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U.S.-BASED PRIVATE VOLUNTARY ORGANIZATIONS: RELIGIOUS
AND SECULAR PVOS ENGAGED IN INTERNATIONAL
RELIEF & DEVELOPMENT, 1939-2004

Rachel M. McCleary
Robert J. Barro

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ABSTRACT

We have constructed a new and substantial data set from 1939 to 2004 on U.S.-based private voluntary organizations (PVOs) engaged in international relief and development. The universe comprises PVOs registered with the federal government (U.S. Agency for International Development since the early 1960s). PVOs are classified by type among secular and 14 types of religious categories. Classifications were made for the date of founding and in 2004 (or last date of existence). We can therefore examine shifts in classification over time—among religion types and between religious and secular. The data set has information on revenue and expenditure for each year. We distinguish revenue by source: federal, international organization, and private. We distinguish within these sources by grants, contracts, in-kind and cash donations, and so on. We break down expenditure into categories, including a division between international and domestic programs. This data set allows us to track trends in the overall universe of PVOs and by type of PVO in terms of numbers registered, income, expenditure, and sub-categories of income and expenditure. Analysis can now be conducted at the individual agency and aggregate levels for PVOs engaged in international relief and development and registered with the U.S. federal government from 1939 to 2004.

Rachel M. McCleary
Weatherhead Center
1737 Cambridge Street
Harvard University
Cambridge, MA 02138
mccleary@wcfia.harvard.edu

Robert J. Barro
Economics Department
Harvard University
Cambridge, MA 02138
and NBER
rbarro@harvard.edu

Much of U.S. international relief and development work is carried out by private voluntary organizations or PVOs.¹ In the United States, an estimated 41% of overseas development funds are channeled through PVOs, whereas in Japan only 2% and in the United Kingdom 12% of development funds are estimated to flow through non-profits (USAID [2002]). Many U.S.- based PVOs are religious but a larger number in 2004 are secular. In some cases, PVOs founded on religious principles evolved over time to secular status. There is only one case in which a secular PVO became religious.

Parts of our PVO study fit with our broader project on religion and political economy, as summarized in McCleary and Barro (2006). In the PVO project, we will assess the changing patterns among organizations of secular versus religious and among types of religions. The present paper describes the data to be used for this analysis.

Recent data on agencies that register with the U.S. Agency for International Development (USAID) have been distributed by USAID. However, longer-term information—especially before the 1980s—is difficult to locate. This omission is significant because of the important role that U.S. based PVOs have played in international relief and development. The difficulties in finding data reflect the ways in which information was requested, collected, and archived by federal agencies.

¹ The term “private voluntary organization” or “PVO” refers to a non-profit (tax-exempt status) organization that provides charitable social services, such as humanitarian assistance. The term was coined in the early 1970s by John Yulinski, director of the Private and Voluntary Agencies Office of the U.S. Agency for International Development (USAID). Probably because of this origin, the term is usually applied to non-profit organizations engaged in international relief and development. For example, USAID describes PVOs as “voluntary agencies engaged in overseas relief and development.” In its reporting, USAID treats universities as a separate form of non-profit organization. The term PVO is also used by InterAction, which is the largest association of U.S.-based international relief and development organizations. InterAction’s membership, which overlaps to a large extent with USAID’s registry, includes more than 160 PVOs. We prefer the term PVO to “NGO” (non-governmental agency), which can be construed to include for-profit corporations.

We have been working for several years on the construction of a panel data set on revenue and expenditure since 1939 for U.S.-based PVOs engaged in international relief and development. This paper focuses on the description of this data set.

Our universe consists of PVOs registered with USAID and predecessor government agencies—the President’s Committee on War Relief Agencies (1939-42), the War Relief Control Board (1942-46), the Committee on Voluntary Foreign Aid (1946-51), and the Foreign Operations Administration/International Cooperation Administration (1953-61). Using these sources, we have assembled data for fiscal years going from 1939 to 2004, excluding a few years for which USAID reports were not prepared: 1975-1977, 1979, and 1982.² The months applicable to fiscal years vary across PVOs; hence, the assignments of numbers to particular calendar years involve some degree of approximation.

Sources of data, aside from reports of the government agencies, include PVO annual reports, U.S. State Department documents, and Internal Revenue Service documents. PVO revenue break down into federal, other governmental (including international organizations), and private. When the information is available, federal receipts are distinguished by type of program—grants, contracts, freight, food, and property. Dollar values given for in-kind programs, such as freight and surplus food, are based on market values estimated by USAID and other governmental agencies. Private revenue divides among in-kind donations, cash donations, and other revenue. On the expenditure side, program outlays break down into foreign and U.S. programs. Two other categories of spending are administration and fundraising. Table 1, based on the system used in recent USAID reports, shows the categories of revenue and expenditure in

² These years refer to budget periods, not dates of publication.

which the data have been compiled. In earlier years, less disaggregation by category is available.

During the 65 years covered in this study, 1693 US-based PVOs registered with the U.S. federal government. The label “U.S.-based” means that an agency has received 501(c)(3) tax-exempt charitable status with the U.S. government. The organization might have been founded in another country; for example, Save the Children Federation originated in England. Each PVO is classified by date of establishment. When this date could not be ascertained, we classified by the legal ruling year, which tends to be a few years after establishment.

We have established a classification scheme with 16 categories of PVOs—secular, 14 forms of religious, and unclassified. The setup is shown in Table 2. After extensive research—using PVO annual reports, InterAction membership data, and other information—we have been able to assign almost all PVOs to one of the 15 classified categories. The remaining unclassified organizations constitute a negligible part of total PVO revenue and expenditure.

We classified each agency by type at founding and in 2004 (or at the agency’s final year of existence). These designations give some basis for tracking changes over time in the nature of each organization. Overall, we identified 60 cases of changed classification. (Often these changes involve a gradual transition; hence, we do not isolate the particular year of change.) Among the 60 changes, 42 constitute shifts from religious to secular, 17 among religion types, and 1 from secular to religious.³ The largest PVOs to undergo a change are World Vision (shift from Evangelical to Faith-Founded

³This PVO is Conservation Foundation, set up in England to preserve ancient yew trees. Many of these trees were on Anglican owned land, and this fact likely motivated the foundation to switch from secular to Ecumenical Christian.

Christian, with 2004 real revenue of \$388 million), Food for the Poor (Catholic to Faith-Founded Christian, 2004 revenue of \$338 million), Christian Children’s Fund (Protestant to Secular, 2004 revenue of \$85 million), Northwest Medical Teams International (Evangelical to Faith-Founded Christian, 2004 revenue of \$78 million), and Mercy Corps International (Ecumenical Christian to Faith-Founded Christian, 2004 revenue of \$74 million).

For the numbers discussed in this paper, we classified PVOs by type in 2004 or at the agency’s final year of existence. Thus, for example, World Vision is included with Faith-Founded Christian, rather than Evangelical, and Food for the Poor is classed as Faith-Founded Christian, rather than Catholic.

To classify registered PVOs, we used information from PVO annual reports, InterAction documents, and publications from other umbrella organizations and independent “watch-dog” groups. However, many of these organizations rely on self-reporting by the PVOs. For example, InterAction—the largest umbrella organization for U.S.-based PVOs working in international relief and development—does not verify information submitted by member PVOs. Three websites—Guidestar, Charity Navigator, and Ministry Watch—check information submitted to them and have a rating scheme for PVOs. In addition, most PVOs have their own website. We also used the annual membership directories of the National Council of Churches of Christ, USA. When information could not be obtained from these sources, we relied on written histories of PVOs, as well as telephone interviews and e-mail correspondence. In every case, we sought to cross-check the information provided on each PVO.

Financial data collection took place on several levels. For the purposes of determining sources of funds and goods (e.g., gifts-in-kind, federal surplus goods), data were gathered from U.S. government reports, including USAID Voluntary Agencies reports (VolAgs)⁴ and data contained in the U.S. National Archives and the Bureau of Population, Refugees, and Migration. InterAction annual membership directories contain financial data reported by PVOs. We used the archives of the American Council of Voluntary Agencies for Foreign Service (ACVAFS), kept at the Rutgers University Special Collections Department. Private individuals generously provided copies of documents from Private Agencies in International Development (PAID), ACVAFS, and InterAction. Financial data were also obtained from the Evangelical Council for Financial Accountability (ECFA), PVO annual reports, and IRS Form 990 tax-exemption filings. Recent information is available online for most PVOs at www.guidestar.org and on organizational websites.

Table 2 shows that we identified seven types of Christian PVOs: Mainline Protestant, Catholic, Orthodox, Evangelical, Christian Faith-Founded, Christian Ecumenical, and Christian Other. We followed Steensland, et al. (2000) in their classification of Protestant religions in the United States. In the case of the Unitarian Universal Association, we broke with Steensland, et al and coded the denomination as mainline Protestant (following Shibley [1996] and Ammerman [2005]).

With regard to Catholic PVOs, we relied on the Catholic Network of Volunteer Service and the U.S. Catholic Conference of Bishops, *The Official Catholic Directory*. Catholic Relief Services is the only Catholic PVO in our sample that received a portion

⁴ These USAID data for 1986-92 were used by Ribar and Wilhelm (2002) to assess how federal support of PVOs influenced private giving to PVOs.

of its funding directly from the U.S. Catholic Conference of Bishops through an annual national collection in the parishes.

Coding Christian Faith-Founded organizations proved more complicated. We define “faith-founded” as an organization based on religious principles or values but with no formal affiliation with an organized religion. For organizations that identified their religious values as drawn from a particular organized religion, we classified by the type of organized religion; for example, mainline Protestant. For Christian organizations that held that their religious values came from no particular organized religion, we identified them as Christian Faith-Founded. Christian agencies based on at least two specific Christian religions or denominations are classified as Christian Ecumenical. PVOs classified as “inter-faith” are formed by at least two distinct major religious or spiritual traditions; in particular, not all Christian.

Evangelical PVOs are characterized by their doctrine, which emphasizes evangelicalism. As a group, they accept basic tenets—the inerrancy of the Bible and its authority as the sole source of God’s word, the deity of Jesus as Christ and personal salvation through him, and the sharing of the conversion experience with others (Shibley [1996, p 10], Hunter [1983, pp. 32, 35], Quebedeaux [1978, p. 7]). Evangelical PVOs can be humanitarian agencies of denominations (e.g. Adventist Development and Relief Agency), agencies of para-churches (e.g. International Association of Missions and Vineyard Churches), or independent faith-founded evangelical agencies (e.g. World Vision in its initial form). In classifying evangelical PVOs, we referred to membership directories of the Association of Evangelical Relief and Development Organizations (AERDO), the National Association of Evangelicals (NAE), the Evangelical Fellowship

of Mission Agencies, the Intervarsity website for missions (www.urbana.org), the World Evangelical Alliance, and the Evangelism and Missions Information Service's *Mission Handbook: U.S. and Canadian Christian Ministries*.

Our research focuses on U.S. based PVOs that are involved in international relief and development. In order to appear in our sample, PVOs must register with the relevant federal agency, USAID since the early 1960s.⁵ Since a key criterion for registration is orientation toward international relief and development, there is some correspondence between the sample universe and our research focus. However, PVOs differ greatly in the extent of their activities geared toward international programs. Most purely domestic PVOs do not register with USAID—and are, therefore, not in our sample—but some registered PVOs have international activities that comprise only a small part of their overall programs. For example, international program expenditure of the American National Red Cross is less than 1% of total program outlay in many years.

To gauge the extent of international orientation of each PVO, we use data on international and domestic program expenditure. At present, we have these data for 1946-1952 and 1967-2004 (excluding the years of missing USAID reports: 1975-77, 1979, and 1982). We calculated the international fraction of activity (international program outlay divided by total program outlay) for each PVO and year with available data. We estimated international fractions for years of missing data (1939-1945 and 1953-1966) by interpolating or extrapolating the data for each individual PVO.⁶ We then adjusted each dollar item—for example, total revenue—by multiplying by the

⁵ The American National Red Cross is an exception because we included this PVO in our sample (based on its own reporting) even before its registration with USAID in the mid 1980s. We made this exception because the Red Cross was so large in terms of overall revenue and expenditure. However, in terms of international programs, the Red Cross is not one of the larger PVOs in most years.

⁶ We are still searching for the missing data.

international fraction. This procedure gives estimates of the internationally oriented part of each dollar item, such as total revenue. Thereby, we can include in our data set on a consistent basis PVOs with very different degrees of international orientation. We divide each dollar item by the consumer price index (with a base of 1983-84 = 1.0) to measure real values.

Overview of the Data

Figures 1-7 display some important features of the data. We consider first a breakdown of total PVOs by secular, religious, and unclassified. Then we assess the breakdown of religious PVOs (14 types) in terms of the 8 groups that comprise most PVO activity by numbers and dollars: Mainline Protestant, Catholic, Orthodox, Christian Faith-Founded, Christian Ecumenical, Evangelical, Jewish, and Muslim.

Figure 1 shows numbers for all PVOs and for the breakdown between secular and religious. (Unclassified numbers are comparatively small.) The total number of PVOs rose early in World War II from 239 in 1939 to 386 in 1940 and 422 in 1941. Then the number plunged during the war because of the government's efforts to eliminate duplication of programs.⁷ This consolidation reduced the total number of PVOs to 102 in 1946 and 59 in 1948. Subsequently, the number rose in most years, reaching 510 in

⁷ The Neutrality Act of 1939 prohibited certain types of economic relations with countries designated as "belligerent" by the President. As a consequence, all PVOs (except for the American National Red Cross, which had its own charter with Congress) were required to register with the Department of State if they were engaged in relief efforts in the belligerent countries. In 1942, by executive order, the President's War Relief Board was set up to coordinate overseas shipments of relief supplies by PVOs. Registration with the War Relief Board became mandatory for PVOs seeking to operate overseas and to assist refugees. The combination of the Neutrality Act and the War Relief Board gave the U.S. government great power over PVOs. Thus, the government could readily achieve its objective when it wished to reduce the number of PVOs (to eliminate duplication of effort).

2004. Growth was particularly rapid in the late 1980s/early 1990s, when the number increased from 178 in 1986 to 417 in 1993.

The number of religious PVOs was 42 in 1939 (18% of the total), 67 in 1940 (17%), and 61 in 1941 (14%). The number fell during World War II but at a slower rate than for secular PVOs. Hence, the religious fraction increased—the 33 in 1946 and 22 in 1948 were 32% and 37%, respectively, of the total. Through the early 1960s, the relative number of religious PVOs continued to grow—the 29 religious PVOs in 1962 comprised 52% of the total. Then the pattern reversed, with the number of secular PVOs growing faster—in 1983, the 46 religious PVOs were 27% of the total. After a recovery to 34% in 1988, the proportion of religious PVOs declined again to 26% in 1994. Since then, the number of religious PVOs has grown faster than the secular number. In 2004, the 171 religious PVOs were 34% of the total.

Figures 2 and 3 show the breakdown of numbers of religious PVOs into eight main types. In 1940, the composition was 39% Catholic, 22% Jewish, 16% Mainline Protestant, 10% Evangelical, and 6% Faith-Founded Christian. During the war, the biggest change in the relative numbers was the decline in Catholic. In 1946, the distribution was 36% Jewish, 24% Mainline Protestant, 15% Evangelical, 12% Faith-Founded Christian, and only 3% Catholic (with the single agency being the predecessor to Catholic Relief Services). In the post-World War II period, the most striking changes were the rise in Evangelical and Faith-Founded Christian numbers and the relative decline in Jewish numbers. In 2004, the breakdown was 48% Evangelical, 14% Faith-Founded Christian, 9% Mainline Protestant, 8% Catholic, 6% Ecumenical Christian, 5% Jewish, and 2% Muslim.

Figure 4 shows the evolution of total real revenue for all PVOs and for secular versus religious. (The unclassified category is negligible throughout.) During World War II, the pattern of real revenue for all PVOs differed from that for numbers of PVOs because—after 1941—rising real revenue was concentrated among a sharply diminishing number of agencies. For all PVOs, real revenue (1983-84 dollars) increased from \$162 million in 1940 to \$1.4 billion in 1945, fell to \$1.1 billion in 1946 and a low point of \$263 million in 1952, then advanced to \$6.8 billion in 2004. The average growth rate over 65 years (1939-2004) was 5.8% per year.

For religious PVOs, real revenue rose from \$30 million in 1940 (18% of the total) to \$387 million in 1945 (27%), then peaked at \$571 million in 1946 (50%). Subsequently, revenue of religious PVOs fell at a slower rate than secular, so the low point of religious revenue of \$205 million in 1952 represented 78% of the total. Thereafter, religious and secular revenue both tended to increase, but religious revenue typically grew at a slower rate. Therefore, the religious share of total revenue fell to 41% in 1995. Subsequently, this share recovered to 50% in 2004. (Since religious PVOs in 2004 were only 34% by number, the size in terms of revenue of the typical religious PVO was larger than that of the typical secular PVO.) An important part of our future research will be to relate the time patterns of religious and secular PVOs—revenue and numbers—to the U.S. political climate, changes in U.S. and world religious participation, world events such as wars and other disasters, and additional variables.

Figures 5 and 6 break down the real revenue of religious PVOs among eight major denominations. The fraction of total revenue accounted for by Jewish agencies was a remarkable 72% in 1940 (although Jewish PVOs were then only 22% by number).

In 1946, the revenue shares were 60% Jewish, 15% Catholic, 10% Mainline Protestant, 6% Ecumenical Christian, 4% Evangelical, and 3% Faith-Founded Christian. The most striking changes thereafter were the declines in the Jewish and Mainline Protestant shares and the rises in the Evangelical and Faith-Founded Christian shares. In 2004, the percentages of total revenue for religious PVOs were 43% Evangelical, 31% Faith-Founded Christian, 12% Catholic, 6% Jewish, 3% Ecumenical Christian, 3% Mainline Protestant, and 1% Muslim. Other religions (Hindu, Buddhist, Jain, Inter-Faith, and other religions) accounted for less than 1%. Another part of our work will attempt to relate the changes in the religious composition of PVO activity—revenue and numbers of agencies—to changing religion preferences in the United States and the world and to other variables. For example, the relative decline of Jewish PVO revenue relates to the fall in Jewish refugee numbers and the success of the state of Israel.

Reported federal funding for PVOs became significant only in 1950. For all PVOs, the shares of federal funding in total PVO revenue averaged 23% from 1950 to 1954, 58% from 1955 to 1966, 37% from 1967 to 1986, 31% from 1987 to 1995, and 26% from 1996 to 2004. Thus, the high point for the federal share of PVO dollars was reached during the Eisenhower-Kennedy-Johnson years (1955-1966) and has since declined sharply.

Figure 7 shows the evolution of the federal share of total revenue for all PVOs and for secular versus religious. For a few years in the 1950s, federal support favored religious PVOs, in the sense that their share of revenue from federal sources was greater than that for secular PVOs. However, from 1955 to 1966, the federal shares for secular and religious PVOs were similar, with both averaging 58%. The federal share for

religious PVOs fell sharply in 1967 and, thereby, became much smaller than that for secular PVOs. From 1967 to 1985, the federal share averaged 54% for secular PVOs, compared to 29% for religious. The federal share for secular PVOs fell starting in the mid 1980s, and the share for religious PVOs continued to decline. Thus, for 1986 to 1995, the shares averaged 39% for secular and 24% for religious, and from 1996 to 2004, the shares averaged 36% for secular and 15% for religious.

Another way to look at federal support is to consider the number of PVOs that received zero federal dollars. From 1953 to 2004, 38% of PVO-year observations (3638 out of 9652) showed zero federal revenue. The overall percentage breaks down into 34% for secular PVOs versus 45% for religious. In 2004, 41% of all PVOs (207 out of 510) reported zero federal support. The breakdown here was 34% for secular and 54% for religious. These comparisons of federal support for secular versus religious PVOs in recent years may help to explain the Bush administration's efforts to channel more federal welfare dollars through religiously based organizations.

Among religious PVOs, the shares of federal funding in total revenue varied a great deal over time and by type of religion. Catholic usually had the largest share coming from federal sources, averaging 70% from 1955 to 1988 and 49% from 1989 to 2004. (The federal share for Catholic Relief Services averaged 69% from 1955 to 2004.) Ecumenical Christian averaged 65% of its revenue from federal sources from 1955 to 1967 but only 19% from 1968 to 2004. Mainline Protestant was also high early on in its federal share—averaging 52% from 1955 to 1965 but only 18% from 1966 to 2004. Evangelical averaged 34% from 1955 to 1967 but only 11% from 1968 to 2004. The federal share for Faith-Founded Christian was 19% from 1961 to 2004, not counting the

77% average for 1985-86 (reflecting assistance for the famine in Ethiopia). The federal share for Jewish PVOs averaged only 7% from 1955 to 2004. In 2004, there was a broad range in shares of revenue coming from federal sources: 51% for Catholic, 31% for Muslim, 23% for Faith-Founded Christian, 13% for Ecumenical Christian, 7% for Mainline Protestant, 5% for Evangelical, and 1% for Jewish.

We will study in our research how federal funding influences the growth of PVO real revenues—some preliminary results are reported in the next section. We will also distinguish the type of federal funding, such as grants versus contracts and in-kind versus cash. We will similarly assess the role of support received from international organizations.

Table 3, Panels A-I shows the largest PVOs in selected years. The rankings are based on total real revenue, adjusted, as discussed before, for the share of program outlays in international programs.⁸ The years covered are 2004, 2000, 1990, 1980, 1970, 1960, 1950, 1945, and 1940. Each panel shows the 10 largest religious PVOs and 10 largest secular PVOs in the indicated year. The revenues of these top-10 organizations can be compared with the totals for all religious and all secular PVOs—these totals are also shown in the panels.

Figures 8 and 9 use histograms to show the distribution of PVO real revenue by size in two selected years: 2004 and 1980. When related to real revenue on a proportionate scale (the horizontal axis), the size distribution has a familiar bell-shaped appearance that seems to approximate a normal distribution.⁹ If one plots instead the size

⁸ Without this adjustment, the American National Red Cross would be the largest PVO in our data set in most years.

⁹ That is, since the log of real revenue appears on the horizontal axis, real revenue may be roughly log-normally distributed.

distribution of real federal revenue, the main difference is that many organizations receive zero federal dollars. As noted before, in the years since 1953 (where reported federal revenue first appears), 38% of the PVO-year observations are zeroes. We will use these data to study how the extent of concentration of total and federal revenue has evolved over time.

Some statistical findings

Growth of PVOs

We have assessed growth of the sizes of individual PVOs, gauged by real revenue. We have examined how this growth depends on the current size of a PVO (the log of the level of real revenue) and on prior shares of PVO revenue generated from federal sources and from international organizations.

A regression for the annual growth rate of real revenue is¹⁰

$$\begin{aligned} \text{DREV}_t = & -1.55 * \log(\text{REV}_{t-1}) + 0.0448 * [\log(\text{REV}_{t-1})]^2 + 0.116 * \text{FEDSHARE}_{t-1} \\ & (0.14) \qquad \qquad (0.0048) \qquad \qquad (0.058) \\ & + 0.091 * \text{IOSHARE}_{t-1}, \\ & (0.108) \end{aligned}$$

where standard errors of coefficients are in parentheses. The dependent variable—the growth rate of real revenue, DREV_t —is computed as the log of year t 's real revenue, REV_t , less the log of the previous year's real revenue, REV_{t-1} . The regression has 7407 observations between 1941 and 2004 on 974 distinct PVOs. The regression includes fixed effects; that is, separate constant terms for each PVO. Since the estimation uses second lags of levels of real revenue, REV_{t-2} , the sample includes only PVO-year observations for PVOs that reported non-zero revenue in the current and at least the

¹⁰ This panel regression was run with the STATA program.

previous two years; that is, for three consecutive years.¹¹ (The full sample of observations on real revenue is 11524 and on the growth rate of real revenue is 8931.) The mean of the dependent variable for the sample of 7407 observations included in the regression is -0.011; that is, a growth rate of -1.1% per year. The full sample of growth rates—which comprises the 8931 observations with positive revenue in at least two consecutive years—has a positive mean, 0.023.

The variable FEDSHARE is the ratio of revenue coming from federal sources to total revenue, and the variable IOSHARE is the ratio of revenue coming from international organizations (and other governments) to total revenue. The regression shows that the estimated coefficient on the one-year-lag of the federal-share variable is positive and significantly different from zero. An increase in this share by 10 percentage points predicts that a PVO's real revenue growth would rise by 1.2% per year. (The sample mean of the federal-share variable is 0.19, with a standard deviation of 0.27.) Thus, there is some evidence that greater generosity from the federal government tends to promote growth in a PVO's overall activity.

The estimated coefficient of the IO-share variable in the regression is similar in magnitude to that for the federal share. However, the estimated coefficient of IOSHARE differs insignificantly from zero. (The sample mean of the IO-share variable is 0.04, with a standard deviation of 0.12.) Thus, we do not have much evidence about the impact of funding from international organizations on the growth of a PVO's overall activity.

¹¹ The dependent variable, the growth rate of real revenue, depends on the lagged level of real revenue, $\log(\text{REV}_{t-1})$. Consequently, the estimated coefficients of $\log(\text{REV}_{t-1})$ and its square can be biased; for example, if there is measurement error in real revenue. As an attempt to correct for this problem, the estimation uses the second lag, $\log(\text{REV}_{t-2})$, and the square of this second lag as instruments.

The level of real revenue enters on the right-hand side of the regression as the log of the previous year's real revenue, $\log(\text{REV}_{t-1})$. The squared value of this variable, $[\log(\text{REV}_{t-1})]^2$, also enters into the regression. The estimated coefficient of each variable is statistically significantly different from zero. The pattern of a negative linear term and positive squared term means that the estimated effect of greater scale (higher real revenue) on the growth rate is negative when the level of real revenue is small. Thus, at low levels, smaller real revenue predicts higher growth of real revenue. This pattern constitutes "convergence," in the sense that smaller scale tends to generate higher growth and, thereby, larger scale in the future.

Because of the positive coefficient on the square term, $[\log(\text{REV}_{t-1})]^2$, the magnitude of the effect of the level of real revenue on the growth rate diminishes as the level of real revenue rises. At the sample mean for the log of real revenue (a value of 14.2), the net effect is -0.27; that is, an increase in the level of real revenue by 10% tends to reduce the growth rate by 2.7% per year. At still higher real revenue, the net effect eventually changes sign and becomes positive. For example, at the maximum real revenue in the sample (where the log of real revenue is 20.7, corresponding to almost \$1 billion¹²), the net effect is 0.31. This pattern implies that, for the largest PVOs, there is no tendency for increases in size (level of real revenue) to retard the growth rate of real revenue. In fact, there may be a range of very large PVOs where increases in scale tend to generate higher subsequent growth—a divergence pattern that contrasts with the convergence relation found for small PVOs.

Composition of PVO revenue

¹² The value of \$967 million is for United Israel Appeal in 1973, the year of the Yom Kippur War.

A key empirical pattern among religious PVOs (Figures 5 and 6) is the dramatic growth of real revenue for Evangelical PVOs, especially since the mid 1980s. The Faith-Founded Christian group also increases sharply over this period, whereas Jewish organizations show substantial decline. Our preliminary examination of GSS (General Social Survey) data suggests that these patterns cannot be readily explained from shifts over time in the composition of religion denominations or from shifts in religiosity.

The Rise of Evangelical PVOs. Although the GSS data begin in 1972, data that can be used to assess the extent of Evangelical growth start in 1984. Evangelicals appear in the GSS data mainly within the broad group designated as “Protestant” and, to a minor extent, in “other” categories. The fraction of the overall population in the GSS Protestant group declined from 0.64 in 1984 to 0.53 in 2002. (The increases were in no religion—from 0.07 to 0.13—and in religions other than Catholic, Protestant, and Jewish—from 0.014 to 0.067.)

Within the Protestant group, it is difficult to use the GSS data to gauge the extent of Evangelicals from the available numbers on adherence to specific denominations (along with classifications from other sources on which denominations are Evangelical). However, the GSS reports in most years since 1984 the extent to which respondents regard the Bible as the literal word of God—a key belief of Evangelicals. Within the Protestant group, the fraction of respondents with this Evangelical view of the Bible fell from 0.49 in 1984 and 0.47 in 1985 to 0.45 in 2000 and 0.41 in 2002. This pattern suggests stable or falling belief in literal interpretation of the Bible; surely not increasing belief. Thus, the GSS data on numbers of Protestants and beliefs within the Protestant

group do not suggest that the share of Evangelicals in the population rose strongly since the mid 1980s—the period where real revenue of Evangelical PVOs soared (Figure 6).

Part of the increase in the size of Evangelical PVOs, compared especially to Mainline Protestant PVOs, may reflect differences in organizational structures. In terms of fundraising, denominational PVOs are not permitted to solicit funds from congregations. Instead, relief and development offices of denominations raise funds from local congregations and contribute a portion of these funds to the denomination's humanitarian agencies. Thus, the hierarchical structure of mainline Protestant denominations defines the nature of fundraising and the designation of funds (Vallet 1995: 93-95). Several studies conducted on congregational giving found that the decline in denominational tithing was due to congregants viewing the required apportionment as a tax rather than a ministry (Olson and Caddell 1993) and resenting denominational control over funding priorities (Hoge et al 1996; Dykstra and Hudnut-Beumler 1992).

Traditional Evangelical PVOs—such as Mennonite Central Committee, Brethren Service Commission, World Relief, and Adventist Development and Relief Agency—are similar to Mainline Protestant PVOs in denominational structure. In contrast, recently formed Evangelical PVOs—such as Feed the Children, MAP International, World Concern Development Organization, and World Vision (which we classified as shifting later from Evangelical to Faith-Founded Christian)—tend to have a flat structure, involving relations with para-churches.¹³ This structure cuts across denominational loyalties and allows for fund-raising from a broad base of adherents (Quebedeaux 1978: 110-111; Stafford 1997: 22-23). In effect, these new organizational forms may have been

¹³ A para-church is defined by J.A. Youngren (1981: 39-40) as a “not-for-profit, organized Christian ministry to spiritual, mental and physical needs, working outside denominational control.” For a broader discussion of the term, see Wesley K. Willmer and J. David Schmidt, with Martyn Smith (1998: 12-28).

a technological innovation that facilitated PVO fund-raising. This change may account for the growth of revenue for Evangelical PVOs (and also some Faith-Founded Christian PVOs), compared to revenue of PVOs affiliated with the traditional faiths (Mainline Protestant, Catholic, Ecumenical Christian, and Jewish).

The Decline of Jewish PVOs. Real revenue of Jewish PVOs declined in absolute terms and especially in relative terms since the mid 1970s. The GSS numbers indicate reasonable stability in the share of the U.S. population that self-identifies as Jewish—around 2%—from 1984 to 2002. Thus, changes in numbers of U.S. Jews are likely not the key to changes in Jewish PVO revenue.

It is apparent from Figure 6 that some of the variations in the revenue of Jewish PVOs relate to conditions that affect Jewish refugees and the state of Israel. During and after World War II, giving for refugees and the new Israeli state were critical. Later, there were sharp peaks in Jewish PVO revenue associated with the Six-Day War in 1967 (revenue jumped from \$92 million in 1966 to \$786 million in 1967), the Yom Kippur War in 1973 (revenue rose from \$601 million in 1972 to \$1.12 billion in 1973), and the Gulf War in 1991 (revenue increased from \$475 million in 1990 to \$717 million in 1991). After each of these crises, real revenue of Jewish PVOs declined.

The longer-term decline in revenue of Jewish PVOs also relates to changes in the type of giving by U.S. Jews. The United Jewish Communities reported in 2004 that 62% of American Jews engaged in philanthropy donated more to non-Jewish causes than to Jewish federations and causes (*Chronicle of Philanthropy* 2004). Attributing the decline in Jewish philanthropy to assimilation and its impact on Jewish identity is too simplistic

(Gal and Gottschalk, 2001). However, the political and philanthropic choices of a younger generation of Jews that grew up with the existence of the Israeli state are a relevant issue (Tobin 2001). As the Israeli state became economically developed, donations from American Jewry waned. Although the 1991 Gulf War and the beginning of peace negotiations with the Palestinians (Madrid Conference in 1991) spurred a spike in private giving, contributions fell off subsequently. Moreover, in response to the changed international scene, Jewish federations allocated a smaller percentage of their funds to overseas activities.

Another shift in Jewish charitable giving is from established federations to a more individualistic style of donating. (Jewish Funders Network has a membership of over 850 donors with combined assets of \$30 billion.) Rimor and Tobin (1990) found a pattern of “generalized giving” among Jews that explains their giving to non-Jewish causes. Jews tend to be generous as a group and value philanthropic activity. Linking all three explanations—the maturity of the state of Israel, the shift to individualistic donating, and generalized giving—Rimor and Tobin (1990; Tobin 2001: 5-6) find that private charitable giving by U.S. Jews has not declined but has shifted away from federations and become more diluted (spread out among Jewish and non-Jewish causes).

Conclusions

This paper describes a new and substantial data set on U.S. based private voluntary organizations engaged in international relief and development. The universe consists of private voluntary organizations (PVOs) registered with the federal government from 1939 to 2004.

We observed that the lower federal revenue shares for religious PVOs versus secular ones in recent years may help to explain the Bush administration's efforts to channel more federal welfare dollars through religiously based organizations. Even with lower federal revenue, the size of total revenue for the average religious PVO was larger than that for the typical secular PVO. This means that religious PVOs are attracting private funding a higher rate than secular ones. Our future research will assess changing PVO dependence on federal assistance and the evolution of private sources of support. We will also analyze the extent to which PVO programs dovetail with U.S. foreign policy objectives and the extent to which federal assistance influences the PVOs' missions and operations.

In terms of data collection, we plan substantial additional work on the expenditure side. As far as the data permit, we will classify PVO program expenditure by type of activity and geographical location. We are also looking further into the period of missing data (1939-45 and 1953-66) for the breakdown of program outlay into international and domestic components.

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Table 1
Scheme for Data Set on PVO Revenue and Expenditure
REVENUE
Federal Government
USAID Freight
PL480 Freight
PL480 Food
USAID Grants
USAID Contracts
Other U.S. Government Grants
Other U.S. Government Contracts
U.S. Government surplus property
International Organizations & Other Government
Private
In-Kind Contributions
Private Cash Contributions
Other Private Revenue
EXPENDITURE
International Programs
Domestic Programs
Administrative Outlays
Fundraising Expenses

Table 2
Classifications of PVOs

Code number	Category
1	Mainline Protestant
2	Catholic
3	Orthodox
4	Christian Faith-Founded
5	Christian Ecumenical
6	Other Christian
7	Evangelical
8	Jewish
9	Muslim
10	Hindu
11	Buddhist
12	Jain
13	Inter-Faith
14	Other Religion
15	Secular
16	Unclassified

Table 3 Largest PVOs in Selected Years (based on total real revenue adjusted for international share)		
Panel A. PVOs in 2004	Classification	Real revenue (\$ million)
Religious		
World Vision	Faith-founded	388
Feed the Children	Evangelical	376
Food for the Poor	Faith-founded	338
Catholic Relief Services	Catholic	299
MAP International	Evangelical	136
Brother's Brother Foundation	Evangelical	134
Samaritan's Purse	Evangelical	127
American Jewish Joint Distribution Committee	Jewish	124
Northwest Medical Teams International	Faith-founded	78.2
Summer Institute of Linguistics	Evangelical	77.4
Total religious	171 PVOs	3390
Secular		
CARE	Secular	316
Americares Foundation	Secular	246
Save the Children Federation	Secular	135
Population Services International	Secular	131
Program for Appropriate Technology in Health	Secular	103
Academy for Educational Development	Secular	102
Institute of International Education	Secular	98.1
Carter Center	Secular	89.2
Christian Children's Fund	Secular	85.3
World Wildlife Fund	Secular	82.2
Total secular	339 PVOs	3350
Grand total	510 PVOs	6740

Panel B. PVOs in 2000	Classification	Real revenue (\$ million)
Religious		
World Vision	Faith-founded	231
Catholic Relief Services	Catholic	222
United Armenian Fund	Evangelical	141
Food for the Poor	Faith-founded	137
Feed the Children	Evangelical	125
American Jewish Joint Distribution Committee	Jewish	76.7
Samaritan's Purse	Evangelical	73.3
Mercy Corps International	Faith-founded	65.4
United Israel Appeal	Jewish	64.5
Summer Institute of Linguistics	Evangelical	62.7
Total religious	130 PVOs	2120
Secular		
CARE	Secular	259
Americares Foundation	Secular	133
Institute of International Education	Secular	86.2
Save the Children Federation	Secular	76.3
Academy for Educational Development	Secular	74.7
International Rescue and Relief Committee	Secular	72.2
World Wildlife Fund	Secular	71.9
Christian Children's Fund	Secular	69.5
Counterpart International	Secular	64.9
Population Services International	Secular	55.8
Total secular	305 PVOs	2440
Grand total	436 PVOs	4560

C

Panel C. PVOs in 1990	Classification	Real revenue (\$ million)
Religious		
United Israel Appeal	Jewish	312
Catholic Relief Services	Catholic	168
American Jewish Joint Distribution Committee	Jewish	70.9
Lutheran World Relief	Protestant	70.9
World Vision	Faith-founded	61.9
Hadassah	Jewish	54.8
Summer Institute of Linguistics	Evangelical	53.5
Brother's Brother Foundation	Evangelical	40.0
Compassion International	Evangelical	30.2
Feed the Children	Evangelical	29.9
Total religious	81 PVOs	1280
Secular		
CARE	Secular	225
Institute of International Education	Secular	107
Christian Children's Fund	Secular	75.1
Rotary Fund of Rotary International	Secular	72.7
Save the Children Federation	Secular	55.9
Americares Foundation	Secular	40.1
World Learning Experiment in Int'l Living	Secular	34.7
Project Hope	Secular	34.1
World Wildlife Fund	Secular	33.8
International Executive Service Corps	Secular	32.7
Total secular	185 PVOs	1270
Grand total	267 PVOs	2550

Panel D. PVOs in 1980	Classification	Real revenue (\$ million)
Religious		
Catholic Relief Services	Catholic	424
United Israel Appeal	Jewish	315
American Jewish Joint Distribution Committee	Jewish	76.2
Church World Service	Ecumenical	44.5
Hadassah	Jewish	38.4
Summer Institute of Linguistics	Evangelical	27.6
Adventist Development and Relief Agency	Evangelical	19.4
Episcopal Relief and Development	Protestant	18.6
MAP International	Evangelical	16.2
Lutheran World Relief	Protestant	14.4
Total religious	41 PVOs	1090
Secular		
CARE	Secular	237
Institute of International Education	Secular	69.6
Christian Children's Fund	Secular	43.5
International Executive Service Corps	Secular	18.1
Project Hope	Secular	12.5
Engender Health, Inc.	Secular	12.2
Save the Children Federation	Secular	11.8
Foster Parents Plan	Secular	11.4
Pathfinder International	Secular	10.9
International Rescue and Relief Committee	Secular	10.4
Total secular	104 PVOs	575
Grand total	150 PVOs	1670

Panel E. PVOs in 1970	Classification	Real revenue (\$ million)
Religious		
United Israel Appeal	Jewish	389
Catholic Relief Services	Catholic	334
Church World Service	Ecumenical	85.4
American Jewish Joint Distribution Committee	Jewish	61.4
Hadassah	Jewish	50.0
Lutheran World Relief	Protestant	33.4
MAP International	Evangelical	27.9
Mennonite Central Committee	Evangelical	16.5
Summer Institute of Linguistics	Evangelical	15.6
Organization for Rehabilitation and Training	Jewish	15.0
Total religious	33 PVOs	1090
Secular		
CARE	Secular	256
Christian Children's Fund	Secular	42.4
Foster Parents Plan	Secular	29.4
Project Hope	Secular	17.2
American Institute for Free Labor Development	Secular	13.5
Direct Relief International	Secular	10.8
Pathfinder International	Secular	6.16
International Human Assistance Programs	Secular	6.13
Save the Children Federation	Secular	5.30
International Rescue and Relief Committee	Secular	4.18
Total secular	48 PVOs	427
Grand total	83 PVOs	1520

Panel F. PVOs in 1960	Classification	Real revenue (\$ million)
Religious		
Catholic Relief Services	Catholic	407
Church World Service	Ecumenical	129
American Jewish Joint Distribution Committee	Jewish	86.0
Lutheran World Relief	Protestant	53.8
Hadassah	Jewish	28.5
Organization for Rehabilitation and Training	Jewish	8.38
Mennonite Central Committee	Evangelical	7.98
YMCA	Faith-founded	6.50
Adventist Relief and Development	Evangelical	5.79
Hebrew Immigrant Aid Society	Jewish	4.08
Total religious	28 PVOs	751
Secular		
CARE	Secular	161
Christian Children's Fund	Secular	13.1
Foster Parents Plan	Secular	13.0
Near East Foundation	Secular	5.24
Save the Children Federation	Secular	2.99
International Human Assistance Programs	Secular	2.27
International Rescue and Relief Committee	Secular	1.75
Iran Foundation	Secular	1.73
International Social Services	Secular	1.72
Helen Keller International	Secular	1.38
Total secular	29 PVOs	210
Grand total	57 PVOs	961

Panel G. PVOs in 1950	Classification	Real revenue (\$ million)
Religious		
American Jewish Joint Distribution Committee	Jewish	127
Catholic Relief Services	Catholic	99.3
Hadassah	Jewish	79.6
Church World Service	Ecumenical	27.3
Lutheran World Relief	Protestant	21.8
Mennonite Central Committee	Evangelical	4.91
Organization for Rehabilitation and Training	Jewish	4.65
Hebrew Immigrant Aid Society	Jewish	2.61
YMCA	Faith-founded	6.50
Brethren Service Committee	Evangelical	2.41
American Baptist Relief	Protestant	1.15
Total religious	23 PVOs	376
Secular		
CARE	Secular	27.7
International Rescue and Relief Committee	Secular	4.51
Near East Foundation	Secular	4.17
Foster Parents Plan	Secular	3.90
Save the Children Federation	Secular	2.54
World Student Service Fund	Secular	1.66
American National Red Cross	Secular	1.48
American Middle East Relief	Secular	1.41
United Ukrainian American Relief Fund	Secular	1.36
American Relief for Poland	Secular	0.720
Total secular	39 PVOs	56.1
Grand total	62 PVOs	432

Panel H. PVOs in 1945	Classification	Real revenue (\$ million)
Religious		
American Jewish Joint Distribution Committee	Jewish	95.8
United Israel Appeal	Jewish	79.8
United Service to China	Protestant	66.2
YMCA	Faith-founded	28.3
Catholic Relief Services	Catholic	26.4
War Prisoners' Aid	Faith-founded	24.0
Hadassah	Jewish	19.9
Mother Church, Committee on Christian Science	Other Christian	6.26
Hebrew Immigrant Aid Society	Jewish	5.60
National Refugee Service	Jewish	5.16
Total religious	29 PVOs	387
Secular		
United National Clothing Collection	Secular	622
American Society for Russian Relief	Secular	186
American Relief for Italy	Secular	46.3
American National Red Cross	Secular	32.7
American Aid to France	Secular	21.3
Refugee Relief Trustees	Secular	15.9
British War Relief Society	Secular	15.9
United Service to Holland	Secular	13.7
American Relief for Norway	Secular	12.7
American Relief for Poland	Secular	12.2
Total secular	68 PVOs	1050
Grand total	97 PVOs	1440

Panel I. PVOs in 1940	Classification	Real revenue (\$ million)
Religious		
American Jewish Joint Distribution Committee	Jewish	15.5
Hadassah	Jewish	4.81
Bishops' Committee for Polish Relief	Catholic	2.40
Salvation Army World Service	Evangelical	1.81
Mother Church, Committee on Christian Science	Other Christian	1.52
YMCA	Faith-founded	0.875
United Charity Institutions of Jerusalem	Jewish	0.644
Mennonite Central Committee	Evangelical	0.309
Polsko Narodowy Komitet	Catholic	0.230
Central Committee—Knesseth Israel	Jewish	0.210
Total religious	67 PVOs	29.7
Secular		
British War Relief Society	Secular	31.4
American National Red Cross	Secular	30.5
Bundles for Britain	Secular	6.56
British American Ambulance Corps	Secular	5.38
FORTRA, Inc.	Secular	5.12
American Relief for Poland	Secular	3.45
Commission for Polish Relief	Secular	3.12
American Relief for Norway	Secular	2.94
United Service to Holland	Secular	2.84
British War Relief Association of Southern Calif.	Secular	2.70
Total secular	318 PVOs	132
Grand total	386 PVOs	162

Notes: Total revenue is the dollar value in millions divided by the consumer price index (1983-84=1.0) and then multiplied by the fraction of international program outlay in total program expenditure. The international fraction comes from data for 1946-1952 and 1967-2004 (excluding missing years of 1975-77, 1979, 1982) and is estimated for other years. Grand totals include unclassified PVOs. Classifications of PVOs in these tables are based on the status in 2004 or the final year of existence.

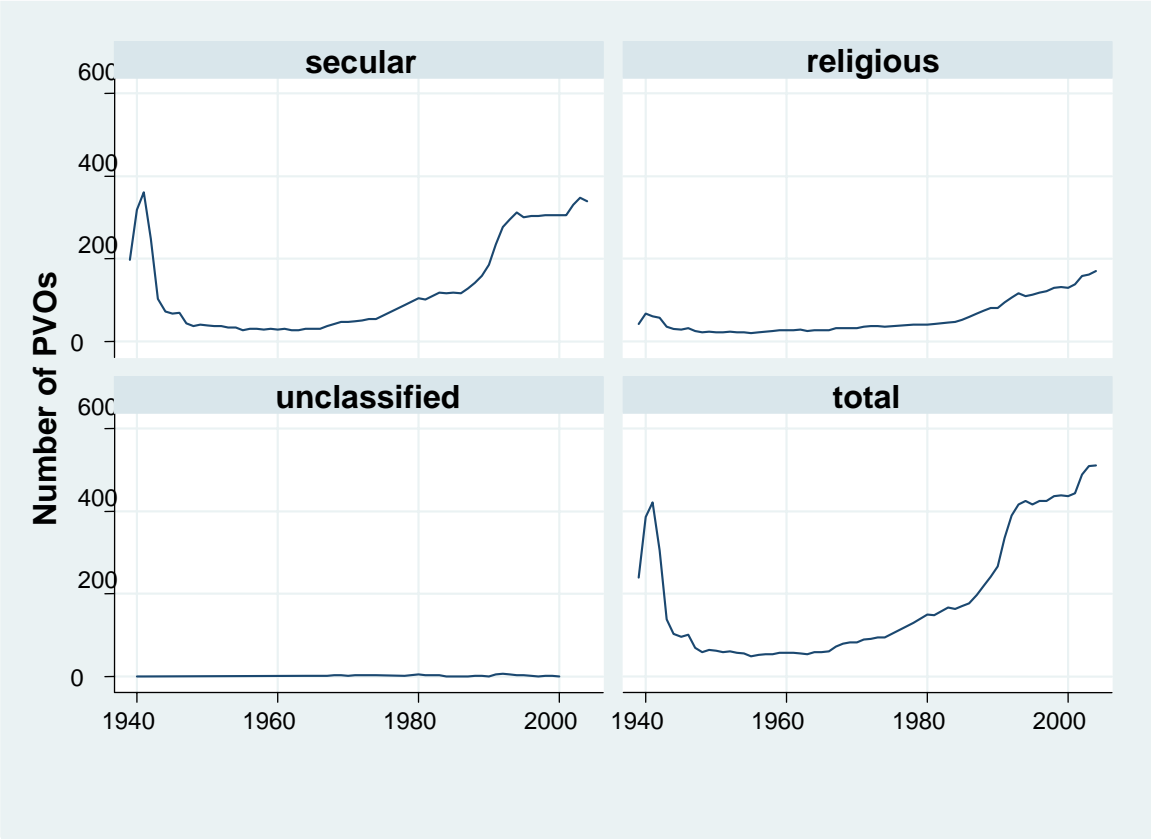


Figure 1

Numbers of PVOs

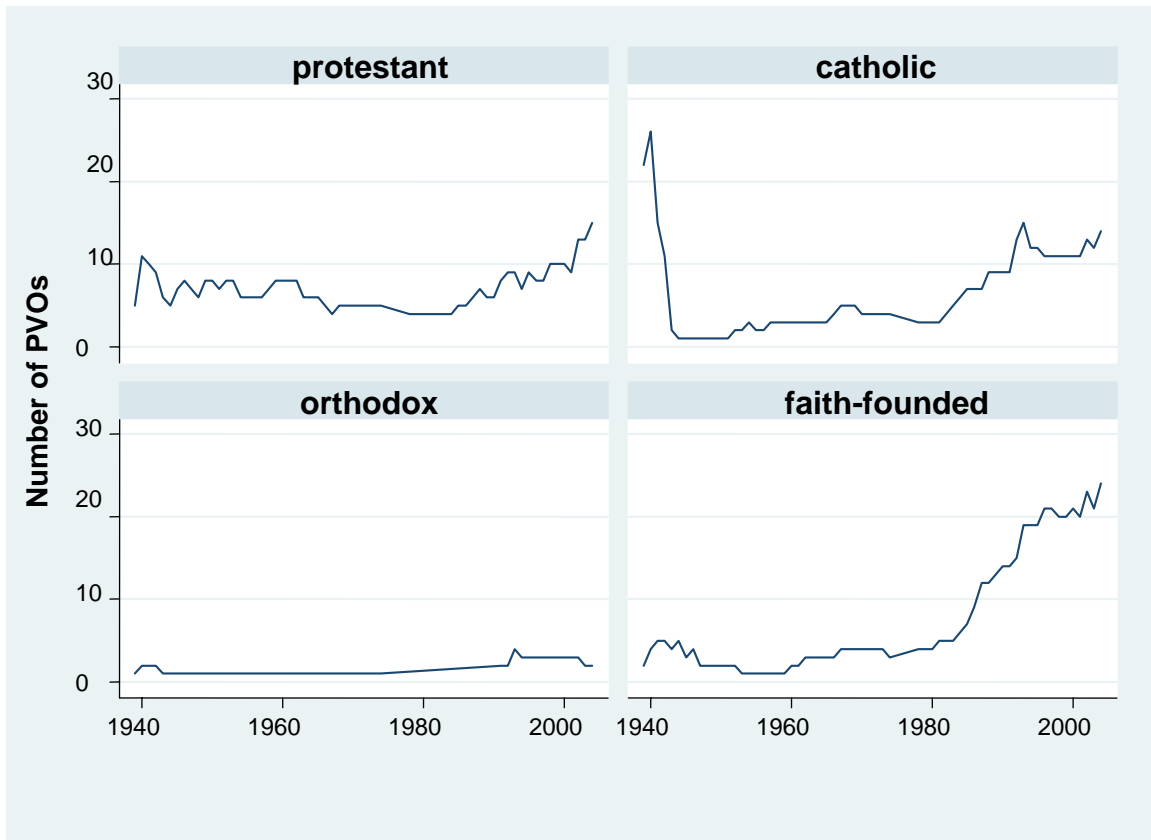
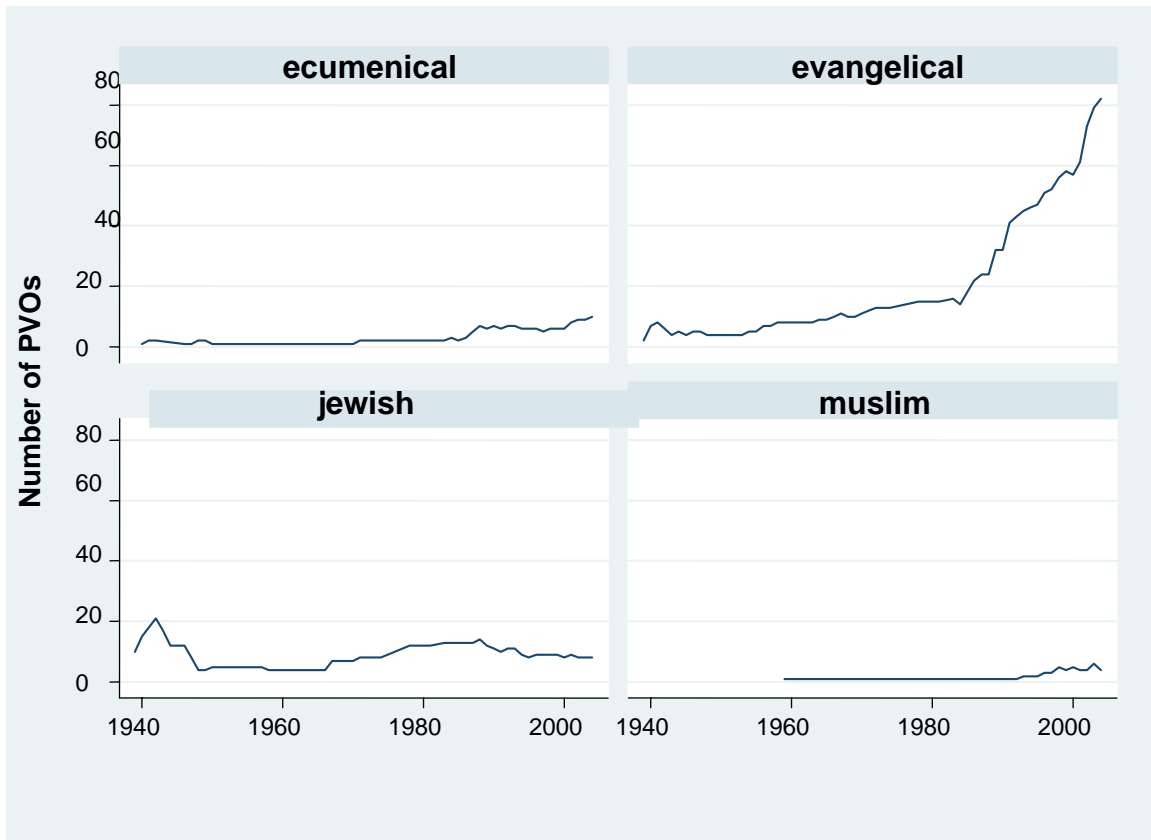


Figure 2

Numbers of Religious PVOs

Protestant, Catholic, Orthodox, Faith-Founded



Note: Vertical scale differs from that in Figure 2

Figure 3

Numbers of Religious PVOs

Ecumenical, Evangelical, Jewish, Muslim

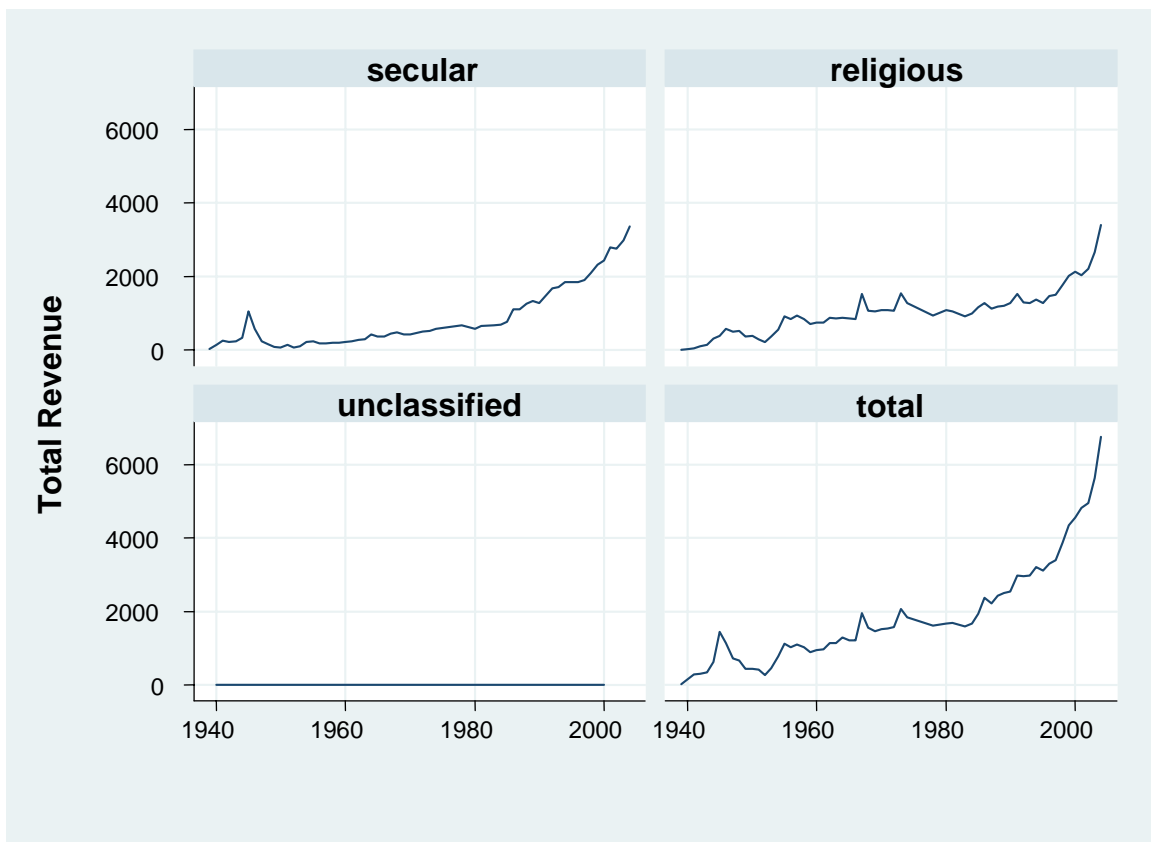


Figure 4

Real Revenue of PVOs

Note: Real revenue is measured on the vertical axis in millions of 1983-84 dollars.

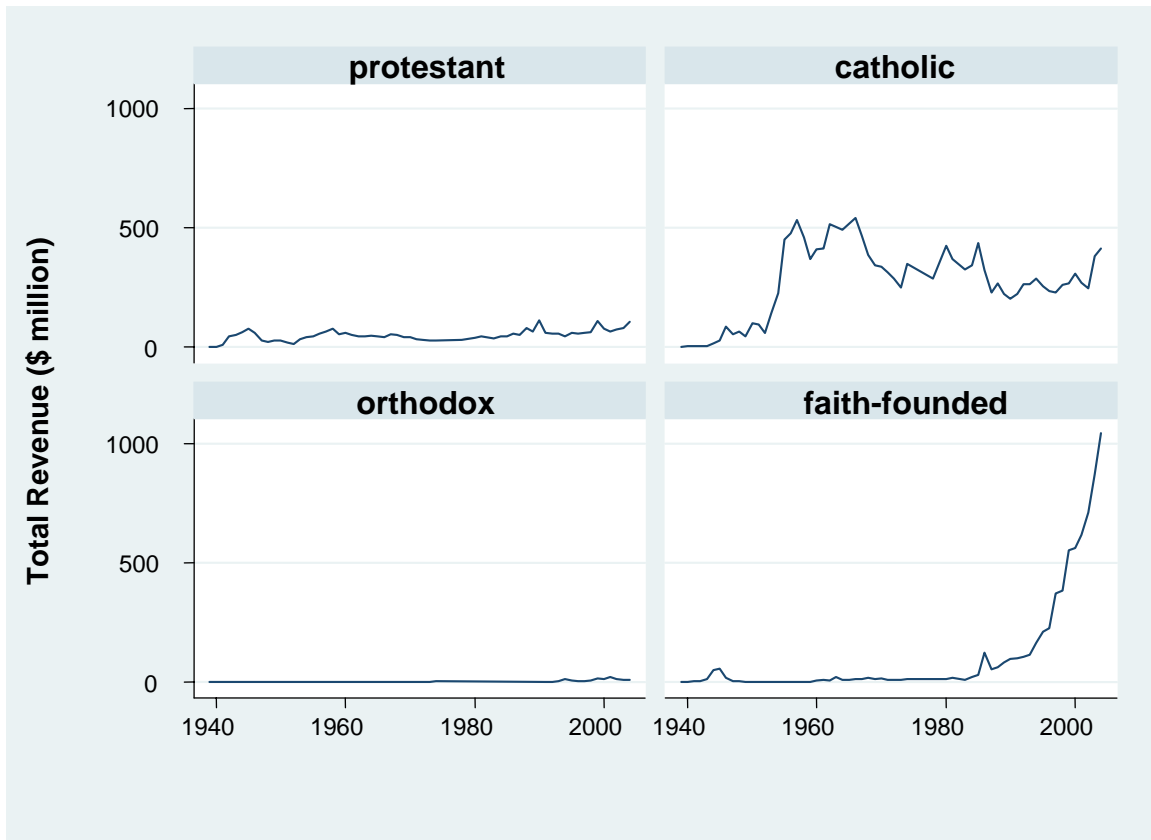


Figure 5

Real Revenue of Religious PVOs

Protestant, Catholic, Orthodox, Faith-Founded

Note: Real revenue is measured on the vertical axis in millions of 1983-84 dollars.

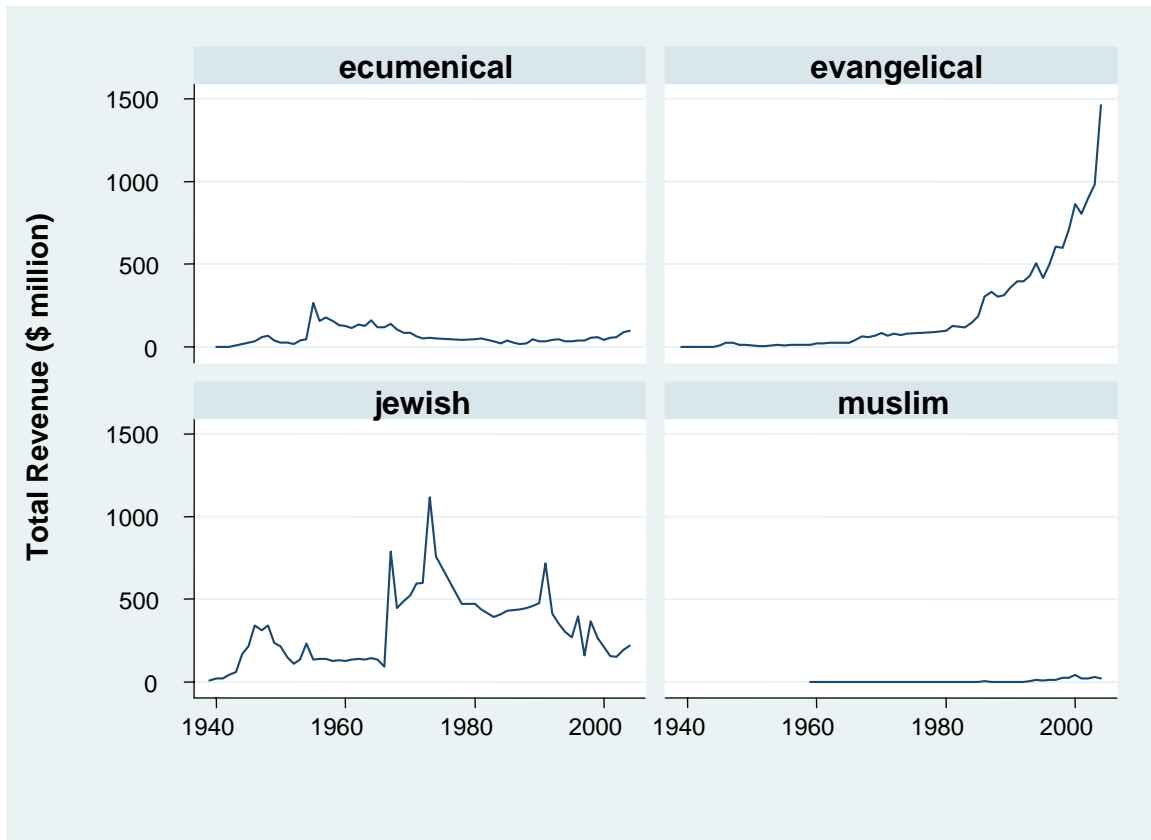


Figure 6

Real Revenue of Religious PVOs

Ecumenical, Evangelical, Jewish, Muslim

Note: Real revenue is measured on the vertical axis in millions of 1983-84 dollars.

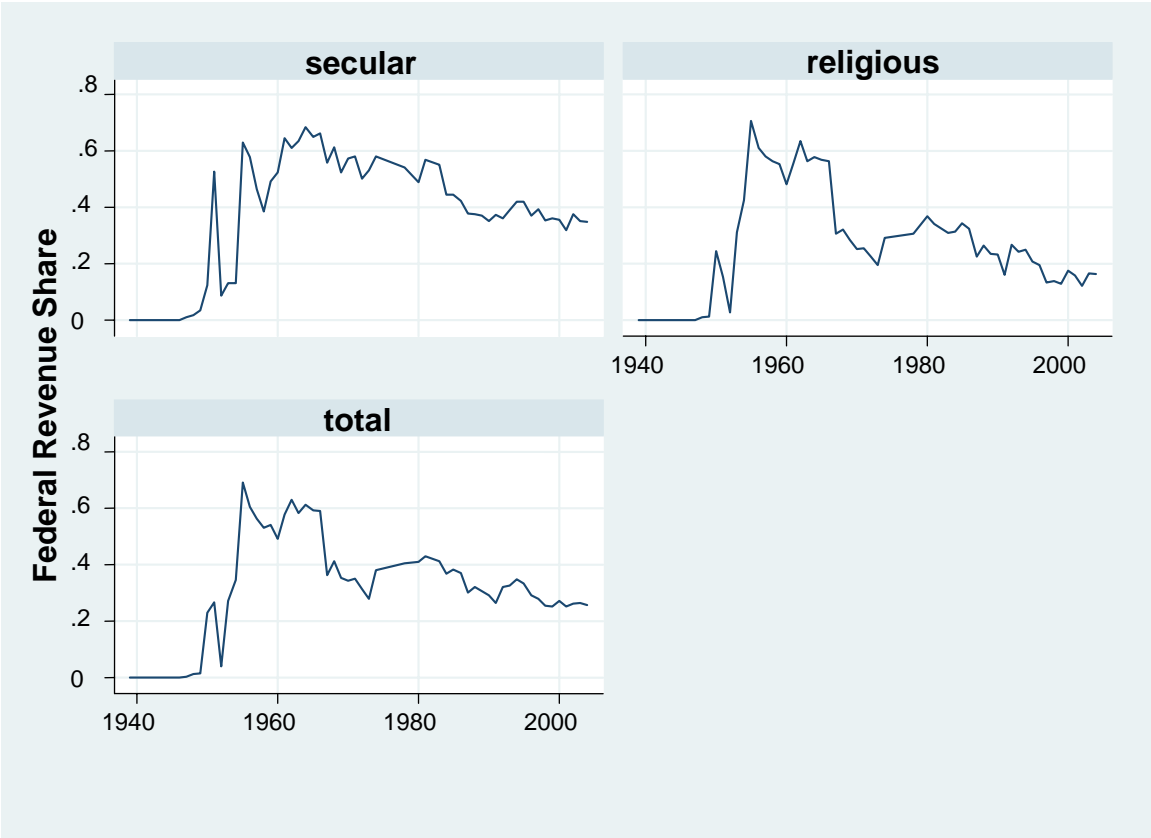


Figure 7

Federal Share of PVO Revenue

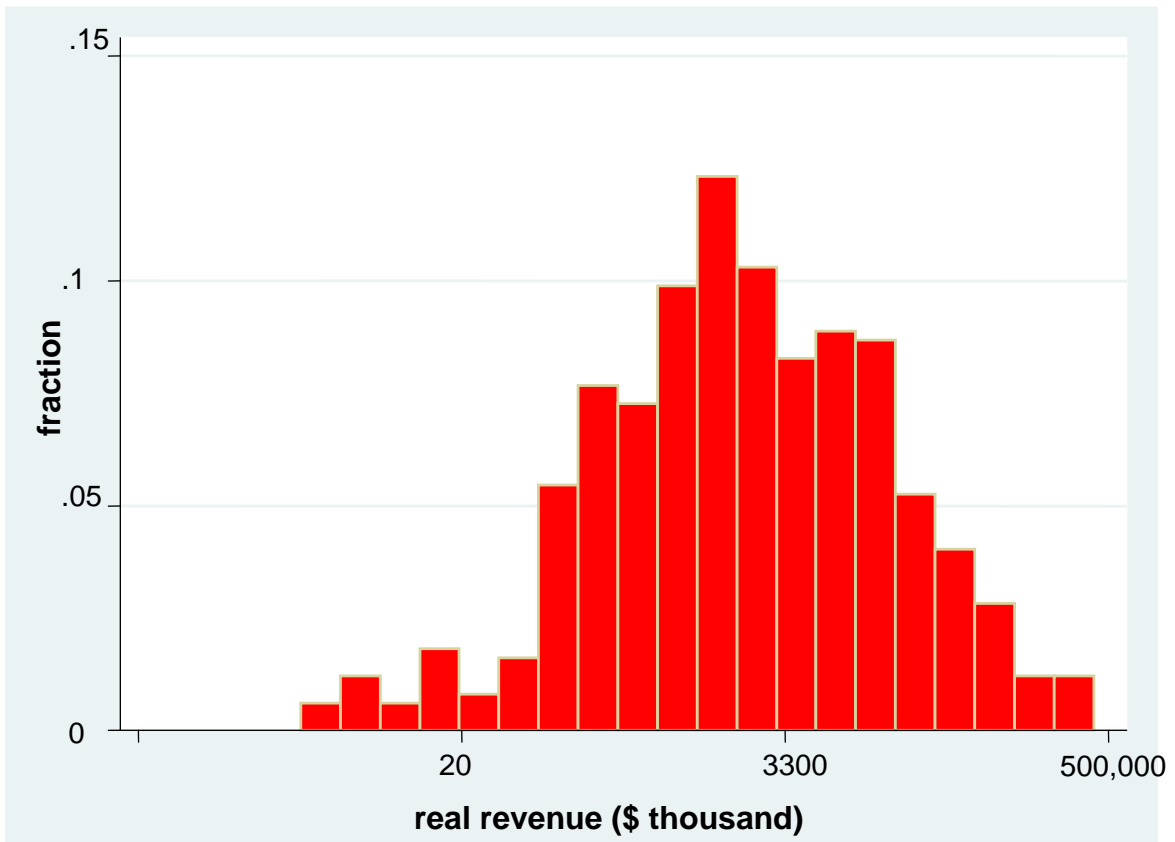


Figure 8

Distribution of PVO Revenue in 2004

Note: The horizontal axis has revenue in thousands of 1983-84 dollars, measured on a proportionate scale.

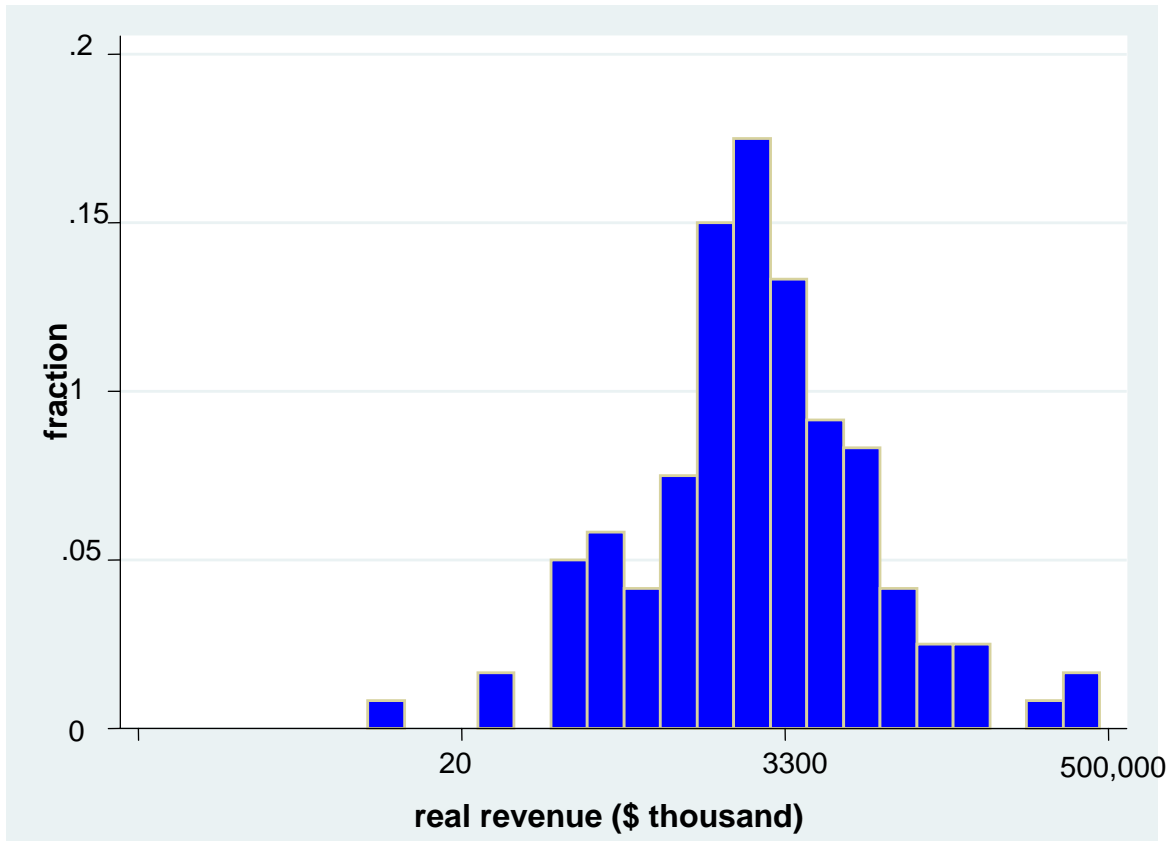


Figure 9

Distribution of PVO Revenue in 1980

Note: The horizontal axis has revenue in thousands of 1983-84 dollars, measured on a proportionate scale.