Tossed on a Sea of Change: A Status Update on the Responsible Fatherhood Field

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Center for Research on Fathers, Children and Family Well-Being

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Executive Summary

Introduction

Thirteen years have passed since the last comprehensive review of the fatherhood field, *Map and Track: State Initiatives to Encourage Responsible Fatherhood* (Bernard & Knitzer, 1999). In the interim, two recessions, funding cuts, and tight fiscal conditions have made it extremely unlikely that states would fund fatherhood initiatives without federal subsidies. Given diminished opportunities to leverage public funds for responsible fatherhood, organized philanthropy has also reduced funding for responsible fatherhood.

Despite these funding constraints, however, the array of fatherhood services offered has been continually evolving. Traditionally focused on child support and employment needs of low-income fathers, responsible fatherhood has increasingly expanded into a variety of other areas including the child welfare system, the criminal justice system, co-parenting among mother-father dyads who do not intend to marry, children's education and literacy, and general fatherhood competency programs applicable for middle-income fathers. Since 1996 welfare reform, the responsible fatherhood field has also been simultaneously aligned with and in competition against the healthy marriage field.

In addition to examining the impact of the financial climate on the existence and range of services provided by responsible fatherhood programs, the current survey explores the extent to which programs have responded to increasing funder requests for evidence of program effectiveness. Although the demand for this evidence is increasing, it is not known to what extent or how successfully programs have adopted these measures. We also do not know how programs' success or failure to adopt these measures is affecting their funding opportunities.

As a result of changing funding requirements, rapidly evolving program priorities, and increasing demands for evidence-based practice, the field of responsible fatherhood has, in some sense, lost its center of gravity. It has been *"tossed on a sea of change."* The purpose of this report is to establish where the field has landed.

Purpose

Based on the issues identified above, CRFCFW's survey had three main purposes:

1. To identify current programmatic priorities at both the state and local levels.

2. To examine the impact of the financial climate on the existence and range of services provided by responsible fatherhood programs at both the state and the local levels.

3. To explore the extent to which programs have responded to increasing funder requests for evidence of program effectiveness.

Methods

The study used four different methods to address these issues:

1. A comprehensive literature review of previous surveys of the fatherhood field.

2. Interviews with key research, practitioner, and policy stakeholders.

3. A survey of state agencies likely to be doing fatherhood work.

4. A survey of local responsible fatherhood programs.

Findings

Programmatic Priorities

The field of responsible fatherhood is taking a holistic view of fathers' needs and serving a diverse array of fathers. While still tied to its roots in offering employment and parenting services for low-income fathers, the field is continuing to evolve in response to increasing awareness about the breadth of fathers' needs. Both the range of services offered and populations targeted by fatherhood programs have been continually expanding. At both the state and the local program level, this expansion appears to be supported by the development of networks based both on cross-agency collaborations and on web access to large, national fatherhood organizations. The extent of this growth, however, is provoking identity issues for the field. For example, at the local program level, fatherhood services are mainly being delivered through large, multi-service agencies, raising questions about where the fatherhood field sits in relation to the larger field of social services.

Funding Opportunities

The *Map and Track* surveys first raised concern about limited funding opportunities for responsible fatherhood in the late 1990s (Bernard & Knitzer, 1999). And as we suspected, both interview and survey participants indicated that funding continues to be a major challenge for the fatherhood field. Increasing reliance on a limited number of federal funding sources continues to pose a significant threat to the field's stability.

Demand for Evidence-Based Practice

Interview participants agreed that the emphasis on evidence-based practice is growing, but raised a number of concerns about promoting evidence-based practice without considering the practicalities of implementing it. Thus far much of the discussion about evidence-based practice seems to concern the importance of conducting rigorous evaluations, without much discussion of programs' capacity for doing so. At the state and local level, although awareness of the importance of evaluation appears to be high, it does not appear that programs have reached the point of being able to conduct scientifically rigorous evaluations. Moving forward, the field will need to ensure that agencies are equipped with the proper knowledge and tools for conducting meaningful evaluations, including appropriate measures to provide an accurate representation of program outcomes and impacts.

Introduction

Introduction – Purpose of Survey

In 2011, the Center for Research on Fathers, Children and Family Well-Being (CRFCFW) at Columbia University in New York City undertook a comprehensive survey to address a lack of knowledge about the current status of the responsible fatherhood field. Thirteen years have passed since the last comprehensive review of the field, *Map and Track: State Initiatives to Encourage Responsible Fatherhood* (Bernard & Knitzer, 1999). In the interim, funding opportunities and programmatic priorities have changed dramatically, creating a number of challenges and opportunities for the field.

Programmatic Priorities

Since the field's beginning, the array of fatherhood services offered has been continually evolving. Traditionally focused on child support and employment needs of low-income fathers, responsible fatherhood has increasingly expanded into a variety of other areas including the child welfare system, the criminal justice system, co-parenting among mother-father dyads who do not intend to marry, children's education and literacy, and general fatherhood competency programs applicable for middle-income fathers.

Starting with welfare reform in 1996, responsible fatherhood has also become closely intertwined with healthy marriage (Solomon-Fears, 2010). Responsible fatherhood and healthy marriage share the same goal of increasing fathers' involvement with their children, but differ in their approaches. Whereas responsible fatherhood focuses on improving low-income fathers' economic stability in order to promote family stability, healthy marriage focuses on marriage as the foundation of family stability (Sylvester & Reich, 2002). Temporary Assistance for Needy Families (TANF) serves four purposes, with all but the first either directly or indirectly related to marriage:

- assisting needy families so that children can be cared for in their own homes;
- reducing the dependency of needy parents by promoting job preparation, work and marriage;
- preventing out-of-wedlock pregnancies; and
- encouraging the formation and maintenance of two-parent families[1].

The Clinton administration interpreted "two-parent families" as including married, separated, divorced, and never-married parents, making TANF an important source of funding for both responsible fatherhood and healthy marriage programs (Solomon-Fears, 2010).

The overlap between responsible fatherhood and healthy marriage became increasingly apparent with the passage of the Deficit Reduction Act (DRA) of 2005 under President Bush, which provided separate funding for both responsible fatherhood and healthy marriage. Although responsible fatherhood acquired its own funding source, the grant specified marriage promotion as one of four allowable activities for fatherhood programs. The other three activities were: parenting activities, fostering economic stability, and development of media campaigns or a national clearinghouse (Solomon-Fears, 2010). Under President Obama, the line between healthy marriage and responsible fatherhood continued to blur. President Obama's 2011 budget included a proposal to eliminate the

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[1] http://www.acf.hhs.gov/opa/fact_sheets/tanf_factsheet.html

distinction between healthy marriage and responsible fatherhood by creating a single fund for both, the Fatherhood, Marriage, and Family Innovation Fund (Solomon-Fears, 2010). This proposal failed, and the Claims Resolution Act of 2010 returned to the DRA format, authorizing separate grant funds for both responsible fatherhood and healthy marriage. Just as with the DRA funding requirements, the grant specified healthy marriage as an allowable activity for responsible fatherhood programs, along with parenting and economic stability. [2]

As a result of rapidly expanding priorities and changing funding requirements, the field of responsible fatherhood has, in some sense, lost its center of gravity. Thus CRFCFW's survey specifically sought to identify that center.

Funding Opportunities

Federal funding for fatherhood has historically been tied to short term grants. The Welfare to Work program, which subsidized many state responsible fatherhood initiatives, was connected to welfare reform and only provided funding for three years, from 1998 – 2001. The Administration for Children and Families (ACF) responsible fatherhood grants, authorized by the *Deficit Reduction Act* in 2005 and the *Claims Resolution Act* in 2010, both provided 5 years of funding. The time limited nature of these grants has made it difficult for programs to obtain secure funding over the long term, hindering the growth of institutional knowledge and capacity. Both of the most recent federal grants made an effort to reward programs with experience. In their review of the 2006 grantees, the Government Accountability Office (GAO) found that a majority of programs did have prior experience in the field. A full 98% of healthy marriage and responsible fatherhood grantees (211 / 216) responded to GAO's survey, and of those 98%, over 2/3 had prior experience (U.S. GAO, 2008). Yet 5 years later, only 26% (25/95) of 2006 grantees received grants in 2011, despite the fact the 2011 grant awarded preference to previous grant recipients[3]. It is unclear whether 2006 grantees failed to obtain 2011 grants because they did not apply for them or because their applications were unsuccessful. Nonetheless, the large percentage of programs who failed to obtain additional federal funds represents a lost opportunity for capacity building.

Adding to the funding challenges facing the fatherhood field, fatherhood services are often the first social services to be cut in tough economies. Since 2000, two recessions created tight fiscal conditions in states and made it extremely unlikely that states would continue to fund fatherhood initiatives without federal subsidies. The field of responsible fatherhood, like other male focused programs, has also been subject to cyclical and idiosyncratic swings in private donor interest, as a result of which the private funding for responsible fatherhood programs declined at the same time that public funding declined. Given diminished opportunities to leverage public funds for responsible fatherhood, organized philanthropy has also reduced funding for responsible fatherhood (Martinez, Colby, & Quay, 2010). As a result of the field's history of inconsistent funding, it is unclear which programs remain in existence today. Because the most recent ACF grant winners were announced in early October, 2011, our survey was able to capture the most current trends in the field.

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[2] http://www.acf.hhs.gov/grants/open/foa/view/HHS-2011-ACF-OFA-FM-0193/html

[3] "As authorized by Section 403(a) of the Social Security Act preference will be given to those applicants that were awarded any prior Promoting Responsible Fatherhood funds from OFA, between 2005 and 2010, that demonstrate their ability to have successfully carried out that program. See *Section V.2 Review and Selection Process, Preference* for more information." http://www.acf.hhs.gov/grants/open/foa/view/HHS-2011-ACF-OFA-FK-0194/html

Demand for Evidence-Based Practice

The movement to formalize the fatherhood field first gained national traction in 1994 when Vice-President Al Gore focused his annual family conference on fathers. The attention to fatherhood generated by the conference contributed to the creation of the National Practitioners Network for Fathers and Families (NPNFF) and to President Clinton's 1995 Executive Memorandum directing federal agencies to incorporate a greater emphasis on fathers (Sylvester & Reich, 2002). Presidents Bush and Obama followed suit in promoting responsible fatherhood, most notably through the Deficit Reduction Act of 2005 and the Claims Resolution Act of 2010, as noted above. As the amount of federal money devoted to responsible fatherhood has increased, so has the demand for evidence of the programs' effectiveness. Yet although the demand for evidence-based practice is increasing, it is not known to what extent or how successfully programs have adopted these measures. We also do not know how programs' success or failure to adopt these measures is affecting their funding opportunities. Given the interest of the current Obama Administration in encouraging responsible fatherhood and promoting evidence-based practice, assessing the field's use of evaluation tools is all the more important (White House Office of Faith-Based and Neighborhood Partnerships, 2010).

CRFCFW's Survey

Based on the issues identified above, CRFCFW's survey had three main purposes:

4. To identify current programmatic priorities at both the state and local levels.

5. To examine the impact of the financial climate on the existence and range of services provided by responsible fatherhood programs at both the state and the local levels.

6. To explore the extent to which programs have responded to increasing funder requests for evidence of program effectiveness.

In addition, CRFCFW conducted a literature review of previous surveys of the fatherhood field in order to place the current survey in context.

Survey Design

The survey component of the study was designed to be conducted in three waves: 1) interviews with key research, practitioner, and policy stakeholders, 2) surveys of state agencies likely to be doing fatherhood work, and 3) surveys of local responsible fatherhood programs. Stakeholder interviews were primarily conducted over the phone. In addition, one focus group was held. State and local-program surveys were primarily conducted electronically using Google document's survey function. Paper copies of the program survey were also distributed at several fatherhood conferences. The state and program surveys consisted of both multiple choice and open-ended questions. (See the Appendix for copies of the stakeholder interview protocol and the state and program surveys.) Each wave was intended to inform the questions posed in the next.

The report is presented in five parts: 1) Literature Review, 2) Stakeholder Interviews, 3) State Survey, 4) Program Survey, and 5) Conclusion and Recommendations.

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Part I:

Review of the Literature

Part I: Review of the Literature

The Origins of the Fatherhood Field

The present day fatherhood field originated in the reexamination of gender and parenting roles that occurred as result of the sexual revolution and increases in divorce and single parenthood during the 1960s and 1970s. As concern over father absence grew during the 1970s and 1980s, a few programs designed specifically to help men as fathers began to appear (Sylvester & Reich, 2002). The federal government first became involved in fatherhood work with the passage of the *Family Support Act of 1988.* The act allowed state child support agencies to offer employment and training programs for non-custodial parents, and led to the first federal fatherhood demonstration projects, Parents' Fair Share and the Young Unwed Fathers Project (Sylvester & Reich, 2002). Shortly thereafter, in the mid-1990s, responsible fatherhood began developing into a true field, with the founding of organizations such as the Institute for Responsible Fatherhood and Family Revitalization, The National Partnership for Community Leadership, The National Practitioners Network for Fathers and Families, National Fatherhood Initiative (NFI), The Fathers and Families Coalition of America, and with financial support for fatherhood work from foundations such as the Ford Foundation, the Annie E. Casey Foundation, and the Charles Stewart Mott Foundation (Gavanas, 2002; Sylvester & Reich, 2002).

Surveys of the Field

Over time, surveys have played an invaluable role in recording the growth of the responsible fatherhood field. The first two national surveys, conducted in the mid 1990s, sought to identify and categorize existing programs and portrayed a newly emerging field. Shortly thereafter, surveys conducted in the late 1990s and early 2000s documented a growing field in transition and sought to define the field and assess its sustainability. After a nearly decade long gap, researchers began reassessing the state of the field in the late 2000s, offering an opportunity for reflection on how far the field had come and where it needs to go in the future. These more recent studies focused on features of the work undertaken by select groups of programs that had been formally evaluated or had received of federal grants. Although these studies do not attempt to assess the state of the broad field, they do provide insights about best practices among programs that our survey may suggest are rare or typical of fatherhood programs, generally. The following sections briefly review each of the major surveys and studies conducted during these three time periods. The review concludes by discussing how CRFCFW's survey contributes to the literature and the field.

The Mid 1990s: A Newly Emerging Field – Identifying and Categorizing Programs

1. New Expectations

James Levine and Edward Pitt conducted the first survey of the field in 1995. Their report, *New Expectations: Community Strategies for Responsible Fatherhood*, used three main sources to identify programs for inclusion in the survey: foundations likely to have funded fatherhood work; children and family focused organizations, practitioners, and academics; and newspaper ads for community based organizations. These sources yielded a list of several hundred programs. Based on a review of fatherhood services and the academic literature about fatherhood, Levine and Pitt (p. 6) then developed a five-part strategic framework for organizing the fatherhood field.

Table 1. *New Expectations* strategic framework

Prevent	*Prevent men from having children before they are ready for the financial and emotional

	responsibilities of fatherhood.
Prepare	*Prepare men for the legal, financial, and emotional responsibilities of fatherhood.
Establish	*Promote paternity establishment at childbirth so that every father and child have, at minimum, a legal connection.
Involve	*Reach out to men who are fathers, whether married or not, to foster their emotional connection to and financial support of their children.
Support	*Actively support fathers in the variety of their roles and in their continuing connection with their children, regardless of their legal and financial status (married, unmarried, divorced, employed, unemployed).

Findings

The bulk of the report profiles 18 programs chosen to represent a variety of service approaches, locations, and target populations; and describes how they fit the above strategic framework. A resource guide at the end of the report provides a directory containing contact information and a brief description of over 200 programs.

Discussion

Overall, the report represented a groundbreaking effort to define and document the newly emerging responsible fatherhood field on the program level. The five-part framework provided a common structure for understanding the basic types of work that constituted responsible fatherhood, while at the same time the program profiles provided a detailed depiction of the range of services offered within each type.

2. What the States are Doing

Closely following *New Expectations,* the Council of Governors' Policy Advisors (CGPA) conducted a national survey of states' involvement in responsible fatherhood in 1996, *What the States are Doing to Promote Responsible Fatherhood: A National Survey,* using funding from the Annie E. Casey Foundation. Impetus for the report stemmed directly from considerations about the impact of welfare reform on states' delivery of social services. The Personal Responsibility and Work Opportunities Reconciliation Act (PRWORA) of 1996 had devolved authority for most aspects of cash and in-kind assistance programs for single mothers and their children to the states. Interest in promoting responsible fatherhood was increasing, but little was known about the role that states were playing in promoting responsible fatherhood. The survey was conducted over the telephone with CGPA members in each state.

Findings

The information obtained from the survey was used to compile summaries of each state's involvement in fatherhood work and a directory of state contacts. The survey identified a number of different approaches to addressing fatherhood, including the use of:

- State coordinators
- Public relations campaigns
- Fatherhood summits
- Commissions on responsible fatherhood
- ***Paternity establishment policies***

- ***Mentor programs***
- Welfare reform waivers benefiting non-custodial fathers
- Mini-grants
- ***Family-supportive prison programs***
- ***Stricter child support enforcement***

- *Stricter statutory rape laws*
- *Divorce mediation*
- *Teen pregnancy prevention programs*

Many of the categories of involvement identified in the report fit the framework developed in *New Expectations*. (See bolded, italicized categories above and table below). In addition, the report identified a number of new types of state-fatherhood involvement not covered in *New Expectations*. These forms of involvement indicated greater coordination of fatherhood work beyond the local program level or enhancement of existing policies pertaining to fathers, such as child support. These types of involvement included: mini-grants, state coordinators, fatherhood summits, welfare reform waivers, public-relations campaigns, and commissions on responsible fatherhood.

Table 2. Comparison of *New Expectations* framework to categories of fatherhood involvement in *What the States are Doing*

New Expectations	What the States Are Doing
Prevent	* Teen pregnancy prevention programs *Stricter statutory rape laws
Prepare	*Stricter child support enforcement
Establish	*Paternity establishment policies
Involve	*Divorce mediation *Mentor programs
Support	*Family supportive prison programs

Discussion

The authors of the report were surprised both by the amount of fatherhood work taking place in states, and by variability in the conduct of the work underway.. Overall, the survey indicated a field still in the early stages of defining itself. Little consensus over the definition of state-fatherhood involvement even existed, with some states counting certain activities, which other states did not. Likewise, there was a great deal of variability in awareness of fatherhood activities within individual states, with some states having more centralized coordination of fatherhood efforts than others.

The Late 1990s – Early 2000s: A Field in Transition – Defining Fatherhood as a Field and Assessing Sustainability

3. Map and Track

Although published only a short time after *What the States are Doing, Map and Track: State Initiatives to Encourage Responsible Fatherhood* found a much more developed field. The National Center for Children in Poverty at Columbia University's Mailman School of Public Health published the original report in 1997 and a follow-up report using the same format in 1999. Two questionnaires were created, a more general questionnaire for state social / human service agencies, and a more targeted questionnaire for state TANF administrators. Similarly to *New Expectations, Map and Track*

developed a framework for organizing current work in the fatherhood field. Profiles of each responding state outline how the work reported by the states fit within the framework (Bernard & Knitzer, 1999; Knitzer & Bernard, 1997).

Table 3. *Map and Track* framework

Promoting public awareness about responsible fatherhood	* Sponsoring conferences, forums, or summits on responsible fatherhood *Using sports teams to bring the message of responsible fatherhood to the public *Using public service announcements on posters, radio, television, or the Internet *Using special publications on fatherhood *Other methods – ie. special day to recognize importance of parent involvement, public awareness committee
Preventing unwanted or too early fatherhood	*School linked strategies *Community based programs *Abstinence programs *Case management / mentoring / peer education *Stricter prosecution of statutory rape offenders *Other methods – ie. task forces or interagency councils
Enhancing fathers as economic providers	*Employment and training programs[1] *Enhanced paternity establishment methods *Stricter child support enforcement laws *Training staff at state and local service agencies about child support procedures *Continuing child support pass-through *State Earned Income Tax Credit (EITC) *Other methods – ie. agreements between state agencies and privately and publicly funded initiatives
Strengthening fathers as nurturers	*Access and visitation programs[1] *Divorce mediation / counseling for never-married couples *Programs for incarcerated fathers *Promoting father-friendly workplaces * Other methods – ie. public assistance for mothers who marry the father of their child, parenting classes
Promoting leadership capacity	*Statewide coordinating body for fatherhood initiatives *Tracking fatherhood expenditures *Mobilizing coalitions of community-based organizations *Mini-grants to encourage fatherhood programs. *Other methods – ie. using savings from TANF to sponsor fatherhood programs in state agencies, staff training about engaging fathers

[1] *Map and Track* specifically notes that these programs were often funded by TANF and Welfare-to-Work money.

Findings

The survey quantified state involvement in each of these five core components, and found a relatively high level of involvement in all of the components. Overall, findings differed little in 1997 and 1999. In 1999, the greatest number of states (43 out of 45 responding states) reported involvement in enhancing fathers as economic providers, perhaps indicative of the field's initial focus on encouraging non-custodial fathers to pay child support. In fact, many states appeared to equate responsible fatherhood with providing financially, while very few states reported focusing simultaneously on fathers as nurturers and as economic providers. As for the other framework components, states were least involved in promoting leadership capacity (22 out 45), and the number of states involved in the remaining three areas ranged from 36 to 38 (Bernard & Knitzer, 1999).

Discussion

Examining *Map and Track* in conjunction with its predecessors provides valuable insight into the growth of responsible fatherhood as a field. Within a few short years, the field of responsible fatherhood advanced from the initial documentation and categorization of direct services in *New Expectations* and *What the States are Doing*, to more nuanced considerations of the field's identity and sustainability in *Map and Track*.

1) Program Priorities
- *Mission*

The *Map and Track* survey responses suggested that states were beginning to reassess the purpose of their programs and to think about services for fathers more holistically. For example, states indicated that their approach to addressing fathers as financial providers was evolving from a punitive one based on strict child support enforcement to a more supportive one focused on education and employment.

- *Target Population*

In addition to developing a framework for organizing current work in the fatherhood field, *Map and Track* also started looking ahead, examining what the report termed the "changing face of fatherhood." Information gathered from the surveys indicated that although the responsible fatherhood field primarily targeted low-income non-custodial fathers, it was also evolving, and awareness of the diversity of fathers and their services needs was increasing. Several subgroups of fathers with unique needs were identified, including teen fathers, incarcerated fathers, single fathers, working fathers, African American and other minority fathers, and gay fathers.

- *Network Capacity*

Survey responses reflected the growth of responsible fatherhood beyond individual community based organizations into more structured program and policy networks. One of the main findings of the report was that "the fatherhood agenda is spreading to other policy areas and is being integrated into a broader family agenda" (Bernard, Knitzer, & Cohen, 1999, p. 57). Similarly, one of the authors' main recommendations for the field moving forward was that states should continue to expand their focus on fatherhood into all relevant agencies concerned with children and families.

2) *Funding Opportunities*

Funding is crucial to the sustainability of a field, and *Map and Track* highlighted the fact that much of the funding for fatherhood work derived from a limited number of sources: federal money, primarily through welfare reform and child support enforcement, and private foundations.

3) *Demand for Evidence-Based Practice*

Another key factor in promoting sustainability is the ability to demonstrate program effectiveness. The authors of *Map and Track* strongly recommended that the field begin to build evaluation capacity in order to demonstrate the impact of fatherhood programs on child well-being and other critical outcomes.

In comparison to the previous surveys, the *Map and Track* framework was more comprehensive than the *New Expectations* framework, and more systematic than the approaches listed in *What the States are Doing*. The core elements of each survey were virtually the same – the amount of overlap is outlined in the table below. Where *Map and Track* differed was in its scope, its identification of distinct organizing themes among a large number of diverse activities, and its consideration of the field's identity and sustainability. Overall, *Map and Track* represented a field on the verge of reaching the "tipping point" where a handful of unaffiliated programs begins growing into a united social movement (Bernard & Knitzer, 1999).

Table 4. Comparison of *New Expectations* framework, *What the States are Doing*, and *Map and Track* framework

New Expectations	What the States Are Doing	Map and Track
Prevent	*Teen pregnancy prevention programs *Stricter statutory rape laws	*Preventing unwanted or too early fatherhood
Prepare	*Welfare reform waivers benefiting non-custodial fathers *Stricter child support enforcement	*Enhancing fathers as economic providers
Establish	*Paternity establishment policies	*Enhancing fathers as economic providers
Involve	*Welfare reform waivers benefiting non-custodial fathers * Family-supportive prison programs	*Strengthening fathers as nurturers
Support	*Mentor programs *Divorce mediation	*Strengthening fathers as nurturers
	*Public relations campaigns	*Promoting public awareness about responsible fatherhood
	*State coordinators *Fatherhood summits *Commissions on responsible fatherhood *Mini-grants	*Promoting leadership capacity

4) Bay Area Fatherhood Initiatives

Following closely on the heels of *Map and Track*, the Bay Area Fathering Integrated Data System (BAyFIDS) Project tackled similar issues as the previous surveys, but with a different approach, focusing on the county and local level. The National Center on Fathers and Families (NCOFF) at the University of Pennsylvania conducted the survey in nine counties around the San Francisco Bay Area of California. NCOFF chose to focus on the county level in order to illuminate the relationship between public and private programs. NCOFF believed that examining fatherhood at the county level would offer an ideal platform for assessing the implementation of federal and state policy, much of which occurs at the county level. Although much can be learned from this regional example, it is still important to note that the results are not necessarily representative of the field generally.

The motivation for BAyFIDS stemmed from two distinct phenomena: the rapid expansion of fatherhood work at the program, research, and policy levels in the previous five years and the simultaneous lack of information and awareness about existing programs. The project consisted of two phases, published in 2001 and 2003.

Phase I: Portraits and Possibilities

The first phase of the project focused primarily on collecting baseline data, such as the number and types of programs in existence, program mission statements, service offerings, target populations, and participant demographics. In addition, the survey sought to identify the degree of collaboration between county agencies and local programs. Phase I utilized three data sources: 1) mail and telephone surveys for program staff, 2) site visits and focus groups with program staff and participants, and 3) semi-structured telephone interviews with county-level staff in social and family services, public educational institutions, and the court system.

The information obtained from the surveys and interviews was used to compile two resources, a directory and a database. The directory contained contact information and basic program information for all of the programs identified by the project and was publicly available on the internet. The dataset contained more detailed program information that was intended to illustrate the degree to which fatherhood work was integrated in larger service networks. Individual chapters summarized findings for participants, programs, and county agencies.

Findings

Participants

A participant profile was constructed consisting of the following demographics: age, ethnicity, number of children, poverty status, employment status, marital status, literacy and numeracy, and educational attainment. The typical program participant was over 30, Hispanic, low-income, working poor, never-married, and had low educational attainment.

Private Programs

The program profile offered a detailed picture of program objectives and infrastructure. (See table below).

Types of Programs and Services

The majority of programs (66%) classified themselves as parenting programs, with objectives such as increasing father / child contact, improving parenting skills, and improving the quality of father / child relationships. A substantial number of programs (33%) also focused on teen fathers and preventing

teen pregnancy (33%). Services offered typically consisted of parenting classes, peer support groups, co-parenting classes, and child development education. Programs recruited participants using a variety of methods, including word of mouth, advertising campaigns, court mandates, referrals from other community-based organizations, and affiliations with religious institutions. The most frequently employed strategy, used by 75% of programs, was word of mouth from past participants. Less than half of programs used a curriculum, and the largest percentage of those that did (26%) had developed the curriculum internally. Nearly half of programs (44%) were able to successfully retain over 50% of fatherhood clients, but almost a third (28%) reported having trouble with retention.

Program Infrastructure

The vast majority of programs (79%) were housed within non-profit organizations as opposed to for-profit organizations or public agencies. Half of organizations had been serving fathers for 6 years or more, with a substantial percentage of relative newcomers (25%) that had been serving fathers for less than three years. Organizations were fairly evenly divided over the population they had been founded to serve, whether fathers / men, mothers, or families. Most organizations had a relatively small number of full-time staff (median = 3) devoted to fatherhood.

Challenges

Private programs reported several challenges to doing fatherhood work, including:

- Insufficient funding
- Uncertainty of funding
- Limited participant resources
- Low priority of government

Table 5. BAyFIDS profile of fatherhood programs

Types of Programs	*Parenting	66%
	*Responsive fathering	50%
	*Early/teen fathering support	33%
	*Teen pregnancy prevention	33%
Organization	*Non-profit	79%
	*For-profit	7%
	*Public agency	7%
Years Serving Fathers	*Mean	10
	*Median	6
	* Less than three years	25%
Retention	*Retention rate > 50%	44%
	*Retention problems	28%
Curriculum	*Internally developed	26%
	*Purchased	11%
	*Developed by others	7%
	*Bought / revised internally	2%
Population Founded to Serve	*Fathers / men	18%
	*Mothers	24%
	*Families	23%
	*Others	25%

Staff Capacity	*Median # of full time staff	3
	* Median # of part-time staff	4
	* Median # of volunteers	6
Recruitment	*Past participant word of mouth	75%
	*Community referral	67%
	*Nonparticipant word of mouth	50%
	*Advertising	48%
	*Mandates	24%
	*Affiliation with religious group	6%
Main Objectives	*Increase contact between father/child *Improve parenting skills *Improve quality of father/child interactions *Promote father/child bonding *Involve father in child's basic care *Decrease prevalence of child abuse *Increase father participation in child's schooling	
Primary Services	*Peer support groups *Parent education classes *Cooperative parenting classes *Child development education classes *Peer/group learning opportunities	
Concerns	*Insufficient funding *Uncertainty of funding *Limited participant resources *Low priority of government	

County Level Programs
The county profile sought to characterize the type of fatherhood work occurring at the county level. (See table below).

Types of Programs and Services
Of the nine counties surveyed, seven were actively engaged in fatherhood work, and two were in the process of developing programs. Three primary factors motivated counties to develop fatherhood programs: the need to increase child support payments, the recognition that children benefit from involved fathers, and the availability of state grants. County involvement in fatherhood work took a number of different forms, from indirect involvement through planning and administration to direct involvement in implementing and facilitating programs. Programs focused on non-custodial fathers generally, as well as teen fathers more specifically. Program objectives concentrated fairly narrowly on child support, employment, and parenting. A few programs did not work directly with fathers at all, but focused on developing interagency service networks for fathers.

Program Infrastructure
The majority of county programs received funding from state grants. Overall, funding levels were declining, except for programs receiving federal Welfare-to-Work funding. Unlike the private programs, the majority of county programs had been in existence for only a short time. Half of programs had only existed for a year or less, while only 12% had existed for more than three years.

Although counties were collecting significant amounts of program data, very little data was shared between counties.

Challenges
Counties identified a number of challenges to doing fatherhood work, including:

- Inability to recruit fathers
- Lack of funding
- Small staff
- Lack of time for planning and innovation

Table 6. BAyFIDS profile of county level involvement with fatherhood

County Effort	*7 counties with programs *2 counties developing programs
Governmental Roles	*Planning *Administration *Implementation *Facilitation
Focus of Governmental Efforts	*Adolescents *Non-custodial fathers *Development of interagency public/private service networks
Program Objectives	*Increasing child support collections *Changing attitudes towards parenting *Parenting skills development *Job-market skills development
Major Concerns	*Inability to recruit fathers *Funding *Small staff size *Lack of time for planning and innovation
Funding	*Primary support – state grants. *Most funding falling, except for funding from Welfare-to-Work.
Data Sharing	*Most counties collected significant amounts of data. *Counties did not share data.
Years Programs Have Existed	*One or fewer: 50% *One to three: 38% *Three or more: 12%
Reasons Programs Were Created	*Low child support payment rate. *Realization that fathers are important to child outcomes. *Availability of state grants.

Discussion
The information provided by both the private programs and county agencies highlighted several key issues and challenges for the field. In many ways, these issues paralleled the issues of identity and sustainability identified in *Map and Track*. Both surveys identified funding and lack of evaluation as challenges to the field's sustainability. But whereas *Map and Track* found positive signs of growth in

the field's progress defining itself, BAyFIDS found a field struggling with unanswered questions about its mission. Additionally, whereas *Map and Track* saw opportunity for greater networking on the state level concerning the integration of fatherhood into family services, BAyFIDS encountered a great deal of lost opportunity for networking and lack of collaboration on the local level.

1) Program Priorities
- *Mission*
  If the Bay area was representative of events elsewhere in the country, the BayFIDs report indicated that fatherhood as a field was still struggling to define itself. Many programs worked with fathers, but did not perceive themselves as engaged in "fatherhood" work. This was particularly true in settings such as schools and child care centers. In addition, the purpose of fatherhood programs was not always clearly conveyed to the general public. Because of the direct government connection, many people perceived county-sponsored programs as punitive and as only interested in collecting more child support money rather than attending to the full range of fathers' needs. Among private programs, although service offerings had clearly expanded from the traditional focus on employment and child support, participants reported many unmet service needs, particularly in relation to education, legal services, and health and mental health.

- *Network Capacity*
  Opportunities to share information and resources were lost due to a lack of coordination among programs.

2) Funding Opportunities
  Lack of consistent funding reduced program capacity, and made it more difficult for programs to attend to the full range of fathers' needs. Funding was an issue for both private and county agencies.

3) Demand for Evidence Based Practice
  Few programs used a curriculum, which made it difficult to measure outcomes and identify and replicate successful services.

Phase II: Policymaker and Practitioner Perspectives on Integrating Fathering Efforts
Phase II had four main objectives: 1) to update basic program information in the directory, 2) to review the work that had been done in the two years since the first survey, 3) to assess changes in the funding environment, and 4) to discuss plans for programs' futures over the next five years.
All of the programs included in the original directory were re-contacted, and telephone surveys were conducted with the Departments of Child Support Services, Social Services, and Education in the nine survey counties.

Findings

Directory
Overall, there were very few changes to the directory. No new programs were identified, and very few dropped out. There were, however, significant amounts of staff turnover and changes in contact information.

Program Changes

Several years earlier, *Map and Track* noted that states were beginning to take a more holistic approach to child support enforcement. By 2003, the BAyFIDS Project found evidence of this shift on the ground in county Child Support Services field offices. Child support staff demonstrated a new appreciation for the importance of working with fathers to support their efforts both to pay child support and to be involved with their families.

Funding Changes

Although the number of programs had not changed significantly, the authors interpreted the lack of growth as a stalemate indicative of funding constraints. Interest in serving fathers did not appear to be waning, rather the capacity to leverage separate funding streams dedicated solely to fathers appeared to be in jeopardy. Instead of using separate funding, the authors hypothesized that agencies were serving fathers with existing funding for children and families. At the county level, fatherhood appeared to be a low social service funding priority. Counties with fatherhood programs relied upon external grants rather than internal core funding to operate the programs.

Plans for the Future: Response to Current Policy Issues

The survey questions addressed programs' responses to two major policy issues: the increasing emphasis on healthy marriage, and the upcoming TANF reauthorization. Interestingly, these two trends had had little impact on either the county-funded or privately run agencies. Other than concern about the potential economic impact on their clients, neither counties nor private agencies had made significant plans related to the TANF reauthorization. Likewise, neither had plans for incorporating healthy marriage into their service offerings.

Discussion

All of the previous surveys had either focused on the public sector or the private sector. The fact that the BAyFIDS Project focused on the relationship between the two provides a strong indication of growth in the field. At the same time, the survey still found evidence of some of the same identity struggles noted in previous surveys. According to the authors of the report, "the most daunting prospect we faced was to define what actually constituted or could be considered a 'fathering program.'" (Gadsden & Rethemeyer, 2003, p. x). Additionally, although the expansion of fatherhood in the private and public sectors seemed to present an opportunity for network building, over the course of the two phases of the project, little evidence of collaboration between public and private agencies, or between public agencies, was found. On the other hand, the transition within Child Support Services from emphasizing the collection of child support to emphasizing the importance of fathers' financial and family involvement represented a profound shift in approach to service delivery for fathers.

Like *Map and Track,* the BAyFIDS Project encountered a field in transition. However, the BAyFIDS Project found greater ambiguity over which way the field would tip, perhaps because the on-the-ground perspective provided by interviews with practitioners and participants more clearly illuminated the challenges facing the field than the bird's eye view perspective from the state level in previous surveys. The BAyFIDS Project concluded that the future of fatherhood looked "cloudy." On the one hand, it seemed that the "seeds of change" had been sown, and that even if new agencies were not being created to serve fathers, at least existing agencies had transformed their services to incorporate a greater emphasis on fathers (Gadsden & Rethemeyer, 2003, p. xix). On the other hand, without a new

influx of core funding, it appeared that the field could also be poised at "that weightless moment before a massive fall begins" (Gadsden & Rethemeyer, 2003, p. xi).

The Late 2000s – 2010s: A Field in Reflection – Reassessing What's There and Determining Best Practices

By the late 2000s, it was clear that the field of responsible fatherhood had not disappeared. Yet it had undergone significant changes, most notably due to the emphasis placed on healthy marriage beginning under President Bush. The Deficit Reduction Act of 2005 authorized $100 million for healthy marriage, but only $50 million for responsible fatherhood. Not only did the act set responsible fatherhood in competition against healthy marriage, but it also attempted to integrate healthy marriage into responsible fatherhood by making healthy marriage activities an allowable part of responsible fatherhood grants. Although President Obama established equity between healthy marriage and responsible fatherhood by allocating $75 million to each in 2011, the 2011 grants also included healthy marriage as an allowable part of responsible fatherhood grants.

Nonetheless, President Obama's passion for fatherhood infused new interest in the field and seemed to indicate that responsible fatherhood was moving past the tipping point towards becoming a true social movement. Yet it was still unclear what actually constituted the field of responsible fatherhood – which programs had survived the funding fluctuations over the previous ten years, what new programs had been created, what types of services they were offering, or who they were serving. Thus several surveys began a new round of stock-taking.

Additionally, increasing attention to evidence-based practice at the policy level was placing greater emphasis on the use of program evaluation, but it was also unclear to what extent programs on the ground were adopting evaluation measures, or what the results of existing evaluations meant for fatherhood as a field. Thus, for the first time, research studies began synthesizing findings from existing program evaluations in order to assess the state of the field from a scientific standpoint.

Reassessing What's There: Surveys

5) NRFC State Profiles
Between 2007 – 2010, the National Responsible Fatherhood Clearinghouse (NRFC) created profiles of states' involvement in responsible fatherhood that highlighted fatherhood and parenting alongside healthy marriage, economic stability, and incarceration and reentry. The profiles covered direct service as well as policy. They were intended to be a resource for the general public and are available in the library on NRFC's website, fatherhood.gov.

Table 7. NRFC Responsible Fatherhood State Profiles

Strategies Intended to Promote Parenting and Responsible Fatherhood	Strategies Intended to Promote Healthy Marriage	Strategies Intended to Enhance Fathers' Economic Stability	Incarceration and Reentry

State-Funded Direct Service Parenting/Responsible Fatherhood Programs	State-Funded Marriage Preparation Activities	Temporary Assistance for Needy Families Benefits	Services and Programs for Incarcerated Fathers
State-Funded Programs to Prevent Unwanted or Early Fatherhood	Other Marriage Initiatives	Services Geared Toward Low-Income Noncustodial Fathers	
The Family and Medical Leave Act		Job Training and Employment Services	
Domestic Violence Services			
Child Custody Policy			
Paternity Establishment			
Child Support Assistance			
Child Support Enforcement			

Findings

The NRFC profiles strictly presented individual state data. They did not attempt to undertake any analysis or synthesize the information in any way.

Discussion

Although the NRFC profiles did not include any analysis, the categories used to present the data are telling. Like the early surveys, NRFC sought to identify and categorize work happening in the fatherhood field. In comparison to the earlier surveys, however, it is clear that NRFC considered a much broader range of work as part of the fatherhood field. The inclusion of distinct subfields for healthy marriage, economic stability, and incarceration and reentry also indicated that the services offered under the fatherhood umbrella had expanded considerably since the first surveys.

6) ACF Survey

From 2009 - 2010, the Administration of Children and Families (ACF) undertook a mapping project with the intention of creating an easily accessible national directory of Responsible Fatherhood programs, Healthy Marriage programs, and Assets for Independence programs. The African American Healthy Marriage Initiative (AAHMI), under the leadership of key ACF executives, took the lead on the project.

Figure 1. Interactive Combined Mapping Database of Assets for Independence Grantee, Responsible Fatherhood Program/Resources, and Healthy Marriage Grantees[4]
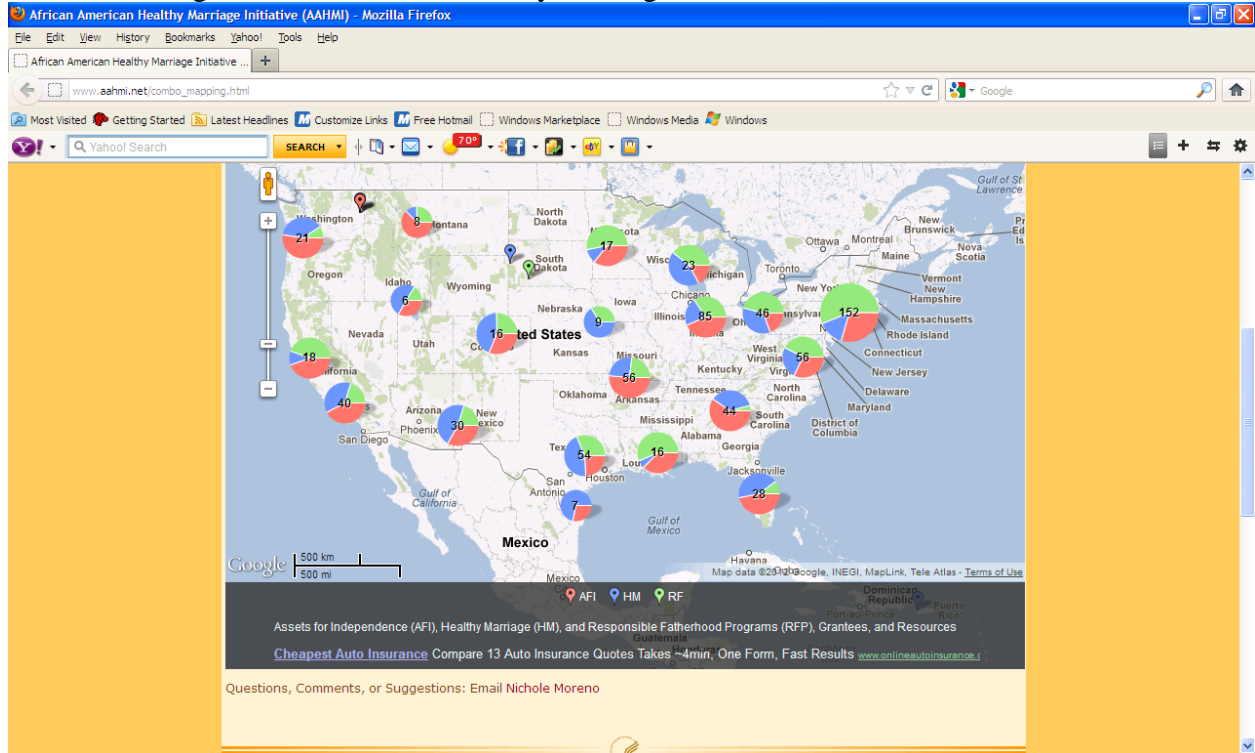
Findings

Individual programs were not contacted directly, because the mapping effort was not undertaken for analytical purposes. Instead, the maps are primarily based on lists of ACF grantees. In addition, ACF regional specialists and large national fatherhood organizations were asked to supply contact information for all of the fatherhood programs of which they were aware. Results for all three types of programs were compiled into interactive maps, allowing users to find the programs closest to their location. Individual maps are available for each of the three types of programs (Responsible Fatherhood, Healthy Marriage, and Assets for Independence). A combined map (depicted above) also represents all three together.

Discussion

The mapping project served some of the same purposes as *New Expectations*. After such a long gap between comprehensive surveys of the field, the mapping project started from the beginning by re-identifying programs and recreating a national directory. At the same time, as with the NRFC state profiles, the inclusion of Healthy Marriage and Assets for Independence programs indicated growth in awareness of overlapping needs between fatherhood and other social services. Although Responsible Fatherhood programs have always promoted economic stability, they have historically done so through employment services and child support assistance. Asset building is a much newer concept for the field .

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[4] African American Healthy Marriage Initiative. http://www.aahmi.net/combo_mapping.html

7) Census of Male Focused Programs

In 2010, Thinking Man Consulting conducted an on-line survey of over 300 "male-focused" programs. "Male-focused" was defined as "all charitable activity undertaken by respondents with either an exclusive or primary focus on men and boys" (Harris, 2010, p.6). Thinking Man Consulting believed this to be the first survey of its kind. A variety of organizations working in direct social service, research, policy, and media campaigns were included in the survey. Motivation to group this diverse array of organizations together under the broad definition of "male-focused" stemmed from the perception that a variety of factors were combining to create a "male crisis" in the United States. These factors included: declining earnings and employment opportunities for less-educated men, generally declining educational attainment, and increasing rates of incarceration for subgroups of men. Despite addressing similar issues, the multitude of disciplines focusing on males seemed to lack cohesion and awareness of each other's activities.

Findings

The survey consisted of ten questions related to three areas: organizational capacity, service offerings, and geographic distribution. Organizational capacity was assessed through two questions: years of operation and budget. The majority of programs responding (60%) had been in operation for at least six years, and had a relatively modest budget of $300,000 or less (70%) with a small staff of 1 to 3 people (65%). The most frequently offered services were educational services, violence prevention, employment, parenting, health, and reentry. Participants fell into several distinct groups, with fathers (67%) and students (67%) being the most common. Other groups included unemployed men, school leavers, and formerly incarcerated men. Practically all programs (95%) worked with African American males, followed by Latino males (75%), and Caucasian males (61%). Programs targeted both men and boys, and reported working with participants ranging from 5 years to 55+ years. Programs responded from 34 different states and Washington D.C. , with fairly good regional representation. Responding programs were concentrated, however, in large states with densely populated urban areas. Over 50% of responses came from just four states: California, New York, Pennsylvania, and Texas.

Discussion

Rather than identifying programs or creating a directory as the ACF map did, the main purpose of the survey was to create a profile of the average "male-focused" program. Thus it is noteworthy that a full 2/3 of responding programs worked with fathers. Similar to the inclusion of healthy marriage and assets for independence programs on the ACF map, widening the perspective on fatherhood to consider it as part of a larger field of "male-focused" programs seemed to indicate a growing awareness of overlapping needs between fatherhood and other social services. A second brief focusing solely on survey responses from New York State concluded by emphasizing the need for comprehensive services:

> Sustaining and strengthening male-focused work over time would be aided by developing alliances across the issue silos – education, employment, health, etc. More to the point, men and boys are whole people with diverse needs. The organizations committed to aiding them must be responsive and offer an array of supports designed specifically for males (Harris, 2011, p. 7).

Determining Best Practices: Research Studies

8) National Responsible Fatherhood Clearinghouse (NRFC) Series on Promising Practices
In addition to publishing the profiles of states' involvement in responsible fatherhood, NRFC also sponsored a series of reports between 2007 – 2009 about promising practices in the responsible fatherhood field. More meta-analyses than surveys, the NRFC reports assessed what the field of responsible fatherhood has learned about effective programs through evaluation. The reports sought to connect research and practice by offering practical guidelines for designing rigorous evaluations and by highlighting characteristics of effective programs.

The first report considered fatherhood programs broadly, while three subsequent reports focused on specific types of programs: teen programs, criminal justice programs, and self-sufficiency / employment programs. Rather than trying to capture a particular moment in time, these reviews looked across time, starting with the first published evaluations of fatherhood programs from the early 1990s, in order to provide a comprehensive picture of research findings.

All four reports used the same process for defining a scientifically rigorous evaluation according to ten core principles: selection of program sample, evaluation design, sample size, long-term follow-up, reliability and validity of study measures, proper statistical analysis, and dissemination of results, independent external evaluator, replication, and fidelity to the program model. The review then classified programs as either "model," "promising," or "emerging" based on the quality of their evaluation methods. Model programs used an experimental evaluation design, promising programs used a quasi-experimental design, and emerging programs used either descriptive, pre-test / post-test, or implementation evaluations. Common characteristics among the model programs served as the basis of recommendations for promising practices. Appendices at the end of the reports provided detailed information about each program included in the analysis. Because all four reports followed a similar model and made similar recommendations, with only slight variations according to the target service or population, only the first report will be reviewed here.

Findings

Elements of Promising Practice for Fatherhood Programs: Evidence-Based Research Findings on Programs for Fathers (2007)

The 2007 report on fatherhood programs identified five distinct types of programs, including:

- Father Involvement & Co-Parenting Programs

- Self-Sufficiency/Employment Programs

- Risky Behavior/Disease Prevention Programs

- Fathers' Mental Health Programs

- Fatherhood Programs with Multiple Components

This typology is noteworthy for its holistic approach to fatherhood in comparison earlier surveys. Indeed the 2000 BAyFIDS report identified health and mental health services as unmet service needs.

The review assessed thirty-four programs. Eight programs met the criteria for "model" programs, 14 programs met the criteria for "promising" programs, and 12 programs met the criteria for "emerging" programs. Based on the review findings, the report identified "ten characteristics of effective fatherhood programs" shared by the model programs. The recommendations were intended to offer practical advice that would be relevant for practitioners. Characteristics of effective programs included:

1. Appropriate teaching materials for population served
2. Facilitators who believed in the program and who had received training about the program
3. High staff-participant ratio
4. Targeted curriculum
5. Theoretical approaches known to be effective in influencing parenting behavior in other contexts
6. Use of a variety of teaching methods designed to personalize the material and approach fathers as individuals
7. Sufficient amount of time to complete core activities
8. Staff who engaged with fathers one-on-one
9. Incentives to encourage program participation
10. Ability to replicate curriculum with fidelity

Discussion
The reports' emphasis on scientifically rigorous evaluation methods was indicative of a new era in responsible fatherhood focused on establishing evidence-based practice. The reports portrayed the ability to identify and replicate programs with proven effectiveness as a key issue in determining the field's future. However, few programs had been rigorously evaluated or replicated.

9) Noncustodial Parents: Summaries of Research, Grants, and Practices
In 2009, the federal Office of Child Support Enforcement (OCSE) produced a report that compiled studies of OCSE and state funded responsible fatherhood programs. Programs were divided into 4 categories:

- Fatherhood, Employment, and Training
- Child Access and Visitation
- Incarceration and Re-entry
- Projects in Progress (descriptions of current grants)

Findings
The report merely presented summaries of each study. It did not attempt to synthesize or review the studies in any way. In fact, the report was quite explicit about its inability to do so:

> It is not always easy to draw firm conclusions from this work. While we have summarized findings and lessons learned from a large number of projects, not all used a rigorous methodology. Further, there was no systematic attempt to build on and

learn from prior projects. Each round of grants did not always incorporate findings
from previous research as projects often overlapped in time (OCSE, 2009, p.5).

Discussion

Although it merely presented summaries of studies, the report reached 2 valuable conclusions in doing so: 1) Evaluations of responsible fatherhood programs are not using scientifically rigorous evaluation methods. 2) Responsible fatherhood programs are not building upon prior evaluation research.

10) Catalog of Research: Programs for Low-Income Fathers

Much like the Promising Practices series, the *Catalog of Research* assessed what the field of responsible fatherhood has learned about effective programs through evaluation. In fact, many of the same studies are included. A meta-analysis of responsible fatherhood program evaluations conducted since 1990 yielded a review of 75 studies from 62 programs.

Evaluation studies were categorized as either impact studies, implementation studies, or descriptive studies. Impact studies were defined as those using a comparison or control group. Implementation studies were defined as those reviewing program operations and service delivery processes, such as recruitment and retention. Descriptive studies were defined as those assessing program outcomes, but without using a scientifically rigorous evaluation model.

Similar to the "model," "promising," and "emerging" classification system used in the Promising Practices series, studies were also assigned ratings of either "high," "moderate," "low," or "unrated" based on the quality of their study design. Only studies that had used a random assignment evaluation design could receive a "high" rating. In general, the section on impact studies included evaluations that had been ranked as "high" or "moderate." It was possible for a single study to contain multiple ratings. For example, the study could have been ranked as "high" for its evaluation of parenting skills, but "low" for its evaluation of child outcomes. The section on implementation studies included evaluations that were ranked as "unrated" because they did not examine participant outcomes. Finally, the section on descriptive studies included evaluations that were ranked as "low" because they had not used a comparison or control group to report program outcomes.

In addition to describing its rating and review process, the *Catalog of Research* also provided a detailed list of program outcomes that were evaluated in the studies. The general outcome domains included: father's economic self-sufficiency, fathers' well-being, fathers' financial support of children, father involvement, parenting skills, co-parenting, relationship status and quality, domestic violence, and child outcomes.

Findings

The *Catalog of Research* did not synthesize its reviews and ratings. Rather, each study is presented individually by category: impact, implementation, and descriptive. Nonetheless, a quick glance at the table of contents is quite telling. Twelve evaluations (19%) met the criteria for an impact study, 18 (29%) met the criteria for an implementation study, and 32 (52%) met the criteria for a descriptive study.

Discussion

The conclusions to be drawn from this report are the same as those from the Promising Practices series. It is clear that the field of responsible fatherhood has become more focused on developing a

body of evidence-based practice *in theory.* It is also clear, however, that practice has not quite caught up with theory, because few programs have been rigorously evaluated or replicated.

11) Improving Economic Stability for Low-Income Fathers through Responsible Fatherhood Programs

In 2011, the Lewin Group published a report for the Administration of Child and Families (ACF) about the design, implementation, and effectiveness of responsible fatherhood programs providing services to improve economic stability. The review included 32 of the 37 programs awarded ACF fatherhood grants in 2006 that specified economic stability as a core activity. Economic stability activities included:

- Helping fathers improve their economic status by providing activities, such as work first services, job search, job training, subsidized employment, job retention and job enhancement; and encouraging education, including career-advancement education.
- Coordinating with existing employment services, such as welfare-to-work programs, referrals to local employment training initiatives.
- Disseminating employment materials.
- Offering financial planning seminars, including those that improve a family's ability to effectively manage family business affairs through education, counseling, or mentoring on matters related to family finances, including household management, budgeting, banking and handling of financial transactions and home maintenance.

The report relied on three sources of informaiton: program data, a focus group with the program officers who oversaw the grants, and interviewes with program managers.

Findings

On average, programs reported significant improvement, but failed to clearly define improvement. Upon closer interrogation of program outcomes, the report found "limited evidence for the efficacy of economic stability activities in helping men achieve lasting economic stability" (The Lewin Group, 2011, p. 12). When programs were successful, however, the success appeared to be due to high quality staff and strong partnerships with employers. As did the NRFC reports on promising practices, the Lewin Group made a number of recommendations (many of which were quite similar to the NRFC recommendations) for improving program effectiveness:

- Provide comprehensive services.
- Partner with other community agencies.
- Provide long-term services.
- Involve mothers.
- Use trained staff who relate well to fathers.
- Use teaching methods and materials appropriate for population.
- Provide father-friendly meeting space.
- Establish meaningful partnerships and leverage them.
- Know your program's participants and adapt services to meet their needs.
- Ensure that the curriculum and delivery meets participants' needs.

- Provide incentives and supports to recruit and retain clients.
- Hire dedicated staff with ability to build one-on-one relationships with fathers.

Discussion

The Lewin Group report concluded much as the NRFC reports on best practices, noting that few programs had been rigorously evaluated and calling for more research. On a more positive note, the fact that both the NRFC reports and the Lewin Group report identified similar characteristics of effective programs from the limited evaluation data available provides clear guidelines for the field moving forward.

Conclusion: What Have We Learned from Previous Surveys?

So what have we learned from previous survey? The following is a brief list of key lessons:

Programmatic Priorities
- Services offered by fatherhood programs have been continually evolving and expanding in both the public and private sectors.
- As services have evolved and expanded, fatherhood has continually needed to reassess and define its mission.
- Because services have both expanded and been subjected to fluctuations in funding, the field has continually faced a need to identify programs and update program directories.
- The ability to build networks between and within public and private sector agencies has repeatedly emerged as an important issue for the field's sustainability.

Funding Opportunities
- Identifying stable funding sources has been a major issue throughout the field's history.

Demand for Evidence Based Practice
- The field is currently facing pressure to develop a body of evidence-based practice.

Although the field has been evolving and developing, many of the key issues addressed by previous surveys are still relevant questions today: questions of identifying and categorizing programs, assessing the field's programmatic priorities, and examining the field's sustainability in terms of funding and evidence-based practice. These are precisely the questions that CRFCFW's survey will seek to answer.

Table 8: Summary of the history of fatherhood surveys

	Survey	Sources	Survey Scope	Service Level	Date
Early	New Expectations	Foundations, children and family focused organizations, practitioners, and academics; and newspaper ads.	National	Program	1995
Early	What the States are Doing	Members of the Council of Governors' Policy Advisors	National	State	1996
Mid	Map and Track	State social / human service agencies and state TANF agencies	National	State	1997, 1999
Mid	BAyFIDS	Fatherhood program staff and participants; county-level staff in social and family services, public educational institutions, and the court system	Local	County, Program	2000, 2003
Late: Survey Research	NRFC State Profiles	State agencies	National	State	2007 - 2010
Late: Survey Research	ACF Map	ACF grantees, ACF regional specialists, large national fatherhood organizations	National	Program	2009
Late: Survey Research	Census of Male Focused Programs	On-line census of more than 300 male-focused programs across the United States	National	Program	2010, 2011
Late: Survey Research	NRFC Promising Practices	Analysis of previously published fatherhood program evaluations	National	Program	2007 - 2009
Late: Survey Research	Non-Custodial Parents: Summaries of Research, Grants, and Practices	Summaries of OCSE and state funded responsible fatherhood programs	National	Program	2009
Late: Survey Research	Catalog of Research	Analysis of previously published fatherhood program evaluations	National	Program	2011
Late: Survey Research	Lewin Group – Economic Stability Programs	ACF responsible fatherhood grantees in 2006 providing economic stability services	National	Program	2011
CRFCFW	CRFCFW Survey	State social / human service agencies, ACF grantees, NRFCBI grantees, ACF map, former demonstration sites, Fatherhood conference attendees, Regional contacts	National	State, Program	2012

Part II:

Stakeholder Interviews

Part II. Stakeholder Interviews

1. Research Questions

The main purpose of the stakeholder interviews was to establish a basic understanding of how the field of responsible fatherhood is currently organizing itself. Initially the field was primarily based around child support and employment assistance for low-income fathers, but the field has greatly expanded over the past decade. To capture this expansion, we first created a table mapping our perception of the field as differentiated by target population and types of services offered. We identified four main areas that we felt were distinct enough to qualify as their own subfields: 1) services for low-income fathers, 2) services for middle-income fathers, 3) co-parenting services for couples (not marriage oriented), and 4) services to increase fathers' involvement in their children's education. We then created an interview guide based on this table.

2. Participants

We interviewed six individuals over the phone, and conducted one focus group containing another six people. Participants' expertise included a wide variety of policy, practice, and research knowledge; and ranged from operating responsible fatherhood intermediary organizations to administering federal responsible fatherhood and healthy marriage programs.

3. Findings

Interview findings fell into 5 main categories within the 3 research purposes identified above:

Programmatic Priorities
- The impact of fathers' socioeconomic status on the types of services provided.
- The relationship of Healthy Marriage to Responsible Fatherhood.
- New directions in fatherhood work.

Funding Opportunities
- Funding challenges and sources.

Demand for Evidence-Based Practice
- Challenges to implementing program evaluations and acquiring a body of evidence-based practice.

In addition, survey participants recommended contacts for the state survey.

Programmatic Priorities

A. Socioeconomic Status
Interview participants unanimously agreed that income is a defining factor in the field because the service needs of lower-income fathers differ dramatically from those of middle- and upper- income fathers. However, participants also offered several caveats to this blanket statement. They emphasized that income is not a permanent or immutable category and that focusing too heavily on low-income fathers obscures the diversity of the field.

The main distinction between the service needs of lower- income fathers and higher-income fathers is that lower-income fathers are often facing a variety of barriers such as unemployment, unstable housing, substance abuse, large amounts of child support arrears, and limited education that must be addressed before program can focus on parenting. In fact, one participant felt that the goal of programs serving lower-income fathers should be to create a network of support, rather than just providing the traditional employment services. Similarly, another participant articulated that the variety of services with which programs connect low-income fathers are not separate subfields from the core fatherhood work, but rather "pieces of the whole." Figure 1, below, illustrates what appeared to be a common understanding of the ideal service flow for low-income fathers.

Figure 2. Service model for low-income fathers
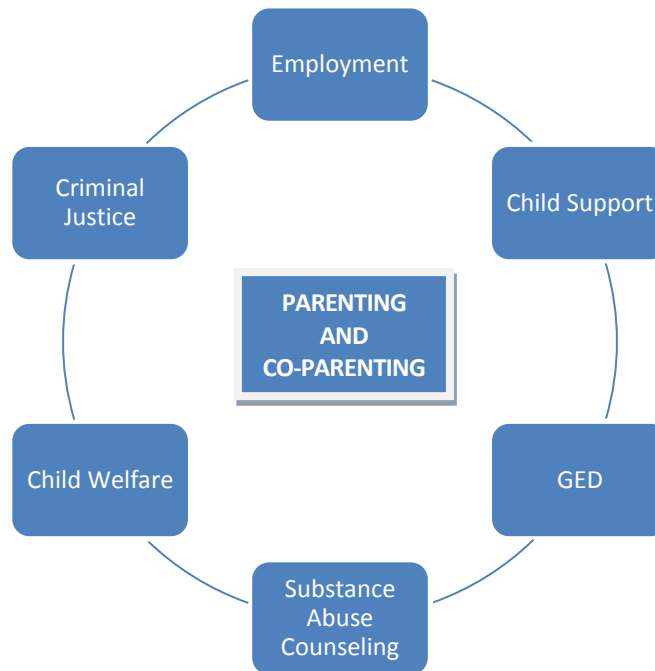
The danger of this model is that programs may get stuck in the outer supportive services without having a chance to focus on the parenting issues at the core of the fatherhood field. Programs serving higher-income fathers, on the other hand, are freer to focus on central issues of child development, parenting, and parental rights. Although issues such as child development are universal and are important for all fathers to understand, the setting and context through which this content is delivered, even the examples used for discussion, differ by socioeconomic status.

Another participant noted that when child support enforcement agencies fund programs serving middle- or higher-income fathers, they tend to be for access and visitation services. Interest in enhancing access and visitation rights for all fathers, not just middle- or higher-income divorced fathers is growing, as evidenced by the inclusion of an initiative to promote access and visitation in the federal Office of Child Support Enforcement's (OCSE) budget proposal for 2013. Historically, however, child support enforcement agencies' involvement with programs targeting lower-income fathers has tended to focus on employment and child support rather than visitation.

Despite these differences, the needs of higher- and lower- income fathers are often the same at base, and thus the field is seeing spillover and overlap between services for the two. For example, one participant noted that lower-income never-married and higher-income divorced fathers have the same need for co-parenting skills, while another commented that co-parenting services originally designed by psychologists for higher-income fathers are being adapted to use with lower-income fathers. Indeed parenting and co-parenting services were viewed by one participant as both the heart of responsible fatherhood, and the area where services for lower- and higher-income fathers overlap.

Thus the main difference between services appears to be in the service trajectory – programs for higher-income fathers may focus on parenting first and foremost, while programs serving lower-income fathers may develop a hierarchy of needs approach, first working on the outer network of supportive services and then addressing parenting and co-parenting issues.

Figure 3. Service model for higher income fathers
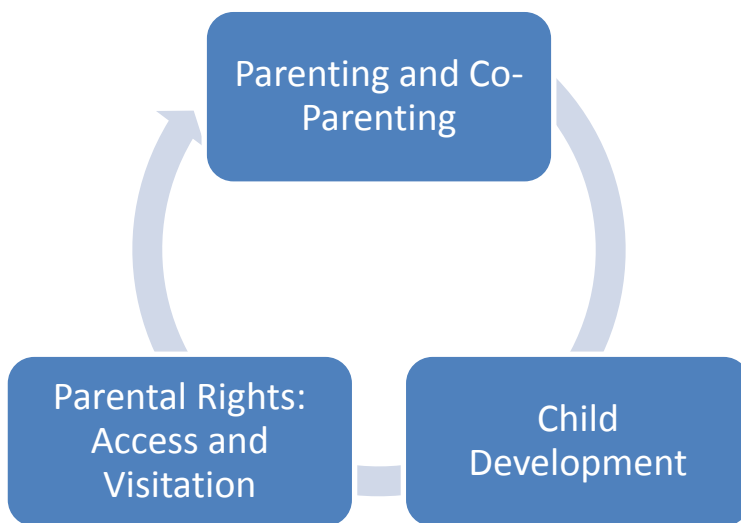
The implication of this finding is that even with similar goals and guiding principles, fatherhood programs may differ dramatically in form and substance based upon their target population. Thus it may be difficult to standardize program outcomes, and to identify all fatherhood-related programs in one survey.

B. The Role of Healthy Marriage

Interview participants were fairly evenly divided over the issue of whether or not to include Healthy Marriage programs in a survey of the Responsible Fatherhood field. Those who argued for inclusion believe that the programs are essentially dealing with the same issues and teaching transferable skills related to co-parenting, conflict resolution, and healthy relationships. They see healthy relationship skills as crucial for being a good parent, and they see both Responsible Fatherhood and Healthy Marriage programs as ultimately serving to create a better environment for children. The only difference is that Healthy Marriage teaches these skills through a slightly different lens by focusing on marriage. On the other hand, those who argued against inclusion of Healthy Marriage programs felt that Responsible Fatherhood is still an amorphous field struggling to define itself, and that the field would benefit more from drawing finite boundaries than from loosening them.

This issue is complicated by the fact that the main federal funding source (ACF grants) for Responsible Fatherhood and Healthy Marriage blurs the distinction between these two fields. The two most recent rounds of grants, authorized by the Deficit Reduction Act of 2006 and the Claims Resolution Act of 2010, included three primary allowable activities: healthy marriage, responsible parenting, and economic stability. Even though healthy marriage was one of the primary activities for these fatherhood grants, specific Healthy Marriage grants were still awarded separately.

One of the points that came out of the focus group, in a discussion not related specifically to Healthy Marriage, was that there is still no clear definition of what a fatherhood program is. Participants in the focus group felt that many programs working with men who happen to be fathers portray their programs as fatherhood programs. To clarify the distinction between what is and is not a fatherhood program, the group recommended focusing on programs' mission statements.

Ultimately, we decided to focus on Responsible Fatherhood as a distinct and separate field. We did not contact Healthy Marriage grantees or programs listed solely as Healthy Marriage programs. We reviewed the mission statements and descriptions of program services from all the submitted surveys to ensure that they included a focus on parenting and child-related outcomes, not just relationship skills or healthy marriage. And indeed, all of the agencies and programs that self-identified as fatherhood programs by choosing to participate in our fatherhood survey did indeed have strong fatherhood components.

C. New and Expanding Service Areas
Interview participants revealed a number of new areas into which they are aware of fatherhood programs expanding:

- Child care
- Financial education
- More sophisticated parenting education, rooted in psychology
- Evolving employment services – ie. employment for couples
- Public housing

In addition, they identified several areas in which they felt fatherhood programs need to develop a presence or become more involved:

- Incarcerated fathers
- Health
- Military fathers

Funding Opportunities
When asked about available funding sources for fatherhood programming, the overall sense was that funding for fatherhood is extremely limited. Participants agreed that few private funders are currently investing in fatherhood. The only major private funder of which they were aware was the Open Society Institute (OSI). With little private funding available, participants felt that the majority of funding is public, with the preponderance of public funding being federal. Their sense of the field was that while a few states may have their own fatherhood initiatives (typically larger and wealthier states), most do not. Furthermore, they felt that states are not taking advantage of federal money that they

could use for fatherhood, if they chose to do so. Even the federal funding, which appears to currently be the primary funding source for fatherhood, is somewhat limited in that, as one participant noted, the only federal money that is required to be used for fatherhood is the ACF grants for Healthy Marriage and Responsible Fatherhood. All other federal funding for fatherhood, whether from TANF, Labor, etc. is discretionary and therefore tenuous. Because this funding is discretionary though, no clear picture exists of how much money is actually being spent on fatherhood.

Demand for Evidence-Based Practice

Demand for evidence of program effectiveness in the responsible fatherhood field is growing. For example, the Promoting Responsible Fatherhood grants distributed by ACF in 2011 included a stipulation that all grantees must participate in evaluations funded by ACF. As stated in the RFP, "ACF is investing resources in multiple Federal evaluations to document successes and challenges and lessons from healthy marriage/responsible fatherhood grant programs that will be of interest and value to program operators and policymakers." Evaluation activities could include randomly assigning program participants to treatment and control groups, as well as documenting administrative and outcome data.

In light of this trend, one of the main purposes of this survey was to determine to what extent programs are responding to demands for evidence-based practice. We began by asking participants in the stakeholder interviews about their perceptions of the use of program evaluations in the field. The general sense seemed to be that evaluations are not being widely implemented or effectively used. One participant felt that the emphasis on higher level evaluations, such as random assignment, is problematic because many programs are not equipped to conduct such evaluations. Instead, this participant advocated for greater emphasis on basic data documentation, adoption of management information systems (MIS), and small-scale evaluations conducted in conjunction with universities. Another participant noted that the use of program evaluation tends to correlate with budget, with the wealthier programs being more likely to track data. However, this participant also felt that even the programs that do collect data are not effectively using it to analyze outcomes.

Targets for State Survey

Interview participants provided a variety of helpful recommendations for identifying participants for the next rounds of state and local surveys:

- State agencies
  - Child Support
  - Labor
  - Children, Youth, and Families
  - Justice
- Local programs
  - Latest ACF grantees
  - Head Start programs
  - Agencies collaborating with state fatherhood initiatives
  - HHS regional offices
  - PTAs

4. Conclusion

The stakeholder interviews both corroborated and interrogated what we thought going into the interviews.

In terms of programmatic priorities, the stakeholder interviews confirmed the predominance of low-income fathers as the primary target population for the responsible fatherhood field, but provided a more nuanced depiction of low-income fathers' service needs and the similarities and differences with higher income fathers' service needs. We were somewhat surprised by the intensity of the debate over the relationship between healthy marriage and responsible fatherhood, and the vehemence with which participants argued for or against including healthy marriage in a survey of responsible fatherhood. We suspect that the healthy marriage / responsible fatherhood question may have become a divisive issue after President Obama recommended combining funding for the two into a single source, the Fatherhood, Marriage, and Family Innovation Fund, in his proposed budget for 2011. Although the proposal failed, it ignited a flurry of debate. Finally, the multiple new directions for the fatherhood field identified by interview participants suggest that the field is continuing to expand rapidly and to integrate an emphasis on the importance of fathers in a variety of settings. One example is the New York City Housing Authority (NYCHA)'s Fatherhood Initiative, launched in 2010. The mission of the initiative is to: "to provide an atmosphere within NYCHA Community Centers in which fathers can gain parenting skills and sustainable life skills while participating in an array of cultural, educational, recreational and social events which foster engagement between dads and their children[5]."

The *Map and Track* surveys first raised concern about limited funding opportunities for responsible fatherhood in the late 1990s (Bernard & Knitzer, 1999). And as we suspected, interview participants indicated that funding continues to be a major challenge for the fatherhood field. From their perspective, increasing reliance on a limited number of federal funding sources poses a significant threat to the field's stability, making it all the more important to obtain the perspective of states and programs on the ground.

Interview participants agreed that the emphasis on evidence-based practice is growing, but raised a number of concerns about promoting evidence-based practice without considering the practicalities of implementing it. Thus far much of the discussion about evidence-based practice seems to concern the importance of conducting rigorous evaluations, without much discussion of programs' capacity for doing so.

Overall, the interviews indicated that the survey is timely and relevant in that the fatherhood field is still struggling with many of the questions we hoped to address through the surveys.

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[5] New York City Housing Authority. Community Programs and Services. NYCHA Fatherhood Initiative. http://www.nyc.gov/html/nycha/html/community/nycha-fatherhood-initiative.shtml

Center for Research on Fathers,
Children and Family Well-Being

COLUMBIA UNIVERSITY

Part III:

State Survey

Part III. State Survey

1. Research Questions

The state survey sought to address 5 main issues related to 3 main purposes of the study:

Programmatic Priorities
- Program Services: What types of services are fatherhood programs offering? Have they expanded beyond the traditional focus on child support and employment?

- Fatherhood Field: Are programs operating in silos, or are they connected to a broader fatherhood field?

- Challenges: What are the challenges currently facing fatherhood programs? What do we need to know in order to strengthen the field moving forward?

Funding Opportunities
- Are states currently using or have they previously used state and/or federal funds for fatherhood services? What are the impacts of past and present funding trajectories on fatherhood services?

Demand for Evidence-Based Practice
- Are programs evaluating their services? If so, what types of outcomes are being measured and to what use is the data put? Who is performing the evaluations?

2. Participants

The stakeholder interviews identified eight state agencies likely to be involved with fatherhood work:

- Child support
- Child welfare
- Head Start
- Housing
- Justice
- Labor
- Social / human services
- TANF

Attempts were made to contact the directors or other key personnel in each of these agencies in all 50 states, plus Guam, Puerto Rico, the U.S. Virgin Islands, and Washington, D.C.. Due to difficulties identifying a key person with statewide knowledge of fatherhood programming within several of the agencies, including Head Start, housing, justice, and labor, we ended up focusing the survey on social and human service agencies. In most states, the social / human service agency contains the child support, the child welfare, and the TANF agencies.

Ultimately we obtained 29 surveys from 28 separate agencies within 23 different states[6]. One agency submitted two surveys; only one survey was included in the analysis. One state is not known.

Regional Representation

The participating states were fairly well represented across the federal Administration of Children and Families (ACF) regions of the country.

Figure 4. Federal ACF regional survey representation
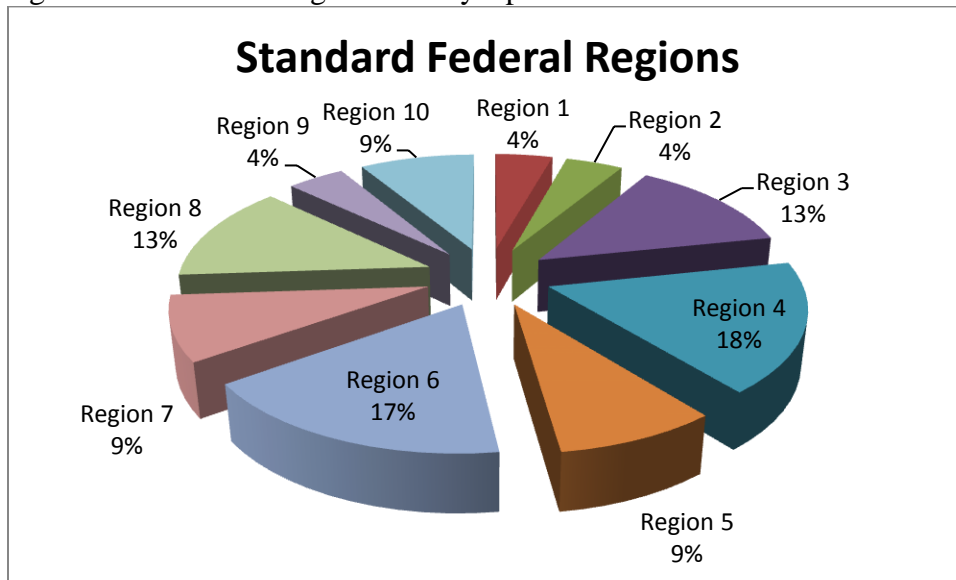
Table 9. Federal ACF regional survey representation*

Region	1	2	3	4	5	6	7	8	9	10
States	CT, MA, ME, NH, RI, VT	NJ, NY, PR, VI	DC, DE, MD, PA, VA, WV	AL, FL, GA, KY, MS, NC, SC, TN	IL, IN, MI, MN, OH, WI	AR, LA, NM, OK, TX	IA, KS, MO, NE	CO, MT, ND, SD, UT, WY	AZ, CA, HI, NV	AK, ID, OR, WA
Total # of States	1	1	3	4	2	4	2	3	1	2

* Participating states are in **bold.**

Examining participation by census bureau regions, participating states are most heavily concentrated in the South.

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[6] The 23 states represented are: Alabama, Arizona, Colorado, Connecticut, DC, Delaware, Florida, Idaho, Indiana, Iowa, Louisiana, Minnesota, Montana, Nebraska, New Jersey, New Mexico, North Carolina, Oklahoma, South Carolina, South Dakota, Texas, Washington, and West Virginia. One state is not known.

Figure 5. Census Bureau regional representation
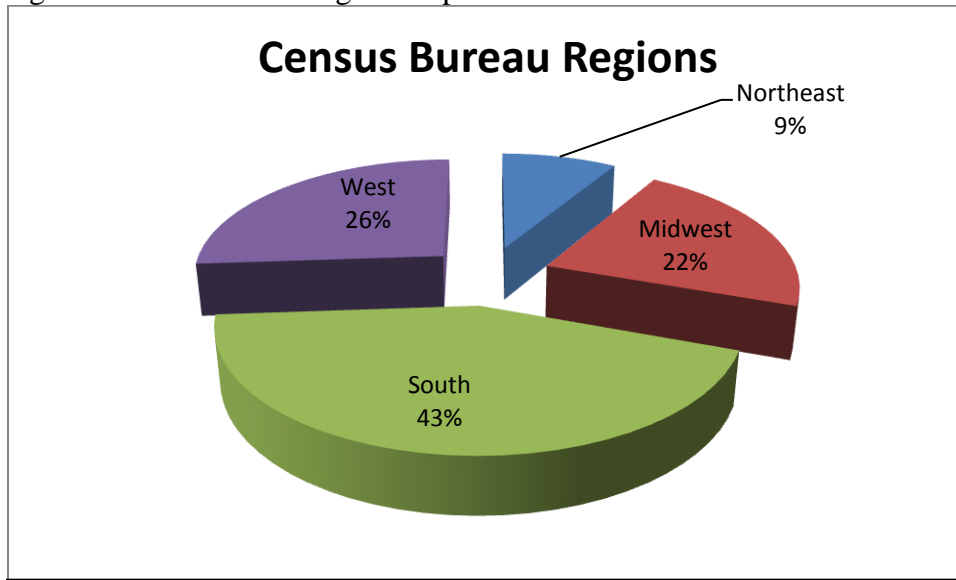
Table 10. Census Bureau regional representation*

Region	Midwest	Northeast	South	West
States	**IA**, IL, **IN**, KS, MI, **MN**, MO, **NE**, ND, OH, **SD**, WI	**CT**, MA, ME, NH, **NJ,** NY, PA, RI, VT	**AL**, AR, **DC**, **DE**, **FL**, GA, KY, **LA,** MD, MS, **NC**, **OK**, **SC**, TN, **TX**, VA, **WV**	AK, **AZ**, CA, **CO**, HI, **ID**, **MT**, **NM**, NV, OR, UT, **WA**, WY
Total # of States	5	2	10	6

* Participating states are in **bold.**

Agency Representation

The bulk of participating agencies (nearly half) were child support agencies, followed by child welfare, social / human services, and TANF. One agency is not known.

Figure 6. Participating agencies
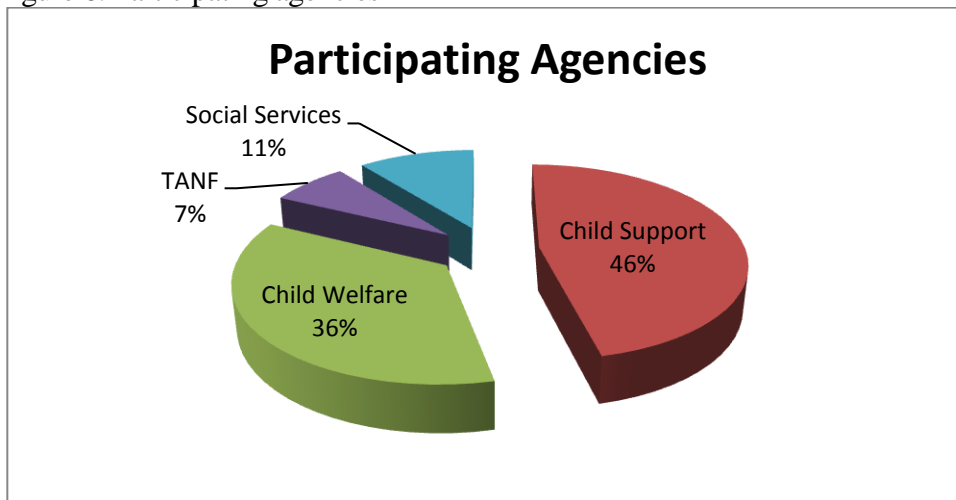
Table 11. Participating agencies

Agency	# Participating
Child Support	13
Child Welfare	10
Social Services	2
TANF	3
Total	*28*

3. Findings

Programmatic Priorities

A. Program Services

Out of the 28 surveys included in the analysis, 21 reported either currently or previously operating fatherhood programs. Two open-ended questions were used to collect information about program services. All 21 of the agencies with past or present funding provided some information about their programming, but only 18 provided enough information to classify these services. One of these 18 was a special case that will be discussed separately. The remaining 17 agencies described a wide array of services that fell into 15 distinct categories.

Table 12. Program service categories*

Service Categories	# of Agencies Offering Service
Parenting Skills	8
Employment	6
Access and Visitation	4
Building Fatherhood Infrastructure	4
Child Support	4
Involvement in Child Welfare	4
Co-Parenting	3
Education	3
Specialized Services for Incarcerated NCPs or Ex-Offenders	3
Financial Management / Asset Building	2
Healthy Marriage	2
Men's Health	2
Paternity Establishment	2
Peer Support Group	2
Domestic Violence	1

*Categories are not mutually exclusive.

The most frequently cited service was parenting skills (n= 8), followed by employment (n = 6). Seven out of these 17 agencies reported offering 3 or more services, 4 offered 2 services, and 6 focused exclusively on 1 type of service.

As suggested by the initial stakeholder interviews, the field does appear to be expanding its program offerings. Notably, two of the areas mentioned in the stakeholder interviews as emerging services, financial education and men's health, were listed as service offerings by state survey participants.

Special Case of Funded Programming

Using both federal and state funding, one state's child support division has taken a unique approach to fatherhood programming. A new department was created to integrate a focus on family well-being and father involvement "throughout all its programs, policies, and activities[7]." This involvement has taken a number of forms including parenting programs for specific populations of fathers, such as teen fathers, incarcerated fathers, and military fathers; enhanced access and visitation services and resources; employment programming for non-custodial parents; and the publication of educational resources related to issues such as child support, paternity establishment, healthy marriage, family stability, responsible fatherhood, and parenting and co-parenting skills. Although the individual aspects of these programs and services are similar to those provided in other states, the level of integration of these services is unique.

Special Case of Non-Funded Programming

Although it does not directly fund or operate fatherhood programming, one state's child welfare agency still considers itself strongly committed to fatherhood work, ranking their commitment as a 10 on a scale of 1 – 10. The agency outsources case management services to a core group of community based organizations, some of which operate fatherhood programs. Child welfare does not know how many of their contracted providers operate fatherhood programs, but for those that do, they serve as a resource center for funding opportunities, technical assistance, and evidence-informed and evidence-based practice.

B. Connections to the Fatherhood Field

Commitment to Fatherhood

Among the 21 agencies that have previously or are currently funding fatherhood programs, all reported a strong commitment to fatherhood (between 7 – 10 on a scale of 1 – 10) except for one agency that lost both state and federal funding and had to end their programming. This agency rated its current commitment as a 5. Surprisingly, the other agency that lost funding and ended their programming still rated their commitment as a 10, and viewed their role in the state's fatherhood work as a central one. This agency has found that fatherhood is crucial to the agency's child support work.

Overall, 8 agencies viewed their role in fatherhood as maintaining the status quo, continuing to do what they are currently doing; 8 viewed their role as being a leader in the field; and 3 felt that their agencies are currently trying to increase their fatherhood efforts. Two agencies did not answer this question.

Cross-Agency Collaborations

Among the 21 agencies that have previously or are currently funding fatherhood programs, 16 reported involvement in cross-agency collaborations. Four were not participating in collaborations, and 1 did not answer.

C. Challenges

Twenty-one agencies replied to an open-ended question asking, "What are the main challenges to maintaining or obtaining support for fatherhood programming in your agency?" Of those 21, 18 were either currently operating or had previously operated fatherhood programs. Three had never operated

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[7] Family Initiatives FY2012 Business Plan Report. September, 2011.

fatherhood programs, so presumably the challenges they listed prohibited them from ever starting a program.

Funding

Nineteen agencies, including all 3 of the agencies that had never had fatherhood programs, answered that the availability of funding was the primary challenge they faced. The challenge of funding is well summed-up by the following response:

> *"Federal funding is not dedicated to this work, the only opportunities are time-limited grants and the need is high, making competition extremely high. Further, state funding since we began father involvement programming… has decreased… and state budget crises have impeded financial commitment to fatherhood programming. This lack of consistent financial support for the work leads professionals in the field to conclude that the target population is not viewed as 'deserving' of services."*

> - *Anthony Judkins, Connecticut Department of Social Services*

This quote highlights the complexity of funding challenges. The problem is not just that there is not enough money available, although that is the root of the problem. As a result of the funding shortage, there is no stable source of funding that remains consistent over time. When the main source of federal funding only provides a relatively small number of "time-limited grants" then not only do many programs get left out entirely, but even the ones that do receive grants may struggle to build institutional knowledge and capacity, as they may not receive the next short-term grant.

On top of the challenges with federal funding, state budgets have been hit extremely hard by the 2008 recession. Another survey participant noted that in such tight fiscal conditions, fatherhood programs are often the first to be cut when forced to compete against other social services for limited funds.

Finally, Mr. Judkins hints at a long-term negative cycle that begins with the failure to devote sufficient funds to an issue – without strong financial support the population served becomes considered undeserving, which in turn would make it more difficult to obtain additional funds, and so forth and so on. This concern makes it clear that funding is not just a money issue, but also a significant challenge for the legitimacy and sustainability of the field.

Other Challenges

Of the 2 agencies that did not list funding as a primary challenge to fatherhood programming, one was concerned about technical capacity for coalition building, and the other was concerned about the lack of evidence-based programming.

Additional challenges listed by agencies that did mention funding as a primary challenge included: insufficient staffing, lack of service providers, grant constraints, the recession, and difficulties obtaining funding without a proven "track record" of serving fathers. The agency which felt that their lack of a track record in fatherhood work was a challenge had applied for a fatherhood grant for the first time in 2011 for ACF and did not receive the grant. In essence, most of these challenges speak to resource and funding constraints, supporting findings from the literature review and from the stakeholder interviews.

Funding Opportunities

A. Use of State and Federal Funds for Fatherhood Programs

Participants were asked whether or not they currently use, or previously used, state and federal funds for fatherhood programs. If they experienced a loss of funding they were also asked to explain the cause of the funding cut.

There was a strong positive response bias among the sample, in that states which were either currently funding, or had previously funded, fatherhood programming were more likely to complete the survey. Only 6 out of the 28 completed surveys included in the analysis, or 21%, indicated that the responding agency had never used state or federal funds for fatherhood programming. Of those 6, 2 had no interest in fatherhood programming, 1 had some interest but no funds, and 3 had strong interest but no funds. Out of the 3 with strong interest, 1 reported currently trying to increase their fatherhood efforts, and 1 reported making an effort to post information about fatherhood services on their website.

 One agency presented somewhat of a special case in that the agency does not fund fatherhood programs directly, but it outsource case management services to a group of community-based organizations, some of which use the funding to provide fatherhood services.

The majority of participating state agencies (n = 21) indicated that they were either currently or had previously funded fatherhood programming. The funding trajectories among these agencies fell into 7 different patterns:

Figure 7. Fatherhood program funding status at the state level

Funding Status

- 38% — Current state and federal funding
- 9% — State funding cut; current federal funding
- 24% — Never any state funds; current federal funds
- 5% — Both state and federal funding cut
- 5% — Never any state funds; federal funding cut
- 9% — Current state funding; never any federal funding
- 10% — Current state funding; federal funding cut
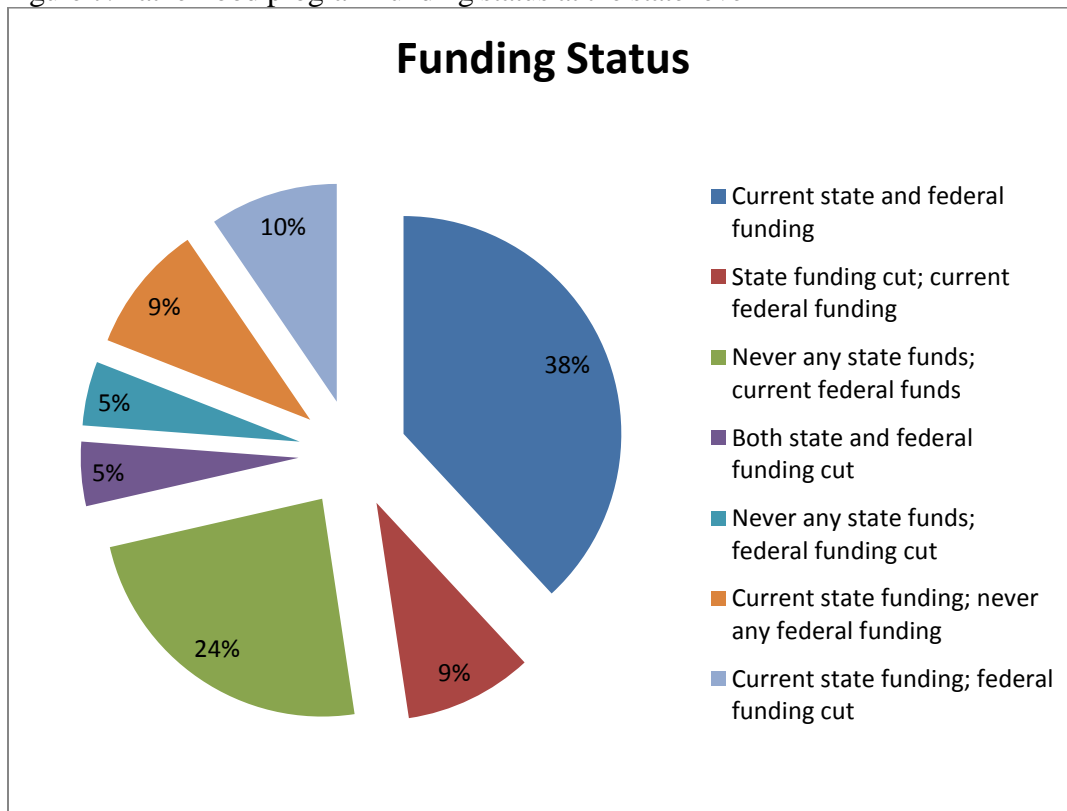
Table 13. Fatherhood program funding status at the state level

Funding Status	# of Agencies
Current state and federal funding	8
State funding cut; current federal funding	2
Never any state funds; current federal funds	5
Both state and federal funding cut	1
Never any state funds; federal funding cut	1
Current state funding; never any federal funding	2
Current state funding; federal funding cut	2
Total	*21*

A plurality of agencies are currently using both state and federal funds for fatherhood programming (n = 8). Whether past or present, most agencies were relying or had relied upon a mix of state and federal funds. Only two agencies relied solely on state funds and had never used federal funds.

Figure 8. States' use of federal vs. state funds for fatherhood programming
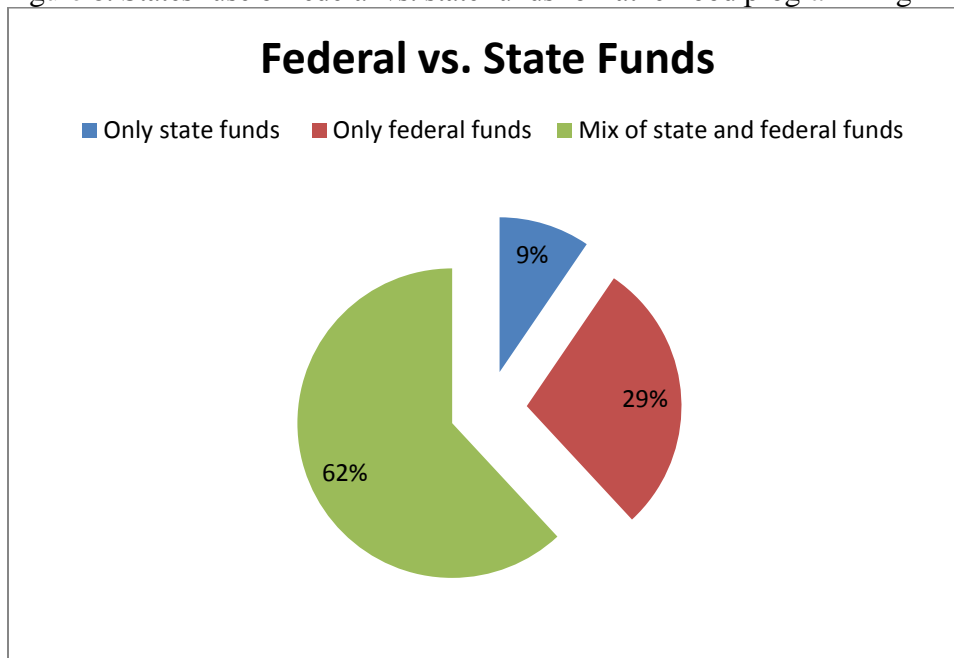
Table 14. States' use of federal vs. state funds for fatherhood programming

State vs. Federal Funding	# of Agencies
Only state funds	2
Only federal funds	6
Mix of state and federal funds	13
Total	*21*

B. ACF Federal Grants

Among the 21 agencies that have previously funded or are currently funding fatherhood programs, about half (n = 10) applied for the 2011 ACF grant. Of those 10, 7 would have been new grant recipients (ie. they had not received the 2006 grant), and 3 were former grantees. None of the 3 former grantees received a 2011 grant, and only 1 of the new applicants did.

C. Impact of Funding Trajectories on Fatherhood Services

A general sense of states' funding trajectories was obtained by asking whether or not states currently use state and federal funding for fatherhood, and if not, whether they ever did so in the past. Six agencies reported having experienced a loss of funding, as indicated by not having current funds but having used them in the past. Of those 6, the loss of funding appears to have resulted in the end of fatherhood programming for 2 of the agencies, while 2 agencies were able to use federal funding after losing state funding, and 2 of the agencies were able to use state funding after losing federal funding.

Two of these 6 agencies reported a loss of state funding only. One of the agencies cited the following reasons for the funding loss: pilot program, budget cuts, and a change in agency priorities. The other explained that, "Most programs were funded via federal demonstration grants, some required state participation in the funding stream, others did not."

Three of these 6 agencies reported a loss of federal funding only. Two of the 3 applied for the 2011 ACF fatherhood grants but were unsuccessful. The third agency did not apply for the 2011 grant. The agency that did not apply for the 2011 grant is currently using state funds for fatherhood work, as is one of the agencies that unsuccessfully applied. The other agency that unsuccessfully applied for the 2011 grant does not currently have any other state or federal funds for fatherhood programming and is one the 2 agencies mentioned above that is presumed to no longer offer fatherhood services.

One of these 6 agencies reported a loss of both state and federal funds. This agency reported having been active in the fatherhood field since the 1990s, and had received one of the larger ACF fatherhood grants under the Deficit Reduction Act of 2006. They applied for the 2011 ACF grants, but were unsuccessful. The state cut their funding when the federal grant ended, so this is the second agency mentioned above that is presumed to no longer offer fatherhood services. The agency also noted that, "there is a tendency to cut these programs when competing with other anti-poverty programs."

D. Funding Conclusions

Two differing funding pictures emerge from the survey - one of active support through both state and federal fund; the other of piecemeal and somewhat unstable support. In some cases, agencies that lost funding appeared to end all support for fatherhood programming (2 agencies), and in some cases programs appeared to continue with state funding after federal funding was cut (2 agencies), or to continue with federal funding after state funding was cut (2 agencies). Thus the good news is that although funding may be piecemeal, in the majority of cases agencies were able to continue operating programs. However, it is worth noting again that there was a strong positive response bias in the sample. There was a good chance that agencies for which funding cuts resulted in the end of programming may have been less likely to respond to the survey.

Perhaps most significantly, 19 out of the 21 agencies with current or prior fatherhood programs have used federal funds, with 15 doing so currently and 4 having done so in the past. Only 2 agencies have operated fatherhood programs without using federal funds. In contrast, only 15 out of the 21 agencies

54

have used state funds, with 12 doing so currently and 3 having done so in the past. Six agencies have operated fatherhood programs without using state funds. Although the sample size is small, it still indicates a strong reliance upon federal funds, which the previous literature and interviews with stakeholders indicate to be a tenuous situation.

Demand for Evidence-Based Practice

Among the 21 agencies that have previously funded or are currently funding fatherhood programs, 20 agencies reported requiring some form of evaluation or data tracking. Only one agency, an agency that is presently using state funds for fatherhood and has never used federal funds, reported not requiring any type of evaluation. Of the 20 agencies reporting use of evaluations, 16 were reporting on current evaluations, and 4 reported that they previously, but did not currently, require evaluations.

Two of the 4 agencies reporting that they previously required evaluations no longer operate fatherhood programs due to loss of funding. One of the 4 that reported on a previous evaluation has current state funding but lost their federal funding, implying that it was only the previous federally funded program that required an evaluation while the current state funded program does not. Another of the 4 reported the reverse situation. The agency has current federal funds for fatherhood, but lost their state funding, implying that it was only the previous state funded program that required an evaluation.

The following analysis focuses on the 20 agencies that reported requiring evaluations.

A. Types of Data

Agencies were asked whether or not they tracked the following types of data: demographic data, enrollment numbers, program attendance, client satisfaction, employment outcomes, child support outcomes, parenting skills outcomes, visitation with child, quality of co-parenting relationship, and child outcomes. Those indicating that they tracked child outcomes were asked to specify the outcomes. The most frequently tracked types of data were enrollment numbers, with 17 out of 20 agencies (81%) reporting tracking them, and demographic data (75%). Over half of agencies reported tracking the following outcomes: child support and parenting skills outcomes (both 57%), and program attendance, employment outcomes, and visitation with child (all 52%). Only 2 agencies (10%) reported tracking child outcomes.

Table 15. Types of data*

Type of Data	Number	Percent
Enrollment numbers	17	81%
Demographic data	15	75%
Child support outcomes	12	57%
Parenting skills outcomes	12	57%
Employment outcomes	11	52%
Program attendance	11	52%
Visitation with child	11	52%
Client satisfaction	9	43%
Quality of co-parenting relationship	8	38%
Child outcomes	2	10%

*Types of data are not mutually exclusive.

For the purposes of this analysis, the data were grouped into 3 categories: client monitoring data, father outcomes, and child outcomes.

Table 16. Definition of data categories

Client monitoring data	• Demographic data • Enrollment numbers • Program attendance • Client satisfaction
Father outcomes	• Employment outcomes • Child support outcomes • Parenting skills outcomes • Visitation with child • Quality of co-parenting relationship
Child outcomes	• As specified by program participants

The majority of agencies (n = 14) reported that they were tracking both client monitoring data and father outcomes. Three agencies relied solely on client monitoring data, and one agency only tracked father outcomes (a child support agency that only tracked child support outcomes). Two agencies reported evaluating child outcomes in addition to client monitoring data and father outcomes. Both of the agencies tracking child outcomes were child welfare agencies using administrative data such as placement permanency to measure child outcomes.

Table 17. Categories of data types

Categories of data types	Number	Percent
Client monitoring data + father outcomes	14	70%
Client monitoring data only	3	15%
Client monitoring data, father outcomes, and child outcomes	2	10%
Father outcomes only	1	5%

Figure 9. Categories of data types
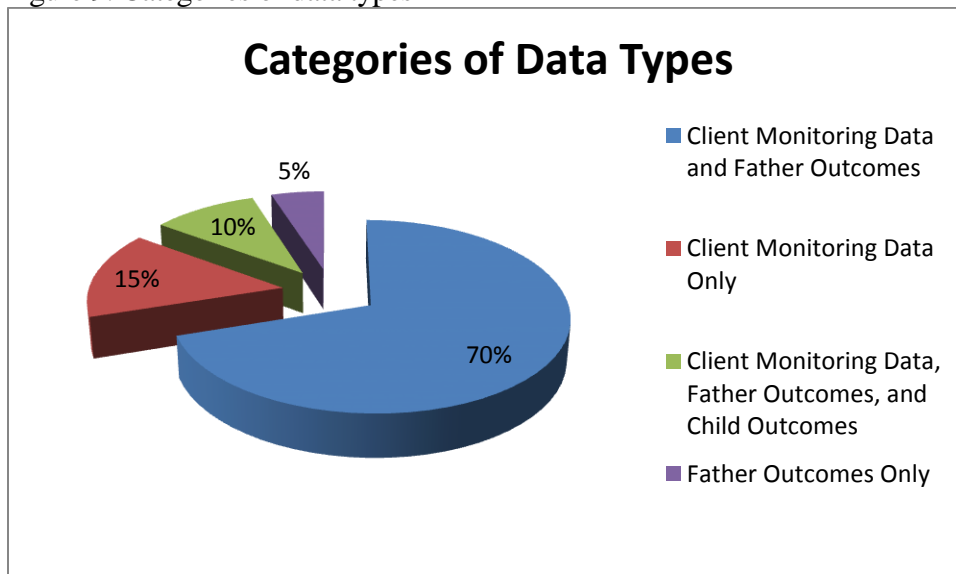
B. Data Tracking Mechanisms

Agencies were given the following options to describe how they tracked their data: paper records, computer documents (Word, Excel, etc.), management information systems (such as Efforts to Outcomes), or other. Over half of agencies reported using computer documents (60%) and paper records (55%), while slightly under half reported using a management information system (40%). One agency did not report how they tracked their data.

Table 18. Types of data tracking mechanisms*

Type of data tracking mechanism	Number	Percent
Computer records	12	60%
Paper records	11	55%
Management information system	8	40%

* Types of data tracking mechanisms are not mutually exclusive.

Half of agencies (n = 10) relied on a single type of data tracking mechanism: 3 agencies relied solely on paper records, 4 relied solely on computer records, and 3 relied solely on a management information system. Four agencies used a combination of paper records and computer records, while 5 agencies used a management information system in combination with paper and/or computer records.

C. Use of Data

Agencies were asked whether or not they used their data in the following ways: government report, academic study, independent evaluation, internal program records, internal evaluation to determine whether or not to continue funding program, internal evaluation to improve program outcomes, and other. The largest number of agencies (n = 14) reported that they had used their data for a government report, a fact that probably reflects the use of state and federal funds. For the purposes of this study, we are presuming that information for government reports was collected internally and reported externally or made publicly available. The only other data use reported by over half of agencies was for internal program records (n = 12). All other data uses were employed by less than half of the agencies, with independent evaluations (n = 5), and academic studies (n = 4), being the least frequently employed. One agency did not report how they used their data.

Table 19. Types of data use*

Type of data use	Number	Percent
Government report	14	70%
Internal program records	12	60%
Internal evaluation to improve program outcomes	8	40%
Internal evaluation to determine whether or not to continue funding program	6	30%
Independent evaluation	5	25%
Academic study	4	20%

*Types of data use are not mutually exclusive

D. Evaluation Conclusions

Overall, the collection of data and use of program evaluation was extremely high. The fact that 20 out of 21 agencies reported requiring an evaluation and are at a minimum tracking some level of client data is a positive indication of the increasing focus on the importance of evaluation. This could be an indication of stricter funding requirements, or it could indicate that programs with data tracking and evaluation plans in place are more likely to be funded. However, as suggested in the stakeholder

interviews, it is still unclear to what use this data is actually being put, and whether or not it can effectively link program services to client outcomes. Very few agencies are tracking child outcomes, and very few are using independent evaluations or academic studies.

4. Conclusion

Although the survey acquired adequate national representation, it is still limited by the fact that less than half of states (n = 23) replied. Additionally, very few TANF agencies (n = 3) replied, and TANF has historically played an important role in responsible fatherhood.

Nonetheless, a number of important themes can be observed from the survey data that we did obtain. In terms of programmatic priorities, the survey depicted a fatherhood field that is strongly tied to its roots in employment and parenting, but that is continuing to evolve in response to increasing awareness about the breadth of fathers' needs. Most notably, men's health and asset building appear to be emerging as the new frontiers of the fatherhood field.

The agencies that replied to the survey reported a strong commitment to fatherhood work, and a high degree of cross-agency collaboration, with 16 out of 21 states with programming reporting involvement in a collaboration. Although it is unclear how large the collaborations are, or how strong the links are, the fact that the framework is being built on such a large scale is encouraging.

On the downside, funding continues to be a significant concern, as it has been throughout much of the field's history. Even the agencies with both current federal and state funding reported that funding is a major challenge and that they are struggling to operate programs with limited budgets. Additionally, all but 2 agencies are currently or had previously relied upon federal funding for fatherhood, a potentially tenuous situation. For example, none of the 3 agencies that had received federal ACF fatherhood grants in 2006 received them in 2011. Admittedly this is a small sample, but it does raise a warning flag about the field's ability to build institutional knowledge and capacity or even to sustain services to communities that have begun to receive them.

While funding continues to be an issue for the field's sustainability, the field does appear to be taking steps towards greater sustainability through focusing attention on building a body of evidence-based practice. The fact that 20 out of 21 agencies with fatherhood programming reported requiring some type of data tracking or evaluation is significant. At the same time, although awareness of the importance of evaluation appears to be high, it does not appear that agencies have reached the point of being able to conduct scientifically rigorous evaluations. Moving forward, the field will need to ensure that agencies are equipped with the proper knowledge and tools for conducting meaningful evaluations, including appropriate measures to provide an accurate representation of program outcomes and impacts.

Overall, the picture of the responsible fatherhood field that emerges at the state level is of a field that is seeking to expand the range of its service offerings, the reach of its networks, and its capacity for evaluation; but that is being hampered by the lack of solid funding support. Given the amount of time that it is likely to take state budgets to fully recover from the 2008-2009 recession, and the fiscal gridlock growing out of federal health care reform, entitlement reform, and the burgeoning federal deficit, it is unlikely that the funding situation will improve much in the near future. Thus states may

need to think creatively about ways to incorporate a focus on fathers into their current family services without incurring additional costs.

Center for Research on Fathers, Children and Family Well-Being

COLUMBIA UNIVERSITY

Part IV:

Program Survey

Part IV. Program Survey

1. Research Questions

The format of the program survey mirrored that of the state survey and sought to address 6 main issues related to the 3 main purposes of the study:

Programmatic Priorities
- Agency Information: What types of agencies are involved in fatherhood work? How large are they? What portion of their work is focused on fatherhood? How long have they been in existence? How long have they been offering fatherhood services? What motivated agencies to begin fatherhood work, and how committed are they to continuing it?

- Program Services: What types of services are fatherhood programs offering? Have they expanded beyond the traditional focus on child support and employment? Who are the target populations?

- Fatherhood Field: Are programs operating in silos, or are they connected to a broader fatherhood field?

Funding Opportunities
- How stable is funding for fatherhood programs? Who is funding fatherhood programs? What are the impacts of past and present funding trajectories on fatherhood services?

Demand for Evidence-Based Practice
- Are programs evaluating their services? If so, what types of outcomes are being measured and to what use is the data put? Who is performing the evaluations?

2. Participants

Participants for the survey were identified through a variety of methods, including:

- Former and current Administration for Children and Families (ACF) Responsible Fatherhood grantees and National Responsible Fatherhood Capacity Building Initiative (NRFCBI) grantees.
- Programs identified by state survey participants and a state fatherhood commission.
- Former demonstration sites from multi-site evaluations.
- ACF's map of fatherhood programs.

These four sources yielded a contact list of approximately 340 programs. All programs were contacted over the phone and/or through e-mail.

In addition, we actively advertised the study and recruited participants through the following sources:

- One regional fatherhood conference, the New England Fathering Conference, held in March, 2012 in Portland, Maine.

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- Two national fatherhood conferences: 1) The 13th Annual National Fatherhood & Families Conference hosted by the Fathers and Families Coalition of America (FFCA) in February, 2012 in Los Angeles, California. 2) The Fourteenth Annual International Fatherhood Conference hosted by The National Partnership for Community Leadership (NPCL) in June, 2012 in Fort Lauderdale, Florida.
- Postings on the websites of three prominent fatherhood organizations: the Fathers & Families Coalition of America (FFCA), the National Fatherhood Leaders Group (NFLG), and the National Responsible Fatherhood Clearinghouse (NRFC).

Ultimately 130 surveys were obtained from 115 different programs. Fifteen surveys were duplicates, completed by additional staff members from programs that had already submitted a survey. The information obtained from the duplicate surveys was used to supplement the information obtained from the primary surveys for these programs, but the duplicate surveys did not count towards the total number of participating programs. Another 15 surveys were not usable, either because they did not contain sufficient information to include in the analysis, or because the participant failed to provide consent. Thus, the total number of programs participating in the survey was 100 (N = 100). Although the total sample size is 100, not all participants answered every question, so the sample size for some questions ranges from 97 – 99.

Number of Participants from Each Recruitment Source

Of the 100 surveys included in the study, we obtained 63 surveys from agencies on the contact list, and 37 surveys from our active recruitment strategies (10 surveys from the web and 27 surveys from fatherhood conferences). Some overlap did occur between the contact list and conferences, as several agencies that we initially contacted on the phone or over e-mail ended up completing the survey at conferences. In those cases, we attributed the recruitment source of the agency to the contact list. The 27 surveys obtained at conferences only represent agencies that we would not have encountered otherwise.

The largest source of completed surveys from the contact list was federal grantees (ACF Responsible Fatherhood grantees and NRFCBI grantees[8]). Together these two types of grantees yielded 36 surveys (17 from ACF Responsible Fatherhood grantees and 19 from NRFCBI grantees), or 57% of the 63 surveys obtained from the contact list. Both current and former grantees completed the survey, although far more current than past grantees did so. Out of the 17 ACF Responsible Fatherhood grantees, 12 received grants in 2011 while only 5 were 2006 grant recipients. Out of the 19 NRFCBI grantees, 6 received grants in 2011, 4 received grants in 2010, and 5 received grants in 2009. Only 4 grantees from earlier years completed the survey, 1 from 2008 and 3 from 2007.

The next largest source of completed surveys was state contacts (14 surveys), followed by the ACF map (7 surveys) and former demonstration sites (7 surveys).

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[8] The NRFCBI grantees were technically sub-awardees. The Administration for Children and Families awarded the National Fatherhood Initiative (NFI) a grant to operate the National Responsible Fatherhood Clearinghouse. NFI then used a portion of the grant to fund the NRFCBI grants.

Figure 10. Program survey recruitment sources
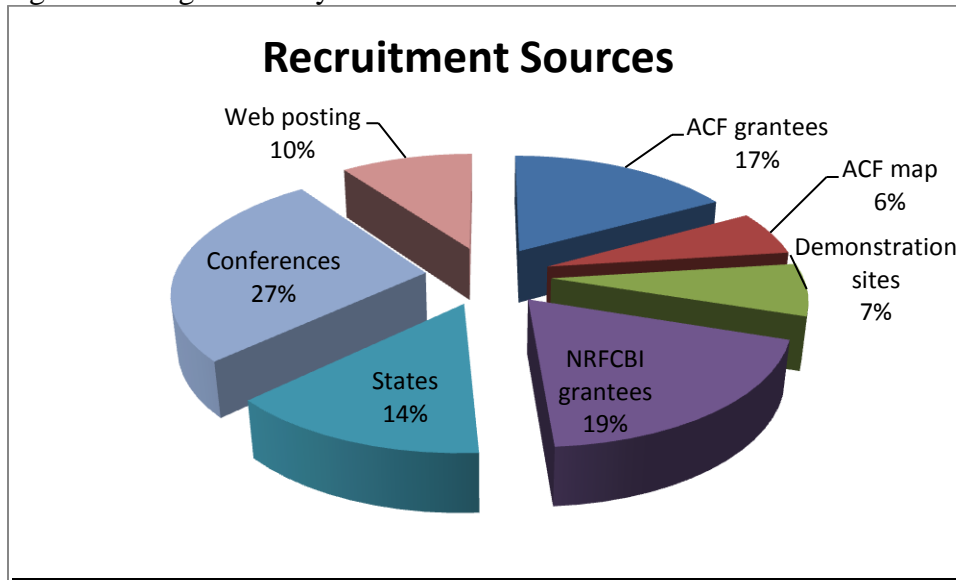
Response Rate to Contact List

As previously indicated, we obtained 63 surveys from a contact list of approximately 340 agencies, for a response rate of 19%. The response rate was lower than we had hoped due to a number of challenges. We were unable to reach some agencies (19) because the contact information we had was out of date and phone numbers had been disconnected or changed. The biggest problem, however, was that a large number of agencies we contacted (156) did not reply to phone messages and / or e-mail.

In addition, a significant number of individuals whom we successfully contacted and sent the survey failed to complete it (63). We suspect that staff turnover may have played a role in the failure to complete the survey. A few people who did complete the survey noted that they did not know all of the information necessary to complete the survey offhand, and that it took some time to research it. Thus it seems likely that not knowing all of the necessary information, or not having the time to look it up, could have deterred other individuals. It makes sense that newer staff members would not necessarily know about previous programs, funding sources, or grant applications. Nonetheless, it is worth noting that among the people who actually received the survey, half did complete it.

Table 20. Response to call list

Response	Number	Percent
Did not reply to phone /e-mail	156	46%
Completed survey	63	19%
Did not return survey	63	19%
No longer have program	35	10%
Unable to contact	19	6%
Total	*336*	*100%*

Figure 11. Response to call list
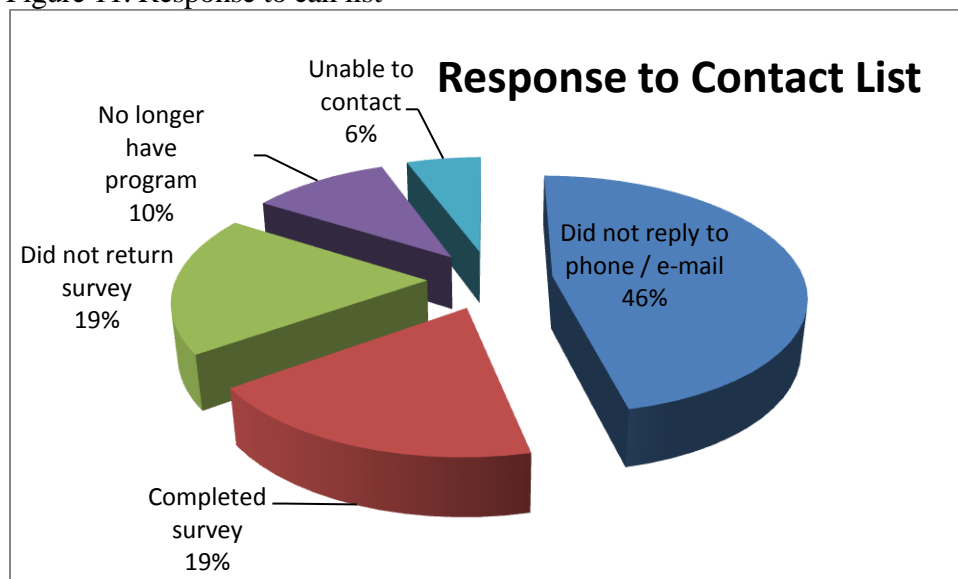
Program turnover posed another substantial challenge. Thirty-five agencies informed us over the phone that they are not currently offering fatherhood services and could not complete the survey. The total number of agencies no longer offering services is likely much higher, because we were unable to reach so many agencies, either because their phone numbers had been disconnected and they did not have active websites, or because they did not return our calls or reply to e-mail. [9]

The vast majority (25 out of the 35 / 71%) of agencies that informed us over the phone that they are no longer offering fatherhood services and could not complete the survey were federal grantees. Fifteen out of the 25 were ACF Responsible Fatherhood grantees, and 10 were NRFCBI grantees. We purposely included former federal grantees on our call list in order to assess programs' longevity, and unfortunately, but not surprisingly, discovered that some of these agencies had discontinued their fatherhood programs after the federal grants ended.

Four out of the 35 agencies (11%) that informed us over the phone that they no longer offer fatherhood services were identified through state survey participants, 4 (11%) were identified through the ACF map, and 2 (6%) were identified from lists of former demonstration sites.

Regional Representation

Despite the fact that the sample was smaller than desired, the sample was still distributed fairly evenly across the country. Programs participated from 33 different states plus the District of Columbia and were fairly well represented across the federal Administration of Children and Families (ACF) regions of the country, with the largest concentration coming from one of the southern regions (Region 4).

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[9] One of the authors has had this experience before. In the late-1990s he was unable to contact several of the programs mentioned in *New Expectations* by Levine and Pitt (1995) even though the study was published just two or three years earlier.

Figure 12. Federal ACF regional survey representation
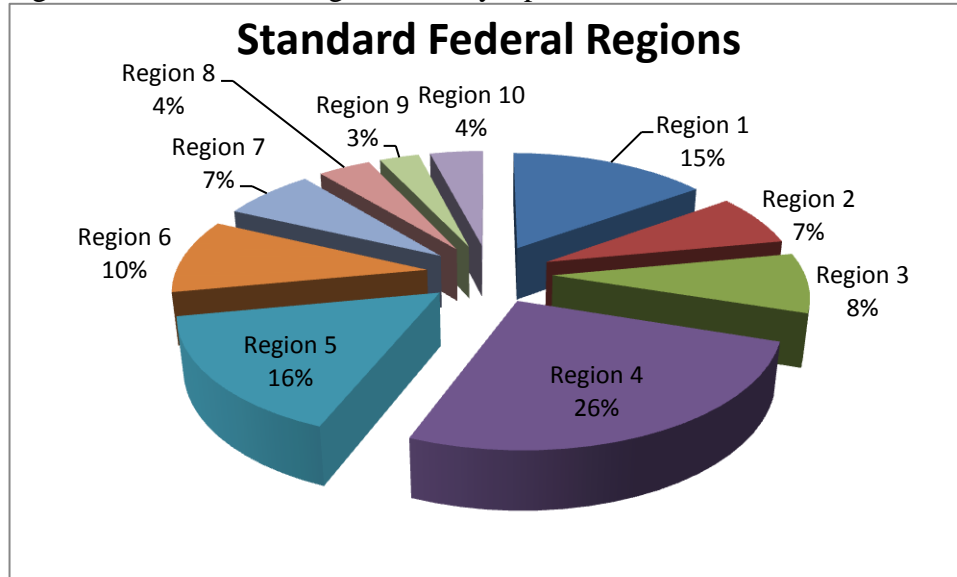
Table 21. Federal ACF regional survey representation

Region 1		Region 2		Region 3		Region 4		Region 5		Region 6		Region 7		Region 8		Region 9		Region 10	
States	*#**	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*	*States*	*#*
CT	6	NJ	2	DC	1	AL	8	IL	0	AR	1	IA	0	CO	4	AZ	0	AK	0
MA	4	NY	5	DE	0	FL	6	IN	2	LA	2	KS	4	MT	0	CA	3	ID	0
ME	2	PR	0	MD	1	GA	2	MI	1	NM	1	MO	2	ND	0	HI	0	OR	3
NH	1	VI	0	PA	5	KY	1	MN	1	OK	0	NE	1	SD	0	NV	0	WA	1
RI	0			VA	1	MS	0	OH	10	TX	6			UT	0				
VT	2			WV	0	NC	3	WI	2					WY	0				
						SC	2												
						TN	4												
Total	**15**		**7**		**8**		**26**		**16**		**10**		**7**		**4**		**3**		**4**

* The # column represents the number of programs participating in the survey from each state.

Examining participation by census bureau regions reveals a similar picture, with participating programs most heavily concentrated in the South.

Figure 13. Census Bureau regional representation
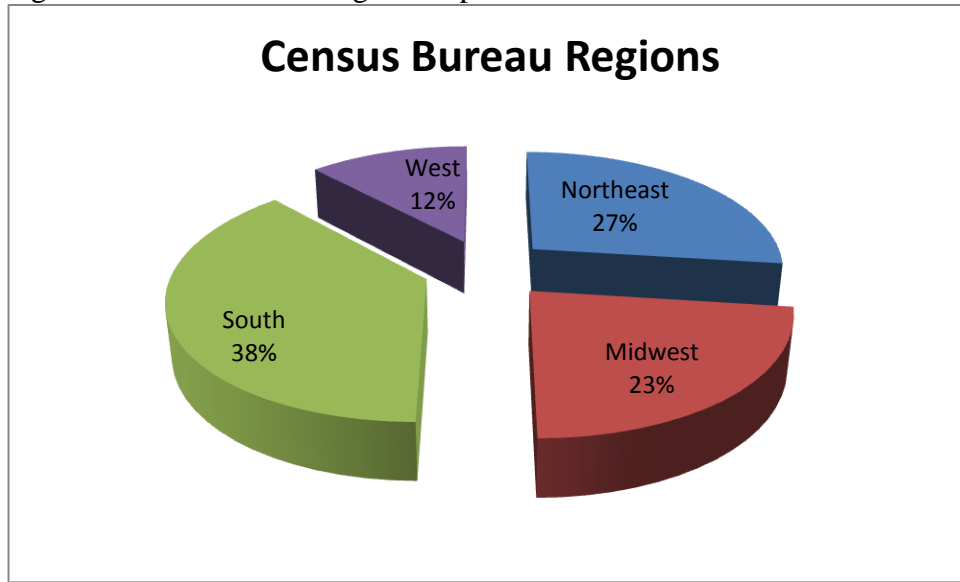
Table 22. Census Bureau regional representation

Northeast		Midwest		South		West	
States	*#**	*States*	*#*	*States*	*#*	*States*	*#*
CT	6	IA	0	AL	8	AK	0
MA	4	IL	0	AR	1	AZ	0
ME	2	IN	2	DC	1	CA	3
NH	1	KS	4	DE	0	CO	4
NJ	2	MI	1	FL	6	ID	0
NY	5	MN	1	GA	2	HI	0
PA	5	MO	2	KY	1	MT	0
RI	0	NE	1	LA	2	NM	1
VT	2	ND	0	MD	1	NV	0
		OH	10	MS	0	OR	3
		SD	0	NC	3	UT	0
		WI	2	OK	0	WA	1
				SC	2	WY	0
				TN	4		
				TX	6		
				VA	1		
				WV	0		
Totals	**27**		**23**		**38**		**12**

* The # column represents the number of programs participating in the survey from each state.

Overall, the regional distribution of programs that participated in the program level survey was fairly similar to the distribution of states that participated in the state level survey. A larger proportion of program surveys came from the Northeast and a smaller proportion came from the West, but otherwise the distribution was comparable.

Table 23. Regional distribution of state survey compared to program survey

	Northeast	Midwest	South	West
State Survey	9%	22%	43%	26%
Program Survey	27%	23%	38%	12%

Although the distribution of the program survey also reflects our recruitment efforts, it still closely mirrors that of the population distribution in the country as a whole. In his survey of male-focused programs, Loren Harris (2010) found a high concentration of programs in regions with large urban areas, and it appears that the distribution of fatherhood programs participating in the program survey could be similarly driven by regions with large urban areas.

3. Findings

I. Programmatic Priorities

A. Types of Agencies and Involvement with Fatherhood

Seven different questions were used to assess and better understand the types of agencies that completed the survey and their level of involvement in fatherhood work:

- Agency's mission statement
- Annual budget
- Proportion of work focused on fatherhood
- Length of agency's existence
- History of agency's involvement with fatherhood programs
- Motivation for fatherhood work
- Commitment to fatherhood

Agency Mission

The descriptions of agencies' mission statements provided by survey participants, as well as information available from agency websites, were used to categorize agencies according to their primary function. Doing so resulted in a list of ten discrete types of agencies.

Table 24. Types of agencies that participated in program survey

Type of agency	Number that participated in survey
Conflict resolution	2
Criminal justice	3
Workforce / Economic development	5
Faith-based	6
Public health	7
Child welfare	9
Fatherhood	11
Education / School-based	15
Human services	18
Family services	24

Figure 14. Types of agencies that participated in program survey
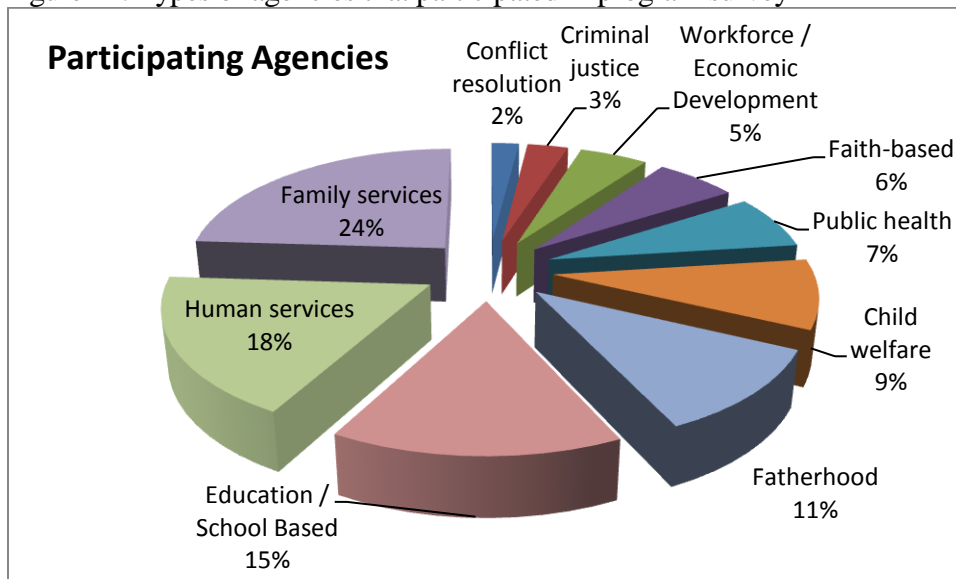
Nearly 60% of all the programs that participated in the survey (n = 57) were operated by 3 types of agencies: family services, human services, and education / school-based agencies. By far the most common type of agency that emerged was family services (n = 24). These agencies offered a variety of social services, but with a focus on serving families as a unit. The next most common type of agency was human services (n = 18). These agencies also offered a variety of social services, but with a focus on individuals. The human service category included several city and state departments of social services. Education and school based agencies (n = 15) consisted of Head Start and Early Head Start agencies, public schools, and non-profits focused on child development.

The remaining half of programs (n = 43) were divided in smaller numbers among a larger variety of agencies. Agencies classified as fatherhood organizations (n = 11) were typically founded for the express purpose of serving fathers and usually included the word "father," "fatherhood," or "dad" in the name of the agency. Child welfare agencies (n = 9) addressed issues such as child abuse and foster care. The public health category (n = 7) covered an array of health organizations, ranging from city and county boards of health, to community health centers devoted to improving health care in low-income areas, to agencies with highly specific missions such as reducing infant mortality. All of the faith-based agencies (n = 6) were Christian, with some representing a particular demonination, such as Catholic or Baptist. These agencies offered many of the same types of social services as other participating agencies, but explicitly noted in their mission statements that the motivation for providing these services stemmed from Christian values. Somewhat surprisingly, given the fatherhood field's historical focus on employment, only 5 agencies fell within the workforce / economic development category, with a primary focus on providing employment services or promoting economic self-sufficiency. Perhaps reflective of federal grants' continued focus on employment outcomes, however, 2 of the workforce agencies had received ACF Responsible Fatherhood grants, 1 was receiving ACF grant funds as a subcontractor, and 1 had received a NRFCBI grant. The agencies classified under criminal justice (n = 3) were created to serve incarcerated individuals and ex-offenders. Finally, the smallest category, conflict resolution, consisted of just 2 agencies. One was a non-profit agency providing mediation services for all manner of disputes, and one was a government agency housed within a county department of justice and focused on family mediation. Although it is

impossible to tell from this survey how widespread mediation services may be within the fatherhood field, the field's increasing focus on co-parenting, as well as state child support agencies' increasing efforts to settle child support agreements through mediation services rather than family court[10]; suggest that mediation services could well be emerging as an important new area of focus for the field.

Agency Budget

Just over half (n = 51) of the participating agencies reported an operating budget of over $1 million. Very few agencies (n = 6) indicated that their budgets fell within the smallest reportable category of $5,000 or less. The remainder of agency budgets were distributed fairly evenly in the middle.

Figure 15. Agency budgets
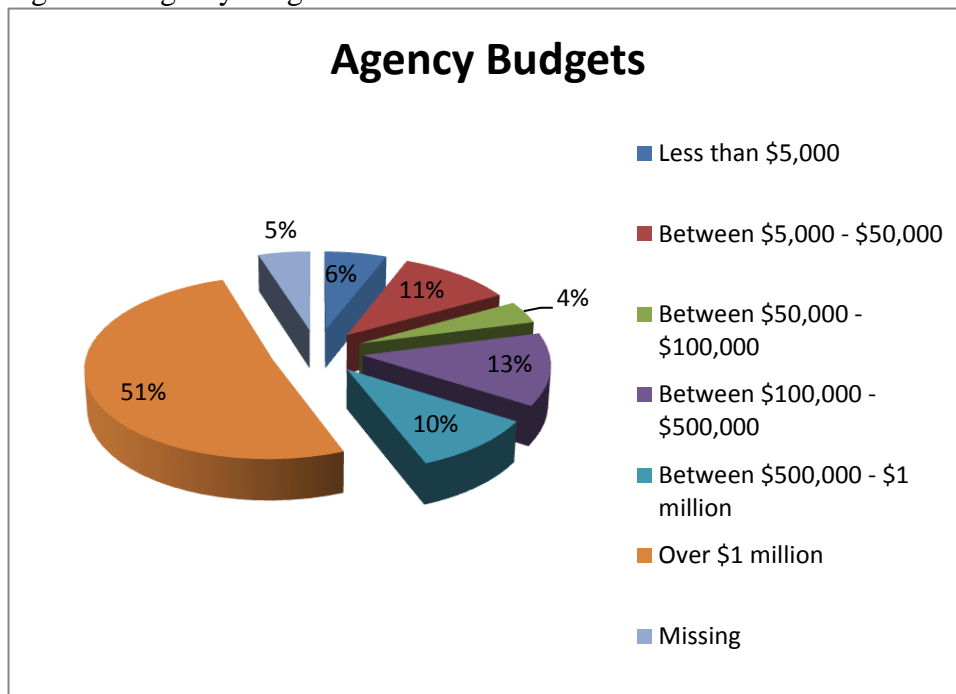
Proportion of Agencies' Work Focused on Fatherhood

Survey respondents were given 4 options to answer the question, "How much of the work that your agency does is focused on fatherhood?: a) The fatherhood program is just one of many different services that we provide. b) The fatherhood program is one of a few different programs that we provide. c) The fatherhood program is the main service that we provide. d) All of our services are focused on fatherhood work. Over half of participating agencies (n = 61) indicated that the fatherhood program was just one of many different services that they provided. In contrast, only 10 agencies indicated that they focused solely on fatherhood.

If the first two responses (a and b) are combined to represent agencies with multiple service offerings, while the second two responses (c and d) are combined to represent agencies with a more targeted

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[10] Several states have "alternative dispute resolution" processes through which parents can reach agreements about child support with either trained child support staff or an outside mediator. See a description of these services on ACF's website: http://www.acf.hhs.gov/programs/cse/pol/IM/2012/im-12-01.htm. See also New York City's Parent Pledge Project: http://www.nyc.gov/html/hra/downloads/pdf/internet_articles/2012/june_2012/ParentPledge_fam2.pdf

focus on fatherhood, then 80% of agencies were multiple-service providers, while 20% were more fatherhood specific providers.

Figure 16. Proportion of work focused on fatherhood
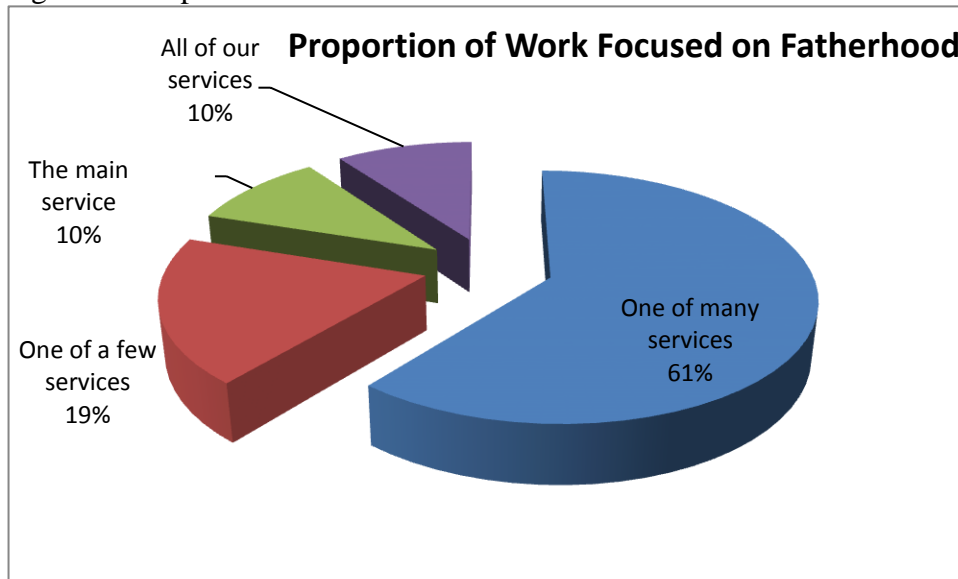
Length of Agencies' Existence

On the whole, the agencies that participated in the survey were not new. Over half (n = 55) had been in existence for more than 20 years, and only 9 agencies had been in existence for less than 5 years.

Figure 17. Length of agencies' existence
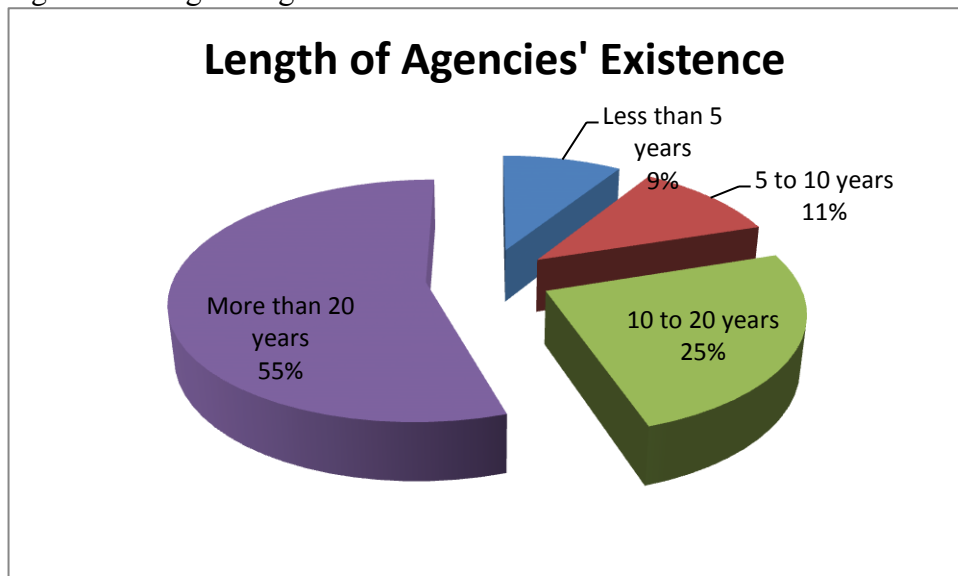
History of Agencies' Involvement with Fatherhood Programs

Ninety-five out of the 100 participating agencies reported on an ongoing fatherhood program. By and large, the programs currently being operated were not new. Sixteen of the current programs had only

been in existence for a year or less, but 69 of the current programs had been operating for more than 2 years, and 40 of those 69 had been operating for more than 5 years.

Table 25. Length of current fatherhod program

Length of Program	# of Agencies
< 6 months	10
6 months – 1 year	6
1 – 2 years	9
2 – 5 years	29
5 + years	40
Missing	1
Total	95

Figure 18. Length of current fatherhood program
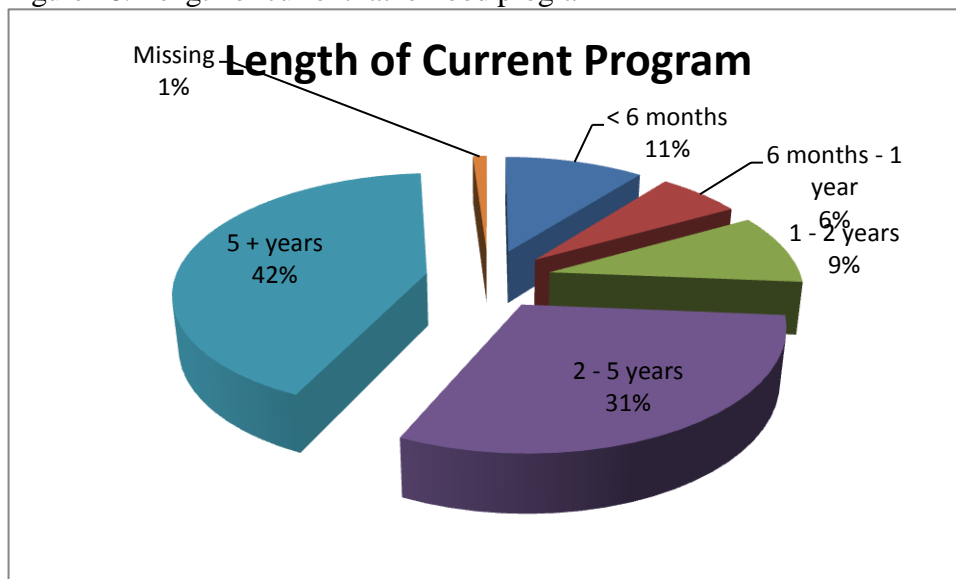
A fair number of the newer programs can be attributed to new federal grantees. The majority of new federal grantees in 2011appeared to have recevied funding for new programs. Two of the 3 participarting grantees that received an ACF grant for the first time in 2011 reported having had a program for less than 6 months, and the third reported having had a program for 6 months – 1 year. Among the 6 participating grantees that received an NRFCBI grant in 2011, 4 reported having had a program for 1 – 2 years, 1 reported having had a program for 2 – 5 years, and 1 reported having had a program for more than 5 years.

Of the 95 agencies reporting on an ongoing fatherhood program, 40 indicated that in addition to their current programming they had also operated other fatherhood programs in the past. Half (n = 20) of agencies with both current and past programs began their involvement with fatherhood 6 – 10 years ago. Six had begun their involvement in fatherhood 11 – 15 years ago, and 5 had begun their involvement more than 15 years ago. Only 9 agencies had begun their past programs less than 5 years ago. Overall, these numbers indicate that a substantial portion of participating agencies had been involved in the fatherhood field for some time.

Five agencies were not offering fatherhood services at the time of the survey, but answered based on past programs. Of those agencies, 1 had only had a single program that lasted 6 months – 1 year; 1 had had a single program that lasted between 2 – 5 years; 1 had had a single program that lasted more than 5 years; 1 had had multiple programs over a span of 6 – 10 years; and 1 had had multiple programs over the span of 11 – 15 years. The agency that only had a single program for 6 months – 1 year had been in existence for 10 – 20 years, but was new to fatherhood programming. At the time of the survey the agency was seeking new funding to restart its short-lived program. All 4 of the other agencies with more extensive histories in fatherhood had been in existence for more than 20 years. Although this is an extremely small subsample, nonetheless it is worrisome to note that it is not just younger agencies new to the field struggling to maintain fatherhood services, but also established agencies with long histories of involvement in fatherhood.

Interestingly, there appeared to be a correlation between the amount of fatherhood work undertaken, and the length of time engaged in fatherhood work. Twenty-six agencies indicated that they were currently offering more than one fatherhood program. Of those 26 agencies, 16 had been offering fatherhood services between 5 – 15 years, and 1 had been offering fatherhood services for over 15 years. Only 9 agencies offering multiple co-current fatherhood programs had been offering fatherhood services for less than 5 years. These numbers suggest that agencies do begin to build institutional knowledge over time, and that as they become more experienced in fatherhood work they are able to increase their capacity for offering fatherhood services.

Nearly half of agencies (n = 48) began doing fatherhood work at some point mid-way through the agency's existence. The other half of agencies were evenly split between agencies that had been involved in fatherhood work since the beginning of their existence (n = 24), and agencies that had only recently started providing fatherhood services (n = 24). Given that so many agencies had been in existence for over 20 years, and that so many began offering fatherhood services mid-way through their existence, it makes sense that so much of the fatherhood programming appears to have started within the past 5 – 15 years.

Figure 19. When agencies began offering fatherhood services
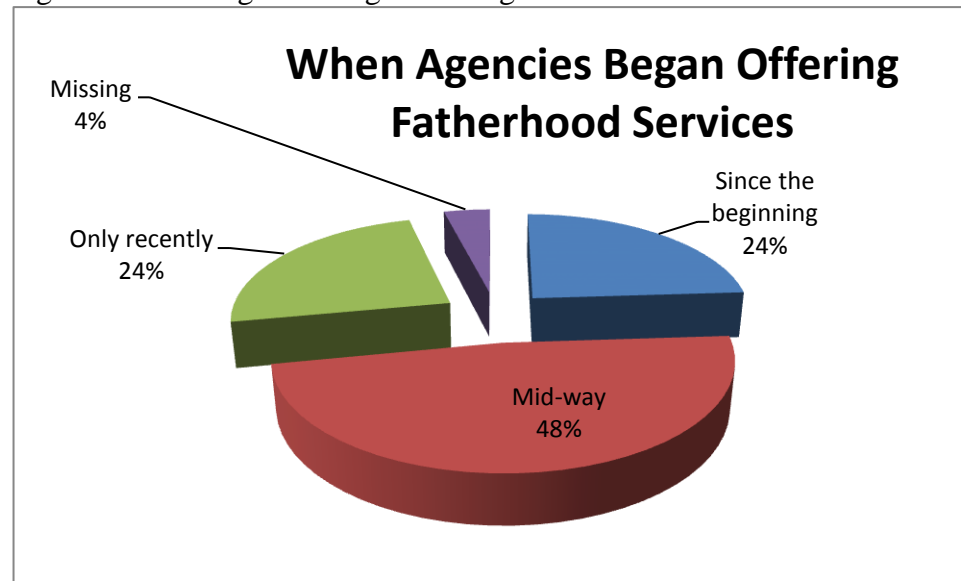
Agencies' Motivations for Fatherhood Work

The motivations behind agencies' involvement in fatherhood work varied widely, but 3 main themes emerged from participants' descriptions:

- Fatherhood was a priority of the agency's founder.
- The community or fathers themselves expressed a need for services.
- The agency identified the lack of services targeting fathers as a gap in the services being offered for mothers and children.

Of these three motivations, the most common was the desire to fill a gap in existing family services.

Agencies' Commitment to Fatherhood

Participants who completed the survey overwhelmingly believed that their agencies were strongly committed to fatherhood work. On a scale of 1 to 10, with 10 being "very highly committed," and 1 being "not at all committed," 59 participants ranked their agency's commitment as a 10. Assuming that a 5 on this 1 to 10 scale represents an ambivalent commitment, then only 4 participants felt that their agencies were ambivalent in their commitment to fatherhood (ranked commitment as a 5), and only 1 participant felt that their agency was less than committed (ranked commitment as a 4). It is important to note, however, that a positive response bias may have been at play in these responses. It is possible that individuals who felt positively about their agency's involvement in fatherhood were more willing to complete the survey.

Figure 20. Level of commitment to fatherhood
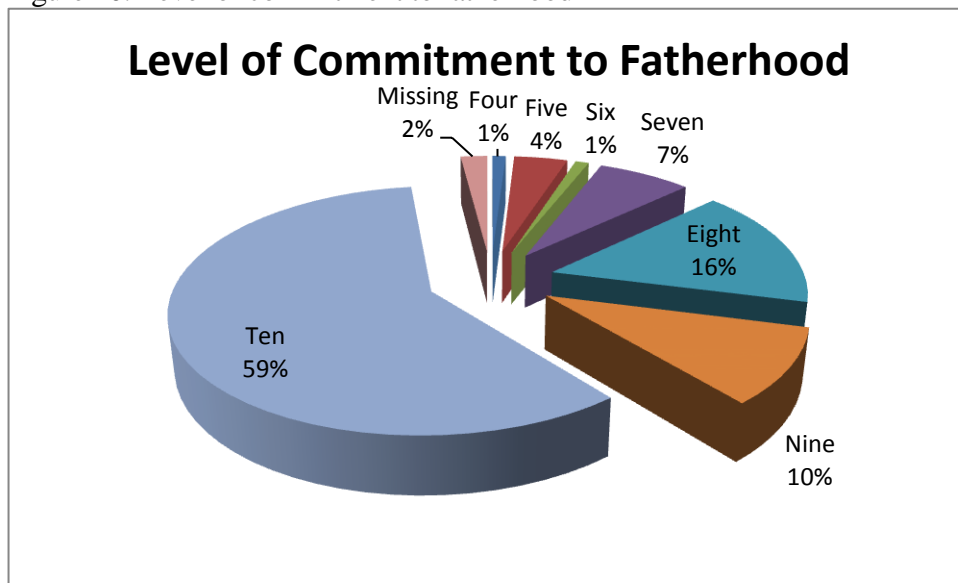
As an interesting indication of how relative perceived commitment can be, one agency that submitted 2 surveys from different staff members received 2 divergent ratings. One ranked the agency's commitment as a 9, and the other ranked it as a 4. (The survey ranking commitment as a 4 was the duplicate and thus not included in the above analysis.) However, the one who ranked the commitment as a 9 qualified the ranking by labeling it "philosophical." Both surveys noted that the agency's funding for fatherhood was unstable, and that although the agency was currently offering fatherhood services it had had to stop providing services in the past due to a lack of funding. So it seems that

Fatherhood Agencies

Fatherhood agencies shared several traits in common:

- Not federal grant recipients.

- Small budgets ($50,000 or less).

- Not old, but not young either (most in existence 5 – 10 years).

- Strong focus on and commitment to providing fatherhood services.

Typical Agency

The majority of agencies that completed the survey shared several traits in common:

- Family or human service agency.

- Large budget (over $1 million).

- Provides a variety of services in addition to fatherhood.

- In existence for more than 20 years.

- Began providing fatherhood services mid-way through the agency's history.

- Strong commitment to fatherhood.

although the agency may have been theoretically supportive of and committed to fatherhood, its allocation of funding indicated otherwise.

Case Study of Fatherhood Agencies

As previously mentioned, 11 agencies were categorized as fatherhood agencies based on their mission statement and/or information available on their websites. These 11 agencies shared many traits in common. By and large they were not grant winners. Only 1 agency had received a federal responsible fatherhood grant – one of the smaller National Responsible Fatherhood Capacity Building Initiative grants in 2009. Additionally, 1 received a Healthy Marriage grant in 2011, and 1 received a subcontract from a state agency that won a Responsible Fatherhood grant in 2011. These agencies were also small – 8 had budgets of $50,000 or less. Only 1 had a budget over $1 million. These agencies were not old, but not young either. None had been in existence for more than 20 years, and only 3 had been in existence for less than 5 years. The majority (n = 6) had been in existence for 5 – 10 years, and 2 had been in existence for 10 – 20 years.

As would be expected, the proportion of work dedicated to fatherhood services was high – 8 reported that all of their services were focused on fatherhood or that fatherhood is the main service they provide. Only 1 reported that fatherhood is just one of many services provided. Also as would be expected, all but 2 had been involved in fatherhood since the agency's beginning. The other 2 started focusing on fatherhood mid-way through the agency's existence. Finally, and not surprisingly, these agencies expressed a strong commitment to fatherhood, with 8 ranking their commitment on a scale of 1 to 10 as a 10, and 1 ranking it as a 9. (One agency skipped this question).

Agency Conclusion

Taken as a whole, the agency questions present a coherent picture of the typical agency that participated in the survey. It should be emphasized that this picture is only representative of agencies that participated in the survey, and not necessarily of agencies offering fatherhood services nationwide.

But for agencies that participated in the survey – the typical agency is a large family or general human service agency with a budget over $1 million that is well-established and has been in existence over 20 years. It probably had a decent shot at obtaining a federal grant for fatherhood services (based on the fact that 36% of the sample had done so at some point.) It provides multiple social services, with fatherhood just being one

of those services. It did not start out offering fatherhood services, but rather began offering them mid-way through the course of the agency's history. The agency's motivation for working with fathers is most likely to have stemmed from experience working with mothers and children and from noticing a gap in its family services. Finally, this agency is strongly committed to fatherhood.

B. Fatherhood Program Services

Types of Fatherhood Services Offered

The survey listed different types of services typically offered by fatherhood programs and asked participants to check off all of the services provided by their programs. The most frequently offered service was parenting, with 90 out of the 100 participants reporting that parenting services were offered by their programs. The next most frequently offered service was the promotion of father involvement in children's education, listed by 73 participants. This number is somewhat surprising given that only 15 agencies were classified as education or school based, meaning that 58 other agencies, not exclusively focused on education, were still promoting father involvement in children's education. Employment and child support, historically key features of fatherhood programs, were only being offered by about half of programs (56 and 50 respectively). The most infrequently offered service, services for the incarcerated or ex-offenders, was still offered by 38 programs.

All but two programs were offering multiple services, with an average number of 7 services being offered per program. Seven programs offered all 12 services listed. The 2 programs that focused exclusively on a single service were both operated by education / school-based agencies. One provided education-focused father-child activities and the other concentrated on promoting father involvement in children's education through a dads' club at an elementary school.

Table 26. Types of fatherhood services offered

Type of Service	# of Programs Offering Service
Parenting	90
Promoting father involvement in children's education	73
Self-identity / self-esteem	70
Father-child activities	68
Peer support group	66
Anger management and domestic violence prevention	63
Co-parenting	63
Employment services	56
Child support intermediation	50
Healthy marriage	40
Services for fathers involved with the child welfare system	40
Services for incarcerated or ex-offenders	38

In addition to the services listed, participants also provided short descriptions of their programs' services. Other services mentioned include: education services and GED preparation, legal services, case management, substance abuse counseling, health promotion, referrals to other social services agencies, supervised visitation, mentoring, financial literacy, and home visitation for direct parenting assistance.

Curriculum Use

Seventy-eight out of the 100 participants reported that their programs use a curriculum. These 78 participants identified approximately 50 different curricula. The majority of programs (n = 47) used a single curriculum, but the number of different curricula used ranged as high as 7. The average number of curriculum used was 2. The majority of curricula focused on fatherhood, parenting, family strengthening, and/or healthy relationships and healthy marriage. A small number of other curricula addressed issues such as health, anger management and domestic violence, men's needs, employment, and financial literacy.

Although a large number of different curricula were being used, a number of programs were also using the same curricula. By far and away, the NFI curricula were the most frequently used, with the 24/7 Dad series being the most frequently cited. This could be a function of the fact that NFI received a federal grant to operate the National Responsible Fatherhood Clearinghouse from 2006 – 2011 and used a portion of the grant to fund the National Responsible Fatherhood Clearinghouse Capacity Building Initiative (NRFCBI). As 19 of our survey participants had received NRFCBI grants, it makes sense that they would be aware of NFI's curricula. The following curricula were being used by multiple programs:

Table 27. Curricula used by multiple programs

Author	Curriculum	# of Programs Using Curriculum
National Fatherhood Initiative	24/7 Dad AM, 24/7 Dad PM, Inside Out Dad, Doctor Dad, Dadventures, Why Knot, 7 Habits of a 24/7 Dad, Mom as Gateway	39
National Partnership for Community Leadership	Fatherhood Development Curriculum	12
Mark Perlman	Nurturing Fathers	11
National Center for Fathering	Quenching the Father Thirst, Coach DADS	6
Parents as Teachers	Parents as Teachers	4
Stephen Bavolek	Nurturing Parenting	3
Boot Camp for New Dads	Boot Camp for New Dads	3
Howard Markman and Scott Stanley	Prevention and Relationship Enhancement Program (PREP)	2

Additionally, a significant number of participants (n = 14) indicated that the curricula used by their programs had been developed internally. Participants cited the ability to tailor the material to specific client populations as a primary reason for developing a curriculum rather than using an existing one.

As previously mentioned, 22 participants reported that their fatherhood programs were not currently using curricula. Programs not using curricula were most likely to be operated by education / school-based agencies (n = 9). This could be because some of these agencies, such as Head Start, may do fatherhood work by making additional efforts to incorporate fathers in their existing parenting or education programs. In addition, some of the education / school-based agencies were small dads' clubs focused on recruiting fathers to volunteer for school activities. For such agencies, having a

fatherhood program means reaching out to fathers in order to engage fathers in efforts to improve children's outcomes. To do this, programs may believe they do not require a fatherhood curriculum; instead they need curricula or services designed to improve children's outcomes, and strategies to help fathers deliver those curricula or services. Agencies soon learn, however, that in order to engage fathers effectively in efforts to improve children's outcomes, they must identify the needs of fathers, and design services to meet those needs. Doing so usually involves creating or adapting curricula with the needs of fathers in mind. Historically, this is the way many fatherhood initiatives have evolved. Thus, fatherhood programs offered by educational/school-based agencies may be at an early stage of development.

The only other significant cluster of programs not using a curriculum was reported among fatherhood agencies, with 4 out of the 11 fatherhood agencies (36%) not using a curriculum. This is somewhat surprisingly, given that the majority of curricula targeted to fatherhood programs focus on issues of fatherhood and parenting.

Table 28. Types of agencies not using a curriculum

Type of agency	# not using curriculum
Children's education	9
Fatherhood	4
Family services	3
Conflict resolution	2
Social services	2
Employment	1
Faith-based	1
Total	*22*

Target Population
After consulting with federal and state administrators of programs that served fathers as well as leaders in the field, we gave programs an opportunity to select 7 types of populations that they served: low-income fathers, incarcerated fathers, middle-income fathers, teen fathers, mother-father dyads, and fathers involved in the child welfare system. Unfortunately these categories were not mutually exclusive. (e.g., some teen fathers are also low-income).

Not surprisingly, almost all programs (94) served low-income fathers, while the majority of programs served incarcerated fathers or ex-offenders (68), middle-income (57), and teen (56) fathers. Because only 38 programs reported offering services for incarcerated fathers or ex-offenders, the high number of programs indicating that they served this population most likely reflects the fact that a significant number of men served by fatherhood programs happen to be ex-offenders, and not that programs had specifically identified incarcerated fathers and ex-offenders as a target population.

About one-third of the programs served mother-father dyads (35) and fathers involved in the child welfare system (28). Serving multiple populations was quite common. Only five programs served fathers who fit just one or two of these categories and these programs tended to limit their services to low-income fathers, and incarcerated fathers or ex-offenders. Further, the pairing of populations served did not suggest any particular pattern. That is, programs that served mother-father dyads were

as likely to serve middle-income fathers as they were to serve low-income fathers. Similarly, programs that served fathers involved in the child welfare system always also served low-income fathers, because almost all programs served low-income fathers. Nevertheless, programs that served fathers in the criminal justice system frequently also served middle-income fathers.

Finally, the size of fatherhood programs varied widely. About 23 programs served between 40 and 100 fathers; 20 or more served between 100 and 200 fathers; while program serving fewer than 20 or more than 200 fathers were rare.

C. Connections to the Fatherhood Field

The vast majority of survey participants felt that they were connected to the fatherhood field. Eighty-five out of the 100 participants replied "yes" to the question, "Are you connected to the broader fatherhood field / do you keep up to date with what is happening in the fatherhood field locally and/or nationally?"

Participants were then asked to provide a short answer describing how they get their information about the field and / or do their networking. Three distinct sources of information emerged from their replies:

- Internet searches and fatherhood websites
- Participation and/or partnership with local and state agencies
- Fatherhood conferences

Finally, participants were given a list of national fatherhood organizations and asked to indicate whether or not they use any of the organizations as resources. Overall, participants indicated widespread use of a variety of resources. Ninety-five participants, including 10 participants that replied that they did not feel connected to the field, indicated that they referred to at least one of the organizations as a resource. Among those 95 participants, the average number of organizations referenced was 3.6.

Table 29. Use of national fatherhood organizations as a resource

Organization	# of Agencies Using Organization as a Resource
Mad Dads	5
National Latino Fatherhood and Family Institute	7
Other	7
Fathers Incorporated	11
Center for Family Policy and Practice	12
Boot Camp for New Dads	19
National Center on Fathers and Families (NCOFF)	20
National Fatherhood Leaders Group (NFLG)	22
Fathers and Family Coalition of America (FFCA)	23
National Center for Fathering	24
State or Local Affiliates of the National Practitioners Network for Fathers and Families	25
National Partnership for Community Leadership (NPCL)	34

National Responsible Fatherhood Clearinghouse (NRFC) and Fatherhood.gov	63
National Fatherhood Initiative (NFI)	76

It is important to note that the level of connectedness displayed by survey participants is not necessarily representative of agencies nationwide. Survey participants' answers reflect a sample selection bias, in that we used a variety of networks, including conferences, websites of national fatherhood organizations, and state fatherhood organizations, to obtain our sample. This selection bias makes it more likely that the participants we reached would feel connected to the field, and even that they would cite the method through which they were recruited as a means of obtaining information about the field.

Nonetheless, the information about connections to the fatherhood field obtained from the survey is still capable of revealing potential trends in the field. It is significant that 85% of the sample (85 out of 100) felt connected to the field, and that a full 95% of the sample (95 out of 100), indicated that they use at least one national fatherhood organization as a resource for information about the field. It is presumed that most participants access these organizations through their websites, which together with the short answer data about the use of the internet as a resource, highlights the crucial role of the web in network building.

Furthermore, it is noteworthy that 2 organizations, the National Responsible Fatherhood Clearinghouse (NRFC) / fatherhood.gov and the National Fatherhood Initiative (NFI), were referenced by well over half of participants (63% and 76% respectively). Although we did post information about the survey on fatherhood.gov, ultimately we only obtained 10 surveys from web postings on fatherhood.gov and 2 other websites, and we did not actively recruit through NFI. Thus it is unlikely that our recruitment methods unduly influenced these responses. The large number of respondents referencing NRFC and NFI (the former recipient of an ACF grant to operate a clearinghouse), suggest that the clearinghouse grant creates a large footprint in the fatherhood field and thus has a significant influence on the way networking occurs in the field.

At the same time, it is important to recognize that participants were also obtaining information from a variety of other organizations. The majority of organizations on the list were referenced by between 10% - 30% of survey participants - a not insignificant sample – and none of the organizations were completely left out. Additionally, participants listed several other organizations not included on the list under "other." Clearly these organizations should also be recognized as vital sources of network building.

II. Funding Opportunities

Funding Sources
The largest percentage of programs (33%) relied entirely on internal/and or private foundation funding, though this was not for lack of trying to raise public support for their work. Twelve out of these 33 programs had applied for federal ACF grants. One may have received grant funds as a subcontractor from an ACF grantee, but the other 11 were all unsuccessful. Ten out of the 11

unsuccessful programs applied for the first time in 2011, while 1 applied unsuccessfully in both 2006 and 2011.

As for the remaining programs, the second most common funding strategy (32%) relied upon multiple funders - a combination of federal, state, and/or internal/private funding. State funding was the only source of funding for 13 programs, while 12 programs were funded solely by federal ACF grants. The smallest percentage of programs (7%) relied solely on other federal sources of funding.

Table 30. Funding sources

Funding Source	# of Agencies
Internal/private funding only	33
Multiple funding sources (federal, state, and/or internal/private funding)	32
State funding only	13
Federal ACF grant only	12
Other federal funding only	7
Missing	3
Total	*100*

A Closer Examination of Fatherhood Agencies

Out of the 11 agencies classified as fatherhood specific agencies, 8 relied solely on internal and/or private foundation funding. One relied solely on a state subcontract from a federal ACF Responsible Fatherhood grant, one relied on a federal ACF Healthy Marriage grant in combination with internal and private foundation funding, and one relied on a combination of state and internal funding. Only 2 of the 11 fatherhood agencies reported feeling that their funding was stable – the agency with the Healthy Marriage grant as well as internal and private foundation funding, and an agency relying on a single foundation for support. The agency that had received a National Responsible Fatherhood Capacity Building Initiative (NRFCBI) grant in 2009 reported currently relying on internal funding and considered this funding unstable. Thus the overall funding situation for the fatherhood agencies appears particularly tenuous. These agencies are relying on single sources of unstable funding, and with small budgets (8 out of the 11 reported a budget of $50,000 or less), it is unlikely that they can afford to invest in fund development.

A Closer Examination of Federal ACF Grants

All together, 35 programs competed for federal ACF grants in 2006, and 22 stated in the survey that they received these grants. According to the official list of grantees, however, only 14 had actually received grants. The other 8 appeared to have either received the funds as subcontracts from agencies that won grants, or to have replied that they received the grant in error. Fifty-four applied for these grants in 2011, but only 21 stated in the survey that they were successful. According to the official list of grantees, however, only 14 had actually received grants. The 14 programs that received grants in 2011 included 9 Responsible Fatherhood grantees from 2006, 3 new Responsible Fatherhood grantees, and 2 new Healthy Marriage grantees. The other 7 appeared to have either received the funds as subcontracts from agencies that won grants, or to have replied that they received the grant in error.

All together, 19 programs (17 Responsible Fatherhood and 2 Healthy Marriage[11] programs) were the primary recipients of federal ACF grants. The federal grants were the only source of funding for 12 of these programs, while 2 used the grants in combination with state funding, 4 used the grants in combination with private/internal funding, and 1 used the grant in combination with both state and private/internal funding.

Stability of Federal Grants

ACF awarded 5-year Responsible Fatherhood grants to 95 agencies in 2006 (worth up to $2 million) and 59 agencies in 2011 (worth up to $2.5 million). Twenty-five agencies received grants in both 2006 and 2011. We attempted to contact all 129 grantees, but ultimately only 17 participated in the survey (5 single-time grantees from 2006, 3 first-time grantees from 2011, and 9 grantees that received awards in both 2006 and 2011). Despite the small survey sample, we were able to piece together several pieces of information to provide a snapshot of the status of 2006 grantees today:

- Received new grants in 2011: 25
- Stated over the phone (did not complete survey) that they are no longer offering services[12]: 14
- Indicated in the survey that they are no longer offering services: 3
- Unknown: 53

The National Responsible Fatherhood Capacity Building Initiative (NRFCBI) awarded grants worth $25,000 each to up to 25 agencies a year for 5 years, from 2007 – 2011. A total of 117 agencies ultimately received grants. The express purpose of these grants was to enhance agencies' ability to provide fatherhood services and increase their financial stability:

> *Through a competitive bidding process, top applicants will receive funds for the specific purpose of increasing capacity to develop their fatherhood programming, and to improve their financial sustainability by becoming more familiar with—and better qualified to receive—federal or private philanthropic support.*
> *- National Responsible Fatherhood Capacity Building Initiative, Grant Summary[13]*

We attempted to contact all 117 grantees. Nineteen NRFCBI grantees completed the survey, including 3 from 2007, 1 from 2008, 5 from 2009, 4 from 2010, and 6 from 2011. All 19 that completed the survey indicated that they are currently offering fatherhood services. However, 10 grantees, including 2 grantees from 2011 and 8 grantees from previous years, informed us over the phone that they were no longer offering fatherhood services and were unable to complete the survey. The status of fatherhood services is unclear for the remaining 88 agencies that neither completed the survey nor informed us over the phone that their programs had ended.

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[11] We did not make a point of contacting Healthy Marriage grantees to participate in the survey. One of these agencies was identified for the call list as a former federal responsible fatherhood demonstration site, and the other was identified through a fatherhood conference.

[12] In addition, one 2011 grantee informed us over the phone that they are not offering services and could not complete the survey. It is unclear whether this agency had yet to start using the grant, or whether the agency had returned the grant.

[13] http://www.fatherhood.org/capacity-building-initiative/grant/summary

Overall, these numbers are small, and do not provide the complete picture of what happens to fatherhood programs after federal grants end. Nonetheless, the information does raise concerns about agencies' ability to capitalize on federal grants and sustain fatherhood services over the long term.

III. Demand for Evidence-Based Practice

Though many public and private donors are increasingly calling for evidence of program effectiveness, responsible fatherhood programs were much more likely to report collecting client monitoring rather than program outcome data and little of the data they collected was used for external evaluations of any kind. Almost all programs collected data on program attendance (96) and the overwhelming majority collected data on enrollment (83). Just over two-thirds also collected data on clients' demographic characteristics (71) and satisfaction with program services (70). Parenting skills was the program outcome collected by more programs (75) than any other outcome. Given the dominance of public funding for fatherhood services and the public interest in employment and child support services, it is surprising that only 44 programs collected data on employment outcomes and 38 programs collected data on child support outcomes. Finally, 27 programs collected data on the quality of co-parenting relationships and only20 collected data on child outcomes of various kinds, including developmental outcomes, social and emotional adjustment, behavior in and out of school, academic achievement, health outcomes, and child well-being as related to child welfare cases.

To organize their data, a majority of programs used paper records (59), computer documentation (57) or both (38), while about one third of programs used a management information system. While the vast majority of programs reported that an evaluation of their programs was required, most programs used the data they collected to maintain internal program records (71), an internal evaluation intended to improve program outcomes (62) or a government report (54). Independent or external evaluations were undertaken by or behalf of only 39 programs; and only half of these were part of a federal multi-site evaluation or an academic study. The remainder used the data for evaluations by an independent consultant. Judging by these respondents, the field has not fully embraced the kinds of data collection or analyses that are likely to produce the kind of evidence based practice that is increasingly used in other fields of human service. Further, even the outcome information programs collect is not very compelling. Programs are most likely to collect information on the degree to which fathers gain parenting skills as a result of program services, and least likely to collect information on child outcomes.

4. Program Survey Conclusion

Programmatic Priorities

A. Types of Agencies and Involvement with Fatherhood

Although the agencies that participated in the survey are not necessarily representative of agencies providing fatherhood services nationwide, it is still noteworthy that such strong trends emerged in the types of agency participating in the survey. The typical agency participating in the survey was a large, well-established family or social service agency that did not start out providing fatherhood services, but began doing so mid-way through its existence.

It may be possible that this trend in the survey reflects larger national funding trends. Looking at the 17 agencies that had received federal ACF Responsible Fatherhood grants and participated in the survey, we find:

- Nearly half (n = 7) were general social service agencies.
- Fifteen out of the 17 had budgets over $1 million dollars.
- Sixteen out of the 17 had been in existence for over 20 years.
- Only 2 agencies had been offering fatherhood services since the beginning of their existence.
- Only one agency focused mainly (but not solely) on fatherhood services.

Absent from the federal grantees that participated in the survey are smaller agencies focused exclusively on fatherhood. Of the 11 agencies participating in the survey that were classified as fatherhood agencies, only 1 had received a federal responsible fatherhood grant – one of the smaller National Responsible Fatherhood Capacity Building Initiative grants. In addition, one received an ACF Healthy Marriage grant in 2011, and 1 received a subcontract from a state agency that won a 2011 Responsible Fatherhood grant. The primary reason more agencies did not receive grants is that they did not apply for them. Seven out of the 11 fatherhood agencies did not apply for ACF grants in either 2006 or 2011.

Although the sample size prohibits drawing any definitive conclusions, it is also worth noting that all 5 of the agencies that received low commitment ratings to fatherhood were large agencies with budgets over $1 million dollars that had been in existence over 20 years and that provided fatherhood services as just one of many different services.

These findings raise a number of questions. What is preventing fatherhood agencies from applying for the large federal grants? Is the small fatherhood agency a sustainable model for delivering fatherhood services, or would the fatherhood field be better off by incorporating fatherhood work into larger agencies with proven track records of providing general social services? Are fathers, children and their families better served by the "mainstreaming" of fatherhood services? Or will multi-service agencies be less committed to fatherhood work due to the variety of existing service focuses they already have? These are questions that the fatherhood field will need to address moving forward.

B. Program Services
Perhaps reflective of the fact that so many agencies were themselves multi-service family and social service agencies, nearly all of the fatherhood programs provided multiple-services as well. With an average of 7 different services being offered per program according to the answers for a multiple choice question listing services, and with even more types of services described in response to an open-ended question about program services, there clearly seems to be an emphasis on providing a comprehensive range of "wrap-around" support. For example, health services and financial literacy education seem to be emerging as relatively new areas of focus for the field. And although the field has been historically linked to children's education through Head Start, the fact that promoting father involvement in children's education was the second most frequently offered service after parenting, indicates that the movement to involve fathers in children's education has gained a great deal of momentum.

As the range of fatherhood services has expanded, so too has the range of populations served by fatherhood programs. Overall, fatherhood services tend to be skewed to low-income fathers, but the field provides service to this population in expanding contexts. Besides the employment and child support system, where many low-income fathers are found, programs also serve them in the child welfare system and the criminal justice system. At least half the programs served teenagers, and a third of the program served fathers along with their wives or partners.

At the same time that services and target populations are expanding, there also seems to be a clear effort to standardize services through the use of curriculum, as evidenced by the fact that 78 out of the 100 survey participants reported using a curriculum in their programs.

C. Fatherhood Field

Given the fact that the fatherhood field has historically been regarded as struggling to build networks and work outside of individual silos, a surprising number of survey participants (n = 85) reported that they felt connected to the field. Survey answers revealed 2 differing network structures: 1 consisting of a large number of agencies independently connected to a small number of nationally recognized organizations, and 1 consisting of small groups of agencies connected to each other at the state and local level.

Figure 21. Network comprised of agencies independently connected to a large national fatherhood organization

Figure 22. Networks comprised of small groups of agencies connected to each other
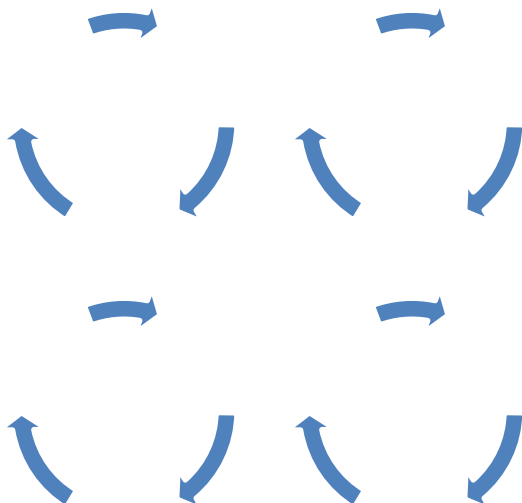
The first model is fueled by the internet and the online presence developed by large national fatherhood organizations, while the second model is fueled by state fatherhood coalitions and local or regional conferences. Both should be regarded as important sources of network building and should be continued to be supported and strengthened.

Funding Opportunities

Unfortunately, the clearest takeaway message from the funding data is that funding for fatherhood programs remains, as it has historically been, highly unstable. Only 44 considered their funding to be stable, regardless of the source. This should be interpreted with caution, however, because 28 of these programs relied upon a single funder, as did more than half of those with unstable funding. All together, 65 programs relied upon a single funding source. Reliance upon limited sources of funding will make it difficult for programs to sustain their services to fathers and their families, because public and private donors frequently change their funding priorities.

Demand for Evidence-Based Practice

Programs have clearly heard the message that evaluations are important and that the fatherhood field needs to develop a body of evidence-based practice in order to demonstrate its effectiveness and compete for the funds necessary to sustain itself. However, the fact that programs are primarily collecting client monitoring, rather than program outcome, data indicates that the field has not yet equipped practitioners to perform the types of evaluations necessary to build a true body of evidence-based practice. The danger of emphasizing the need for rigorous scientific evaluations without first building the capacity to perform such evaluations is that programs will be judged by the wrong standards and represented inaccurately.

Part V:

Implications for the Future of the Fatherhood Field

Part V. Implications for the Future of the Fatherhood Field

Key lessons learned from the literature review, the stakeholder interviews, the state survey, and the program survey point to several implications for the future of the fatherhood field:

Programmatic Priorities

- *At the local program level, fatherhood services are mainly being delivered through large, multi-service agencies, raising questions about where the fatherhood field sits in relation to the larger field of social services.*

If the interview and survey data collected for this study are indeed accurate portrayals of national trends, then there appears to be a movement towards incorporating fatherhood work into larger social service agencies. The point of the small fatherhood agency vs. large social service agency debate seems to be the tension between capacity and advocacy. It is gratifying to learn that human service agencies are recognizing that families need services for fathers. To meet this need and serve constituent families more comprehensively, they are building fatherhood services within their agencies. To fund these services they are deploying specialized fund development staff, which such agencies must maintain to ensure their survival. As previously noted, agencies devoted exclusively to fatherhood services are smaller and have fewer resources to devote to fund development. As a result, they may be less successful in the competition for limited public and private support for fatherhood services.

While locating fatherhood services within larger social service agencies increases the availability of fatherhood services to particular communities, its implications for the availability of such services overall is unclear. Multi-service agencies have an incentive to see that their staff are properly trained to provide fatherhood services and that staff remain connected to the field. Therefore, they are likely to devote resources to staff training and development. These costs can be covered by the federal grants received by over a third of the programs in our survey. However, unlike agencies devoted exclusively to fatherhood services, multi-service agencies may have little incentive to invest in the advocacy intended to sustain or increase the available funding for fatherhood services. As a result, in whatever type of agency they may be employed, practitioners should consider providing greater support for such advocacy from their own resources. With such investments, opportunities for employment in the field are more likely to grow over time. Relying upon programs who provide fatherhood services primarily or exclusively to support all the advocacy needed is just not enough.

- *The field of responsible fatherhood is taking a holistic view of fathers' needs and serving a diverse array of fathers.*

Both the range of services offered and populations targeted by fatherhood programs have been continually evolving and expanding. Evidence of a new or enhanced focus on fatherhood in areas such as housing, health, mediation services, child welfare, and children's education are all examples. Services for specific populations of fathers, particularly incarcerated fathers and ex-offenders, and teen fathers, appear to be becoming more prominent in the field. Additionally, programs appear to be making a greater effort to incorporate mothers in their programming as they focus more on co-

parenting and mediation. This could also be a reflection of increasing overlap between Healthy Marriage and Responsible Fatherhood, but because we did not include Healthy Marriage programs in the survey it is hard to say. Finally, programs appear to be serving greater number of middle-income fathers, but it does not appear that they are offering specialized services for middle-income fathers, or providing services for middle-income fathers that they do not provide for low-income fathers.

- *Small, local networks based on personal contact continue to be an important source of network building for the field. There is also a newer, rapidly expanding web-based network developing through which programs from across the country connect to a few large national fatherhood organizations.*

Both of these types of networks are important vehicles for disseminating information about funding, evidence-based practice, and other issues. However, the field also needs to consider what a web-based network *can't* do. Although this strategy may reach large numbers of people, it does not guarantee that the people being reached will use the information effectively. More so than other strategies for network building, web-based strategies rely upon brief, catchy pieces of information. The emphasis is usually on what's happening in the present, rather than reflecting and building on lessons learned from the past. This raises the concern that web-based strategies will result in broad, but shallow networks. That being said, society as a whole is largely moving towards web and social media-based communication and networking, so the fatherhood field is wise to keep abreast of these trends. It just needs to ensure that it thinks carefully about meaningful ways to do so.

Funding Opportunities

- *Identifying stable funding sources continues to pose a significant challenge, as it has throughout the field's history.*

In order to sustain itself, the field cannot allow programs to rely upon a single source of funding, particularly time-limited federal grants. Doing so results in high degrees of program turnover and lost opportunities to develop a true institutional knowledge base. Funding instability puts the field at continual risk of losing human capital, raising significant concerns about who will teach the next generation of fatherhood practitioners and leaders.

Integrating fatherhood services into family services could well be an effective method of institutionalizing fatherhood as a core social service and thus connecting it to a greater variety of stable funding sources. As discussed previously, however, doing so will also require that the field enhance its advocacy efforts in order to preserve the unique identity of the field and to ensure that fatherhood remains as important a funding priority as existing core social services.

Demand for Evidence-Based Practice

- *Awareness about the importance of evidence-based practice is high, but the capacity for conducting scientifically rigorous evaluations is low.*

In an era of increasing funding constraints, it is perhaps now more important than ever to only fund programs that work. Although awareness about the need for evidence-based practice is high, as

evidenced by the large number of both state agencies and local programs reporting that they require some type of evaluation, scientifically rigorous evaluations are rare. The majority of programs are collecting client monitoring rather than program outcome data. In order for the field to move its evidence base forward, it needs to reassess its capacity for conducting evaluations, invest in more effective evaluation strategies, and equip agencies to successfully participate in and carry out those evaluations.

This point was made abundantly clear by an informal interview with program survey participant P.T. "Buck" Foltz, the Fathers 2 DADS Coordinator at BHK Child Development in Houghton, Michigan. BHK received an ACF Responsible Fatherhood grant in 2006, but was unsuccessful in applying for the grant again in 2011. From Mr. Foltz's perspective, BHK understood the importance of research and was prepared to adopt evaluation measures as a requirement of the grant. When the agency received the ACF grant they were told that a federal evaluator would help them develop an evaluation plan. However, that person left or was unable to work with them. Instead, BHK was told to conduct its own evaluation by using an existing curriculum that included evaluation tools. According to Mr. Foltz, implementing the evaluation proved difficult. He felt that the evaluation was not aligned with the program's outcomes and could be easily manipulated. He also felt that the time necessary to conduct the evaluation detracted from the actual fatherhood work. Ultimately, Mr. Foltz reported that a great deal of valuable resources were devoted to "making pretty graphs" only to end up with an evaluation that did not provide a true representation of the program's effectiveness. For example, Mr. Foltz felt that one of the program's strengths was its ability to build a community of fathers through group work, but he did not feel that the prescribed evaluation tool adequately captured this social connectedness. Finally, he also felt that it was unfair for a small agency to be judged by the same standards as larger agencies with the ability to hire their own evaluators. Experience has convinced him of the work's importance, and he would like to continue the fatherhood program, but without ACF funds, he is unsure how.

This anecdotal evidence addresses one of the primary challenges to the field's development of a body of evidence-based practice. Much of the evaluation work that has been done thus far evaluates whether or not fathers gain knowledge or learn new skills from a curriculum. However, it fails to evaluate whether or not fathers' newfound knowledge and skills improve child well-being. Efforts to evaluate curricula are playing an important role in advancing evidence-based practice, but curricula are just one piece of evidence-based practice. Building an entire body of evidence-based practice requires a more comprehensive approach to evaluation. Building evidence-based practice is a multi-stage process, and the field is currently neglecting to go through all of the required stages. The field cannot expect to demonstrate meaningful outcomes without going through the proper process.

Fortunately, the fatherhood field already possesses a tool outlining what that process should entail. The Office of Family Assistance (OFA) published a handbook entitled, "Evaluation Resource Guide for Responsible Fatherhood Programs." The guide breaks the essential components of program evaluation down into four stages: 1) needs assessment, 2) development of program theory and logic model, 3) process evaluation, and 4) outcome evaluation. All too often the field is skipping the formalization of the first 2 stages, focusing on the process evaluation stage, and then expecting a process level evaluation to produce outcomes that can only result from an outcome evaluation. Private and public funders should pay more attention to the significance of all 4 of these stages. Rather than holding all fatherhood programs to the same standards, funders should be willing to meet programs

where they are and fund the appropriate level of evaluation. Likewise programs should be prepared to conscientiously assess what stage of the evaluation process they have achieved. It is also hoped that a more holistic approach to investing in the entire evaluation process would encourage a more stable flow of funding over the long term by setting a series of realistic goals that programs can consistently meet and build upon over time.

The current structure of federal grants does not allow for this type of thoughtful, collaborative commitment to the evaluation process. For example, according to the Funding Opportunity Announcement for the 2011 ACF Responsible Fatherhood grants, only a select number of grantees are required to participate in a federal impact evaluation, and none of the grantees are allowed to use grant money for independent evaluations.

> *Acceptance of a grant award constitutes agreement to cooperate with and administer all evaluation procedures as required, including randomly assigning enrollees into a treatment group (which can receive funded services) or a control group (which cannot receive the services)* **if the grantee is selected for an impact evaluation.** *(emphasis added)*
> …
>
> *ACF is investing resources in multiple Federal evaluations to document successes and challenges and lessons from healthy marriage/responsible fatherhood grant programs that will be of interest and value to program operators and policymakers. Given ACF's investment in these evaluations,* **grantees may not use grant funds to support independent evaluations**. *(emphasis added)* (U.S. Department of Health and Human Services, 2011, p. 6).

It is estimated that approximately 15% of grantees were selected for participation in the impact evaluation, meaning that the remaining 85% of grantees are at a considerable disadvantage in terms of conducting evaluations and building evidence of their program effectiveness. They are not being evaluated externally, and they are not allowed to spend grant money to develop their own independent evaluations. Without evidence of program effectiveness, these agencies will again be at a disadvantage the next time that they apply for funding.

There are several reasons why society should invest in subsidizing human services. Primary among those reasons is the capacity for human services to create a social benefit greater than the benefit to the individual directly receiving services. The fatherhood field passionately believes that fatherhood services provide just such a social benefit and that serving fathers ultimately improves child well-being. The field therefore has a responsibility to back up those beliefs by investing in researcher – practitioner collaborations to go through all of the stages involved in developing evidence-based practice. And it will be the field's answer to this charge, more so than to questions about agency settings, service delivery, network capacity, or even about funding, that will ultimately determine the fate of the field moving forward.

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Appendices

Appendix A: Stakeholder Interview Guide

1. We believe one way to organize the field might be by income. Based on your knowledge and experience, would you consider income as a defining distinction in the types of services available for fathers?

2. In recent years the programs targeting low-income fathers seem to have expanded from child support and employment into other areas such as child welfare and criminal justice. Would you consider these types of services as distinct subfields, or as extensions of existing services?

3. What other types of program exist for low-income fathers?

4. What are the programs available for middle class fathers?

5. To what degree are programs targeted for middle class fathers relevant to low-income fathers?

6. There seems to be increasing interest in programs that work with father and mother dyads on co-parenting skills, without the intention of promoting marriage. Do you see this interest as an emerging subfield, or as an extension of existing services?

7. How would you categorize the work done with fathers regarding children's education, such as Head Start and literacy programs?

8. What are the various funding sources for the different types of programs that have been identified?

9. Have we omitted any distinct subfields?

10. Do you believe that we have miscategorized any of the subfields? If so, how would you organize them differently?

11. What are the networks within which different subfields operate? Are these programs operating in independent silos, or is there overlap between them?

12. What are the common denominators within and across subfields? In other words, what are the factors that unite these disparate programs under the umbrella of responsible fatherhood?

13. Are there any types of programs that you would exclude from the field of responsible fatherhood and consider part of another field altogether?

14. Where do you see the field of responsible fatherhood headed in the future?

15. Time or resource constraints may dictate that we eliminate one or more of the subfields from our study. If you had to choose among them, please rank them by order of importance from 1 most

important to 6 least important. If you added or provided different ways of categorizing the subfields, please rank both our subfields and yours to answer this question.

Appendix B: Fatherhood Field Table Accompanying Interview Guide

Mapping the Responsible Fatherhood Field

Target Population	Service Areas
Low Income Fathers	• Employment services • Child support mediation • Child welfare • Criminal justice • Father competency • Father – child dyads
Middle Income Fathers	• Father competency • Father – child dyads
Mother – Father Dyads	• Co-parenting (not marriage-oriented)
Fathers Involved in Children's Education	• Head Start • Literacy

Appendix C: State Survey

Have you read the preceding consent information, and do you agree to participate in this survey?
- ☐ **Yes**
- ☐ **No**

1. Does your agency provide any state funding for fatherhood programming?
   - ☐ Yes
   - ☐ No

2. If not, has your agency ever provided state funding for fatherhood programming in the past?
   - ☐ Yes
   - ☐ No

2a. If your agency previously provided state funding for fatherhood programming, but no longer does so, why does it no longer provide funding?
- ☐ Pilot program
- ☐ Budget cuts
- ☐ Organization receiving funding no longer capable of sustaining the program
- ☐ Poor performance / lack of interest or enrollment
- ☐ Change in administration/supervisor/agency priorities
- ☐ Other (please explain)

   _____

   _____

3. Does your agency use any federal funding for fatherhood programming?
   - ☐ Yes
   - ☐ No

4. If not, has your agency ever used federal funding for fatherhood programming in the past?
   - ☐ Yes
   - ☐ No

4a. If your agency previously used federal funding for fatherhood programming, but no longer does so, why was the program discontinued?
- ☐ Pilot program
- ☐ Did not receive additional federal funds
- ☐ Did not apply for additional federal funds
- ☐ Other (please explain)

   _____

   _____

5. Please provide the following information, for all programs past and present:

Program Name	Organization	Funding Source	Dates of Operation

5. a. Please provide contact information (Contact person, email, phone number) for the programs listed in the previous question.

Contact Person	E-mail	Phone Number

6. Please provide the following details about all programs, past and present:

Program Name	Mission	Services	Target Population

7. If your agency is currently funding, or has previously funded fatherhood programming, does it or did it require any type of data tracking or evaluation as a condition of receiving funding?
   - ☐ Yes, presently
   - ☐ No, presently
   - ☐ Yes, previously
   - ☐ No, previously

8. If your agency is currently funding, or has previously funded, a program requiring data tracking or evaluation, please describe:
   - ☐ Demographic data
   - ☐ Enrollment numbers
   - ☐ Program attendance
   - ☐ Client satisfaction
   - ☐ Employment outcomes

- ☐ Child support outcomes
- ☐ Parenting skills outcomes
- ☐ Visitation with child
- ☐ Quality of co-parenting relationship
- ☐ Child outcomes (please specify)_____
- ☐ Other (please explain)

_____

_____

9. If your agency is currently funding, or has previously funded, a program requiring data tracking or evaluation, how is/was the data managed?
   - ☐ Management Information System (MIS)
   - ☐ Paper records
   - ☐ Computer documents (Word, Excel, etc.)
   - ☐ Other _____

10. If your agency is currently funding, or has previously funded, a program requiring data tracking or evaluation, to what use is or was the data put:
    - ☐ Government report
    - ☐ Academic study
    - ☐ Independent evaluation
    - ☐ Internal program records
    - ☐ Internal evaluation to determine whether or not to continue funding program
    - ☐ Internal evaluation to improve program outcomes
    - ☐ Other (please explain)

    _____

    _____

11. Did your agency apply for one of the Responsible Fatherhood / Healthy Marriage Grants that were announced in October, 2011?
    - ☐ Yes
    - ☐ No

12. If so, was this grant request an expansion/ renewal of a previous federal grant proposal?
    - ☐ Yes
    - ☐ No

13. Was the grant application successful?
    - ☐ Yes
    - ☐ No

14. On a scale of 1 to 10, with 1 being no interest, and 10 being extremely high interest, how committed is your agency to maintaining or obtaining support for fatherhood programming?

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_____
    1     2     3     4     5     6     7     8     9     10
No interest                                    Extremely high interest
```

15. What are the main challenges for maintaining or obtaining support for fatherhood
    programming in your agency?

_____

_____

_____

_____

16. What role do you see your agency playing in the fatherhood field in the future?

_____

_____

_____

_____

17. Does your state have a cross-agency collaboration related to fatherhood?
    ☐   Yes
    ☐   No

18. Please list contact information (program name, contact person, e-mail, phone number) for any
local/privately funded fatherhood programs that you believe we should include in the next round of
our survey.

_____

_____

_____

19. May we contact you in the future if we have any additional questions about this survey?

☐ Yes
☐ No

If so, please provide your contact information (name, email, phone number).

_____

_____

Thank you for furthering the knowledge of fatherhood programs by participating in this survey. Do you have any questions or comments?

_____

_____

_____

Appendix D: Program Survey

<u>Introduction</u>
1. Did you read the consent information and do you agree to participate in this survey?
   - ☐ Yes
   - ☐ No

2. Is your agency currently operating a fatherhood program?
   - ☐ Yes
   - ☐ No

3. Has your agency ever operated a fatherhood program in the past?
   - ☐ Yes
   - ☐ No

If your agency has never operated a fatherhood program you may stop taking this survey.

If your agency is currently or has previously operated a fatherhood program, please answer the following questions. If your agency has operated multiple fatherhood programs in the past, please base your answers on the most recent (focal) program. If your agency is currently operating more than one fatherhood program, please choose one focal program on which to base your answers.

<u>Raffle</u>
As a token of our appreciation for your participation, we will be holding a raffle for an iPad. Would you like to be entered in the raffle?
   - ☐ Yes
   - ☐ No

If so, please provide your contact information . *(This information is required if you would like to be entered in the raffle for the iPad.)*

Name:_____

E-mail: _____

Phone: _____

<u>Fatherhood Program Infrastructure</u>
4. Are you reporting on a past or ongoing fatherhood program?
   - ☐ Past
   - ☐ Ongoing

5. How long has the focal fatherhood program for this survey been in existence, or how long was it in existence?
   - ☐ Less than 6 months

- ☐ 6 months – 1 year
- ☐ 1 – 2 years.
- ☐ 2 – 5 years
- ☐ More than 5 years

6. In addition to the focal fatherhood program for this survey, has your agency *previously* operated any other fatherhood programs?
   - ☐ Yes
   - ☐ No

7. If so, how many other fatherhood programs?
   - ☐ One
   - ☐ Two
   - ☐ Three
   - ☐ Four
   - ☐ Five or more

8. If so, when did the first fatherhood program begin?
   - ☐ Less than 5 years ago
   - ☐ 6 – 10 years ago
   - ☐ 11 – 15 years ago
   - ☐ More than 15 years ago

9. In addition to the focal fatherhood program for this survey, is your agency *currently* operating any other fatherhood programs?
   - ☐ Yes
   - ☐ No

10. If so, how many other fatherhood programs?
    - ☐ One
    - ☐ Two
    - ☐ Three or more

11. Which of the following best describes the funding situation for your fatherhood program:
    - ☐ Stable, one funder
    - ☐ Stable, multiple funders
    - ☐ Unstable, one funder
    - ☐ Unstable, multiple funders

12. Which of the following best describes the funding source(s) for your fatherhood program (check all that apply):
    - ☐ Internal
    - ☐ Private foundation / non-profit
    - ☐ State funding
    - ☐ Federal grant

13. Does /do your funding source(s) fit any of the following categories (check all that apply):
    - ☐ Child support
    - ☐ Child welfare
    - ☐ Criminal justice
    - ☐ Head Start
    - ☐ Housing
    - ☐ Labor
    - ☐ Social / Human Services

14. Did you apply for one of ACF's 2006 Promoting Responsible Fatherhood Grants authorized by the Deficit Reduction Act of 2005?
    - ☐ Yes
    - ☐ No

15. If so, did you receive one of ACF's 2006 Promoting Responsible Fatherhood Grants authorized by the Deficit Reduction Act of 2005?
    - ☐ Yes
    - ☐ No

16. Did you apply for one of ACF's 2011 Healthy Marriage and Responsible Fatherhood Grants authorized by the Claims Resolution Act of 2010?
    - ☐ Yes
    - ☐ No

17. If so, did you receive one of ACF's 2011 Healthy Marriage and Responsible Fatherhood Grants authorized by the Claims Resolution Act of 2010?
    - ☐ Yes
    - ☐ No

18. Have you ever had to stop fatherhood programming, or are you in danger of losing programming, because of funding?
    - ☐ Yes
    - ☐ No

19. In your own words, please describe the overall funding situation for your fatherhood program:

    ```
    [                                                              ]
    ```

Program Content

20. What is your fatherhood program's mission statement?

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    [                                                              ]
    ```

21. Does your program provide any of the following services (check all that apply):
- ☐ Employment services
- ☐ Child support intermediation
- ☐ Specialized services for ex-offenders
- ☐ Specialized services for young fathers in the child welfare system or for the fathers of children in the child welfare system
- ☐ Parenting
- ☐ Father-child activities
- ☐ Co-parenting (not marriage focused)
- ☐ Enhancing father involvement in children's education
- ☐ Self identity or awareness / self-esteem
- ☐ Anger management and domestic violence prevention
- ☐ Healthy marriage
- ☐ Peer support group

22. In your own words, please describe your fatherhood program services:

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23. Do you use a curriculum?
- ☐ Yes
- ☐ No

24. If so, what is the name and author (individual or organization) of the curriculum?

Name:_____

Author:_____

Target Population
25. Do any of the following describe the target population for your fatherhood program (check all that apply)?
- ☐ Low-income fathers
- ☐ Incarcerated fathers or ex-offenders
- ☐ Fathers involved in the child welfare system
- ☐ Middle-income fathers
- ☐ Mother-father dyads
- ☐ Teen fathers*

*If you work with teen fathers, please see the brief supplemental questionnaire for programs working with teen fathers at the end of this survey.

26. In your own words, please describe the target population for your fatherhood program:

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│                                                         │
│                                                         │
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27. How many fathers does your fatherhood program serve per year?

_____

28. How are fathers recruited or referred to your program? ie. how do/did you get your fatherhood clients?

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│                                                         │
│                                                         │
│                                                         │
└─────────────────────────────────────────────────────────┘
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Program Evaluation
29. Does your fatherhood program require any type of data tracking or evaluation?
- ☐ Yes
- ☐ No

30. If so, what outcomes do you track (check all that apply):
- ☐ Demographic data
- ☐ Enrollment numbers
- ☐ Program attendance
- ☐ Client satisfaction
- ☐ Employment outcomes
- ☐ Child support outcomes
- ☐ Parenting skills outcomes
- ☐ Visitation with child
- ☐ Quality of co-parenting relationship
- ☐ Child outcomes (please specify)_____
- ☐ Other (please explain)

  _____

  _____

31. If so, how is the data managed (check all that apply)?
- ☐ Management Information System (MIS)
- ☐ Paper records
- ☐ Computer documents (Word, Excel, etc.)
- ☐ Other _____

32. If so, to what use is the data put (check all that apply):

- ☐ Government report
- ☐ Federal multi-site demonstration project
- ☐ Academic study
- ☐ Independent evaluation by an outside consultant
- ☐ Internal program records
- ☐ Internal evaluation to determine whether or not to continue funding / operating program
- ☐ Internal evaluation to improve program outcomes
- ☐ Other (please explain)

_____

Agency

33. What is the name and location of your agency?

Name: _____

City: _____

State:_____

34. What is your agency's mission statement?

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35. What is your agency's total annual budget?
- ☐ Less than $5,000
- ☐ Between $5,000 - $50,000
- ☐ Between $50,000 - $100,000
- ☐ Between $100,000 - $500,000
- ☐ Between $500,000 - $1million
- ☐ Over $1million

36. How much of the work that your agency does is focused on fatherhood?
- ☐ The fatherhood program is just one of many different programs that we provide.
- ☐ The fatherhood program is one of a few different programs that we provide.
- ☐ The fatherhood program is the main service that we provide.
- ☐ All of our services are focused on fatherhood work.

37. How long has your agency been in existence?
- ☐ Less than 5 years
- ☐ 5 – 10 years
- ☐ 10 – 20 years
- ☐ More than 20 years

38. In your agency's history, how long has fatherhood been a part of your work?
- ☐ Since the agency's beginning.
- ☐ Mid-way through the agency's existence.
- ☐ Only recently (within the past year or two).

39. What motivated your agency to become involved in fatherhood work?

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40. On a scale of 1 – 10, how committed is your agency to fatherhood work?

1	2	3	4	5	6	7	8	9	10

Not at all committed   Very highly committed

Fatherhood Field

41. Are you connected to the broader fatherhood field / do you keep up to date with what is happening in the fatherhood field locally and/or nationally?
- ☐ Yes
- ☐ No

42. If so, where do you get your information about the field or do your networking?

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43. Do you use any of the following fatherhood resources (check all that apply):
- ☐ National Responsible Fatherhood Clearinghouse (NRFC) and Fatherhood.gov
- ☐ National Fatherhood Initiative (NFI)
- ☐ National Fatherhood Leaders Group (NFLG)
- ☐ National Partnership for Community Leadership (NPCL)
- ☐ Fatherhood and Families Coalition of America (FFCA)
- ☐ National Center on Fathers and Families (NCOFF)
- ☐ Fathers Incorporated
- ☐ National Center for Fathering
- ☐ Mad Dads
- ☐ Boot Camp for New Dads
- ☐ National Latino Fatherhood and Family Institute
- ☐ Center for Family Policy and Practice
- ☐ State or Local Affiliates of the National Practitioners Network for Fathers and Families
- ☐ Other (please specify) _____

Conclusion

44. May we contact you in the future if we have any additional questions about this survey?
    ☐ Yes
    ☐ No

45. Thank you for furthering knowledge about the fatherhood field by participating in this survey. Do you have any questions or comments?

_____

_____

_____

Supplemental Survey for Programs Working with Teen Fathers

1. What kinds of issues does your program address (check all that apply):

    ☐ Education
    ☐ Job readiness (resume prep, interview skills, etc.)
    ☐ Job placement (ie. interview referrals)
    ☐ Parenting skills

    ☐ Child support navigation
    ☐ Visitation or custody assistance
    ☐ Relationship development
    ☐ Incarceration
    ☐ Other_____
    _____

2. Please describe the program(s):

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    │                                                      │
    └──────────────────────────────────────────────────────┘
    ```

3. Has your program been evaluated?
    ☐ Yes
    ☐ No

4. If so, how was the program evaluated?

    ```
    ┌──────────────────────────────────────────────────────┐
    │                                                      │
    │                                                      │
    │                                                      │
    │                                                      │
    └──────────────────────────────────────────────────────┘
    ```

5. Would you be willing to participate in a phone interview regarding the programs your agency offers for teen fathers? If so, please provide contact information and best time for contact.
    ☐ Yes
    ☐ No

    Name:_____

    E-mail and Phone: _____

    Best time for contact:_____

6. Would any of your participating fathers be able and willing to participate in a phone interview regarding the programs your agency offers for teen fathers?
    ☐ Yes
    ☐ No