

**Child Support Enforcement • Temporary Assistance for
Needy Families • University Partnership Demonstration Project**

Partnership to Strengthen Families

Fatherhood Initiative Program Assessment (Part 1 of 2)



2011

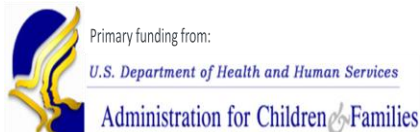
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Executive Summary

In 2006 Louisiana established eight responsible fatherhood programs statewide that were funded by Temporary Assistance for Needy Families (TANF) in collaboration with Child Support Enforcement (CSE). These Fatherhood Initiative (FI) programs served as an interagency collaboration to offer intervention and support services to low-income non-custodial parents who were potentially at risk of not paying child support and losing contact with their children. Through a grant from the federal Administration for Children and Families, CSE and TANF partnered with the University of Louisiana at Lafayette's Picard Center for Child Development and Lifelong Learning to conduct two comprehensive studies assessing the impact these programs had on child support payments and the well-being outcomes of children whose non-custodial parents participated in the FI programs.

The overall goal of the project was to reflect upon lessons learned from an interagency collaboration between TANF and CSE by determining the impact of the FI services and interventions as well as defining the well-being status of the children of FI program participants. In order to accomplish this goal, two studies were conducted and two reports were produced. The first study, which is presented exclusively in this report, consisted of a quantitative assessment of child support payments during the period in which the FI programs operated as well as a qualitative assessment of clients' perceptions of how the program influenced their parental behaviors, including both their financial and emotional support to their children.

These two assessments showed:

- a) improved overall child support payments among participants in all of the programs,
- b) the achievement of positive performance indicators that were targeted, and
- c) positive performance indicators that were not targeted yet their existence was evident.

These indicators were hidden or not easily revealed in the standard reporting process that demonstrated how effective the program services and interventions were in influencing improved financial and emotional support non-custodial parents gave to their children.

Findings from the quantitative assessment were limited due to a lack of specific data sets that could exclusively link program services to improved participant behaviors as opposed to changes influenced by other factors such as child support enforcement rules implemented through the court system. However, for three programs that provided certain information, their data suggest their services helped produce significantly more non-custodial parents who sustained or improved their child support payments. Those percentages ranged from 20% – 39% and are considered substantial according to national experts. Crane (1998) verifies that programs that demonstrate 20% or more of its participants achieved the desired outcomes after participation is a standard reference point for social programs that are deemed highly effective.

Based on lessons learned from the assessment findings, several recommendations were offered for future opportunities to strengthen the outcomes for vulnerable, low-income children and families. The report details the following summarized recommendations relating to the three goals of the project:

Goal 1 - Observations from the Interagency Collaboration

In order to account for the impact of services and interventions, TANF and CSE may benefit from the expertise and technical assistance of a qualified third party agency to plan how performance data will be collected electronically and analyzed to define the impact of services on participants and the cost effectiveness of each program. Through more interagency collaborations, DCFS has the capacity to monitor how publically funded services and resources that are provided to adults and families actually impact children. These impact assessments should be used to influence policy changes that improve the outcomes for children to demonstrate returns on investments that strengthen our state's future viability. Louisiana's economic prosperity is greatly enhanced by insuring vulnerable children's ongoing well-being towards their future self-sufficiency. As public resources continue to dwindle, it will become most important for social service agencies to leverage proven early intervention and anti-poverty strategies that have long-term and sustaining impacts. Data from this assessment strongly suggest that by offering effective responsible fatherhood services DCFS is leveraging its impact on children. This is occurring because responsible fatherhood programs targeting low-income non-custodial parents have resulted in strengthened relationships with their children's custodial parents. These responsible fatherhood programs also help both parents understand that they need to be effective collaborators in order to co-parent their children with a primary goal of producing positive educational outcomes, which is the cornerstone of their children's self-sufficiency.

Goal 2 – Observations of the Impact of the Eight TANF-funded FI Programs

As a progressive strategy to help low-income non-custodial parents pay child support and improve emotional ties to their children, CSE and TANF collaborated to form these responsible fatherhood programs through partnerships with education and community agencies, district attorney offices, and state prisons. Although funding for these programs ended early into this research project due to severe state budget restraints and having lacked key data about program effectiveness, this demonstration project has shown that these programs have great potential to improve the lives of children by offering support services to their non-custodial parents. Through the information and analyses provided in the two studies and produced in the reports, DCFS is poised to compete for federal funds supporting responsible fatherhood and healthy marriage and relationship programs through TANF funds that have been set aside through the 2010 TANF Reauthorization. Pending the availability of funding, CSE and TANF should develop standardized performance benchmarks for multiple types of responsible fatherhood and healthy marriage and relationship programs. DCFS should also consider setting up empirical studies with future programs to determine which service and intervention models have the greatest impact and the most cost effective outcomes for low-income participants and their children. Empirical studies will also improve monitoring and

accountability standards among partnering agencies to avoid wasted financial investments made on agencies who under perform.

Goal 3 – Observations of the Well-being status of FI children

Throughout the qualitative portion of the FI assessment, several targeted performance indicators were evident based on the interviews with former FI participants from several programs. An example of these performance indicators is that non-custodial parents were able to discuss what they learned about effective parenting and how they applied the knowledge and skills they acquired through the program. Another example is how their parental choices positively impacted their children's schooling and their relationship with their children. However, these data also revealed several positive performance outcomes that were not measured or reported as a result of the impact of program services. These indicators should be considered if responsible fatherhood services are to be reestablished in the future or as a strengthening families strategy with the ultimate goal of improving the capacity of low-income, non-custodial and custodial parents to help prepare their children for self-sufficiency into adulthood. The single most strategic way to achieve that is to insure children at least graduate from high school which has been linked to avoiding adult poverty.

Details on the well-being of FI children and the potential impact FI programs had on clients' children are reported in a supplemental report under the same primary title as this report's but subtitled *TANF Fatherhood Initiative Children's Well-being*.

Background

In 2005, Child Support Enforcement Services and TANF collaborated to request funding from the Louisiana Legislature to establish Fatherhood education and support services through community-based organizations, including local district attorney offices and agencies that delivered services to incarcerated non-custodial dads. Eight agencies were chosen to deliver services aimed at helping low-income, non-custodial dads support their children financially and emotionally. About \$3.4 million was issued through a competitive process to fund these eight programs between 2006 through 2009. All grantees were required to provide a core group of services, and other services were allowed based on the agency's ability and expertise. These services will be outlined and examined extensively later.

Purpose

In 2008, staff members in Child Support Enforcement Services were asked to update a committee that was established by the legislature on marriage and families on the impact of the TANF-funded Fatherhood Initiatives. While the committee was informed about the processes involved in issuing funding to eight community based organizations to serve low-income, non custodial dads, the Department of Children and Family Services lacked the data to determine the impact those program services had on increasing child support payments as well as on improving parent-child relationships among clients of those programs.

In July of 2009, DCFS Child Support Enforcement Services and TANF staff collaborated with staff at the Picard Center for Child Development and Lifelong learning to secure funding from the US Department of Health and Human Services Administration for Children and Families division through a competitive grant. The 17 month collaboration was funded from October 1, 2009 through February 28, 2011 and later extended to June of 2011 through the Partnership to Strengthen Families: Child Support Enforcement/Temporary Assistance to Needy Families/University Partnership Demonstration Project. Louisiana was one of only four states chosen to receive funding for this project.

Guiding Questions

The Partnership to Strengthen Families demonstration project was designed to achieve three primary goals. The first goal is to conduct an evaluation using qualitative and quantitative assessments by reflecting back on lessons learned from the eight programs that administered fatherhood services to determine what impact the services had on child support payments and parent/child relationships. The second goal of this project is to compile as much school performance on each child enrolled in public schools and whose dad participated in one of the eight fatherhood programs. The third primary goal is to examine the fatherhood programs' impact data and the children's school performance data to identify and discuss policy considerations that help reduce the need for public assistance among the next generation of low-income families. The project will culminate with policy and data driven discussions among the Department of Children

and Family Services the Louisiana Legislature, and multiple state agencies that serve low-income children and families.

Regarding the first primary goal, the evaluation was guided by the following research questions:

- Does participation in one of the eight TANF-funded fatherhood programs result in fathers paying child support?
- Does participation in one of the eight TANF-funded fatherhood programs result in fathers having improved relationships with their children?
- What factors contribute to father's changed attitudes about child support payments and improved relationships with their children?
- What are the lessons learned from former participants and staff about program impact?

A review of the professional literature compiled by the research team shows that programs that offer comprehensive services to fathers result in establishing and/or sustaining child support payments and improves a child's emotional well-being. The impact of fatherhood programs was strongest when parental education, personal counseling geared to address conflict resolution, and employment support was offered to participants. Fidelity of implementation of programmatic activities is also another key factor in the successful outcomes of fatherhood programs.

Data Audit Procedures

Before an evaluation could be undertaken, the research team needed to know what data were available and used in the daily operations of all of the fatherhood programs in order to achieve the program outcomes. For the purposes of this demonstration project, a data audit is defined as a pre-assessment of all data that was collected and compiled electronically and non electronically by each of the eight fatherhood grantees during their receipt of TANF funding from July 1, 2006 – June 30, 2009. Please note that funding and performance data between July 1, 2009 and December 31, 2009, which is when the program funding officially ended, is not considered in this evaluation. That data are not considered because short-term contracts were made during that period that deviated from the original contracts.

Before a data audit on the eight fatherhood programs could begin, the team first needed to consider what services were required and allowable by TANF's Request for Proposals (RFP). Based on the RFP expectations and limitations, an examination of each grantee's plan was needed to understand the annual performance requirements of each grantee as well as the performance standards reported by each of the grantees through the Department's electronically submitted Measurement of Success (MOS) annual reports.

Grantee Profiles

The eight TANF Fatherhood Initiative programs ranged in services and targeted outcomes. Three of the eight programs were agencies that had longstanding ties to DCFS' Child Support Enforcement Section. Two of these agencies were based in district attorney offices and one in a community

based organization that offered comprehensive services to families through its many partnerships with other agencies. The remaining five programs offered similar basic fatherhood services. One was a hospital based program, one was a university based program, two were operated through Head Start Programs, and one served incarcerated fathers. Each had a variety of other partners who offered services to help non-custodial parents maintain financial stability as well as remain involved in their children's lives. For a summary profile of each Fatherhood Initiative program, see Appendix 4.

Evaluation Design and Data Collection

In order to acquire a thorough understanding of the impact that fatherhood program services had on clients, a retrospective evaluation of client and administrative data as well as client and staff experiences were determined by the research team to be most useful. Therefore the evaluation included four qualitative and seven quantitative data sets:

Qualitative Data Sets

- Site visits
- 1 hour interviews with former clients
- 1 hour interviews with frontline fatherhood staff
- A variety of other data presented by program staff

Quantitative Data Sets

- Program participant names and social security numbers (if available)
- Child Support Enforcement Section records of child support payment history three years prior to program participation
- Child Support Enforcement Section records of child support payment during the three year period of fatherhood program operations
- Names and social security numbers of fatherhood participants' children
- Multiple school performance indicators of fatherhood participants' children enrolled in public schools
- Louisiana Parish level data from the National Center for Children in Poverty's Family Resource Simulator
- Other individual level data from several state agencies on the children of fatherhood clients

The recorded client and staff interviews were transcribed and analyzed. The analyzed information obtained from these qualitative data sets were combined with the analyzed quantitative data sets and used to form policy discussions as part of the third primary goal of this project which was mentioned earlier.

Evaluability Assessment

Since the 1990s, the U.S. Department of Health and Human Services (DHHS) has supported fatherhood program development and expansion through a variety of efforts. In partnership with the Lewin Group, Inc. (1997), DHHS and other partners commissioned a national study of fatherhood programs to create benchmarks that outline the evaluation process as well as the data elements that need to be in place before a thorough formal impact evaluation can be conducted. These guidelines can also be helpful to organizations and policy makers that are trying to build the capacity to be evaluated and for determining if the fatherhood interventions produced significant returns from the initial investments. The research findings were based on the program activities offered at more than 300 community-based fatherhood programs nationwide.

Depending on the capacity of the automated system used for collecting and tracking program activities and client information, the researchers suggest that three primary components be included in program evaluations. The first is the *process evaluation*, which involves the continuous collection and examination of the program environment and processes. Next, the *impact evaluation* is concerned with the extent to which the program's intervention strategies influence the desired outcomes of improved child support payments and father/child relationships. Lastly, the *cost-benefit and cost-effectiveness evaluations* allow program operators to use a formal framework to determine if the program operated with economic efficiency. Such evaluations help organizers and funders determine if the resources used to create the program outcomes could be more efficiently used to fund alternative interventions or programs. It helps answer a primary question regarding this study, "Does the total benefits of the TANF-funded fatherhood interventions exceed the total costs?" And if so, "Are the net benefits at least as great as the net benefits from funding other alternative interventions?"

For the purposes of evaluating the eight TANF-funded fatherhood programs, the research team used the Lewin Group's framework (1997) that includes six areas of research as a checklist of questions for data gathering and analyses:

- Were measurable outcomes clearly stated and used in each program?
- Can each specific measurable outcome be directly tied to specific service components that had a direct impact on the desired overall outcomes?
- Was the process and methods for recruiting, enrollment, and participation appropriate for obtaining the programs' results?
- Is there a clear understanding of the characteristics of the target population, the program participants, and the program environment in order to define an adequate sample for both qualitative and quantitative analyses?
- What is the ability of staff at each site to collect and maintain information electronically at each site, and
- Is there enough data on program participants and their children in order to make statistically significant assumptions about the impact of each of the eight programs?

Each of these questions will be further detailed in subsequent portions of this report where both the qualitative data and quantitative data are analyzed. (See Appendix 1 for a summary chart of the client data that were collected.)

Data Audit

Before these questions could be answered, the partner agencies (Child Support Enforcement Section, TANF, and the Picard Center) had to identify exactly what data were available for analysis as well as determine if the data sets were available electronically or non-electronically. This was achieved under the lead of the Picard Center team that performed a data audit for each of the eight TANF-funded fatherhood programs. The results of which will be discussed throughout the data analyses portions of this report. Among the information that was reviewed as part of the audit was an examination of all of the data items that were collected by each of the program. In Appendix 2 a chart provides a glance at the extensive list of basic data items that were collected by seven of the eight programs. Note how they compare to the DHHS (2003) recommended list of data items for fatherhood programs as well as how they vary across all eight programs.

Another aspect of the Data Audit process involved the team conducting a Privacy Audit, which was to insure that along every step of the research process that the individual level data, especially social security numbers of the clients and their children, were securely protected.

Appendix 3 outlines how each grantee was required to securely submit individual level data electronically for convenience and to protect the privacy of clients in doing so. The program staff also had the option of using the U.S. postal service or hand delivery so that the data would be exchanged securely. A few program staff preferred to give the data to TANF rather than a third party in order to not violate other funder restrictions against sharing confidential client information. Yet because DCFS is the owner of the data, each grantee was contractually required to release the data to the Picard Center on behalf of DCFS for this research project. The experience of handling this exchange of confidential data should encourage changes in DCFS' contract language in order to avoid the unnecessary complications associated with compiling data for third party researchers.

Study Limitations

While the overall intent of the DCFS and Picard partners was to conduct a thorough evaluation of the fatherhood programs, there were several investigations or alternative approaches that might have broadened our understanding of the extended impact of the fatherhood program services. Investigations such as interviewing low-income custodial mothers whose children could have benefited from the increased child support and relationships with their non-custodial fathers were not feasible and therefore not included in this study. This research project could have also included pre and post assessments of attitude changes among all participants, yet there was a range of variety in the attitude assessments collected by each of the eight programs, therefore the use of those data sets was also not feasible.

Most importantly, one factor that did somewhat limit our evaluation portion of the project was that due to severe mid-year budget cuts to the state's Department of Children and Family Services in the fall of 2009, the executive administration felt forced to abruptly end the fatherhood initiative funding. This cut was made primarily in order to protect the limited resources being invested in high-risk child welfare cases. Another factor that contributed to this decision was that the executive team lacked quantitative data defining the impact and cost-effectiveness of the fatherhood initiative, particularly as it pertained to: a) the long term impact of the programs, and b) each program's capacity to pay for itself based on intermediate and long term benefits.

One former TANF Director said that if the Department had completed this research project prior to the budget cuts, the team might have had better data to justify the continuation of fatherhood funding that otherwise needed go towards extremely vulnerable children (Murray, personal communication, 2009). So because of funding limits, a few of the fatherhood grantee staff who lost their jobs as a result of the cuts and most clients who were no longer able to use program services were not accessible for interviews. This prevented those participants from sharing their experiences that help define the impact the program had on them as staff and clients. Yet the team was able to secure a significant number of staff and former clients' interviews in order to secure a representative sample of qualitative data for analysis. (See Appendix 1 for a table that lists the number and percentages of clients whose identification was accessible for review.)

Finally, the school performance data collected on the children of the fatherhood clients are exploratory in nature and the extent to which it can be used to influence policy is unknown during the early stages of the project's development. However, it is intended for use as a guide in monitoring the school performance of low income children whose single parent mothers depend on consistent child support and positive mother and father relationships for their children to do well in school. High school completion is one of the single most influential factors in insuring that Louisiana children do not live in poverty as adults. The extent to which DCFS and other state agencies that provide government supports to low income children and families can link program services to child well being, including school performance, could be the state's most promising and comprehensive poverty reduction and/or eradication strategy ever undertaken.

Fatherhood Literature Review

The future economic viability of Louisiana largely rests on the state's capacity to grow an educated populous whose members can be self-sufficient by earning living wages and paying taxes rather than relying on government assistance. The state's economic viability is threatened by the high percentage of citizens living in poverty and the ever growing numbers and large percentage of children growing up in families living in poverty. Sadly, a majority of these children are growing up in single-parent households, which are most likely headed by women who have low educational attainment, limited job skills, and who rely on government aid to help raise their children. In Louisiana, 14% of households with children were headed by women compared to only 11% nationwide. (U.S. Census, American Community Survey, 2008).

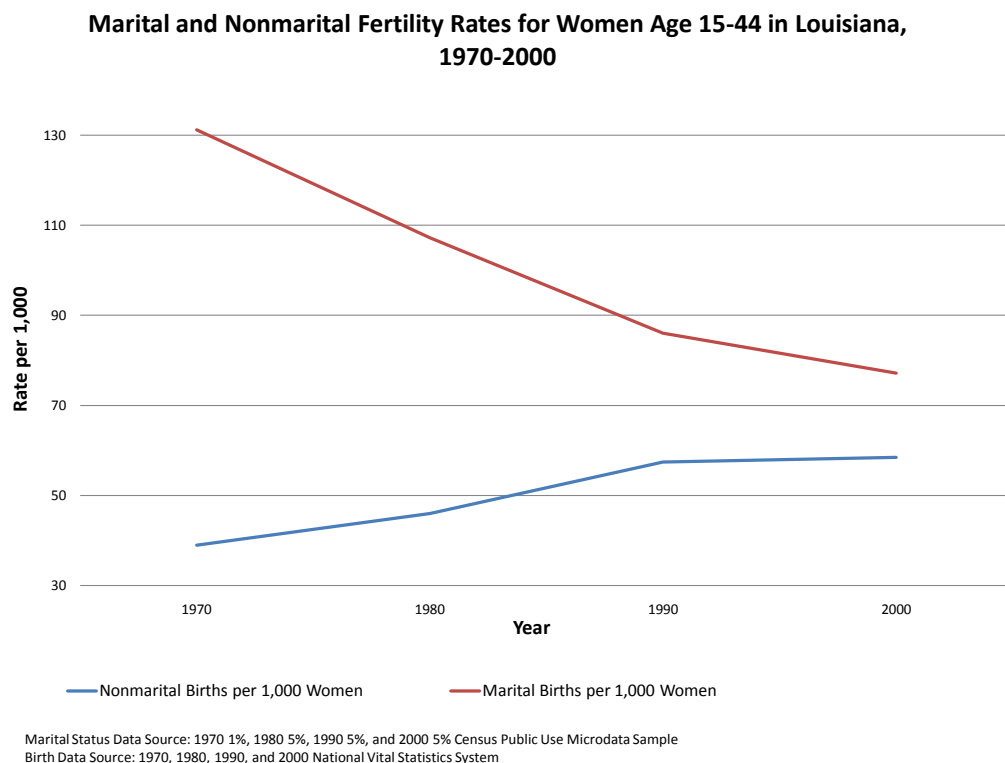
Since welfare reform in the 1990's, Louisiana has made substantial progress in helping to stabilize single parent families through its child support policies and enforcement activities, insuring that non-custodial parents, who are usually fathers, contribute to their children's financial and emotional well-being. The regular receipt of child support is often cited as a critical ingredient to welfare reform success. In the wake of this reform, more attention is being devoted to improving the family maintenance contributions of low-income fathers to parallel the welfare to work initiatives for low-income mothers (Huang, Garfinkel & Waldfogel, 2004). However, collecting from low-income dads whose earning potential is unstable is proving to be one of the greatest challenges facing child support enforcement. These fathers' earning potential is stymied due to a lack of education and skills to become more employable. Low-income obligors have family income below the poverty threshold for their family size or their personal income is below the poverty threshold for a single individual (Huang, Garfinkel & Waldfogel, 2004). These factors are further complicated by high rates of incarceration for these same fathers. In one national study of low-income obligors, 60 percent had no high school diploma or GED and 70 percent had been arrested (Reichert, 1999).

Local economic factors and limited job openings also contribute to these fathers inability to earn living wages (Bloomer, Sipe, & Ruedt, 2002). Usually the custodial parents of their children rely on Temporary Assistance to Needy Families (TANF) and other government assistance to financially meet the children's basic needs. Without supportive state policies in place such as setting realistic orders, encouraging voluntary compliance, and being flexible to the unique challenges experienced by poor families, children suffer more. Low-income non-custodial fathers who cannot pay tend to go underground and are further isolated emotionally from their children simply because they do not earn enough money to pay child support (Legler, 2003).

Compounding the economic struggles of both low-income custodial and non-custodial parents is the reality that their children are more likely to live in complicated and stressful environments that almost assure that they will become adults who remain in poverty. According to a recent Urban Institute report (Radcliffe & McKernan, 2010), the cumulative impact of poverty on children most likely results in lifelong poverty. Using 37 years of national data on children, this study was the first

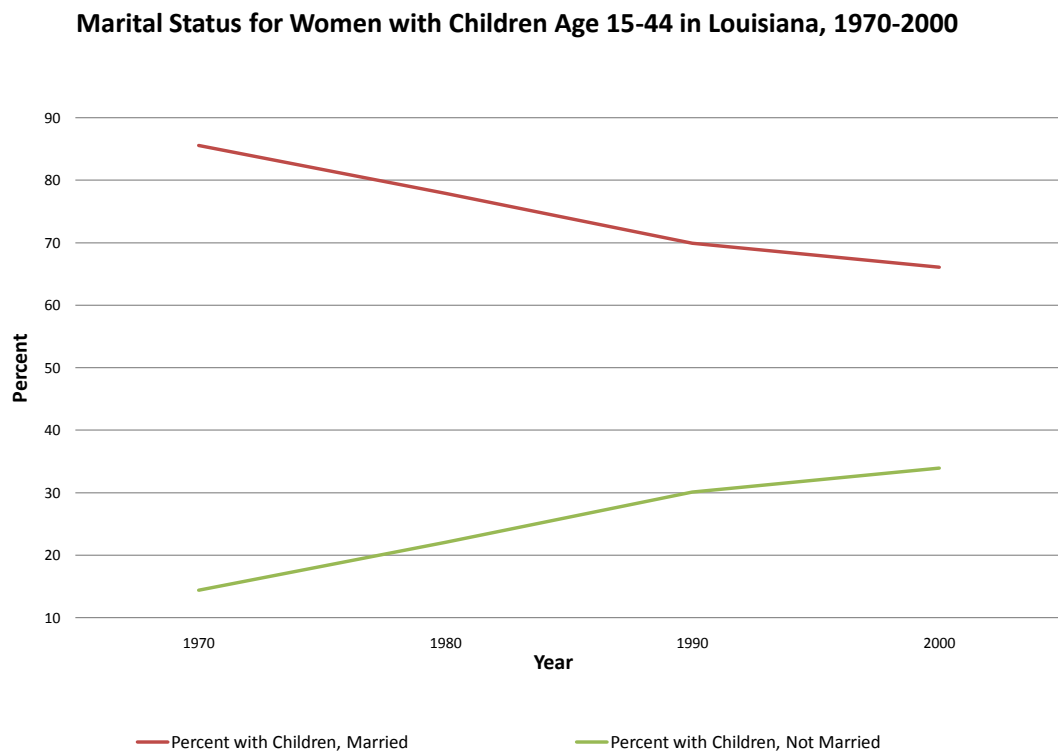
to show how being born in poverty relates to persistent poverty. It also showed how the traditional poverty rate masks the real problem. This study overwhelmingly confirms that if children are born in poverty, they are more likely to experience persistent poverty, especially African American children. Eighteen percent of black children compared to two percent of white children are more likely to spend three fourths of their childhood living in poverty. They are two and a half times more likely than white children to encounter longer periods of living in poverty and seven times more likely than white children to continue living in poverty throughout their adult lives. Numerous other studies also show that this same population is more likely to become teen parents and have children who grow up in poverty as well as become high school dropouts, not enroll in college, qualify for only minimum wage jobs, and continue to live in poverty as adults. Moreover, similar to the rest of the country, over the last four decades Louisiana has seen a consistent decline in the percent of births among married couples while non-marital births continue to increase steadily even after welfare reform in the 1990's as seen in the next figure. These dismal statistics coupled with the state's consistent increase in poverty, means that the challenges of dealing with low-income non-custodial parents, will only expand as the numbers in the next generation of citizens who are least capable of becoming self-sufficient simultaneously increases.

Figure 1: Fertility Rates



As the rate of births to single mothers in Louisiana steadily increased over the past forty years, so has the percent of single mothers raising children under age 18. At the same time, the percent of married couples raising children under age 18 has continued to decline dating back to 1970 as seen in the next figure.

Figure 2: Women with Children



Marital Status Data Source: 1970 1%, 1980 5%, 1990 5%, and 2000 5% Census Public Use Microdata Sample
Birth Data Source: 1970, 1980, 1990, and 2000 National Vital Statistics System

Based on these patterns, more children will face the challenges of having their non-custodial parent (usually their father) meet their financial and emotional needs. Clearly, it is obvious that the need for services that address a father's responsibility to the economic and emotional well-being of his children is incrementally increasing. This is not only due to the fact that both poverty and high school dropout rates are both on the rise, there are other indicators that suggest further stressors surrounding fatherhood challenges (Blanchard et al, 2010). Divorce rates among couples with children and single parent births are on the rise while marriage is declining. Collectively, these statistics suggest that a much greater burden in addressing fatherhood challenges among low-income men currently faced by both Child Support Enforcement and TANF programs will only heighten.

Barriers and motivation for paying child support

Despite the benefits child support payments offer children and how it helps to stabilize poor families, there are numerous issues that impact child support payments. Researchers have produced conflicting studies since the early 1980's regarding the connection between non-custodial fathers who pay child support and visitation access to their children. Studies have been conflicting regarding which has more of an influence over the other (Turetsky, 2000; McLanahan, S. & Carlson, 2002; Dubey, 1995). Weitzman (1985) advocated for child support enforcement universally despite most researchers placing an emphasis on a more family friendly approach by

encouraging non-custodial fathers to become more involved with their children rather than mandating them to pay child support. A 14 year national longitudinal study contradicted previous studies and Weitzman's by showing that increased visitation had no impact on child support (Ahrns, 1993). However, the Ahrns study speculated that there were socio-emotional factors among the parents, which had not been measured, that had more of an impact on child support payments. Other researchers claim that much of the policy-induced barriers impact low-income, unmarried, minority non-custodial fathers because the research does not delve into the unique circumstances that shape their financial and emotional connections to their children (Coley, 2001).

Some national advocacy agencies have questioned the well-intentioned U.S. welfare policy's impact on children's well-being due to increased conflict between custodial and non-custodial parents as a result of child support issues (Mandell, 1995). Several studies show that substantial amounts of financial assistance go unreported (Coley & Chase-Lansdale, 1999; Edin & Lein, 1997; Garfinkel, McLanahan, Meyer & Seltzer, 1998). A major concern is that the current child support policies have an irreversible and indiscriminate impact on low-income non-custodial men and their children (Boggess & Roulet, 2001).

An in-depth, unique qualitative study revealed visitation and child support barriers from the vantage point of both custodial mothers and non-custodial fathers (Bloomer, Sipe, & Ruedt, 2002). Non-custodial fathers felt that the biggest barriers to paying child support and visitation were a lack of jobs, physical disabilities, earning low wages and the fact that visitation rights seemed to depend too much on how well they were able to get along with the mothers. The mothers felt that the biggest barriers were related to the fathers' new significant other, and some thought the rigid wage withholding laws discouraged men from maintaining even low paying jobs, which resulted in mothers receiving no financial support at all. These mothers felt that visitation should be withheld if payments were not made and they also wanted the men to help more with the daily activities associated with rearing children. Both the men and the women supported laws that made each other more accountable with mothers feeling that men should pay and fathers believing that women should account for how they expended support resources. The researchers concluded that "nonpayment of child support could not be explained solely by the financial ability of non-custodial parents" (p. 89) and that mistrust and hostility are interlaced with payment and visitation issues. Influenced by national studies, the federal government recognizes that child support payments represent the most significant aid to single parent households, largely because in many instances these payments are also tied to a fathers' healthy involvement in their children's lives and education (Furstenberg, Morgan, & Allison, 1987; King, 1994; McLanahan, Seltzer, Hanson, & Thomson, 1994). While a father's absence has an overall negative impact on children, support payments help ease some of the negative impacts, but only slightly (Ishida, 2009). In a meta-analysis of 63 studies, Amato and Gilbreth (1999) sought out to determine if non-custodial fathers contributed anything to their children's well-being other than giving money. On the surface they report that the majority of these studies suggest the answer is no, they did not contribute anything other than money based on research of father-child contact.

Often child support was seen to have had a great impact on removing families off of welfare during the 1980's, but at the same time these types of payments were not an effective anti-poverty approach, especially for single parent families (Robins, 1986). Unfortunately, answers to addressing poverty continue to elude policymakers on both national and state levels. The Picard Center in its affiliation with the University of Columbia's National Center for Children in Poverty has explored a promising anti-poverty project called "Making Work Supports Work". Through this partnership the Picard Center is positioned to assist state agencies and policymakers identify state-specific solutions and federal reforms aimed at assisting low income children and families become self-sufficient and thrive. This work focuses on work supports designed to assist families in making ends meet such as earned income tax credits, child care subsidies, health insurance, food stamps, and housing assistance. Utilizing results from two web-based tools, the Basic Needs Budget Calculator and the Family Resource Simulator (See Appendix 5), the Picard Center can demonstrate, for all 64 Louisiana Parishes, the amount needed to cover a family's basic budget without the help of work supports, and how work support policies can affect a family's ability to make ends meet through an illustration of both existing policies and potential policy reforms.

Clearly, the research supports the findings that non-custodial fathers can have a substantial impact on the educational attainment of their children, and Louisiana has the opportunity to consider what role these men can play to insure that their children at least graduate from high school as an anti-poverty intervention. Although educational attainment is one of the most significant indicators of self-sufficiency in adulthood for Louisiana children, especially those now living in poverty, over the last 10 years, a large percentage of Louisiana youth from various socio-economic backgrounds drop out of school and a disproportionate percentage of these children are children who live in poverty. In 2008, 58% of students who dropped out were low income (Picard Center).

Project Goals

As stated earlier in this report, the core goals of this ACF funded assessment project were three-fold and will examine:

1. What can be learned about the achievements and barriers regarding the TANF and CSE Fatherhood Initiative collaboration in helping low-income non-custodial fathers pay their child support and encourage healthy involvement in their children's lives,
2. What can be learned about the achievements and challenges experienced by the staff and clients involved in the eight TANF funded Fatherhood Initiative as well as identifying promising practices used by these programs, and
3. The school performance of children, whose fathers participated in any of the eight TANF-funded fatherhood programs.

After examining these three areas, one important outcome of this research project was to define more clearly what role non-custodial fathers can play in the schooling of low-income children in Louisiana to insure that—at a minimum—they graduate from high school. Exploring the link between high school graduation and father/child relationships present an opportunity for fatherhood

programs to consider this link as an under-explored indicator of children's well-being. These observations will help guide future discussions about state policies in social services, education, employment, and other critical areas of the state's investments in vulnerable children and families that are dependent on government aid for survival. These policy suggestions support the Department's goals of supporting family self-sufficiency through the delivery of comprehensive social services that cut across state and community agencies. In concert, this demonstration project will also give insights into DCFS's opportunities and challenges associated with expanding its collaborative partnerships with other departments and state agencies.

A more extensive review of pertinent literature, particularly studies on best practices of responsible fatherhood programs have been integrated predominantly in the qualitative analysis portion of this report as well as throughout the report.

Methodology

Quantitative Data Collection and Analyses

During the planning stages of this research project, the partners anticipated being able to collect several data sets on each of the participants that were served in all of the 8 TANF funded fatherhood programs. The team expected to collect enough data for both quantitative and qualitative analyses in order to determine lessons learned from the TANF and Child Support Enforcement interagency collaboration which led to the establishment of the TANF Fatherhood Initiative. By combining both quantitative data regarding the maintenance and/or improvements in child support payments among the non-custodial fathers and the qualitative data from participant interviews, the team anticipated gaining a very comprehensive picture of what did and did not work in these eight programs as well as with the interagency collaboration. However, when funding for these programs ended abruptly in December 2009 due to the need to make severe state budget cuts, this limited the team's ability to acquire all of the data needed to determine the impact these program services had on child support payments and children's well-being. While the timing of the decision to cease funding the Fatherhood Initiative was unfortunate, the Department's leadership team felt obligated to place priority funding on direct services to the neediest children within the welfare system who relied on essential social services for basic survival.

This resulted in the research team only being able to acquire 1,914 names that the grantees submitted as having been served by all 8 TANF programs. Of those names, only 73% (1,082) could be matched by social security numbers. Varying reasons may account for this: two of the eight programs did not collect social security numbers and one of the remaining six programs had an organizational policy which made the submission of social security numbers optional for their participants. We suspect that a small number of client names may not have been available from two programs due to changes in staff or administration. The greatest concern about the lost of client data pertains to the fatherhood clients who participated in the fatherhood programs while incarcerated. Only about 11 percent of inmate clients served were identifiable by social security numbers. That represents 44 of the 390 inmates that were reported to have been served. The names of clients had to be compiled from copies of sign in sheets, and many of the signatures were illegible. TANF and CSE did not have a master list of clients served to verify the missing data.

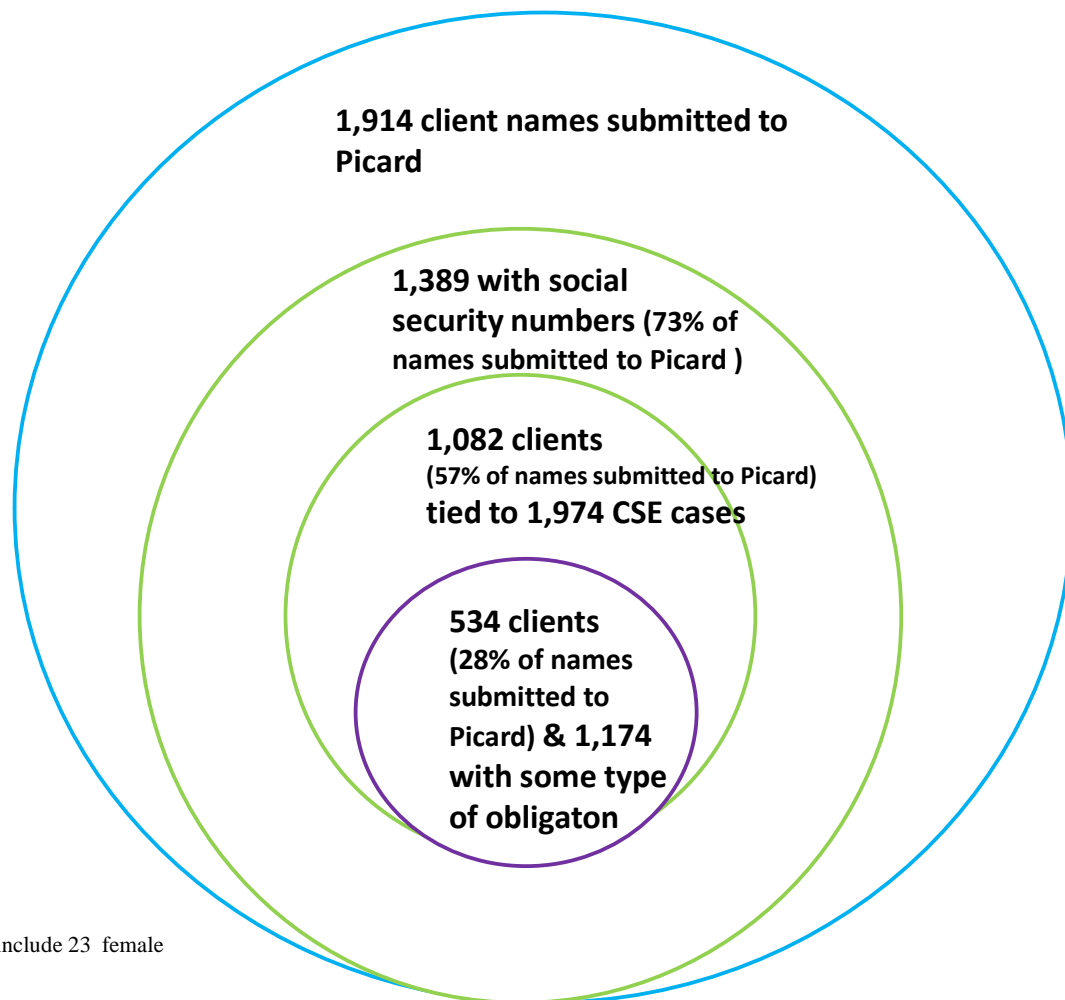
This lost data then further inhibited the research teams effort when it was discovered that of those 1,082 names matched by social security numbers, only 57% were tied to cases on file with Child Support Enforcement from 2004-2009. Fiscal years 2004 – 2005 were intended to show obligation and payment histories of clients during the two years before program services were offered. Fiscal years 2006 – 2009 were intended to show the obligations and payments during the three years in which the fatherhood services were offered. With these data sets from the TANF Fatherhood Initiative grantees and Child Support Enforcement records, the plan was to compare payment histories before and after program participation dates as this spoke to the purpose of the collaboration. Unfortunately, only three of the eight programs either recorded this information

electronically or were able to provide this information to the research team via hard copies of records to facilitate the comparative analyses of child support payments and program participation. To further complicate matters, the research team, after reviewing those cases on file with CSE found that of the 57% (1,082 of the fathers with CSE cases), only 28% of them (or 534) had some type of obligations; thereby further diminishing the numbers from which conclusions could be drawn and minimizing the numbers of participants who should have been targeted based on CSE's need to prioritize services to non-custodial fathers with child support cases. (See Appendix 1 for details).

In order to define what impact the eight Fatherhood Initiative programs had on influencing the desired behaviors of low-income non-custodial fathers, the main quantitative data sets of interest would have been sustainment or increases in the numbers and percentages of cases in which child support was paid. This could have been analyzed to help the Department determine the similarities and differences between the programs and the strategies used to produce the desired outcomes. Specific data sets to compare child support payments before, during, and after program participation would have demonstrated if the Fatherhood Initiative interventions caused improvements.

The next two figures represent graphical depictions of why it was not feasible to conduct a formal impact evaluation on Louisiana's TANF funded Fatherhood Initiative programs. The first figure shows the layers of data beginning with the 1,914 names of fathers that were submitted to the research team from the grantees. Of that number only 28% or 534 non-custodial fathers had child support cases on file. There was no demographic data on the fathers with active cases that were accessible to the research team to statistically determine if the outcomes of the 534 fathers, predict the outcomes of all other fathers served by all eight fatherhood programs. This figure also shows that a significant gap occurred in defining the eligibility of the participants in the Fatherhood Initiative programs. It appears that a significant majority of the actual clients that the grantees served may not have necessarily been the optimal target population that TANF and CSE intended to serve.

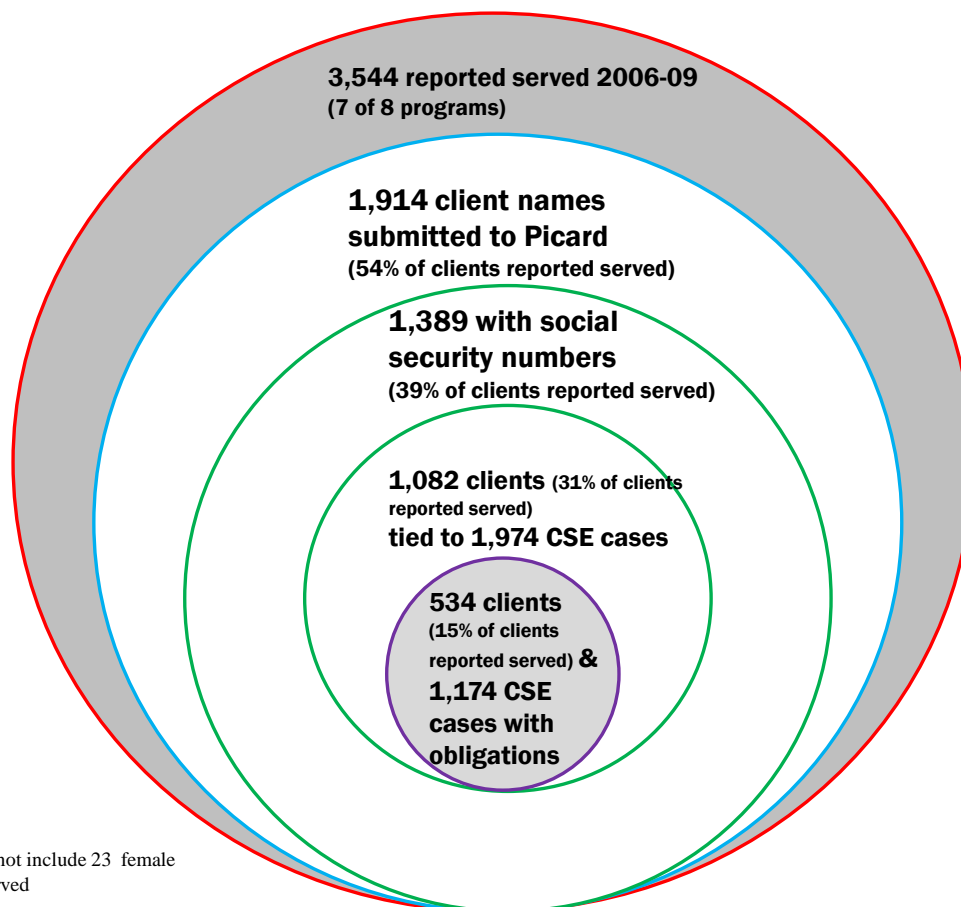
Figure 3: *Number of Fatherhood Initiative Clients whose names were submitted to the Picard Center as having been served during 2006-09 and who had active child support cases.



Based on several other data items, it is clear that the clients that the grantees served had valid needs which the Fatherhood Initiative grantees were equipped to address. Yet the preceding figure and the next figure show that a substantial percentage of the clients that were served by the fatherhood grantees did not consist exclusively of those applicants whose children are in either the CSE or TANF case load, which is low-income non-custodial fathers who struggled with meeting their fiscal responsibilities to their children in the form of child support. Louisiana, like most other states, are pressed to achieve more with less, which is why it is so important that sufficient returns are achieved on even the most modest financial investments. The Fatherhood Initiative is no different. The shaded areas in the next figure show that only 15% of the FI clients, whose names were submitted for this assessment, were the type of high priority clients who were most at risk of losing contact with their children and who had some type of child support obligation. CSE and TANF requested that three of the eight grantees give at-risk fathers (those that were low-income

and non-custodial parents) priority preference in targeting and administering its services. The remaining five grantees were not restricted to serving just low-income, non-custodial fathers as they were allowed to enroll any low-income father because these men and their families are at risk of self-sufficiency simply due to their income status. Based on TANF's Request for Proposal, all grantees were encouraged to target the same high risk low income, non-custodial clients but at varying levels according to each grantees' proposed outcome objectives that were approved by TANF when the grants were awarded.

Figure 4: *Number of Fatherhood Initiative participants reported to TANF as having been served during 2006-09 compared to the Number with active child support cases.



Ultimately, there was not enough data to determine if statistically reliable analyses and conclusions about the programs' impact on child support payments and other performance indicators could be drawn. However, an attempt to sort through and examine the available data items can lead to valuable lessons learned about the TANF and CSE collaboration as well as program implementation issues. All of this information will help inform the policy discussions that need to be considered as the Department selects alternative strategies for improving the well-being of low-income children in the state.

Changes in Support Payments, 2004-2009

The next table shows what data items were available for quantitative analyses in determining any changes in child support payments among former TANF Fatherhood Initiative participants. First, we present a collective comparison among all eight programs and later we compare the three programs that provided additional data such as program enrollment dates. Information from these three programs allowed for a snapshot comparison of child support payments before, during and after program participation. This synopsis gave the researchers a glimpse of whether child support payments improved or were maintained during this period. It is important to keep in mind that the data can only be considered for comparisons where appropriate data were provided. Unfortunately, because some pertinent information could not be obtained during the assessment, the data can only be used to consider lessons learned as a guide for future action, which will be discussed further in the sections on Findings, Lessons Learned, and Recommendations.

Of the 1,082 Fatherhood Initiative participants identified by social security numbers, there were 1,974 child support cases involving 2,470 children. In some cases these fathers were tied to multiple mothers.

Table 1: Child Support Payment Cases

Child Support Payment Cases All 8 Fatherhood Programs (Excluding Females)							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	9.8% (193)	13.2% (261)	12.7% (252)	12.1% (239)	12.8% (254)	13.3% (263)	12.3% (1,462)
Paid Obligation	19.9% (393)	20.8 (412)	23.9 (473)	28.9 (571)	33.1% (655)	36.7% (725)	27.2% (3,229)
No Obligation	70% (1,388)	65.9% (1,301)	63% (1,249)	58.9% (1,164)	53.9 (1,065)	49.9 (986)	60.2 (7,153)
Total	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (11,844)

* 750 (38%) of the 1,974 total cases involving 519 fathers of 1,082 sent by CSE had No Obligation from 2004-09.

The table above illustrates a breakdown of the number and percentage of the 1,974 child support cases from 2004-2009 involving 1,082 former Fatherhood Initiative participants (See Appendix 6 for more details and a breakdown of each program). During this time period, note that a significant majority of the cases in this group involved fathers who had no obligation ranging from 70% in

2004 to a steadily decreasing percentage to nearly half in 2009. Thirty-eight percent of those cases or 750 cases representing more than half of the Fatherhood Initiative clients (519 fathers) had no child support obligations at all during 2004 – 2009. The remaining 563 fathers moved between having and not having child support obligations during this same period. One important question to ask is why did the Fatherhood Initiative programs serve such a large proportion of fathers who had no obligation or who went back and forth between having and not having child support obligations during this period despite the fact that they had minor children? Several reasons might be considered but there is no data to confirm those reasons. For example, Child Support Enforcement reports some men have no obligations because child support cases are dropped by the mothers. There is no way to connect occurrences such as these with intervention services offered by the grantees that might have caused custodial and non-custodial parents to resolve their child support conflicts among themselves and not involve the state. Also, there is no way to identify which of these men had children whose custodial parent utilized government assistance such as TANF funds during these same periods. These data issues demonstrate how this lack of access to pertinent data limits the ability to determine the impact that the fatherhood programs had on sustaining or increasing child support payments and the connection this may have played in the well-being of children.

Pre and Post Fatherhood Initiative Participation and Child Support Payments

One of the goals of this ACF project is to attempt to determine what impact the Fatherhood Initiative interventions had on participants' ability and commitment to maintaining and/or increasing child support payments. Despite the fact that some essential data items could not be collected among most of the grantees, three of the eight programs were able to provide enrollment dates for the clients they served. With that set of data, the researchers were able to compare the number and percentage of clients who sustained or increased their child support payments. All three programs were able to show significant improvements in making full or partial payments (see Appendix 7, 8 and 9 for a detailed breakdown).

The next table shows a comparison among the three programs that did provide program enrollment dates for several cohort groups. These enrollment dates allowed the researchers to identify the number and percentage of men who sustained or increased their child support payments during and one year after participating in the Fatherhood Initiative program. The percent of participants whose improvement in child support payments ranged from 20% to 39% was substantial for all three programs. According to Crane (1998) social programs that cause 20% or more of its participants to exhibit positive behaviors are as a standard rule of thumb social programs that work. It should be noted that the number of cases in some programs represent too small of a pool to draw conclusions about the impact of program services. However, this next table also shows that participants from all eight programs and specifically the three that gave enrollment dates were paying child support near or above the state and national average based on U.S. Census data during a similar period. Overall, when compared to the year before the programs were

established, a larger percent of participants from all eight programs paid child support during the years in which program services were offered in 2006 – 2009.

Table 2: Child Support Payment Comparison for Three Fatherhood Initiative Programs

Child Support Payments Comparison

Groups	% of child support received				
	Before Program	Year enrolled	Year 1 after enrolled	% Change (Before program & 1 st year after)	Percentage Point Change
FI Program 1	72% (N=103)	74% (N=107)	86% (N=124)	+20% (124-103=21/103)	+14%
FI Program 2	57% (N=59)	62% (N=64)	79% (N=82)	+39% (82-59 = 23/59)	+22%
FI Program 7	42% (N=10)	46% (N=11)	50% (N=12)	+20% (12-10=2/10)	+ 8%
Louisiana, 2001-2007*	55.5%			N/A	N/A
United States, 2001-2007*	63.7%			N/A	N/A

Sources: LA Child Support Enforcement Office; US Census Bureau, Current Population Survey, April 2000, 2002, 2004, 2006 & 2008 Annual Average.

* Only dates available for comparison. Note: Some program cohort groups are extremely small and all data are presented for comparison only.

It is important to remember from a responsible research perspective that none of these data analyses can be considered conclusive as noted earlier because there are too many missing data items to definitively tie the Fatherhood Initiative interventions to the improvements in support payments. However, simply comparing the support obligation and payment activity from 2004 to 2009, program participants clearly improved in their payments of child support. These snapshot analyses suggest that had TANF and CSE had the internal or external technical assistance to organize the collection of data to account for the investments in partnering with the community based organizations to provide fatherhood interventions, a case could have been made for the continuation of some programs. It might be helpful if CSE had the time and resources to provide support and obligation data for all other clients for a comparison to the Fatherhood Initiative clients' activity. In lieu of that, we have used state and national data from the U.S. Census as a reference point to compare the child support activity of the Fatherhood Initiative clients. Between

1999 and 2007, U.S. Census data show that only 56% of Louisiana non-custodial parents actually paid child support compared to 64% of their U.S. counterparts (U.S. Census, 2002-08).

Table 3: Child Support Payment Comparison for all Eight Fatherhood Programs

Child Support Payments Comparison

Groups	% of child support received			
	2005 <i>Year Before Fatherhood Initiative</i>	2006 <i>Year 1 of Fatherhood Initiative</i>	2007 <i>Year 2 of Fatherhood Initiative</i>	2008 <i>Year 3 of Fatherhood Initiative</i>
All 8 Programs (Not based on program start dates & inconsistent obligations)	61% (412/693)	65% (473/673)	70% (571/810)	72% (655/904)
Louisiana, 2001-2007*	55.5%			
United States, 2001-2007*	63.7%			

Sources: LA Child Support Enforcement Office; US Census Bureau, Current Population Survey, April 2000, 2002, 2004, 2006 & 2008 Annual Average.

* Only dates available for comparison. Note: Some program cohort groups are extremely small and all data are presented for comparison only.

Based solely on a cursory view of all 8 TANF programs; after only one year of Fatherhood Initiative implementation the percentage increased from 61% before the programs were established to 72% in the last year the programs operated. These are substantial increases and ones that exceed even the nation's average.

Cost-Benefit Analysis

As mentioned earlier in this report (See Evaluability Assessment section), Barnow and Stapleton (1997) contend that one of the six areas of evaluating a fatherhood program involves conducting a cost-benefit or cost-effectiveness evaluation. In order to conduct such an analysis, TANF and CSE would have had to require Fatherhood Initiative grantees to collect or submit certain data elements before serving any clients. Since these data items were not collected, a true cost-benefit analysis is not possible. However, one of the intended outcomes of this ACF supported assessment is to identify lessons learned after reflecting on the opportunities and challenges of Louisiana's TANF

and CSE collaboration project in order to guide policy discussions and changes. The next three tables in this section present a snapshot of what the Fatherhood Initiative financial investments were based solely on the number of clients targeted by each grantee. While data in these tables were not intended to conclusively determine if the grantees' services were worth the costs, these data will show what it cost to serve each participant that was targeted for services. As discussed earlier in Table 2 for three programs that gave additional data, the cost per participant could be examined in comparison to the outcomes of the participants based on child support payments in the last column.

Table 4: Cost per Participant Based on Number of Participants Targeted

Fatherhood Program	Paid to Organization 2006-2009	# of Participants Targeted 2006 - 2009	Cost per Participant	% of clients who sustained or increased support payments 2006-2009
FI Program 1	\$474,655.38	260	\$1,825.60	Increased by 20%
FI Program 2	\$918,818.23	484	\$1,898.38	Increased by 39%
FI Program 3	\$221,826.73	600	\$369.71	Not enough data to determine
FI Program 4	\$1,319,416.22	515	\$2,561.97	
FI Program 5	\$224,214.96	332	\$675.34	
FI Program 6	\$139,095.79	312	\$445.82	
FI Program 7	\$400,790.22	300	\$1,335.97	Too small of a pool of CSE cases to determine
FI Program 8	\$67,304.53	300	\$224.35	Not enough data to determine
Total	\$3,469,826.66	3,103	\$1,118.22	Not enough data to determine
Source: TANF invoice payments as of April 2010 and July 2007, 2008, and 2009 TANF Initiative Review measurement of success performance reports for each prior fiscal year.				

After reviewing the above table, it may appear that some programs were more cost effective to operate because they appear to have required less of a financial investment from TANF. Yet the value of the cost per participant can only be considered in the context of the kind and number of services offered in order to achieve the desired outcomes after non-custodial parents had participated in the programs. The only way to determine if the cost per participant was worth the investment is to base it on how significantly the program services helped change non-custodial parents' behavior towards the financial and emotional well-being of their children. Had TANF and

CSE collected more data from the grantees, these agencies would have been able to determine what strategies most positively impacted non-custodial parents' behaviors and the costs associated with providing those strategies. One lesson here is that the costs ranged from about \$224 per person targeted to as much as \$2,562 per person. If the outcomes between these programs were available for comparison, funders could begin to require grantees to implement those services and interventions that yielded the highest impact at the lowest costs. Lacking so much data leaves TANF, CSE and other decision makers unsure about what strategies and interventions are worth funding to help low-income non-custodial parents become more responsible towards improving the well being of their children.

The next table shows a discrepancy between the numbers of program participants that were targeted for services by each of the grantees compared to the actual number of participants they reported having been served by their program. Notice how these discrepancies change the cost per participant ranging from an increase of about \$20 per participant to substantial decreases of more than \$1,200 per participant. Again the real value of the investment would be considered based on whether or not a significant number of participants would have changed their behavior by maintaining or increasing their child support payments and by becoming more involved with their children.

Table 5: Cost per Participant Based on a Comparison between the Number of Participants Targeted and the Number Actually Served

Fatherhood Program	Paid to Organization 2006-2009	# of Participants 2006 - 2009		Cost per Participant 2006-2009		Difference between cost per clients targeted & served
		Targeted	Served *	Targeted	Served *	
FI Program 1	\$ 474,655.38	260	380	\$1,825.60	\$1,249.09	-\$ 576.51
FI Program 2	\$ 918,818.23	484	1,039	\$1,898.38	\$ 884.33	-\$1,014.05
FI Program 3	\$ 221,826.73	600	N/A	\$ 369.71	N/A	N/A
FI Program 4	\$1,319,416.22	515	511	\$2,561.97	\$ 2,582.03	+\$ 20.06
FI Program 5	\$ 224,214.96	332	286	\$ 675.34	\$ 783.97	+\$ 108.63
FI Program 6	\$ 139,095.79	312	555	\$ 445.82	\$ 250.62	- \$ 195.20
FI Program 7	\$ 400,790.22	300	246	\$1,335.97	\$1,629.23	+\$ 293.26
FI Program 8	\$ 67,304.53	300	527	\$ 224.35	\$ 127.71	-\$ 96.64
Total	\$3,469,826.66	3,103	3,544	\$1,118.22	\$ 979.07	-\$ 139.15

Source: TANF invoice payments as of April 2010 and July 2007, 2008, and 2009 TANF Initiative Review measurement of success performance reports for each prior fiscal year.

* Denotes data based on new clients served from one fiscal year to the next. Some programs ended May 2009.

Another observation can be made from the data in the above table. Theoretically if the grantees had in fact served more clients than they targeted using only the amount of funds TANF provided, that could be considered to be a form of leveraging limited resources. Serving more clients than expected would have decreased the overall average cost per participant by about \$139.15, which is equivalent to about a 12% reduction in costs or shows an expansion to the number of clients served, and since the needs of this population outnumber the availability of services, this would have also been considered to be a positive finding.

The next Table shows a comparison between the numbers of participants each grantee *targeted* for services, the number each actually *reported* having been served in their required monthly performance reports to TANF, and the *actual* number of client names that were *submitted* to the University Partner for analysis. With the exception of one, most of the grantees submitted significantly fewer names than were actually targeted for services and were reported as having been served. Several things might explain this discrepancy, and justifications might range from grantees not having kept a master list of clients they reported on having served, or they may not have had the manpower to thoroughly compile and/or check the list of names that were submitted to the University Partner. The ACF research partners were completely dependent upon the grantees to verify the list of participants that were reported to have been served. Had TANF and CSE required grantees to turn in a list of names and social security numbers of participants with their monthly performance reports, this assessment could have been made from a master list on file with TANF.

Table 6: Comparison of Participants Targeted, Served, and Submitted for Analysis

Fatherhood Program	Cost per Participant (Based on number of clients targeted)	# of Participants 2006 - 2009		
		Targeted	Reported Served*	Submitted to Picard
FI Program 1	\$ 1,825.60	260	380	427
FI Program 2	\$ 1,898.38	484	1,039	218
FI Program 3	\$ 369.71	600	N/A	390
FI Program 4	\$ 2,561.97	515	511	221
FI Program 5	\$ 675.34	332	286	209
FI Program 6	\$ 445.82	312	555	190
FI Program 7	\$ 1,335.97	300	246	118
FI Program 8	\$ 224.35	300	527	141
Total	\$ 1,118.22	3,103	3,544	1,914
Source: TANF invoice payments as of April 2010 and July 2007, 2008, and 2009 TANF Initiative Review measurement of success performance reports for each prior fiscal year. * Denotes data based on new clients served from one fiscal year to the next. Two programs ended May 2009.				

The three preceding Cost per Participant tables illustrate the importance of TANF and CSE having checks and balances in place to insure that the funds being used to target low-income non-custodial fathers who need assistance with specific social services are the primary clients being targeted and served by community based organizations or other state agencies. If not, this will prevent collaborators and decision makers from accounting for the true impact, outcomes, and cost effectiveness of any funded interventions. Also, the discovery of interventions that truly foster self-sufficiency for Louisiana children and families that lead to poverty reduction will be lost.

Rationale for Qualitative Methodology

Because of the complex issues associated with fatherhood and especially those relating to non-custodial fathers, this project presents an opportunity for researchers to gather data within an authentic context. Simply using quantitative data such as child support payment increases will limit the Department's understanding of what impact the fatherhood program services made in the actual lives of the clients who were served. The human behaviors that are of interest in this research project range greatly and are influenced by multiple variables that must be considered in the context in which such behaviors occurred. In order to effectively gather such data, a qualitative approach is more appropriate for understanding fatherhood behavior that might otherwise be overlooked or misunderstood. Palkovitz's study showed that non custodial fathers once involved in their children's lives believed that their involvement changed them developmentally as adults (1996).

In their groundbreaking work, editors Hawkins & Dollahite (1997) examined both qualitative and quantitative research to broaden the stereotyped view of father involvement and to show that fathers are not just absent, abusive, or deadbeat. Chantavanich, and Chantavanich (1981) concluded that a qualitative approach offers specific advantages:

- Helps the researcher focus on the actual data collected rather than on preconceived variables targeted by others
- Reveals a need for identifying and studying concepts that may not have been explained or overlooked previously, avoiding the temptation to automatically apply concepts without considering how the concept fits into different contexts
- Helps minimize specification errors or error variance, which is to exclude applicable variables in human behavior, and help clarify the factors that influence the error variance
- Insures a greater quality of data since the approach uses more appropriate concepts, data collection, and analytic methods that are more culturally relevant, especially for considering at-risk populations such as low income and African American fathers
- Affords the researchers with an intimate knowledge of the study's context in order to make sense of incongruent findings from experimental contexts, and
- When combined with an experimental methodology, can lead to new insights, hypotheses, and understandings.

These advantages stress the importance of using a mixed methodology in examining what impact the eight TANF funded fatherhood programs had on child support payments and the emotional support provided by the programs' clients. While quantitative data may demonstrate the improvement and/or continuance of payments, it will not: a) tell much about the process by which clients achieved this, b) define what factors influenced the desired change, and c) identify what elements of program services benefited the children of the clients served. Conversely, qualitative data will provide rich descriptions (Robinson, 1982) of the behaviors of interest among fatherhood clients and staff rather than predictive statistical methods that may miss hidden or misunderstood behaviors of those being examined using large data sets.

The qualitative approach allows for an analysis which is designed to systematically collect and describe authentic, contextualized social phenomena with the goal of interpretive adequacy (Damico & Simmons-Mackie, 2003). This approach directs attention to the behaviors of interest from the staff and participants in the fatherhood programs being studied rather than the researcher's perspectives or that of the policy makers. For this project the qualitative method of inquiry chosen is phenomenology. This method provides an opportunity to gain a deeper understanding of fatherhood clients and staff (Husserl, 1970). Based on this understanding these four premises are supported:

- The experiences of the individual research participants are what researchers should turn to for its subject matter.
- The researcher seeks to identify information from the participants' lived experiences as they see it, including their interpretations or meanings, their emotions, and their past and current experiences.
- These features of the lived experience are not considered variables but rather meanings that relate to each other as a whole.
- The researcher must adopt self-discipline to ensure his/her own assumptions are set aside in order to explore the meanings presented by the study participants (Ashworth, 1999).

Anderson, Kohler, and Letiecq (2002) used this methodology as an answer to fatherhood researchers' call to understand the processes used to gain desired outcomes. They discovered how low-income non-custodial fathers responded to the service interventions of responsible fatherhood programs. Their research also revealed promising practices that allowed for recommendations for programmatic changes as well as policy changes that would facilitate more impact. Their methodology of phenomenology was inspired by previous research (Barnow & Stapleton, 1997) that called for more emphasis on the processes involved in serving low income fathers, which can best be obtained using methods of inquiry that capture data from the staff and participants' own lived experiences.

Participants

In order to address the question of what impact fatherhood services had on clients, it was necessary to choose both staff who directly delivered services and clients who received them.

There were a total of eleven staff from seven of the eight TANF funded fatherhood programs and thirteen former clients from four of the eight programs. Unfortunately, scheduling conflicts prohibited staff from one of the eight programs from participating. Since the fatherhood programs funding had ended before the interviews were scheduled, access to the clients was severely restricted and only staff from four of the programs could identify and recruit clients for interviewing. However, due to the diversity of clients interviewed, their demographic profile does reflect that of most of the eight programs:

- Ages 20 – 57
- 13 low income; 0 not low income
- 7 single or divorced; 6 married
- 4 had current support orders; 9 had no current support orders
- 2 former inmates
- 6 were parents of Head Start students
- 9 had at least a high school diploma; 4 had less than a high school diploma upon entering the fatherhood program

According to Smith and Osborn (2003), interviewing 6 – 12 homogenous participants is sufficient for qualitative analyses because the goal is to determine similarities and differences in the clients' experiences and responses to program services, rather than to determine the programs' success in increasing child support payments. That type of data is examined in the quantitative data collection and analysis section of this report. However, the qualitative data give insights into concepts and strategies of service delivery that might not otherwise be explored or sought out.

Qualitative Data Collection Procedures

Thirteen clients and eleven staff were interviewed either in individual or focus group sessions. As described in the rationale for using phenomenology as one method of inquiry, semi-structured interviews were used to understand both clients' and staff members' past experiences as either a recipient or deliverer of fatherhood services. Semi-structured interviews and focus groups provide the context needed for this method of inquiry. Program staff who still had access to their clients either announced to them an opportunity to conduct a confidential forty-five minute to one hour interview with the research team to discuss their "lived experiences" and how they made sense of their experiences during their participation in the fatherhood programs' parenting classes, group meetings, and other service delivery transactions. The participants were chosen either randomly among a group of their peers or they were selected because they were able to make themselves accessible to the researchers scheduling limitations. During these interviews, the clients were asked a series of open-ended questions about their recollections about becoming fathers for the first time, their family relationships, which included their ties to their children, and how they felt the program impacted their lives. Their audio recorded interviews were later transcribed and analyzed by the research team using the appropriate techniques for this form of inquiry (Smith & Osborne, 2003). These tapes are on file at the Picard Center and are available to TANF and CSE.

Data Analysis and Interpretation

As mentioned earlier, one advantage of qualitative data analysis is that there are no restrictive categories that must be focused upon but rather the patterns in the data are allowed to emerge as the analysis is being conducted. Analysis of the data was employed using interpretive phenomenological analysis (IPA), which is a multi-stage process. Once the interviews were transcribed, the individual transcripts were analyzed using the suggestions of Smith and Osborn (2003). This approach is designed to determine if there are patterns of meaning as reported by the participants. The researchers attempt to determine if these reports depict how the participants systematically experienced those meanings. In doing so, their emotional reactions, their perceptions of behaviors and events, and the actual experiences are interconnected to create an interpretation. The patterns that make up these interpreted meanings may be considered themes of importance to the participant and helped shape his/her lived experiences. The IPA cycle of analysis is not prescriptive and can vary among researchers, and this is yet another example of the benefits of qualitative research.

All transcripts were analyzed using the following seven stages.

Stage One: Initial Analysis

Transcripts were read several times in the initial stages of analysis in order to become familiar with the contents of each transcript. This process is undertaken with few actual analysis requirements, allowing for a free flowing analysis of each transcript on the initial readings. At this stage, it is possible that each subsequent reading could produce a new understanding of the data. Therefore, the overall objective of this first stage of analysis is to allow the researcher an opportunity to simply become familiar with the data. Noting things that seem interesting or significant in regard to what participants have said is relevant to this stage of analysis. At this time, any data of interest is annotated on the transcript in the form of summaries, paraphrases, associative references or possible ideas that are triggered by the statements of the participant. This is a stage of “free-flow ideas.”

Stage Two: Data Transformation

This stage of the analysis follows closely on the heels of the first stage and involves combing through the transcripts and focusing on both the annotations made during stage one and any additional points that arise by focusing on the stage one annotations. In this stage, the actual annotations are taken and are transformed into more concise statements. While this is done, the investigator seeks to make initial notes of any emerging themes that may become transparent through the process of making the initial annotations more concise and more abstract. Connections are noted between the various transformed annotations and these become the actual emergent themes. The final aspect of stage two analyses is to tie those themes in with actual statements the participants may have made.

Stage Three: Sequential Thematic Connection

Once the themes have started to emerge (stage two), connections are sought between the various emergent themes. At this stage, the connections are documented on the actual transcripts and a chronological order of thematic connection tends to occur. That is, the thematic data are viewed on the basis of their logical and sequential connections within the flow of the actual interview. Given that there are three types of data present on the transcripts (the actual words of the participant, the original annotative notes, and the annotative transformations); it is often the case that additional themes emerge in the process of sequential data analysis and ordering of the stage two themes. This continual process of thematic generation is reflective of the cyclical process of all qualitative data analysis and should be respected and honored. As long as the emergent ideas (in terms of further abstractions, refined terminology, and deeper thematic connections) are tied to the actual primary source material (the words of the participants), this is a defensible and productive process.

Stage Four: Analytic Thematic Connection

As with all previous stages, this fourth stage employs all of the data generated within the prior stages to further refine the emergent themes. The themes noted in Stage Three are taken and analyzed to determine if there are any super-ordinate themes or any higher level of abstraction based upon social and/or psychological concepts that will link the various emergent themes together in new and explanatorily productive ways. At this stage, there will tend to be a clustering together of the emergent themes from stages two and three and some other themes or concepts may even emerge, triggered by the use of social science terminology and conceptualization. Again, this is expected and as long as the connections (made usually away from the transcripts now) are not forced and the transcripts are carefully perused to insure that the connections made by the researcher worked with the actual dialogue from the participants, the veracity of these more analytic or theoretical themes is sustained.

Stage Five: Building Thematic Coherence

This next stage involves further refinement of the emergent themes to create a more coherent set of themes that are easily supported by the original source data and by the emerging structure of the on-going analysis. This stage is typically accomplished by producing a table of themes that is ordered coherently in a way that focuses on ordering principles such as logic, functionality, or causality. The resultant Stage Five themes are given overall names according to how the Stage Four themes are clustered together. At this stage it is not uncommon for some earlier emergent themes to be dropped if there was a misfit with other themes within the more encompassing coherency or if the specific theme cannot be well established based upon the original source data (the transcript).

Stage Six: Cross Comparisons and Coordination of the Resultant Themes

Stage Six attempts to incorporate the resultant themes produced in the Stage Five analyses into one primary set of themes. That is, a cross comparison and a coordinating of the various themes occurs and all coordinated themes are sustained as a product of the analysis. This process,

however, is not always straightforward. While it is often true that some resultant themes are the same across all participants in a phenomenological study, others may only be noted in sub-groups of participants. It is important to remember that in all qualitative research, the data and the results are emergent and so there are no “hard and fast” rules to guide the selection of the resultant themes. Rather, these themes must be allowed to emerge from the data based upon a number of variables (e.g., Denzin, 1989; Fielding & Fielding, 1986). Consequently, based upon the patterns noted within the actual data set, decisions must be made to determine which themes should be focused upon. While criteria for these decisions are emergent, two actual examples from this investigation will be noted. First, commonality (but not necessarily unanimity) across transcripts is one key to making this decision. That is, do any of the Stage Five themes carry across a number of the participants? Another example is that some themes, although less frequent in their occurrence across participants, tend to reflect a richness within the primary source data that helps shed light on other aspects of the interpretive account of the “lived experiences.” These and other criteria were used to select the resultant themes.

Stage Seven: Translation into a Narrative Accounting

Finally, the resultant themes selected during the sixth stage of the transcript analysis are then translated into a narrative accounting so that the data may be effectively reported (Smith & Osborn, 2003). This translation seeks to find verbatim excerpts to support this accounting. This data analysis and interpretative approach is essential to any study that recognizes the complexity of social actions and seeks to “find out how individuals are perceiving the particular situations they are facing, how they are making sense of their personal and social world” (Smith & Osborn, 2003, p. 53).

Data Lamination

Lamination, according to Damico and Simmons-Mackie (2003) is a method that enables the researcher to layer several data sources for data verification. That is, data are collected on different occasions and from several different data sources and then are compared and contrasted to determine if there appears to be any interpretive consistency (Flick, 1992). This is an attempt to help verify the data interpretation. This objective is accomplished by contextualizing the data from other data collection procedures. The conclusions are then verified through a cross comparison process. For this study the cross comparison was accomplished by interviewing staff and administration from the 8 TANF Fatherhood Initiative programs that were available during the research team’s time frame. Although it is not discussed in detail in this report, one of the most informative sources of data from the staff interviews were the frequent mentioning of strategies used in the delivery of fatherhood services. These strategies could be considered what the researchers refer to as “promising practices” that may be useful in assisting low-income, non-custodial fathers to achieve program outcomes. See Appendix 10 for a brief list of *Promising Practices* based on data samples from former fatherhood staff.

Semi-structured interviews with open-ended questions were asked of the staff to determine what they believed was occurring with the participants during the tenure of the program (see Appendix

11 for client interview questions). This information was used to inform the initial analysis of data themes and interpretations. By implementing this process another layer of interpretation was added to the data, thereby producing findings that have been cross-referenced and verified. Of course, since phenomenology is designed to look at the participants' interpreted "lived experience" (Becker, 1997; Giorgi & Giorgi, 2003); it can be argued that the use of lamination for verification is unnecessary. However, the investigators wanted to ensure that their data analyses were consistent with the stated interpretations of the participants. These lamination exercises confirmed that belief.

Super-Ordinate and Subordinate Themes from Primary Data Set

As outlined earlier, interpretive phenomenological analysis was used to analyze the data by recounting the participant's "lived experiences," organizing their meanings into systematic patterns (subordinate themes) and then searching for higher level relationships between these collections of meanings (super-ordinate themes). Based on the seven-stage process of analysis, five super ordinate themes emerged from 23 subordinate themes as seen in Table 7.

Table 7: Client Themes

Clients' Major Themes	Client Subordinate Themes (<i>Transcription reference number</i>)
1. Psychosocial Issues	1. Lack of planning/lack of understanding cause & effect (1)
	2. Emotional immaturity (2)
	3. Socio-emotional impact on kids (10)
	4. CP or NCP expectations/concern for kids (16)
2. Family History	5. Positive/Negative CP/NCP school history (11)
	6. Positive/Negative CP/NCP history with their parents (13)
	7. Positive/Negative NCP or CP parental role models (15)
	8. Live by street rules (20)
3. Family Issues	9. Custodial parent's manipulation (6)
	10. Custodial parent's issues (7)
	11. Social-emotional development between NCP & CP relationship issues between NCP & CP (8)
	12. CP or NCP desperation or frustration (14)
	13. Non-traditional parenting to meet kids' needs (19)
4. Impact of Program Services/Transformation due to program services	14. Hidden Performance Indicators/Promising Practices (3)
	15. Client views of services (4)
	16. Cannot navigate SE (5)
	17. Emotional maturity via program services (9)
	18. Fear of program ending (12)
	19. Clients as leaders (18)
	20. Clients as role models (21)
5. Support network	21. CP or NCP supports or lack of supports (17)
	22. Pre-fatherhood program assets (22)
	23. Dads who are now married (23)

Super-ordinate Theme One: Psychosocial Issues

Noted psychologist Erik Erikson (1959) helped us better understand human development through his theory of psychosocial development, in which he contends that one's identity is shaped in stages through the social interactions with others. During each stage of development, if people feel successful, they are motivated towards certain positive actions, but if they are not, they feel a sense of inadequacy or incompetence. Not overcoming these feelings of inadequacy hinders their further development. This could have devastating effects on children who are being raised by or who are interacting with a parent or parents who have not experienced healthy psychosocial development. All of the participants that were interviewed verbalized both positive and negative experiences in this area. The first super-ordinate theme that emerged from the data was the theme of psychosocial issues that stemmed from a wide range of situations. Based on the perspectives of several fatherhood clients, specific themes surfaced that were consistent among most of the men.

Amato and Gilbreth (1999) used multiple conceptual frameworks for their meta-analysis of 63 studies. They noted that most researchers neglected to study the theoretical underpinnings of parental behaviors that impact the outcomes for children from at risk populations. One of those frameworks focused on relationships that are based on the social and emotional bonds created between parent and child, including how regularly they interacted, mutual affection, tension caused when parents set boundaries for children, helping each other, and sharing mutual values (Rossi & Rossi, 1990; Silverstein & Bengtson, 1997). These are all important dimensions that shape how children interact with and are positively influenced by their parents and others. Because parents' experiences are shaped by their previous social encounters, there is a tendency for them to transfer their emotional responses to their children as they parent, which has implications for what and how children learn. Four subordinate themes emerged among all of the participants and are discussed individually.

Subordinate Theme One: Lack of Planning/Understanding Cause and Effect

Throughout most of the interviews, fathers reflected upon their initial emotions after discovering they were going to be fathers for the first time. Most reported being unprepared both emotionally and financially to become fathers although they had had unprotected intercourse.

P1: Lines 11 -20:

P1:I found out sitting in Philosophy 314 in college discussing organisms and I remember thinking Wow, I'm not ready for this, I mean I was prepared to do whatever I have to do, you know, to step up but I remember being scared and not too sure about how this is going to end so I was nervous and curious and anxious, you know, I always thought of myself as one day I'm going to be a great father so you know let's see what happens.

R: So this was unplanned and you were college, single?

P1: Yes, ma'am; unplanned.

In some cases, fatherhood clients subconsciously linked their unpreparedness to a lack of their father's positive influences.

P7: Lines 529 – 535:

P7: I'm 39 years old and I have 5 children. I started early. Dad wasn't around. I guess it was a fear–fear of the unknown you know that I felt.... I was 17.

R: Were you in school?

P7: Yes. I did graduate from high school. I think I was in the 11th grade.

Despite having had unprotected intercourse with their child's mother, some fathers, such as P3 and P2 in their comments below, questioned the child's paternity at first and relinquished their claims of doubt upon the child's birth or through the approval of family members, usually their mothers' endorsement.

P3: Lines 57 – 71:

To be honest with you the first thing I was like it's not mine. You know, I really didn't want to hear that, I was ... eighteen years old when I heard about it and I was like it's not mine no, it's not mine.....it's funny though because I didn't talk to her anymore after that when she told me.....I was in the bed laying down one morning and my mom came; this girl's on the phone talking about..... she's having your baby and I'm like, What!? I don't know what... who is you talking about? And she told me and I was like she did say that, and I'm like mom I don't know if that's mine and she was like, don't you claim nothing till I see it. We left and I waited in the car we went to (city) and I waited in the car and my mom and aunt went. My mom come out there, we going to Wal-Mart, that's my grandbaby.

P2: Lines 104 – 120:

P2: Well the first day I heard about I took on the same...well you know...when I was told I'm pregnant I said for who? I was 22 or 23 something like that so when I immediately caught that attitude I got what you mean for who I'm not sleeping with no one else but you and this and that...again I was like cool down it was just a question. You see from that point I was like hmm three weeks pregnant...what am I going to do? Man I got to start making some money; I need to do something...that's just something I got to deal with...that's what was going through my mind and though I was out there violating and all that I never really was no bad person I just did what I thought was cool. You know trying to follow my peers and follow my dad's first steps. You know but umm but I eventually started thinking of ways to prepare for that like money wise and I really got to straighten my life up and get off these drugs and you know. But before I can put all that

into motion it had to be maybe a week to two weeks later I was incarcerated you know.

Having feelings of doubt about performing their role of fathers was very common among most of the men.

P5: Lines 6 – 10:

The first time I found out that I was about to be a father you know it was like...I was very young at the time and I was like having mixed emotions and mixed feelings....Point blank, I was scared of the big challenge that was before me....

P6: Lines 39 – 56:

When I found out...I was nervous. I was 26...you get that feeling in your stomach and you don't know what's going on. I had never done this before. I don't know how to take care [of a baby]. ...you be confused the first couple of months ...You procrastinate and put off. Aw I got nine months to do this..... I was fumbling through jobs and stuff. I was like man I ain't got no money. Everybody saying man babies expensive; babies expensive, and I was like man I [don't know] what I got to do. Or what sacrifices I need to make to make sure I have the amount of stuff that I need for this newborn. So, I guess right when it got to it, it all hit [me]. I didn't go to the [fatherhood] class until after my son was born. I think there was a lot of guys in the class with me. But I was the only one that had full custody over my child.He's been with me since he was three months. So I have been raising him on my own. I didn't know that I was going to have to do that. So, I was just happy to be doing that. Went from not knowing what to do to providing and doing what I'm doing now for my son.

Even some of the married fathers, who had children enrolled in a local Head Start program, experienced being emotionally and/or financially unprepared when they were informed of becoming first-time fathers.

P12: Line 12 – 14:

*(P12 made a facial expression and all start laughing)
Shocked...shock and awe...I just laid back and put my hands behind my head and looked at the ceiling smiling...*

Subordinate Theme Two: Emotional Immaturity

Consistent with child development theorists (Hirschi, 1969), several of the fatherhood clients acknowledged their transitions into fatherhood in connection with how they had been parented. Those that had negative experiences discussed and reflected on how those experiences affected them emotionally. Along their parenthood journey, some clients recognized their lack of maturity.

Several directly linked their transformation to the fatherhood curricula, the program staff's facilitation, or more important to the individual or group counseling sessions.

P5: Lines 17 – 34:

Cause coming up I was raised by my grandmother and my grandfather. My mother and father was never there. My mother she came around, but she wasn't there all the time and so you know I kind of had...mixed feelings about it from the start....as I grew and then time went on and I got more and I became more and more of finding myself as you got kids now and what do you think would be the best for them. And it wasn't me no more. It's about the kids now. The best moment I had with being a parent, being a father, was to be able to rewrite my life as I came as a childhood. I wouldn't want the same for my kids. And plus this program, The Dedicated Dad, it became to me personally cause when I came here I was confused. I knew the responsibilities that I had and what I had to do, but be able to sit in a room with a group of men that was going through similar situations as the same as I was going through it was not only a motivation for me to be a better father, but it let me know that it was more than me going through what I was going through.

P13: Lines 56 – 59:

I think I was happy but I was scared. I was like 16 or 17. I was young and I wasn't really worried about having a child I was more scared of telling my mom...like (expletive) how am I going to tell them I have a kid on the way you know?

Regardless of the variation in their circumstances most of the men began their journey into fatherhood unprepared. These fathers unanimously voiced that they were unsure of their ability to be good parents.

Subordinate Theme Three: Social emotional impact on kids

Again, based on child development theories, Lamb stresses that a parent's ability or inability to interact with their children actually shapes the child's social and emotional development (1981). Emotional security is developed in children when they feel loved and cared for by parents. It also helps them cope with life's stresses. When children feel emotionally tied to their parents, they imitate their parent's behaviors whether they are positive or negative (Bandura, 1971).

In the next series of excerpts under this theme, all father's interviewed voiced their ideas, opinions and experiences concerning the change in their behavior due to what they learned through the Fatherhood educational programs. They readily understood that their thoughts and behaviors as parents directly influenced their children's healthy development.

In this first excerpt, Participant 2 (P2) is a former inmate who reflects on what he learned in the fatherhood classes that redefined how he communicated with his daughter and other youths. He also used his negative life experiences as positive teachable moments to show his daughter what characteristics to avoid when choosing a mate. P2 used the success he had in developing a healthy relationship with his daughter during her visits to the prison while he was incarcerated to demonstrate to other inmates the power AND effectiveness of this communication strategy.

P2: Lines 70-79:

Well being a listener here. You know mainly because most parents don't listen. They hear but they don't listen. And I learned to listen...and once I listened I make sure I go on what they told me to make sure I don't make no deliveries after that. And that in itself it worked good for me because men were surprised about how the bond me and me and my daughter had. So that was really the most important thing was being a listener and also kind of giving her examples even including me you know and I used to tell [her] you don't want no man like your daddy.

This next fatherhood client, P6, learned that living a dangerous street life was not serving the best interest of his baby boy, and this became his motivation for abandoning that lifestyle. As an African American male, he later talks about the power of the father/son bond that some researchers call the “father hunger”, whereby young males exhibit a strong desire to bond with their fathers, even if their father’s influences are not healthy for their development (Allen & Connor, 1997).

P6: Lines 310 – 333:

But I can say that my son has made a big blessing to my life cause half the stuff that I was doing (shaking his head to imply self disapproval), I'm 26 [before his child was born], I have no care in the world I did whatever. I stayed wherever, did whatever and I was going to do whatever. And me having my son and being that I take care of my son a lot of stuff I had to stop doing. A lot of stuff my son couldn't be around. You know from the drug deals, to the smoking, different women every night. You know I couldn't do that no more. So now... I can sit back and say I can enjoy life not knowing that I have to worry about somebody coming to get me or just having my son in a dangerous situation. I always know that if I am alright then he's alright....like now, I changed my whole way of thinking. I try to eat right, I'm trying to lose weight, I'm trying to get fit so I can be here for my son not for medical purposes.....I want to be here for the rest of his life. I want to see my son grow old just like my dad saw me get old. You know thirty forty years old. I want to be able to take my son to baseball games cruises. I want to say that I did all of this for my son. I don't need to do nothing else, but to say that I did it with my son I'm alright. A lot of people can't say that

they've been places with their fathers. You know everything is different with your father. I don't care where you go or what you do, but if you got your father with you, you feel like you can't be touched. Nobody can't stop you. So I just want to be out here for my son and I don't want nobody else to raise him, but me.

One former fatherhood client gave marketing advice for reinstating the fatherhood programs in Louisiana. He believed that the ultimate impact of the program services were for the benefit of children, even though fathers received benefits too. He even shared his dreams of securing funding to operate a fatherhood program that targeted outcomes for the well-being of children. Later in the transcript he emphasized the importance of the interconnectedness of the entire family.

P 2: Lines 578 -588 and Lines 601 – 611:

P2: Maybe something like that would probably have to pass a protest or something because in my mind I guess if we're dealing...if you...I want to start me a fatherhood and get me a grant or whatever I think the way I would try to sell it and make it work would be to not.....make it the main fatherhood but then what I put down on paper for them to read and analyze is that it's just basically about the kids. Strictly about the kids and then may have a little line or two telling about how that's also going to help the father you know because I think the main objective to that should not be subsided or put aside is the fact that we're trying to help kids.

.....You know you have to have family support. Now the kids are what's highlighted...these kids being reunited with their parents. So that's going on right now in constant clues is...that bus trip type stuff can be put into play with the fatherhood to show how we're trying to get these kids to see their fathers and learn and these kids can be mentored into things to say to say to their fathers or mothers that's in prison. You know if you get a 6 year old kid to walk up to a dad and say dad how come you go to prison and now I have to be by myself?...they going to feel that I don't care who they is....

Towards the end of his previous comments, P2's programmatic change ideas included bringing children to the prison and training them to motivate their fathers to rehabilitate. Not presented here, but present in the transcript, P2 suggested using this strategy to intervene with fathers at-risk of becoming incarcerated. One question that comes to mind under several of the themes but especially under this subordinate theme is that if these residual impacts could be measured, what would the benefits be to society? The benefits to be considered would include: breaking the cycle of generational incarceration (Mosley, 2008)), raising children to become responsible, productive and educated citizens, and preventing incarceration as was seen previously in P6's comments on his reform that was motivated by his son's best interest.

Each of the preceding statements under the super ordinate theme of socio-emotional issues confirms the instability these fathers contend with before their children are born. These issues, if they remain unresolved, diminish the fathers' capacity to provide healthy social emotional well being to their children.

Subordinate Theme Four: Parents' expectation/concern for kids

As an extension of the previous subordinate theme of parental behavior having a socio-emotional impact on kids, this subordinate theme surfaced as fathers mentioned their children's future prospects. All fathers that were interviewed expressed having very high expectations for their children, which included their graduating from high school and completing some form of post secondary training. Not all expected their children to earn baccalaureate degrees, but all recognized that post high school education was required for their children to be financially secure.

P1: Lines 394-406:

As of right now, you know I mean, she's very intelligent. I work with her all the time pronouncing, trying not to use slang and just making sure the words come out right now and she knows a little bit of Spanish, she's doing well in that, she's taking math it's a little slow for her but its expected, she's three. Leap frog has this little book, have you seen that? I got her that for Christmas and that thing is amazing. It really is so hopefully her reading skills pick up. The daycare she has been going to since she's been a year old, they work with her very well, we've even looked into getting her into a Montessori school, I'm just waiting until I can financially afford it but we have checked it out and had a couple in mind. Right now it's just a matter of time.

P2: Lines 448 – 455:

P2: ...I was expecting her to go to college because she umm what I was gathering she was doing good in school she was A's and B's some C's. So she had a good head on her shoulder and she went to a little modeling school for a while so I pictured her to go to college and what not but she ended up not going. She ended up...well she became a working woman. So she has maintained a job. She's living in Texas now and she works for Sprint...

P3: Lines 225 – 234:

High. Very high. I want them to go as far as they can go doing something that they enjoy. I don't want them to do it cause I want them to do it. I want them to find something that they want to do. Like my daughter says "I'm going to be a nurse". I'm like, "Baby I'm not trying to tell you not to go do that, but I want you to think about it 'cause I'm going to tell you why. Because you are very prissy". I say now, "If you're a nurse

and let's say someone comes in there with some blood or something and it get on your suit you're going to want and go get that cleaned before you help them people".

Although all thirteen fathers that were interviewed had high expectations for their children, some commented on concerns they had as they attempted to help guide their children in making their educational choices as P3 experienced. All of the fathers saw ways in which they could help support their children along this educational path which included helping young children with their homework, making financial sacrifices for purchasing educational resources to engage their children in conversations about their future plans, and becoming and finding role models for their children. Choosing the best day care facilities and schools was also included among the strategies endorsed by former fatherhood clients. These fathers had learned through the Fatherhood programs that access to quality early childhood education was highly important; a lesson that is being voiced throughout our country today; especially for children from poverty.

Super-ordinate Theme Two: Family history

Four subordinate themes surfaced under this area. Under subordinate themes five, six, and seven, the experiences recounted were both positive and negative and may have involved experiences of the custodial parents. Together, all of the sub-themes merge and interconnect to describe the types of family influences that shaped the childhood of these men as well as their parenting skills before they learned more about parenting through the fatherhood programs' curricula.

Subordinate Theme Five: Parents' school history

Under this subordinate theme, the fathers expressed experiences that were relegated to negative encounters or challenging situations during their personal schooling. Their histories played an important role in shaping their ability or inability to assist their children as well as become involved in their children's schooling. Many of these fathers confessed that their personal failure in school played a role in their capacity to assist their children. Their educational failure then became a further hindrance to employability and subsequently their potential to pay child support (Braver, Fitzpatrick, & Bay, 1991).

Nearly all of the fathers expressed challenges during their own schooling despite the high expectations they now had for their children. A few even noted the educational failures or limits their own parents experienced with schooling. P2 elaborates below. Earlier in the transcript, P2 spoke about how he wanted to be just like his father who was involved in the drug trade. He also spoke in the excerpt below about how he lost interest in his school work due to a lack of engagement despite a cry for help.

P2: Lines 340 – 346 and Lines 352- 364:

R: What was your father's educational attainment level?

P2: He had a sixth grade education...

R: And you said he passed on?

P2: Yeah he died in '99. When I was in DCI.

R: What about your highest level of education?

P2: Well I completed 10th grade but I ended up getting my GED in Angola in '89.

P2: Well I don't know school was boring to me. You know the only time I made school alive for me is when I could when play around with the girls...play around with the fellas smoking weed, but going to class and feeling like they not really...they say they teaching me but there's certain things that I don't understand they not breaking them down enough for me to understand you know. And I tell them about it they tell me the same way and it's what I don't understand it's like they get attitude you know. So I had a few teachers that were different that would take the time to really you know they were more Christian oriented people. I'm talking about the... you know you got Christians and you got Christians. This was the one that took the time with me were Christians...

The next father, P13, commented on the difficulty he experienced in trying to help his children with challenging middle school work in comparison to what he had learned in high school. He found the high school work he had experienced to be less stressful than his children's schoolwork. However, based on his high expectations for his children and what he learned in the fatherhood program, he goes through creative lengths to support his children's learning.

P13: Lines 487 – 508:

..... I don't know how they make it in junior high now ... (everyone laughing) it's hard. I'm looking at it and I'm remembering high school...it's like what I learned in high school is what they're learning in elementary.... the difference in learning and everything from the junior high now...my son asked me to look at it and I'm like ok let's get on the Internet and I'm like here...or I'll call somebody else and say do you remember this in high school? "No man".....and you got to remember that scored in high school...and hey what are you doing come on over I'm fixing lunch....we're cooking a big 'ole [meal]...you wanna come over? Yeah he's coming over to help him out here. I mean it's really hard...they're making it more where when we was in school it was hard now they got it and they're learning algebra in 6th grade and stuff and it's like wow I don't remember this until like sophomore/junior year. Now they got it in [elementary]...and I'm like son I can't help you on this one myself you know they're giving them the big 'ole calculator Texas thing and they got to hit this button save here and I'm like yeah buddy like wait until you see your mom this weekend. She might be able to help you on this one.

Participant three, who earlier talked about how embarrassed he was about dropping out of high school in the second half of his senior year, was inspired to complete his diploma while in prison to be an inspiration to his children. His school history included behavior problems caused by his immaturity, and those issues eventually caused his school failure and later incarceration. Although, he obtained his GED in prison, P3 used his negative experiences in school to keep his children from following his path and meet the high expectations he outlined during his interview.

P3: Lines 199 – 223:

R: So, what kind of student were you like through elementary, middle and high?

P3: Grade wise, pretty good. I had decent grades. I could've had better but (lifted shoulders to imply that he didn't try).

R: He said he likes math (referring to P3's son who was doing homework nearby).

P3: Oh yeah I love math, except geometry. Except geometry. But grade wise it was average, but I could have done way better school wise. I just didn't apply myself like I should unless I knew something was coming up that I need a good report card to come home. I rode that report card and then after that I just slacked back up again.....

R: But you were a decent student?

P3: You know I wanted to get the class clown award sometimes. I did. I wanted to get a laugh in you know from the students. That's a guy thing.

Though the next father, P1, attained the highest level of education among the fatherhood clients that were interviewed, he shares the same high expectations for his child who is still a toddler. Participant one completed a four year college degree; however, parenthood required him to change his original plan of going on to medical school and continuing his education. He felt that he did not have the financial support to continue his schooling and still provide for his child as a non-custodial parent.

P1: Lines 376 – 385 and 390 – 408:

R: What's your highest level of education?

P1: Bachelors in biology, I actually wanted to keep on pursuing medical until I just couldn't afford to go to medical school, at all, there was no way.

R: As you reflect back on your educational experiences as a minor, what are thoughts about school? Obviously you had early ideas about what you wanted to do.

P1: I did. I enjoyed school; I was very athletic in school. I believe education is of utmost importance...

R: What are your expectations about your child's education?

P1: Only the best.

R: So what kind of role are you playing in that? How are you affecting her education....right now?

P1: as of right now, you know I mean, she's very intelligent. I work with her all the time pronouncing, trying not to use

slang and just making sure the words come out right now and she knows a little bit of Spanish, she's doing well in that, she's taking math it's a little slow for her but its expected, she's three. Leap Frog has this little book, have you seen that? I got her that for Christmas and that thing is amazing. It really is so hopefully her reading skills pick up. The daycare she has been going to since she's been a year old, they work with her very well, we've even looked into getting her into a Montessori school, I'm just waiting until I can financially afford it but we have checked it out and had a couple in mind. Right now it's just a matter of time.

R: Read a lot to her?

P1: We do. We read every night.

If the social and emotional well-being of parents are important to the well-being of children as discussed earlier under the first super ordinate theme, then too are the educational experiences of parents, if they are to foster and promote high educational attainment goals for their children; and this rings especially true for children of poverty. According to one Louisiana study (Blanchard, Stokes, DeCuir, Bonhomme, & Forsyth, 2010) if children raised in low income families do not graduate from high school, they are four times more likely to remain in poverty throughout their lifetime; further exacerbating the cycle of poverty in the state of Louisiana.

Subordinate Theme Six: Custodial and Non-custodial parents' history with their parents

When asked to recall the relationship with their own fathers, all of the fathers related experiences they had with both of their parents. Several of the fathers talked about the positive impact their mothers had on them (McGroder, 2000) because of the fatherhood role they had inherited or assumed due to the absent fathers. In the first of two excerpts, P1 even recalls not having a good relationship with his step father after his own dad was out of his life. In the second excerpt, P3 recalls an absent father during his childhood and his father's attempt to change the past even though he and his dad had never reconciled the emotional issues of the past. As mentioned in the super ordinate themes earlier this could have an impact on a fathers' parenting if he were not aware that these old wounds still existed due to a lack of reconciliation or closure.

P1: Lines 227-238:

My father, I haven't spoken to him in years, he left my mother when I was two and has been out of the picture since then.....when my mom got remarried when I was five, he gave us up for adoption so he wouldn't have to pay child support and that's when my last name switched from (Last names) and then unfortunately that guy wasn't not a very good guy either so they got divorced so then I switched my last name back to my family origin last name. So not a very good relationship, next to none if any but I would say my father experience is my heart and motivation for being a good father, I've always grown up saying that's why I'm going to be a good dad, I would never do that to a child.

P3: Lines 128 151:

Well, my father was an alcoholic. It was never no abuse or anything like that with him.... It was like he could never keep a job ...He was never in the household with me but I can say one thing before he passed when I twenty-one, at least once a week he would call me just to say he loved me; he was an alcoholic and that was all he meant and he would try to get himself together and get us to come spend the weekend with him or something like that, it was just me and my little brother, or younger brother. I didn't feel like I could just actually go to him though, I don't know if I was just scared or what...And it was the same with my mom, I didn't have to ask for too much cause basically I had the things that a child have but I was kind of like scared to go talk to her and that was something I didn't want my kids to be with me. And it was not because she had threatened me or anything; it was just how I felt. So I kind of like tried to instill that in them that always come and talk to me about anything I don't care what it's about.....I'm going to give you a friend's side and a parent's side but we're going to go with the parent side ...

R: What do you think happened with your father that caused the alcoholism?

P3: We never got to that subject. It was like that from the day I can remember.

Subordinate Theme Seven: Custodial and Non-custodial parents' role models

Since the late 1970's and the early 1980's the number of children growing up in nontraditional families or in single parent households, which are usually headed by females, have steadily increased. This has resulted in more children being pre-disposed to experiencing family disruption while growing up as well as suffering developmentally from not having the support of two married parents (Bumpass & Lu, 2000). Nearly all of the Louisiana Fatherhood Initiative men grew up in these less than favorable conditions, despite the fact that research conclusively demonstrates that warm and affectionate fathers are needed to build children's self esteem (Lamb, 1981). The next two excerpts show how these fathers adjusted and benefited from mothers who filled the gap as father figures and role models.

P1: Lines 240 – 243:

None, honestly my sister and I, I have a sister she's two years younger and both of us went to college, neither one of us have a criminal record. I give all of it to my mom. She filled two pairs of shoes, you know?

P9: Lines 83 – 86:

..... I mean to me a uh I knew my daddy but he would pop in every now and then. You know and my mother was really raising me so I refer to my mother as my mother and my daddy because it made me a good daddy.

Subordinate Theme Eight: Live by street rules

The very opposite was experienced by most of the men whose fathers were negative role models for them. These men seemed to struggle with their self identity and place in life. This theme was common among two former inmates and two other participants who mentioned their involvement in illegal activities and the fact that they experienced feelings of helplessness and irrational decision making as they were trying to cope with both life and becoming a responsible parent. (Arditti, Smock, and Parkman, 2005)

P2: Lines 285-293 and 297-304:

P2: I don't have my father as a role model. My father was doing wrong before he knew he was doing wrong he was doing wrong. You know we were living in Galesburg, Illinois and I can remember being like 5 years old and living in Galesburg, Illinois with two Cadillac's parked in the driveway and a nice house you know we was living pretty decent. So I didn't know my daddy was dealing drugs and dealing merchandise and all that kind of stuff to make money I didn't know that at that time. I didn't know that until we moved to Louisiana and I got older.... So when I saw the love and respect that he had the most in the streets I mean I was like damn I want that love and respect too. So I start patterned myself off of him. You know being a ladies' man umm using and smoking weed and snorting coke...hello I did it all...Selling drugs to make money to get the pretty cars and jewelry and all that. So I did all that pattern myself off of my daddy but it wasn't until I was in prison to realize that you know my dad led me down this road I'm in....

One of the fathers observed that living by street rules is perceived to influence nonpayment of child support by men who feel their only option for circumventing the enforcement rules was to quit good paying jobs because their wages were being garnished. This is the impact that the Annie Casey Foundation warns against with regard to U.S. child support enforcement policies, and how those very policies cause low-income fathers to go underground (Legler, 2003).

Although not all of the related transcribed comments are shown here, it is worth noting a few quantitative data points on this theme. Of the 13 Fatherhood Initiative men who were interviewed, two had positive relationships with their fathers growing up. That means that 11 of the 13 or 85% had negative experiences including those whose fathers provided financially for them but who were not emotionally available to them. Of the six married men, four of them or (67%) felt negatively toward their dads. All seven of the non-married men, or (100%) did not see their fathers in positive ways, including the two former inmates. Without some type of intervention, those experiences may possibly be passed on to children (Arbuthnot & Gordon, 1996; Lamb, 1981).

Super-ordinate Theme Three: Family issues

Regardless of the structural composition of a family, children need healthy engagement with both parents. However, children being raised in single parent households are more vulnerable to suffer from family complications that impact their development (Bumpass & Lu, 2000). Five subordinate themes surfaced in this area.

Subordinate Theme Nine: Custodial parents' manipulation

The first subordinate theme that emerged under the super-ordinate theme of family issues was manipulation by the custodial moms. Several researchers found that the perceptions of custodial and non-custodial parents are expected to vary considerably (Bloomer, Sipe, & Ruedt, 2002; Meyer & Bartfeld, 1996) and are often plagued with hostile relationships (Nelson, Clampet-Lundquist & Edin, 2002). For some time now, national research documents that it is not uncommon for some mothers to attempt to control non-custodial father's involvement with their children by allowing visitation with the children only if child support has been received (Child Trends, 1996) and those parental conflicts are often linked to children's misbehavior (Arditti & Kelley, 1994). Several of the fatherhood participants detailed experiences where the custodial moms used the laws governing child support to influence the behavior of the children's fathers. P1 experienced this several times during the pregnancy and early years of his child's life until he received help from fatherhood program staff.

P1: Lines 62 – 82:

..... The money I was giving her, to her wasn't enough and to this day still isn't. And I wonder if any amount would be enough. So whenever we were discussing what would be a good number to pay I was in college working part-time, full time student, I didn't make a lot of money but I told her I could give her what I could and that if we could avoid the court system, unfortunately I grew up in an odd household where you know I was in courts, and that was the last thing I wanted to do with (daughter's name) is drag her through the court system. If we can manage to do this on our own and be responsible parents all will be well, and I will do more I can to help you out. And once I get out of college I will gladly pay whatever I need to pay and the money wasn't enough so she took me to court and she was thinking she was going to get this big number and when they set my child support at \$273 she still doesn't think that's enough so I still to this day give her more when I can and I've fallen behind on my child support, you know, getting out of college, finding a job, but I've always made sure I paid for what I, you know extra, on top of getting caught up and to this day I still get threats of, "We're going back to court and I'm raising the [amount]..."

P1: Lines 446 – 460:

Right, like for instance, if I were a week out I hadn't paid, I'm past due a week and (Mother's name) would call, you know

you haven't paid child support, I have to pay daycare, daycare is \$200. I'll pay daycare. The money I was about to send into child support to get caught up just went to daycare now. And now I'm behind still so and then I would get ready to make the next payment to get caught up and she would need this and okay here it is, there goes that payment.....I was in arrearage with the department of social services but I was paying her the money directly. I know now that I shouldn't have done that because it did come back to haunt me but it felt like the right thing to do.

P13: Lines 244 - 261:

Yeah my girlfriend at the time...you know she became rebellious and it got down to the point where my mom was like, "Look; this is my house. You know my rules and well we got into it and everything and so we decided you know yeah we was young. Ok, let's try to cool off a little bit and my mom would get in her own room with the baby...gave me my own room and they just got so wild out of hand and that she (girlfriend) pretty much gave me and ultimatum, "You take me or the kid or else". (he tells girlfriend) "Look. I'm not going to be in the middle you know I'll always be there for my child but I'm going to be with the child's mom but we don't have to see eye to eye you know and she decided well fine. She called me on the bluff. She said, " I called my sister to come get me and I'm outta here".....Then she was like, "Why'd you call my sister?"

Evidently, the men who participated in these programs also experienced a great deal of the hostility and relationship manipulation that has been recorded in national research undertakings. However, it should be noted that due to the Fatherhood Initiative services, targeted and effective intervention alleviated and corrected much of this for many of the participants.

Subordinate Theme Ten: Custodial parents' issues

As detailed in super-ordinate theme one, the father's psychological and emotional well-being plays an important role in his relationship with his children; as does the mothers'. Living in single parent homes, mostly manned by women, creates even more emotional stress for children; even more so if the mother is emotionally unhealthy (Salem, Zimmerman, & Nataro, 1998). The majority of the former Louisiana Fatherhood Initiative participants commented on the complications of their relationship with the custodial moms. It was obvious to them that the mothers' past experiences played a pivotal role in her ability to also parent effectively.

P1: Lines 89-104:

This is her first child, she's a year and a half younger than I am, we met in high school, she was a junior, I was a senior. She dropped out of high school, got her GED, she went to a fashion institute in Los Angeles, California and wanted to

come back here and open a boutique, found out nobody is going to give you a quarter of a million dollars to open up a business without experience. So now she works at (Name of retail store) Her family life, her mother has been married many times, her real father didn't start visiting with her until she was almost three years old. Their relationship is kind of rocky, she calls her third dad, "dad". So you know it's got its own complications so you know I thought that would be one thing that would save us, why would you want to redo this? This is your opportunity to change the way things are. That's definitely my motivation but for her she seems to just follow the same steps.

P7: Lines 655 – 662:

My daughter.... I have more work to do with her to really stay in her ear. I think there's obstacles that I had to overcome along the way with the mother.... It do more harm than good when you give the child negative information not information but you just don't encourage them but you really tearing down [them] when you tear down the father. Yeah, it makes it harder.

P13: Lines 220 – 222:

.....I was 16 and everything umm my girlfriend was living with me at the time and her mom pretty much kicked her out the house...

By becoming cognizant of the dysfunctions operating in their lives and the lives of their children, allowed many of the fathers to make changes in their lives that could eventually impact their children in a healthy manner.

Subordinate Theme Eleven: Custodial and Non custodial parents' Socio-emotional issues

Children who live in single parent households live with several disadvantages, and the extent to which the custodial and non-custodial parents can get along as co-parents determines if they can raise their children using healthy child development strategies (Salem, Zimmerman, & Nataro, 1998). The fatherhood participants observed that the parental training they received helped them to adjust and re-examine the relationship problems they experienced with the custodial parents.

P5: Lines 340 -356:

To me basically I feel that us as fathers we need more, if we had, they're fathers out there that's not dead beat but dead broke. And it's like we need we need the access to be able to provide for our children.. And this program is a step forward as in a way to try and come together ... and try to come up with a solution of what to take home as being a better parent once we leave out of our meetings. Personally, I think that if there was some kind of access for fathers that's, you got fathers with no education; you got fathers with

fallingness; you got fathers that might have been incarcerated, but in the same means all we need is just one chance to change. All we need is just one opportunity to be able to better our self. Yeah, we made a mistake in life and we fall. Even a child fall when they try to walk and it's like we fell and we steady trying to fight. We're steady trying to... find some kind of access for us.

P10: Lines 97 – 111:

.... my daddy was the only one working and I actually remember me coming up small and he had three jobs. He was working at the grocery store at like 4:30-5:00 in the morning. On his lunch break anyway from like 12-2 [pm] he went in and ran the newspaper (mentioned local town).... and then from that he went back to the grocery store and when he knocked off from the grocery store he was a night manager at a hamburger place...so actually we never would even get to see my dad. You know it's nothing bad about it because he would give our only income...if I can think back at the time sometime when he first started working for A&P he was only making \$40 a week you know I mean stocking shelves.....when I would wake up he was already working and I knew he wasn't coming home till 12-1 in the morning. So we actually never did get to see him.

It should also be noted in P10's case that although his father was present and in the home, under-employment necessitated that he work several jobs. Therefore his presence in the home was tempered by necessary absences...which curtailed P10's ability to interact and learn from his father. Parental training provided by the programs helped these fathers recognize that the deficiencies they saw in themselves were due to a lack of effective role models earlier in their lives. They were then able to link many of these relationship issues to the socio-emotional issues they experienced from their own childhood and move forward.

Subordinate Theme Twelve: Parents' desperation or frustration

Personal and contextual factors influence parental involvement, yet custodial and non custodial parents experience more stress in their lives, which can impact their parenting and the behaviors that lead to responsible parenting (Bradley & Corwyn, 2000). All of the fatherhood participants acknowledged various types of stresses that led to desperation or frustration (Sharma & Vaid, 2005; Cox, Paley, Burchinal, & Payne, 1999; Mandell, 1995). They also noted their awareness of the potential negative impact this could have on their children.

P4: Lines 63 – 89 and Lines 93 - 97:

My first one was at 21. It was unplanned. Actually it was a date. It was the third date that was chaperoned, go figure. But anyway she got pregnant. You know, I come from a broken home. My dad left four of his kids at home. I was the only boy. My mom attempted a few times to put me up for

adoption. Well, actually a couple that she knew adopted me because they couldn't have kids. And she didn't know what to do with a boy and she was a single mom. She got pregnant at 15. So she had it pretty ruff because she didn't have her education stuff. My dad was just kind of in and out. And when he was in he was really uh pretty ruff on me, "You're a sissy. You've been raised by a woman and kid girls". And when this came about I was so excited. I have always been up for a challenge.....I had a chance to not do what my father did, but to do it right for my children. And so I really I tried the best that I could. She was Pentecostal and I was a heathen. It didn't really mix that well. So, you know I said well I need to get my life straight. I was in some minor trouble and I turned myself in. I tried to start things out on the right foot. I bonded out of jail Christmas eve and my daughter was born on Dec. 30th. I wasn't married because I was jail. A year and five days later I had a son, but I was married at that time. And I didn't know how to be a father. My dad never really taught me those things, but I knew what not to do. And so that was a tool that I had to work with and I was willing to go with that. And I started really enjoying it and it really came more fulfilling than anything that I had did, but I still had some character defects that I didn't address. But you know I had three other children. You know that my life has taken some crazy turns because I felt that not only did I let my children down, but I felt that I just wasn't capable of doing anything. So, I stayed in the life of crime for awhile and I was in and out of trouble.

These fathers voiced similar sentiments on several topics during the course of the interviews and focus groups, and as researchers doing qualitative research we are always reminded that the lived experiences of these fathers speak volumes. This process has shed light on the plight and need for support expressed among clients served through the Fatherhood Initiative programs.

Subordinate Theme Thirteen: Nontraditional parenting to meet kids' needs

In the process of examining several studies, especially those that were primarily qualitative (Bloomer, Sipe & Ruedt 2002; Salem, Zimmeran & Notaro, 1998), a recurring theme emerged from those study participants; they all had suggestions and comments related to changing the child support system based on their own personal experiences. The very same types of comments surfaced in this study among many of the participants. In concert with this outcry, participants called for something that would help them to "work with the system" (line 452).

P3: Lines 429 -452:

P3: Really I got something that I put together, I'm not all the way finished with it but I had started on it, it's called 'Where the Father's At?' and I'm trying to put it together but I want to go through....the child support agency and maybe kind of

like you know because they got like these, they say, dead-beat dads but a lot of those don't really want to be dead-beat dads but they're hitting them with this big ole back pay and they keep running from job to job. Okay, [I say] work this out with these people– some type of payment they can afford. You have to have an understanding that okay well they still have these bills they have to pay; work it out to something they can afford. Take something off if they come through this class—you see what I'm saying. Work it out a little bit, you keep having them running and running and running...

R: How do you know that those dead-beat dads want to [pay], where's that coming from?

P3: Because I know people that are running....they get a job and then the people find out they have a job they start garnishing that check. They quit that job—a good job—they quit it because of that and they go find another job until they find them out again. They job hopping.

R:you're saying coming up with something to work with system.

P3: Yeah, work with them.

Research shows that 70% of children who have an incarcerated parent will most likely become incarcerated in their own lifetime (Mosely, 2008). Much of the problem is rooted in the emotional turmoil that is difficult for children and family members to understand and negotiate. Often the problem results from researchers and practitioners approaching their work from upper and middle class perspectives, and they often overlook or fail to understand the real barriers low-income fathers face in their lives and how those issues shape their parenting choices (Nelson, 2004).

Super-ordinate Theme Four: Impact of services/Transformation due to program services

Seven themes surfaced under this super ordinate theme, which may not be surprising since a primary focus of the interviews was to better understand what the Fatherhood Initiative services meant to the men based on their unique experiences and perspectives. However, as researchers, we observed that these themes provided for a very rich examination of the depth and breadth of the services and the perceived impact these men felt they and their families were extended through the fatherhood programs.

Subordinate Theme Fourteen: Hidden performance indicators/Promising practices

The first two subordinate themes (Themes 14 and 15) under this super-ordinate theme revealed what could perhaps be considered one of the richest qualitative data sets to both the TANF and Child Support Enforcement agencies. Because all of the other themes also provide a rich understanding of the full experiences of the men who participated in the fatherhood programs, it is important to remember that it is the totality of emergent themes that present these fathers' lived experiences. However, this theme and the one immediately following (Theme 15) give a very concise and succinct overview of those positive experiences the men reported as a result of the fatherhood services they received. These are important comments to note because the participants

shared them as outcomes of their involvement in the fatherhood program. It should be noted that these participant revealed outcomes were not originally mandated or targeted outcomes enforced by TANF or CSE as indicators of success. Nonetheless, these outcomes are salient demonstrations of how these participants overcame severe barriers as a result of the services offered through the fatherhood programs. Many of these barriers had previously prevented these men from initiating or sustaining their financial and emotional obligations to their children. Narratives from P1, P6, and P2 disclose the multiple ways that the programs assisted them in handling a diversity of barriers that they encountered; barriers that perhaps are not as easy to target or measure as a traditional indicator of success otherwise required by TANF or CSE. Yet these experiences were considered by the men to have led to critical turning points in their lives. These fathers say the program's impact can be substantiated through their acknowledgement that they are now capable of taking on the role of a non-custodial father. Their acknowledgment is a measure of success not mandated by TANF or CSE and therefore described by the research team as "hidden performance indicators" (See Appendix 13).

P1: Lines 209-221, 334-341, and 347-357:

*Through mediation, through education, through support
There's been times where, you know, I felt like I was going to
break and sent (Program advisor name) an e-mail saying,
you know, this is what's going on detail to detail, I don't
know what to do, what can I do? You know, they've always
been there, every time with every instance so support has
been huge. There have been times where I've even told
other people I see why guys walk away, I see it, I see it right
in front of me, why they walk out of the child's life and why
they are the person that they are because as much as I love
my child, you know, I could never I wouldn't be able to live
with myself if I did but I want to, you know, and because of
this program I've stuck it out, they've given the support that I
needed to [function]. I have one guy that I work with and he's
in a similar situation with the mother of his child or very
similar and his child is four years old and he's over \$20,000
into attorney fees from taking her to court, he's, you know,
just been drained financially trying to do some of the things
that the fatherhood program has done for me with ease and
it hasn't cost me anything. That's something that I have
noticed and other people, I don't know he's really my big
example. It's hard for him, he doesn't have, he thinks just
like I would assume that most guys would think is that the
only option he has is to fork over the cash pay an attorney
and cross your fingers. The money he spent on attorneys to
get accomplished, I had accomplished with mediations
through the fatherhood program, you know, things that he
complains about or things that we were able to work out, you
know, saved me \$20,000, you know so, and that's
something without the fatherhood program I honestly would
not have the money to get an attorney, I would have had to
swallow and say okay there's nothing I can do so.*

P6: Lines 273-282 and Lines 298- 302:

See like a lot of guys in the program say that ...they didn't have their father. I have a father...I live with my father. My mom died when I was 11...So this is a little motivation for me to be there for my son knowing that I had my dad. And I can say that I had my dad, but my dad is an old fashion guy, a country guy. He don't really know how to show you love or tell you they love you. You know my dad was the hard hand kind of guy. So for me to be here doing it on my own I'm happy...My little boy is 3 and all he know is his daddy. He don't have to ask nobody else nothing, but his daddy. That wakes me up every day and keep me going. So, it's not really for me to say you know that I really know how it is not to have a father. You got one, but sometimes just having one ain't enough. My sister told me the other day, I went to Miami for the super bowl, she called and said my dad had a heart attack. I was ready to stop my trip to come back and be with my daddy. Even though me and my dad don't get along that well, we still relate to each other and talk to each other. But when she was like well your daddy come from a big family, but they don't even do nothing but fuss. They don't know how to love each other. My sister told me that the other day and I really didn't understand until I ran it over and over again. She said see how your uncles and your daddy act towards each other so you can't act like that with your daddy. You got to show him different. You have to teach your daddy how to love. So I feel like I have two jobs (begins to cry) to teach my dad how to be a dad even though he is sixty something, sixty five and I have to teach myself to be a dad for my son who's three. But I look at it all as I was put in the position for to do this. So I'm going to do it to the best of my ability.

In this next excerpt from the interview, P2 was discussing his ideas about how to promote the impact of Fatherhood programs by focusing on the outcomes of the children but still acknowledging the strong ties they have to their parents. Although his latter comments may not appear fluent, he is calling attention to the practice of teaching and helping parents so that they have the ability to insure their children's wellbeing.

P2: Lines 390 – 403:

P2: I think looking at the whole purpose of fatherhood or parenting or whatever...it I guess ideally you would start by looking at the kids by saying maybe we thought this parenting you know where we could get the father's educated or get them straight to where now they have an immediate impact on the kids and you know I would go into something like that to help the kids but knowing that I could kill two birds with one stone. So a program like that is

sufficient you know you can't cut or shouldn't not can't because they do what they want but you shouldn't cut a program because you feel it's...the fathers as individuals are going to do what they do. You know but as a whole and you can catch three of them and get them to parent a child right then you done succeeded you know it's like within the program...

Subordinate Theme Fifteen: Client view of program services

In order for fatherhood participants to benefit from the assistance available to them in a support program such as the Fatherhood Initiative, force cannot be the stimulus; no amount of force will persuade them to respond if they do not want to change (Gerson, 1997). However, the extent to which program staff can change the behaviors of the participants through the services they deliver depends largely on how staff can meet the assessed needs of those men who want to become better fathers, while also meeting the performance outcomes promised to the funding agency. Comments from P1 and P4 are profound statements that ring true to the other participants in the programs; they too had no access to needed services until taking part in the Fatherhood Initiative.

P1: Lines 124- 141:

The fatherhood program gave, I had no idea, what visitation guidelines looked like, when we went into court (Child's name) was six months old and (Mother's name) wanted me to have, you know, she thought no visitation because of breastfeeding, you're not taking her here, you're not doing this, the Fatherhood Program told me what I could do, you know, I had no idea I could, you know, we set up, my visitations since my daughter has been born has been kind of like scheduled, it's changed from zero to six months I did this, from six months to a year we did this, and from a year we did this, the Fatherhood Program provided all of that. They sat down with us, (Mother's name) and I both and said okay this is what we propose, (Mother's name) this is what she proposed, the Fatherhood said no, this is not going to happen because this is ridiculous, this is what he deserves, this is what he can get. Without them, me not knowing, me not having a child psychology degree or background knowledge of it, I would have had no idea what to do.

P4: Lines 419 – 433:

I grew up in the projects; I grew up in poverty. And the biggest thing that I see is the fact that the best thing for a child is the right person in their life. And you know sometimes the fathers aren't right and sometimes the mothers aren't right. Sometimes both of them aren't right. And there is no such thing as a perfect parent. But the thing of it is that we have to have the resources. We have to have somewhere that we can go and understand what the problem is. Cause if you never identify the problem you never

going to and then you have to be encouraged to remove it out of your life in order to go forward. So, to say let's not deal with the dad or the mother, let's just deal directly with the child, I think that's a good idea that, but I think it's only an idea. I think the best thing to do is to encourage the dad to be a part of his child's life. Encourage the mom to be a part.

Throughout their transcripts, both P1 and P4 talked about how their children's lives were greatly improved as a result of the various types of assistance they received from the fatherhood programs. Similar comments were made by each of the men interviewed. Several of them were so passionate in sharing their experiences in the program that they became tearful, cried, or made exaggerated hand motions such as a pounding a fist on the table for emphasis when telling their stories of how they believed the program helped them.

Subordinate Theme Sixteen: Cannot navigate Child Support Enforcement Requirements

While child support enforcement laws were established to insure that children receive the needed financial support from their non-resident parent, this presents complications and challenges for both custodial and non-custodial parents in terms of understanding the child support enforcement rules and regulations. Because these parents sometimes do not understand the legal process and how child support orders are granted and /or modified, they tend to view the child support system as existing only to punish them. Feelings of hopelessness then are very prevalent (Arditti, Smock & Parkman, 2005; Bloomer, Sipe, Ruedt, 2002; Coley, 2001). However, due to the Fatherhood Initiative services and staff, what was most commonly mentioned by the men interviewed was that the fatherhood staff helped them overcome these various challenges of not only dealing with child support enforcement but with parenting in general.

P1: Lines 46 – 55:

..... Knowing what I had to go through those nine months of pregnancy. (Mother of child) wanted me to have nothing to do with it, she would lie to me about the appointments, you know, when she was born decided to not give her my last name at the last minute, it's just been a heartache the whole time so finding out there was a program designed for, you know, fathers who want to be involved, it was really great. It was nice to know that I had that kind of support and that these people were solely focused on my best interests and my daughter's best interests as well.

P 5: Lines 158- 177:

And to add on to what he said, it is the same for me. I look at it that this program has been such a blessing to me being that I have always been around my child all their life, but it was certain things that was missing. And... as my children got older....and I was going through a situation dealing with my last daughter. And the mentality I had when I came into the program was like you know the state against me, my

baby mama doing these bad things and you know we can't get along. I got anger towards me from a lot of things. And when I entered the program like, we was in the program together, and it lead to opening up and meeting to new people and calling them your friend and hearing and relating to them. I took a lot of that home with me and I used that as preparing me to be a better father. And I went from disagreeing with my child mother as in looking at all the bad things and realizing that for a healthy child...it takes two parents no matter what to try to get along.

Subordinate Theme Seventeen: Emotional maturity via program services

According to renowned psychologist Erik Erikson (1974), the stages of development towards adulthood involve a series of emotional responses that assist us in overcoming challenges in our social interaction with others. Erikson believes that before an adult can care for others, they must first learn to overcome self-absorption and that leads to developing the capacity to care for and nurture both children and others.

All of the study participants mentioned unique challenges they overcame as they utilized the different services offered to them by the Fatherhood Initiative programs. Their comments ranged from getting off of drugs and coaching custodial moms to making wise choices and avoiding life on the streets. The first participant, P3 who was a former inmate, was empowered when he learned to use effective communication strategies when raising teens. These strategies were so effective that he also used them to inspire other inmates in developing better relationships with their children. The second participant talks about a positive change of attitude regarding the child support enforcement laws and staff.

P3: Lines 109 – 125:

R: How long were you gone?

P3: Ten years. I knew it was going to be like, you know, a mad day and that mad day has came, you know, and they were telling me like, you can't make up for ten years and I'm like hold up baby let me explain something to you, I'm not trying to make up for ten years, I said I wasn't here for ten years so I can't make up for that. But I'm here now but I'm still your father. Rules are rules. If you want to talk about it, tell me what your problem is so I can tell you why, I don't have a problem with explaining myself like, my mom would have never explained it, you know what I'm saying? I don't have a problem with explaining why that I doing it. I don't have a problem with it at all. That was like two things that I learned in class, give them a chance to open up to you too, you know, because if you don't let them open up they're going to hide everything and I would rather have a relationship with them where they feel they can talk to me.

P5: Lines 174 – 191:

And I went from disagreeing with my child mother as in looking at all the bad things and realizing that for a healthy child to have a healthy raising it takes two parents no matter what to try and get along. And where the state part come in, I looked at the state a long time as a flaw, but then it became my wake up call. I started looking at it as not the bad things it was doing towards me, but that I should let that motivate me to be better for myself you know. And it's like this program, I really feel like we needed them. We really needed it very desperately very bad 'cause we got fathers out there that's lost right now. That's looking for that source of information or that source of encouragement to teach them to be a better parent and better father to their children. You know cause coming in here, before I got in here I loved all my kids all my life, but something I never told myself when I got up in the morning is I'm a dedicated dad. And after being in this program it ain't been a day that I haven't stopped saying that. I tell myself everyday that I love my kids even more. Everything that I do now I base upon on them and I love it. It's an encouragement to me now.

Comments such as those previously mentioned, as well as the subordinate themes mentioned in the super-ordinate themes of psychosocial and family issues, demonstrate the range of positive psychological and social development changes that participants were able to achieve through the help of fatherhood program staff and services. Many of these themes and services relate to some of the best practices of responsible fatherhood programs (Bronte-Tinkew, Ballard, Scott, Metz, Burkhauser, & Child Trends, 2009).

Subordinate Theme Eighteen: Fear of program ending

In their own way and from a variety of perspectives, all of the men expressed concern about the fatherhood program services ending. P1, who received help from program staff to overcome manipulation strategies used by his child's custodial parent, expressed gratitude for the work the staff did in assisting him to develop a healthy relationship with his toddler. P7 noted his concern for the program's demise as directly impacting children whose fathers suffer from a lack of fatherhood support services. He metaphorically refers to fathers as the foundation of a structure in which their children's lives are impacted by or 'built upon' both parents' ability to raise children in a healthy manner. P7 implies that even if others assist the child, their well being may be diminished by their parents who are ill prepared to facilitate the child's wellbeing. Participant 10, a Head Start parent, commented on the flexibility of the program's services as well as his concern for fathers who do not have the financial resources to get the support they need.

*P1: Lines 542-551 and Lines 567-571:
.....when (grantee) was telling me there was a
three year grant, the extension is already gone, the program
may be going away, I got scared I'm not going to lie. I was
like and you know, (grantee) had given me a card to an*

attorney she referred me to and I was like wow I got to start all over again. Hopefully not but the program shouldn't go anywhere and I've benefited from it sure but I feel there are so many more people out there that should benefit and it could benefit, if given the opportunity to benefit and I don't believe three years is enough. You know what I mean?..... I mean do what you got to do to keep this program, you know, I mean it's been, I owe this program my life, I honestly I'm not just saying that to butter it up or anything like that. Honestly, I have a beautiful daughter because of this program.

P7: Lines 565 -570:

I would say that you know dads... you have to fix the problem somewhere and where do you fix it? I guess you would say with the foundation. If the foundation isn't whole then you're going to fix the problem on an unsettled foundation and you still going to have a decay somewhere.

P10: Lines 825 – 838:

.... I go to all the meetings I can go to and..... what I like about it is the dad's meeting and we're just there to listen....it's like if ya'll want to stay longer that's fine. If not, hey you can get up and go...and the meetings are like every two weeks on Tuesdays and they always got an open door policy you know it's just Monday, Tuesday, Wednesday, Thursday, Friday and if any dad has got to talk one-on-one or even if they want to talk to them...they even have the connections with the legal you know stuff in terms of what we had to turn in and you know other people that was there just talking to people just giving free advice you know we don't have the money you know they can at least answer the questions right then and there.

Researchers warn that men with low educational attainment and minority men are at higher risk of fathering with multiple partners (Carlson & Furstenberg, 2006). More than half of the fatherhood participants from all eight programs fell into this category as well as most of the men who participated in the interviews. Much of the concerns expressed by the interviewee's in response to the Fatherhood Initiative programs ending, were linked to the challenges they and others that they knew faced in regard to raising children from multiple mothers. They believed that if they had access to financial resources then they could resolve the challenges they faced, yet none of these men, including the college graduate had those resources available to assist them in meeting the financial and emotional needs of their children.

Subordinate Theme Nineteen: Clients as leaders

One of the requirements of all the TANF fatherhood programs was to follow one of the many nationally recognized responsible fatherhood curricula such as Dedicated Dads, Quenching the

Father's Thirst, Man 2 Man and others. All of the Louisiana programs did so, and one of the strategies included in all of the curricula is the use of group discussions. In the transcripts all of the men commented on the range of benefits this approach offered. Moreover, they also commented on how this structure facilitated leadership opportunities that they voluntarily assumed.

P1: Lines 297 – 322:

*P1: Well, I talk about this program often, coming across, there are a lot of single dads out there and when you're in conversation with some of them and I get to talk about the fatherhood program and what they've done for me its mind-blowing. They're like wow, you know, what is this? And they want to know more about it and I mean the program I don't know, I don't know why they would take it away.....
.... I think they need to know that most importantly, for some reason society has, when you're not married and you have a child with someone randomly like I did that the father if he's there, he's there he's a good man, if he's not there he is what he is deemed bad. I almost wasn't there because of what I had to go through and I'm not a bad guy and I honestly believe, I don't have anything to back it up, I honestly believe that more than 50% of the guys out there right now who have nothing to do with their children, want to, want something to do with their children and if they had a program like this they would have something to do with their children.....*

P2: Lines 492-503:

I mean...advice don't usually work to be honest with you. I mean when you say teens...if I went and got a sensible thinking teenager which is hard for me to go find with...you know you get out there and they're opposite you know. I would try to tell him basically for you to basically understand what I mean about getting to your child life and staying out of trouble and leaving the drugs alone since you all you know leave that child. Flip the script you know change the channel you know put yourself in that predicament... like you're that child and that child is (inaudible) would you want your pa to leave you and go to jail for 10 years or 15 or would you want him to be on drugs and you know. That's what I kind of use to kind of make people realize some of the things they doing and how it's wrong you know.

Subordinate Theme Twenty: Clients as role models

This subordinate theme, Clients as role models, is similar to subordinate theme 19, Clients as leaders, yet there are differences. The major difference is that most of the men spoke specifically about activities that they either sought out or ones where they encountered peers who either had no knowledge of or access to the same services they had benefited from through the TANF Fatherhood program. These men openly discussed the initiative that they took upon themselves to assist those men they believed needed the services that they had received based on what they had

learned through the programs. Participant 5 described his passion for assisting men who needed the services that he had been provided, and he reached out to help them in any way possible. He emulated the role models that he had been exposed to by the Fatherhood Initiative staff.

P5: Lines 214-237:

.....it is a must– a very much needed program. And you know [what] I do right now? I graduated, but I talks to my surroundings wherever I go to encourage fathers I see looking for the source of information or sort of direction to get them on the path of being a better father to their child. I recommend them and I tell them about the (mentioned program's name). If we have more programs like this around I believe the broken homes and the situation of children raised by separate parents could be better once you burn it in your child head and you got programs to teach the fathers not to hate the mothers, but love and respect the mothers. Love and respect the mothers where your child is going to be straight and your child is going to be nourished with the respect...and move on. And I think that it can help a lot of them. I went with (mentioned staff's name) to the juvenile detention center and I talked to so many of the little guys there that they didn't have a father. And listen to them telling me about not having a father. I got to thinking, not only do I have children at home but I take it upon myself as being a man that came from a broken father if I can be a helping hand– a big brother or their assistant father to that child.....if not even financial, but a word of encouragement of trying to lead you to a better direction and a better way..... that's something that I wanted to do. And going to that juvenile detentionit changes a lot with me. I can't say nothing bad about none of them in the program cause they've been a blessing.

What is especially important about P5 is that after the interview, program staff mentioned to the research team that he had been adamant about not participating in group discussions when he was first required to enroll in the program by the drug court. Yet after graduating from the fatherhood program, P5 continues to participate and apparently voluntarily seeks to help those men who are need of fatherhood services.

Super-ordinate Theme Five: Support network or resources

Experts in the field contend that it is essential to have resources in place to help fathers—especially low-income fathers to navigate the challenges associated with being non-custodial parents (Anderson, Kohler & Letiecq, 2002) as well as to respond to the laws outlined by welfare reform if their children depend on government subsidies (Burns, 2002). The next three subordinate themes surfaced and establish two important points. One is that men who lack certain supports are limited and/or unable to fulfill their fiscal and/or emotional responsibilities to their children despite their desire to do so. The second is that some men were able to leverage the assistance they received

and then build on the supports they had in place before these services, thereby enhancing and expanding their resources.

Subordinate Theme Twenty-one: Parents' support or lack of supports

As the participants navigated their role as non-custodial fathers, each made observations about the barriers that were in place and how they attempted to overcome them. In the process of making those observations, several talked about things that were in place which either helped them or made their efforts more difficult. P1 talked about how being employed by a wealthy family friend who offered good wages and flexible hours helped him meet his fiscal obligations to the custodial mother while in college, yet after college he encountered problems with another type of employer.

P1: Lines 424 – 443:

Well, in college I worked, my stepdad does landscaping and we have a good family friend, multi-millionaire, who has a 20 acre estate that requires fulltime [care] and through college he'd let me come out there and I would pull weeds and trim bushes, he would pay me \$15 an hour and it was a very flexible schedule so that was my job in college and I would make given my school schedule and the weekends, I would make \$400 or \$500 a week. So to be able to you know a copayment here or buy diapers here it didn't bother me at all. The only time the money has even been an issue was after college I took this marketing job in Baton Rouge and I was kind of mislead as far as what I would be making...So that one hurt me because, you know, the money I was supposed to be making wasn't the truth, I had to give it my all and I had to give it at least six months to make sure that things don't try to get better and when they didn't see me I did fall behind on my child support but at the same time when I fell behind I was paying, still paying in cash, [to the custodial parent] "I know I'm behind here's this".

Participant 5 found a simple yet powerful support that involved the frequent positive reinforcements and reminders from fatherhood staff who emphasized that clients always had the capacity to be good fathers no matter what personal circumstances or challenges they were facing.

P5: Lines 192 – 203:

You know it's like me and the mothers ain't together.... If we had more programs like this that can encourage fathers to don't be angry at the mama, don't be angry at the state, but be blind to it and look at [what] the whole situation [is] about and that's the child. Cause basically that's what it's all about to me. My personal opinion is that it's about the children. And you know to be able come and talk to come in today (staff members names mentioned) there ain't a day that they never said, "You can't be a better father". It's always, "You can". I don't care if you came in with your pants sagging just

straight up out the street doing criminal work, they always tried to enlighten you for a change to do better for yourself.

While P4 was greatly inspired to be a better father to his children through his spiritual journey, he credits the knowledge and strategies he gained from the fatherhood program as a vital support that not only helped him improve his parental obligations, but it also helped him improve his relationship with the custodial parent. He also reports mentoring and teaching her helpful strategies for child rearing.

P4: Lines 467 – 492:

It made me realize how important I was in my child's life...how important they were to me. And it made me understand that the only way that I could really help my child was to be straight and understand myself and be the best that I can be. And if it meant that I had to work a 9-5 job for minimum wage for the rest of my life so what. But it meant that I could be there with my children and actually sit down and work with them through their problems. And for him to be able to come up to me and say " hey dad", that means a lot to a child. To be able to come home and call "hey mom" or "hey dad". And so you know children need their dads just as much as they need their moms. The moms need the dads in the home. And that's another thing, I know we're not here to talk about but that's something that they have to work out being able to visit. My ten year old son mother, me and her really don't get along. But I've learned a lot through church and giving my life to Christ. But I've learned a lot through this class about how to approach the situations.... Actually I find myself coaching her into doing. We are shaping and molding a child for a future....and so do we say oh well let's just go and help the kids. The biggest help that the child will get is from helping his parents.

Subordinate Theme Twenty-two: Pre-fatherhood participation assets

In 1997, editors Hawkins and Dollahite assembled 15 scholarly articles and research projects that challenged the thinking of non-custodial fathers as deadbeat due to non-payment of child support. These articles demonstrate the presence of institutional barriers that hinder a fathers' accountability, and the fact that many of these fathers do contribute to their children's well being, just not in ways that are sanctioned by society or the law. An important aspect of their work included the necessity of looking at non-custodial fathers from an asset verses a deficit perspective. Gerson, (1997) points out that once a man has the desire to have a role in his child's life, social circumstances can have a substantial influence over his ability to act upon that desire, and can be the deciding factor that supports the opportunity to promote healthy parental involvement or not. However, it has been shown that non-custodial fathers who have strong family ties are more likely to pay child support as well as foster healthy emotional ties to their children (Meyer & Bartfeld, 1996). The next two excerpts from P11 and P8 show the contrast in how past

experiences with their own fathers motivated the men differently to become the kind of fathers they wanted to be for their children.

P11: Lines 154 – 161:

....Actually that has made me to be a better dad because I told myself while growing up when I had kids I was not going to be like my father. That I will be there for my kids because everything I had going on in school or football or baseball any kind of sport event he was never there. And my grandpa who could barely get out sometimes made it to my games and stuff like that and I seen that in my eyes and I just promised myself that I would never turn out to be like my dad.

Despite P11 having had negative experiences with his father growing up, his attitude about wanting a different life for his children served as an asset for him during his participation in the fatherhood program. While this was an asset, it was not enough to make him a competent parent based on other comments he made about the challenges of parenthood throughout the transcript. On the other hand, P8 had a good relationship with his father, which was an asset for him to build upon as he too learned how to become a better father. In other parts of the transcript he commented on how he benefited from the fatherhood program despite having had a good father as a role model.

P8: Lines 185 -193:

....Umm me and my dad always had a good relationship...pretty much still do now and he was always there even though he had to work and uh my sisters took care of them even though they weren't his biological kids and she took care of them like they were his kids and today we always there for him. And me and him always had a good relationship...me and him we pretty much took me to do pretty much anything I wanted to do. Uh me and him umm we would play fight and throw swing shots at each other and stuff (everyone laughs).

Subordinate Theme Twenty-three: Dads who are married

Nationally there is a major emphasis on creating two parent families as a poverty reduction strategy. This emphasis is supported by research that documents the stance that married couples provide a more stabilized environment in which to raise children (Cox, Paley, Burchinal & Payne, 1999). Even children who grow up in married low-income families fare better than children from single parent families, which are most likely to be low-income. Most of the married men who were interviewed came from the Head Start program, and they commented on having learned strategies to strengthen their family through the fatherhood program's educational offerings. Even though they were in committed relationships with their children's mothers, which were assets they brought into the Fatherhood Initiative program, they too learned how to develop their parenting and relationship skills beyond the asset of marriage to further strengthen their families.

P10: Lines 421 – 426:

....I help them do homework and my wife actually my wife is a school teacher and she brings my little girl to her same school and I know a lot of times my wife she in classroom from 8-3 you know and I don't want her just to come home and jump on the homework so I kind of go over stuff with her too and same thing with my little boy.

P 9: Lines 43 – 51:

....When I found out [I would be a dad] I wasn't living there [in Louisiana]. Then I just moved out just a couple of years ago and I've been living in Chicago and working at a grocery store and everything...I mean from the way that I was moving and you know I figured out that it wasn't going to work then because there was too much killing/shooting, drugs, and I lived in a real bad neighborhood so I came down here to visit and I went see my wife and then a couple months later I ended up moving down here and I like it a whole lot better.

P 9: Lines 118 – 121:

.....me and my wife we can have something going on but my kids got birthday parties or something else going on we change our plans for them. We put them first. You know no matter what.

Together subordinate themes 21 through 23 substantiates the importance of having supports in place for clients to thrive when they participate in fatherhood programs and/or to build and expand upon the support systems they have in place before taking advantage of program services. The common opinion voiced by all 13 men focused on the fact that they all benefitted significantly from a variety of supports they received from the services offered through TANF's Fatherhood Initiative. Further discussions of this topic are included in the next section of this report.

Findings, Lessons Learned & Recommendations

In this segment, an overview of the findings, lessons learned from each finding, and recommendations associated with changes for future action will be presented in the context of the three original research goals of this project.

Research Goal 1: Observations of the Interagency Collaboration

Finding 1: TANF and Child Support Enforcement Collaboration was a progressive strategy

The Child Support Enforcement (CSE) and TANF Fatherhood Initiative collaboration was an exemplary, progressive, and ambitious undertaking between two state social service agency divisions. The collaboration is in line with what is advocated nationally in relation to the comprehensive goals and new service model of the proposed TANF Reauthorization (TANF, 2010). This Louisiana collaboration allowed both divisions to pool limited financial resources and combine their expertise of leveraging outcomes for low income families and building capacity for self-sufficiency as part of the Department's new service delivery approach. However, because there was not a clear impact evaluation plan in place to determine the success of this collaboration based on the outcomes produced by the Fatherhood Initiative grantees, essential data could not be collected and analyzed to determine if the collaboration achieved its goals of sustaining and/or increasing the child support payments from low-income non-custodial fathers.

Once the Department was forced to make budget cuts and ended the Initiative in December of 2009, the ACF partners did not have the time or resources to compile all of the data needed to determine what impact the Fatherhood programs had on the desired outcomes. During that same time, the TANF division underwent staff and leadership changes, which limited the University partner's access to staff that could provide historical information regarding TANF's establishment of the Fatherhood Initiative. After the Initiative funding ended, most of the grantees did not have the staff available to gather and electronically transfer specific data items from hard copy files on all of the clients that were served since 2006. Instead, staff from six of the eight programs could only provide the names and social security numbers of their former clients. The other two programs could only provide copies of sign-in sheets, and in most cases signatures and clients' handwritings were often hard to decipher. The research team could not access essential data that could have answered whether or not the fatherhood grantees produced the desired outcomes.

While there is evidence that most of the programs collected data that would have been accessible to TANF and useful in a formal impact evaluation, most programs did not format these data sets electronically. Gathering the data could have only been acquired through time consuming efforts once funding and staffing for those programs ended. The University research partners obtained manual records with a limited amount of useful data from some of the grantees and were able to format the data electronically for analysis, but it was not feasible to do so for all of the programs after their funding ended.

Lesson Learned 1: Missed opportunities for data collection and outcome assessments

This CSE and TANF collaboration was a positive and promising venture which did include accountability measures for the grantees' responsible expenditures of Fatherhood Initiative funds. However, there was not a clear evaluation plan in place before the RFP was written and grantees were selected, CSE and TANF could not easily define what impact the Fatherhood Initiative had on its participants and their children. Not having a predetermined evaluation plan in place to collect data on the clients served and to report the outcomes of their participation in the Fatherhood Initiative during a budget crisis, CSE and TANF lacked the data to:

- a) perform a preliminary assessment of the Initiative outcomes, and
- b) advocate for the continuance of potentially effective strategies that could produce the desired outcomes of child support payments and improving the well-being of low income children.

It is understandable that both divisions may have lacked the expertise and the resources to design and implement a plan for gathering and reporting outcomes to the stakeholders. However, this experience presents an important lesson learned that has future implications for accountability of state and federal funds assigned to and expended by TANF and CSE. Government agencies are facing a new era of accountability for funds used to implement interventions among target populations, in which program outcomes are expected to produce returns on investments in the form of behavioral changes among clients that lead to long term public savings (Chinman, Imm, & Wandersman, 2004).

Recommendation 1a: Develop a plan to define outcomes before funding collaborations

The TANF and Child Support Enforcement Fatherhood Initiative collaboration was an exemplary, progressive and ambitious undertaking between two state agency divisions within the social services department to pool limited financial resources and leverage the outcomes for low income families. However, the way the Request for Proposal (RFP) was designed grantees were not required to electronically submit specific data that would have facilitated TANF's and CSE's verification to determine:

- a) if a specific type of client (low-income non-custodial fathers) was served,
- b) if a significant percentage of those participants sustained or improved their child support payments, and
- c) the impact the interventions had on the clients and the implications for the well being of their children.

Recommendation 1b: Secure assistance to organize a data collection and analysis plan

It is critical that as TANF and CSE join forces and resources to improve the lives of children and low income families in Louisiana, staff should partner with a qualified internal or a third party agency to help devise a plan for insuring that targeted clients are being enrolled in and receiving the services funded by TANF. This plan should include a cohesive process for capturing data on clients served by grantees or other state agencies, and it may include implementation oversight by a qualified

third party evaluator. Data should include LASES or social security numbers to insure that a sufficient number of target clients are receiving services and would allow CSE to verify and track program eligibility and the progress made towards paying child support and contributing to the well-being of their children. Appropriate assurances to protect the privacy of all clients should be a priority of any data collection and tracking plan. Initial and continual feedback from TANF's and CSE's Management Information Systems (MIS) staff must be a guiding voice in this data planning process. Third party partners may offer valuable insights into the type of data that must be collected in order to assess the impact of intervention strategies being targeted. However, MIS staff will know the most effective approaches to consider based on the limitations of their data management systems.

Finding 2: TANF & CSE lacked the expertise and resources to design an evaluation plan

In order to conduct a formal evaluation, specific information needs to be identified and organized for submission to TANF and CSE before grantees can be selected and before any program activities begin. It appears that the TANF and CSE team either did not have the resources to secure technical assistance or access to the experts within the Department that could assist with designing an evaluation plan for the TANF Fatherhood Initiative before preparing the RFP. It also appears that the collaborators may not have had the resources or awareness of the need to secure third party assistance. Information on the primary data that should have been collected will be discussed in the findings relating to Goal 2. An evaluation plan might have allowed TANF and CSE to combine their data on families receiving welfare and child support payments, which could have been useful data sets to analyze the impact of the Fatherhood Interventions. Third party assistance may also be helpful for insuring that any programmatic activities are implemented with a commitment to obtaining the highest standards of fidelity.

Lessons Learned 2: Anticipate accountability expectations from stakeholders

When the Louisiana Legislature approved the use of TANF funds to establish the Fatherhood Initiative, there apparently was no accountability expectations communicated or outlined by the Legislature for TANF and CSE to account for the use of these funds. However, after one year of operating, Legislators asked for an account of the outcomes, and the collaborating partners had no clearly outlined method of producing the data to demonstrate progress since there were no clearly communicated accountability expectations discussed beforehand. This experience calls attention to the fact that TANF and CSE should anticipate and address accountability expectations before plans for programmatic development and spending begin to ensure the data can be captured from the onset of any activities.

Recommendation 2: Secure technical assistance in initial stages of collaboration ventures

Ambitious and progressive undertakings such as implementing fatherhood intervention services through partnerships with community based organizations speak well of the vision and leadership of TANF and CSE collaborators. Yet the team needs access to internal or external experts who can

offer technical assistance. Securing this type of assistance from qualified individuals or teams must be determined in the inception stages so that the data collection and analyses needs are identified before program funds are utilized. This will help resolve implementation and accountability issues proactively.

Finding 3: The TANF & CSE collaboration should continue or be redefined

Increasing numbers of children are growing up in single parent homes that live in poverty, therefore the need for child support from fathers and fatherhood intervention support services will only grow as those numbers continue to rise. The question becomes what is Louisiana's plan to serve the needs of children growing up in low-income families in a declining economy complicated by a trend of low-income kids dropping out of high school? A trend, according to research, that is proving to only grow the lower economic sectors of our society (Blanchard et al. 2009). Despite the fact that Louisiana lacks the financial resources to reinstate the Fatherhood Initiative, the problems associated with collecting child support from low-income fathers obviously remains. Both divisions must develop a plan to re-establish or re-define the Fatherhood Initiative collaboration, particularly in the context of supporting the Department's self-sufficiency goals for low-income families who depend on government assistance.

Lesson Learned 3: The potential for other successful TANF & CSE collaborations exist

By determining what is next for the TANF and CSE interagency collaboration, both agencies have learned what important issues need to be addressed in the early stages of planning. This assessment can provide a blue print for discussing a data and evaluation plan that will support accountability and insure that the targeted outcomes are produced.

Recommendation 3: Use the policy planning and dissemination portion of this ACF project to revise the collaboration with an emphasis on anti-poverty strategies

As the TANF, CSE and University partners begin the policy discussions and plan the dissemination activities for this project, priority consideration needs to be given to those issues that support the department's infrastructure and capacity to improve and expand interagency collaborations. This plan should also consider what policy changes need to occur to optimize the operation and outcomes produced by these divisions and agencies who try to collaborate to produce better outcomes for low-income families as well as to leverage limited state funds. The focus should be on creating anti-poverty strategies rather than just providing minimal assistance to get families off of welfare. National advocates are challenging TANF's lack of support aimed at helping more children out of deep poverty. In 2005, nationally TANF helped only 23% of children out of deep poverty compared to Aid to Families with Dependent Children (AFDC) policies that helped 64% in the mid 1990's (Schott, 2009). The National Center for Children in Poverty's Family Resource Simulator, which shows how work supports help families get out of poverty, could be a helpful tool in shaping anti-poverty state policies based on recommendations from the National Center for Children in Poverty at Columbia University (see example data in Appendix 5). Special consideration

needs to be given to targeting children who have incarcerated parents as they have a 70% chance of also becoming incarcerated (Mosley, 2008).

Research Goal 2: Observations of the impact of the 8 TANF Fatherhood Initiative Programs

Finding 1: Lacking data to conduct an impact evaluation of TANF Fatherhood programs

In order to conduct a rigorous evaluation of the impact of responsible fatherhood programs, there are a series of data sets that should be in place before the impact of program services can be evaluated. According to Barnow and Stapleton (1997), the following six qualities are needed:

- Measurable outcomes;
- Defined service components and their hypothesized relationship to outcomes;
- An established recruiting, enrollment, and participation process;
- Understanding of the characteristics of the target population, program participants and program environment;
- Ability to collect and maintain information; and
- Adequate program size

Based on observations of the quantitative data, there is not enough information to draw credible conclusions using statistical research practices (Barnow & Stapleton, 1997) to determine the impact the TANF fatherhood program services had on child support payments by low income fathers. What can be noted is that TANF staff did a superior job in requiring grantees to propose and deliver measurable outcomes. Each program served an adequate number of clients that would later produce statistically accurate estimates of the impact of services. The programs targeted a range of clients from 200 to 600 per year. All of the program staff that were interviewed had not only a strong understanding of the population being served, but they also displayed a genuine passion for assisting low-income non-custodial fathers who embraced self improvement for the benefit of their children. What most of the grantees struggled with were issues regarding to, a) the recruitment, enrollment, and the participation process for clients, which was discussed previously in the second finding under the first goal and b) the ability to collect and maintain information both electronically as well as hard copies. This significantly limited the research team's capacity to conduct an impact evaluation of the fatherhood programs.

These programs apparently served men who did not have child support obligations. Based on the data from the eight Fatherhood Initiative grantees, 1,914 former client names were submitted for analysis, and a small percentage (less than 1%) of those clients were females who were non-custodial parents. Only 1,082 or 57% had active child support cases on file from 2006 – 2009. These parents were associated with 1,974 child support cases involving 2,470 children. Of those former fatherhood clients with obligations, the assessment team could only examine on average about 28% of the cases to determine if child support payments were sustained or increased during and/or after participation in the fatherhood program. The other 72% of fathers involved in those

cases meandered in and out of obligation during the periods under investigation despite the fact that 98% of the children were below age 18. Because the fatherhood program staff were not required to submit electronically the employment status of their program participants, it could not be conclusively determined what impact the fatherhood program services had on sustaining and increasing child support payments.

Lessons Learned 1: An impact study might have preserved the Fatherhood Initiative

An impact study using more data than was available for this assessment may have helped to build a case for sustaining the Fatherhood Initiative in some form, even if some programs would have been discontinued. Despite not having had ideal access to the data to conduct a formal impact evaluation, this assessment is beneficial in that it helps the collaboration partners raise some poignant questions about how clients should be recruited for enrollment into the fatherhood program, or any other support interventions offered to low income fathers who struggle to pay child support. Since only 28% of the cases associated with former fatherhood clients had child support obligations, the partners may need to question why limited resources were used to fund the other 72% of the clients who had no obligations or inconsistent obligations during the fatherhood program years. In fact 519 of the 1,082 clients with child support cases had no obligation two years before and during the three years in which the fatherhood programs operated, yet they received Fatherhood Initiative services. There may be several explanations for this scenario. One may be that these clients were referred to the Fatherhood program through the drug court, yet verification of enrollment was not accessible to the researchers due to factors explained previously. This situation relates back to a lack of data submitted to TANF and CSE for verification.

Recommendation 1a: Pending funding availability set up empirical studies

The need for fatherhood services is valid and the theories that support their purpose and value are strong. However, implementation and accountability challenges combined with a lack of funding restricted their continued operation in Louisiana. Although the quantitative data is inconclusive and the qualitative data suggests that the programs offered the potential to produce promising outcomes, empirical studies are needed to show how the fatherhood intervention services are linked to the well-being of children; whose outcomes are evidence based. The department must partner with qualified third party evaluators to set up and execute these studies. If the department is dependent upon outside sources to execute this recommendation, funders will most likely require empirical studies, or by proposing them Louisiana will be a more competitive candidate. Pursuing this recommendation will also help the Department develop the internal capacity to structure other initiatives using federal or state resources that insure accountability to all stakeholders.

Recommendation 1b: Use both FI reports from this project to apply for Responsible Fatherhood services through the 2010 TANF Reauthorization and tie services to the educational outcomes of children

In an unprecedented move, President Obama proposed to increase the investments made to strengthen families through marriage promotion and fatherhood programs from \$150 million to \$500 million in the Fall of 2010 (Schott, 2009). However, his support for responsible fatherhood initiatives resulted in some funding support for these services through changes made in the 2010 TANF Reauthorization. Part of those changes includes placing an emphasis on improvements in the data collection of child well-being as a new requirement under the 2010 Reauthorization of TANF (Ratcliffe & McKernan, 2010). This opportunity provides the resources needed to help Louisiana proceed with or re-define its responsible fatherhood agenda. The partners should consider applying for this type of funding with emphasis placed on tying program outcomes to the well-being outcomes of children. Louisiana's capacity to do this statewide is discussed further in the second FI report subtitled *TANF Fatherhood Initiative Children's Well-being*.

Finding 3: TANF lacks standardized objectives for fatherhood grantee service delivery

Community based organizations, including district attorney offices, demonstrated their capacity to assist TANF and SE in delivering fatherhood interventions and supports with the potential to improve child support payments and child well being. When partnering with community based organizations to deliver responsible fatherhood services, TANF and CSE were progressive in requiring grantees to utilize nationally recognized fatherhood curricula, which each of the grantees reported having followed. The qualitative data analysis is further verification based on the changed positive behaviors among fathers that led to improvements benefiting their children. Grantees were given the flexibility to propose their own measurable objectives which they felt were achievable through their uniquely designed services and approach in order to help clients pay child support and have healthier involvement in their children's lives. There are certain benefits to offering grantees the flexibility of how they deliver services; however, not having required standardized objectives among all grantees, the Department could not insure that a majority of the Fatherhood Initiative resources were being used to serve the primary target clients, or whether the services that were being offered affected change. Standardized objectives that allow the grantee to determine what number and percentage of the participants utilizing fatherhood services would accomplish a specific mandated outcome. Based on those numbers and percentages being both ambitious and attainable for that population is what was needed. Those objectives may have looked like the following:

- A. X number of low-income non-custodial fathers with current child support cases will be eligible for participation in the program.
- B. X percent of those eligible low-income non-custodial fathers will sustain or improve their child support payments six months after fatherhood program completion.

C. Optional objectives could have been allowed as supplemental to standardized objectives that insured grantees were targeting and servicing the appropriate clients, giving grantees the flexibility to serve other low-income fathers who had additional needs.

Lesson Learned 3: Standardized objectives can improve service delivery

Not having had standardized objectives limited the Department's ability to determine what impact each programs' services had on clients' ability to financially and emotionally support their children. Standardized objectives would have helped Department staff make fair comparisons among programs and to insure that minimal outcomes were achieved by each.

Recommendation 3: TANF and CSE should create benchmarks for desired performance outcomes

Using data that has been collected and analyzed through this project, TANF and CSE have a solid starting point to determine what set of standardized objectives should be considered if the fatherhood programs are to be refunded at some point in the future. Even if programs are not restored in some fashion, the data can be helpful in setting similar benchmarks in other TANF initiatives aimed at improving the well-being of at risk children and families served by the Department. At a minimum, the Department should consider standardized objectives for encouraging grantees to enroll and serve a minimal percentage of their clients who are considered high risk, high priority clients because they are low-income fathers who are at risk of not being able to support their children, who struggle to pay child support, and whose children rely on welfare and Medicaid. Other standardized objectives might also include educational objectives tied to the non-custodial parents' children such as enrollment in high quality preschool programs and after school programs aimed at developing and enhancing the educational outcomes for children; most importantly for children in poverty.

Finding 4: The TANF funds were used to serve a broad population which left less resources to support the most vulnerable population of low income non-custodial fathers

TANF funds were used to serve a broad population of parents who felt they needed fatherhood intervention services, which gave all the grantees considerable flexibility in recruiting their clients. For fear of facing litigation, one program reported serving a considerable number of mothers who identified themselves as non-custodial parents and many of these female clients' records were verified through Child Support Enforcement. In the case of Head Start Programs, Fatherhood Initiative funds were used to provide services to married men who are less at risk of losing contact with their children. When funds became scarce and the Department's leadership had to re-prioritize TANF allocations, perhaps TANF and CSE would have been able to salvage some funding for programs that served clients from the most vulnerable population of low income non-custodial fathers because their children are at a greater risk of not having their basic needs met by their families. This may be one strategy TANF and CSE might reconsider when determining how to improve the wellbeing of low income children who are in both division caseloads.

Lesson Learned 4: Insuring targeted clients receive Department-funded services supports accountability and tracking

As mentioned previously, TANF and CSE have to be strategic in how both divisions use government resources to help improve the outcomes for low-income children and families. Not having a strategic plan to insure that low income father's who were at risk of losing contact with their children as the primary beneficiaries of fatherhood services jeopardized accountability.

Recommendation 4: The Department must set policies that insure services are prioritized for targeted populations

TANF and CSE must help guide the Department's effort to have assurances in place that helps partners prioritize resources so that a majority of the designated clients, who receive services are the ones taking advantage of the programs being offered. One consideration is for CSE and TANF to initiate the recruitment of non-custodial parents who struggle to pay child support and whose children receive TANF and other government assistance. If both divisions make recommendations in addition to the court system, for agencies to recruit clients who have the greatest need for assistance, limited resources can be used to serve those clients whose families are most vulnerable. It may also allow the Department to offer services that are more comprehensive in supporting at risk children and families. Discussions and special considerations may need to be made for protecting the privacy of non-custodial parents and children; however, if both agencies play an active role in identifying and recruiting clients, community based organizations are more likely to insure that the most vulnerable clients are enrolled and the neediest families are served. Special consideration may also be given to organizing pilot programs with Head Start agencies as they have systems in place to reach out to low-income non-custodial fathers. Program staff also has access to other resources and support systems that leverage outcomes for low-income children and families.

Finding 5: Fatherhood Monitoring and Accountability could be strengthened

The TANF staff implemented a monthly performance reporting and monitoring system called the "Measurement of Success" Report. The eight grantees were charged with submitting self reported data regarding the number and percentage of clients served based on their proposed objectives (see summary chart in Appendix 12). While these reports did serve as a primary accounting tool for monitoring the grantee's use of TANF funding to deliver fatherhood services, the reports were often open to a variety of interpretations among the grantees. It also restricted TANF's and CSE's ability to verify essential information such as client's self reporting of sustaining and/or increasing child support payments.

Nearly all of the grantees reported the ease in which they could electronically submit their performance data, yet they all had different ideas about what data TANF was attempting to capture. For example, some grantees kept track of each client they served by collecting names and social security numbers, yet other programs just kept files on the clients' names or kept track

of handwritten (and often illegible signatures) of sign in sheets. Some grantees understood that once they admitted a client into the program, they were to track each client's success through completion of services. Others just served anyone with basic parenting needs with little or no screening for whether or not these were non-custodial fathers. Head Start programs might be an exception because they also serve low-income married couples and it would not be feasible to exclude them from participating in the fatherhood activities.

Lesson Learned 5: Accountability expectations apply to partnerships with Community Based Organizations (CBOs)

Even though formal accountability measures are not clearly communicated by stakeholders, they do exist when partnering with CBOs. The Department should anticipate having a process in place to collect and produce data that clearly shows how these partnerships are effective in achieving the Department's desired outcomes.

Recommendation 5: Revisit and evaluate TANF's current monitoring and accountability procedures for agencies that are contracted to deliver Department services

Despite the fact that TANF has accountability checks and balances, important needs are still not being met as discussed earlier in previous findings. A re-examination of this process will allow TANF and CSE to fill the gaps in how both agencies can insure that contracting agencies are collecting appropriate data on clients, submitting client information such as demographic information and social security or LASES numbers, and that the Department has appropriate checks and balances in place to monitor and account for the outcomes produced.

Finding 6: Not collecting LASES or social security numbers prohibited the verification of child support payment outcomes

Based on the performance reporting procedures established by TANF, the grantees were required to obtain all records and make them accessible to the Department for verification and auditing purposes. Grantees were required to make records available to TANF for about three years after funding ceased. These requirements allow TANF to retrieve information about program operations even after program services end. However, grantees were not required to submit lists of the names and LASES numbers or social security numbers, which would have allowed TANF and CSE to verify child support obligations and payments and to electronically access data that would be critical in determining the collaboration's success.

Lesson Learned 6: TANF and CSE can build the capacity to monitor the performance of contracting agencies

Not having required contractors to submit the names and social security numbers or LASES numbers as part of their monthly performance reports diminished TANF and CSE oversight of service delivery. Despite the fact that grantees were submitting monthly reports on important performance indicators such as the number of clients being served and the number of clients who

reported having paid child support, not having clients' names and social security numbers restricted TANF and CSE from verifying the data, which would have insured accountability.

Recommendation 6: TANF and CSE should re-design the Performance Reporting process for contractors

This is not a very easy recommendation to implement as both divisions may be limited by staff and technology resources. However, by setting up a committee of key internal stakeholders, which would include the management information staff, TANF and CSE may find feasible alternatives to obtaining identifying information on all clients served without depending on access to files after contracts end.

Research Goal 3: Observations of the Well-being Status of FI Children

Finding 1: *Positive adult behaviors that facilitate the emotional and overall well-being of children are not reported as a performance indicator*

Based on the qualitative interviews, all of the programs represented clearly helped the fathers gain insights into the important role they play in their children's lives both financially and emotionally. Former clients also reported experiences of enlightenment that caused them to behave differently, which revealed characteristics of maturity toward understanding parental roles. However, it was less clear how grantees tracked and reported such indicators. The research team identified numerous themes that emerged from the analysis of the clients and staff interview data, which was labeled "Hidden Performance Indicators". These indicators potentially represent performance measures that can be tracked and incorporated into future measures as it relates to the impact responsible fatherhood services have on non-custodial parents' financial and emotional contributions to their children's well being. (see Appendix 13 for a list of these indicators).

For a detailed review of the children's well-being indicators and recommendations, see the *Partnership to Strengthen Families: Child Support Enforcement/Temporary Assistance for Needy Families/University Partnership Demonstration Project, TANF Fatherhood Initiative Children's Well-Being* report part two.

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Appendices

Appendix 1: Data Collection Summary of TANF Fatherhood Initiative Clients

Fatherhood Initiative Programs		# of Identifiable Clients by Name (Submitted by Grantees)	Clients' Names with Social Security Numbers		
			% of Identified Social Security Number	% of DCFS Matched Files of Clients with Identified Soc. Sec. #s	% of DCFS Matched Files of Clients Served
1	FI Program 1 (**)	450	81.3%	95.1%	77.3%
2	FI Program 2 (**)	218	100%	77.5%	77.5%
3	FI Program 3 (# *)	390	11.3%	100%	11.3%
4	FI Program 4	221	97.3%	48.4%	47.1%
5	FI Program 5	209	98.6%	97.6%	96.2%
6	FI Program 6	190	100%	69.5%	69.5%
7	FI Program 7	118	99.2%	48.7%	48.3%
8	FI Program 8 (# ~)	141	32.6%	82.6%	27%
Subtotals		1,937	72.4%	78%	56.4%
		(1,914 w/o females)	(1,389 w/o females)	(1,082 w/o females)	(1,082/1,917 w/o females)

Footnotes:

(*) About 20 clients' handwritten signatures were not legible on the attendance forms, which were the primary records of services provided.

(#) Social Security Numbers were not collected by the grantees but were recoverable via the Child Support Enforcement's database.

(~) The grantee also provided phone line assistance, but the program did not collect clients' names or social security numbers.

(**) These are programs that electronically tracked and submitted start and/or end enrollment dates of their client's in the Fatherhood Program.

Note: After 1,089 clients' files were identified by Child Support Enforcement, 2,480 children were due child support from those fathers who participated in one of the eight TANF-funded Fatherhood Programs. A total of 1,174 cases were involved.

Appendix 2: Data Items Recommended by DHHS and Collected by Fatherhood Grantees

Data Items	Dept. of Health & Human Services	Fatherhood Initiative Programs							
		1	2	3	4	5	6	7	8
Participant Name (First & Last)	√	√	√	√		√	√	√	√
Social Security Number	√	√	√			√		√	
Date of Birth	√	√	√	√		√	√	√	√
Educational Attainment	√	√	√	√		√	√	√	√
Employer						√	√		
Hire Date		√				√			
Employment Location						√			
Employment Phone Number	√	√	√			√		√	
Employment Status		√		√		√	√		√
Criminal History		√				√			
How often they see child		√					√		√
Home Phone Number	√	√	√			√	√	√	√
Alternate Phone Number	√	√	√			√	√	√	
Mailing Address	√		√			√		√	√
Physical Address		√				√	√		
Race	√	√	√	√		√		√	√
Height						√			
Weight						√			
Sex	√	√	√	√		√		√	
Copy of Identification						√			
Emergency Contact		√				√			
Hospital						√			
Physician						√			
Medical Insurance						√			√
Caseworker						√			
Program Status						√			
Job Skills						√			
Consent Form						√	√		
Participation Agreement						√			
No. Living in Household	√	√	√				√	√	√
Custody Status		√							√
Marital Status	√	√	√	√			√	√	√
Language Spoken									√
US Citizen									√
Length of Time in US									√

Data Items	Dept. of Health & Human Services	Fatherhood Initiative Programs							
		1	2	3	4	5	6	7	8
Annual Household Income				√			√		√
Financial Assistance		√							√
Child's/Children's Information		√					√		√
Number of children		√		√			√		
Number of different mothers of children		√							
Number of children that live in household		√							
E-Mail Address	√	√	√				√	√	
Referral	√	√	√					√	
Required to attend program?	√	√	√					√	
Currently enrolled in school?	√	√	√				√	√	
Highest degree attained	√	√	√				√	√	
Children under 18 that live elsewhere	√	√	√					√	
Girlfriend/partner pregnant?	√	√	√					√	
Employment History		√							
Child Support Payments		√					√		
Satisfaction of time spent with child		√							
Relationship with child's other parent		√							
Education/Training/Job Placement Needs		√					√		
Child Support/Parenting/Visitation Needs		√					√		
Other Service Needs	√	√	√					√	
Involved in child's upbringing?							√		
Interest in serving on fatherhood committee							√		
In Military (or partner)				√					
Experienced any type of abuse as a child				√					

Appendix 3: Required Data Request and Submission

List of Data Items Needed from TANF Fatherhood Initiative Grantees

Format: Electronic Spreadsheet of your choosing such as Excel or Open Office

Required Items Requested:

1. Last Name
2. First Name (Middle Name or Initial optional)
3. Social Security Number
4. Date of Birth

Optional Items Requested:

1. Court Ordered or Voluntary Enrollment in your Fatherhood program
2. Educational Attainment
3. Start and End dates of program services

Data Submission Instructions:

1. After compiling the required data items listed above for each of the participants that you have served since 2006 under the Fatherhood Initiative Grant, please label the file as *your organization's name* followed by the word "Fatherhood" and (ex: Tri Parish CAA Fatherhood or Family Path Fatherhood).
2. In order to transmit the data in a secure manner, you can so that you can submit your data over a secured network using the following steps:
 - a. Go to the Filezilla website at <http://filezilla-project.org/> to download free software
 - b. Click on "Download Filezilla Client"
 - c. Choose the first link under Windows labeled "FileZilla_3.3.0.1_win32-setup.exe" which is the recommended option
 - d. Click the "Yes" button in the dialog box that asks 'Do you want to view the webpage content that was delivered securely?'
 - e. You may have to choose the "Click here to download manually" link to proceed
 - f. Click the "Run" button in the dialog box that asks 'Do you want to run or save this file?'
 - g. Click the "I agree" button and keep clicking the "Next" button until you get to the "Finish" button
 - h. Input the information as follows under the appropriate headings:
Host: 130.70.253.65
User Name: ftpuser
Password: Upload55 (case sensitive)
 - i. Import your document in (*we will instruct you at submission time*).

If you have any questions about what data are being requested or questions about data submission, please contact Gail Bonhomme at (337) 482-1418 or gail.bonhomme@louisiana.edu.

Requested information Summary:

1. Data (names, social security #, etc.)
 - a. Copy of your blank intake form and an idea of what data items are collected electronically
 - b. Electronic data needed:
Required Items Requested:
 - Last Name
 - First Name (Middle Name or Initial optional)
 - Social Security Number
 - Date of Birth
Optional Items Requested:
 - Start and End dates of program services
 - Court Ordered or Voluntary Enrollment in your Fatherhood program
 - Educational Attainment
 - Picard Center can compile data for you if we have access to files and if you do not have staff
2. 1 hour anonymous audio recorded interview with at least 1 staff member and site visit (questions available for preview)
3. 1 hour anonymous audio recorded interview from at least 1 former participant or group of participants in a group interview (questions available for preview by staff)

Appendix 4: Profiles of the 8 Fatherhood Programs in Louisiana

Fatherhood Initiative Program 1

Effective Start date: 2006

Termination date: 2009

Serving: Southeastern Louisiana

Total Funding Granted: \$474, 655.38

Referrals/Participants

1. Low-income fathers in child support court proceedings to initiate child support.
2. Other low-income fathers identified by Child Support Enforcement, judges, hearing officers, District Attorney's Office, Drug Court, private attorneys, community agencies, self referral of fathers who have established child support orders.

Program Services:

1. Evaluate each father referred to determine need for parenting classes.
2. Evaluate to determine need for visitation mediation.
3. Visitation plans for fathers will be secured if agreed upon by the other parent with the assistance of the parenting coordinator.
4. Fathers will be assessed for possible referral to other agencies and service providers to address other needs that may interfere with their ability to properly parent their children.

Program Partners:

- | | |
|---|---|
| 1. Local Vocational Technical Institute | 6. Community Substance Abuse Clinic |
| 2. Social Security Administration | 7. Substance Abuse Treatment Facility |
| 3. Local Judicial District Drug Court | 8. Counseling Solutions of Catholic Charities |
| 4. Local mental Health Clinic | 9. Parish Hospital Parenting Center |
| 5. Habitat for Humanity | 10. Dept. of Labor/LA Works |

Performance Indicators:

1. Intake 40 new parents
2. Provide parenting classes for at least 20 fathers
3. Provide co-parenting classes for at least 30 sets of parents.
4. Mediate visitation plans for at least 20 sets of parents.
5. Refer at least 3 fathers for modification of their child support obligation
6. Educate at least 40 parents regarding their rights and responsibilities in connection with child support obligation.
7. Increase visitation for at least 20 parents
8. Host Family Celebration event

Fatherhood Initiative Program 2

Effective Start date: 2006

Termination date: 2009

Serving: Southeastern Louisiana

Total Funding Granted: \$918,818.23

Referrals/Participants:

1. Low-income non-custodial fathers in arrears or at risk of being in arrears of child support payments.
2. Teen fathers in Local Juvenile Detention Center.
3. Fathers of Local Early Head Start Program at Local area High Schools.

Program Services: Three Primary focus areas:

1. Educating men to become dads through theoretical curriculum training (Partners for Fragile Families)
2. Providing job/career training to improve fathers' economic condition
3. Assisting fathers in building stronger, lasting relationships between fathers and their children.

Program Partners:

1. Over 100 Local non-profit, public, private and government agencies provide services
2. Local Child Support Enforcement Services
3. Local District Attorney's Office
4. Juvenile Court
5. District Court
6. Office of Child Protection
7. Office of Community Service
8. Local churches

Performance Indicators:

1. 50% of the participants who enroll in Dedicated Dads will have a child support order and 80% of that number will pay regular child support obligations.
2. 50% of participants who enroll will not have their GED, and of that number 40% will enroll in GED programs.
3. 80% of those who enroll will need job services assistance, and of that number 100% will be provided with those services.
4. 50% of those who enroll in the program will not have regular contact with their children, and of that number 60% will engage in regular contact.

Fatherhood Initiative Program 3

Effective Start date: 2006

Termination date: 2009

Serving: Central Louisiana, Central North Louisiana, and Southeastern Louisiana

Total Funding Granted: \$221, 826.73

Referrals/Participants:

1. Target inmates between the ages of 16-24, but not limited to this age group.
2. Inmates who are low income.
3. Target inmates who are fathers and those yet to become fathers.

Program Services:

1. Parenting Education to fathers in 16 week cycles.

Program Partners:

- | | |
|---------------------------------------|--|
| 1. Family Court Judges | 5. Office of Addictive Disorders staff |
| 2. District Attorney Offices | 6. Rehabilitation facilities |
| 3. Office of Community Services staff | 7. State Health Science Centers |
| 4. Office of Public Health staff | |

Performance Indicators:

Monthly Outcomes:

1. One hundred participants will participate in the program each month (14 from each site).
2. One hundred participants will complete the Adult-Adolescent Inventory II in both December and March.
3. One hundred participants will complete the Adult-Adolescent Inventory II in both April and July.
4. FI Program 3 will receive five community help call center calls per month from males seeking referrals for services.

Year-End Outcomes:

1. Two hundred participants will complete the program.
2. Eighty percent of participants will show significant ($p > 0.05$) as measured by the Adult-Adolescent Parenting Inventory II.
3. FI Program 3 will observe a 10% increase in community help call center calls for males seeking referrals for services.

Fatherhood Initiative Program 4

Effective Start date: 2006

Termination date: 2009

Serving: Southeastern Louisiana

Total Funding Granted: \$1, 319,414.22

Referrals/Participants:

1. Target low income young fathers between 16-24 years of age
2. Target low income older fathers 25 years and older
3. Participants entering from the court system or base customers.

Program Services:

1. Employment assistance
2. Literacy development
3. Resume and job development skills
4. Training referrals
5. Curriculum-based peer support (responsible fatherhood, co-parenting practices, child development, Sexuality education, relationship management)
6. Child support assistance, 9 practical information and referrals relating to legal issues and navigating the court system
7. Family outings
8. Higher education assistance
9. Counseling for anger management, marriage, and conflict resolution

Program Partners:

- | | |
|--|---|
| 1. Child Support Enforcement | 15. Dentists |
| 2. Homeless shelters | 16. Medical doctors |
| 3. Faith based organizations | 17. Local Department of Vocational Rehabilitation |
| 4. DCFS | 18. Navy, Air Force, & Marines |
| 5. Employers | 19. United Way |
| 6. Department of Corrections | 20. High school principals |
| 7. Juvenile authorities | 21. Salvation Army |
| 8. Conflict resolution centers | 22. School board superintendents |
| 9. Department of Health | 23. Judges |
| 10. Churches | 24. Library system |
| 11. Department of Labor | 25. Army |
| 12. Department of Education | 26. Job services |
| 13. Lawyers | 27. Local Businesses |
| 14. State Departments of Education, Social Work and Health | 28. American Red Cross |

Performance Indicators:

1. In one month, 75% of the adult participants will gain a minimum of one educational functioning level
2. In one month, 75% of the adult participants will gain placement, retention in or completion of post- secondary education, training, employment or career advancement
3. Participants should have a 75% completion rate of the curriculum and participation in peer support Group
4. Children of participants should show an increased communication over the month
5. 75% of participating fathers will participate in a family time monthly in co-parenting efforts
6. 75% of participants will pay their child support regularly and cooperate with child support efforts by the end of the year

Fatherhood Initiative Program 5

Effective Start date: 2006

Termination date: 2009

Serving: Central Louisiana

Funding Granted: \$224, 214.96

Referrals/Participants:

1. Non Custodial fathers with outstanding support obligations that are referred by the district, city court judges and local child support offices.

Program Services:

1. Parental advisement
2. Computer training
3. Job placement
4. Literacy, GED prep and training courses are available to participants thru program partners

Program Partners:

- | | |
|--------------------------------|---------------------------------------|
| 1. Local Technical Colleges | 9. U.S. Armed Forces |
| 2. Local School Board | 10. City and Parish Police Department |
| 3. Local Training Academy | 11. Local Pupil Appraisal Center |
| 4. Local State University | 12. Community Organizations |
| 5. General Community Job Fairs | 13. Local Catholic Church |
| 6. Louisiana Job Service | 14. Local Masonry Chapters |
| 7. Local HeadStart Center | |
| 8. Local High School | |

Performance Indicators:

Monthly Report

1. Check number of participants referred from Local Court (Non-Child Support Enforcement)
2. Check number of participants referred from Non-Support Case Workers
3. Check number of participants by walk-in status
4. Check percentage of child support collection (Child Support Compliance)
5. Check number of participants who attended required parenting course/computer labs
6. Check number of participants who completed the Parental Responsibility Program

Fatherhood Initiative Program 6

Effective Start date: 2006

Termination date: 2009

Serving: Southern Louisiana

Total Funding Granted: \$129,095.79

Referrals/Participants:

1. Low income non custodial fathers ages 16 and older with children enrolled in the Head Start Program
2. Fathers who are in the Non Child Support Enforcement Court System

Program Services:

1. Parenting education skills and training
2. Job readiness skills training
3. Literacy development
4. Peer Support/Mentoring
5. Health and physical fitness workshops
6. Substance abuse prevention

Program Partners: Discussed collaborative partners broadly, however actual listing.

Performance Indicators:

1. Reports indicating if participants are completing the required elements of the program and the degree to which they are getting and maintaining employment
2. Monthly reports detailing the level of participation
3. Success will be determined by the number of participants completing each component of the project
4. Success will also be determined by the number of participants in compliance with court orders from their non support hearing officer
5. Successful participants will throughout the post project period, serve as guest speakers and resource persons for the community on the subject of building a fruitful relationship with children

Fatherhood Initiative Program 7

Effective Start date: 2006

Termination date: 2009

Serving: Central Louisiana and Southeastern Louisiana

Total Funding Granted: \$400, 790.22

Referrals/Participants:

1. Primary emphasis on families with non custodial fathers and single fathers
2. Participants will come from faith based organizations, the Judicial System, Social Service agencies, nonprofit organizations, educational institutions and Head Start Programs

Program Services:

Five Major Components:

1. Employment assistance and job placement
2. Child support connection
3. Peer support groups
4. Fatherhood curriculum
5. Individual counseling

Program Partners:

1. Child Support Enforcement Services
2. Local City Court
3. Local Juvenile Court
4. Local Court Non Support Division
5. Local HeadStart Program
6. Faith-based Organizations
7. Community-based Organizations

Performance Indicators:

1. 50% of all enrolled participants shall complete the program
2. 50% of participants gain employment/earning during program enrollment
3. 40% of participants will increase education since program enrollment
4. 36 referrals from various sources: DCFS, Courts, other sources, program recruited
5. 12 referrals participating in various components of the program each week
6. 6 participants initiating contact with Child Support Enforcement System
7. 15 participants establishing more frequent contact with their children
8. 10 participants completing the anger management peer support module

Fatherhood Initiative Program 8

Effective Start date: 2006

Termination date: 2009

Serving: Southeastern Louisiana

Total Funding Granted: \$67,304.53

Referrals/Participants:

1. Non custodial fathers in neighboring Parishes

Program Services:

1. Local Parenting Programs
2. Local Hotline and Outreach Efforts
3. Employment Assistance and job placement program
4. Child Enforcement connection
5. Peer support groups
6. Fatherhood curriculum

Program Partners:

- | | |
|---|---|
| 1. Local City Court | 4. Local Outreach Center |
| 2. Department of Labor | 5. Local Parish Consolidated Government |
| 3. Local Child Support Enforcement Office | 6. Local Parish Juvenile Detention Center |

Performance Indicators:

1. Number of participants making child support payments each month, reflecting a 25% increase by the end of the contract period
2. Number of participants establishing contact/visitation with their children, reflecting a 25% increase by the end of the contract period
3. 25 individuals will participate in certain Local Parenting Programs
4. 50% of participants will complete the coursework for the local Parenting Programs
5. Post-test scores will reflect a 25% increase from pre-test scores
6. Participants satisfaction surveys will reflect a 75% satisfaction rating
7. 25 individuals will participate in the Local Parenting classes and 50% will complete the program
8. Post-test scores will reflect a 25% increase from pre-test scores
9. Participant satisfaction surveys will reflect a 75% satisfaction rating

Note: All reports concerning the Initiative Review in regard to the Performance Periods from July 2007 to 2009 were completed by each Fatherhood Program and are on file.

Appendix 5: Basic Needs Budget Calculator & Family Resource Simulator

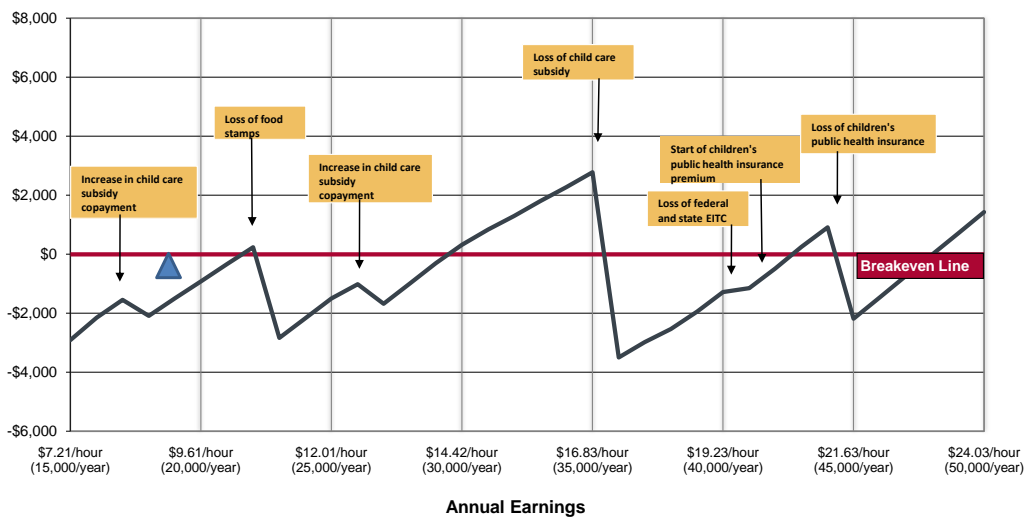
Basic Needs Budget: Orleans Parish, LA Single Parent with Two Children, Ages 3 and 6

	ANNUAL	MONTHLY
Rent and Utilities	\$11,784	\$982
Food	\$5,977	\$498
Child Care	\$11,136	\$928
Health insurance premiums (Non-group)	\$8,388	\$699
Out-of-pocket medical	\$0	\$0
Transportation	\$660	\$55
Other necessities	\$4,401	\$367
Payroll taxes	\$3,673	\$306
Income taxes (includes credits)	\$1,998	\$166
TOTAL	\$48,017	\$4,001
Hourly wage: \$23 Percent of federal poverty level: 262%		
Source: National Center for Poverty (NCCP) and Picard Center for Child Development and Lifelong Learning; Analysis based on NCCP's Basic Needs Budget Calculator, Louisiana 2009 (Child Care, Rent & Utilities and Health Care are updated for 2010 costs.) www.nccp.org/tools/budget .		

Net Family Resources: Orleans Parish, LA

Single Parent with Two children, Ages 3 and 6
Full-Time Work and Multiple Work Supports*

Resources minus expenses (annual)



Source: Analysis based on National Center for Children in Poverty's Family Resource Simulator, Louisiana 2009. (Child care, rent & utilities and healthcare are updated for 2010 costs)
*The family receives the following work supports when eligible: TANF cash assistance, federal and state tax credits, food stamps, public health insurance, and a child care subsidy.

Appendix 6: Child Support Payment Cases

Table 1: Child Support Payment Cases: All 8 Programs (Excluding Females)

CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	9.8% (193)	13.2% (261)	12.7% (252)	12.1% (239)	12.8% (254)	13.3% (263)	12.3% (1,462)
Paid Obligation	19.9% (393)	20.8% (412)	23.9% (473)	28.9% (571)	33.1% (655)	36.7% (725)	27.2% (3,229)
No Obligation	70.3% (1,388)	65.9% (1,301)	63.2% (1,249)	58.9% (1,164)	53.9% (1,065)	49.9% (986)	60.3% (7, 153)
Total	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (1,974)	100% (11,844)

Note: 750 (38%) of the 1,974 total cases involving 519 fathers sent by CSE had No Obligation from 2004-2009

Child Support Payment Cases: FI Program 1 (Excluding Females)

CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	8.1% (49)	8.6% (52)	9.8% (59)	10.2% (62)	11.9% (72)	12.9% (78)	10.3% (372)
Paid Obligation	16.6% (100)	21.4% (129)	22.4% (135)	35.3% (213)	44.9% (271)	52.0% (314)	32.1% (1,162)
No Obligation	75.3% (455)	70.0% (423)	67.9% (410)	54.5% (329)	43.2% (261)	35.1% (212)	57.7% (2,090)
Total	100% (604)	100% (604)	100% (604)	100% (604)	100% (604)	100% (604)	100% (3,624)

Note: 158 (26%) of the 604 cases involving 112 fathers sent by CSE had No Obligation from 2004-2009

Child Support Payment Cases: FI Program 2

CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	14.7% (44)	20.0% (60)	22.4% (67)	15.0% (45)	14.0% (42)	16.7% (50)	17.1% (308)

Paid Obligation	19.0% (57)	17.7% (53)	23.0% (69)	35.4% (106)	40.1% (120)	43.1% (129)	29.7% (534)
No Obligation	66.2% (198)	62.2% (186)	54.5% (163)	49.4% (148)	45.8% (137)	40.1% (120)	53.0% (952)
Total	100% (299)	100% (299)	100% (299)	100% (299)	100% (299)	100% (299)	100% (1,794)
Note: 88 (29%) of the 199 cases involving 71 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 3							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	15.5% (9)	20.6% (12)	20.6% (12)	22.4% (13)	24.1% (14)	20.6% (12)	20.6% (72)
Paid Obligation	10.3% (6)	10.3% (6)	13.7% (8)	10.3% (6)	12.0% (7)	12.0% (7)	11.4% (40)
No Obligation	74.1% (43)	68.9% (40)	65.5% (38)	67.2% (39)	63.7% (37)	67.2% (39)	67.8% (236)
Total	100% (58)	100% (58)	100% (58)	100% (58)	100% (58)	100% (58)	100% (348)
Note: 29 (50%) of the 58 cases involving 22 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 4							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	10% (21)	15.2% (32)	12.8% (27)	12.8% (27)	16.6% (35)	18.0% (38)	14.2% (180)
Paid Obligation	14.2% (30)	14.7% (31)	17.1% (36)	18.0% (38)	15.2% (32)	15.7% (33)	15.8% (200)
No Obligation	75.7% (159)	70.0% (147)	70.0% (147)	69.0% (145)	68.0% (143)	66.1% (139)	69.8% (880)
Total	100% (210)	100% (210)	100% (210)	100% (210)	100% (210)	100% (210)	100% (1,260)
Note: 112 (53%) of the 210 cases involving 66 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 5							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	9.6% (41)	17.0% (72)	14.1% (60)	14.4% (61)	13.9% (59)	14.1% (60)	13.9% (353)
Paid Obligation	29.3% (124)	27.6% (117)	32.6% (138)	30.0% (127)	29.3% (124)	30.7% (130)	29.9% (760)
No Obligation	60.9% (258)	55.3% (234)	53.1% (225)	55.5% (235)	56.7% (240)	55.0% (233)	56.1% (1425)
Total	100% (423)	100% (423)	100% (423)	100% (423)	100% (423)	100% (423)	100% (2,538)
Note: 171 (40%) of the 423 cases involving 102 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 6							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	2.6% (6)	4.8% (11)	3.9% (9)	3.9% (9)	4.3% (10)	3.9% (9)	3.9% (54)
Paid Obligation	26.6% (61)	24.4% (56)	24.4% (56)	24.4% (56)	28.8% (66)	31.0% (71)	26.6% (366)
No Obligation	70.7% (162)	70.7% (162)	71.6% (164)	71.6% (164)	66.8% (153)	65.0% (149)	69.4 (954)
Total	100% (229)	100% (229)	100% (229)	100% (229)	100% (229)	100% (229)	100% (1,374)
Note: 117 (51%) of the 229 cases involving 89 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 7							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	16.8% (16)	18.9% (18)	18.9% (18)	20.0% (19)	16.8% (16)	12.6% (12)	17.3% (99)
Paid Obligation	4.2% (4)	7.3% (7)	13.6% (13)	13.6% (13)	25.2% (24)	32.6% (31)	16.1% (92)
No Obligation	78.9% (75)	73.6% (70)	67.3% (64)	66.3% (63)	57.8% (55)	54.7% (52)	66.4% (379)
Total	100% (95)	100% (95)	100% (95)	100% (95)	100% (95)	100% (95)	100% (570)
Note: 46 (48%) of the 95 cases involving 37 fathers sent by CSE had No Obligation from 2004-2009							

Child Support Payment Cases: FI Program 8							
CSE Payment Status	2004 % (#)	2005 % (#)	2006 % (#)	2007 % (#)	2008 % (#)	2009 % (#)	Avg. % (#)
Did Not Pay	12.5% (7)	7.1% (4)	0.0% (0)	5.3% (3)	10.7% (6)	7.1% (4)	7.1% (24)
Paid Obligation	17.8% (10)	23.2% (13)	32.1% (18)	21.4% (12)	19.6% (11)	19.6% (11)	22.3% (75)
No Obligation	69.6% (39)	69.6% (39)	67.8% (38)	73.2% (41)	69.6% (39)	73.2% (41)	70.5% (237)
Total	100% (56)	100% (56)	100% (56)	100% (56)	100% (56)	100% (56)	100% (336)
Note: 29 (52%) of the 56 cases involving 23 fathers sent by Child Support Enforcement had No Obligation from 2004-2009							

Appendix 7: FI Program 2 Participant Child Support Payment Details

Data Analysis Steps for FI Program 2

1. A total of 218 clients were served who were identifiable by name & Social Security Number based on:
 - A list of 82 clients were given on jump drive from Family Road
 - 136 clients were added to this list from the intake forms given
2. 169 (77%) clients were matched through Child Support Enforcement (CSE)
3. CSE sent 299 matching child support cases for these 169 clients
4. 256 of the 299 cases (86%) had fatherhood participation start dates
5. The 256 cases were divided into 5 fiscal cohorts: (2005-06), (2006-07), (2007-08), (2008-09), (2009-2010).
6. After recognizing the year of the program for each case, the cases that had no obligation for the year of, before, and after the start of the program were removed. This left 108 cases (42% of cases with start dates).
7. 4 cases were removed because they were in the 2009-2010 cohort which did not have data for the 1st year after the program. This left 104 cases (41% of cases with start dates)

Percentages:

- 104 cases of 299 total cases (given from CSE) = 35%
- 71 clients of 169 total clients (given from CSE) = 42%
- 133 children of 379 (given from CSE) = 35%

Table 1: Child Support Payment Cases Before & After Program (4 cohorts):

	Year Before Program	Year of Program	1 st Year after program	% change from yr before to yr after	% change (before & 1 year after)
Made Payment	59 (57%)	64 (62%)	82 (79%)	22% increase	39% increase
No Payment	45 (43%)	40 (38%)	22 (21%)	22% decrease	51% decrease
Total	104	104	104	–	–

Table 2: Child payments broken down into each type of payment (4 cohorts):

	Year Before Program	Year of Program	1 st Year after Program	% change (from yr before to yr after)	% change (before & 1 year after)
Full Payment	0	0	0	No change	No change
Over Payment	16 (15%)	8 (8%)	9 (9%)	6% decrease	44% decrease
>50% & <100%	10 (10%)	14 (13%)	17 (16%)	6% increase	70% increase
<50%	33 (32%)	42 (40%)	56 (54%)	22% increase	70% increase
No Payment	45 (43%)	40 (38%)	22 (21%)	22% decrease	51% decrease
Total	104	104	104	–	–

Appendix 8: FI Program 1 Participant Child Support Payment Details

Data Analysis Steps for FI Program 1 w/o Female Participants

1. A total of 450 clients were served who were identifiable by name based on an excel spreadsheet provided by FI Program 1.
2. 23 of the 450 were female participants. These were taken out leaving 427 clients.
3. 353 (83%) of these clients had social security numbers
4. 336 (95%) clients were matched through Child Support Enforcement (CSE)
5. CSE sent 604 matching child support cases for these 336 clients
6. 602 of the 604 (99.6%) had fatherhood participation start dates
7. The 602 cases were divided into fiscal year cohorts: (2006-2007), (2007-2008), (2008-2009), (2009-2010)
8. After recognizing the year of the program for each case, the cases that had no obligation for the year of, before, and after the start of the program were removed. This left 182 cases (30% of cases with start dates)
9. 38 of these cases were removed because they were in the 2009-2010 cohort which did not have data for the 1st year after the program. This left 144 cases (24% of cases with start dates)

Percentages:

- 144 cases of 604 total cases (given from CSE) = 24%
- 116 clients of the 336 total clients (given from CSE) = 35%
- 195 children of 749 (given from CSE) = 26%

Table 1: Child Support Payment Cases Before & After Program (3 cohorts):

	Year Before Program	Year of Program	1 st Year after program	% change from yr before to yr after	% change (before & 1 year after)
Made Payment	103 (72%)	107 (74%)	124 (86%)	14% increase	20% increase
No Payment	41 (28%)	37 (26%)	20 (14%)	14% decrease	51% decrease
Total	144	144	144	–	–

Table 2: Child payments broken down into types of payments (3 cohorts):

	Year Before Program	Year of Program	1 st Year after Program	% change from yr before to yr after	% change (before & 1 year after)
Full Payment	4 (3%)	2 (1%)	4 (3%)	No change	No change
Overpayment	28 (19%)	32 (22%)	37 (26%)	7% increase	32% increase
>50% & <100%	33 (23%)	31 (22%)	50 (35%)	12% increase	52% increase
<50%	38 (26%)	42 (29%)	33 (23%)	3% decrease	13% decrease
No Payment	41 (28%)	37 (26%)	20 (14%)	14% decrease	51% decrease
Total	144	144	144	–	–

Appendix 9: FI Program 7 Participant Child Support Payment Details

Data Analysis Steps for FI Program 7

1. A total of 118 clients were served who were identifiable by name
2. 117 of these 118 could be identified by Social Security Number
3. 57 (49%) clients were matched through Child Support Enforcement (CSE)
4. CSE sent 95 matching child support cases for these 57 clients
5. 83 of the 95 cases (87%) had fatherhood participation start dates
6. The 83 cases were divided into 3 fiscal cohorts: (2007-08), (2008-09), (2009-2010).
7. After recognizing the year of the program for each case, the cases that had no obligation for the year of, before, and after the start of the program were removed. This left 26 cases (31% of cases with start dates).
8. 2 of these cases were removed because they were in the 2009-2010 cohort which did not have the data for the 1st year after the program. This left 24 cases (29% of cases with start dates)

Percentages:

- 24 cases of 95 total cases (given from CSE) = 25%
- 18 clients of 57 total clients (given from CSE) = 32%
- 38 children of 129 (given from CSE) = 29%

Table 1: Child Support Payment Cases Before & After Program (3 cohorts):

	Year Before Program	Year of Program	1 st Year after program	% change from yr before to yr after	% change (before & 1 year after)
Made Payment	10 (42%)	11 (46%)	12 (50%)	8 % increase	20% increase
No Payment	14 (58%)	13 (54%)	12 (50%)	8% decrease	20% decrease
Total	24	24	24	–	–

Table 2: Child payments broken down into each type of payment (3 cohorts):

	Year Before Program	Year of Program	1 st Year after Program	% change from yr before to yr after
Full Payment	0	0	0	–
Overpayment	0	0	0	–
>50% & <100%	3 (13%)	1 (4%)	4 (17%)	4% increase
<50%	7 (29%)	10 (42%)	8 (33%)	4% increase
No Payment	14 (58%)	13 (54%)	12 (50%)	8% decrease
Total	24	24	24	–

Appendix 10: Promising Practices based on Fatherhood Initiative Staff Interviews

#	Promising Practices	Staff Data Sample
1	Pre-assessments to weed out potential clients who are not open to change	"....we're listening to hear if he really has an inner urge to want to change his life... to see if he's willing to work... and to find out if he has any love at all for his children."
2	Weekly report to partners and staff fill the gaps for clients with partners	"When they go to court our hearing office already knows everything going on with him because we send all of our partners a weekly report. We send it out to all of our partners, the DAs, the hearing officer, the public defenders and our liaison with child support.....on the fourth Thursday we have what is called <i>Case Staffing</i> . That is a once a month meeting with all of our partners where we sit down and we can get favors for our guys in case one of guys has an unfair order set, maybe he had a good job before but he didn't have that job anymore and they set this order on his previous salary but now he's really struggling. He wants to do the best he can and if he's showing effort like he's paying something and they still got him stuck like that then we can go in <i>Case Staffing</i> , bring this to our partners and they go to work for us because we have that type of relationship with them. That relationship was forged based on our consistency and trust. They've seen us in action over a period of years and they've seen it work and they know that we're going to be there."
3	Strict, yet flexible attendance policy	"... we have a protocol, if a guy misses a meeting he gets a phone call, then he gets another warning, the third time he gets a letter of release. When there are extenuating circumstances we also do a conditional letter of release, sometimes you get guys that come to your program and they are ordered by the court or the guys that are in such dire straits, his financial situation is so bad and so pressing that this guy really needs to be working, he doesn't have time to do a 17 week program so what we'll do is a conditional release for him and leave the door open so if his situation ever gets better and the courts are pressuring him to go a program he can always come back and he can complete this program. If you leave here wrong though; the door is closed. If you just drop out and don't give my clinical case manager any, you don't contact him at all then you're done. "

#	Promising Practices	Staff Data Sample
4	Program leaders leverage the use of male staff	“...there’s the trust issues when guys have had unfair relationships then they get thrown into the system, caseworkers, the wives, the female, a lot of times the public defender is a female and the only male that they see is when they see the hearing officer until they meet us... I don’t want to paint a rosy picture ...we kick guys in the butt too...”
5	Use of stern and positive peer pressure to encourage stubborn clients	“Sometimes we just get guys that are just very immature and he is out there sticking and moving making babies and walking away and he gets sent to us. First we take a long hard look at whether or not we’re going to take him in and in some instances he doesn’t deserve to be here but we’re going to take him. So we’ll take him in but we’ll ride him hard, we hold him to the letter of everything, we force him to learn anything he needs to learn, we force him to grow up and a lot of instances because of the dynamic of the group back there and the way that thing develops they get a certain code...and once the alpha male is established then he’s not going to allow the standards to drop. So we (staff) don’t really have a say in things in a lot of instances. Someone comes back there (in group meetings) and they’re talking trash, the guys will call on him because they’ve established a certain level of communication and self-esteem is at a certain level now and they’re cocky...it’s a lot different from you ladies, ya’ll are much more resilient than we are. When a man gets damaged he’s not just physically and emotionally damaged but he loses confidence... and if he does he becomes vulnerable, he gets attacked. So that’s why they spend years and years and years of developing layers of façade to protect themselves and then we have to dig through all that stuff but it’s really something that we take pride and love doing.”
6	Coordinated case management	“...the deal is we pride ourselves as a staff on a seamless line of communication, we meet weekly...to make sure that everybody knows what is going on with everybody when (name) comes...he tells me what happened at Juvenile detention, (name) tells me what happened at one-on-ones, (name) lets me know what’s going on in the back and who said what and what’s happening with this person and that person so that we interact with these guys he can’t tell me something different that he told (name). He can’t tell (name)

#	Promising Practices	Staff Data Sample
		<p>something different than he told (name) because we can call him on it and if you are caught lying to any one of us, now you got to come sit down and talk to (name). And young males and its psychologically proven... young males don't like discipline but they require it otherwise we grow wild. And so when they get into a situation where they realize that you know oh snap, I'm not going to be able to get over this pain but there's no way around doing what I have to do, you know so I'm not going to do this or I'm going to do this the way they tell me to do it because when they first come in they see all black males they immediately figure okay, there's got to be a way to get over."</p>
7	Staff are connected to the community they serve	<p>"Because we directly impact the kids, early-head start and head start, we do a fatherhood piece at early head start programs and when they graduate to head start we're there too. You see that picture right there? That little print-up right there, that's public schools and I was the (name) elementary along with a bunch of the other news guys and coaches from LSU, a bunch of folk and that's coming up again. We go out there so we can make sure that we're visible and to make sure that we do whatever we can to help the kids because a lot of those kids, you go to those schools and you read to them, my wife teaches the little ones and I taught middle school, high school, and college, a lot of times the hug you give a child might be the only hug they get and you cannot teach our children unless you're willing to touch them."</p>
8	Staff help clients communicate better with CSE	<p>"....it's people who really don't have a voice. They can't vocalize the issues and since you can't explain what you're going through, you know, I don't have time for you. They are defenseless, disenfranchised group of people, just like when our guys go to child support court, when a guy comes to child support court who isn't in our program he gets handled like he has a tail but if he's in our program he gets spoken to with respect, they listen to his situation, they're compliant with him because we're back there if he doesn't explain himself properly, we're going to stand up and say no that's not exactly right, this guy is actually doing such and such a thing and he just didn't have way to explain, you know? And then well he will say well I did pay that but I forgot about that or whatever."</p>

#	Promising Practices	Staff Data Sample
9	Staff celebrate clients' achievement with family	<p>"we have had a lot of guys stand up at graduation and bring the old man to tears because when those guys see the change in themselves and their families come and see them because you see for a lot of our guys they've all had problems with commitment, they never finish anything so when they come to this program and we take them through the rigors and they see the change in themselves and then they graduate and before we lost our funding we would make our graduations real festive, we would take them out to a really nice restaurant and decorate it. And they had their families there and our partners are there as a matter of fact let me bring this one up. I was trying to show you something about our partners. (Name), Child support supervisor, and this is (Name) she is our liaison, the person that is our contact with child support and works all of our guys cases." [Showing pictures]</p>
10	Staff supplement curriculum to meet clients' needs	<p>"The (names curriculum used) is a very well known curriculum it's used by a lot of people and it covers the gambit. It covers everything. Everything from parenting to child care and I found that one thing it was lacking was it wasn't enough of information on there for young fathers who had young babies, how to care for them, so I went out and I bought Dr. Dad so what that does we go in and we teach guys all about medical care for young kids and make sure that they know a lot of pertinent stuff...."</p>
11	Encourage and allow clients to discuss their life experiences and choose topics for group discussions to make them more meaningful to them	<p>"All we do is recreate the environment and my group facilitator does a really good job of administering the curriculum. Now on Thursday nights its open forum, if we had service providers we would be bringing them in but on open forum night they get a chance to talk about whatever is on their head."</p>
12	Staff are flexible when enforcing attendance requirements to accommodate clients who have legitimate barriers to attending	<p>"one of the nights where he is suppose to be here, he'll be there but that's not an uncommon thing, it doesn't draw any attention to him because sometimes we work that deal out with guys that have obligations but they can't miss Tuesday night because that is curriculum night but we will allow you to miss Thursday nights for other obligations that are constructive. Tuesday night I ran the group and we did drug abuse, this is part of the lesson and that lead into a lot of other stuff....."</p>

#	Promising Practices	Staff Data Sample
13	Staff exercised more intrusive counseling strategies on men who abuse women	"Here is my group facilitator, this young man used to sling dope now he's working full time and taking care of his four kids. I would always be very hard on young men that come into the program when I found out that they had 4 or 5 kids with 4 or 5 different mothers. I would really be hard on them, see that's that stick them and move mentality and that has to change."
14	Gain support from custodial mothers by involving them in fatherhood services	"...some fathers were paying child support and didn't even know the children. So by speaking to the mothers in trying to umm say ok let's sit with them...that's why we came up with the family fun day because we would invite the moms and we'd invite the dads. If the moms would let the dads bring the children I would encourage the moms to bring the children. And they would interact that way. All we had was Sunday once a month but we'd have lunch, we'd have umm guest speakers, and we'd tell them bring the kids...mom you can come too."
15	Staff focus on mental health needs of clients	"...throughout the week for all the different guys (<i>talking about clients</i>) they meet with our clinical case manager and in those one-on-one meetings is where we actually do the nuts and bolts of getting into where the hurt is coming from and what that means is basically we like to consider the fact that we do 'heart' work, we work from the inside out. And the reason why it's called "heart" work is because most fatherhood programs they're focus is to get that guy in there, get him job training, get him a job and move him out. Well if a guy is damaged he will not hold that job very long and as both you and I know whenever a young woman who possibly most times has low self-esteem meets with a young man who is in the same situation disenfranchised and they decide to cohabitate well usually a baby comes with that union, when that union breaks or it ends, there is damage, emotionally, psychological damage. For the most part, there is lots of resources for females to go out and get help for that particular aspect of their lives but where do the men go? You know, there's really nothing out there for them."

Appendix 11: Interview Questions for Fatherhood Initiative Clients

What do you remember about the day you found out you were going to be a father or that you were the father of the child for whom you are currently making support payments? (Note: make sure they state what put them in arrearages)

What were your initial thoughts about *being mandated* to pay child support for your child/children?

Did your opinions about paying child support change AFTER participating in the Fatherhood Initiative Program? Please explain.

What was your relationship like with the child's mother before you enrolled in the Fatherhood Initiative Program? What was it like when you entered into the Fatherhood Initiative Program? What is it like now that you have participated in the Fatherhood Initiative Program?

What kind of relationship would you like with your child/children? What was your relationship like with your children BEFORE you participated in the Fatherhood Initiative Program? AFTER you participated in the Fatherhood Initiative Program?

What was your relationship like with your father when you were a child? What is like now?

What was your highest level of education? As you reflect back on your educational experience as a minor, what are your thoughts about school? How would you describe your overall school performance: elementary, middle, and high school?

What are your expectations about your child's education? What role do you see yourself playing in your child's education?

During those periods in which you paid child support (in the past or now), tell us about how you managed financially with the loss of income? What impact did that have on you and your lifestyle (and your credit)?

If you had an opportunity to change (or rewrite) the events of your life as they relate to becoming a parent), what would you change?

What advice to you have for:

- teens dads who might potentially become fathers?
- other men who want to have children?
- other men who are in relationships that can result in the **unplanned** birth of children?


What benefit(s) would you say you have received from the Fatherhood Initiative Program?

What value do you think it has for other non-custodial fathers?

What would you change about the services that you received?

Appendix 12: Sample TANF Initiative Review Monthly Report (Fatherhood Initiative)


Page 1 of 2



Department of Social Services
Making a Stronger Louisiana

We believe:

- Children are born equal (for all families).
- Children in poverty are most at risk for not achieving their potential.
- Children with disabilities have the potential to be productive employees and life-long learners.



Temporary Assistance for Needy Families (TANF)

John
Duck

TANF - Period Data: Initiative Review

<p>Written: 8/11/09 Initiative: Fatherhood Initiative CHSR Reporting Month: July 2009</p>	<p>Performance Report</p> <p>Amount Appropriated: \$1,000,000 Monthly Encumbrance: \$0 YTD Amount: \$0</p> <p>Significant Notes: Highlights & Deviations: Staff attended the Fatherhood conference on June 25, 2009. Mr. Duck was able to obtain that President and network with other participants that were doing innovative things within their own programs. The program manager spoke to an early childhood class at Southern University on June 24, 2009, and shared information on welfare and parenting in the state.</p> <p>Controlling Actions for Deviations: Ongoing Obstacles: Major Activities in Next Period: Goals & Objectives: Attachments:</p>
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Performance Summary						
Component Name	Year-end Target	YTD Total Served	YTD New Served	Total Served This Month	New Served This Month	Notes
Number of participants that complete program	75	16	16	0	0	The number reflects the fact that a graduation ceremony is being planned for July 31, 2009. At which time, the fathers will have completed their curriculum, and will receive their diplomas.
Number of participants enrolled	100	653	269	42	23	The number reflects the fact that our Early Head Start, and Head Start sites are down until the start of the new school year.

Task Above	Status	Activity Below
The Dedicated Bank program will be actively collaborating with the Step Out program in the coming new school year.	On Schedule	Data entered and the program manager for the Step Out program have met, and scheduled a tentative start date for our new program.

Performance Indicator									
Performance Indicator	Unit of Measure	PT Target	PT Actual	QTY	PT Actual Number	Year End Target	Year End Actual	Year End Rpt	Reason for Deviation
Number of participants enrolled	NUMERIC	10	42	330	N/A	352	0	0	This number is slightly over, due to the history of our outreach which occurs the summer months.
Number of participants that complete program	NUMERIC	5	0	0	N/A	77	0	0	This number reflects the fact that there is a graduation ceremony planned for the end of July 2009.
Number of participants paying child support	NUMERIC	3	11	258.67	N/A	100	0	0	This number reflects the fact that of the 19 fathers that are required to pay child support, 11 are in arrears.
Number of participants enrolled and attending (80)	NUMERIC	5	2	35.33	N/A	36	0	2	This number indicates the fact that one of our fathers has just recently completed his GED, and another one is currently pursuing his.
PT Funds Available	NUMERIC	10	42	323	N/A	352	0	0	This number indicates the fact that 38 of our fathers receive some form of job assistance.
Number of participants enrolled and attending (80)	NUMERIC	5	70	100	N/A	50	0	0	This number indicates the fact that 26 of the 22 fathers enrolled

<https://webapps.dss.state.la.us/TANFWeb/initiativeReview.do?screen=initiativeReview>

8/11/2009

Appendix 13: Abbreviated list of Hidden Performance Indicators Identified in Fatherhood Initiative Staff Interviews

#	Hidden Performance Indicators	Staff Data Sample
1	Clients are transformed in individual counseling sessions as a result of spinoffs from group session influences	"At that particular time, we call that the turn-around where they begin to....the light comes on because so much happens in the group sessions. It's primarily group therapy but we can't call it that, you know and so the group dynamic does its job."
2	Raise clients' awareness and improve communication	"Our job is to raise the level of thinking and raise the level of communication and to get them to focus on the things that really matter above and beyond the street level that they come in with and to teach."
3	Catharsis and reconciliation of anger towards Child Support Enforcement and the law, leading to clients' emotional healing	"Once you (<i>the client</i>) understand your situation and you understand how to deal with the situations there is no need to be angry anymore because now what you want to do is flip the script, you want to learn that your caseworker is not the enemy, the public defender is not the enemy and we teach them that these people are also their partners and that's one of the reasons we invite our partners to every graduation so that our partners can see our guys triumph and the guys can see them in a non-combative situation."
4	Male participants cry as a sign of emotional healing leading to CSE compliance	"We know we've gotten to where the hurt is coming from when in one of the one-on-one sessions you touch on a particular subject and the tears start to roll. We encourage it, it's the first step to healing, after we get to where the hurt is coming from and we learn how to deal with it then we try to show them how to move past it, that's when the healing starts, once the healing starts now they're ready for all the tangible social services that we can provide to assist them to getting back on their feet but that has to happen first."
5	Fatherhood teach clients how to perform tasks in manageable chunks	"And what we tell our guys is you know especially guys who have problems in compiling their thoughts just put a pen and pad by your nightstand you know and anytime your child comes across your mind jot down some thoughts and you do that until you compile enough thoughts to put it into a letter, if you have problems composing a letter bring it to us, we'll do it for you. "
6	Build clients' self confidence	"So we go through the rigors of teaching because if you arm them with enough knowledge then they become confident and that's how they grow....."

#	Hidden Performance Indicators	Staff Data Sample
7	Visible changes in clients' personal behavior	"The guy that was in the graduating class, he was thugged out, he made a 380 degree turn, it was amazing."
8	Teach unconventional strategies to help dads reach out to their children	"And then sometimes we make sure they copy those letters and keep a copy because unfortunately there's a time where the letters don't get to the child and inevitably what will happen is somewhere along the life you're going to walk across your child and you're going to want to embrace them and be part of their lives and they're not going to want anything to do with you and its crushing to have someone that walks like you and talks like you, and looks like you and they hate your guts but at that particular point in time is why you made those copies...you can tell that child, I've always tried to be in your life and I can prove it and you whip out your shoebox and show those copies of your letters...and see maybe you didn't get a chance to see them but daddy tried."
9	Clients take on leadership roles	"... while they're in the program they get jobs, their situations improve but they come back and turn other guys on and then they form this little network...."
10	Clients feel empowered	"They talk about the feeling of the longing, the feeling of finally being in control, the feeling of finally being proud to be able to be there and do something with their children."
11	Help clients overcome drug addition	"He was addicted, he came back from addiction. He rediscovered himself...they don't need you to do anything for them they just need a little assistance and we just extended that little bit of assistance and he found himself.."
12	Clients accept staff as mentors	"We try to be [a support system] and you see all of us are married and all of us have kids and my case manager is a grandfather. When you...allow yourself to be involved in a guy's life... and we always tell them once we know you....you're automatically in our presence."
13	Changed client mindset	"When you get a guy we call 'changes heart' in other words he came in 'woman ain't this and woman ain't that...and now he's saying, '... I was wrong and I missed a lot of quality time with my child' and I'm crying and he's sitting there crying and he says, 'Man I want to see them. I want to be in my child's life,' because we give them all kinds of scenarios about what happens when they're not and sometimes when I go back there and do the group myself we get down and dirty, it's just us back there....you have to hit them where they live."

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