Examining the Nonprofit Sector in Lake County, Indiana:
A Spatial Analysis

by

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Executive Summary
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Background and Research Questions

Improving local neighborhoods used to mean identifying and combating local problems. Today, a new approach is being used by a number of foundations, public officials and activists to build the capacity of local communities. Based on asset-building theory, these models target the institutional strengths of local areas to promote the economic and social viability of the community. Because nonprofit and community-based groups are often viewed as neighborhood assets, the John S. and James L. Knight Foundation asked the Center on Nonprofits and Philanthropy (CNP) at the Urban Institute to analyze the size, scope and spatial dimensions of the nonprofit sector in Lake County, Indiana, with special attention to the central city of Gary.

Three key questions guide this research:
• What types of community-based, organizational resources are located in Lake County?
• Are these organizations evenly distributed across the county or are some areas underserved?
• Is there a spatial mismatch between the location of community-based groups and the needs of the most disadvantaged residents of Lake County?

To address these questions, CNP built a database of community-based nonprofit organizations in Lake County and supplemented it with information on for-profit firms, public and private schools, libraries, and other public institutions in the community. Socioeconomic information from the U.S. Bureau of the Census was also compiled. Together, these data provide the Knight Foundation with important insights into potential assets and gaps for building the capacity of communities in Lake County. The data can be used by the Foundation for planning its grantmaking strategies and working with the community to identify and prioritize local needs.

Key Findings

Like many urban areas in the United States, Lake County’s social and economic ills are more prominent in its largest city than in its smaller municipalities. Poverty in the county is largely concentrated in Gary and disproportionately affects African Americans of Lake County, the
vast majority of whom live in Gary. Over the past several decades, Gary has had sharp economic declines, and the city continues to lose population while the rest of the county has small population gains. Although socioeconomic indicators show that Lake County has geographic areas of deep poverty and substantial need, it also has the rudiments of an active civic infrastructure that perhaps can be nurtured to build local capacity and foster change.

**Characteristics of the nonprofit sector in Lake County**

Working from an asset model, CNP analyzed the characteristics of the nonprofit sector in Lake County. The findings suggest a small but financially healthy sector that can underpin change.

- **The nonprofit sector in Lake County is relatively small.** Counting both secular and faith-based organizations, there are 1,110 nonprofit organizations in Lake County. The majority (70 percent) are religious congregations, with the remaining 329 organizations secular in nature. The size of the nonprofit sector in Lake County is relatively small compared to its population. There are six secular nonprofit groups for every 10,000 residents, compared with eight nonprofits per 10,000 persons nationally. If religious organizations are added, the density increases to nearly 23 community-based groups per 10,000 Lake County residents.

- **Two of every three nonprofit groups in Lake County focus on one of the Foundation’s seven program categories.** The Foundation’s seven program areas cover a wide range of activities, including arts and culture, education, children and social welfare services, literacy, community development, citizenship and homelessness. Of the 329 secular nonprofits in Lake County, 217 groups (66 percent) provide services in one of these program categories.

- **Within the Foundation’s seven program areas, the three most common types of services in Lake County are children and social welfare services, arts and culture, and education.** Almost two in five nonprofits (80 groups) offer children and social services as their primary service activity. This category includes a wide array of groups that offer services such as job training, youth centers, food banks, and more. Arts-related organizations also are relatively numerous, with nearly 70 groups primarily providing arts and cultural programs to residents. Nonprofit educational providers were the third largest program-related group in the county. One in ten nonprofits in Lake County fits this category.

- **Only a handful of nonprofits focus primarily on the other program areas.** Twenty-two organizations engage primarily in community development initiatives, such as housing development, housing rehabilitation, and homeowner and tenant assistance programs. Four nonprofits work extensively on homelessness. Three groups target their services primarily on literacy issues, and two organizations work to promote citizenship among county residents.

- **Nonprofit organizations in Lake County tend to operate on relatively modest budgets.** Of the nonprofit organizations in Lake County that reported financial
information to the IRS in 1998, their median revenues were roughly $181,000 and their median expenditures were around $148,000. Assets of these organizations were approximately $121,000.

- **The typical nonprofit organization that fits the Foundation’s program areas is significantly larger than other community-based organizations in Lake County.** The median revenues and expenses of groups in the Foundation’s seven program areas were two to three times larger than other types of nonprofits in Lake County. The median revenues for program-related groups in 1998 were $302,000, compared with $96,000 for the remainder of nonprofits in Lake County. The disparity in budgets is driven in part by a substantial number of large youth-related, social service, and education providers in the county.

- **The typical nonprofit organization that fits the Foundation’s program areas is also fiscally stronger than other types of community-based groups.** Sixty-six percent of program-related nonprofits had positive balance sheets at the end of 1998, that is, revenues exceeded expenses. In addition, they had larger “cushions” in their budgets than other groups in Lake County. The net income of these groups (that is, the difference between revenues and expenditures) was nearly 8 percent above their expenditure levels, compared with 5 percent for other types of nonprofits in Lake County. This finding suggests that groups in the program areas may be better positioned to withstand changes in their funding streams.

**Spatial patterns of community-based organizations in Lake County**

The ability of nonprofits to positively impact and improve local communities is linked in part to their ability to reach local residents. Access to residents comes in many forms: via websites, through mobile units, and at fixed locations. Because most nonprofits operate at fixed locations, sites must be known to residents and within a reasonable distance. The spatial distribution of nonprofits in Lake County vis-à-vis local socioeconomic conditions had the following patterns.

- **The majority of community-based organizations are clustered in the northern portion of Lake County.** Although nonprofits are located throughout Lake County, they tend to be more heavily concentrated in the northern portion of the county, particularly in Gary. Indeed, Gary contains one-third of all secular and faith-based nonprofits in the county. Congregations are particularly prevalent in Gary. Nearly 40 percent of faith-related groups in Lake County are located in Gary, compared with 25 percent of secular nonprofits.

- **Nonprofit organizations are relatively scarce in high poverty neighborhoods.** About one in five community-based groups in Lake County are sited in a high poverty area where the poverty rate exceeds 30 percent. This finding suggests that foundations, public officials, and those interested in redeveloping the economic and civic capacity of Gary may have a limited set of nonprofit organizations with which to partner.
• Child-related and social welfare nonprofits tend to be located in high and moderate income neighborhoods. Like other nonprofit providers, social welfare and youth groups tend to be located in the northern portion of the county, especially in Hammond, Munster, and Highland—and, to a lesser degree, in Gary. But even within Gary, these groups are likely to avoid the poorest sections of the city. Nearly half of these providers are located in areas that have very little poverty (less than 10 percent), with only one-quarter of them sited in areas of high need, that is, where the poverty rate is at least 30 percent.

• Arts and cultural nonprofits tend to be located in the suburbs around Gary. Three-quarters of arts-related groups in Lake County are located in Gary or a close-in suburb. Of these 46 groups, only 10 are sited in Gary. Smaller municipalities such as Hammond, Munster, and Highland are much more likely than Gary to contain arts-related groups. This diffuse pattern highlights the lack of a well-defined cultural center in Lake County.

• Nonprofit educational providers in Lake County generally are near areas with a high concentration of children, but they are seldom in the poorest neighborhoods of Gary. About two of every three nonprofit educational providers are located in the northern portion of Lake County. Many of these groups are in or near areas with high concentrations of children. But the distribution of education-related nonprofits highlights the relative lack of access to services for poor children in Gary. Although a few groups offer vocational training or higher education, there are almost no nonprofit providers that offer direct educational services to school-age children in Gary, despite an abundance of neighborhoods with high concentrations of children.

• Community development groups are fairly well represented in the distressed neighborhoods of Gary. Other groups that target their services to low-income residents, such as community development, homeless services, and literacy programs, also are sited in the northern portion of the county. Only four of these nonprofits are sited outside of Gary or its surrounding suburbs. Among these groups, community development nonprofits are particularly prevalent in low-income areas of Gary. Of the 18 community development nonprofits in Lake County, six are in Gary. These groups are either sited in, or are adjacent to, high poverty areas and potentially can serve as resources for building community capacity. Conversely, two of the three homeless providers are located outside of Gary and in areas with low to moderate poverty rates. Although we cannot determine the exact nature of their programs from these data, they do not seem to be physically located in areas where homelessness might be high.

Conclusion
Community-based nonprofits serve both as direct providers of service and as vehicles to mobilize residents and increase civic engagement. This study provides a spatial view of how the nonprofit sector can be used to expand community capacity in Lake County.

Although the sector is relatively small, two-thirds of the nonprofits that primarily work in the Foundation’s seven program areas are fiscally healthy. However, despite the concentration of poverty in Gary, many nonprofits are sited in the surrounding suburbs where neighborhood
conditions are often better. Only a handful of groups, such as the United Citizens of East Chicago, are located in the neediest neighborhoods of the county. We cannot determine from these data whether these groups are supplying goods and services through mobile units to the inner city neighborhoods, but the ability of low-income residents to access services may be hindered by these locational patterns.

Understanding the geographic distribution of nonprofits is a helpful starting point for developing a community building strategy. It provides a basis for identifying the potential resources that exist in the community and their geographic proximity to local needs. Additional information is needed, however, on the program content and organizational structure of these community-based groups to understand more fully their ability to address community needs. The exploration of these issues and further dialogue with community residents can help formulate the next steps in a community building strategy for Lake County.

A copy of the full report is available by contacting The Knight Foundation (2 South Biscayne Boulevard, Miami, FL 33131) or the authors at the Urban Institute (2100 M Street NW, Washington, DC 20037).
Background

To better understand the 26 communities in which it makes local grants, the John S. and James L. Knight Foundation established the Community Indicators Project to document the social and economic health of these communities. As part of this broad initiative, the Foundation asked the Center on Nonprofits and Philanthropy (CNP) at the Urban Institute to identify and inventory the nonprofit and other community-based organizations in four communities and to analyze their resources. These communities include Summit County (Akron), OH; Bibb County (Macon), GA; Lake County (Gary), IN; and Philadelphia County, PA, that encompasses all of the city of Philadelphia. The purpose of this research is to provide the Foundation with information on the size, scope, and spatial dimensions of the nonprofit sectors in these areas. This information will help the Foundation identify the locally based assets in each community and the possible gaps in service.

This report presents the findings of the organizational and spatial analysis of community-based groups in Lake County, Indiana. The report is organized into three sections. First, it explores the environmental conditions of Lake County. Second, it analyzes the number and finances of community-based organizations in the County. Finally, groups are categorized by the Foundation’s seven program areas, and the locations of these organizations are viewed vis-à-vis the socioeconomic needs of Lake County.

The report is guided by three research questions:

- What are the community-based, organizational resources in Lake County?
- Are community-based organizations evenly distributed across the County, or are some areas underserved?
Is there a spatial mismatch between the location of community-based groups and the needs of the most disadvantaged residents of Lake County?

The findings of this report, coupled with the Organizational Database of Selected Counties, provide the Knight Foundation with detailed information on potential assets and gaps in community-based programs in Lake County. This information can be used by the Foundation for planning its grantmaking strategies and for working with the community to identify and prioritize local needs.

The Socioeconomic Environment of Lake County

Lake County, Indiana, is a large urbanized area located on the southern tip of Lake Michigan. It contains several municipalities, including Merrillville, Hobart, Hammond, and Gary, which is the largest city in northern Indiana. The County tends to be bifurcated with the northern section more densely populated, urbanized, and economically depressed, and the southern section more sparsely populated, with more open spaces, and economically better off. These contrasts are often masked when looking at aggregate statistics for the County, but they play an important part in defining the quality of life and social fabric of local communities within Lake County.

From a statistical perspective, Lake County looks much like the State of Indiana and the nation along a number of dimensions. Educational attainment is fairly comparable. About 74 percent of Lake County residents age 25 and older in 1990 had received a high school diploma, compared with 76 percent in Indiana and 75 percent in the nation (see table 1).

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1 A related component of this project was the development of a database of community-based organizations, primary and secondary schools, and selected for-profit and public institutions in the four pilot communities. The sources and methodology used to construct the database are provided in Appendix A. The types of for-profits and public organizations in the database are given in Appendix B.
Median household income in 1995 was somewhat higher in Lake County ($35,276) than in the state ($34,368) or the nation ($34,076), and the poverty rate for the County (13.3 percent) was below the national average (13.8 percent), although higher than for the state (9.8 percent). A greater share of children than adults, however, lives in poverty, and this situation is more stark in Lake County than in the state or the nation. Approximately 22 percent of children in the County lived in poverty in 1995, compared with 21 percent for the nation and 15 percent for the state.

<table>
<thead>
<tr>
<th>Socioeconomic/Health Indicator</th>
<th>Lake County</th>
<th>Indiana</th>
<th>United States</th>
</tr>
</thead>
<tbody>
<tr>
<td>% High School Graduates (1990)</td>
<td>74</td>
<td>76</td>
<td>75</td>
</tr>
<tr>
<td>Median Household Income (1995)</td>
<td>$35,276</td>
<td>$34,368</td>
<td>$34,076</td>
</tr>
<tr>
<td>% Living in Poverty (1995)</td>
<td>13.3</td>
<td>9.8</td>
<td>13.8</td>
</tr>
<tr>
<td>% of Children in Poverty (1995)</td>
<td>21.6</td>
<td>14.7</td>
<td>20.8</td>
</tr>
<tr>
<td>Infant Mortality Rate (1996)</td>
<td>11.3</td>
<td>8.6</td>
<td>7.3</td>
</tr>
<tr>
<td>Serious Crime per 100,000 Residents (1996)</td>
<td>5,987</td>
<td>4,647</td>
<td>5,079</td>
</tr>
</tbody>
</table>

Source: U.S. Bureau of the Census, various years.

Other telltale signs suggest underlying socioeconomic problems in the community. For example, the infant mortality rate in the county (11.3 deaths per 1,000 live births) is roughly 30 percent higher than the state norm (8.6) and more than 50 percent greater than the national rate of 7.3. Rates of serious crime are also higher than state and national averages. Roughly 6,000 serious crimes were reported per 100,000 residents in Lake County in 1996, compared with approximately 4,600 in Indiana, and 5,100 in the nation.

Like many urban areas, Lake County’s social and economic problems are more prominent in the largest, central city than in the smaller surrounding communities. Over the
past several decades, Gary has experienced sharp economic declines with many industries, particularly those related to steel production, closing their doors or moving elsewhere. Gary continues to lose population while the rest of the county experiences small population gains. This downward spiral has left many Gary residents dissatisfied with their community. Two of every three residents give Gary a negative rating, describing the city as “only fair” or a “poor” place to live (PSRA, 1999). These attitudes are three times more prevalent among white residents than African Americans. Forty-four percent of whites described Gary as a “poor” place to live compared with 15 percent of African Americans.

Not surprisingly, poverty is largely concentrated in Gary (see map 1). Of the 104 census tracts in Lake County, one-quarter have poverty rates of 30 percent or higher. Of these 27 high poverty tracts, 22 (or more than 80 percent) are located in Gary. Moreover, the poverty rate in Gary (29.4 percent) is more than three times greater than the remainder of Lake County (8.7 percent). Of the 64,000 Lake County residents who live in poverty, more than half (52 percent) reside within the city limits of Gary.

Poverty disproportionately affects the African American residents of Lake County, the vast majority of whom live in Gary. Of the nearly 117,000 black residents in the county, more than 80 percent (94,000 people) live in Gary, even though Gary represents just 11 percent of the geographic area of the county (see map 2). Ninety-five percent of the census tracts in Gary have populations that are at least 50 percent African American. Given the high concentration of poverty in the city, it is not surprising that more than half of black residents in Gary live in high poverty neighborhoods, compared with 19 percent of white residents in Gary. In total, about 31 percent of the 94,000 African American residents in Gary live below the poverty line. In contrast, 16 percent of the 3,000 white residents in Gary are poor.
Community-Based Organizations in Lake County

The geographic concentration of poverty in Lake County highlights the need to study local neighborhoods and assess the community-based assets that can be used to leverage change. Despite the low marks given to community life by many Gary residents, civic efficacy is strong. More than seven in ten residents believe that they can have a big or moderate impact in making their community a better place to live, with the majority (82 percent) saying that people need to get involved and volunteer their time (PSRA, 1999). These attitudes suggest fertile ground for introducing strategies that build the capacity of community-based groups and promote civil society.

Developing a clear understanding of the size and scope of local, organizational resources in the county is a first step to determine how to target grantmaking activities to address local needs. Because nonprofit organizations, both secular and faith-based, are often seen as the anchors of community life, they are a critical starting point for assessing local resources. Four key factors stand out from the analysis of nonprofit groups in Lake County.

The nonprofit sector in Lake County is relatively small. Counting both secular and faith-based organizations, there are 1,110 nonprofit organizations in Lake County. The majority (70 percent) are religious congregations and other faith-based groups, with the remaining 329 organizations secular in nature. Although religious organizations comprise the majority of community-based groups in Lake, there is very little systematic information about their social ministry programs. Unlike the secular nonprofit organizations, religious congregations are not required to obtain tax exempt status and to report their financial activities to the Internal Revenue Service (IRS). Consequently, very few congregations do so. This leaves a void in determining what they do, who they serve, or the level of financial
support used to sustain their program activities. As a result, most information about the nonprofit sector in Lake County (and other communities) relates to secular groups. While there is great interest among many policymakers to explore new partnerships with the faith community, there is little empirical evidence to understand how these groups currently complement, substitute, or supplement the activities of other community-based organizations and government agencies.

An examination of secular nonprofits in Lake County reveals that the sector is small in relation to the size of the population. In fact, the density of secular nonprofit organizations in Lake County is roughly 25 percent less than the national average (see Stevenson et al., 1997). In Lake County, there are approximately six secular nonprofit groups for every 10,000 residents, compared with eight nonprofits per 10,000 persons nationally. The number of religious organizations in the county, however, increases the density of the nonprofit sector. If religious organizations are added, there are nearly 23 community-based organizations per 10,000 residents in Lake County.

**Nearly two-thirds of 501(c)(3) organizations in Lake County operate in one of the Foundation’s seven program categories.** The Foundation’s seven program categories cover a wide range of activities, including arts and culture, education, children and social welfare services, community development, literacy, citizenship and homelessness. Of the 329 secular nonprofits in Lake County, 217 groups (66 percent) provide services in one of these program categories.

Children and social welfare services comprise the program area with the most nonprofits in Lake County (see table 2). Eighty nonprofits (almost two in five) offer children and social service programs as their primary service activity. This category includes a wide
array of groups such as job training providers, neighborhood youth centers, delinquency prevention services, YMCAs, child care centers, Meals on Wheels programs, food pantries, and more. They also are quite diverse in terms of their size. Some of the organizations, such as Franciscan Homes and Community Services, Lutheran Home of Northwest Indiana, and In-Pact, Inc., had budgets of more than $5 million in 1998, while others, such as Answers for Pregnancy Aid and Highland Building Skills, had revenues of less than $30,000.

Table 2. Distribution of Nonprofit Organizations by Knight Foundation’s Program Categories in Lake County

<table>
<thead>
<tr>
<th>Program Area</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children and Social Welfare</td>
<td>80</td>
<td>36.9</td>
</tr>
<tr>
<td>Arts and Culture</td>
<td>68</td>
<td>31.3</td>
</tr>
<tr>
<td>Education</td>
<td>38</td>
<td>17.5</td>
</tr>
<tr>
<td>Community Development</td>
<td>22</td>
<td>10.1</td>
</tr>
<tr>
<td>Homelessness</td>
<td>4</td>
<td>1.8</td>
</tr>
<tr>
<td>Literacy</td>
<td>3</td>
<td>1.4</td>
</tr>
<tr>
<td>Citizenship</td>
<td>2</td>
<td>0.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>217</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Organizational Database of Selected Communities, prepared for the Knight Foundation, August 2000.

Arts and cultural organizations also are relatively numerous in Lake County. Nearly 70 groups primarily provide arts and cultural programs and services in the county. Moreover, arts and culture activities are fairly well attended by Lake County residents, although variation in attendance exists by age and education characteristics. According to a recent survey, most county residents (65 percent) went to at least one arts or cultural event in the past year (PSRA, 1999), although older residents and those without any college education are less likely to attend an artistic or cultural event than others. The proportion of people in Lake County who attended an arts and cultural event in the past year is just a little below the share
that went to a movie (70 percent) and a little above the share that attended a sporting event (50 percent). Although these data cannot disentangle whether the prevalence of arts and cultural organizations in Lake County has produced strong attendance or if good attendance has created a demand for multiple arts and cultural groups, the two factors appear to be strongly correlated.

The third largest, program-related group of nonprofit organizations in the county offers educational services as its primary service activity. One in ten nonprofits in Lake County fits this category. These groups include preschools, private primary and secondary schools, and institutions of higher education, such as Hyles-Anderson and Calumet Colleges. The community tends to be supportive of educational organizations. Nearly half (48 percent) of Lake County residents said that they gave money to schools, colleges, or other education organizations in the past year (PSRA, 1999).

Twenty-two organizations engage primarily in community development initiatives, such as housing development, housing rehabilitation, and homeowner and tenant assistance programs. This category of nonprofit organizations in Lake County includes several large groups, such LCEOC, Inc., which had revenues in 1998 of more than $17 million. This group receives substantial government funding to weatherize and improve the homes of low-income residents in the county and to provide other types of social services.

The remaining three Foundation program areas contain considerably fewer community-based groups. Four nonprofits in Lake County focus extensively on homelessness. These groups include the Marion Home Foundation, the Housing Opportunity Center, Haven House, and the Community Reinvestment Project of East Chicago. Although the number of organizations that specialize in services for the homeless is relatively small,
other community-based nonprofits engage in these initiatives as secondary or tertiary activities. Goodwill Industries, for example, provides some services to the homeless, although its primary mission is as a social welfare organization. Because nearly seven in ten Lake County residents view homelessness as a problem in the community (PSRA, 1999), the capacity of organizations that address this issue should be carefully assessed to see if they need to be strengthened or expanded.

Two organizations in Lake County work to promote citizenship among community residents, while three groups focus primarily on literacy issues. Literacy services is a program area that also could be considered for expansion. Two of every three Lake County residents (68 percent) perceived illiteracy—that, the lack of basic reading skills—as a moderate or big problem in the community (PSRA, 1999), suggesting potential support for addressing this community problem.

**Nonprofit organizations in Lake County tend to operate on relatively modest budgets.** Of the nonprofit organizations in Lake County that reported financial information to the IRS in 1998, their median revenues were roughly $181,000 and their median expenditures were around $148,000.\(^2\) Assets of these organizations were approximately $121,000—significantly lower than both revenues and expenditures.

Systematic, local area studies are just beginning to emerge in the literature, so there are limited data available for comparative purposes. A study of nonprofit groups in Washington, D.C., shows that organizations in the nation’s capital are roughly twice as large as those in Lake County, although the populations of these two communities are fairly

\(^2\) Roughly 22 percent of community-based organizations (249 groups) in Lake County reported financial information on Forms 990 to the Internal Revenue Service in 1998.
comparable. The typical nonprofit in Washington, D.C. reported median revenues of $408,000, expenses of $251,000, and assets of $251,000 in 1996 (see De Vita et al., 2000).

The smaller size of nonprofit groups in Lake County may reflect the local orientation of the sector. Indeed many of the largest nonprofit organizations in the country have placed their headquarters in large urban centers such as Washington, D.C., New York, and Chicago. Such groups often do not directly address the needs of local residents, but engage in membership activities, lobbying, or advocacy work at a national level. In contrast, smaller urban areas, such as Gary in Lake County, have nonprofit sectors that are more focused on the social and economic needs of local residents.

The typical nonprofit organization that fits into the Foundation’s program areas is significantly larger than other community-based organizations in Lake County. Of the 125 organizations that had revenues above the median value for all nonprofits in Lake County ($181,000), two-thirds (or 83 groups) provided services and activities related to the Foundation’s seven program areas. Almost 70 percent of these program-related nonprofits supplied youth-related, social welfare or educational services.

A comparison of groups in the Foundation’s seven program areas with those in other program areas provides a stark contrast in the scale and potential capacity of different types of community-based groups. The median revenues and expenditures of groups in the Foundation’s seven program areas were two to three times larger than other types of nonprofits in Lake County. Median revenues in 1998 for program-related groups were approximately $302,000 and median expenditures were $266,000. On the other hand, the median revenues and expenditures for the remainder of nonprofit organizations in Lake County, which include such groups as the Women’s International Bowling Congress and the
Saint Mary Medical Center Auxiliary, were $96,000 and $92,000, respectively. The disparity in budgets between program-related groups and other types of nonprofits is driven in part by a substantial number of large youth-related, social service, and education providers in Lake County.

Not only are nonprofits in the Foundation’s program areas larger than other groups, they also are fiscally stronger. Sixty-six percent of program-related nonprofits had positive balance sheets at the end of 1998; that is, revenues exceeded expenses. In addition, they had larger “cushions” in their budgets than other groups in Lake County. The net income of these groups (that is, the difference between revenues and expenditures) was nearly 8 percent above the expenditure levels, compared with 5 percent for other types of nonprofits in Lake County. This finding suggests that groups in the program areas may be better positioned to withstand changes in their funding streams, although we are unable to determine if this situation is related to the types of services provided or the economic conditions in Lake County.

The budgets of organizations in the Foundation’s seven program areas vary widely. Roughly one in five program-related groups that supplied financial information (or 31 nonprofits) had revenues of at least $1 million in 1998. Another 24 groups, or 17 percent of the reporting nonprofits, received income of less than $50,000 during the same period.

Groups that promote literacy in Lake County had the highest median revenues and expenses in 1998 (see table 3). This category includes the Lake County and Hammond Public libraries, as well as the Educational Referral Center. Of the three groups, the Educational Referral Center has the smallest budget, with revenues and expenditures in 1998 of $72,000 and $41,200, respectively. Both public libraries have substantially larger operating budgets.
Revenues and expenditures were in excess of $2.6 million in 1998 and reflect the overall operating budgets of the libraries and not specific efforts to combat illiteracy.

Table 3. Financial Characteristics of Community-Based Organizations in Lake County in 1998, by the Foundation’s Program Areas

<table>
<thead>
<tr>
<th>Program Area</th>
<th>Median Revenues</th>
<th>Median Expenditures</th>
<th>n</th>
</tr>
</thead>
<tbody>
<tr>
<td>Literacy</td>
<td>$2,915,000</td>
<td>$2,667,000</td>
<td>3</td>
</tr>
<tr>
<td>Community Development</td>
<td>362,000</td>
<td>143,000</td>
<td>20</td>
</tr>
<tr>
<td>Children and Social Welfare</td>
<td>342,000</td>
<td>300,000</td>
<td>67</td>
</tr>
<tr>
<td>Arts and Culture</td>
<td>322,600</td>
<td>319,100</td>
<td>13</td>
</tr>
<tr>
<td>Homelessness</td>
<td>193,000</td>
<td>149,000</td>
<td>3</td>
</tr>
<tr>
<td>Education</td>
<td>180,000</td>
<td>102,000</td>
<td>31</td>
</tr>
<tr>
<td>Citizenship</td>
<td>NA</td>
<td>NA</td>
<td>2</td>
</tr>
<tr>
<td>All program areas</td>
<td>302,000</td>
<td>266,000</td>
<td>138</td>
</tr>
</tbody>
</table>

Note: Financial data are rounded to thousands of dollars. NA indicates data not available.

Source: Organizational Database of Selected Communities, prepared for the Knight Foundation, August 2000.

Among the larger organizations in Lake County are community development organizations and children or social welfare services. Given the depressed economic conditions of Gary, it is not surprising that many nonprofit groups are trying to address these general needs. In fact, residents of Gary cited crime, drugs or violence; too many unsupervised children and teenagers; and abandoned or run-down buildings as the three biggest problems in their community (PSRA, 1999).

While a few organizations have budgets over $1 million, the typical community development organization in Lake County has revenues of about $360,000. It is not clear, however, why median expenditures for 1998 were almost half of this amount ($143,000). Many organizations reported expenditures that were close to their revenues for the year, but other groups spent far less than they took in. The data do not permit a full analysis of this
situation, but it may reflect the receipt of a major grant late in the year or the sale of an asset. Further investigation would be needed to better interpret this finding.

Nonprofit organizations focused on children and social welfare also are relatively large and prevalent in Lake County. With median revenues of $342,000 and median expenses of $300,000 in 1998, the typical youth-related or social welfare nonprofit is among the larger nonprofit groups in Lake County. Collectively, these organizations provide services for all age groups and needs, including Boys and Girls Clubs, counseling and crisis centers, food programs, and hospice care.

Within the Foundation’s seven program areas, nonprofit educational providers have the smallest operating budgets, with median revenues of $180,000 and median expenses of $102,000. Budgets vary substantially, however, among groups in this category. Calumet College, for example, reported revenues and expenditures in 1998 of more than $7.5 million, and Hyles-Anderson College had a budget of more than $6 million. In contrast, the Mildred Merkley Parent Teacher Council reported revenues of $14,000 and expenditures of $16,000 in 1998.

In general, these financial data must be interpreted with caution. In some program areas, financial data were available for only a small proportion of groups that offer this service. Missing data could obscure the “true” financial base of the program area. In other program areas, such as libraries, the data may reflect the entire budget of the organization rather than any specific program area. Despite these caveats, the data provide a broad brush picture of the potential resources for building community capacity.
Findings of the Spatial Analysis of Community-Based Organizations in Lake County

Community-based organizations deliver vital services and goods to local residents. Indeed, beginning with the War on Poverty, nonprofit institutions became the preferred vehicles to supply health and human services as governments expanded and privatized their social service systems. In addition, nonprofits contribute to localities through activities that enhance or maintain community stability and build linkages between residents and their elected leaders. As problem solving initiatives continue to devolve to local areas, many public officials and grant makers have become increasingly interested in building the capacity of these organizations.

The ability of nonprofits to positively impact and improve local communities is linked, in part, to their accessibility to local residents. Access to local residents comes in many forms. Some nonprofits now operate solely in cyberspace, through websites and the Internet. Others follow a more traditional way of reaching people, that is through direct contact, either by mobile services (such as Meals on Wheels or hospice care that go to clients) or at a fixed location (such as a museum, YMCA, or halfway house where clients come to a location to receive services).

The locational decisions of nonprofits are driven by many factors, including the types of services provided, the intended audience, the availability of affordable office space, public safety, the proximity to major transportation routes, and public policies such as zoning restriction. Choices also are predicated on the number of other organizations operating in a particular geographic area and the relative generosity of the community (Wolpert, 1989; McPherson & Rotolo, 1996). But a significant consideration of many nonprofits, particularly education, youth-related and social welfare providers, is to be located near potential clients.
and community needs (Bielefeld et al., 1997). Indeed, Wolch and Geiger (1983) found that
the locations of nonprofit social welfare and community service organizations in Los Angeles
County were related positively to need-based community variables, such as infant mortality
rates, crime rates and the percentage of the population in certain age groups—the elderly or
children, for example.

To examine the spatial dimensions of community-based organizations in Lake County
vis-à-vis local socioeconomic conditions, we used information from the Organizational
Database of Selected Communities. More specifically, we compared the locations of
nonprofit groups in relation to community indicators of need, such as median household
income and rates of poverty. The analysis revealed six key findings.

The majority of community-based organizations are clustered in the northern
section of Lake County. Nonprofit, community-based groups are located throughout Lake
County, but they tend to be more heavily concentrated in the northern portion of the county,
particularly in Gary (see map 3). This area is the most heavily industrialized and densely
settled portion of the county.

One-third of the community-based groups, including churches, in Lake County are
sited within the city limits of Gary. Religious congregations are particularly prevalent in
Gary. Nearly 40 percent of faith-related organizations in the county are located in Gary,
compared with 25 percent of secular nonprofits. This concentration of faith-based nonprofits
within the city is surprising because other small area studies have found just the opposite
pattern, that is faith-based groups tend to be more dispersed throughout a county than secular
nonprofits (Twombly et al., 2000a; Twombly et al., 2000b).
Although the secular nonprofit groups in Lake County are widely scattered, they tend to be more prevalent in the northern and central areas. As one travels southward in the county, community-based nonprofit groups become significantly less numerous.

**About 30 percent of the groups that are of primary interest to the Foundation are located in Gary.** Groups that focus on one of the Foundation’s seven program areas are somewhat less likely than other types of nonprofits to be located in Gary. Among program-related nonprofits, about 30 percent were sited within the Gary limits, compared with 36 percent of other types of nonprofit organizations.

This pattern has implications for working in high poverty neighborhoods, which tend to be clustered in Gary. Distressed communities have relatively few nonprofit community-based groups. About one in five nonprofits in Lake County (both program-related and other types of nonprofits) are located in high poverty areas where the poverty rate exceeds 30 percent. This finding suggests that foundations, policy officials, and those interested in redeveloping the economic and civic capacity of Gary may have a limited set of nonprofit groups with which to partner.

**Arts and cultural nonprofits tend to be located in the suburbs around the city of Gary, but relatively few are actually in Gary.** The vast majority of local arts groups are located in the northern section of Lake County, but these groups are more likely to be sited in the suburban communities that surround Gary rather than within the city limits of Gary (see map 4). Of the 61 nonprofit arts and cultural providers that could be geocoded, three-quarters of them (that is, 46 groups) are located in Gary or the close-in suburbs. Of these 46 arts groups, however, only 10 are sited in downtown Gary. Smaller municipalities such as Hammond, Munster, and Highland are significantly more likely than the central city of Gary.
to have arts and cultural groups in their communities. This diffuse pattern highlights the fact that there is no well-defined cultural center in Lake County.

The distribution of arts groups also is related to the income levels of local neighborhoods. Nearly half of these organizations are sited in higher income areas of Lake County, that is, where the median household income is greater than $35,000. About 40 percent of arts and cultural nonprofits are located in moderate income neighborhoods, while only 10 percent operate in lower income areas. The prevalence of arts groups in the inner suburbs and higher income neighborhoods suggests that residents from the outlying or lower income areas of the county do not have the same access to art and cultural activities.

Nonprofit educational providers in Lake County generally are near areas with a high concentration of children, but they are not necessarily in the poorest neighborhoods of Gary. About two of every three nonprofit educational providers are located in the northern portion of Lake County. Many of these groups are in or near areas with high concentrations of children (see map 5).

This geographic pattern generally follows the spatial distribution of primary and secondary schools in the county, although nonprofit providers are somewhat more likely than schools to be located in higher income neighborhoods (that is where median income is above $35,000). Roughly one in four public schools are located in higher income areas compared with four in ten nonprofit educational providers. Only one in ten nonprofit educational providers (that is, three groups) are located in low-income neighborhoods in Lake County where median income falls below $20,000 annually.

These figures mask the disparity in access to nonprofit educational services in the most distressed neighborhoods of Gary. Not only are there a small number of nonprofit

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3 See Appendix A for the methodology of the spatial analysis.
educational groups in the city of Gary, but they tend to be either membership organizations (such as the National Medical Association of Northwest Indiana and the National Sorority of Phi Delta Kappa) or serve a specialized clientele, such as the Summer Enrichment for Students with Disabilities. A few groups offer vocational training, such as the Hoosier Training Association, or higher education, such as Indiana University-Northwest campus. For the most part, however, there are almost no nonprofit providers that offer direct educational services to school-age children in Gary despite an abundance of neighborhoods with high concentrations of children.

A somewhat different type of access problem confronts children and providers in the southern portion of the county. Here, there are very few nonprofit educational providers to serve a relatively large but dispersed population. Nonprofit providers must extend their services across a wider geographic area, and children and families may have to travel greater distances to reach these providers. The groups that are located in the southern half of the county tend to be associated with public school programs, such as the Lowell Athletic Booster Club.

**Child-related and social welfare nonprofits tend to be located in high and moderate income neighborhoods.** Like other nonprofit providers, social welfare and youth groups tend to be located in the northern section of the county, particularly in the suburbs of Hammond, Munster, and Highland—and to a lesser degree, downtown Gary (see map 6). But even within Gary, these groups are likely to avoid the poorest sections of the city. Nearly half of these providers are located in areas that have very little poverty (less than 10 percent), with only one-quarter of them sited in areas of high need, that is, where the poverty rate is at least 30 percent.
Like nonprofit educational providers, child and social welfare services tend to be located near residential areas of families with children. Nearly 60 percent of these groups operate in neighborhoods with large numbers of children (1,500 or greater). African American families in the distressed neighborhoods of Gary, however, do not have the same access to community-based social welfare groups. Only 13 of the 30 child-related and social welfare nonprofits in Gary are sited in areas where the poverty rate is at least 30 percent, despite the fact that nearly 60 percent of the neighborhoods in Gary suffer from high poverty. The spatial distribution of child-related and social welfare organizations in Lake County suggests that most low-income neighborhoods are underserved.

Community development groups are fairly well represented in the distressed neighborhoods of Gary. Other groups that target their services to low-income residents, such as community development, homeless services, and literacy programs, also are located in the northern section of the county. Only four of these nonprofits are located outside of Gary or its surrounding suburban community (see map 7).

Community development organizations are particularly prevalent in low-income areas of Gary. Of the 18 community development organizations in Lake County that could be mapped, six are in Gary. These groups are either sited in, or are adjacent to, high poverty areas and potentially can serve as resources for building community capacity.

Interestingly, two of the three homeless providers that could be mapped are located outside the city of Gary and in areas with low to moderate poverty rates. Although we cannot determine the exact nature of these programs from the available data, they do not seem to be physically located in areas where homelessness might be high.
These findings suggest that the spatial fit between the location of nonprofits that target low-income residents and economic need varies by the type of services offered. Further information about the programs and capacities of these organizations is required to determine how to enhance their services.

Only two nonprofits in Lake County were identified as promoting citizenship and these are located in socially and economically disparate neighborhoods. As shown in map 8, the two organizations in Lake County that focus primarily on citizenship issues are located in the northern section of the county, but in neighborhoods that differ markedly by social and economic indicators. One organization—the Hammond Development Corporation—is sited in a predominately white, middle class neighborhood in suburban Lake County. The other group—United Citizens of East Chicago—is located in an overwhelmingly black neighborhood in Gary, where the poverty rate is roughly 64 percent and the median household income is $5,000.

The differences in neighborhood conditions point to the difficulty in explaining the locational decisions of nonprofit organizations that provide seemingly similar services. Both organizations appear to be closely aligned with community development work and may be working to improve the physical and economic environment of their areas as well as the social capital of local neighborhoods. Unfortunately, there was no information available about the budgets of these two organizations or their program activities from which to make further assessments or comparisons.
Conclusion

Although socioeconomic indicators show that Lake County is a community with geographic areas of deep poverty and substantial need, it also has the rudiments of an active civic infrastructure. Nine out of ten residents contributed to local charities in 1998, and three in five residents did volunteer work (PSRA, 1999). Despite the strong degree of philanthropic behavior in the community, most residents feel that their neighbors ought do more to overcome local problems. More than 80 percent of residents believe that people’s lack of involvement in efforts to improve community life is a problem (PSRA, 1999). More than half considered it a “big” problem. Thus, perceptions of citizen apathy, coupled with general dissatisfaction with the quality of life in community, suggest that local problem solving initiatives will need to combat local cynicism in order to succeed.

The nonprofit sector provides fertile ground for building civic engagement in Lake County. Although the sector is relatively small, two-thirds of the nonprofits that primarily work in the Foundation’s seven program areas are fiscally healthy. Nevertheless, the spatial mismatch between the location of nonprofit organizations and community needs should be more closely assessed. Despite the stark concentration of poverty in Gary, many nonprofit organizations are sited in the surrounding suburbs, where neighborhood conditions are often better. It is not known from these data whether these groups are supplying goods and services through mobile units to the poor, inner city neighborhoods of Gary, but the ability of low-income residents to access services may be hindered by these locational patterns.

Not all groups in Lake County are sited away from community need, however. Nonprofit educational providers and groups focused on children and youth services appear to be located in areas where there are a large number of children, but these areas also are
composed largely of moderate and higher income families. Services for lower income neighborhoods are distinctly lacking. Only a handful of groups, such as the United Citizens of East Chicago, are located in the neediest neighborhoods of the county.

The greatest need for building a civic infrastructure appears to be in the city of Gary. Residents cite crime, drugs, and violence as the biggest problems facing the city, along with unsupervised children and teenagers, and abandoned or run-down buildings (PSRA, 1999). Addressing such concerns can be a formidable task, but many of the Foundation’s program areas can be tailored to meet the challenge.

Understanding the geographic location of community-based organizations is a helpful starting point for developing a community building strategy. It provides a basis for identifying the potential resources that exist in the community and their geographic proximity to local needs. Additional information is needed, however, on the program content and organizational structure of these community-based groups to understand more fully their ability to address community needs. The exploration of these issues and further dialogue with community residents can help formulate the next steps in a community building strategy for Lake County.
Map 1. Percentage of People in Poverty by Census Tract in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 2. Percentage of African Americans by Census Tract in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 3. Locations of Community-Based Organizations in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 4. Locations of Arts and Cultural Organizations by Median Household Income in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 5. Locations of Nonprofit Education Providers by Number of Children Per Square Mile in Census Tracts in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 6. Locations of Child-Related and Social Welfare Organizations by Percentage Living in Poverty in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 7. Locations for Other Services for Low-Income Residents by Percentage Living in Poverty in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Map 8. Locations of Groups Focused on Citizenship by Median Household Income in Lake County

Source: Center on Nonprofits and Philanthropy, The Urban Institute
Note: Census tracts are roughly equivalent in population size.
Appendix A. Research Methodology and Technical Documentation

The statistical information used in this report was compiled from a number of sources. A brief description of the data and the methodologies used in writing the report is provided below.

Data Sources
Two types of data were used to document the organizations and social and economic conditions of four communities in which the Knight Foundation provides grants. These communities include Lake County, GA; Lake County, IN; Summit County, OH; and Philadelphia, PA. First, CNP collected sociodemographic and economic data to understand community characteristics, such as income, poverty levels, and age of the residents. We also gathered organizational data to document the size, scope and location of the nonprofit and selected for-profit and public organizations in these communities.

Sociodemographic and Economic Data
These data were obtained from the 1990 U.S. Bureau of the Census. The decennial census is the most complete (and sometimes only) source of data to examine sociodemographic and economic features of small geographic areas. These data were used to construct maps that reflect a variety of sociodemographic and economic patterns across the communities at the census tract level.

Organizational Data
An important goal of this research was to create a timely and usable database on which the Foundation could draw information on organizations in the four communities. Thus, the Organizational Database was produced in an ACCESS format to allow CNP and the Foundation to identify various types of groups operating in the four areas. This Organizational Database included three key components, including data files of community-based organizations, schools, and selected for-profit and public agencies that may operate as institutional amenities or disamenities in local neighborhoods.

Community-Based Organizations.
The dataset of community-based groups was compiled from several sources. CNP used the 1996–1998 IRS Return Transaction Files (RTF) as a starting point in the development of this data file. These files contain roughly 35 financial variables for all 501(c)(3) organizations that file Forms 990 with the Internal Revenue Service (IRS), and represent the primary sources of organizational and financial information on nonprofit organizations in the United States. Because no single source of information can capture all of the nonprofit organizations in the four communities, we combined several sources of data with the RTF data to build a more representative picture of the number, size, and types of nonprofit organizations located in these counties.

But nonprofits with less than $25,000 in gross receipts are not required to file a Form 990 with the IRS. Therefore, CNP collected data from four additional sources to include in the database as many organizations that would potentially fall below this threshold. We obtained lists of grantees from the local United Way chapters in each of the four counties. Included in these lists were basic geographic information for United Way grantees, as well as
descriptions of their programs and services. More specifically, we obtained information from the United Way of Lake County 1999 Campaign Brochure and their website, www.uwlake.org; the 1998 Lake Area United Way Annual Report and campaign brochure; and the website and 1999 Campaign Brochure of the United Way of Southeastern Pennsylvania’s (www.uwsepa.org). We also received the Agency Programs Database from the United Way of Central Indiana.

We also added community-based groups to the database from the Unified Database of Arts Organizations. This dataset was produced through the collaborative efforts of the National Endowment for the Arts, the National Assembly of State Art Agencies, and the National Center for Charitable Statistics at the Urban Institute. The Unified Database of Arts Organizations was compiled from IRS data sources and State Art Agencies’ mailing and grantee lists.

Because religious congregations are not required to file the Form 990 with the IRS, the majority of faith-based groups are not included in the IRS Data. Therefore, CNP also used the 1997 PhoneDisc CD and a list of congregations in the four areas from the American Church Lists, Inc. (www.americanchurchlists.com), to supplement the Organizational Database. The PhoneDisc CD allows users to search for businesses by their Standard Industrial Classification (SIC) codes and limit these searches by geographic area. The SIC code, 866101, defined as “Churches, Temples, and Shrines” was used for this analysis. Data from the American Churches Lists, Inc., includes basic, descriptive information on congregations in the four communities.

Finally, we added to the organizational database information received from the Knight Foundation on its grant applicants in the four communities. Included in the database is grant application and recipient information, as well as data on organizations that had their grant applications rejected.

**Schools.**
Primary and secondary schools are important elements of civil society. In addition to providing educational opportunities for local youth, they also serve as meeting ground for local civic organizations and residents. Thus, a second data file in the Organizational Database contains information on elementary and secondary education schools in the four communities. We extracted these data on local schools from the Common Core of Data 1993–1994. This database provides a complete list of public elementary and secondary schools in the country. It also includes information on the number of students per grade, number of student by race/ethnicity, number of students eligible for free lunch, and the number of full-time classroom teachers.

**Selected For-Profit Organizations and Public Agencies.**
Organizations coexist in local neighborhoods, but often work for different community or individual goals. Some for-profit organizations and public agencies have goals that tend to foster community capacity and growth or provide goods and services to local residents that assist in economic independence, while others engage and activities that may promote the social pathologies that plague local communities. The former group is labeled as institutional amenities, and includes firms such as groceries, banks, transportation services, libraries, police and fire departments, and libraries. The later set of organizations is identified as
institutional disamenities, which include bars, liquor stores, pawn shops, and massage parlors.

The Foundation expressed an interest in understanding the breadth of these institutional types in the four communities. Thus, we used the Dunn and Bradstreet Market Place CD, 1997, to extract nearly 6,000 businesses in the four counties that serve as institutional amenities or disamenities in local communities. The Dunn and Bradstreet database allows for the identification of businesses by industry and area. The extract from Dunn and Bradstreet provides a third data file in the Organizational Database.

**Database Construction**

Nonprofit data from the IRS Return Transaction Files were combined with the organizations obtained from the United Way organizations; congregations from the Phone CD and American Church Lists; arts and culture organizations from the Unified Arts Database; and grant applicant information from the Knight Foundation to create the Organizational Database. After data from sources were merged, they were checked for duplication and corrected for consistency. The resulting database contained community-based organizations, schools, and for-profits and public agencies.

Using the National Taxonomy of Except Entities (Core Codes), CNP classified the community-based organizations by their organization’s primary purpose. The NTEE is a mixed notation classification system that consists of 26 major group categories and 645 subgroup categories. The codes reflect the types of activities conducted by nonprofit organizations. Several organizations, such as the Foundation Center, the AAFRC Trust for Philanthropy, and Philanthropic Research, Inc., use NTEE in their reports and publications to provide comparability among data collection systems. Using the NTEE system, we also classified the community-based organizations along the Foundation’s seven program areas, including arts and culture, children and social welfare, citizenship, community development, education, homelessness, and literacy.

To examine the relationship between socioeconomic characteristics of the four areas and their community-based resources, CNP prepared the database for geographic mapping. Working from street addresses, we “geocoded” each organization (that is, it was assigned a longitude and latitude code) through a computer software mapping program. This procedure allows us to plot the location of organizations on the maps that are presented in this report.

Not all organizations, however, can be geocoded. Some groups reported addresses that could not be located; others provided post office box information that cannot be mapped accurately with spatial software. To address this problem, CNP mailed a survey to organizations for which geographic information was missing in the database of organizations. These were organizations that had Post Office boxes instead of street addresses. 500 organizations were surveyed to obtain their street location. We achieved a response rate of 36.6 percent (183 organizations). There were 36 cases where the survey was returned as “Return to Sender;” these cases were deemed as dead organizations and deleted from the Organizational Database. After processing the survey information, approximately 92 percent of groups in the Organizational Database could be mapped using spatial software.

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4 For more information on the construction of the NTEE system, see Stevenson et al. (1997) *State Nonprofit Almanac 1997: Profiles of Charitable Organizations* and [http://nccs.urban.org/ntee-cc/index.htm](http://nccs.urban.org/ntee-cc/index.htm).
Bibliography


