

107TH CONGRESS  
1ST SESSION

# H. R. 2893

To provide for demonstration and evaluation of, and dissemination of information concerning, promising approaches to promoting and supporting involved, committed, and responsible fatherhood, and promoting and supporting healthy marriages, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 14, 2001

Mr. HERGER introduced the following bill; which was referred to the Committee on Ways and Means, and in addition to the Committee on Education and the Workforce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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## A BILL

To provide for demonstration and evaluation of, and dissemination of information concerning, promising approaches to promoting and supporting involved, committed, and responsible fatherhood, and promoting and supporting healthy marriages, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Promotion and Sup-  
5       port of Responsible Fatherhood and Healthy Marriage Act  
6       of 2001”.

1 **SEC. 2. FATHERHOOD PROGRAM.**

2 Title IV of the Social Security Act (42 U.S.C. 601  
3 et seq.) is amended by inserting after part B the following:

4 **“PART C—FATHERHOOD PROGRAM**

5 **“SEC. 441. FINDINGS AND PURPOSES.**

6 “(a) FINDINGS.—The Congress finds that there is  
7 substantial evidence strongly indicating the urgent need  
8 to promote and support involved, committed, and respon-  
9 sible fatherhood, and to encourage and support healthy  
10 marriages between parents raising children, including data  
11 demonstrating the following:—

12 “(1) In approximately 90 percent of cases  
13 where a parent is absent, that parent is the father.

14 “(2) By some estimates, 60 percent of children  
15 born in the 1990s will spend a significant portion of  
16 their childhood in a home without a father.

17 “(3) Nearly 75 percent of children in single-  
18 parent homes will experience poverty before they are  
19 11 years old, compared with only 20 percent of chil-  
20 dren in 2-parent families.

21 “(4) Low income is positively correlated with  
22 children’s difficulties with education, social adjust-  
23 ment, and delinquency, and single-parent households  
24 constitute a disproportionate share of low-income  
25 households.

1           “(5) Where families (whether intact or with a  
2           parent absent) are living in poverty, a significant  
3           factor is the father’s lack of job skills.

4           “(6) Children raised in 2-parent married fami-  
5           lies, on average, fare better as a group in key areas,  
6           including better school performance, reduced rates of  
7           substance abuse, crime, and delinquency, fewer  
8           health, emotional, and behavioral problems, lower  
9           rates of teenage sexual activity, less risk of abuse or  
10          neglect, and lower risk of teen suicide.

11          “(7) Committed and responsible fathering dur-  
12          ing infancy and early childhood contributes to the  
13          development of emotional security, curiosity, and  
14          math and verbal skills.

15          “(8) An estimated 24,000,000 children (33.5  
16          percent) live apart from their biological father.

17          “(9) A recent national survey indicates that of  
18          all children under age 18 not living with their bio-  
19          logical father, 29 percent had not seen their father  
20          even once in the last 12 months.

21          “(b) PURPOSES.—The purposes of this part are:

22               “(1) To provide for projects and activities by  
23               public entities and by nonprofit community entities,  
24               including religious organizations, designed to test

1       promising approaches to accomplishing the following  
2       objectives:

3               “(A) Promoting responsible, caring, and  
4               effective parenting through counseling, men-  
5               toring, and parenting education, dissemination  
6               of educational materials and information on  
7               parenting skills, encouragement of positive fa-  
8               ther involvement, including the positive involve-  
9               ment of nonresident fathers, and other meth-  
10              ods.

11             “(B) Enhancing the abilities and commit-  
12             ment of unemployed or low-income fathers to  
13             provide material support for their families and  
14             to avoid or leave welfare programs by assisting  
15             them to take full advantage of education, job  
16             training, and job search programs, to improve  
17             work habits and work skills, to secure career  
18             advancement by activities such as outreach and  
19             information dissemination, coordination, as ap-  
20             propriate, with employment services and job  
21             training programs, including the One-Stop de-  
22             livery system established under title I of the  
23             Workforce Investment Act of 1998, encourage-  
24             ment and support of regular and timely pay-

1           ment of child support in appropriate cases, and  
2           other methods.

3           “(C) Improving fathers’ ability to effec-  
4           tively manage family business affairs by means  
5           such as education, counseling, and mentoring in  
6           matters including household management,  
7           budgeting, banking, and handling of financial  
8           transactions, time management, and home  
9           maintenance.

10          “(D) Encouraging and supporting healthy  
11          marriages and married fatherhood through such  
12          activities as premarital education, including the  
13          use of premarital inventories, marriage prepara-  
14          tion programs, skills-based marriage education  
15          programs, marital therapy, couples counseling,  
16          divorce education and reduction programs, di-  
17          vorce mediation and counseling, relationship  
18          skills enhancement programs, including those  
19          designed to reduce child abuse and domestic vi-  
20          olence, and dissemination of information about  
21          the benefits of marriage for both parents and  
22          children.

23          “(2) Through the projects and activities de-  
24          scribed in paragraph (1), to improve outcomes for  
25          children with respect to measures such as increased

1 family income and economic security, improved  
2 school performance, better health, improved emo-  
3 tional and behavioral stability and social adjustment,  
4 and reduced risk of delinquency, crime, substance  
5 abuse, child abuse and neglect, teen sexual activity,  
6 and teen suicide.

7 “(3) To evaluate the effectiveness of various ap-  
8 proaches and to disseminate findings concerning out-  
9 comes and other information in order to encourage  
10 and facilitate the replication of effective approaches  
11 to accomplishing these objectives.

12 **“SEC. 442. DEFINITIONS.**

13 “In this part, the terms ‘Indian tribe’ and ‘tribal or-  
14 ganization’ have the meanings given them in subsections  
15 (e) and (l), respectively, of section 4 of the Indian Self-  
16 Determination and Education Assistance Act.

17 **“SEC. 443. COMPETITIVE GRANTS FOR SERVICE PROJECTS.**

18 “(a) IN GENERAL.—The Secretary may make grants  
19 for fiscal years 2002 through 2006 to public and nonprofit  
20 community entities, including religious organizations, and  
21 to Indian tribes and tribal organizations, for demonstra-  
22 tion service projects and activities designed to test the ef-  
23 fectiveness of various approaches to accomplish the objec-  
24 tives specified in section 441(b)(1).

1       “(b) ELIGIBILITY CRITERIA FOR FULL SERVICE  
2 GRANTS.—In order to be eligible for a grant under this  
3 section, except as specified in subsection (c), an entity  
4 shall submit an application to the Secretary containing the  
5 following:

6               “(1) PROJECT DESCRIPTION.—A statement  
7 including—

8                       “(A) a description of the project and how  
9 it will be carried out, including the geographical  
10 area to be covered and the number and charac-  
11 teristics of clients to be served, and how it will  
12 address each of the 4 objectives specified in sec-  
13 tion 441(b)(1); and

14                       “(B) a description of the methods to be  
15 used by the entity or its contractor to assess  
16 the extent to which the project was successful  
17 in accomplishing its specific objectives and the  
18 general objectives specified in section 441(b)(1).

19               “(2) EXPERIENCE AND QUALIFICATIONS.—A  
20 demonstration of ability to carry out the project, by  
21 means such as demonstration of experience in suc-  
22 cessfully carrying out projects of similar design and  
23 scope, and such other information as the Secretary  
24 may find necessary to demonstrate the entity’s ca-  
25 pacity to carry out the project, including the entity’s

1 ability to provide the non-Federal share of project  
2 resources.

3 “(3) ADDRESSING CHILD ABUSE AND DOMESTIC  
4 VIOLENCE.—A description of how the entity will as-  
5 sess for the presence of, and intervene to resolve, do-  
6 mestic violence and child abuse, including how the  
7 entity will coordinate with State and local child pro-  
8 tective service and domestic violence programs.

9 “(4) ADDRESSING CONCERNS RELATING TO  
10 SUBSTANCE ABUSE AND SEXUAL ACTIVITY.—A com-  
11 mitment to make available to each individual partici-  
12 pating in the project education about alcohol, to-  
13 bacco, and other drugs, and about the health risks  
14 associated with abusing such substances, and infor-  
15 mation about diseases and conditions transmitted  
16 through substance abuse and sexual contact, includ-  
17 ing HIV/AIDS, and to coordinate with providers of  
18 services addressing such problems, as appropriate.

19 “(5) COORDINATION WITH SPECIFIED PRO-  
20 GRAMS.—An undertaking to coordinate, as appro-  
21 priate, with State and local entities responsible for  
22 the programs under parts A, B, and D of this title,  
23 including programs under title I of the Workforce  
24 Investment Act of 1998 (including the One-Stop de-



1 livery system), and such other programs as the Sec-  
2 retary may require.

3 “(6) RECORDS, REPORTS, AND AUDITS.—An  
4 agreement to maintain such records, make such re-  
5 ports, and cooperate with such reviews or audits as  
6 the Secretary may find necessary for purposes of  
7 oversight of project activities and expenditures.

8 “(7) SELF-INITIATED EVALUATION.—If the en-  
9 tity elects to contract for independent evaluation of  
10 the project (part or all of the cost of which may be  
11 paid for using grant funds), a commitment to sub-  
12 mit to the Secretary a copy of the evaluation report  
13 within 30 days after completion of the report and  
14 not more than 1 year after completion of the project.

15 “(8) COOPERATION WITH SECRETARY’S OVER-  
16 SIGHT AND EVALUATION.—An agreement to cooper-  
17 ate with the Secretary’s evaluation of projects as-  
18 sisted under this section, by means including ran-  
19 dom assignment of clients to service recipient and  
20 control groups, if determined by the Secretary to be  
21 appropriate, and affording the Secretary access to  
22 the project and to project-related records and docu-  
23 ments, staff, and clients.

24 “(c) ELIGIBILITY CRITERIA FOR LIMITED PURPOSE  
25 GRANTS.—In order to be eligible for a grant under this

1 section in an amount under \$25,000 per fiscal year, an  
2 entity shall submit an application to the Secretary con-  
3 taining the following:

4 “(1) PROJECT DESCRIPTION.—A description of  
5 the project and how it will be carried out, including  
6 the number and characteristics of clients to be  
7 served, the proposed duration of the project, and  
8 how it will address at least 1 of the 4 objectives  
9 specified in section 441(b)(1).

10 “(2) QUALIFICATIONS.—Such information as  
11 the Secretary may require as to the capacity of the  
12 entity to carry out the project, including any pre-  
13 vious experience with similar activities.

14 “(3) COORDINATION WITH RELATED PRO-  
15 GRAMS.—As required by the Secretary in appro-  
16 priate cases, an undertaking to coordinate and co-  
17 operate with State and local entities responsible for  
18 specific programs relating to the objectives of the  
19 project including, as appropriate, jobs programs and  
20 programs serving children and families.

21 “(4) RECORDS, REPORTS, AND AUDITS.—An  
22 agreement to maintain such records, make such re-  
23 ports, and cooperate with such reviews or audits as  
24 the Secretary may find necessary for purposes of  
25 oversight of project activities and expenditures.

1           “(5) COOPERATION WITH SECRETARY’S OVER-  
2       SIGHT AND EVALUATION.—An agreement to cooper-  
3       ate with the Secretary’s evaluation of projects as-  
4       sisted under this section, by means including afford-  
5       ing the Secretary access to the project and to  
6       project-related records and documents, staff, and cli-  
7       ents.

8       “(d) CONSIDERATIONS IN AWARDING GRANTS.—

9           “(1) DIVERSITY OF PROJECTS.—In awarding  
10      grants under this section, the Secretary shall seek to  
11      achieve a balance among entities of differing sizes,  
12      entities in differing geographic areas, entities in  
13      urban and in rural areas, and entities employing dif-  
14      fering methods of achieving the purposes of this sec-  
15      tion.

16          “(2) PREFERENCE FOR PROJECTS SERVING  
17      LOW-INCOME FATHERS.—In awarding grants under  
18      this section, the Secretary may give preference to  
19      applications for projects in which a majority of the  
20      clients to be served are low-income fathers.

21      “(e) FEDERAL SHARE.—

22          “(1) IN GENERAL.—Grants for a project under  
23      this section for a fiscal year shall be available for a  
24      share of the cost of such project in such fiscal year  
25      equal to—

1           “(A) up to 80 percent (or up to 90 per-  
 2           cent, if the entity demonstrates to the Sec-  
 3           retary’s satisfaction circumstances limiting the  
 4           entity’s ability to secure non-Federal resources)  
 5           in the case of a project under subsection (b);  
 6           and

7           “(B) up to 100 percent, in the case of a  
 8           project under subsection (c).

9           “(2) NON-FEDERAL SHARE.—The non-Federal  
 10          share may be in cash or in kind. In determining the  
 11          amount of the non-Federal share, the Secretary may  
 12          attribute fair market value to goods, services, and  
 13          facilities contributed from non-Federal sources.

14   **“SEC. 444. MULTICITY, MULTISTATE DEMONSTRATION**  
 15          **PROJECTS.**

16          “(a) IN GENERAL.—The Secretary may make grants  
 17          under this section for fiscal years 2002 through 2006 to  
 18          eligible entities (as specified in subsection (b)) for 2  
 19          multicity, multistate projects demonstrating approaches to  
 20          achieving the objectives specified in section 441(b)(1). One  
 21          of the projects shall test the use of married couples to  
 22          deliver program services.

23          “(b) ELIGIBLE ENTITIES.—An entity eligible for a  
 24          grant under this section must be a national nonprofit fa-

1 therhood promotion organization that meets the following  
2 requirements:

3           “(1) EXPERIENCE WITH FATHERHOOD PRO-  
4           GRAMS.—The organization must have substantial ex-  
5           perience in designing and successfully conducting  
6           programs that meet the purposes described in sec-  
7           tion 441.

8           “(2) EXPERIENCE WITH MULTICITY,  
9           MULTISTATE PROGRAMS AND GOVERNMENT COORDI-  
10          NATION.—The organization must have experience in  
11          simultaneously conducting such programs in more  
12          than 1 major metropolitan area in more than 1  
13          State and in coordinating such programs, where ap-  
14          propriate, with State and local government agencies  
15          and private, nonprofit agencies (including commu-  
16          nity-based and religious organizations), including  
17          State or local agencies responsible for child support  
18          enforcement and workforce development.

19          “(c) APPLICATION REQUIREMENTS.—In order to be  
20 eligible for a grant under this section, an entity must sub-  
21 mit to the Secretary an application that includes the fol-  
22 lowing:

23           “(1) QUALIFICATIONS.—

1           “(A) ELIGIBLE ENTITY.—A demonstration  
2           that the entity meets the requirements of sub-  
3           section (b).

4           “(B) OTHER.—Such other information as  
5           the Secretary may find necessary to dem-  
6           onstrate the entity’s capacity to carry out the  
7           project, including the entity’s ability to provide  
8           the non-Federal share of project resources.

9           “(2) PROJECT DESCRIPTION.—A description of  
10          and commitments concerning the project design, in-  
11          cluding the following:

12           “(A) IN GENERAL.—A detailed description  
13           of the proposed project design and how it will  
14           be carried out, which shall—

15           “(i) provide for the project to be con-  
16           ducted in at least 3 major metropolitan  
17           areas;

18           “(ii) state how it will address each of  
19           the 4 objectives specified in section  
20           441(b)(1);

21           “(iii) demonstrate that there is a suf-  
22           ficient number of potential clients to allow  
23           for the random selection of individuals to  
24           participate in the project and for compari-  
25           sons with appropriate control groups com-

1 posed of individuals who have not partici-  
2 pated in such projects; and

3 “(iv) demonstrate that the project is  
4 designed to direct a majority of project re-  
5 sources to activities serving low-income fa-  
6 thers (but the project need not make serv-  
7 ices available on a means-tested basis).

8 “(B) OVERSIGHT, EVALUATION, AND AD-  
9 JUSTMENT COMPONENT.—An agreement that  
10 the entity—

11 “(i) in consultation with the evaluator  
12 selected pursuant to section 445, and as  
13 required by the Secretary, will modify the  
14 project design, initially and (if necessary)  
15 subsequently throughout the duration of  
16 the project, in order to facilitate ongoing  
17 and final oversight and evaluation of  
18 project operation and outcomes (by means  
19 including, to the maximum extent feasible,  
20 random assignment of clients to service re-  
21 cipient and control groups), and to provide  
22 for mid-course adjustments in project de-  
23 sign indicated by interim evaluations;

1 “(ii) will submit to the Secretary re-  
2 vised descriptions of the project design as  
3 modified in accordance with clause (i); and

4 “(iii) will cooperate fully with the Sec-  
5 retary’s ongoing oversight and ongoing and  
6 final evaluation of the project, by means  
7 including affording the Secretary access to  
8 the project and to project-related records  
9 and documents, staff, and clients.

10 “(3) ADDRESSING CHILD ABUSE AND DOMESTIC  
11 VIOLENCE.—A description of how the entity will as-  
12 sess for the presence of, and intervene to resolve, do-  
13 mestic violence and child abuse, including how the  
14 entity will coordinate with State and local child pro-  
15 tective service and domestic violence programs.

16 “(4) ADDRESSING CONCERNS RELATING TO  
17 SUBSTANCE ABUSE AND SEXUAL ACTIVITY.—A com-  
18 mitment to make available to each individual partici-  
19 pating in the project education about alcohol, to-  
20 bacco, and other drugs, and about the health risks  
21 associated with abusing such substances, and infor-  
22 mation about diseases and conditions transmitted  
23 through substance abuse and sexual contact, includ-  
24 ing HIV/AIDS, and to coordinate with providers of  
25 services addressing such problems, as appropriate.



1           “(5) COORDINATION WITH SPECIFIED PRO-  
2           GRAMS.—An undertaking to coordinate, as appro-  
3           priate, with State and local entities responsible for  
4           the Temporary Assistance for Needy Families, Wel-  
5           fare-to-Work, Child Support Enforcement, and Child  
6           Welfare Service programs under title IV of the So-  
7           cial Security Act, programs under title I of the  
8           Workforce Investment Act of 1998 (including the  
9           One-Stop delivery system), and such other programs  
10          as the Secretary may require.

11          “(6) RECORDS, REPORTS, AND AUDITS.—An  
12          agreement to maintain such records, make such re-  
13          ports, and cooperate with such reviews or audits (in  
14          addition to those required under the preceding provi-  
15          sions of paragraph (2)) as the Secretary may find  
16          necessary for purposes of oversight of project activi-  
17          ties and expenditures.

18          “(d) FEDERAL SHARE.—

19                 “(1) IN GENERAL.—Grants for a project under  
20                 this section for a fiscal year shall be available for up  
21                 to 80 percent of the cost of such project in such fis-  
22                 cal year.

23                 “(2) NON-FEDERAL SHARE.—The non-Federal  
24                 share may be in cash or in kind. In determining the  
25                 amount of the non-Federal share, the Secretary may

1 attribute fair market value to goods, services, and  
2 facilities contributed from non-Federal sources.

3 **“SEC. 445. EVALUATION.**

4 “(a) IN GENERAL.—The Secretary, directly or by  
5 contract or cooperative agreement, shall evaluate the effec-  
6 tiveness of service projects funded under sections 443 and  
7 444 from the standpoint of the purposes specified in sec-  
8 tion 441(b)(1).

9 “(b) EVALUATION METHODOLOGY.—Evaluations  
10 under this section shall—

11 “(1) include, to the maximum extent feasible,  
12 random assignment of clients to service delivery and  
13 control groups and other appropriate comparisons of  
14 groups of individuals receiving and not receiving  
15 services;

16 “(2) describe and measure the effectiveness of  
17 the projects in achieving their specific project goals;  
18 and

19 “(3) describe and assess, as appropriate, the  
20 impact of such projects on marriage, parenting, do-  
21 mestic violence, child abuse, money management,  
22 employment and earnings, payment of child support,  
23 and child well-being, health, and education.

1       “(c) EVALUATION REPORTS.—The Secretary shall  
2 publish the following reports on the results of the evalua-  
3 tion:

4               “(1) An implementation evaluation report cov-  
5 ering the first 24 months of the activities under this  
6 part to be completed by 36 months after initiation  
7 of such activities.

8               “(2) A final report on the evaluation to be com-  
9 pleted by September 30, 2009.

10 **“SEC. 446. PROJECTS OF NATIONAL SIGNIFICANCE.**

11       The Secretary is authorized, by grant, contract, or  
12 cooperative agreement, to carry out projects and activities  
13 of national significance relating to fatherhood promotion,  
14 including—

15               “(1) COLLECTION AND DISSEMINATION OF IN-  
16 FORMATION.—Assisting States, communities, and  
17 private entities, including religious organizations, in  
18 efforts to promote and support marriage and respon-  
19 sible fatherhood by collecting, evaluating, developing,  
20 and making available (through the Internet and by  
21 other means) to all interested parties information re-  
22 garding approaches to accomplishing the objectives  
23 specified in section 441(b)(1).

24               “(2) MEDIA CAMPAIGN.—Developing, pro-  
25 moting, and distributing to interested States, local

1 governments, public agencies, and private nonprofit  
2 organizations, including charitable and religious or-  
3 ganizations, a media campaign that promotes and  
4 encourages involved, committed, and responsible fa-  
5 therhood and married fatherhood.

6 “(3) TECHNICAL ASSISTANCE.—Providing tech-  
7 nical assistance, including consultation and training,  
8 to public and private entities, including community  
9 organizations and faith-based organizations, in the  
10 implementation of local fatherhood promotion pro-  
11 grams.

12 “(4) RESEARCH.—Conducting research related  
13 to the purposes of this part.

14 **“SEC. 447. NONDISCRIMINATION.**

15 “The projects and activities assisted under this part  
16 shall be available on the same basis to all fathers and ex-  
17 pectant fathers able to benefit from such projects and ac-  
18 tivities, including married and unmarried fathers and cus-  
19 todial and noncustodial fathers, with particular attention  
20 to low-income fathers, and to mothers and expectant  
21 mothers on the same basis as to fathers.

1 **“SEC. 448. AUTHORIZATION OF APPROPRIATIONS; RES-**  
2 **ERVATION FOR CERTAIN PURPOSE.**

3       “(a) AUTHORIZATION.—There are authorized to be  
4 appropriated \$64,000,000 for each of fiscal years 2002  
5 through 2006 to carry out the provisions of this part.

6       “(b) RESERVATION.—Of the amount appropriated  
7 under this section for each fiscal year, 15 percent, but in  
8 no event less than \$5,000,000, shall be available for the  
9 costs of the multicounty, multistate demonstration projects  
10 under section 444, evaluations under section 445, and  
11 projects of national significance under section 446.”.

○