

CHR -
I forwarded this
to Jim - GBA & Bruce
Please let me know if it
is okay. - Julie

WR - Child Support EO.

8/23/95

Jim -

This just came into Carol's
office. I am not sure what our
timeline on it is, but I have attached
information from the recent
HHS Child Support Enforcement
Conference which may be of use.
The person at HHS responsible
for drafting the attached is
Mike Kharfen @ 401-9215.

Please keep us informed of
the progress on this so we
can show Carol before anything
is finalized & sent out.

Let me know if I can help.

x65392.

- Julie Demes

THE PRESIDENT HAS SEEN \$-23-95

Today's debate: AVOIDING CHILD SUPPORT

Stiff laws nab deadbeats

OUR VIEW Jailing of the biggest deadbeat dad of them all shows aggressive enforcement works.

The sight of deadbeat dad king Jeffrey Nichols nabbed, cuffed and jailed in New York for ducking \$380,000 in child support ought to shake up other scoundrels.

A few years ago, Nichols almost surely would have escaped his responsibilities. His wealth enabled him to run to Toronto, Boca Raton, Fla., and Charlotte, Vt., and he got away with it for five years. He defied three states' court orders to pay up.

He was finally caught because in the past few years local, state and federal governments have finally gotten serious about child support.

A law Congress passed in 1992 required the FBI to chase child-support cheats when they cross state lines. Nichols became a target, culminating in his arrest.

As the scale of such enforcement has grown, it has prompted occasional criticism — particularly about use of Internal Revenue Service records to track down deadbeats. But there's no doubt it's needed.

There are 7 million deadbeat parents, 90% of them dads. If all paid what they are supposed to, their children would have \$34 billion more — money that sometimes has to come from the taxpayers instead.

Some 300,000 mothers and 400,000 children could get off welfare if all the support ordered were paid. Taxpayers would save

\$4.2 billion in 10 years, says the Department of Health and Human Services.

That reality, and public pressure, gradually has forced officials from Washington to city hall to seek new ways to crack down.

For instance, Hamilton County, Ohio, is going to turn over some of its most difficult collections to a private company. Officials want to create competition between the public and private collection agencies.

Twenty-nine states have some form of license-revocation law to enforce child-support orders. Parents who don't pay can lose driving and professional licenses.

Some states publish "most-wanted deadbeats" lists. A father turned himself in after 16 years and \$25,000 in missed payments when he appeared on Indiana's list.

When state powers are thwarted by interstate flight, the federal government steps in.

The IRS can withhold income tax refunds from parents who don't pay court-ordered support. And the Child Support Recovery Act makes it a federal offense to willfully miss more than \$5,000 in payments for a child in another state. Offenders are subject to jail sentences and fines.

Critics complain the Justice Department has been too slow in setting the 3-year-old law into action. They're right. So far, only 77 parents have been charged and 21 convicted, and 549 cases are in progress.

But picture a successful businessperson handcuffed by the FBI, paraded through a media gantlet, facing time behind bars, a fine and payment of back child support.

That ought to make a lot of deadbeat dads and moms write checks immediately.

Dad often gets the shaft

OPPOSING VIEW Too many so-called 'deadbeats' end up with little to live on and little contact with their kids.

By Joseph A. McMillen

There is this notion that we should treat parents who are behind on child support like houseflies and swat them every chance we get. Some folks want to use the Child Support Act of 1992 to lock up some deadbeats and use license revocation to destroy the livelihood of others.

Yet, while we keep passing laws that look like better fly swatters, we continue to ignore the old adage that you can catch more flies with honey than you can with . . .

After paying their taxes and child-support payments, millions of non-custodial parents try to live on less than one-quarter of their gross income.

Many parents must work three jobs, move in with their parents or live in a friend's basement to be able to personally survive and still pay their child support. In return for their sacrifices, most non-custodial parents don't ask for much except for the ability to see their children and remain involved in their lives.

Unfortunately, most non-custodial par-

ents must file multiple court motions to be able to see their children and to get such basic information as the name of their children's doctor.

Eventually, many of these parents lose faith in the justice available in our family court systems and take the attitude that if she's going to get the gold mine, I'm also going to give her, the courts and everybody else the shaft.

A bigger child-support stick will not make these parents pay their child support, but a little understanding might.

The state of Michigan has the highest compliance rate by non-custodial parents on the payment of child support. It is not coincidental that the state of Michigan also has some of the best programs to assist non-custodial parents to remain involved in their children's lives.

Funds spent on parental education, parental access and mediation programs will go much further toward collecting child support than get-tough child-support enforcement laws.

Sure, it's gratifying to swat houseflies, but we all know that when we try to swat them, most just buzz away.

Joseph A. McMillen is assistant operations director of the National Congress for Fathers & Children, Kansas City, Kan.

*Close/Over
Mumma name
we can get any
of our child support*

USA TODAY: WEDNESDAY, AUGUST 16, 1995

AUG 23 1995

Jim Dorskind
Please coordinate the reply.

THE WHITE HOUSE

WASHINGTON

July 11, 1995

Greetings to everyone gathered in our nation's capital to mark the twentieth anniversary of the National Child Support Enforcement Program of the Department of Health and Human Services.

Children are our greatest hope and our most profound responsibility. Only when our young people are provided with the best upbringing possible can we truly say that we are prepared for the challenges of the twenty-first century. Yet, sadly, many Americans avoid their responsibility to provide basic economic support to their children. That is why the National Child Support Enforcement Program was created in 1975, reflecting a bipartisan commitment to giving children the chance they deserve.

All of you in the National Child Support Enforcement Program -- at the federal, state, and local levels -- have been instrumental in giving hope and support to America's children while fostering strong families and responsible parenting. Through your efforts, more than 4.5 million children now have a legally recognized father; more than 11 million children with a parent living outside of their homes have a legal right to the financial support of that parent; and more than \$62.5 billion has been provided for children by their non-custodial parents.

As we celebrate the successes of the past two decades, we should rededicate ourselves to working across party lines to pass the strongest possible child support and welfare reform legislation. Strong child support enforcement measures are crucial not only because they help provide children with economic security, but also because they send a clear signal to young men and young women that they should not have children until they are prepared to care for them. And those who do have children must not be permitted to walk away from them. Governments don't raise children; parents do. We cannot rest until parents across our nation begin to shoulder that responsibility. We must act now to give our children the future they deserve.

I commend you for your efforts to put America's children first. Best wishes for a wonderful anniversary and for much continued success.

Bill Clinton

THE WHITE HOUSE

WASHINGTON

June 29, 1995

MEMORANDUM FOR JAMES DORSKIND

FROM: CAROL H. RASCO *CHR*

Subject: Letter from the President Commemorating the National Child Support Enforcement Program on July 12th

I would appreciate your facilitating a letter from the President commemorating the Department of Health and Human Services' National Child Support Enforcement Program's 20th anniversary.

This letter would be read at their national conference in Washington, DC, on July 12th. A message from former President Gerald Ford will also be read.

Approximately 250 people will be attending the conference in Washington and 250 will be tied in by satellite. The people represent state and local child support enforcement agencies, not-for-profit organizations, business leaders and others.

The letter would also be printed in the Administration for Children and Families' Child Support Report, which is sent to 10,000 people and shared with the more than 40,000 child support workers across the country.

The Clinton administration proposed the toughest set of child support enforcement tools ever, which the Congress has incorporated into legislation now being debated. A message from the President is an important way to make sure the President's voice continues to be heard on this topic.

Attached is a draft script for a Presidential video, which can easily be converted into a letter.

Thank you for your assistance with this. If you need further information, please call Julie Demeo at 6-5392.

DRAFT VIDEO SCRIPT for the POTUS

Child Support Enforcement Program's 20th Anniversary Event

Good morning and welcome to Washington. You are here in a worthy cause and I am delighted to share it with you. Working on behalf of our Nation's children is one of the most important and vital services any of us can render.

On this occasion, the 20th anniversary of the Child Support Enforcement Program, I congratulate each of you as individuals for the work you are doing and the Program for its achievements over these past two decades. Decades during which changes in our society--divorce and out-of-wedlock births--have left many of our children vulnerable.

If children are to grow up to be healthy and responsible adults, they need a society which believes deeply that providing for them is not a matter of choice for parents. A society which provides laws, strongly and fairly administered, that require both parents to support them. A government capable of securing the support due them if parents do not and will not support them voluntarily.

Yet, in America today, millions of children have no legally identified father, and millions fail to get the child support needed to provide them secure and healthy lives.

As part of the Nation's Child Support Enforcement Program, you are there to demand that parents support the children they bring into the world. To see to it that no parent walks away from his or her responsibilities, leaving the other one--and the taxpayers--to shoulder unfair obligations.

You can take pride in what you have achieved. Since 1975, through your efforts and those of your colleagues around the country, over 4.5 million children have gained a legally recognized father; more than 11 million children with a parent living outside the home have secured a legal right to the financial support of that parent; and over \$62.5 billion in support has been provided for children by their noncustodial parents.

Yet, there is much more we must do for the more than five million families without support. That is why this administration has proposed the toughest expansion of child support enforcement provisions in history. We can build on the voluntary in-hospital paternity establishment regulations put in place this year by making it easier and quicker to have fathers acknowledge their responsibility to their children. We can make all employers model employers as we are doing with my executive order for the federal government by requiring new hire reporting. We can expand on the nineteen states exercising license revocation so effectively to every state. I am very pleased that the Congress has incorporated these proposals and more into pending welfare reform legislation.

To keep America strong, we must keep the American Dream alive and well for all our children--and for their children after them. We must foster strong families and responsible parenting. We must tell parents who choose not to continue a relationship with each other that their children need, and have the right to, love and continuing financial support from both of them. And we must teach our young people not to risk bearing a child until they are willing and able to provide for that child's needs.

Children learn values from their parents. Parents who fulfill their financial obligations; who accept responsibility for the consequences of their actions; who, when necessary, overcome anger and resentment to nurture their children--those parents teach their children values that have helped make America a great nation. When a parent does not teach a child the values that allow society to flourish, then the larger society must take on the job.

And for twenty years, all of you in the Child Support Enforcement Program--at the federal, state, and local levels--have been doing more than your share in giving hope and support to America's children.

Putting children first has become your watchword and mission--a mission that will truly be fulfilled when every parent does the same.

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DPC Staff contact: Julie Demeo @ 6-5392

EXECUTIVE ACTION ON WELFARE REFORM**DRAFT**

Today, President Clinton announced three executive actions to strengthen the child support enforcement system and promote parental responsibility. These three executive actions include: issuing new regulations requiring women who apply for welfare to comply with paternity establishment requirements as a condition of benefit receipt; challenging all states to adopt statewide new hire reporting programs; and implementing a pilot program that will help track parents who cross state lines to avoid their child support obligations.

New Regulations Requiring Mothers to Cooperate With Paternity Establishment Efforts

Today, President Clinton directed the Department of Health and Human Services to issue new regulations which require all mothers who apply for welfare to cooperate with paternity establishment prior to the receipt of welfare. Mothers will be required to provide the name of the father and other identifying information at the time of application before they begin to receive benefits (subject to appropriate exceptions for mothers with "good cause" for not cooperating, such as being in danger of domestic violence). Welfare applicants must also be referred to the state child support agency within 2 days of application, so that the agency can initiate a legal paternity action. States will also have flexibility under waivers to have state child support agencies assess compliance with paternity establishment requirements. Under current law, welfare agencies must make compliance determinations.

State New Hire Reporting Programs

Twenty-five states now have new-hire reporting programs that require or encourage employers to report new hires to a state agency. That information is then cross-matched by computer against lists of parents in the state who owe child support. When a match is found, the wages of that obligator can then be garnished or other appropriate action, such as a paternity proceeding, can be taken. These programs have been the single biggest innovation in child support enforcement in the past decade and have significantly increased collections in the states that have adopted them. Today, the President is challenging the remaining 25 states to adopt similar programs.

A New Pilot Program for Interstate New Hire Reporting

Because approximately 30 percent of all child support cases involve parents who have moved across state lines, the President is announcing a new pilot program that will help track those parents who cross state lines to avoid their child support obligations. Under the new pilot program, the twenty-five states with existing new hire reporting systems can send new hire information to the Federal Office of Child Support Enforcement (OCSE) Federal Parent Locator Service (FPLS). The data will then be matched by computer against lists of child support obligators sent to OCSE from all participating states. When a match is made, FPLS will contact the obligator's current state of residence so that the state can issue a wage garnishment order and send it to the obligator's employer.

Our Record

Child Support Enforcement: In 1995, the federal-state partnership collected a record \$11 billion from non-custodial parents, an increase of \$3 billion or nearly 40 percent since 1992. President Clinton also signed an executive order to make sure federal employees pay the support they owe, and proposed tough child support enforcement provisions in his 1994 and 1996 welfare reform proposals.

Paternity Establishment: The Clinton Administration has made paternity establishment a top priority. Already, the Clinton Administration has proposed, and Congress has adopted, a requirement that states establish hospital-based paternity programs as a proactive way to establish paternities early in a child's life. These programs are just now being implemented, but data from thirty-one states indicates that more than 200,000 paternities were established through the program in 1995. And paternity establishment has increased by over 40 percent since 1992. Still, more needs to be done. That's why the President is taking these actions today.

Ending Welfare As We Know It

The measures announced today will increase child support collections, but they are not a substitute for comprehensive improvements under welfare reform. The President welfare reform proposal would increase child support collections by an additional \$24 billion over the next 10 years. At the President's urging, Congress and the NGA have included all of the Administration's provisions for child support enforcement in their welfare reform bills. The President calls again on Congress to send him a clean bipartisan welfare bill that requires work, promotes parental responsibility, and protects children and he will sign it right away.

DRAFT

PATERNITY ESTABLISHMENT

Today, President Clinton announced executive action to strengthen the child support enforcement system and promote parental responsibility by strengthening paternity establishment requirements for women who apply for welfare. Under the executive action, President Clinton is directing the Department of Health and Human Services to issue new regulations which require all mothers who apply for welfare to cooperate with paternity establishment as a condition of welfare receipt. States will also have the flexibility to have state child support agencies enforce paternity establishment requirements.

Strengthening Our Commitment to Paternity Establishment

The Clinton Administration has made paternity establishment a top priority. Already, the Clinton Administration has proposed, and Congress has adopted, a requirement for states to establish hospital-based paternity programs as a proactive way to establish paternity early in a child's life. These programs are just now being implemented, but early data from thirty-one states indicates that more than 200,000 paternitys were established through the in-hospital paternity acknowledgement program in 1995. And the total number of paternitys established has increased by over 40 percent since 1992. Still, more needs to be done. That is why the President has ordered the Secretary of the Department of Health and Human Services to issue new regulations to increase paternity establishment.

Paternity Establishment Under Current Law

As a condition of welfare and Medicaid benefit receipt, mothers are currently required to establish their children's paternity. However, mothers are not required to establish paternity as part of the application process and efforts to determine cooperation and establish paternity are often not made until months after the mother has begun receiving benefits. In addition, cooperation standards are often vague and poorly enforced. Research shows that a greater number of mothers know the identity and whereabouts of their child's father than is currently reported to welfare agencies. As a result, paternity is often not established. In fact, paternity is currently established in only 40 percent of all welfare cases.

Requiring Mothers to Cooperate With Paternity Establishment Efforts

Our system ought to say to mothers, "help us identify and locate the father, or you cannot get welfare, because parents have the primary responsibility for supporting their children." That's why the President has ordered the Department of Health and Human Services to issue new regulations which require all mothers who apply for welfare to cooperate with paternity establishment prior to the receipt of welfare. Mothers will be required to provide the name of the father and other identifying information at the time of application before they will begin to receive benefits (subject to appropriate exceptions for mothers with "good cause" for not cooperating, such as being in danger of domestic violence). Welfare applicants must also be referred to the state child support agency within 2 days of application, so that the agency can initiate a legal paternity action. States will also have flexibility under waivers to have state child support agencies assess compliance with paternity establishment requirements. Under current law, welfare agencies must make compliance determinations.

Rahm --

Here is some information on the new hire data base program operating in Washington state -- they are the best "model" state for ABC, Tuesday press, USA Today, etc. As we discussed, there is no comparable "model" state for paternity -- only Virginia and Massachusetts do it now, and they're being sued. (South Carolina has permission to do something like it, but they haven't started yet, and the governor is not a friend.) So...you should probably hold on USA Today so ABC (and others) will have something good and newsy on Tuesday.

Monahan's the only person who's spoken to the Washington state contact, Lyle Quasim -- but he's reportedly ready to talk to whoever we send his way. I'll give his name to ABC Monday, if that seems right to you.

Melissa

cc: Bruce Reed

HIGHLIGHTS
WASHINGTON STATE'S NEW HIRE PROGRAM

CONTACT: Lyle Quasim, Secretary of the Washington Department of Social and Health Services.
360-902-7800

The New Hire Program began on July 1, 1990. Because "new hire" reports allow the state to receive employment information on delinquent parents more frequently, it also helps increase collections. In Washington, the time required to receive employment information has been reduced from 178 days to 43 days because of the New Hire Program. That means better collections, faster wage garnishment, and more child support for children.

According to the 1994 New Hire Program report:

- * 303,781 employer reports were processed, and 27,673 (nine percent) of them led child support workers to parents who owed child support, or who were wanted in paternity establishment cases. This is especially remarkable because Washington's program is limited by law to only six industries.
- * Employers may report new hire information in a variety of ways -- computer diskettes, tapes, or by faxing reports to a special 800 toll-free line.
- * Washington's program is run by only three employees, making it extremely cost-effective. For every dollar spent on the program, it returns approximately \$20 in child support collections.
- * According to a 1992 survey, 87 percent of the parents found through the New Hire Program had paid little or no child support in the previous six months. According to the same survey, the average amount collected was \$1200.

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Other Actions

Wanted Posters? Wage garnishment?

Record Child Support Enforcement

In 1995, the federal-state partnership collected a record \$11 billion from non-custodial parents, an increase of \$3 billion or nearly 40 percent since 1992. In addition, paternity establishments increased by over 40 percent from 1992 to 1995. President Clinton also signed an executive order to make sure federal employees pay the support they owe, and proposed tough child support enforcement provisions in his 1994 and 1996 welfare reform proposals.

Our Commitment to Paternity Establishment

The Clinton Administration has made paternity establishment a top priority. Already, the Clinton Administration has proposed, and Congress has adopted, a requirement for states to establish hospital-based paternity programs as a proactive way to establish paternities early in a child's life. These programs are just now being implemented, but early data from thirty-one states indicates that more than 200,000 paternities were established through the in-hospital paternity acknowledgement program in 1995. And the total number of paternities established has increased by over 40 percent since 1992. Still, more needs to be done. That is why the President has ordered the Secretary of the Department of Health and Human Services to issue new regulations to increase paternity establishment.

The Need for Child Support Enforcement Reform

Despite improvement, much more needs to be done to collect child support. When Congress began debating welfare reform, President Clinton insisted that child support enforcement reform be a central part of it. Under the President's legislative proposals, child support collections could increase by an additional \$24 billion over the next 10 years. At the President's urging, Congress and the NGA have included all of the Administration's provisions for child support enforcement in their welfare reform bills.

Ending Welfare As We Know It

The measures announced today will increase child support collections, but they are not a substitute for the comprehensive welfare reform legislation that still needs to be approved by Congress. The President calls again on Congress to send him a clean bipartisan welfare bill that requires work, promotes parental responsibility, and protects children and he will sign it right away.

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The Clinton Administration Approves 40th Welfare Reform Demonstration

Today, the Clinton Administration announces approval of "The New Hampshire Employment Program," a statewide welfare demonstration project for New Hampshire. New Hampshire is the 40th state to receive approval for a welfare waiver under the Clinton Administration.

The New Hampshire Employment Program

Like the President's proposals, New Hampshire is shifting the focus of welfare from a grant program to a work program, combining strong work requirements with incentives to move people from welfare to work. Under the demonstration, welfare recipients are required to attend an employability assessment meeting as a condition of eligibility. The demonstration also requires participation in work activities, where available, after an initial 26 week period of job search; removes the time-limit from job search activities; limits the amount of time that may be spent in post-secondary educational activities; and allows court-ordered, unemployed non-custodial parents to participate in JOBS. The demonstration also increases sanctions for non-participation in JOBS or for not accepting a bona fide job offer from ____ to _____. The demonstration also restricts "youngest child" exemptions from JOBS participation, exempting women with children under 13 weeks rather than _____.

The demonstration also includes provisions which seek to make work pay by allowing recipients to keep more of their earnings and exempt more resources. These provisions include raising the earned income disregard, raising the resource limit to \$2,000, disregarding the value of one vehicle (for the AFDC and the Food Stamp programs), establishing a special need for work expenses, disregarding the income of children who are full-time students, and disregarding all educational income for the AFDC and the Food Stamp programs. State to include children up to age 20 in the AFDC budget group if they are full-time students.

The demonstration also includes supports for families moving from welfare to work, including transitional case management and expanded eligibility for transitional Medicaid after leaving welfare for work.

Finally, the demonstration includes some provisions aimed at simplifying program administration. These include eliminating the \$50 child support disregard, expanding and simplifying the treatment of earned income, and ending the requirement that the state reevaluate the exemption status of certain individuals who are exempt because of physical or mental incapacity.

Ending Welfare As We Know It

Under President Clinton's leadership, America's welfare system has changed profoundly. Three out of four AFDC recipients -- more than 10 million people -- are now covered by reforms approved by the Clinton Administration. With our support, states are reforming welfare by requiring work, time-limiting assistance, making work pay, improving child support enforcement, and encouraging parental responsibility. The Clinton Administration has now approved 63 welfare reform demonstrations in 40 states since taking office.

Due in part to the Clinton Administration's emphasis on welfare reform and its policies to strengthen the economy, welfare rolls have decreased by 1.3 million -- almost 10 percent -- since President Clinton took office. Participation in the Food Stamp program has dropped by over one million people -- with a savings of more than \$1.3 billion since August 1994. The poverty rate is down, teen pregnancy rates are down, work and training activities among recipients are up, and child support collections have reached a record high.

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Current Law Regarding Paternity Establishment

A child support agency must attempt to establish paternity for children in its caseload who were born out-of-wedlock (except for cases involving incest, forcible rape or a pending adoption).

Voluntary Acknowledgments of Paternity

States must have a simple civil process for voluntarily acknowledging paternity; rights and responsibilities of acknowledging paternity must be explained and due process afforded. The process must include a hospital-based program for the voluntary acknowledgment of paternity during the period surrounding the birth of a child to an unmarried mother.

A voluntary acknowledgment of paternity creates a presumption of paternity. Depending on State law, the presumption either establishes paternity or makes it easier to establish paternity. In addition, an acknowledgment is the basis for seeking a child support order without further proceedings to establish paternity.

Genetic Testing

Upon the request of any party in a contested paternity case, a State must require all parties to submit to genetic tests. States must identify and use (through competitive procurement) laboratories which perform, at reasonable cost, legally and medically acceptable genetic tests.

State procedures must assist the admission of genetic test results as evidence in contested proceedings. If test results indicate a threshold probability (determined by the State) of the alleged father being the biological father, the test results create a presumption of paternity.

Other Provisions

States must enter default orders when an alleged father fails to respond to service of process regarding a paternity proceeding.

Each State must recognize and give full faith and credit to a paternity determination made by any other State.

States must have an expedited process for establishing paternity and must complete paternity establishment actions within Federal timeframes.

States must meet a Federal performance standard for paternity establishment. To achieve the top tier of the standard, a State must have established paternity for 75% of its cases.

Federal funds reimburse 90% of a State's genetic testing costs. States may charge individuals (who are not public assistance recipients) a reasonable fee for genetic tests. If paternity is established, the State must try to recover the costs of genetic tests from the parent(s).

Requirements in *italics* were proposed by President Clinton and contained in the Omnibus Budget Reconciliation Act of 1993.

MODEL STATES WITH PATERNITY ESTABLISHMENT PROGRAMS

All States follow the basic paternity establishment provisions as outlined in the one page description. There are several states that are implementing model initiatives that enhance and expand on the basic program.

1. Colorado

Colorado enhanced its in-hospital voluntary paternity establishment program with a grant from HHS's Child Support Improvement Demonstration Project. The program's simplified application procedures, elimination of fees and waiting periods and administrative process has resulted in dramatic increases in voluntary acknowledgements ranging from doubling to two-thirds.

2. Washington

Washington was the first state to require hospitals, midwives and physicians to provide an opportunity for fathers to acknowledge voluntarily paternity at the time of birth. Since establishing the program in 1989, the state has increased its rate of paternity establishment by nearly 75 percent.

3. Massachusetts

Massachusetts forged a strong partnership between its state agencies for revenue and public health to design its in-hospital voluntary paternity establishment program. The state uses a unique method for child support agencies of collecting paternity information by the same mechanism as the information for birth certificates. With intensive training, technical assistance and a wide public awareness campaign, the program has been successful in more than doubling the number of paternity establishments. In addition, as a feature of the state's welfare reform program, the sanctions were strengthened for non-cooperation on paternity establishment by welfare applicants.

4. New Jersey

New Jersey's Paternity Opportunity Program is employing state of the art technology as a model for its program. The automated imaging processing system downloads the information from local agencies to print a legally acceptable Certificate of Parentage immediately thereby facilitating a quick implementation of child support orders.

5. **West Virginia**

Among the first states to establish an in-hospital voluntary paternity establishment program, West Virginia's successful efforts were a model for the federal law. A unique feature of the program is the signing of the acknowledgement form at the hospital is considered legally valid and does not require any further administrative or court action.

6. **Arizona**

Under the in-hospital voluntary paternity establishment program, Arizona initiated a unique partnership agreement with the eight federal Indian Health Service hospitals in the state. With simplified forms, a single statewide level contact coordinator and good training programs, the successful partnership has resulted in improved voluntary acknowledgements.

7. **Vermont**

Vermont reorganized its child support program and established a Family Court dedicated solely to child support cases. The state's child support agency developed a strong cooperative working relationship with the state's redesigned court process. Combined with the in-hospital voluntary paternity establishment program, Vermont has increased its paternity establishment rate 85 percent.

Paternity Establishment and Welfare Reform

Several states have included stronger sanctions and requirements for welfare applicants in cooperation with paternity establishment. In addition to Massachusetts mentioned above, the other states are: Connecticut, Delaware, Montana, North Carolina, North Dakota, Ohio, Oregon, South Carolina, Texas, Utah and Virginia. Michigan, under its welfare reform demonstration, required hospitals to accept and record paternity acknowledgements as part of the birth registration.

Bruce Reed
Room 216

→ LEAK LICENSE REPORT TO USA TODAY

FAX TRANSMISSION

DEPARTMENT OF HEALTH & HUMAN SERVICES

ASSISTANT SECRETARY FOR PLANNING AND EVALUATION

OFFICE OF HUMAN SERVICES POLICY

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To: Elaine Hamarek

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Pages: 22

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Subject: Executive Action on Parental Responsibility

COMMENTS:

These are the parental responsibility materials as currently drafted. We are working to see if we can make ~~the~~ "Strengthening the Role of Fathers in Families" more pro-active. We also would like to know if the report of ongoing activities should be for the entire Administration not just HHS. This is moving on a very fast track so we need your input as soon as possible. Thanks.

EXECUTIVE ACTION ON PARENTAL RESPONSIBILITY

Today, President Clinton announced three measures to strengthen the child support enforcement system and promote parental responsibility. These measures include: a new pilot program that will help track parents who owe child support across state lines and garnish their wages; requiring all mothers on welfare to cooperate with paternity establishment efforts prior to receipt of welfare benefits; and posting the most wanted child support offenders in U.S. Post Offices. In addition, the President issued a challenge to expand on state and local efforts to promote "Responsible Fatherhood". In conjunction with this effort, the Department of Health and Human Services issued a report detailing actions that the Department has taken to strengthen the role of fathers in families.

I. A NEW PILOT PROGRAM TO TRACK PARENTS WHO OWE CHILD SUPPORT ACROSS STATE LINES

Parents should not be able to escape their responsibility to pay child support simply by fleeing to another state. Today, the President announced a new pilot program that will help track parents who owe child support across state lines and garnish their wages. Under the pilot program, states may volunteer to submit information on newly hired employees for matching against lists of parents who owe child support. When a match is found, the information will be used by the state child support agency to begin a wage garnishment.

II. REQUIRING MOTHERS TO COOPERATE WITH PATERNITY ESTABLISHMENT EFFORTS

Our system ought to say to mothers, "help us identify and locate the father, or you cannot get welfare, because parents have the primary responsibility for supporting their children." That's why the President has ordered the Department of Health and Human Services to issue new regulations which require all mothers who apply for welfare to cooperate with paternity establishment prior to the receipt of welfare. Mothers will be required to provide the name of the father and other identifying information at the time of application before they will begin to receive benefits (subject to appropriate exceptions for mothers with "good cause" for not cooperating, such as being in danger of domestic violence).

III. POSTING OF MOST WANTED CHILD SUPPORT OFFENDERS IN U.S. POST OFFICES

A number of states have established "Ten Most Wanted Posters" featuring the state's worst child support offenders. Today, the President announced that, with the cooperation of the U.S. Postal Services, these most wanted posters will be posted in U.S. Post Offices across the country. This will assist states in tracking down delinquent parents and it will send an important message: "if you try to avoid your lawful responsibilities, we will track you down and make you pay."

STRENGTHENING THE ROLE OF FATHERS IN FAMILIES

Children need fathers involved in their daily lives to serve as a source of emotional, as well as financial, support. As the report issued today by the Department of Health and Human Services shows, a variety of programs have been developed to assist fathers in meeting their responsibilities as parents and getting them involved in the lives of their children. The President issued a challenge to expand on these efforts. Government needs to send the message that "fathers matter".

RECORD CHILD SUPPORT ENFORCEMENT

In 1995, the federal-state partnership collected a record \$11 billion from non-custodial parents, an increase of \$3 billion or nearly 40 percent since 1992. In addition, paternity establishments increased by over 40 percent from 1992 to 1995. President Clinton also signed an executive order to make sure federal employees pay the support they owe.

THE NEED FOR CHILD SUPPORT ENFORCEMENT REFORM

Despite improvement, much more needs to be done to collect child support. When Congress began debating welfare reform, President Clinton insisted that child support enforcement reform be a central part of it. At his urging, the toughest child support measures in this country's history were added to all the major welfare bills in Congress. In fact, as another report issued by the Office of Child Support Enforcement today shows, since the President insisted

that license revocation be part of child support enforcement reform. last year, 21 more states have adopted driver and professional license revocation laws for those who refuse to pay their support.

The measures announced today will increase child support collections, but they are not a substitute for the comprehensive welfare reform legislation that still needs to be approved by Congress. The President calls again on Congress to send him a clean bi-partisan welfare bill that requires work, promotes parental responsibility, and protects children, including the child support enforcement reforms he has advocated, and he will sign it.

PILOT PROGRAM TO TRACK PARENTS ACROSS STATE LINES

Approximately 30 percent of all child support cases involve parents who have moved across state lines. The record of child support collections in these cases is dismal. Parents should not be able to escape their obligations simply by fleeing across state lines.

In the past six years, 25 states have adopted new-hire reporting programs that require or encourage employers to report new hires to a state agency. That information is then cross-matched by computer against lists of delinquent child support obligors or individuals otherwise sought by the child support agency. When a match is found, the wages of that obligor can then be garnished or other appropriate action, such as a paternity proceeding, initiated. These programs have been called the single biggest innovation in child support enforcement in the past decade and have significantly increased collections in the states that have adopted them. Today, the President urges the remaining 25 states to adopt similar programs.

While these programs can help to locate delinquent obligors within a state, they cannot find those child support obligors who live and work in another state. The pilot program announced by the President today would begin to track those parents who have crossed state lines.

Under the pilot program, the twenty-five states that have new hire reporting programs will be requested to send that information to the Federal Parent Locator Service (FPLS), an existing program that is run by the Federal Office of Child Support Enforcement (OCSE). That data will then be matched by computer against lists of child support obligors sent to OCSE from the states.

When a match is made, the information on the child support obligor will be sent back to the state so that the state can issue a wage garnishment order and send it to the employer. Under the Uniform Interstate Family Support Act (UIFSA), a model law recently adopted by 33 states, the process for sending garnishment orders between states has been simplified. The President urges all states to adopt UIFSA so that all states can use these streamlined processes.

All the major national welfare bills under legislation now pending in Congress include a comprehensive national computer tracking system for locating parents across state lines. This system would have the capacity to match data every two days, and all states would be required to submit data on new hires and child support cases for computer matching. If enacted, that system, along with state requirements for new-hire reporting, is projected to increase collections by \$6.4 billion dollars and save the federal government \$1.1 billion dollars over 10 years. The program announced today is a pilot program intended to provide states valuable interim assistance in dealing with their interstate caseloads. To do more requires Congressional legislation. The President calls on Congress to enact the full range of child support enforcement measures in bipartisan welfare reform legislation.

STATES THAT HAVE ADOPTED NEW HIRE REPORTING PROGRAMS

Alaska

California

Florida

Hawaii

Kentucky

Maryland

Minnesota

New York

Oklahoma

South Carolina

Texas

Virginia

West Virginia

Arizona

Connecticut

Georgia

Iowa

Maine

Massachusetts

Missouri

Ohio

Oregon

Tennessee

Vermont

Washington

result paternity is often not established. In fact, nationally paternity is established in only about 40% of welfare cases.

Under the new requirements:

- ▶ Mothers must cooperate with paternity establishment efforts prior to receipt of welfare benefits. This will increase the incidence of paternity establishment by making the receipt of benefits conditional upon fulfilling the cooperation requirement at the time of application. Applicants must also be referred to the child support agency within 2 days of application, so that the agency can initiate a legal paternity action.

- ▶ Mothers will be held to a strict cooperation standard. This will require them to provide the name of the father and some other type of identifying information (such as address, Social Security or telephone number, place of employment or school, names of relatives, etc.)
- ▶ States will have the flexibility under waivers to have the child support agency make the determination about whether someone is indeed cooperating, rather than the welfare agency as is now required by law. Since the child support agency has the ultimate responsibility in bringing the legal action to formally establish paternity, it may be in the best position to make this determination.

Mothers will be exempt from cooperating if they have "good cause" to do so, such as in cases of domestic violence. And states will be required to establish criteria to deal with the cases where the individual cannot reasonably be expected to know the required identifying information (for instance, where the father left the state many years ago.)

POSTING OF MOST WANTED CHILD SUPPORT OFFENDERS IN U.S. POST OFFICES

The posting of "Most Wanted" photos has been successful in a number of States in increasing public awareness of those who choose to walk away and not provide the support to which their children are legally entitled.

At least twenty-three states are known to have used "Most Wanted" campaigns. These States include: Arkansas, Arizona, California, Colorado, Florida, Georgia, Hawaii, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Mississippi, Montana, Nebraska, Nevada, New York, North Carolina, Oklahoma, Rhode Island, and South Dakota. To assist States in capitalizing on their efforts, the Postmaster General will direct each of the U.S. Post Offices in these States to post "10 Most Wanted" lists of child support obligors. If these individuals are found, they can be reported directly to the state child support agency that is looking for them.

The benefits of "Most Wanted" campaigns are twofold: 1) they help locate delinquent parents; and 2) serve as a deterrent to all obligors who are not meeting their children support. It sends an important message: "if you try to avoid your lawful responsibilities, we will track you down and make you pay."

STRENGTHENING THE ROLE OF FATHERS IN FAMILIES

The Department of Health and Human Services (DHHS) believes that children need social and emotional support from both their mother and father. Towards this goal, DHHS understands that fathers enhance their children's well-being and identity through active participation and involvement in all facets of their children's lives. DHHS is playing a key role in promoting that involvement. Through the continued efforts of the Department's Fatherhood Work Group, HHS has identified new ways to promote father involvement. These current activities form the underpinnings of the Department's future efforts to ensure that all of its programs and policies support the goals outlined in President Clinton's Fatherhood Initiative.

The guiding principles of the Department's responsible fatherhood strategy are:

- ▶ *All fathers can be important contributors to the well-being of their children.*
- ▶ *Parents are partners in raising their children, even when they do not live in the same household.*
- ▶ *The roles fathers play in families are diverse and related to cultural and community norms.*
- ▶ *Men should receive the education and support necessary to prepare them for the responsibility of parenthood.*
- ▶ *Government can encourage and promote father involvement through its programs and through its own workforce policies.*

These principles are being put into action in many ways. Below are just a sample:

- ▶ Currently, HHS has approved welfare reform demonstrations in over 30 states to test the effectiveness of allowing more low-income non-custodial parents and unemployed two-parent families to receive assistance and/or employment training until they are able to sustain themselves. By lifting some of these restrictions, it will reduce some of the current incentives for fathers to leave the family and will enable families to move towards self-sufficiency.
- ▶ Fathers of children receiving AFDC benefits are being given opportunities to learn new job skills through the Parent's Fair Share Demonstration Program and through waivers expanding JOBS services to non-custodial fathers. Both of these programs have broken down barriers and provided new mechanisms for low-income fathers to find and keep jobs.
- ▶ Last year the Administration for Children and Families provided grants to five communities for projects designed to help fathers define their roles within their families, to understand their children's development and needs, and positively affect their children's behavior.
- ▶ The Child Support Enforcement Program, through its new federal-state partnerships under the Government Performance Results Act, is encouraging innovations that will strengthen and promote father's emotional, as well as financial, support for children.

RESTRICTING LICENSES FOR FAILURE TO SUPPORT CHILDREN

To confront the staggering problems of unpaid child support in this country, States are rushing to adopt license suspension programs, an important enforcement tool championed by the President. This device provides crucial leverage against recalcitrant parents, who owe their children million of dollars but have been able to evade routine enforcement techniques because they are self-employed, work for cash or hide their assets.

President Clinton challenged States to follow the lead set in his welfare reform proposal, calling for programs nationwide to restrict the licenses of those who refuse to honor their child support obligations. States have risen to the challenge, and the results are impressive. A year ago, only 19 states had the necessary legislation in place -- today, 40 jurisdictions have the ability to restrict licenses for failure to pay child support. The results:

- ▶ Connecticut reported \$4.8 million collected over a three-month period from obligors -- notified of the State's intent to take action against their licenses.
- ▶ Four months following its first mailing, Indiana reported collections were up \$1.5 million.
- ▶ New York estimates it will collect \$6- \$9 million from this enforcement technique annually.
- ▶ Texas reports that its program reaped \$9 million in the first four and one-half months of operation.

Based on the experience of states like these, HHS estimates that license revocation could increase total child support collections by as much as \$2.5 billion over 10 years.

While State results are consistently positive, their practices for restricting licenses vary. Of the 40 State programs, 37 target drivers' licenses, and professional and business licenses can be affected in 36 States. Eight states place restrictions on privileges such as recreational and sporting licenses.

License restriction is invoked in one of two situations: 1) when a non-custodial parent is delinquent over a set period of time, ranging from 30 days to one year; or 2) when arrearages reach a "trigger" amount, from \$500 to \$5,000. Licenses may be restricted, suspended, or revoked, although actual revocation is a measure of last resort. States also generally provide some type of interim action such as issuance of a probationary license to ensure that ample due process is provided to protect the parent's ability to work. However, the bottom line remains that adverse action can be avoided altogether by payment of the child support owed.

License restriction alone is not the answer to all problems associated with child support collections. However, used in conjunction with other measures, it can go a long way in making significant improvement in child support enforcement.

STATE LICENSE RESTRICTION PROGRAMS

<u>STATE</u>	<u>LICENSES AFFECTED</u>
Arizona	Drivers, professional, business and trade
Arkansas	Drivers, commercial drivers, occupational, professional and business
California	Drivers, professional, business, trade and commercial fishing
Colorado	Drivers licenses only
Connecticut	Drivers, professional and occupational
District of Columbia	Drivers, car registration, professional and business
Florida	Drivers, vehicle registration, vessel registration, teachers certificates, professional and business licenses
Georgia	Drivers, professional licenses governed by the Secretary of State
Idaho	Business, occupational, professional, drivers, concealed weapon permits, hunting and fishing
Illinois	Drivers, professional, business and trade
Indiana	Drivers and professional
Iowa	Drivers, professional, business, occupational licenses and motor vehicle registrations
Kansas	Professional licenses
Kentucky	Drivers licenses and commercial drivers licenses
Louisiana	Drivers, professional, including attorney, hunting and fishing
Maine	Drivers and occupational
Maryland	Drivers licenses
Massachusetts	Professional, trade, business, and recreational licenses

Minnesota	Occupational, student grants and drivers licenses
Mississippi	Drivers, occupational, professional, business, hunting and fishing
Montana	Drivers licenses, vehicle registration, professional, business, occupational and trade
Nevada	Drivers licenses only
New Hampshire	Drivers, professional, sporting (hunting, fishing and trapping)
New Jersey	Drivers, professional and occupational
New Mexico	Professional, occupational, trade, commercial drivers and law enforcement commissions
New York	Drivers, professional, trade and business
North Carolina	Occupational, professional, business, drivers, hunting, fishing and trapping
North Dakota	Drivers, occupational and professional
Ohio	Professional, occupational, drivers and commercial
Oklahoma	Professional, trade and drivers
Oregon	Occupational, professional or vocational and drivers and commercial drivers licenses
Pennsylvania	Professional and trade
Puerto Rico	Professional, occupational and drivers
Rhode Island	Professional, occupational, drivers, business and vehicle registration
South Carolina	Professional, occupational, business, drivers, sporting, commercial fishing/trapping and water craft registrations
South Dakota	Drivers and professional
Texas	Professional, drivers, business, occupational and recreational
Utah	Drivers licenses

Vermont Professional, business, trade, drivers, commercial drivers and government contracts

Virginia Drivers, business, trade, professional and occupational

The Department of Health and Human Services *Accomplishments that Support Responsible Fatherhood*

Overview: *Strong families are essential to the future of our nation, and both mothers and fathers have essential roles in ensuring the well-being of their children.*

Compared with children growing up in two-parent homes, children in single-parent families are:

- twice as likely to drop out of high school;*
- twice as likely to have a child before age 20; and*
- more than twice as likely to live in poverty.*

The Department of Health and Human Services (HHS) is firmly committed to helping fathers, as well as mothers, provide all the different kinds of support their children need. Many states and local communities are developing innovative and successful programs that strengthen father involvement in children's lives. HHS is working proactively to support these efforts and to encourage all communities to provide family services that are father-friendly.

Specifically, HHS provides information to our partners at the state and local levels about the critical roles fathers have in their children's lives. We conduct cutting-edge research on a wide-range of issues concerning fathers and families. We help empower fathers as they work to ensure the health and well-being of their children. And we support our employees -- both mothers and fathers -- in their efforts to fulfill their parental responsibilities seriously.

In June 1995, President Clinton launched a government-wide initiative to strengthen the role of fathers in families. As a part of this initiative, HHS created a Department Working Group to provide ongoing leadership on fatherhood issues. The group's strategy is to keep informed of HHS efforts on behalf of fathers, expand and enhance current HHS activities, and develop new efforts and initiatives. The Working Group is comprised of representatives from all HHS agencies.

HHS has set the following four goals for its Fatherhood Initiative:

- To assist men in their many different roles as fathers -- whether that means promoting their child's health and well-being or increasing their own economic opportunity;*
- To make sure our research efforts appropriately investigate the roles of fathers in families and the effects of fathering on child well-being;*
- To support fathers and fatherhood in all relevant Department publications and public campaigns; and*
- To ensure that the workplace is supportive and responsive to the needs of all employees raising children.*

The Fatherhood Initiative is ensuring that all of our programs support state and local efforts to strengthen father involvement. Following are examples of HHS' commitment to responsible fatherhood.

HHS Agencies' Fatherhood Initiatives

Welfare Reform Waivers that Support Responsible Fatherhood

The Department has granted 83 waivers in 30 States that increase state flexibility to design and test programs that support fathers' involvement with their children. Some of these waivers are designed to help families stay together when faced with financial crisis. Other waivers provide support to fathers to help them stay involved with their children and provide financial support for their children, even when they live apart.

Waivers that help two parent families stay together:

Under current law, the "100-hour rule" makes low-income, two-parent families ineligible for AFDC if the parent who is the principal earner works more than a total of 100 hours in a month, regardless of the amount earned. For single parent families only income, not hours worked, are counted. Twenty-eight States have been granted waivers of the 100-hour rule: Alabama, Arizona, California, Connecticut, Delaware, Florida, Iowa, Illinois, Indiana, Massachusetts, Maryland, Michigan, Missouri, Mississippi, Montana, Nebraska, North Carolina, North Dakota, New York, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Texas, Utah, Vermont, and Wisconsin.

The attachment-to-the-labor-force requirement makes it difficult for parents with little or no work history to receive benefits as a two-parent family. Twenty-two States have received waivers that allow two-parent families to receive AFDC under the same prior employment requirements as single parent families: Alabama, Connecticut, Delaware, Florida, Iowa, Illinois, Maryland, Michigan, Missouri, Mississippi, Montana, Nebraska, North Carolina, New York, Ohio, Oregon, Pennsylvania, South Carolina, Texas, Utah, Vermont, and Wisconsin.

Waivers that help non-custodial fathers provide financial and emotional support for their children

Sometimes non-custodial fathers do not pay support because they are unemployed. Since these fathers are not part of the family receiving AFDC benefits, they are not eligible for the employment services available to mothers in single parent households or mothers and fathers in two-parent households. Fifteen states have approved waivers to help non-custodial fathers get help to find work: Alabama, Connecticut, Delaware, Florida, Georgia, Illinois, Maryland, Michigan, Missouri, Montana, New York, South Carolina, Utah, Wisconsin, and Wyoming. Missouri was also granted a waiver to give credit against arrearages owed to the state for participation in the States JOBS program.

The \$50 pass-through and disregard is designed to create an incentive for mothers to cooperate in establishing child support orders and for fathers to be more willing to pay support. The \$50 pass-through and disregard makes families on AFDC better off financially

when child support is paid. The Clinton Administration has approved sixteen waivers for thirteen states modifying child support pass-throughs and disregards. Seven states have increased the child support pass-throughs and disregards for AFDC recipients and/or Work Program participants. These States are: Arizona, Connecticut, Mississippi, Missouri, Ohio, Oregon, Virginia. Seven states have approved waivers to expand the disregard of the child support pass-through to the Food Stamp program. These states are: Arizona, Colorado, Montana, New York, Pennsylvania, Vermont, and Virginia. Two states have waivers to pass-through all child support and to disregard the first \$50 or more in determining the AFDC benefit payment. These states are Georgia and Vermont.

Children need more than financial support from their parents; they need emotional support as well. Michigan was granted a waiver that provides additional federal financial participation for custody, visitation and mediation services as part of their welfare reform efforts. In addition, Arkansas and Colorado, under grants to increase hospital-based paternity establishment, have been active in promoting father involvement. Arkansas provides parenting classes, family planning and health education to young unwed fathers that acknowledge paternity in the hospital.

Parents Fair Share Demonstration

The Parents Fair Share Demonstration (PFS) is testing employment and training services, peer support, enhanced child support enforcement and mediation services for unemployed noncustodial parents (usually fathers) whose children receive AFDC. The goals of PFS are to: increase the employment and earnings of noncustodial parents who are unemployed; reduce poverty among children receiving public assistance by requiring their parents to pay child support; and assist noncustodial parents in providing other forms of support to their children, when appropriate. The PFS demonstration and evaluation is a result of collaboration among three federal departments (DHHS, Department of Labor, and United States Department of Agriculture) - all working in partnership with a private research firm and several philanthropic foundations.

The Department of Health and Human Services has continued its ongoing commitment to evaluate PFS and provide technical assistance to the program sites. Currently, the seven selected sites, located in Michigan, Ohio, New Jersey, Tennessee, Massachusetts, Florida and California, are randomly assigning new enrollees into treatment groups and control groups. This evaluation design will carefully measure the impact of these programs on fathers and their children.

Early research findings from the pilot and demonstration phases are promising. The PFS demonstration programs have developed effective procedures to identify eligible non-custodial parents and have established court-based processes to require fathers to participate in work-based program activities and to enforce regular participation. PFS programs allow sites to discover previously unreported income of non-paying noncustodial parents -- approximately 25% of the men in the pilot phase had previously unreported income. Preliminary results based on local data show a direct benefit of PFS to children in the form of increased child support payments. One site, has reported that PFS participants paid almost

50% more in child support payments as compared to a control group not receiving PFS services. Analysis by the evaluator of the entire research sample will provide a better understanding of the employment outcomes and their interaction with child support payments.

Administration for Children and Families

Responsible Fatherhood Demonstrations

The Administration provided grants to five communities for projects designed to strengthen the role and parenting abilities of fathers. The demonstration projects will help fathers define their roles within their families, understand their children's development and needs, and positively affect their children's behavior. The five selected projects are: the Addison County Parent Child Center (Vermont), Wishard Memorial Hospital (Indiana), St. Bernardine's Head Start (Maryland), and Responsible Fatherhood Replication Projects in Washington, D.C. and San Diego, California.

The Addison County Parent/Child Center in Middlebury, Vermont, has served young low-income fathers since 1989 in a multi-service program with a dual focus on on-the-job-training and child development instruction. The program includes a job training program and vocational counseling groups for young, primarily disadvantaged fathers plus child development classes and a "dads' play group" to assist fathers in caring for young children. The referral process is primarily through community outreach. In several Middlebury area schools, the project operates "prevention groups" to which school personnel refer students who are pregnant, whose partner is pregnant, who have substance abuse problems or who exhibit other risk factors. Young men are recruited from these groups. Also, seven outreach workers use home visits to adolescent mothers/parents as an opportunity to intervene and recruit among the community of at-risk, pregnant, or parenting youth in the area. The job training component is built around on-the-job-training in child care, food service, office skills, and auto mechanics. Also, the case managers refer men to appropriate support services in the community, e.g., health, family court/child support.

Wishard Memorial Hospital in Indianapolis, Indiana, administers a Father Resource Program, operated by the hospital's social work department which serves primarily fathers of children born at Wishard Memorial. The program uses a multi-service approach with an employment and training focus. The social work department of Wishard Memorial implemented the program in 1993 to assist young, disadvantaged fathers whose children are born at the hospital and has expanded its recruitment strategy to the surrounding community. The program provides an intensive six-week job readiness and fatherhood development workshop, employment counseling, educational assessment leading to an individual service plan, GED and basic skills training referrals, job placement services and priority job placement at Wishard Memorial Hospital. Stipends and cash bonuses are provided during the six-week workshop, and post-placement support services include recreation activities, a fathers' support group which uses the Responsible Fatherhood curriculum developed by Public/Private Ventures (coordinated with a mothers' support group), and a young fathers' reading club. In addition to placement at Wishard Memorial, the project routinely makes

referrals to the mayor's office of workforce development where case workers access a jobs bank and set up interviews for clients. Typically the program attempts to place at Wishard Memorial Hospital the fathers who may best be able to avail themselves of college course work because the hospital has a tuition reimbursement benefit for employees.

St. Bernadine's Head Start in Baltimore, Maryland, targets fathers or other significant males of children enrolled in the Head Start center. Their father-involvement initiative began in 1982 in collaboration with the Urban League. Recruitment and referral focus on the fathers of children in the Head Start program, primarily non-custodial fathers, and are coordinated with the parenting involvement activities in which the custodial parents participate. Building on the parenting instruction and child development activities in the current fathers program, St. Bernadine's recruits a father/significant male for every child enrolled in the Head Start program. Fatherhood instruction is augmented by basic skills training in the applicant's on-site adult education facility. They have developed an agreement with a local security firm to provide training to participants and technical assistance to program graduates in establishing a security services business to provide security and escort services to Baltimore City's sixteen Head Start centers. St. Bernadine's also offers participants training toward regular Head Start instructor certification. Also, the center routinely makes referrals to a city-funded training and placement service.

The Institute for Responsible Fatherhood and Family Revitalization (IRFFR) in Washington, D.C., submitted applications on behalf of five different sites which are currently part of its national replication program. The Institute's replication sites in Washington, D.C., and San Diego, California, will add two geographically diverse opportunities to learn more about an intensive counseling-based, community outreach approach to working with fathers. These sites will provide valuable information about how to implement this approach in different environments. In 1984 IRFFR developed a program in Cleveland to increase responsible fatherhood among disadvantaged, non-custodial parents through intensive counseling and case management. The program's recruitment process employs a community outreach strategy that also seeks referrals from welfare agencies, hospitals, and the justice system. Counselors act as role models and aim to motivate non-custodial fathers by example. Counselors create fatherhood development and treatment plans with participants that include personal objectives necessary to improve one's fathering abilities and educational and employment objectives necessary to become a supportive father. The counselor facilitates father support groups; makes referrals to other services, e.g., employment and training; and makes home visits to engage participants and monitor participation.

Child Support Enforcement and Paternity Establishment

- An important part of being a responsible parent is financial support. The Clinton Administration and HHS have made a concerted effort to increase child support payments from non-custodial parents, which include mothers as well as fathers. Since the Administration has taken office, child support collections have increased by nearly 40%. Preliminary data for FY 1995 show nearly \$11 billion was collected, up from \$8 billion in FY 1992.

program activities, up from 554,000 reported established by child support agencies in 1992.

- HHS is committed to helping states improve child access issues for non-custodial parents. HHS funded and is currently evaluating child access demonstration projects in Idaho, Florida, Indiana, Arizona, Iowa, and Massachusetts. These projects are testing the effectiveness of mediation and parenting services in helping divorced parents reach agreements with regard to child access.

Head Start

- Head Start has published the "Head Start Handbook of the Parent Involvement Vision and Strategies," which outlines how mothers and fathers can play critical roles in their children's education. Early Head Start has also incorporated a special emphasis on fathers into its mission and program practices.

Community Services

- Through its Demonstration Partnership Program, the Office of Community Services has funded a variety of demonstration projects that enhance the ability of low-income men to provide for their families, promote responsible fatherhood, and help fathers in prison maintain viable relationships with their families.

Office of the Assistant Secretary for Planning and Evaluation (ASPE)

ASPE, in collaboration with ACF, has funded the following three projects to examine various aspects of responsible fatherhood:

- A study of how best to evaluate community-based fatherhood projects;
- The development of a framework for increasing father involvement in programs serving children and families; and

Health Resources and Services Administration (HRSA)

- HRSA funds 22 Healthy Start projects that support fathers through such initiatives as men's clinics, support and service programs, and activities that promote the inclusion of fathers in pre-natal care and in parenting.
- The Maternal and Child Health Bureau, in collaboration with the Michigan Department of Health, has developed a new video for health care staff to help them understand the importance of involving fathers in the care of special needs children.

National Institutes of Health (NIH)

- Institutes within NIH, such as The National Child Institute of Child Health and Human Development (NICHD), the National Institute on Drug Abuse (NIDA), the National Institute of Mental Health (NIMH), and the National Institute on Alcohol Abuse and Alcoholism (NIAAA), have been collecting demographic and behavioral data from fathers which enable us to better understand how to support fathers and strengthen families. Recent grants have looked at fathering issues within a range of ethnic groups.
- NICHD has supported the development of The National Survey on Males, which will provide groundbreaking information on the sexual and contraceptive behaviors of young men.
- NIDA supports research efforts to examine the effects of paternal drug use on children's drug use. In addition, research efforts focus on the development and evaluation of comprehensive drug abuse treatment programs that are family focused.

Office of Minority Health (OMH)

- OMH is the lead agency coordinating a multi-year cooperative agreement with a consortium of Historically Black Colleges and Universities to develop models to prevent minority male violence. The consortium has published an initial set of papers from the 1995 National Conference on Family and Community Violence Prevention.

Office of Population Affairs (OPA)

- The Office of Population Affairs administers the Adolescent Family Life Program which provides abstinence focused educational services to prevent early unintended pregnancies and also develops and implements new approaches in the delivery of medical, social and educational services to pregnant and parenting adolescents, their infants, and their families. All programs offer services to adolescent males and many of the programs providing services to pregnant and parenting adolescents target

services specifically to young fathers, such as job skill training, parenting skills and personal counseling.

- The Title X Family Planning program provides reproductive health and family planning services, counseling and education to nearly 5 million persons annually. Title X also works in partnership with other organizations offering non-health related services to young men. For example, a joint venture with the Texas Education Foundation, a Job Corps Center, is developing a coordinated approach for providing work and training services, as well as education and information on responsible fatherhood, including the importance of postponing sexual activity and male responsibility in preventing early unintended pregnancy.
- Through the Title X Family Planning Program, the OPA will be funding demonstration projects in each of HHS' 10 regions to provide training and part-time employment, within the family planning clinic setting, to high school aged male interns. Education about male responsibility in preventing early unintended pregnancy and the importance of reproductive health and family planning services for males will also be a focus of each project.

Centers for Disease Control and Prevention (CDC)

- The National Center for Injury Prevention and Control at the CDC is working to reduce violence, particularly among young boys and adolescent males. By promoting non-violent behavior among adolescent males and by developing effective interventions, the CDC is helping to reduce levels of violence in families and communities.

Substance Abuse and Mental Health Services Administration (SAMHSA)

- SAMHSA's Center for Substance Abuse Prevention has funded a grant to the Detroit Urban League to conduct the Male Responsibility: Lifepower Program (MRP). MRP uses the rites of passage model to promote social responsibility among African American males aged 9 to 18. In addition to counseling, training, and educational components, the program offers the male responsibility curriculum that examines negative behaviors in the context of African American values, history, and traditions.

Improving Research and Data Collection on Fathers

HHS is collaborating with other federal agencies through the Federal Interagency Forum on Child and Family statistics, researchers and private foundations in an effort to improve data collection and research on fathers. A town-meeting on fatherhood and male fertility issues was held on March 27 to identify issues and barriers to better data collection. As a part of this continuing year-long effort, a conference on clinical and ethnographic research on fathers

will be held June 11-12; a conference on large scale surveys and quantitative analysis will be held October 10-11; and a conference to make recommendations on measurement and data collection on fatherhood will be held in March 1997.



DEPARTMENT OF HEALTH & HUMAN SERVICES

Melissa T. Skolfield

Assistant Secretary for Public Affairs

Phone: (202) 690-7850

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To: Bruce Reed

Fax: 456 - 5557 Phone: _____

Date: 6-12-96 Total number of pages sent: 6

Comments:

Draft one-page on teen pregnancy event tomorrow and draft Q's & A's for your review. A copy has been sent to Jeremy Ben Ami. Please return comments by 12:30 today.

Thank you.

Lisa A. Gilmore
Lisa A. Gilmore
Public Affairs

DRAFT

PREVENTING TEEN PREGNANCY

At today's White House ceremony, President Clinton hosted a presentation of "**Kids Having Kids**," a new report from the Robin Hood Foundation on the costs of adolescent childbearing. The report confirms what the President has been saying about teen pregnancy: that the problem is linked with tremendous social and economic costs, particularly for the children of teen mothers and teen mothers themselves.

At the White House ceremony announcing "Kids Having Kids", the Department of Health and Human Services (HHS) released a new guide for communities called "**Preventing Teen Pregnancy: Promoting Promising Strategies**." This guide specifies the five principles most likely to work to prevent teen pregnancy and singles out several currently promising programs. The principles for prevention are:

- parental and adult involvement,
- abstinence and personal responsibility,
- clear strategies for the future,
- community involvement, and
- sustained commitment.

Last year, President Clinton challenged "parents and leaders all across this country to join together in a national campaign against teen pregnancy to make a difference." A group of prominent Americans responded to that challenge, forming the **National Campaign to Reduce Teen Pregnancy** chaired by former New Jersey Governor Tom Kean.

As part of its comprehensive strategy to prevent teen pregnancy, the Administration's FY 1997 budget proposal provides \$30 million for HHS to launch a new **Teen Pregnancy Prevention Initiative**, to support community prevention efforts in cities with high teen pregnancy rates. This builds on the progress made by programs already in place at HHS.

These are the latest achievements in the Administration's strategy to prevent teen pregnancy. Among other recent Administration accomplishments:

- On May 4, 1996, President Clinton announced four executive actions to ensure that teen mothers on welfare stay in school and live at home. As a result, teen mothers in all states must stay in school, or return to school if they have dropped out, and prepare for employment. States are also encouraged to pay cash bonuses to teen mothers who finish high school and require minor mothers to live with a responsible adult.
- HHS awarded 15 grants totalling \$4.2 million to comprehensive demonstration programs that encourage abstinence to prevent early teen sexual activity and reduce teen pregnancies.
- HHS launched the CDC Teen Pregnancy Prevention Program by awarding 13 grants totalling \$6.5 million over two years to support community coalition efforts to reduce teen pregnancy.

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Q's and A's: Robin Hood Report

Q. What are the key findings of the Robin Hood Study?

A. The report analyzed the costs of childbearing by teenagers 17 years old and younger. There are three key findings:

First, in comparison to the children of young women who are 20 or 21 years old, the children of teenagers 17 and under fare considerably worse. They are more likely to be low-birthweight babies; have childhood health problems; be physically abused and neglected; and perform poorly in, or drop out of, high school.

Second, teenage mothers under 18 themselves fare much worse than mothers who do not have their first child until age 20 or 21. They are less likely to complete high school and more likely to spend time as a single parent during their children's formative years.

Third, there are tremendous economic costs to society associated with childbearing by teenagers under age 18. The study estimates a total cost to the taxpayers of \$ 6.9 billion annually just related to the pregnancies of teens 17 and under.

Q: Why is the estimate of the total societal cost of teenage childbearing lower than past studies? Does that mean the report finds the problem is not as significant?

A: First of all, we think \$ 6.9 billion per year is a huge economic cost.

The reason this figure is lower than estimates in other studies is that the analysis is different. This study only looks at the societal cost of childbearing to teenagers 17 and under. It does not include the societal cost related to births by 18 and 19 year-olds, who make up 55 percent of the teenage mothers.

Q: This report seems to say that teen pregnancy causes higher rates of criminal behavior or school failure among the children. Is that the case?

A: There's an association between these behaviors -- but there may not be a cause. Whether or not there is a direct causal relationship, we need to make every effort to dramatically reduce the rate of teen pregnancy in this country. That's why President Clinton has made teen pregnancy prevention a top priority.

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Q: This report seems to support Senator Dole's thesis that teen pregnancy and welfare receipt cause a variety of social ills, including crime, homelessness, and poor school performance. Do you agree?

A: Again, this report does not draw a conclusion about cause and effect, and research on this is mixed. But President Clinton has noted repeatedly that children of young, unmarried mothers are more like to live in poverty. For example, The Annie E. Casey Foundation found that a child born to an unmarried, teenage, high school dropout is 10 times more likely to live in poverty than a child born to a mother with none of these characteristics (Kids Count Data Book, 1996). That's why he's been working to prevent teen pregnancy on a number of fronts, including pushing for increased funding and welfare reform, calling for a national campaign to prevent teen pregnancy, signing executive orders to ensure that teen mothers on welfare stay in school and live at home, and proposing \$30 million for a new teen pregnancy initiative to help communities with high rates of teen pregnancy.

Q: According to this study, teenage mothers are earning more thirteen years after the birth of the children than mothers who wait until their early 20's to have children. With all the other negative outcomes of teenage parenting, why does this outcome look positive?

A: A major reason for the higher earnings of under 18 teenage mothers is that these mothers have less alternative support available from the fathers and spouses and more often seek employment as their children enter school.

It should also be noted that both groups of mothers are earning very little -- so the difference is not great. In addition, teenage mothers are significantly disadvantaged over older mothers in the years shortly after the birth of their children. And, over time, the families of teenage mothers are definitely worse off than families of older mothers.

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Q: How much do we spend now on preventing teen pregnancy?

A: In September, 1995, HHS awarded 15 grants totalling \$4.2 million to comprehensive demonstration programs that encourage abstinence to prevent early teen sexual activity and reduce teen pregnancies. Also in September, 1995, HHS launched the CDC Teen Pregnancy Prevention Program by awarding 13 grants totalling \$6.5 million over two years to support community coalition efforts to reduce teen pregnancy.

The total amount of spending on teen pregnancy prevention is difficult to quantify, however. Teen pregnancy prevention includes a comprehensive array of efforts, including abstinence-based activities, school health, family planning, academic tutoring, job skills training, community service programs, and media campaigns. Government funding helps communities to coordinate services to prevent teen pregnancy and to fill in the gaps in services when needed.

Q: What new teen pregnancy prevention programs have really been started since 1993?

The CDC Teen Pregnancy Prevention Program is HHS' newest teen pregnancy prevention program. In September 1995, CDC made awards totalling \$6.5 million over two years to 13 community-wide coalition partnership programs in support of their work with youth to delay pregnancy and childbearing, and prevent related problems. The purpose of these programs is to demonstrate that communities can mobilize and organize their resources in support of effective and sustainable programs to prevent initial and repeat teen pregnancies community-wide.

HHS' Adolescent Family Life Program, begun in 1982, awarded \$4.2 million in new grants to 15 community-based demonstration programs to prevent early sexual activity and reduce teen pregnancies.

HHS continues to support a wide range of efforts to reduce teen pregnancy. HHS is also conducting research and evaluation to determine find out what works and what doesn't work to reduce teen pregnancy.

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Q: But how is this new \$30 million teen pregnancy program different from those that CDC and other Office of Population Affairs already run?

A: We aren't trying to recreate the wheel here, and we expect the new program to work in tandem with HHS' existing efforts. This new program is different because it is targeted to communities with high teen pregnancy rates, because it will attempt to seek out promising new strategies for support, because it will target young men and young women, and because each program chosen will be rigorously evaluated. The initiative is multi-faceted -- it combines activities which will provide opportunities for youth and promote responsible behavior. The goal of the program is to communicate the President's key message on teen pregnancy, by convincing young men and young women that staying in school, postponing pregnancy, and preparing to work are the right things to do.

Draft List of Possible Child Support Actions

Pilot A Federal New Hire System

- Directive to HHS + DOL*
→ Steve Newman
- a. Urge voluntary submittal to FPLS of new hire data from 25 States which require new hire reporting and challenge remaining States to implement New Hire Reporting programs.
 - b. Do a one-time match of this data with child support cases maintained by OCSE as part of FPLS and the tax offset program and send hits to States. (SSA might also be interested in using the data for fraud detection purposes.)
 - c. About the time this match could be done (60 - 90 days), we would also be in a position to match our Federal Income tax offset cases with Federal employee databases, as envisioned under the President's EO. Results could be publicized along with the New Hire hits.

[OCSE/ASPE exploring feasibility of quantifying added collections; OCSE drafting questions and answers appropriate for use after event]

Strengthen Federal Role in CSE

Post State 10 Most Wanted Lists in U.S. Post Offices

[Bruce Reed will contact Post Office to discuss]

Strengthen Paternity Establishment

Directive to HHS

Issue regulations that require applicants to cooperate with child support by supplying necessary information to receive benefits. The regulation would clarify the types of actions and/or documents which may be required of applicants and recipients to prove cooperation. States would no longer be required to accept a mere attestation that information is not available.

[ASPE and OCSE exploring feasibility of preparing paternity and collection estimates related to this change in policy. ACF will coordinate with OMB as regulations are being developed to speed clearance. ACF will work to issue regulations within one month of announcement.]

Responsible Fatherhood

- Expands welfare rolls*
- a. Use waivers to implement the President's proposal to enhance responsibility and opportunity for non-custodial parents by providing waivers and related Federal financial participation for States to pilot supportive approaches.
- UP*
- b. Remove federal barriers to father involvement and family formation in the AFDC program [by revising AFDC regulation defining continued absence from the home.]
- c. Encourage CSE offices to stay open during traditional non-work hours to accommodate working parents.
- d. Inform EC/EZ sites that waivers needed to establish or expand responsible fatherhood/parenting programs are included in fast track procedures. Encourage EZ programs to assist in the establishment and facilitation of responsible fatherhood programs.
- Report?*
- e. Encourage States to design more flexible child support policies to address problems of low income fathers, to encourage parental involvement, and family unification.
- f. Work with communities, States and the Department of Education on good parenting and family formation curricula and on involving both parents in a child's progress in school.
- g. Encourage the adoption of recommendations of the U.S. Commission on Child and Family Welfare.

[Wendell Primus has contacted the VP team. Elaine Kamarck was supportive of moving forward on all items--liked combination of child support and fatherhood pieces; especially interested in addressing arrearages issue.]

[Handwritten scribble]

Update on License Revocation

~~Update-report~~ and press release issued last year on State action to implement licensing restriction programs for child support enforcement, emphasizing State response to President's endorsement (19 States one year ago -- today 40).

[OCSE has updated matrix of State activity and is in the process of preparing the overview (press statement)]

Federal Government as Model Employer

Release report, highlighting several of the key recommendations with next steps to be taken to strengthen this effort.

[Report is in OMB clearance; OCSE preparing list of most visible recommendations]

Actions requiring further analysis:

Debt Collection Legislation -- OCSE participated in a teleconference with OMB and Treasury to discuss the impact of the legislation on child support. Discussions indicated that this item would not be appropriate for inclusion in this child support initiative because of timing (Treasury system will not be up until FY 1998) and because any new offsets available for child support collections appear of minimal impact.

Timeliness for Paternity Establishment -- OMB will write a paper on this issue for future discussion.

match against benefit payments next yr.

*Pres. Directive
to Treasury*

PROPOSAL TO MOVE FORWARD WITH A FEDERAL NEW HIRE REPORTING SYSTEM

Background

A New Hire Reporting directory is an automated system to which employers and union hiring halls furnish identifying information on newly hired employees. The data is matched against child support caseload information to locate individuals and to identify their income source for purposes of establishing and enforcing child support obligations.

Some 25 States have implemented some form of new hire reporting, though with significant operational variations. For example, employer participation may be voluntary rather than mandatory or only limited categories of employers (e.g., the construction industry) and not all employers may be obligated to report. The enclosed matrix shows the particulars of each state's new hire reporting program.

Welfare reform legislation would require all states to establish a standardized New Hire Reporting directory covering all employers, and to forward their data to a National Directory. The information would be periodically matched against a Federal Case Registry, with "hits" returned to state child support agencies for necessary further action.

Proposal

OCSE would carry out a one-time project matching data from existing state new hire reporting programs with child support cases maintained by OCSE, as of a point in time, of case submittals to the Federal Parent Locator Service and the current file of delinquent cases certified for offset of federal income tax refunds. Initial raw "hits" would begin to flow within 60 to 90 days from inception of the project.

Dependent upon the timing, this crossmatch would be complemented by ongoing efforts, under the February, 1995 Executive Order, to match these same tax offset cases against the payrolls for federal civilian personnel and members of the uniformed services.

The proposed crossmatch would be a significant learning experience and would have an immediate operational payoff in identifying opportunities for child support agency action in interstate cases which are essentially not addressed by the existing, state-specific new hire reporting programs.

Logistics and Alternatives Considered

The 25 States would be asked to submit six months worth of their data, via magnetic tape, to ACF. A record format would be provided for data extraction purposes, but it's use would be encouraged rather than required. Since only a one-time match is envisioned, ACF would not maintain the state-submitted information.

The number of states willing to participate is yet to be determined. However, experience indicates that Massachusetts, Iowa, Alaska and Washington are good candidates.

Consideration was given to attempting to establish and maintain the beginnings of a Federal New Hire Directory as envisioned under welfare reform but this was determined to require significant additional resources and could not be accomplished quickly.

Another option considered would involve bringing State Employment Security Agency quarterly wage and claims data inhouse, but it too was discarded because of timing, cost, and anticipated resistance from the Department of Labor.

Potential Impediments

Even a solicitation of data submissions, on a voluntary basis, could fall under the OMB clearance provisions of the Paperwork Reduction Act of 1995. Such clearance for information collection packages averages six months. A determination that clearance is not necessary in this instance or expedited OMB clearance would be essential.

Costs are not anticipated to be significant since building and maintaining an ongoing database is not envisioned. In states where the SESA maintains New Hire reports reimbursement may become an issue, but whether this problem will materialize and its' potential magnitude is still unknown.

POSTING OF DELINQUENT CHILD SUPPORT DEBTORS IN POSTAL FACILITIES

BACKGROUND

Posting of "Most Wanted" photos is a potential tool for increasing public awareness of making sure that parents cannot and do not simply walk away from their children. About 16 states are known to have current experience with "Most Wanted" campaigns. These are Arizona, California, Colorado, Florida, Hawaii, Indiana, Iowa, Kentucky, Maine, Montana, Nebraska, Nevada, New York, North Carolina, Rhode Island, and South Dakota.

PROPOSAL

Increase the visibility of State "Most Wanted" activities by allowing States which utilize this enforcement tool to post these lists and photos in Post Offices located in their respective States.

POTENTIAL IMPEDIMENTS

There are considerations regarding the feasibility of the proposal. Based upon discussions with Postal Service officials, they are attempting to upgrade the appearance of their facilities, become more business oriented and customer friendly. Further, they are making plans to display and promote their own products (stamp issues, etc) and reduce/remove FBI most wanted posters from their lobby walls and place them into less conspicuous books.

In short, they are interested in making a more "positive statement to customers." The Postal Service is a quasi-independent government agency. This status can make it more difficult to "direct" them to display child support most wanted photos.

PROPOSAL TO AMEND THE IV-A CHILD SUPPORT REGULATIONS

Background

Bringing a child into the world is a critical responsibility for parents. But in far too many cases of a child born out of wedlock, parents are not held accountable for this decision. Current rules (45 CFR 232.12 et seq.) require the custodial parent to cooperate in establishing paternity and child support, unless they have "good cause" for not doing so. If non-cooperation occurs, the custodial parent is ineligible for assistance. But the rules allow an individual to "attest to the lack of information, under penalty of perjury." Under this provision, many unmarried applicants are routinely claiming that they do not have the basic information needed to locate the father and establish paternity. As a result, paternity is established in only one-third of these cases.

To tighten the definition of cooperation, several States have sought and been granted waivers for demonstrations to define "cooperation" as the furnishing of specific information. Recently, questions about certain clients' ability to provide information have been raised by advocacy groups, and legal challenges have been brought or threatened in Illinois, Massachusetts and Virginia.

To ensure that children are protected, OGC recommended that future waivers require States to establish criteria for cooperation in cases where the applicant cannot reasonably be expected to know the identifying information about the absent parent. This would allow States to require more than a mere attestation, but to accept less than the specified information in limited circumstances. Such criteria should go a long way to address the concerns of the advocacy community and get the Federal government out of litigation disputes between States and plaintiffs.

Several States have also persuasively argued that the IV-D agency, rather than the IV-A agency, should be permitted to make the cooperation decision. Allowing child support staff to make the decision is more efficient because it eliminates delays in the "back and forth referral ritual" between IV-D and IV-A staff. It also encourages client responsibility in dealing with the IV-D worker who will establish paternity and obtain child support.

Proposal

To strengthen parental responsibility in establishing paternity and child support and to provide States with enhanced flexibility, we recommend amending the regulations at §§232.12 and 235.70 to add the following:

- o AFDC applicants will be referred to the IV-D agency within 2 days of filing an application and must cooperate in establishing paternity and child support, as a condition of eligibility, prior to the receipt of benefits (unless good cause for refusing to do so is determined).
- o In addition to current requirements, cooperate means the mother has provided the State the following information:
 - (a) the name of the father, or if there is more than one possible father, the names of all possible fathers; and
 - (b) sufficient information to verify the identity of the person(s) named (such as the present address of the person, the past or present place of employment of the person, the past or present school attended by the person, the name and address of the person's parents, friends or relatives that can provide location information for the person, the telephone number of the person, the date of birth of the person, or other information that, if reasonable efforts were made by the State, could lead to identify a particular person to be served with process).

The State shall establish criteria for determining cooperation in cases where the individual does not know or cannot reasonably be expected to know the required identifying information about the absent parent. An individual who knowingly provides false information shall be subject to prosecution for perjury.

- o If the cooperation determination is not made within the application processing timeframe (no later than 45 days from the filing date or a shorter period as elected by the State) and the delay is not due to inaction on the part of the applicant, then benefits will be authorized provided that all other eligibility and payment factors have been met.
- o State staff will inform each individual orally and in writing of the good cause exceptions available and help the individual determine if he/she qualifies for an exception.
- o A failure to cooperate at application or subsequently will result in the removal of the caretaker's need from the grant. States are required to inform, through adequate notice, all applicants or recipients who fail to cooperate of their right to a fair hearing to appeal the determination.

If a mother fails to cooperate and is determined ineligible for benefits, but subsequently chooses to cooperate and takes appropriate action, benefits will be reinstated.

- o The new cooperation requirement is effective 90 days after publication of the final rule or, for States requiring new legislation, no later than the first day of the first calendar quarter beginning after the close of the first legislative session that begins after the date of the final rule. The new requirements will apply to all applicants after that date and, for recipients, no later than the next redetermination after that date.

- o To provide States additional flexibility in the cooperation process, we will notify States in the NPRM that they may request a waiver under the Intergovernmental Cooperation Act to allow the IV-D agency to render the determinations of cooperation or non-cooperation. Under this provision, the State can submit a simple request demonstrating how it is more effective and efficient to do so, together with appropriate amendments to the pages in its State plan describing its organizational arrangements.

Responsible Fatherhood

A. Use waivers to enhance responsibility and opportunity for non-custodial parents by--

- o Piloting access and visitation programs designed to encourage cooperative parenting and strengthen father involvement.
- o Piloting programs as follow up to in-hospital paternity establishment programs or other post-natal programs to encourage development of voluntary parenting plans, and linkages to programs providing parenting and health education and employment and training opportunities to parents. Post-paternity programs will have to demonstrate substantial community linkages to local Head Start, Healthy Start, Community Action Agencies and other related social service agencies.
- o Encouraging demonstrations and granting funds for unmatchable costs to provide services that promote family formation and stability or that deal with a broad array of economic and social problems that prevent fathers paying child support. In relation to this proposal:
 1. Continue to encourage through 'fast track waivers' the use of JOBS funds for the training and job readiness of fathers owing child support.
 2. Encourage states to explore use of waivers to remove barriers to serving intact families in UP programs (100 hour rule, deprivation factors, attachment to labor force)
 3. Encourage the Department of Labor to assign high priority for Job Training Partnership Act (JTPA) funding for responsible fatherhood programs.
- o Supporting flexibility in the pass-through of child support to encourage fathers to pay more regularly and mothers to see real benefits from cooperating with child support.

B. Encourage CSE offices to stay open during traditional non-work hours so that working parents can easily avail themselves of IV-D services.

C. Inform EC/EZ sites that waivers needed to establish or expand responsible fatherhood/parenting programs are included in the EC/EZ fast track procedure. Encourage empowerment zone programs to establish responsible fatherhood programs.

D. Encourage States to design more flexible child support policies to address problems of low income fathers and to encourage parental involvement and family unification, including: retrospective ordering of support following paternity establishment, access to downward modification, use of income imputation, improved service of process, due process regarding 'default' actions, and credit for in-kind services (e.g., child care by fathers).

E. Work with communities, states and the Department of Education to:

- o improve school access to curricula materials to educate future fathers about the importance and nature of good parenting and family formation
- o remove unreasonable impediments to providing non-custodial parents with information about a child's school progress

F. Encourage the adoption of recommendations of the U.S. Commission on Child and Family Welfare.

Release Report on Executive Order Recommendations

President Clinton announces the release of a report of recommendations to improve the child support enforcement program in the Federal workforce. The recommendations include: 1) getting tough on child support for prospective Federal employees; 2) facilitating child support enforcement from Federal employees and uniformed personnel; 3) improving access to health care coverage for dependents of Federal employees; and 4) reducing the burden of child support enforcement on employers. A full set of recommendations is attached. Details on the above recommendations follow.

- o Get tough on child support for prospective Federal employees by informing prospective Federal employees that the Federal government assists in establishing and enforcing child support orders and regularly crossmatches its personnel records with lists of persons who owe child support.

This recommendation sends the important symbolic message that the Federal government takes child support enforcement seriously.

- o Facilitate child support enforcement from Federal employees and uniformed personnel by developing a routine release form for Federal agencies to release address and income information to State child support enforcement agencies.

Federal agencies often do not provide State child support enforcement agencies with home address and income information regarding Federal employees and members of the Uniformed Services despite an exception to the Privacy Act.

- o Improving Health Care Coverage by proposing legislation to allow Federal agencies to enroll dependents into the FEHBP when the employee-obligor who is enrolled, fails to enroll the child.

Current law does not effectively address the situation where an obligor has self-only coverage and has not chosen family-coverage to enroll dependents.

- o Reduce the burden of child support enforcement on employers by facilitating wage withholding through the establishment and use of a standard income withholding form.

The Federal Office of Child Support Enforcement, in conjunction with representatives of State IV-D agencies, employers, and payroll groups, has developed a standardized income withholding form that will reduce the burden on employers who must learn to use and process a vast array of forms from different States.

o Improving service of process by modifying Federal agency personnel rules to facilitate service of process in legal actions for child support.

An important aspect of every child support case is ensuring that jurisdiction is obtained over the child support obligor. One way to do this is to serve the obligor with notice of the suit. This process however, is often more difficult in the context of the Federal government, when for example, members of the uniformed services may be stationed overseas.



U. S. Department of Justice

Washington, D.C. 20530

FACSIMILE COVER SHEET

TO: RAHM EMANUEL

FROM: Nicholas M. Gess
Director
Public Liaison and Intergovernmental Affairs
TELEPHONE: (202) 514-3465
FACSIMILE: (202) 514-2504

DATE: May 16, 1996

SUBJECT: child support

PAGES: (Including this cover sheet)

REMARKS: RAHM - Heard you guys were looking for things we can do to highlight the President on child support. Attached are some ideas. NONE are cleared within DoJ yet. Nick

ADMINISTRATION PLAN ON CHILD SUPPORT

To Bruce

DRAFT-DRAFT-DRAFT
5/16/96 - 8:50 AM

I. Things the President Can Do By Executive Order

- Issue an Executive Order requiring all Cabinet Secretaries to revoke any license issued by their agency to an individual more than 45 days delinquent in a court-ordered child support debt. This would include pilots (FAA), doctors (DEA) and long-haul truckers (ICC).
- Make it a condition of new Federal employment that the prospective employee not be more than 45 days delinquent in a court-ordered child support debt.
- Require Cabinet Secretaries to make it a condition of continued employment, in accordance with existing laws and collective bargaining agreements, that employees not be more than 45 days delinquent in a court-ordered child support debt.
- Require Federal contractors to require that employees working on Federal contracts not be more than 45 days delinquent in a court-ordered child support debt.
- Authorize the Internal Revenue Service and the Social Security Administration to provide relevant financial data regarding those who are more than 45 delinquent in a court-ordered child support debt to Federal, state and local enforcement agencies as well as the plaintiff in such actions.
- Permit plaintiffs in child support actions to lodge child support orders as offsets against Federal income tax refunds.
- Deny Federal benefits to those with delinquent child support orders except to the extent that at least 50% of those benefits are paid directly to the plaintiff in the child support action or a Federal, state or local agency acting on behalf of such a plaintiff.

- Direct Cabinet Secretaries to, within the bounds of the program, require states as a precondition of Federal grants to suspend the motor vehicle operators licenses of individuals more than 45 days delinquent in a court-ordered child support obligation.

II. Things the President Can Do by Bully Pulpit

- Call on the governors to join him in issuing similar executive orders of their own.
- Call on private employers to form a partnership with the Administration and make keeping current on child support obligations a condition of employment, continued employment and promotion.

III. Things the President Can Call on Congress to do

- Expressly authorize employment preconditions as a matter of Federal labor law.
- Make child support obligations non-dischargeable in bankruptcy
- Require states receiving Federal highway funds to suspend drivers licenses of deadbeat parents.
- Deny Federal benefits to deadbeat parents.

List of Possible Child Support Actions

1. Begin Building A New/Hire Directory

- a. Urge voluntary submittal to FPLS of new hire data from 25 States which require new hire reporting and challenge remaining States to implement New Hire Reporting programs.
- b. Match this data with child support cases maintained by OCSE as part of FPLS and the tax offset program and send hits to States. (SSA might also be interested in using the data for fraud detection purposes.)
- c. About the time this match could be done, we would also be in a position to match our Federal Income tax offset cases with Federal employee databases, as envisioned under the President's EO. Results could be publicized along with the New Hire hits.

2. Strengthen Federal Role in CSE

- a. Initiate a strong law enforcement initiative led by Law Enforcement Coordinator in the Federal OCSE.
- b. Post State 10 Most Wanted Lists to be posted in U.S. Post Offices and on the Federal OCSE INTERNET Home page.

3. Strengthen Paternity Establishment

- a. Issue regulations that require applicants to cooperate with child support by supplying necessary information to receive benefits. The regulations would clarify the types of actions and/or documents which may be required of applicants and recipients to prove cooperation. States would no longer be required to accept a mere attestation that information is not available.

4. Responsible Fatherhood (meeting to develop more ideas)

- a. Encourage parents with marital problems to seek assistance in developing joint parenting plans and mediation as part of the process of dissolving their marriage.

- b. Once the marriage is dissolved, promote responsible fatherhood by requiring that schools share report cards with both parents, upon request of noncustodial parents.
- c. Encourage CSE offices to stay open during traditional non-work hours so that working parents can easily avail themselves of IV-D services.
- d. Encourage demonstrations, and grant necessary waivers and funding for unmatchable costs of providing services to deal with problems that prevent payment of child support (Parent's Fair Share concepts, job training and referral, parenting classes, peer support)

**Child Support Enforcement --
Areas to Review for Possible Executive Action**

DRAFT

- Tighten CSE cooperation requirements for AFDC and Medicaid. Options could include moving the cooperation determination authority to the IV-D agency; and, if permissible, requiring additional information be provided to meet the cooperation standard.
- Aggressively implement new collections authority under the Debt Collection legislation.
- Require that applicants for Federal occupational and professional licenses certify compliance with child support orders or repayment plans as a condition of receiving a license, where legally permissible. Passports?
- Require that applicants for Federal grants, loans, and/or contracts certify that they are in compliance with Model Employer practices, to the extent legally permissible.
- Develop modified timeliness requirements for paternity establishment for young children, such that States with aggressive in-hospital paternity programs could meet the requirements, but those without could not. Encourage paternity outreach efforts at WIC and public health clinics.
- Implement a system by which States may voluntarily provide HHS with information that would be required under the New Hire provisions of welfare reform legislation.
- Expand plans for making the Federal government a Model Employer based on recommendations from HHS, OPM and others.

→ New Report on ^{drivers} licensing - 39 states



U. S. Department of Justice

Washington, D.C. 20530

FACSIMILE COVER SHEET

TO: DENNIS BURKE

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SUBJECT: child support

PAGES: (Including this cover sheet)

REMARKS: Dennis - Heard you guys were looking for things we can do to highlight the President on child support. Attached are some ideas. NONE are cleared within DOJ yet. Nick

BR -

FYI

DB

ADMINISTRATION PLAN ON CHILD SUPPORT

DRAFT-DRAFT-DRAFT

5/16/96 - 8:50 AM

I. Things the President Can Do By Executive Order

- Issue an Executive Order requiring all Cabinet Secretaries to revoke any license issued by their agency to an individual more than 45 days delinquent in a court-ordered child support debt. This would include pilots (FAA), doctors (DEA) and long-haul truckers (ICC).
- Make it a condition of new Federal employment that the prospective employee not be more than 45 days delinquent in a court-ordered child support debt.
- Require Cabinet Secretaries to make it a condition of continued employment, in accordance with existing laws and collective bargaining agreements, that employees not be more than 45 days delinquent in a court-ordered child support debt.
- Require Federal contractors to require that employees working on Federal contracts not be more than 45 days delinquent in a court-ordered child support debt.
- Authorize the Internal Revenue Service and the Social Security Administration to provide relevant financial data regarding those who are more than 45 delinquent in a court-ordered child support debt to Federal, state and local enforcement agencies as well as the plaintiff in such actions.
- Permit plaintiffs in child support actions to lodge child support orders as offsets against Federal income tax refunds.
- Deny Federal benefits to those with delinquent child support orders except to the extent that at least 50% of those benefits are paid directly to the plaintiff in the child support action or a Federal, state or local agency acting on behalf of such a plaintiff.

- Direct Cabinet Secretaries to, within the bounds of the program, require states as a precondition of Federal grants to suspend the motor vehicle operators licenses of individuals more than 45 days delinquent in a court-ordered child support obligation.

II. Things the President Can Do by Bully Pulpit

- Call on the governors to join him in issuing similar executive orders of their own.
- Call on private employers to form a partnership with the Administration and make keeping current on child support obligations a condition of employment, continued employment and promotion.

III. Things the President Can Call on Congress to do

- Expressly authorize employment preconditions as a matter of Federal labor law.
- Make child support obligations non-dischargeable in bankruptcy
- Require states receiving Federal highway funds to suspend drivers licenses of deadbeat parents.
- Deny Federal benefits to deadbeat parents.

Cynthia

ASK ABOUT ILLEGITIMACY

1. Treasury (→ call Sylvia)
2. DOJ
3. Paternity co-op

**Child Support Enforcement --
Areas for Potential Executive Action**

USPS posting of list

HHS
 Voluntary New Hire reporting
 Federal Most Wanted list
 - Hire a cop at OCSE
 DNA testing

Legislative Actions

- Transmit separate child support legislation from the President to Congress with a challenge to Congress to enact the legislation within a month.
- Propose legislation to mandate the withholding and revocation of State issued professional licenses from those who fail to pay child support -- unless a repayment or deferral plan is established.
- Direct HHS to create and propose legislation to mandate use of universal forms for the establishment of voluntary in-hospital paternity and wage withholding orders (as is proposed in the Administration's welfare reform bill).

Administrative Actions

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○

Use existing authority to require that applicants for Federal grants and loans certify that they are in compliance with child support orders to be eligible -- unless a repayment or deferral plan is established.

○

Revise regulations require cooperation in identification of the absent parent and assignment of child support rights prior to receipt of medicaid and for all means tested benefits (Food Stamps, SSI, housing, etc.), as is done with AFDC and Medicaid.

Housing?

○

Use existing authority to require that applicants for Federal occupational and professional licenses certify that they are in compliance with child support orders as a condition of issuing a license-- unless a repayment or deferral plan is established.

- Require that Federal contractors certify compliance with State and Federal child support laws and regulations in order to compete for Federal contracts.

96 authority

- Direct that HHS and Treasury initiate proposals to streamline and simplify use of IRS Full Collection authority.
- Propose legislation that require States to implement in-hospital paternity programs as a condition of Medicaid reimbursement, and establish paternity outreach efforts at WIC and public health clinics (as is proposed in the Administration's welfare reform bill).
- Give OCSE on line access to SSA database to identify Social Security numbers.
- Direct the Secretary of HHS to establish a public/private consortium to study the development of a private group insurance pool for medical support to children at low cost -- such as the "CalKids" plan in Sacramento, California. (See attachment E).

- Establish a joint Federal/private sector team to assess privatization methods to improve child support collection and location of non-custodial parents.
- Promise fast-track waivers for States to develop demonstrations -- such as the "Fair Share" demos now in six States -- that allow jobless non-custodial parents participate in the State's JOBS program and require them to establish of a child support payment plan. (See attachment F)

Actions Specific to the Federal Government

- Propose legislation to enforce child support related Executive Order actions at the U.S. Postal Service, the Postal Rate Commission, and any other quasi-governmental agencies not covered under the E.O.
- Invite the Congress to adopt its own "Model Employer" practices.
- Direct that HHS, OPM, DoD, State, and Justice form a task force to improve domestic and overseas service of process.

- Direct OPM to require that all prospective employees certify that they are in compliance with their child support orders, or have established a repayment or deferral plan.
- In accordance with the Privacy Act, direct that all Federal agencies establish a "routine use" for the purpose of providing home address information to State child support agencies to establish paternity and support orders.
- Direct that OPM uniformly define, with the most expansive definition possible, the types of pay available for child support garnishment for all Federal employees, including the DoD.

- Require that Federal agencies automatically transfer withholding orders for current and past due support to retirement benefits, custodial parent, or the State Medicaid agency if medical support has been assigned to the State.

- Direct that military hospitals participate in State in-hospital paternity establishment programs.

FEBB vs. (legislation)

DoD?

STATUTES REVIEWED RE: PERMISSIBILITY OF DENYING
LICENSES OR GRANTS FOR NONSUPPORT VIOLATIONS

I. Statutes Permitting Denial on NonSupport Grounds

1. Licenses for Deck/Engineering Officers. Issuance of licenses by the Secretary of Transportation for masters, mates, engineers, and radio officers is governed by 46 U.S.C. § 7101. Under subsection (c), the Secretary may determine whether an applicant is qualified "as to . . . character, [and] habits of life" in deciding whether to issue a license.

2. Vessel Pilot Licenses. The Department of Transportation's (DOT's) issuance of licenses for Vessel Pilot's is governed by the same provisions for character and habits of life set forth in 46 U.S.C. § 7101(c). In the case of pilots in particular, 46 U.S.C. § 7101(e) further requires that applicants must meet "any other requirement that the Secretary considers reasonable and necessary." Under that, the Secretary could establish a requirement for compliance with child support obligations.

3. Certificates of Registry for Purser, Medical Doctors, and Professional Nurses. DOT also issues certificates of registry required for pursers, doctors, and nurses serving in the Merchant Marine. Under 46 U.S.C. § 7101(f), the Secretary may issue certificates of registry for those classifications "to applicants found qualified as to character, knowledge, skill, and experience" (emphasis added). The "character" criterion is probably broad enough to encompass child support compliance.

4. Customs Broker Licenses. The Treasury Department (Treasury) grants licenses to individuals to become customs brokers pursuant to 19 U.S.C. § 1641. Subsection (b) of that provision gives the Secretary what appears to be complete discretion in determining who may receive such a license by allowing the Secretary to require the applicant to show that he or she is of "good moral character and qualified to render valuable service to others in the conduct of customs business." 19 U.S.C. § 1641(b)(2). The "good moral character" criterion is probably broad enough to encompass compliance with a child support enforcement order.

**Possible Actions
to Make the Federal Government a Model Employer**

DRAFT

Key Components of HHS/OPM Recommendations

- Form an HHS, OPM, DoD, State, and Justice task force to improve domestic and overseas service of process.
- Establish standard forms for wage withholding and voluntary paternity establishment.
- In accordance with the Privacy Act, have all Federal agencies establish a "routine use" for the purpose of providing home address information to State child support agencies to establish paternity and support orders.
- Have all Federal agencies include a statement on job announcements and job offer letters explaining the Federal government's active role in child support enforcement.
- Have all Federal agencies automatically transfer withholding orders to Federal retirement benefits. (May require legislation.)
- Propose legislation to allow a custodial parent or child support agency to enroll children in FEHBP if coverage is not elected by the non-custodial parent, without regard to open season requirements. Require that FEHBP providers submit reimbursement to the party paying for the service, not the primary subscriber.
- Propose legislation to extend child support related Executive Order actions to the U.S. Postal Service, the Postal Rate Commission, and any other quasi-governmental agencies not covered under Executive Orders.

Other Possibilities not Included in HHS/OPM Report

- Have OPM require that all prospective employees certify that they are in compliance with their child support orders, or have established a repayment or deferral plan.
- Have OPM uniformly define, with the most expansive definition possible, the types of pay available for child support garnishment for all Federal employees, including the DoD.
- Require that child support be addressed in mandatory Federal employee ethics training.
- Invite the Congress to adopt its own "Model Employer" practices.
- Have military hospitals participate in State in-hospital paternity establishment programs.

DEPARTMENT of HEALTH & HUMAN SERVICES
ASSISTANT SECRETARY for PLANNING & EVALUATION



CSE

Illegitimacy

82m. of 260m - 1994

OFFICE of HUMAN SERVICES POLICY

Phone: 202-690-7409 FAX: 202-690-6562

From: Paul Legler To: Bruce Reed
 Division: _____ Division: Domestic Policy
 City & State: _____ City & State: _____
 Office Number: _____ Office Number: _____
 Fax Number: _____ Fax Number: 456-7028

Number of Pages: 20

Remarks: Info you requested. All
try to find out more about reporting
of out-of-wedlock births.
Pat

The measurement of nonmarital births is based on incomplete information in several states. The marital status of mothers was not directly reported in the 6 states of California, Connecticut, Michigan, Nevada, New York and Texas. In these states, marital status is inferred from a comparison of the child's and parent's surnames, paternity establishment and other factors.

STATE CONTACT LIST
IMMEDIATE W-4/EMPLOYER REPORTING OF NEW HIRES
(April, 1996)

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
ALASKA	Enacted summer 1991; effective 1/1/92. Sunset repealed. A grant project funded in 10/91 to monitor ends 9/30/94.	IV-D agency monthly	All methods including phone calls (for minimum number of employees to report)	Employee's name, SSN, and date of birth; employer's name, address, Employment Security Reference Number or unified business identifier number.	Employers must have 20 or more employees.	Employees who work less than 20 hours per week; employees who will be employed less than 30 consecutive days.	Yes--\$1,000 per violation
ARIZONA	Voluntary program. Enacted summer of 1994	Report to Department of Economic Security within 15 days	Magnetic tape, copy of W-4 or other agreed formats	N/A	Voluntary	N/A	N/A

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STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
CALIFORNIA	Enacted 9/92, implemented 5/93.	SESA within 30 days of hire.	W-4 used as well as another form developed for optional use. Mail, magnetic media, and fax transmission.	Employee's first name initial, last name, SSN; employer's name, address, & account number.	Targeted employers: automotive services, construction, health & business services, building & special trade contractors, restaurants, lodging places, movies, engineering & management services, landscape services, wholesale trade.	Employees with wages of less than \$300 each month; employees under 18 years of age. Employers with fewer than 5 employees need not report.	Yes--\$250 for each failure to report after written notice.

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
CONNECTICUT	Enacted 7/1/94.	Dept. of Labor within 35 days of hire	W-4 faxed, electronic transmission option available	Employee's name, address, SSN and date of hire; employer's name, address, business name, CT tax registration number, Federal Employer Identification Number, contact person.	All employers maintaining an office or transacting business in the state	No exemptions to reporting, however, new hire data matched against delinquent obligors only	No
FLORIDA	Enacted 5/31/94; effective 1/1/95	State Department of Labor and Employment Security within 14 days of hire or rehire or at the end of the first pay period	All methods-- phone, fax, mail, magnetic tape or personal delivery	Employee's name, SSN, and date of hire; employer's name, address and unemployment compensation I.D. number	Employers with 250 or more employees are required to report. Employers with less than 250 employees may volunteer to participate as part of a pilot project.	None	None

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
HAWAII	Effective & implemented in 1976.	SESA within 5 working days after the first day of employment	Paper documentation (SESA form), magnetic tape	Employee's name, SSN, date started, type of work performed, full or part time, hours per week; Employer's name and address, account number; Representative's name, title, and phone number	All employers except federal government and military.	Federal government and military are exempt.	Yes--\$10.00 for each employee reported late

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
GEORGIA	Effective and implemented 7/93.	Georgia Department of Admin Services Employer Reporting Program within 10 days of hire	W-4, other paper documentation, tape	Employee's full name, address, SSN, and date of birth; employer's corporate name, address, phone number, and Federal tax identification number, and date of hire	Targeted employers: employers doing business with 7 or more employees who live or work in GA. Includes the hiring or return to work of any employee who was laid off, furloughed, separated, granted leave without pay, or terminated from employment for a period longer than 30 days.	Employees who will work less than one month; employees who work sporadically (less than 350 hrs. during a continuous four-month period); employees whose gross earnings are than \$300 a month; employees laid off, furloughed, separated, granted leave without pay, or terminated for a period equal to or less than 30 days	No penalty

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
IOWA	Enacted 4/93, implemented 1/1/94.	IV-D agency within 15 days of hire	Iowa W-4 form is used. Mail, fax, magnetic tape, print outs used in transmission	Employee's, name, SSN, address, date of birth, date of hire, availability and eligibility date of medical insurance; employer's name, address, phone number, and Employer Identification Number.	All employers	Employees under 18 years of age and employees who earn less than \$1 a day need not be reported under new hire reporting.	Yes--required employers who do not report are found to be in contempt of court

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
KENTUCKY	KY does not have new hire reporting legislation specifically for child support services, however, new hire date is made available to IV-D	Employers submit new hire information to the Division of Unemployment Insurance.	Tape upload	Employee name, address, SSN; employer name, address, and Federal Employer Identification Number	All employers		N/A
MAINE	Enacted and effective 7/1/93.	IV-D agency within 7 days of hire	W-4, tape, or by other means as mutually agreed	Employee's name, address, SSN and date of birth; employer's name, address, and employment security reference number or unified business identifier number	Construction, wholesale trade, retail trade, and services	Employees who will be employed less than one month or who are expected to earn less than \$100 a week are exempted.	Yes--Civil penalty of up to \$200 per month for nonreporting

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
MARYLAND	<p>Enacted 4/96; effective 7/1/97</p> <p>A voluntary new hire reporting program has been in place since 1/95</p>	<p>7/97, Report to Labor and Employment within 20 days of hire</p> <p>Under voluntary program, employers report to the IV-D administration within 2 weeks of hire</p>	<p>Mail or other means. Task Force to consider methods of transmission.</p> <p>Paper documentation or any alternative reporting method approved by IV-D</p>	<p>7/97, Among elements to be reported are employee's SSN and date of hire, employer's unemployment insurance number. Task Force considering elements for reporting.</p> <p>Under voluntary program: employee's name, address, SSN and date of hire, (Date of birth and medical benefit info, optional); Employer's name, payroll, address and EIN</p>	<p>7/97, all employers to report</p> <p>Currently, any employer who wants to voluntarily report new hire information</p>	<p>No exemptions</p>	<p>7/97, a civil penalty of \$200 per month in which a subsequent violation occurs</p> <p>No penalties under voluntary program</p>

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
MASSACHUSETTS	Enacted 12/23/92; effective and implemented 3/93.	Department of Revenue within 14 days of hire IV-D Agency is located within DOR	W-4 form, magnetic tape, mail and fax	Employee's first name, middle initial, last name, SSN, address, effective date of employment or reinstatement; employer's name, address, and Federal Identification Number	All employers	No exemptions	Yes--\$25 per employee for first offense; \$50 per employee for second offense; \$100 per employee for third or more offense

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STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
MINNESOTA	New law enacted 5/95; effective 7/96 (MN had new hire legislation in 1987)	Report to IV-D agency within 15 calendar days of the date of hire.	Mail, telefax, electronic transmission of W-4 or W-9, structured telephone reporting	Employee's name, address, SSN, and date of birth (if available); employer's name, address, and Federal Tax Identification Number	All employers	Employers not required to report persons who will be employed less than 2 months AND will earn less than \$250.	Yes--an employer gets an initial notice of non-compliance. Second violation, \$50.00 for each intentionally unreported employee. For third and additional violations, \$500 for each intentionally unreported employee.

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
MISSOURI	Enacted 5/26/93. Implementation date 8/28/93.	Dept. of Revenue within 30 days of completion of form. Revenue forwards forms to IV-D weekly.	Copy of the withholding form (W-4) sent to Dept. of Revenue.	Employee's name, address, SSN, and employee's self-disclosure of support obligation; employer's name and address; the date the W-4 was completed.	All employers	No exemptions	No
NEW YORK	Enacted 7/1/95; effective 1/1/96	From March 1, 1996 on, report to Department of Tax and Finance within 15 calendar days of hire	Copies of W-4 form; handwritten or computer generated notification (individual or listings); facsimiles of any of the above; or magnetic media	Employee name, address, SSN; employer name, address, Employer Identification Number, and date of hire	All employers responsible for New York State Unemployment Insurance Benefits	Employees of temporary service agencies who are not yet receiving wages	Yes, \$50 for each employee, up to a maximum of \$10,000 per year

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
OHIO	Enacted 7/18/95; implementation date 1/1/96.	Dept. of Human Services no later than 30 days after date employer hires, rehires, or employee returns to work.	Via federal W-4, State form, data storage device, mail or fax	Employee's name and SSN; employer's name, address, and I.D. number	Any employer with 25 + employees or less than 25 if business is: an eating or drinking place, general building contractor, construction, motor freight and warehousing, automotive dealer or gasoline service, and automotive repair, services and parking	None	Yes--\$25.00 for each failure to report

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
OKLAHOMA	Effective 9/1/94	Voluntary. Report to OK Dept. of Human Services/Child Support Enforcement Division	Mail, fax, electronic media	Employee name, SSN, address, date of birth, date of hire, and availability of employee dependent health care coverage; employer's name, address & federal identification number	All employers	No	No--voluntary program

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
OREGON	Effective 11/4/93	IV-D agency within 14 days	All methods, mail, fax, diskette, cartridge	Employee's name and SSN; employer's address, and Oregon Tax ID.	Targeted employers: general building contractors, special trade contractors, lumber & wood products, trucking & warehousing, wholesale durable goods, auto dealers & service stations, business services & auto repair services & garages	No exemptions	No

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
SOUTH CAROLINA	Effective 1/1/96	Employers report to IV-D monthly (although not a stringent timeframe since this is a voluntary program)	W-4 form; form supplied by IV-D; employer generated employee lists; or any other means authorized by IV-D, including electronic transmissions	Employee name, address, date of birth, and SSN; employer name, address and EIN	Voluntary reporting program	Employees who will be employed less than one month; employees who will work less than 350 hours during a 6 month period; employees whose gross earnings are less than \$300 per month	None
TENNESSEE	Does not have its own legislation, however, TN IV-D can access new hire data on a case by case basis from State Employment Security Administration	State's Department of Employment Security. No timeframe as it is voluntary.	Mail	Information provided is date of hire, employer, employer address.	N/A	N/A	N/A

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
TEXAS	Enacted and effective 9/1/93; implementation date 9/1/93. This law is voluntary only. 1995 legislation authorizes data sharing with other state agencies for fraud detection.	IV-D agency within 35 work days of hire or rehire	W-4 or electronic transmission of data	Employee's name, address, date of birth, salary, and medical insurance information; employer's name, address, & Federal Employer Identification Number	All employers, although it is voluntary	Employees who will be employed less than one month or who will be paid for less than 350 hours within a continual six month period	No--voluntary program
VERMONT	Enacted 1994. To be administered through VT's Department of Employment and Training, 2/95. Voluntary program	Within 14 days of hiring a new employee or at the time of first paycheck	Call, fax, mail copy of W-4 or new hire form to VT's Department of Employment and Training	VT employer I.D.; new hire's social security number (only)	All employers with VT Dept. of Employment and Training account number	none	None, since this is a voluntary program

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STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
VIRGINIA	Effective and implemented 7/1/93.	SESA within 35 days of hire (SESA must send to IV-D within 21 days)	All methods	Employee's name, SSN, address, employer name, address, and Federal Tax Identification Number	All employers	No exemptions	No

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
WASHINGTON	Effective and implemented 7/90; amended 6/94.	IV-D agency within 35 days of hire	All methods, fax, computer printouts, electronic media, (phone reporting will be reinstated in 1996)	Employee's name, date of birth, SSN, and address; employer's name, address, and State Tax Identification Number or federal EIN	Targeted employers: construction (general building, hwy and heavy construction, special trades); manufacturers of heavy equipment; business services; health services	Employees who will be employed less than one month; employees sporadically employed to point where they earn less than \$350 within two consecutive quarters; employees who will earn less than \$300 gross each month; employees within certain codes, such as temporary help supply services and some health service practitioner office	Yes-- Employer first receives written warning for first violation; subsequent violation makes employer subject to a \$200 fine. All violations within a single month are considered one violation.

STATE	LEGISLATIVE STATUS	REPORT TO/TIMEFRAME	METHOD OF TRANSMISSION	INFORMATION REPORTED	EMPLOYERS EXEMPT FROM REPORTING	EXEMPTIONS TO REPORTING	PENALTY FOR EMPLOYERS
WEST VIRGINIA	Enacted, effective 3/92. Implementation date 1/93; amendment effective 6/9/95.	IV-D agency within 35 days of hire. Effective 6/9/95, timeframe is reduced to 14 days.	All methods, fax, diskette	Employee's name, address, SSN, and date of birth; employer's name, address (and payroll office if different from workplace address), and Federal tax identification number.	All employers	Employees who will be employed less than one month; employees who will work less than 350 hours during a continuous six month period; employees who will earn less than \$300 gross per month	Yes-- misdemeanor offense. Upon conviction, employer faces a fine of not less than \$500 but not more than \$1,000.

L.A. Times; 5-13-96.

Far to Bruce
a Rahm -
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for Cal
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for DOJ
today - didn't
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Justices May Clear Way for Suits on Child Support

■ Supreme Court: At issue is whether custodial parents can sue California, county officials over failure to collect money from 'deadbeat dads'

BY DAVID G. SAVAGE
TIMES STAFF WRITER

WASHINGTON—Can the 2.2 million parents seeking child support in California sue state and county agencies for failing to collect the money they are owed?

That question was before the Supreme Court last week and the answer may come as early as today.

If the justices reject a pending appeal in an Arizona case, the way will be clear for class-action suits in Los Angeles County and throughout the West on behalf of custodial parents who are frustrated with what they say are lax and incompetent collection efforts.

"There certainly will be a suit," said Jane Preece, a staff attorney for the Legal Aid Foundation of Los Angeles. "They [county officials] have been getting a lot of money from the federal government to run this [collection] program, and they have failed over a long time now."

A recent report concluded that California's child-support collection program was "among the poorest in the United States and getting worse." Los Angeles County ranked next to last among the state's 58 counties in the rate at which it collects money owed by noncustodial parents.

Last year, a custodial parent in Los Angeles County received an average of only \$253 per year through the federally subsidized collection program. Some advocates say that state tax collectors could do a

better job.

A lawsuit "may be the only way to force changes and improve the system. This is a California-wide problem," said Leora Gerbenson, an attorney for the National Center for Youth Law in San Francisco.

State officials, as well as children's rights advocates, have been closely following the Arizona case.

In 1975, Congress passed the Child Support Enforcement Act to help welfare mothers collect support payments from "deadbeat dads." Since then, the program has been broadened to serve all custodial parents who cannot afford a private lawyer.

Federal funds pay at least two-thirds of the cost for agencies to locate missing parents, obtain support orders and collect child support. In California, the state has turned over the task to the county district attorney's offices.

In recent years, child welfare advocates have criticized state efforts. Last year, the Census Bureau concluded that \$6 billion went uncollected annually in the U.S.

Three years ago, lawyers representing 300,000 custodial parents in Arizona sued the state for failing "to collect hundreds of millions of dollars in delinquent child support payments."

The state countered that the law did not give parents a right to sue. They said that the federal Department of Health and Human Services was solely responsible for enforcing the law.

But in December, the U.S. 9th Circuit Court of Appeals disagreed on a 2-1 vote. Judge Stephen Reinhardt of Los Angeles said that parents who sued documented "a range of administrative abuses extending from simple incompetence and bureaucratic bungling to shockingly callous indifference." One mother, despite having repeatedly supplied state officials with her ex-husband's address and work site, had failed to obtain a single monthly payment over seven years.

California state officials, along with those from 35 other states, have joined Arizona's appeal.

"There's been a concerted effort on our part to bring this issue to the attention of the [high] court," said Wayne Does, director of the Bureau of Family Support for the Los Angeles District Attorney's Office.

Please see COURT, A8

Continued from A8

"This case has very large ramifications for us."

"The truth is there are far more people seeking services than would allow us to treat them as individual cases," Does said. "We're concerned that if individuals can sue because they are not satisfied with how their case has been handled, it will quickly become an unmanageable program."

Does said that collecting unpaid child support is difficult because parents move and try to evade their obligations.

"It is never easy to collect money from someone who is determined not to pay," he said. "There is no question a lot of child support goes unpaid but every month we collect 83% of the money that is owed."

The case (Blessing vs. Free-Store, 95-1441) is likely to prove difficult for the high court, too.

The justices have split repeatedly over the question of whether federal funding laws give individuals a right to sue.

In general, more liberal justices have supported lawsuits against government agencies, while more conservative justices, led by Chief Justice William H. Rehnquist, have moved to block such suits.

Arizona officials geared their appeal to the court's conservative majority.

If the 9th Circuit decision stands, it will "open a floodgate of litigation against state and local officials," they said, because it "authorizes over 3 million custodial parents residing [in nine Western states] to sue state officials."

★Aging

Cont'd from previous page

Sen. Ted Hodge, D-St. Charles, said many mothers "are forced to leave hospitals too soon because they don't have enough health insurance."

Sen. David Klarich, R-Buffalo, voted against the bill after the Senate rejected his amendment allowing insurers to cover at-home deliveries supervised by a certified nurse midwife.

Klarich's four children have been delivered at home.

The Senate added the at-home delivery language to its version of

the bill earlier this year, but that measure has stalled in a House committee.

Senate Majority Leader J.B. "Jay" Banks, who handled the bill, opposed the Klarich amendment. Banks said it put the entire bill in danger of failing in the House, where the bill was returned because of changes made by the Senate.

Insurance companies said the legislation as passed could raise health care costs by as much as 3 percent.

On a 31-2 vote, the Senate also

passed and returned to the House a bill requiring insurers to pay for immunizations recommended by the Missouri Department of Health for children up to age 5.

The health department recommends immunizations for hepatitis B, influenza type B, polio, one inoculation for diphtheria, tetanus and whooping cough, and one inoculation for mumps, measles and rubella.

The health agency said Missouri is tied for 48th nationally in the number of children who are vaccinated by age 2.

★Welfare

Cont'd from previous page

"It would give us a chance to continue the program. If they are working we can allow the eligibility to continue," Rehnquist told reporters. "It would allow these programs to sunset unless we take action to keep them alive."

He said supporters of the programs "will have to convince us so we will reauthorize them."

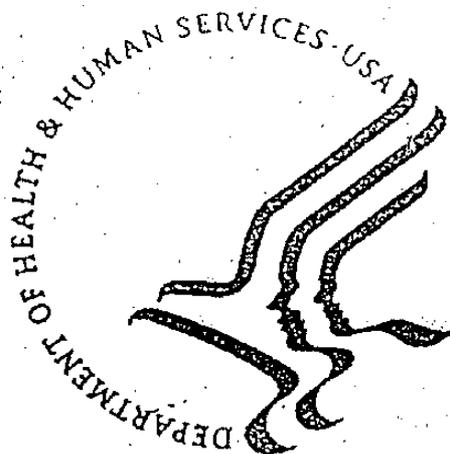
To get the amendment added, Rehnquist craved it to say that no one would be eligible for the various programs after a certain date.

Among those programs included in Rehnquist's amendment were AFDC, the Special Supplemental Food Program for Women, Infants and Children, food stamps, general relief, child care and the JOBS and FUTURES training program.

Maxwell added an amendment requiring those receiving AFDC and food stamp benefits to pass drug tests given by employers to remain eligible for benefits. Denial of employment for failing a drug test would mean a cut in benefits to adults, but not those earmarked for children.

DEPARTMENT of HEALTH & HUMAN SERVICES

ASSISTANT SECRETARY for PLANNING & EVALUATION



OFFICE of HUMAN SERVICES POLICY

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From: Paul Legler To: Bruce Reed
 Division: ASPE - HHS Division: Domestic Policy
 City & State: _____ City & State: _____
 Office Number: 690 - 7148 Office Number: _____
 Fax Number: _____ Fax Number: 456 - 7028

Number of Pages: 14

Remarks: Re: Internet/CSE. OCSE does have a home page,
<http://www.acf.dhhs.gov/ACFPrograms/CSE/index.html>
I have talked to them about expanding the links to
states (now 12) to 50, but it will take a number
of months. Massachusetts has a most wanted list on the
net but it reportedly has not been very successful.
We will continue to look at other uses. If you have
ideas/concerns let me know. Copies from home page
are attached.
Paul



Welcome to the Federal Office of Child Support Enforcement Home Page

David Gray Ross - Deputy Director, OCSE

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ACF/OCSE Fact Sheet

Office of Child Support Enforcement Program Description

The goal of the Child Support Enforcement (CSE) Program, which was established in 1975 under Title IV-D of the Social Security Act, is to ensure that children are financially supported by both their parents. Recent laws, including the Family Support Act of 1988, provide for strong child support enforcement measures to assure that parental responsibility is met.

The CSE program is usually run by state and local human services departments, often with the help of prosecuting attorneys, other law enforcement agencies, and officials of family or domestic relations courts.

Child Support Enforcement services are available automatically for families receiving assistance under Aid to Families with Dependent Children (AFDC) programs. A family receives up to the first \$50 of any current child support each month without a decrease in the AFDC payment. Any remainder reimburses the state and federal governments for AFDC payments made to the family. AFDC recipients must assign to the state any rights to support that they or eligible children may have.

Child support services are also available to families not receiving AFDC who apply for such services. Child support payments that are collected on behalf of non-AFDC families are sent to the family. For these families, states must charge an application fee of up to \$25, but may pay such fee from state funds. Some states may also charge for the cost of services rendered.

The most recent census data show that, in the Spring of 1992, 11.5 million families with children had a parent living elsewhere. Custodial parent families, 86 percent of which were headed by women and 14 percent headed by men, comprised one third of all families with their own, never married children under 21. Of the 11.5 million, only 6.2 million (54 percent) of the custodial parents had awards or agreements for child support. Of the total \$17.7 billion owed for child support in 1991, \$5.8 billion was not paid. Among those due support, about half received the full amount, about a quarter received partial payment and about a quarter received nothing.

During FY 1994, about \$10 billion in child support payments was collected through the Program. Paternity was established for more than 590,000 children that year, clearing the way for the establishment of child support orders and other vital links between the children and their non-custodial parents.

There are four major services provided by the Child Support Enforcement Program:

- Locating Absent Parents
- Establishing Paternity
- Establishing Child Support Obligations
- Enforcing Child Support Orders

Locating Absent Parents -- Child support enforcement officials use local information and resources of State and Federal Parent Locator services to locate parents for child support enforcement, or to find a parent in parental kidnapping/custody disputes.

These resources include:

STATE:
 Motor Vehicles/Drivers Licenses
 Employment/Unemployment Records
 State Income Tax
 Public Assistance Records

FEDERAL:
 Internal Revenue Service
 Department of Defense
 Social Security Administration
 Veterans Administration
 Selective Service System

About four million cases are processed annually by the Federal Parent Locator Service. The FPLS provides an address in approximately 80 percent of the cases submitted.

Establishing Paternity -- Establishing paternity (legally identifying a child's father) is a necessary first step for obtaining an order for child support when children are born out of wedlock. Establishing paternity also provides access to:

- Social security, pension and retirement benefits;
- Health insurance and information; and
- Interaction with members of both parents' families.

Many fathers voluntarily acknowledge paternity. Otherwise, father, mother, and child can be required to submit to genetic tests. The results are highly accurate. States must have procedures which allow paternity to be established at least up to the child's eighteenth birthday.

Establishing Support Obligations -- States must have guidelines to establish how much a parent should pay for child support. Support agency staff can take child support cases to court, or to an administrative hearing process to establish the order. Health insurance coverage can also be ordered.

Enforcing Child Support Orders -- A parent can be required to pay child support by income withholding -- money held out of the paycheck by the employer and sent to the child support office or court. Overdue child support can be collected from federal and state income tax refunds. Liens can be put on property, and the property itself may even be sold with the proceeds used to pay child support arrearages. Unpaid child support can be reported to credit bureaus so that a parent who owes child support may have trouble making purchases on credit.

ACF/OCSE Fact Sheet

Child Support Enforcement Steps

The Child Support Enforcement (CSE) Program is a federal/state/local effort to locate parents, their employers, and/or their assets; establish paternity if necessary; and establish and enforce child support orders. State and local CSE offices provide day to day operation of the program. The federal role is to provide funding, issue policies, ensure that federal requirements are met, and interact with other federal agencies that help support the CSE program.

How and where do I apply?

In most states, CSE offices are listed under the human services agency in the local government section of the telephone directory. If there is not a separate listing, the human services agency information operator should be able to give you the number. State CSE agencies are listed at the end of this brochure; they also can provide telephone numbers for local offices.

Call your Child Support Enforcement office to learn how to apply for enforcement services and what documents (birth certificates, financial statements, etc.) you should provide.

What are the steps to collecting support?

The first step, if a child was born out of wedlock, is to establish paternity - or make a legal determination of who fathered the child. Many men will voluntarily acknowledge paternity. Either parent can request a blood test in contested paternity cases. Your caseworker will help you to establish paternity for your child.

Establishing the obligation is the next step. The fair amount of child support that the non-custodial parent should pay is determined according to state guidelines. Your CSE office will be able to tell you how support award amounts are set in your state. Your CSE office can also request medical support for your child.

The last step is enforcement of the child support order. The CSE office can help with collecting the money due no matter where the non-custodial parent lives.

At any of these steps, the CSE office may need to know where the non-custodial parent is living or where he/she is working. When a parent has disappeared, it is usually possible for the CSE office to find him/her with the help of state agencies, such as the Department of Motor Vehicles, or the Federal Parent Locator Service. Your caseworker can tell you what information is needed to find an absent parent or his/her employer.

The most successful way to collect child support is by direct withholding from the obligated parent's paycheck. Most child support orders require the employer to withhold the money that is ordered for child support and send it to the CSE office. Your Child Support Enforcement office can tell you about this procedure.

Federal and State Income Tax refunds may be withheld to collect unpaid child support. States also have laws which allow them to use: liens on real and personal property; orders to withhold and deliver property; or seizure and sale of property with the proceeds applied to the support debt. Many states routinely report child support debts to credit bureaus and smart parents are bringing their payments current so that their credit won't be affected.

For More Information write for the Handbook on Child Support Enforcement.

Alabama	(205) 242-9300	Montana	(406) 444-4614
Alaska	(907) 276-3441	Nebraska	(402) 471-9125
Arizona	(602) 252-0236	Nevada	(702) 687-4744
Arkansas	(501) 682-8398	New Hampshire	(603) 271-4426
California	(916) 654-1556	New Jersey	(609) 588-2361
Colorado	(303) 866-5994	New Mexico	(505) 827-7200
Connecticut	(203) 566-3053	New York	(518) 474-9081
Delaware	(302) 577-4863	North Carolina	(919) 571-4120
DC	(202) 724-8800	North Dakota	(701) 224-3582
Florida	(904) 488-9900	Ohio	(614) 752-6561
Georgia	(404) 657-3851	Oklahoma	(405) 424-5871
Guam	(671) 475-3360	Oregon	(503) 986-2417
Hawaii	(808) 587-3700	Pennsylvania	(717) 787-3672
Idaho	(208) 334-5710	Puerto Rico	(809) 722-4731
Illinois	(217) 782-8768	Rhode Island	(401) 277-2409
Indiana	(317) 232-4894	South Carolina	(803) 737-5870
Iowa	(515) 281-5580	South Dakota	(605) 773-3641
Kansas	(913) 296-3237	Tennessee	(615) 741-1820
Kentucky	(502) 564-2285	Texas	(512) 463-2181
Louisiana	(504) 342-4780	Utah	(801) 538-4400
Maine	(207) 287-2886	Vermont	(802) 241-2319
Maryland	(410) 333-3979	Virgin Islands	(809) 774-5666
Massachusetts	(617) 727-4200	Virginia	(804) 692-2458
Michigan	(517) 373-7570	Washington	(206) 586-3162
Minnesota	(612) 296-2542	West Virginia	(304) 558-3780
Mississippi	(601) 359-4500	Wisconsin	(608) 266-9909
Missouri	(314) 751-4301	Wyoming	(307) 777-6948

ACI/Office of Child Support Enforcement

State profiles, containing descriptions of State child support enforcement programs, are compiled periodically. Although we are in the process of publishing an update to the latest set of profiles (September, 1994), you may want to contact your specific State IV-D Office or Web site for updated information. In addition, you could download State matrices, which are updated on a more current basis for specific functional areas such as UIFSA status, etc. These are accessible from the previous overall fact page.

Select from the following States:

AL - AK - AR - AZ - CA - CO - CT - DE - DC - FL - GA
GU - HI - ID - IL - IN - IA - KS - KY - LA - MA - ME
MD - MI - MN - MO - MS - MT - NE - NV - NH - NJ - NM
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ACF/Office of Child Support Enforcement

We Need Your Feedback!

To help us better serve you, we would like your comments on the child support enforcement program in general and this WEB site. *If your browser doesn't support forms, you can send your comments directly to csefdbk@acf.dhhs.gov.*

OCSE program - [general activities and information](#)

Improving our communications technology such as this [WEB site](#)

Specific Case Questions and Problems

State and local offices provide day to day operation of the Program. If you have a question or problem regarding your child support enforcement case you should write your State child support enforcement agency.

If you are unable to determine the address, telephone numbers are available which you can [view or download \(ftp\)](#) from our directory on-line. Or, you may write us at: Office of Child Support Enforcement, 370 L'Enfant Promenade SW, Washington, D.C. 20447.

For best assistance you should provide names, social security numbers, case number(s) and a description of the problem.

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What is Federal Tax Refund Offset?

The Federal Tax Refund Offset Program collects past due payments of child support from the tax refunds of parents who have been ordered to pay child support. The Program is a cooperative effort among the Internal Revenue Service (IRS), Federal Office of Child Support Enforcement (OCSE), and State Child Support Enforcement (CSE) agencies.

How does the program work?

Each year, CSE agencies submit to the IRS the names, Social Security Numbers (SSN), and the amount of past due child support of people who are behind in their payments. When the IRS processes tax returns, it identifies returns of those who owe child support. If a refund is due, all or part of the refund is collected to offset past due child support payments.

What happens when a tax refund is offset?

If the parent who owes child support is due a refund, the amount of past due payments is taken out of the refund check and sent to OCSE and then to the State which submitted the case. In Aid to Families with Dependent Children (AFDC) cases, the State keeps the money to help pay for AFDC payments. In non-AFDC cases, the State gives the money directly to the parent and child. If the case is both AFDC and non-AFDC, the AFDC arrearages are paid first.

What cases are submitted for a tax refund offset?

Cases eligible for a tax refund offset are those cases that have delinquent child support orders. If the child support order includes an award for spousal support, the tax refund may also cover past due spousal support. For cases receiving AFDC, the amount owed by noncustodial parents must be at least \$150; in non-AFDC cases, the amount must be at least \$500. In all cases, the parent who owes support must be a 3 months behind in child support payments.

What kind of information will the Child Support Enforcement Agency need in order to submit a case to IRS?

The noncustodial parent's name, SSN, and the amount of past due child are the most critical pieces of information needed to submit a case to IRS. The State will also need to know the noncustodial parent's address so that he/she can be notified that his/her name is being submitted to the IRS to offset the tax refund for past due child support. This offset notification provides an opportunity for the noncustodial parent to pay past due child support or disagree with the amount of money the CSE agency says is owed.

How do parents know if their cases qualify for or have been submitted for a tax refund offset?

States are required to submit all cases (both AFDC and non-AFDC) which meet the criteria for submittal. The State or local CSE agency may notify custodial parents that their case has been submitted for tax refund offset.

How long does it take to receive a collection?

IRS processes tax returns beginning in February through December. It takes 3 to 5 weeks from the time the IRS processes the return until the money is sent to the State. In non-AFDC cases, the State may hold the money for up to 6 months if it involves a joint return.

Is there a charge for filing a tax refund offset?

Some States have a charge for non-AFDC cases; others do not. States cannot charge more than \$25 for this service.

What if the parent who owes a child support lives in another State?

This happens quite often. Regardless of where a parent who owes support lives in the United States, his or her tax return will be processed by the IRS through the same system.

What is the deadline for submitting a tax refund offset?

Tax returns are filed only once a year, so timing is very important. Plan on contacting the State or local CSE agency as soon as possible to find out their deadline for submitting the names and SSNs of parents who owe child support. Then, the agency will determine whether the case should be submitted.

Does the Federal Tax Refund Offset Program really work?

Yes. Since 1982, almost 10 million tax refunds have been intercepted and over \$6 billion has been collected. The average tax refund offset amount in 1995 was \$721. For more information about the Tax Refund Offset Program and other child support services, please call the State Child Support Enforcement Agency or write: Department of Health and Human Services Administration for Children & Families Office of Child Support Enforcement 370 L'Enfant Promenade, SW Washington, DC 20447.

ACF/Office of Child Support Enforcement

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General government links at the ACF level and above or go to:

DHHS Inspector General's Hotline - Call (800)368-5779

Links directly related to child support enforcement:

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At the State and local government level

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Massachusetts Department of Revenue Child Support Enforcement

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WANTED

OF MASSACHUSETTS FOR FAILURE TO PAY CHILD SUPPORT

TEN MOST WANTED

Massachusetts Released the Latest Edition of its Ten Most Wanted Delinquent Parents on November 9th



Massachusetts Child Support Enforcement 141 Portland Street Cambridge, MA 02139 (617) 577-7200

Customer Service (800) 332-2733

E-Mail address macse@oa.net

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