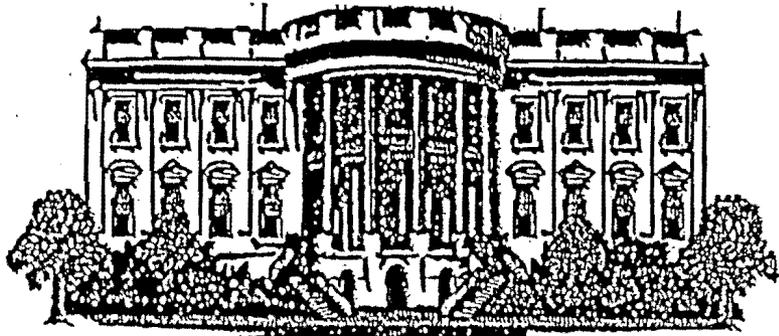


cc: Cyndra



THE WHITE HOUSE

Domestic Policy Council

DATE: 7/14

FACSIMILE FOR: Bruce Reed, Elena Kagan, Lisa Mallory, Pam Johnson,
Nancy Hoyt

FAX:
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NUMBER OF PAGES (INCLUDING COVER): 5

COMMENTS: FYI NY/T article on Fathers research, or
lack thereof. Note we get some credit for
the 6/95 Exec. ~~Memorandum~~ ^{Order} (see 3rd pg)
& HHS initiatives.

Fathers - 1998

Document ID: C:\CLIPS\COSTIN.TXT

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Daddy Dearest: Do You Really Matter?
Everyone Agrees You Do, but So Far No One Has Established Why

BYLINE: By PATRICIA COHEN

BODY:

It seems self-evident to just about anyone who has ever had a father that a caring, involved dad is good for a child.

But try proving it.

Social science is filled with research that documents the impact of mothers on their children. Flip through the literature and you find studies in which every single gesture between mothers and babies was videotaped and analyzed. Or ones showing that mothers who talked to their infants in complex sentences saw a later payoff in higher reading scores.

Turn to the father's side of the family ledger, however, and two things become apparent. Little research has occurred. And the studies that do exist fail to cast much light on why fathers really matter -- something that most researchers concede tells more about their methodological weaknesses than about the importance of fatherhood.

"There's so little out there," Kathryn Edin, a sociologist at the University of Pennsylvania, complained of the lack of information. "It's depressing."

Everyone from Vice President Al Gore to Louis Farrakhan to the master Promise Keeper Bill McCartney cites the importance of fathers. As researchers clamber to catch up, fatherhood uncharacteristically has turned into the hottest stop on the social science circuit in recent years. Yet the lack of intellectual insight into the nature of fatherhood is striking at a time when society seems so eager to celebrate it.

Just last year, when the academic journal Demography considered devoting a special edition to "Men in Families," the guest editor, Suzanna M. Bianchi, said that "the question we discussed at some length was whether there was enough high-quality social demographic work on men to

constitute a special issue." (There was, and the issue was published in May.)

Still, no one has yet figured out what's so special about a father. Should he try to be family "leader," as some religious groups argue, or a "male mom"? Is it more important for him to play catch with a child or take charge of filling the refrigerator and organizing play dates? What is the tradeoff between making money and spending time with a child? Is what he does important, or what he says, or merely that he show up?

Understanding why a father matters when he is around would help explain how to fill the gap when he isn't. Or perhaps it might even discourage him from leaving in the first place. Most unmarried and divorced fathers disappear after the first years of their child's life. Are they jerks, plain and simple? Or are they perhaps shut out by an angry mother, or embarrassed about not having enough money to contribute?

Getting answers isn't easy. Because fathers have traditionally been defined as breadwinners, until recently neither researchers nor policy makers looked much beyond a father's wallet. Assumptions about the special mother-child bond as well as the notoriety of the deadbeat dad didn't do much to change perceptions about a father's importance. "Men were marginalized" by their behavior and by the people who studied children, says Frank Furstenberg, a sociologist at the University of Pennsylvania. As the historian John Demos said in 1986, "Fatherhood has a very long history, but virtually no historians."

When researchers finally started paying attention, they ran smack up against the methodological problems that all social science investigations encounter. But with the wrapping barely off fatherhood studies, there hasn't been enough time to compensate for these flaws with carefully repeated studies and varied research approaches.

For example, it seems obvious that fathers matter. After all, children with single mothers tend to have higher dropout rates and more frequent run-ins with the police. But while an absent father might be the reason, so could poverty, or bad schools, or the lack of a family backup system, or something else altogether.

Consider the surprising conclusion of one of the newest and most detailed studies on the impact of fathers on children. After an exhaustive 11-year study of traditional two-parent families published in the special issue of *Demography*, the researchers found "the influence of fathers is relatively minor" for adolescents.

Yet even they admit something is missing. "It runs in the face of common sense and conventional wisdom," says Mr. Furstenberg, who began studying fathers 20 years ago, when it was a largely solitary activity. "So the efforts now shift to when and why fathers matter. That's what we really have to try to understand better."

Mr. Furstenberg explained in an interview that the results might be a weird byproduct of the

research method. By trying to account for poverty and marital conflict -- two elements known to damage children severely -- they might unintentionally miss the very things fathers do that are important.

Nor do large sociological surveys capture the subtle shadings -- the whispered confidences, the middle-of-the-night checks, the smile of encouragement across a room -- of a father's relationship with a child. Think of a 10-ton scale weighing a grain of sand.

"My own theory is that once you have one good parent in place, having another parent in place doesn't have a huge effect on children," Mr. Furstenberg says. "It helps, but it's a subtle effect. Where I think there's a real frontier of research is the issue of two parents operating in tandem. The presence of two parents creates the possibility of conflict and division, just as it creates the possibility of consensus and cohesion. Depending on the chemistry of how parenting works, you're going to see a positive or negative effect on children."

Young unmarried fathers are especially puzzling. "We assume that children will be better off if they have a father, particularly if they're in poverty, because there would be two earners," Ms. Edin says. "But if we don't know anything about these fathers, it's difficult to determine which fathers we should be encouraging to be more involved with their children. How many are substance abusers, engage in domestic violence or child abuse? We don't know much about their earning capacity."

The most common source of information about fathers is mothers. That's because fathers are so hard to find. Whether rich or poor, married or unmarried, more than 40 percent of men who don't live with their children don't even mention they are fathers in national surveys, said Irwin Garfinkel, a professor at the School of Social Work at Columbia University. National household and population surveys, the main reservoir of information on families, rarely include men who don't live at home. Frequently they even neglect to study the fathers who do.

Only since 1995, when President Clinton issued an executive order, has the Federal Government started giving fathers equal weight in research and policy initiatives. Now the Department of Health and Human Services is looking at ways to strengthen poor fathers' visitation rights, for example, or the role fathers might play in child education programs. And for the first time, in the year 2000, men will be included in the National Survey of Family Growth.

Meanwhile, innovative experiments are under way. Ms. Bianchi, a sociologist, has been asking college-educated, working parents to keep weekly diaries of how they spend time with their children. Michael Lamb, a research psychologist at the National Institute for Child Health and Development, is videotaping low-income fathers playing with their children so he can chart their attachment over time. And in the hopes of gathering that rare firsthand information, the husband-and-wife team of Mr. Garfinkel and Sarah McLanahan, a sociologist at Princeton University, plan to track poor families in 20 cities from the maternity ward to the child's fifth birthday. Fathers, whether home or not, will be included.

As this new wave of research focuses on fatherhood, some tantalizing details are being served up.

Diary studies, for example, have shown that fathers tend to spend more time with younger children than older ones, more time with boys than girls, more time playing than handling basic needs. Meanwhile, fathers in a lower socioeconomic class tend to spend more time with their children than other fathers do.

To fill in the gaps left by large surveys, Ms. Edin and Jennifer Culhane, a public health researcher, have started interviewing poor, unmarried fathers in Philadelphia. In an unexpected twist, they are finding that children may do more for fathers than the reverse. "We asked them what their lives would be like without their children," said Ms. Edin. "We expected them to say their lives would be so much easier, but they said, 'I'd be dead or in jail,' even if they're not involved with those children. Children have tremendous importance for fathers." Other research also hints that children prompt men to get better jobs and work in their communities, and even stay in better health.

What angered the Philadelphia men most was being expected to hand over money without having a say in how it's spent or in raising their child.

"They feel very strongly that their participation is only elicited when it has to do with money, and they don't have any legal access to their children," said Ms. Culhane, adding that some "really want a relationship with the kid. But the relationship is up to the mother and they're not getting along because everybody is broke. I think the fathers get a bit of a bum rap."

Having control over a child's upbringing is a theme that seems to resonate across tax brackets. Judith Seltzer, a sociologist at the University of California, studies joint custody arrangements, setups more common among higher income and better-educated families. In her study published in *Demography*, she found that having legal responsibility for a child actually causes fathers to spend more time with them.

Although fathers were once the overlooked guest at the research table, demographers and sociologists, ethnographers and psychologists have now welcomed them into the family. Yet what they will end up concluding about them requires, as they say, further research.

GRAPHIC: Photos (Steve Berman)(pg. 7); (Librado Romero/The New York Times)(pg. 7); (Steve Berman) (pg. 9)

LANGUAGE: ENGLISH



Strengthening Families
through Public/Private Partnerships:

Connecting Fathers

August 27 & 28, 1998 • Oakland Marriott City Center • Oakland, California

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Andrea Kane

07/24/98 02:31:57
PM

Record Type: Record

To: Lisa M. Mallory/OVP @ OVP, Nancy.Hoit @ npr.gov @ inet
cc: Cynthia A. Rice/OPD/EOP
Subject: Call w/ David Levy and Ron Henry

We ended up postponing this call because he had a conflict. We've rescheduled for wed 7/29 at 2. We'll call from Cynthia's office (212R) so feel free to come down or we can patch you in if you'd like.

Nancy, to bring you up to speed, David had been wanting to talk us for a while. He brought some groups in back in April, but Cynthia couldn't make it. We basically listened. At the end he presented a few ideas (I'll fax you and Lisa his memo), which we never responded to. The purpose of the call today was to follow up, give him a chance to talk to Cynthia, and just try to be responsive but non-committal. If you want us to patch you in next wed, let me know.

We were going to address the 4 points in his memo as follows:

- 1) Follow through on Exec Memorandum: this continues to be a priority for the Administration, agencies are doing some good work, and we are now in the process of bringing agencies together to see where they are, look at cross-cutting issues etc. Staff roles are still being sorted out, but DPC and NPR will be working together on this process. We're always interested in their ideas, summaries of research etc.
- 2) Fatherhood Bill: use our standard talking points answer -- we support some of the goals of the bill introduced by Shaw, but are still reviewing details, are concerned about where \$ would come from. It would be a big enough challenge to find \$2 b in this budget environment--why raise to \$2.5b?
- 3) Appointments: Not aware of any federally-appointed boards and commissions on these issues.
- 4) Conferences: tell him we'd be glad to send brochure for Oakland conference if he doesn't already know about it. There's no central/standing list for such conferences--invite process is done by sponsoring agencies. As they come up we'll certainly keep them in mind.

Andrea Kane

06/11/98 04:07:34
PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP
cc: Diana Fortuna/OPD/EOP
Subject: National Fatherhood Summit Update

Monday is NFI's fatherhood summit here at the Marriott. VP is the keynote speaker at lunch, Judge Ross is chairing one of the public policy sector meetings in the afternoon, Kevin Thurm is on the closing panel, and I believe Secretary Riley is also speaking. Several Governors and members of Congress also invited. I did a conference call today with Lisa Gilmore who works for Kevin, and Lisa Mallory to discuss their remarks.

Kevin's will be very general--how HHS is acting on Exec Memorandum to incorporate fathers into everything, importance of fathers/families, etc.

VP is going to present a Hammer award to the federal interagency forum on child and family statistics, which formed in response to the 6/95 Exec. Memorandum which, among other things, directed agencies to incorporate fathers into research efforts on family and children issues. He is also going to strongly emphasize the Administration's history and commitment to fatherhood issues. Apparently the producers of a Ford, Casey, and Work/Families Institute documentary coming out next week on fatherhood failed to include the Administration -- Bill Bradley is doing the voice over-- so VP's office is upset and is looking to remind people of our record on this. The VP will probably highlight a few of the agency initiatives implemented in response to the Exec Memo. (15 agencies have submitted responses to VP memo asking them to submit accomplishments, contact person, and new ideas in preparation for the PMC meeting discussion on fatherhood that Kevin chaired last week.) I've suggested he also highlight the WTW \$ going to non-custodial parents and have passed along info on both the formula and competitive grants. Tom Roshirt is working on the speech and I'm supposed to see a draft late tomorrow. At this point, there are no plans for VP to make any other announcements.

It's not clear how much play the Republican fatherhood block grant bill will get. I'm a little concerned about making sure the VP or Kevin has a Q&A on this. Linda Mellgren at HHS had begun drafting talking points awhile ago but they never got shared around and now she's away on travel. I've sent my marked up draft of her talking points to Lauren Griffen to get some more HHS input that we could at least turn into a Q&A. Any thoughts on how else to handle this?

Andrea Kane

07/06/98 03:11:53

PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP

cc:

Subject: David Levy

Just to close the loop on this, he'd like to have a quick discussion w/ the two of us about the recommendations in the 4/1 memo I just gave you. How about a brief conference call sometime late next week? In the meantime, we'll need to discuss what our response will be.

→ Ron Henry

→ Family formation memo
for "high performance"

HELPING PARENTS HELP KIDS



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April 1, 1998

Cynthia Rice
Special Assistant to the President
for Domestic Policy
The White House
Washington, D.C. 20500

Dear Ms. Rice:

We thank you for your efforts on behalf of children and families. We thank you for the opportunity to meet with you and your staff today to discuss ways to help the President in his efforts to assist children and families.

We would like to make several suggestions:

1) Additional Follow-through on President's Memorandum to Federal Agencies. On June 16, 1995, President Clinton sent a Memorandum to Executive Departments and Agencies on "Supporting the Role of Fathers in Families" (copy attached). The President asked the Agencies to ensure, where appropriate, ways to engage and meaningfully include fathers in Agency programs, research and objectives.

We would like to assist with more additional follow-through on this important Memorandum than we understand has occurred to date. CRC requests that you ask Pam Johnson, Team Leader, Creating Partnerships for Stronger Families and Communities, National Partnership for Reinventing Government, to permit CRC to work with her to assist in further implementation of the Memorandum. CRC can provide results of research, information, and other resources to assist in implementation.

2) Introduce Fatherhood Bill in Congress. We request that the President consider having a bill introduced in Congress to provide funds for outreach to fatherhood. If this were a \$2.5 billion bill, it would go even further than the \$2 billion bill House Republicans have provided for

A NON-PROFIT, TAX EXEMPT ORGANIZATION STRENGTHENING FAMILIES THROUGH EDUCATION
AND ASSISTING CHILDREN OF SEPARATION AND DIVORCE

Elisabeth Kübler-Ross, M.D.
Author, Psychiatrist
Head Waters, Virginia

Vicki Lansky
Author, Columnist
Deephaven, Minnesota

James Levine
Families and Work Institute
New York, New York

John Money, Ph.D., Professor of
Medical Psychology and Pediatrics
Johns Hopkins University and Hospital
Baltimore, Maryland

in the recently introduced H.B. 3314. The bill's goals could include encouragement of marriage, parent education, parenting plans, mediation, and other outreach to help assure, wherever possible, that there are, whenever possible, "Two Parents For Every Child by the Year 2000."

3) Consider Appointments. Ask Robert Nash, Assistant to the President, Director of Presidential Personnel, to provide CRC with a list of boards and commissions for which Mr. Nash is willing to accept nominations for appointment.

4) Consider Representatives at Conferences. Ask a member of your staff and a member of the staff of Doris Matsui, assistant to the president, to include CRC representatives at all conferences and meetings sponsored by the White House or federal agencies that deal with children and families.

Thank you very much for your efforts on behalf of strengthening families.

Sincerely yours,



David L. Levy, Esquire
President, CRC

**THE COMMITTEE ON
WAYS AND MEANS
CONGRESSMAN BILL ARCHER - CHAIRMAN**

CC: CR
DF
ARL
Ben

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225-8933

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FAX COVER SHEET

Back up from
WDM for
'Fosterhood
Counts'
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TO: ANDREA KANE

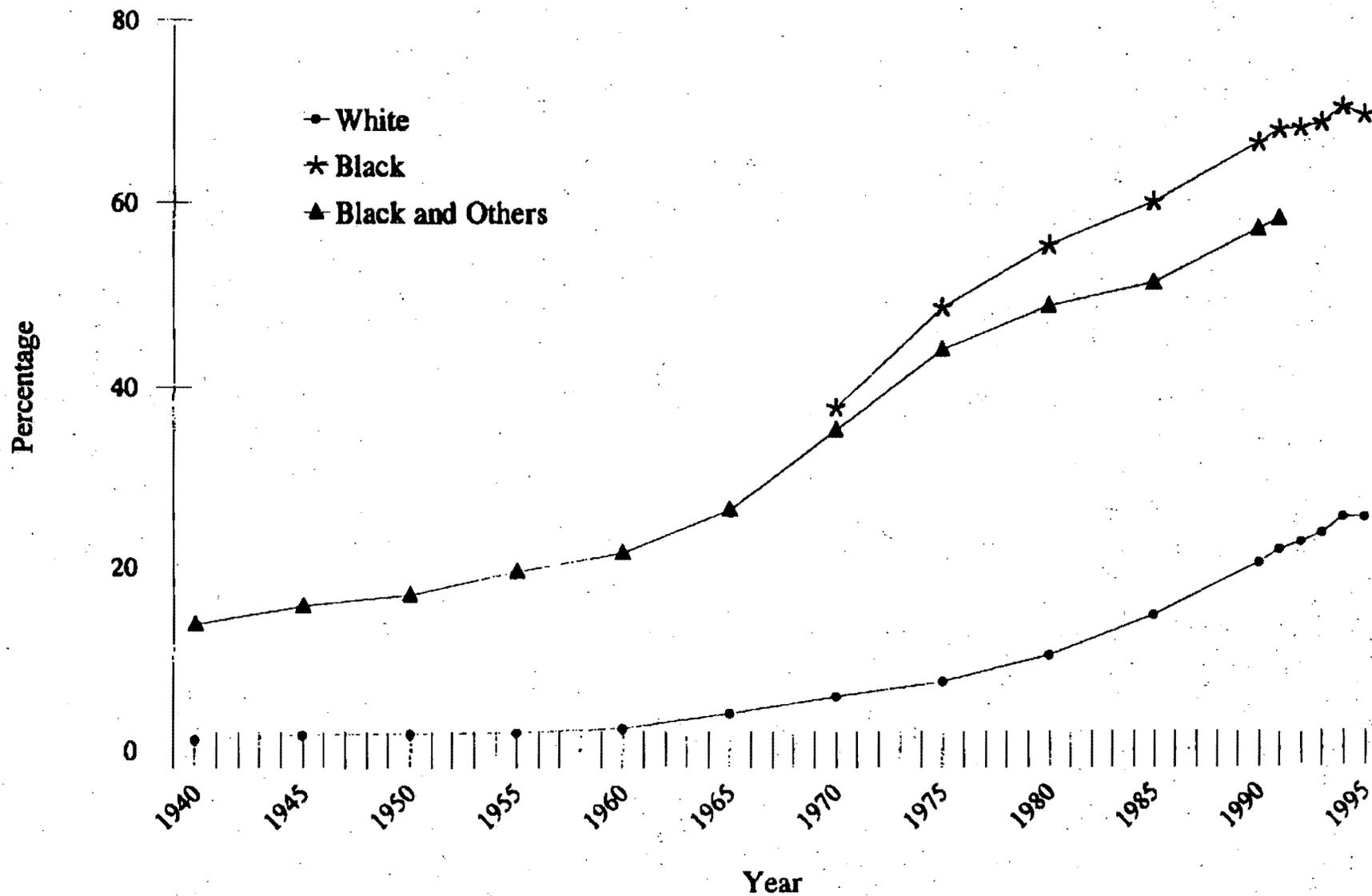
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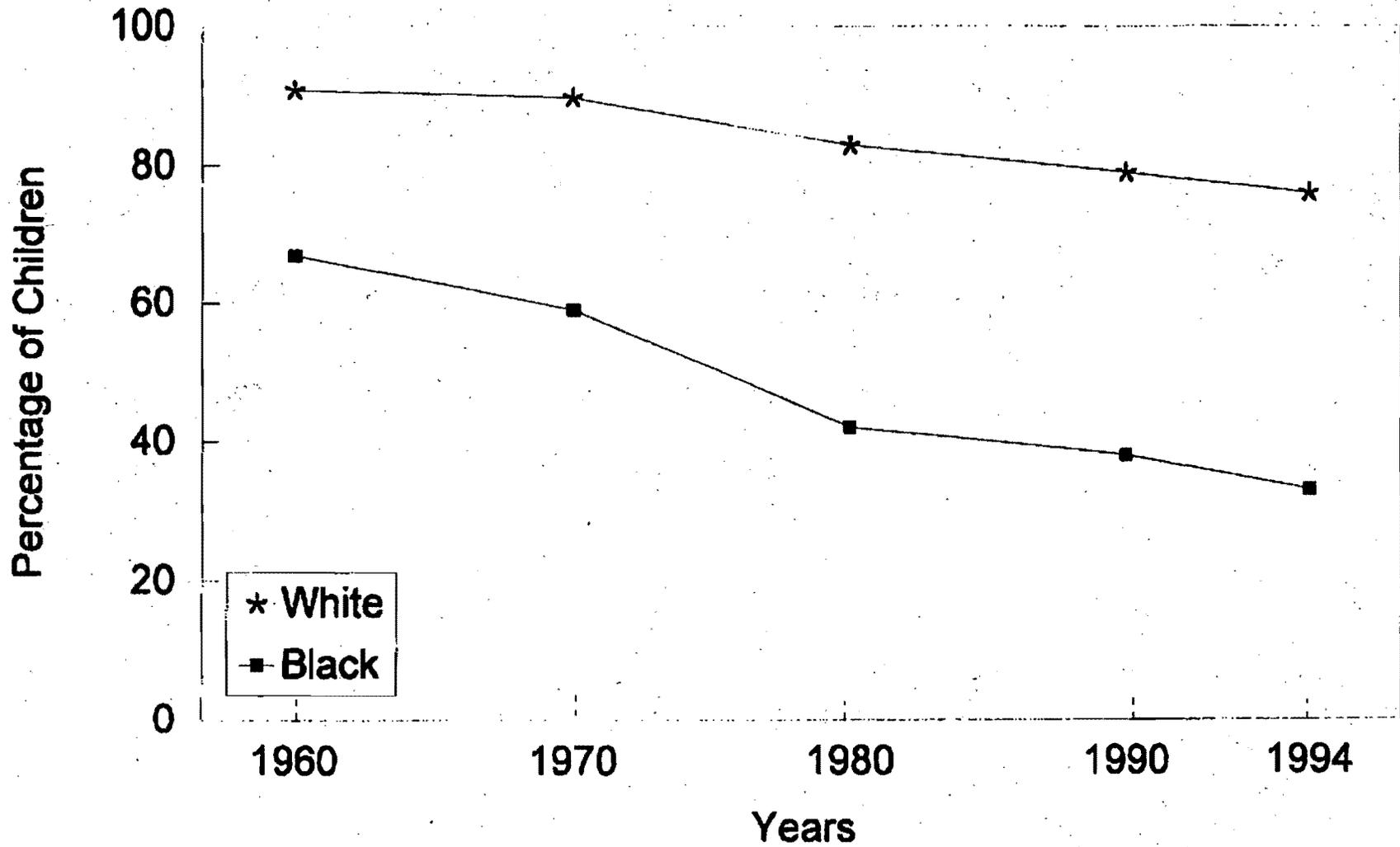
NUMBER OF PAGES (Including this sheet): 5

Non-Marital Births, 1940-1995



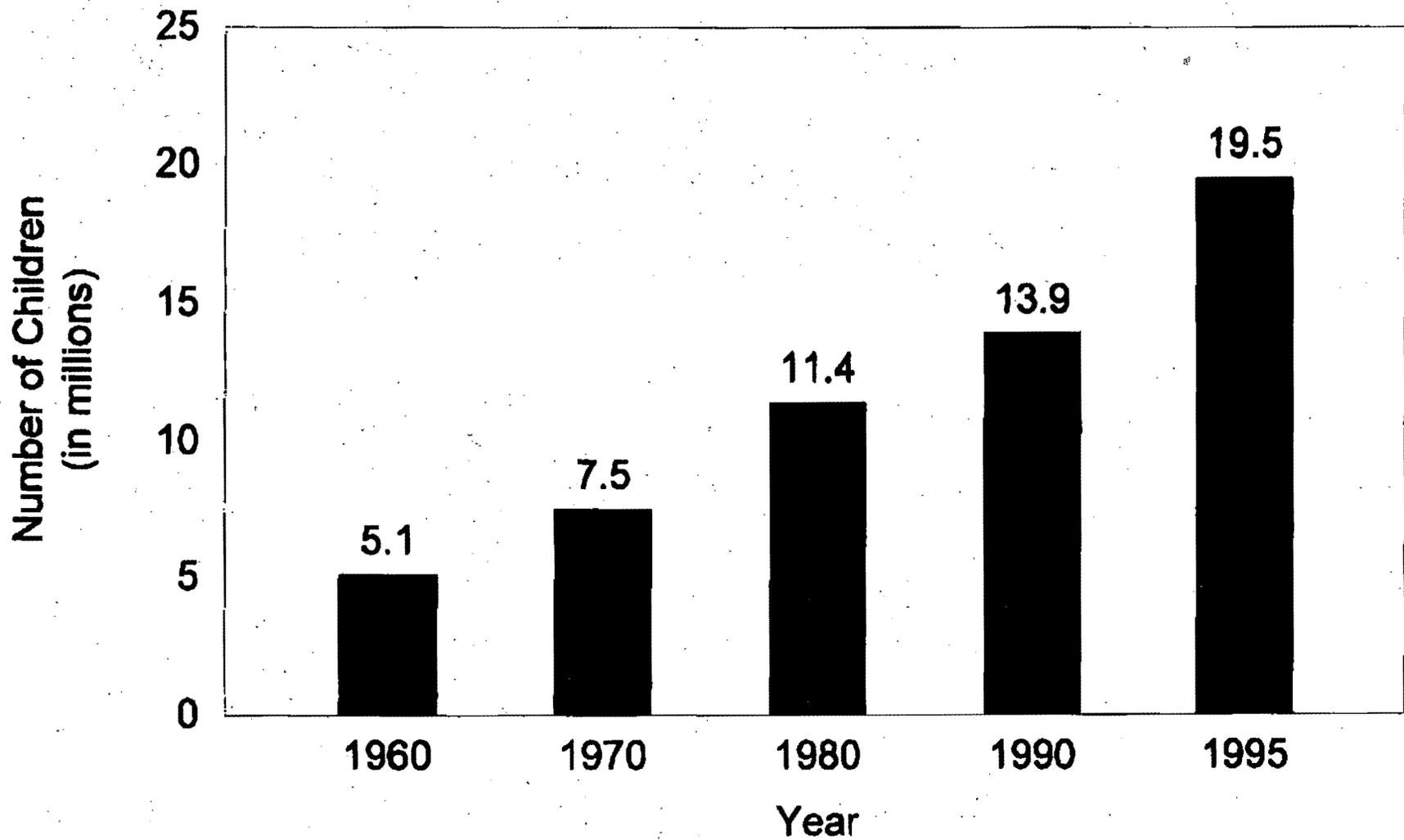
Source: National Center for Health Statistics

Percentage of Children Living With Both Parents



Source: U.S. Bureau of the Census

Number of Children Living Apart From Their Fathers



Source: U.S. Bureau of the Census

**Demographic Characteristics of Non-Resident Fathers,
Custodial Mothers, And Resident Fathers**

Characteristic	Non-Resident Fathers	Custodial Mothers	Resident Fathers
Race (%): White	60	60	80
Black	28	29	8
Hispanic	10	10	9
Age (years)	35	32	37
Education (years)	12.1	12.1	13.3
Never Married (%)	19	24	1
Annual Income	\$23,300	\$15,300	\$39,700
Full-time Worker (%)	67	50	85
Family Income	\$36,600	\$29,100	\$56,500
% Poor	20	38	8

Source: Sorenson, E. A national profile of nonresident fathers and their ability to pay child support. *Journal of Marriage and the Family*, 1997, 59, 785-797.

rfathers.demographics

Update on Fatherhood Initiatives by Governors and Congress

NGA Winter Meeting

On Sunday afternoon, the NGA Human Resources Committee will discuss Strategies for Encouraging and Promoting Positive Involvement by Fathers in the Lives of Their Children. Governor Ridge, Committee Chair, will moderate the discussion and show a video highlighting initiatives in Pennsylvania. Governors Carper, Beasley and Romer will talk about initiatives in their states, followed by an open discussion among all Governors. Wade Horn of the National Fatherhood Initiative will wrap up the discussion. In preparation for the meeting, Governors Ridge and Locke (Committee Vice-Chair) asked Governors to submit examples of activities in their states to promote positive father involvement. NGA will release a document at the meeting summarizing these initiatives. Governors were specifically asked not to focus primarily on child support enforcement or fathers' custody rights--they are trying to keep a focus on more positive types of involvement.

Governor Ridge is expected to continue the focus on fathers at the Annual Meeting in July, following up on the June summit (see below).

NGA has a policy on Paternal Involvement in Child Rearing first adopted in 1995 and revised in 1997. This is not up for discussion at the 1998 Winter Meeting.

Governors' Task Force on Fatherhood Promotion and National Summit in June

On February 12th, Governors Ridge and Carper launched a bipartisan national effort to promote responsible fatherhood (this is not an NGA initiative). They met together with teen fathers at a Philadelphia high school and sent a letter to all other Governors encouraging them to join this effort. The objectives of the new Task Force are: 1) find new ways that state governments can dramatically decrease the incidence of father absence, 2) encourage replication of policies and initiatives that have proven effective in inspiring men to be committed, responsible and involved fathers, and 3) fuel public and political commitment to bringing fathers back to their children.

The Task Force will co-host a national summit on fatherhood June 16th to bring together elected officials from all levels of government, and leaders from the civic, philanthropic, education and entertainment communities. One of the goals for the summit is to ask ten teams representing ten sectors of society (public policy, entertainment, mass media, faith based, military, etc) to each come up with one goal in a ten point plan for which they will be accountable. There is already a bipartisan Congressional Task Force on Fatherhood Promotion, and a Mayor's Task Force is expected next. The National Fatherhood Initiative will support these Task Forces and the summit. NFI states that the Congressional and Governors' Task Forces will be exploring ways that the federal and state government can help to promote responsible and involved fathering.

Other NFI activities: NFI has worked with the Ad Council to develop a national PSA campaign on fathers, getting more than \$100 million in donated broadcast time. In partnership with Radio America, NFI has developed a series of radio PSAs featuring a mix of celebrities and experts, including the Vice President. NFI is organizing a coalition of national and local community leaders, including groups such as the United Way of America, and the Boys and Girls Clubs of America. They are also working directly with individual fathers.

Congressional Action

On January 20th, Congressman Archer announced a billion dollar "Fatherhood Counts" initiative to create block grants to Governors for programs that promote marriage, work, payment of child support, and better parenting in order to get fathers more involved with their children. He proposed paying for the initiative by capping attorney fees in the tobacco settlement.

The Republican Floor Schedule currently shows a Fatherhood Block Grant Initiative by Congressman Shaw in late April. Shaw's staff indicate they may introduce a bill in the next few weeks, but have been quite vague.



StateLine

CC
OK
DF
BR
From: Andre

Committee on Human Resources
Employment and Social Services Policy Studies Division
Contacts: Nolan E. Jones, 202/624-5360
David E. Brown, 202/624-5427
February 22, 1998

Promoting Responsible Fatherhood

Summary

According to many indicators of child well-being, America's children fare worse than their counterparts of just a generation ago. The sharp rise in the number of children living in fatherless households is a significant factor influencing child well-being. Today four out of every ten children in the United States are not living in the same home as their biological father, and nearly half of all children being raised in mother-headed families are living in poverty. Even when controlling for family income, children growing up without their fathers' involvement face more difficulties. According to the National Fatherhood Initiative, children with absent fathers are more likely to fail at school or drop out of school, engage in early sexual activity, develop drug and alcohol problems, and experience or perpetrate violence.*

In recent years, the National Fatherhood Initiative and other national organizations have sought to raise public awareness that fathers make unique and irreplaceable contributions to the lives of their children and that every American needs to encourage and support men to be good and responsible fathers. These efforts have focused on all fathers, including fathers in two-parent families, teen fathers, noncustodial fathers (both divorced and never-married), and single fathers.

In recent years, Governors also have worked to increase public awareness of the importance of fathers' involvement in the lives of their children by convening statewide summits and conferences and sponsoring statewide media campaigns to promote positive father involvement. In addition, states have implemented programs that build the parenting skills of new fathers, enable disadvantaged or noncustodial fathers to improve their relationship with their children, and prepare teen fathers to become good fathers.

This *StateLine* highlights initiatives to promote responsible fatherhood. Pennsylvania Governor Tom Ridge and Washington Governor Gary Locke, chair and vice chair, respectively, of the National Governors' Association (NGA) Committee on Human Resources, asked all of the nation's Governors to submit a short description of one initiative to promote responsible fatherhood that they admire. The NGA Center for Best Practices compiled and standardized these descriptions for distribution at the 1998 NGA Winter Meeting, February 21-24, 1998, in Washington, D.C.

Overview

Thirty Governors submitted descriptions of fatherhood initiatives. The initiatives profiled by the states fall into six categories:

- services for low-income, noncustodial fathers;
- parenting skills training;
- public awareness campaigns;
- state fatherhood commissions;
- comprehensive funding streams; and
- premature fatherhood prevention.

Services for Low-Income, Noncustodial Fathers

Seven states—Louisiana, Maryland, Missouri, New Hampshire, Tennessee, Wisconsin, and Washington—highlighted initiatives for low-income, noncustodial fathers. These programs provide employment-related services to enable fathers to meet their financial responsibilities as well as support services and parenting skills training to foster their involvement with their children. The initiatives featured by Louisiana, Missouri, and New Hampshire explicitly target low-income, noncustodial fathers who are behind on their child support payments. The Maryland and Wisconsin initiatives serve unmarried, expectant fathers in addition to current fathers. The Tennessee project encourages the children of noncustodial fathers and the mothers of these children to take advantage of the services offered. The local project highlighted by Washington includes a public awareness campaign to change the way fatherhood is viewed in neighborhoods.

Parenting Skills Training

Several states profiled projects that build the parenting skills of fathers. Connecticut is operating a demonstration project that targets noncustodial fathers of children enrolled in Head Start. Delaware offers parenting education and other services to incarcerated fathers. A Hawaii initiative works with fathers in families identified as at risk for child abuse and neglect. Idaho has developed a parent training curriculum for divorced fathers. New York funds four demonstration projects serving young fathers. North Carolina featured a program serving teen fathers. A project in Ohio helps young fathers become responsible citizens and involved, caring parents. Pennsylvania funds a local mentoring program that links teenage dads with responsible adult men who are fathers. Utah provides parenting and communication skills training to families that includes specific workshops for fathers.

Public Awareness Campaigns

To increase public awareness of the critical role of fathers, Arizona, Colorado, and Michigan have partnered with professional sport franchises to spearhead media campaigns that use professional athletes as role models. Arkansas recently convened a conference that included men wanting to become better fathers among the attendees and included sessions focused on fatherhood. Georgia has enlisted nearly 400 men to serve as spokespersons, mentors, and advocates of better parenting and has publicized the campaign through bus cards, public service announcements in movie theaters, and television, radio, and newspaper interviews. A private organization in Illinois heightened public awareness by hosting a community leader briefing, conducting a survey on people's perceptions of fatherhood, training "father skills" trainers, and publishing children's essays on fatherhood. South Carolina convened a summit in 1997 to shape a consensus among community leaders and social service providers on the importance of fatherhood. Virginia launched a multipronged campaign that encourages all men to commit themselves to being good fathers, including spending time with their children and becoming more responsible for the health and welfare of their children.

State Fatherhood Commissions

Florida and Massachusetts have established commissions focusing on responsible fatherhood. A commission in Florida is addressing the need for a coordinated, statewide effort to increase awareness of the effects of absent fathers on the state's children and promote responsible fatherhood. Massachusetts' commission was established in response to the crisis of absent fathers and the need for greater government and community coordination in support of the commonwealth's families.

Comprehensive Funding Streams

California and Indiana have established new funding streams to establish and support local programs promoting responsible fatherhood. California's initiative seeks to break the cycle of teen and unwed pregnancies and address the issues of statutory rape and absent fathers across the state. Indiana has funded fifty-four programs across the state to increase fathers' involvement with their children, decrease out-of-wedlock pregnancies, improve service accessibility for fathers, improve parenting skills and coparenting relationships, raise the high school graduation rates of teen fathers, and increase paternity establishment and child support.

Premature Fatherhood Prevention

New Jersey and Wyoming highlighted initiatives to encourage young men to postpone becoming fathers. New Jersey's program funds community-based organizations to provide services for high-risk minority male populations. Wyoming is conducting research to identify the barriers to male involvement in family planning.

Together, the initiatives highlighted by the thirty Governors represent a broad range of both state-driven and locally driven approaches to promoting responsible fatherhood. In many of these states, the Governor has actively and visibly worked to increase public awareness of the important parenting role of fathers. Many states also are supporting community-based programs that encourage fathers to take a more active role in raising their children. Governors recognize that promoting responsible fatherhood reduces many of the problems faced by children and youth, fortifies and strengthens families, and improves the overall quality of life in their states.

Selected Initiatives to Promote Responsible Fatherhood

Arizona.

The Arizona Division of Child Support Enforcement has partnered with the Child Support Coordinating Council and the Arizona Cardinals of the National Football League to increase public recognition of the importance of being a responsible father. Governor Jane Dee Hull held a press conference to kick off the campaign, "Fatherhood Can Be Child's Play." To promote the campaign, billboards have been posted in the state's two largest metropolitan areas, Phoenix and Tucson, and posters have been distributed statewide to child support enforcement offices and community-based organizations, such as Head Start programs. The posters and billboards portraying members of the Cardinals with their children, read "Halfback, Fullback, Piggyback" and "No Penalty for Holding."

The total cost of the project was \$39,690; of this amount, the state provided \$13,230. **Contact:** Nancy Mendoza, Arizona Department of Economic Security, Division of Child Support Enforcement, 602/274-7646.

Arkansas

Governor Mike Huckabee convened the Governor's Conference on the Family November 1, 1997, to address the need to strengthen Arkansas families. The conference centered on the principles that families are the bedrock on which healthy societies are built and that marriage is the heart of family life. To ensure the future economic, moral, physical, and psychological health of Arkansas' children and grandchildren, the state must work to preserve this firm foundation. Wade Horn, executive director of the National Fatherhood Initiative, played a key role in the Governor's conference. He led a general session and two concurrent sessions that focused on fatherhood and the emerging fatherhood movement.

A committee composed of the Governor's staff and volunteers planned, organized, and implemented the conference, which sought to expose Arkansas citizens to the best possible resources available for strengthening marriage and families; equip parents and organizations with the tools needed to fortify families; and enlist parents, businesses, public servants, churches, and synagogues in the effort. The conference participants included couples seeking to strengthen their marriage, men wanting to become better fathers, clergy developing premarriage counseling programs, and concerned citizens interested in learning how to mentor youth. In addition, citizens concerned about juvenile delinquency and divorce reform, families needing financial guidance, social workers dealing with welfare reform, and citizens generally concerned about the current state of families in Arkansas were invited to participate in the conference.

To finance the conference, \$92,000 was raised from the state, private donors, registration fees, and interest accrued on the account. The actual cost of convening the conference was \$73,000. The Governor's commitment and participation was critical to the success of the conference. Not only did he contribute \$10,000 in state dollars as seed money for the event, but he also taped radio and television advertisements promoting the conference, contributed one full-time staff person to the project, and served as a keynote speaker for one of the general sessions. **Contact:** Chris Pyle, liaison for family life issues, 501/682-3616 or chris.pyle@gov.state.ar.us.

California

More and more California children are being raised by single mothers, often without the benefit of any positive male role models. In some neighborhoods, as many as nine in ten babies are born without their fathers present. Many will spend their entire lives fatherless. Despite the heroic efforts of single parents, the tragic results are clear—skyrocketing teen pregnancy, increased adolescent drug and alcohol use, higher rates of school failure, and escalating juvenile violence. Governor Pete Wilson has used his bully pulpit to increase public awareness of the problems resulting from fatherlessness. The first California Focus on Fathers' Summit was convened in 1995, and summits have been held each year since then.

Building on the state's early success in raising public awareness of the important role of fathers, California created the Partnership for Responsible Parenting (PRP) in 1996. PRP is a comprehensive \$54-million initiative that is administered by the state's department of social services. Designed to break the cycle of teen and unwed pregnancies and address the issues of statutory rape and absent fathers, it has four major components. Community challenge grants fund community-based organizations to operate programs aimed at decreasing teen pregnancy and fatherlessness. The California Mentor Initiative links responsible adults with at-risk youth to help these young people with life choices; Governor Wilson also mentors a young teenager. The Statutory Rape Vertical Prosecution Program discourages men from preying on young girls and encourages them to accept responsibility for their children. A statewide public awareness and action media campaign inspires

Californians to become active participants in resolving these problems. **Contact:** Karen Strickland, Office of the Governor, 916/445-6131.

Colorado

Colorado's statewide fatherhood media campaign addresses the need for a comprehensive approach for disseminating information on the importance of father involvement to the healthy development of children. The initiative is a collaborative effort involving the Colorado Governor's Office, the Children's Hospital, and the Colorado Rockies, a Major League baseball team. The primary objective of the multimedia campaign, "Be a Hero to Your Kids," is to promote fathers and father figures as role models for children. The campaign will rely on the print media, television, radio, and special events to communicate its message.

Public service announcements will feature Colorado Rockies players and noncelebrity fathers speaking about the importance of father involvement. A phone number included in the public service announcements (PSAs) and other printed materials will enable people to access information on father involvement and obtain referrals. PSAs will also provide people with information on existing fatherhood programs and ways they can get involved in their communities. Governor Roy Romer is the primary spokesperson for the fatherhood initiative and will also be featured in some of the public service announcements.

The campaign will kick off in April 1998 and eventually reach all sixty-three Colorado counties. The cost is estimated to be \$100,000, though *pro bono* contributions from the various sponsors will cover most of this cost. **Contact:** Jim Garcia, Office of the Governor, 303/866-2888.

Connecticut

The Connecticut Department of Social Services (DSS) was recently awarded a grant from the Office of Child Support Enforcement of the U.S. Department of Health and Human Services to demonstrate methods of conducting an outreach, education, and advocacy program for child support services through early care and education centers. One of the demonstration's objectives is to facilitate noncustodial parents' emotional and financial support of their children, if it is appropriate and healthy.

DSS will contract with a nonprofit, community-based agency, the Connecticut Women's Education and Legal Fund (CWEALF), to work with three early care providers. The project will develop strategies to overcome the fears and misconceptions of parents and early care providers regarding child support and the implications of being involved with DSS. Promotional materials, workshops, and information sessions will enable the project to reach staff and parents.

Outreach to noncustodial fathers of children enrolled in a Head Start program will be a special component of the project. Fathers will attend parenting classes, work in the classroom, and receive the comprehensive services available to Head Start families. Education about child support and family responsibility will be woven into the program. The aim is to have fathers provide both emotional and financial support for their families.

An advisory committee will be established to assist DSS and CWEALF. In addition to the three early care providers, the committee will include representation from DSS' bureau of child support and child care team, the Governor's Collaboration for Young Children, INFOLINE, and parents. Federal funding is for fiscal 1997-98 and is renewable for two additional years. The federal grant has been matched with state funds and in-kind contributions. **Contact:** Tom Horan, Connecticut Department of Social Services, 860/424-5270.

Delaware

Recognizing that children of incarcerated fathers are at greater risk of developing education problems and becoming delinquent, the Delaware Department of Corrections (DOC), under the guidance of Governor Thomas R. Carper, has placed a high priority on the provision of parent education and support services to state prison inmates and individuals on probation. DOC offers prison inmates parenting classes that emphasize the unique parent-child issues of incarcerated fathers and group sessions that focus on the father's role in the family. In addition, to facilitate incarcerated fathers' return to their children and families, prerelease programming includes information on child developmental milestones and parenting techniques. Finally, probation officers routinely refer fathers under their supervision to parent education and support services in the community, using Delaware's *Parent Education Partnership Inventory* as a guide to available resources.

Three community-based nonprofit agencies funded by the Delaware Department of Services for Children, Youth, and Their Families (DSCYF) currently provide services to DOC inmates. Currently DOC and DSCYF staff are exploring next steps, which could include the development of a parent education curriculum or modules specifically tailored to meet the needs of inmate fathers, family focus training for DOC institutional and community-based services staff, a parent education and support program to assist inmates who are moving from an institution to the community, and an evaluation of different service delivery models. **Contact:** Lynne Howard, advisor on family issues, Office of the Governor, 302/577-3210.

Florida

The Florida Commission on Responsible Fatherhood (CORF) was established by the state legislature in 1996 to examine the fatherhood crisis in Florida and make recommendations on a coordinated, statewide effort to reduce the effects of this crisis on Florida's children. Specifically, the commission is responsible for raising awareness of the problems created when a child grows up without a responsible father present, identifying obstacles that impede or prevent the involvement of responsible fathers in their children's lives, and identifying successful strategies to encourage responsible fatherhood.

In 1997 the commission heard expert testimony on topics such as custody proceedings and the effects of the presence of a responsible father on children's brain development. The commission also held public hearings in rural and urban areas across the state, adopted a vision statement, and developed a strategic plan to guide its work during the next twelve months and longer. CORF also made seven recommendations to the legislature in 1997, two of which were enacted into law. The codified recommendations address two barriers to responsible father involvement: primary residential parents' attempts to move away with the children over the objections of secondary residential parents and false allegations of child abuse and domestic violence.

Building on its successful First Annual Symposium on Responsible Fatherhood in 1997, the commission will again collaborate with the Florida Department of Juvenile Justice to convene the Second Annual Symposium on Responsible Fatherhood in Orlando in June 1998. The symposium will feature presentations from nationally renowned experts on responsible fatherhood, showcase fatherhood programs from around the state, and provide technical assistance workshops for new and emerging programs.

In partnership with the Florida Department of Health, CORF will award up to \$250,000 in grants in early 1998 to implement local initiatives promoting responsible fatherhood. CORF also is soliciting funds from public and private organizations to develop and expand responsible fatherhood initiatives in Florida. **Contact:** W. Byron "Buddy" Witmer, Florida Commission on Responsible Fatherhood, 850/488-4952.

Georgia

Almost 350,000 Georgia children live with their single mothers; 40 percent of these children have not seen their fathers during the past year. Recognizing the importance of fathers' involvement in their children's lives, the Georgia Department of Human Resources (DHR) launched an initiative to teach young men how to be more knowledgeable and responsible parents.

"Parent'Hood—It's a Man's Thing, Too" is a public awareness campaign that uses male volunteers to form child abuse prevention teams (captain teams). These men use educational materials developed by DHR to promote positive parenting and prevent child abuse in their communities.

"Parent'Hood" is sponsored by DHR's child protective services section. To date, the campaign has enlisted nearly 400 men to serve as spokespersons, mentors, and advocates of better parenting. It has received orders for its educational materials from nearly 300 community organizations and distributed nearly a quarter of a million items (e.g., fact sheets, brochures, videos, and T-shirts) promoting male involvement and child safety. The campaign theme has been promoted on bus cards in eight cities, through public service announcements in seventy-two movie theaters, and through numerous television, radio, and newspaper interviews. This ongoing initiative is federally funded. **Contact:** Renee Huie, Georgia Department of Human Resources, 404/656-4937 or rmh1@DHR.state.ga.us.

Hawaii

Hui Makuakane (Group of Fathers) is a parenting skills training initiative that works with fathers in families identified as at risk for child abuse and neglect. The participating fathers are in families being served by the Hana Like Home Visitor Program, a Healthy Start child abuse prevention program. Hui Makuakane aims to increase participating fathers' involvement with their children, promote the use of appropriate discipline techniques, and enhance fatherhood competence and satisfaction. Fathers are visited in their homes by a father involvement facilitator who offers information on child development and parenting and help on attaining their personal and family goals. Group activities and outings are conducted to encourage father-child-family interaction and enable fathers to meet for mutual support. The families served reside in specific census tracts on the island of Oahu; however, Native Hawaiian families are accepted from other parts of the island. Eligible families must have at least one child from birth to age five.

The Hana Like Home Visitor Program is administered by Parents and Children Together (PACT), a private nonprofit, community-based organization, and is funded, in part, by the state department of health. The goals of Hana Like include preventing child abuse and neglect, strengthening the family's ability to solve problems and handle stress, and promoting optimal child development. Hui Makuakane is an enhancement to the Hana Like Home Visitor Program, providing specific support services to fathers. Hui Makuakane staff work with the Hana Like home visitors, who provide services primarily to the mothers, to coordinate services and promote family solidarity.

During the first year of the Hui Makuakane program, twenty-three dads and their fifty-nine children were served. PACT plans on serving thirty fathers during the second year. **Contact:** Sara Izen, program director, Parents and Children Together, 808/841-2245.

Idaho

The Idaho Department of Health and Welfare recently initiated the Parents as Partners program, a training curriculum for recently divorced fathers designed to facilitate their adjustment to, and preparation for, their new parenting role. The curriculum addresses the needs of both custodial and noncustodial divorced fathers, helping them develop positive and nurturing relationships with their children. It also targets young parents to impart parenting skills and other relevant information. The

state is making the curriculum available for implementation by local community groups across the state. The initiative, still in the formative stage, is supported by \$3,000 in state funds. **Contact:** Anna Sever, Idaho Department of Health and Welfare, 208/334-5920.

Illinois

The Illinois Fatherhood Initiative (IFI) addresses responsible fathering by raising awareness of the important role fathers play in their children's lives. Its mission is "connecting children and fathers by promoting responsible fathering and helping equip men to become better fathers and father figures." The Illinois Fatherhood Initiative is a self-administered philanthropic organization, the first of its type in the nation. During the program's first three months, IFI hosted a community leader briefing attended by 120 community leaders, conducted a 1,000-person survey on perceptions of fatherhood, organized an essay contest that elicited more than 30,000 entries, trained twenty-four individuals as "father skills" trainers, and published 20,000 copies of children's essays on fatherhood.

Now approaching its one-year anniversary, IFI is gearing up for its second annual essay contest and hopes to receive 100,000 essays from school children. On February 24, 1998, IFI is conducting another community leader briefing on "Fathers, Families, and Building Communities" to report its accomplishments to the community, provide an overview of the national fatherhood landscape, and outline its plans for 1998.

To increase awareness and promote responsible fathering, IFI created the "1998 Faces of Fatherhood" calendar to raise funds for IFI and other community programs. A cover letter signed by Governor Jim Edgar and Chicago Mayor Richard M. Daley is distributed with each calendar to promote the calendar and the message of responsible fatherhood.

Several organizations have contributed both resources and talent to the conception and operation of IFI. In-kind and cash support totaled nearly \$500,000 in 1997. **Contact:** David Hirsch, Illinois Fatherhood Initiative, 312/648-3062.

Indiana

Indiana launched the Restoring Fatherhood Grant program to address the issue of fatherlessness, defined as the lack of a father's active involvement with his children, and its impact on children and families. In 1997 the state appropriated \$2.5 million and funded fifty-four programs across the state to help promote and restore fatherhood. These programs strive to increase fathers' involvement with their children, decrease out-of-wedlock pregnancies, improve fathers' access to services, improve parenting skills and coparenting relationships, raise the high school graduation rates of teen fathers, and increase paternity establishment and child support. The grants to community-based organizations, churches, schools, and other entities range from \$10,000 to \$100,000. The grant program, administered by the Indiana Family and Social Services Administration, enables both the expansion of existing programs or the implementation of new fatherhood involvement strategies to increase fathers' emotional and financial involvement in their children's lives. Although the initiative targets all fathers and young males, the programs focus specifically on teen, incarcerated, divorced, and disengaged fathers. The state expects to serve 50,000 fathers and/or young males during the two-year funding cycle.

Funding for the initiative comes from savings Indiana realized as a result of the sharp reduction in its welfare caseload. Additional funding has been provided through the Indiana Family and Social Services Administration's family preservation grants and the Indiana Department of Health's teen pregnancy prevention grants. In October 1997, Governor Frank O'Bannon hosted the Governor's Conference on Fathers and Families, which equipped local programs with the tools they need to provide effective services to fathers and families. Emphasis was placed on teaching program directors

and administrators how to measure and evaluate program effectiveness. The Governor also allocated an additional \$1 million to provide noncustodial parents who have children receiving public assistance with coparenting, parenting education, job-skills, and job-retention training. **Contact:** Tanasha Anders, Indiana Family and Social Services Administration, 317/233-4451.

Louisiana

Noncustodial fathers are more likely to be involved in the lives of their children if they are contributing financially to their children's well-being. Louisiana's recently approved federal Welfare-to-Work (WtW) Grant program plan outlines a state initiative targeting noncustodial parents of children supported by Temporary Assistance for Needy Families (TANF) who cannot provide adequate financial support to their children because of a lack of job skills or job-seeking abilities. The initiative not only is designed to increase child support collections, but also to foster greater contact between noncustodial parents and their children.

Through this initiative, noncustodial parents will have access to all the training, job search, and support service assistance that is afforded to TANF recipients. Parenting skills training will also be made available to help noncustodial parents become more involved with their children and better parents. However, the scale and scope of the program will depend on the support of the local judicial system. The judge presiding over the child support order must include participation in WtW activities as part of the court order for this initiative to be most effective.

The initiative will be administered jointly by local Job Training Partnership Act (JTPA) and TANF agency staff. Although the welfare-to-work funds are technically controlled by the local JTPA governance entity, the state's planning guidelines strongly encourage the local administrative entities to set aside a portion of their WtW allocations to fund this initiative. In their preliminary plans submitted to the state, all of the local JTPA entities committed to earmarking a portion of their WtW funds to serve this population. If the local pilots are successful, the state may seek state appropriations to continue these efforts after the expiration of the federal WtW grant funds in two years. **Contact:** Laura Pease, Family Independence Work Program, Louisiana Department of Social Services, 504/342-2511.

Maryland

To assist young men who are unable to fulfill their financial, moral, and social responsibilities to their children, Maryland established the Young Fathers/Responsible Fathers Program within the department of human resources. This program provides educational and employment opportunities as well as emotional support to enable fathers to play a productive role in their children's lives. It targets unwed and expectant fathers who are at risk of forsaking their parental responsibilities. The program has served more than 350 young men annually through outreach, case management, and after-care services referrals. Participants have become actively involved in child rearing, become employed, paid child support on a regular basis, completed their high school equivalency certificate, enrolled in higher education programs, and become mentors to younger men.

In partnership with the Maryland Child Support Enforcement Administration, the Young Fathers/Responsible Fathers Program also is working to support noncustodial parents. The two entities work very closely to enhance services by helping existing fatherhood programs secure funding from the federal government and other sources. During the past six months, this partnership has increased funding in the state for fatherhood programming by nearly 100 percent. In addition, these two entities are working together to educate Marylanders on current fatherhood initiatives and the importance of including both parents in programs for children and families.

The Young Fathers/Responsible Fathers Program is being implemented in seven of the state's twenty-four jurisdictions, but its expansion to other areas is planned. Its success is the result of Governor Parris N. Glendening's commitment to reform welfare and use new child support enforcement strategies. The program is jointly funded by the state and the federal government. **Contact:** Lynn Mitchell, Governor's Washington, D.C., Office, 202/624-1430 or lmittell@gov.state.md.us.

Massachusetts

Building on the successful Fathers and Our Future Summit held in June 1997, then Governor William F. Weld and then Lieutenant Governor Argeo Paul Cellucci created the Governor's Commission on Father Absence and Family Support to respond to the crisis of absent fathers and the need for greater government and community coordination in support of Massachusetts families.

Established by executive order, the commission operates under the premises that all parents should take responsibility for their children and that fathers are critical partners in increasing children's health and well-being. Governor Cellucci takes a hands-on leadership approach with respect to the commission, serving as its chair, appointing its members, reviewing its recommendations, and leading its meetings. The commission's work is coordinated by the Governor; his staff; and the department of revenue's child support division, which is the commission's sponsoring agency. The twenty-two members of the commission include community, government, faith, and academic leaders who work on four task forces that focus on family relationships, community resources, prevention, and mentoring.

The Governor's Commission on Father Absence and Family Support provides statewide leadership on the problems that arise when fathers are absent from their children's lives. These issues include paternity establishment, out-of-wedlock births, juvenile crime, employment, child support enforcement, and teen pregnancy. The commission also is focusing on the issues of marriage and divorce, adoption and foster care, visitation, and the impact of domestic violence on children. Through its four task forces, the commission conducts critical research in their respective areas and provides a forum for community, faith, and legal organizations to offer their views and share their concerns. The commission is interested in developing strategies to better coordinate the policies and programs of government, community, and faith-based organizations. **Contact:** William Smith, Office of the Governor, 617/727-3600.

Michigan

Michigan's Fatherhood Campaign, launched by Governor John Engler in 1995, is the result of an innovative partnership between the Detroit Lions of the National Football League (NFL) and Michigan's Family Independence Agency (FIA). The campaign is an outgrowth of a hospital paternity program's public information efforts and is designed to increase fathers' awareness of their roles and responsibilities in child rearing.

The campaign's goal is to convey to young people the importance of family life and encourage fathers—married, divorced, or single fathers—to become involved in their children's lives. The campaign seeks to increase awareness of fatherhood and paternity issues by using professional sports figures as role models. It includes television and radio public service announcements, billboards, newspaper advertisements, and calendars. In addition to the media campaign, in 1996 and 1997, the Detroit Lions honored and recognized the Fatherhood Campaign at an NFL game. The team printed a full-page article on the campaign in the game program, posted billboard photos, and aired the television public service announcements during the third quarter of the game. In addition, during the game, the office of child support made award presentations to the players involved in the campaign.

Articles and pictures depicting the event have been published in the *Lions Roar* and the *Lions Report* magazines.

The office of child support in FIA spends approximately \$200,000 annually for the Fatherhood Campaign. The fiscal 1997 campaign was funded with state and federal funds; the Detroit Lions provided in-kind supports. **Contact:** Eileen Schrauben, Office of Child Support, Michigan Family Independence Agency, 517/335-3921.

Missouri

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. Missouri's Partners for Children is a parent-driven program to help low-income, noncustodial fathers become self-sufficient, pay their child support, and assume a more active, positive role in their children's lives.

The Partners for Children program recognizes that fragile families need help and support in learning parenting skills and breaking past behavior cycles. Participating fathers gain valuable skills not only to meet their financial responsibilities, but also to meet their children's emotional needs. The program teaches fathers the importance of being a positive role model and becoming involved in their children's development and education. The program also uses the existing network of community-based services by making necessary referrals to family, education, employment, substance abuse, and other support services. Fathers also receive mediation services to help them resolve visitation issues.

Partners for Children requires participating fathers to contribute at least \$50 in child support payments within one month of entering the program, or \$20 if they have no income. Fathers are given goals to reach; if they actively cooperate in the program, a portion of their child support debt may be forgiven.

Partners for Children began in Kansas City under the guidance of the Missouri Department of Social Services and a community collaborative in Kansas City called the Local Investment Commission. Governor Mel Carnahan is expanding Partners for Children statewide. **Contact:** Dave Damico, Division of Child Support Enforcement, Missouri Department of Social Services, 816/889-5183.

New Hampshire

Project Phoenix is a demonstration project that provides education, job training, and other support services to noncustodial parents who have limited education, have poor work histories, and are having difficulty meeting their child support obligations. It is administered by the division of child support services of the New Hampshire Department of Health and Human Services (DHHS). The support services include activities to enhance the involvement and parenting skills of noncustodial parents.

Project Phoenix serves approximately 10 percent of the 3,000 child support enforcement cases in Merrimack County, the largest of New Hampshire's ten counties. Initially, the project was a collaborative effort involving two agencies of DHHS, supported with Job Opportunities and Basic Skills (JOBS) Training program funds and by Project Second Start, a well-established private nonprofit organization serving custodial and noncustodial parents. Project Phoenix's current annual budget of \$25,000 is supported entirely through a U.S. Department of Health and Human Services demonstration grant. **Contact:** Jean Marston, Division of Child Support Services, New Hampshire Department of Health and Human Services, 603/271-4436 or jmarston@dhhs.state.nh.us.

New Jersey

One of the ways New Jersey is promoting responsible fatherhood is through its Minority Male Community Challenge Grant Initiative. Grants are awarded to community-based organizations to

provide services for high-risk minority male populations. The initiative's goals are to support the family unit; prevent or remedy health conditions in minority males; encourage young men to stay in school and reach their full potential; impart to young men the technical skills needed in the future; and reduce the likelihood that young men will become involved in the criminal justice system. It also is hoped that the young men served through the initiative will postpone becoming parents until they are emotionally and financially prepared to be responsible fathers. Although the initiative targets minority males of all ages, the majority of programs serve school-age (i.e., elementary-level through college-level) individuals.

In 1997 nineteen programs were funded across the state at a cost of \$185,842. The nineteen programs served 1,666 minority males with an array of services, including computer training, mentoring, job-skill and job-readiness training, violent crime prevention activities, tutoring and academic enrichment opportunities, literacy services, English-as-a-Second-Language classes, social and recreational programs, career training, counseling, and health education.

Administered by the division of family development within the New Jersey Department of Human Services, this initiative is outcome-oriented. Since its inception in 1992, the programs funded under the initiative have shown a high rate of program completion and attainment of program goals, such as learning new skills, entering college, or securing employment. The state legislature appropriated \$160,000 for this program for 1998; this amount is being supplemented with \$40,000 from the state's welfare reform initiative, Work First New Jersey. **Contact:** Robert Hodes, Grants Unit, Division of Family Development, New Jersey Department of Human Services, 609/584-4040.

New York

The New York State Office of Children and Family Services administers grants to twenty-eight Adolescent Pregnancy Prevention and Services (APPS) programs located in high-need communities of the state. Although young men have not been completely excluded from these programs—26 percent of the youth served by APPS are males—most programs were designed to serve young women and components for young men were added on to some programs. At the same time, there has been a growing recognition that young men, particularly young fathers, require special attention because of their role in teen pregnancy and as fathers. To address this need, New York began the Parental Responsibility Program as part of APPS in 1995 through which four demonstration projects have been funded to focus exclusively on young fathers. The projects seek to increase the level of responsibility young fathers have for their children.

The four demonstration projects provide case management services; information and support concerning paternity, child support, and custody; parenting skills classes; support groups; and life-skills training. In addition, they provide job-readiness training and employment and training referrals to address the entry-level and long-term employment needs of young fathers. Currently, about eighty young fathers are being served by the four projects. About half of these youth are between the ages of nineteen and twenty-one, and the other half are below age eighteen. Three fourths of the youth are young fathers, and one quarter have a partner who is expecting a child.

The state appropriates \$350,000 per year to support the projects. Although future funding is still undecided, Governor George E. Pataki has supported continuation of the demonstration projects. **Contact:** James P. Ryan, director, Adolescent Pregnancy Prevention and Services Unit, New York State Office of Children and Families, 518/473-7950.

North Carolina

The Brunswick Learning Center, an alternative school in North Carolina serving teen mothers, was in its third year of operation when the center staff realized that while they were helping mothers, they were not reaching out to fathers. The center's teen family development coordinator, Linda Shaddix asserts, "It is easy to forget about teen fathers, because the mothers are the ones having the babies. But, a lot of teen dads want to be good fathers, and we want to help them do that."

The Brunswick Teen Fatherhood Project, a part of the Brunswick County School System, helps teen dads become better fathers by helping them understand their role as fathers and develop parenting skills. The classes help the young men think about what kind of father they want to be and how their behavior advances or hinders their achievement of that objective. Although the program currently is confined to the alternative school, it will soon also provide outreach classes and classes on healthy family relationships at Brunswick County's three high schools. The classes will help the young men examine and define their relationships with their child and their child's mother. Since the program is relatively new, only a few teen fathers are enrolled. However, in a county with such a high rate of teen pregnancy, the number of fathers involved in the project is expected to increase.

The Brunswick Teen Fatherhood Project is funded by a \$30,000 grant from the Z. Smith Reynolds Foundation. The Brunswick Learning Center is partially financed by the local Partnership for Children, which is a part of the Governor's Smart Start initiative. **Contact:** Linda Shaddix, teen family coordinator, Brunswick Learning Center, 910/457-0777.

Ohio

The Institute for Responsible Fatherhood and Family Revitalization helps young fathers in Cleveland, Ohio, become responsible citizens and involved, caring parents. The goal of the nonprofit institute is to turn the hearts of fathers to their children and to turn the hearts of children to their fathers. Fathers receive intense, nontraditional one-on-one support, group support, family outreach, father skills training, health and nutrition information, medical and housing referrals, and education and career guidance. Many of the fathers served by the institute did not have involved fathers during their childhoods to model responsible fatherhood. The institute's staff, which serves between 100 and 150 families per year, interacts with young fathers in their homes with the hope that these services will enable family problems to be managed at the core.

The program also provides outreach services to incarcerated fathers as well as support sessions involving mothers and fathers to address issues specific to female-headed households, such as noncustodial fathering, communication skills, developmentally appropriate activities for children, and child discipline. After the fathers are enrolled and assessed, they are assigned to an outreach specialist who is committed to modeling a risk-free lifestyle and is trained in the art of listening to facilitate communication with the fathers. The project has been supported by the Ohio Department of Human Services and the Ohio Department of Alcohol and Drug Addiction Services, which provided a \$123,000 grant in 1991 and a \$10,000 grant in 1994, but now it is funded primarily by grants from various foundations.

First implemented in Cleveland, the program is now being replicated in Washington D.C.; Nashville, Tennessee; Milwaukee, Wisconsin; Yonkers, New York; and San Diego, California, under the aegis of the National Institute for Responsible Fatherhood and Family Development. **Contact:** Joanne Palmer, Institute for Responsible Fatherhood and Family Revitalization, 216/791-1468.

Pennsylvania

Pennsylvania's Education Mentoring Program seeks to address the problems arising from the large number of young people who have been raised without positive, adult role models in their lives and who, as a result, are at greater risk of dropping out of school, becoming involved with drugs, or committing acts of violence. Administered by the Pennsylvania Department of Education, the statewide pilot program provides small grants to nonprofit, community-based organizations to work collaboratively with local public schools to develop or expand education mentoring programs that link responsible, caring adults with at-risk children and youth. The goal of these partnerships is to raise students' academic achievement and thus reduce their risk of dropping out of school. In October 1997, the department of education made the first awards to sixteen community-based organizations to establish mentoring programs.

One of the projects supported by the Education Mentoring Program is a Father to Father mentoring program established by Family Services of Northwestern Pennsylvania. Located in Erie, Pennsylvania, the program links teenage fathers with responsible adult men who are themselves fathers. Through a collaboration involving Family Services, the Fathers Workshop, the Erie School District, and Leadership Erie, the Father to Father program will work with these young fathers on completing school, establishing career goals, using holistic parenting, and being responsible fathers.

The Education Mentoring Program is a part of Governor Tom Ridge's Project for Community Building. This project provides resources and support for community-based, community-driven strategies in distressed communities to address the challenges of economic distress, school failure, youth violence, and teenage pregnancy. Community Building includes support for community development banks, family savings accounts, charter schools, and abstinence-based education programs. The Education Mentoring Program is funded at \$250,000 in the Governor's fiscal 1997-98 budget; funding will increase to \$500,000 in fiscal 1998-99. **Contact:** Jim Buckheit, Pennsylvania Department of Education; 717/783-3755.

South Carolina

South Carolina has used several strategies to increase public awareness of the importance of positive father involvement. Public service announcements featuring Governor David M. Beasley and his family have aired on television and radio stations across the state. At media events organized on Fathers' Day, the Governor spoke about the importance of fatherhood and the negative impacts of father absence on children and on society.

In summer 1997, the Governor convened the Governor's Summit on Fatherhood in collaboration with the National Fatherhood Initiative. This summit sought to forge a consensus among community leaders and social service providers regarding the importance of fatherhood. It also was designed to share best practices from across the nation that encourage responsible fatherhood. Nationally known leaders in this area, including Charles Ballard and many others, presented their models to the conferees. More than 150 leaders attended the conference and responded to the call for leadership with great enthusiasm.

In addition to these initiatives, South Carolina continues to look for ways to promote responsible fatherhood through state policies. The state is taking positive steps to reduce out-of-wedlock births, promote marriage (e.g., through counseling), and increase child support collections (e.g., through more punitive measures). The Governor continues to use his bully pulpit to foster a cultural consensus that fathers make a unique and irreplaceable difference in the lives of their children and families. The state also believes the private sector can do a great deal that government cannot do by supporting programs

like those featured at the Governor's Summit on Fatherhood. **Contact:** Larry Huff, director of family policy, 803/734-9861.

Tennessee

Tennessee's Institute for Responsible Fatherhood and Family Revitalization works with low-income, noncustodial fathers residing in Nashville 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 with their children. The institute's emphasis is on helping fathers gain employment so they can better support their children financially.

The initiative provides job training, education, employment assistance, and counseling to the father. The counseling addresses the father's relationships with both his children and the mother of his children to build a stronger foundation for job-related efforts.

The program serves primarily noncustodial fathers. However, their children and the children's mothers also are invited to take advantage of the institute's services. Since the three-year pilot began in September 1996, 185 people have been served; of these, 93 people are still participating in the program.

Governor Don Sundquist supported and signed the legislation for this pilot project, which was moving through the legislature simultaneously with his Families First welfare reform legislation. The project's annual budget for three years is \$140,000. The Institute for Responsible Fatherhood and Family Revitalization operates the program with funding from the Tennessee Department of Human Services, using state Families First funds and federal child support funds. In addition, the local institute and the National Institute for Responsible Fatherhood and Family Development, with which it is affiliated, raise funds from other sources, such as the Ford Foundation. **Contact:** Wanda Moore, director, Families First and Food Stamps, Tennessee Department of Human Resources, 615/313-5652.

Utah

The Governor's Initiative on Families Today (G.I.F.T) was launched with a grant from Utah's legislature in 1994 to foster a climate that nurtures and enhances healthy, positive, caring family interaction. The initiative seeks to provide as many Utah parents as possible with the parenting and communication skills they need to deal with the difficult challenges facing families today. The initiative is cochaired by Governor Michael O. Leavitt and First Lady Jacalyn Leavitt. The fifty-member advisory committee is composed of representatives of organizations, agencies, and businesses that serve families and children.

G.I.F.T uses a variety of approaches to help strengthen Utah families. Family conferences and marriage enrichment seminars are held in various locations across the state, including specific workshops for fathers that address fatherhood issues. G.I.F.T collaborates with Utah State University Extension Services, the Governor's Commission for Women and Families, the Utah Department of Human Services' division of child and family services, local PTAs, and the Utah Center for Families in Education to arrange these conferences and seminars.

Family conferences also are being held under the direction of the office of ethnic affairs of the Utah Department of Community and Economic Development. The directors of Asian Affairs, Black Affairs, Hispanic Affairs, Indian Affairs, and Polynesian Affairs have been instrumental in arranging conferences for their respective constituencies. G.I.F.T also is a collaborating partner with a local television and radio station (KSL) on the "Family Now" program. "Family Now" offers special programs and public service announcements on television and radio to inform Utah families of events,

available resources, and tips on parenting and family relationships. The state provides approximately \$10,000 per year to support G.I.F.T. **Contact:** Carol Bench, director of the Governor's Initiative on Families Today, 801/538-1533.

Virginia

The Virginia Fatherhood Campaign, launched in 1996, is the cornerstone of Virginia's effort to promote responsible fatherhood. The program encourages all men to commit to being good fathers, spend time with their children, and become more responsible for the health and welfare of their children. The campaign attempts to improve family health, well-being, and stability as a basis for building stronger communities throughout the commonwealth.

The first part of this initiative is a mass media campaign consisting of television and radio public service announcements and newsprint and outdoor advertisements. To date, more than 100 television spots and interviews on the Virginia Fatherhood Campaign have been aired, and more than 50,000 brochures promoting responsible fatherhood have been distributed. In response, more than 100,000 citizens have called the campaign resource center for information at 1-800-790-DADS. Officials from twenty-four other states also have called to request information. As determined by an independent survey, 39 percent of Virginia's 7 million residents have been reached by the campaign.

The second part of this initiative involves regional fatherhood forums. To date, eight forums have been held to empower communities with information and support needed to implement fatherhood programs and projects. Moreover, the forums enlist community leaders from every sector of society—business, civic, religious, and political—to make a commitment to improve family life in their local areas by addressing the absent father problem.

The third aspect of the Virginia Fatherhood Campaign involves seed grants. A total of \$150,000 in grants ranging from \$2,500 to \$7,500 were distributed in 1996-97 to local community programs. Applicants include private, public, and religious groups. For example, a seed grant was given to a fatherhood mentorship program in Portsmouth that pairs responsible young fathers with young fathers who have little or no involvement with their children. **Contact:** Ron J. Clark, Virginia Department of Health, 804/786-7367.

Washington

The Devoted Dads project is being launched in Tacoma, Washington, to increase public awareness of the important role that fathers play in the lives of their children and the need for responsible fatherhood. The project also aims to enhance the ability of young, low-income fathers to participate responsibly in the emotional, social, and financial lives of their children. The program will include the following components:

- public information campaigns to foster a change in the way fatherhood is viewed in neighborhoods;
- self-help centers, which will provide tangible evidence of the community's growing interest in promoting responsible fatherhood, to assist noncustodial parents resolve issues relating to child support obligations and visitation;
- comprehensive life-skills education to provide at least thirty-five young, low-income fathers annually with fatherhood/parenting development education, one-to-one personal counseling, family assistance, and other related activities;
- career development counseling to enable young low-income fathers to meet their financial obligations as parents; and

- peer education sessions in which teams of young fathers will present information on paternity, child support, teen parenting, and pregnancy prevention to youth in local high schools, community centers, and other areas where young persons congregate.

Devoted Dads is a community partnership developed by the division of child support of the Washington Department of Social and Health Services; the Tacoma Enterprise Community; the Metropolitan Development Council, a local community action agency; and the Tacoma-Pierce County Health Department. The total program budget is approximately \$1.4 million for four years. The Tacoma-Pierce County Health Department, under a federal waiver request supported by Governor Gary Locke and approved by the U.S. Department of Health and Human Services, is providing the state's share of the funding for the project. **Contact:** Karen Wheeler, Washington Department of Social and Health Services, 253/627-1545, ext. 2628, or kwheeler@dshs.wa.gov.

Wisconsin

Governor Tommy G. Thompson has sought to strengthen fragile families by providing tools to both mothers and fathers of Wisconsin children. He has been intimately involved in shaping Wisconsin's pioneering efforts to serve noncustodial parents through welfare reform. Under the state's welfare replacement program, Wisconsin Works (W-2), all noncustodial parents with W-2 eligible children are offered case management services, life-skills training, and work-skills training. In addition to Wisconsin Works, the state is conducting a pilot program, Team Parenting, to increase both parents' emotional and financial support of their children. Team Parenting seeks to address low rates of paternity establishment, too few child support payers, and inadequate noncustodial parent work skills and employment.

Goodwill Industries of Southeastern Wisconsin is administering the pilot as a part of the Ford Foundation's Partners for Fragile Families Initiative. Goodwill is collaborating with the Wisconsin Department of Workforce Development, Racine County welfare and child support agencies, the National Center for Strategic Nonprofit Planning and Leadership Development, and the Hudson Institute.

Team Parenting will serve noncustodial parents who have established paternity as well as those who have not established paternity, including expectant fathers. It is expected that young, low-income, minority males who have had some involvement with the criminal justice system will be typical participants. The project will foster more responsible parenting through innovative recruitment strategies, multilevel case management, peer counseling, parenting workshops, connections to child support enforcement, and job-skills training and work placements.

Project planning has been completed, and implementation of the full-scale demonstration will begin in spring 1998. Funding for the three-year demonstration is being provided by the federal Office of Child Support Enforcement (\$237,000 per year); the Ford Foundation (\$200,000 per year); the Coalition of Community Foundations (\$20,000 for three years); and other local funding sources (\$12,500 per year). **Contact:** J. Jean Rogers, administrator, Division of Economic Support, Wisconsin Department of Workforce Development, 608/266-3035 or rogerje@mail.state.wi.us.

Wyoming

Wyoming is promoting responsible fatherhood by attempting to increase the likelihood that each man who fathers a child is prepared to become a father. In many cases, males are not involved in making contraceptive choices, which often leads to unintended pregnancies. By involving more males in family planning, unintended pregnancies will be reduced. The Wyoming Reproductive Health Council will conduct research to identify the barriers to male involvement in family planning. The project will

conduct focus groups with males, especially male adolescents; clinic staff; and females to determine the factors that might encourage more male participation in family planning programs. Once data are gathered, interventions will be initiated to address the issues raised in the focus groups.

Initially, the program will focus on adolescent males but then will be expanded to include all males in the state. The research phase of the project is scheduled to begin in spring 1998 with the assistance of the University of Wyoming Department of Social Work. Once the research and analysis phases are completed, sites will be chosen for pilot projects. Funding for the project is being provided by the U.S. Department of Health and Human Services under its Title X Family Planning Program special initiative. The initiative also involves the Wyoming Department of Health's maternal and child health unit, its sexual transmitted diseases unit, the regional infertility project of the Wyoming Department of Disease Prevention, the Committee on Minority Health, the Wyoming Department of Family Services, the Cheyenne City/County Health Department, the Unintended Pregnancy Task Force, and the University of Wyoming Graduate School of Social Work. **Contact:** Dan Christopoulos, program development director, Wyoming Reproductive Health Council, 307/742-7700.

*The National Governors' Association Committee on Human Resources and the NGA Center for Best Practices thank Wade Horn, executive director, of the National Fatherhood Initiative (NFI), for his help in compiling the information presented in this *StateLine*. For more information on promoting responsible fatherhood, contact NFI at 301/948-5999 or <<http://www.register.com/father/index.html>>.

The Committee on Human Resources and the Center on Best Practices also thank the Governors' office and state agency staff who wrote the state initiative descriptions as well as Jean Farison, an Indiana University intern, who edited the profiles.

Fathers - 1998

Andrea Kane

07/09/98 09:25:51
PM

Record Type: Record

To: Cynthia A. Rice/OPD/EOP

cc:

Subject: Reaction needed on Fatherhood activities

In conference call today w/ Lisa Mallory and Pam Johnson from OVP/NPR and Lisa Gilmore, Linda Mellgren, and Sara Costin (new person in Mary Bourdette's office) from HHS, we came up with the following next steps. Just wanted to run these past you to see if you see any problems or have suggestions:

1. W&M Hearing 7/30:

Tentative plan is to have two panels: 1) 1-2 agencies that serve fathers (probably Joe Jones from Baltimore Healthy Start and Charles Ballard from Institute for Responsible Fatherhood) along with several fathers; 2) experts (i.e. Wade Horn, Vivian Gadsen etc). Presumably the main goal of the hearing is to generate momentum for Fathers Count bill, though it is also an opportunity to highlight the broader issue of fatherhood.

Democratic staffers have been asking HHS for suggestions on who should testify. We agreed on a list of people that the committee could select from, who would broaden the perspective a bit.

Linda will identify additional candidates from states represented by committee.

HHS intends to be responsive, though their role, and larger administration role, is not clear at this point. Regardless,

- we should prepare a fact sheet on Administration record/activities, incorporating activities agencies submitted for recent PMC meeting (OVP/NPR will do an initial draft, to be shared with our group). This may or may not get released, but will be helpful as background and for informing our friends about what we're doing.
- HHS will complete a fact sheet on their activities.
- we need to take a more careful look at the Fathers Count bill (see meeting below). HHS will informally scope out where some key Dem states are on the bill.

2. Next steps from 6/3 PMC meeting:

- DPC will compile list of agency contacts from names submitted by 16 agencies (project for Leia)
- DPC will schedule meeting with these contacts for 7/21 1-2:30 (tentative) to do two things: 1) discuss Fathers Count bill and 2) discuss and prioritize areas for future interagency work. We'll send out ahead of time 1) copy of Shaw's bill and 2) list of potential interagency issues that HHS has already drafted (increasing employment for low-income fathers, parenting skills, literacy and educational achievement, decreasing community and family violence, pregnancy prevention, access to health care). The purpose is 1) to gather views on Shaw bill in a coordinate, though informal way, and 2) to get agency contacts focusing on those areas where more work is needed so they can identify priority areas and form some focused work groups.

3. NGA Meeting

We know fatherhood will be a big topic at upcoming meeting.

- We'll gather intelligence about what they plan to do at the meeting, including whether they are likely to discuss the Fathers Count bill.
- We may want to make sure at least Dem Govs' staff are briefed on Administration accomplishments/activities, so fact sheets above could be used for this as well.
- Need to coordinate with WH IGA and HHS IGA staff.

Program Wins Grant to Help Fathers Become Men

By JOHN W. FOUNTAIN
Washington Post Staff Writer

One heart at a time. One mind at a time. One man at a time.

That is the aim of a national organization working to build strong African American families by leading fathers back down the road of responsibility.

The Institute for Responsible Fatherhood and Family Revitalization announced yesterday that it has received a \$4.5 million grant from the U.S. Department of Labor

to train about 500 non-custodial fathers across the country over the next year and to help them find jobs or, in some cases, better jobs.

At a news conference at a Northeast Washington housing complex, Charles A. Ballard, the institute's CEO and founder, said the federal welfare-to-work grant gives a boost to the group's existing Employment Opportunities Program.

"The whole idea here is to reduce the welfare roll," Ballard said. "This is a put-men-to-work program. It's not just finding him a job, but finding him a new attitude."

The new campaign will focus on men who live in targeted "high-risk" areas of the six cities where the institute has offices. In addition to the District, the cities are Cleveland, Milwaukee, San Diego, Nashville and Yonkers, N.Y.

Many of the men who will receive training are without steady employment experience and lack education or job skills. Some are ex-offenders and former drug addicts.

Ballard said the \$4.5 million price tag is a fraction of the cost to incarcerate for a year the same number of men it intends to train.

The campaign's kickoff was announced at Paradise at Parkside Apartments on Hayes Street NE. Among those in attendance was Mayor Marion Barry, who commended the group for its effort to help at least 80 jobless or unemployed fathers in Ward 7 qualify for and find gainful employment.

See WELFARE, A7, Col. 1

The end result, organizers insist, is not simply to help men find better jobs, but to help them begin to see themselves through the prism of possibility.

"There are jobs out there. The problem is with the heart," said Bruce M. Jenkins, 42, who manages the institute's office in Northeast, which has been targeted. "Employers say: 'People we can get. But people with the right mind is what we're looking for.'"

Organizers say their Employment Opportunities Program aims to succeed where similar job-training programs have fallen short. In some similar programs, Ballard said, men have completed training courses and received certificates only to find no jobs waiting.

The institute will provide the link to employment, working with the American Institute for Full Employment, a national organization that provides support for job placement.

Part of the initial task in training participants is to create a "comprehensive master plan" for each man in the program after he has undergone a needs assessment, officials said. The training will incorporate such topics as professional attire and etiquette, in addition to placement assistance and follow-up counseling once a person lands a job.

Although the program's welfare-to-work campaign wasn't announced officially until yesterday, officials said they began working under the new mandate in July and already have helped 10 men get jobs.

The institute, which is based in Washington, has gained national recognition for its success in encouraging men to be good fathers and in reuniting fathers with their children.

The program provides counseling, support groups and mentoring by successful fathers. Under the program's guidelines, men who participate must establish paternity, finish their high school educations and get jobs.

Its office in Northeast Washington opened in May 1995 and has worked with more than 100 men, 75 women and 150 children, officials said.

"My relationship with my son is better. I got in touch with myself," said Leroy Ware, 47, an ex-offender who sought the services of the institute two years ago.

"Some of the teachings made me more aware of the situation with myself," said Ware, adding that he now counsels female ex-offenders. "It's like a light bulb."

Fathers

1998

The Washington Post

THURSDAY, SEPTEMBER 10, 1998

To: CR, Jose Cenda

From: Andrea

FYI, This is a very rough draft of a paper Eric Brenner is working on. maybe interesting crime, fathers, child support issue to pursue.

(DRAFT: 2/2/98, Brenner)
Fathers in Prison:

By the Fall of 1997, the issue of promoting responsible fatherhood has become one of the top priorities for policy makers and elected officials, marking an almost unprecedented rise from obscurity as recently as five years ago. All fifty states now have responsible fatherhood programs in place and the new welfare reform law was built on the premise that government policy should encourage the financial and emotional involvement of fathers in raising their children.

Responsible fatherhood is a hot issue. Advocates include both Republican and Democratic Governors, President Clinton, Vice President Gore, Colin Powell, mayors, Promise Keepers, the Million Man March; the list goes on and on. Some political issues start out as national priorities only to end up as passing fads, but the issue of responsible fatherhood seems to be different. The number of children growing up without their father present, either in their home or in their lives, has been increasing. A solid body of research has documented the effects of this change. Children growing up without the involvement of their father are more likely to: commit crimes, use drugs, engage in early sexual activity, become pregnant while still teenagers, do poorly in school, be poor, and commit suicide. Obviously, plenty of children who grow up without their fathers turn out just fine, but the odds favor those who live with both parents present.

The two biggest reasons for father absence are divorce and children who are born to young, never married mothers. The never married fathers may start out being involved in the lives of their children, but unless marriage results, the odds are that this contact will diminish as the child grows older. Until recently children of divorce have outnumbered children born to mothers who are not married. Even though the rate of first marriages ending in divorce increased from 16% in 1960 to today's rate of 40%, the percentage of births that occur outside of marriage has increased even faster, from 5% in 1960 to 31% in 1993. The result is that today, more children are fathered out of wedlock than children who no longer live with their father because of divorce.

Another less publicized reason for the increase in the number of children growing up without their fathers is the rapid increase in the number of men who are incarcerated in either prisons or jails. An estimated 1.5 million children have at least one parent in prison. In 94% of these cases that parent is the fathers (see below).

Incarceration rates have been increasing at the same time as the number of children living in homes without their fathers has been increasing. While the two issues are related in many ways, it is important to be clear about the extent of the relationship as many of the prisoners were not living with their children at the time of their incarceration. We should be equally clear on the lack of research that has been conducted in this important, but little studied topic.

The potential benefits of increasing responsible fatherhood for fathers who are already in the criminal justice system are both exciting and relatively untested. In theory, if a father comes out of prison more committed to his children this can lower future crime rates as many of these men will choose not to commit more crimes. This would risk another separation from their children,

not to mention setting a bad example for these children. Future crime rates could also decrease if more children grow up in homes with their fathers.

There is a school of thought that believes that recent policy change in criminal justice which were intended to lower crime rates, may in fact have resulted in increased crime rates. In "The Unintended Consequences of Incarceration", Tod Clear describes how incarceration actually increases crime rates, by increasing social factors known to contribute to crime, such as broken families. Perhaps more disturbingly, Clear cites the recent changes in the drug laws as increasing the recruitment of younger people to replace the offenders who have been imprisoned. While the number of men imprisoned increases, the Clear believes the impact on crime is minimal, but the increasing number of children whose fathers are imprisoned may actually increase the potential for crime over a longer period of time.

While it is possible to measure the discrete effects of incarceration on community destabilization there have been no studies of the effects of such high imprisonment rates on society, specifically on the children of prisoners. Adam Walinsky recently said that "No government or private agency has suggested any way to lighten the influence of paternal and sibling imprisonment on children, or how to balance the potential value of such an effort against the need to suppress violent crime..."

Many states feel they have enough information, and have chosen not to wait for more studies that link fathers in prison to the future prospects of their children. States are moving ahead with specific efforts to enhance the parenting skills of incarcerated men based on the hope (and some evidence) that there are successful interventions that can be done for fathers who are in prison to increase their chances of not committing more crimes, and staying involved in the lives of their children.

What follows is a documentation of the facts and the research on this issue, limited as it is, followed by a description of some of the specific state activities that are taking place to promote responsible fatherhood among prisoners. While expectations are high, the results of these programs are almost universally untested. Some are just getting started. The programs are not being tested for results on recidivism rates, on outcomes for children, for effects on future child support payments, or on the cost effectiveness for the governments involved. In some cases this lack of evaluation has made it easier to experiment (since intuition says these should work and nothing has been written that says otherwise) but this also reduces the chances for widespread duplication of programs in jurisdictions that have shown less of an inclination to experiment with prison based fatherhood programs.

What Are the Facts?

More than five million people in the US are under the supervision of the criminal justice system. More than 1.6 million of them are in prisons or jails, the rest are on probation or parole. Despite the fact that between 1980 and 1994, the number of women in prison grew by 386%, compared to "only" 214% for men, men still make up 94% of the prison population. The typical male inmate

grew up in a single parent home and has at least one family member who has been incarcerated. More than 2/3 will be rearrested within three years of their release

Violent criminals are overwhelmingly males who grew up without fathers, which includes 60% of American rapists, 72% of adolescent murderers, and 70% of juveniles in state reform institutions. Children growing up with absent fathers are especially likely to behave violently and to experience violence.

Information on the exact number of prisoners who are fathers is difficult to determine, in part due to the unreliability of prisoner surveys. A 1991 survey of men in prison estimated that 64% of incarcerated men were fathers, and 56% had children under the age of 18. A 1995 study reported that 67.5% of the male felons in Tennessee prisons had children, and that each felon/father had an average of 2.4 children. One study estimated that of the 36,000 prisoners incarcerated in Georgia state prisons, 88% had at least one child.

While most incarcerated men are fathers, most are not married and most did not live with their children at the time of their arrest. In New Jersey it is estimated that over 50% of male inmates have children but only 10% of the inmates lived with their children prior to incarceration. This is supported by the finding that approximately 75% of female state prisoners are mothers of children under 18, but in only 25% of these cases are the children cared for by the father.

One result of the 1.6 million people incarcerated in prisons and jails, is that an estimated 1.5 million children are left behind as a result of parental incarceration and the crimes that lead to the incarceration. These estimates are based on the most conservative of the estimates around the number of fathers in prison. The 90,000 incarcerated women have 145,000 minor children. The 1.23 million incarcerated men have 1.38 million minor children (for a total of 1.53 million minor children of incarcerated parents). In addition to the estimated 1.5 million children who have a parent behind bars, 10 million more children have parents who have been imprisoned at some time in their lives.

The connection between parent criminality and youth criminality has long been recognized by researchers but there are other effects of parent criminality that are just as dramatic for their children. Approximately 10% of the teenage children of offenders will be incarcerated as juveniles or adults. A 1994 survey of children of offenders (Virginia Commission on Youth) found that 41% of the teenagers had been suspended from school and 31% had run-ins with the police. Children of offenders are six times more likely than their peers to end up in prison.

The impact of fatherlessness, which among other things include greater risk of teen pregnancy, drug use, poor grades, intergenerational incarceration, and suicide (see above), is often magnified when the loss is due to imprisonment. The increased problems with children's behavior among this population has been noted by child welfare professionals who are encountering more children of incarcerated parents and trying to become aware of their special needs.

In 1994, one in three African American men between the ages of 20 and 29 was under the supervision of the criminal justice system. In 1991, 56% of African-American men in Baltimore

between the ages of 18 and 35 were in prison, on parole, awaiting disposition on criminal charges or being sought on an arrest warrant. With 62% of African-American children living in homes without their fathers, studying the link between incarceration and fatherlessness or fatherlessness and criminal activity, seems worthy of further pursuit, regardless of which came first, the fatherlessness or the crime. However, few authors have commented on this cycle, and few researchers have tried to determine what can be done to break the cycle.

The few studies that have been done show that prisoners who maintain family ties have significantly greater success upon moving onto parole. Parole for male prisoners in New Zealand is more successful when inmates maintain strong family ties and receive frequent family visits. In the United Kingdom the lack of contact between prisoners and children has been shown to jeopardize the chances of families reuniting after prisoners are released.

Does contact with families benefit children as well as prisoners? This is an area of controversy as some would argue that any contact between children and their parents while the parent is in prison is detrimental to the child. These same people may see this as weakening the punitive effect of prison (if you want to stay united with your family, don't commit the crime). But others would say that when both parents agree on the value of contact with the children, the greater the level of visitation the better the chances of benefits for both prisoners and their children. While parents whose children visit them in prison are more likely to be motivated to improve parenting skills, only one half of incarcerated parents receive visits from their children, and most who receive visits do not do so regularly.

State Efforts to Promote Responsible Fatherhood in the Prisons

In "Map & Track: State Initiatives to Encourage Responsible Fatherhood", eight states reported specific efforts to enhance the parenting skills of incarcerated men on a statewide basis (four states report similar strategies targeted to incarcerated juveniles). There is also reason to believe that other states are conducting similar activities in their prisons, but the central respondents to the survey were usually in the Governor's office or the human services agency and may not have been aware of activities in the Corrections Department. The following descriptions appear in Map & Track:

Arkansas: The Department of Health's Division of Reproductive Health currently provides educational presentations to prerelease inmates at the Department of Corrections' Wrightsville and Benton units. Topics include: family planning and reproductive health, paternity and child support, family violence and abuse, and sexually transmitted diseases including HIV and AIDS.

Delaware: The Department of Corrections has parenting classes which place emphasis on unique parent/child issues related to the incarcerated male. Prerelease information is available to inmates on developmental milestones and parenting techniques.

Illinois: The Life Skills Program operates in almost all correctional facilities. The multifaceted

curriculum includes parenting, consumer education, finance management, and the importance of balancing home and work responsibilities. Parenting is taught in three courses: Parenting I focuses on relationships between fathers and their infants or toddlers, Parenting II highlights the needs of elementary school children, and Parenting III focuses on parenting adolescents. The core curriculum is the same for each institution although different parenting aspects may be high-lighted depending upon the needs of the inmate.

Maryland: Presentations are organized by the state Department of Human Resources and local coordinators for incarcerated males and females on fatherhood skills and the important role fathers play in the development of their children. The goal is to promise family involvement and to increase the financial and emotional responsibility of fathers. Training is provided in basic child care, child development, discipline of children, decision-making, money management, job preparation, sexual awareness, stress management, conflict resolution, anger management, and effective communication.

Missouri: The Division of Probation and Parole will present parenting classes for fathers on child rearing and how to cooperative with custodial parents on shared parenting (project also will include men in prerelease status). PAPA (Parenting and Partnership Alliance) will provide 6-8 week parenting education via maximum security prison's in-house television. The focus will be on how to stay involved while in prison (writing, telephone calls, prison visits) and they also televise sessions on parenting/child development using child development experts, teachers and prisoners.

New Jersey: The Department of Corrections provides parenting classes to discuss responsible parenting and family relationships. The programs involve groups of 10-15 inmates meeting once per week (1 1/2 hour meetings) for 12 weeks. Topics include fathering from prison, what children need, and mending broken relationships. The Fathering Group has the goals of improving inmates' parenting skills, reducing recidivism by increasing commitment to family and increasing the ability of inmates to be responsible fathers. The Planned Parent prerelease program focuses mainly on sexual education and is conducted by staff from PP, but topics also include communications in marriage and parenting (offered monthly for inmates prior to being released).

Oklahoma: The Office of Juvenile Affairs works with the statewide Association of Youth Service Agencies (there are 41) to provide programs and training for fathers. These are intended to provide guidance in parenting and family relationships in order to prevent their children from penetrating further into the Juvenile Justice system. The Corrections Department sponsors a course on parenting and family values directed primarily at male inmates.

Vermont: The Department of Corrections and North East Kingdom Community Action, Inc. provide a playgroup for incarcerated men and their children. The playgroup also includes the mothers or grandparents so the fathers can also build better family relationships. In order to participate, men must agree to focus their attention on the children, be involved with the child for the full duration of the playgroup time, and put aside differences with he child's mother to better meet the needs of the child. The group lasts two hours per week for up to eight weeks.

Fathers in Prison: Links to Other Issues, Welfare Reform and Child Support Enforcement

The recent changes related to welfare reform, which include efforts to increase child support payments, present opportunities to do more work with fathers in prison. Traditionally, fathers are less likely than mothers to see themselves as part of their children's future and less likely to plan on reuniting with their children after release (D. Johnston). Using prison based fatherhood programs to shift attitudes in this area can have the effect of increasing the incentives for fathers to find and maintain employment upon their return to the community. The desire to keep a job could be enhanced by the desire to become more involved in the lives of their children, which in turn can lead to more voluntary payment of child support. The more ex-offenders work and pay child support, the lower the welfare caseloads, so governments should have multiple incentives to assist with these efforts.

Current child support enforcement law rests on the principle that parents have an obligation to support their children. When a father goes to prison the ability to meet this obligation is greatly diminished and yet many states do require a portion of any money earned in prison to go towards child support payments. Frequently, child support enforcement orders are not modified when the father goes to prison, despite the obvious reduction in earnings ability. When the father leaves prison he has often built up a large arrearage, increasing the difficulty in finding a job (he no longer is just an ex-con, but an ex-con with a large financial obligation). This also hurts the state in trying to reduce the gap between child support payments owed and child support paid. Even though the father may have no reasonable way to earn the money to pay off the arrearage, the state appears to be lax in its enforcement procedures. Making sure that child support orders are modified for fathers in prison can accurately reflect changes in earnings, while not adding another barrier to increased father involvement upon release.

With all of the diverse efforts states are making to promote responsible fatherhood, the efforts made around inmates, usually around the time of their release, have the potential to have the dual benefit of increasing positive outcomes for children while reducing the recidivism rates for the adults. This can reduce welfare caseloads and increase child support payments. Preparing soon to be released men for the world of work through job training and skills development should be just as important as preparing them for the world of being a father.

The long term preventive aspect of crime is clear; lowering the number of children who grow up in single parent households should reduce long term crime rates. What is less clear, or what remains to be measured, is the relationship between ex-offenders committing future crimes and their becoming successfully reunited with their children (or in many cases, living with, or being around, their children for the first time).

Developing and implementing policies that can demonstrate measurable improvements related to prison based fatherhood programs remains the challenge for everyone in this field.

Father-Child Relationships in Welfare Reform

by April Kaplan

Background

In the past, the federal government has limited its focus on fatherhood issues to establishing paternity and enforcing child support orders. The enactment of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) in August 1996 further sharpened the focus on child support. For more information on child support enforcement, see "Child Support Enforcement and Welfare Reform" by Jessica Yates at the Welfare Information Network, yateswin@welfareinfo.org. Information is also available from Vicki Turetsky and Paula Roberts at the Center for Law and Social Policy (CLASP), 202-328-5140.

PRWORA tightened existing child support collection requirements and required states to adopt other enforcement measures in dealing with delinquent non-custodial parents, such as revoking driver's or professional licenses. The law also increases the performance standards states must meet in terms of the percentage of child support cases for which paternity is established. The federal emphasis also expanded to noncustodial parents by including them in the target audience for funding under Temporary Assistance for Needy Families (TANF) and employment assistance under the new Welfare to Work Program (created by the Balanced Budget Act of 1997).

Although those issues are significant and should not be taken lightly, a father's involvement is important for other reasons, including nurturance, lifting children out of poverty, and enhancing children's mental and physical well being. Generally, both federal and state policy emphasis is on child support and paternity establishment, but many observers note that policies and procedures related to those program goals, as well as those of public housing and public assistance, can inadvertently contribute to many of the reasons for a father's absence or his detaching from his children's lives.

There are several other reasons men may be psychologically and physically absent from their children's lives including:

- lack of skills necessary to be good and involved fathers;
- they grew up in fatherless homes and never experienced a male role model;
- physical distance between the father and child;
- poor relationships with mother; and
- a lack of authority over child rearing decisions.

To combat some of the procedural, psychological and physical barriers to paternal involvement, there are several programs and policy options that states may want to consider:

Policy Issues

To address the needs of fathers, many experts and research point to broad-based collaborative strategies that go beyond welfare agencies and include schools, work programs, prison systems, churches, community organizations and the health care system. Many states and localities are considering the following program and policy options:

Teen males in teen pregnancy prevention programs and parenting classes. States may want to incorporate a male involvement component to such programs. Many young men and fathers have been raised in the absence of fathers. In developing these programs, some issues to consider are: responsiveness to needs of adolescents both as parents and as teens; awareness of and sensitivity to the culture in which teens live, including extended family and, in the case of teen fathers, the mother's family and the environment; provision of ongoing support, which ideally starts during the pregnancy and remains intact throughout the child's life; and linkage of support services to health, education and economic resources. These programs need to work with child support enforcement agencies that often are unaware of teen fathers' barriers to paying child support. For program examples of some school-based programs, see "Fathers and Families, Making the Connection," by the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services and Office of Child Support Enforcement, or see <http://www.acf.dhhs.gov/ACFPrograms/CSE/rpt/fth/>.

Teach incarcerated fathers parenting skills. The two best predictors of whether incarcerated males will continue to commit more crimes after they are released are religion and family. In the cases where these men will be released from prison, they may enter their children's lives in one capacity or another. Research in a *Policy Review* article, "Life Without Father," has shown that violent criminals are overwhelmingly males who grew up without fathers. They will need to learn and feel they have the skills and ability to be a responsible father, who they never had as a child. Some program ideas to consider for incarcerated fathers include having classes on parenting skills, education and training, job preparation, conflict resolution, child care, and child development. Instruction can also be given on how to cooperate with the custodial parent emotionally and financially. A *Family and Corrections Network Report* found that prisoners who maintain family ties have significantly greater success upon moving to parole. The National Institute of Justice (NIJ) has recently funded a study on sentencing and its impact on families and family members. For more information, contact Marilyn Moses at NIJ within the U.S. Department of Justice, 202-307-2942. The Montgomery County Department of Education is contracted by the state Department of Corrections to offer services in the county detention center. Inmates can volunteer to participate in classes on parenting. For more information, contact Barbara James at the Montgomery County Jail, 301-217-8964.

Increase welfare-to-work employment programs and employment strategies to include low-income males. Many fathers do not have the means to pay child support because they are unemployed or under-employed. For information on noncustodial fathers' financial status, see "The Incomes of Non-Custodial Fathers: What We Do and Do Not Know," from CLASP, 202-328-5140, or "Low Income Noncustodial Fathers: Who Are They and What Are States Doing to Assist Them in Their Efforts to Pay Child Support," from the Urban Institute, 202-833-7200. States need to understand that fathers may have some of the same complex problems that mothers have and may be eligible for food stamps (Able Bodied Adult Without Dependents) and food stamp employment services. (For more information on food stamp programs, see <http://www.welfareinfo.org/food.htm> or contact Jan Kaplan, jan_k@welfareinfo.org.) Fathers

may have little or no work experience or job skills, or have physical and mental health problems and transportation needs. Programs can be developed by child support agencies, human services offices, and in collaboration with community-based organizations. A father's perception of his financial situation, his self-esteem and his vision of himself as a role model for his child can have an impact on his father-child relationship. Several studies have highlighted the impact of employment on a father's involvement with his child. One study showed that there is a decrease in fathers' involvement when fathers are out of work, or conversely, once involved, fathers become more energetic in finding and holding a job and they engage in less risky behavior. Providing work activities to unemployed noncustodial parents can lead to better compliance with child support obligations. In developing and implementing welfare-to-work programs, states should look at programs operated by Private Industry Councils (PICS).

Pass through a portion of child support to show fathers the impact of their financial support. Under Aid to Families with Dependent Children, only the first \$50 of monthly child support could be passed on to a family receiving welfare benefits, with the rest going to compensate the state and federal governments for welfare costs to the family. Under TANF, states have the flexibility to allow more of the child support payments to be paid to the custodial parent, thus allowing a father to see the impact of his contribution. States also can discontinue the pass-through and keep all of the support payments for welfare reimbursement. As of November 1, 1997, 20 states have elected to continue passing through a portion of the child support, some on a temporary basis. The December 1997 *Child Support Report*, from the Office of Child Support Enforcement, lists which states are continuing or discontinuing the pass-through. To access this list, contact 202-401-4626 or see <http://www.acf.dhhs.gov/ACFPrograms/CSE/index.html>.

Encourage non-financial support. Many fathers provide less in monetary support, and more in child care services and material items. By allowing fathers to provide directly to their children, they are maintaining control over how their money was spent. Visual contribution can also be a symbol of responsible fatherhood, which can gain the father respect amongst his peers, and in his community. According a study done by Child Trends Inc., the monetary and material contributions from the father, especially contributions provided informally, are associated with better outcomes among children in families on welfare.

States may want to provide programs that increase a father's social network. Social interaction with others is a way of building a network of potential assistance, and a father's social network may help in obtaining jobs. This can be done by providing emotional support, feedback about specific parenting behaviors, role modeling appropriate and effective parenting behaviors, and through mentoring programs. Places where support can be offered are religious and community organizations, where people often gather to discuss school problems, employment opportunities in the community, and community work that needs to be done.

States can change requirements that have deterred couples from getting married or fathers from formally supporting their children. In the past, states have changed work requirements, the 30 day waiting period for benefits and child support payments by obtaining federal waivers. Further assistance can be given to families and fathers by disconnecting a father's employment from rent requirements. The U.S. Department of Housing and Urban Development (HUD) revised rules that raised rents when a family member obtained an additional job and income. For

more information, contact HUD, 202-708-1422. States also can extend assistance to intact families and disregard a higher proportion of income in determining eligibility for benefits.

Research Findings

Parent-child relationships are formed early in children's lives and are important to their social, psychological, emotional and behavioral development and well-being. When one parent is not involved, which is most cases is the father (according to "Fathers, Marriage and Welfare Reform", four out of every ten children in the United States are not living in the same home as their biological father), there are noticeable negative effects. Much research has been done on the effect fathers have on nurturing and financially supporting their children. Also, according to "Fathers, Marriage and Welfare Reform," children without fathers are three times more likely to fail at school, to experience emotional or behavioral problems requiring psychiatric treatment, and to commit suicide as adolescents, and up to 40 times more likely to experience child abuse compared with children growing up with both a mother and father. And according to "Map and Track," 48% of all children in mother-headed families live in poverty.

A 1991 study of men in prison estimated that 64% of incarcerated men were fathers. Other studies have reported even larger numbers in some states. For more research on fathers in prison, see "Fathers in Prison: Can They Reduce Crime?" by Eric Brenner (forthcoming), 301-754-0432.

Some, but not many, evaluations have been done on fatherhood programs. Research indicates that the impact of fatherhood programs can be both positive and negative.

The Young Unwed Fathers Program (YUFP), which operated in eight sites between 1983 and 1985, found that when supportive services like legal aid, substance abuse treatment, personal development, job training and peer support were provided, many young men reported a heightened sense of awareness of their responsibilities as fathers and had an increased desire to be responsible for their children. At one point in the study, findings showed that 39% of fathers not living with their children saw them almost everyday and 70% saw their children at least once a week. Over half of the fathers reported taking their children to the doctor or dressing, feeding and playing with their children. The most significant barrier reported was that sites rarely had cooperation of local child support enforcement agencies. For more information on the Young Unwed Fathers Program, see "Young Unwed Fathers: Report from the Field" or contact Public/Private Ventures, 215-557-4400.

Parents' Fair Share addresses poverty among children in single-parent families and declining earnings among disadvantaged men by focusing on employment and training, enhanced child support enforcement, peer support and mediation. For more information on Parents' Fair Share, refer to evaluations by the Manpower Demonstration Research Corporation (MDRC), such as "Low-Income Parents and the Parents' Fair Share Demonstration: An Early Qualitative Look at Low-Income Noncustodial Parents and How One Policy Initiative Has Attempted to Improve Their Ability to Pay Child Support." A new report is forthcoming in 1998. Contact MDRC at 212-532-3200.

The National Institute for Responsible Fatherhood and Family Development tries to assist young fathers in establishing legal paternity for their children, staying in school or getting a GED, getting a job and reducing at-risk behaviors. The goal is to keep them focused on the well-being

of their children. According to "Putting Children First," 14% of male parents had 12 years of education and 8% had acknowledged their child as their own before entering the program. When they left it about a year later, 38.5% had completed 12 years of education and 84.4% had legitimized their children. For more information on the National Institute for Responsible Fatherhood and Family Development, contact Charles Ballard at 202-789-6376.

The Paternal Involvement Project (PIP) is a public/private partnership of at least 10 organizations that provide fathers with employment skills, parenting instruction, legal assistance and case management. It advocates for policies at the local, state and federal levels that incorporate goals of paternal involvement and lessons learned from PIP. The program showed that after three years, one of the sites had placed 11% of the participants in employment, while two others placed 63% and 69%. The success of the latter two sites is accredited to having a full time employment specialist hired in the third year. Although job placement rates were high, the retention rates and wages were low. The intervention did have a positive impact on participants' parenting skills. Fathers interacted with their children more and legally established their paternity. The most profound change in fathers was their sense of empowerment and entitlement relative to paternal rights, roles and functions. For more information on PIP, contact Wayne Salter, 773-651-9262.

For further research beyond the four studies described above, contact Vivian L. Gadsden, Director of the National Center on Fathers and Families, 215-573-5500, or see <http://www.ncoff.gse.upenn.edu>.

Innovative Practices

Maryland: Baltimore City's Healthy Start Program helps noncustodial fathers of at-risk children become better providers. Fathers attend prenatal classes, go to peer support groups and learn how to relate with the mothers. The program also helps to create employment opportunities in the community. For more information, contact Joe Jones, 410-728-7470.

Missouri: The Parenting and Paternity Alliance (PAPA) project is a public/private partnership that targets parents who do not live with their children and young people at risk of becoming parents. Activities include printing brochures for fathers, public service announcements, and parenting classes for incarcerated fathers who are being released. For more information, contact Pam Schantz Rich at PAPA, 573-751-5958.

Vermont: The Addison County Parent/Child Center provides teen mothers and fathers home visitation, community playgroups, parent education, prenatal classes, prevention activities and DADS (Diapers, Autos, Daughters and Sons), a work program for fathers and new mothers. The center is believed to have contributed to a significant decline in child abuse neglect and teen pregnancy in Addison County. For more information on DADS and the Addison County Parent/Child Center, contact Jordon Engler, 802-388-1590.

The U.S. Department of Health and Human Services has approved a child support waiver for the Tacoma, Washington, Enterprise Community. This is the first child support waiver for an Enterprise Community. The project, "Devoted Dads," is an innovative public/private partnership to promote the responsible roles of fathers in the financial and emotional support of their children. The waiver allows Washington to use federal funds normally used only for child

support enforcement activities to support the project. The project will operate for four years and include a rigorous evaluation.

The National Association of Counties (NACo) has developed a list of model childhood programs, including fatherhood initiatives, at the county level. Programs include the Developing Adolescent Dads for Success (DADS) Program in Santa Monica, California, and Dads Make a Difference in Ramsey County, Minnesota. These and other NACo initiatives can be accessed at <http://www.naco.org/research/modprogs/children/httoc.htm>.

Father to Father is an initiative created in response to the Vice President Al Gore's "Family Reunion III." The initiative's coordinators provide trainers, consultants and speakers on fathering issues. They also offer research on fatherhood, effective strategies for father involvement, and information and material to use with fathers and their children. Father to Father also has developed a list of national training, consulting and service organizations that can be accessed through the Internet at <http://www.cyfc.umn.edu/Fathernet/fff.html>. For more information, contact Dwaine Simms, 612-625-4280.

States have developed various other programs to promote responsible fatherhood. Projects include: running public relations campaigns; organizing summits and conferences; developing mentoring programs, incarcerated fathers programs, peer to peer networks, commissions on fatherhood, parenting classes, support groups, life skills programs, consumer education, child development; and increasing employment and educational opportunities.

For specific initiatives and strategies at the state level, refer to "Map and Track: State Initiatives to Encourage Responsible Fatherhood," from the National Center for Children in Poverty, 212-304-7100, and "What the States Are Doing to Promote Responsible Fatherhood: A National Survey," by Eric Brenner and Dereck Orr, 301-754-0437.

The Coalition of Community Foundations for Youth and the National Center on Fathers and Families has developed a table with fatherhood programs in each state. The table is available from the National Center on Fathers and Families, 215-573-5500, or the Coalition of Community Foundations for Youth, 816-842-4246.

The Urban Institute paper "Low Income Noncustodial Fathers: Who Are They and What Are States Doing to Assist Them in Their Efforts to Pay Child Support" lists state-funded programs that serve low-income noncustodial fathers. Another Urban Institute report, "Involving Males in Preventing Teen Pregnancy A Guide for Program Planners", provides a description of the male partners of potential teenage mothers, identifies successful pregnancy prevention programs that have involved males, and explains practical lessons from the experiences of exemplary programs for new programs. Contact the Urban Institute at 202-833-7200 for both reports or <http://www.urban.org/family/invmale.html> for The guide.

Several initiatives have been developed at the federal level to get fathers engaged in their children's lives. Last fall Congress created the Fatherhood Promotion Task Force, which is a collaborative with the National Fatherhood Initiative to promote political leadership in combating "fatherlessness." For more information, contact the National Fatherhood Initiative, 301-948-0599. The U.S. Departments of Health and Human Services, of Education, of Housing and Urban Development, of Justice, and of Labor are some of federal agencies with fatherhood

initiatives. For further information on federal fatherhood programs, see "Strengthening the Role of Fathers in Families: Report on a Federal Conference," by the National Center on Fathers and Families, 215-573-5500.

For technical assistance, consulting, and information on other initiatives, contact: Wade Horn, Director of the National Fatherhood Initiative, 301 948-0599, or see <http://www.register.com/father>; and Barbara Cleveland or Nigel Vann, Partners for Fragile Families at the National Center for Strategic Nonprofit Planning and Community Leadership, 202-429-6526.

For More Information . . .**RESOURCE CONTACTS**

Benton Foundation/KidsCampaigns, 202-638-5770 or see <http://www.kidscampaigns.org/>.

Center for Fathers, Families and Public Policy, 312-341-0900. Contact: Kirk E. Harris, Institute Director, and David Pate, Lead Consultant.

Center for Law and Social Policy, 202-328-5140. Contact: Vicki Turetsky or Paula Roberts or see <http://www.clasp.org>.

Coalition of Community Foundations for Youth, 816-842-4246. Contact: Cindy Sesler Ballard, Executive Director.

Eric Brenner, Consultant, 301-754-0432.

Father to Father Project, at the Children, Youth and Family Consortium, University of Minnesota, 612-625-8285. Contact: Martha Farrell Erickson or see <http://www.cyfc.umn.edu/Fathernet/ftf.htm/>.

Institute for Responsible Fatherhood and Family Revitalization, 202-293-4420.

Johns Hopkins University, Institute for Policy Studies, 410-516-5388. Contact: Burt Barnow.

Manpower Demonstration Research Corporation, 212-532-3200 or see <http://www.mdrc.org>.

National Center for Fathering, 913-384-4661. Contact: Ken Canfield, President or see <http://www.fathers.com>.

National Center on Fathers and Families, 215-573-5500. Contact: Vivian L. Gadsden, Director or see <http://www.ncoff.gse.upenn.edu>.

National Governors' Association, 202-624-5427. Contact: David Brown,

Public/Private Ventures, 215-557-4400. Contact: Kathryn Furano or see <http://tap.epn.org/ppv/>.

The Fatherhood Project, Families and Work Institute, 212-465-2044, ext. 225. Contact: James Levine, Director, and Ed Pitt, Associate Director or see <http://www.fatherhoodproject.org>.

Urban Institute, 202-833-7200 or see <http://www.urban.org>.

U.S. Department of Health and Human Services. Contact: Linda Mellgren, Office of the Assistant Secretary for Planning and Evaluation, 202-690-6806 or 202-690-7507, for child support contact: Anne Donovan, Assistant Deputy Director for OCSE, 202-401-9360 or see <http://aspe.os.dhhs.gov/fathers>

PUBLICATIONS

"Child Trends: List of Reports, Papers and Publications." Contact 202-362-5580 or see <http://www.childtrends.org/shortpub.htm#Fatherhood>

"Cutting Across the Issues: Themes for the 1995-1997 Fathers and Families Roundtable Series," by the National Center on Fathers and Families. Contact 215-573-5500.

"Deadbeats and Turnips in Child Support Reform" by Ronal B. Mincy and Elaine Sorensen. Forthcoming in the *Journal of Public Policy Analysis and Management*. Contact Teresa Welch at the National Center for Strategic Nonprofit Planning and Community Leadership, 202-429-6526.

"Delivering Dads: Paternalism and Fragile Families", by Ronald B. Mincy and Hillard. Contact Teresa Welch at the National Center for Strategic Nonprofit Planning and Community Leadership, 202-429-6526.

"Developmental, Ethnographic and Demographic Perspective on Fatherhood: Summary Report of the Conference, June 11-12, 1996, Bethesda, MD." Prepared for the National Institute of Child Health and Human Development, Family and Child Well-Being Research Network, by Angela Dungee Greene, Gesine Hearn and Carol Emig, Child Trends Inc., September 1996. Contact Child Trends Inc., 202-362-5580.

"Family Law Issues and the Personal Responsibility and Work Opportunity Reconciliation Act of 1996," by Paula Roberts, November 1996. Contact CLASP, 202-328-5140.

"Fathers' Activities and Children's Attainment," by Greg J. Duncan, Martha Hill and Jean Yeung, October 1996.

"Fathers' Involvement with Their Nonmarital Children: Patterns, Determinants and Effects on Their Earnings," by Robert Lerman and Elaine Sorensen, October 1996. Contact the Urban Institute, 202-833-7200.

"Fathers, Marriage and Welfare Reform," September 1997. Contact the Hudson Institute, 1-800-HUDSON-0.

"Fathers of Children on Welfare: Their Impact on Child Well-Being," by Jennifer Perloff and John Buckner, from the *American Journal of Orthopsychiatry*, October 1996, Vol. 66, No. 4. Contact 617-244-1758.

"Map and Track: State Initiatives to Encourage Responsible Fatherhood," by Jan Knitzer, Stanley Bernard, in collaboration with Eric Brenner and Vivian Gadsden, 1997. Contact the National Center for Children in Poverty, 212-304-7100.

"New Expectations: Community Strategies for Responsible Fatherhood," by James A. Levine and Edward W. Pitt. Contact the Fatherhood Project, 212-465-2044.

"Nonresident Fathers' Involvement and Child Outcomes Among Young Children in Families on Welfare," by Angela Dungee Greene and Kristin Anderson Moore, October 1996. Contact Child Trends Inc., 202-362-5580.

"Responsible Fathering: An Overview and Conceptual Framework," by William Doherty, Edward Founeski and Martha Farrel Erickson of the University of Minnesota, September 1996. See <http://aspe.so.dhhs.gov/fathers/concept.htm>.

"Seven Things States Can Do To Promote Responsible Fatherhood," by Wade Horn and Eric Brenner. Contact the National Fatherhood Initiative, 301-948-0599.

"Strengthening the Role of Fathers in Families: Report on a Federal Conference Hosted by Nation Center on Fathers and Families, Domestic Policy Council, National Performance Review and the U.S. Department of Health and Human Services." Contact 215-573-5500.

"The Fathers and Families Core Learnings: An Update From the Field," National Center on Fathers and Families. Contact 215-573-5500 or see <http://www.ncoff.gse.upenn.edu/>.

"There Must Be Fifty Ways to Start a Family: Social Policy and The Fragile Families of Low-Income, Noncustodial Fathers", in *The Fatherhood Movement: A Call to Action*, by Ronald B. Mincy and Hillard Pouncy. Contact Teresa Welch at the National Center for Strategic Nonprofit Planning and Community Leadership, 202-429-6526.

"Working Fathers: New Strategies for Balancing Work and Family," by James A. Levine and Todd L. Pittinsky, June 2, 1997, Families and Work Institute. Contact Debbie Yautz, 212-782-3300, ext. 3321.

"What the States Are Doing to Promote Responsible Fatherhood: A National Survey," Council for Governors' Policy Advisors, by Eric Brenner and Dereck Orr. August 1996. Contact Eric Brenner, 301-754-0432.

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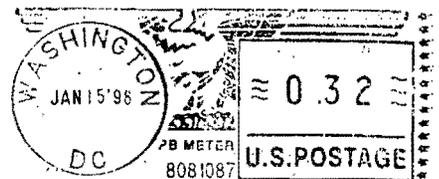
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Meeting with Jay Hein, Hudson Institute 1/26/98

Jay worked in Illinois Governor Thompson's office for several years, then went to work for Jean Rogers in Wisconsin. Recently joined Hudson Institute, which continues to consult with and support Governor Tommy Thompson's welfare reform initiative. Among other things, Hudson is coordinating the various studies going on in Wisconsin. Hudson receives no funds from the state--all private funds.

WI caseload reduction is phenomenal. There is no problem with capacity at W2 centers due to reduced caseloads. Caseloads in 6 regions in Milwaukee are now like a small, manageable county.

Evaluation/tracking initiatives:

- Urban Institute New Federalism survey: Wisconsin raised funds to buy a more intensive survey sample in order to learn more about what's happening (in Milwaukee or statewide?). Data should be available late summer.
- Mathematica study of Milwaukee cases diverted and cases who have left welfare: Tom Fraker at MPR is principal investigator. Working closely with Andy Bush at Hudson. Looking at diversion cases--those who came into welfare office but got diverted (state did collect enough basic data about them that MPR should be able to locate). Also looking at cases that left welfare last summer. Examining why they were diverted/left, what their current situation is. Also looking at families still on the caseload.

Fatherhood issues:

- Challenge is how to attract people when you don't have the leverage of a welfare benefit?
- Locals will make final determination of how to use WtW grant funds, but anticipate non-custodial parents will be one of key themes. Also want to focus on retention, expanding case management beyond the 60 days following placement in unsubsidized job provided under W2.
- Under current W2 policy, W2 agencies are required to serve non-custodial parents of children receiving W2. However, they are not required to go find these parents. Hope to do more outreach and recruitment with WtW and other funds.
- Children First--waiver demo that focuses on increasing child support (if don't comply, go to jail). Different areas implemented in different ways, with varying degrees of emphasis on child support only vs. father involvement. Results appear promising (though getting a pure control group is tough). Jay reviewed support payments before and after participation in the program and found 150% increase.
- Goodwill in Racine has a model that has gotten a lot of positive attention. This builds on, but goes beyond, Children First. Three components:
 - (1) address child support issue--focus is on being responsible (includes establishing paternity and paying child support). Help men understand and deal with child support system, work through family dynamics with custodial parent.
 - (2) how to be a good parent--focus on father's role, how would these men want to be remembered by their kids, bring both parents in--TEAM parenting model (see below).
 - (3) work skills, education, employment plan.Operates on the street level, including going to jails. Find that even the most hardened

gang member wants to be a good father. It is critical to have a credible spokesperson who can relate to the population you're trying to reach. Director is Jerry Hamilton, who apparently served on Administration's welfare reform task force. Jerry has secured foundation funds. Ron Mincey from Ford loves the Racine model. Jerry is a key national figure on fatherhood issues (someone we should talk to).

Hudson is working with Jerry on how to share information with other sites in and out of state.

- OCSE just gave Jerry a grant for TEAM parenting model--to be evaluated by Elaine Sorensen at Urban. This model includes both parents; even though they are no longer together. There are sessions for the men and women separately and for both groups together. They learn how to work together as parents.
- Ford Foundation is testing the co-parenting model in 6-8 sites, with Racine being the flagship.
- At NGA winter meeting, Human Resources Committee will discuss fatherhood initiatives, share best practices among Governors (have call into NGA to get more information).

Other information:

- Call to Renewal: proceed with caution. Tony Campolo, Marvin Lasky, Jim Wallis--cover the spectrum.
- Bob Woodson very involved in charitable choice--TX, PA, Milwaukee.

PROJECT: Nonresident Fathers' Ability to Provide Child Support and Private Health Insurance Coverage for Their Children

CONTRACTOR: Urban Institute

Purpose

The purpose of this study is to revise and update previous estimates of nonresident fathers' ability to pay child support and to develop new estimates of nonresident fathers' ability to provide health insurance coverage for their children. This project will produce estimates on ability to pay and provide health care coverage for dependent children under age 18 not living with both biological or adoptive parents for all income levels, with a special emphasis on low-income parents and children. The study's findings will have implications for the Temporary Assistance for Needy Families Program (TANF), Medicaid, the new State Children's Health Insurance Program (CHIP) and the Child Support Enforcement Program.

Ability to Pay Child Support and Medical Support

National surveys do not ask adult men and women if they have a biological or adopted child living elsewhere. Because we cannot identify who is a nonresident parent, it is difficult to estimate nonresident parents' ability to provide child support or medical support. This absence of data has made answering questions about "potential" cash and medical support very difficult.

This project will try to estimate the collections potential of nonresident fathers associated with families receiving or likely to receive welfare benefits. Actual and potential awards will be estimated based on the recent award experience of like families in the sample.

Because eligibility for Medicaid and CHIP is based on family income, estimates of eligible children for these programs usually examine only the income and insurance coverage of the resident parent. This project will provide estimates of the potential for nonresident parents to provide health insurance.

Schedule

Findings on nonresident parents' ability to pay child support are expected to be available by January 1999. Findings on the potential to provide private health insurance will be available in June of 1999.

Contact

Gaile Maller, HHS/ACF/OCSE/DPP (202) 401-5368

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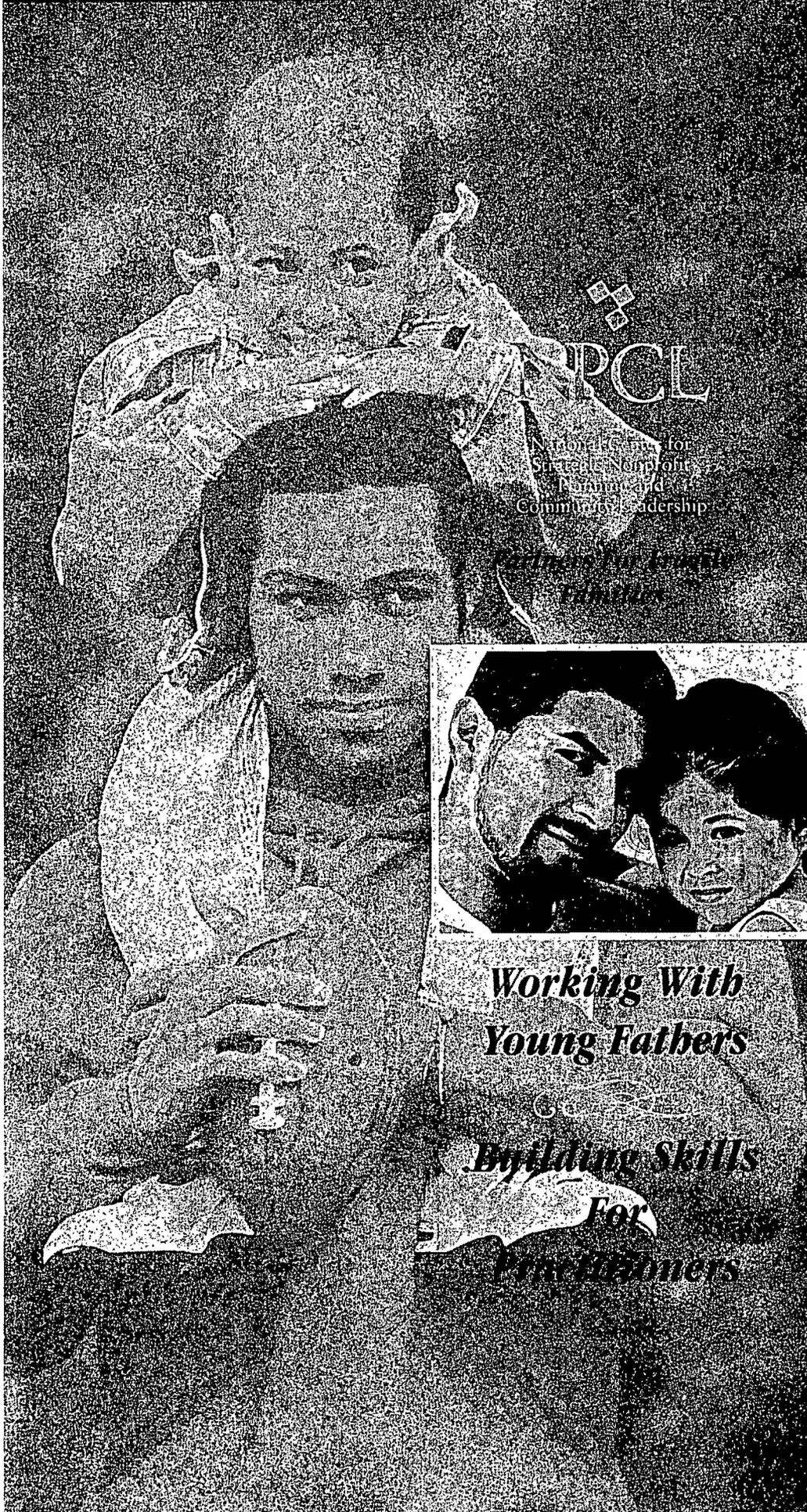
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The New York Times

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THURSDAY, SEPTEMBER 3, 1998

Welfare Overhaul Initiatives Focus on Fathers

By JASON DePARLE

WASHINGTON, Sept. 1 — They are young, poor and hard beyond their years, with résumés that often list jails, not jobs. Their earnings have spent decades in decline, and so has their likelihood to marry. Yet there is a growing sense that the nation's ambitious welfare overhaul cannot succeed without them.

With tough new rules now in place for welfare mothers, the spotlight is turning to welfare fathers. Dozens of programs have sprung up in the last few years, seeking to raise the incomes of these missing men and strengthen their ties to their children. Though few can yet show clear success, the effort has suddenly found a wellspring of government and philanthropic support.

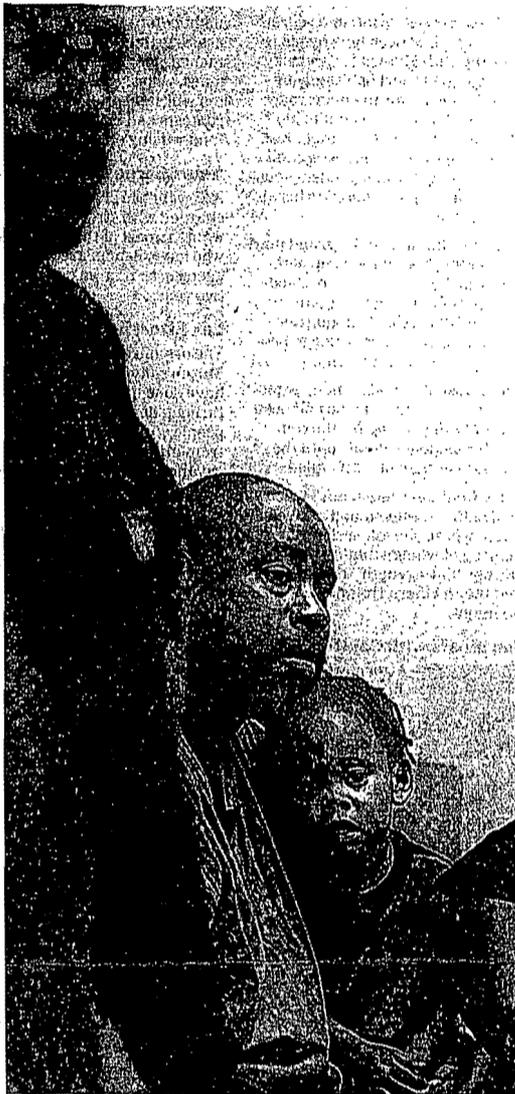
Nearly all the states given lucrative Federal welfare-to-work grants this year have pledged including fathers in their programs. The Ford Foundation, which virtually created the welfare-to-work field two decades ago, is seeding a parallel industry to run programs for men and study them. And most surprising, some Congressional Republicans have proposed a multibillion-dollar program for poor, unwed fathers — scarcely a usual Republican constituency.

To glimpse the odd politics, consider the journey of Representative E. Clay Shaw Jr., the Florida Republican who was the main author of the 1996 welfare law. That law made profound spending cuts and expressed a profound unease with activist government. Now Mr. Shaw is pushing a "Fathers Count" bill that would spend \$2 billion on the kind of men who gather on street corners with half-smoked cigarettes behind their ears.

Community groups, including religious organizations, would use the money to give poor fathers job training and parenting advice and encourage them to marry.

"If you're going to solve the problem of poverty, you've got to do what you can to make these guys marriage material," Mr. Shaw said. "So many of them — I would say the majority of them — are men these women wouldn't want to marry. And I don't blame them. They don't have jobs. They're smoking dope on the streets. We've got to clean them up. We know the kids who grow up without a parent figure in the house, particularly the males, end up in trouble."

Mr. Shaw was chagrined to find a Palm



Carol T. Powers for The New York Times

Dozens of programs are intended to help poor fathers. Cyril Lynch, center, with his son, Cyril, 2, took part in one in Baltimore that helps men strengthen ties to their children.

Continued on Page A20

Welfare Overhaul Initiatives Focus on Ties Between Fathers and Children

Continued From Page A1

Beech constituent — Rush Limbaugh — among those dismissing the idea as throwing money at social problems. But Mr. Shaw acknowledges that the work will be difficult. On average, the men have much higher arrest rates than women on welfare and just as little education and work experience. Several generations of job-training programs have shown little or no impact on their earnings.

What is more, the political support for fatherhood programs is split between camps with competing strategies. The promoters of "responsible fatherhood" programs tend toward a cultural, often faith-based, approach with marriage as an explicit, even indispensable, goal.

"Change a man's heart, change his attitude, and the rest will take care of itself," said Charles Ballard, founder of the Institute for Responsible Fatherhood and Family Revitalization, a Washington organization that runs programs in five cities.

By contrast, those seeking to help "fragile families" argue that marriage is not a viable goal until the men become more marriageable.

"You can change the man's heart all you want," said Ron Mincy, the program officer leading the Ford Foundation's efforts. But without supports like counseling, training and a more flexible child support system, "you're just sending him into a buzz saw."

Issue of Fatherhood Proves to Be Sensitive

Among those puzzling over the issues is Mayor Rudolph W. Giuliani of New York, who canceled a welfare speech in May after Newsday published a passage it had obtained in which the Mayor was to outline a fatherhood plan.

It would have sent single mothers to "family-strengthening activities," like counseling sessions on marriage, and the article in the Long Island newspaper compared the Mayor to Das Quayle, the former Vice President who was ridiculed for his criticisms of single-motherhood.

When Mr. Giuliani finally delivered the speech on July 20, the talk of fatherhood had vanished.

"It's not in my speech because I like to talk about things where I have a real sense of assurance," he said at a news conference that day. He said

he was still trying to determine how "government can play an effective role" in promoting stable, two-parent families.

While family breakdown has vexed policy makers for three decades, the issue has acquired new urgency in an age of time-limited welfare. The 1996 Federal law limits most recipients to five years of cash benefits, and about half the states have set shorter limits. With legions of poor, single mothers now leaving welfare, their need for a financial and parenting partner may be especially acute.

Indeed, the problem of welfare dependency is almost entirely one of absent, non-supporting fathers. Only about 5 percent of the nation's three million welfare families report a father in the home. Almost 70 percent of the women on welfare were unmarried when they had their first child. Most of the men served by the new programs do not receive cash benefits themselves, but their children, and the children's mothers, do.

The 1996 law also places new pressure on absent fathers to pay child support. Some of the new programs see their mission as helping the men manage those new pressures without fleeing or, as some fear, resorting to domestic violence. The new programs are designed for an especially disadvantaged group of fathers: poor men who fail to pay child support.

Mr. Mincy calls them "turnups," as in "you can't get blood from a turnip." He estimates there are about 1.6 million such men. On average, they are 26 years old and have just under 11 years of education, Mr. Mincy wrote in a recent paper. Fifty-five percent are black, 30 percent are white, and 12 percent are Hispanic. In studying a similar group of fathers, the Manpower Demonstration Research Corporation, a New York research group, found that 75 percent had been arrested and 46 percent had been convicted of a crime.

Two previous programs, Young Unwed Fathers and Parents Fair Share, tried to raise the earnings of poor fathers, but had little effect. Still, optimists point to a silver lining. Despite their reputation as cavalier deadbeats, many of the fathers at least professed an interest in parenting, especially when their children were first born. Both programs ran popular "peer support" groups where street-wise men vented their frustrations, sometimes discovering



Photographs by Carol T. Powers for The New York Times

The Healthy Start Men's Services program in Baltimore draws participants like Ronnie Priggett, left, who has custody of his three young children, Joseph T. Jones, right, once an unwed father himself, runs the program.

they were repeating the mistakes of the fathers who had abandoned them.

"This unequivocally demonstrated that the fathers do have an interest in being fathers and caring for their children, but there are obstacles that get in the way of that," said Jeffrey M. Johnson, president of the National Center for Strategic Nonprofit Planning and Community Leadership, a Washington group that advises fatherhood programs.

Division on Goals For Programs

Among those trying to build on that premise is Joseph T. Jones, who runs a well-regarded Baltimore program called Healthy Start Men's Services. Like many other men involved in this work, he has a personal connection to the streets. Reared by a single mother after his parents' divorce, Mr. Jones became a drug addict, a prison inmate and an unwed father by age 22.

By the early 1990's, Mr. Jones, now 42, had kicked his drug habit, earned a degree and landed a job in a program to reduce infant mortality. Recognizing the behind-the-scenes influence that boyfriends exerted on pregnant women, Mr. Jones began traveling door to door, recruiting men to counseling sessions to discuss their plans for fatherhood.

These days he has Federal financ-

ing, a staff of 12 and 200 clients who receive job training and counseling services. Last week, two dozen clients gathered in a room, offered an Afrocentric prayer ("for Garvey, Muhammad, Malcolm and King"), and settled into an hour-long discussion of marriage, led by Mr. Jones. The reigning attitude was skepticism.

"I ain't really for all that marriage stuff, man," said Sylvester Bradshaw, a 21-year-old father of two. "It's easy for a person to say 'I love you,' man. But you got to really know somebody to marry them."

Mr. Jones pushed back. "How well do you have to know them to have kids?" he asked.

Mr. Bradshaw answered with an embarrassed smile, as if to confess the shortcomings of his relationship with his children's mother. But both he and Mr. Jones say the program has helped him mature. Since joining nearly three years ago, Mr. Bradshaw said, he has quit selling drugs, landed a \$9.50-an-hour job as a forklift operator and taken custody of one of his sons. "Before I came into this program, I hustled a lot," he said.

Programs like these already have one new source of Federal financing. Over the next two years, the Labor Department will distribute \$3 billion in "welfare to work" grants for programs to serve the most disadvantaged families. So far, 41 states have received \$815 million, and 35 of them have pledged to spend some of the



Photographs by Carol T. Powers for The New York Times

money on services for absent fathers. Three states are spending almost their entire grant on fatherhood programs: Michigan (\$36 million), Missouri (\$17 million) and Wisconsin (\$13 million).

A G.O.P. Lawmaker Seeks Allies on Bill

As the field grows, the Ford Foundation is leading an effort to give it an institutional infrastructure. There is now an academic organization, The National Center on Fathers and Families, to collect and disseminate research on fathers. There is an advocacy group, The Center on Fathers, Families and Public Policy, to monitor the legal issues that poor men face. There is a membership group for people who run fatherhood programs, The National Practitioners Network on Fathers and Families.

And as in any other field, there are sharp disputes. Among the more prominent voices is that of Mr. Ballard, whose work enjoys a following among social conservatives. A charismatic, 62-year-old man, Mr. Ballard frequently tells the story of his 1959 conversion to Christianity in a Georgia prison cell and his subsequent decision to raise the young son he had abandoned. Each of Mr. Ballard's five programs is run by a married couple, sent into an inner-city neighborhood to model good be-

haviors and find fathers willing to change.

"It's more of a psychological, spiritual approach," said Mr. Ballard, who is skeptical about programs that emphasize job-training or other more traditional social services.

Several years ago, the Ford Foundation enlisted Mr. Ballard to run a large demonstration program. But they had a falling out that mirrors the broader tensions in the field. Mr. Ballard wanted to focus on "changing hearts." Ford wanted to build cooperative relationships between the community groups that serve poor men and the child support offices that pursue them. Mr. Johnson, of the nonprofit center, is now implementing the \$10 million Ford program.

As Representative Shaw seeks support for his bill, he has found disputes of his own. In January, Representative Bill Archer of Texas, the chairman of the Ways and Means Committee, cited the bill as a priority for the year. But Mr. Archer, a Republican, quickly reconsidered, declining to list himself as a cosponsor a month later.

His press secretary, Ari Fleischer, said Mr. Archer succumbed to mixed feelings, with concerns about family breakdown set against a reluctance "to spending money on things that people should do for themselves." Mr. Fleischer said Mr. Archer was now waiting to see how much support Mr. Shaw could generate on the right.

Among those potentially receptive is Robert Rector, an analyst at the Heritage Foundation whose views carry considerable influence among conservative grass-roots groups. In a recent interview, Mr. Rector said he would favor the bill if it was reworked to place more emphasis on promoting marriage, "not just a bunch of job training." Mr. Rector also praised Mr. Shaw for having "the political courage" to address family dissolution among the poor.

For his part, Mr. Shaw acknowledges that his evolution from program cutter to program proponent makes for "strange politics, especially on the right." But he said that the forces put in play by the welfare law left no other choice.

"People say, 'Do these guys deserve our help?'" he said. "The answer is, 'No, but their kids do.'"

And besides, he asked, "Does anyone have a better idea?"

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Strengthening Fragile
Families Initiative

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THE Collaborator

THE NEWSLETTER OF THE
NATIONAL PRACTITIONERS NETWORK FOR FATHERS AND FAMILIES
NATIONAL CENTER ON FATHERS AND FAMILIES
CENTER ON FATHERS, FAMILIES, AND PUBLIC POLICY

VOL. 4, NUMBER 3

FALL 1998

Strengthening the Role of Fathers in the Lives of Their Children

On December 2-4, 1998, the National Practitioner Network for Fathers and Families (NPNFF) will be hosting its third regional conference in Minneapolis at the Sheraton Minneapolis Metrodome, entitled *Strengthening the Role of Fathers in the Lives of Their Children*. Greg Alan Williams, author of *Boys to Men: Maps for the Journey*, will be the Opening Luncheon Keynote Speaker. The conference will provide sessions in the area of research, public policy, practitioners and funding.

For additional information and conference registration material, please contact the National Practitioner's Network for Fathers and Families at 1-800-34NPNFF or 1-800-346-7633. ☐

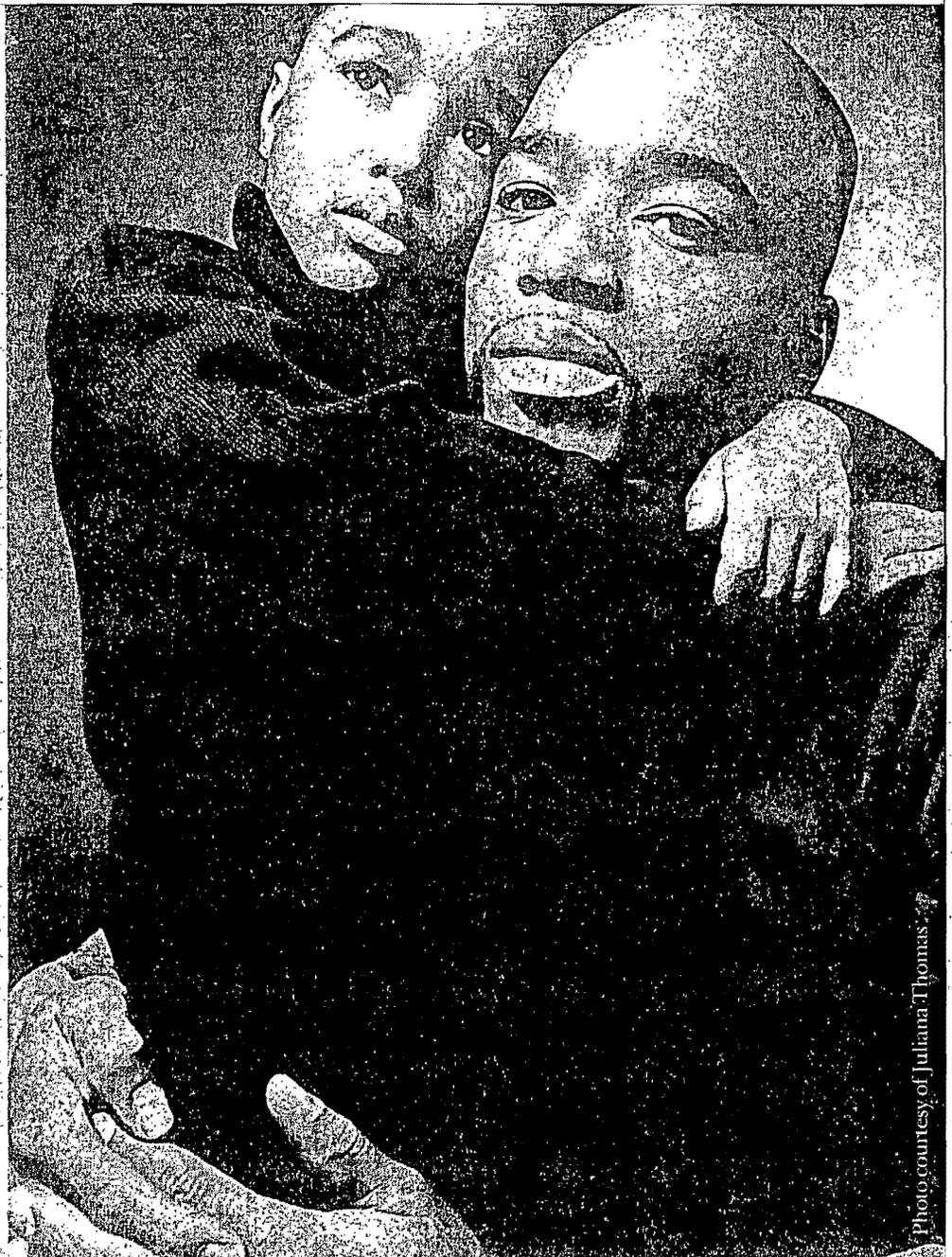


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National Center for
Strategic Nonprofit
Planning and
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Partners for Fragile Families Demonstration Project

The Partners for Fragile Families (PFF) Demonstration is a project of the National Center for Strategic Nonprofit Planning and Community Leadership. PFF builds on the foundations of three national social welfare demonstration projects focused on economically disadvantaged fathers: the Teen Fathers Collaboration; the Young Unwed Fathers Pilot Project; and Parents Fair Share. PFF is designed to show how partnerships between community-based organizations (CBOs) and child support enforcement agencies (CSEs) can help secure the long-term involvement of low-skilled, never-married, noncustodial fathers in the lives of their children.

Historically, CSEs have been unable to establish paternity and increase child support among families composed of low-income, unmarried parents and their children. However, CBOs provide services to many of these fragile families. If they could develop positive working relationships with CSEs, these CBOs could:

- explain the benefits of establishing paternity to these families;
- become sites where families can voluntarily acknowledge paternity; and
- help families to manage the financial, relational and other risks associated with accepting this important responsibility.

These risks include increased domestic violence in the already strained relationships of such families, because the Personal Responsibility and Work Opportunities Reconciliation Act (PRWORA) requires CSE agencies to:

- establish paternity for 90 percent of the out-of-wedlock births in the state; and
- reduce the cash welfare benefits of mothers who fail to cooperate in the establishment of paternity and collection of child support.

PROWRA also requires CSEs to undertake community education and outreach efforts to increase voluntary paternity acknowledgments. In the PFF demonstration, CSEs will use this requirement as an opportunity to build partnerships with CBOs and provide the full range of support needed by young low-income fathers, including assistance in establishing paternity, meeting child support obligations and obtaining jobs with the wage growth potential needed to achieve higher child support payments. Services would also include "team parenting," an innovative model of casework counseling and conflict resolution that CBOs have been developing. Through team parenting, disadvantaged unmarried parents learn to establish agreements that will contribute to the well-being of their children in the short and long term. Thus, the ultimate goal of the PFF Demonstration is to produce systemic changes that strengthen

the capacity of low-skilled, economically disadvantaged, never-married fathers and mothers to become financial, and emotional resources to their children and to reduce their dependency on public assistance.

The PFF Demonstration also hopes to answer an important question left by the previous demonstrations: How can we increase the earnings trajectories of disadvantaged fathers, so that they and their families move above the poverty threshold? Advocates have historically resisted employment and training services for fathers, believing that limited employment services should be reserved for custodial mothers on welfare. Since PROWRA places a time limit on welfare benefits, however, child well-being will depend more than ever before upon both parents' income. Therefore, both mothers and fathers with limited education and work experience are the targets of the \$3 billion Welfare-to-Work (WTW) Grant Program, which is being administered by the U.S. Department of Labor. All PFF Demonstration planning sites are being encouraged to develop committed and effective employment and training services, linked to the WTW Grants Program.

The PFF Demonstration project is being conducted in two phases: a planning phase (March - August 1998) and an implementation phase (October 1998 - September 2001). The following communities have received \$45,000 planning grants and will receive technical assistance and training from NPCL to develop complete packages for participation in the implementation phase of the project: Los Angeles and Alameda Counties, California; Denver, Colorado; Atlanta, Georgia; Chicago, Illinois; Baltimore, Maryland; Boston, Massachusetts; Minneapolis, Minnesota; New York, New York; West Chester, Pennsylvania; Roanoke, Virginia; and Racine, Wisconsin.



National Center for
Strategic Nonprofit
Planning and
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ALL ABOUT THE

NATIONAL CENTER FOR STRATEGIC NONPROFIT PLANNING AND COMMUNITY LEADERSHIP

The National Center for Strategic Nonprofit Planning and Community Leadership (NPCL) is a nonprofit organization created for charitable and educational purposes. Our mission is to improve the governance and administration of nonprofit tax-exempt organizations and strengthen community leadership through family and neighborhood empowerment.

Who We Serve

Our services are geared to staff and volunteers of small and medium-sized nonprofit organizations with annual operating budgets of between five thousand and one million dollars. Additionally, we assist community-based nonprofit organizations that work with families and neighborhoods to solve community problems.

What We Offer

The specific services we offer include:

- **Evaluation and Technical Assistance.** We conduct evaluations of and for nonprofit organizations. We provide documentation services, management information system development, and organizational assessments including board and staff, evaluation design, and process and impact evaluation.
- **Planning and Facilitation of Conferences, Meetings and Retreats.** We plan and pull together gatherings of all sizes, identify speakers, locate and arrange facilities and facilitate meetings.
- **Professional Development Conferences and Community Forums/Workshops.** We provide professional development and continuing education in the areas of board development and recruitment, community collaboration, empowerment, fund-raising, leadership and supervisory skills. We also arrange and facilitate community forums and workshops.
- **Training and Technical Assistance.** We offer expert assistance in the areas of board development, community collaboration, financial management, fund-raising, human resource planning, leadership development, management information systems, marketing, program development, strategic planning and supervisory skills.

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- **Host Organization and Incubation.** As a host organization for newly created nonprofit organizations, we serve as a fiscal agent and provide the technical assistance necessary for successful independent operation. As an incubation center, we enable newer organizations to phase-in their growth until administrative and management support systems are fully operational. During the incubation period -- which ranges from one month to one year -- we provide technical assistance in board development and recruitment, financial management, fund-raising and strategic planning.

Our Background

NPCL was formed in 1996 to offer one-stop expertise in all facets of building and running a successful small to medium-sized nonprofit organization. Dr. Jeffery M. Johnson, president and chief executive officer of NPCL, has over two decades of experience in program management and administration and is familiar with the challenges faced by low-income families. A consultant to the Ford Foundation's Strengthening Fragile Families initiative and co-author of *Fatherhood Development: A Curriculum for Young Fathers*, Dr. Johnson leads a team of consultants with extensive experience in meeting the needs of nonprofit organizations.

Our staff has extensive experience in nonprofit development, training and technical assistance. We maintain a roster of consultants to provide complementary expertise.

Our board of directors combines more than 200 years of national, international and local experience in all facets of effective nonprofit administration.

We are able to offer our services thanks to a broad base of support that includes private foundations; local, state and federal grants; individual contributions; and client fees from nonprofit organizations.

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Peer Learning College

The goal of the Partners for Fragile Families initiative is to help low-income fathers share the legal, financial and emotional responsibilities of parenthood with the mothers of their children. We call this process "team parenting." Improving the interaction between the child support enforcement system and fathers of fragile families is a critical step in this process. One of the primary strategies is a series of Peer Learning Colleges for child support enforcement professionals, to encourage, support and assist those agencies that are addressing the special problems that fathers in fragile families present to the child support enforcement system. The purposes of the Peer Learning College are to help child support enforcement officials:

- establish the state of the art in programming related to child support enforcement and low-income fathers in fragile families;
- isolate the salient aspects of these efforts for examination;
- identify current systemic and policy barriers to effective child support enforcement for fathers in fragile families;
- identify possible points of intervention for work with fathers to have them establish paternity and stay involved in their children's lives;
- identify strategies for developing orders responsive to the situations of low-income obligors and for effecting appropriate order modification;
- develop strategies for cross-agency collaboration; and
- learn to work with community-based organizations.

Peer Learning Colleges operate at the national, regional and local levels. The national level focuses on policy issues and systemic barriers to working with fathers in fragile families, reinforcement of child support enforcement work with fathers in fragile families, and outreach to public and private agencies responsible for fragile families. Participation at this level is by invitation. Regional Peer Learning Colleges are oriented more toward "nuts and bolts," emphasizing operational issues and partnership development. Local Colleges further emphasize partnership development, identification of non-traditional partners and action plans.

Peer Learning Colleges will serve as a reinforcement to child support enforcement pioneers in the field of working with low-income fathers, and will encourage them to experiment with new approaches. They will help other public and private agencies to see how they can include fathers in the families they are mandated to serve. They will help academics focus their research on this difficult-to-locate population of men. They will help politicians by providing them with knowledge of what child support and other programs have done for fragile families and what needs to be done. National Peer Learning Colleges will produce reports of information exchanged and policy issues identified, as well as issue papers for use by the field.

April 21, 1998
PeerLrnCollege980045PeerLearningCollege_defined

National Practitioners Network for Fathers and Families

A PROFILE

Every year since 1992, Vice President Al Gore has hosted a Family Reunion Conference to focus on specific issues that affect families. In July 1994, at Family Reunion III, "The Role of Men in Children's Lives," a number of leading researchers, policy makers and practitioners participated in a public dialogue on the role of men and fathers in the lives of children. As a result of this two-day meeting, which was facilitated with the assistance of the National Center on Fathers and Families (NCOFF) at the University of Pennsylvania a group of 30 practitioners agreed to establish a national network.

In 1995, with support from the Funders Collaborative, which includes the Ford, Annie E. Casey, Charles Stewart Mott, and John Danforth Foundations, this informal network became the National Practitioners Network for Fathers and Families (NPNFF), a nonprofit, member-driven networking organization committed to strengthening support for fragile families—low-income, never-married parents and their children. NPNFF's mission is to enhance the resources available to children in fragile families by heightening the involvement of fathers and fostering communication, program development, education, and collaboration among practitioners working with various father-focused programs.

Under leadership initially from the Families and Work Institute and, as of June 1, 1997, from the National Center for Strategic Nonprofit Planning and Community Leadership (NPCL), NPNFF has held local and national forums for policy makers, practitioners and researchers; begun publication of a national newsletter, *The COLLABORATOR*, with NCOFF and the Center on Fathers, Families, and Public Policy (CFFPP) at the Family Resource Coalition; established a national board and committee structure; held its first regional conference in Atlanta, Georgia, August 10-12, 1997 and cosponsored the Fourth Annual Fathers, Families and Communities Conference held in Anaheim, California, sponsored by the California State Department of Social Services, June 9-12, 1998.

Additional regional conferences and a national conference will be held over the next two years, with the goal of expanding the membership of NPNFF, facilitating networking on a national scale, and creating opportunities for practitioners, policy makers, researchers, and funders to share expertise, explore program models, and advance research, education, and policy development. NPNFF is also working to establish standards for the field and develop the technical assistance capacity to help programs meet these standards.

For further information on NPNFF, call Jeffery M. Johnson or Trēsa R. Welch at 1-800-34-NPNFF.

Governors' Task Force on Fatherhood Promotion Announced

NFI President Wade F. Horn, Ph.D., joined Governors Thomas Ridge of Pennsylvania and Thomas Carper of Delaware at a Philadelphia press conference to announce the Governors' Task Force on Fatherhood Promotion.

The news came fresh on the heels of last year's announcement that NFI is partnering with the bi-partisan Congressional Task Force on Fatherhood Promotion. Both efforts are part of NFI's strategy to coalesce national political leadership in the fight against father absence.

At the press conference, Governors Ridge and Carper signed a letter to be sent to every governor in the country (on NFI stationery!) inviting them to join the Task Force. Members of the Task Force will collaborate with NFI to



NFI President Wade F. Horn, Ph.D., speaks to the press about the value of the new task force. He is flanked by Governors Thomas Carper (D-DE) and Thomas Ridge (R-PA).

campaign to improve the well-being of children by increasing the number of kids growing up with involved, committed and responsible fathers in their lives," commented NFI President Wade F. Horn, Ph.D. "We have succeeded in changing Americans' perception of fathers—the public now understands that fathers are irreplaceable to the

develop strategies to strengthen fatherhood in their state, including possible public service announcements. Members of the Task Force will also co-convene, with NFI, the 2nd National Summit on Fatherhood (see related story, page 8).

"This is a major step forward in our

healthy development of children and to the health of our society. The task ahead of us is to bring fathers back to their children."

"Governors Ridge and Carper are to be commended for showing extraordinary

— continued on page 2

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NFI Public Service Advertising Campaign Exceeds \$100 Million Mark

The lion and the penguin are million dollar superstars!

That's right. The stars of NFI's public service advertising (PSA) campaign, which was developed in collaboration with the Ad Council and promotes responsible fatherhood, have helped the campaign achieve astounding success. NFI's PSA campaign has garnered over \$100 million

in donated advertising time.

While many PSAs quickly fizzle and end up in the trash cans of TV and radio station program directors, NFI's PSAs continue to go strong. Our offices are still getting thousands of calls each month for information from people who have seen or heard the spots. What's even better, NFI's ads are airing when people are actually awake, not at the typical PSA time slot of 3 a.m.!

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EXECUTIVE SUMMARY

Overview

The Access, Support and Advancement Partnership (ASAP) initiative was a comprehensive career training program for youth and young adults. It was designed by the directors and key staff of STRIVE, Jobs for Youth Boston (JFY) and the Stanley Isaacs Neighborhood Center (Stanley Isaacs). ASAP was initiated in the late fall of 1996 as a two-year demonstration project operating in New York, New York and Boston, Massachusetts. ASAP enrollees were expected to participate in a comprehensive 10 - 24 week training procedure which addressed both personal and career development "soft skills" through advanced attitudinal training (AAT) as well as "hard" technical skills development. Upon completion of training, ASAP graduates were to acquire, with placement assistance, career-track jobs within their training fields. (Career-track jobs are permanent positions with benefits, with starting salaries at/above \$22,000, and with opportunities for advancement.) ASAP participants were also expected to receive support services and career planning services throughout their training experience. ASAP was designed to incorporate a sectoral employment strategy so that training and eventual job placement would be responsive to both the needs and interests of the participants and the growing needs in the sites' employment markets.

Evaluation of ASAP

The ASAP evaluation was designed to address project goals and objectives and to provide formative input to strengthen and support the ASAP model. Throughout the demonstration both qualitative and quantitative strategies were used to document and assess service delivery, participation, and a series of intermediate and longer-term outcomes for all enrollees, by site; to follow participants through their ASAP experience and into their initial placement; and to document and analyze organizational changes within the managing agencies and employment sources. The evaluation focused on both project implementation and outcomes for participants and the managing organizations. A series of depth interviews, observations and surveys were conducted through regular site visits, and participant outcome data from the project MIS were secondarily analyzed.

FINDINGS

Overall Project Implementation, Training and Participant Support

- While some important adjustments were necessary after Year One, most essential aspects of the ASAP proposal were implemented at both sites.
- AAT was engaged in and appreciated by the participants. AAT was presented somewhat differently at the two sites, but AAT graduates were identifiable as hard working, focused and confident by AAT trainers, Hard Skills trainers and employers.
- Excellent Hard Skills training curricula, systems and instructors were developed/identified in both sites. As for AAT, different strategies were used in Boston (series of courses in a day program) and New York (concentrated evening training). Most participants completed the Hard Skills training, mastered the content, and were placed in related jobs. Additionally the overall ASAP Hard Skills training process was flexible enough to provide a vehicle to add new niches and training options.
- The graduate services personnel fulfilled multiple roles of advocate, case manager and training liaison.
- Several strategies for career development were tried in New York while Boston mostly used career introduction strategies. In-depth career development planning may be beyond the scope of the initiative.
- Both sites developed alumni associations with very productive features.

Participant Outcome – Enrollment and Retention

- ASAP enrolled a total of 570 participants across the two years, including 164 in Boston¹ and 406 in New York. Of these, a total of 500 participants were active including 132 in Boston, 270 in some stage of New York training and 98 enrolled specifically for New York Outer Rings.
- In both Boston and New York, there were good retention (76% in Boston and 87.6% in New York were active participants), and the training was delivered to and appropriate target population (see attached tables).

Participant Outcomes – Training Completion

- A total of 344 ASAP participants enrolled in hard skills training niche across the two-year pilot period including 130 in Boston and 214 in New York. As of November 15, 1998, 244 (71.3%) had completed training as indicated by either the presence of summary grade reports in Boston or a niche completion indicator in the New York database (75.8% of those expected to complete training by the end of Year Two had).
- A total of 79.6 percent of Boston participants who were expected to completed Hard Skills training by the end of Year Two had grade reports indicating they had graduated. This included 90.0 percent of the Envirotech participants, 57.1 percent of the Year One Financial Services participants (note some Cycle 4 participants were missing transcripts); 96.0 percent of the Year Two Financial Services participants, and

¹ Boston enrolled figures included an estimated number of participants who enrolled in the Customer Service cycle, which began in Year Two, but concluded after its end. All other enrollment numbers are actual.

100 percent of Year One GIS participants. No Customer Service trainees were expected to complete niche training before Year Two ended.

- **A total of 73.8 percent of New York participants overall completed their Hard Skills training.** This included 70.8 percent of the Envirotech participants (Year One only), 74.5 percent of the Financial Services participants (Year One only); 73.6 percent of the LaGuardia Telecommunications participants, 74.0 percent of the AOP participants, 100 percent of the Computer Assembly/Repair participants and 70.0 percent of the Customer Service participants.
- A substantial majority of participants with grade reports in both sites achieved grade point averages of 2.6 or better on a 4 point scale, letter grades of A's or B's, or grades indicating passing/completion. Since most of the content was delivered in compressed, hands-on formats, these data indicate that the participants were rapidly learning and applying the training, as desired by the instructors.

Participant Outcomes – Placement

- A total of 333 (58.4%) of the 570 eligible training and outer ring participants had been placed by the end of Year Two. This included 224 (47.4%) of the 473 ASAP participants who enrolled in some training and 98 (100%) of those who enrolled as outer ring participants. A total of 333 (67%) of ASAP graduates and outer ring participants were placed by the end of the demonstration period.
- **In Boston this included 64 participants** (59.3% of all participants who enrolled in hard skills and whose training ended by the end of Year Two, and 68.6% of all known graduates).
- **In New York this included 260 participants** (84.4% of all enrollees) who took advantage of several different placement options (note, **almost no participants were unemployed at any time during or after training**). Specifically placement outcomes included: 170 (68.8% of) graduates, 27 trainees who were non-graduates (50.0% of all non-grads), 16 participants (25.4% of those) who completed AAT only and did not opt for any hard skills training; 7 participants (20.6%) who started but never completed any training, but were still placed; and 98 participants who enrolled in the outer ring option (100%).
- Additionally, but the end of the two-year pilot period, most training graduates were placed in-field including 78.0 percent of those from Boston and 71.8 percent of those from New York.
- **More than one-fourth of all participants accomplished during the pilot stage of ASAP involved participants who did not go through ASAP training, but accessed placement services through New York's outer rings (28.7%).** A total of 98 placements (36.0% of all placements in New York) were outer ring placements. Through this option, ASAP partners were able to exceed their overall placement goal of 300 participants. By the end of Year Two, STRIVE had clearly defined the outer ring participants to include those individuals who were not yet able to participate fully in advanced career track training, and/or those who did not want or need to fully participate in advanced career track training. Boston concentrated on placing training participants (mostly graduates) and did not adopt an outer ring strategy.

Participant Outcomes – Earnings From ASAP Placements

- Across the two-year pilot period, there were substantial earnings as a result of ASAP placements. The average salary was \$22,304 for ASAP graduates in Boston, and \$20,894 for participants in New York.
- **In Boston, the average salary for Envirotech graduates was \$21,948; for Envirotech/GIS graduates it was \$22,577; and for Financial Services graduates it was \$22,485.** More than three-fourths of placements form each niche (81.3% overall) were in jobs with salaries at/above \$20,000. **The overall average salary difference for Boston ASAP graduates was \$7,046.** For Boston graduates of Envirotech and

Envirotech/GIS there was average increased above \$5,400 and for Financial Services graduates there were average increases above \$8,400.

- In New York, the average salary for Envirotech trainees was \$17,834; for Customer Service trainees it was \$17,885; for Financial Services trainees \$20,608; for AOP trainees \$21,839; for Telecommunications trainees \$22,028; and for Computer Assembly/Repair trainees the mean salary was \$25,298. The average salary for those who completed only AAT was \$18,197, and for outer ring placements it was \$23,491. A total of 56.6 percent of all trainees were placed in jobs with salaries at/above \$20,000 including three-fourths or more of LaGuardia Telecommunications and Computer Assembly/Repair graduates and about half or more of the AOP and Financial Services graduates. **The overall average salary difference for New York ASAP trainees was \$4,868, and for outer ring placements it was \$4,418.** For New York participants of Financial Services, AOP or Telecommunications there were average increases above \$4,500 and for at least 7 graduates of Computer Assembly/Repair there were average increases above \$8,000.

Progress Relative to Goals

- The ASAP Pilot exceeded overall two-year placement goals. About half (71%) of the placements were graduates of the program, a little more than one-fourth were outer ring participants, and the rest (17.5%) were active participants but non-graduates.
- As stated above, salary levels and increases for participants were substantial, and most placed participants began their new jobs at salaries at/above \$20,000.

Sectoral Development/Employer Outcomes

- Review of pilot data indicated there were substantial levels of placement (and some re-placement) activity over time. Additionally there was movement toward full sectoral employment development in both sites (Boston adopted the strategies from the beginning, and New York began to implement it during Year Two.) In addition to advisory board establishment, both sites began to establish employer networks and to capitalize on placement momentum.
- By the end of the pilot when some employees had been working for at least one year, data began to show that employers attitudes and practices regarding ASAP participants were changing in alignment with project goals. (This will be studied more closely in future evaluation efforts.)

Remaining Challenges

- Regarding implementation, dual-site leadership issues were never fully resolved and intake/outreach to eligible participants was ongoing problem.
- AAT training was never fully integrated with Hard Skills training and training effects were not systematically assessed by ASAP trainers or other staff. (While the data strongly suggest they exist, specific benefits to AAT graduates are still unclear.)
- Ongoing vigilance will be required to maintain Hard Skills training quality while offering multiple, short, cost-effective training options. Sectoral employment specialists will have to carefully analyze the market to be sure that employment opportunities continue to exist for the training offered, and to be sure that they do not produce too many graduates with similar skills (and therefore a lag or vacuum in placements.)

- Expanding caseloads, unmet staff development needs, a role ambiguity in the proposal interfered with abilities to balance all Graduate Support Services roles as the initiative proceeded.
- While placement and salary goals were met/exceeded, feeder goals were not. Data suggest that recruitment and enrollment projections do not have to greatly exceed desired placement rates, but that project leaders have to remain vigilant about project attrition and lack of participant placement (especially for those who complete training).
- While the sites exceeded their overall placement goals, technical problems were lower than optimal. Strong sustained efforts must be made to help participants complete all training and accomplish placements. Strategies to better understand lag times (many graduates were placed over time) and to increase in-field placements which have both payoffs to participants (in terms of salary) and very clear returns on funder investments would merit future efforts.
- More key employers are needed in each niche/training option to ensure that good market advice and employment positions are readily available for Sectoral Employment Specialist and ASAP graduates.

Next Steps for the Partnership and the Sites

ASAP was designed to be a two-year pilot program. While there are many remaining challenges, this pilot has demonstrated that the strategies associated with ASAP can produce both skills development and placement in career-track jobs – permanent positions with benefits, with starting salaries near \$22,000, and with opportunities for advancement. It has also shown that incorporation of sectoral employment strategies is possible in both sites such that training and job placement are responsive to both the needs and interests of the participants and the growing needs among the sites' employment markets and key employers.

At the end of year Two, the project will exit the demonstration phase and partnership efforts will be discontinued, but the sites will develop ongoing strategies to maintain advanced training options for their key consumers. Plans for the next stage are currently being developed and both sites have reported that they will continue to serve participants as replication efforts proceed.

- **Boston** indicated that along with continuing to provide advanced career training in diverse niches (including those initiated through ASAP), they will also focus on post-placement enrollment in college (work-to-school). They have currently made arrangements with their Suffolk University partner to enroll former ASAP participants in night classes (at no cost to the participants) to pursue bachelor's degrees in Finance/Accounting. Additionally they plan to have their (ASAP) Financial Services training accredited as a certificate program through Suffolk, so that participants can earn college credits while they are in training and more easily re-enroll after they have been placed in financially-related jobs. They plan also to bring in mentors from the accounting professional society to help participants manage jobs and college pursuits, and they expect to develop a similar program for Envirotech training.

- New York project staff indicated that they will also continue delivering ASAP-like training for their STRIVE graduates. The training will include those niches/training options that were most productive during the pilot phase, and may involve the development of new niches/training options. Additionally, the New York site expects that it may replicate the advanced training option in one or more of its current STRIVE partner sites as of 1999, and link the advanced training component with ongoing fatherhood development work they are pursuing as well as an initiative targeted to women in non-traditional employment.

Evaluation Plans

The ASAP evaluation was designed to cover the first two years of the ASAP demonstration and a follow-up period. During the follow-up, additional monitoring at either or both sites will be undertaken to investigate institutionalization and responses to remaining challenges. In addition, follow-up evaluation efforts will be focused on additional response by employers to ASAP placements, and participant follow-up studies will be conducted.