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Coalition Formation: Governmental practices to resolve social issues

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COALITION FORMATION: GOVERNMENTAL PRACTICES

TO RESOLVE SOCIAL ISSUES

By

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CHAPTER ONE

Introduction

Small groups have formed to resolve social issues since the beginning of time. It is the village concept where activists meet in the center of town to discuss a concern and together work toward a solution to a problem. This is represented in the town of Plato's Republic and how they handled its dilemma with Socrates disrespect and disruptions to their way of ruling/ their culture. People met at a central location, discussed the issue, agreed on a solution and, together, enforced the resolution. Thus, first governments used groups to find solutions to community problems (Bell and Smith, p.1). Citizens coalescing to discuss, plan, and implement change to better their condition and their community has always been one of the most prevalent ways Americans have resolved issues. Building coalitions within one's community enables concerned individuals who "can't do everything" to work collectively to positively affect the lives of youth and their family (Archer, Cripe, and McCaslin, p. 1). Forming coalitions have potential outcomes that can improve the quality of life, public safety, economy, citizen well being, and government capacity to be effective, accountable, and supportive of group efforts (National Crime Prevention Council, p.1). In essence, group activity is more effective and efficient by combining monetary and human resources to reach a common goal.

There are a variety of definitions for the term coalition. For the purposes of this paper, a coalition will be defined as a diverse group of people representing community agencies that share a common interest in a particular issue and offer their resources to provide for the coalition "on an ongoing basis" (Peterson-del Mar, 1994). This definition is most appropriate because it demonstrates a continuous working relationship which best

describes that of state sexual assault coalitions. Coalitions and their members work in an interdependent way in that they are both concerned with their individual outcomes and the outcomes for the other groups (Kahan and Rapoport, 1984). They are a group of concerned citizens and professionals collaborating to create social change. They are a source of political power because they collaborate across agency, department, disciplines and governmental boundaries. The literature suggests that it is much easier and quicker for coalitions to accomplish community solutions than for individuals or single agencies to attempt it with minimal resources (National Crime Prevention Council).

The traditional fragmented approach of accomplishing tasks has changed more now than ever with increased pressure from the national government strongly "encouraging" federally funded statewide programs to build coalitions and collaborate to provide a greater service for their community (Tanya Williams, 1999, personal interview, and Senate Appropriations Committee, 2000). As stated by the Violence Against Women Office, a federal government entity created as a result of the Violence Against Women Act, "States must demonstrate a Statewide commitment to coordinate and integrate law enforcement, prosecution, and judicial efforts, as well as victims services, in the prevention, identification, and response to cases involving violence against women" (Violence Against Women Office, p. 3). In addition, establishing statewide councils and coalitions were a component of approved implementation plans for the "Violence Against Women" grants program (The Urban Institute, 1995). This notes a change in trend regarding government influences to build communities and work toward a comprehensive resolution to sexual violence.

Coalitions bring together a variety of people and agencies to resolve or decrease conflict regarding safe schools for children, crime prevention, health promotion, safe sex or a citizen's review board over police departments. There are many coalitions developed to decrease the incidences of violent behavior within a community. The state sexual assault coalitions are an example of this. Their fundamental purpose is to decrease the incidences of sexual assault/ violent behavior. The state sexual assault coalitions are a mixture of governmental and private agencies and individuals that work with programs, provide resources and services related to sexual assault; be it rape crisis center, hospitals, or other non-profit agencies. Together they work in their communities and across state and territorial boundaries to combat stereotypes, provide victim services, and education and prevention information to millions of people every year. These coalitions have been forming over the past 30 years, now with each state, province, and territory aligned with the United States having a representative agency involved with the state sexual assault coalitions. These coalitions differ from others in that they are working to resolve an issue that has not been fully accepted by American society as a violent behavior or criminal activity-not defined until the seventies.

The purpose of this paper is to examine the relationship between statewide sexual assault coalition formation and the federal government. The federal government has a reputation of influencing states and local communities to prioritize their special interests by providing financial support through grant funding and human resource needs as well as facilities. It is my assumption that the federal government has provided additional funding opportunities through a variety of grant programs to those organizations that coalesce, or to states that have a statewide coalition. It is also my assumption that the

federal government has made it clear through its various departments that in order to continue receiving federal funding for programs, coalitions must be formed in an effort to meet the needs of the entire state including rural and underdeveloped communities.

According to Tanya Williams (1999), the former Sexual Assault Program Coordinator for the State of Nevada, the State of Nevada as well as four other states were "encouraged" by the U.S. Center of Disease Control and Prevention to form a statewide coalition to combat and address the comprehensive issues regarding sexual violence. This coalition was designed to be inclusive of agencies that work with sexual assault, child sexual abuse, molestation, and statutory sexual seduction. In essence, the federal government had influenced the development of a statewide sexual assault coalition. Did the federal government influence the development of most statewide sexual assault coalitions? What role did the federal government play in the formation and maintenance of state sexual assault coalitions? Has the federal government set a precedent for states receiving federal aid to provide educational, intervention, and prevention services? These questions will be discussed in this paper in order to provide some insight regarding the influence of governmental practices to resolve social issues.

According to Stevenson (1985), very little empirical research has been done to evaluate coalition effectiveness. Social psychologists and political scientist have investigated coalitions as triads in controlled laboratory environments focusing on the amount of resources members had to contribute, and on the small, zero sum implementation of policies through legislative coalitions. They found that the more interdependency and scarce resources the group has, the greater the coalition will be active (Stevenson, 1985). With state sexual assault coalitions, the significance of

interdependency may not be as essential as coalitions, in general. Coalitional activity

may be based on adhering to funding administration. A survey was designed to provide

insight regarding the federal government's impact (financial) on coalition formation.

This study will provide additional research on state sexual assault coalitions. Most of the

current research recognizes general health promotion, disease, and crime prevention

coalitions. None of the research is specific to sexual assault, an issue that includes all of

the aforementioned types of coalitions.

As the social illness in this country worsen, such as increased youth delinquency

and childhood malicious criminal behavior, the nation will have to look toward

interdisciplinary, multi-agency coalitions for assistance to increase safety within the

communities. As this has occurred in recent times, there is a need to develop a model for

effective and efficient coalition formation. This study will explore the developmental

experience of state sexual assault coalitions and their relationship with the federal

government.

Chapter two will identify authors and their research findings in organizational

development. It will include a model of coalitional development, which is used as a

guide in this study.

Chapter three will discuss the methodology used to gather information for this

project. It will depict the experimental tool developed to assess data from statewide

sexual assault coalitions, as well as the formulation of the questionnaire, the purpose of

selected participants (the population), its distribution, and the ratio of responses.

Chapter four will provide the findings of the questionnaire as well as essential

comparisons of the results of the measurement tool and the literature review. Charts will

be used to better depict the comparison of certain issues. In essence, this chapter will

provide a summary of data results.

       Chapter five will be the summary and recommendations to the problems

encountered with this project.

CHAPTER 2

Literature Review

This chapter will explore the information available by other researchers. It will identify authors and their research findings in organizational development. In addition, it will include a model of coalitional development, which is used as a guide in this study.

There are many models of organizational development having components and important factors in developing an effective team. Cohen et al (1991) have developed an eight-step guide to building effective coalitions. The steps include supporting and building coalitions to conserve resources; reaching larger portions of a community; and accomplishing large scaled objectives and having greater credibility than that of a single organization. It also includes providing a forum to share information; providing a range of advise and perspective to the lead agency; fostering personal satisfaction and enhanced understanding of one's job; and fostering cooperation between grass roots efforts and the diverse sectors of large organizations (Cohen, p. 5-6). Other authors offer a framework with process and contextual factors that directly influence the effectiveness of an organization. These factors entail connectedness, history of working together/ customs, political climate, policies/laws/regulations, resources, and catalysts (Bergstrom et al, p.12-14). In both cases, the authors have established a theory or a process in which to develop and maintain effective coalitions. However, questions remain unanswered such as what organizational behavioral norms influence the purpose and termination of a working group? What is the organizational process of a community coalition? Helligriel et al (1998) answers these questions as he conceptualizes the five stages of development. The stages forming, storing, norming, performing, and adjourning are general and can be

applied to small and large organizations with various purposes and assignments. This
model of development enables other concepts of group dynamics to be incorporated to
fully comprehend the impacts of coalition development. The following section will
address each stage of this model.

Forming

The first stage, forming, focuses on defining and understanding group goals and
developing procedures to perform tasks. Having an understanding of leadership and
knowing individual's roles are critical at this stage. Effective leadership includes
motivation, understanding, experience, and ethical behavior. It is important for leaders of
the coalition to increase awareness, empower others to get involved, and effectively lead
with a nontraditional style. It is also imperative for leaders to demonstrate behavior that
reflects competence, acceptance of change, agents of change, and is ethical. Leaders
should accept failures along with successes. They are the thinkers and the doers
(Woyach, 1992). They are also responsible for creating an environment conducive to
production and innovation. An effective leader is one who articulates the vision and
formulates objectives; unites behind group tasks and rewards; empowers, monitors, and
intervenes; explores, commits, and implements; reflects, evaluates, and processes; and
serves as the glue that links the organization together (Tjosuold, 1992, p. 110).

In order to connect resources, fraternal, civic, and professional associations,
businesses, and special populations, coalitions recruit representatives from various groups
such as criminal justice, human resources, education, health, safety, and quality of life
(National Crime Prevention Council, p.2). How to recruit members is just as important as
which people to recruit because the members are the workers that ensure the ideals of the

organization are upheld and communicated to the community. The following table

(Table 1) depicts "ten sources of power that coalition builders may use to influence

potential recruits" (Varney, p. 49). It lists the key sources of power within a coalition. It

also provides an elaborated statement of each element to further understand coalition

power.

Table 1 Ten Sources of Power in Coalition Building

Note: Taken from "Sources of Power in Coalition Building" by Watkins and Rosegrant (1996).

Compatible Interests	the ability to identify and build upon compatible interests with potential allies;
Alternatives	the existence of attractive alternatives for the coalition builder;
Carrots and Sticks	the use of threats and promises to obtain the support of other parties, or to neutralize them;
Information	the ability to control communications among potential allies and adversaries, and to use confidential information to shape their perceptions;
Framing	the ability to fashion persuasive arguments that evoke specific interests to gain support;
Deference	use of people's deference to experts, authority figures, role models and group pressure;
Obligation	use of people's obligations for past favors to secure support;
Commitments	use of people's desire to appear consistent and t live up to public commitments;
Relationship Networks	use of networks of relationships to build bridges to potential recruits or to identify pressure points in chains of authority; and
Sequencing	Approaching potential allies in some sequence that increases the likelihood of success in recruitment.

When starting a new team there are two things to do, learn from other teams and

understand how people work together. Keep in mind the structure and size of the team;

physical surroundings; goals; tasks; group norms; leadership; individual team member

behavior; reward and punishment; trust; conflict; and change (Varney, 1989, p. 112).

To build a productive team, the environment must be conducive to the work type and load for the people-it must be created intentionally. Varney (1989) suggests that information should be shared because it builds trust. In addition, problem solving should be handled as a group process to produce the best answers, and it enables the team to be open and flexible to ideas and future changes (p. 118-122).

Power, leadership, and collaboration are traits in effective coalition formation. Because political action groups require equal ownership in a coalition, members must do more than simply cooperate with others within the steering committees (Allen, 1994). "Collaboration is a process whereby two individuals or groups work together for a common goal, a mutual benefit, or a desired outcome" (Allen, 1994). Allen (1994) suggests it requires "trust, respect, openness, active listening, clear communication, and risk taking." To achieve equal ownership in coalitions' objectives, members should come to a consensus for the mission and vision of the organization. They must work together to achieve success through consensus.

Effective collaboration is needed to create and maintain a coalition. It is essential for the organization to have a clearly defined structure that fosters group interaction, cooperative leadership roles and styles, conflict resolution skills, understanding group terms, common respect, and flexibility. "An unencumbered system has clear lines of authority, flexibility, in allocation of funds, clear mandates, and distinct policies and procedures which will facilitate collaborative efforts" (Allen, 1994). Having a shared interest in the group and team building makes collaborative efforts much easier to obtain.

If these are the necessary tools in creating an effective coalition, then these characteristics will manifest themselves in the organizational behavior by having

"administrative support for shared-decision-making, an organizational philosophy which encourages integrated or multi-disciplinary efforts, leaders ready to restructure with enthusiasm for change, recognition of the interdependence of organizations in society, a past history which is collegial, availability of financial support and time for skills training, and opportunities to develop collaborative efforts" (Allen, 1994). Increasing collaborative efforts within the group and having effective leadership provide power for the coalition to influence necessary officials to achieve their goals. This influence gives the coalition authority when addressing the issues at hand.

In addition, the political climate and the working relationship among the coalitional members can impede the progress of the coalition. These two factors are also very critical and can impair the productivity of the organization. When the political climate is in disarray, or people are obligated to work together, they tend to spend the majority of their effort 'evening up the score' then accomplishing desired group goals. How a coalition handles these two affairs will affect their potential outcomes (Bergstrom et al, p. 16).

Storming

The second stage is storming, the conflict stage. Conflict can arise due to work behaviors, goal priorities, task-related guidance, unclear responsibilities, and the direction of the leader. Eventually hostility is expressed, leadership roles are contested, and members withdraw or isolate themselves from the organizational process. These barriers can prevent the group from accomplishing goals (Hellriegel et al, 1998, p. 237). The conflict may be interagency, where the goals and priorities of the coalition do not coincide with the priorities of the agency. Issues of responsibility and accountability are

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also pertinent in that the group expects and depends on others to do their part. One of the

essential purposes of developing a coalition is to work together to achieve common goals,

and if delegation of duties is poor and trusted persons do not accomplish their tasks, the

coalition will be dysfunctional.

Leadership also plays a major role in this stage because it is essential that the

leader(s) have that ability to recognize, manage, and resolve conflict within the group

(Bolman and Deal, 1997). Multiple agencies with diverse philosophies and personalities

coming on one accord to accomplish any task will be difficult. To reduce some of the

chaos having agreement through a discussion about tasks provides understanding of how

things will be accomplished and also allows the assignee to take responsibility to

complete their assignment.

The storming stage expresses the underlying assumptions of the organizational

culture. Any controversy associated with the organization will erupt during this stage of

development. If the members of the group were forced to form through federal funding

influences, this controversy may be discussed at length including the effects it has on

each member and member organizations of the coalition. Another example of conflict is

the underlined assumption that a state sexual assault coalition will work to decrease the

incidences of sexual assault for all persons. Dissention would be exacerbated if the

coalitions did not address child molestation or adult male rape because individual goals

would be ignored. The coalition expressed their beliefs and values allowing one to

assume that the organization would-at some point- do what is expected (Ott, 1989). The

organization would be discredited if it refused to serve an underrepresented,

discriminated population.

There are many potential barriers coalitions experience while attempting to achieve a common goal. In discussing the three basic elements of effective coalitions, problems may arise. Jackson and Maddy suggest that "turf protection and mistrust, slow decision making, limited resources, diverted resources from priority issues, an assumed position contrary to policy and decreased level of cooperation among collaborators during crisis" are key contributors to ineffective behavior of the group (Jackson and Maddy, p. 2). Even the most efficient groups may encounter barriers that impede the effectiveness of coalitions. Of all potential barriers, turf issues and "rigid funding streams" appear to be the most significant (O'Brien, 1997, p.1)

According to Peck and Hague, "turfism" is a natural manifestation of relationships and a lack of resources. When groups join because of shared interests, they enter a formal or informal agreement to exchange resources, thus create overlapping domains, turfs, and territories (Peck and Hague, p.1). When conflict arises, relationships are threatened and individuals resort to "defending" their domain. They fear the loss of their personal resources and perceive that there is an imbalance of power. In essence, power is the premise for which turf battles exist. To resolve a turf battle the authors suggest that it is essential to determine if the conflict is, related to tasks or related to "socioemotional or interpersonal relations" (Peck and Hague, p. 4).

Turmoil will arise when agencies, already stretched for funding, must compete within the coalition for resources. It is also difficult when interpersonal conflicts are not addressed because member organizations are working under the direction of a funding agency. Issues of confidentiality, respect, and revenge become an issue and are

personalized. In addition, poor leadership, ineffective goals and objectives, and

members' roles not clearly defined can create havoc.

Norming

The norming stage is where behavior is normalized through sharing of

information, accepting different opinions, and making decisions through compromise.

These components can be symbolized and influence the norming process by establishing

behavioral norms. Symbols are those elements of the organization that stay consistent

throughout the organizational life- that everyone within and whom communicate with the

organization learn to understand and adapt to. They are the organizational languages,

patterns of behavior, and the beliefs and values of the organization (Ott, p. xi).

Language is used to communicate within a culture, the organizational culture. It

is also significant because it "affects thought patterns and concepts" (Ott, p. 28). Having

shared a common language has proven successful for many organizations. For example,

many state sexual assault coalitions formed primarily because of the discrepancies that

existed within their communities. They were not communicating across agency lines,

thus indirectly negating their organizational goals. Language is most crucial because it

births the other two components of symbolism and because "it can require or prevent

patterns of thought" (Ott, p. 28). "Language is both a product of the culture and a

maintainer and transmitter of it" and because "of its power or influence over thought and

perceptions of reality" (Ott, p.28).

The second symbolic element is behavioral patterns. As the organization reaches

the norming phase of the model, it is imperative to be mindful of what rituals and rites are

established and practiced. The repetition of behavioral patterns "communicate

information about the organization's technology, beliefs, values, assumptions, and ways

of doing things" (Ott, p.36). These patterns inevitably become the norms of the

organization. Ott (1989) defined norms as the "behavioral blueprints for organization

members in general and for people who fill specific roles" (Ott, p. 37). The influence of

language, behavior, and beliefs and values becomes apparent in how the organization

does business, which they include and exclude in the process and what they do and do not

do. For example, Nevada Coalition Against Sexual Violence values inclusion and upon

creation included agencies with diverse backgrounds making a multidisciplinary,

interagency, and multicultural coalition.

Another key element of organizational culture is beliefs and values. Ott explains

that beliefs and values have distinct meanings although commonly used interchangeably.

He defines beliefs as "what people believe to be true or not true, realities or nonrealites-in

their minds. Values are the things that are important to people (including their beliefs)-

what people care about-and thus are the recipients of their invested emotions" (Ott p. 39).

Together they are the "shaping forces and energy sources for language and patterns of

behavior" (Ott, p.40). In norming an organization, symbols will be established through

language, patterns of behavior, and beliefs and values. When an organization is

influenced by an outside 'parent' agency to maintain, the norming process looks

differently. Research has shown that the peer group-those who are in similar situations-

are more effective than a hierarchical approach to managing social change (Bonous-

Hammarth et al, 1996). If conflict in the second stage is not dealt with effectively, it will

norm as a negative non-productive element of the organizational environment (Hellriegel

et al, 1998, p. 238).

<u>Performing</u>

In the fourth stage, team members accept and understand the organizational culture and their roles. The performing stage has set values and normative behaviors have been determined as to what is or is not acceptable. "A team-oriented approach to management is both dynamic and progressive, yielding such benefits as increased performance, improved quality, higher levels of job satisfaction and the release and utilization of the powerful creative forces within each organization" (Varney, 1989, p.1). For several decades group oriented work styles have spread throughout US companies (Varney, p.2). When managing a group such as a coalition it is imperative that the management style be conducive to attitudes of the work teams to be productive, have high levels of commitment, and satisfaction that their talents and resources are used efficiently (Varney, p. 4).

If ineffectiveness or inefficiency alters the norming stage, it will show at this level of development. It will result in challenges with authority figures and leadership styles (Hellriegel, p. 238-239). If there has been a lack of effective leadership, the organization will norm this behavior and the coalition will be ineffective. Thus, the performance of the coalition will be at a low level and their functions will not be as successful. On the other hand, the coalition could effectively deal with unwanted behaviors and develop a new culture, new norms. However, when the organization believes that they are forced to exist, this presence of fear and obedience affects the productivity and attitudes of those involved. The relationship is more as a parent-child than that of an egalitarian type. Some of the members will resent that influence, not allowing them the ownership

required for effective team productivity, and react by doing only the necessary to stay

afloat.

<u>Adjourning</u>

The final stage is adjourning. At this stage, adjournment occurs for many reasons.

Top management can deem the group unnecessary and disband it, or restructure the group

system for a changing environment. Also, team members may resign and end their

commitment to the group (Hellriegel et al, p. 239). People disband coalitions because the

passion and commitment for social problems is no longer as emergent, causing available

funds to reduce significantly. The groups involved can also change priorities and join

with other coalition and work. In addition, inappropriate management of conflict

overtime can build up and cause dissent within the group and then the fighting and

disagreements can run off other members leaving no "group" at all. If the coalition is

program-based, it may be terminated due to a lack of monetary resources. Lack of

commitment and top administrative support can also contribute to the demise of the

organization.

Although this is but one of many models of coalition development, it may be the

most comprehensive in that it includes the impact of social behavior during development.

However, pooling funds together from various groups "across programmatic lines" in a

collaborative effort that enables funds to be "targeted for inclusion are raised and

controlled," having high-levels of leadership, and the role of legislation, can create a

group demonstrative of sustaining the organization (O'Brien, p.2). Without politics, the

organization could loose its essential motivation for developing and disband

unnecessarily.

Several key issues create barriers in maintaining a coalition. When the group fails to inform members about current activities; reward members; retain leaders; reconcile splits over the coalition's direction; and acknowledge unexpected changes, conflict may dissolve the organization. (Smith and Bell, p. 4-5). Consistent conflict such as turfism, lack of ownership, and pressure from the federal government also make adjournment inevitable. Groups cannot survive when constantly in battle. The entire coalition and its concepts and purpose, diminish and the issues at hand are set on a back burner until another innovative and creative leader resurrects the coalition.

In summary, this chapter provided some of the insights related to organizational development. It was an overview of the literature and provided a model of which to guide the study of coalition formation. Looking at the five stages of development as well as the complex components within an organization's developmental process were essential in the literature presented. This sets the stage for exploring the methods used to obtain data from state sexual assault coalitions.

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CHAPTER 3

Methodology

This section will discuss the methods used in this study to determine the

relationship between state sexual assault coalitions and the federal government.

The methodology used to conduct this study involved a personal interview, a

survey, and a study of the literature. The past State of Nevada Sexual Assault Program

Coordinator was interviewed because she was the initiator of the state sexual assault

coalition in Nevada. She was very knowledgeable about this project, and could provide

information regarding governmental influences and community coalition development.

A questionnaire was established to focus the interview on specific areas of interest in the

formation of the coalition. The questions focused on who initiated the formation of the

statewide coalition and why, what was/ is government's role in the coalition such as its

financial relationship, were mandates part of the coalition's existence, and the

effectiveness and barriers the coalition had faced. As a result of the interview, a survey

was developed to gather further data (Appendix A).

There are various ways to assess whether or not there is a relationship between

coalition formation and maintenance and the federal government. Using a survey that

enables participants to answer questions with accuracy and provide additional materials

regarding their coalition was the most efficient use of resources.

Questionnaires have disadvantages as opposed to personal interviews and other

forms of analysis. Participants have the opportunity to not respond to questions and the

lack of personal communications by the researcher enables participants to submit

incomplete surveys. In addition, the use of electronic communication devices also played

a role in survey research when participants are spread throughout the United States and in

national territories. Electronic mail was not adjustable or readable for some participants.

Others had the same problem with facsimile surveys. Postage was used as a follow-up

alternative for those who could not receive an adequate copy electronically.

A pilot test was done with Renata Cirri, the President of the Nevada Coalition

Against Sexual Violence and the Director of Community Action Against Rape-Rape

Crisis Center. She was asked to review the questionnaire and provide feedback. She was

chosen because the researcher had a professional relationship with her through the Rape

Crisis Center, and because she was easily accessible since the Nevada State Sexual

Assault Coordinator had resigned.

The questionnaire was sent to 54 state and territorial sexual assault coalitions

taken from the contact list provided by the Washington State Coalition. This contact list

included the territories of Puerto Rico, the Virgin Islands and Guam, but did not include

the Nevada Coalition Against Sexual Violence (NCASV). After speaking with the

Violence Against Women's Office, I received another contact list that included NCASV,

but it contained different contact information for some of the coalitions. Those coalitions

with conflicting information on the two contact lists were called to confirm mailing

addresses and facsimile numbers. The survey was sent to the director or chairperson of

each coalition via email, facsimile, or direct mail. Information was gathered as coalitions

returned completed questionnaires and other pertinent materials via email, direct mail or

through personal telephone interviews-at their choice.

Of the 54 coalitions, only 11 responded within a 30-day period, the additional 18

responded within 4 months. One of the coalitions did not complete the survey because

they felt that their involvement was inappropriate. The director of the Virgin Islands

coalition stated that they are involved with the state sexual assault coalitions, but they do

not function as a state or province representative in the Virgin Island, they only represent

their community. The survey was re-sent to those coalitions that did not respond to the

first deadline with a letter informing them of an extended deadline (Appendix B). It was

also re-sent to coalitions that did not receive a readable copy through facsimile or the

email. Upon the August 2000 deadline, there was a fifty-four percent (54%) response

rate (Appendix C). Twenty-four (24) coalitions did not respond to the survey (Appendix

D).

Results of the survey will be shown as reported and non-reported data within the

survey. Response bias may have a significant impact on the analysis of certain data in

comparison to the hypothesis. Some did not respond because they did not have the time

to gather the data for the survey. Others did not have the time because they were pressed

with other pertinent assignments. Nonetheless, there are enough responses to develop

some significant analysis. In addition, surveys were analyzed by SPSS and Microsoft

Excel to tabulate comparisons and compute frequencies. Contingency tables and charts

were used to display the information. The data will also be explained using percentages

to the nearest one-percent (1%).

Journals, books, and the Internet provided an essential guide to understanding the

development of coalitions. Much of the research was based in organizational theories of

political power, community coalitions, and federal and legislative documents. Once the

material was collected, it was reviewed to develop a comprehensive perspective of

coalition formation.

CHAPTER FOUR

Summary of Findings

This chapter will discuss the relationship between the information gathered by the 29 responses to the survey and that of the literature.

The survey will be analyzed in four sections. These sections will be composed as identification and history of coalitions, membership, funding, and barriers to effectiveness.

Identification and History of Coalition

The first set of questions was established to identify the coalition and provide historical information about the development of the coalition.

In response to the name and active date of the coalition, seventy-six percent (76%) responded with a name that used the terminology "sexual assault", "sexual violence", or "rape". Twenty-four (24%) responded with a name that included domestic violence. These respondents had formed dual-issue coalitions in their states for various reasons.   Having the state sexual assault coalition merge with or into the domestic violence coalition increases or perpetuates problems with these types of victims programs. First of all, it makes it increasingly difficult to understand that they are two separate issues with a different diagnosis, treatment, and level of acceptance (Jaime Davidson, 1997). For example, a common psychological diagnosis for rape victims is posttraumatic stress disorder. Domestic violence victims are commonly diagnosed with battered woman syndrome (Brown, 1991). Secondly, the two issues are viewed by society differently. Although they are commonly viewed as "family" matters, sexual

assault, also a component of domestic violence, occurs among strangers and outside the victims' home (Jean Nidetch Women's Center, 1997). Finally, having a dual-issue coalition decreases the chance of society fully understanding and acknowledging sexual assault as a violent crime.

These coalitions have been active for the past 25 years with one dating back to 1975. The majority of them, fifty-two percent were formed in the 1980s. Of the twenty-nine respondents, twenty-one percent were formed in the late 70s and twenty-eight percent have become active since 1995.

Few coalitions had more than one agency initiating the development of the coalition. Two-thirds of coalitions reported that their initiating agencies were sexual assault agencies or rape crisis centers. Volunteers, advocates and social service providers initiated coalitions seventeen percent of the time. Coalitions also reported fourteen percent of initiators represented state government departments such as the health department or the attorney general's office.

Those agencies playing an active role in the development of the coalitions were similar to those who had initiated the process of a state sexual assault coalition. Sixty-eight percent of coalitions were initiated and developed by the same agencies. Only twenty-eight percent reported having more than one type of agency involved in the developmental process and thirty-one percent had a different group developing the organization than the initiating group. Diversity of agencies involved in the development of the state sexual assault coalition included attorney general's office, law enforcement, community advocate, rape crisis center directors, domestic violence programs and service

providers, therapists, counselors, social workers, district attorney's office, and health

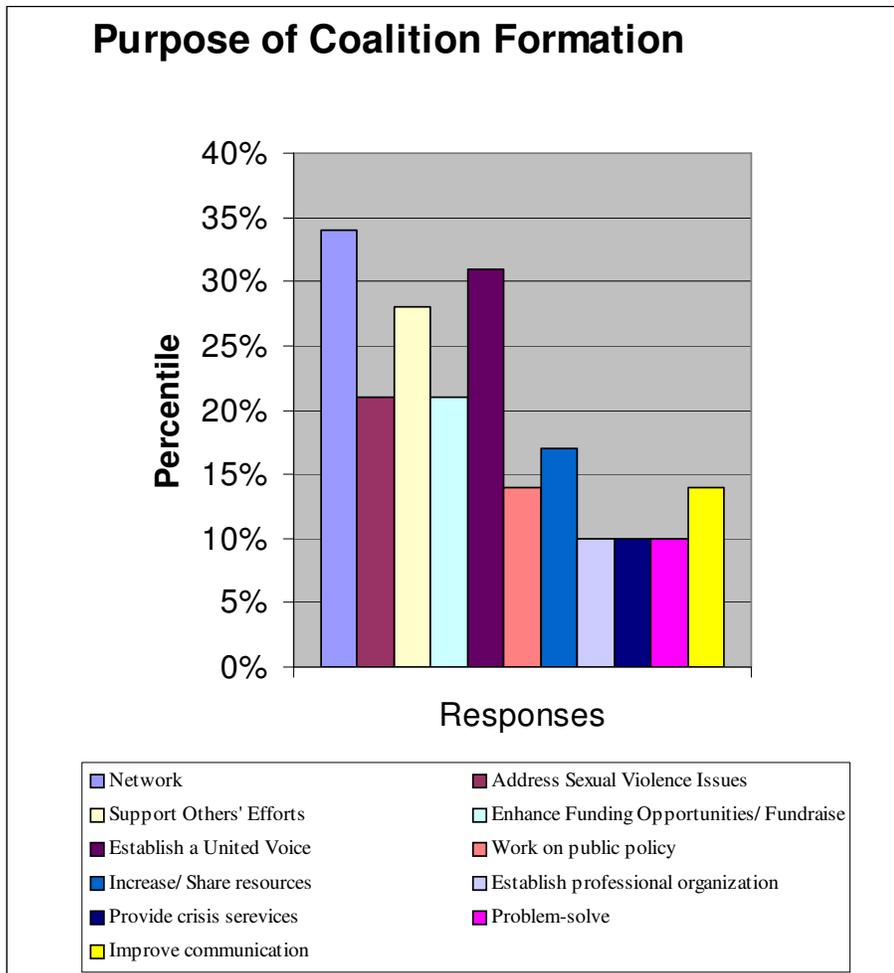professional namely sexual assault nurse examiners (SANE).

This is pertinent because the literature suggests that there is an impact with

ownership and turfism (Jackson and Maddy; O'Brien, 1997; Peck and Hague). When the

same organization that initiates the coalition plays an influential role in the developing

the coalition, surely these issues arise and may play a role in the effectiveness of the

working relationship of organizational members of the coalition (Allen, 1994). Also,

having a multi-disciplinary, multi-agency organization can create difficulty and make it

near impossible to reach a consensus in decision making- too many ways of thinking

works the same as too many voting members.

The literature shows that groups who form without a framework may have

problems developing goals and objectives because individual agendas will supersede

organizational goals (Cohen, 1991; Bergstrom et al; Helligriel et al, 1998). In essence,

groups should use a development model to form a coalition. Forty-five percent of

respondents did not use a model to form their coalition. Thirty-five percent reported they

used a model. Some coalitions formed modeling other coalitions (24%) and others

modeled another group (10%). The remaining twenty- percent did not respond to this

question.

The research shows that coalitions form for various reasons. The most obvious is

to network, improve communications, and secure funds (Bergstrom et al). According to

the responses to the survey, also displayed in Chart 1, twenty-nine coalitions formed for

the following reasons: network (34%), address the issues related to sexual violence

(21%), to support others' efforts (28%), enhance funding opportunities/ fundraise (21%),

and to establish a united voice within the state (31%). As an open-ended question, there

were numerous responses. The majority of coalitions were not developed for traditional

purposes such as improving communications. They developed for non-traditional

purposes such as establishing a united voice and addressing the issues related to violence

against women.

Chart 1 Purpose of Coalition Formation

Purpose of Coalition Formation

Legend:
- Network
- Support Others' Efforts
- Establish a United Voice
- Increase/ Share resources
- Provide crisis serevices
- Improve communication
- Address Sexual Violence Issues
- Enhance Funding Opportunities/ Fundraise
- Work on public policy
- Establish professional organization
- Problem-solve

Part of the assumption based on the literature is that the different agencies joined forces to enhance communication (Helligriel, 1998). This is not necessarily the case with state sexual assault coalitions. When asked why the coalition was developed, only 14% listed "to improve communications".

In essence the following purposes are secondary conditions of networking, but it was listed separately from networking. There was a combination of purposes in developing a coalition that were addressed by few coalitions. Ten percent of coalitions reported that they formed to provide crisis services, problem-solve, and to establish a professional organization.

The literature also suggests that coalition form to address a social issue and attempt to resolve or eliminate it (Bell and Smith; Archer, Cripe, and McCaslin; National crime Prevention Council; Peterson-del Mar, 1994). This is also true for the state sexual assault coalitions. Other purposes for forming a state sexual assault coalition were to work collectively on legislation and public policy (14%) and to increase and share resources (17%).

Membership Composition

The next series of questions dealt with the membership of the coalition, specifically the type of groups involved in the coalition.

When asked to list the types of members within the coalition 93% of the twenty-nine respondents reported that their members were representatives from private non-profit agencies such as rape crisis centers. Nearly half of the coalitions have some part of the educational system involved and about one-third of their membership included either individual citizens or activists groups. Coalitions reported having a combination of

public/ government agencies involved. Forty-eight percent (48%) of coalitional members represented a municipality, 27% were from law enforcement, 34% were health care professionals, and 31% represented a social service agency. According to Peterson-del Mar (1994), diversity and collaborative efforts from the coalitions are the source of political power. In other words, the more diverse the coalition, having such a complex mix of organizational members would contribute to the coalitions' ability to serve its community.

However, when asked to list the number of members and if they represented an agency or government the outlook shifted. Membership ranged from a mixture of individuals and organizational members from 5 to 1070. The average size of a state sexual assault coalition is 117 groups and individuals with the average of sixty-eight percent being active. Of the total membership, forty-eight percent represent an agency and only three percent represent a local, state, or federal government agency. As a coalition that attacks violent criminal behavior, it will in essence decrease the incidences of rape and increase the amount of victims who report the crime. This inevitable result should appeal to those government agencies that are directly impacted by the coalitions. However, there is minimal involvement from this group. This is unfortunate as the research shows that forming coalitions improve the governmental capacity to be effective, accountable, and supportive of group efforts (National Crime Prevention Council). This definitely sets the stage for understanding the type of work the coalition is set out to do as well as some of the common barriers the will experience as a result of having high volumes of agency representation on the coalition. Coalitions work to create

a safer and healthier community and those government agencies that are charged with

providing this service are not partners with nor involved in the coalition.

Funding

In the series of questions that focused on funding responses were not as expected.

When asked if federal funding for organizational members or the state was contingent

upon cooperative/ collaborative involvement with the coalition, seventy-two (72%)

percent reported "no". Federal funding for the state or the organizational members was

not contingent upon coalitional involvement. Only twenty-eight (28%) percent stated

that it was.

More than half (55%) of the twenty-nine coalitions responded to the question that

inquired about the coalitional members receiving federal funding. Approximately half of

the coalitions reported that their members receive federal funding. Coalitions stated that

25-100% of organizational members receive federal funding. This helps prove that there

is some relationship between the federal government indirectly with the coalition through

the coalitional members receiving federal funds and adhering to federal regulations to

receive those funds.

In addition, the coalitions receive 70-100% of their budget from federal or state

grants. Federal funding sources were reported to come from grants through the Violence

Against Women Act Services, Training, Officers, and Prosecutors (S.T.O.P.) grant

program, Prevention and Education Block grant, Center for Disease Control Education

and Prevention, the U.S. Departments of Justice and Health and Human Services,

Victim's Of Crime Act fund, Public Health and Human Services Block grant and Health

and Human Services Domestic Violence Coalition grants (Schwartz, 1996 and Office for Victims of Crime).

The hypothesis was that there was a relationship between the federal government and the forming and maintaining of coalitions through federal funding availability. In essence, there is a strong assumption that the federal government provides funding for states who have coalitions and whose agencies are involved in that coalition. Obviously, there is some federal government influence because they are providing the majority of the funds that allow these coalitions to function. Even with 62% of coalition receiving private funds, those funds only yield a maximum of 20% of their annual budget. It appears that there is a discrepancy in how the coalitions view their members' involvement, yet the majority of members receive federal funds to survive and exist.

Barriers

The final question required coalitions to list barriers to the effectiveness of the coalition. Chart 2 presents some of the common and reoccurring themes reported by the state sexual assault coalitions. The most common barrier listed was lack of funding. The majority of respondents (52%) stated that funding was a barrier for them. Funding was a problem not only because there was a limited amount, but also because of the exclusion and restrictions of its use, and the instability of funding. This correlates to the information provided by a report that stated that creative funding strategies would better assist coalitions in working more effectively and efficiently (O'Brien, 1997). The author suggested that communities suffer because of restrictive funding regulations that do not allow coalitions to accomplish their objectives. .

In addition, it may be common for non-profit organizations to struggle with

funding sources and continuity. Coalition's response indicated that with state sexual

assault coalitions, other barriers interfere the need for funds. Forty-six percent (46%) of

state sexual assault coalitions did not list funding as a barrier for their effectiveness.

However, in general, federal funds keep coalitions alive (O'Brien, 1997)

Chart 2 Coalition Barriers
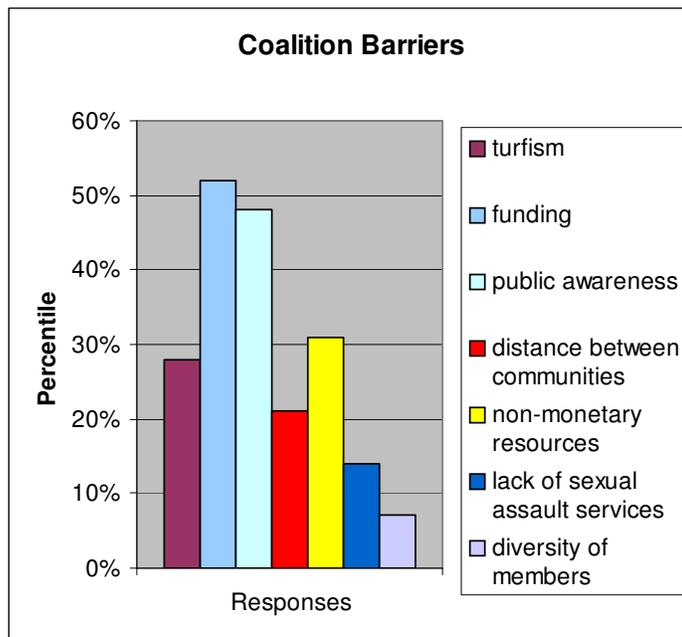
Another pertinent barrier for these twenty-nine coalitions is the issue of public

awareness. State sexual assault coalitions have a difficult time gaining financial security

as do all coalitions created to resolve social ills. However, this problem is compounded

when the general public as well as legislators do not know or understand the complexity

of sexual violence. This complicates their job because they have to educate people on

how to prevent or survive from something few people have acknowledged or will talk

about. Forty-nine percent of state sexual assault coalitions reported that making the

public aware of the critical issue of sexual assault is a barrier that impedes their

effectiveness.

Other common barriers were turfism (28%) and distance between the

communities (21%). Although respondents were allowed to list barriers without pre-

listed ideas on the survey, twenty-eight percent experience turfism as an inhibitor is

significantly low compared to the literature (Jackson and Maddy, p.2; O'Brien, p.1; Peck

and Hague, p.1). In essence, although turfism may be a problem for some coalitions, it is

not as significant a problem as limited and restrictive funding and the lack of non-

monetary resources (O'Brien).

Few coalitions reported that the diversity of the organizational membership and

the lack of sexual assault services were barriers, 7% and 14% respectively. However,

31% listed that they experienced a lack of non-monetary resources such as personnel,

members, materials, and time to work effectively.

This chapter explained the responses of the survey by including relevant

information from the literature review. In summary, the responses provided a clear

picture of issues related to state sexual assault coalitions and how they may differ from

other statewide coalitions.

CHAPTER FIVE

Conclusions

The federal government plays an influential role in the maintenance of state

sexual assault coalitions by providing monetary assistance. According to the responses

of the survey, 90% of state sexual assault coalitions receive from 70% to 100% of their

revenue from federal and state grant programs. This financial support allows these

coalitions to sustain and work to decrease the incidences of sexual assault. The federal

government has influenced states to form the coalition by providing funds. The state

sexual assault coalitions formed to meet a community need whether it was to network or

to enhance fundraising efforts. In most cases, the federal government provided funding

once the coalitions had formed but did not force states to form coalitions, even though

two coalitions stated that their organizational members involvement was encouraged by

federal funding sources.

This study has looked at the formation of state sexual assault coalitions, and has

revealed several issues associated with the coalitions. Initially it shows that state sexual

assault coalitions do not follow the same process of development, nor do they have the

same issues as general coalitions. It also indicates that coalitions need to start putting

more effort in creative funding resources to ensure they will be able to withstand limited

or eliminated government grant-funded programs. Some coalitions rely heavily on

federal funding and if that funding were to cease, they would no longer exist-according to

their budget breakdown. Finally, this study provides some insight regarding the influence

of governmental practices to resolve social issues by relying on state sexual assault

coalitions to not only address the issues, but also to provide crisis intervention,

prevention, and education services.

Regardless of the fact that the various responses to the survey questions appeared

to have discrepancies, I shall therefore accept the null hypothesis; thus, the federal

government did not influence the development of most state sexual assault coalitions.

Recommendations

As a first attempt to explore the relationship between the federal government and

state sexual assault coalitions, there are many remaining questions related to this issue.

For example, have the states made it mandatory for sexual assault service providers to be

involved in the state sexual assault coalition? Does the domestic violence and sexual

assault coalitions have more difficulty meeting objectives because the more societal

support of domestic violence issues as opposed to sexual assault issues? In addition, do

dual-issue state coalitions have less difficulty securing funding? These questions as well

as many others need to be answered and that can only occur when others provide

additional research on this topic.

I believe that follow-up personal interviews with each state sexual assault

coalition would be beneficial and contribute to scholarly research on coalitions. I would

also suggest that a review of federal funding activity compared to the dates of coalition

incorporation would further explain the type of relationship the federal government has

had with state sexual assault coalitions. Other recommendations include an analysis of

state sexual assault coalition without federal funding sources, an exploration of

alternative funding sources and human and material resources, and researching the

variance between single issue and dual issue coalitions, specifically dealing with violence

against women groups. Further studies could analyze the effectiveness of these groups

and determine if they make a positive impact to resolve social issues, namely rape.

Furthermore, I recommend that further research be conducted on the relationship,

financial and otherwise, between state government and sexual assault programs funded

by the states or with pass through funds from the federal government. The federal

government may not have forced the formation of state sexual assault coalitions, but the

states may be the force behind these coalitions receiving organizational member support

and continued federal funding opportunities.

This study set out to explore the relationship between the federal government and

state sexual assault coalitions. In essence, it has opened the door to further research

opportunities related to statewide coalitions. It is imperative that society takes a closer

look into the federal and states governments' relationship with statewide coalitions, and

determines if this ancient form of resolving social issues is effective and efficient. As

victims of violent crimes increase and the American culture evolves with more violent

behavior from children, it is the public's responsibility to learn and act in order to create a

safe, healthy environment for the future. Will continued federal and state funding to

coalitions resolve the critical issue of sexual assault? Maybe. Nevertheless, until we are

sure, we must continue to ask questions and research resolution tactics.

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APPENDICES

Appendix A

State Sexual Assault Coalition Organizational Development Survey

Name of state sexual assault coalition_____

Date coalition became active. _____Month _____Year

What agency initiated the state coalition?_____

Why was a coalition developed?_____

_____

_____

What groups and individuals were involved in developing the coalition?_____

_____

_____

Did you model your coalition after another group? If so, what was the group?

_____

What are the types of members in the coalition? Please check all that apply. (You may attach your membership rooster listing only names of agencies involved and number of members-at-large.)

__ individual citizens __ activists

Government/ Public agencies		Private agencies	Education
__ city	__ elected officials	__ for profit	__ elementary school
__ county	__ law enforcement	__ non-profit	__ middle school
__ state	__ health care	__ financial institution	__ high school
__ federal	__ social services		__ community college
_ non-profit	_ judicial system		__ University
__ for profit			

How many members does the coalition have?_____

How many members are active?_____

How many members are representatives of an agency?_____

How many members are representatives from local, state, or federal government

agencies?_____

What percentage of organizational members receives federal funding?

_____

Is federal funding for organizational members or the state contingent upon cooperative/ collaborative involvement with the coalition?_____

How is the coalition funded? Please submit a percentage breakdown including source of funding and amount or a copy of the budget. _____

Is membership/ leadership representative of state population demographics? __Yes __No

Which groups are not represented (based on age, disability, sexual orientation, gender, ethnicity, race, etc.)? _____

_____

Please attach a copy of your progress reports, if available.

List barriers you have experienced working towards the goals of the coalition.

_____

_____

_____

Additional comments

_____

_____

_____

Would you like a copy of the final paper? __Yes __No

Thank you for participating in this survey!

Appendix B

May 10, 2000

Dear State Sexual Assault Coalitions:

*I am a graduate student at the University of Nevada, Las Vegas expecting to receive a Masters in Public Administration by December 2000. Initially I contacted you regarding a survey and have been notified of several issues that hindered many of you from responding (thanks for the feedback). I must apologize for relying on computer technology, facsimiles and having an unrealistic deadline (changed to **August**).*

My professional paper is titled "Coalition Formation: Governmental Practices to Resolve Social Issues." It will examine issues related to coalition formation, the federal government's role with state sexual assault coalitions, and some of the barriers or politics that prevent coalitions from being effective. If you want a copy of the final paper let me know. It will be approved by November15, 2000.

*In order to prepare a scholarly professional paper, I need your help! I have developed a survey and would truly appreciate you completing it and forwarding it to me at your earliest convenience. Some of the information I am requesting may not be applicable to your organization. For those questions simply write **N/A**. There are also lists that you may submit a copy of such as a membership roster, mission statement, goals and objectives, and your budget, if available. The completed survey may be returned in the following ways:*

Return postage (see enclosed pre-paid postage envelope)
Fax   (702) 895-3492
Email   delshanna@gorebels.net
Mail   UNLV Educational Leadership
*   4505 Maryland Pkwy Box 453002*
*   Las Vegas NV 89154-3002*

Once again, I appreciate your assistance. If you have any questions or would like to discuss your situation person to person, you can contact me at the following telephone numbers; voice mail (702)670-0372; work (702)895-4397; home (702)889-4631 until June 8th; home (702)309-8285 after June 8th.

Gratefully,

DelShanna Jones

Appendix C
List of Statewide Coalitions that responded to the Survey

By State

1. Alabama
2. Alaska
3. Arizona
4. Arkansas
5. California
6. Delaware
7. Florida
8. Georgia
9. Hawaii
10. Idaho
11. Illinois
12. Indiana
13. Kansas
14. Kentucky
15. Maryland
16. Michigan
17. Mississippi
18. New Hampshire
19. New York
20. Nevada
21. North Dakota
22. Oklahoma
23. Pennsylvania
24. South Carolina
25. Tennessee
26. Virginia
27. Washington
28. West Virginia
29. Wisconsin

Appendix D
List of Statewide Coalitions that did not respond to the Survey
By State

1. Colorado
2. Connecticut
3. Iowa
4. Louisiana
5. Maine
6. Massachusetts
7. Minnesota
8. Missouri
9. Montana
10. Nebraska
11. New Jersey
12. New Mexico
13. North Carolina
14. Ohio
15. Oregon
16. Rhode Island
17. South Dakota
18. Texas
19. Utah
20. Vermont
21. Virgin Islands (did not represent territory, therefore could not appropriately respond)
22. Washing D.C
23. Wyoming
24. Guam
25. Puerto Rico