evaluation Effectiveness | | | | |
| Perception of grantees regarding FBCO improvement | 23 | 68 | 7 | 3 |
| Perception of FBCOs regarding own improvement | 26 | 32 | 28 | 14 |
| Leadership Development | | | | |
| Perception of grantees regarding FBCO improvement | 43 | 52 | 4 | 1 |
| Perception of FBCOs regarding own improvement board capabilities | 32 | 27 | 25 | 16 |
| Program/Service Development | | | | |
| Perception of grantees regarding FBCO improvement | 46 | 51 | 3 | - |
| Perception of FBCOs regarding own improvement | | | | |
| Capacity to manage volunteers | 20 | 26 | 32 | 22 |
| Management and staff capabilities | 33 | 34 | 23 | 11 |
| Organizational Development | | | | |
| Perception of grantees regarding FBCO improvement | 60 | 38 | 3 | - |
| Perception of FBCOs regarding own improvement | | | | |
| Information technology capabilities | 35 | 26 | 23 | 17 |
| Fundraising capabilities | 24 | 31 | 31 | 14 |
| Financial management systems/processes | 26 | 23 | 27 | 24 |
| Collaboration/Community Engagement | | | | |
| Perception of grantees regarding FBCO improvement | 43 | 54 | 1 | 1 |
| Perception of FBCOs regarding own improvement | - | - | - | - |

Source: The Urban Institute, Strengthening Communities Fund, Nonprofit Capacity Building Program Evaluation Grantee and FBCO Surveys (2012).

Note: Management and staff capabilities might be regarded as a “leadership” area; however, we elected to consider it under program development because these skills affect the ability of the FBCO to operate its programs.

While FBCOs were not asked to explain their self-assessments of improvement in different capacity-building areas, about 17 completed open-ended questions in the survey that provided insights about factors affecting improvement. Examples of such comments included:

“[We] would benefit from extended period of assistance.”

“This grant was just a small piece of the capacity-building requirements of this organization.”

“Unfortunately, it just didn’t last long enough to allow us to become stable.”

“Implementation funds are the only reason we are not operating to capacity... we have protocols in place, but no funds to implement them.”

During site visits, a small number of FBCO leaders similarly commented about time constraints or competing demands affecting their ability to accomplish as much as desired, or indicated that they were still working on, or planning to work on, capacity-building efforts.

- A recently appointed FBCO indicated her goal for SCF was to bring in new grants, but noted: “What I learned from going through their process and my own process of taking over this position, was that we had so much damage control and catching up to do and stabilizing to do that I couldn't yet add that [grant writing] to my plate. Stabilization took precedence. Now I'm ready for that.”
- “I don't think I took, fully took, advantage of what was offered to me because I just didn't have time. I haven't actually had the time to do it, but I have the tools I need.”

Leaders from one FBCO visited mentioned lack of staff resources and board support as affecting their ability to fully implement desired capacity-building improvement.

- “One of the main things was we weren't able to utilize a lot of the materials and the educational part of it [SCF]...we didn't have the right people in place to take it to the next level. We really haven't had the opportunity to put a lot of this in practice...”
- “The knowledge received in the capacity building program benefited me immensely, but I felt my hands were tied compared to others in the group. They had the cooperation of their board—or so it seemed.”

Evaluation of effectiveness

Questions about evaluation of effectiveness were asked in the same way on both the FBCO and grantee surveys, so the comparisons on this activity are fully comparable. Grantees reported a more positive assessment of FBCO accomplishments than did the FBCOs themselves. Nearly all grantees (90 percent) said that FBCOs made considerable or a fair amount of improvement after receiving T/TA. About three in five FBCOs (58 percent) held a similar viewpoint. About a quarter (28 percent) of FBCOs indicated they had made little or no improvement, and 14 percent did not work in this area. Because FBCOs had different levels of need and expectations about

their likely progress in building their capacity in a particular area, these data should be interpreted with caution.

Leadership

Grantees were very positive about the extent to which FBCOs improved their leadership capacity under SCF. Forty-three percent thought improvements had been considerable and half said a fair amount of improvement had been made. FBCOs were only asked about improvements in their board's capabilities, not all leadership strengthening activities. For board capabilities, almost 60 percent of FBCOs self-assessed their progress as either considerable or a fair amount. A quarter of FBCO respondents believed they had made little or no progress on this front.

Program development

Grantees also gave high marks to FBCOs on their improvement in program and service development, with more than 90 percent indicating considerable or a fair amount of improvement had been made. FBCOs were asked to assess their progress in two areas that are related to program development: capacity to manage volunteers, and management and staff capabilities.⁴² Volunteer management is the only activity in which less than a majority (46 percent) of FBCOs reported their improvement as considerable or a fair amount. One in three respondents said they made little or no improvement in this area, and one in five said they did not even work in this area. In contrast, improvements in management and staff capabilities received high marks. Two in three FBCOs (67 percent) reported they either made considerable or a fair amount of improvement. Responses were evenly split among these two response categories.

Organizational development

As with other categories, SCF grantees believed that nearly all the FBCOs assisted under SCF made considerable or a fair amount of improvement in organizational development. In fact, 60 percent of the grantees rated this core capacity area as having considerable improvement, a higher percentage than any of the other areas. In contrast, FBCOs indicated more limited progress in these areas. As Table 13 shows, the FBCO survey had three measures related to organizational capacity building: information technology, fund raising, and financial

⁴² Management and staff capabilities might be regarded as a "leadership" area; however we elected to consider it under program development because these skills affect the ability of the FBCO to operate its programs.

management systems or processes. Perceptions of improvement are fairly similar in all three areas, although FBCOs were most likely to assess their gains in information technology as considerable (35 percent), and to report more limited progress in fundraising (31 percent said they made very little or no improvement in this area). Nearly a quarter of FBCO respondents indicated they did not work on building their financial management systems or processes. It is not known if there was no need for such improvement, or if the FBCOs simply chose to work in other areas within the period of the SCF grant.

Collaboration/community engagement

Grantees gave collaboration or community engagement very high marks. Nearly all (97 percent) rate the amount of improvement made by FBCOs in this core area as considerable (43 percent) or fair (54 percent). There is no comparable question in the FBCO survey.

VIII. CHALLENGES AND PROMISING PRACTICES

The implementation of SCF posed a number of challenges to grantees and FBCOs, but it also demonstrated some promising practices that might be helpful in developing future capacity-building programs. This information was compiled during site visits and telephone interviews conducted by UI staff.

Challenges Related to Training and Technical Assistance

Although SCF grantees and FBCOs identified numerous challenges, two were repeatedly mentioned: (1) time constraints, and (2) the variation in experience levels of FBCOs that participated in training. Each challenge is discussed below, and provides insights on the perspective of different stakeholders.

Time constraints on grantees

When asked to identify challenges encountered during SCF, grantees commonly mentioned the limited time available to start their SCF programs. This affected the ability of some grantees to provide the full amount of capacity-building assistance originally planned. Grantees also noted that the time they had to work with one (or both) of the FBCO cohorts was truncated because more time was needed to get work plans approved before launching activities. To address this challenge, some grantees condensed the planned activities into a shorter period of time, placing

greater time demands on FBCOs. A few indicated they provided somewhat fewer workshops for the second cohort of FBCOs.

Time constraints on FBCOs

Grantees frequently indicated that time constraints on FBCO leaders affected their availability to participate in training and/or TA. Participants were generally executive directors who had limited time to spend away from their regular responsibilities. This was especially problematic for small organizations run by one or two people because there would be no “coverage” during training or TA sessions. Executive directors of emerging FBCOs also faced time constraints if they held another job outside the FBCO.

One grantee believed that having full-day trainings deterred some FBCOs from applying to the program. Other grantees noted that time constraints affected FBCOs’ ability to participate in T/TA and implement what they learned. As one grantee put it: “If they [FBCOs] only have one paid staff member, it is hard for them to stop what they are doing to get TA.... It was hard for us to get face time with our customers.... We had to be flexible when we worked with the organizations.” Another said “we wanted to deliver our 80-plus hours of training, but the organizations did not have the time...everyone was overloaded with work.”

During interviews, FBCO staff corroborated the observations of grantees. As one executive director said, “They tried to cram so much in; I wish there was time to break it down.” Another said, “The program was a lot in a short amount of time...it was hard at times, especially when I had two or three things in a week, it was difficult to do. So if it could have been spread out a little bit more, it would have been helpful.”

A trainer/TA provider with considerable experience working with FBCOs recommended that capacity-building programs “scale assistance and advice for small FBCOs...[you] have to give them what they can absorb and do” because there is so much they have to do on an ongoing basis compared to the size of their staff.

Different levels of FBCO experience

Grantees typically structured their training so all FBCOs participated in the same workshop. Thus participants often ranged from new executive directors of relatively new or emerging organizations to experienced leaders of established FBCOs. Trainers and FBCOs alike reported that trainers often covered topics at a basic level to address the needs of the less-experienced

participants. One trainer noted, “Hitting the right level is important; some of the workshops were too elementary.” Another experienced trainer summarized “the issue in a group is are you boring those who are more advanced and are the neophytes lost?” One grantee noted, “In a perfect world, if we had the staff capacity, it would be ideal to do two different tracks that address the different levels [start-ups versus more experienced organizations].”

Some of the more experienced FBCO staff interviewed pointed out that at least some of the training was not as useful to them as hoped because it was targeted to the less-experienced FBCOs. They suggested training sessions should be divided into ability groups. One FBCO director commented that she understood the need to provide training at a basic level because FBCOs at different levels of experience were in the same workshops, but noted “some of them [training sessions] were so basic that I thought that was four hours of my life I wish I had back.”

In contrast, some grantees and FBCOs saw the mix of experience levels in workshops as beneficial. One grantee noted that those with more skills “helped with the [group discussion].” Several grantees noted a benefit of training is the peer learning that happens in a group environment, which also facilitates networking. One grantee commented that “having all of the FBCOs in the same room leads to peer learning, which is a model we [the grantee] like; more partnerships grow out of it.” Having a group that includes both seasoned and newer FBCOs contributes to the learning experience, especially for the newer FBCOs. It also provides opportunities for networking with a wider range of organizations than might be the case if organizations were grouped by ability or experience.

Challenges Related to Partnerships and Collaborations

Grantees and FBCOs identified challenges or barriers to building partnerships and collaborations. These included resources, staffing and time constraints, geographic distances, conflicting priorities and/or agendas, and personalities. Below are two examples of such barriers, provided through site visits and telephone interviews.

- A representative from an association of nonprofits shared how these factors play out in her State: “The State is pretty small, but the districts are pretty spread out. So, geography played a part in the organizations not being able to partner as much. Also, size and capacity played a part in the ability of organizations to partner. Some organizations were

in dire need of capacity building and just were not in any position to be a good partner to other organizations.”

- A representative from a faith alliance also commented on barriers to partnerships: “Personalities, sometimes egos [get in the way]. If you’re known for doing something in the community, it’s hard to give it up. There is an organizational culture that does not partner; it’s not used to partnering. And differences between big and the small agencies. Realistically speaking, while partnership sounds good, how realistic is it for small organizations? If [an organization has] only three staff and sixty clients, how realistic is it to pull staff out to come to partnership events, to hash out how to do something? Sometimes it’s just hard to get people to find the time to just do it.”

Such comments were echoed by a Government Program grantee who said that ego and fear stood in the way of successful collaboration. She explained that the fear among FBCOs was that somebody else would take over their program and get the funding. Another Government Program grantee noted that “time and priorities” were the main barriers, and believed that once nonprofits resolved their own needs, they could develop partnerships with others.

Challenges related to reporting outcomes

As with all ARRA-related programs, SCF was keenly aware of reporting and accountability requirements. Reporting formats, such as the modified PPR⁴³ used by SCF grantees for quarterly reporting to OCS, had to be developed quickly, although they still were required to undergo standard Office of Management and Budget (OMB) review procedures. As a result, the PPR format changed several times during the early implementation of SCF. One change that occurred midway through the grant, causing frustration for grantees, was the addition of the outcomes reporting section (section F for Government Program grantees and section G for Nonprofit Program grantees). As one grantee said:

An early issue was that the government kept changing forms, so understanding the outcomes the government hoped to achieve was hard. It would have been nice to have

⁴³ OCS tailored the Federal Performance Progress Report to capture measures specific to SCF (see Appendix A). The form varied somewhat for Government and Nonprofit Program grantees. Each version had sections that collected data on major SCF activities, such as amount of capacity-building assistance provided, information on subrecipients (where applicable), information on internal capacity building (for Government Program grantees), concerns/problems, promising practices, and capacity-building activities completed and outcomes.

a more complete picture of the outcomes and how to accomplish them at the onset of the grant.

Quite a few grantees stated they would have preferred to have been made aware of the final outcomes and indicators at the beginning of the SCF grant instead of almost a year into the program. This would have enabled grantees to incorporate the same outcome measures into the design of their reporting and evaluation process and precluded the need to make changes, thereby easing the burden on their respective FBCOs.

Also, the shift away from narrative vignettes and anecdotes to demonstrate effectiveness was a challenge for many FBCOs. Grantees were instructed to provide only brief descriptions of specific outcomes on the PPR form. Narrative stories detailing the impact of the SCF capacity-building activities on a FBCOs program and services were to be provided as a separate document. Both Nonprofit and Government Program grantees expressed concern that the PPR reporting format was limiting and did not capture the full scale of activities that occurred. As a result, many grantees believed the PPR did not reflect all of the accomplishments achieved under SCF.

- “I felt like we didn’t have the opportunity to share what was exciting about our project—too much ‘fill in the blocks,’ what-percentage-completed type of thing.”
- “The online system doesn’t allow us to tell the whole story. It is way too focused on measures and numbers and doesn’t allow us to speak to everything that we are doing. For example, we helped an organization get up and going by getting their 501(c)(3). However, they won’t see this outcome for a while and there’s no way to report on it.”
- “For me, the reporting requirements were hard. Trying to understand and fit our activities into the standard reporting form. If there were a little more free space on the form for narratives, it would have been better.”

Promising Practices

Grantees and FBCOs identified a number of training or TA practices they found particularly helpful or would recommend to others. Most of these appear to be relatively easy to replicate by other capacity-building efforts. The respective training or TA practices are described below,

followed by examples of promising practices to help sustain the capacity-building assistance provided to FBCOs.

To deliver training

Six key practices stand out as potentially promising practices for capacity-building programs.

1. Obtain participant input to guide training.

A few grantees reported they sought input from FBCOs to help design their training.

- One grantee surveyed FBCOs during the initial orientations and bidders' conferences.
- Another held focus groups with local FBCOs and posted a survey on its website to obtain input on desired topics prior to finalizing training content.
- A third held focus groups with smaller FBCOs to determine whether they had unique needs that should be built into the curriculum.
- Several grantees distributed brief feedback forms after training sessions to enable them to make adjustments to future workshops.

2. Adapt schedules to meet FBCO needs.

A few grantees indicated they arranged training schedules to address FBCOs' time constraints and facilitate participation. One grantee scaled back trainings from a full day to a half day based on feedback from FBCOs. Another spread trainings out to encourage attendance. A Government Program grantee responded to participant comments about difficulty attending daytime training by scheduling a 10-week workshop during evening hours, which resulted in good attendance. Another grantee organized training workshops so FBCOs were not required to attend all of them, but could "pick and choose," noting that "people wanted to take what they wanted to take and didn't want a long-term commitment."

3. Make more than one type of training available.

A "one size fits all" approach usually does not fit everyone equally well. Examples of ways some grantees provided options include:

- A Government Program grantee in a small community hired a team of experienced consultants to provide 20 day-long workshops once a month. SCF participants also

had the option of attending quarterly lunchtime workshops (initiated prior to the SCF grant). These generally addressed a single topic with presenters drawn from a nearby university, city agency staff, nonprofit executives, or other professionals (such as attorneys).

- A Nonprofit Program grantee working with FBCOs statewide modified its approach to training because it was difficult to identify topics relevant to all the FBCOs participating in SCF. The grantee replaced mandatory quarterly workshops with a menu of training options. FBCOs selected at least one workshop per quarter, enabling them to choose topics relevant to their organization and their individual capacity-building project.

4. Make adjustments for differences in experience.

A few grantees reported they took steps to address the disparity of grantee skill levels. One Government Program grantee provided two trainings on some topics, one at a basic level, the second more advanced. More experienced FBCOs could choose not to attend the first training. In another site, the grantee gave executive directors the option of sending another staff member to workshops if they felt a topic was too elementary for them. One training provider addressed disparity by assigning seats to FBCOs for small group portions of workshops, to “mix up the levels” and make sure each group had at least one experienced person who could facilitate and others who could follow. Another grantee grouped FBCOs into three cohorts (emerging organizations, FBCOs in existence for two or more years, and more experienced FBCOs) with differences in the type and amount of training, technical assistance, and subawards provided to each.

5. Actively engage training participants.

Experienced trainers typically designed training sessions to ensure that participants were actively involved in some way during portions of each workshop. A common practice among SCF trainers was to create break-out groups at one or more points during a workshop to discuss a topic, solve a problem, or work on an exercise and report back to the whole group. Some trainers indicated they called on participants periodically to describe things their organization was doing related to the training point being made.

Such approaches enabled FBCOs to learn from each other, as well as created a more dynamic learning environment.

Some trainers actively engaged participants by having them work on individual projects during portions of the training workshops. One such trainer stressed the importance of having FBCOs practice the particular skills addressed during the workshop, through role-playing scenarios or other methods, and providing immediate feedback to them. Another grantee had FBCOs draft sections of a hypothetical grant proposal of their choice during portions of a series of resource development workshops. The trainer reviewed their drafts and provided feedback.

6. Create a comfortable atmosphere.

To engage FBCOs in the learning experience, grantees and trainers created an atmosphere where participants felt they could express opinions or ask questions. Several FBCO leaders commented favorably on the atmosphere of SCF trainings. One noted that “the setting was a learning setting, really open, anyone was able to express any idea they had without being ridiculed.” Another commented, “I felt free to speak; I didn’t feel like I had to compete [with other FBCOs] for the same funds or the same ideas.”

To deliver technical assistance

A key point that emerged from discussions with SCF grantees, their consultants, and FBCOs is that providing TA itself is a good practice. Training alone is not sufficient to build nonprofit capacity. As one SCF grantee program manager put it: “Training is the foundation; action occurs in the one-on-one.” This point was underscored by a recently-hired FBCO executive director in another community: “I loved the one-on-one time, because we would focus more on the things that were relevant to my organization and what I was going through at the time.” Another executive director commented, “One-on-one is always better; easier to hone in on what is important to you.” Site visits and telephone interviews elicited promising practices specific to technical assistance.

Three key practices stand out as potentially useful for capacity-building programs:

1. Use all phases of a capacity-building program as a TA opportunity.

Capacity building should not be limited to workshops and structured TA sessions, but should be incorporated throughout the program in the application process, needs assessment tools, oversight, and reporting. One grantee said it “used every aspect of the process as a learning opportunity.” Another noted that “instead of talking about budgeting, [we] take them through it, [and how to] keep track of their grant funds.”

- One university-based Nonprofit Program grantee pointed out that the SCF subaward was the first Federal grant that many of the FBCOs had received, so building capacity in grants management and reporting was considered part of the program. A grantee staff member or graduate student provided TA to the FBCOs on the SCF reporting process on an as-needed basis. The grantee also held monthly “business meetings” with subawardees to review SCF reporting requirements and financial record keeping.
- One grantee staff member noted it was important to find the right balance between “fixing” problems and enabling FBCOs to find solutions on their own. This interviewee said she may have provided “too much hand-holding” for the first cohort of FBCOs, for example by driving to one FBCO’s office to help the executive director resolve difficulties making computer entries. For the second cohort, she placed more emphasis on guiding FBCOs to find solutions or resources on their own, such as suggesting options and organizations or resources that could help the FBCO address its issue.

2. Use multiple providers and types of TA.

Grantees commonly used more than one provider or type of TA. This enabled TA providers to focus on their area of expertise so that FBCOs could benefit from such specialization. It also assured that specific key capacity needs were addressed uniformly across FBCOs. One grantee noted that “because we aren’t program evaluators, we hired a renowned specialist in the area to be our trainer and provide TA around outcomes measurement.” A university-based grantee had its external evaluators help FBCOs develop logic models. Two grantees partnered with Executive Service Corps (ESC) organizations in their respective cities to provide leadership coaching to FBCO executive directors. ESC coaching was provided in addition to other forms of capacity-building TA provided directly by these grantees.

3. Ensure accessibility of the TA provider.

As a Nonprofit Program grantee coordinator observed, “Availability is key for TA provision. TA providers need to be accessible to FBCOs on a frequent basis, such as by phone or email, not only when TA sessions are scheduled.” Interviewees indicated that SCF programs were generally successful in this respect. For example, the executive director of a small FBCO said the TA provider kept calling to ask if she needed more assistance rather than waiting for her to request help. She also noted that she “liked having someone to call when she needed help, someone who returned her calls.” The consultant for a Government Program grantee also commented on the importance of being available to FBCOs when they needed help, including taking “middle-of-the-night phone calls” from a FBCO leader dealing with a crisis situation.

To monitor and coordinate technical assistance

Grantees used various approaches to oversee and coordinate the technical assistance FBCOs received and to demonstrate accountability practices to FBCOs. In addition to regular in-person or telephone meetings with FBCOs to monitor progress on their individual work plans and ensure FBCOs were appropriately keeping records of spending of their subaward funds (where applicable), a few grantees used somewhat innovative approaches.

- One grantee working with FBCOs in several cities used a Google chat system to check-in with each subawardee on a monthly basis. The grantee identified two advantages to this approach. First, it introduced the FBCOs to a technology new to at least some of them. Second, grantees made an effort to have some progress to report, since they knew the chat was scheduled.
- A consultant who provided training and TA on resource development set up a spreadsheet with performance milestones to monitor FBCO progress. FBCOs reported their accomplishments (e.g., number of contacts made, amount of resources raised) through email surveys or telephone calls. The spreadsheets were shown and discussed at group sessions, both to recognize accomplishments and to motivate FBCOs. It also built FBCO capacity to track their own progress in meeting grant requirements or other objectives.

To monitor and report outcomes

For most grantees, and even for many OCS program specialists, measuring outcomes was a new and difficult concept. Without standard interpretations of terminology and uniform data collection methods, the integrity of the data could be compromised. To build the capacity of everyone involved in the SCF grant, OCS instituted ongoing training and technical assistance for both the grantees and OCS program specialists.

Through a contract with ACF, the NRC provided a combination of group training and individual TA to OCS program specialists and grantees throughout the grant cycle. Group trainings for grantees or OCS staff consisted of workshops and webinars designed to introduce participants to the concept of outcomes measurement, help distinguish between the various types of outcomes requested in the PPR, and equip OCS program specialists and grantees with the tools to identify errors and correctly report outcomes data. Because OCS program specialists were tasked with reviewing PPRs to ensure that grantees followed instructions and the data met the established criteria, it was especially important for specialists to be well-versed in outcome measures.

Grantees viewed these trainings as particularly helpful. As one grantee said, “NRC was great—an essential component. The fact that [OCS] had a separate entity to provide TA to [grantees] is great.” When needed, NRC also provided TA individually to grantees after each reporting period to improve the quality of outcomes data submitted.

IX. PROSPECTS FOR SUSTAINING NEWLY BUILT CAPACITY

The SCF program provided short-term, albeit intense, assistance to develop the capacity of local FBCOs. However, now that the program has ended, what is the outlook for sustaining these improvements? While no one can answer this question definitively, the study provided some insights into the issue. During interviews and site visits, grantees and FBCOs discussed techniques that might enhance the sustainability of capacity-building efforts and the survey data provided insights into how deeply the capacity-building efforts took hold and might be sustained.

In general, FBCOs and grantees were optimistic but cautious about the future. FBCOs worried that without a grantee holding them accountable, they may not have the time to follow through with the plans they designed but had not yet implemented. Grantees worried that current

FBCOs had become dependent on them and they will need to work with the organizations longer than the grant period, which prevents them from working with new FBCOs.

Practices to Enhance and Sustain Capacity-Building Efforts

Ideas for practices to enhance and sustain capacity-building efforts tended to focus on two areas: (1) general practices for the capacity already built by FBCOs, and (2) practices to sustain partnerships and collaborations. Each is discussed below.

To sustain the capacity already built

The two practices described below differ from those discussed previously in that they not only are promising practices for providing training, but also for helping to sustain the capacity built.

1. Train multiple staff and/or board members.

Because of potential for turnover of FBCO staff, it is desirable to include more than one staff member in training. A few grantees indicated they required that FBCOs send more than one person to workshops, or to particular workshops (such as having both the executive director and a board member attend workshops on board development). Based on prior experience providing capacity-building assistance, a Nonprofit Program grantee said they introduced a three-person "leadership team" model for SCF to avoid losing all the investment in capacity building if the only person trained leaves the FBCO. In addition to the executive director, the other two participants might include a board member and a paid staff member (where applicable).

A Government Program grantee used a "train the trainer" approach to build capacity of FBCOs that were learning to use new computer applications to promote access to public benefits. As part of each FBCO's contract with the city agency, they agreed that the person initially trained would train other staff members in the organization. Additionally, the FBCOs were required to submit a "continuation plan" identifying steps they would take to continue using the new system, such as incorporating it into their training for new employees. When grantee staff provided on-site training to FBCOs, they included multiple staff whenever possible.

2. Provide support materials.

Several grantees and FBCOs pointed out that it is helpful to provide written materials (such as copies of PowerPoint slides used in training, copies of articles, or examples or models of key documents) as reference guides for future use. One SCF program provided a loose-leaf binder of materials at each workshop; another gave out workbooks and tutorial software. The executive director of a recently formed FBCO commented: “I liked that they gave you a binder...you can go back, and look things up.” Such support materials can also be used by staff who did not participate in the training or staff or board members that join the FBCO in the future. Another FBCO leader suggested that training materials be provided in advance of workshops to help participants prepare for the sessions.

Some grantees posted training materials or webinars on their websites, making them available to FBCOs that had not participated in the training, as well as enabling those who had participated to access them again as needed.

To sustain partnerships and collaborations

Many grantees and FBCOs believed that the key to developing and sustaining collaborations is often the opportunity to interact with other groups. SCF training workshops provided a venue for FBCOs to meet one another and network. Several grantees indicated they intentionally promoted networking in their trainings. A TA provider said, “I think one of the lessons learned from this type of program is that [FBCOs] should have some type of schedule where they would be able to get together every month or every other month...that's how collaborations and partnerships are built.” Providing an ongoing venue either in person or via teleconferences also contributes to sustaining partnerships and collaborations.

Establishing a shared database was another technique some grantees believed would help maintain partnerships and collaborations. A Government Program grantee said, “Some [partnerships] are formal now...because folks working on the database can now share customer files; those agencies will continue that collaboration (due to the referral system).”

FBCO Perspective on Sustaining Capacity

Many FBCOs developed organizational structure that will increase the likelihood of supporting the capacity built during the SCF program. FBCOs tended to emphasize two main areas where

they believe sustained and continued improvement is most likely: (1) board development and (2) finances.

Board development

Many FBCO executive directors indicated that prior to SCF, their board members did not have much experience serving on nonprofit boards and were unaware of their responsibilities and duties as a board member. About half (50.3 percent) of surveyed FBCOs reported that they provided information to their board members about the responsibilities of board leadership to improve the board's performance. One in five (20.1 percent) developed plans to foster these types of changes and intended to implement those plans in the near future, saying that the relatively short time frame of the grant prevented them from executing the plans.

FBCOs also took the opportunity to recruit board members. A number of small FBCOs told interviewers that prior to SCF, the majority of board members were family members or close friends of the founding executive director. Through TA, they learned how to research and recruit potential board members to achieve, as one FBCO put it, "a more diverse and stable board with new blood and fresh thoughts." Survey findings showed that about two in five FBCOs (37.9 percent) recruited new board members and one in five (22.8 percent) developed plans to do so in the near future.

The survey also found that the SCF program helped build board capabilities. A third (32 percent) of respondents said that SCF helped to improve their board and strengthened its capacity. Research shows that board members help establish an organization's credibility⁴⁴ and use their connections in networks to access resources.⁴⁵ Thus, FBCOs that improved their boards created (or improved) the infrastructure that should help them sustain the organization's work.

Improvement in FBCOs' finances

Improving FBCO finances was a major focus of SCF capacity-building efforts given the increase in service demand and decrease in funding that resulted from the recession. Through SCF assistance, FBCOs developed their capacity to seek funding. Nearly 40 percent of responding

⁴⁴ Handy, Femida, "Reputation as Collateral: An Economic Analysis of the Role of Trustees of Nonprofits." *Nonprofit and Voluntary Sector Quarterly* 24, no 4 (1995): 293–305. doi: 10.1177/089976409502400403.

⁴⁵ Ostrower, Francie, *Trustees of Culture: Power, Wealth & Status on Elite Arts Boards* (Chicago, IL: University of Chicago Press, 2002).

FBCOs said they took steps to develop or improve their grant-writing skills. Another 22 percent developed, but had not implemented plans to do so. As one executive director said, she learned how to “keep it short; keep it interesting; and have a good plan before you go in to ask for a grant.”

Some FBCOs reported that once they built capacity to research and write grants, they saw an increase in grant dollars. One FBCO had \$180,000 in grant revenue before taking grant writing classes; now the organization is up to \$400,000. In fact, just over half (56 percent) of survey respondents reported they obtained funding from a new source since receiving assistance under SCF. Of those that received new funding, 9 percent received it from government, 60 percent from non-government sources, and 31 percent from both government and non-government sources. The survey did not ask how much money came from new grants.

Several FBCO interviewees explained that they learned the benefits of collaboration when applying for grants. FBCOs would either team up to write a grant together or they worked with a collaborative to signal to a potential funder that they were working with other locally-based organizations to avoid duplication of services.

Some FBCOs also learned that there was more to improving funding than simply writing grants. As one CEO noted, “[SCF workshops] helped us realize it’s not just grants that we need; it helped us realize that a diverse funding plan is more sustainable. We learned that we needed to set achievable goals for one year and five years out.” Over a third of FBCOs that responded to the survey implemented a fund-development plan; another quarter (26.5 percent) developed such a plan.

Grantees’ Perspective on Sustaining Capacity

While the primary emphasis of SCF was to build the capacity of locally-based FBCOs, the ability of grantees to sustain their own efforts to provide capacity-building assistance after SCF ended was also addressed. Government Program grantees had the dual challenge of sustaining their newly acquired internal capacity as well as providing continued assistance to FBCOs. Box 1 provides an assessment of internal capacity building by Government Program grantees. Overall sustainability is discussed below.

Continuation of training and technical assistance

Most organizations that received SCF grants reported capacity building as their primary mission. In fact, 71 of the 84 SCF grantees (84.5 percent) provided training and TA to FBCOs prior to the start of the SCF program. Of those with prior experience, 64 organizations (90.1 percent) had been offering capacity-building services for 4 years or more. It is therefore reasonable to assume that most of the grantees are likely to continue to provide training and TA after the SCF ends.

However, without SCF funds, grantees said they lacked the resources to continue providing services at the same level as they did during the SCF program. As one grantee put it, “We plan to continue the underlying aspects of the [SCF] program. However, we will not be able to continue as it was. The goals of the program are a part of our mission, to foster partnerships and collaborations, and we will continue to do that.”

Grantees anticipated a range of actions they expected to take after SCF ended.

1. They are looking for additional resources to continue providing capacity-building services to FBCOs and increase their own capacity in this area. One city started a nonprofit organization to have access to funding unavailable to government entities. “By having a 501(c)(3), the city’s efforts can be sustained because the 501(c)(3) can do private fund raising, such as gift campaigns and special events. This will enable the nonprofit to support the collaboratives [e.g., the four coalitions] that we formed [with SCF].” The city used SCF money to hire a consultant to develop a business plan and an attorney to prepare the legal documents to form the 501(c)(3).
2. Some Government Program grantees are building technical assistance into contracts their contracts with FBCOs or making capacity-building assessment materials available on their websites. These actions are intended to help FBCOs assess their organizational needs and determine the organization’s strengths and weaknesses and areas for improvement.
3. Both Government and Nonprofit Program grantees will continue to provide capacity-building services using volunteers and partner agencies. Some organizations built their capacity to provide such services by using AmeriCorps VISTA volunteers. These volunteers will continue to provide assistance to FBCOs in the community. One Government Program grantee was able to expand its relationship with new partners and

develop training areas with them. These new partners will provide nonprofit management certificate training, which will increase the ability of nonprofit managers to improve their skill set through formal education and training.

4. Some Nonprofit Program grantees that offer customized consulting services with FBCOs learned there are benefits to hosting group trainings. For example, more individuals were exposed to materials through group training without significantly increasing the cost. Many Nonprofit Program grantees will continue to provide group trainings, but the trainings may happen less frequently or may be conducted in larger groups than done under SCF.
5. Several grantees, especially in rural areas, found that they can provide teleconference trainings at a fairly low cost. At least one grantee plans to continue to host regular teleconferences where FBCOs can discuss what they are doing and where they need help. The grantee will seek specialists in the nonprofit community to donate an hour of their time to talk about a topic. These teleconferences will be done on an ongoing basis and are intended to enable FBCOs to stay connected to other organizations in the area while engaging in capacity-building activities.

Box 1. Internal Capacity Built by Government Program Grantees

As part of the SCF program, Government Program grantees were expected to improve their capacity to work with FBCOs. As one Government Program grantee described it,

We wanted to infuse and sustain our efforts for what training and TA provided long after the contract ended. We looked at our policies and procedures to make sure they were in line with national best practices. We looked at how we could improve our relationship and changed our philosophy with how we worked with nonprofit organizations. We are not seeing this as a contracting relationship; we are looking more for partnerships and long-term relationships.

To achieve this goal, Government Program grantees reported making the following types of changes.

They changed their relationships with FBCOs. Many Government Program grantees no longer looked at FBCOs in the traditional contract relationship, with the government simply buying goods or services. The relationships evolved into more of a partnership with both parties working to support and assist the other party to ensure the best services were delivered to the client. The relationship evolved from a top-down hierarchical relationship to an interactive relationship with more open lines of communication. In fact, “many of the FBCOs appreciated the fact that a monitoring/granting agency was interested in strengthening their capacity—not just measuring them against a yardstick.” This fundamental change in the relationship led FBCOs “to appreciate the training and [willingness to] participate in the SCF program.”

They increased the number of potential organizations to contract with. SCF helped Government Program grantees form new relationships with churches and other faith-based organizations. Some Government Program grantees found that “churches always want to be involved.” A Government Program grantee hired a consultant to specifically help churches develop the capacity to better manage government funds. Local churches formed a coalition and learned how they can use and better manage government funds. This coalition is now a resource for the Government Program grantee, and the government has more options when selecting contractors.

They improved their own organizational capacity. Government Program grantees felt that the SCF program helped to strengthen their own capacity and improved their ability to engage with FBCOs. More specifically, about 86 percent of Government Program grantees reported they improved (either considerably or somewhat) their own organizational capacity to work with FBCOs. About the same percentage felt that they had improved program and service delivery. And nearly everyone (94 percent) said they were more connected to and engaged with the community.

Source: Urban Institute telephone interviews and site visits.

X. IN SUMMARY

Numerous lessons can be learned from SCF for helping OCS implement future capacity-building programs. The overall implementation of SCF appeared to go smoothly for most grantees except

for the amount of time needed for the initial review and acceptance of work plans. Sufficient time needs to be built into these initiatives to allow for a thorough and thoughtful review of grantee work plans without reducing the time available for program implementation. Most grantees also expressed concern that SCF's two-year time frame was too short to accomplish significant change and recommended that a longer period of time be used in the future.

During interviews, many FBCOs indicated that a combination of training and TA was the most effective way of delivering capacity-building assistance. As one trainer who worked with FBCOs for many years noted, "coaching [TA] is costly but has high impact; training is low cost but has low impact." Thus, the appropriate balance of training and TA needs to be considered.

FBCO leaders with many years of experience often felt that the training workshops were geared toward less-experienced FBCOs and were of less value to them. They suggested that some form of "tracking" (that is, grouping participants by experience level) might be considered in future programs to address such disparities.

Numerous grantees and FBCOs believed that the networking opportunities afforded by group training helped new and emerging FBCOs become familiar with other organizations and contributed to the development of partnerships and collaborations. The importance of building partnerships, particularly in times of scarce resources, was frequently stressed during training sessions.

A unique focus of SCF was the development of Government Program grantees' internal capacity to partner with FBCOs. While Government Program grantees undertook a variety of activities related to this, the extent to which they emphasized internal capacity building varied. A small number of grantees used SCF to develop benefit portals or created new entities for ongoing promotion of partnerships. Several grantees developed capacity to provide T/TA to FBCOs in the future. However, it appears that working on building the capacity of FBCOs took precedence over internal capacity building in some cases. If internal capacity building of grantees is included in future efforts, it may be desirable to provide more specific guidance regarding what this entails, or how much of the overall effort is to be directed toward internal versus external capacity building.

A particularly challenging aspect of SCF was the requirement to identify and report appropriate outcomes, especially since the outcomes of greatest interest are often those achieved

by the service recipients, and such outcomes are not likely to occur in the short term. The issue might be addressed in future capacity-building efforts by including post-program data collection in the initiative. This could be accomplished by designating some funds to extend over a post-implementation period (say 12 to 18 months) during which FBCOs would collect and report the desired data to grantees. Grantees and FBCOs would use the designated funds to support their ongoing involvement in data collection and reporting.

To address the data and reporting challenges, SCF invested resources into developing greater awareness of outcome measurement by providing webinars, written materials, and individual technical assistance and guidance to grantees through the National Resource Center. OCS also recognized that it was necessary to provide training to its Federal program monitors (who reviewed the appropriateness and accuracy of outcome information reported by grantees) and provided multiple trainings to them as well. A key lesson learned is that assistance is needed at both the grantee level and the Federal agency level to achieve outcome reporting objectives such as those desired for SCF.

Overall, UI's survey results found that a large proportion of grantees and FBCOs believed that the assistance received through the SCF program helped build their organizational capacity in a relatively short period of time. Two-thirds of FBCOs that received subawards or intensive TA rated their overall experience with SCF as "excellent;" one quarter rated it as "good." About half of the FBCOs (52 percent) felt it improved their ability to help those affected by the recession considerably or to a fair amount. About three-quarters of FBCOs (77 percent) felt SCF improved their ability to continue operating in the future considerably or to a fair amount. Nonetheless, a substantial share of FBCOs reported only little or no improvement in some capacity-building areas.

Additionally, the assessment of SCF provides some insights related to steps that can be taken by future capacity-building efforts to help sustain newly developed capacity.

- Have multiple FBCO staff or board members participate in training/technical assistance, to lessen the potential for newly acquired practices to be lost if staff initially trained leave the FBCO. Similarly, a "train the trainers" approach, wherein FBCO staff members who are trained then train others in their organization, helps institutionalize the capacity developed.

- Provide support materials, (e.g., copies of articles or training materials or samples of key documents) or post such materials on websites. This enables participants to refresh their memories or additional FBCO staff to access the material.
- Develop an ongoing venue, whether in-person, by teleconference or online, for FBCOs to continue to meet and network to promote or sustain partnerships and collaborations.
- Address FBCO capacity in core areas such as board development, management skills, and finances to increase the likelihood that FBCOs will be able to support the capacities strengthened in other areas.

Although self-reports of improvement were positive, the actual return on investment for this type of program cannot be measured in the relatively short time frame that SCF operated. The full extent of SCF's capacity-building efforts in terms of serving more individuals in need or providing more services may not have been fully realized to date and would require a follow-up study to determine long-term achievements. Nonetheless, SCF provides important lessons for future efforts to develop a program aimed at building the capacity of community-based organizations.

Appendix A

APPENDIX A. DATA SOURCES AND STUDY METHODS

Both administrative data and primary data collection were used to assess the SCF program. Administrative data included the Performance Progress Report (PPR), and the 1512 reports. Each data source is described below. Primary data collection included both qualitative data (i.e., telephone interviews and site visits) and quantitative data (i.e., surveys). A description of the qualitative methods is provided below. Details pertaining to the quantitative survey data are in Appendix B.

Data Sources

Performance Progress Report

The PPR is a standard government reporting format used by all Federal agencies to collect performance data from recipients of Federal awards that exceed \$100,000 or more per project/grant period. The information provided on the PPR is used by the Federal government to monitor quarterly activities and expenditures. The PPR contains standard data elements (e.g., project and identification information for grantees/recipients); however, agencies may modify the reporting format to ensure meaningful data collection for their respective programs. OCS tailored the PPR to capture measures specific to SCF.

All grantees supported by the SCF awards were required by Federal statute to submit a quarterly PPR. The PPR specifically examines grantee progress indicators, such as the amount of outreach, training, and technical assistance delivered by lead organizations to FBCOs, as well as challenges, successes, and an in-depth account of quarterly activities. Additionally, the PPR collects information on the capacity-building activities completed by FBCOs receiving more than 10 hours of training, and technical assistance or financial assistance and outcomes achieved as a result of participating in the SCF program.

The government and nonprofit grants were structured differently; therefore ACF implemented a PPR format specific to each of the two capacity-building programs. In addition to the indicators listed above, Government Program grantees were required to detail their internal capacity-building activities; Nonprofit Program grantees were required to provide information on their subrecipients, an account of the financial assistance awarded to each subrecipient, and project milestones.

SCF grantees submitted their quarterly program reports electronically through a two-way web interface where updates, comments, and program information were made accessible for review by the program office. Interim PPRs were due by no later than 30 days after the end of each reporting period. The final PPR was due by no later than 90 days after the end of the reporting period end date. PPRs were reviewed by OCS program specialists for consistency, completeness, and conformance with approved grant plans. Upon review of the PPR, program specialists updated the status of the report to “Reviewed by Program Specialist” in the OCS’ grants management data base. If grantees did not meet the criteria for completing the PPR, program specialists returned the report to the grantee for revision. PPR data marked as reviewed were imported into that database for the relevant reporting period and made available for further analysis.

ARRA recipient reported data

Recipients of funding provided through the American Recovery and Reinvestment Act of 2009 are required by Section 1512 to submit quarterly reports on the use of Recovery Act funding, including estimates of jobs created and retained. These are commonly referred to as 1512 reports.⁴⁶ SCF grantees submitted quarterly 1512 reports through the web-based www.federalreporting.gov recipient reporting system. The UI team accessed grantees’ 1512 reports for the eight quarters consistent with the SCF grant (the quarters ending December 2009 through September 2011) through www.recovery.gov, the website established to promote transparency and accountability of ARRA funds.⁴⁷

Qualitative Data Collection

Qualitative information was obtained through telephone interviews with all 84 SCF grantees and site visits to eight selected grantees.

Grantee telephone interviews

Telephone interviews were designed to understand the context of the SCF implementation process and provide nuance for the quantitative data. In-depth interviews were conducted with

⁴⁶ OMB Memorandum M-10-08: “Updated Guidance on the American Recovery and Reinvest Act-Data Quality, Non-Reporting Recipients, and Reporting of Job Estimates.” December 18, 2009, 11. http://www.whitehouse.gov/sites/default/files/omb/assets/memoranda_2010/m10-08.pdf.

⁴⁷ Reports were accessed for all but one Nonprofit Program grantee.

grantee staff directly involved in implementing the SCF program. The interviews primarily used open-ended questions to address such topics as: structure of the SCF program, experience implementing the SCF program, outreach and selection process for FBCOs, partnerships and collaborations, challenges encountered and how they were addressed, lessons learned, and promising practices. A common interview guide was developed for all grantees with a few selected questions directed toward Nonprofit or Government Program grantees to capture differences in the requirements of the SCF grant. For example, the Government Program grantees were asked about the focus of their internal capacity-building and outreach/educational efforts, while Nonprofit Program grantees were asked about their process for making subawards. All interviews were conducted by members of the Urban Institute SCF study team.

Grantees were initially contacted by a team member to identify the appropriate person to interview and schedule a mutually convenient time for the interview. Interviewees were generally the manager or coordinator of the grantee's SCF program. Interviews took 60 to 90 minutes to complete. Most interviews were conducted between October 2011 and February 2012.

Site visits

Site visits were used to obtain in-depth qualitative information about experiences with the SCF program from a variety of perspectives, including grantee staff, partners, consultants (such as training and technical assistance providers), and selected FBCOs that received subawards from Nonprofit Program grantees or participated in training and technical assistance provided by Government Program grantees. Fieldwork was conducted between January and April 2012, after completion of the SCF program, so informants could reflect on their experiences throughout the entire program.

Fieldwork was conducted in eight states. Grantees were selected to represent the four major regions of the United States (Northeast, South, Midwest, and West) and to capture variations in service area (e.g., major metropolitan cities, small cities, and non-metropolitan areas); design and focus of local SCF programs; and type of agency administering SCF. Consideration was also given to sites that exhibited strong or promising practices, or characteristics that addressed research topics of particular interest. SCF administrators at OCS provided input into the site selection process and approved the sites chosen for fieldwork. The final selection included five Nonprofit Program grantees and three Government Program grantees. Although not statistically

representative, the sample illustrates the diversity of the SCF grantees and FBCOs that participated in SCF.

Selected grantees were contacted in advance to schedule the site visit, identify grantee staff and others involved in the local SCF program to be interviewed, and suggest FBCOs to be considered for inclusion in the visits. Site visits generally lasted three days and primarily consisted of one-on-one interviews and some small group interviews. In a few cases, telephone interviews were conducted after the site visit because an informant was not available during the visit.

At each site visited, interviews were conducted with three to six FBCOs. In total, 40 FBCOs participated in site visit interviews. FBCOs were selected to reflect variation in the types of FBCO that participated in SCF (such as faith-based and secular organizations, and FBCOs of varying size, age, and service delivery focus). FBCO interviews were generally conducted with the executive director or other staff member who had the greatest involvement in the SCF program. In some cases, interviews were conducted with one or more board members or an additional staff member.

Preparation for Qualitative Data Collection

In the first year of the evaluation, UI conducted early site visits and telephone discussions with four Government and four Nonprofit Program grantees to inform development of data collection instruments and the research design. These interviews helped the UI research team better understand the structure of the SCF program at the local level and potential issues that affected implementation. Based on these early interviews and in consultation with OCS and National Resource Center staff, the UI research team developed semi-structured interview guides specific to the telephone interviews and the site visits for the overall evaluation.

The telephone interview guides were reviewed and approved by the Urban Institute's Institutional Review Board on October 20, 2010, and by the OMB on July 21, 2011. The site visit guides did not require IRB or OMB approval because fewer than ten sites were selected to participate in the site visits and the unique nature of each interview.

Prior to conducting qualitative data collection, team members were trained in methods for scheduling interviews and site visits, and in conducting valid and reliable interviews both by

telephone and in person. Interview guides were reviewed during the training session to ensure that each member of the UI team understood the purpose of the questions and could provide consistent responses to frequently asked questions.

Appendix B

APPENDIX B. SURVEY METHODOLOGY

As part of the SCF evaluation, the Urban Institute conducted two surveys to learn how SCF was implemented and assess its performance. The purpose of the surveys was to obtain quantitative information on how well the SCF program met its primary objective of improving the organizational capacity of nonprofit and faith-based and community organizations.

Separate surveys were conducted of SCF grantees and FBCOs to capture the experiences and opinions of these different types of stakeholders. The Urban Institute conducted both surveys using a mixed-mode approach—that is, the surveys were primarily web-based, supplemented with paper questionnaires and telephone interviews when necessary. Each type of survey is described more fully below.

Review Procedures for Data Collection

Two levels of review were obtained for this study: (1) Urban Institute’s Institutional Review Board for the protection of human subjects, and (2) Federal Office of Management and Budget clearance under the Federal Paperwork Reduction Act.

Urban Institute’s Institutional Review Board

An IRB review package was prepared and submitted to the Urban Institute’s IRB on October 18, 2010. Expedited review was requested to ensure that the project met its timeline. The IRB package contained information on sampling methods, data collection procedures, including consent procedures, and the data protection plan. Copies of each survey questionnaire were included in the IRB package. This procedure is followed for all Urban Institute studies to ensure compliance with Federal regulations for human subject research. Approval was received on October 20, 2010.

OMB clearance under the Federal Paperwork Reduction Act

Because the study involved original data collection, OMB review and approval was required. Following standard procedures, an initial OMB review package was prepared and submitted to the OCS program officer overseeing the study on November 8, 2010. A *Federal Register* Notice was published on November 10, 2010 (Vol. 75, No. 217, 69088). A revised OMB review

package was prepared and submitted to the OCS program officer on January 19, 2011. Final OMB approval was received July 21, 2011.

Grantee Survey

The grantee survey was used to collect data from all 84 grantees that received SCF funds. To reflect the structure of the SCF program, grantees were divided into two groups: Government Program grantees and Nonprofit Program grantees. Government Program grantees were expected to build their own organizational capacity to work with FBCOs and to provide T/TA to FBCOs to increase FBCO capacity. Nonprofit Program grantees were also expected to provide T/TA to FBCOs. In addition, Nonprofit Program grantees were expected to provide FBCOs with subawards that would be used explicitly to build the capacity of the FBCO.

Questionnaire design

The grantee questionnaire was designed by the Urban Institute with input from the OCS program officer and National Resource Center staff, which was contracted by ACF/HHS to provide program support and T/TA to SCF grantees. OCS encouraged the Urban Institute to make portions of the grantee questionnaire similar to the one used to evaluate the Compassion Capital Fund to facilitate potential comparisons in the future across these two Federal programs. Drafts of the grantee question were reviewed and approved by the HHS program officer before beginning the OMB review process.

The final questionnaire had 18 questions for the Nonprofit Program grantees and 20 questions for the Government Program grantees. The web version contained 19 screens which included an introduction page, instruction page, and a survey submission page. The paper questionnaire was printed on 8.5" x 11" paper on both sides of the sheet and stapled in the upper left-hand corner.

Data collection

We used a series of contacts to encourage participation in the study. First, the SCF program manager notified all grantees that the Urban Institute would be conducting a survey and encouraged them to participate. Following the notification, Urban Institute sent an email message to all grantees on September 6, 2011, providing instructions on how to take the survey and an electronic link to the survey. During the data collection, as many as five email reminders were

sent to grantees who did not respond. When necessary, telephone reminders and paper copies of the survey questionnaire were also sent to non-respondents.

Response rate and survey weights

All 84 grantees completed the survey, yielding a 100 percent response rate. No survey weights are required for analysis because the sample consisted of all grantees and a 100 percent response rate was achieved.

FBCO Survey

The FBCO survey collected data from a randomly drawn sample of FBCOs that received capacity-building assistance from the 84 SCF grantees. The purpose of the survey was to learn what types of capacity-building assistance were received through SCF, the extent to which this information was used by the FBCO, and the extent to which SCF assistance helped the organization build its capacity.

Because the two types of grantees were expected to deliver assistance in different ways (i.e., Nonprofit Program grantees provided subawards and T/TA to FBCOs, while Government Program grantees provided only T/TA, the FBCOs were divided into two groups corresponding to which type of grantee gave the assistance. Separate sampling strategies were used for each group.

Population and sample

The sample of FBCOs that worked with Nonprofit Program grantees and received subawards was drawn from the monthly PPRs submitted by grantees to HHS. The PPR lists all FBCOs that received subawards. To ensure a representative sample, the list was stratified prior to selection by Nonprofit Program grantee and amount of the grant. A total of 600 FBCOs that received subawards were included in the sample.

The sample of FBCOs that worked with Government Program grantees and received T/TA was drawn from lists provided by the Government Program grantees to the Urban Institute. The PPR did not collect information on recipients of T/TA. The lists were restricted to FBCOs that received intensive (10 or more hours) of T/TA because it was assumed that less than 10 hours would have only marginal effects on a FBCO's ability to build its capacity. Grantees were required to include contact information (email address and telephone number) for each

organization listed. To ensure a representative sample, the list was stratified by the number of organizations that received intensive T/TA from each grantee. This method of stratification ensures that grantees that assisted fewer FBCOs would be represented in the sample, albeit at a lower rate than grantees assisting more FBCOs. A total of 440 FBCOs that received intensive T/TA were included in the sample.

Questionnaire design

The same questionnaire was used for FBCOs that received subawards and those that received intensive T/TA. Similar to the grantee survey, the FBCO questionnaire was designed by the Urban Institute with input from the OCS program officer and National Resource Center staff. Drafts of the FBCO questions were reviewed and approved by the HHS program officer before beginning the OMB review process.

The final questionnaire had 33 questions, including skip patterns. The web version contained 37 screens which included an introduction page, instruction page, and a survey submission page. The paper questionnaire was printed on 8.5" x 11" paper on both sides of the sheet and stapled in the upper left-hand corner.

Data collection

We used multiple contacts to encourage participation in the survey. An introductory letter, signed by one of the study's codirectors, was sent via email in late-September 2011, to FBCOs in the sample. The letter contained instructions on how to take the survey and provided an electronic link to the survey. In early January 2012, all FBCOs that had not responded to the survey were mailed a paper copy of the questionnaire. Throughout the data collection period, eleven email reminders were sent to FBCOs that did not respond. When necessary, telephone reminders and additional paper copies of the survey questionnaire were sent to non-respondents. Data collection ended in mid-April 2012.

Response rate

Response rates varied among the two sets of FBCOs that were surveyed (Table B-1).

Table B-1. Sample Disposition and Survey Response Rates

| Sample Disposition | | | |
|--|-------------------------|-----------------------------|----------------------------------|
| | Disposition Code | FBCOs with subawards | FBCOs with intensive T/TA |
| Interview | | | |
| Complete | 1.1 | 389 | 204 |
| Partial | 1.2 | 7 | 10 |
| Eligible, non-interview | | | |
| Refusal | 2.1 | 36 | 44 |
| Non-contact | 2.2 | 0 | 13 |
| Respondent never available | 2.3 | 0 | 1 |
| Left a message | 2.4 | 0 | 2 |
| Sent an email message and/or hard copy | 2.5 | 161 | 156 |
| Unknown eligibility, non-interview | | | |
| Not attempted or worked | 3.1 | 0 | 0 |
| Always busy | 3.2 | 0 | 0 |
| No answer and no voice mail option | 3.3 | 0 | 1 |
| Busy signal | 3.4 | 0 | 0 |
| Changed to unpublished number/wrong number and no other contact information available | 3.5 | 0 | 1 |
| Not eligible | | | |
| Fax or data line | 4.2 | 0 | 0 |
| Disconnected number | 4.3 | 0 | 0 |
| Organization terminated | 4.4 | 2 | 2 |
| Moved and no longer in the survey area | 4.5 | 0 | 0 |
| Did not receive SCF T/TA or funding | 4.6 | 0 | 3 |
| Mail returned undeliverable with no forwarding address and no other contact information (address, name, telephone, website, email) available | 4.7 | 5 | 3 |
| Total | | 600 | 440 |

| Response Rate Calculation | | |
|--|-----------------------------|----------------------------------|
| | FBCOS with subawards | FBCOs with intensive T/TA |
| Category | | |
| I = complete interviews (1.1) | 389 | 204 |
| P = partial interviews (1.2) | 7 | 10 |
| R = refusals (2.1) | 36 | 44 |
| NC = non-contact (2.2, 2.3, 2.4) | 0 | 16 |
| O = other (2.5) | 161 | 156 |
| E = estimated proportion | 0.843 | 0.843 |
| UH = Unknown (3.1, 3.2, 3.3, 3.4, 3.5) | 0 | 2 |
| UO = Unknown Other | 0 | 0 |
| Response Rate | | |
| $(I+P)/[(I+P) + (R+NC+O) + (UH+UO)]$ | 66.8% | 49.5% |

For FBCOs that received subawards, 389 completed the survey, yielding a 66.8 percent response rate. Overall 93 percent of the organizations completed the survey on the web and 7 percent completed the paper version.

For FBCOs that received intensive T/TA, 204 completed the survey, yielding a 49.5 percent response rate. Overall, 83 percent of the organizations completed the web-based survey, 12 percent completed the paper version, and 5 percent completed the survey by telephone.

Sample weights

The list of FBCO respondents were compared to the original sample. No response bias was identified; sampling weights were not applied to the data for analysis.

Appendix C

APPENDIX C. GRANTEE TARGET AREAS AND FEDERAL AWARDS

| State | Grantee Name | Target Area | Federal Award |
|---------------------------------------|---|--|---------------|
| SCF Nonprofit Program Grantees | | | |
| Alabama | United Way of Central Alabama, Inc. | Statewide | \$973,584 |
| Arkansas | New Futures for Youth, Inc. | Little Rock (targeted neighborhoods) | \$800,000 |
| California | John Burton Foundation (Community Initiatives is Fiscal Agent) | Fresno, Los Angeles, Riverside-San Bernardino, San Francisco-Oakland, and San Jose | \$1,000,000 |
| | Orangewood Children's Foundation | Orange County (including 10 cities) | \$1,000,000 |
| Colorado | Telluride Foundation | Montrose, San Miguel, Dolores and Montezuma counties | \$999,684 |
| Connecticut | Empower New Haven, Inc. | New Haven, Hamden and West Haven | \$1,000,000 |
| Florida | University of Central Florida | Lake, Sumter and Orange Counties | \$1,000,000 |
| Georgia | Area Committee To Improve Opportunities Now, Inc. | Barrow, Clarke, Elbert, Greene and Jackson Counties | \$1,000,000 |
| | Spalding County Collaborative Authority for Families and Children, Inc. | 10 counties in Metropolitan Atlanta area | \$1,000,000 |
| Illinois | Youth Network Council | Chicago | \$1,000,000 |
| Iowa | Iowa Center for Faith-Based and Community Initiatives | 9 counties | \$1,000,000 |
| Louisiana | Urban Strategies, Inc. | New Orleans (Central City area) | \$1,000,000 |
| Massachusetts | The Black Ministerial Alliance of Greater Boston, Inc. | Boston (targeted neighborhoods) | \$1,000,000 |
| Michigan | Eastern Michigan University | Wayne and eastern Washtenaw Counties (including Detroit area and Ypsilanti) | \$1,000,000 |
| | Michigan Nonprofit Association | Statewide | \$1,000,000 |
| Minnesota | Initiative Foundation | 14 counties | \$1,000,000 |
| | Northland Foundation | 7 counties (including Duluth and 3 Indian reservations) | \$879,903 |
| Missouri | Catholic Charities of Kansas City-St. Joseph, Inc. | Kansas City | \$1,000,000 |
| Nebraska | Applied Information Management Institute | Omaha | \$1,000,000 |
| New York | New York Council of Nonprofits, Inc. | Manhattan, the Bronx, and Brooklyn (New York City) | \$1,000,000 |
| North Carolina | Community Developers of Beaufort-Hyde, Inc. | Beaufort, Hyde, Martin, Tyrrell, and Washington Counties | \$1,000,000 |
| Pennsylvania | Erie Community Foundation | City of Erie and Erie County | \$1,000,000 |

| State | Grantee Name | Target Area | Federal Award |
|--|---|---|---------------------|
| | Nonprofit Finance Fund | 5-county greater Philadelphia area | \$1,000,000 |
| | OIC of America | Philadelphia (selected neighborhoods) | \$1,000,000 |
| Rhode Island | The Providence Plan | Statewide | \$1,000,000 |
| South Dakota | Chiesman Foundation for Democracy, Inc. | 8 counties | \$999,932 |
| Tennessee | Knoxville Leadership Foundation | Knoxville Metropolitan Area (9 counties) | \$1,000,000 |
| Texas | The Process of Collaboration-A Circle of Ten, Inc. | City of Alto and North Tyler (Texas College area) | \$764,780 |
| | University of Texas-Pan American | Hidalgo and Starr counties | \$982,117 |
| Virginia | Occupational Enterprises, Inc. | Appalachian area of southwest VA (12 counties and cities of Bristol and Norton) | \$1,000,000 |
| Washington | Building Changes | 31 counties in 5 distressed regions | \$1,000,000 |
| | Northwest Leadership Foundation | Pierce and King Counties (Seattle-Tacoma metropolitan area) | \$1,000,000 |
| Wisconsin | University of Wisconsin-Parkside Center for Community Partnership | Kenosha and Racine Counties | \$1,000,000 |
| SCF Nonprofit Program Grantees Serving Alaska Native and Tribal FBCOs | | | |
| Alaska | Rural Alaska Community Action Program, Inc. | 12 Alaska Native communities in Upper Yukon River Basin | \$800,000 |
| Arizona, Minnesota, Montana, New Mexico, North Dakota, Oklahoma, South Dakota, and Utah | First Nations Development Institute | 22 Native American Reservations in 8 States | \$800,000 |
| Total Federal Awards to SCF Nonprofit Program Grantees | | | \$34,000,000 |

| State | Grantee Name | Target Area | Federal Award |
|--|--|-------------|---------------|
| SCF Government Program Grantees | | | |
| Alabama | City of Montgomery | Montgomery | \$222,079 |
| | Governor's Office of Faith-Based and Community Initiatives | Statewide | \$250,000 |
| Arkansas | Arkansas Coalition for Excellence | Statewide | \$250,000 |
| California | California Volunteers | Statewide | \$16,829 |

| State | Grantee Name | Target Area | Federal Award |
|-----------------------------|--|---|----------------------|
| Colorado | Adam's County | Adams County (in Denver metropolitan area) | \$250,000 |
| | Colorado Nonprofit Association | Statewide | \$250,000 |
| Connecticut | Conference of Churches | Several distressed cities including Hartford and New Haven | \$250,000 |
| District of Columbia | District of Columbia Office of Partnerships and Grant Services | Selected neighborhoods in the District of Columbia | \$250,000 |
| Florida | Broward County Board of County Commissioners | Broward, Palm Beach & Miami-Dade Counties | \$218,150 |
| | LEAD Brevard, Inc. | Brevard County | \$249,915 |
| Georgia | Dekalb County, GA | DeKalb County (including portions of Atlanta) | \$250,000 |
| Hawaii | State of Hawaii Department of Business, Economic Development and Tourism | Rural coastal area on Island of Oahu | \$250,000 |
| Illinois | Donors Forum | Chicago and Cook County | \$250,000 |
| Iowa | County of Linn, Iowa (Linn County Public Health) | Linn County (including Cedar Rapids) | \$167,933 |
| | The University of Iowa | Statewide | \$250,000 |
| Kentucky | Louisville, Jefferson County Metro Government | Louisville metropolitan area | \$249,975 |
| | University of Kentucky Research Foundation | Statewide | \$250,000 |
| Louisiana | City of Hammond | City of Hammond and Tangipahoa Parish | \$250,000 |
| Maine | Maine Association for Nonprofits | Statewide | \$250,000 |
| Massachusetts | City of Boston | Boston | \$249,980 |
| | Commonwealth Corporation | 5 distressed regions including several Boston neighborhoods | \$249,140 |
| Michigan | Governor's Office of Community and Faith Based Initiatives (MI) | 8 distressed cities including Detroit & Flint | \$250,000 |
| | Muskegon County Department of Employment and Training | Muskegon | \$250,000 |
| New Hampshire | New Hampshire Center for Nonprofits | Sullivan, Cheshire, Hillsborough and Merrimack counties | \$250,000 |
| Nevada | Nevada Community Action Association | Statewide | \$250,000 |
| New Jersey | Lakewood Resource and Referral Center | Lakewood Township | \$250,000 |

| State | Grantee Name | Target Area | Federal Award |
|---|---|---------------------------------------|---------------|
| | Workforce Investment Board of Passaic County | Passaic County | \$249,995 |
| New Mexico | Rio Arriba County, NM | Rio Arriba County | \$250,000 |
| New York | City of New York, Office of the Mayor | New York City | \$250,000 |
| Ohio | City of Warren | Warren | \$248,690 |
| | United Way of Greater Toledo | Toledo and Lucas County | \$202,762 |
| Pennsylvania | City of Philadelphia, Mayor's Executive Office | Philadelphia (selected neighborhoods) | \$249,333 |
| | Family Service of Montgomery County | Montgomery County | \$250,000 |
| South Carolina | South Carolina Association of Nonprofit Organizations | 14 counties | \$200,487 |
| Texas | City of El Paso | El Paso | \$250,000 |
| | One Star Foundation, Inc. | Statewide | \$250,000 |
| Virginia | Council of Community Services | Roanoke | \$242,633 |
| | Virginia Community Capital, Inc. | Statewide | \$250,000 |
| Washington | City of Seattle—Human Services Department | Seattle | \$250,000 |
| Wisconsin | City of Racine | Racine | \$250,000 |
| | Wisconsin Department of Children and Families | Statewide | \$250,000 |
| SCF Government Program Grantees in Territories | | | |
| American Samoa | American Samoa Government | Islands of Tutuila and Manu'a | \$250,000 |
| Puerto Rico | Municipio de San German | Municipality of San German | \$250,000 |
| United States Virgin Islands | Virgin Islands Department of Human Services | St. Croix, St. Thomas, and St. John | \$250,000 |
| SCF Tribal Grantees | | | |
| Alaska, California, Idaho, Oregon, Nevada, Montana, and Washington | Affiliated Tribes of Northwest Indians | Tribes in 7 states | \$250,000 |
| Arizona, New Mexico, and Utah | The Grant Experts | The Navajo Nation in 3 states | \$249,716 |
| California | Pinoleville Pomo Nation | Portions of Mendocino County | \$250,000 |
| Montana | Chippewa Cree Tribe | Rocky Boy Reservation (Box Elder) | \$250,000 |

| State | Grantee Name | Target Area | Federal Award |
|--|--|-----------------------------|---------------------|
| Washington | Confederate Tribes of the Colville Reservation | Okanogan and Ferry Counties | \$249,301 |
| Total Federal Awards to SCF Government Program Grantees | | | \$11,766,918 |

Appendix D

APPENDIX D. SCF CAPACITY-BUILDING ACCOMPLISHMENTS: ALLOWABLE ACTIVITIES

Leadership Development

- Create a volunteer management plan
- Create a volunteer recruitment plan
- Create board policies
- Create an executive succession plan
- Engage an executive coach
- Implement a volunteer management plan
- Provide management/leadership training to staff
- Provide training/written information for board of directors
- Recruit board members
- Recruit non-board volunteers

Organizational Development

- Create a staff performance review process
- Create a strategic plan
- Create financial management procedures/improve internal controls
- Create job descriptions
- Create marketing materials
- Create/revise organizational identity
- Create/update an annual report
- Implement a new accounting system
- Implement a new budgeting process
- Implement a staff performance review process

- Implement new financial management procedures
- Incorporate as a legally recognized organization
- Install IT infrastructure
- Obtain 501(c)(3) status with the IRS
- Create a revenue development plan
- Identify potential funding sources
- Implement donor tracking software
- Provide revenue development training to staff

Program Development

- Obtain program-related equipment and durable supplies
- Research and develop current services to new geographic area
- Take steps to expand current services to new geographic area
- Take steps to increase the effectiveness of existing services
- Take steps to increase the number of clients served in existing geographic area
- Take steps to increase the number or scope of services
- Takes steps to reach an underserved population in existing geographic area

Collaboration and Community Engagement

- Assess effectiveness of existing collaborative efforts
- Conduct assessment of community needs
- Create a map/inventory of community assets
- Create action plan for coordinating/collaborating
- Create or update a brochure
- Create or update a website
- Create processes for collaborating with partners

- Develop new strategic partnerships
- Establish partnership agreements
- Make presentations to community groups

Evaluation of Effectiveness

- Implement systems to keep information related to client needs, referral sources, and services provided
- Implement systems to keep records on service recipient satisfaction and/or service recipient outcomes
- Collect information related to service recipient outcomes
- Collect information related to service recipient satisfaction
- Analyze outcome data/evaluate effectiveness of current services
- Create an outcome measurement plan