VII

Nonprofit Task Force Report – Recommendations

Over the last eight years there has been a sea change in the federal government's approach to working with the nonprofit sector, in large part due to the President's core philosophy of the importance of civil society to democracy. As he said in his 1997 State of the Union address, "we must be committed to a new kind of government -- not to solve all our problems for us, but to give our people -- all our people -- the tools they need to make the most of their own lives." Consistent with this vision, the Clinton Administration has pursued a close working relationship with the private sector in virtually every priority area – from AmeriCorps and welfare reform to food security and environmental protection.

Practices of successful partnerships

These and the other specific partnerships analyzed by the Task Force suggest that forging these relationships take work. We found that successful partnerships often shared the following characteristics:

<u>The building of strong relationships was an early priority of the agency</u>.

By creating mechanisms for nonprofit involvement early on, frequent, meaningful interaction is more likely to become part of the regular operations of an agency, rather than an afterthought or add-on. HUD was among the agencies most praised by nonprofit organizations for making the building of a strong relationship with nonprofit organizations a priority. From the earliest days of the Administration, senior officials at HUD held regular meetings with nonprofit leaders, and later, it developed a new office to institutionalize this and other functions. Similarly, the Corporation for National Service created an Office of Public Liaison when the agency was formed in 1994, dedicated staff to building partnerships with the private sector, and developed workshops across the country to reach out to nonprofit organizations and educate them about the new legislation and funding opportunities.

<u>The organization and agency had a shared goal</u>.

Partnerships of all sorts require a shared goal to succeed, and the strongest federal–nonprofit relationships we examined included clear, focused, common goals, such as increasing childhood immunization rates or improving the environmental health of Chesapeake Bay. In some cases, agencies worked with a diverse array of nonprofit partners that had a variety of missions but who were prepared to dedicated resources toward working toward a specific, identified goal. Without a common goal, partnerships may have limited impact, emphasize process over product, and consume resources of both partners that might have been better spent on other efforts. In fact, Independent Sector's survey of nonprofits identified "a common goal and vision" as the most important factor in a successful collaboration (cited by 63 percent of respondents).

<u>The agency approached the relationship as a true partnership with both sides contributing</u>.

In effective partnerships, both parties are contributors and beneficiaries. Federal agencies may have within their power data and information, funds, regulatory and policymaking authority, the ability to convene, and communications systems – but nonprofit organizations also bring something to the table. Nonprofits may have communication networks of their own, expertise, the ability to advocate for a position, access to the press, data and information, and members or affiliates – all resources that may be useful when working toward a shared goal. For example, when the White House Millennium Council and the National Park Service sought to implement a program to "Save America's Treasures" by focusing public attention on national historic, natural and cultural sites in need of preservation efforts, it found an ideal partner in the National Trust for Historic Preservation. The Trust offered expertise in preservation, a national network of members interested in the subject, a strong reputation based on half a century of work, a communications operation, and fundraising capacity. These resources complemented the government's ability to raise awareness, offer federal funding for preservation projects, and manage the national parks, where many "treasures" are located.

<u>The agency dedicated staff resources to building and sustaining the partnership</u>.

Effective partnerships are often time consuming, requiring the engagement of staff at several levels. A partnership may be initiated by almost any part of an agency – the office of the agency head, public liaison, or program seem to be the most common initiators of a relationship. Senior staff, with the authority to commit the agency, must approve the partnership concept, before it is approved, as well as the specifics of the partnership arrangement once it has been negotiated. The specifics of the partnership arrangement, and day-to-day management of the relationship, should involve the agency staff responsible for the function the partnership supports. **For example, [need to include examples].**

Two important success factors identified by Independent Sector relate to this staffing function: "effective communication" (cited by 58 percent of respondents) and "trust and confidence" (cited by 57 percent). These factors are related: trust and confidence is built, in part, by good communications – notifying partners of new developments, checking in regularly, listening to their concerns, etc. The Council on Foundations, which reported views on how foundations and federal agencies can work together stressed the importance of regular communication on ideas of mutual concern.

Given the staff resources required to maintain strong relationships, agencies should limit the number of major partners it expects to work with intensively. Where there is a desire on the part of agencies to engage small, grassroots organizations in an effort, the agencies should consider seeking out umbrella organizations or coalitions as principal partners. For example, the Centers for Disease Control found that working with coalitions such as the Colorado Children's Immunization Coalition (CCIC) enabled it to reach many more grassroots groups than it would have on its own.

<u>The nonprofit organizations involved had or were provided adequate resources to support the partnership.</u>

Partnerships can often leverage or catalyze private sector activity, or make government grants go further. But they are not an effective strategy for shifting responsibility for functions once supported by government funds to the nonprofit sector, without the provision of funding resources. In the partnerships we reviewed, the nonprofit organizations involved in general either received government dollars to carry out their responsibilities or had funding from another source. Only in the case of nonprofit organizations formed specifically to provide support for a federal program or agency (such as the National Park Foundation or Welfare to Work Partnership) did agencies expect the nonprofit to raise funds specifically to support the partnership.

In general, nonprofit organizations must see some benefit from the relationship in order to participate fully in a government. This benefit need not always be financial. In fact, some of the most successful partnerships we reviewed did not involve a transfer of federal funds. Rather, nonprofit organizations benefited from the technical expertise of an agency (as in the case of EPA's Chesapeake Bay Program), improved efficiency and effectiveness (as in the case of FEMA's National Donations Management Strategy), public awareness (as in the case of Save America's Treasures), or better access to information (as in the case of the National Spatial Data Infrastructure). Nonprofit organizations also stressed that the ability of federal agencies to convene organizations on "neutral ground," or create incentives for them to work together, made it possible for them to coordinate their efforts with a broader range of groups working on similar issues.

Barriers

The Task Force's survey also surfaced numerous barriers to working more closely with nonprofit organizations. These included:

Staffing limitations.

Partnerships take time to develop – many of the partnerships we surveyed took more than a year to come to fruition. Short-staff agencies experienced difficulty managing labor-intensive partnerships over the long term. In addition, sustainability of partnerships became an issue in some agencies when key personnel left the agency or nonprofit organization, or were promoted or reassigned. Partnerships often involve a sense of personal trust, and an individual's long experience with a project often enables it to function more smoothly. Agencies can help guard against the risks created by staff turnover by involving multiple staff in the project, creating a structure for managing relationships with the nonprofit sector, and ensuring that all partnerships have the support of senior management.

Legal framework.

Many agencies raised concerns relating to legal limitations, including confusion about what was and was not permissible. While some legal rules have obvious implications for agencies' work with nonprofits (such as prohibitions against soliciting gifts), other rules are less obvious (such as conflict of interest and procurement rules). The need to comply with these rules – and the fact that many partnership break new ground not clearly covered by existing legal frameworks -- requires that in some cases, legal staff must be brought in early on to help structure the partnership. In some cases, nonprofit organizations also raised concerns because federal agencies were unwilling or unable to sign contracts formalizing arrangements. And unless the agency had an entrepreneurial culture, staff believed they should not pursue partnerships unless specifically directed to do so. Future administrations should consider providing clearer guidance to agencies on these matters.

The Task Force also identified areas where nonprofit organizations sought specific improvements in some agencies' approaches to working with them:

Access to information.

Nonprofit organizations surveyed often cited lack of access to information as a problem in working with federal agencies. Concerns ranged from the nonprofit's being unaware of notices of available funding, having difficulty accessing data for research projects, agencies failure to keep their own websites up to date, and no notice of policy changes that affect them. Independent Sector reported that most organizations responding to its survey found out about federal resources by contact federal agencies, rather than the other way around, and nine out of ten reported using the Internet to access information on federal agencies, although only one out of four had used the nonprofit gateway (www.nonprofit.gov). This fact suggests that some agencies could be more proactive in providing information to the nonprofit sector and that many should consider increasing their use of technology to make information available, and that more could be done to publicize the nonprofit gateway and to keep it up to date.

Unclear points of entry.

While some agencies designate nonprofit liaisons, not all do. A common complaint was lack of clarity about access – who should nonprofits contact for purposes ranging from potential partnerships to presenting policy input. While some organizations advocate that agencies establish offices similar to those designated for intergovernmental relations, others raise concerns that such a structure would not provide access to program and other staff. We recommend that all agencies establish a formal access point for nonprofit organizations, and that staff charged with this responsibility serve as facilitators – reaching out to other nonprofit organizations to understand their needs, seeking out information within the agency that would be of use to nonprofits, introducing nonprofit staff to appropriate program and other agency staff and monitoring these relationships, keeping agency leaders informed of nonprofit concerns, etc. These formal access points should be publicized, including through the nonprofit gateway, and nonprofit liaison staff should meet regularly in an interagency council to share information and best practices.

Opportunities for involvement in policy development.

Some nonprofits that provided feedback to the Task Force were interested in greater opportunities to be involved in policy development. These organizations sought informal channels – such as roundtable discussions hosted by senior policy staff -- to share ideas and provide feedback. While some organizations are routinely involved on an informal basis with the agencies most closely connected to their work, others seek greater access, consistent with the law. In areas not involving regulation, where legal restrictions are clearly spelled out in the law, agencies might well conduct more outreach to the nonprofit sector. For example, in planning recent White House conferences on philanthropy, child care, and teenagers, staff held multiple "focus groups" of nonprofit leaders and other experts to gain their views of what the conferences should accomplish, how the programs should be structured, who should be invited to speak, and who should attend.

Need to continue reinventing government effort.

Independent Sector's survey found that eight out of ten respondents felt that "in recent years, federal grant applications and reporting requirements have become more streamlined," a development due in large part to the National Performance Reviews efforts to "reinvent government." However, some called for further work in this area, including common applications, billing, and reporting requirements across agencies, rethinking the reimbursement system for dispensing grant funds, and shortening the approval process for products supported through grants or contracts. **[need to comb through Independent Sector surveys for more examples]**

Future Policy Directions

In addition to the above recommendations, the Task Force believes that if the federal government continues to elevate the role of the nonprofit sector in addressing critical needs, greater attention is needed to the overall health of the sector. The White House Conference on Philanthropy, by underscoring the importance of individual giving, served this purpose, as do efforts by several agencies to provide training and technical assistance that supports the nonprofit as an organization, rather than focusing solely on specific issues. Nonetheless, despite the extensive interaction between the sectors, the federal government does very little to assist nonprofits. In comparison, the federal government invests nearly a billion dollars through the Small Business Administration, in addition to billions available through government-backed loans, to support the health of American small businesses.

We recommend that the federal government explore whether any programs currently assisting small business should be open to nonprofit organizations as well; that a study be undertaken of possible additional assistance to nonprofit organizations that could be facilitated by the federal government; and that different structures for housing this function be explored, such as tasking an existing agency with the responsibility. In particular, attention should be paid to the sector's technology needs, including training, before the organizational "digital divide" leaves behind many nonprofit organizations.

We also recommend that programs now directed at supporting the nonprofit sector, such as AmeriCorps and **[are there any others?]**, should be expanded. Those with a more narrow mission that are implemented primarily through nonprofit grants and contracts should explore how they might strengthen the capacity of the organizations they support.

Finally, we strongly recommend that future administrations charge each agency with designating a nonprofit liaison, encourage agencies to develop private sector partnerships, and clarify the legal framework governing these relationships.

Conclusion

Over the last eight years, nonprofit organizations have played an important role in many of the major programs and policy implementation efforts of this Administration. New ground has been broken in developing these mutually beneficial relationships, and has resulted in improved service provision, better information flow, increased resources for priority initiatives, and expanded outreach to hard-to-reach communities. With this groundwork, and a better understanding of barriers and opportunities presented by these partnerships, future administrations can look to nonprofit relationships as a major strategy toward important goals.

Draft #5

"Americans make great and real sacrifices to the public welfare. They hardly ever fail to lend faithful support to one another."

--Alexis de Tocqueville

~~Foreword~~ Preface

In January of 1993, we arrived in Washington anxious to implement a new vision for America on the cusp of the 21st century – strong and confident, prosperous and caring; the undisputed world leader, ready to compete in the digital age and the global economy. The first and most immediate challenge was the economy. In 1993, the deficit was $290 billion and rising. Today, we are anticipating a surplus of at least $230 billion. Fiscal discipline led to the creation of 22 million new jobs and poverty rates that have dropped to historic lows.

Our second important challenge was to shape a new model for the federal government, one that neither made government responsible for meeting all of society's needs, nor that took a hands-off approach, leaving charitable organizations to address the challenges faced in so many communities. Instead, we sought a third way – a smaller government, committed to giving people the tools and the conditions they need to make the most of their own lives, that works in partnership with its citizens and lives within its means.

For this kind of government to work, we must have a strong civil society, with a thriving network of national and community-based nonprofit organizations that can marshall the resources of the American people to meet the challenges before us. We had this in mind when, in October 1999, the First Lady and I hosted the first-ever White House Conference on Philanthropy. There I named an Interagency Task Force on

Nonprofits and Government to examine one important facet of the third way: partnerships between the federal government and nonprofit organizations. I charged members of the task force to identify the best examples of these private-public partnerships and evaluate the ways in which they could be replicated and improved.

Although I had championed this new way of working with the private sector, even I was surprised at the number and breadth of these partnerships. In thousands of instances, large and small, government agencies are working with nonprofit organizations, and in the process, redefining, in the process, the role of government in the 21st century. From AmeriCorps to the Welfare-to-Work Partnership, from environmental protection to mass immunization programs, nonprofit partnerships are affecting the lives of citizens from Hawaii to Juneau, San Francisco to South Carolina.

The role they play cannot be overstated: They make government work better, and are in turn strengthened through their relationship with federal agencies. As a result, they are an essential part of our safety net for citizens in need, help foster a community where neighbors can gather and depend on one another, ensure that the arts are sustained and nourished, and when all else fails, nourish and protect the youngest and most vulnerable among us. In these ways, and many more, they strengthen and sustain our civil society.

I want to thank the First Lady and her staff, as well as the staff of the Council of Economic Advisors, the Domestic Policy Council, and the National Economic Council who have worked so hard on this project. Together with representatives of 12 federal agencies, they have identified exemplary partnerships as well as the best practices that we hope will lead others anxious to follow their example. Their work is a gift to the future.

-- William Jefferson Clinton

[can you find a better quote???]

"We've probably never had the capacity to empower so many people and to have such a positive impact on the lives of as many as we do today. The question is whether we'll take advantage of the new technology, pass on these lessons to our children, and move into this new time with a more philanthropic focus and commitment."

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First Lady Hillary Rodham Clinton
White House Conference on Philanthropy
October 22, 1999

Foreword
~~Preface~~
~~*INTRODUCTION*~~ ~~b~~y Hillary Rodham Clinton

Over the course of the nearly eight years my husband has been President, I've been privileged to represent our country in many of the world's newest democracies, places where people are just beginning to understand the responsibilities and benefits of freedom. Everywhere I go, people ask me, "How has the United States been able to make its democracy work for so many years?" I tell them about our traditions of citizen service and philanthropy. I tell them that our democracy thrives not just because of our free elections and our free markets, but because in that space between government and the economy – in our civil society – our citizens come together to help each other, to lend a hand in times of trouble, to support non-profit organizations, and to determine how each one of us can make a contribution to the broader good by doing more.

Our democracy thrives because of people like Myrian Bodner, a Kentucky homemaker who raised a quarter of a million dollars in relief supplies to help her native Nicaragua recover from Hurricane Mitch. Our democracy thrives because of Rev. Ann Pearson, who gave each of her parishioners $10 out of a small inheritance to donate to a worthy cause. She found that the money grew as enthusiastic donors brought new opportunities and ideas for community service into the church and requested support for additional giving. Our democracy thrives because of people like Osceola McCarty. Ms. McCarty spent a lifetime washing, starching and ironing other people's clothes. She lived simply and frugally, and four years ago, she decided to use her $150,000 life savings to endow a scholarship fund at a nearby university. "I'm giving it away so that the children won't have to work so hard like I did."

To honor heroes like these and highlight the American tradition of giving – a tradition that we hope to enhance as we begin a new millennium – the President and I hosted the first-ever White House Conference on Philanthropy in October of 1999. Giving always has been an important tradition in this country, and never has there been a better time to encourage and support this tradition. We are living in a period of unprecedented prosperity, a time when the new economy has produced new wealth and the baby boom generation stands poised to inherit at least $12 trillion from the World War II generation. Last year, donations to charitable causes reached a new high, totaling nearly $190 billion. Individuals accounted for 85 percent of that amount, up a third since 1995. As a percent of our gross national product, total giving exceeded 2 percent last year, the highest level since 1971.

Imagine what we could do if we increased our giving by just 1 percent: We could offer child care to more than 6 million children, deliver more than 250 million more meals to the home-bound elderly, and guarantee Head Start to every low-income preschooler in America. We could provide shelter to 4 million people, save all the rare books in our libraries, and still have more than enough money left over to create the equivalent of a Ford Foundation every year.

The White House Conference on Philanthropy was designed not only to honor and explore the phenomenon of giving in this country, but also to set in motion an examination of public-private philanthropic partnerships. Some of the most effective projects I have been involved with as First Lady have involved nonprofit partners, from the Millennium Council's Save America's Treasures initiative conducted with the National Trust for Historic Preservation, to Vital Voices, which enabled the State Department to leverage the resources of nongovernmental organizations in support of women around the world. These and other partnerships were examined by the Interagency Task Force on Nonprofits and Government, and are discussed in this report.

I want to thank all the individuals and groups who worked so hard to make the first White House Conference on Philanthropy such a success, as well as the Task Force members who have helped us shape the inventory of effective practices and the recommendations that will be a guide for future generations of government workers and non-profit advocates looking for creative and practical ways to work together. I especially want to thank Ellen Lovell, Malcolm Richardson, and the staff of the White House Millennium Council; Melanne Verveer, Shirley Sagawa, Mary Ellen McGuire, Carol Beach, and Matthew Nelson from the Office of the First Lady; Bruce Reed, Eric Gould, and Julie Bosland from the White House Domestic Policy Council; Gene Sperling from the National Eocnomic Council; and **[insert names]** from the Council of Economic Advisors. They have certainly made their gifts to the future. JB

List of Appendices

A. Members of the Task Force

Co-Chairs:

The Assistant to the President for Domestic Policy
The Assistant to the President for Economic Policy
The Assistant to the President and Chief of Staff to the First Lady

Task Force Members:

Secretary of the Treasury
Attorney General
Secretary of the Interior
Secretary of Agriculture
Secretary of Commerce
Secretary of Labor
Secretary of Health and Human Services
Secretary of Housing and Urban Development
Secretary of Transportation
Secretary of Education
Administrator of the Small Business Administration
Chief Executive Officer of the Corporation for National and Community Service
Chairman, National Endowment for the Humanities

B. Executive Memorandum
C. President's Tax Initiatives
D. CEA Report: Philanthropy in the American Economy
E. Agency Questionnaire

Chapter I. Introduction by Melanne Verveer, Bruce Reed, and Gene Sperling

Nonprofit organizations transform cash into food, clothing, health care, and other forms of help for those in need; environmental protection; education; art; and other activities, goods, and services that improve the lives of all Americans. The nonprofit sector is an integral component of our national life, encompassing more than one and a half million organizations with operating expenditures in excess of $600 billion. From 1993 to 1998, the number of 501c3 organizations increased from 575,000 to more than 730,000, and giving and volunteering is at an all-time high. Government is an important source of funding for these groups, with one study[1] estimating that, in 1997, "more than 30 percent of all federal spending in areas of concern to nonprofits was channeled through nonprofits for delivery of services." That translates to some $554 million in government money flowing to education, health, social welfare, income assistance, culture and the environment. In addition, nonprofits benefit from **[insert number]** in direct tax exemptions for nonprofits, **[insert number]** in donations from individuals taking advantage of personal income tax deductions for charitable giving, **[insert number]** in giving from federal workers through the Combined Federal Campaign, and access to the federal government's significant resources of information and technical assistance.

mR

But more telling than the size and scope of the resources they receive is the new spirit of service and civic activism that are taking hold in communities across America. It is not surprising, therefore, that federal agencies would increasingly chose to work in partnership with nonprofit organizations toward common goals.

[1] A 1999 paper issued by the Nonprofit Sector Research Fund.

The Executive Memorandum that created the Task Force directed it to examine current partnerships between the federal government and the nonprofit sector and evaluate ways that these partnerships could be improved with an eye to helping both government and nonprofits better fulfill their missions. Specifically, the Task Force was charged with three tasks: (1) to develop a public inventory of "best practices" in existing collaborations between federal agency programs and nonprofit organizations; (2) to evaluate data and research trends pertaining to nonprofits and philanthropy; and, (3) to develop further policy responses. This document represents the culmination of this Task Force's efforts to achieve all three objectives. It includes a wealth of examples of successful public-nonprofit partnerships and policy recommendations (objectives 1 and 3). Objective two was met by the Council of Economic Advisors' Report: "Philanthropy in the American Economy," which included an examination of the factors that affect giving and an investigation of trends that are likely to affect future giving. (The full text of the CEA report can be found at Appendix C.) Moreover, several tax policy initiatives to foster philanthropic giving were included in the President's budget, helping to achieve objective 3; these proposals can be found at Appendix D.

In January, staff from the Domestic Policy Council, the Millennium Council and the Office of the First Lady surveyed federal agencies on the extent of, types of, and barriers impeding relationships with the nonprofit sector. The responses yielded dozens of examples of how this administration has broken new ground in the creation of partnerships. (The questionnaire used by staff to survey agencies can be found at Appendix E.) The team asked representatives from each agency to submit four non-profit relationships or new approaches for working with nonprofit organizations for inclusion in a report. Once nominations were submitted, White House and agency staff met to judge each submission on the following criteria: innovation, ease of replication, and impact. Through this process, staff members were able to glean a set of "effective practices," develop a list of recommendations for other groups, and uncover some of the barriers to successful partnering.

Meanwhile, staff from the President's Domestic Policy Council, Office of the First Lady, and the Millennium Council met with representatives of the nonprofit community to solicit their input. The nonprofit representatives commended the work of some agencies for improvements they had undertaken in working with the sector and were generally supportive of the direction of the Task Force. The representatives also expressed concerns about issues related to excessive paperwork, conflicting regulations or processes, micromanagement of grants and contracts, and access to information. White House staff asked the organizations survey their members for additional feedback; this request resulted in a survey by Independent Sector of its membership, as well as a response by the President of the Council on Foundations.

Finally, in early August, the members of the Task Force met to hear the details of the best submissions and to explore other examples to include. Quickly, though, the discussion took an unexpected turn: As we called on the agency representatives to discuss their partnerships, there was a palpable shift in tone. It may have begun when Father Joseph Hacala from the Department of Housing and Urban Development explained that he was about to fly to South Dakota for the "ground blessing" of a new youth center on the Pine Ridge Reservation **[need to explain why this is significant]**, or when a White House Fellow in HHS described the contribution of nonprofit partners to the success of

Carol or HUD - [illegible]

the National Immunization Program. One by one, as the agency officials described their partnerships, other participants began to ask questions and to take extensive notes. We new that virtually every agency represented in the room could boast of at least one successful partnership, but we had not foreseen the extent to which agencies operated in isolation and were eager for more information about new ways to partner with nonprofits.

This document is intended to fulfill the President's mandate as set out in the Executive Memorandum – to collect a public inventory of effective practices, develop a set of detailed recommendations, and identify barriers to successful collaboration. This information can be used by government or nonprofit employees to improve existing partnerships, and we hope it will encourage the development of new and innovative activities. Chapter 2 provides models of how federal agencies have joined with local networks to mobilize around shared goals. Chapter 3 looks at ways that federal agencies have been able to access new populations and new perspectives by reaching out to a broader spectrum of nonprofits. Chapter 4 looks at ways federal agencies have been able to leverage resources through partnerships with nonprofits. Chapter 5 discusses approaches to share information. Chapter 6, includes the findings of the Task Force on ways to improve the effectiveness of nonprofit organizations and the responsiveness of government. The final section of the report, Chapter 7, discusses effective practices for developing successful partnerships, barriers to collaboration, and policy recommendations for the future.

The work of the Task Force makes clear that during the last eight years, federal agencies have increasingly developed innovative and effective partnerships with nonprofit organizations that have helped them address their most pressing challenges.

We hope that this report will assist future administrations in forging these relationships and enhancing the vitality of the civil sector.

II

Working toward Shared Goals

From immunizing our children to protecting our environment, one way for the federal government to achieve its goals is to reach out and forge stronger and more efficient working relationships with the growing nonprofit sector. By developing mutually beneficial relationships with nonprfit groups, including shared decision making and shared goals, a federal agency can reach larger numbers of constituents and improve the quality of the services offered.

Thanks in part to this administration's enthusiastic endorsement of collaborative relationships, agencies have taken their joint endeavors with nonprofit groups beyond the traditional grantor-grantee model. In such cases, the government does more than define a program and write a check, handing off the work and reporting obligations to the nonprofit. Recognizing that nonprofits may, for example, be able to identify problems, mobilize fresh thinking and energy, and promote social change at the community level, agencies are increasingly capitalizing on opportunities to collaborate with nonprofit groups, devising and carrying out strategies that help them work toward and achieve common goals.

In the last eight years, federal agencies have developed new partnerships with nonprofits that are directed at achieving specific shared goals that could not be accomplished by either the agency or nonprofit organization on its own. The examples of such partnerships, described in this section, demonstrate how federal leadership and resources, combined with the local ability to mobilize grassroots action, can lead to better outcomes than either the government or nonprofits could achieve alone.

The National Immunization Program

Vaccines are one of the greatest achievements of biomedical science and public health. Yet, despite remarkable progress, several challenges face the US vaccine-delivery system, which must be capable of implementing increasingly complex vaccination schedules. An estimated 11,000 children are born in this country each day – each child requiring 15-19 doses of vaccine by the age of 18 months in order to be protected against 11 diseases.

In 1993, the Clinton administration launched the National Immunization Program (NIP) to provide leadership for the planning, coordination and conduct of immunization programs nationwide. Based at the Centers for Disease Control and Prevention (CDC), the NIP offers an excellent example of a federal-nonprofit partnership – or as in this case, series of partnerships. These were the NIP's goals for the year 2000: at least 90 percent of all 2-year-olds would receive each of the initial and most critical doses of vaccines, as well as the recommended series; vaccine-preventable childhood diseases would be eliminated or reduced; and, a system would be put in place to make sure that these goals would continue to be met in the future. Once these goals were met, they were replaced with new 2010 targets aimed at eliminating racial and ethnic health disparities linked to childhood immunization.

While the NIP had the expertise and a national mandate to improve immunization rates, those at the helm recognized that grassroots children's health organizations and nonprofit coalitions would be more efficient at building awareness of the important of childhood immunizations, educating parents about the benefits and risks associated with immunization, facilitating access to health care providers, and engaging corporate and foundation partners and support.

One such local group is the Colorado Children's Immunization Coalition (CCIC), a statewide public/private partnership itself, dedicated to fully immunizing Colorado children two years of age and younger. Stepping out of the old grantor-grantee model, NIP has provided initial training and technical assistance to CCIC, whose member organizations have sponsored dozens of free immunization clinics. In addition, NIP has worked with the Colorado Department of Public Health and Environment to develop an immunization registry throughout Colorado, and launched a statewide public awareness campaign – called "Five Visits Before Age Two" – working closely with seven funding partners, including Colorado's four professional sports franchises.

The partners cite two factors contributing to their success: First they share a clear and common goal, i.e., improving the immunization rates of children. Second, they are working to achieve both depth and breadth in their public service advertising activities. NIP has shared the lessons learned during its partnership with CCIC with other childhood immunization programs across the country, spreading the word and encouraging the creation of similar projects in other parts of the country.

The Food Recovery and Gleaning Initiative and Community Food Security Initiative

Julie

In November of 1996, President Clinton signed an Executive Memorandum directing the US Department of Agriculture to work in partnership with nonprofit antihunger groups to increase the "recovery and gleaning" of excess food for distribution to the hungry. Following up, Vice President Gore convened the first-ever National Summit on Food Recovery and Gleaning in September of 1997 – the goal of which was to generate national attention for the issue, catalyze new public-private partnerships, and announce new federal projects. In the years since the summit, significant progress has been made toward creating a structure that, with the help of nonprofit groups, will continue to distribute food to hungry Americans.

Through this Initiative, USDA has helped grassroots food recovery projects distribute over 10 million pounds **[confirm]** excess food to nonprofit anti-hunger groups nationwide. **[It would be helpful here to know specifically how the Department helped the organizations – what did it do that the organizations couldn't do on their own and give examples of the organizations]**

In addition, the Department has issued over 20,000 copies of a Citizens' Guide to Food Recovery and Gleaning, a how-to manual on starting and expanding nonprofit recovery efforts; produced a guide for National Restaurant Association members on how to donate excess food to nonprofit groups safely; and brokered a partnership between the technology firm, Hewlett Packard, and America's Second Harvest to create a Web site that links food producers with the America's Second Harvest food bank network. **[cite results?]**

Based on the success of the Gleaning and Food Recovery Initiative, in **199?** USDA launched a broader Community Food Security Initiative, which works on several fronts to help grassroots nonprofit groups fight hunger, improve nutrition, strengthen local food systems, and help families move from poverty to self-sufficiency. Through this initiative, USDA employees reached out to **[dozens?]** of antihunger organizations and **[did what?]**. Among the Community Food Security Initiative's commitments are: a partnership with Share Our Strength (SOS) to expand Operation Frontline, a program that engages volunteer chefs to teach hands-on nutrition education classes **[specifically, what did the Department do to help SOS expand its program?]**, and a partnership with World Hunger Year (WHY) **[explain nature of organization?]** to publicize and distribute "Replication Manuals" highlighting effective grassroots hunger and anti-poverty programs in the United States.**[were these federal publications?]** In addition, WHY and USDA have co-sponsored regional technical assistance workshops throughout the country to connect nonprofit hunger and poverty groups with the resources and expertise of federal agencies. By working closely with nonprofit organizations in a variety of ways, the Agriculture Department used its expertise, broad reach, access to food producers, and other "assets" to improve its effectiveness in an area central to its purpose. **[were these partnerships all initiated at the national level, or did any get started at the local/regional level? All initiated by USDA or were any initiated by nonprofits?]**

Chesapeake Bay Cleanup

[Note – this example needs to be clearer regarding what happened during this administration that was new or different that the existing partnership or perhaps we should drop]

With the signing in 1983 of the first Chesapeake Bay Agreement, the Environmental Protection Agency launched the Chesapeake Bay Program – a unique regional partnership that has been directing and conducting the restoration of the Chesapeake Bay. Program partners include the Environmental Protection Agency, the states of Maryland, Pennsylvania and Virginia, as well as the District of Columbia, the Chesapeake Bay Commission (a tri-state legislative body) and several citizen advisory groups and nonprofits – primarily the Chesapeake Bay Foundation and the Alliance for the Chesapeake Bay.

The Bay Program continues to operate under subsequent Agreements, the latest of which was signed in the summer of 2000 **[Did the latest agreement include any interesting innovations?]**. Among the partners' most important activities are nutrient reduction from agricultural lands and wastewater facilities; toxic chemicals reduction from industry and other sources; management of fisheries, including crabs and oysters; habit restoration; and water quality improvement. Also, along the way, partners have engaged local governments and community watershed groups in the restoration effort.

In this multi-party alliance, the role of the federal agency – the EPA – is to provide leadership, through its Chesapeake Bay Program Office in Annapolis, Maryland, along with administrative, technical, financial and other information assistance. The nonprofit partners **[clarify who they are]** play different roles – using their outreach capacity, volunteer networks, and **[what else?]** to advance the shared goal of cleaning up the Bay. They are involved in a range of restoration-related efforts, including educating citizens on flood control and stream-bank erosion and teaching innovative monitoring procedures. Training a corps of citizens to provide physical assistance to farmers in planting riparian buffers and installing fencing to keep livestock out of critical sites is also an important role. There is success on several fronts, but an onrushing tide of population growth, landscape changes and increased vehicle travel within the Bay watershed, means that much more remains to be done.

Conclusion

Scores of other examples of successful partnerships show the benefits of federal agencies providing national leadership in concert with local mobilization to accomplish shared goals. The Department of Justice's Operation Weed and Seed has created a network of local groups to devise strategies to "weed out" violent crime and drug abuse and "seed" neighborhood improvements. HUD's Continuum of Care initiative creates incentives for local groups to work together to develop comprehensive, long-term approaches to moving people who are homeless into permanent housing and self-sufficiency. And, the Department of Justice's 5 Goals 4 Kids is working, with the assistance of nonprofit partners like the United Way, to enroll at least 500,000 uninsured children in the state-run children's health insurance programs called SCHIP.

These and other examples demonstrate how federal agencies and nonprofit organizations that share goals and work together can maximize their effectiveness. In some cases, the federal agency has brought funding to the partnership; in others, they use their technical expertise and leadership to catalyze action. Nonprofit organizations bring their own knowledge and networks to the task. There is no one model, but there are common practices that can be replicated with an eye to stretching resources further, meeting common goals and solving common problems. As the nonprofit sector grows in size and importance, there will be even greater opportunity to forge partnerships that marry the mighty power of the federal government with the vast on-the-ground capabilities of tens of thousands of nonprofit groups, businesses and citizens – all addressing pressing public problems and all working toward common solutions.

III. Reaching Out to a Broader Spectrum of Nonprofits

Some nonprofits – particularly the larger, well-established organizations that receive significant federal funding –traditionally work closely with federal agencies. But others, because of their lack of connections, limited resources, size, and other barriers, do not. Nonetheless, these less well-represented organizations are important partners to federal agencies and important advocates for their constituencies. For this reason, the Clinton administration has made it a priority to invite the participation of a broader spectrum of nonprofits through a variety of mechanisms.

Working with faith-based organizations

Historically, federal agencies have approached partnerships with faith-based organizations cautiously, due to the Constitutional separation of church and State. However, because of the importance of faith-based organizations to many communities across America, the Clinton Administration has explored new ways to build close working relationships with religious organizations, while respecting Constitutional requirements. For example, today there are more than [____] AmeriCorps members Matthew serving with faith-based organizations; [thousands] of religious organizations help get Julie emergency food to the hungry through food banks and hot meals programs; and under the welfare reform law, states have the authority to provide welfare funding to faith-based organizations to provide mentoring and other supports as people move form welfare to work.

The Center for Community and Interfaith Partnerships

One particularly visible and successful example of a federal agency reaching out to faith-based organizations is the Center for Community and Interfaith Partnerships. Established in 1997, the Center is the first office in a federal agency specifically created to address the needs of community- and faith-based organizations that participate or are interested in federal grant programs. The Center fulfills its mission in several ways: First, it acts as a clearinghouse, providing information about HUD programs available to fund community-building efforts, publicizing best practices in implementing HUD programs, and performing education and outreach targeted at nonprofits that either have never received grant assistance or are interested in expanding their activities. Second, the Center acts as a troubleshooter, assisting nonprofit groups in navigating the HUD system, resolving problems, and responding to community and faith-based group inquiries and concerns. Third, the Center serves as an advocate within the department for community and faith-based groups – ensuring that their interests are considered when HUD policies and programs are being developed. Furthermore, the Center is designed to ensure that community and faith-based groups are included in initiatives, outreach and educational activities conducted by HUD and its specific program areas.

Although the Center did not begin as a source of funding for nonprofits, its approach is so successful that the FY 2001 budget includes a "Community and Interfaith Partnerships Initiative" amounting to $20 million in competitive grants and targeted technical assistance. **[was the money included in approps? If not, I would cut this paragraph]**

The Strategic Approaches to Community Safety Initiative

Another partnership that taps into faith-based and community-based groups is called the Strategic Approaches to Community Safety Initiative. Partners include United States Attorneys, local law enforcement, and community- and faith-based organizations whose goal is to reduce crime. The Middle District of North Carolina, which includes Winston-Salem and High Point, N.C., has established a particularly promising relationship with clergy and other community leaders that **[need information on exactly what the partnership does]**. As a result, crime is down in the targeted neighborhoods. In High Point, N.C., homicides fell 69 percent from 1997-1999, and assaults with firearms dropped 43 percent. Over the same period, citizen complaints fell by 45 percent. One corrections official had this reaction: "Youth and their families don't often see police officers, probation officers, clergy and community workers standing together at their door, so it tells them right away that something different is going on."

Carol

Outreach to Small Grassroots Organizations

Grassroots groups, like faith-based organizations, do not always found it easy to gain access to federal resources and information. However, these smaller, community-based organizations often enjoy the trust of low-income populations, can help ensure services reach those who need them most, and are able to represent the interests of low-income communities to policy makers. For this reason, federal agencies deploy a variety of strategies to reach grassroots groups, including working with intermediary organizations, and providing technical assistance targeted to local organizations.

The National Community Development Initiative

move to [illegible]

[how did this initiative get started?] The National Community Development Initiative (NCDI), for example, provides financial and technical support to nonprofit community development corporations engaged in locally driven efforts to improve distressed inner city neighborhoods. NCDI combines resources from 15 major national corporations and foundations, HUD, and local public and private organizations to offer grants and low-interest loans for local development. With these resources, community-based nonprofit groups build houses, develop health and day care centers and other neighborhood facilities, create jobs and business opportunities, and help residents gain an economic stake and voice in their communities.

Core funders of the initiative are providing a total of $103 million – an amount that, when coupled with financial resources committed by over 250 local partners, including state and local governments, local foundations, banks and corporations, is expected to generate more than $2 billion for community revitalization. This initiative demonstrates how a large federal agency can improve the quality of life at the neighborhood level by establishing relationships with local community-and faith-based organizations.

Technical Assistance Grants

Another approach taken by federal agencies is to provide technical assistance to targeted community groups. Cleanup of hazardous waste sites is a complicated process in which few local people can participate without the aid of experts. To assure that local residents can participate in the cleanup process, EPA makes Technical Assistance Grants (TAGs) available to qualified local nonprofits. Most TAG funds are used to hire independent technical advisors to help communities interpret, understand, and comment on site-related decisions. The types of support an advisor can provide include helping groups review site assessment/investigation data, participating in public meetings to clarify information about conditions, and visiting site locations during cleanup to observe and provide technical updates to the community. In this way, the EPA's program gives [illegible] nonprofit groups, organizations and coalitions the power to determine the future of their own neighborhoods. **[any results to report?]**

Outreach to underrepresented communities

Federal agencies have found that new partnerships with nonprofit organizations have also expanded their ability to reach previously under-served communities. As the examples below demonstrate, nonprofit organizations can be strong partners when it comes to reaching women and communities of color.

Women Business Centers

Recognizing that women have historically been underrepresented in the business community, the Small Business Administration funded nonprofit organizations to serve as Women Business Centers (WBCs) to provide extensive training to women who own small business. Each center provides women with assistance and/or training in finance, management, marketing, procurement and the Internet, while addressing specialized topics such as home-based businesses, corporate executive downsizing and welfare-to-work. WBCs work extensively with chambers of commerce, civic organizations, and economic development groups to offer services in all communities, including rural and economically depressed areas. All provide individual business counseling and access to the SBA's programs and services.

ACCION Texas

Similarly, ACCION Texas is a nonprofit community development program that offers small loans – sometimes known as "microcredit" – to **[individuals?]** in economically depressed communities. In May 2000, the Economic Development Administration awarded a $500,000 grant to ACCION Texas to purchase and rehabilitate a building that will house the statewide headquarters of ACCION, a storefront microcredit lending office and a regional center for economic development. In its new location, this facility will deliver small loans and ongoing technical assistance to entrepreneurs in the heart of impoverished communities. ACCION Texas not only helps microentrepreneurs strengthen their businesses, it helps them create additional employment and contribute to the economic revitalization of their communities. Typical ACCION borrowers include small family-owned storefronts and home-based businesses.

Sixty percent of ACCION Texas borrowers are women **[and x percent are Hispanic?]. [any results to report?]**

Conclusion

Without special efforts to reach beyond the well-funded organizations with Washington representatives and staff dedicated to grant-seeking, federal agencies might well neglect the communities that most need services. By working closely with intermediary organizations and coalitions of small grassroots organizations, streamlining the grant-making process, creating an office or designating an individual to serve as a nonprofit liaison, providing technical assistance to organizations that serve hard-to-reach constituencies, or setting aside resources for underserved groups, federal agencies can deepen their reach into previously under-served communities.

IV. Leveraging Resources

For maximum effectiveness, partnerships may need to involve not just the federal agency and nonprofit organization, but also business, state and local government agencies, or foundations. In some cases, resources are needed to achieve shared goals that are not available through either the federal government or nonprofits, such as marketing expertise and media access. In others, private sector funders may find that their resources go further if they work closely with agency program staff to create synergies among the different funding streams. In still others, the federal agency may use its visibility or expertise to catalyze action by private sector funders in specific areas.

Joint Sponsorship of Events or Projects

An increasingly common form of partnership is joint sponsorship of events or projects. In 1997, for example, the Corporation for National Service joined forces with the nonprofit Points of Light Foundation, created during the Bush Administration, to organized the Presidents' Summit for America's Future. All the living Presidents, with Nancy Reagan representing her husband, gathered in Philadelphia to urge every American to increase the nation's commitment to its young people – a commitment that has since been captured in "Five Promises" for youth -- caring adults, safe places, healthy start, marketable skills, and opportunities to serve – now promoted by the new nonprofit, America's Promise.

Save America's Treasures

One of the centerpieces of the Administration's Millennium program is a collaborative project called Save America's Treasures (SAT). Administered by the National Park Service, SAT is devoted to saving our deteriorating national treasures, preserving them as gifts for the future. Kicking off the program in July of 1998, the President and Mrs. Clinton stood in front of the Star-Spangled Banner, which was about to be lifted from its site in the Smithsonian's Museum of American History, and restored – all the while remaining in plain view for the public to watch. Standing with the first couple that day was Richard Moe, chairman of the National Trust for Historic Preservation and Ralph Lauren, who had donated a total of $13 million to the project – representing the nonprofit partner and the corporate partner on the project to restore the flag. After the ceremony, Mrs. Clinton boarded a bus for a swing up the east coast where she focused attention on other deteriorating sites that hold our history and our stories in their walls – sites like Thomas Alva Edison's Invention Factory, George Washington's Revolutionary War Headquarters, and Harriet Tubman's home, a stop along the Underground Railroad.

The National Trust for Historic Preservation, a nonprofit historic preservation organization, is the federal government's primary private sector partner in this program. Although it has been successful in identifying donors for several Save America's Treasures grants, the National Trust does not match grants itself. Rather, it works to raise public awareness of, and commitment to, our nation's urgent preservation needs. Official Save America's Treasure sites must match grant money and leverage an equivalent or greater amount of money and resources from the non-federal sector. To date, the over-600 SAT projects have received $45 million in grants and have raised nearly **[$_______]**.

The Children Exposed to Violence Initiative

[This example needs to be reworked to explain how the agency contributes and how nonprofits were specifically involved – what they contributed and why – how were resources leveraged? It's not clear. Need to fix or drop]

Leveraging resources does not mean only money is involved. But the concept of resources goes beyond budgets as is the case with the Justice Department's Children Exposed to Violence Initiative (CEVI).

Since its launch in 1998, CEVI has expanded into a full multi-agency, multi-disciplinary effort designed to reduce child maltreatment across America. CEVI coordinates and expands upon the Justice Department's policies and programs relating to children exposed to violence in order to improve both the approach of the justice system and the communities' responses to child crime victims and witnesses. CEVI focuses attention on the abuse and violence that affects the lives of too many children, and challenges federal, state and local law enforcement – in partnership with families, communities, social service agencies, child protective services, mental and physical health care providers, schools, courts, the private sector, and federal, state and local government leaders – to improve prevention, intervention, and accountability efforts aimed to help children exposed to violence. **[Not clear what this means]**

As part of the Initiative, the Department of Justice, in June of 1999, convened *Safe from the Start: The National Summit on Children Exposed to Violence*. This summit brought together experts in law enforcement, child development, medicine, mental health, domestic violence, education, and the media. By working together, these experts were better able to identify model prevention, intervention, and accountability practices and develop a *Safe from the Start: National Action Plan* to address the needs of child crime victims and witnesses.

Vital Voices

In the foreign policy arena, the State Department's Vital Voices program shows that partnerships can cross international boundaries to make a lasting and positive difference in the lives of foreign citizens as well as Americans. Launched in 1997 to amplify and support the voices of emerging women leaders around the world, Vital Voices built on the resolutions emerging from the United Nations Fourth World Conference on Women. Thanks to the leadership of the First Lady and the State Department, women's rights have taken their place as part of the mainstream of American foreign policy.

Vital Voices relies heavily on donated in-kind training, support and expertise from non-profit organizations, and has leveraged corporate support from a host of national and international businesses. These partnerships have allowed Vital Voices to host technology-training sessions, fund Web site development, coordinate research symposiums, and engage additional private and public sector partners. **[It is not clear through this description if and how nonprofit organizations are involved.]**

Card

In the three years since the launch of Vital Voices, women around the world have seen their lives changed. Vital Voices has helped them run for elected office, start and grow small businesses and craft new legislation [**how? May need to give example from**

one country to make this comprehensible]. Vital Voices has engaged the private and nonprofit sectors to share their expertise with women by offering political, media and leadership training, exchanges, internships, consulting, grants, and public service announcements. Vital Voices is creating unprecedented partnerships and has unleashed a growing global movement of people who support women building strong democracies.

Relationships With "Friends Of" And Other Nonprofit Partners

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A growing number of federal agencies and programs are able to point to "Friends of" or partner organizations whose main mission is related to the work of the agency. Most of these groups are 501c3 organizations that raise private sector funds for purposes complementary to the mission of the agency.

National Peace Corps Association

For example, the National Peace Corps Association (formerly the National Council of Returned Peace Corps Volunteers) was incorporated in 1983 as the national alumni association for the people who have served as volunteers and staff in the Peace Corps. It is a nonprofit 501(c)(3) organization with over 11,000 members and 130 affiliated groups, and it includes among its goals a mission to educate the public about other countries and cultures, support the network of Peace Corps alumni and groups, promote domestic and international community service, advance policies and programs consistent with the Peace Corps experience, and ensure the continued success of the Peace Corps. Other programs with similarly dedicated nonprofit partners include AmeriCorps (AmeriCorps Alums), the Park Service (the National Park Foundation), the Art in Embassies Program (Friends of Art and Preservation in Embassies), Head Start (the National Head Start Association), and most recently, the National Endowment for the Humanities (**need to get name – Ann Orr is now running this**).

US Coast Guard Auxiliary

Another example of a dedicated nonprofit partner is the US Coast Guard Auxiliary, the civilian volunteer arm of the United States Coast Guard that assists in promoting boating safety awareness, and protecting boaters on the water. Volunteer Auxiliary members spend thousands of hours educating the public about possible waterway dangers and threats to life. Its 35,000 volunteers perform vessel safety checks on millions of boats, ensure compliance with Federal safety regulations and give direct assistance to Coast Guard rescue missions. Over the course of 61 years of service, Auxiliary members have saved thousands of lives. And, since the enactment of the Coast Guard Authorization Act of 1996, their role in non-traditional missions, such as marine environmental protection, recruiting, and public affairs, has grown substantially. A recent study showed that each dollar invested in the auxiliary returns about four dollars in prevention and response services. In addition to its economic value, the Auxiliary gives the boating community a sense of purpose and pride in being "self-regulated."

[can we clarify two things: what the Auxiliary does that the Coast Guard can't or doesn't do itself, and is are there any new developments that occurred during the Clinton Administration?]

Partnerships with Private Sector Funders

A small but growing number of foundations have found that their funds go further or have a greater impact if they work in tandem with other funders, including federal agencies. As Council on Foundations President and CEO Dorothy Ridings notes:

> Beyond the goal of sharing information, agencies and foundations could also explore ways in which they can work together form the outset to design and implement programs. For example, federal agencies could benefit from the lessons learned form experimental programs funded by foundations. In turn successful programs that federal agencies implement might help prompt foundations to support and build upon similar efforts. Such coordination may give more legitimacy to both public and private efforts, avoid duplication of resources, help fill service gaps and better achieve policy goals.[1]

Ridings offered several current examples of foundation work with agencies, including the Packard Foundation's work with the Department of the Interior on land use issues and with the State Department on programs in developing countries; the Enterprise Foundation's partnership with the Department of Housing and Urban Development on community development and \housing issues; the Robert Wood Johnson Foundation's work with the Department o Health and Human Services on establishing immunization monitoring systems; and the W. K. Kellogg Foundation's coordination with the Corporation for National Service on service learning issues.

[1] Letter to Shirley Sagawa, Deputy Assistant to the President and Deputy Chief of Staff to the First Lady, March 10, 2000.

The President's 21st Century Community Learning Centers Program

For the last two years, the Department of Education and the Mott Foundation have worked together on the President's 21st Century Community Learning Centers Program, to create community-based after-school programs. [**Any concrete goals to cite?**] The Department administers the program and supplies funds to local communities through a competitive grant process. The Mott Foundation underwrites training and technical assistance, program evaluation, and public awareness. Simply by providing technical assistance on how to complete applications for federal funding, the Foundation has broadened the pool of recipients by [**x percent**].

Over the next six years, Mott will provide more than $95 million to provide technical assistance in every state, track national attitudes on after-school programs through surveys and research data, and conduct a public education campaign as part of the After-school Alliance. In a validation of the initiative's success, the majority of education legislation passed last year included requirements for local or state level partnership or collaboration.

Catalyzing Private Sector Action

Youth Opportunity Movement

In 1998, the Labor Department created the Youth Opportunity (YO) Movement to build on $1 billion in Department funds for "out-of-school youth." YO is a catalyst, not a government program. The role of the Department is to create a ground swell of support for the employment and social needs of out-of-school youth. Through the YO, corporations provide jobs, internships, apprenticeships and mentoring opportunities; foundations provide funding to local programs for capacity-building, technical assistance, leadership development and research; and celebrities volunteer time to promote the movement through public service announcements and public appearances. Labor brings the issue to the public arena and generates leadership among corporations, foundations and celebrities. **[need a specific example naming a specific nonprofit partner]**

The Welfare to Work Partnership

The Welfare to Work Partnership is an especially successful example of a nonprofit created to help implement new federal policies and dedicated to mobilize private sector action. When President Clinton signed the Personal Responsibility and Work Act of 1996 (more commonly referred to as the Welfare Reform Act), he understood that the successful transition of hundreds of thousands of Americans from welfare to work would require a national mobilization of private-sector employers. Five founding companies created the Welfare to Work Partnership in response, and in the ensuing four years, more than 20,000 additional companies signed on, pledging to hire welfare recipients without displacing existing workers. Through foundation, corporate and government grants, the Partnership provides information and technical assistance to companies nationwide, encouraging them to hire, retain and promote welfare to work employees. Since the founding of the Partnership, member companies have hired an estimated 1.1 million former welfare recipients, who earn, on average, $7.80 an hour or, if salaried, $19,641. Sixteen percent of the companies say they have actually saved money by creating welfare to work program, with savings averaging $5,803 per company.

Conclusion

By working closely with nonprofit partners, federal agencies have been able to leverage additional resources and mobilize private sector actors towards a common goal. Although some federal agencies have the legal authority to solicit donations, some may accept but not solicit contributions, and some may do neither. Furthermore, many donors are unable or uninterested in making donations to taxpayer supported agencies. Nonprofit partners can therefore play an important role in raising private sector funding for initiatives, engaging volunteers, and reaching out to businesses and foundations.

V. SHARING INFORMATION

Nonprofit organizations say that, when working with the government, access to information is a priority – from data that is available on the nonprofit sector itself, to information on best practices and opportunities for funding. At the same time, many federal agencies report that they are dependent on nonprofit networks to disseminate information to specific constituency groups. Partnerships are one effective approach to improving the flow of information in both directions; use of information technology is another.

Uses of the Internet

More than a dozen federal agencies – from Education and Energy to SBA and the General Services Administration – offer funding, services, or information pertinent to nonprofit organizations. For nonprofits unfamiliar with the structure of the federal government, navigating these agencies to identify useful resources can be a challenge. The Nonprofit Gateway – **www.nonprofit.gov** – was built in 199_ to serve as a central starting point to help nonprofit organizations access online Federal information and services. Specialized, issue-specific sites have also been developed, such as **www.afterschool.gov**, to connect information-seekers to federal resources that support children and youth during out-of-school hours.

EDSITEment

Another issue-specific site, EDSITEment – "The Best of the Humanities on the Internet" -- is a portal site on the Internet created by the National Endowment for the Humanities in partnership with the nonprofit Council of the Great City Schools and the MCI-Worldcom Foundation. EDSITEment (found at EDSITEment.neh.gov) links teachers and students to humanities-based Web sites inside and outside of government that meet rigorous standards of excellence and educational utility. Customized learning guides demonstrate how to use the site as an instructional tool. Primarily designed for teachers, it can also be used by students, parents, and the public. **[any data on usage? How do we know it's successful?]**

In addition to using the Internet's full potential to share information, the EDSITEment project has also leveraged significant private resources, including $1 million from the MCI WorldCom Foundation. Energized by the success of EDSITEment, the MCI Worldcom Foundation has used it as a model for creating six additional portal sites in other areas of the curriculum, enlisting several major nonprofit groups in the process: geography (The National Geographic Society), sciences (American Association for the Advancement of Science), economics (Economics education), mathematics (National Council of Teachers of Mathematics), and the arts (the Kennedy Center).

Strategies To Disseminate Information Through Nonprofit Networks

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Partnership for Family Involvement in Education

Some agencies have found it useful to build networks of nonprofits and others with common interests as a means to disseminate information and link like-minded organizations with one another. For example, the Partnership for Family Involvement in Education was created in 1994 by Education Secretary Richard Riley to promote and foster partnerships and communication among schools, parent organizations, faith-based groups, community nonprofits, and employers. Its goal is to spread the message that entire communities should be involved in education and that all types of groups can make valuable contributions to help increase family involvement in a child's schooling. To encourage such support and to bring groups together, the Partnership convenes meetings, directs research, develops partnership guides, hosts teleconferences, and provides a newsletter and Web site and extended technical assistance to communities and community groups interested in advocating for education. The goal is to have partners connect with each other, pool resources and ideas, share their best practices and be recognized for their efforts.

Interior matters

National Spatial Data Infrastructure

[this section uses a lot of technical terms unfamiliar to the lay reader – is there a difference between geospacial and geographic? can this be made easier to understand? is it accurate as written?]

Federal agencies can also play an important role in consolidating information from a variety of federal and nonfederal sources to make it easier for users to access. The National Spatial Data Infrastructure (NSDI) is an excellent example of a partnership that includes multiple non-profits working in concert with government and industry to build an electronic infrastructure bringing together all the national geographic databases on the

Web. The United States Geological Survey provides ongoing staff and funding support to the data coordination activities of the Federal Geographic Data Committee. The FGDC is an interagency committee that promotes the coordinated use, sharing, and dissemination of geospatial data (environmental data, population, and social statistics are examples of geospatial data). One of FGDC's primary goals is to develop an easily accessible 'national' resource of this information – the NSDI. **[why is this important to do?]**

Recognizing that a variety of constituencies have a stake in building the NSDI, FGDC has established relationships with industry, local governments, and non-governmental organizations **[including who – give a couple examples]** to create and review the infrastructure. Among their activities, cooperating groups participate in several FDGC activities including: promotion of FGDC-endorsed standards for geospatial data transfer, content, collection, and quality control; standards development, review and implementation; and participation in the National Geospatial Data Clearinghouse and the National Geospatial Data Framework. Working with a large variety of groups not only provides access to an expanded geospatial data community, it fosters increased communication and collaboration among public and private sector organizations within the geospatial data community.

Conclusion

Public-private partnerships are serving as an effective way for agencies and nonprofit organizations to exchange or disseminate information; new technology can only increase the possibilities for improvements in this area. Not only can collaborative Web sites consolidate access to federal resources in one place or post information from a variety of sources on a specific topic – the interactive nature of the Internet also makes it possible for users to connect with one another (as on the planned Vital Voices site) and post their own information (as can be done on the National Partnership for Family Involvement in Education site). These types of Web sites call for even greater cooperation between nonprofits and government to get relevant information from both sectors to end-users through a single, easily accessible site.

VI. Improving the Effectiveness of Nonprofit Organizations

While federal agencies depend on nonprofit organizations to carry out significant portions of their core missions, most do comparatively little to strengthen their organizational capacity or programmatic effectiveness. Across the federal government there are, however, innovative efforts underway to reverse this trend.

Providing assistance to improve compliance with government goals

EPA and the American Hospital Association

Federal dollars provide **[what portion]** of the overall budgets of nonprofit organizations, and most federal agencies provide some form of technical assistance or training to help programs comply with federal regulations, which are intended to reflect effective practices. For example, in 1998, the EPA negotiated a Memorandum of Understanding with the American Hospital Association (AHA) to reduce the use of mercury in hospitals. Hospitals are America's fourth largest producers of mercury waste and produce about 1 percent of the nation's solid waste stream. The MOU assists AHA's member hospitals, including nonprofits, to go beyond compliance in improving waste management by calling for the elimination of mercury use in the industry where possible, and a 50 percent reduction in waste volume by the year 2010. To help the AHA implement the memorandum, an Environmental Leadership Council was established to assist and advise in implementation. This Council includes stakeholders in the healthcare industry and a coalition of more than 100 grassroots nonprofits. Vital to the implementation component of the agreement has been creation of a comprehensive "how to" model that provides hospitals with technical information on how to accomplish the reductions envisioned in the

MOU.

Simplifying government regulations and procedures

HUD Super NOFA

Unfortunately, however, the complexity of federal regulations, inconsistent applications and policies among different federal programs, and excessive paperwork may make the receipt of federal funding a mixed blessing. Some of argued that federal practices and policies actually undermine the effectiveness of many nonprofit organizations, as they are forced to allocate excessive resources to complying with federal rules.

Vice President Gore's Reinventing Government program made reducing paperwork and unnecessary regulations a priority, resulting in significant improvements in many agencies. HUD, for example, consolidated the applications of [**how many**] of its programs into a Super Notice of Funding Availability (SuperNOFA), a uniform application process for all HUD grants that explains awards and their criteria in plain language and allows communities to view HUD programs as a menu of options. As part of the SuperNOFA process, HUD has also expanded how it communicates with potential applicants about the grants and the application process by providing on-line application training on the HUD Web site 24 hours a day.

Strengthening nonprofit capacity through broad-based training

Conservation Leadership Network

Although the federal government does a great deal to assist for-profit businesses through the Small Business Administration, the Department of Commerce and other agencies, there is far less assistance available to help nonprofits become more effective organizations generally, outside of specific issue-oriented or compliance-oriented training. Several agencies do provide supports that further the overall capacity or effectiveness of specific types of nonprofit organizations. Leadership training, for example, that goes beyond field-specific knowledge, is offered to Head Start Fellows, Corporation for National Service Grantees, and conservation professionals. Conservation professionals receive this training through the Conservation Leadership Network, the result of a long-term partnership between the U.S. Fish and Wildlife Service and the Conservation Fund. The Network's goal is to expand the knowledge and skills of conservation professionals; enhance relationships among the nonprofit, corporate and governmental segments of the conservation community; and to broaden the American conservation movement's base. Through the National Conservation Training Center, located in Sheperdstown, West Virginia, the Network offers educational and relationship-building opportunities for governmental and non-governmental professionals with the desired outcome of creating conservation professionals who: possess core skills relating to organizational management and leadership; are aware of new conservation theories, approaches and technological applications; can apply theory and practice to current conservation issues; and can work across disciplinary and sector boundaries to build consensus among stakeholders. Through these outcomes, the Conservation Leadership Network is working to increase the capacity of nonprofits through training and outreach.

Generating additional resources for nonprofit organizations

The Combined Federal Campaign

An important way that federal government assists nonprofit organizations through the

Combined Federal Campaign, the annual fund-raising drive conducted by Federal employees in their workplace each fall. In 1999, the Campaign, which has been a model for many private sector employee giving programs, collected a record $218 million, which represents a 5.5 percent increase over 1998, itself a record setting year. In addition, federal workers volunteer through a growing number of employer-sponsored volunteer programs. **[we can say more here, especially if there are any innovations implemented in the last eight years . .]**

Using government contracting authority to build capacity

South Florida Goodwill

Federal agencies may also use their authority to contract with nonprofit service providers as a way to help these organizations establish a track record or new capacity that will enable them to expand their client base. For example, while South Florida Goodwill engages in several business partnerships with the federal government providing both services (i.e. janitorial) and goods (i.e. uniforms) to the Department of Defense Currently, the South Florida Goodwill. From these experiences, Goodwill has been able to leverage additional contract opportunities with the private sector (i.e. assembling the advertising section of the Herald). Through its work with the federal government, Goodwill has been able to prove that they have a qualified, trained and work-ready workforce. In turn, Goodwill graduates emerge as skilled, reliable workers who continue to receive support and guidance even after entering the workforce with follow-up services for both employee and employer. As a result, Goodwill is leading the charge in South Florida to help unemployed or underemployed members embark on new careers. In 1999, they placed 1,518 individuals in competitive jobs. Of these, 515 were welfare recipients and 1,003 were people with disabilities.

Helping nonprofits work together

National Donations Management Strategy

Enabling organizations to work together more effectively is another way the federal government can increase the capacity of the nonprofit sector. For example, in 1993, FEMA collaborated with several nonprofit disaster organizations to develop a National Donations Management Strategy to introduce a level of coordination and control over the large flow of goods and services donated in response to disasters. The National Donations Management Strategy stresses that the full capacity of voluntary agencies should be used to manage donations, that financial contributions to voluntary agencies are the preferred donation, that management of donations requires a united, cooperative partnership between government and the voluntary sector, and that information management is essential. In the year 2000, a typical disaster operation would consist of a State Donations Coordinator working with a Donations Coordination Team, a Multi-Agency Warehouse and a Donations Coordination Center equipped with a public Information Hotline. Implementation of such strategies have led to better service to the general public, better service to the disaster-affected community, and an expanded level of capacity within voluntary agencies to manage disaster donations.

Strengthening community-based service organizations

AmeriCorps

A unique approach to strengthening nonprofit organizations, particularly those involved in community-based service delivery, President Clinton's AmeriCorps program offers an often overlooked resource: the people power and skills provided by AmeriCorps members, who are usually young adults willing to work full-time for a year with minimal compensation to address the educational, environmental, public safety, and other human needs of communities. Nonprofit organizations apply to the Corporation for National Service or a governor-appointed state commission to be an AmeriCorps sponsor. If selected through a competitive process, they may hire, train, and supervise these individuals, who will receive a $5,000 educational award at the end of their service term.

AmeriCorps is often described as the domestic Peace Corps. In 1999, 69,000 service members worked in hundreds of AmeriCorps partner organizations, including nonprofits, local and state government entities, Indian tribes, institutions of higher education, faith-based groups, and local school and police districts. These partnerships have led to the establishment of initiatives to tutor children, rehabilitate public schools, build homes, provide emergency assistance to disaster victims, and address other quality of life issues for low-income families.

In addition to developing programs, AmeriCorps members work to secure the future of their projects by training volunteers within the community to take over once they leave. AmeriCorps also offers grant money and technical assistance to service organizations to improve or expand their operations, including fundraising and leadership training. One particularly successful effort has been Project Star, through which AmeriCorps sponsors are trained to develop goals and objectives that will enable them to track their progress and measure results.

In addition, the Corporation for National Service has formed partnerships with businesses that provide corporate matching grants to fund local service projects. In addition, companies with specific areas of expertise provide AmeriCorps members with the training and other resources they need to develop better service projects, including providing health care and meals for homeless families, housing for low-income residents, mentoring for at-risk students and technological improvements for schools.

AmeriCorps offers a new model for federal efforts to strengthen the nonprofit sector by combining resources and training that supports the existing goals of the nonprofit sponsors and strengthens them as organizations, not just as grantees. **[As a 1999 evaluation of the program noted, " "]**

Conclusion

These innovations hold promise for future efforts by federal agencies to strengthen their nonprofit partners and grantees.