

Child Support

P379

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LEGISLATIVE IMPLEMENTATION GUIDE

WORK REQUIREMENT FOR PERSONS OWING PAST-DUE CHILD SUPPORT

Personal Responsibility and Work Opportunity Act of 1996 Public Law 104-193, Section 365

Draft 10/2/96

Workgroup:

David Arnaudo, CO, (202) 401-5364

John Clark, RO III, ((215) 596-5147

Susan Honciano, RO IX, (415) 437-8424

Linda Lawrence, RO V, (312) 353-7481

A. Description of Provision

Section 365 of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 added a new section to Title IV-D of the Social Security Act at Section 466(a)(15) regarding work requirements for noncustodial parents owing past due child support. This provision applies to cases where the child is receiving assistance under the Title IV-A Temporary Assistance for Needy Families (TANF) program. In these cases, the State law must include authority to issue an order or request a court or an administrative authority to issue an order to require an individual to pay support in accordance with a payment plan or if subject to such a plan and not incapacitated, to participate in work activities as defined in Section 407(d), the new Mandatory Work Requirements (former JOBS program) of PRWORA. Work activities defined in Sec. 407(d) include:

- o unsubsidized employment
- o subsidized private sector employment
- o subsidized public sector employment
- o work experience (including work associated with the refurbishing of publicly assisted housing) if sufficient private sector employment is not available
- o on-the-job training
- o job search and job readiness assistance
- o community service programs
- o vocational educational training (not to exceed 12 months with respect to any individual)

- o job skills training directly related to employment
- o education directly related to employment, in the case of a recipient who has not received a high school diploma or a certificate of general equivalency
- o the provision of child care services to an individual who is participating in a community service program

Effective Date--Because this section amends § 466 of the Social Security Act, it takes effect 10/1/96 unless a State needs to change its law to meet the requirements. In that case, there is a grace period until the effective date of the State law implementing the provisions, but no later than the first day of the first calendar quarter after the close of the first regular legislative session that begins after the enactment of the bill, with each year of a two-year legislative session deemed as a separate regular session.

B. Variations Among States

In many States such as Delaware, courts have had discretion to order noncustodial parents owing past-due child support to conduct job searches and participate in work release programs for years.

The Family Support Act of 1988 (P.L. 100-485) authorized the Parents' Fair Share demonstrations, in Kent County, Michigan, Montgomery County, Ohio, Mercer County, New Jersey, Shelby County, Tennessee, Hampden County, Massachusetts, Duval County Florida, and Los Angeles County, California. The PFS program, was designed to test whether providing employment and training services to unemployed noncustodial parents of children receiving Aid to Families with Dependent Children (AFDC) can improve their ability to support their children. PFS included four components: 1) employment and training services, with a focus on on-the-job training, 2) peer support groups that follow a curriculum stressing responsible fatherhood, 3) mediation to resolve conflicts between custodial and noncustodial parents, and 4) enhanced child support enforcement that responded expeditiously to the noncustodial parents' ability to pay child support. During their participation in the project, noncustodial parents' child support orders were often reduced, but increased when participants either failed to take part in the program, or obtained full-time employment. Some programs such as the program in Montgomery Co. Ohio, have a feature where the court may order unemployed non-custodial parents to "seek work" and participate in the Parents Fair Share program (a contact is listed below). Preliminary findings in the appear to show a strong improvement rate in collections for the experimental group over the control group.

Several States have developed and implemented work referral and/or job training programs for unemployed non-custodial parents who owe past-due child support, most notably as an OCSE-approved GPRA pilot or as part of States' Welfare Reform Demonstration Waivers. Of the 40 plus States with waivers for welfare reform demonstrations, approximately 23

States have a job training/referral for non-custodial parents with past-due child support. For example, in August 1996, Nevada implemented in Clark County (Los Vegas), which has approximately 70 percent of the State's caseload a pilot for job referral or job readiness training and assessment for unemployed non-custodial parents who owe past due child support and whose children are receiving assistance under the IV-A program. As a GPRA pilot, the State is collecting data to evaluate outcomes, including the number of referrals to employers, to job readiness training, hourly wages, number of wage withholding issues. Another example is Arkansas, which has a demonstration project to provide job and other services for fathers that agree to have paternity established at birth. This is now in 11 sites.

Between July 1993 and December 1996, the California State IV-D agency was required by the legislature to pilot a job training and referral program for noncustodial parents whose children received IV-A benefits. An evaluation of the pilot project was also required in terms of number of participants who obtained employment and began paying child support. For further information on the CA pilot, see contact person listed below.

C. Rationale

The work requirement is based on the belief that the noncustodial parent has a responsibility to provide financial assistance for his child(ren). If he is delinquent in support payments, he must either pay the support that is due through a repayment plan or participate in work activities that either the court or state agency deems appropriate. These work activities are broadly defined in Section 407 to include private and public sector employment, job search activities, community service, vocational training, and employment related services.

State and county experience indicates that this approach can succeed. First, many noncustodial parents are currently working in the underground economy (e.g. some receive cash wages "under the table" that are not reported to any government agency). Requiring these delinquent obligors to participate in community service and/or job search activities often produce payments because the obligor does not have the time to participate in community service work and/or does not want to engage in job search activities.

Provision of vocational training and education to delinquent obligors is often a wise investment in the family's future. This increases the potential long term income of the noncustodial parent and helps to increase the child's standard of living.

The work requirement is designed to be part of the equation to support a family and eliminate its dependence on welfare. This equation is: Temporary Assistance + Support from the Custodial Parent + Child Support from the Noncustodial Parent = Family Self-Sufficiency.

D. Critical Elements

In developing enabling legislation and implementation strategies, State should determine:

- o whether the authority to order work/job training referral will be vested with the IV-D agency under an administrative process or with the courts or a combination of the two. If combination of the two, separate the respective duties/functions.
- o the amount of past due support that will trigger this requirement.

E. Talking Points

- o Noncustodial parents should help to bear the financial burden of raising their child(ren).
- o Requiring work requirements is a more constructive penalty for nonpayment for the unemployed than other remedies such as incarceration because it allows the noncustodial parent to keep earning income.
- o This provision builds on the success of Parents Fair Share and other welfare reform experiments by States to improve child support compliance.

F. What to Anticipate During Legislative Process

- o States should anticipate possible resistance to this provisions from the fathers' rights groups.
- o State should impress upon the legislature that this is not an untried process, that it has been in practice by the courts in some States for years.
- o States should be armed with ideas for working with employment agencies, chambers of commerce, large employers in the State/local area.
- o If possible, States should be prepared to discuss data on the number of nonpayors ordered to find jobs/searches in their State.
- o States should be familiar with the Mandatory Work Requirement, Section 407, of the PRWORA, the unemployment rate trend, the population growth rate, and the general economy in the State.

G. New Articles/Sample Press Releases

See attached from Nevada.

H. Cost-Benefit Analysis Ideas

Preliminary analyses in Kent Co., Michigan and Los Angeles Co., California indicate that child support collections have increased by 50% (experimental counties over control counties) as a result of these Parent's Fair Share Programs.

I. Impacted Groups (Non-Government)

Chambers of Commerce
Father's rights groups
Local Private Industry Councils
Local Unions
Community and local business colleges and technical schools

J. Government Agencies Affected

State and local IV-D agencies
State and local Employment Development Departments
State and local IV-A offices
Courts (IV-D Hearing officers/commissioners)
State and local work participation requirement program offices
Department of Labor

K. Contacts

Nevada:

Patricia Schuman, Program Supervisor, 702-687-3028

California:

Linda Patterson, IV-D legislative liaison at 916-654-1230 (for the legislative efforts)

Royce Briggs, Sacramento County DA IV-D office at 916-657-2038 for information on the county pilot and evaluation

Arkansas:

Mary Smith, Arkansas Child Support Enforcement, Department of Revenue and Finance 501-682-8410

Parents Fair Share Programs

Mark Fucello, Office of Program Evaluation, Administration for Children and Families at
202-401-4538

Fred Doolittle, Manpower Development, and Research Corporation 3 Park Ave, New York
City, N.Y. (212) 532-3200

Sarah Cooper, Chief, Bureau of Child Support Policy, Office of Child Support Enforcement,
Ohio Department of Human Services 30 E. Broad St., 31st floor, Columbus, Ohio
43266-0423 614-752-6563 (for Montgomery County, Ohio project only).

Secretary finds affords comparable rights to child support creditors; and

“(2) procedures under which, in any case in which the State knows of a transfer by a child support debtor with respect to which such a prima facie case is established, the State must—

“(A) seek to void such transfer; or

“(B) obtain a settlement in the best interests of the child support creditor.”.

SEC. 365. WORK REQUIREMENT FOR PERSONS OWING PAST-DUE CHILD SUPPORT.

(a) **IN GENERAL.**—Section 466(a) (42 U.S.C. 666(a)), as amended by sections 315, 317, and 323 of this Act, is amended by inserting after paragraph (14) the following new paragraph:

“(15) PROCEDURES TO ENSURE THAT PERSONS OWING PAST-DUE SUPPORT WORK OR HAVE A PLAN FOR PAYMENT OF SUCH SUPPORT.—

“(A) **IN GENERAL.**—Procedures under which the State has the authority, in any case in which an individual owes past-due support with respect to a child receiving assistance under a State program funded under part A, to issue an order or to request that a court or an administrative process established pursuant to State law issue an order that requires the individual to—

“(i) pay such support in accordance with a plan approved by the court, or, at the option of the State, a plan approved by the State agency administering the State program under this part; or

“(ii) if the individual is subject to such a plan and is not incapacitated, participate in such work activities (as defined in section 407(d)) as the court, or, at the option of the State, the State agency administering the State program under this part, deems appropriate.

“(B) **PAST-DUE SUPPORT DEFINED.**—For purposes of subparagraph (A), the term ‘past-due support’ means the amount of a delinquency, determined under a court order, or an order of an administrative process established under State law, for support and maintenance of a child, or of a child and the parent with whom the child is living.”.

(b) **CONFORMING AMENDMENT.**—The flush paragraph at the end of section 466(a) (42 U.S.C. 666(a)) is amended by striking “and (7)” and inserting “(7), and (15)”.

SEC. 366. DEFINITION OF SUPPORT ORDER.

Section 453 (42 U.S.C. 653) as amended by sections 316 and 345(b) of this Act, is amended by adding at the end the following new subsection:

“(p) **SUPPORT ORDER DEFINED.**—As used in this part, the term ‘support order’ means a judgment, decree, or order, whether temporary, final, or subject to modification, issued by a court or an administrative agency of competent jurisdiction, for the support and maintenance of a child, including a child who has attained the age of majority under the law of the issuing State, or a child and the parent with whom the child is living, which provides for monetary support, health care, arrearages, or reimbursement,

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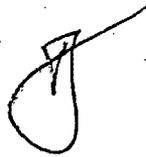
SEC. 370. D

(a) HHS

- MEMORANDUM -

EK/CR/JOSE/TOM/MIKE
—BR

TO: All Interested Parties
FROM: Tom Janenda and Glen Weiner
Communications Research
DATE: November 16, 1998
RE: Governor Policy Proposals



A number of people have mentioned to us that it would be useful to look at some of the policy initiatives being developed at the state level. As a result, the Communications Research Office has put together the following draft document outlining some of the proposals that have been offered by governors from around the country.

Please let us know if you have any questions regarding the material we have provided or suggestions for other information we should gather.

CC: John Podesta
Paul Begala
Doug Sosnik
Bruce Reed
Gene Sperling
Ann Lewis
Jon Orszag

POLICIES & PROPOSALS OF VARIOUS GOVERNORS

The following are policy initiatives and proposals that have been offered or implemented by governors around the country:

TAX CUTS

- 1) **Gov. George Bush (R-TX): Suspend Taxes on School Items Before Classes Start**
According to the *San Antonio Express-News*, Gov. Bush "has proposed eliminating the sales tax on over-the-counter medicines, suspending the sales tax on some school items before classes start every year, and exempting 176,000 small businesses from the state's franchise tax." [*San Antonio Express-News*, 10/18/98]

EDUCATION

- 2) **Gov. George Bush (R-TX): Lone Star Leaders Initiative**
According to the fact sheet on "Lone Star Leaders: The Governor's 'Right Choices' Children's Initiative," includes:
 - After School Initiative to Target High Risk Middle Schoolers** -- a two-year, \$25 million after-school initiative targeting up to 50,000 middle schoolers in high risk, high crime areas. Risk taking behavior spikes dramatically during the middle school years. The funds will be provided in the form of grants to local school districts to support high quality, after-school programs during hours when juvenile crime rises sharply and many parents are still at work;
 - Mentoring Initiative** -- coordinated by the Texas Commission on Volunteerism and Community Service to expand, encourage and support mentoring efforts and recommend legislative proposals to boost mentoring;
 - Early Childhood Development Initiative** -- led by Texas First Lady Laura Bush, to arm parents and care givers with vital child health and development information for their critical early years;
 - Expanded Citizenship/Character Education** -- in schools and communities to reinforce universal values of honesty, hard work, civic participation; and
 - Aggressive Abstinence Campaign** -- with grant funding for local, community based abstinence programs (approximately \$7 million will be distributed over the next year, in addition to funds already awarded) and a statewide media campaign to encourage young people to save sex for marriage. ["Lone Star Leaders: The Governor's "Right Choices" Children's Initiative" fact sheet from the Gov. George Bush web page]

- 3) **Gov. Bush (R-TX): End Automatic Promotion of Students**
 In his "Excellence in Education," fact sheet Gov. George Bush proposes "*ending the automatic promotion of students who cannot pass minimum skills test.*" ["Excellence in Education" fact sheet from the Bush-98 web page]
- 4) **Gov. Bush (R-TX): 100,000 Texans Pass AP Exam by 2003**
 Also in his "Excellence in Education," fact sheet Gov. George Bush proposes to: "*Significantly expand the advanced placement program to challenge our best, brightest students.*" In his "Education Funding" initiative fact sheet, Gov. Bush proposed to spend "*\$18 million to expand the Advanced Placement Program toward the goal of 100,000 Texas students passing the AP exam by 2003.*" ["Excellence in Education" and "Education Funding" fact sheet from the Bush-98 web page]
- 5) **Gov. Tom Ridge (R-PA): Ensuring Students Can Read by the 3rd Grade Through "Read to Succeed"**
 A "Read to Succeed" fact sheet describes it as "*a new plan to ensure that Pennsylvania students are skilled readers before they leave the third grade. 'Read to Succeed' -- a four-year, \$100 million program -- will help end social promotion at an early age by providing assistance to ensure that Pennsylvania's third grade students meet third-grade reading standards.*" ["Read to Succeed" fact sheet from the Ridge98 web page]
- 6) **Gov. George Pataki (R-NY): Keep Schools Open until 7 O'clock with "Advantage Schools"**
 And this session let's enact a statewide pilot program of Advantage Schools which will give local school districts the option of keeping schools open until 7 o'clock in the evening. Advantage Schools will allow our new Office of Children and Family Services to work with our schools to provide children with a secure, structured environment, where they can take part in a range of activities, from getting extra help in math to learning how to use the Internet. It will give parents the freedom to pick up their children after work. And it gives us an excellent opportunity to strengthen our anti-drug education efforts." [Gov. George Pataki's "1998 State of the State Address"]
- 7) **Gov. John Rowland (R-CT): 300 New Reading Teachers**
 "Governor Rowland is emphasizing the need for reading instruction by proposing \$10 million in additional state spending to put up to 300 new teachers or paraprofessionals in the classroom to enhance reading instruction in grades one and two. This is one of the most important targeted investments in primary education in the last decade." ["Governor John Rowland Announces Education Proposals for 1998," press release, 1/7/98]
- 8) **Gov. Rowland (R-CT): Allow School Boards to Close Schools that Fail to Improve Achievement**
 "I intend to propose legislation that would allow a local school board to close down a school if it consistently fails to improve student achievement. The school board would then have the power to reopen the school with new staff and a new administration overriding collective bargaining agreements or any other barrier that has prevented this in the past." ["Remarks of Governor John G. Rowland to the State Board of Education," 1/7/98]

- 9) **Gov. Rowland (R-CT): Require Schools to Constantly Contact Parents of Truant Students**
"To address the problem of truancy I want to increase parental involvement by requiring that schools constantly contact the parents of truant students and the appropriate local and state agencies. If parents are looking the other way we have to put the problem in their lap so it cannot be ignored." ["Remarks of Governor John G. Rowland to the State Board of Education," 1/7/98]
- 10) **Gov. Tommy Thompson (R-WI): Youth Apprenticeship programs**
"In 1992, Governor Thompson created one of the nation's first Youth Apprenticeship programs, modeled after the highly successful German apprenticeship programs. This program allows high school juniors and seniors to combine traditional school-based learning with mentored learning at local businesses and industries. For example, students attend classes during the morning, then ply their chosen craft in a place of business in the afternoon. Students are paid at least minimum wage, receive a regular high school diploma, and earn a certificate of mastery that helps them if they go directly into the workforce or on to technical college after high school. Today, almost 1,300 high school students are learning rewarding careers in such fields as auto technology, printing, architectural drafting, mechanical design, and tourism - 15 in all, with another three programs in development." ["Governor Thompson on Education" fact sheet from the Thompson98 web page]

PREVENTING CRIME

- 11) **Gov. Howard Dean (D-VT): Confiscate Cars of Drunk Drivers**
 From Gov. Dean's 1998 State of the State speech, *"Other states and other nations have managed to effectively deal with drunk driving by taking bold steps such as confiscation of cars, lengthy imprisonments, and enormous fines for even the first offense...We need forfeiture or immobilization of cars, serious and immediate sanctions for first time offenders, changes in the arrest laws to make it easier for the police to do their jobs, and video cameras in police cruisers...I submit to you that there must be a cheaper and more effective way to keep them [drunk drivers] off the roads. Confiscation of cars is such a plan."* [Governor Howard Dean's 1998 State of the State and Budget Address, 1/6/98]
- 12) **Gov. Bush (TX): Automatic Detention for Teen With Guns**
"I want to have automatic detention for a child who gets caught illegally carrying a gun in the state of Texas." [Gov. George W. Bush Addresses Supporters and Media (CNN), 11/4/98]
- 13) **Gov. Bush (TX): Target High-Crime Zip Codes With Juvenile Probation Officers**
"I want to team juvenile probation officers with police in high- crime zip codes to ferret out the few who are committing most of the violent crime in the state of Texas." [Gov. George W. Bush Addresses Supporters and Media (as broadcasted by CNN), 11/4/98]
- 14) **Gov. Bush (R-TX): "InnerChange" Provides Bible-Based Prerelease Program for Inmates**
"InnerChange is one of the boldest experiments in criminal rehabilitation ever attempted in America. It's the nation's first-ever, 24-hours-a-day, Bible- and value-based prerelease program, aimed at helping inmates achieve spiritual and moral transformation." ["Major Initiatives: The InnerChange Freedom Initiative" fact sheet from Gov. George Bush's web page]

15) **Gov. George Pataki (R-NY): Prevent Domestic Violence Victims from Being Arrested for Defending Themselves**

"Governor Pataki in 1997 signed a landmark reform that ensures victims of domestic violence are not arrested simply for defending themselves from attack, thus being victimized a second time. The Primary Aggressor law requires the police to arrest only the primary physical aggressor in response to a domestic violence complaint. The law has been hailed by experts as a key weapon in New York's effort to become a 'zero tolerance' state when it comes to violence against women, and it continues the Empire State's leadership role in changing its laws to better protect victims of domestic violence." ["Protecting the Public" fact sheet from Gov. Pataki Home Page]

16) **Gov. Thompson (R-WI): 5 More Years in Prison for Violence Against Elders**

According to Thompson's crime accomplishment fact sheet, in Wisconsin *"[a]nother five years in prison is tacked on the sentence of anyone who commits an act of violence against anyone 62 years of age or older."* ["Governor Thompson on Crime" fact sheet" from the Thompson98 web page]

CHILDREN

17) **Gov. Howard Dean (D-VT): Youth Corps**

"Governor Dean began the youth corps during his time as Lieutenant Governor in 1988. In each of the Youth Corps programs, sixteen to twenty-one year old Vermonters work and study together in crews of eight to twelve. In addition to youth education and job training, a major focus of the Youth Corps programs is the completion of conservation projects. These projects are performed on public lands throughout Vermont and are selected based on need. Crews work on many different types of projects including trail construction and maintenance, foot bridge construction, timber stand improvement, creek and watershed restoration, park management, and facility improvement." ["Governor Howard Dean's Initiatives" from the Virtual Office of Vermont Governor Howard Dean web page]

18) **Gov. Dean (D-VT): "Success by Six" Enhances Days Care, Nutrition and Literacy Programs**

In his 1998 State of the State speech, Gov. Dean described his Success by Six program, *"We now offer home visits to 70% of all the children in Vermont within the first two weeks of their birth. Through Success by Six, we are providing families with enhanced day care, nutrition and literacy programs, as well as education and support to help mothers and fathers become better parents... So far, the results of these prevention programs are stunning. There's been a 20% drop in teenage pregnancy in the state of Vermont in the last 4 years. While some other states have recorded a decline, none has been able to reduce teen pregnancy by the magnitude that Vermont has. Even more spectacularly, physical abuse among Vermont children ages 0-to-6 has dropped 42 percent in the last six years. And child sexual abuse victims ages 0-to-6 have declined 49 percent since 1991."* [Governor Howard Dean's 1998 State of the State and Budget Address, 1/6/98]

- 19) **Gov. Bush (R-TX): "Second Chance" Group Homes for Unmarried Teen-age Mothers**
 According to the July 29, 1998 *Austin Statesman*, "The governor's office Tuesday announced a pilot program aimed at setting up group homes for unmarried teen-age mothers. The proposed Second Chance centers would teach personal responsibility, discourage repeat pregnancies and encourage job readiness and employment, according to Bush's office. Bids from companies and community and religious-based organizations wanting to run the centers are due to the Department of Protective and Regulatory Services by Sept. 11. Bush hopes to have homes opened on a test basis in Dallas, Harris, Bexar and Hildalgo counties by the end of the year." [Austin American-Statesman, 7/29/98]
- 20) **Gov. Rowland (R-CT): Create '211' Infoline to Aid Families in Crisis**
"Governor Rowland is proposing an exciting new initiative that would create the first fully functional and truly statewide '211' system in the nation. Just as 911 provides emergency response and 411 provides phone information, 211 would provide a broad range of information to those who are in crisis or in need of social service information. The Governor proposes to build upon the existing infrastructure of the United Way of Connecticut's Infoline program. Infoline has a series of services that aid Connecticut families in crisis dealing with numerous problems: substance abuse; domestic violence; financial, legal and fuel assistance; prenatal, health and home care; employment; senior and respite services; transportation; food assistance; suicide and family counseling; elder services; support groups; housing; crisis intervention; and child care, to name a few." ["Governor Visits Children's Hospital to Discuss Children's Budget Proposals," press release, 2/5/98]
- 21) **Gov. Thompson (R-WI): Deadbeat Parents Choose Between Jail, Community Service or Paying Up**
 In his Childcare accomplishment fact sheet, Governor Thompson provides the following description of his "Children First" initiative: *"This program helped child support collections grow by 158 percent in Wisconsin, ranking it second best in the nation. The program offers deadbeat parents a choice: either pay up, spend 16 weeks of unpaid work in the community, or go to jail. Given the alternatives, we find that these parents quickly find a job and pay their support."* [Governor Thompson on Childcare" fact sheet from the Thompson98 web page]
- 22) **Gov. Thompson (R-WI): "PATH" Helps Establish Paternity of Child at Time of Birth**
"A new program entitled PATH (Paternity Acknowledgment Through Hospitals), designed to establish paternity at the time of the child's birth, was implemented. This process assists child support agencies in decreasing court paternity actions, as well as benefiting Wisconsin children. Through access to the birth history database, all Wisconsin Child Support offices can access paternity information within 3 days of receipt of admission of paternity." [Governor Thompson on Childcare" fact sheet from the Thompson98 web page]

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SENIORS

- 23) **Gov. Thompson (R-WI): "Family Care" Will Improve Care and Reduce Cost for Seniors**
"In the 1998 State of the State Address, the Governor unveiled a revolutionary long-term care initiative which will impact all of our families. While FamilyCare will directly address the care and needs of the elderly, physically disabled and developmentally disabled with chronic illnesses, it may touch the lives of more than 1 million Wisconsin residents. Currently our long term care system is complicated and confusing; there are more than 40 state and local programs with each having differing eligibility criteria, cost-sharing requirements and allowed services. Family Care will improve the quality of care for recipients and reduce costs, while providing recipients with choices for support, services, providers and residential settings that are consistent with the individuals' and their families values and preferences." ["Governor Thompson on Protecting our Senior and Disabled Citizens" fact sheet from the Thompson98 web page]

HOUSING

- 24) **Gov. Christie Whitman (R-NJ): Increasing Homeownership With "H-EASY 2000"**
In the fact sheet "Overall Accomplishments for a Better New Jersey" Gov. Christie Whitman touts *"H-EASY 2000, a comprehensive housing plan to increase homeownership, create new rental housing, expand housing for those with special needs, and provide technical assistance to municipalities. One of the key elements of the H-EASY 2000 program is the job-producing, national award-winning Urban Home Ownership Recovery program (UHORP) that, to date, has commitments for more than 2,250 homes, many in areas that had not seen new construction in decades. Another major component, the "Too Good, But It's True" program, is providing 30-year mortgages at a fixed five percent interest rate with zero points, allowing many families in urban areas to pay less for a mortgage than they paid for rent."* ["Overall Accomplishments for a Better New Jersey," fact sheet from Gov. Whitman's Home Page]

AMERICANS WITH DISABILITIES

- 25) **Gov. Thompson (R-WI): "Pathways to Independence" Allows Disabled to Work Without Losing Health Coverage**
According to his accomplishments fact sheet on protecting disabled citizens, "through Tommy Thompson's Pathways to Independence Program, disabled individuals will be able to enter the workforce without the fear of losing their health care coverage." Later the fact sheet provides the following description of the program: *"Pathways to Independence is a research and demonstration project that will build on existing services and address the issues of health and long term care coverage and system complexity. This program creates a win-win opportunity for Wisconsin. The taxpayers win, because upon entering the workforce, people with disabilities become wage earners who will contribute social security and income taxes. Wisconsin employers also win because they will be able to tap the full potential of Wisconsin's workforce."*

FAITH

26) **Gov. Bush (R-TX): Created Faith-Based Task Force**

“Governor Bush created the Faith-Based Task Force in May 1996 to (1) survey Texas' legal and regulatory landscape to identify obstacles to faith-based groups, and (2) recommend ways Texas can create an environment in which these groups can thrive, free of regulations that dilute the 'faith factor.'” [“Faith in Action: A New Vision for Church-State Cooperation in Texas” fact sheet from the Gov. George Bush web page]

Gov. Bush Issued “Charitable Choice” Executive Order. In December 1996, Gov. Bush issued an executive order *“directing state agencies to begin aggressive implementation of the landmark ‘charitable choice’ provision of the federal welfare law, which invites private and religious charities to deliver welfare services – while at the same time guarding the religious integrity of participating groups and religious freedom of beneficiaries.”* [“Faith in Action: A New Vision for Church-State Cooperation in Texas” fact sheet from the Gov. George Bush web page]



DEPARTMENT OF HEALTH & HUMAN SERVICES

cc: Cynthia

ADMINISTRATION FOR CHILDREN AND FAMILIES
370 L'Enfant Promenade, S.W.
Washington, D.C. 20447

October 29, 1998

Ms. Andrea Kane
Associate Director for Domestic Policy
Executive Office of the President
Room 212L Old Executive Office Building
Washington, D.C. 20500

Dear Andrea:

Enclosed are two items that you asked for at the October 16 interagency meeting on fatherhood. They are:

- * RFP for the responsible fatherhood projects
- * Summary of each project as of September 1998

Please let me know if there is anything else you need from ACF on fatherhood or on child support enforcement. If I can help you in any way on the interagency work groups on these two topics, please contact me at 202-401-5369.

Sincerely,

A handwritten signature in cursive script that reads "Eileen Brooks".

Eileen Brooks
Office of Legislation and
Budget/CSE liaison

Enclosures



DEPARTMENT OF HEALTH & HUMAN SERVICES

ADMINISTRATION FOR CHILDREN AND FAMILIES
370 L'Enfant Promenade, S.W.
Washington, D.C. 20447

April 30, 1997

DCL-97-24

TO ALL STATE IV-D DIRECTORS

Dear Colleague:

The Office of Child Support Enforcement (OCSE) is pleased to announce a request for applications from the State Child Support Enforcement Agencies for the funding of demonstration projects as authorized under Title IV-D and Section 1115 of the Social Security Act, as amended.

SUMMARY: The OCSE announces the availability of Fiscal Year 1997 funding for demonstration activities intended to add to the knowledge, and to promote the objectives, of the Child Support Enforcement Program under Title IV-D. This announcement contains the FY 1997 priority areas for funding together with the forms and instructions for submitting an application.

DATES: The closing date for submission of applications is July 1, 1997. Applications postmarked after the closing date will be classified as late.

FOR FURTHER INFORMATION CONTACT: In the OCSE Division of Policy and Planning, Gaile Maller at (202) 401-5368 is available to answer questions regarding the application requirements and/or to refer you to an appropriate OCSE contact.

INTENT TO APPLY: If you are going to submit an application, send a postcard or call in to Ms. Maller the following information: Name of State agency, the name, address, and telephone number of the contact person; and the priority area(s) in which you plan to submit an application. Please provide this information within two weeks of the receipt of this announcement. Mail-in information should be sent to: Office of Child Support Enforcement, Administration for Children and Families, 370 L'Enfant Promenade, S.W., 4th Fl., Washington, D.C. 20024. Attn: Gaile Maller. This information will be used to determine the number of expert reviewers needed.

SUPPLEMENTARY INFORMATION: This program announcement consists of three parts. Part I provides information on the Office of Child

Support Enforcement and general information on the OCSE agenda. Part II describes the review process, additional requirements for the grant applications, the criteria for the review and evaluation of applications, and the programmatic priorities for which applications are being solicited. Part III provides information and instructions for the development and submission of applications. The forms to be used for submitting an application follow Part III. No additional application forms are needed to submit an application.

Applicants should note that grants to be awarded under this program announcement are subject to the availability of funds.

OUTLINE OF ANNOUNCEMENT

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Part II: Review Process and Priority Areas

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Part III: Information and Instructions for the Development and Submission of Applications

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PART I - GENERAL INFORMATION

The mission 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 receive financial and emotional support from both their parents. The program locates non-custodial parents, establishes legal paternity, and establishes and enforces child support orders. The Office of Child Support Enforcement (OCSE) administers the program in cooperation with the State and local agencies designated under Title IV-D of the Social Security Act. The OCSE provides direction, guidance and oversight to the States. The Federal government pays the bulk of the State agencies' administrative costs in the conduct of their responsibilities for the program.

The driving force for a comprehensive Child Support Enforcement research, demonstration and evaluation agenda is the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA). Within a context stressing transition from welfare to work and time-limited assistance, PRWORA clearly lays out an

expectation for greater financial and emotional support for our nation's children through dramatically improved child support program performance and better coordination among programs serving children and families.

In FY 1997, this agenda will address the initial increment of four main areas of long-term inquiry:

- Parents fulfilling their parental responsibilities-- what factors contribute to parents fulfilling or not fulfilling their responsibilities? Are there policies or procedures which cause or encourage more of the former and less of the latter?
- Administrative effectiveness of child support enforcement--are there promising models which improve the various administrative functions in regard to timeliness, efficiency, effectiveness and/or accessibility of services which should be broadly replicated?
- Family self-sufficiency--what are the income transfer impacts and behavioral consequences of child support policy and program performance on child well-being and family self-sufficiency?
- Noncustodial parents' contributions--how can non-custodial parents' contributions, both material and qualitative, to their children's development be encouraged and enhanced?

Each of the four areas of inquiry can be further subdivided into clusters or common themes. These, in turn, form the basis for a series of individual grant invitations under Part II of this announcement.

PART II: THE REVIEW PROCESS AND PRIORITY AREAS

A. Eligible Applicants

Eligible applicants for grant awards under this announcement are the State Child Support Enforcement Agencies, or Title IV-D Agencies. Applications developed in conjunction with other agencies or organizations must identify the Title IV-D agency as the official applicant. Participating agencies and organizations can be included as co-participants.

B. Review Process and Funding Decisions

Before applications are reviewed, each application is screened to determine whether the applicant organization is eligible, i.e., a State Title IV-D agency. Applications from ineligible

the State child support agency, with State efforts to establish paternity and establish, modify, or enforce a child support order. State procedures must require both that the applicants and recipients provide specific identifying information about the other parent and appear at interviews, hearings, and legal proceedings unless there is good cause for failing to cooperate. States now define "good cause." And, at State option, the determination of good cause in specific cases can be accomplished by the TANF, child support enforcement, or Medicaid agency. In addition, States have flexibility as to the sanction for noncooperation.

Under previously approved welfare reform demonstrations, nineteen States had already begun to experiment with, among other things, more precise definition of required information, time frames to establish cooperation, and varying approaches to sanctions.

3. Design Elements in the Application

Applicants should suggest innovative projects that reflect the changes and the flexibility inherent in PRWORA. All of the steps and facets of determining noncooperation and invoking a sanction should be taken into consideration; for example, how does what constitutes "cooperation" vary among the core functions of location, paternity establishment, order establishment, and enforcement?; what are the notice requirements?; what are the appeal rights and procedures?

The State project should address one or more of certain key areas as related to the determination of cooperation with child support enforcement requirements:

A) Test improved procedures and/or different site location or co-location for the determination of cooperation with child support requirements and the provision of assistance for applicants. It has been suggested that the timing and location of the determination of cooperation should be during the IV-A application process when the applicant may be more eager to cooperate. Another avenue would be to set specific requirements for cooperation at each stage of the process and completion dates for supplying information in order to create a system which generates compliance and also allows for imposition of sanctions for not meeting targets. Another approach would be to agree to a plan for achieving compliance with the applicant. This plan would entail specific requirements and times for completion which would signal noncooperation if not met.

B) Test improved definition of specific information to be required from IV-A applicants and recipients concerning the non-custodial parent, timing of adequate responses, and procedural requirements. Some States have tested an approach which would require that specific pieces of information about non-custodial parents (e.g., name, social security number, address, employer, etc) be provided by applicants and recipients to assist the IV-D agency in locating the non-custodial parent. States can set a date by which this information would have to be provided and verified before determining whether the applicant has cooperated. If a minimum defined set of information is not provided then a

sanction can be implemented.

C) Test improved sanctions and the timing of sanctions for failure to cooperate with child support enforcement. A number of States have tried to impose sanctions with less than full disqualification. Specific procedures could be proposed for imposition of sanctions, appeal from sanctions, and removing or changing sanctions.

D) Test improved processes for determining continuing cooperation by existing recipients. Child support enforcement requires continuing cooperation from IV-A recipients in order to re-locate non-custodial parents and otherwise assist in enforcement. Recipients may cooperate with one stage of child support enforcement but not cooperate later when their help is needed to ensure that child support is maintained. States could set forth requirements to assess the child support situation of recipients and the extent to which continuing cooperation or renewed cooperation is needed to ensure continuing establishment and enforcement of child support.

E) Test models of incentives for local units that increase compliance with cooperation requirements without in any way compromising applicants/recipients' rights.

Applicants shall design a process evaluation and evaluation methodology using control and experimental methodologies. Such evaluation shall assess: AFDC/TANF applicants, AFDC/TANF applicants complying with child support requirements, paternities established, cases located, orders established, enforcement actions taken, collections (full and partial), cases going off AFDC/TANF due to receipt of child support, collections as a percent of family income, and cost avoidance due to lowered assistance costs.

4. Project Duration The length of the project must not exceed three years.

5. Project Budget It is estimated that there will be three grants awarded for \$333,000 total each (\$96,570 in Section 1115 funds each).

PRIORITY AREA 1.02: COOPERATION WITH CHILD SUPPORT ENFORCEMENT REQUIREMENTS AND PREVENTING DOMESTIC VIOLENCE

1. Purpose

To design and test new models for coping with domestic violence in the context of child support enforcement requirements.

2. Background and information

Concern has been expressed that in some cases seeking child support may aggravate or trigger domestic violence. Even though there has always been a "good cause for not cooperating" provision, it is rarely invoked according to State-reported

statistics. Little, in fact, is known about the relationship between cooperation with child support requirements and domestic violence.

Beyond getting a better grasp on the incidence of domestic violence among applicants for and recipients of support enforcement services, there are many unanswered questions. For example, what approaches are or should be used in identifying actual or potential victims of domestic violence? And how and to whom should such women be referred to get help and achieve safety? Different models may be emerging and/or States or localities may already be using different approaches in addressing these and other such questions.

3. Design Elements in the Application

A recent forum convened by the Administration for Children and Families' Office of Child Support Enforcement and Office of Family Assistance focused on noncooperation with child support requirements, good cause, and domestic violence. Attendees included representatives from State child support and public assistance agencies, advocacy organizations, organizations focused on domestic violence and interested Federal agencies. Some strategies discussed at the forum were: helping those in danger of domestic violence pursue child support while ensuring their safety; special case coding or other special procedures to differentiate cases where "good cause" has been determined and where support enforcement should still be pursued (without endangering the custodial family) from "good cause" cases where support enforcement efforts should be held in abeyance (Washington State's practices were noted in this regard); improving front-line worker interviewing skills and sensitivity to domestic violence situations and possibilities; improving the environment of child support offices to make them more conducive to applicant/recipient disclosure; ensuring through a variety of means that TANF applicants/recipients truly understand child support and good cause requirements; providing for temporary good cause to allow adequate time for applicants/recipients to obtain (with child support agency help if needed) corroboration of domestic violence allegations; and referring applicant/recipient to expert help to address areas such as family safety planning that are not normally within the purview of support enforcement agencies.

Proposals should address one or more of the following key areas:

1. Mechanisms for identifying current or potential victims of domestic violence;
2. Assessment and corroboration of such claims;
3. Ways to pursue child support on behalf of domestic violence victims or potential victims while ensuring that the safety of the custodial family is protected; and,
4. Mechanisms for referring appropriate parties to community resources for safety planning and any other necessary services.

Because of the limited knowledge base, applicants are encouraged to assess the magnitude of domestic violence within the proposed service population as one facet of the model or models to be tested or piloted.

Applicants shall design a process and evaluation methodology using control and experimental methodologies. Such evaluation shall assess: 1) the magnitude of cases coming before the child support program for services of one kind or another during the project period; 2) the number of assistance and other applicants for or recipients of child support services alleging domestic violence or the potential for violence; 3) the number claiming good cause for noncooperation on the grounds of domestic violence; 4) the disposition of the aforementioned good cause claims; 5) the number of cases where good cause is granted and child support is still actively pursued; and 6) the number referred to community resources for safety planning and other prevention or treatment services.

4. Project duration 3 years

5. Project Budget Total 3 grants at \$333,000 total each (\$96,570 in Section 1115 funds each)

PRIORITY AREA 1.03.a: CHILD SUPPORT ENFORCEMENT, CHILD CARE AND HEAD START COLLABORATION

1. Purpose

Demonstration of models of collaboration between Child Support Enforcement, Child Care, and Head Start programs at State and local levels. These projects would be awarded to State Child Support Enforcement Agencies and be designed to promote and facilitate: 1) access to child support services through local Child Care and Head Start Programs; and 2) a broader understanding of child support and parenting issues within the three programs.

OCSE expects to award 6-8 grants in a range from \$50,000 to \$100,000 each depending on State population and the complexity of the demonstration. Total funding of \$700,000 (\$203,000 total in Section 1115 funds.)

2. Background and Information

The Temporary Assistance to Needy Families program (TANF) which limits recipients to no more than five years of Title IV-A assistance makes it imperative that low-income families be provided access to those resources which, together with employment, can enable them to achieve self-sufficiency. These resources have included the Earned Income Tax Credit, Food Stamps, Medicaid, and subsidized Child Care. Under the Family Support Act and, especially, welfare reform, Child Support Services emerge as yet another resource --one targeted to families with a non-custodial, non-supporting parent.

Child support can be significant to a family not only in the

amount of the scheduled payments but because the child support payments will continue until the child reaches maturity (or longer under certain circumstances such as the child has a disability). For a child, moreover, these support payments can serve as a tangible expression of the non-custodial parent's concern and affection. Therefore, more Head Start and Child Care families need to be encouraged to obtain child support services and to be assisted in their efforts to do so.

Since some non-custodial parents of children receiving TANF and other means-tested services are themselves poor, their ability to provide substantial amounts of financial support early on will be limited. Therefore, Head Start and Child Care programs could provide opportunities for non-custodial parents --in most instances, the father-- to stay involved with their children, and help both fathers and mothers understand that both parents have an emotional and social, as well as economic, responsibility to their children.

Although child support services can represent a significant resource for families in transition from TANF, some community-based service providers view enforcement activities as not in the best interest of parents or children. Also, historically child support agencies have not forged strong program linkages with other agencies and organizations that serve the same clientele. As a result, child support policies and practice may not be understood or may be misinterpreted.

Since the Head Start and Child Care programs reach substantial numbers of low-income families --many of whom are families with a non-custodial parent-- projects to develop models of appropriate linkages between the Child Support, Head Start and Child Care programs would promote the full and positive involvement of non-custodial parents in the lives of their children.

The purposes of these projects would be two-fold:

- o At State levels, to promote effective collaborations between State Child Support Enforcement agencies, State Child Care agencies, Head Start State Collaboration Projects, and other public and private agencies, in order to develop and implement appropriate State strategies designed to enhance, through these programs, parental support for their children, including increased paternity establishment, payment of child support, access to health insurance, and increased levels of non-custodial fathers' involvement in the lives of their children.
- o At selected local levels, through the assistance of the State agencies: to effect collaborations between Child Support Enforcement agencies, Head Start Programs, Child Care Programs, including Child Care Resource and Referral agencies; developing and implementing appropriate local strategies to promote and facilitate increased parental support; access to child support services for families through the cooperation and assistance of the Child Care and Head Start programs

which these families frequent; and increased understanding and awareness by Child Support Enforcement staffs of the importance of non-custodial fathers' non-financial involvement with their children and of the ways that effective father-involvement programs can enhance voluntary payment of support by those non-custodial parents with the ability to contribute financially to the lives of their children.

Demonstration projects will be awarded only to those State Child Support Enforcement agencies which have demonstrated the capacity to provide leadership in forging effective collaborations across service programs and governmental levels.

3. Design Elements in the Application

- a. Each project will expand and enhance State-level planning and policy to promote child support services and support a series of local-level child support promotion/facilitation efforts. At least sixty percent of the project budget will be devoted to local-level collaboration efforts.
- b. State-level activities should include efforts to:
 - o engage all appropriate public and private agencies in ongoing planning and advocacy activities which promote child support services through collaboration with Head Start and Child Care programs;
 - o engage in basic information exchanges which serve to clarify the goals, requirements and procedures of the three programs, thereby eliminating misunderstandings and facilitating the programs' collaboration.
 - o address cross-cutting program issues (e.g. child support policies for low-income non-custodial parents, adequate provision for child care costs in child support orders);
 - o assess and work to remove State barriers to effective collaboration between the three service programs;
 - o disseminate training materials to local programs, which could include developing/disseminating new information materials on child support services and on parent involvement strategies;
 - o identify local Head Start and Child Care programs which exhibit potential for successful project demonstrations; and,
 - o evaluate the activities undertaken by the project to promote and facilitate child support services.

- c. Each project will provide support to several local efforts to develop new models of promoting and facilitating child support services in selected Head Start and Child Care programs. Planning and activities must include local representatives of Head Start, Child Care and Child Support Enforcement, as well as other appropriate local agencies or groups, including child care resource and referral agencies.

Examples of possible local initiatives could include:

Information Exchange: Engage in basic information exchanges which serve to clarify program goals, requirements and procedures, thereby eliminating misunderstandings and facilitating programs' collaboration.

Outreach: Use of Head Start and child care programs, including child care resource and referral agencies, to distribute outreach information and materials about paternity establishment and child support enforcement.

Referrals: Development of procedures that Head Start and child care programs can use to refer families to the appropriate child support enforcement office.

Parent Training: Incorporation of information and training about the importance of paternity establishment and the payment of child support in parent involvement activities.

Programs Staff Training: Training for Head Start and Child Care staffs on how they can work with parents to promote paternity establishment and child support; and for Child Support Enforcement staffs on the importance of keeping fathers involved in the lives of their children.

Liaison: Designation of local Head Start and child care liaisons who meet regularly with child support workers on issues of child support and advocate for services on behalf of Head Start and child care clients.

Service Entry Point: Development of procedures for making Head Start and Child Care programs the entry point to the child support service system for eligible families; the provision of training and assistance to Head Start and child care staff designated to take applications for child support services; and/or providing regularly scheduled opportunities for Child Support Enforcement staff to take applications at Head Start and Child Care program sites. Where Head Start and Child Care programs may be involved in promoting job opportunities for low-income fathers, these activities should be used as a child support service entry point. Also, preparing Head Start and Child Care staff to address parents' need for adequate information on child support services to make well

informed decisions for their families.

- d. Each project will submit a report of strategies, activities, evaluation results, and recommendations for ways to strengthen collaborations between the Child Support Enforcement Program and the Head Start and Child Care Programs. Project Directors will also make efforts to present models and lessons at regional and national meetings and conferences across the three program areas.

Project applications should include a description of:

- o current State and local collaborative efforts among the three programs.
- o approach the project will take to promote collaborations at State and local levels among the three programs.
- o how the State Child Support Enforcement Agency will work with the Head Start State Collaboration Project, the State Child Care Agency, and other appropriate groups to achieve project goals.
- o plan for evaluating project results. Minimal evaluation requirements for these projects will consist of a thorough process analysis which completely describes and analyzes the state of collaboration and operation of programs before the implementation, the new operational intervention itself, the process of implementation of the new operation, and the results of the new operation with a comparison of the old and new procedures. Such process analyses should assess the results against expectations for the new operation.

Applicants should enclose letters of commitment to participate in the demonstration from the Head Start State Collaboration Project, the State Head Start Association, the State Child Care Agency, and from appropriate child care resource and referral agencies. The letters should detail how these agencies propose to be involved in the demonstration. State Child Support Enforcement Agencies should be aware that the Federal Head Start and Child Care Bureaus and the National Association of Child Care Resource and Referral Agencies (NACCRRA) are alerting their networks to this opportunity for collaboration with Child Support agencies.

4. Project Duration 3 years

5. Project Budget \$700,000 (\$203,000 in Section 1115 funds) awarded for 6-8 grants in a range of \$50,000 to \$100,000 each.

PRIORITY AREA 1.03.b: CHILD SUPPORT ENFORCEMENT COLLABORATION WITH CHILD WELFARE PROGRAMS

1. Purpose

Demonstration of the use of location resources available to support enforcement agencies to facilitate, in appropriate instances, family preservation through the placement of children currently in foster care with a biological (but heretofore "absent") parent or with kinship persons, including the extended family of a non-custodial parent or through freeing children for adoption by locating the absent parents for the purpose of terminating parental rights.

The Office of Child Support Enforcement proposes to award 2 or 3 demonstration grants for total funding of \$300,000 (\$87,000 total in Section 1115 funds.)

2. Background and information

The Federal Parent Locator Service (FPLS), an arm of the Office of Child Support Enforcement, is a computerized network through which State support enforcement agencies may request location, income and asset information from Federal and State sources for the purpose of establishing and enforcing child support orders. Under specified circumstances, the location information is also accessible to designated officials to enforce custody and visitation orders and in cases of parental kidnapping. Within each State, a counterpart State Parent Locator Service performs a comparable function for support enforcement purposes, increasingly through automated interchange with the recordkeeping systems of other State agencies such as the department of motor vehicles.

Under current law, there are several avenues by which location information available to child support enforcement agencies can be utilized to facilitate family preservation or adoption:

- o Children who receive child welfare services are also eligible for support enforcement services, including parental location, under title IV-D. The location of the natural parent(s) would contribute directly to facilitating family preservation or, in appropriate cases, adoption. Any child support monies collected are directed first to reimburse the government for the cost of foster care; then, any child support payments in excess of the cost of foster care are utilized exclusively for the welfare of the child.
- o Since the proceedings preliminary to adoption can appropriately be characterized as a child custody determination, a judicial decision maker or agent of the court could, under existing law and regulations, have access to location information available to child support enforcement agencies. Disclosure of such information -- here or in any other circumstance described -- is contingent upon appropriate safeguards being in place to maintain its confidentiality.
- o While as a general rule, persons applying for support enforcement services apply for the complete range of such services, one exception presently exists; i.e.,

the applicant can limit the request to "location-only" services. Through this mechanism, a child's attorney or court-appointed guardian ad litem could obtain access to the range of location sources available to the State and Federal Parent Locator Services.

3. Design Elements in the Application

State child welfare and child support enforcement agencies should collaborate to facilitate use of the FPLS to identify and locate absent parents of children in foster care. In this way, child welfare agencies may locate parents or other relatives who may be interested in providing a permanent home for a child in foster care. Even if an absent parent is unable to provide a home for the child, ruling out this alternative early in a child's placement will allow the agency and court to move expeditiously towards adoption or another permanent alternative. Evidence of such planned collaboration should be part of applications submitted.

Minimal evaluation requirements for these projects will consist of a thorough process analysis which completely describes and analyzes the state of collaboration and operation of programs before the implementation, the new operational intervention itself, the process of implementation of the new operation, and the results of the new operation with a comparison of the old and new procedures. Such process analyses should assess the results against expectations for the new operation.

State Child Support Enforcement Agencies should be aware that the Federal Children's Bureau is alerting its network to this opportunity for collaboration with the Child Support program.

4. Project Duration 3 years

5. Project Budget \$300, 000 (\$87,000 total in Section 1115 funds) to award 2-3 grants.

PRIORITY AREA 2.01: ARRANGEMENTS FOR REVIEWING AND ADJUSTING CHILD SUPPORT ORDERS

1. Purpose

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) makes significant changes in the way that child support awards are to be reviewed and adjusted over time. OCSE is seeking to fund and evaluate a number of projects that help explain the costs and benefits of newly available options for the State, the Federal government, and for custodial and noncustodial parents.

The basic purpose of this priority area is to compare and contrast innovative administrative approaches for reviewing and adjusting child support award amounts with current practices, within different legal, judicial, and administrative environments. States are encouraged to conduct demonstration projects to test and evaluate model procedures for reviewing

child support award amounts as they are impacted by PRWORA.

It is anticipated that up to 5 projects will be awarded for total funding of \$900,000 (\$261,000 in Section 1115 funds). These projects may reflect the different aspects of the review and adjustment process and the diverse demographics of the population served by the IV-D program.

2. Background and Information

The Family Support Act (FSA) of 1988 (Public Law 100-485) made changes to review and adjustment requirements. In these provisions States were required to:

- o review and, if appropriate, adjust child support orders upon the request of either parent or at the request of the State child support enforcement agency;
- o review child support orders at intervals of 36 months or less for AFDC cases unless the review and adjustment would not be in the best interest of the child; and
- o notify the parties at least 30 days prior to the review that they have the right to request such a review, notify both parties of the findings of the review, and further, notify the parties that a minimum of 30 days is afforded to challenge the adjustment or determination.

PRWORA further amended the review and adjustment provisions as follows:

- o States must review and, as appropriate, adjust child support orders at the request of either parent. In the case of orders being enforced against parents whose children are receiving benefits under Title IV-A of the Social Security Act, States may also review the order at their own option;
- o No proof of change of circumstances is needed to initiate the review; if a review is requested outside of the three-year cycle, the State must review, and if appropriate, adjust if the requesting party demonstrates a substantial change in circumstance;
- o 1) States may adjust child support orders by applying the State guidelines and updating the award amount. Alternatively, 2) States may apply a cost of living increase to the orders or use automated methods to identify orders eligible for review, conduct the review, identify orders eligible for adjustment, and apply the appropriate adjustment to the orders based on the threshold established by the State. Under these two options, both parties are given 30 days after notice of the adjustment to contest the results; and
- o States are required to give each party notice of their right to request review and adjustments, at least once

every three years. The notice may be included in the order establishing the support amount.

3. Design Elements in the Application

It is the goal of this initiative to provide OCSE with information on the costs and the benefits and to identify best practices in implementing these changes. In order to successfully compete under this priority area, the applicants should:

- o Provide a detailed description of what review and adjustment innovations will be addressed. This shall include an assessment of the current status of ongoing review and adjustment efforts. Applicants should specify what their experience is with implementing FSA review and adjustment requirements and the outcomes of these efforts.
- o Applicants may emphasize any aspect of review and adjustment as it is revised in PRWORA. For example, an applicant may choose to focus on comparing the outcomes of using State guidelines to adjust child support amounts with using cost-of-living adjustments.
- o The project could have one control group in which review and adjustment is done according to FSA requirements as appropriately modified by PRWORA regarding notices and mandatory reviews. The State could analyze the effect of these provisions on:
 - o cases adjusted as a percent of the number of cases reviewed;
 - o the percent of upward adjustments compared with the percent of downward adjustments;
 - o the average and median amount of adjustments upward and downward;
 - o the average time frames for review and adjustment;
 - o the percentage of appeals, the average time to process appeals; and the outcomes of appeals.

4. Project Duration 3 years

5. Project Budget \$900,000 (\$261,000 in Section 1115 Funds) to support up to 5 projects.

Priority AREA 3.01: THE EFFECT OF CHILD SUPPORT COLLECTIONS ON WELFARE RECIPIENT INCOME AND OBLIGOR BEHAVIOR

1. Purpose

To determine how payers and recipients of child support react to approaches aimed at increasing parental responsibility, enhancing the transition from welfare to work, and achieving family self-

sufficiency.

2. Background and Information

It has been hypothesized that one way of increasing parental responsibility, encouraging the movement from welfare to work, and stimulating family self-sufficiency is to assure receipt by the custodial family of a fixed amount of child support on a regular basis. The increased and stable income from doing so, according to the proponents, will stimulate greater work activity, improve parental cooperation with the efforts of the support enforcement agency, and have a positive impact on the community of which the recipients are a part.

A child support assurance or insurance system has been discussed extensively in the literature for a number of years. Federal legislation enacted in 1987 authorized New York State to conduct a seven-county demonstration of a type of assured payment program called the Child Assistance Program (CAP). CAP gave a higher earnings disregard and other benefits to AFDC recipients who established a child support order. This payment was lower than the basic AFDC payment but because of the more generous disregards, families were financially better off under CAP than under AFDC. While CAP is not considered a "pure" form of child support assurance, the demonstration project did show that offering a guaranteed payment improved the speed at which support orders were established and the uptake of work. A program evaluation conducted by ABT Associates indicates that the State received a favorable return on its investment in the CAP program and that families participating in CAP were also better off financially.

This announcement hopes to facilitate a new generation of child support assurance projects which take into account the vast changes in the welfare system that occurred when PRWORA was passed. Since then, a few State officials have expressed interest in a child support assurance or insurance demonstration. We are accordingly willing to pay for two relatively small one-year planning grants so that interested States may consider, plan and design child support assurance or insurance programs based on State-generated hypotheses of what they desire to achieve.

A demonstration design at the end of the planning grant period would have to address at least the following issues: Who will be eligible for the assured child support payment? What would be the criteria for program enrollment? What is the nature of the payment or benefit? And how would it be treated for other Federal or State-funded income-tested programs and for income tax purposes? An evaluation design should likewise be able to address the potential effects of child support assurance as mentioned earlier.

There is no commitment to necessarily fund from monies available under section 1115 any demonstration proposal evolving from the planning process. Indeed, the availability of funds, the soundness of the proposal, the extent to which State funds would be committed, and the likelihood of attracting financial support from private foundations or other such sources would all be

significant considerations at the time.

Another hypothesis that has been suggested as worthy of demonstration is that passing through child support payments to the custodial family, and disregarding these payments in calculating the amount of public assistance, results in increased payment of child support and greater involvement of the obligor in attending to his/her children's personal, physical and emotional needs.

In this regard, the Deficit Reduction Act of 1984 changed the provisions governing distribution of child support collections to pass through to the family up to the first \$50 of current child support collected each month, with the amount of the pass through also being disregarded for AFDC purposes. PRWORA ended Federal sharing in the cost of the pass through, leaving it to State discretion whether or not to pass through any amount of child support collected and if so, how to treat the income to the family in the TANF program.

According to its advocates, seeing the child support payment as income to the custodial family, rather than a payment going to the government, encourages the noncustodial parent to make timely, regular and full child support payments and, concomitantly, take a more active part in the life of his/her children. There is only anecdotal information at present on the effect of such a policy on an obligor's actions.

Several States, as part of welfare reform demonstrations prior to the enactment of PRWORA, initiated projects to pass through greater amounts of regularly received child support, treating it for assistance purposes as either unearned income to the family or a disregarded (in whole or in part) sum. Some of these projects are still ongoing. However, they have been directed at studying the effect of the child support payment on the custodial parent and supported children. Now, we want to learn whether the perception that these payments help the family meet its daily living expenses or otherwise meet its needs -- rather than reimbursing the government for prior assistance paid -- has an effect on the noncustodial parent.

States who presently have ongoing pass-through projects under welfare reform demonstrations are especially encouraged to submit proposals (under existing terms and conditions for waivers) that would complement these efforts by also looking at the effect on the obligor. Other States interested in newly initiating demonstrations are advised that doing so would in no way modify policies governing the Federal share of child support collections as enacted in PRWORA.

Overall, a combined total of \$700,000 (\$203,000 in Section 1115 funds) is anticipated to be available for both the planning grants and the pass-through related demonstrations. This could support two planning grants (\$100,000 total or \$29,000 in Section 1115 funds) and 2 or 3 demonstration projects (\$600,000 or \$174,000 in funding from Section 1115). Demonstrations would be the initial year of a three-year project period.

3. Design Elements in the Application

All applicants must include evidence that the following questions can be reasonably addressed within the demonstration:

- 1) Does the child support payment made by noncustodial parents become more regular if it is paid as child support by the noncustodial parent and received by the custodial family?
- 2) Is there a change in a noncustodial parent's perception of his/her obligation to his/her children?
- 3) Is there a measurable difference in the involvement of the noncustodial parent in the life of his/her children?
- 4) Is there a change in the attitude of the custodial parent toward the noncustodial parent?

OCSE will require in demonstration sites an impact evaluation of the questions posed above. Random assignment of noncustodial parents to the experimental group where pass-through payments go to the family, or to the control group where there is no such pass-through will constitute the structure of the evaluation. Comparison of the two groups on the questions posed above will constitute the results of the project.

Applicant States may pass through their portion of collected child support, and those applicant States that already hold waivers for pass-through projects may claim Federal Financial Participation above and beyond that generated by the 1115 special federal funds to support demonstration activities by virtue of their status as an 1115 waiver demonstration. These funds should make random assignment experimental analysis affordable within the context of individual projects.

4. Project Duration: 3 years

5. Project Budget: \$700,000 (\$203,000 in Section 1115 funds) to support 2 planning grants and 2-3 demonstration grants

PRIORITY AREA 4.01: NONCUSTODIAL PARENTS AND THEIR RELATIONSHIP TO THE SUPPORT ENFORCEMENT SYSTEM

1. Purpose

To develop, pilot and evaluate measures and models to make the Child Support Enforcement Program more responsive to the needs and circumstances of low-income noncustodial fathers, from paternity establishment onward, in the context of encouraging greater parental responsibility.

2. Background and Information

Young, unwed, frequently minority fathers, often with low and/or sporadic income are now and will be increasingly interacting with

the Child Support Enforcement Program as an outgrowth of many additions to Federal law in recent years and steadily improving performance on the part of support enforcement agencies.

Paternity establishment is a particular case in point. States are required to have and use a simple civil process for voluntary paternity acknowledgement, including hospital-based programs. Establishing paternity, of course, is the first step toward the recurring collection of child support. Advocates have suggested that at or near the birth of the child is a good time to approach the unwed father. Since he and the mother are still often on good terms, he may be most interested in the future well-being of the child, and the father's location is known. Today, however, little is done to encourage fathers to remain actively involved with their children (while being mindful of domestic violence considerations) once paternity has been legally established and other aspects of the support enforcement process are triggered.

An extensive array of programs and community-based agencies are now attempting to improve the economic and social well-being of poor, including minority males who are also likely to father children out of wedlock. Collaboration is very much in order, recognizing that the child support program may not have been viewed in a positive light by many at the community level. Already, small-scale but positive efforts can be identified.

In Arkansas, a five-county project to offer self-sufficiency and employment-related services to fathers following in-hospital paternity acknowledgement showed an improvement in child support paid by program participants. Responsible fatherhood projects exist in several sites in different parts of the country, offering comprehensive services to poor, minority fathers to help them achieve economic self-sufficiency and otherwise straighten out their lives. Community Action Agencies, funded by the Administration for Children and Families' Office of Community Services (OCS), are accelerating efforts to provide needed services to these same fathers. The OCS and the Office of Child Support Enforcement recently entered into a Memorandum of Understanding to coordinate these efforts, aimed at addressing the many problems facing poor, minority males with support enforcement-related activities.

3. Design elements in the application

States are encouraged to pilot or experiment with a variety of techniques for overcoming the multiple problems and special circumstances of low-income, minority fathers on support enforcement-related matters. A long-term perspective on how to encourage voluntary compliance and responsible parenthood without having to invoke the many enforcement tools available to child support agencies warrants careful consideration.

Evidence of the commitment and active participation of relevant public and private agencies, and especially community-based organizations, will be required as part of any application. Where relevant, coordination with any ongoing or planned efforts stemming from the Federal government's Fatherhood Initiative or from State technical assistance efforts supported by OCSE will

also be required.

Using in-hospital paternity acknowledgement or related programs as a starting point, States are encouraged to demonstrate a referral mechanism to provide employment and other necessary assistance, on a voluntary basis, to non-custodial fathers to assist them to find work, pay child support, become emotionally connected to their children, and cease negative behavior, such as substance abuse. Demonstration funding could not be used to augment existing service programs (e.g., substance abuse treatment).

Fathers who acknowledge paternity at the hospital or afterwards could be provided information about public or private services in the community for assistance in finding jobs, securing visitation and custody rights, counseling to stay in school, substance abuse prevention, domestic violence counseling, or other needed or desired services. With due adherence to privacy safeguards requirements under 45 CFR 303.21, community agencies might be given the names of new fathers to contact to determine need and interest.

States are encouraged to contact the DHHS Office of the Assistant Secretary for Planning and Evaluation or the Office of Child Support Enforcement regarding technical assistance materials developed for evaluation of responsible fatherhood programs. States shall design a process and evaluation methodology using control and experimental groups. Such evaluation shall assess: number of paternities established through voluntary acknowledgement, number of fathers contacted, number of fathers needing assistance, types of assistance needed, number of fathers receiving assistance, types of assistance received, completion of programs, impacts in terms of increased incomes, increased visitation, substance abuse recoveries, reuniting of families, marriages, and other outcomes related to activities, including whether, and if so the extent, utilization of child support enforcement remedies has been reduced.

ADDITIONAL POINTS WILL BE AWARDED FOR USE OF DEPARTMENT OF HEALTH AND HUMAN SERVICES RESEARCH DESIGN AND ACTIVE INVOLVEMENT OF COMMUNITY ACTION AGENCIES.

State Child Support Enforcement Agencies should be aware that the Federal Office of Community Services is alerting its network of Community Action Agencies to this opportunity for collaboration with the Child Support program.

4. Project duration 3 years

5. Project Budget Total 4 grants at \$250,000 each for a total of \$1,000,000 (\$290,000 in Section 1115 funds)

PART III: INFORMATION AND INSTRUCTIONS FOR THE DEVELOPMENT AND SUBMISSION OF APPLICATIONS

This part contains information and instructions for submitting applications in response to this announcement. Application forms

are provided along with a checklist for assembling an application package. Please copy and use these forms in submitting an application.

Potential applicants should read this section carefully in conjunction with the information in the specific priority area under which the application is to be submitted. The priority area descriptions are in Part II.

A. Availability of Forms

Eligible applicants interested in applying for funds must submit a complete application using the required forms in Appendix A to this announcement. In order to be considered for a grant under this announcement, an application must be submitted on the Standard Form 424. Each application must be signed by an individual authorized to act for the applicant and to assume responsibility for the obligations imposed by the terms and conditions of the grant award.

B. Assurances/Certifications

Applicants requesting financial assistance for a non-construction project must file the Standard Form 424B, "Assurances: Non-Construction Programs". Applicants must sign and return the Standard Form 424B with their applications.

Applicants must provide a certification concerning lobbying. Prior to receiving an award in excess of \$100,000, applicants shall furnish an executed copy of the lobbying certification. Applicants must sign and return the certification with their applications.

Applicants must make the appropriate certification of their compliance with the Drug-free Workplace Act of 1988. By signing and submitting the application, applicants thereby provide the certification and need not mail back the certification with the application.

Applicants must make the appropriate certification that they are not presently debarred, suspended or otherwise ineligible for an award. By signing and submitting the application, applicants thereby provide the certification and need not mail back the certification with the application.

Applicants will be held accountable for the smoking prohibition in P.L. 103-227, Part C Environmental Tobacco Smoke (also known as the Pro-Children's Act of 1994). By signing and submitting the application, applicants thereby provide the certification and need not mail back the certification with the application.

C. Preparation of Application

Applications for demonstration projects under this announcement must be prepared using the ACF uniform application forms located at Appendix A to this announcement.

The estimated average burden per response is 6 hours. All

information collections within this program announcement are covered by the Uniform Discretionary Grants Application Form (OMB Number 0970-0139), expiration date 8/31/97 at Appendix A. An agency may not conduct or sponsor, and a person is not required to respond to, a collection of information unless it displays a currently valid OMB control number.

1. Forms Required

Appendix A contain all of the standard forms required for making applications for awards under this announcement.

2. Contents of the Application

Each application should include one (1) signed original and two (2) additional copies of the following:

a. Completed "Application for Federal Assistance" (SF-424), which has been signed by an official of the State agency applying for the grant who has authority to obligate the organization legally.

b. "Budget Information -- Non-Construction Programs" (SF-424A).

c. A signed "Assurances--Non-Construction Programs" (SF-424B).

d. A signed "Certification and Lobbying Disclosure Form"

e. A signed "Certification Regarding Maintenance of Effort"

f. "Program Narrative" follow the guidance herein in conjunction with the Announcement sections, "Scope of Work," "Project Description" and "Review Criteria".

3. Instructions for Completing the SF-424

The instructions for completing the Standard Form SF-424, "Application for Federal Assistance" accompany the form and are self-explanatory with the following clarifications:

Item 1. Under "Application" column, check "Non-Construction."

Item 3. NA since applicant is a State agency.

"Identifier" numbers (3) leave blank

Item 10. The Catalog of Federal Domestic Assistance number for the program covered under this announcement is: 93.563

Item 13. Enter a "Start Date" of 10/1/97 and an "Ending Date" of 09/30/98.

Item 16. Check Box "b"; program is not covered by E.O. 12372.

4. Instructions for Completing the SF-424A

The instructions for completing Standard Form SF-424A, "Budget Information - Non-Construction Programs" accompany the form.

5. Certifications

Applicants should include only the following:

1. "Assurances - Non-Construction Programs" signed by the authorized official.
2. "Certification Regarding Lobbying" signed by the authorized official.
3. "Certification Regarding Maintenance of Effort" signed by the authorized official.

6. The Application Package

Each application package must include an original and two copies of the completed application. Each copy should be stapled securely (front and back if necessary) in the upper left hand corner. All pages of the narrative (including charts, tables, maps, exhibits, etc.) must be sequentially numbered, beginning with page one. In order to facilitate handling, please do not use covers, binders or tabs. Do not include extraneous materials as attachments, such as agency promotion brochures, slides, tapes, minutes of meetings, etc.

D. Submission of Application

Prior to mailing the submission, applicants should check to be certain that the application package includes all required materials. Use of the "Application Checklist" in Appendix A will facilitate a careful review to ascertain that the application package is complete and ready for submission. Also, following the "Suggested Ordering of Application Materials" is highly recommended. The signed original and two (2) copies of the complete application package should be mailed or handcarried to DHHS.

ADDRESSES : Mail applications to: Department of Health and Human Services, Administration for Children and Families, Division of Discretionary Grants, 370 L'Enfant Promenade, S.W., Mail Stop 6C-462, Washington, D.C. 20447, ATTN: Reference announcement number and specify Priority Area numbers, e.g., 1.03.a)

The closing date for the submission of applications is July 1, 1997. Applications postmarked after the closing date will be classified as late.

Deadline: Mailed applications shall be considered as meeting the announced deadline if either they are received at the above address by the closing date or are postmarked not later than the closing date for the submission of applications. Applicants are cautioned to request a legibly dated U.S. Postal Service postmark or to obtain a legally dated receipt from a commercial carrier or the U.S. Postal Service. Private metered postmarks shall not be

accepted as proof of timely mailing.

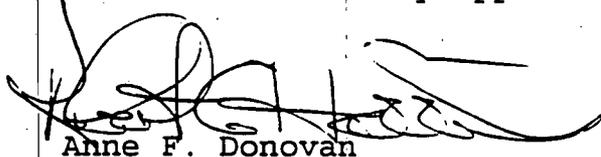
Hand delivered Applications: Applications handcarried by applicants, applicant couriers, or by overnight/express mail couriers shall be considered as meeting an announced deadline if they arrive on or before the deadline date, between the hours of 8:00 a.m. and 4:30 p.m., at the U.S. Department of Health and Human Services, Administration for Children and Families, Division of Discretionary Grants, ACF Mailroom, 2nd Floor Loading Dock, Aerospace Center, 901 D Street, S.W., Washington, D.C. 20024, between Monday and Friday (excluding weekends and Federal holidays). **Any application received after 4:30 p.m. on the deadline date will not be considered for competition.**

Applicants using express/overnight mail services should allow two working days prior to the deadline date for receipt of applications. (Applicants are cautioned that express/overnight mail services do not always deliver as agreed.)

ACF cannot accommodate transmission of applications by FAX or through other electronic media. Therefore, applications transmitted to ACF electronically will not be accepted regardless of date or time of submission and time of receipt.

Late Applications: Applications which do not meet the criteria above are considered late applications. ACF shall notify each late applicant that its application will not be considered in the current competition.

Extension of Deadlines ACF may extend the deadline for all applicants because of acts of God such as floods, hurricanes, etc., or when there is a widespread disruption of the mails. However, if ACF does not extend the deadline for all applicants, it may not waive or extend the deadline for any applicants.



Anne F. Donovan
Acting Deputy Director
Office of Child Support Enforcement

Appendix A: ACF Grant Application Forms

cc: CSE Regional Program Managers

OCSE RESPONSIBLE FATHERHOOD PROJECTS

David Arnaudo
Office of Child Support Enforcement

September 1998

CONTENTS

CALIFORNIA

COLORADO

MARYLAND

MASSACHUSETTS

MISSOURI

NEW HAMPSHIRE

WASHINGTON

WISCONSIN

STATE CONTACTS

FUNDING

A. GRANTS:

RESPONSIBLE FATHERHOOD PROJECTS - Annual Amounts Section 1115 and Total

	Sec. 1115	Total
O COLORADO	\$72,092	\$248,593
O MARYLAND	\$79,000	\$272,414
O MISSOURI	\$39,539	\$136,341
O WISCONSIN	\$72,500	\$250,000
O MASSACHUSETTS	\$72,500	\$250,000
O CALIFORNIA	\$72,500	\$250,000
O NEW HAMPSHIRE	\$24,928	\$81,868

B. CONTRACTS:

MULTI-SITE EVALUATION	1 - \$ 197,000
Policy Studies Inc., Denver, Colo.	2 - \$ 285,069
	T - \$ 483,000

MIS DEVELOPMENT FOR MULTI-SITE: EVALUATION	\$ 250,000
Lewin Group, Fairfax Co., Va.	

CALIFORNIA (SAN MATEO CO.): SUPPORTIVE SERVICES
FOR NON CUSTODIAL PARENTS

Grant Award: September 1997

Project Begins: December 1997

Contractor: San Mateo County Family Court Services Unit (mediation and visitation enforcement); Family Services Agency of San Mateo County (Parenting Education and supervised visitation); San Mateo County Human Services Agency Program for TANF clients -- SUCCESS (employment assessment, job placement services); Human Services Agency (supportive services)

Site: San Mateo Co., California

Referrals: Child Support Office identifies non paying cases and the court makes a seek work order. also referrals from community based organizations and new parents from paternity establishment units and hospitals, voluntary referrals, employment calendar of the courts (day of court referrals), SLIMS stipulation (?).

Target cases: Non paying child support cases.

Services: Employment services, access and visitation services (mediation, enforced visitation enforcement and supervised visitation), Parenting education. Potential supportive services include: mental health counseling, referral to housing specialists and other services as needed. Information and referral services: POP programs, pre-natal clinics, county public health.

Evaluation Results: NCP's get jobs but only 18% complete training programs. Big use and success of mediation services.

COLORADO: SERVICES FOR NON CUSTODIAL PARENTS

Grant Award: September 1997

Start Date: After January 1998.

Contractors/service providers: Goodwill Industries (Job services), Maximus (privatized IV-D agency for child support and in hospital paternity services), Center for Fathering (Peer Support, management and access and visitation), Women's Resource Center (support services and access and visitation services for mothers). Large advisory board of department of social services, Center for Fathering, Maximus, Colorado Womens Resource Agency, Goodwill, and private employers.

Received a Fragile Families Planning Grant.

Cases: unemployed, underemployed or low income fathers. Target on fathers that are behind in their child support and securing father cooperating near the birth of the child through the in-hospital paternity, ESPDT, prenatal or post partum clinics process or in the various stages of child support services and community service agencies. Will work with incarcerated parents.

Activities: 1) Employment Related Services: job search assistance, opportunities for education and skills training, job coach and mentoring, work skills management, job placement assistance, opportunities for on the job training, paid work experience, skills training coupled with part time employment; 2) Enhanced Child Support: identification of eligible NCPs, offering services to NCP's in conjunction with in hospital paternity establishment or other child support services,

expedited child support and enforcement services, etc. 3) peer support and case management: counseling, education, peer support, mentoring, case management etc. 4) referral to social services substance abuse, anger management, domestic violence, counseling, psychotherapy; 5) mediation and pro se legal assistance re custody and visitation arrangements, access problems, mediation, legal assistance, supervised visitation; 6) support services for mothers: support group involvement, counseling interventions, parenting ed.

Evaluation: Jessica Pearson, Center for Policy Research.

MARYLAND: RESPONSIBLE FATHERS DEMONSTRATION
PROJECT

Grant Award: September 1997

Project Begins: May 1998 in Baltimore Co. somewhat later in Charles Co. Evaluation begins September 1998.

Contractors: Baltimore City Young Fathers/Responsible Fathers Program agreements with Baltimore City Department of Social Services, Baltimore Employment Exchange (employment services), Baltimore Urban League, Helix Health System-Harbor Hospital Family Life Course Center, and Southwest Community Organization (recruitment), Baltimore City (fatherhood and access and visitation). South Baltimore Learning Center and other entities (GED education). Note they got a planning grant from NPCL.

Charles Co. Responsible Fatherhood Demo.: ADISA Future Positive Systems, Charles Co. Department of Social Services.

Activities: Fathers recruited during pregnancy and early in their father's life. Fatherhood motivation, mediation, paternity acknowledgement, pre-employment training, job readiness training, and job placement services, parenting classes, child support motivation and services.

Independent Evaluator: The University of Maryland Center for Applied Policy Studies (Dr. Charles Wellford)

Outreach: Presentations at local social centers
(e.g., Cherry Hill Village Center, Hearts of Pig
Town Neighborhood, Life Course Center and Southern
Neighborhood Service Center - the last two centers
are the target centers etc.).

Sites: Southern Baltimore, Charles County

MASSACHUSETTS: NON CUSTODIAL PARENTS AND THEIR
RELATIONSHIP TO CHILD SUPPORT

Grant Award: September 1997

Project Begins: January 1998

Contractors/Coordination: Boston Healthy Start,
Boston Partners for Fragile Families (Healthy
Start, STRIVE, Family Services of Greater Boston,
Boston ten point coalition, Children's Trust Fund).
Access and Visitation Grant (Massachusetts Probate
and Family Court.

Site: Parts of Boston to Suffolk Co. eventually.

Services: Case Management, fatherhood development
and peer support curriculum, employment and
educational services, resource center for child
support enforcement and visitation issues.
Through Access and Visitation Grant: parent
education, community outreach, visitation services.

MISSOURI: Proud Parents Project

Grant award: September 1997

Project began January 1, 1998 (some redesign delaying implementation).

Contractors: Mediation Achieving Results for Absent Parents (MARCH) via Access Grant. Employment through Parents Fair Share Project and Futures for Mothers.

Sites: Kansas City - Norman Center and midtown Kansas City, Desoto Area, Jefferson County and three rural counties--Cape Girardeau, (Head Start) Perry (Adult Education Center), and Bollinger Counties (Head Start). Later Jackson Co.

Cases: Never married fathers with children under 5. Father must have acknowledged paternity formally or informally to get into the project; father must formally acknowledge paternity before getting services.

Services: One time workshop covering fathers rights, attachment and bonding, and communications with mothers. Mediation services (four hours free) to discuss parenting time, financial support and transportation as provided under the Access and Visitation Grant (if only one parent wants to mediate the project will help the other parent secure an order); Parents Fair Share Services, supportive services (e.g., child care) including employability assessment, job search, job retention, funds for tools and transportation, skills training by PIC, social services referrals, education/GED services, and other access services.

NEW HAMPSHIRE: PROJECT PHOENIX

Grant award: September 1997

Contract awarded: March 18, 1998

Project begins: April 1, 1998

Contractor: Second Start

Non-custodial parents selected based upon: failure to complete high school or GED, poor work history, chronic unemployment or underemployment, lack of appropriate work history, loss of transportation, no licence, domestic violence, alcohol or substance abuse, non child support involvement with courts. Most clients have not been involved with a program before.

Outreach: welfare, employment security, WIC, hospitals, courts, high school, visitation center, Attorney General, Job training.

Clients: Non-Custodial parents who have trouble paying child support who have orders.

Services: Assessment, counseling re employability, supportive services which are part of the plan.

Clients meet with the caseworker; orientation center.

Job readiness classes every week at Second Start.

Self-esteem referrals.

Vocational rehabilitation referrals.

Areas served: two towns in Merrimack Co., New Hampshire.

Program size: 15 new and 4 follow up (16 active participants). 75% of follow up cases employed., employment rate 60%

Primary activities: Full Time employment \$7.95/hr for full time employment -10-

Secondary activities: Certificate training - 4- and vocational counseling.

Paternity Establishment and Child Support Services

Second year application submitted for 85,000 (25,000 Sec. 1115).

WASHINGTON: DEVOTED DADS PROJECT

Waiver awarded: late 1997

Participants: Washington State Child Support Enforcement, Tacoma-Pierce Co. Health Department, Community Action Agency, Metropolitan Development Council, local hospitals, local high schools, human services and health providers etc.

Site: Takoma - Pierce Co, Washington (EZ-EC site).

Activities: Public information campaign, self help center for resolution of access and child support problems. Peer education re paternity, child support, teen parenting, pregnancy preventions in conjunction with high schools. Fatherhood and parenting development, personal counseling, family assistance, other assistance to meet obligation. Paternity establishment and child support services. 12 month educational and employment contract for each enrollee including: employment programs, GED, Post-Secondary education, and employment. Education on personal development, life skills, responsible fatherhood, relationships, health and sexuality.

Cases: families and young men under 25 and their custodial mothers who earn less than the poverty level and alleged to have children under 8. Recruitment from in-hospital paternity, high schools and a very broad variety of community agencies.

Evaluation: Experimental control group evaluation required.

WISCONSIN: TEAM PARENTING DEMONSTRATION PROJECT

Grant award: September 1997

Project begins: December 1997

Contractor: Goodwill Industries of Southeast Wisconsin; and Urban Institute (evaluator).

Others involved: Coalition of Community Foundations for Youth, Racine Community Foundation, Ford Fd.

Site: Racine Wisconsin

Referrals: Non cooperative non custodial parents, and others.

Model program is being implemented.

Target Population: Unwed that are underemployed, live in Racine Co., paternity not established.

Referral: from a wide variety of agencies including Child Support, Birthing Hospital, Community Action Agencies, Head Start, Health Program, Prenatal Clinics, WIC, school system, community based agencies.

Orientation: Goodwill Industries

Case management provided to both parents. includes initial assessment, development of personal plans, joint parenting plans, regular contact with children and monitoring of progress.

Services: Responsible Parenthood programming (Goodwill) employment services (workforce development center, gateway Technical College),

child support services (IV-D agency), other services (Coordinated by Goodwill).

Outcomes: parental involvement, reduced parental conflict, improved communications, increased earnings, increased voluntary compliance with child support.

Second year application: 250,000 (72,500 Sec. 1115)

CONTACTS FOR FATHERHOOD DEMONSTRATIONS

California: Rolando Villarama
Office of Child Support
State of California
744 P. St.
Sacramento, California 95814

(916) 654-1545

Peggy Jensen
San Mateo Co. District Attorney
401 Warren St.
Redwood City, California 94063

(650) 363-4598 or (650) 366-8221
FAX: (650) 365-3982 or 650-366-4711

New Hampshire: Neal Boutin
Acting Administrator
Office of Child Support
State of New Hampshire
6 Hazen Dr.
Concord, New Hampshire 03301

(603) 271-4578

Jean Marston
Office of Child Support
State of New Hampshire
6 Hazen Dr.
Concord, New Hampshire 03301

(603) 271-4436
FAX: 603-271-4787

Evaluation: Second Start

Maryland: Susan Seling

Director, Office of Adult and Family Services
Maryland Department of Human Resources
311 W. Saratoga St. - Room 247
Baltimore, Maryland 21201
(410) 767-7633

Audrey Clark
Program Manager
Office of Adult and Family Services
Maryland Department of Human Resources
311 W. Saratoga St.
Baltimore, Md., 21201-3521
410-767-7547

Stanley Fuller and Malcomb Smith
Fatherhood Program Administrators
(Above address)
410-767-4982 or 410-333-0079
fax: (410) 333-0079

Evaluator:

Dr. Charles Wellford
Maryland Center for Applied Policy Studies

Colorado: Paulene Burton

Director

Division of Child Support Enforcement

Department of Human Services

1575 Sherman St., 2nd Floor

Denver, Colo., 80203-1714

(303) 866-5994

Robert Conklin

Division of Child Support Enforcement

Department of Human Resources

State of Colorado

1575 Sherman St. 2nd Floor

Denver, Colorado 80203

(303) 866-5965

FAX: (303) 839-1332

Evaluator: Jessica Pearson

President

Center for Policy Research

1720 Emerson St.

Denver, Colo. 80218

303-837-1555

Massachusetts: Marilyn Ray Smith

Office of the General Counsel
and Assistant Director

Child Support Enforcement Div.

Department of Revenue

141 Portland St.

Cambridge, Mass., 02139-1931

(617) 577-7200 X 30654

Richard Claytor
Child Support Enforcement Div.
Department of Revenue
Commonwealth of Massachusetts
141 Portland St.
Cambridge, Mass., 02139-1931

(617) 577-7200 x 30679

Evaluator: David Price
Vice President
Policy Studies Inc.
999 18th St., Suite 900
Denver, Colo. 80202

303-863-0900

Wisconsin: Carol Henry
Planning Unit
Bureau of Child Support
Department of Workforce Development
State of Wisconsin
P.O. Box 7935
Madison, Wisconsin 53707-7935
(608) 266-0252
fax: (608) 261-4413

Evaluator:

Eilaine Sorensen
Urban Inst.
2100 M. St., N.W.
Washington, D.C. 20037

(202) 261-5564
FAX: (202) 233-3043

Missouri:

Paula Diller
Grants Administrator
Office of Child Support
Missouri Dept. of Social Services
P.O. Box 2320
Jefferson City, Missouri 65102

(573) 526-5445

pdiller@mail.state.mo.us

Washington: Karen Wheeler

Regional Office Takoma
Child Support Enforcement
State of Washington
Takoma, Washington 98401

253-627-1545 x 4628

Marianne Wonderly
Regional Office Takoma
Child Support Enforcement
State of Washington
Takoma, Washington, 98401

253-627-1545 x 4800

Gen Gheen

11/3/98

- need leadership
 - for all families (not just AFDC/ reemployment)
- pass through to families would be good
- performance in order to get federal \$\$\$
- if no new funding \$
 - fees on moms
- would rather be on offshore instead of deference
- wants feds to take over interstate cases }

→ structure is a bigger problem
than # of people

→ Ohio doubled budget +
doubled staff

→ 25-29% collection rate

→ structure is 88 counties
bigger problem

→ agency

→ sheriffs

→ counties

→ Have to ~~the~~ meet minimal
staffing standard
(could do by 1997) (

→ could

→ HHS doesn't privilege states
→ moratorium against producing
→ no direct authority over states

→ we should create some strong
federal involvement
esp. for interstate cases

→ Have HHS send message
w/ h agency back to state
→ not back to state
→ right to employer

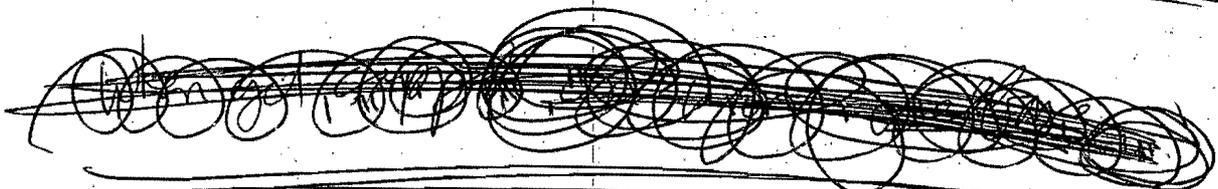
→ incentive structure

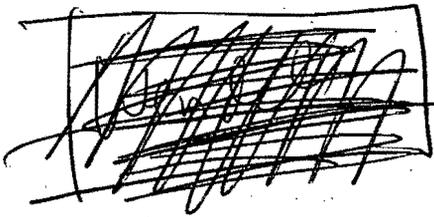
→ improvements to get \$\$

Bonus points for usage etc.

Don't use chat support & for job training
(Ron Mincy)

1UP system not for \$





Technical amendments BBA

P. 379 BBA
of Sect finds

Sec 409(a)(8)

state program failed
paternity est a to
or have other programs
means ~~est~~ established
but the sect

can create phylty / TANF
phylty

[define performance]

- follow through new hires
- poor performance
and below average
staffing

2

1

Of states disregard 80% ~~was through~~
in making TANF

- Don't have to forward federal funds
- change distribution rules

if we do it again

2

stick plus incentives } → turn into block grant
 } → employment
 } → some of \$

- child support in bond
- contract to Emptying System
- have vouchers for travel w/ ~~the~~ fathers
- incentives for support (subsidy scheme)
- ~~scribble~~ (disregards)
- closely connected
- to child support

Fair Share Order → best to

③

Version of 10,000

10/21 Child support financing

Gen - shall focus on % of families w/ collections (not total \$ coll)

WP = policy / decentralization

— - don't know what potential collections are

Gen - VA = ~~sanction~~ rework

John + rework in more %

Need incentive

- more # of streamline bureaucracy

? Enhanced match for centralized systems would be effective? (beyond collections)

WP = Key is - is person making resource decision influenced by incentives

Carver ^{MN} - ~~not~~ ^{not} ~~an~~ ^{ordinary} ~~is~~ ^{is} the most
resource intensive part / case by case
- would be faster / would
collect more if we didn't determine
on crossing case laws

Interv. - focus on reducing the
potential - keeping families
together

Data suggests collection costs to
w/ \$ and staff

Cost efficiency \neq cost collection
(although c.e. varies)

Mich. will use # use imp than when
wally (st vs. ct)

Geni - Mich. works in part because
incentive to get passed to ct
Cody - state law especially 
for b. or party downgrades

What about federalizing cost of orders

? But what are states doing
with extra \$400 mi?

Geri Voinovich doubled \$
and doubled staff
23% - 29% call P

Range 10% - 44%
(state % collectors)

→ should have national min
threshold

→ 36% threshold \$10m
min for families

→ PFP should vary by
how diff the cases
are you attempt to
collect (higher %
TANF, higher case load
production → PFP)

Gen with old cases at big
averages
Give amnesty on bank debt
if someone becomes
responsible

~~Willy~~ Willy - importance of
passing through all 4 families
state + federal share of
collections a barrier

[VI] - got winners
- cse debt to family
- fill in TANF

Willy

Cost of distribution rules
→ administrability

Paula

TANF resources ^{to cse}
going down

TX + IL - only states that
earn more TANF collection
for child support

Minn

program viewed as cost recovery
program - even in Minn
where ct + state all own it
its viewed that way

Kohl Bill

Duffy - ~~read~~ read to frame carefully

→ personal responsibility

Geni → people send badly won't push
for more to for agencies

→ understand

→ Fed vs state roles - is

at time to re define ~~all~~ roles

→ right new people

Wally

→ inability to use cse for MOE

Vikki

→ should auth transfer

TRANS → cse

→ need for better customer
services for both moms
& kids

WP Block grant to hire add'l staff

Elaine MOE/cse issue is imp

we should hold the line until

we know what will happen

have paper on MOE

Wally

We ~~will~~ should remember

→ st legis just went through
fortious process to pass

"fed mandates" → was able

to do so for 66% match

Geni

- special efforts for 1 state
- biggest complaint of members then survey

Wally

- * should be available for arrest violation - should be option for all fathers - not just will let them fund through IVF (wavers)
- * should be award w/o waiver

Elaine R

twin study isn't collecting info on state only spending on case

Geni

Some areas + visitation funding is the right thing to do.
Wally - Applauds use of WTW funding for noncustodial

Vicki - Worry is that we'll
misfire and end up w/ less
\$\$ in program

Paula - notes re = state w/o
financial capacity (LA)
as well as well

Options for funding

- > higher FFP no incentives
- > lower FFP w/ incentives

Cynthia

HHS has the ability ~~but~~ (legislative authority) to penalize the 5 to 10 worst states on staffing resources.

You should push them on

using that authority. I

~~was tempted~~ am tempted to beg

Ron to get you (the Admin)

to use all of your authority.

Was this PREWORA authority or did it pre-exist PREWORA? ~~some of it~~ It pre-existed the PREWORA. You should bug us first before you bug Ron! But a full court press might help. I agree & I will, I ^{but it really} ^{got clarified} ^{at} ^{strongly} ^{under} ^{PREWORA}

Have been bugging HHS + DMB.

SUMMARY OF CHILD SUPPORT INNOVATION GRANTS

Enforcement (3)

Texas, Office of the Attorney General/Child Support Division; Grant No.90FI0003
\$123,870; Project Period 9/30/98 - 2/29/00; Contact: Dan Morales, TX Attorney General 512-463-2104
or Scott Smith 512-460-6422.

RO Project Officer: Larry Brendel 214-767-6241.

Texas/Mexico Border Project: This project is to support the establishment of Texas/Mexico Child Support Pilot Office to assess enforcement issues and identify innovative procedures and practices to improve child support efforts on both sides of the border. Texas will establish a pilot office in South Texas to serve as a catalyst for the procedures needed to bridge the international differences that hinder the effective delivery of child support enforcement services affecting paternity establishment, enforcement efforts, and payment collection. In cooperation with the Servicios Migratorios Mexicana, identifying, locating and deporting US citizens, who are in default of their child support obligations and are residing in Mexico, could have a major effect on compliance with TX court orders and child support collection efforts. The goal of this project is to improve the lives of children in both countries by advancing efforts to provide them with financial and emotional support from both parents. Some of the strategies tested by the pilot office will include:

- o The referral of appropriate cases for state and federal prosecution for criminal non-support;
- o Identification, apprehension of fugitives in state and federal criminal non-support cases and individuals for whom capias' have been issued in civil cases;
- o Improvement in cooperation and assistance between support enforcement agencies in TX and Mexico in civil cases and increased judicial assistance between tribunals.
- o Development of standardized forms and procedures to be shared with other jurisdictions.

Idaho--Southwest District Health Department; Grant No. 90FI0004
\$59,176; Project Period: 9/30/98 - 9/29/99; Contact: Eugene Gunderson, Director, Southwest District Health Dept., Division of Social Services, 208-455-5315; or Chris Paul Nelson, 208-455-5376

Federal Project Officer: (RO X, not designated yet)

Internet Location of Absent Parents: A project to demonstrate usage of the internet as a skip-trace tool to increase collections of child support payments, establish paternity and establish support orders for the benefit of children in six Idaho counties. The project will develop successful ways to utilize the Internet and creatively develop new processes to skip-trace and locate absent parents. The project will increase ID's contact to inform other states about the location of the absent parent for whom an order needs to be established and the collection of current support, arrears and financial and medical needs of the children whom the IV-D agency represents. The project will assess the value of Internet usage in creating collections and improving the skip-trace process now in use in the 6 county area of rural Idaho. Usage of the latest Internet technology should greatly increase quick contact with sources to locate absent parents such as county assessors, libraries and newspapers and with other IV-D agencies around the country.

Rhode Island --Department of Administration, Division of Taxation - Child Support Enforcement;
\$149,820; Project Period: 9/30/98 - 12/29/99; Grant No 90FI0002
Contact: Jack Murphy, IVD Director, 401-222-2966

RO I Project Officer, Carol Monteiro- 617-565-2471

Rhode Island/Regional Lien Registry: The purpose of this project is to develop and implement a statewide process for executing liens and creating a statewide registry of delinquent NCP's for the purpose of attaching real property and insurance proceeds. RI expects that a more structured automated and centralized approach to the execution of liens in child support cases will result in increased collections. RI plans to provide information on delinquent NCPs in a database on a secure Internet server to be used for asset research and location. Remote users (insurance companies, banks, financial institutions, credit unions and attorneys) will be able to access this information with a unique user name and password and initiate lien actions on child support cases. The development of a lien registry will provide the state with a centralized, user-friendly database that allows remote users to easily review liens associated with child support. The RI lien registry would also be available to all states in Region I. RI will pilot and evaluate this concept to determine the requirements of this new process and the logistics to implement this approach.

Paternity Establishment (2)

California: \$180,000; Project Period: 9/30/98 - 9/29/99; Grant No. 90FI0008

Contact: Richard A. Williams, Chief Child Support Program Assistance Bureau
(916) 654-1532.

RO IX Project Officer: John Schambre 415-437-8422

CA Statewide Imaging System & Database for Paternity Declarations --CA's Paternity Opportunity Program (POP) proposal is to contract with a private vendor to process, store and retrieve voluntary paternity acknowledgment forms, using state of the art video imaging technology. CA anticipates that this innovative process will eliminate ongoing backlogs and reduce the existing process time from the current six months to 24 hours. This reduction in processing time will significantly decrease the costs of establishing paternity and child support in CA while expediting support orders. CA expects to process 200,000 paternity acknowledgment forms during the project period. CA has a very large and complex network of organizations providing voluntary acknowledgment services such as hospitals, clinics, IV-D agencies, Vital Records and courts. Thus, this project will use a technologically advanced system to address the demand and maximize the benefits of early paternity establishment. Utilization of this technology will form a foundation for an on-line network linking CA's hospitals, IV-D agencies, clinics, Vital Records and courts. A by-product of the proposed imaging system would be the availability of ad hoc statistical reports which would allow CDSS and County management to evaluate and monitor program participants and agency performance.

Illinois: Paternity Outreach at WIC Centers; \$149,686 Project Period: 9/30/98 to 9/29/99; Grant No. 90FI0007

contact: Lois Rakov, Manager of the Community Relations Unit: 312-793-8213

RO Project Officer: Mike Vicars 312-886-5339

This grant will enable Illinois to enhance "after-hospital" opportunity for voluntary acknowledgment in the community by expanding work with Catholic Charities WIC Food Centers in Chicago to sixteen sites to help families of young children voluntarily establish paternity and increase involvement of both parents in their children's lives. Through this grant Chicago Division of Child Support Enforcement and Catholic Charities WIC Food Center staff at four existing model pilot sites will disseminate the program

and develop expertise and tools to serve as mentors/models to twelve other Catholic Charities WIC Food Centers and for use by other states. WIC programs because of frequent contacts with mutual customers are in an excellent position to educate and inform people about time-limited welfare and the importance of child support for achieving self-sufficiency. Some of the major goals/objectives of the project are:

- o To begin a linkage with USDA/WIC Midwest Region staff to explore ways to build paternity establishment into maternal child health programs.
- o To help moms and dads who learn of child support services at WIC Food Centers and other WIC programs get the help they need in establishing paternity.
- o To identify methods and provide the means for "both" parents to become active participants in their children's lives - by educating both at WIC Food Centers.
- o To train new staff, educate existing WIC staff and involve Midwest USDA Region staff so they can inform parents on the options available for the establishment of legal paternity and explain how the benefits of paternity establishment fit into the well-being and healthy development of children.

Fatherhood (1)

Washington: Spokane County Child Support Diversion Program Course

\$17,171; Project Period: 9/30/98 - 9/29/99; Grant No.90FI0005

Contact: Karl Boettner, Claims Officer, Division of Child Support

509-456-3043 or Art Hayashi Deputy Prosecuting Attorney, 509-458-2486, ext. 116

Applicant: State of Washington, Dept. of Social and Health Services, Div. of Child Support

RO X Project Officer (not designed yet)

The objective of this project is to increase the percentage of those who choose to pay and to increase the average amount of their support payments among non-custodial parents not paying child support under contempt prosecution. Rather than using the threat of jail or jail time to make non-payers pay child support (which interventions have not been effective), this project gives the non-payers a choice. Non-payers are given the choice of attending in lieu of jail time an innovative course, currently provided by Volunteers of America. The course objective -- to cause non-payers to provide financial and emotional support to their children -- is achieved by assisting non-payers (1) to understand the serious harm done to their children by their financial and emotional non-support; 2) to safely explore unresolved feelings behind hostility toward the custodial parent and others; 3) to learn ways to reestablish their relationship with their children and communicate effectively with the custodial parent.

The grant will enable Spokane County Prosecuting Attorney's Office to continue offering this Course which has been successful (over 80% of the program participants (29 of 31) over the first 15 months are paying child support as compared with a 30% rate among a statewide comparison group. It is expected that the number of participants in the course in this project period will increase to between 80 and 100 participants.

Child Support/TANF Initiatives (3)

Maryland Department of Human Resources

Child Support Enforcement

\$100,312; Project Period: 9/30/98 -11/29/99; Grant No. 90FI10010

Contact: Clifford Layman, Director, CSEA, 410-767-7674; or Gina Higginbotham (410) 767-7886

RO III Project Officer: John Clark (215) 596-5147

The **Paternity Opportunity Program** address two issues targeted by Welfare Reform--improving child support enforcement through in-hospital paternity acknowledgment and increasing welfare-to-work opportunities.

Four child support clients who are former TANF recipients will be employed and trained to approach unmarried parents of newborns in hospitals to explain the benefits of paternity establishment and assist in having the parents sign a paternity acknowledgment form. Supervised by an experience child support supervisor, POP workers will be assigned to hospitals with large numbers of out-of wedlock births. The objectives of POP are to increase the number and percentage of in-hospital paternity affidavits signed; to demonstrate the effectiveness, cost-effectiveness, and efficiency of simultaneously addressing two PRWORA priorities: child support enforcement and welfare-to work opportunities; to explore the feasibility of employing child support customers in the work of child support enforcement; and to determine the effect of this project on the future employment of former TANF recipients.

Florida, Department of Revenue

\$25,864; Project Period: 9/30/98 - 9/29/99; Grant No. 90FI0009

Contact: Patricia Piller, Director, CSE 850-488-8226 or Nancy Luja 850-922-9589

RO IV Project Officer, Bob Reed (404) 562-2957

Project: Statistical Analysis to Assess Effectiveness of Procedures for Determination of Cooperation With CSE by Public Assistance Eligible Applicants. This project involves development of a statistical package and provision of technical support with data collection in order to determine the effectiveness of unique procedures being piloted in Bay County, FL for determination of cooperation by public assistance applicants. FL will develop data collection methodologies and instruments and conduct statistical analysis needed to assess the pilot. New cooperation procedures are being piloted in Bay County which are different from the other 66 counties in FL. Preliminary indicators show positive results, but these are anecdotal in nature. The intent of the pilot is to ensure required cooperation by the custodial parent at the beginning of the case and authorizes the ability to sanction public assistance applicants as appropriate earlier in the process. The proposed project would provide statistical data collection and analysis to verify anecdotal conclusions.

County of San Mateo/Office of the District Attorney

\$97,437; Project Period: 9/30/98 - 2/29/00; Grant No. 90FI0011

Contact: Iliana M. Rodriguez (650) 363-4935 or Peggy Jensen, Administrator, Family Support Division (650) 363-4598

RO IX Project Officer: Patricia Pianko (415) 437-8462

Co-Locate Project: Work First Graduates do Child Support Intake -The purpose of the San Mateo County Co-locate Project is designed to improve performance on new TANF cases from intake and paternity establishment to enforcement of the support order. The Family Support Division must have key information regarding the non-custodial parent in order to locate him/her and ultimately obtain an order.

The best source of this information is the custodial parent. To improve the quality and the timeliness of the information provided by TANF applicants regarding the non-custodial parent, Work First graduates (former TANF recipients) will be trained as child support intake workers to be located in nine welfare intake sites. The project builds on the success of co-located intake workers during the past three years in three welfare offices in San Mateo. By employing TANF graduates to conduct the child support intake interview, it is expected that the public assistance applicants will feel more comfortable talking to individuals who can better relate to their fears and situation so that they will be more forthcoming with information. Some of the major goals of the project are to:

- o increase TANF client cooperation
- o decrease processing time for paternity and order establishment
- o increase the number of non-custodial parents located

Tribal Grants (2)

Confederated Tribes of the Colville Reservation

\$32,800; Project Period: 9/30/98 - 9/29/99; Grant No. 90FI0006; Contact: Joseph Pakootas, Chairman, Colville Business Council -(509) 634-8825 or Marla Big Boy, Reservation Attorney (509) 634-8834.

RO X Project Officer (not designated yet)

Worksheet Computer Software Program Development: The purpose of the project is to reduce the time it takes the Colville Tribal Court to establish child support obligations. This will be achieved by reducing the time needed to prepare a Worksheet, standardizing the method of preparing a worksheet and eliminating all calculation errors in preparation of worksheets. A Worksheet must be prepared in every child support case in Colville Tribal Court. The long preparation time for Worksheets slows establishment of child support obligations in Tribal Court. There is a need to develop computer software which will quickly guide preparers through a uniform set of instructions for providing standardized information for a Worksheet and to train those preparers to use the software and provide technical support.

Puyallup Tribe of Indians

\$69,531; Project Period: 9/30/98-9/29/99; Grant No. 90FI0001; Contact: Lawrence LaPointe, Tribal Chairman 253-573-7828; or William Veliz (253)-573-7952

RO X Project Officer (not designated yet)

Puyallup Tribe of Indians Tribal Child Support Enforcement Program. The grant will assist the Puyallup Tribe in developing a CSE program. The Tribe currently establishes paternity and the State of Washington does as well. The State has both Court and Administrative mechanisms for CSE but the Tribe as yet only has Court mechanisms. The Tribe establishes, modifies and enforces support orders but the location of absent parents is primarily done by the State. The Tribe will prepare options for a Child Support Enforcement Program, procedures and protocols and initiate development and implementation of the approved program and improve its ability to locate absent parents. The Tribe will work with the State of Washington 701 Plan to access and improve Tribal and State CSE. The Tribe will review the key components of traditional child support offices and how they can be adapted to work more effectively within the Puyallup Tribe including: location of absent parents, establishing paternity, establishing child support orders, collecting child support payments and otherwise enforcing orders and modifying orders. The project will evaluate whether to: fully operate a Tribal CSE program, operate portions of a program, accept federal funds and then enter into a formal agreement with the State as a subcontractor. The project

will also review the viability of coordinating with other Tribes to share operation of a program and whether it is best to let the State continue to operate the program without an agreement with the Tribe.

**OFFICE OF CHILD SUPPORT ENFORCEMENT
Administration for Children and Families, DHHS**

-- Fatherhood Initiatives --

■ **Partners for Fragile Families Initiative**

In a unique partnership, ACF's Office of Child Support Enforcement (OCSE) and the Ford Foundation -- via the National Center for Strategic Nonprofit Planning and Community Leadership (NPCL) -- are supporting the Partners for Fragile Families initiative. Its goals are to: 1) assist low-income young fathers to work with the mothers of their children to share the legal, financial and emotional responsibilities of parenthood; and 2) improve the child support system's interaction with the fathers of fragile families.

NPCL will pursue both goals by:

- 1) holding Fatherhood Development Workshops to train grassroots organizations on effective practices for working with young, unemployed fathers; and
- 2) developing and implementing a Peer Learning College for national child support enforcement experts to identify systemic barriers to improving the child support response to these fathers, and developing possible ways to overcome them.

Funding:	FY 1997:	\$ 541,025
	FY 1998:	\$ 548,926
	FY 1999:	\$ 550,000 (estimated)

In support of the Fragile Families Project, the Ford Foundation has provided planning grants to 13 sites around the country as follows:

Alameda County/Oakland
Atlanta
Baltimore
Boston
Chicago
Denver
Indianapolis
Los Angeles
Minneapolis
New York
Racine
Roanoke
Washington, D.C.
West Chester

California
Georgia
Maryland
Massachusetts
Illinois
Colorado
Indiana
California
Minnesota
New York
Wisconsin
Virginia

Pennsylvania

■ **Access and Visitation Grants to States**

OCSE has awarded 54 access and visitation grants to the States and territories to facilitate the non-custodial parent's access to, and visitation with, his children. Services funded by the grants include mediation and counseling, parent education, development of parenting plans, assistance with enforcement of visitation orders, and development of guidelines for visitation and alternative custody arrangements.

Funding:	FY 1997	\$ 10 million
	FY 1998	\$ 10 million

■ **Responsible Fatherhood Projects**

ACF/OCSE is also supporting 8 responsible fatherhood projects focusing on low-income, unmarried fathers, who have established paternity. The goal of the project is to involve these fathers in the lives of their children, and become financially responsible parents.

The Responsible Fatherhood Projects are projects are located in the following States:

California, Colorado, Maryland, Massachusetts, Missouri, Washington, New Hampshire, and Wisconsin

Funding:	FY 1997	\$ 1.5 million
	FY 1998	\$ 1.5 million

■ **Parents Fair Share Program**

ACF/OCSE awarded grants to seven sites (Michigan, Ohio, New Jersey, Tennessee, Massachusetts, Florida, and California) under the Parents Fair Share Program.

There were 1,600 non custodial parents (primarily fathers) participating in the project, with each site demonstrating a variety of services to increase child support orders and payment, provide on-the-job training, employment skills training and related educational services to establish employment or increase earnings. The sites also provided peer group support, parenting education, and related mediation services to encourage low income, minority, unwed fathers to become involved with their children.

Federal Funding: \$ 4 million over 5 years

Breakout:

\$ 1 million from ASPE

\$ 700,000 from OCSE

\$ 1 million from Depart. of Agriculture

\$ 500,000 from Dept. of Labor

\$ 800,000 ACF/OPRE (Rolston's office)

■ **Child Support Collaboration Grants**

In FY 1997 and FY 1998, OCSE awarded six demonstration grants to child support agencies to develop models of collaboration between child support, child care, and Head Start agencies.

The projects are promoting a better understanding of child support and parenting issues, and facilitating access to child support services through local Head Start and child care programs. The projects also emphasize the importance of non custodial parent's emotional involvement with their children which can enhance voluntary payment of child support.

■ **Media Projects:**

**Voluntary Paternity Establishment
and Benefits of Child Support**

A. Paternity Establishment

In FY 1998, OCSE awarded \$45,000 for the development and production of a national video which informs and encourages unwed parents to legally establish their child's paternity prior to or following the birth of their child. It is estimated that over 1 million unwed parents, per year, will view this video (primarily through birthing hospitals) as a prerequisite to signing a voluntary acknowledgment of paternity.

B. Child Support Public Education Campaign

OCSE and a consortium of State partners (Ohio is the lead State) have been working with the Advertising Council and the firm of Ogilvey and Mather to develop a national child support public education campaign focusing initially on working, nonpaying, non custodial parents. The goal of the campaign is to increase voluntary compliance with child support enforcement. A multimedia strategy is being planned that would include TV, radio, magazines, and billboards -- in both English and Spanish.

■ **Special Improvement Grants**

In FY 1998, OCSE awarded \$ 17,171 to the State of Washington's Child Support Enforcement agency in support of a project aimed at increasing the payment of child support for non custodial parents who are in contempt of court for failing to pay child support. This project gives non-payers are given the choice -- in lieu of incarceration -- of attending an innovative course on parenting responsibilities and education currently administered by Volunteers of America.

■ **Head Start Program**

ACF is studying the qualitative involvement of fathers in the Head Start Program following intensive efforts to get them involved.

■ **State-Level Fatherhood Conferences**

Within the Child Support program community, there has been a new emphasis given to underscoring the importance and encouraging the participation of fathers in the emotional as well as financial support of their children. As a result, many States (e.g., California, Colorado, Texas, Massachusetts, Texas, Missouri, etc.) have or are in the process of convening State-level Fatherhood conferences and policy summits.

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