

OHIO GOVERNOR'S OFFICE OF  
FAITH-BASED AND COMMUNITY  
INITIATIVES:  
A CASE STUDY

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**OHIO GOVERNOR’S OFFICE OF  
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**I. Introduction**

In January of 2001, President George W. Bush signed an executive order establishing the White House Office on Faith Based and Community Initiatives. This act was the culmination of a promise Bush had made on many occasions during the 2000 presidential campaign. Indeed, Bush had long been a vocal supporter of faith based initiatives in Texas while governor, and made it very clear he would press the issue at the national level if elected. Six years after the signing of the executive order, many observers from the left to the right of the political spectrum can at least agree on one thing -- the faith-based movement has garnered little support and traction among law-makers in our Nation’s capitol. Chronicling the wide-ranging reasons for the less than impressive start at the federal level is an important task to be sure, but it is not, however, the subject matter of this paper. Rather, we turn our attention to a state – Ohio – where the faith-based initiative has received far-reaching support and has by all accounts been responsible for achieving many positive outcomes. This case study is designed to provide the reader with an overview of the Ohio experience and seeks to answer how and why the outcomes in this state have been so exemplary. In addition, the case study provides practical insights for how other states might be able to replicate a model that continues to build momentum in spite of formidable roadblocks.

**II. Background**

The bipartisan foundation that under-girded the current Governors’ Office for Faith-Based and Community Initiatives (GOFBCI) began even prior to the launching of the national Faith-Based and Community Initiative in the early stages of the Bush Administration in 2001. The importance of faith-based and other nonprofit community organizations gained prominence during the 2000 presidential campaign, when both candidates publicly recognized the potential of these organizations:

*In every instance where my administration sees a responsibility to help people, we will look first to faith-based organizations, charities, and community groups that have shown their ability to save and change lives.*  
(George W. Bush, speech, July 22, 1999)

*I have seen the difference faith-based organizations make. Men and women who work in faith- and values-based organizations are driven by their spiritual commitment... And good programs and practices seem to follow, borne out of that compassionate care.*  
(Al Gore, speech, May 24, 1999)

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<sup>1</sup> This case was prepared by Byron R. Johnson, Baylor University, and William H. Wubbenhorst, management consultant with ORC Macro, Calverton, MD. Inquiries should be directed to Professor Johnson at the Baylor Institute for Studies of Religion, One Bear Place 97236, Waco, TX, 76798.

Within Ohio, there were also stirrings among both liberals and conservatives on the importance of faith-based and other community-serving organizations. In early 1999, Lisa Hamler-Fugitt, executive director of the Ohio Association of Second Harvest Food Banks, and a self-proclaimed liberal Democrat, met with State Representative John White, who also served as chairperson for the Montgomery County Republican Party Executive Committee in Ohio. Both Hamler-Fugitt and White needed to cross ideological lines to come together on this commonly-shared concern. Hamler-Fugitt described what brought her to this conversation:

*I looked at the 3,000 plus organizations we were serving through our network of 12 food banks across the state, and discovered that two-thirds of them were faith-based organizations, 80% of them had operating budgets of less than \$25,000 and few, if any, had any access to public funds. Many of my colleagues and friends cautioned me to avoid this issue about faith-based organizations, but I couldn't turn my back on the needs of these dedicated community-serving organizations, and the capacity-building and other resources they most desperately needed.*

Representative White, an evangelical Christian and generally an advocate of limited government, was also careful to present a profile distinct from stereotypes. As White explained:

*I've made a choice in my legislative career not to take leadership roles in what are divisive, "hot button" issues such as abortion and homosexuality. I did this in order to develop relationships across the aisle with my Democratic colleagues on matters such as addressing the human and social issues of people in this state.*

The welfare reform movement sweeping across federal and state government in the 1990s served as a catalyst for both White and Hamler-Fugitt, although in slightly different ways. For White, welfare reform was driven in large part by an acknowledgement that government's investment in combating poverty through the traditional welfare system was not yielding results. Hamler-Fugitt, on the other hand, was frustrated over how government funds weren't reaching the front-line organizations that were bearing the brunt of the scaling back of welfare benefits.

The welfare reform effort within Ohio also set an important bipartisan precedent for the establishment of the GOFBCI, as demonstrated by the bipartisan welfare commission and key support from both parties on the passage of Ohio's welfare reform law. White's conversation back in late 1999, bolstered by the momentum and bipartisan support through the state's welfare reform efforts, prompted him to submit a bill recommending the formation of The Task Force on Nonprofit, Faith-based and Other Nonprofit Organizations, which passed in June of 2001.<sup>2</sup> The Task Force was tasked with two main goals:

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<sup>2</sup> See Exhibit 1 for the text of the bill.



1. Recommend the best means to provide state and federal funds to nonprofit, faith-based and other nonprofit organizations so that they may provide public services in a manner that complies with both the United States Constitution and the Ohio Constitution; and
2. Recommend the best means to remove any barriers that may exist to nonprofit, faith-based and other non-profit organizations cooperating with public agencies in assisting those who receive public services.

The task force was carefully constructed to both assure a balanced representation of the different prominent faith communities (i.e., Catholic, Evangelical, and Jewish) and also to include leaders that were not overly partisan, and willing to work together (see Exhibit 2 for a roster of task force members and their relevant affiliations). The task force had a “leg up” on the matter of faith-based organizations by virtue of the state’s track record of funding organizations like the Salvation Army and Catholic Charities. The added dimension the task force deliberations brought was the representation from the state’s evangelical community in this conversation about church-state collaborations.

The task force took time deliberating over its objectives, something that many of the members agreed was important for navigating both the sensitive church-state issues involved, as well as avoiding the highly-partisan climate in which the Faith-Based and Community Initiative was embroiled at the national level. The task force outlined three over-arching principles to guide its efforts to encourage expanded involvement with, and funding of, faith-based and non-profit organizations in the delivery of needed human services:

- i) The importance of protecting the faith identity of faith-based organizations;
- ii) Assuring the appropriate safeguards against proselytization when using public funds; and
- iii) Developing a process for assessing the outcomes of publicly-funded services.

This third principle concerning the importance of outcome measurement for public investments is consistent with a key theme in welfare reform, and the increased demand from both public and private funders for demonstrating effectiveness of human/social services programs through rigorous tracking and assessment. Government reform and accountability, both in terms of who the state was funding as well as how this funding impacted those in need, became a central component of the task force’s discussions and deliberations. As Hamler-Fugitt, now a task force member, explained:

*I wanted our recommendations to include an examination of how current public funds were being spent, whether and how faith-based and other community organizations had access to public funds, or whether all the money was going to larger, more institutionalized nonprofit agencies that often looked more like extensions of government at the local level. I also wanted our recommendations to include leveling the playing field to allow*

*FBCOs more opportunities to partner with government and access public funds.*

In addition to simplifying the procurement regulations, the task force also considered it to be of critical importance that their recommendations (1) address the need to direct resources and training for building the capacity of FBCOs throughout Ohio, and (2) to insure that FBCOs were able to both compete for public funds and also to meet their community needs more effectively.

In September of 2002, the task force submitted their final report, the centerpiece of which was the recommendation to establish a Governor's Office of Faith-Based and Nonprofit Organizations. The idea of creating a new government office, along with the proposed \$625,000 for the biennium to cover staffing and other costs, was particularly challenging for the conservative, limited-government advocates such as Representative White, during a time Ohio was experiencing cutbacks in other areas due to decreased state revenues. Governor Taft himself was reluctant to lead the effort to create this office given the constraints of the state budget. Through a process of negotiations and wrangling between the legislature and the governor's office, an agreement was reached whereby the legislature would sponsor the recommendation, and the governor would 'acquiesce' to their request. In July of 2003, the Governor's Office of Faith-Based and Community Initiatives was established.<sup>3</sup>

### **III. First Impressions Matter: Launching the GOFBCI**

With the office created into law, it now became the responsibility of the Governor's staff, such as Leonard Hubert, director of External Affairs, to find a director and take other steps to establish the Governor's Office of Faith Based and Community Initiatives (GOFBCI). The positioning of the Ohio GOFBCI was unique from other state-level FBCI offices, which were often initiated by the governor without any involvement of the legislature. The low profile that GOFBCI had, vis-a-vis Governor Taft's agenda, turned out to be a key factor for the office's future success. As Hubert, who had also served as the governor's representative on the task force, explained:

*We had a lot of flexibility in how we got the office established, since it was not at the top of the list of priorities for Governor Taft. It allowed us to set up an office with more of an operational focus than a political one.*

The Governor's office received resumes from about 20-30 candidates, selected five candidates to be interviewed, and in October of 2003, the governor announced Krista Sisterhen as the Director for GOFBCI.

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<sup>3</sup> The name was changed from the original Office for Faith-Based and Nonprofit Organizations in order to align it more with the national initiative, through the White House Office for Faith-based and Community Initiatives.

## **A. Selecting the Right Leader**

Krista Sisterhen, with a B.S. in Political Science from the University of Kansas and an MSW from the University of Washington, presented Hubert with just the personal ‘portfolio’ for leading the GOFBCI:

*We were looking for someone that had both a passion and understanding for the initiative, the skills and experience in human services policy and operations, and a clear vision for the office. In fact, when she met with Governor Taft for the final interview, she came in with a twelve month plan for the office.*

Sisterhen also had experience working in an innovative environment, when she worked from 1993-1997 as a Social Policy Advisor for Stephen Goldsmith, who was then the mayor of Indianapolis. Sisterhen’s work under Goldsmith included a number of procurement and privatization reforms geared towards funding programs aimed at strengthening families, which became known as the Rebuilding Families Initiative. Her contributions helped lay the foundation for the Front Porch Alliance, an innovative national model of a municipal agency that served an intermediary role for developing collaborations between FBCOs and city programs serving community needs. Upon moving to Columbus in 1998, Sisterhen worked for the Ohio Department of Jobs and Family Services (ODJFS), facilitating the merger of two state agencies, developing the agency’s strategic plan, and helping to create a performance center to track the agency’s performance in key operational and organizational outcomes.

## **B. Galvanizing Support for the Identity of GOFBCI<sup>4</sup>**

GOFBCI’s founding Task Force recommendations envisioned the primary function of the office to be a sort of informational clearinghouse, although Hubert and the Task Force had worked with the Ohio Department of Jobs and Family Services (ODJFS) in an unsuccessful grant proposal for federal funding through the Department of Health and Human Service’s Compassion Capital Fund prior to the creation of GOFBCI. GOFBCI’s enabling legislation also included a non-voting Advisory Council, which included many of the original Task Force members, along with representatives from eleven state agencies including the Ohio Departments of: Rehabilitation and Correction (ODRC), Jobs and Family Services (ODJFS), and Youth Services (ODYS). The legislation also required that these state agencies establish a liaison position for addressing faith-based and community initiatives.

Sisterhen embraced the original vision for the office, and added to it. One important first step for her was to establish a clear identity for the office. Based on her own experience working to rebuild families, as well as her understanding of the state’s

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<sup>4</sup> Please see Exhibit 3 for a detailed timeline of the GOFBCI from its inception in June of 2001 to its projected activities up to June of 2007.



social policy interests and federal funding priorities, she framed the programmatic emphasis for GOFBCI on:

- Ex-offenders and their families;
- Serving older vulnerable youth (ages 16-21) coming out of foster care or incarceration; and
- Encouraging community strategies to prevent out-of-wedlock births and strengthening marriages.

Within these three target priorities; Sisterhen wanted the office focused on three areas, which mirrored those originally established by the task force:

- 1) To simplify the procurement process to allow smaller FBCOs better access to public dollars to support their programs;
- 2) To encourage and support effective collaborations among FBCOs through the leveraging of these public dollars; and
- 3) To develop the ability to measure results, both for her office in their future capacity-building efforts, and also to demonstrate the outcomes produced through direct service grants to FBCOs.

For the first three months, Krista, along with one staff and an intern, focused their energy and time developing relationships with various internal stakeholders within state government, meeting with certain Cabinet directors and other government officials to understand their priorities and identify areas where GOFBCI could be of assistance.

Beginning in January of 2004, GOFBCI began meeting with key external stakeholders within the FBCO and philanthropic communities, primarily in an effort to identify potential partners for a second attempt at getting federal CCF funds. While the office launched a website and began sharing funding and government – sponsored training opportunities, Sisterhen wanted to hold off having any major outreach events with FBCOs until they had something to offer them. In fact, the GOFBCI did not hold any such public events until a full year after the office was created. This approach was at odds with other state and federal faith-based/community-based offices, many of whom existed for the sole purpose of providing information and holding public events in an effort to develop these government/community partnerships.

### **C. Applying for Compassion Capital Funds**

In April of 2004, GOFBCI along with four regional non-profit partners providing the required match, submitted a \$1 million CCF proposal to create the Ohio Compassion Capital Program (OCCP). This active pursuit of federal funding, which would be spent by and through the GOFBCI, moved the office beyond its original vision of primarily serving as an informational clearinghouse,

but in a way that gained the enthusiastic support from their Advisory Council. As Hamler-Fugitt explained:

*As Krista began seeking federal funding, we all began to see an added dimension of the office as acting like a kind of laboratory for how to leverage public dollars to foster community collaborations and partnerships in local communities. With dollars to grant, GOFBCI could effectively model to other state agencies new and innovative ways to support, and work with, local community-serving organizations to meet needs more extensively and effectively.*

The OCCP proposal offered just such an example of that collaboration. The proposal comprised a partnership with four nonprofits, covering five regions of the state, to serve the role of capacity-builders for FBCOs in their respective regions (see Table 1 below for a summary description of each of these partners, along with the particular skills and assets each brought to the partnership).

**Table 1: OCCP Partners**

<b>Name of Organization</b>	<b>Region of the State</b>	<b>Unique Skills/Assets</b>
Community Care Network (previously named the Cleveland Christian Home)	Northeast	Extensive history with small FBCO child welfare organizations abuse prevention and with the Latino community.
Economic Community Development Initiative (previously named Jewish Family Services)	Central	Workforce and economic development, with strong connections with immigrant Populations.
Free Store Food Bank	Southwest	Strong network with a large number of FBCO member organizations and strong ties to both urban and rural communities served through food bank.
Ohio Community Action Training Organization (OCATO)	East and West	Training and technical assistance organization for statewide association for community action agencies.

Sisterhen and her staff identified these four intermediary partners based on: (1) their informal networking efforts across the state; (2) the organizations track record in working with FBCOs; and (3) their administrative knowledge for managing public grant dollars and their willingness to supply the needed cash match for grant application. GOFBCI also stepped up their networking at the federal level, gathering more information on other upcoming funding priorities while awaiting the verdict on their OCCP submission.

In August of 2004, GOFBCI was given a CCF grant for \$750,000 to become the first state governmental agency to obtain a CCF award. However, in a bold and forward-thinking move, GOFBCI did not keep any portion of this grant. Rather, they invested the entire CCF grant in support of the OCCP, and also committed a majority of its staff and operating budget to support the project.

This first big win cleared the way for the Office to acquire a fourth staff person to serve as the OCCP project manager. The grant award also required that the office shift into a more operational, grants management mode, as they began working with their four intermediary partners to develop a Request for Proposals (RFP) for sub-granting \$250,000 of the CCF funds to small FBCOs across the state. The receipt of the CCF grant also gave Sisterhen and GOFBCI the impetus to gear up their outreach efforts. The office subsequently utilized multiple channels for announcing the availability of capacity-building training and mini-grants for FBCOs across the state.

#### **IV. Keys to Success for GOFBCIs**

##### **A. Getting the Word Out**

Finally, in October of 2004, a full year after the office was created, GOFBCI launched its first statewide event to introduce the office and its mission of serving three targeted populations (i.e., ex-offenders and their families, vulnerable youth, and healthy marriages) and to announce the OCCP.<sup>5</sup> The event, with more than 750 people in attendance, included representatives from a number of ‘best practice’ FBCOs, as well as state and federal officials, serving on plenary panels during the course of the event. This GOFBCI “coming out” kicked off a series of orientation sessions the following month, co-sponsored by the four regional OCCP partner organizations. The purpose of these outreach events was to register FBCOs for the CCF capacity-building training sessions, beginning in January of 2005.

During this time, the office also worked closely with its OCCP partners to develop six core curricula around key areas of organizational development for these sessions, which were: (1) strategic planning; (2) board development; (3) HR and volunteer management; (4) fund development; (5) fiscal management; and (6) outcome management. Sisterhen also managed to add a part-time administrative assistant, and get another full-time executive staff position on ‘loan’ from another state agency, bringing the office staffing up to 5.5 FTE (full-time equivalents).

##### **B. Trading Spaces: Innovation + Imagination = Collaboration**

Sisterhen and Hubert worked closely together to both create the space and secure the needed resources with which to innovate. As Sisterhen described:

*Our office had an ideal relationship with Leonard, because he could secure the governor’s blessing where and when we needed it, while still keeping a relatively low profile to allow the office to develop new and different approaches for engaging FBCOs in public service.*

One early success for the office, which occurred during 2005, was to facilitate a collaboration involving two state agencies and four counties to better assist formerly incarcerated youth with workforce related re-entry services. The two agencies working

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<sup>5</sup> See Exhibit 2 for a detailed timeline of GOFBCI activities from its inception.

together convinced four counties to ‘swap’ their WIA (Workforce Investment Act) funds for additional TANF (Temporary Aid for Needy Families) dollars that the Ohio Department of Youth Services (ODYS) had to invest. The “problem” for ODYS was that the TANF funds were difficult to use effectively for the purpose and population identified by ODYS, whereas WIA had funding designated precisely for this purpose and population. ODYS and ODJFS convened a group of county officials to determine their interest in “swapping” the two with a commitment that the WIA would be invested in their respective communities and would be competitively bid to encourage partnerships with FBCOs. Joel Rabb, Chief of the Bureau of Program Integration and Coordination within ODJFS described the role that Sisterhen and GOFBCI played in this innovative effort:

*From her position in the Governor’s office, Krista was able to move across organizational boundaries, and utilize her contacts throughout state government to bring agencies together that were serving similar populations. In a way, GOFBCI had to be creative because of the unique nature of FBCOs, and the difficulty of many state funding sources to engage them as partners. It wasn’t as though she thought up all of the innovations, but she created a space where they could happen.*

Sisterhen and GOFBCI also directed their creative energies to secure direct service dollars to grant through her office. Her initial plan was to obtain a modest sum of \$3 million to fund about six demonstration projects, two projects for each of GOFBCI’s three target populations (i.e., ex-offenders and their families, vulnerable youth ages 16-21, and marriage strengthening/prevention of out-of-wedlock births). Back in the fall of 2004, Sisterhen applied her skills as a convener, holding a number of discussions with key stakeholders within ODJFS, who controlled the state’s federal TANF dollars, about doing a statewide demonstration project. Ohio had the largest TANF surplus in the nation, providing an ideal source for funding this effort. Sisterhen also began discussing these possibilities with key stakeholders at the federal level, including the Commissioner of the Agency for Families and Children (ACF), the agency responsible for the allocation of TANF block grants to the states.

As a result of these conversations, the GOFBCI decided to develop a plan that would involve a greater investment than the \$3 million originally envisioned. In November of 2004, the GOFBCI, with Hubert’s assistance, convinced the Governor to propose to set aside 1% of the state TANF black grant to fund a program called the Ohio Strengthening Families Initiative (OSFI) for a total funding request of \$22 million over two years<sup>6</sup>.

### **C. Implementing the Ohio Compassion Capital Program**

As the OSFI proposal wound its way through the legislative appropriations process, GOFBCI and its partners began their CCF project in earnest. By this time, the office’s outreach efforts yielded an email list of about 3,000 FBCOs across the state.

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<sup>6</sup> Ohio state government funds were appropriated on a biennial basis, with funding approved by the legislature every two years.



From January to June of 2005, GOFBCI and its partners conducted two training sessions in each of the five regions in the state on each of its six core curricula, for a total of 60 training sessions in all.

Concurrent to the training sessions, GOFBCI also released an RFP (request for proposals) to award \$250,000 of the CCF funds in capacity-building mini-grants.<sup>7</sup> FBCOs attending at least one of the six training sessions were encouraged to apply for grants of up to \$10,000 to further enhance a particular aspect of their organization's capacity. One successful applicant, for example, requested \$4,019 to purchase accounting software, while another requested \$7,500 to pay for a consultant to guide them through a strategic planning process for their organization. In May of 2005, GOFBCI reviewed 99 mini-grant applications, and made 28 awards for a total of \$250,000.

#### **D. Ohio Strengthening Families Initiative**

In July of 2005, the Ohio legislature approved the state budget for fiscal years 2006/2007, with the Governor signing an executive order directing 1% of the TANF block grant to fund the Ohio Strengthening Families Initiative (OSFI). This amounted to a total of \$22 million, or \$11 million a year for the next two years. OSFI was unique and innovative in that it represented the largest investment of TANF block grant funds towards community saturation marriage strengthening initiatives and the use of indirect funding mechanisms (i.e., vouchers) to fund mentoring services to vulnerable youth.

To meet federal TANF guidelines, the programs funded through OSFI would have to address one or both of TANF purposes 3 and 4, which were:

- To reduce the number of out-of-wedlock births; and/or
- To encourage the formation of two-parent families.

Although she requested and justified the \$22 million, Sisterhen was pleasantly surprised that she would get the full amount, and so she now knew she would need more staffing and consulting support to carry this off successfully. She immediately set about recruiting project managers and the GOFBCI also developed an RFP to hire a training and technical assistance (T/TA) vendor to assist with the development and implementation of the OSFI. In September, the GOFBCI selected We Care America (WCA) to serve as the T/TA provider through a competitive bid process, and also hired two full-time OSFI project managers, a student intern from Ohio State University, and another part-time administrative assistant. Sisterhen also committed her office to assume administrative oversight, via an inter-agency agreement with ODRC and ODJFS, for the combined Children of Incarcerated Parents/Returning Home funding program (CIP/RH) serving ex-offenders returning home to their families and communities.

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<sup>7</sup> The other \$500,000 of the CCF grant was used to fund the training and technical assistance efforts provided through GOFBCI's four OCCP partners.

From October to December of 2005, the GOFBCI, with the assistance of its new T/TA provider, worked feverishly to develop a strategic plan for how it would invest funds to support OSFI. The result of these planning<sup>8</sup> efforts was to issue three different OSFI RFPs for a total of \$12 million, and one CIP/RH RFP for a total of \$2.6 million, with awards ranging from \$100,000 - \$1,000,000 per grant, according to the following categories:

1. Marriage Strengthening: These grants were specifically for implementation of community-based collaborative programs aimed at strengthening and encouraging marriage. Applicants were required to include three partners, complete with letters of support, to qualify for the funding;
2. Mentoring Scholarship Centers (MSCs): These grants were designed to provide mentoring services to one of the three OSFI target populations through a voucher-based payment system to fund FBCOs as Mentoring Service Providers (MSPs), with a minimum of four documented faith-based and secular partners included in the proposal; and
3. Demonstration Grants: These were the most open-ended of the three grant programs. Applicants were free to proposed programs serving one of the three targeted populations, so long as their service offering addressed one or both of TANF purposes 3 and 4 (i.e., reducing out-of-wedlock births or encouraging the formation of two-parent families).

Beginning in December of 2006, GOFBCI, with the support of its T/TA provider WCA, conducted extensive outreach across the state. In January of 2006, the three OSFI RFPs were released, in conjunction with a statewide bidder's conference and a series of T/TA workshops designed to support FBCO candidates choosing to submit an RFP. Bidder's conferences were held simultaneously in seven cities throughout Ohio involving the participation of over 1,200 FBCOs overall. This statewide session, along with subsequent conference calls conducted by WCA, included sessions on everything from how-tos on applying for state grants to best practices information on each of the target population areas as well as Charitable Choice<sup>9</sup> requirements. Dave Mills, lead trainer for WCA's T/TA efforts, explained the importance of this intensive pre-proposal training effort:

*We knew that the goal of GOFBCI was to engage new FBCOs that did not have previous experience applying for government funds, but were certainly qualified in terms of their success and experience serving people in their community. Therefore, it was critical that we not only work hard to promote the awareness of OSFI among these FBCOs, but also to*

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<sup>8</sup> The CIP/RH RFP was already designed prior to GOFBCI inheriting the program, so GOFBCI didn't have the opportunity to make any changes.

<sup>9</sup> Charitable Choice refers to provisions included in the original Welfare Reform legislation designed to both safeguard program participants' religious freedoms, while also allowing FBOs to maintain their own religious character in services funded through TANF.

*provide the kind of up-front training that would assure their access to these funds through writing successful proposals. Awareness without the access wasn't going to get it done.*

The GOFBCI followed with the release of the RFPs for the CIP/RH program, as well as the second round of funding for the OCCP. The OCCP RFP was revised into a foundation format, whereby applicants completed the grant application in a manner that was easily adapted to the format many private and corporate foundations prefer. In April of 2006, GOFBCI awarded grants to support twenty-two OSFI projects, seven CIP/RH initiatives, and 45 OCCP mini-grants (see Exhibit 4 for a summary of the OSFI awardees).

In May of 2006, GOFBCI submitted two proposals for funding a federal healthy marriage grant for a statewide African-American Healthy Marriage Initiative. Despite significant outreach efforts and apparent interest, there had been only one OSFI community marriage project funded that focused on strengthening marriage in the African-American community. As Sisterhen explained:

*I think it was the combined effect of a cumbersome, complicated grant application process, a short time for response, along with a traditional aversion to partnering with state government, which may have contributed to a lower number of applications in this area than we expected. I was hopeful that the statewide collaborative approach we proposed under our African-American Healthy Marriage Initiative would create the needed infrastructure and produce culturally relevant models that can be replicated.*

The intensive T/TA effort started prior to proposals being submitted was carried over into supporting the subsequent awardees as well. Beginning in May, the GOFBCI conducted grantee orientations and site visits for its new batch of grantees. The orientation covered many of the same topics introduced in the pre-proposal T/TA, but with more details and specific applications provided. The orientation also addressed other practical issues, such as audit and reporting expectations and the process by which the grantees invoiced to receive their funds. GOFBCI, with the assistance of WCA, also made deliberate efforts to create a 'community of practice' among the grantees serving similar populations (i.e., ex-offenders, at-risk youth, or healthy marriages) in an effort to encourage sharing of experiences and information among the grantees themselves.

Sisterhen knew that even this was not enough to assure success. She worked with WCA to implement three additional T/TA components at the front end of the OSFI (and subsequently the CIP/RH) grants to establish the right foundation. The first component, called 'Seven Weeks to Service', was designed to encourage grantees to get their programs up and running quickly. As Sisterhen described:

*It is often a major challenge for organizations to launch new, grant-funded programs in a timely fashion. I have seen many examples of well*

*designed, well-intended programs that just took too long to get started for any number of reasons. Seven Weeks to Service was an effort to assist OSFI grantees' with their start-up efforts, maximize their resources, and meet our expectation that they would begin serving clients no later than seven weeks after the orientation conference.*

Seven Weeks to Service was a template in which grantees' had to lay out all the key steps, otherwise known as the critical path, for getting their programs up and running.

The second component of the initial T/TA was to training grantees in the process of logic modeling. Logic modeling is an approach to program design and implementation that begins with the end by focusing attention on what specific outcomes the grantee expects to produce. The logic modeling process then directly takes organizations backwards from their outcomes to identify the outputs they need to produce to achieve those outcomes, and then the inputs required to produce those outputs. The net result of the logic modeling process is to keep organizations constantly focused on the ultimate outcomes intended, and not to allow itself to get bogged down into processes and procedures.

The third component of the initial T/TA effort was GOFBCI's implementation of a web-based tracking tool WCA developed to monitor each grantee's progress towards its stated goals and outcomes. This web-based tool greatly facilitated the collection of outcomes and performance data to create the environment of accountability that was one of the foundational principles to the creation of the GOFBCI. Mills described how these three T/TA components worked together:

*The centerpiece of this strategy was the grantees logic model. Once that was in place, the Seven Weeks to Service was then simply identifying the front end work that was needed to achieve the planned outcomes. The logic modeling processes also requires that the grantees provide specific, measurable outcomes for the project, which then become the data elements they needed to track and capture through the web-based tool.*

Sisterhen described the important role WCA played, given the aggressive timeline that GOFBCI was working on in supporting its various grant funded programs:

*The role played by WCA was critical to the successful implementation of the OSFI in such a short period of time. In addition to their support on our initial outreach, pre-proposal training and front-end grantee support, they provided us with ready access to subject matter experts from a number of fields who understand the value and unique qualities of FBCOs. They also understood the bureaucratic and cumbersome nature of government procurement processes, as well as the political realities that come along with serving the Governor of a state. The key to our successful collaboration with WCA went beyond s strict client-provider relationship*



*to one with a shared vision and understanding of the urgency to better serve our neighbors in need.*

By this time, the GOFBCI staff had grown to 8 staff to support the increased grants management workload, and the office also managed a number of VISTA volunteers to serve in the field alongside the four OCCP partner organizations.

## **V. Focusing on Three Exemplars from the Field**

With the funding of the OCCP capacity-building T/TA and mini-grants, combined with the direct service funding through the OSFI and CIP/RH programs, the GOFBCI had succeeded in creating a kind of controlled laboratory from which it was able to assist and cultivate FBCO partners. From initial capacity-building efforts (via OCCP) to becoming fully-fledged partners with state government, the process resulted in a cumulative effect of sorts. Simply stated, each of these programs built upon the other and galvanized efforts to better serve people in their communities. Sisterhen described how GOFBCI got to this place:

*From the outset, I thought the best way for GOFBCI to impact state government funding to include FBCO partners more effectively was by means of demonstration, rather than remonstrations. Instead of trying to advocate for something new, which no one could see clearly, it would be more important to show the 'how' of partnering with FBCOs. The combined funding of these programs, which dovetailed with other direct federal grant programs, gave us a continuum of funding to raise up a new cadre of community-serving organizations that were mostly operating below the radar of many state human services programs.*

To follow are three such examples of GOFBCI's success in implementing this strategy:

### **A. The Youngstown Collaborative**

In Youngstown, OH, two FBCOs (Flying High, Inc. and Heart Reach Ministries) were drawn together to form a unique collaborative, beginning through their involvement with the OCCP.

#### Flying High, Inc.

Flying High, Inc. (FHI) was formed in 1994 with a goal of teaching and encouraging young people, aged 5-25, to be overcomers through sports, life skills training and other personal enrichment programs. Jeff Magada, director of FHI, initially became aware of the GOFBCI through the announcement of the OCCP mini-grant and associated training sessions. At the time, FHI was a part-time volunteer-driven CBO with an annual budget of less than \$25,000. FHI attended the initial training sessions,

and decided to apply for a \$7,500 mini-grant to pay a consultant to take them through a strategic planning process. As Magada explained:

*The consultant we hired took us through a process of clarifying our organization's capacity, vision, and the action steps we needed to take to get there. Part of those action steps involved pursuing relationships with like-minded individuals and organizations.*

### Heart Reach Ministries

Heart Reach Ministries (HRM) was an FBO founded in 1988 with the mission of reaching the hearts of at-risk youth through the development of core character values that would help them to achieve success, both in relationships in particular and life in general. HRM emerged from a group of concerned churches and local business leaders that wanted to do something to help the city's inner-city youth in Youngstown. HRM targeted youths from six months to 21 years of age through annual funding of less than \$100,000 from private sources (i.e., through churches, private donors, and local businesses). One of the initial program offerings by HRM was a Sidewalk Sunday School focused around character education. The program grew over the years to add pre-school daycare, after school education and enrichment programs, youth skills/anti-gang programs, and enhanced community outreach.

In 2003, HRM made a 'leap of faith' and purchased a former Catholic School to house their growing programs. This move also attracted the attention of the local school, which provided referrals of at-risk youth from the school to participate in some of HRM's programs. At this time, less than 10% of HRM's funding came from public sources (via the Head Start program). As a faith-based organization, HRM's board was wary of additional public funding over concerns that it would force them to compromise their mission. They felt safe applying for the OCCP funds, though, because it was dedicated to funding capacity-building rather than programmatic needs. HRM applied for, and received a \$10,000 mini-grant to get an official audit, as well as for some consulting services for strategic planning and staff training. According to HRM director Al Yanno, the training and technical services that came with the mini-grant was as valuable as the grant itself.

GOFBCI's regional OCCP partner, the Ohio Community Action Training Organization (OCATO), provided both HRM and FHI with a local mentor organization, the Mahoning Youngstown Community Action Program (MYCAP), which helped both organizations learn how to work with government systems, and how to search for other grants to support their growing programs. Magada and Yanno first met each other during one of these training sessions during a break. They began to share and learn about each other's organization, and the seeds of collaboration began to take root. As Yanno explained:

*We had a facility and were already working with inner-city youth, and were looking for a sports-based character development program. Following one of the training sessions, I struck up a conversation with Jeff about areas of compatibility between his organization and ours.*

With the encouragement and guidance of MYCAP, an MOU (Memorandum of Understanding) quickly followed between the two organizations, whereby FHI would offer its sports programming to at-risk youth within HRM's gym. However, the collaboration went well beyond a mere space sharing agreement, as Magada explained:

*Our collaboration involved the integration of our staff in the program, so the kids wouldn't even be able to tell who came from which organization.*

This collaborative program, named Super Stars, soon drew the attention of MYCAP, who provided them with an additional \$2,600 in start-up support, and HRM's local school partner, who provided referrals of at-risk youth to the program. In the spring of 2006, HRM applied for a federal capacity-building mini-grant, and was awarded \$50,000 to fund their strategic plan, add a full time Executive Director and further expand collaborative programs such as Super Stars.

Both FHI and HRM also went on to collaborate on proposals with other organizations in pursuit of other state (i.e., OSFI) and federal grant programs. FHI was a partner in the successful Youngstown Urban Minority Alcoholism Drug Outreach Program (UMADAOP) application for an OSFI demonstration grant targeting ex-offenders and their families. Most recently, FHI won a 3-year, \$750,000 Youth Empowerment CCF grant, and included HRM as one of its partners. Both organizations credit GOFBCI's initial outreach and training as instrumental to their success and growth. As Magada explained:

*The GOFBCI's role in providing the capacity-building funds was critical for us. It was the foundation we sorely lacked, and the skills we learned enabled us to know how to talk to other organizations and develop collaborations that were a win-win.*

Yanno also described how the GOFBCI helped link their small, grassroots organization to the national Faith-Based and Community Initiative:

*I remember when the whole faith-based and community initiative was brought up at the White House, and I wondered how it would ever get down to us at the local level. Well, the GOFBCI turned out to be the bridge for connecting us to the national initiative.*

## B. 'Opening Doors' to FBCO/Government Collaboration

Opening Doors® (OD) was started in July 2000 as a volunteer-based FBO prison ministry, working with inmates at the Marion State Correctional Institute located in central Ohio. OD formalized itself into a 501c(3) non-profit corporation in October of 2002, and was invited by ODRC (Ohio Department of Rehabilitation and Correction) to extend and expand its programs both to other correctional institutions as well as the communities and families to which released offenders were returning. Deborah Roeger, OD's founder and Executive Director, was actually introduced first to Sisterhen on the recommendation of staff at ODRC. Opening Doors® was subsequently added to the GOFBCI mailing list, and invited to attend the initial OCCP training sessions. Roeger described some of her initial hesitation for venturing into the world of grant funding:

*I felt a calling to leave my career as a successful attorney to do prison ministry, but the thought of writing a grant was nonetheless an intimidating idea. However, the training I received, which broke the process down step by step, removed a lot of the mystery and anxiety I originally felt about the world of grants. It gave me the confidence to take the next step.*

Roeger applied for and received a \$10,000 mini-grant under OCCP to help Opening Doors both develop more of a public presence (i.e., through development of a logo, letterhead, business cards, web-site, etc.) and also to help them in their board development efforts. As with other OCCP grantees, however, Roeger found the grant-writing sessions, provided through WCA, to be of equal importance in her efforts to grow her organization. During the course of the training she and her staff received, she was invited by ECDI (the Economic and Community Development Institute), the regional OCCP partner organization, to be a part of a proposal they were submitting for an OSFI demonstration grant serving ex-offenders and their families. This was appealing to Roeger, because the \$250,000 - \$500,000 funding range was too much for her organization to consider going after by itself. Due to this collaborative relationship, however, OD was able to be a partner in this important project as ECDI was, in fact, subsequently funded by OSFI.

When an RFP from CIP/RH was released a month later, with a minimum funding threshold of \$100,000, OD stepped forward and applied for, and won, a grant for that amount. By this time, OD's prison ministry had expanded beyond its pre-release and life skills training program to include working with a soon-to-be released inmate's family in the community. This new emphasis is critical in helping to prepare families for the transitioning of the incarcerated parent back into the family. OD also added a faith-based ex-offender mentoring program, modeled after a curriculum developed in Tulsa, OK called 'Stand in the Gap'™. Roeger shared her approach to her Returning Home grant proposal:



*Since the Columbus area did not receive any of the Mentoring Scholarship Center grants, I went to our partner ECDI under the OSFI grant and asked if we could establish a choice-based mentoring program, where participants could opt for a faith-based or secular program. ECDI went to GOFBCI to get the okay and the approval was given. I decided to apply the same model to our Returning Home grant, where we would supply a secular counter-part to our faith-based, Stand in the Gap, mentoring model.*

OD was awarded the \$100,000 they requested to allow them to serve 20 male ex-offenders and their families. Roeger reflected on the opportunities for OD in its venture into the world of public funding and collaboration:

*The initial technical training helped us to think about what we didn't know. Then, the grant-writing classes helped to de-mystify the application process. Finally, the experience managing the mini-grant helped us to figure out what not to do, and prepared us for managing higher levels of funding.*

However, the engagement of public funding did come at a price, as Roeger continued:

*Despite all the training, it was still a big leap to go from a \$10,000 mini-grant to a \$100,000 direct services grant. We could have used a little more hand-holding to make that transition smoother, especially as it related to the record-keeping requirements that went with the funding. The overall compliance burden, which included tracking and reporting on service outcomes, is very heavy for us, and we still struggle with the amount of time we spend on documenting what we do versus the 'doing' itself.*

### **C. The RIDGE Project – Playing the Crucial Role of Intermediary**

The RIDGE was founded in 2000 with the mission of breaking the generational cycle of poverty and drug abuse through programs designed to strengthen families in the rural northwest region of Ohio. The first program RIDGE launched, without any funding of note, was a project designed for ex-offenders returning home to their families. They soon expanded to add an abstinence education component, working through a support network of FBCOs. Catherine Tijerina, Executive Director of the RIDGE, first became aware of GOFBCI when Sisterhen spoke at an abstinence education event sponsored by the Ohio Department of Health. Tijerina described what first caught her attention:

*When Krista spoke of her vision for GOFBCI, it dovetailed right into both our vision as well as our target population.*

Prior to Tijerina and the RIDGE project becoming aware of the GOFBCI, they had already received \$50,000 in federal funding through a partnership with an organization called the Abstinence Education Network. In September of 2002, the RIDGE had secured a three-year, \$2.4 million federal grant from Health and Human Services and a \$250,000 grant from the Ohio Department of Health (ODH), for the purpose of building character and healthy relationships through abstinence education. Given their history of government funding, the RIDGE was not eligible for, nor interested in, the OCCP mini-grants.

Although Tijerina resonated with what she heard about the GOFBCI, she still wanted to see whether they would back up their words with actions:

*You hear a lot of people talking about various social problems, but not always a lot of follow-up. You often find people studying the problems, instead of acting to solve them.*

Tijerina saw that resolve to act on the part of GOFBCI when they released the OSFI RFPs. As Tijerina reviewed the different funding programs (i.e., Marriage Strengthening, Mentoring Scholarship Centers, Demonstration grants), she reflected on what they had learned from their experience with the RIDGE collaborative:

*We noticed from our work that there was a real disconnect between FBOs and CBOs in a lot of the communities we served, often among FBOs and CBOs themselves as well. We were looking for the funding opportunity that would not only help us further our mission, but to also galvanize local collaborations among these organizations.*

The RIDGE applied for, and received, a \$937,500 OSFI grant to serve as a Mentoring Scholarship Center (MSC) to coordinate mentoring services through a network of FBOs by means of a voucher-based payment system. This voucher-based system represented an indirect form of funding, since the participating youth (in consultation with their parents/guardians) were able to choose from among FBO and CBO (i.e., secular) Mentoring Service Providers (MSPs). Recent Supreme Court rulings on such indirect funding mechanisms as vouchers support the participation of so-called ‘faith-saturated’ program models that would not be permitted under direct government funding mechanisms such as grants and sub-grants.

One of the main challenges for the RIDGE was going to be how to reach out to these faith-saturated organizations to let them know that they would be ‘safe’ in participating as an MSP under the voucher model. As Tijerina described:

*We held an initial meeting with a number of faith-based organizations. They were hesitant to participate at first, because they wanted to retain the faith identity of their ministry. Once some of their FBO colleagues started signing up to be providers, the rest soon followed.*

The outreach became so effective, in fact, that the RIDGE ceased further such events, since they had more than enough MSPs, and more were coming forward simply based on word-of-mouth. To assure the availability of choice for participating youth, the RIDGE makes sure that each county in their program catchment's area have at least two FBO and two CBO mentoring service providers signed up for this project.

Tijerina credits the GOFBCI with the effort to make indirect funds available to allow faith-based MSPs the opportunity to collaborate. She also appreciated the ability of the GOFBCI to speak the language of the FBCOs, and their commitment to take action, as evidenced by the amount of funds they were investing in the community in the form of grants.<sup>10</sup>

## **VI. Looking Forward**

The November 2006 elections produced a transition of the Ohio governorship from Republican to Democratic control, and Sisterhen was considering where, and how, the GOFBCI would continue. She hoped her efforts to build support for the office across political parties, as well as the bipartisan support that led to its creation, would assure the sustainability and continuity of the GOFBCI.

Jim Tobin, from the Council of Churches/Catholic conference and also a founding task force and current advisory council member, saw the FBCOs themselves as a key to sustaining the office and the initiative:

*I think the office will continue, with some changes in the level of participation within the faith community. Under Democratic control, I would envision more involvement of the black church, and probably a decreased level of participation among conservatives and evangelicals. Nonetheless, it will be the FBCOs themselves, and particularly the faith-based organizations, that will be essential for assuring the ongoing presence and leadership of the GOFBCI. They can do that by keeping the emphasis on helping the hurting people in their communities.*

Aside from the political issues, Sisterhen was also concerned about operational issues her office faced in managing \$15 million in grant funding for 74 different grantees, for everything from capacity-building of small grassroots FBCOs to intermediary organizations developing local FBCO collaborations in serving the three targeted OSFI populations. One of GOFBCI's goals was to simplify the procurement process to improve FBCO access to public funds to support their programs. Sisterhen described the challenges, partial successes, and frustrations with GOFBCI in this area:

*The procurement process is designed to effectively manage the risk of investing taxpayer dollars and provide an objective way to select effective providers of service. . As a result, the process can be extremely cumbersome and discourage smaller organizations from applying for government grants. We tried to compensate for these challenges by designing RFPs that required the lead applicant to partner with smaller FBCOs to allow smaller groups a way to engage in a meaningful way without assuming the entire burden of managing the grant. While this kind of approach utilizing intermediary organizations is worthwhile, there still needs to be an effort to revise the RFP format and the subsequent administrative burden in a way that it allows small groups with effective and often innovative approaches to social services an opportunity to compete. I think it is also beneficial to have a wider range of grant awards to engage effective groups that work on a smaller scale. The challenge with managing these grants is that it seems to require the same effort (and cost) to manage a \$10,000 grant as a \$1 million grant. Overall, I think we ought to consider other approaches, such as a foundation model, where we can maintain accountability while also streamlining some of the administrative requirements to allow FBCOs to spend more time on direct services and less on paperwork.*

Some council members, such as Lisa Hamler-Fugitt, thinks the GOFBCI should be managing more grant dollars, based on its success thus far:

*I think the state human services agencies are not quite there, in terms of changing how it gets funds into the community through engagement of FBCOs, and that GOFBCI needs to continue to innovate and demonstrate by managing more grant dollars and continuing to develop intermediary organizations to help bridge between government programs and local, grassroots FBCOs. I think we also need to move beyond family strengthening to provide capacity-building and direct services funding for FBCOs providing other basic needs for people in their community.*

Sisterhen was also keen on the GOFBCI continuing its innovative work in utilizing vouchers to fund direct services. These indirect funding approaches were becoming the object of much attention within the FBCI policy world as the best way of addressing church-state concerns, and thus expanding both the number and type of faith-based partners with whom federal, state and local governments could partner. In the first year of OSFI, the GOFBCI had successfully utilized vouchers for mentoring vulnerable youth, and Sisterhen was eager to expand voucher-based programs into services aimed at strengthening marriages, reducing out-of-wedlock births, and reuniting ex-offenders with their families. However, Sisterhen was not sure whether the necessary ‘market’ conditions, in terms of an array of faith-based and secular providers, were present in all communities across the state. As Sisterhen explained:

*We don't have many procurement models in social services for indirect funding approaches that give a beneficiary a choice of the provider they would like to work with. Developing and implementing these models are critical if government wants to benefit from the effective services that many faith-based organizations provide. I believe having a real choice of providers is critical to improving the social service delivery system and ultimately improving the well-being of our neighbors in need.*

Yet another area where GOFBCI could develop further was in its ability to collaborate with both state agencies and local governments (i.e., counties and municipalities). David Schroot, Deputy Director for Parole and Community Services with Ohio Department of Youth Services, saw much potential in this area, as he explained:

*The programs funded through OSFI serving vulnerable youth, and particularly the mentoring scholarship centers, represent an important bridge to what we are trying to do within ODYS. We recently received and AmeriCorps<sup>10</sup> grant to recruit volunteers to mentor at-risk and adjudicated youth. We hope to coordinate the training of these mentors through the network of six OSFI mentoring scholarship centers throughout the state. Having access to these mentor training and screening resources gives us a degree of confidence, and helps mitigate concerns about mentoring matches, especially when you're dealing with adjudicated youth.*

Schroot would like to see the GOFBCI expand the number of mentoring scholarship centers, and also encourage FBCOs to go 'upstream' and give them access to the youth currently in prisons or detention centers.

On the local government side, Sisterhen wondered whether and how the GOFBCI could leverage collaborations between the FBCOs they had helped to nurture and grow and counties and municipalities in which they operate. GOFBCI did have success, through OCCP, in developing collaborations between its regional intermediary partners and local, grassroots FBCOs, and Sisterhen wondered if they could foster similar collaborations with local government funding sources.

Finally, hearkening back to one of the founding principles of GOFBCI was the matter of evaluating the work of the office and its funding 'laboratory.' GOFBCI did select and fund an organization to do a formal evaluation of the OCCP, which gave high marks to the FBCOs trained and funded to do capacity-building<sup>11</sup>. As Joel Rabb explained:

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<sup>10</sup> AmeriCorps is part of an array of anti-poverty programs under the Corporation for National and Community Services, funded through the federal government.

<sup>11</sup> Evaluation of the 2004-2005 Ohio Compassion Capital Project, Public Policy Associates, December, 2006.

*This is the perfect time to step back a moment and ask questions of GOFBCI, such as: ‘What’s been put into motion?’; ‘Who has been successful?’; ‘What works and what doesn’t?’*

Tobin echoed this sentiment, and took it even further:

*We need to use the success of the GOFBCI, and the various evaluation measures that support this, to shift the government’s mind-set towards a more outcomes-focused, with less time and energy on compliance and auditing and more on getting results. We also need to track and evaluate whether we’ve created more collaboration versus competition among FBCOs serving similar needs in the same communities. We need to articulate the lessons learned by GOFBCI about how to best leverage public funds effectively through partnerships with FBCOs. Last but not least, we need to continue to work hard to build more trust in the faith community, so they can see government as a possible resource and ally in serving the needs in their community.*

## **VII. Conclusion**

This case study chronicles the establishment and exemplary efforts of the Ohio Governor’s Office of Faith-Based and Community Initiatives. The GOFBCI is widely regarded as one of the best examples of how faith-based and community initiatives can flourish at a statewide level. This case study, therefore, highlights and summarizes the events that fast-tracked the development as well as solidified the presence and viability of the GOFBCI. Founded in 2001, the GOFBCI was established through a series of intentional and clearly bipartisan efforts. This bipartisan foundation was an essential element in getting the necessary support and traction to launch the office.

The selection of a catalytic leader was a critical step in getting the office off to a fast start. Krista Sisterhen was eventually selected not only because of her track-record for working with various faith-based initiatives, but for her ability to connect people and coordinate organizations, both within the state and across the country. Lead by Sisterhen, the GOFBCI was quick to implement a philosophy that emphasized products over politics. The GOFBCI wisely assessed the different strengths and weaknesses of groups and agencies in Ohio, and envisioned the kinds of agency collaborations that would make these strategic alliances successful in attracting grants. With the relentless technical assistance of GOFBCI, the model has been replicated with success many times over.

The Ohio experience is important because it illustrates how groups can perform better when they work together. Finally, the case study highlights the experiences of a number of exemplary Ohio programs and projects that have been funded over the last several years. Simply stated, the GOFBCI has helped faith-based and grass roots organizations to build capacity and to do so quickly. In a day of evidenced based government, these exemplary Ohio programs have dramatically increased the number of clients they serve as well as the services they offer. Further, the experience of gaining



initial external funding has helped these groups to build enough capacity and expertise to seek and gain additional funding and thus help to serve even more people in need. The Ohio experience is a prime example of how support for faith based and community initiatives can bring about a dramatic increase in the cost-effective provision of social services that otherwise would have been unmet.

## Exhibit 1

Sec. 107.12. (A) As used in this section, "organization" means a faith-based or other organization that is exempt from federal income taxation under section 501(c)(3) of the Internal Revenue Code of 1986, 100 Stat. 2085, 26 U.S.C. 1, as amended, and provides charitable services to needy residents of this state.

(B) There is hereby established within the office of the governor the governor's office of faith-based and community initiatives. The office shall:

(1) Serve as a clearinghouse of information on federal, state, and local funding for charitable services performed by organizations;

(2) Encourage organizations to seek public funding for their charitable services;

(3) Act as a liaison between state agencies and organizations;

(4) Advise the governor, general assembly, and the advisory board of the governor's office of faith-based community initiatives on the barriers that exist to collaboration between organizations and governmental entities and on ways to remove the barriers.

(C) The governor shall appoint an executive assistant to manage the office and perform or oversee the performance of the duties of the office.

(D)(1) There is hereby created the advisory board of the governor's office of faith-based and community initiatives. The board shall consist of members appointed as follows:

(a) The directors of aging, alcohol and drug addiction services, rehabilitation and correction, health, job and family services, mental health, and youth services shall each appoint to the board one employee of that director's department.

(b) The speaker of the house of representatives shall appoint to the board two members of the house of representatives, not more than one of whom shall be from the same political party and at least one of whom shall be from the legislative black caucus. The speaker of the house of representatives shall consult with the president of the legislative black caucus in making the legislative black caucus member appointment. The president of the senate shall appoint to the board two members of the senate, not more than one of whom shall be from the same political party.

(c) The governor, speaker of the house of representatives, and president of the senate shall each appoint to the board three representatives of the nonprofit, faith-based and other nonprofit community.

(2) The appointments to the board shall be made within thirty days after the effective date of this section. Terms of the office shall be one year. Any vacancy

that occurs on the board shall be filled in the same manner as the original appointment. The members of the board shall serve without compensation.

(3) At its initial meeting, the board shall elect a chairperson. The chairperson shall be a member of the board who is a member of the house of representatives.

(E) The board shall do both of the following:

(1) Provide direction, guidance, and oversight to the office;

(2) Publish a report of its activities on or before the first day of August of each year, and deliver copies of the report to the governor, the speaker and minority leader of the house of representatives, and the president and minority leader of the senate.

## Exhibit 2

### Membership of The Task Force on Nonprofit, Faith-based, and Other Nonprofit Organizations

<b>Member Name</b>	<b>Organization</b>	<b>Appointment Source</b>
Roland Hornbostel	Department of Aging	Director of Aging
Sommers L. Martin	Department of Mental Health	Director of Mental Health
Amy Kuhn	Department of Development	Director of Development
Bernard Schlueter	Department of Health	Director of Health
Joel Rabb	Department of Job and Family Services	Director of Job and Family Services
Christine Money	Marion Correctional Institution	Department of Rehabilitation and Correction
Renee Sneddon	Department of Youth Services	Director of Youth Services
Bob Field	Department of Alcohol and Drug Addiction Services	Director of Alcohol and Drug Addiction Services
David C. Phillips	Cincinnati Works, Inc.	Senate President
John H. Gregory	TEACH	Senate President
Bruce D. Phipps	Goodwill Industries of Wayne and Holmes Counties	Senate President
Joyce Garver Keller	Ohio Jewish Communities	Speaker of the House
Bob Garbo	Tri-County Community Action Agency	Speaker of the House
Rev. Wilburt Shanklin	Family 2 Family	Speaker of the House
Dr. Marva Mitchell	Project-Impact Dayton	Governor
Meg Andersen	Diocese of Youngstown Catholic Charities	Governor
Rev. George Hrbek	Calvary Lutheran	Governor
Rep. John White	State Representative	Speaker of the House
Rep. Claudett Woodard	State Representative	Speaker of the House
Sen. Jim Jordan	State Senator	President of the Senate
Sen. Tim Ryan	State Senator	President of the Senate
Tom Smith	Ohio Council of Churches	Non-voting Task Force Addition
Lisa Hamler-Podolski	Ohio Association of Second Harvest Foodbanks	Non-voting Task Force Addition
Jim Tobin	Catholic Conference of Ohio	Non-voting Task Force Addition

## Exhibit 3

### GOFBCI TIMELINE

#### 2001

- June • Faith-Based Task Force established through legislation (HB 175) –124<sup>th</sup> G.A.

#### 2003

- July • GOFBCI established through legislation (HB 95)
- Oct • **Director of GOFBCI is hired**  
• **Recruit additional staff member**  
• Begin meeting with key state government stakeholders  
• Begin visiting adult correction institutions  
• Begin visiting faith-based substance abuse providers
- Nov • **Special Assistant is hired (completes staffing for Office) – Lorena Lacey**  
• Meet with key federal government stakeholders, other state liaisons, other invested in the success of the initiative at national level  
• Become familiar with CCF Demonstration grant process  
• Begin securing Advisory Council Appointments  
• **Part-time winter student intern from Kent State joins staff**

#### 2004

- Jan • Continue Advisory Council appointments  
• Begin meeting with key external stakeholders (FBCOs and philanthropic)  
• Begin identifying potential partners for CCF Demonstration  
• Begin application to secure 8 VISTA volunteers to support mission of office
- Feb • Complete Advisory Council Appointments  
• **Begin developing CCF proposal**
- Mar • First Advisory Council Meeting (schedule to meet 3-4 times per year)  
• **Further development of CCF proposal**
- April • **Begin meeting with internal stakeholders on healthy marriage proposal**

- May • **CCF Demonstration proposal submitted requesting \$1 million to support the Ohio Compassion Capital Project (OCCP) with 500k for TTA and 500k for sub-awards – 5/14**
- Aug • **CCF Award \$750,000 (500k TTA /250k sub-awards) – Year 1**  
• **Implementation planning begins with OCCP partners**  
• **Approval to hire third staff member to manage new grant**  
• Develop RFP to solicit third party evaluator for OCCP  
• Begin meeting external stakeholders on healthy marriage proposal
- Sep • **Hire OCCP project manager – Charles Pienkos**  
• Recruit VISTAs to support OCCP and GOFBCI (ODRC/ODYS)  
• **Develop internal proposal to secure 1% of state TANF block grant/OSFI**
- Oct • First statewide event to launch the Office – 10/27/04  
• **Introduce OCCP, identify three priority areas (ex-offender and families, vulnerable youth and healthy marriage) and include best practice and state/federal funding representatives on plenary panels. More than 750 in attendance.**  
• Vendor selected for third party OCCP evaluation (Public Policy Associates)  
• **State agency (ODADAS) loans part-time executive to office**  
• **Hire part-time administrative assistant**
- Nov • **Begin statewide orientation sessions of GOFBCI and OCCP with partners**  
• **Complete development of OCCP curricula and begin registration for statewide OCCP capacity-building sessions**  
• **Approval to include funding for OSFI in biennial budget**  
• **Special Assistant leaves state service / ODADAS loaned executive assumes role full-time**

## 2005

- Jan • **Begin statewide OCCP capacity-building training sessions**  
• **Develop RFP for sub-awards**
- Feb • **Release OCCP RFP for \$250,000 in sub-awards - Year 1**  
• **ODADAS loaned executive leaves state service – Lynn Westhoff**  
• **ODJFS provides a full-time loaned executive – Susan McKinley**  
• **Acquire full-time loaned executive from ODJFS (assists with both OCCP and OSFI) – Ron George**  
• Statewide TTA for federal Ex-Offender Re-entry grant
- Mar • **Part-time administrative staff leaves state service**  
• **New full-time Special Assistant begins – Candy McKenzie**
- Apr • **OCCP Sub-Awards Announced**



- May
- **OCCP Sub-Award work begins**
  - **OCCP Project Manager leaves state service**
  - **Acquire full-time summer student intern from Kent State – Jason Lunsford**
- June
- **Acquire two summer student interns from Ohio University and University of Cincinnati – Kristin Gordon, Ronnie Hampton**
  - **OCCP partners complete 60 training sessions and expand capacity-building curricula for second year of the grant**
  - **New OCCP Project Manager begins - Ruth McNeil**
- July
- **CCF Award \$1,000,000 (500k TTA /500k sub-awards) – year 2**
  - **SFY06-07 budget passes with language to fund OSFI, Gov signs Executive Order giving 1% state TANF block grant (\$11 million per year for two years) to support a statewide TANF demonstration grant called Ohio Strengthening Families Initiative**
  - **Develop RFP to hire a Training and Technical Assistance vendor to assist with developing and implementing the OSFI and integrate those activities to strengthen support for OCCP**
  - **Begin recruiting OSFI project managers**
  - **Begin administrative oversight of Children of Incarcerated Parents program (ODRC/ODJFS inter-agency agreement)**
  - **Church/State training for OCCP grantees and Intermediary Partners**
- Aug
- **Full-time summer intern from Kent State ends – Jason 8/12**
  - **Part-time summer intern from University of Cincinnati ends – Ronnie 8/26**
- Sep
- **Vendor selected and begins work on OSFI**
  - **Acquire a fall student intern from the Ohio State University – Amber Owens**
  - **Acquire part-time administrative staff – Kristin Gordon**
  - **Acquire a fall student intern from Kent State University – Jenny Owen**
  - **OCCP training for Un-funded applicants**
- Oct
- **Acquire two full time OSFI Project Managers – Renee Thompson, Judy Edwards**
  - **OSFI Strategic Planning begin**
  - **OCCP first year grantee/VISTA TTA begins**
- Nov
- **OSFI Strategic Planning completed**
  - **Begin developing RFPs for OSFI, CIP, and second round of OCCP**
  - **OCCP first year grantee/ VISTA TTA continues**
- Dec
- **Begin marketing efforts to raise awareness of OSFI**
  - **OCCP first year grantee/ VISTA TTA concludes**
  - **Student intern from Kent State ends - Jenny**

**2006**

- Jan
- **Release OSFI RFP**
  - **Statewide Bidder's Conferences**
  - **Statewide TTA to support RFPs**
  - Develop CIP/Returning Home RFP
  - **Develop new format for OCCP RFP**
- Feb
- **Release OCCP RFP (foundation format)**
  - Release CIP/RH RFP
  - Continue statewide TTA for all RFPs
  - TTA for federal MCOP grant
- Mar
- Evaluate all proposals
  - **Develop proposal for federal healthy marriage grant**
  - **Student intern from Ohio State University ends - Amber**
- May
- Make awards (OSFI, CIP/RH, OCCP)
  - **OSFI grantees and orientation / work begins**
  - **Submit two proposals for federal healthy marriage grant to support a statewide African American Healthy Marriage Initiative (AAHMI)**
  - **Acquire loaned executive from ODRC – Colleen Fiant**
- June
- **OCCP orientation for second year grantees / work begins**
  - **OSFI site visits begin**
  - **OCCP training for Un-funded applicants**
- July
- CIP/RH site visits, orientation / work begins
  - **Develop special healthy marriage projects to support veterans, and incarcerated youth and adults**
  - **One OSFI Project Manager leaves state service – Judy Edwards**
- Sep
- **Receive federal grant for statewide AAHMI**
  - **Develop third year OCCP proposal**
- Oct
- **Complete first quarter reviews of OSFI**
  - **Release OCCP RFP for third year grantees**
  - **TTA for second year OCCP grantees begin**
  - **Church/State training for OCCP grantees**
- Nov
- **Begin developing SFY08-09 OSFI RFPs**
  - **Develop renewal process for OSFI grantees**
  - **Complete TTA for second year grantees**
  - **Bidder's Conference for OCCP RFP**
  - **Implement special healthy marriage projects**

- **Plan implementation for federal AAHMI**
- **Complete OCCP first year third party evaluation**
- Case Study of GOFBCI

- Dec
- **Finalize SFY 08-09 RFPs and Renewal process**
  - **Move OSFI allocation from EO into permanent law**
  - **Begin implementation of fed AAHMI**
  - Case Study of OSFI/OCCP promising practices
  - **Two loaned executives from ODJFS return to agency – Susan and Ron**

## 2007

- Jan
- **OCCP third year grantee orientation / work begins**
  - **OSFI SFY 08-09 RFP released**
  - **OSFI Renewal process begins**
  - **Special HMI projects begin for veterans, and incarcerated youth and adults**
  - **Fed AAHMI projects begin in five communities**
  - **OSFI site visits continue**
  - **OSFI RFP Bidder's Conference and TTA begins**
- Feb
- **Develop federal CCF Demonstration proposal**
- Mar
- **OSFI TTA completed / proposals due**
- Apr
- **Submit CCF Demonstration proposal**
  - **OSFI selection process begins**
- June
- **OSFI renewals and awards completed**
  - **OCCP third year projects complete**

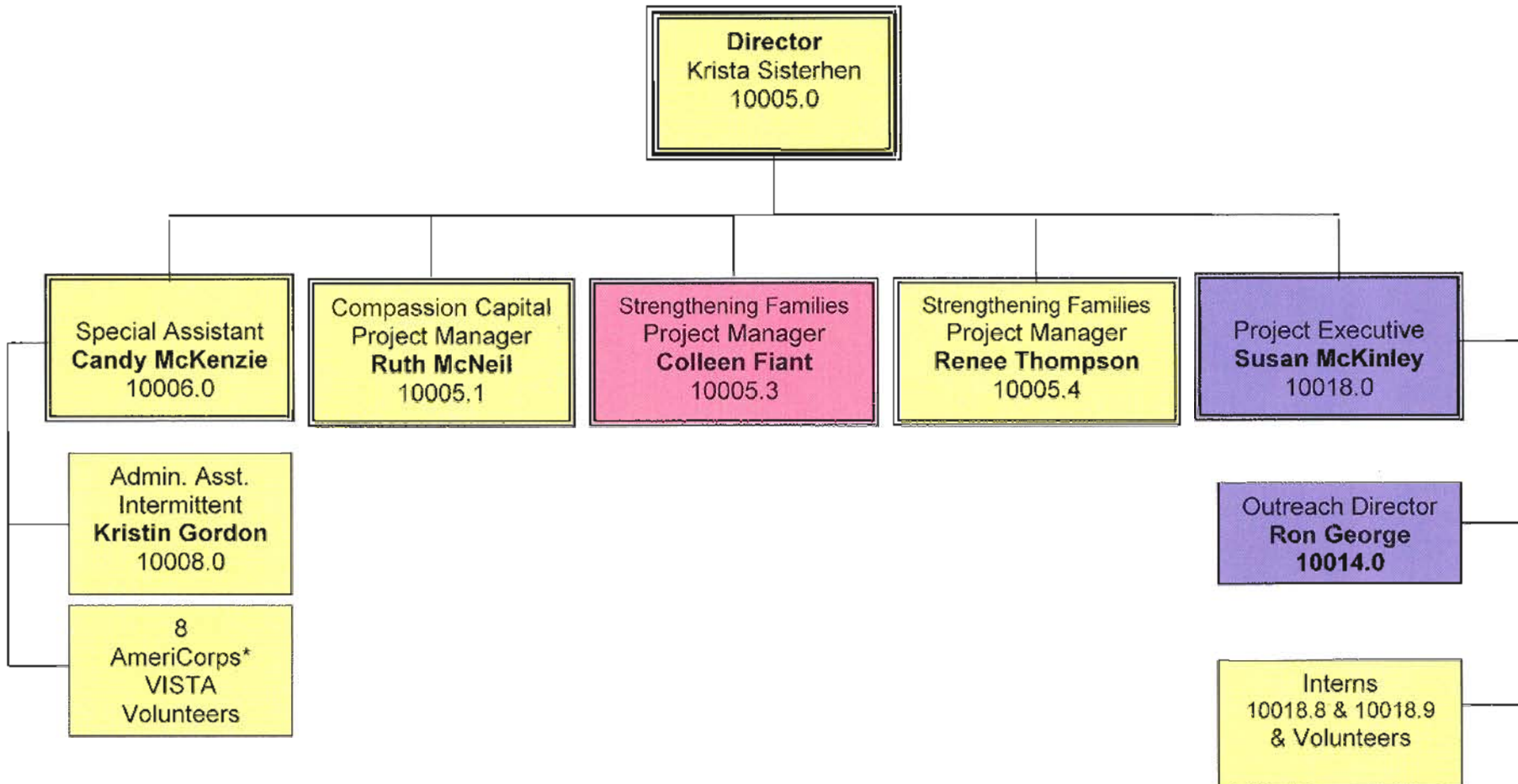
<i>Year</i>	<i>Grant</i>	<i>Amount</i>	<i>Organization</i>	<i>Address 2</i>	<i>County</i>	<i>Population</i>
2006	OSFI - Colab	\$500,000.00	Abstinence Educators' Network	South Vienna, OH 45369	Clark	Marriage
2006	OSFI - Colab	\$338,331.00	Beech Acres Parenting Center	Cincinnati, OH 45202	Hamilton	Marriage
2006	OSFI - Colab	\$482,468.00	UMADAOP	Toledo, OH 43607	Lucas	Marriage
2006	OSFI - Colab	\$500,000.00	Unified Health Solutions	Dayton, OH 45406	Montgomery	Marriage
2006	OSFI - Colab	\$254,308.84	Your Human Resource Center	Wooster, OH 44691	Wayne	Marriage
2006	OSFI - Colab	\$499,962.00	Youth for Christ	Columbus, OH 43229	Franklin	Marriage
2006	OSFI - Colab	\$499,430.00	North Terrace Church of Christ	Zanesville, OH 43701	Muskingum	Marriage
2006	OSFI - Demo	\$499,633.00	Central Ohio Youth For Christ	Columbus, OH 43229	Franklin	VY
2006	OSFI - Demo	\$500,000.00	Community Action Council of Portage County, Inc.	Ravenna, OH 44266	Portage	VY
2006	OSFI - Demo	\$441,918.00	Economic and Community Development Institute	Columbus, OH 43209	Franklin	EO
2006	OSFI - Demo	\$475,579.00	Family Resource Center	Findlay, OH 45840	Hancock	VY
2006	OSFI - Demo	\$500,000.00	Opportunities Industrialization Center of Clark County	Springfield, OH 45506	Clark	EO
2006	OSFI - Demo	\$274,644.00	Pregnancy Decision Health Center	Columbus, OH 43229	Franklin	VY
2006	OSFI - Demo	\$455,981.00	Sojourners Care Network	McArthur , OH 45651	Vinton	VY
2006	OSFI - Demo	\$500,000.00	Spirit of Peace, Inc.	Dayton, OH 45402	Montgomery	EO
2006	OSFI - Demo	\$500,000.00	Youngstown Urban Minority Alcoholism and Drug Abuse Outreach Program	Youngstown, OH 44502	Mahoning	EO
2006	OSFI - Mentor	\$1,000,000.00	Community Care Network	Cleveland, OH 44109	Cuyahoga	VY
2006	OSFI - Mentor	\$468,780.00	Meridian Services, Inc.	Youngstown, OH 44509	Mahoning	VY
2006	OSFI - Mentor	\$900,000.00	Seven Hills Neighborhood Houses	Cincinnati, OH 45214	Hamilton	VY
2006	OSFI - Mentor	\$562,500.00	The James C. Williams Center for Advancement	Toledo, OH 43607	Lucas	VY
2006	OSFI - Mentor	\$937,500.00	The Ridge Project	Defiance, OH 43512	Defiance	VY
2006	OSFI - Mentor	\$990,000.00	Unified Health Solutions	Dayton, OH 45406	Montgomery	VY

Colab = Collaboration Grant, Demo = Demonstration Grant, Mentor = Mentoring Grant

# GOVERNOR'S OFFICE OF FAITH-BASED AND COMMUNITY INITIATIVES

SFY06

## OPERATIONAL TABLE OF ORGANIZATION



**Current Staff**

Current Staff on loan from ODJFS to become permanent in SFY06. One will be permanent GOFBCI staff. The other will remain on loan.

Current Staff on loan from ODRC.





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