



Legislative Fiscal Bureau

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May 21, 2001

Joint Committee on Finance

Paper #1052

Temporary Assistance for Needy Families (TANF)

Fatherhood Initiative (DWD -- Economic Support and Child Care)

[LFB 2001-03 Budget Summary: Page 744, #29]

CURRENT LAW

1999 Wisconsin Act 9 (the 1999-01 biennial budget act) provided \$150,000 (\$75,000 TANF and \$75,000 in federal income augmentation funds transferred from DHFS) in 1999-00 for DWD to provide grants to promote fathers' involvement in their children's lives. Because all of the funding provided in Act 9 was budgeted in 1999-00, no funding is included in the Department's base budget to maintain funding for this grant program in the 2001-03 biennium.

GOVERNOR

Provide \$200,000 FED (TANF) annually to fund grants to community organizations, administration and to distribute educational materials that promote fathers' involvement in parenting.

DISCUSSION POINTS

1. In 1999-00, DWD entered into a memorandum of understanding (MOU) with the Child Abuse and Neglect Prevention Board (CANP Board) to distribute the fatherhood initiative grants authorized in Act 9. The Board received 134 grant applications and awarded 35 grants, each totaling \$4,000, so that \$140,000 in grant funds was distributed to a variety of public and private agencies. Although the Board distributed the grants in 1999-00, grant recipients were permitted to use the grant funds through the 2000-01 fiscal year. The Board expended the remaining \$10,000 to fund costs of administering the program.

2. Grant recipients used these funds to conduct a variety of activities to promote fathers' involvement in parenting, including media campaigns, positive parenting education for fathers, activities designed for fathers and their kids, fatherhood awards, support groups for expectant, new, never married, divorced, step, teen, or single dads and parenting resources for fathers. Several of the programs are intended to target a particular population or culture. The attachment to this paper provides a list of the agencies that received grants with the funding provided in Act 9 and a brief description of how each grant recipient used this funding.

3. TANF is an appropriate source of funding for this grant program. One of the four broad purposes of TANF funds is to encourage the formation and maintenance of two-parent families. The U.S. Department of Health and Human Services specifically lists initiatives to promote responsible fatherhood and increase the capacity of fathers to provide emotional and financial support for their children as examples of activities that can be supported with TANF funds. Moreover, these types of activities need not be targeted to low-income populations in order to meet TANF requirements.

4. The grant funding authorized in Act 9 was one component of a broader initiative the administration began in 1998, to encourage fathers to support their children both emotionally and financially. By executive order, the Governor: (a) instructed all state agencies to examine their programs and policies and make the necessary administrative modifications to ensure that fathers are not discouraged through programmatic or financial disincentives from involvement in the development and care of their children; (b) provided that modifications to programs and policies requiring statutory changes be identified by state agencies to DWD; and (c) directed DWD to coordinate all legislative action necessary to ensure that programs and policies comply with (a).

5. The initiative also included: (a) a summit of scholars, practitioners, policymakers and community leaders to share information and develop strategies to reduce fatherlessness in Wisconsin, which was held in May, 1999, in Wisconsin Dells; and (b) a public awareness campaign to help fathers and mothers understand the key role that fathers have in child development and to encourage fathers to become involved.

6. The executive order from Governor Thompson assigned the responsibility of coordinating the fatherhood initiative to DWD. DWD has coordinated all legislative action necessary to ensure state agency programs and policies comply with the executive order and works with other state agencies, organizations and groups to provide employment services to fathers, targeting low-income fathers. DWD reported that, for the most part, agency programs and policies already complied with the executive order. In addition, DWD administers W-2, which has a goal to strengthen the responsibility of both parents to care for their children.

7. In light of the demand for the grant funding that was provided in the 1999-01 biennium and the purposes for which states may use TANF funds, the Committee may wish to approve the Governor's recommendations to provide increased, ongoing support for the program.

8. However, there are several reasons why the Committee may wish to modify or

delete the Governor's recommendation. First, it is not clear that either the administration or the Legislature intended that the fatherhood grant program would be an ongoing program. Act 9 provided all of the funding in 1999-00, presumably so that the program would be reviewed as part of the 2001-03 biennial budget. Further, Act 9 did not create any permanent statutory provisions relating to the program. In announcing the grant awards in March, 2000, Governor Thompson indicated that the grant funds would be used to develop independent programs designed to bring fathers closer to their children. In the request-for-proposal (RFP) for the fatherhood grants, it was stated that the grants would be one-time awards and were to support a project and/or activity that communicates the message that fathers are important in the lives of children.

9. Second, the need to increase or maintain funding for this grant program should be weighed against other programs supported with TANF funds, such as Wisconsin Shares, the child care subsidy program. If the Committee wishes to maintain funding for the grant program, it could modify the amount of funding in the bill to equal either the annual level established in Act 9 (\$150,000 FED in both 2001-02 and 2002-03) or the biennial level established in Act 9 (\$75,000 FED in both 2001-02 and 2002-03).

10. Finally, if the Committee wishes to make this grant program a permanent, ongoing program, it could establish statutory program specifications. For example, the Committee could transfer the program from DWD to the CANP Board to reflect that the CANP Board currently administers the program under a memorandum of understanding with DWD. Further, DWD intends to have the CANP Board administer the program under a MOU in the 2001-03 biennium.

However, DWD is the lead agency on the administration's other fatherhood activities. Further, the Committee rejected this proposal as part of its 1999-01 biennial budget deliberations. For these reasons, the Committee may wish to retain the program in DWD, which would enable DWD to continue to administer the program through a memorandum of understanding with the CANP Board if DWD does not want to distribute the grants.

11. The Committee could also specify maximum grant amounts, such as \$8,000 per grant, to recognize that a limited amount of funding is available for grants, but to maximize the number of entities that could receive grants. In addition, grant recipients could be required to provide matching funds equal to 15% of the state grant amount to ensure that grants are provided to entities that invested local resources in the effort. The CANP Board required recipients to match the grant through cash or in-kind services equal to 5% of the state grant amount and specified that grants could not be used to supplant existing funds.

12. Further, the Committee could specify that grants only be provided as "seed money" to enable recipients to develop ongoing programs that would not require additional state matching funds. In this way, grant recipients would not rely on future grants under the program to support their activities.

13. Alternatively, the statutory language changes are included to reduce the demand for grants. However, if the Committee adopts the Governor's recommendations, it may not need to

limit the demand for these grants. Also, the Committee should consider that including statutory language limiting the funding level of grants would not allow larger, more comprehensive projects to be funded.

ALTERNATIVES TO BILL

A. Funding

1. Adopt the Governor's recommendation to provide \$200,000 FED (TANF) annually to support grants.

2. Reduce funding in the bill by \$50,000 FED (TANF) annually so that \$150,000 would be budgeted annually to support grants.

<u>Alternative A2</u>	<u>FED</u>
2001-03 FUNDING (Change to Bill)	- \$100,000

3. Reduce funding in the bill by \$125,000 FED (TANF) annually so that \$75,000 would be budgeted annually to support grants.

<u>Alternative A3</u>	<u>FED</u>
2001-03 FUNDING (Change to Bill)	- \$250,000

4. Maintain current law by deleting all funding in the bill to support grants (-\$200,000 FED (TANF) annually).

<u>Alternative A4</u>	<u>FED</u>
2001-03 FUNDING (Change to Bill)	\$400,000

B. Administration

1. Approve the Governor's recommendation to retain the program in the DWD.

2. Transfer the program to the CANP Board. Increase PR-S funding for the CANP Board by amounts that correspond to the funding alternatives under (A).

C. Statutory Changes

1. In addition to Alternatives (A1), (A2) or (A3), choose any or all of the following alternatives.
 - a. Limit grant awards to no more than \$8,000 in a year to a single agency.
 - b. Require grant recipients to provide a 15% match to the state grant amount and specify that grant recipients could meet the match requirement either with cash or in-kind services.
 - c. Prohibit grant recipients from using state grants to supplant other funds.
 - d. Require grant recipients to demonstrate that programs funded with the state grants are, or will be, ongoing programs that will not rely on future state grant funds to continue.
 - e. Maintain current law.

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Attachment

ATTACHMENT

Wisconsin Fatherhood Initiative Grant Recipients February, 2000

Adams County Department of Social Services; Friendship

"Building Bridges" -- A series of pre-planned, pre-paid shared experiences by fathers and children such as camping, fishing, bowling. Community collaboration resulted in several in-kind donations to cover expenses of outings.

Agriculture and Resource Center; Altoona

"A Celebration of Fatherhood in the Chippewa Valley" -- Events during the month of June, 2000 will include a presentation by UW Professor Dave Riley, with media coverage and interactive father-child activities in Chippewa, Dunn and Eau Claire Counties.

Atwood Fatherhood Alliance; Madison

This initiative will include group prepared meals, discussions, speakers, field trips, a resource library, parenting classes and forums to a larger community of fathers to provide positive parenting and create community among fathers.

Barron County Health Department; Barron

A month of activities and media blitzes culminating with an inservice/brunch in honor of fatherhood. Emphasis will be on the importance of fathers in child rearing; educational inservice will include education on early brain development.

Center for the Deaf and Hard of Hearing, Inc.; Brookfield

"Dad and Me" is a project aimed at providing support and education to fathers of deaf and hard of hearing children. Meetings and interactions with other dads, sign language instruction and fun activities for dads and their children will be provided on a monthly basis.

Ellsworth Head Start; Ellsworth

The Pierce County Fatherhood Program will provide education and activities for fathers including a keynote speaker, a Fatherhood Fair, and a newsletter for fathers providing information about positive discipline, activities, communication and other pertinent family concerns.

Family and Child Learning Centers of N.E.W., Inc.; Rhinelander

The Fathering Center will host "Dads Connecting" on a monthly basis for support, socialization and learning. Also, father/child activities will be held on a bi-monthly schedule and an annual community conference will enable outreach to fathers.

Family Education and Resource Center; Manitowoc

"Celebrating the Importance of Fathers in the Lives of Children" is a two-part program. One, a media campaign will be a 12-month public awareness campaign stressing the importance of fathers; two, "Together with Dad" is a four seasonal interactive and fun events for fathers and children 2-10.

Family Forum, Inc.; Superior

"Fathers, Too" -- An effort to impact attitudinal change by increasing community awareness of the importance of fathers in children's lives; to provide education and training to increase understanding of fatherhood issues with parents, community members, local, county and city officials and schools to create communities where families are valued and parents are partners.

Family Resource Center of Iowa County, Inc.; Dodgeville

"Dads Make a Difference" is a project that increases the awareness of the importance of fathers being actively involved in their children's lives. Makes fathering resources more accessible to a rural community and brings together community members to develop a sense of responsible fatherhood for the next generation of dads.

Family Resource Centers of Sheboygan County; Plymouth

Provide opportunities for men and their babies, toddlers and preschoolers to spend more time together. Age appropriate activities and child development information will be provided. "Calling All Single Dads" will help never married, separated and divorced fathers build confidence in family relationship and financial stability.

First American Prevention Center; Bayfield

The Red Cliff Fatherhood initiative project will sponsor a community awareness/action campaign to develop and display in the community, positive fatherhood posters incorporating messages and pictures of local fathers and their children. Also, provide incentive for fathers to become involved with their children in the First American Prevention Centers' abstinence based adolescent pregnancy prevention project.

First Time Parent Program; Beloit

First time fathers will increase knowledge of and skills in using communication techniques with their young children. The communication is boosted by portraits of first time fathers with their infants and will provide fathers with a lasting reminder of the joy of soul-connection with their infants.

Forward Service Corporation; Rhinelander

New Expectations Fatherhood Awareness Campaign is designed to reach out to the community at large in order to emphasize the importance of fatherhood and help fathers and mothers understand the key role fathers play in child development. A dad & me picnic at a local park and a fatherhood awards program is planned as well as a media campaign.

Harley & Associates; Milwaukee

"Building Strong Families... By Building Strong Fathers" is a multi-media campaign designed to reach father sin all the different areas that fathers get their information. Promote good fatherhood by providing parenting tips, linking fathers to a growing list of parenting resources and recognizing the father as the head of the household.

LaCrosse County Human Services; LaCrosse

A "Resource Fair" is planned for father sin which fathers and various community organizations will meet to network and develop collaborative ways of linking resources to fathers. A special focus of this project is to have non-custodial fathers be contacted to enhance their degree of contact with their children to acknowledge the important role fathers have in children's lives.

Learning Together Family Literacy, Inc.; Holmen

Create public awareness of the key role father splay in child development and provide fathers with a wide range of tools and techniques to strengthen their role of parent. Community awareness, fatherhood parent education classes and father and child activities will be featured.

Lutheran Social Services (SCAN) Program; Racine

The project will be participant driven; the fathers will decide and can choose from including a guest speaker, parent education classes, a special event for the whole family or planning a field trip for their children and themselves. The local newspaper will design an "ad" that will highlight the importance of fathers in the lives of their children.

M & M Fatherhood Alliance; Marinette

This alliance has been a vehicle in encouraging fathers to become more fully involved with their children, and helping them to understand their role in child development. Continued outreach will include a monthly "Fathers Make a Difference Aware", a "Second Annual Fathers Unlimited Banquet", "Family Camp", "YMCA Family Day" and other educational events.

Marion Area Coalition for Healthy Communities; Marion

The Marion Area Fathering Initiative builds on existing programming and infrastructures to enhance the involvement of fathers. All initiative programming involves the input from fathers. All initiative programming involves the input from fathers. Programming includes: father/child asset Olympics, media/publicity campaign, mentoring and additional activities as determined by father input.

Mental Health Association in Portage County; Stevens Point

Young Fatherhood Initiative will provide innovative activities and parenting education to the teen fathers attending the local high schools and those who are incarcerated in the Portage County Jail. The goal is to increase the awareness of the parenting responsibilities that fathers incur, help strengthen their parent-child interaction and support them in their relationship with their child's mother.

Merrill Community Center; Beloit

PADDLE (Practical Activity for Dads Developing Longstanding Engagement) with Kids. Positive parenting interaction and engagement works best in a meaningful context. Building a family canoe will result in a tangible product that can be used in continued father/child interaction and perhaps establish a family ritual of father/child canoe trips.

Northcentral Technical College; Wausau

Fathers from the Southeast Asian community will learn more about being a successful father in today's changing society. Professional Hmong fathers from the Wausau area will share their success stories about the challenges. Participants will engage in a learning activity with their children and receive a book to take home for continued sharing with their family.

Oneida Tribe of Indians of Wisconsin; Oneida

The Native American Fathers Fair will increase the father's knowledge of child development, cultural appropriate behaviors, age appropriate expectations, parent/child roles and empathy for the child's needs. A father's support system will be developed.

Price County Family Preservation & Support; Phillips

The Price County Fatherhood Initiative is a multifaceted program that recognizes fathers for what they contribute to child development. It has an educational component targeted at the whole community on the merits of fatherhood. Finally, the program offers a celebration of Fatherhood.

Racine Correctional Institution; Sturtevant

A Father's Fair will be developed at Racine Correctional Institution. Community agencies will be asked to attend to promote their offerings and packets of material will be available for the men to take for self-study and to promote the existing Parenting class. Update materials, handouts, and brochures will be purchased to enhance the Parenting class.

Rosalie Manor Community and Family Services, Inc.; Milwaukee

Supporting Dads Today will be a program outreach to dads whose partners have been approached in the hospital at the time of delivery. This program will include parenting materials for dads, a "Fathers' Fair", support groups for dads, and a Father's Nurturing Program. Four fathers will be trained as Nurturing Program Co-facilitators.

Sixteenth Street Community Health Center; Milwaukee

"Papa's Only" -- Parenting Classes for Expectant Fathers -- To develop a strong father-child relationship from pregnancy on, this program will offer perinatal classes and a support group exclusively for Spanish-speaking expectant fathers. It is anticipated these fathers will be more comfortable discussing parenting issues in their primary language and with other men.

St. Croix Family Resource Center; Baldwin

"Celebrate Fathers" is an informational/activity fair for fathers and children. The intent of the fair is to encourage men who are the primary male role model or support for a child to take an active role in the lives and development of their children. By providing information in an enjoyable, non-threatening environment, men will better understand the important role they play in their child's life.

Spirit of Truth Worship Center; Milwaukee

Men After God's Own Heart (MAGOH) Project is a parent support group designed to serve teen and adult males in the Milwaukee community. The mission is to strengthen the identity of males, clarify roles and responsibilities in father/child relationships and to establish a network of support with other males. Each participant actively engages in scheduled activities to enhance relationships and demonstrate modeling.

Spooner Citizenship Committee; Spooner

All the FACTS (Fathers and Children Together Strongly). A core group of experienced and exemplary fathers will be given a child development framework and then together will compose and refine a curriculum to be used to educate 30-40 fathers in the community. Especially targeted will be divorced, never married, step, teen and grandfathers. This will be done with the leadership of a national family wrap-around trainer who is a member of the community.

Stockbridge-Munsee Community; Bowler

The Stockbridge-Munsee Community, Department of Family Services, proposes to develop a parenting workshop for fathers. This workshop will seek to help Mohican fathers and grandfathers become better communicators and more involved as parents/grandparents. The workshop will address cultural issues and will give fathers the knowledge and tools they need to achieve physical, emotional, mental and spiritual health.

Watertown Family Center; Watertown

The "Father Connection" offers fathers an opportunity to spend quality time with their children in a non-threatening environment. Three types of programming will be available; father/child playgroups, father/child outings and fathering speaker workshops. These programs coupled with a media campaign will motivate fathers to interact with their children more frequently and motivate community members to be more supportive of this interaction.

Wisconsin Conservatory of Lifelong Learning; Milwaukee

"A Dad for the New Millennium" is a program that provides a series of activities and resources for the ever-changing role of the father in our modern technological world. The goal of the program is to increase the availability of parenting resources to fathers and through providing positive interactions with children, to recognize the important role of the father in the overall development of their children.

Wisconsin Heights School District; Mazomanie

"Time with Fathers" will consist of six activities promoting positive, structured interactions between fathers and children. A Love and Logic session for fathers will be offered, followed by activities where fathers and children write and illustrate their own story make a bookbag and build a bookshelf. High school youth will assist fathers and children as they create their bookbags and bookshelves; creating an opportunity for students in high school to view and experience positive father/child interactions as they learn about parenting skills.