

Fathers

→ WTW / HHS grants

↳ What auth?

1) Ways to ensure personal responsibility
→ contract (work / pay s.t. each month)

→ can't participate if have another child outside of marriage

→ community service

2) ways to ensure strong involvement of

- child support sys

- employment sys

- community / faith groups

set aside

→ separate plan → subcontracting

3) goals → increase work → more gov involvement

increase of child support → data reporting

↳ how to increase honor financial commitment

4) Fatherhood activities

as part of job readiness

+ job retention ^{work} family

→ same list of allowable activities for ^{mothers} ~~fathers~~

~~of the program~~

5) Serve 'low income' / how to define custodial + non custodial

6) Match

Assignments * Contractors

- * → impact of fathers programs
- * → et of strong programs (S. values)
- eligible pop
 - nat'l
 - state would have fathers
- formula
 - run

- * → revised list of allowable activities

(#1)

Paul Leola

- repayment agreement on averages and keep current

Lisa Mellgren

- A lot of plans for programs either
 - direct interest
 - work

- * → well checked model programs

Paul

→ have to get case

→ write repayment agreement

→ keep current on it

But a → worry Bradley would be
contravened

Linda

- to do prospective modification
Don't need waiver

- No waiver with or agreement
(to waive Bradley commitment)

because it's not part of state
plan requirement

Requirement that meet current
obligation

Linda

Individual can work off debt
to state not to feds or family

orders modified so long as
person in program

Not all states have capacity
to do this → some have
minimum order or
don't allow

John

- many fathers don't have
child support orders
- ~~some~~ may or not have paternity
established

Paul

At minimum require paternity
~~establishment~~ establishment

Nancy

Ampt of comm source

as pay off

Linda M.

Wisc

Paul

Activity will create smoke out

Lda

Some states change fathers
for probability of stay

Paul Z

Umba Paul

* ~~will~~ will do list of possible
personal responsibility
contracts

* Linka

→ will do info from model
papers about what they do

#2 collaboration

Paul

collaboration req at
state level

federal tra \$ for OCSE

Lioba

at community level

Ray

→ regional partnership
(like WIA)

→ consultation not
sufficient

Gynn

* City of Minneapolis

→ CSOs

→ Fragile Families

→ WtW

Ray

WIA has SVR state strategy
plan → we could require the
SVR plan be amended to include
with all filters component

AK: Joane | Waiver of PIC req

Ray

- Now PIC could contact w/cse

Set aside

Ray

1) Each state
→ a floor } Could do
floor at
state level

2) Separate stream

3) Up to a certain amt

→ doesn't favor a cap

→ not sure about set aside

→

* look @ Michigan

Broader group of folks

Linda → has separate "base to show" category of folks

Ray would keep link to not matched long term groups

- Since that's a priority

- all TANF children

Lynn - low income kids

Allow broader but

→ keep priority on long term groups

→ would give priority income of kids

Lynn

About 100 mi. 3 + comp

Mich. 50-60

Missouri 20

Wis. 12

and then comparative

40 out of 47 families

strong in some way

P.R.

D.C.

Guam

V.I.

Linda

Mothers + Fathers

30% live in diff states

Ray

Want to make sure that
we don't make it so hard
to serve "fathers"

Ray

Custodial filter eligible for WIA
+ where is long term custodial

Erin

Elig non custodial on TMMF
or custodial outside of TMMF

Need flex ~~to~~ cap of floor

→ don't want states
be able to say - we couldn't
find others

Deborah

Linda OK but hard to fit
parenting skills into it

Ray

Extra t.a. / byproducts
Advantage to explain

Dennis

opportunity

cuts (Eddie Hausner/The New York Times); bottom, the academics Richard A. Cloward and Frances Fox Piven, the leading advocates of welfare militancy in the 60's. (Lawrence Frank)(pg. 57); Giuliani at a Harlem job center: Seeking a new social contract or just looking to cut the rolls? (Photograph by Jake Chessum for The New York Times)(pg. 58); This poster and the posters on the following pages are from the city's Human Resources Administration. (pgs. 52, 55, 56, 59)

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The New York Times December 20, 1998, Sunday, Late Edition - Final

One Dad's Redemption; Does Ben Middleton's Private Revolution Herald a Public Shift?

BYLINE: By DAVID COHEN

AS Benjamin Middleton Jr. and his son approach the corner of Marcus Garvey Boulevard and Hancock Street in Bedford-Stuyvesant, their pace quickens. Casting an edgy glance around and noticing the drug dealers on their usual turf, Mr. Middleton automatically shifts his hand from his son's head and loops it protectively around his shoulder.

Until then, the banter between father and son on the short walk home from school had been playful, frisky.

"So how was your day today, guy?"

"Fine."

"You want me to carry your bag?"

"Sure. I got 85 percent for my Beethoven project. Teacher says if I remember to bring in the CD's, she'll give me a 90."

"Hmmm. You're a pretty smart guy. Kind of handsome, too."

"I know, dad."

"Who asked you, guy? Don't you start getting conceited, guy."

But now there is a tense lull as the two observe the unspoken rules of the gantlet: look straight ahead, show no fear, just go about your business. Mr. Middleton, 45, neatly dressed in a T-shirt and pressed jeans and wearing glasses, could have taken a safer route home. But he has strong feelings about the dealers who congregate on their corner.

"They stare me down like I'm some kind of disease, but I am not a runner," he said. "I pay my rent, I try to be an upstanding citizen. They are the ones making the place unsafe for kids. They, not me, should be moved off."

His son, 11, has been taught to be wary of the men who make the street their office. But the boy doesn't know exactly why, nor does he understand what those men actually do with the white powder they pass furtively in small cellophane bags. He doesn't know, either, that not too long ago his dad had more than a passing familiarity with such men and their world.

Until five or six years ago, Mr. Middleton, by his own admission, was a marijuana dealer, a habitual crack user, a small-time armed robber, a womanizer and an absent father. Then, gradually, he underwent a transformation. He "took on fatherhood," physically, emotionally and financially. And as he did, his limp life took on purpose and straightened out like a windsock filling with air.

What made him embark on the journey from gangster to loving dad? Was there a magical moment when the penny dropped?

It is the American way to admire a man's ability to rise above his demons as an extraordinary act of will, a triumph for the individual. Yet what makes Mr. Middleton's story rise above this oft-told tale is that, as he tells it, he has tended to be as

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much a follower as a leader, and perhaps more of a follower. Peer pressure played a critical role in shaping who he was, as well as who he has become.

It may be that what happened to him reflects larger forces at play in urban neighborhoods, among them a new sensibility in which men who shun their responsibilities as fathers are disrespected on the street.

"Up until five or six years ago, it was considered cool to dodge responsibility as a father among many young African-American males," said Ed Pitt, associate director of the Fatherhood Project at the Families and Work Institute, a nonprofit research group in Manhattan. "The super-hip line of the man in the street was 'a player plays but never pays.' Today that attitude is uncool."

"We are witnessing a heightened sense of understanding among men of the consequences of that attitude for children, and it is resonating across ethnic groups, at every level, throughout the country," Mr. Pitt said. "We see it in the increased number of fathers showing up at schools, day-care centers, health centers, parenting classes -- across the board. I don't mean to suggest that we have a total turnaround, but we are seeing a significant shift in the making, a shift toward more engaged fathering up and down the income spectrum."

Geoffrey Canada, whose work as president of the Rheedlen Centers for Children and Families, in Harlem, brings him into daily contact with African-American fathers, said that from what he has seen in New York, the fatherhood message is "just starting" to penetrate the consciousness of men, both younger and older.

"For the first time, I am hearing conversations among men about their role as fathers," said Mr. Canada, who is the author of "Reaching Up for Manhood." "For the first time, I am seeing men visiting their friends and taking along their babies, spending quality time as groups of fathers and children together, just like mothers have always done. This is new, and it suggests that social relationships between men and children are changing to include nurturing as well as providing."

"Men, especially poor men, never used to talk about being fathers in this way," Mr. Canada said. "What we are witnessing is a revolution that is still in its infancy, that could easily be set back, but a revolution nonetheless that is changing the code of the streets and the code of manhood and which could have profoundly positive results for society."

Prof. Aisha Ray, an expert on African-American families at the Erikson Institute, a graduate program affiliated with Loyola University in Chicago that researches child development, said small-scale studies and anecdotal evidence tended to confirm the trend of African-American fathers becoming involved with their children. But no large representative studies have been done.

"As things stand, we have little hard data on what percentage of fathers are actually engaged, how that figure is changing over time and what critical interventions cause an absent father to return to his family," Professor Ray said. "Is there a kind of epiphany? Is it family? Is it peer pressure? It really is a mystery."

'I Never Raised You To Be Like This'

The evening 11 years ago that his wife, Mary, went into labor, Mr. Middleton came home from work and went out as he usually did, he said, with one of his brothers. In a darkened hallway of a Bronx tenement, they lit up a crack pipe, starting another hedonistic binge of alcohol and cocaine. Mr. Middleton could smoke up to 20 vials of crack a night, he said, each \$10 vial delivering a 15-minute rush. The drugs calmed him at first, but as the hours passed he started feeling paranoid and hallucinating. Imaginary shadows leaped from the darkness to "get" him, a sensation he didn't like. He wondered why he did it. "Habit," he guessed. Light up. Inhale. Light up. Inhale. It gave a certain rhythm to his life.

A few hours later, around the time that his baby boy entered the world, Mr. Middleton was otherwise engaged, he said, having sex with another woman.

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He remembers rolling home around 5 A.M., still woozy, and surprised to find his wife gone. He knew that she was "very pregnant," but he hadn't paid attention to just how far along she was. His telephone answering machine was flashing, he said, and there were messages from his mother, each more exasperated than the last. He still remembers what she said: "Ben, where are you? You have a son. I never raised you to be like this."

His mother and other family members declined to be interviewed, his mother saying that she did not want to publicly relive a painful chapter in the life of her family.

Mr. Middleton grew up in Red Hook, Brooklyn, the eldest of five brothers and one sister. His parents were hard-working people, his father a mechanic for the post office, his mother a schoolteacher. "I had magnificent parents," Mr. Middleton said. "We never had a starving day in our life. My mother was the driving force behind us. My dad was a quiet man who never raised his voice, never lifted a hand to us."

His sister has a degree from the Columbia University Graduate School of Journalism. A brother went to Duke.

But 30 years ago, when he was growing up, there was Red Hook to contend with, then a pressure cooker of a neighborhood where street survival was the name of the game and peer pressure smashed against parental influence. Crime was the currency.

He recalled how he and his brothers were held up by local hoodlums: " 'Give us your money; now drop your pants,' they instructed us. This was in broad daylight, with people around. That's how tough the neighborhood was. One of my brothers, he's stubborn, didn't want to give them his money so they pistol-whipped him. After they left, we got our rusty .38 pistol and went looking for them. My brother saw one and shot at him but the gun jammed. The other guy fired back and hit another one of my brothers in the stomach. I carried him home. He almost died in my arms."

Although Mr. Middleton is the oldest sibling, he called the brother a year younger than he "the leader." He had a powerful influence over Mr. Middleton as a young adult. "He was bigger, wittier and smarter than I was," he said. "Boy, he made me laugh. He could have been a comedian. He had a way about him, a charisma, that was very influential."

When Mr. Middleton was 16, he and his brother were expelled from school for chronic truancy. Around that time, he remembered, their mother discovered a five-pound stash of marijuana under their beds and issued an ultimatum: Either she flushed it down the toilet or they left the house.

The brothers found an apartment on St. Marks Place in the East Village. To pay the rent, he said, they sold marijuana and committed occasional armed robberies in which they would dress up as telephone repair workers, donning hard hats, overalls and utility belts to gain entry into homes where they knew drugs were sold, and sticking up the dealers. They pulled off perhaps a half-dozen armed robberies, he said, sometimes emerging empty handed, other times making off with cash, drugs, jewelry, cameras and video and stereo equipment.

They never really thought about what they would do if somebody resisted, which luckily never happened, Mr. Middleton said. But one day as they walked out of a building they had broken into, the police were waiting. The two brothers were arrested, he said, but the charges were later dropped because their victim, a drug dealer, would not cooperate with the authorities.

As Mr. Middleton tells it, he was a comically bad robber. In his leather briefcase he hid a sawed-off shotgun with no firing pin and a stash of marijuana. One day, as he walked the street holding the briefcase overstuffed with reefer, the gun was pushed so tightly against the side that its imprint was clearly visible to a police officer driving by. The officer promptly apprehended him, and he did a short spell -- "three days, perhaps a week" -- at Rikers Island before luck again intervened. The case was dismissed, he said, on a technicality over the police search. A spokeswoman for the Manhattan District Attorney's office said the arrest had occurred too long ago for her office to confirm it.

Mr. Middleton took the hint, he said, and quit as a petty hoodlum. He trained as an offset printer and went to work. His brother, he said, reckoned he could beat the odds, and ended up spending the next 15 years in and out of prison.

Daddy's Not Coming Back. Or Maybe He Is.

Fatherhood came to Mr. Middleton in his mid-30's, but he was not ready or willing to take it on. He and his wife had been married for eight years; until she got pregnant, he had concluded that they could not have children. "It was an unwanted surprise," he said. "I didn't want to be a father. I even told Mary that."

When his son was around 2, he ran away. He caught a Greyhound bus to Atlanta, to visit a former girlfriend, telling no one that he was leaving or where he was headed. "I still had wild seeds inside me," he said. He had intended to go for two weeks but stayed 18 months, never picking up the phone, or a pen, to tell his family where he was.

His wife, he said, told their son, "Your daddy's not coming back."

But his son insisted: "My daddy coming back. My daddy coming back."

Through a chance encounter with a friend on the streets of Atlanta, Mr. Middleton said, he heard that his father was seriously ill, so he caught a bus back to New York. By this time his son was nearly 4. "I felt like manure," he said. "I had missed a whole chunk of his life. At that moment, I knew that I had messed up. I thought he was going to hate me, that there might be another man in his life." Somewhere a penny rattled inside him, and almost dropped.

Mrs. Middleton, described by her husband as a religious woman who believed in forgiveness, found it within herself to take him back. He got a job, earning \$700 a week in the printing room of an accounting firm, Deloitte, Haskins & Sells.

But drugs and alcohol continued to dog him. "I was what they called a functional addict," he said. "I could do the drugs and then go to work and still function in my job." But he couldn't function in his family. On Friday, when he got his paycheck, he said, he headed straight for the streets. From Friday to Sunday, he cracked jokes, played chess and spent everything he had earned on getting high and gambling with friends, many of whom were also failing fathers. When he finally came home, he said, he would tell his wife, "Honey, I don't have money for the rent."

Mrs. Middleton worked as a computer operator for the city's Department of Buildings, so they weren't penniless. But one Sunday, when he came home, it was not his wife's but his son's disappointment that he had to face.

"Hi Daddy, hi Daddy, can you buy me a bag of potato chips?" he remembered the boy asking.

He couldn't. He had no money. "I had just spent \$700 on myself getting high and I didn't have 25 cents for my son to buy him a bag of potato chips," he said. "I looked in my son's eyes. I saw that he had not given up on me, and I said to myself, 'Now this has got to stop, this doesn't make any sense.' I just kept telling myself, 'No, no, no, I'm not going to do this anymore.'"

Was that when the penny dropped? "The penny dropped several times," he said. "I just never heard it fall."

Kicking Old Habits, Leaving the Streets

His cleanup act took place over two or three years, he said, as he moved first from spending his entire paycheck on drugs and alcohol to putting some aside to take care of his family's financial responsibilities. The next, much more difficult stage, was giving up his partying life style altogether, kicking his habits, leaving his street friends behind and taking on the role of father and husband in a qualitatively different way.

Perhaps he just grew up. "I was just a boy, doing drugs, thinking only of my needs," he said. "When I realized that I had a son and that he was relying on me and that I had to put him first, when I was able to throw that switch, that's when I became a man."

But what made him realize that being a real man meant putting his child's interests before his own?

True, his parents had taught him the difference between right and wrong, given him a core set of decent -- though long-buried -- values.

And his wife's decision to stick with him appears to have been significant. Research on fatherhood shows that a father's relationship with the mother of his child is one of the most important indicators of how engaged he will be as a parent. But Mr. Middleton had lived his life far less under the direct sway of his parents and his wife, and much more, he said, under the influence of his peers.

Elijah Anderson, a professor of sociology and social sciences at the University of Pennsylvania and the author of "Code of the Street" (to be published in April by W. W. Norton), argues that "it is above all a desperate search for respect from peers that governs social relations among many inner-city African-American men." And, he said, "this search for respect has spawned a code of the street that plays a significant part in socially organizing the community and defining manhood."

During the years in which Mr. Middleton was undergoing his personal transformation, three new influences entered his life: two colleagues at work and his church pastor. All three men are dedicated fathers and vocal about it.

Mr. Middleton met Pedro Morales about six years ago, after getting a job as an offset printer with Warburg Dillon Read, the brokerage house, in Manhattan. Mr. Morales, his new supervisor, was a church-going man who became involved in the Promise Keepers, an evangelical Christian movement for men. A single father, he had reared a daughter since she was a toddler.

"When I first met Ben, he was always strung out, drinking and partying," Mr. Morales recalled. "But I saw potential in him, so I started schooling him. I took him under my wing and tried to point him in the right direction, away from his old friends, getting him to put his family first."

Mr. Middleton remembered tagging along to one of Mr. Morales's Promise Keepers meetings at which fatherhood was at the top, middle and bottom of the agenda. At the same time, he developed a friendship with another printer at Dillon Read, Robert Lee. "Robert had a cute, chubby little son who he used to bring to work every so often," Mr. Middleton said, adding that sometimes he would bring his own son along and "at lunch we'd play chess and just shoot the breeze about our boys."

Just two guys sitting around, talking about their kids. Nothing special. Except that for Mr. Middleton, it was a different way of interacting with other men. He began noticing men who were committed to being fathers, he said, which made it easier for him to do the same. One day, he said, his son was sick, and he stayed home to care for him. A boss wondered why his wife didn't stay home with the child. Mr. Middleton was furious. "Listen here," he remembered telling the man. "Sometimes my wife does stay home. Now I'm going to tell you something else. I like working here, I appreciate the job, but if my son gets sick, nothing takes preference over him."

At the Concord Baptist Church on Marcy Avenue in Bedford-Stuyvesant, which his family attended regularly and to which Mr. Middleton returned, he was getting the fatherhood message in surround-sound. The new pastor, Gary V. Simpson, a father in his 30's, believes in leading the 4,000 congregants by word and deed. Besides sermonizing about responsible fatherhood and creating programs to help men connect with their children, like regular workshops and monthly meetings and an annual retreat for men, Mr. Simpson offered his own priorities for fathers to follow. "Being a father is my first ministry," he said in a recent interview. "Every day, between 3 P.M. and 5:30 P.M., people know they can't make appointments with me because that's when I do my daughter's homework and prepare meals."

Mr. Simpson said that the Million Man March in Washington, which he attended in October 1995, "was a catalyst for conversation and introspection in the African-American community about the proper role of fathers."

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"It put the issue at the top of a lot of agendas," he said.

The results of his church outreach programs have been positive, Mr. Simpson said, but incremental. "I have small victories," he said. "Family by family, one by one, fathers who were uninvolved deciding to come back. But in Bed-Stuy, 58 percent of families are headed by single mothers, according to the 1990 census, and so, candidly, we still have a heck of a long way to go."

Mr. Middleton represents one such small victory. "I grabbed onto the reins thrown by Simpson and prayed," he said. It has helped that "being an involved father has become socially acceptable on the street."

"I see many more young men taking care of their children than there used to be. I feel part of a norm," he added.

Changes in Federal welfare laws offer states a chance to play a role in this shift. "Past philosophy has been to treat fathers only as economic providers of child support," said Stanley Bernard, a senior associate at the National Center for Children in Poverty, at Columbia University. "Welfare reform allows states to set aside welfare-to-work dollars to train noncustodial fathers whereas previously only mothers could benefit. The funds can be used to help fathers get jobs and also for parenting training. There is an opportunity for states to play a role in redefining the role of fathers and acknowledge their noneconomic contributions. About 22 states have said they will consider it, although New York has not, but none have moved forward."

Recent events have been a test for Mr. Middleton, who lost his job at Dillon Read 14 months ago, when the company merged with United Bank of Switzerland and his department was downsized. Despite a vigorous job search, he says, he has picked up only seasonal work with the Postal Service. Professor Ray says research shows that one of the most common causes of fathers' disengaging from families is extended unemployment. But Mr. Middleton has held firm. And, he says, he has helped persuade the brother who was his partner in crime to enter a rehabilitation program. The wheel has come full circle.

"Now I am the leader, the older brother," Mr. Middleton says. "I look at myself in the mirror and I say, 'Ben, you're not a bad lookin' man.' Before, I couldn't even look at myself. I was always dirty or wired. I'm starting to like myself a lot more. It feels good to be doing the right thing."

It is his son who makes him strong. "When I came back into his life, he was timid. Now he's out of his shell, confident, his personality flowering," Mr. Middleton says. "Maybe getting older played a part, or maybe it's because he feels more valued. Something inside him just connected."

Their walk home from school is over. Mr. Middleton sits on the sofa in their small apartment in a brownstone and watches his son do his homework. "He's an A student, hardly ever needs help," he says. A police siren blares, riding in on the breeze.

The boy suddenly looks up and says, "Dad, when I grow up, I want to be a pro wrestler or a lawyer."

"You'll make a fine lawyer," his father says, adding softly to himself, "That's what I always wanted to be."

"Why, guy?" he asks his son. "Why do you want to be a lawyer?"

"Some people who get into trouble are actually innocent," the boy replies. "I want to protect them."

And so the evolution of Benjamin Middleton Jr., just another Brooklyn dad, rolls on.

GRAPHIC: Photos: A few years after his son's birth, Benjamin Middleton Jr. "took on fatherhood," physically, emotionally and financially. (Nancy Siesel/The New York Times)(pg. 1)

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HHS FATHERHOOD INITIATIVE

Overview: *Committed parents are crucial to strong and successful families and to the well-being of children. The U.S. Department of Health and Human Services (HHS) is determined to ensure that its programs and policies recognize the importance of both mothers and fathers and that we support men and women in their roles as parents.*

In June 1995, President Clinton challenged all federal agencies to reach out to fathers to support their positive involvement in the lives of their children. In May 1996, federal agencies came together in a conference hosted by Vice President Gore, and sponsored by the Domestic Policy Council, the National Partnership to Reinvent Government, and HHS, to share lessons learned and innovative ideas about involving fathers.

In June 1998, Vice President Gore released the report, "Nurturing Fatherhood: Improving Data and Research on Male Fertility, Family Formation and Fatherhood." This report, issued by the Federal Interagency Forum on Child and Family Statistics, is the result of a multi-year effort to identify what we know about fatherhood and what additional government research could be undertaken to increase our understanding of how fathering and family structure affect child and adult well-being.

HHS is promoting responsible fatherhood by improving work opportunities for low-income fathers, increasing child support collections, enhancing parenting skills, supporting access and visitation by non-custodial parents, reducing domestic violence, and involving boys and young men in preventing teenage pregnancy and premature parenting. HHS is also working with private, public, and foundation partners to ensure that both fathers and mothers are fully involved in raising their children, not just the first day, but every day of their children's lives.

BACKGROUND

Research shows that children benefit from positive relationships not only with their mothers but also with their fathers:

- Higher levels of father involvement in activities with their children, such as eating meals together, going on outings, and helping with homework, are associated with fewer behavior problems, higher levels of sociability, and a higher level of school performance among children and adolescents;
- Father involvement in children's schooling, such as volunteering at school and attending school meetings, parent-teacher conferences and class events, is associated with higher grades, greater school enjoyment, and lower chances of suspension or expulsion from school; and
- The father-child relationship affects daughters as well as sons. Girls who live with both their mother and father do better academically. In addition, they are less likely to engage in early sexual involvement and in the use of alcohol or drugs.

Keeping fathers connected to their children and increasing fathers' involvement in the lives of their

children poses significant challenges for our nation:

- High rates of divorce and non-marital child bearing increase the risk that fathers will be less involved in their children's lives;
- As more families have two parents working outside the home, fathers need support in the work place to find ways to balance work and family obligations and provide children with the level of child-parent involvement and supervision needed for their healthy growth and development; and
- Declining real income for families at the lowest end of the wage-market continues to place strains on mothers and fathers as they struggle to provide sufficient financial resources to keep their children out of poverty.

While government cannot make good fathers, it can support efforts to help men become the best fathers they can be.

INCREASING FAMILY SELF-SUFFICIENCY

Improving Child Support Collections. An important part of being a responsible parent is providing financial support. Research suggests that there is a positive relationship between non-custodial fathers' involvement with their children and their payment of child support. The Clinton Administration, in partnership with states, has made a strong effort to increase child support payments from non-custodial parents – mothers as well as fathers. In FY 1997, the federal-state partnership collected a record \$13.4 billion from non-custodial parents, an increase of \$5 billion, or 68 percent, since 1992.

Promoting Employment Opportunities for Low-Income Fathers. Seven states are participating in Parents' Fair Share, a demonstration project that provides employment-related training, parenting education, peer group support, and mediation services to encourage low-income fathers to be more involved with their children and increase their payment of child support. Eight states have received demonstration grants or waivers to allow them to test comprehensive approaches to encourage more responsible fathering by non-custodial parents. Each state project is different but they all provide a range of needed services such as job search and training, access and visitation, social services or referral, case management and child support.

Expanding Partners for Fragile Families. HHS' Administration for Children and Families (ACF) has begun a partnership with the private-sector initiative, Partners for Fragile Families. This initiative is aimed at helping fathers work with the mothers of their children in sharing the legal, financial, and emotional responsibilities of parenthood. Activities include Fatherhood Development Workshops on effective practices for working with young unemployed and underemployed fathers; developing a manual for workers to use in helping low-income fathers learn to interact more effectively with the child support enforcement system; and developing and implementing a peer learning college for child support enforcement experts to identify systemic barriers these young fathers face in becoming responsible fathers. Ten sites are involved in planning for this initiative.

STRENGTHENING PARENT-CHILD BONDS

Improving Paternity Establishment. ACF has instituted voluntary paternity establishment programs in U.S. hospitals to foster father-child bonds right from the start. In FY 1997, an estimated 1.28 million paternities were established, up from 554,200 in FY 1992. Of these, nearly 480,000 were in-hospital paternities voluntarily acknowledged, up from 84,000 in 1994. Voluntary hospital-based paternity

establishment services are required to be available in all hospitals and birthing centers. Some states are reporting that they are establishing paternities in the hospital for over 60 percent of non-marital births. Promoting Parental Access and Visitation. To increase non-custodial parents' involvement in their children's lives, HHS in FY 1997 and again in FY 1998 awarded \$10 million in block grant funds to all 50 states, the District of Columbia, and U.S. territories to promote access and visitation programs. The minimum allotment per state for FY 1997 and FY 1998 was \$50,000. Each state has flexibility in how it designs and operates these programs and can use these funds to provide such services as voluntary or mandatory mediation, counseling, education, development of parenting plans, visitation enforcement (including monitoring, supervision, and neutral drop-off and pick-up), and development of guidelines for visitation and alternative custody arrangements.

Engaging Fathers Early. HHS recognizes that fathers play an important role in their children's early development. The Early Head Start program was specifically designed to ensure maximum involvement of the important men in very young children's lives. A special "Fathers Studies" component has been developed as part of the Early Head Start research and evaluation program to examine the contribution of poor fathers to early childhood development and how program interventions can strengthen father involvement. The Head Start program continues to develop new and innovative ways to increase the parenting skills of both fathers and mothers and to engage them in program activities. Several HHS Regional Offices have developed partnerships with fraternal organizations to develop programs for encouraging minority fathers in their efforts to be more involved in their children's lives.

PREVENTING PREMATURE FATHERHOOD

Increasing Reproductive Health Outreach to Young Men. Through HHS Regional Offices, small grants have been awarded to Title X family planning clinics to develop pilot programs designed to prevent premature fatherhood. These projects employ male high school students as interns to provide them with on-the-job training in clinic operations and allied health occupations and education about male responsibility, family planning and reproductive health.

Promoting Family Planning Services for Men. Ten community-based organizations specializing in educational and social services for men have been awarded a total of \$2 million in grants to develop and implement family planning and reproductive health services.

Disseminating Information on Prevention Programs for Boys and Young Men. Projects have been funded to identify abstinence programs for boys and young men and to develop an information dissemination strategy to provide information to states and local communities on promising abstinence and contraceptive-based programs.

PROMOTING HEALTHIER AND SAFER FAMILIES

Improving Infant Health through Father Involvement. The Healthy Start Program was designed to develop strategies at the community level to reduce infant mortality and low-birth weight babies. Several Healthy Start Demonstration Programs have developed male mentoring and fatherhood initiatives as part of their strategy to improve the health of women, children, and families. These initiatives include using male outreach workers to involve fathers, providing job training and links to substance abuse programs for fathers, furnishing transportation and child care services to increase fathers' participation, and developing rites of passage programs for adolescents boys.

Mobilizing for Fathers and their Special Needs Children. The National Fathers' Network has been funded to expand support programs for fathers with special needs children. The Network produced a

training video, "Equal Partners, African American Fathers and Systems of Care," and distributed it to health care providers and programs working with fathers and to the Head Start community. Under another grant, the Network produced a second training video, "Managed Care Maze: What about the Children?" with study guides for families and physicians. PBS is using this video as part of a training and awareness effort on behalf of children with special health care needs.

Increasing Fathers' Involvement in their Children's Health Care. The Health Care Financing Administration has conducted four focus groups with custodial and non-custodial fathers and mothers to determine barriers to their greater involvement in their children's health care. The focus groups included urban, rural, native Alaskan, and Hispanic-Latino fathers. Information from the focus groups will be used to identify and remove barriers to services.

Reducing Family and Community Violence. As part of the Administration's comprehensive strategy to prevent domestic violence, HHS convened a meeting with fatherhood programs to discuss the issues of domestic violence within the context of Temporary Assistance for Needy Families (TANF) requirements to cooperate in the establishment of paternity and child support. State demonstrations have been funded to examine issues of domestic violence and custodial parents' non-cooperation with the Child Support Enforcement requirements. HHS is also coordinating a multi-year cooperative agreement with a consortium of Historically Black Colleges and Universities to develop models to prevent minority male violence. Finally, the National Center for Injury Prevention and Control at the Centers for Disease Control and Prevention (CDC) is working to reduce family and community violence, particularly among young boys and adolescent males.

IMPROVING DATA COLLECTION, RESEARCH, AND EVALUATION

Increasing Knowledge about Fathers. The Federal Interagency Forum on Child and Family Statistics' report, *Nurturing Fatherhood: Improving Data and Research on Male Fertility, Family Formation and Fatherhood*, is available at <http://aspe.os.dhhs.gov/fathers/fhoodini.htm>. HHS is collaborating with other federal agencies, researchers, and private foundations to implement the recommendations of the Forum's report:

- The National Survey of Family Growth, sponsored by HHS' National Center for Health Statistics, will be expanded to ask men directly about their fertility, family formation and fathering experience. Currently only women are interviewed in this survey.
- Interagency collaboration has begun on developing a baseline indicators report on male fertility, family formation, and fathering and a set of standard questions on father-child involvement for use in national household surveys.
- The National Institute of Child Health and Human Development is helping to fund questions about fathering behavior in the U.S. Department of Education's Early Childhood Longitudinal Survey-Birth Cohort study.

Other research and evaluation activities include the release of a report to aid in the evaluation of responsible fatherhood programs entitled, *An Evaluability Assessment of Responsible Fatherhood Programs: Final Report*, also available on the above-mentioned web site. An analysis of longitudinal data from a home-visiting program is being conducted to understand how home-visitation programs affect fathers' later involvement in the family. In addition, HHS supports research on the effects of paternal substance use on children's substance use and problem behaviors and of paternal alcohol use on fetal development. HHS also is studying the effectiveness of family-focused drug abuse treatment

programs.

CREATING A MORE FAMILY-FRIENDLY WORKPLACE

To help our employees balance the demands of the workplace with the needs of the family, HHS launched the Quality of Work Life Initiative in December 1996 and established the Work/Life Center in January 1998. HHS employees completed a survey on the availability and use of family-friendly work force policies, including flexible work schedules and sites, the Family and Medical Leave Act and other leave programs, and job-sharing. This survey is being used to improve employees' knowledge of, and access to, these Department-wide programs and to make appropriate adjustments where indicated.

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81ST STORY of Level 2 printed in FULL format.

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 Star Tribune (Minneapolis, MN)

November 22, 1998, Metro Edition

*C.C. Fathers group
 Cynthia*

SECTION: Pg. 1B

LENGTH: 1952 words

HEADLINE: Reworking the system for 'welfare dads';
 Mandatory child support, a key tool to get families off welfare, isn't working
 for men who simply are unable to pay - many who really want to be a part of
 their kids' lives.

BYLINE: Jean Hopfensperger; Staff Writer

BODY:

After setting tough new work requirements for mothers on welfare, national
 and state legislators are turning their attention to "welfare dads," the fathers
 of children on welfare.

But there is no crackdown underway. Instead, policymakers are exploring new
 programs to lure welfare fathers back into the family fold, including more
 funding for job training and more flexible child support arrangements. Just last
 week, the federal government awarded a \$ 1.8 million grant to a Minneapolis
 program that will help welfare dads find jobs by providing them with job
 counseling, transportation and other services.

These issues and the new approaches being tried will be explored at a
 national conference on fathering to be held in Minneapolis in two weeks.

All of this sounds good to Michael Butler, a 27-year-old Minneapolis man who
 says he wants to do more for his three children on welfare. Butler is a
 participant in a program at the Employment Action Center, one of a number of
 programs that have sprung up to help fathers do more for their children.

"I just want to have a family, get a good job, get my own company and,
 hopefully, get my kids to college," said Butler, who works about 60 hours a week
 preparing deli food for two grocery stores.

Butler wasn't always so responsible. When he was a teenager growing up in
 Chicago, he was involved with gangs and drugs. He had two children with
 different women, and the mothers went on welfare.

Last year, when he had a daughter with his current partner, Butler took a
 different approach to fatherhood. He signed paternity papers and has been a dad
 to his partner's four children, whose fathers weren't supporting them.

Butler says he eventually would like to have his two elder children live
 with him.

"I didn't have my dad's name on my birth certificate," said Butler. "It
 made me feel empty. I don't want my kids to feel empty, too."

Star Tribune (Minneapolis, MN), November 22, 1998

In Minnesota, welfare dads have fathered more than 100,000 children who are receiving benefits. These fathers owe more than \$ 61 million in overdue child support, according to state officials.

That's about 15 percent of all overdue child support the state is seeking to collect.

Typically, the state would investigate where the fathers work, garnish their wages and suspend their driver's licenses if they don't pay.

But there is a growing sense among experts that the child-support system, the government's main tool to prod fathers to support their children, isn't working or is irrelevant to men who are unemployed or who make so little money that they're unable to pay.

The state is now taking "a serious look at the way we serve fathers, especially low-income fathers," said Laura Kadwell, director of the child-support enforcement division of the Minnesota Department of Human Services.

"We've learned that the system we set up to encourage them to pay has become a barrier to many of them," she said. "For example, our debt policy [requiring fathers to pay all overdue payments] makes it hard for people who want to face up to their past obligations to come forward."

"The question becomes, how do we take down those barriers in such a way as to encourage fathers to participate in the lives of their kids, and at the same time keep the pressure on those who would evade responsibility?" Kadwell said.

Minnesota's child-support system wasn't designed for men like Butler, said Kadwell.

"Lots of our tools are geared for people actively trying not to pay child support," she said. "I don't think we've really addressed the person who would like to do better but doesn't have the means to do so. And that's the population that we're looking at more closely."

"We're looking at getting them to establish paternity and getting them to pay what they can, rather than putting a responsibility on them that they can't live up to," she said.

Helping them pay

Butler's case illustrates one type of welfare father - an inner-city father who had children while he was young. But a fuller portrait of these fathers emerges by looking at the men in the Parents Fair Share Program, a program in Ramsey, Anoka and Dakota counties that helps fathers pay overdue child support.

The typical participant is a white male, in his 30s, with slightly less than a high school education, earning an average of \$ 8 an hour. One-third of the men reported a felony conviction, drug or alcohol dependency, or a physical disability.

Star Tribune (Minneapolis, MN), November 22, 1998

A visit to the St. Paul program, a cluster of offices in the Ramsey County Government Center, shows one way that government is trying to create more responsible fathers.

In the main conference room, three young guys are discussing fathering issues in a peer support group. Across the hall in the "Job Club" room, a man is typing cover letters to employers.

Nearby, a visibly irritated father is settling down at a table to meet a child-support worker. His driver's license has been suspended for not paying support. But he's showing payroll stubs that prove otherwise.

When the child-support worker leaves to check on his file, he starts talking anxiously about his situation, which exemplifies nearly every reason men say they aren't supporting their kids.

"I need so much help it's unbelievable," said Bill Kinny, 33, of St. Paul.

He had just been laid off from his construction job. He pulls out a pile of documents from his backpack. They include:

- A bill for \$ 38,126.88 in back child support for three children.
- A divorce decree granting him only supervised visitation of those kids.

- A cassette tape containing what he says are 36 minutes of telephone disputes with his ex-wife.

"My kids mean the world to me," Kinny said, clutching another document that gives him joint custody of his 4-year-old child from a different relationship. "I just want to be part of all my kids' lives." Kinny's child-support worker then returned. While she was unable to immediately verify his claim that he was making payments, she promised to look into the possibility of reinstating his driver's license. And she told Kinny not to hesitate to call if he had other questions.

Kinny's story - in particular his overdue support - underscores the correlation between personal conflicts and child-support payments. It also underscores how a cooperative - rather than antagonistic - relationship between a county child-support worker and a father, can produce dividends. That's one of the lessons of the Fair Share Program. Kadwell said she's asked those workers to be more responsive to the men.

"Historically, there's been a culture in child support that says that everybody who isn't paying child support could, but they just don't want to," she said. "In fact, there are people who don't have income to make those payments. They need a different response from us."

The department's challenge, she said, is to stay tough on the real deadbeats and to connect the rest with services that can help them pay, such as job counselors, job training and chemical dependency programs. The department is beginning to do that, she said.

Kadwell said the traditional tools used to collect child support aren't particularly effective with low-income men. Garnishing wages, for example,

Star Tribune (Minneapolis, MN), November 22, 1998

gets tough because many men change jobs frequently or get laid off.

Withholding their income tax refunds has limits, because most of the men don't receive significant refunds. Suspending their licenses isn't always a big threat, because many just drive without them.

Impact on moms, kids

These men get little sympathy from the low-income women who gather weekly at a support group in north Minneapolis. The class teaches women, many on welfare, how to become financially self-sufficient. Few receive child support.

Program coordinator Barbara Myers has seen how poverty and fatherlessness strain the families in her program, called Project STEP, run by the Community Action Agency of Minneapolis. These women are struggling to hold down jobs, pay for child care and raise their children decently in tough neighborhoods.

An extra \$ 100 or more a month would make a difference to a mother trying to leave welfare for work, she said. So would having someone to occasionally watch the children.

"The women will never get out of poverty unless they get some support," Myers said. "It's either going to be from the state, or the man is going to have to step up to the plate."

That said, many women have made some bad choices, Myers said. Even men who weren't bad fathers at first sometimes turn, she said.

Chris, a 28-year-old Minneapolis mother in the class, who asked that her real name not be used, gets teary-eyed talking about how her ex-husband treats her son. On a couple of occasions when she sent her son to Chicago to visit him, the father has sent him home after a few days - feeling rejected and hurt.

He rarely calls and doesn't send Christmas or birthday presents, she said.

"Seeing my son hurt, hurts me," she said. "I told his father, either you get involved or I change his name. He's a junior. How can you be a junior when there is no senior?"

Policy options

These fathers have become a focus for state and national policymakers. There's a flurry of new projects designed to educate them, train them or simply mold them into better dads.

For example, a "Fathers Count" bill was introduced in Congress last session that would appropriate \$ 2 billion for education and training programs. Its main sponsor is Rep. E. Clay Shaw, R-Florida, the chief sponsor of the 1996 welfare overhaul. The bill wasn't sent to the floor last session, said Shaw's spokeswoman, Donna Boyer. However, it will be introduced again next year.

Star Tribune (Minneapolis, MN), November 22, 1998

Another pot of federal money to states, new "welfare-to-work" dollars, can be used to provide job training for noncustodial fathers. In fact, a Minneapolis program received a \$ 1.8 million federal grant Friday to do just that. Likewise, new federal child-support laws allow states to "pass through" more of the support payments to the children.

Minnesota keeps all of the child support it collects, but is considering transferring some to the mothers, Kadwell said.

"We're hearing from fathers groups that it's really important for them to know the money is really going to help their kids," she explained.

Meanwhile, a half-dozen programs designed to help young fathers be responsible parents have taken root in Minneapolis and St. Paul in recent years. And starting Dec. 2, a fathering conference will be held at the Sheraton Metrodome, sponsored by the National Practitioners Network for Fathers and Families.

"This is a very important issue," said Dwaine Simms, the director of fathering programs at MELD in Minneapolis. "I think as more and more parents on welfare reach the ends of the terms of their grants [five years], it will create an even greater need for fathers."

More information:

Where to find help

Here are some programs designed to create more responsible fathers.

- Young Dads: Job counseling, parenting classes, mentoring, preparation for high school diploma equivalency test. Employment Action Center, Minneapolis, 612-871-6002.

- MELD Young Dads: Parenting groups, resource/referral, support. Minneapolis, 612-332-7563.

- Parents Fair Share: Job counseling, referrals, Job Bank, child-support advice, fathering classes. Ramsey County, 651-266-2907; Anoka County, 612-783-4826; Dakota County, 651-450-2602 .

- Families Working Together: Job counseling, family support, preparation for high school diploma equivalency test, parenting and job retention classes. Episcopal Community Services, Minneapolis, 612-338-6558.

SMALL FATHERS WORK GROUP

<u>NAME</u>	<u>OFFICE</u>	<u>PHONE</u>	<u>FAX</u>
✓ Lisa Mallory	OVP/NPR	456-9007	456-2830
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✓ Lisa Gilmore	HHS, Office of Dep Sec	690-6133 Direct: 260-1370	690-7755
✓ Linda Mellgren	HHS, ASPE	690-6806	690-6562
✓ Joe Jones	NPR	410/367-5691	410/367-4246
✓ Andrea Kane	DPC	202 456-5573	202 456-7431
✓ Sarah Costin	HHS/Legislation	690-6361	690 8425
✓ Dennis Lieberman	DOC	219 0100 x180	219 0376
Lynn Jennings	DOC	219.6197	219 9216

10/22

Cynthia - FBI re: child support
related issues

CC: Cynthia

Kay Forley, National Center for State Courts
→ independent association (like NCA, NSCL)

703 841 - 0200 phone

David Aronow suggested she wd be interested
in participating in discussions on fathers cant bills.

staff support to experience of chief justices,
state of administrators, Am judges' assoc,
NJP assoc for ct. management

interested in A+V, child support enforcement

Fathers' Poverty and Income Status: 1990

	Resident Fathers	Nonresident Fathers	Dual Fathers
Total Number	23,910,000	4,435,329	2,917,074
Poor	1,479,844 6.2%	288,271 6.5%	171,534 5.9%
150% of Poverty Line	3,509,508 14.7%	688,990 15.5%	475,062 16.3%
Lowest Quartile*	2,295,027 9.6%	991,542 22.4%	452,049 15.5%
Second Quartile	4,553,206 19.0%	1,219,681 27.5%	741,649 25.4%
Third Quartile	7,690,432 32.2%	1,192,204 26.9%	898,948 30.8%
Highest Quartile	9,372,604 39.2%	1,031,902 23.3%	824,427 28.3%

* Quartiles are determined using personal income of all men between 18 and 64 years old. In 1990, the cutoffs were: \$10,171; \$18,963; and \$31,455.

Source: Urban Institute's tabulations of the 1990 Survey of Income and Program Participation.

To Cynthia Rice and Andrea Kane

From Linda Mellgren and Paul Legler

Re: Issues Raised at Meeting on Fatherhood 12/9

Issue 1-Eligibility Requirements for Non-Custodial Parents

Personal Responsibility Contract(PRC)

Some programs in both the Parent's Fair Share Demonstration Project (PFS) and the new Partners for Fragile Families Demonstration Project (PFF) require the development of a mutual contact or individualized plan for clients. This was not required in Parents' Fair Share, but is part of the overall program design in the PFF demonstration. Some projects in the OCSE Responsible Fatherhood Demonstration Sites may use this vehicle as well but the range and type of program services are more varied and would not even be appropriate in all sites. These PRC's are generally not thought of as legally binding, but rather as a way of making sure staff, clients and other program actors, such as child support, are in sync with each other. Jerry Hamilton (of Wisconsin) indicated they were particularly helpful in convincing the CSE agency that these men were really trying to get their act together. The downside concern of such a requirement is that it forces every project into a particular type of case management approach that may reduce some flexibility in program design at a time when we know we still do not have all the answers. At the very least one would want to make sure that this process not duplicate or conflict with other written documents that have more legal binding, such as a child support repayment plan or specifics included in any court document around parenting plans. Any language requiring this should be broad.

One specific requirement of the PRC that is consistent with existing responsible fatherhood experience would be to require as a part of the PRC the voluntary establishment of paternity. We would not want this to be a barrier to the initial eligibility determination since it could take some months to actually establish voluntary paternity if the parents live in different states or either mother or father have some doubts about who is the father and would like to pursue DNA testings. However, the father would have to start the process as soon as practicable after enrollment. We will get you more information on how current programs work this out.

Income Eligibility

We are pretty flexible on this as long as there is a commitment to focus on the hard to serve (both fathers and mothers). Such evidence that does exist suggest that any man who is low income-by definition is probably hard to serve-that is, has a drug or alcohol problem, a criminal history, educational deficiencies defined as either literacy or school completion, poor work history, etc. Unlike women, where child care, job accessibility, and no work history may be the primary barriers to work, there will be few men who are voluntarily low-income (such as men who quit there jobs to avoid payment of child support) would not access these programs. It would make sense to have some service priority that attached these men to TANF in some priority listing such

as TANF Hard to Serve, Any TANF children, children with Food Stamp and/or Medicaid, Former TANF and TANF like families. One could allow states to set their own income cut-off as long as it was consistent with some set of welfare or welfare like services, such as TANF, Food Stamps, Medicaid, SSI, State general assistance. Connecting income eligibility to EITC or below state median income would be less appealing.

Issue 2-Promising Program Approaches

More work needs to be done to review existing programs and to specify what approaches or strategies these programs are using. Several Parent's Fair Share sites remain possible promising approaches--especially those with stronger evaluation findings such as Los Angeles, Ohio and Michigan. Several of the PFF sites are also up and running --Baltimore Healthy Start , Wisconsin, and Ill but while these are operational sites, we do not have any evaluation results. One of the issues is the long lead time that it takes to get the programs up and running. Some of the OCSE Responsible Fatherhood sites are just getting off the ground now and were funded over a year ago. One community based program evaluator who was at the Minnesota Fatherhood conference several weeks ago said it is his experience that it takes at least a year for new community based programs to get operational and if there are extensive collaboration requirements it takes two years.

Issue 3-Allowable Activities

We would like to make sure that any list of job retention/employment support activities specifically includes issues around increased parenting skills, peer support, mediation and conflict resolution, violence reduction/anger management training, legal services (as appropriate and not available else where) and treatment of chronic or acute health problems related to employability (as appropriate and not available else where). Note on this last issue most of these men, unlike the custodial parents, are not eligible for Medicaid and have no access to health care except for hospital emergency room treatment and in some localities community health centers.

Other Provisions

If it works in the context of the WTW legislative language and this being a DOL bill there are two child support state agency encouragements that could be helpful. These are:

At State option, a State may cancel or suspend debts to the State (on account of an assignment of the right to support by a TANF recipient) if the non-custodial parent owing such support marries (or remarries) the parent with whom such a child is living and to whom such support is owed and the State determines that the marriage is not a sham marriage entered into solely to satisfy this provision.

At State option, the current child support obligation (not arrears) could be suspended or reduced to the minimum allowed under State guidelines while the non-custodial parent was participating in program activities if the non-custodial parent does not have income sufficient to pay the amount of the current order.

States all ready can do both of these, there is no legislative authority needed. However sometimes states need a little push.

Q: Cynthia



FAX COVER SHEET

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WASHINGTON, D.C. 20201

OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION
PHONE: (202) 690-6311 FAX: (202) 690-8425

DATE: *Dec 3*
TO: *Andrew Kame (6. 7431)*
FROM: Sara Costin, Legislative Analyst
PAGES (including cover): *3*

*① WST article
and
② Wash. Times from yesterday
re: \$600,000 grant*

*note findings re:
child support too
(though not too good)*

Wall St. Jnl.: 12-1-98.

Fatherless Boys Grow Up Into Dangerous Men

By MAGGIE GALLAGHER

George Moody, a 60-year-old man from Hinesville, Ga., had just checked into John's Resort in Heines City, Fla., for a family reunion in April. He opened his hotel door, and three teens in ski masks opened fire. When police arrived they found five members of Mr. Moody's family, including a 16-year-old girl, wounded. "It was a random shooting," Sheriff Lawrence Crow told the Miami Herald. "It doesn't make any sense."

This was the final act of a four-day shooting spree undertaken by three boys, all under 18. Just another crime in America, not shocking enough to make the national news. But according to a new report, "Kids and Violence," by Florida's Family First organization, all three gunmen had one thing in common: they came from homes broken by divorce or unwed parenting.

Coincidence? Between 1980 and 1990 the homicide/arrest rate for juveniles jumped 87%. Following rapid changes in family formation in the 1970s, youth violence rose sharply in the 1980s and '90s, even while it declined for adults over age 25.

Such correlations are merely hints that fatherlessness causes crime. Until recently, scientific evidence has been hard to come by. Researchers had long suspected a link between father absence and crime,

but few had access to the kind of large nationally representative database needed to rule out alternative theories. Since boys raised by single parents disproportionately come from disadvantaged backgrounds, maybe it was not fatherlessness but poverty or discrimination that put them at risk of crime. Nor could most of these earlier studies distinguish between different sorts of disrupted families: Was it just children of unwed mothers who were at risk, or did divorce have similarly negative effects? Is a stepfather as good as a biological dad? How much does remarriage, which dramatically raises family income, do to restore to children the protection of a two-parent home?

To answer questions like these, Cynthia Harper, a demographer at the department of obstetrics and gynecology at the University of California, San Francisco, along with Princeton's Sara McLanahan, one of the nation's top family scholars, undertook what few researchers had in the past: a longitudinal look at how family structure affects serious crime, using a large national database, the National Longitudinal Survey of Youth. Their study offers a unique opportunity to calculate the true costs of family breakdown and to compare different theories about the "root causes" of crime.

Ms. Harper and Ms. McLanahan followed 6,403 boys who were between the ages of 14 and 22 in 1978, up through their early 30s. They controlled for family background variables such as mother's educational level, race, family income and number of siblings, as well as neighborhood variables like the proportion of female-headed families in the neighborhood, unemployment rates, median income and even cognitive ability.

Here is what they found: Boys raised outside of intact marriages are, on average, more than twice as likely as other boys to end up jailed, even after controlling for other demographic factors. Each year spent without a dad in the home increases the odds of future incarceration by about 5%.

Boys raised by unmarried mothers are at greater risk, but mostly, it appears, because they spend more time without a dad. A child born to an unwed mother is about 2 1/2 times as likely to end up imprisoned, while a boy whose parents split during his teenage years was about 1 1/2 times as likely to be imprisoned.

Child support made no difference one way or another in the likelihood a boy will grow up to be a criminal. And sadly remarriage made things worse: Boys living in stepparent families were almost three times as likely to face incarceration as boys from intact families. In fact, note Ms. Harper and Ms. McLanahan, "the odds for youths from stepparent families are similar to those for youths who do not live with any parents, although these children, in addition to not having any parents care for them, are selected for more difficult family circumstances." Apparently stepfathers and children frequently compete for the time, attention and resources of the biological mother. Ms. Harper cautions, however, that "there may be lots and lots of households that benefit enormously from a stepfather. These are large national averages."

Poverty did make it more likely that a boy will be incarcerated as an adult. But "family structure was more important than income," reports Ms. Harper. Though she'd like to see that finding replicated using other, more reliable income data. Though Ms. Harper and Ms. McLanahan's data don't prove this, I think their evidence suggests that, while the structural advantages of marriage (more time, more supervision and more money) help, the attachment between father and son may be the key. Fathers teach their sons lessons, directly and indirectly, about what it means to be a man. When boys identify with fathers who are loving and available, the likelihood lessens that they will define their masculinity in terms of rebellion and antisocial aggression.

Ms. Harper and Ms. McLanahan, for example, found that the very small number of teenage boys living with just their single fathers were no more likely to commit crimes than boys in intact families. But boys living with remarried dads faced rates of future incarceration as high as or

higher than boys living with remarried mothers. Why? Perhaps because men who don't marry but care for their children single-handedly are unusually devoted fathers.

"Adolescents face a lot higher risks today than they used to," says Ms. Harper. "Fathers may be even more important now than in the past." Yet as the importance of fathers has grown, the likelihood that they're around has fallen: By their teenage years, almost 40% of boys in Ms. Harper and Ms. McLanahan's study were not living with both their parents.

Since 1970, the divorce rate has doubled and the out-of-wedlock birth rate has tripled. Today, according to the latest Census Bureau statistics, one-third of all births, and 44% of first births, are to unmarried mothers. The first heart-breaking victims of this revolution in social behavior may be the children of single parents themselves. But as George Moody found out, they are not the only victims.

Ms. Gallagher is an affiliate scholar at the Institute for American Values and a nationally syndicated columnist.

get study

Wash. Times; 12-2-98

\$600,000 grant to assist 'dead-broke' dads

By Cheryl Weitzman
The Washington Times

"Dead-broke" unwed fathers in nine cities including Baltimore will be helped to find jobs and become responsible for their children through a \$600,000 "fatherhood development" grant program, officials said yesterday.

It has been "assumed that fathers who didn't pay child support did so out of choice," said Jeffery Johnson, president of the National Center for Strategic Nonprofit Planning and Community Leadership (NPCL), which yesterday announced the three-year grants through its Partners for Fragile Families project.

But with 3 million fathers eligible for food stamps, Mr. Johnson

said, "these guys aren't deadbeat dads, they are dead-broke dads."

Through the NPCL's fatherhood programs, which include counseling and outreach, single poor men can gain friends and learn how to be "accountable, employable, financially responsible and positive influences in their children's lives," Mr. Johnson told a news conference that included Labor Secretary Alexis Herman.

"The street is where I've come from, but ... the street is no longer where I'm going to be," said Richard Marshall, a 21-year-old father who has been in the NPCL-funded Baltimore City Healthy Start Men's Services Program.

Mr. Marshall said he is in school, works two jobs and has a reputation as a success. He said he de-

cid to leave the "busting" life because of his son.

"When I look at my son, I see myself. ... I can't honestly take that risk no more," he said.

Fathers and their unique contributions to children and families have become popular topics in the past decade. Today, 2,000 groups work to promote "responsible fatherhood" and end fatherless homes, says the National Fatherhood Initiative, a national group led by psychologist Wade F. Horn.

Fatherlessness has been linked to poverty, substance abuse, low education and unemployment. A study issued in August by demographer Cynthia Harper and academic Sara McLanahan found that boys raised outside marriage were twice as likely as boys raised in

married homes to end up in prison.

That study also showed that getting child support didn't make a difference in whether a boy became a criminal, noted Stuart A. Miller, a Virginia-based father's rights activist.

But collecting child-support payments is a priority for Congress, states and many advocacy groups. Millions of non-custodial parents — typically fathers — already owe billions of dollars for the care of their children.

Child-support payments will be even more crucial when welfare mothers teach their 60-month time limits on welfare, said legal expert Nancy Ebb of the Children's Defense Fund. States should help both parents find work, she added.

N.Y. Times; 12-2-98

Giuliani Agrees to Independent Review of Children's Welfare Agency

By RACHEL L. SWARNS

After striving to overhaul New York City's troubled child welfare agency for nearly three years, Mayor Rudolph W. Giuliani has agreed to allow a panel of national experts to assess the agency's performance and to issue recommendations and timetables for improving abuse investigations, foster care placements and the pace of adoptions, lawyers close to the agreement say.

The agreement resolves a class-action lawsuit filed by lawyers seeking a court takeover of the agency, known since 1986 as the Administration for Children's Services. The settlement also requires state officials to conduct nine audits of the agency and to assign 41 workers to monitor city compliance with state law.

The settlement, which was signed by city and state officials yesterday, sets the stage for extraordinary independent scrutiny of the child welfare agency over the next two years. It comes three years after the beating death of a 6-year-old, Elias Izquierdo, who was killed by her mother while under the city's watch, shocked the city into making reforms. And it reflects, for the first time, a tacit acknowledgment that child welfare officials

still need expert help and that state officials still need to improve their monitoring of the city's oversight of abused and neglected children.

But the pact also represents a significant victory for Mr. Giuliani. The lawyers for foster children, who filed their suit in 1993, backed away from their call for a court takeover. And the expert panel, which will assess the agency, cannot compel the city to follow its directives. It can only find that the city has acted in bad faith, which would allow the advocates for children to renew their litigation, using the experts as their witnesses.

This novel approach is a stark departure from other child welfare settlements across the country, which typically require localities to follow strict court mandates. But child welfare experts have increasingly argued that such agreements rarely produce changes on their own. New York City, for instance, has never come close to complying with the dictates of the Wilder Settlement of 1986, which was intended to insure that foster children went to proper homes.

And the lawyers for children now seem to be hoping that a less restrictive agreement may have a better chance to succeed, particu-

larly if it is supported by Mr. Giuliani and his Child Welfare Commissioner, Nicholas Scoppetta. The advocates are, in effect, acknowledging that they believe the city is committed to working toward fulfilling its promised reforms. City officials have already reduced

A tacit admission that the city cannot go it alone.

caseloads, increased the number of adoptions and raised caseworkers' pay in an effort to slow turnover.

Consequently, the advocates also agreed to dissolve the Wilder Settlement and to bar for two years the filing of any class-action suits for children now in foster care.

"The system has proven so resistant to change that we really had to be very clear-minded about what was likely to result," said Marcia Robinson Lowry, the executive director of Children's Rights, the group that filed the initial lawsuit.

"Winning a trial is not that diffi-

cult," she said. "What is difficult is getting things to change. And this agreement is going to bring about reform that is long overdue."

Mr. Scoppetta declined to discuss the details of the agreement yesterday, saying it would be announced publicly today. But he said the settlement would allow the city to focus fully on its reforms of the child welfare system, instead of fighting legal battles for years.

"This is an enormous step forward," Mr. Scoppetta said. "It is precisely what we've always proposed. It's a wonderful way to get rid of litigation that has become enormously cumbersome and so time consuming."

The expert panel will be made up of four former child welfare administrators. They include Doug W. Nelson, who worked for the state of Wisconsin in the 1980's, and is now the president of the Annie E. Casey Foundation, the nation's largest private foundation devoted to poor children; John Mattingly, a senior program associate at the Casey Foundation, who ran the child welfare agency in Toledo, Ohio; Judith Goodhand, who ran the agency in Cleveland until this year when she became a consultant at the University of North Carolina's Graduate

School of Social Work, and Paul Vincent, who was the director of Alabama's Division of Family and Children's Services before moving to a nonprofit child welfare group.

The Casey Foundation, which is based in Baltimore, is to pay the expenses of the panel and its staff, assuring its independence. The experts, who will keep their current jobs, are now seeking office space in New York City.

Under the agreement, the experts are to have complete access to city officials and city data and they are to issue periodic reports on foster care placement, permanency planning for children in foster care, the monitoring of foster care agencies, case practice and other related issues.

Lawyers for the state did not return calls for comment last night. But under their agreement, they must audit the city's performance in abuse investigations, the provision of counseling services to troubled families, the handling of cases of children in foster care and the frequency of caseworker visits.

If state officials do not follow the terms of their agreement, they can be held in contempt of court.

12/8

CC: Cynthia

NCOFF Fathers Forum

Wade Ham -

CBOs better suited than ICD -- scare you away
Exper. of vol. part. estab. -- see initial structure level of

along w/ job focus

WVU - hope to include resp father messages, peer support
etc -- gives them motiv. to oblige jobs + get better job
working w/ IN good will of men ref'd from ~~the~~ prisons

*

Other funding streams:

- ED -
- ATO
- DoC/DOJ Justice

cultural Δ needed in agencies. Plus w/ wave of
ASB - changing focus

Other \$ streams -

like WP's idea but don't need it.

Have H. W. M. Fathers Court proposal

It was a mistake to have introduce this w/o
bipartisan support -- broad based bipartisan ~~pro~~
support is key

of ^{alacorn} N. Johnson likely to become chair - gd friends
w/ C. Show but also Ch. symp - Nixon/China

Managers: lbs don't like word in their cars
don't think it's strong enough

Shd use existing \$, get new grant, but if
we don't fit at new \$, might compete for resources
from memo + Doc

375 cases
re: fathers *

Fathers matter -- not so much to have stand alone
prog but to infuse this throughout prog

Wade's initiatives include 100% P.T.

- in most states none of C.S. gets thru to families
- is there potential to reconsider this in a
a fathers ct bill or some other vehicle?

Wade: That is permissive - cd pt 100%
- its a little surprising states aren't doing this
the supports idea.

Wancy Ebb, CDF

- why to what fund many custod. parents
not getting comprehensive supports for work.

C.S. is key part of this prog -
how do we make sure > it gets thru to family
while away + after. wd like to see some demo
re: how to do > of this, i.e. CS assurance, instruction
to treatment

Can we use time around birth when fathers
are receptive to have them up not just w/ paternity but
Other acs - empl, ^{Wade: just w/ paternity but}
parenting skills, ^{peer support groups}
These will not emerge easily. ^{we don't know how to do}

Wade: C.S. is key - but not only thing. Don't want
to send message that w/o CS, you have nothing to contribute.
Wendell: one of parts of FE bill - only fatherhood
vehicles, but also need empl acs. who makes
decs. + who controls?

TANF - issues re: SSP -

of set up prop for depts, with that of against time limit for moms

used Harri: - FC Act wd allow empl certificate

Mention - w/o rising reg issues, there are a range of things states can do w/in TANF

~ DCVSS
Ceraldo Rodriguez, ~~AFS~~ in LA - ~~that~~ key is coordinated effort among state agencies.

DA was lead in L.A., Temp dept, wely agency, Comm + Sr. Svcs, PICs. Cabanas wt absolutely essential.

WP - see C.S. agency as lead for coordination, not delivery. Diff fathers need diff mix of things. Enforcement of CS shd be primary. Develop indiv plan - what does that father need to pay C.S.

WT - ~~what~~ wd put CEOs as coordination - if CS in charge, CS will be only at some C/H (not but not only measure). They have > trust, connection of the target pop. Also wdnt put PICs in charge - jobs also aren't the only answer (in some cases, best option may be for guys to stay home).

Dianne Roy, OCSE, CT
CT -

News on P.T. has changed - - OT has kept
P.T. ~~to family~~ ^{to \$100} + disregards. Need every opp. possible to
help w/ std. parents (short T.L. makes this even
more critical) families

Importance of being able to plan - direct dep
This also encourages NCP to partake in lives
of family. ~~financial~~ financial support is key, but
emot. support just as imp.

Families want to pay directly to family - not w/ agency.
Need to feel pride + resp. -
C.S. 1st, then assistance as supplement
C.S. needs to be felt.

~~disregard~~
Issue of lag in pymt - suggest paying C.S.
at immediately, then calculate add'l assist if needed
to, w/ getting P.S. directly - many of these
no longer getting assistance. Combining wage
+ C.S. to become self suffic

Implemented new distrib - put family 1st
Also focusing on responsibility - dispel myths
re: C.S., working w/ community providers -
head start child care. fear of aid for acknowledging
paternity. Incarceration shd be last thing - - in jail
cant pay C.S.

See C.S. as key part of self sufficiency
Re: guidelines - every dad shd
contribute something - both parents shd contribute
- not just mothers

Mayor Goldsmith -

C.S roots (prosecutor for 12 yrs)

Common purpose but diff goals, difficult to implement

- 1) want dad to pay + get involved
- 2) wants to get \$
- 3) also deter early fathering

probs

1) Switch from AFDC to TANF - TANF divides up but is a sm. prec

5,000 people at 1m on TANF but 'deserve' to benefit. Lots of others need help not on TANF. Paying the Co. is not necessarily best - creates disincentive for fathers to pay / support families

Father Res. Ctr (currently Health aggr) - health, parenting skills

AFDC/TANF oblig jobs in the way - of dad doing the right thing.

C.S. shd be augmented by pub assist, not reimb. pub assist.

he brought all local players together - PIC, welfare, health.

C.S - lots of ~~money~~ \$ - TANF + WTW. PIC trying

trying to find people who are eligible. C.S agency trying to find services for fathers. Can't link up.

Get \$ to local, neighborhood aggrs devel. doesn't work

return role of

2. role of public/spirit - IV D + IV A agencies cd not elicit, aggrzi resources, multiple & schemes

PIC means
340 families
w/ 1000+ kids
1000+ machines
7 dead

1052
Fathers involved in way to spend

3) not all dads are JD dads - -
have to triage - be sensitive

had idea to give dads 15% credit - - moms didn't want them involved!

4) CTs don't work - if you come to it ap we will guarantee you a job, give bonus etc, if say no, will give comm sec, if not, job paid - - but judges don't do it

changing nature of workforce complicate this - makes it harder to play by the rules - people getting other jobs can't put place people in jobs - need to stay of them, keep them handle jobs, advisory career ladder
Exper of WW & for moms - most successful, need to be comm based stay of for @ least a yr, Don't care where & flows.
flux & stream - - need to remove barriers on WW &

clay + pay stand
admin by comm/fair based app
stay of dads for a while - understand career ladder, need @ work

less pay for performance - typically use
6 mos let nothing in calendar that ^{part comes} set so on / ~~part comes~~
of all this black point & if there could be a simple
fed pt of contact that all & flow through - has about 50
of Rendell Schimke

Turn challenge
members
to participate

mention Belle Santelli: not imbalanced decs not to
many menys yang man / father.

diff menys work best for diff females -
cant generalize to create a system all the kids.
→ idea of 'parenting plan' - yeah, sure!

Bob Lehman - idea of developing contract w/
both parents - lay out obligs & resp. will
provide discretion - will have some mistakes w/
that's a risk w/ taking
came up w/ agreement for sharing parental + from
resp.

Then fathers center negotiates contract w/
fathers + mothers - provided clarity on visitation
issues which are key.

Vicary - connection w/ CS financing issue
Study report for ^{male} pub trans - dilemma
re: financial + poli. costs. CT - uses CS
incent. \$ to pay for P.T. It will be better if
didn't have to share collect w/ feds but we
still continue to do it.

Drane -

IT - still pay P.T - only \$/4 mo
When you file a CO. that you're going to take \$ from
TVD to P.T to families → concern re: taking
away from ongoing support. Real res are pressure
& trade offs

Alman Colson

- need to think across systems - most CBQs only do 1 thing well - hard to think > broadly
- need to have framework for research, eval, info sharing

Welfare Reform, Fathers and Families Roundtable

Wendell's
paper
for
NCOFF

Background

1. Culture of child support office must change
2. Economic incentives must exist
3. Arrearages, size of order, state debt
4. Child support orders on custodial fathers

How Do You Finance Enabling Services for Dads?

- A Capped block grant with a state match
 - State match leads to better administration
 - Capped because unlimited need. Should not be statewide. Needs to be implemented slowly. Funding constraints.
 - Need flexibility in what services should be delivered and in what mix

argues against
unlimited
funding

Who Should Control Funding? — Possible Candidates

- PICs
 - Can be coordinated with all other employment services and target populations
 - Parent's Fair Share had difficulty getting employment services to this population
 - Clearly has the expertise to do employment services relative to TANF and CSE
- TANF
 - Allocation between custodial and noncustodial parents
→ & many are providing empl + related serv for custodial parents
- Child Support
 - Coordination between child support and employment providers — can reward strong participation and punish lack of participation
 - Negative image of the CSE program to client population
 - Better allocation between employment and other fatherhood services
 - Can better assure this population is served
 - CSE agency overworked and cannot perform current tasks

Effects of Current Law on the Incomes of Married Families, Noncustodial Parents and Custodial Families with Two Children in Selected States

Maryland													
Married Family Earnings	Custodial Earnings	Noncustodial Earnings	Tax Rate on Child Support	Child Support Order as a % of NCP's Earnings	Married Family Income After Taxes and Transfers		Custodial Family's Income After Taxes and Transfers		Noncustodial Parent's Income After Taxes and Transfers		Marriage Bonus (Penalty)		
					\$	% of pov.	\$	% of pov.	\$	% of pov.	\$	% of pov.	
10,000	0	10,000	100.0%	29.4%	15,919	95%	8,043	62%	5,337	64%	2,538	33%	
10,000	5,000	5,000	100.0%	44.4%	14,869	89%	10,621	81%	2,147	26%	2,101	29%	
20,000	0	20,000	91.4%	26.6%	20,624	123%	8,502	65%	10,200	122%	1,921	36%	
20,000	10,000	10,000	30.0%	38.6%	18,944	113%	15,894	122%	4,421	53%	(1,372)	18%	

California													
Married Family Earnings	Custodial Earnings	Noncustodial Earnings	Tax Rate on Child Support	Child Support Order as a % of NCP's Earnings	Married Family Income After Taxes and Transfers		Custodial Family's Income After Taxes and Transfers		Noncustodial Parent's Income After Taxes and Transfers		Marriage Bonus (Penalty)		
					\$	% of pov.	\$	% of pov.	\$	% of pov.	\$	% of pov.	
10,000	0	10,000	87.0%	32.2%	19,018	113%	9,950	76%	5,058	61%	4,009	43%	
10,000	5,000	5,000	75.5%	34.3%	19,018	113%	14,068	108%	2,652	32%	2,298	36%	
20,000	0	20,000	93.2%	31.0%	20,624	123%	9,950	76%	9,308	111%	1,366	33%	
20,000	10,000	10,000	89.0%	38.2%	19,022	114%	17,486	134%	4,455	53%	(2,920)	11%	

Texas													
Married Family Earnings	Custodial Earnings	Noncustodial Earnings	Tax Rate on Child Support	Child Support Order as a % of NCP's Earnings	Married Family Income After Taxes and Transfers		Custodial Family's Income After Taxes and Transfers		Noncustodial Parent's Income After Taxes and Transfers		Marriage Bonus (Penalty)		
					\$	% of pov.	\$	% of pov.	\$	% of pov.	\$	% of pov.	
10,000	0	10,000	80.9%	21.9%	15,919	95%	6,784	52%	6,083	73%	3,053	35%	
10,000	5,000	5,000	41.9%	23.1%	14,869	89%	9,710	74%	3,213	38%	1,946	28%	
20,000	0	20,000	68.3%	20.6%	20,624	123%	7,674	59%	11,384	136%	1,566	34%	
20,000	10,000	10,000	30.0%	21.9%	18,944	113%	14,731	113%	6,083	73%	(1,870)	16%	

Note: Numbers in parentheses indicate a marriage penalty. It is possible that a nominal dollar marriage penalty can be a marriage bonus when expressed as a percent of poverty because the percent latter takes into account dual housing costs and economies of scale when families separately.

*The poverty threshold for the married family is the threshold for a family of 4, or \$16,766 in 1998; the threshold for the custodial parent is the threshold for a family of 3, or \$13,086 in 1998; the threshold for the noncustodial parent is the poverty threshold for one person, or \$8,359 in 1998; and the poverty threshold for the custodial and noncustodial combined families is the poverty threshold for a family of 3 plus the poverty threshold for one person, or \$13,086 plus \$8,358 (\$21,445) in 1998.

This analysis illustrates the impact upon disposable incomes (earnings plus food stamps plus TANF plus EITC less work expenses, child care expenses, and payroll taxes) if a family lives together versus separately. Parents married and living together would yield almost identical results. Analysis assumes family receives all benefits to which it is entitled and noncustodial parent pays full child support order.

A Specific Block Grant Proposal to Assist Noncustodial Parents

This block grant proposal to states would assist NCPs in increasing their earnings and meeting their fatherhood responsibilities and would encourage stronger attachment to their children.

1. The block grant could be used to fund a broad array of employment services, including publicly funded jobs, access, visitation, mediation and peer support services, subsidizing child support payments (but not disregards -- that must be funded from TANF programs) and fatherhood programs. No more than 1/3 of funds could be spent on access, visitation and fatherhood programs. Amount of block grant would be determined based upon funding constraints.
2. The funds must be administered by the CSE agency, but 80 percent or more of these funds must be contracted out. The state would be urged to coordinate employment with PICs and CSE policies must be closely coordinated with employment services.
3. 80/20 state match
4. Would allocate 60 percent of block grant dollars to states on basis of TANF children with paternity established. Other 40 percent to states on basis of unduplicated count of children in IV-D system but not on TANF and with orders less than \$750 dollars per month. *later
await
30 mins*
5. These federal funds could not be used as a match in other federal programs and state funds that are applied can not be used elsewhere to meet MOE requirements. There would be no MOE requirements in this bill because states currently are not funding these activities sufficiently enough from their own funds to worry about an MOE requirement.
6. The block grant would set aside a certain percentage of the funds for an evaluation component that would examine whether or not the goals of the block grant are being met.

Rationale: Funds must be administered by CSE to ensure that the employment services actually get to NCPs and that the service providers are only paid (perhaps on a fee-for-service basis) if they deliver the services. This corrects one of the problems of the Parent's Fair Share design and will help eliminate a competitive employment service bureaucracy. In addition, administration by CSE would allow for coordination between fathers' participation in programs and services and collection of child support. CSE could suspend orders if fathers participate in activities leading to employment and reinstate orders if participation ceased. States should partially fund this proposal and must determine where the monies will be spent.

Economic Incentives Must Exist in Order to Increase Child Support Payments from Low-Income Fathers and Improve the Well-Being of Their Children

by Wendell E. Primus and Esther Rosenbaum

As welfare reform encourages families to rely on earnings and eventually moves them off of public assistance, income from the child support system will become an increasingly more important mechanism for providing income to children in single-parent, low-income families. Many poor children in single-parent families will be able to escape from poverty — or avoid being pushed still deeper into poverty — only if they can benefit from a combination of wages earned by their mother, earnings from their father paid in the form of child support and government assistance in the form of earned income tax credits, child care subsidies, food stamps and health insurance.

Unfortunately, only a modest fraction of poor children in single-parent families currently receive child support income from their noncustodial parents. The proportion of never-married mothers whose children receive child support payments is especially low. Research indicates that more than \$34 billion in potential child support income goes unpaid each year and that almost two-thirds of single mothers receive no support.¹

The reasons for non-payment vary. Many noncustodial parents do not pay or do not fully pay because they are unemployed or underemployed. Some choose not to pay because of strained relationships with the custodial parents, denial of visitation rights or because they do not trust the custodial parents to spend the money wisely.²

Other noncustodial parents do not pay because they view the child support system as unfair or inefficient. For low-income fathers in some states, the child support orders themselves may be too high. Other complaints about the system include that it is biased toward women, inflexible about modification and adjustment of orders and allows arrearages to build when fathers are truly unable to pay, while providing no opportunity for the cancellation of this debt.³ Many noncustodial and custodial parents disparage the underlying problem with the child support system today — for many

¹ See Elaine Sorensen, "The Benefits of Increased Child Support Enforcement," in *Welfare Reform: An Analysis of the Issues*, Urban Institute, 1995, pp. 55-58 and "A National Profile of Nonresident Fathers and Their Ability to Pay Child Support," in *Journal of Marriage and the Family*, November 1997, pp. 785-797.

² Dan Bloom and Kay Sherwood. *Matching Opportunities to Obligations: Lessons for Child Support Reform from the Parents' Fair Share Pilot Phase*. Manpower Demonstration Research Corporation, April 1994, pp. 70-3.

³ Dan Bloom and Kay Sherwood. *Matching Opportunities to Obligations: Lessons for Child Support Reform from the Parents' Fair Share Pilot Phase*. Manpower Demonstration Research Corporation, April 1994, p. 74.

low-income families, a noncustodial father's financial contribution does not actually improve the well-being of his children. Instead, all or most of the payment reimburses federal and state governments for welfare assistance paid to the custodial family. In spite of these issues, enforcement of these orders and ensuring that enforcement tools are used effectively and efficiently remains a very high priority.

Increasing the Effectiveness of Paid Child Support

The most promising strategy to assist disadvantaged fathers in becoming better parents and improving the well-being of their children is one which combines the following: a broad array of employment services plus job creation in some cases, fatherhood programs that are tailored to the particular needs and strengths of the individual father, strong enforcement of child support obligations and substantial economic incentives for noncustodial fathers to pay by ensuring that child support paid actually improves children's economic well-being. While all are important aspects of needed policy change, this article focuses primarily on how to provide economic incentives for the payment of child support.

There are two primary policy options for increasing the effectiveness of paid child support. One is to disregard a substantial portion of the child support payment when calculating the TANF payment to custodial families; the other is to subsidize or supplement the payment of child support. The former policy option aids only those children who are receiving TANF, while the latter helps both TANF and non-TANF children. Both policy options would allow the child support paid by noncustodial parents actually to improve the well-being of their children and thereby encourage fathers to pay more of their order.

Expanding Child Support Disregards

The 1996 welfare law repealed the requirement that states pass through a portion of the child support collected to the AFDC family instead of retaining all of it as reimbursement for AFDC payments made to the family. Therefore, states are now free to continue the pass-through, completely eliminate it, or expand it. Sixteen states have chosen to continue the pass-through, 33 states have completely eliminated it⁴, and two

⁴ From the states' perspective, given the TANF block grant structure and its interaction with the food stamp program, there are significant disincentives to enacting child support disregards. It would cost the states approximately \$1.40 to actually increase the income of a custodial family by \$1.00. On the other hand, these same economic disincentives exist for *any* increase in cash payments, whether it be a simple increase in the cash grant or a greater disregard of the custodial parent's earned income. However, the states have considerable TANF surpluses and any of the aforementioned payments would count in meeting a state's maintenance of effort (MOE) requirement under TANF.

states have expanded it.⁵ One state — Wisconsin — passes through the entire amount of child support that is paid.

Even in those states that have retained the \$50 pass-through to custodial families, these funds are usually partially offset by a reduction in food stamp benefits (since most low-income families receive both TANF and food stamps), further reducing the amount by which the child is made better off by the child support payment. For example, if a noncustodial father pays \$250 in child support, \$50 is passed through, but food stamp benefits to the custodial family are reduced by \$15 as a result of the increase in income. Thus, his child will only be made better off by \$35. This high rate of effective taxation (essentially an 86 percent tax rate) provides the noncustodial parent with little incentive to pay his child support obligation.

In order to increase collections and improve child well-being, all states should significantly expand their child support disregards. In calculating the TANF payment, the state could establish a fixed flat amount to be disregarded (e.g. \$100 or \$200 per month) or could provide a disregard equal to a specified percentage (e.g. 50 percent) of the monthly child support collections, or do some combination of the two. Another possibility is to apply the same disregard policy of custodial parent's earnings under TANF to payments from the noncustodial parent.

Subsidizing Child Support Payments

Another policy option that would increase economic incentives for the noncustodial father to pay child support is to subsidize the amount of child support that is actually paid. Conservatives continually argue that when something is subsidized it encourages more of the subsidized activity. Using that logic, subsidizing child support payments should increase the amount of child support paid, in addition to improving the well-being of children by increasing their income.

The tax code contains a number of provisions that benefit children in low-income families, such as personal exemptions, child tax credits and the earned income tax credit (EITC). These provisions, however, generally only benefit low-income families that have at least *some* earnings. Because many custodial parents have little or no income, they are unable to take full advantage of these tax provisions. Meanwhile, it is possible that noncustodial parents have income that qualifies them for these provisions, but they are not eligible to receive these credits and exemptions because their children do not live with them.

⁵ Paula Roberts. *State Action Re \$50 Pass-Through and Disregard*. Center for Law and Social Policy, January 1998.

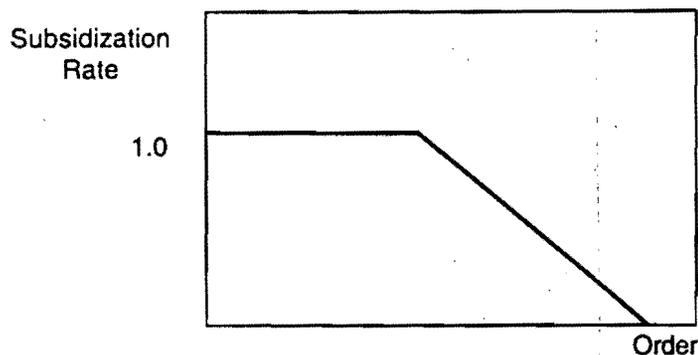
Some children whose parents do not live together are therefore deprived of the benefits of the tax code provisions that were specifically established to assist them because they cannot take advantage of both parents' incomes. These "unused" credits — credits from which the children could have benefitted if they lived with both parents — could be tallied and used to subsidize and incentivize the child support that is paid by the noncustodial parent (see table). The payment would be treated like the EITC (i.e. not counted as income) for the purposes of calculating benefits under other means-tested programs.

As the table below illustrates, for example, there are "unused credits" of \$2,676 for a noncustodial parent earning \$12,000 and a custodial parent with no earnings and one child. Assume in this case that the noncustodial parent has an annual child support order of \$1,784, then for each dollar of child support paid, the child support agency would add \$1.50 to that payment and forward it to his child. Transferring this income to a non-resident child by incentivizing the payment of child support would be an important addition to our income security system.

		Mother's Earnings	
		\$0	\$8,000
Father's Earnings	\$8,000		
	1 child	\$2,676	\$905
	2 children	\$4,010	\$953
	\$12,000		
	1 child	\$2,676	\$905
	2 children	\$4,566	\$1,553
	\$16,000		
	1 child	\$2,578	\$905
	2 children	\$3,921	\$1,810

There are many other options for subsidizing child support payments that are less complicated. For example, states could just subsidize child support paid by a pre-

set percentage of the child support order, based upon its size. The child support order should serve as a good, but simple proxy for the income of the noncustodial father. The graph below illustrates one option — a state would subsidize the child support paid dollar for dollar up to a certain order amount and then phase out the subsidy with a lower match rate as the size of the order increases. The graph could be configured in any number of ways.



Improving the Well-Being of Low-Income Noncustodial Fathers

Both of these policy options would increase the income of custodial parents and their children, but would not affect the well-being of the noncustodial parents. However, many low-income noncustodial parents are expected to pay a very large proportion of their earnings in child support — often between 30 and 40 percent — leaving them with little disposable income. A father working full-time at minimum wage would be left with income far below the poverty line if he were to pay his full order. This would result in a much lower standard of living for the noncustodial parent than for the custodial family.

For example, assume a custodial mother with two children and a noncustodial father are both earning \$10,000 per year and the father pays the full amount of his child support order. In California, after all taxes, transfers and work expenses are taken into account, the custodial family receives an income that is 134 percent of the poverty line, while the noncustodial father's income is only 53 percent of poverty. While there may be few cases where this example actually occurs in the real world, it is disconcerting that public policy would create this level of inequity. This inequity discourages low-income noncustodial fathers from paying their full orders and often induces them to enter the underground economy or creates an incentive for them not to report their wages honestly.

There are important policy reasons for directly assisting noncustodial parents who are paying child support and alternative ways of accomplishing this objective. One would be to expand tax credits to provide earnings incentives to noncustodial fathers or legislate new tax benefits, such as allowing paid child support to be deducted from income. Another way would be to reduce the size of the child support orders for low-income noncustodial parents. The political feasibility of these alternative policies needs to be evaluated along with the tradeoff between increasing the incomes and ability of low-income noncustodial parents to meet their obligations and increasing the incomes of their children.

For any of these policies to have the desired effects, the culture of the child support office must change. Just as welfare reform during the early 1990s aimed to transform the culture of welfare offices from cash disbursement offices into agencies which focus on placing mothers in the workforce, child support offices must continue vigorously to enforce collection of obligations while working with other agencies and community-based organizations to help noncustodial fathers become employed and develop stronger ties to their children. Child support offices cannot be expected to provide all of the necessary services on their own and probably should not, but they must be encouraged to develop strategies and linkages with other agencies/ organizations that will assist these fathers to better provide for their children, rather than just collect and disburse checks. Providing economic incentives could well be the key ingredient for encouraging noncustodial fathers to pay more of their child support orders and thereby improving the well-being of children in low-income, single-parent families.



Bruce N. Reed
12/04/98 11:02:30 AM

Record Type: Record

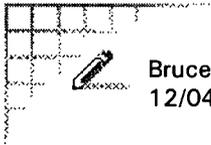
To: Andrea Kane/OPD/EOP
cc: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP
Subject: Re: Responsible Fathers Grants

This looks like you've done a lot of work and made a lot of progress. I have a few questions and concerns:

1. Allowable activities: I think these should be limited to employment-related services. I think it's a mistake to make the WTW fathers piece broader and mushier than the mothers piece. If a state wants to spend money on conflict resolution and violence mediation, fine, but that's not our mission. The whole point is to promote work so they can help provide for their children and be good role models. Yes, we want them to get reconnected to their children's lives etc, but if this program is going to succeed, it needs a measurable outcome -- work and child support -- not warm and fuzzy ones.. (Besides, our definition of employment-related services is already too broad.)
2. Responsibility: We need a clear definition of what it means to be playing by the rules. I wouldn't get into trying to defer arrearages etc. I would require that every dad sign a personal responsibility contract under which he agrees to 1) work and 2) pay some amount every month. If he's not paying something, he's out of the program. I would also like to consider whether we could include a provision that says if a father has another child outside marriage, he's out of the program. That would be controversial, but as the President used to say, it's time we stopped making women take the whole fall for the child support problem.
3. Child support: This program is not going to pay for child support assurance demos. The point is to get fathers to pay and be self-sufficient, not let them off the hook for what they owe.
4. TANF transfer/match: This sounds like a bad precedent -- matching federal dollars with other federal dollars.
5. Substate formula: This will be a tough issue to resolve. On the one hand, fatherhood is such a top priority for the govts, it would be weird to ship the money to the PICs. On the other hand, it will also be weird to have part of WTW work differently from the rest.
6. Performance: Let's be clear on this from the outset. The measures should be increased work (using whatever complicated formula of job entry, earnings, substantial job entry, retention, coffee breaks, we can agree on) and increased child support payments. Not child visits. Not reduced recidivism. We didn't treat welfare moms like they were all drug addicts. We shouldn't treat these dads like they're all ex- or future cons.

Despite all this redneck whining, I think you've done an excellent job. I just want us to be very clear with the agencies that while we can be supportive of all the feel-good efforts in the world, this particular program is not the vehicle for that. Our goal is not to give 50 govts a chance to put out a bunch of apple-pie press releases about how they're going to promote bland notions of fatherhood. Our goal is to lift fathers up the same way we're lifting up moms -- by promoting,

inspiring, and demanding work.



Bruce N. Reed
12/04/98 04:17:08 PM

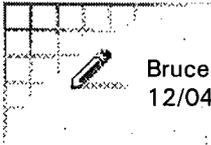
Record Type: Record

To: Andrea Kane/OPD/EOP

cc:

Subject: Re: Responsible Fathers Grants 

Back in October 1991, Bill Clinton dictated a sentence to me that I will never forget: "When fathers pay their child support, they rediscover a connection that they and their children need." The point is, we shouldn't have to make it worth fathers' while somehow to provide for their children -- they have a moral responsibility to do so, and when they begin to take responsibility, the reconnection will follow. I have no sympathy for the argument that we should cajole fathers because we'll scare them off if we're too insistent that they recognize they have a duty to their children. We're making moms do something much harder, which is leave their children and go to work. We don't give them sensitivity classes -- why should we coddle the fathers?



Bruce N. Reed
12/04/98 04:08:38 PM

Record Type: Record

To: Andrea Kane/OPD/EOP
cc: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP
Subject: Re: Responsible Fathers Grants 

I'm all for community service as a way to pay. For that matter, if you want to require parenting classes as part of the responsibility contract, I'd be for that, too.

I know the VP crowd will want to make this as loose as possible, but that's no reason to go along. I suppose I could be strong-armed into allowing "job readiness" as an allowable activity, and letting DOL look the other way if some state on its own decided that parenting skills were essential to job readiness. But we should not include that junk in this legislation, or let anybody around here try to sell the program as serving that purpose. This is not a political outreach program. It's an employment and child support program.

For the sake of their children, our welfare policy has been pretty tough on moms. We have a moral obligation to be at least as tough and probably tougher on dads, who walked away. So if anybody in the Administration tells you we should use precious funds to lift their self-esteem instead of helping them get work and pay child support, send them my way (or have them talk to some single mothers on welfare).



Bruce N. Reed
12/04/98 11:02:30 AM

Record Type: Record

To: Andrea Kane/OPD/EOP
cc: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP
Subject: Re: Responsible Fathers Grants

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inspiring, and demanding work.

Responsible Fatherhood Confirmation List	WH Conf. Center 726 Jackson Place (Jackson Room) Confirmed	Wednesday 12-9	11:30-1
Name	Agency	Phone Number	Fax Number
Paul Legler Assistant Susan Notar	HHS/OCSE	401-9369 401-4606	401-5559
Emil Parker Assistant Maggie Johnson	HHS/ACF	401-9206	401-4678
Ann Segal Assistant Sherly Camillo	HHS/ASPE	690-7858	690-6562
Linda Mellgren	HHS/ASPE	690-6806	690-6562
Mary Bourdette	HHS/ASL	690-6311	690-5750
Lisa Gilmore	HHS/ Office of Deputy Secretary	260-1370	690-7755
Rick McGahey and Lynn Jennings	DOL/ASP	219-6197	218-9216
Ray Uhalde and Dennis Lieberman Assistant Joann	DOL/ETA	219-6050	219-6827
Geri Palast	DOL/Congr'l	219-6141	219-5120
Broderick Johnson and Caroline Frederickson	WH. Leg. Affairs	395-4790	395-3729
Aneil Kakani, Maureen Walsh, and Michelle Akern	OMB	395-4532	395-7752
Audrey Smolkin	HHS, ASMB	690-7196	
Ben Beach	DOL/Cong'l	219-6141	218-5120
Joe Jones Assistant Judith	NPR	410-367-5691	410-367-4246

CC's OK
See Ron Minicup's
comments.
AK

Hi Nancy

This is a very good proposal for reason that we can discuss later. The primary improvement that I would make is to resolve the double-mindedness that runs through the proposal about the relationship of this proposal to the welfare population and WTW and to follow the logic of that resolution all the way through. Doing so answers certain questions about who should be served, who is the lead agency and so on. My resolution favors low-income non-custodial fathers who will be expected to play by the rules (e.g., establish paternity, pay child support, involve themselves in the lives of their children), but who will have difficulty paying child support because of their unstable employment and low wages. Their children do not have to be on welfare, but are presumed to be living in poor, mother-headed households. Moreover, they are the charges of child support enforcement agencies, whose mission is to promote child well-being by ensuring the financial and other support of non-custodial parents.

I have used made my changes in **bold** and used footnote to explain why I recommend certain changes.

RESPONSIBLE FATHERHOOD GRANTS

Goal/Purpose

- Strengthen families by helping fathers to be more effective and involved parents and responsible members of their community through:
 - 1) Increasing the employment and earnings of low income fathers so they can better support their children either through child support or more take-home pay.
 - 2) Promoting and supporting fathers' personal responsibility including paternity establishment, child support, community involvement, and marriage (when appropriate).

Rationale [needs to be refined and beefed up with statistics]

Most poor children live with a single (custodial) parent and need child support payments from their non-custodial parent (usually father) for additional financial support. To escape poverty, securing and increasing the child support paid by non-custodial parents is critical.¹ Many of these fathers work, but their employment tends to be unstable and confined to entry level jobs. A recent study found that 70 percent of poor non-custodial fathers had some involvement with the criminal justice system. These same fathers express strong interest in being involved with their children, by providing both financial and emotional support and serving as a positive force in their children's lives. Evidence shows that active, meaningful involvement in the lives of their children serves as a strong motivation for low income fathers to make a sustained commitment to work. There is growing, broad-based support for responsible fatherhood initiatives.

Current Initiatives

The **Welfare-to-Work** grants administered by the Department of Labor can be used to provide employment-related services to certain non-custodial parents of children on welfare. Several states have focused their entire formula grant funds on non-custodial parents, others intend to serve a significant number of non-custodial parents along with custodial parents. In addition, 54 Welfare-to-Work competitive grants include non-custodial parents, with several of these grants focused exclusively on this population. However, these WTW services do not address the needs of a broader group of low-income fathers who do not themselves meet the WTW criteria or whose children are not currently on welfare.

¹Want to make reduction of poverty, not welfare, status of children the key outcome here, in part because the welfare roles are declining rapidly, which is decoupling the historical relationship between the child support program and the welfare program. While poor children and children on welfare need the child support, most don't depend upon it because paternity is not establish, there is no child support order, or their fathers fail to pay the order.

The Office of Child Support Enforcement is funding eight **Responsible Fatherhood demonstrations projects** to help low-income, unmarried fathers who have established paternity become involved in the lives of their children and become financially responsible parents. Funding for projects in CA, CO, MD, MA, MO, NH, WA, and WI, along with a multi-site evaluation, totals \$1.5 million.

Partners for Fragile Families demonstration is a \$10 million initiative announced on December 1st to promote responsible fatherhood and increase child support among poor, single fathers in 10 cities. The project, managed by the National Center for Strategic Nonprofit Planning and Community Leadership, receives support from the Ford Foundation and other private foundations, as well as HHS and DOL. Each site represents a partnership between community based organizations and child support agencies.

Eligible population

Generally, low income fathers who are committed to playing by the rules in terms of employment, paternity, child support, and active, responsible involvement with their children.

Depending on how the eligible population is defined, there are between 2 million and 5 million low income fathers, the majority of whom live with their children. The number of poor non-custodial fathers conservatively ranges from 300,000 to 700,000. Data from the 1990 SIPP indicates there are about 2 million fathers living in households with income below the poverty level, of which: 1.5 million fathers live with their children (resident dads), 300,000 do not live with any of their children (non-custodial dads), and 200,000 live with some of their children but do not live with others (dual dads). An additional 2.7 million fathers live in households with income between 100% and 150% of the poverty level, including: 2 million resident dads, 400,000 non-custodial dads, and 275,000 dual dads. Looking at personal income, which is the basis for child support payments, about 3.8 million fathers have annual income below \$10,000, including: 2.3 million resident dads, 1 million non-custodial dads, and 450,000 dual dads. These figures considerably understate the number of low-income fathers because they do not include men in prison [approximately 1 million of whom are fathers?] nor those living on military bases, plus they reflect the census undercount of poor, young minority men.

Options:

- (1) **Preferred Option: Non-custodial parents with low-income personal income.** Could define income eligibility as 150% of poverty for a **single person household**, 185% of poverty for a **single person household**. eligibility for Medicaid and/or Food Stamps (**based on a single person household**), or below state or local average income of male earners (Fathers Count bill targets 80% of funds to the latter group).²

² Be careful to define eligibility on the basis of personal and not family income, because only personal income can be used to determine how much child support is owed. Many low-income fathers are poor in fact, but technically not poor because they live with non-poor relatives. Even though they need assistance to be able to pay child support, they have been unable to

receive assistance because their residence is unstable or they reside with people who do not meet poverty guidelines, which are based on household criteria. This has proved to be a barrier to serving low-income noncustodial parents in the past. So the key determinant is whether he is able to meet his child support obligation, which is based upon his personal income.

- (2) Could also serve non-custodial parents receiving Food Stamps -- provides link with population, by including fathers who are ABAWDs and Food Stamp E&T program.

All of the above income levels include fathers living with their children if they need help with employment and parenting (whether or not the parents are married). This could be open-ended, or limited to a certain percentage of the total grant funds. **Focus the program on poor or near poor fathers only, but do not limit eligibility to non-custodial fathers.** Limiting eligibility to non-custodial parents is disincentive to marriage and/or father living with children. Also, non-custodial mothers would be served in the same way as non-custodial fathers. Custodial parents on welfare are likely to be served under TANF or WTW.

NOTE: Options 2 and 3 are considered too narrow, administratively burdensome, and too tightly linked to welfare status of custodial parent.

Allowable activities

- Employment activities – same as WTW activities, including job placement, post-placement services, retention, re-employment, and job advancement services. Include education and training tied to employment (allowing stand-alone education and training raises equity issue with custodial parents). Also include entrepreneurship (build in link with IDAs).
- Employment-related supportive services if not otherwise available -- transportation, child care, work-related expenses such as clothes and tools. **Also include pre-employment services administered through time-limited community service positions.**³ Consider including one-time/short-term health care and housing expenses needed to help someone get or keep a job. Whether to include ongoing health or housing assistance, i.e. monthly insurance premiums, needs further discussion. Encourage private sector involvement, including partnerships with health care providers (e.g. Kaiser Permanente provides insurance coverage for participants, including fathers, in Baltimore Healthy Start programs for a minimal monthly premium).
- Other activities to promote responsible fatherhood including: outreach, peer support groups, parenting classes, violence reduction, conflict resolution, team parenting courses, legal assistance, mediation, counseling, treatment, and other items related to the purpose of the program.
- Allow reasonable administrative expenses (15% to be consistent with WTW)

³ This is to provide an onramp to mainstream employment for fathers who have not worked, with considerable barriers, including those with criminal justice experience.

funds).

- Encourage employment of low-income non-custodial fathers to help collect child support from other non-custodial parents and reinforce the importance of responsible fatherhood. [being done in MD Responsible Fatherhood project?]

Total funding level

- Up to \$200 million, within overall WTW reauthorization.

Match

Options

- (1) Current WTW match: \$1 non-federal for every \$2 federal. Up to 50% can be met in-kind.
- (2) \$1 non-federal for every \$2 federal. Up to 75% in-kind.
- (3) No match (Fathers Count). (Not recommended due to equity with other WTW funds)

Existing foundation-funding for Fatherhood demos could count toward match. Also consider broad definition of in-kind match and flexibility on timing – not all required in 1st year. Consider allowing a small percent of Federal TANF \$ to be transferred out as match (requires further discussion).

Funding flow and Service delivery system

Federal to State

- Allocate majority of funds on a formula basis to states who submit Responsible Fatherhood plans. Include a floor for small states (Assuming Fathers grants at 20% of WTW formula grants, smallest states would get approximately \$700,000). [DOL doing runs with \$200M allocated based on population and WTW formula; HHS doing runs based on low-income men and modified version of A&V formula].
- Formula factors:
Options [DOL/HHS: need to do runs]
 - Population (Fathers Count)
 - Low income men (data on fathers not available at sub-state level)
 - Poverty + number of children not living with both parents (similar to Access and Visitation grants)
 - WTW formula (poverty and welfare receipt)
- Reserve 15% at national level for Secretary to provide research and evaluation, Technical Assistance, and discretionary grants to test national models. Assuming \$200 M, 15% = \$30 M. (Fathers Count earmarked \$10 M/year for research & evaluation, and \$10 M for TA.)

Tribes

- Set aside for formula grants directly to federally-recognize tribes who submit plan.

Substate Allocation:

Options

- 1) Same as WTW: 85% of funds to local PICs/workforce boards, 15% reserved for Governor's discretionary activities. Require local PICs to coordinate with public agencies responsible for TANF and child support, with community and faith based organizations involved in fatherhood issues, and with EZ/ECs. Encourage PICs to subcontract with private organizations where appropriate. Could provide waiver authority for Governor to designate alternate service delivery entity. Establish minimum grant size similar to WTW funds.
- 2) Allow Governor to allocate funds within state to entities that best meet state and local needs and circumstances. This could be done on a formula or competitive basis. Grant recipients would need to demonstrate coordination with local workforce, welfare, and child support systems, at a minimum.
- 3) **Allow local child support agency (CSA) in consultation with PICS to allocate 85% to local teams of responsible fatherhood/workforce development providers. Require local CSA to coordinate with public agencies responsible for TANF and workforce development, with community and faith based organizations involved in fatherhood issues, and with EZ/ECs. Encourage local CSE to subcontract with private organizations where appropriate.**⁴

⁴ This is the most important critique I have to offer. There are five reasons why local child support agencies, rather than PICS, should control most of the money. First, the consistent lesson throughout 20 years of work on low-income fathers is that even if the Federal DOL wants them to do so, PICS are unwilling or unable to deliver effective employment and training services to low skilled including fathers, because they are wired to service providers who attach a low-priority to these men. While this may change under the Workforce Investment Act, change will be slow. The reason is not because the Federal Department of Labor is not committed. Instead, the historical decentralization of labor money, makes it nearly impossible for the federal department to secure cooperation of the PICS. For this reason, workforce development services need to be secured from providers who will innovate to create new services for low-skilled men and the local child support agency needs to control the incentive. While they should have to consult with the local PIC, workforce development boards, and employment security people, the local CSE, they should be able to subcontract with the most effective local providers, even if these providers are not the cronies of the local PIC. Second, of the 90 percent paternity establishment goal of PRORWA, the local CSE is the public authority over the noncustodial parent, in the same way that the local TANF agency is the public authority over the custodial parent. Child support is now establishing paternities for over 1 million children a year, and many of the fathers of these children are poor. Thus, the local CSE has an incentive to ensure that the low-income father has something to pay and that his ability to pay increases over time. It is hard to justify why the local PIC should make low-income fathers a higher priority than low-skilled childless men or even skilled adults who have lost their jobs because shifts in the economy associated with economic development. The local CSE can even have a stake in low-income fathers who live with their children, because increasing their income is a way of diverting them from the child support program. Thus, giving

most of the money to the local child support agency does not preclude limited services to married fathers and unmarried fathers who reside with their children. Third, child support controls the effective wage of the low-skilled noncustodial parent, and therefore, controls his incentive to work. If the child support agency sets high child support orders, penalizes arrearages heavily, and is inflexible in its child support procedures, it can discourage employment among low-income fathers. However, while PICS can influence how much the before-child support wage is, by choosing effective employment and training providers, they cannot influence how the child support regime operates. On the other hand, the child support agency has an incentive to keep low-income fathers in the system and paying, and therefore, can be encouraged to relate their child support practices to earnings, if they are in fact paying for the services that influence how much fathers earns. Fourth, it made sense to vest the employment function for hard to serve custodial parents in the PICS through WTW, because there is already a well established network of providers who, through the welfare agencies served the other needs of custodial parents for childcare, case management, and so on. However, there is no well established network of providers to meet the legal service, team parenting, fatherhood development needs of low-income men. If the PICS control most of the money, will they take on the responsibility of stretching the mission of employment and training providers to provide these other services. Not likely. However, if these services are critical to stabilizing the child support payments of low-income men, then the child support agency has an incentive to create relationships with cbos that can provide the nexus of services that is needed to supplement the employment services that the low-skilled fathers need. This is what the Partners for Fragile Families project is trying to do. Fifth, the most compelling reason to give local child support agencies control of the money is that they need a new source of revenue. The reduction in the welfare caseload represents a loss of revenue for the child support program, that is forcing the child support program to consider how it is going to be financed. As the welfare caseload gets smaller, it will also tend to hold more hard to serve custodial parents. Assortative mating suggests that these mothers will have had children by hard to serve fathers. Unless child support has a source of revenue, it cannot be expected to work in a progressive way with men whose capacity to pay is limited. Thus, we can move the mission of the agency toward supporting fathers to become financially and otherwise involved in the lives of their children, if we give them the money needed to work with these fathers.

NOTE: Assuming charitable choice provision in TANF applies to WTW, states can contract with religious organizations.

Federal Administrative responsibility

- Regardless of which federal agency administers the funds, there should be a strong mechanism for ongoing interagency involvement in reviewing state plans, providing technical assistance, sharing information among various constituencies, and coordinating with existing programs. Both HHS and DOL should be involved in reviewing state plans. A broader group of agencies including DOL, HHS/OCSE and ACF; HUD; Justice; and Education should collaborate on technical assistance and to ensure linkages with ongoing fatherhood initiatives.

Plan Requirements

- Governor submits plan with mandatory sign-off from workforce, TANF, and child support agencies. Designates lead agency at state level and identifies mechanism for ongoing coordination among key agencies, such as Interagency Memorandum of Agreement. For example, state might have existing Fatherhood Task Force. Could require state to get sign-off from, or demonstrate coordination with, at least one other relevant agency such as Criminal Justice, Education, Housing or Health. Plan should document how coordination will occur at service delivery level, including referral process.

Evaluation

- Require cooperation with evaluation as condition of receiving grant funds.

Technical Assistance

- Provide authority and funding for federal agency(s) to provide or contract for technical assistance for state and local grantees.

Performance Measures

- Identify several core measures in legislation, such as increased employment and earnings of fathers; increased payment of child support; increased involvement with children; reduction in criminal activity/recidivism(?).
- Require Governors to identify additional measures by which they'll hold programs accountable. Suggest additional measures of parental involvement such as: presence during the neonatal period; active involvement with child's education; involvement in child's health care through nutrition or vaccinations.

Waivers

- Allow states to propose waivers necessary to put together a package of services

that make sense at the community level (similar to EZ/EC).

- Explore discussion of special language to permit retroactive modification of child support order, for fathers participating in this program where appropriate. This is potentially controversial, but may be less so when targeted on low-income fathers. (Needs further discussion with ACF and OCSE).
- Consider deferral of arrearages for fathers participating in employment-related activities including education and training combined with work, community service, and certain parenting activities as incentive for low-skilled fathers to build skills and increase earning potential. (Do states have this authority now? Issue is federal share of collections.)

Other Issues

- Build in protections for victims of domestic violence and allow batterers intervention services. Also recognize fathers who were themselves victims.
- Encourage fathers to get involved before child is born—prenatal and link with in-hospital paternity programs.
- Sort out how this relates to other WTW funds spent on non-custodial parents -- for example, would MI and MO use this to expand population served by their regular WTW formula grants? Would DOL still award regular WTW competitive grants for non-custodial fathers, or focus those funds on other populations?
- Encourage links with criminal justice system and incarcerated fathers about to be released.
- Consider link with child support financing process, including issue of child support disregard or pass through. Also explore link with possible child support assurance demonstrations(?).
- Be mindful that some fathers have children with more than one women and in more than one household.

3RD STORY of Level 1 printed in FULL format.

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CNN

SHOW: CNN MORNING NEWS 09:00 am ET

December 3, 1998; Thursday 9:47 am Eastern Time

Transcript # 98120304V09

TYPE: PACKAGE

SECTION: News; Domestic

LENGTH: 431 words

HEADLINE: Helping Dads: Dead-Beat Fathers Get a Hand from Government

BYLINE: Daryn Kagan, Bill Hemmer, Kathleen Koch

HIGHLIGHT:

When it comes to moving people from welfare to work, the focus has traditionally been on women. Now the federal government is trying to help fathers on welfare to find jobs and rebuild their families.

BODY:

THIS IS A RUSH TRANSCRIPT. THIS COPY MAY NOT BE IN ITS FINAL FORM AND MAY BE UPDATED.

DARYN KAGAN, CNN ANCHOR: When it comes to moving people from welfare to work, the focus has traditionally been on women.

BILL HEMMER, CNN ANCHOR: Well, now the federal government is trying to help fathers on welfare to find jobs and rebuild their families.

Kathleen Koch has more.

(BEGIN VIDEOTAPE)

UNIDENTIFIED MALE: What were some of the reasons that you left the jobs that you had?

KATHLEEN KOCH, CNN CORRESPONDENT (voice-over): The men in this Los Angeles job training and parenting program aren't dead-beat dads by choice; they're dead broke. Roughly three million absent fathers in the United States are considered low income, more than half earning less than \$6,900 a year.

UNIDENTIFIED MALE: We got dead ends here, and, you know, we can't make it today. We don't have the proper training to get that job.

CNN MORNING NEWS, December 3, 1998

KOCH: This pilot project is one of a growing number of programs nation-wide that are helping fathers who can't pay child support learn parenting and job skills.

LINDA JENKINS, LOS ANGELES COUNTY DISTRICT ATTORNEY'S OFFICE: The idea is the same: to reach out to noncustodial parents who aren't paying child support because they are not working to help them find jobs and to help them to adjust so that they will become closer to their children.

KOCH: Many low-income fathers, including Maurice Martinez, insists they want to support their children and that programs like this can work.

MAURICE MARTINEZ, FATHER: It's actually building up my self-esteem a little bit. It's making me want to go out and do things.

KOCH: Besides awarding \$100 million to such programs this year, the Labor department is letting states give fathers who participate a break. In California's case, child support payments dropped to \$50 a month during the program.

ALEXIS HERMAN, LABOR SECRETARY: Go get the training, go get the job, get involved in life-skill training, life skill-development. Get what you need to be a whole and healthy person, and we will support you.

KOCH: The federal government has recognized that with time limits on welfare, child support may be many family's last safety net. Some absent fathers see these programs as their last hope of meeting that responsibility.

JAVIER BARRERA, FATHER: I want to get that label of dead-beat dad off me, but the only way I can do that is if these people help me.

KOCH: Kathleen Koch for CNN, Washington.

(END VIDEOTAPE)

TO PURCHASE A VIDEOTAPE OF THIS PIECE, PLEASE CALL 800-CNN-NEWS

LANGUAGE: ENGLISH

LOAD-DATE: December 3, 1998

6TH STORY of Level 1 printed in FULL format.

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CNNFN

SHOW: TAKE IT PERSONALLY 17:30:00 pm ET

December 3, 1998; Thursday 5:52 pm Eastern Time

Transcript # 98120305FN-L08

TYPE: PACKAGE

SECTION: Business

LENGTH: 376 words

HEADLINE: Helping Welfare Dads, CNNfn

BYLINE: Lauren Thierry, Kathleen Koch

BODY:

THIS IS A RUSH TRANSCRIPT. THIS COPY MAY NOT BE IN ITS FINAL FORM AND MAY BE
UPDATED.

(BEGIN VIDEOTAPE)

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TAKE IT PERSONALLY, December 3, 1998

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KOCH: Kathleen Koch for CNN, Washington.

(END VIDEOTAPE)

LANGUAGE: ENGLISH

LOAD-DATE: December 3, 1998

Responsible Fatherhood Grants Background

- The Responsible Fathers Grants would not have any less stringent work expectations for fathers than for mothers. All NCPs are already required to pay child support. These grants would help those fathers who agree to honor their financial responsibility by providing services to increase their employment and earnings so they could pay the support they owe. In addition, it would not provide any more services than those already available to mothers through TANF and WtW fund -- states have the flexibility to provide a range of job readiness and soft skills training, which can include both work and family issues such as conflict resolution, parenting and peer support.
- Existing state and community initiatives blend employment services to help low income non-custodial fathers meet their financial responsibilities with support services and parenting skills training to foster their involvement w/ their children (see attached summary of state initiatives from NGA Issue Paper). While the primary focus is typically on work and child support, they always also include some activities related to father involvement and parenting. Many of these state and community fatherhood initiatives also have a strong values-based focus on strengthening marriage and families; encouraging fathers to become better parents whether they are living with the children or not.
- Prevention value of father involvement: Evidence shows children w/ absent fathers are more likely to fail at school, engage in early sexual activity, develop drug and alcohol problems, and experience or perpetrate violence. Therefore, efforts to help fathers have a positive connection with their children, even if they are not living with them, have the potential to reduce social costs. One recent study found that boys raised outside of intact marriages are, on average, more than twice as likely to end up jailed, even after controlling for other demographic factors. While poor boys were more likely to be incarcerated as adults, family structure appeared to make more difference than child support. In Georgia alone, 350,000 children live with their single mothers, and 40% of these children have not even seen their fathers during the past year.

For example:

- IN has used some of its TANF savings to provide NCPs who have children receiving public assistance with coparenting, parenting education, job skills and job retention training.
- LA: because NCPs are more likely to be involved in the lives of their children if they are contributing financially to their children's well being, they have a state initiative for NCPs of children receiving TANF who cannot provide adequate financial support to their children because of a lack of job skills or job seeking abilities. The initiative is designed both to increase child support collection and to foster greater contact between noncustodial parents and their children. It provides access to training, job search and support services similar to TANF custodial parents, as well as parenting skills to help NCPs become more involved and better parents. The hope is that judges presiding over child support include participation in WtW activities as part of court order (Funded through WtW).
- MO: Most fathers want to contribute to the upbringing of their children, but some are unable to do so because of a lack of education, job skills or employment opportunities. MO's Partners for Children help low-income NCPs become self-sufficient, pay child support and assume a more active positive role in their children's lives. Requires participating fathers to contribute at least \$50 in child support payment w/in one month of entering the program, or \$20 if they have no income. They are given goals to reach, and if they actively cooperate, a portion of child support debt may be forgiven. Begun in Kansas City, in partnership w/ LINC.
- NH provides education, job training and other support services including enhancing involvement and parenting skills of NCPs for fathers having trouble meeting child support obligations.
- TN's Institute for Responsible Fatherhood and Family Revitalization works w/ low income NCPs who have become disconnected from their children both financially and emotionally. The goal is for fathers to become more involved in their children's lives by establishing paternity, enabling them to pay child support, and encouraging them to spend more time w/ their children. The emphasis is on helping fathers gain employment so they can better support their children financially. Services include job training, education, employment and counseling to address the father's relationship with both his children and the mother of this children to build a stronger foundation for job related efforts.
- WI: Gov. Thompson has sought to strengthen families by providing tools to both mothers and fathers of WI's children. All NCPs w/ children eligible for welfare are offered case management, life skills training and work skills training (similar to custodial parents). In addition, the state is piloting Team Parenting to increase both parents' emotional and financial support of their children. Team Parenting is administered by Goodwill of Southeastern WI to address low rates of paternity and child support payment, and inadequate NCPs' work skills and employment.

Several of the leading responsible fatherhood programs around the country are using STRIVE for the employment component. A recent evaluation of Boston and NY showed encouraging results. Baltimore's Healthy Start program, which includes a fatherhood component, also used STRIVE with good results. The basic STRIVE 'boot camp' model has been enhanced by ASAP/STRIVE (Access, Support, Advancement, Partnership) -- after participants graduate from STRIVE, and retain employment for 6 months, they can participate in ASAP/STRIVE which includes a comprehensive 10-24 week training programs including both "soft" skills (work ethic, professional dress, job interviews etc) and "hard" technical skills in industry-linked sectors in high demand growth industries such as telecommunications, advanced office-proficiency, automotive/environmental technology, video technology, and computer assembly/repair. Integrates skills training w/ more long-term career development/advanced attitudinal training. ASAP's goal is to place graduates in permanent positions w/ benefits with starting salaries at or above \$22,000 and w/ opportunities for advancement. Job retention is 80%, earnings in two evaluation sites averaged between \$20,000 and \$22,000.[what is fathers connection? Is it that some of the STRIVE sites are partnering w/ fatherhood initiatives and STRIVE is delivering the employment component? How are other services wrapped around?]

1995 State of the Union

Nothing is done more to undermine our sense of common responsibility than our failed welfare system. This is one of the problems we have to face here in Washington in our New Covenant. It rewards welfare over work. It undermines family values. It lets millions of parents get away without paying their child support. It keeps a minority, but a significant minority of the people on welfare trapped on it for a very long time.

I worked on this problem for a long time, nearly 15 years now. As a governor I had the honor of working with the Reagan administration to write the last welfare reform bill back in 1988. In the last two years we made a good start in continuing the work of welfare reform. Our administration gave two dozen states the right to slash through federal rules and regulations to reform their own welfare systems, and to try to promote work and responsibility over welfare and dependency.

Last year I introduced the most sweeping welfare reform plan ever presented by an administration. We have to make welfare what it was meant to be -- a second chance, not a way of life. We have to help those on welfare move to work as quickly as possible, to provide child care and teach them skills if that's what they need for up to two years. And after that, there ought to be a simple hard rule: anyone who can work must go to work. (Applause.) If a parent isn't paying child support, they should be forced to pay. (Applause.) We should suspend drivers' licenses, track the across state lines, make them work off what they owe. That is what we should do. Governments do not raise children, people do. And the parents must take responsibility for the children they bring into this world. (Applause.)

I want to work with you, with all of you, to pass welfare reform. But our goal must be to liberate people and lift them up, from dependence to independence, from welfare to work, from mere childbearing to responsible parenting. Our goal should not be to punish them because they happen to be poor. (Applause.)

We should -- we should require work and mutual responsibility. But we shouldn't cut people off just because they're poor, they're young, or even because they're unmarried. We should promote responsibility by requiring young mothers to live at home with their parents or in other supervised settings, by requiring them to finish school. But we shouldn't put them and their children out

on the street. (Applause.)

And I know all the arguments, pro and con, and I have read and thought about this for a long time. I still don't think we can in good conscience punish poor children for the mistakes of their parents. (Applause.) My fellow Americans, every single survey shows that all the American people care about this without regard to party or race or region. So let this be the year we end welfare as we know it. But also let this be the year that we are all able to stop using this issue to divide America.

No one is more eager to end welfare -- (applause.) I may be the only president who has actually had the opportunity to sit in a welfare office, who's actually spent hours and hours talking to people on welfare. And I am telling you, people who are trapped on it know it doesn't work. They also want to get off. So we can promote together education and work and good parenting. I have no problem with punishing bad behavior or the refusal to be a worker or a student, or a responsible parent. I just don't want to punish poverty and past mistakes. All of us have made our mistakes, and none of us can change our yesterdays. But every one of us can change our tomorrows. (Applause.)

And America's best example of that may be Lynn Woolsey, who worked her way off welfare to become a congresswoman from the state of California. (Applause.)

1996 State of the Union

I say to those who are on welfare, and especially to those who have been trapped on welfare for a long time: For too long our welfare system has undermined the values of family and work, instead of supporting them. The Congress and I are near agreement on sweeping welfare reform. We agree on time limits, tough work requirements, and the toughest possible child support enforcement. But I believe we must also provide child care so that mothers who are required to go to work can do so without worrying about what is happening to their children. (Applause.)

I challenge this Congress to send me a bipartisan welfare reform bill that will really move people from welfare to work and do the right thing by our children. I will sign it immediately. (Applause.)

Let us be candid about this difficult problem. Passing a law, even the best possible law, is only a first step. The next step is to make it work. I challenge people on welfare to make the most of this opportunity for independence. I challenge American businesses to give people on welfare the chance to move into the work force. I applaud the work of religious groups and other who care for the poor. More than anyone else in our society, they know the true difficulty of the task before us, and they are in a position to help.

Everyone of us should join them. That is the only way we can make real welfare reform a reality in the lives of the American people.

To strengthen the family we must do everything we can to keep the teen pregnancy rate going down. I am gratified, as I'm sure all Americans are, that it has dropped for two years in a row. But we all know it is still far too high.

Tonight I am pleased to announce that a group of prominent Americans is responding to that challenge by forming an organization that will support grass-roots community efforts all across our country in a national campaign against teen pregnancy. And I challenge all of us and every American to join their efforts.

I call on American men and women in families to give greater respect to one another. We must end the deadly scourge of domestic violence in our country. (Applause.) And I challenge America's families to work harder to stay together. For families who stay together not only do better economically, their children do better as well.

In particular, I challenge the fathers of this country to love and care for their children. If your family has separated, you must pay your child support. We're doing more than ever to make sure you do, and we're going to do more, but let's all admit something about that, too: A check will not substitute for a parent's love and guidance. And only you -- only you can make the decision to help raise your children. No matter who you are, how low or high your station in life, it is the most basic human duty of every American to do that job to the best of his or her ability. (Applause.)

1997 State of the Union

There is a third piece of unfinished business. Over the last four years, we moved a record 2.25 million people off the welfare rolls. Then last year, Congress enacted landmark welfare reform legislation, demanding that all able-bodied recipients assume the responsibility of moving from welfare to work.

Now each and every one of us has to fulfill our responsibility -- indeed, our moral obligation -- to make sure that people who now must work, can work. (Applause.) Now we must act to meet a new goal: 2 million more people off the welfare rolls by the year 2000.

Here is my plan: Tax credits and other incentives for businesses that hire people off welfare; incentives for job placement firms and states to create more jobs for welfare recipients; training, transportation, and child care to help people go to work.

Now I challenge every state: Turn those welfare checks into private sector paychecks. I challenge every religious congregation, every community nonprofit, every business to hire someone off welfare. And I'd like to say especially to every employer in our country who ever criticized the old welfare system, you can't blame that old system anymore, we have torn it down. Now do your part. Give someone on welfare the chance to go to work. (Applause.)

Tonight, I am pleased to announce that five major corporations -- Sprint, Monsanto, Ups, Burger King and United Airlines -- will be the first to join in a new national effort to marshal America's businesses, large and small, to create jobs so that people can move from welfare to work. (Applause.)

We passed welfare reform. All of you know I believe we were right to do it. But no one can walk out of this chamber with a clear conscience unless you are prepared to finish the job. (Applause.)

And we must join together to do something else, too -- something both Republican and Democratic governors have asked us to do -- to restore basic health and disability benefits when misfortune strikes immigrants who came to this country legally, who work hard, pay taxes and obey the law. To do otherwise is simply unworthy of a great nation of immigrants. (Applause.)

....

In the last four years, we have increased child support collections by 50 percent. Now we should go further and do better by making it a felony for any parent to cross a state line in an attempt to flee from this, his or her most sacred obligation. (Applause.)

1998 State of the Union

A strong nation rests on the rock of responsibility. (Applause.) A society rooted in responsibility must first promote the value of work, not welfare. We can be proud that after decades of finger-pointing and failure, together we ended the old welfare system. And we're now we replacing welfare checks with paychecks. (Applause.)

Last year, after a record four-year decline in welfare rolls, I challenged our nation to move 2 million more Americans off welfare by the year 2000. I'm pleased to report we have also met that goal, two full years ahead of schedule. (Applause.)

This is a grand achievement, the sum of many acts of individual courage, persistence and hope. For 13 years, Elaine Kinslow of Indianapolis, Indiana, was on and off welfare. Today, she's a dispatcher with the a van company. She's saved enough money to move her family into a good neighborhood, and she's helping other welfare recipients go to work. Elaine Kinslow and all those like her are the real heroes of the welfare revolution. There are millions like her all across America. And I'm happy she could join the First Lady tonight. Elaine, we're very proud of you. Please stand up. (Applause.)

We still have a lot more to do, all of us, to make welfare reform a success -- providing child care, helping families move closer to available jobs, challenging more companies to join our welfare-to-work partnership, increasing child support collections from deadbeat parents who have a duty to support their own children. I also want to thank Congress for restoring some of the benefits to immigrants who are here legally and working hard -- and I hope you will finish that job this year. (Applause.)

\$600,000 grant to assist 'dead-broke' dads

By Cheryl Wetzstein
THE WASHINGTON TIMES

"Dead-broke" unwed fathers in nine cities including Baltimore will be helped to find jobs and become responsible for their children through a \$600,000 "fatherhood development" grant program, officials said yesterday.

It has been "assumed that fathers who didn't pay child support did so out of choice," said Jeffery Johnson, president of the National Center for Strategic Nonprofit Planning and Community Leadership (NPCL), which yesterday announced the three-year grants through its Partners for Fragile Families project.

But with 3 million fathers eligible for food stamps, Mr. Johnson

said, "these guys aren't deadbeat dads, they are dead-broke dads."

Through the NPCL's fatherhood programs, which include counseling and outreach, single poor men can gain friends and learn how to be "accountable, employable, financially responsible and positive influences in their children's lives," Mr. Johnson told a news conference that included Labor Secretary Alexis Herman.

"The street is where I've come from, but... the street is no longer where I'm going to be," said Richard Marshall, a 21-year-old father who has been in the NPCL-funded Baltimore City Healthy Start Men's Services Program.

Mr. Marshall said he is in school, works two jobs and has a reputation as a success. He said he de-

ecided to leave the "hustling" life because of his son.

"When I look at my son, I see myself... I can't honestly take that risk no more," he said.

Fathers and their unique contributions to children and families have become popular topics in the past decade. Today, 2,000 groups work to promote "responsible fatherhood" and end fatherless homes, says the National Fatherhood Initiative, a national group led by psychologist Wade F. Horn.

Fatherlessness has been linked to poverty, substance abuse, low education and unemployment. A study issued in August by demographer Cynthia Harper and academic Sara McLanahan found that boys raised outside marriage were twice as likely as boys raised in

married homes to end up in prison.

That study also showed that getting child support didn't make a difference in whether a boy became a criminal, noted Stuart A. Miller, a Virginia-based father's rights activist.

But collecting child-support payments is a priority for Congress, states and many advocacy groups. Millions of non-custodial parents — typically fathers — already owe billions of dollars for the care of their children.

Child-support payments will be even more crucial when welfare mothers reach their 60-month time limits on welfare, said legal expert Nancy Ebb of the Children's Defense Fund. States should help both parents find work, she added.

High court denies 'short-term' guests Fourth Amendment search protection

REUTERS NEWS AGENCY

A divided Supreme Court narrowed the protection against unreasonable police searches yesterday by ruling that "short-term" guests do not have a legitimate expectation of privacy in someone else's residence.

The high court, by a 6-3 vote, overturned a ruling that threw out evidence against two drug suspects because a police officer watched them through a window as they apparently packaged narcotics during an apartment visit.

Chief Justice William H. Rehnquist wrote for the majority that the officer's observation did not violate the suspects' rights protecting against unreasonable searches because they were only "short-term visitors."

Chief Justice Rehnquist noted that overnight guests have long been able to claim protection under the Fourth Amendment. But he said such protection should not be extended to those who visit only briefly. He did not specifically define "short term."

The case involved a police officer in Eagan, Minn., who was approached in 1994 by an unidenti-

fied person who said people were inside an apartment "bagging" a white powder.

The officer went to the apartment and looked through gaps in closed blinds covering a window. He saw Wayne Carter, Melvin Johns and Kimberly Thompson involved in what appeared to be a drug-packaging operation.

Carter and Johns were later arrested after they were seen putting items in a car outside the apartment. Police found a gun and a black zippered pouch in the car that contained cocaine. A search of Carter's duffel bag also showed traces of cocaine.

Carter and Johns were charged with drug offenses. In return for the use of Miss Thompson's apartment, they had given her a small amount of cocaine, the police later learned.

Carter and Johns sought to suppress all evidence obtained from the apartment on the grounds that the officer's initial observation constituted an unreasonable search.

Chief Rehnquist, in the court's ruling yesterday, said that while the apartment was Miss Thomp-

son's dwelling, it was simply a place for Carter and Johns to do business.

"Property used for commercial purposes is treated differently [under the Fourth Amendment] than residential property," the chief justice said.

Chief Justice Rehnquist also cited the relatively short amount of time Carter and Johns were in the apartment and their lack of any previous connection with Miss Thompson in ruling that their rights had not been violated.

Justices Ruth Bader Ginsburg, John Paul Stevens and David Souter dissented.

Justice Ginsburg said the court's decision "undermines not only the security of short-term guests, but also the security of the home resident."

"When a homeowner or lessor personally invites a guest into her home to share in a common endeavor, whether it be for conversation, to engage in leisure activities or for business purposes licit or illicit, that guest should share his host's shelter against unreasonable searches and seizures," she said.

The Washington Times

WEDNESDAY, DECEMBER 2, 1998

*facts
Nancy Hoyt*

U.S. Department of Labor

**Office of the Assistant
Secretary for Policy
Washington, D.C. 20210**



DATE: 11/24/98

TO: Andrea Kane

FAX NO: 456-7431

COMPANY: DPC

PHONE NO: _____

FROM: Emily Dahm

PHONE NO: 219-6197

FAX NO: (202) 219-6523

NUMBER OF PAGES INCLUDING COVER:

MESSAGE: Here's the press releases on the event provided
by NPCL - if you have more questions, call
Nikki Mitchell at NPCL (202) 232-5742

**Media Advisory For:
December 1, 1998, 10:00 AM**

**CONTACTS: Carole Florman,
Valerie Holford, Fenton
Communications, 202/822-5200**

**Non-Profit Group and U.S. Secretary of Labor
Launch New Effort to Help Nation's 'Welfare Fathers'**

**\$10 Million Plus Will Support Initiative To Get Poorest
Dads Involved and Able to Pay Child Support**

The most comprehensive effort in history to help poor, single fathers pull themselves out of poverty, build stronger links to their children and begin paying child support will be launched at a Washington DC press conference on December 1.

The program, **Partners for Fragile Families: Focus on Fathers (PFF)**, is a project of the National Center for Strategic Nonprofit Planning and Community Leadership (NPCL), the first minority-led group to head a social welfare demonstration project of this size.

NPCL and the US Department of Labor (DOL) will announce project grants to fund intensive programs designed to get poor dads the skills and opportunities they need to become positive players in their kids' lives. Each of the grantees represents a partnership between a community-based service provider and a child support enforcement agency — entities which historically have clashed over whether services for fathers or child support collection should take precedence.

The groups will use the grants to provide access to extensive employment training and placement in jobs that promise wage-growth and benefits. In addition, the programs will work with young fathers to develop their parenting and other life skills.

NPCL and DOL also will highlight a series of Welfare to Work grants to be employed in conjunction with the PFF project, and release the latest research on the effectiveness of programs targeted to boost the prospects of poor, unskilled young men. *what is it?*

Projects in the following cities are under consideration for the grants: Baltimore, MD; Boston, MA; Chicago, IL; Denver, CO; Indianapolis, IN; Los Angeles, CA; Minneapolis, MN; New York, NY; Racine, WI; and West Chester, PA.

WHEN: December 1, 1998 at 10:00 a.m

WHERE: The Willard Hotel, 1401 Pennsylvania Ave., N.W., Pierce Room

**WHO: Jeffery Johnson, President of NPCL
Alexis Herman, U.S. Secretary of Labor
Joe Jones, Director Men's Services, Baltimore Healthy Start
Derrick Dunn, Father and Participant In Baltimore Healthy Start Program**

###

FOR IMMEDIATE RELEASE
December 1, 1998

CONTACT: Niki Mitchell, NPCL, 202/
588-1795; Carole Florman or Valerie
Holford, Fenton Communications, 202/
822-5200

Coalition Launches Novel Effort to Increase Child Support By Helping 'Welfare Fathers' Overcome Poverty

\$10 Million Plus Will Support Most Ambitious Program in US History To Promote Responsible Fatherhood

WASHINGTON, DC-- An unusual coalition of non-profit organizations, state child support enforcement agencies and the federal government today kicked-off a \$10 million plus initiative to promote responsible fatherhood and increase child support among poor, single 'welfare fathers.' The 10 city demonstration project is the first national initiative to involve social service providers, law enforcement and labor specialists in a combined effort to address the underlying issues which keep many young unskilled fathers, their children and their children's mothers, dependent on public assistance. The program shows promise for helping men get and keep wage-growth jobs, a huge hurdle past programs were unable to overcome.

The National Center for Strategic Nonprofit Planning and Community Leadership (NPCL) is the architect of the project which will fund unprecedented partnerships in ten cities between once-traditional adversaries — community-based organizations (CBO) and child support enforcement agencies. Partners will be required to work cooperatively to implement systemic reform and deliver customized services to "dead-broke dads," men so poor they often qualify for food stamps. This population is distinguished from "deadbeat dads," men who can pay child support but do not.

The programs receiving the grants are partnered child support enforcement agencies and community-based groups in the following cities: Baltimore, MD; Boston, MA; Chicago, IL; Denver, CO; Indianapolis, IN; Los Angeles, CA; Minneapolis, MN; New York, NY; Racine, WI; and West Chester, PA. The partners vary from a single CBO and child support enforcement agency in some cities, to coalitions of CBOs working together in others.

Sites will receive NPCL grants of \$600,000 over three years and will receive additional funds from other sources such as federal and state governments and foundations. Sites are expected to have an estimated \$1.6 million over the three-year period to serve approximately 300 fathers per site. The cost per father is relatively small, about \$2000-\$2500 per year. In comparison it costs an average of \$35,000 to house a man in prison for a year.

"We should be reaching beyond just the collection of child support payments," said Jeffery M. Johnson, President of NPCL. "The goal should be two functional and responsible parents. That's what children need."

While tough new welfare rules require men to establish paternity and pay child support,

many "dead-broke dads" are discouraged and able to elude the system. Community-based groups which already have ties to the men are urging them to voluntarily comply with law and to participate in anti-poverty/parenting programs. The programs are an attempt to make lasting change: to help prepare responsible fathers, strengthen poor families and build better neighborhoods and communities.

The program, *Partners for Fragile Families: Focus on Fathers* recognizes that these men — likely the children of poverty themselves — have had little guidance in the art of living, let alone responsible parenting. So the program covers the basics: the meaning of values, manhood and self-sufficiency; how to deal with stress, cope with discrimination, manage anger and resolve conflict with an intimate partner. The programs also address issues of health and sexuality, including dealing with substance abuse and reducing the sexual risks of disease and pregnancy.

The core of the project is teaching parental accountability — how to be a positive influence, a father's role and his impact, effective discipline, handling the daily needs of children and negotiating the child support enforcement system. The life skills training is then linked to employment training resources and placement services into jobs which will provide wage growth and benefits.

The local community-based organizations which are receiving NPCL funding have established track records working with families and neighborhoods, but many needed further assistance fine-tuning programs for the target clientele and to become eligible for grants. Since NPCL also offers one-stop expertise in all facets of building and running a small-to-medium nonprofit group, it helped prepare grantees to raise more outside money, train program staff and develop their programs.

The NPCL coalition brings new expertise to an area where there has been little past success raising the incomes of poor men or strengthening their ties to their children. But, preliminary research data show that PFF-grantees are succeeding in training and job placement with a difficult population. Of the 567 participants enrolled in programs run by two of the grantees -- Boston and New York -- a total of 308 had been placed in family wage jobs after two years. The average salary of program graduates in Boston was \$22,308 and \$20,301 in New York. In 1990, 61 percent of dead-broke dads had incomes below poverty level (about \$6800) and 86 percent had personal incomes below the poverty level for a family of four (about \$13,000).

In addition to NPCL and local funding, the federal government has pledged significant resources to the program. Both mothers, and for the first time, non-custodial fathers with limited education and work experience are eligible for the \$3-billion Welfare-To-Work grant program administered by the U.S. Department of Labor. And in a unique partnership, the U.S. Department of Health and Human Services has joined the Ford Foundation in making a three-year funding commitment to PFF. The Ford Foundation has granted PFF \$10 million.

NPCL is a non-profit organization with expertise in training and technical assistance. NPCL and the project are funded and or supported by the Ford Foundation, the William and Flora Hewlett Foundation, The Charles Stewart Mott Foundation, the Federal Office of Child Support Enforcement, the Lilly Endowment, the U.S. Department of Labor and the U.S. Department of Health and Human Services.

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- 19) **Gov. Bush (R-TX): "Second Chance" Group Homes for Unmarried Teen-age Mothers**
According to the July 29, 1998 *Austin Statesman*, "The governor's office Tuesday announced a pilot program aimed at setting up group homes for unmarried teen-age mothers. The proposed Second Chance centers would teach personal responsibility, discourage repeat pregnancies and encourage job readiness and employment, according to Bush's office. Bids from companies and community and religious-based organizations wanting to run the centers are due to the Department of Protective and Regulatory Services by Sept. 11. Bush hopes to have homes opened on a test basis in Dallas, Harris, Bexar and Hildalgo counties by the end of the year." [Austin American-Statesman, 7/29/98]
- 20) **Gov. Rowland (R-CT): Create '211' Infoline to Aid Families in Crisis**
"Governor Rowland is proposing an exciting new initiative that would create the first fully functional and truly statewide '211' system in the nation. Just as 911 provides emergency response and 411 provides phone information, 211 would provide a broad range of information to those who are in crisis or in need of social service information. The Governor proposes to build upon the existing infrastructure of the United Way of Connecticut's Infoline program. Infoline has a series of services that aid Connecticut families in crisis dealing with numerous problems: substance abuse; domestic violence; financial, legal and fuel assistance; prenatal, health and home care; employment; senior and respite services; transportation; food assistance; suicide and family counseling; elder services; support groups; housing; crisis intervention; and child care, to name a few." ["Governor Visits Children's Hospital to Discuss Children's Budget Proposals," press release, 2/5/98]
- 21) **Gov. Thompson (R-WI): Deadbeat Parents Choose Between Jail, Community Service or Paying Up**
In his Childcare accomplishment fact sheet, Governor Thompson provides the following description of his "Children First" initiative: *"This program helped child support collections grow by 158 percent in Wisconsin, ranking it second best in the nation. The program offers deadbeat parents a choice: either pay up, spend 16 weeks of unpaid work in the community, or go to jail. Given the alternatives, we find that these parents quickly find a job and pay their support."* [Governor Thompson on Childcare" fact sheet from the Thompson98 web page]
- 22) **Gov. Thompson (R-WI): "PATH" Helps Establish Paternity of Child at Time of Birth**
"A new program entitled PATH (Paternity Acknowledgment Through Hospitals), designed to establish paternity at the time of the child's birth, was implemented. This process assists child support agencies in decreasing court paternity actions, as well as benefiting Wisconsin children. Through access to the birth history database, all Wisconsin Child Support offices can access paternity information within 3 days of receipt of admission of paternity." [Governor Thompson on Childcare" fact sheet from the Thompson98 web page]

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